

# Continuity Of Operations Plan



## CONTINUITY OF OPERATIONS PLAN (COOP)

**Prepared by:**

Martin Metropolitan Planning Organization in cooperation with  
Martin County Board of County Commissioners

**Adopted:**

October 2012

**Revised:**

December 14, 2015

September 17, 2018

February 22, 2021

May 6, 2024

*SIGNED BY AND FOR  
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**Commissioner Troy McDonald, MPO Chairman**

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## INTRODUCTION

### Purpose

To ensure the continued operations of the Martin Metropolitan Planning Organization in the event of an emergency, it is vital that the MPO have a plan in place. The Martin MPO Continuity of Operations Plan (COOP) serves that function. As structured, the plan guarantees the continuous operations of the MPO in the event of an emergency and ensures that the MPO's resources can be efficiently deployed to supplement wider emergency planning efforts. The MPO's COOP provides a process that is applicable to all MPO functions and activities, including the Long Range Transportation Plan (LRTP), the Transportation Improvement Program (TIP), the Unified Planning Work Program (UPWP), the Congestion Management Process, and other plans and updates.

Because Martin County is the host agency of the Martin MPO through a staff services agreement, the MPO COOP was developed in a manner consistent with the policies and procedures of the Martin County Board of County Commissioners. As such, the MPO's COOP outlines roles and responsibilities of MPO staff with respect to the MPO Board and its advisory committees; addresses emergency management of projects and recurring activities; and describes potential MPO involvement in emergency planning tasks, also known as Mission Essential Functions (MEFs). For each of these areas, the COOP provides strategies that will lead to the continuity of MPO operations.

### Vision

A vision statement is a brief description of what an organization hopes to achieve through planning. By implementing all strategies contained within the MPO COOP and by satisfying all objectives, the MPO hopes to achieve:

**Timely completion of all MPO tasks throughout the duration of an emergency, regardless of the nature and duration of that emergency.**





## Organization of COOP

The MPO COOP was developed by MPO staff to ensure that the MPO could continue operations in the event of an emergency. This Plan contains measurable objectives and is consistent with other relevant planning documents, including the Martin County Public Works Department COOP to provide guidance and be an additional resource. Also consistent with the MPO COOP is the Martin County



Comprehensive Emergency Management Plan (CEMP). Chapter 252, of the Florida Statutes, and the State Emergency Management Act, requires each County in the State of Florida to prepare a CEMP. The Martin County CEMP establishes the operational framework through which the County prepares for, responds to, recovers from, and mitigates the impacts of disasters, ensuring the continuation of essential functions during an emergency. The CEMP defines responsibilities for County departments, including the Martin County Public Works Department in which the Martin MPO is housed.

The plan component of the COOP is organized into four different sections, each addressing a different dimension of emergency planning. The sections are:



Each section has an objective and several strategies associated with them that will assist staff with understanding how that specific objective will be met. A Measure of Effectiveness (MoE) is also associated with each objective, which is how the Martin MPO will determine if the specific objective was achieved. A summary of the contents of each section is as follows:

### Section 1: Concept of Operations

The MPO COOP describes logistical planning in the event of an emergency, including general



preparedness measures, immediate pre-event planning (where advanced notification is available), activation of the COOP, and post-event logistics under the heading Concept of Operations. The Concept of Operations section of the MPO COOP is consistent with the County's policies, procedures, and addresses planning scenarios generally applicable to all County departments. The MPO COOP details the responsibilities of MPO staff, the MPO Administrator, with respect to general preparedness, and logistics. Later Sections of the MPO COOP address specific policies and measures applicable to individual MPO activities.

## Section 2: Continuity of Meetings

The MPO is a statutorily authorized Board composed of representatives of local governments and is the primary agency responsible for transportation planning in Martin County. Four advisory committees have been established to assist the MPO. They are the Technical Advisory Committee (TAC), composed of local government officials and other technically qualified agency representatives; the Citizens Advisory Committee (CAC), composed of members of the general public or public interest groups; the Freight Transportation Advisory Committee (FTAC), composed of freight transportation professionals and freight planning staff. and the Bicycle and Pedestrian Advisory Committee (BPAC), composed of bicycle and pedestrian advocates. The MPO also staffs the Local Coordinating Board for the Transportation Disadvantaged (LCB-TD) and is composed of various agency and citizen representation. The LCB-TD provides direction to the Community Transportation Coordinator (CTC) which provides trips for the Transportation Disadvantaged. Florida Statute 427.011(1) defines Transportation Disadvantaged as “those persons who because of physical or mental disability, income status, or age are unable to transport themselves or to purchase transportation and are, therefore, dependent upon others to obtain access to health care, employment, education, shopping, social activities, or other life-sustaining activities, or children who are handicapped or high- risk or at-risk.”

