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FOIA Requester Service Center (H3A)
1800 F Street, NW, 7308
Washington, DC 20405-0001
Fax: [202-501-2727](tel:202-501-2727)
[FOIAonline](#)

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August 4, 2021

This letter is in response to your U.S. General Services Administration (GSA) Freedom of Information Act (FOIA) request number (GSA-2021-000152), submitted on November 2, 2020, in which you requested the following:

“A copy of GSA Order ADM 2430.1A”

Enclosed please find the document responsive to your request.

This completes our action on this FOIA request. Should you have any questions, you may contact Robert Harding, at (202) 501-1411 or by email at bob.harding@gsa.gov. You may also contact the GSA FOIA Public Liaison, Travis Lewis, at (202) 219-3078 or by email at travis.lewis@gsa.gov for any additional assistance and to discuss any aspect of your FOIA request.

Sincerely,

Travis Lewis

Travis Lewis
FOIA Program Manager
Office of General Counsel
General Services Administration

Enclosure

GSA-2021-000152-Enclosure(s)

UR - Unredacted - Releaseable to the General Public

GENERAL SERVICES ADMINISTRATION
Washington, DC 20405

ADM 2430.1A
October 29, 2017

GSA ORDER

SUBJECT: The U.S. General Services Administration Continuity Program

1. Purpose. To ensure the U.S. General Services Administration (GSA) is adequately prepared for and able to effectively respond to a continuity event.
2. Background. The GSA Emergency Management and Continuity Programs are separate efforts with different funding streams and authorities. Therefore, GSA policy information currently contained in *GSA Order ADM 2430.1: GSA Continuity Program* will now be set forth in two directives: *ADM 2430.3: The U.S. General Services Administration Emergency Management Program* and *ADM 2430.1A: The U.S. General Services Administration Continuity Program*. These directives are being issued simultaneously to ensure no gaps in coverage. *GSA Order ADM 2430.1: GSA Continuity Program* will be cancelled upon issuance of this Order.

GSA's continuity program operates under several primary authorities. Background information on each is listed below. This list of authorities is not all inclusive but represents the primary reference documents:

- a. Presidential Policy Directive (PPD) 40 (July 15, 2016). Establishes a new national continuity policy that defines the "national essential functions" for the Federal Government.
- b. Executive Order (E.O.) 12656 "Assignment of Emergency Preparedness Responsibilities," (2012) as amended by E.O.s 13074, 13228, and 13286. The "policy of the United States to have sufficient capabilities at all levels of Government to meet essential defense and civilian needs during any national security emergency. A national security emergency is any occurrence, including natural disaster, military attack, technological emergency, or other emergency, that seriously degrades or seriously threatens the national security of the United States. Policy for national security emergency preparedness shall be established by the President. Pursuant to the President's direction, the National Security Council shall be responsible for developing and administering such policy. All national security emergency preparedness activities shall be consistent with the Constitution and laws of the United States and with preservation of the constitutional Government of the United States. Effective national security emergency preparedness planning requires: identification of functions that

would have to be performed during such an emergency; development of plans for performing these functions; and development of the capability to execute those plans.”

c. Office of Management and Budget (OMB) Directive 16-1, “Minimum Requirements for Federal Executive Branch Continuity Communications Capabilities” (December 15, 2016). Describes the minimum requirements for continuity communications enabling departments and agencies to execute their Mission Essential Functions (MEF).

d. Federal Continuity Directive (FCD)-1, “Federal Executive Branch National Continuity Program Requirements” (January 17, 2017). Provides direction to the Federal Executive Branch for developing continuity plans and programs.

e. FCD-2, “Federal Executive Branch Mission Essential Functions and Candidate Primary Mission Essential Functions Identification and Submission Process” (June 2017). Provides guidance and direction for departments and agencies in the process for the identification and periodic review and verification of their Essential Functions, the Business Process Analyses, and Business Impact Analyses that support and identify the relationships among these Essential Functions.

3. Scope and applicability.

a. This Order applies to all organizational entities within GSA prior to, during, and after a continuity event.

b. The provisions of this Order shall not be construed to interfere with or impede the legal authorities or independence of the Office of Inspector General (OIG) or the Civilian Board of Contract Appeals (CBCA).