The strategies contained in the COOP with respect to the MPO Board and advisory committees include evaluating the status of committee meeting schedules, potential challenges to the normal notification, agenda preparation, and meeting conduct processes.



## Section 3: Continuity of MPO Projects and Activities

The MPO undertakes several short- and long-term projects. Many of these projects, such as the Long Range Transportation Plan (LRTP) and the Transportation Improvement Program (TIP) include deadlines for MPO action. Other projects, such as the MPO's Bicycle and Pedestrian Action Plan, are performed to promote sound planning practices and represent an investment of MPO resources. As such, the COOP contains several strategies for fulfilling MPO obligations and continuing ongoing



projects throughout the duration of an emergency. In addition, many MPO projects are performed by consultants. These projects typically have deadlines contained in the contract or work order. For these projects, some action by the MPO or by MPO staff might be required to keep the project moving efficiently and to comply with contractual obligations.

## Section 4: Mission Essential Functions (MEFs)

Although MPO work tasks are identified in the annual Unified Planning Work Program (UPWP), interim emergency transportation planning tasks may occur (known as Mission Essential Functions) that take advantage of the MPO's resources and abilities.

## Section 1: Concept of Operations

In accordance with the Martin County CEMP, which covers all phases of an emergency, the MPO COOP provides guidance for an internal program within the County to ensure the continuation of essential component functions across a wide range of potential emergencies. As a division of the County's Public Works Department, responsible for the local infrastructure and public works, the MPO is one of the first divisions operational after an emergency. With the benefit of the County's resources, the MPO can ensure the safety and continued operation of its programs, meeting schedule, product deliverability and public involvement. The County however does not specify strategies that apply to individual sections within County departments, such as the MPO. Therefore, the Concept of Operations section of the MPO COOP provides specific direction for MPO staff and Appendix A displays a continuing cycle of how the MPO COOP will be sustained over time.



**Objective 1:** For each emergency event, MPO staff will be fully operational with telephone and computer access within 24 hours of the activation of the COOP.

**Measure of Effectiveness:** Number of hours needed to become fully operational upon activation of the MPO COOP.

### Strategy 1.A: Communications and Activation of the COOP

Throughout the duration of any emergency, the Martin County Public Works Director, who is the Infrastructure and Public Works Team Leader, will be the primary source of information for the



MPO Administrator and will announce the activation of the MPO COOP. Activation of the MPO COOP can be a result of wide range of emergencies and is not exclusive to natural disasters, but also includes terrorist attacks and technological disruptions. As stated in the CEMP, the Public Works Team Leader will communicate with the Operations Section Chief who will provide information from Incident Command that receives direction from Unified Command. The MPO Administrator will notify all MPO staff and be their primary source of information. Consistent with Martin County procedures, MPO staff will participate in the Department's call list and list order of succession process as identified in Appendix B.

## Strategy 1.B: Preparedness Items

Depending on the nature of the impending emergency and/or the duration of pre-event warning, the MPO Administrator will prepare or coordinate preparedness items. A summary of preparedness items that are the responsibility of MPO staff are as follows:

- MPO call team/list order of succession (Appendix B).
- Electronic Storage of Documents (Appendix C).
- Computer equipment care (In accordance with Martin County Employee Handbook for Emergency Activations).
- Hardcopies of Maps (Appendix D).
- Original MPO agreements and signed contracts.
- Pre-Incident: Identifying areas where outside support will be required in Alternate Facility operations. Identifying any vulnerabilities the Alternate Facility may have, such as being prone to street flooding. If necessary, ordering additional resources, including equipment, and office supplies, and other supplies that are not in place or readily available among existing agency resources.



## Strategy 1.C: Facility Evacuation

In the event facility evacuation is ordered, general staff are responsible for the following:

- Ensuring all employees and visitors are assisted from the facility.
- Staff with public visitors should exit the facility with the visitors.
- Staff must search for and ensure that any clients who are in conference rooms and restrooms evacuate with the staff immediately.
- If fire alarm signal occurs, ensure all doors are closed to help prevent the fire from spreading and to decrease damage to other areas.



Staff and guests present will assemble at the designated meeting point established by staff.

## Strategy 1.D: Alternative Facilities

If the MPO office should become incapacitated during an emergency, the MPO Administrator will then coordinate with the Public Works Team to identify a secure work area for MPO staff within an appropriate Alternate Relocation Point (ARP). Information on these procedures will be communicated to the MPO Administrator by the Public Works Team Leader at the time of the event. The MPO Administrator will then notify MPO staff of the ARP. All other rules pertaining to the employee workplace, including accessing the workplace with proper identification, will be in accordance with Martin County emergency procedures.



## Strategy 1.E: Support Infrastructure

At either the MPO's regular workplace or the ARP, the MPO Administrator will assess the condition of the MPO's support infrastructure. The MPO Administrator will coordinate with the Public Works Team to ensure that the workplace meets the following conditions:

- Immediate capability to perform essential functions under various threat conditions.
- Sufficient space and equipment to sustain the MPO.
- Interoperable communications.
- Reliable logistical support, services, and infrastructure systems, including water, power, heating, air conditioning etc.
- Ability to sustain operations for a period of up to 30 days.
- Consideration for the health, safety, and emotional well-being of relocated employees.
- Appropriate physical security and access controls.

Depending upon the condition of the support infrastructure, the MPO Administrator will coordinate with the Public Works Team to repair, install or procure new systems, or utilize alternative systems. Pending the approval of the Public Works Team Leader, the MPO Administrator will contact FDOT, other MPO's, or local agencies about sharing or acquiring through emergency purchase authority, any equipment necessary for the MPO to quickly resume its basic staff functions.



## Section 2: Continuity of Meetings

The Martin MPO works to coordinate the improvement of all facets of the transportation network in Martin County. This effort includes the monitoring and evaluation of existing conditions, the development of improvement strategies, the facilitation of meaningful public input, and the implementation of evaluated and funded strategies.

All MPO's are designated and funded through Federal legislation mandating the coordination of plans and improvements in areas with a population of 50,000 or more. The intent of the Federal-Aid Highway Act of 1962 related to the authorization of MPOs was to ensure projects were developed with local input according to "continuing, comprehensive, and cooperative" transportation planning – the "3C" planning approach. To help make decisions, the MPO uses recommendations from advisory committee members. These committees offer input from citizens, bicycle/pedestrian interests, freight transportation professionals, and local technical experts.



**Objective 2:** A quorum will be present for each MPO and advisory committee meeting, effective the first meeting after activation of the COOP.

**Measure of Effectiveness:** Number of Board and advisory committee members in attendance at the first meeting after activation of the COOP.

### Strategy 2.A: Meeting Facilities

Meeting Facilities. Immediately after an emergency event, the MPO Administrator will coordinate with the Public Works Team to assess damages to or reassignment of regular conference room facilities. If regular meeting room facilities are inaccessible or reassigned for emergency purposes, the MPO Administrator will coordinate with the Public Works Team Leader and Emergency Operations Center to determine the availability of conference rooms at alternative relocation points (ARPs). Due to the multi-jurisdictional nature of the MPO Board, a partial list of ARPs for conducting MPO and advisory committee meetings include municipal facilities. ARPs include:

- Martin County Blake Library Conference Room
- Martin County Utilities Department Conference Room



- Martin County Building Department Conference Room
- Martin County Airport Maintenance Building Conference Room
- Indian River State College-Chastain Campus, Morgade Center Conference Room
- Field Operations Compound

In the event of a Pandemic, and the Martin County BOCC issues a state of emergency, the Martin MPO will follow the direction of Martin County policy and procedures set forth, including:

- Closing the MPO office to the public.
- Arranging for an ARP where meetings can be held safely with appropriate social distancing opportunities.



## Strategy 2.B: Meeting and Schedules and Notification

The MPO Administrator will coordinate with the Public Works Team Leader and the Emergency Operations Center to determine if emergency conditions warrant a full or partial rescheduling of regularly scheduled meetings during the emergency period.

Upon a determination that it is unsafe or inappropriate to conduct regularly scheduled meetings (for example, due to unsafe travel conditions, interruption in communications, or general public safety and welfare), the MPO Administrator will notify the MPO and its advisory committees via all of the following methods:

- The MPO Administrator will inform the Emergency Operations Center of meeting status. He/she will, in turn, post the announcement through a variety of forums, including notifying the County switchboard operators, Local Government Access television, Martin County Website, and WSTU- 102.3FM/1450AM.
- The MPO Administrator will draft a meeting cancellation memo, and staff will attempt direct mail to the committee members.