4. Definitions.

a. All-Hazards. An approach that, in carrying out the responsibilities under this Order, the Administrator shall coordinate the implementation of a risk based, all-hazards strategy that builds those common capabilities necessary to prepare for, protect against, respond to, recover from, or mitigate against natural disasters, acts of terrorism, and other man-made disasters, while also building the unique capabilities necessary to prepare for, protect against, respond to, recover from, or mitigate incidents that pose the greatest risk to the Nation.

b. Alternate locations. Fixed, mobile, or transportable locations, other than the headquarters facility, where departments and agencies leadership and continuity personnel relocate in order to perform essential functions following activation of the continuity plan. These include locations to which agency leadership may devolve. These locations refer to not only locations sites but also work arrangements such as telework and mobile work.

- c. Catastrophic emergency. Any event, regardless of location, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the U.S. population, infrastructure, environment, economy, or Government functions.
- d. Continuity of Government (COG). A coordinated effort within the executive, legislative, and/or judicial branches of the Federal Government to ensure that National Essential Functions (NEFs) continue to be performed during a catastrophic emergency.
- e. Continuity of Government Readiness Conditions (COGCON). The COGCON system establishes executive continuity program readiness levels, focusing on emergencies in or credible threats to the National Capital Region, or affecting the performance of NEFs.
- f. Continuity of Operations (COOP). An effort within the Executive Office of the President and individual departments and agencies to ensure that essential functions continue to be performed during disruption of normal operations.
- g. Devolution. The transfer of statutory authority and responsibility from an organization's primary operating staff and facilities to other staff and alternate locations to sustain essential functions when necessary.
- h. Emergency Coordinator (EC). Designated individuals responsible for preparedness, response, and recovery phases of incident management. The Office of Mission Assurance (OMA) Associate Administrator is the primary EC for GSA and is responsible for ESF #7-Logistics Annex, in which GSA is the Co-Primary Agency responsible for logistics with FEMA. Additionally, each Head of Service and Staff Office (HSSOs) must designate an EC to handle emergency documents, update their HSSO, and liaise with OMA.
- i. Emergency Relocation Group (ERG). Staff assigned to continue performance of essential functions at an alternate location in the event that their primary operating facility or facilities are impacted or incapacitated by an incident.
- j. Enduring Constitutional Government (ECG). A cooperative effort among the executive, legislative, and judicial branches of the Federal Government. It is coordinated by the President, as a matter of comity to the legislative and judicial branches and the constitutional separation of powers among the branches, to preserve the constitutional framework under which the Nation is governed. ECG includes the capability of all three branches of Government to execute constitutional responsibilities and provide for orderly succession, appropriate transition of leadership, and interoperability and support of the NEFs during a catastrophic emergency.
- k. Essential functions. A subset of Government functions that are determined to be critical activities. These essential functions are then used to identify supporting tasks and resources that must be included in the organization's continuity planning process. In FCD-1, the term "essential functions" refers to those functions an organization must

continue in a continuity situation, whether the functions are MEFs, PMEFS, or ESAs.

l. Essential Supporting Activities (ESA). Critical functions that an organization must continue during a continuity activation, but that do not meet the threshold for MEFs and Primary Mission Essential Functions (PMEF).

m. Government Emergency Telecommunications Service (GETS). The service that provides priority access and prioritized processing in landline networks. The GSA Order can be accessed at *OMA 7105.1, Use of Government Emergency Telecommunications Service and Wireless Priority Service*.

n. Mission Essential Functions (MEF). The essential functions directly related to accomplishing an organization's mission as set forth in statutory or executive charter. Generally, MEFs are unique to each organization. The GSA MEFs can be found at *OMA 2430.2, The U.S. General Services Administration Continuity of Operations Mission Essential Functions*.

o. National Alert and Accountability System (NAAS). A GSA application that is used for both alerting and accountability activities such as mass notification to employees during times of localized emergencies, national crisis, or natural disasters, as well as to account for GSA employees and embedded contractors.