- MPO staff will attempt direct e-mail to the affected committee members and local governments.
- MPO staff will attempt phone calls to this same group.
- The MPO Administrator will draft and post an announcement on the MPO Website.



The MPO will continue to utilize multiple meeting notification techniques until such time as the state of emergency is lifted or normal communications have resumed as determined by the MPO Administrator.

### Strategy 2.C: Meeting Preparation and Conduct

All normal MPO meeting preparation and agenda item preparation procedures will apply in the event of an emergency (see Section 3.0 of Martin MPO Public Participation Plan) with the exception being that the MPO Administrator will provide an additional week over and above the normal notification and distribution period to account for disruptions in communications.

The MPO Administrator will evaluate conference facilities in the ARP to ensure adequate seating and recordation capabilities.

## Section 3: Continuity of Projects and Recurring Activities

The MPO undertakes many short-term and long-term projects. Examples of such projects include the Long Range Transportation Plan, Transportation Improvement Program and Unified Planning Work Program. In addition, the MPO engages in many activities on a recurring basis, including coordinating with FDOT on the status of transportation projects and developing an annual budget and work program. Many of the MPO's projects and activities are requirements of state and federal law. The MPO may, however, also undertake a project, such as a corridor study, as a sound planning practice. In addition, Annex E of the Public Works Department COOP states relocation will not affect normal procedures for submitting and processing requisitions, purchase orders, or other purchasing procedures related to personnel relocated to an alternate facility or other purchasing functions. Regarding execution of contractual agreements, the relocation will not affect normal procedures for execution of contractual agreements for the MPO. Whether or not an MPO project or activity is required by statute, it represents an investment of MPO resources. As such, compliance with deadlines and continuing ongoing projects is a top priority.



**Objective 3.1:** MPO staff will meet 100% of Federal and State deadlines for completion of required work tasks.

**Measure of Effectiveness:** Percent of required tasks completed in compliance with required deadlines.

**Objective 3.2:** MPO staff will complete consultant contracts within 10% of the original contract date after activation of the COOP.

**Measure of Effectiveness:** Number of consultant contracts completed within 10% of the original contract date.

### Strategy 3.A: Assessment of Activities

Immediately after an event, the MPO Administrator will consult the Martin MPO Unified Planning Work Program (UPWP) and inventory all ongoing and upcoming MPO projects and activities and identify deadlines for completion.



In consultation with the Public Works Team Leader, the MPO Administrator will determine the severity and duration of the disruption caused by the event and assess the earliest possibility for resumption of operations.

### Strategy 3.B: Statutorily Required Projects and Activities

The MPO Administrator will assess the feasibility of meeting required deadlines. If a deadline cannot be met due to a mandatory cancellation of an MPO Board Meeting, the MPO Administrator will contact the appropriate review agency and determine:

- If the MPO Administrator has the discretion or authority to act on an interim basis.
- If the deadline can be postponed until the Board can resume its regular meeting schedule.
- If an emergency meeting of the MPO should be scheduled on an interim basis prior to the next regularly scheduled Board meeting.

If a deadline cannot be met due to a lack of sufficient staff time to complete required tasks, the MPO Administrator will contact the appropriate review agency and determine:



- If the deadline can be postponed considering the current emergency
- If a supplement to staff resources can be obtained either through contractual services or inter-agency cooperation.

## Strategies 3.C: Other MPO Projects and Activities

The MPO Administrator shall review the contracts for all outstanding projects and activities being performed with the assistance of consultant services and determine scheduled completion dates. The MPO Administrator will contact the Project Manager to determine if local emergency conditions will impact timely completion of the project.



If it is determined that local conditions will affect scheduled project completion, due to inability of MPO to fulfill its contractual obligations, inability of consultant to access information, or inability of consultant to perform work tasks, then the MPO Administrator will seek an extension of the period of performance of the contract, not to exceed thirty days, subject to Board approval.

## Section 4: Mission Essential Functions (MEFs)

The MPO performs a vital role in transportation funding, planning, system oversight and coordination. If requested, MPO staff will coordinate local emergency needs with the Federal Highway Administration (FHWA), Federal Transit Administration (FTA), or Florida's Department of Transportation (FDOT). Potential coordination activities may include:

- Providing information on local transportation conditions and operating status
- Coordinating meetings between local jurisdictions and Federal or State transportation agencies; and
- Relating County transit, traffic operations or engineering needs to appropriate federal and state agencies.