p. National Essential Functions (NEF). Select functions necessary to lead and sustain the Nation during a catastrophic emergency that must be supported through COOP, COG, and ECG capabilities. GSA supports NEF#1 under FCD-1, which is to *ensure the continued functioning of our form of Government under the United States Constitution, including the functioning of the three separate branches of Government*.

q. National security emergency. Any occurrence, including natural disaster, military attack, technological emergency, or other emergency, that seriously degrades or seriously threatens the national security of the United States.

r. Primary Mission Essential Function (PMEF). Those MEFs that must be continuously performed to support or implement the uninterrupted performance of NEFs. GSA's PMEF is to *lead and coordinate Federal Government physical reconstitution efforts, including acquisition and provisioning of real property, commercial goods, and contract services*.

s. Reconstitution. The process by which surviving and/or replacement organization personnel resume normal operations.

t. Senior Emergency Response Team (SERT). The decision making body comprised of a core group of GSA HSSOs and their deputies led by the GSA Administrator and facilitated by OMA.

u. Succession. A formal, sequential assumption of a position's authorities and responsibilities, to the extent not otherwise limited by law, by the holder of another specified position as identified in statute, Executive Order, or other Presidential directive, or by relevant department and/or agency policy, order, or regulation if there is no applicable Executive Order, other presidential directive, or statute in the event of a vacancy in office or a position holder dies, resigns, or is otherwise unable to perform the functions and duties of that pertinent position.

v. Telework. A work flexibility arrangement under which an employee performs the duties and responsibilities of such employee's position, and other authorized activities, from an approved worksite other than the location from which the employee would otherwise work.

w. Wireless Priority Service (WPS). Priority access program providing users with priority access to the cellular network on a per-call basis. The GSA Order for WPS can be accessed at *OMA 7105.1, Use of Government Emergency Telecommunications Service and Wireless Priority Service*.

5. Cancellations. ADM 2430.1 is cancelled.

6. Policy. Per the authorities listed in the 'Background' section above, GSA is required to develop, facilitate, and maintain a comprehensive and effective continuity capability through COOP, COG, and ECG programs. This Order identifies policy and procedural guidance regarding continuity programs, capabilities, and operations; outlines GSA's continuity requirements; and identifies each GSA component's responsibilities. These are the minimum continuity standards for GSA to incorporate into its daily operations to ensure seamless and immediate continuation of essential functions. Ultimately, GSA's continuity capability is based on the requirements and principles outlined herein to ensure resilience and continued performance of GSA's essential functions under all conditions.

7. Requirements and responsibilities.

a. GSA has explicit requirements listed in PPD-40, E.O. 12656, and FCD-1 that are outlined in Appendix A.

b. In addition to the authorities listed in subparagraph 7a. directly above, GSA components have individual responsibilities under OMB Directive 16-1 and FCD-2 broken out by the GSA Administrator and Service or Staff Office in Appendix B.

c. All GSA components have the collective responsibilities in Appendix C.

8. Dissemination restriction. This directive has been designated FOR OFFICIAL USE ONLY and is not approved for public release. It contains information that may be exempt under the Freedom of Information Act (5 U.S.C. 552). It may not be released to the public without prior approval of the Associate Administrator of OMA.

9. Signature.

/S/ _____

TIMOTHY O. HORNE
Acting Administrator

Appendix A: GSA Requirements

In accordance with PPD-40, Executive Order 12656, and FCD-1, GSA is the lead or co-lead agency for the following responsibilities. Please note these responsibilities are implemented through the specific Service and Staff Office (SSO) responsibilities as outlined in Appendix B.

GSA has the following responsibilities:

- Record executive department and agency alternate facilities and reconstitution requirements.
- Support the reconstitution efforts of the Executive Office of President and executive departments and agencies in coordination with the Department of Homeland Security (DHS), Federal Emergency Management Agency (FEMA).
- Develop national security emergency plans and procedures for the operation, maintenance, and protection of federally owned and occupied buildings managed by GSA, and for the construction, alteration, and repair of such buildings.
- Develop national security emergency operating procedures for the control, acquisition, leasing, assignment, and priority of occupancy of real property by the Federal Government, and by State and local governments acting as agents of the Federal Government, except for the military facilities and facilities with special nuclear materials within the jurisdiction of the Departments of Defense and Energy, respectively.
- Develop plans and operating procedures of Governmentwide supply programs to meet the requirements of Federal departments and agencies during national security emergencies.
- Provides facility services for temporary space acquisition or identification of a new permanent facility to include contracted support as well as coordinating repairs to damaged facilities in support of reconstitution efforts with FEMA, the Office of Personnel Management, and the National Archives and Records Administration.

Appendix B: GSA Administrator and Individual Service and Staff Office Responsibilities

The GSA Administrator must:

- Ensure all SERT members have an active national security clearance at the appropriate level in coordination with the Office of Mission Assurance (OMA) and the Office of Human Resource Management (OHRM).
- Designate an official, at the Associate Administrator level or equivalent, as the Continuity Coordinator.
- Notify the OMA Associate Administrator when she/he is not accessible by normal communication channels to ensure effective tracking of successors. (NOTE: Designated successors, whose normal duty station is outside the National Capital Region, shall notify the OMA Associate Administrator when they travel to Washington.)
- Delegate continuity functions resting directly with the head of the agency within the Agency, as appropriate.
- Ensure a signed Succession Plan and a signed Delegations of Authority Order are in place. Orders of Succession and Delegations of Authority must be coordinated with the Office of General Counsel to ensure legal sufficiency.

The Public Buildings Service (PBS) Commissioner must:

- In coordination with OMA and the Office of Administrative Services (OAS), develop procedures and support for the control, acquisition, leasing, assignment, and priority of occupancy of real property to support the resiliency of the GSA PMEF and MEFs.
- In coordination with OMA and OAS, develop procedures and support for the operation, maintenance, protection, construction, alteration, and repair of GSA-controlled space, and the use of excess and surplus real property to support the resiliency of the GSA PMEF and MEFs.
- In coordination with OMA and OAS, provide guidance and oversight for selection of GSA continuity and devolution sites.
- In coordination with OMA, FAS, and OAS, ensure that facilities designated to support GSA PMEF and MEFs are properly outfitted and sustained with all appropriate furniture, telecommunications and administrative supplies.

- Perform acquisition of, and real property assignment of, GSA-controlled space.

- Develop plans and operating procedures regarding the utilization of excess and surplus real property by Federal, State, and local governmental entities.

The Federal Acquisition Service (FAS) Commissioner must:

- In coordination with GSA IT, perform risk assessments on all primary and alternate communications and information systems involved in the performance of essential functions (to include the equipment and services supply chain) using all-source intelligence and other applicable data.
- In coordination with OMA, OAS, and PBS, ensure that facilities designated to support GSA PMEF and MEFs are properly outfitted and sustained with all appropriate furniture, equipment, telecommunications, and administrative supplies.
- In accordance with the Office of Government-wide Policy's property disposal policies, develop plans and operating procedures for the use of excess and surplus personal property by Federal, State, and local governmental entities.
- Support GSA PMEF and MEF functions with all GSA transportation assets as available and required.

The Office of Governmentwide Policy (OGP) Associate Administrator must:

- Develop continuity plans, operating procedures, and approval for all "dot-gov" domains.
- Provide continuity contracting guidance and implementation guidelines from the Senior Procurement Executive.
- Reestablish the following critical functions:
 - Regulatory Secretariat
 - Relocation and Temporary Duty (TDY) Policy
 - Aviation Policy
 - Motor Vehicle Policy
 - Federal Advisory Committees
 - Real Property Policy
 - Executive Councils
 - Regulatory Information Service Center

The OMA Associate Administrator must:

- Serve as the GSA senior accountable agency official for continuity, also known as the GSA Continuity Coordinator.
- Ensure all SERT members are aware of assigned continuity requirements and responsibilities, including the responsibility to, as possible and appropriate, report to continuity and devolution sites.
- Develop and maintain continuity programs and the GSA National Continuity Plan in support of the NEFs and the continuation of essential functions.
- In coordination with PBS and OAS, develop procedures and support for the control, acquisition, leasing, assignment, and priority of occupancy of real property to support the resiliency of the GSA PMEF and MEFs.
- In coordination with PBS and OAS, develop procedures and support for the operation, maintenance, protection, construction, alteration, and repair of GSA-controlled space, and the use of excess and surplus real property to support the resiliency of the GSA PMEF and MEFs.
- In coordination with PBS, FAS, and OAS, ensure that facilities designated to support GSA PMEF and MEFs are properly outfitted and sustained with all appropriate furniture, telecommunications and administrative supplies.
- In coordination with PBS and OAS, provide guidance and oversight for selection of GSA continuity and devolution sites.
- In coordination with GSA IT and the Office of the Chief Financial Officer (OCFO), oversee and implement GSA participation in the Title Globe testing program to assess continuity communications capabilities per OMB Directive 16-1.
- Support the reconstitution efforts of the Executive Office of President and executive departments and agencies in coordination with DHS FEMA.
- Develop and maintain a comprehensive continuity plan to support the Administrator and the Administrator's SERT; and ensure that the focus of all GSA continuity planning, preparation, and execution is on ensuring the ability to continue performing GSA's PMEF and MEFs.
- Review and conduct biennial review of PMEF and MEFs; as well as PMEF submissions per FCD-2.
- Coordinate GSA continuity planning, capabilities, and activities with national continuity planning and homeland security efforts.

- Coordinate GSA policy, orders, memoranda of understanding, plans, guidance, programming, budget recommendations, and other GSA nationwide guidance for continuity with key stakeholders and GSA components.
- Serve as the GSA single point of contact to other Federal agencies for continuity and national security matters.
- Coordinate with Federal law enforcement if a protective detail is required for the GSA Administrator.
- Upload GSA Credential and Identity Management System (GCIMS)/HR Links data into the NAAS and alert GSA employees as appropriate.
- Record executive department and agency alternate facilities and reconstitution requirements.
- Plan, program, and develop budget recommendations for continuity capabilities consistent with PPD-40.
- Support other continuity requirements, to include monthly readiness reporting, as assigned by category, in accordance with the nature and characteristics of its national security roles and responsibilities.
- Submit reports to FEMA via the Readiness Reporting System.
- Develop and maintain a continuity test, training, and exercise program.
 - Plan and conduct routine internal testing, training, and exercises and, in consultation with the Secretary of Homeland Security, support and participate in annual tests, training and exercises in order to evaluate program readiness and ensure adequacy and viability of continuity plans, and communications, and information services systems.
 - Develop, provide, and facilitate annual continuity training and tabletop exercises to the ERG team members (e.g., the Administrator's SERT, SERT support staff, relocation staff, and advance deployment personnel), HSSOs, Regional Administrators (RA), and SSOs.
 - Ensure areas identified as needing improvement during the exercise are prioritized for corrective action and tracked through resolution.
 - Assist ECs in developing tabletop exercises for SERT components to determine the viability of their COOP program(s).

The Chief Information Officer/GSA IT must:

- In coordination with OMA, ensure that all unclassified continuity communications requirements that are developed, specified, and/or promulgated by OMA are incorporated and managed into a resilient GSA network enterprise that ensures data survivability and accessibility under all-hazards.
- In coordination with FAS, perform risk assessments on all primary and alternate communications and information systems involved in the performance of essential functions (to include the equipment and services supply chain) using all-source intelligence and other applicable data.
- In coordination with OCFO, integrate resilient critical financial applications and systems in support of the GSA PMEF and MEFs.
- In coordination with OMA and OCFO, develop a budget for emergency management equipment and travel, as well as a plan for controlling the expenditure of funds allocated to that budget.
- In coordination with OMA and OCFO, oversee and implement GSA participation in the Title Globe testing program to assess continuity communications capabilities per OMB Directive 16-1.
- Ensure GSA employee's and embedded contractor's GCIMS/HR Links contact information is linked to the GSA NAAS for notifications.
- Provide notification, at least quarterly, to GSA employees and embedded contractors, to update the GCIMS/HR Links personal record via InSite or other means.
- Develop and maintain plans that provide established procedures for the assessment and recovery of an information system following a system disruption.