If necessary, MPO staff should be prepared to conduct emergency meetings to amend the Transportation Improvement Program or accept grant funding or assistance necessary to restore the transportation system to its pre-emergency operating conditions. Any emergency TIP amendment or prioritization task will be performed in accordance with Section 2 (Continuity of Meetings) and Section 3 (Continuity of Projects and Recurring Activities) of this document.



**Objective 4.1:** MPO staff will complete 100% of the MEFs assigned to it by the Public Works Team Leader by the deadline imposed.

**Measure of Effectiveness:** Percent of MEFs completed in compliance with deadlines.

**Objective 4.2:** New employees will receive COOP information for awareness on the various hazards that exist and the responsibility of County employees to serve the public during a disaster.

**Measure of Effectiveness:** Number of hours reviewing Martin MPO COOP, Martin County Public Works Department COOP, Florida Division of Emergency Management information and/or hours spent on training such as Martin County Active Shooter training and Stop the Bleed training.





## Appendix A

### SUSTAINMENT OF THE COOP

The Martin MPO COOP follows guidance presented in the National Response Framework (NRF). The COOP will follow the NRF Four-Phase Preparedness Cycle and will be revised and updated by MPO staff as-needed, thus serve as a living document:





## Appendix B

### MARTIN MPO DIVISION CALL LIST

MPO Administrator .....	(772) 288-5484
Administrative Assistant .....	(772) 221-1498
Principal Planner .....	(772) 223-7983
Senior Planner .....	(772) 320-3015
Planner .....	(772) 288-5412



## Appendix C

### **ELECTRONIC STORAGE OF DOCUMENTS**

- ❖ MPO Original Contracts and Agreements. These include:
  - MPO Agreement for PL Funds
  - MPO Interlocal Agreement
  - MPO Apportionment Plan
  - Agreement for MPO Staff Services
  - Section 5303 Public Transportation JPA
  - Intergovernmental Coordination and Review Agreement (ICAR)
  - General Planning Consultant Agreements
  
- ❖ Originals of each of the MPO's major plans and projects, including:
  - LRTP (2025, 2030, 2035, 2040, 2045)
  - TIP
  - UPWP
  - TDSP
  - Public Participation Plan (PPP)
  
- ❖ Copies of all signed Work Orders and Work Order Scopes of Services

MPO staff will electronically store documents on the County's network. The MPO will also work with the Director of Information Technology Services (I.T.S) for the purpose of maintaining an I.T.S Disaster recovery plan to restore documents. Annex J – Security and Access Controls of the Public Works Department COOP details the following:

The Information Technologies Services is responsible for establishing and maintaining policies and procedures relative to communications and cyber security. The following measures are in place to send and receive secure communications from the primary and alternative facilities:

Information System/cyber security measures are in place at Alternative Relocation Facilities such as:

- Firewall
- Password protected account login access
- Anti-virus software



## Appendix D

### MISSION ESSENTIAL MAPS AND LISTS

- Roadway Functional Classification Map
- Cost Feasible Map
- MPO Adopted List of Project Priorities (LOPP)
- Community Outreach/Community Profile Maps
- Bicycle/Pedestrian Plan Map



## Appendix E

### EMERGENCY INFORMATION CONTACTS

**ALL EMERGENCIES** .....911

- MARTIN COUNTY EMERGENCY OPERATIONS CENTER ..... (772) 287-1652
- STATE OF FLORIDA EMERGENCY INFORMATION LINE ..... (800) 342-3557
- FLORIDA HIGHWAY PATROL ..... (772) 468-3967
- FEDERAL EMERGENCY MANAGEMENT ADMIN. (FEMA) ..... (800) 621-3362

#### **NON-EMERGENCY CONTACTS**

- MARTIN COUNTY SHERIFF’S OFFICE ..... (772) 220-7000
- CITY OF STUART POLICE DEPARTMENT..... (772) 287-1122
- JUPITER ISLAND POLICE DEPARTMENT ..... (772) 545-0112
- TOWN OF SEWALL’S POINT POLICE DEPARTMENT ..... (772) 781-3378
- MARTIN COUNTY FIRE RESCUE..... (772) 288-5710

#### **MUNICIPALITIES**

- CITY OF STUART ..... (772) 288-5300
- TOWN OF JUPITER ISLAND ..... (772) 545-0100
- TOWN OF SEWALL’S POINT ..... (772) 287-2455
- TOWN OF OCEAN BREEZE ..... (772) 334-6826
- VILLAGE OF INDIANTOWN ..... (772) 597-9900