The Chief Administrative Services Officer must:

- In coordination with OMA, FAS, and PBS, ensure that facilities designated to support GSA PMEF and MEFs are properly outfitted and sustained with all appropriate furniture, equipment, telecommunications, and administrative supplies.
- In coordination with OMA and PBS, develop procedures and support for the control, acquisition, leasing, assignment, and priority of occupancy of real property to support the resiliency of the GSA PMEF and MEFs.
- In coordination with OMA and PBS, develop procedures and support for the operation, maintenance, protection, construction, alteration, and repair of GSA-controlled space, and the use of excess and surplus real property to support the

resiliency of the GSA PMEF and MEFs.

- In coordination with OMA and PBS, provide guidance and oversight for selection of GSA continuity and devolution sites.

The Chief Financial Officer (CFO) must:

- In coordination with OMA, aggregate information on funding programmed and budgeted to support the GSA continuity program across all GSA components.
- In coordination with OMA, develop policy and provide guidance to GSA leadership on the integration of continuity requirements in the evaluation, development, acquisition, and logistical support of equipment, systems, and facilities.
- In coordination with GSA IT, integrate resilient critical financial applications and systems in support of the GSA PMEF and MEFs.
- In coordination with OMA and GSA IT, develop a budget for emergency management equipment and travel, as well as a plan for controlling the expenditure of funds allocated to that budget.
- In coordination with OMA and GSA IT, oversee and implement GSA participation in the Title Globe testing program to assess continuity communications capabilities per OMB Directive 16-1.

The Chief Human Capital Officer must:

- In coordination with HSSOs/RAs/SSOs, ensure GSA employee position descriptions contain appropriate language for assigned continuity responsibilities.
- In coordination with the U.S. Office of Personnel Management and OMA, provide guidance to GSA employees and supervisors during continuity events as appropriate.
- In coordination with OMA, HSSOs/RAs/SSOs, and supervisors, ensure accountability of all GSA employees utilizing NAAS reports.
- In the event of a continuity event, release a pay cap waiver (with bi-weekly renewals, as necessary) to account for the anticipated cost of overtime requirements and other needs necessary to support continuity operations.

Appendix C: Collective GSA Service and Staff Office Responsibilities

All HSSOs, RAs, and SSOs must:

- Complete their MEF responsibilities in *2430.2 OMA The U.S. General Services Administration Continuity of Operations Mission Essential Functions* as appropriate.
- Identify, align, and formally designate personnel to serve as part of the ERG (e.g., the Administrator's SERT, SERT support staff, relocation staff, and advance deployment personnel). Designated individuals shall be capable of responding to emergency operations with short notice and must be willing to deploy for extended periods of time.
- Notify the OMA Associate Administrator when they are not accessible by normal communication channels to ensure effective tracking of successors. Designated successors whose normal duty station is outside the National Capital Region, shall notify the OMA Associate Administrator when they travel to Washington.
- Provide a HSSO EC to liaise with OMA Headquarters staff. For RAs and SSOs, provide a Point of Contact to liaise with OMA Office staff.
- HSSO ECs and RA/SSO Points of Contact must:
 - Complete FEMA online courses:
 - IS-546a. Continuity of Operations Awareness Course
 - IS-547a. Introduction to Continuity of Operations
 - Develop and maintain all required continuity documentation.
 - Coordinate and schedule semi-annual training and exercise(s) of their Office's ERG members (e.g., the Administrator's SERT, SERT support staff, relocation staff, and advance deployment personnel) and continuity plans to evaluate and to validate program readiness with OMA.
 - Ensure ERG members (e.g., the Administrator's SERT, SERT support staff, relocation staff, and advance deployment personnel) are aware of individual roles and responsibilities.
 - Regularly attend meetings regarding GSA's continuity program.
 - Maintain essential records as required in accordance with FCD-1 and notify OMA of changes to those records.

- Complete NAAS training, issue NAAS messages, and complete quarterly tests.
- Update and maintain their organization's documents and information on the GSA Continuity Site.
- Promote preparedness measures for staff during continuity activation, and recommend the content and maintenance of drive-away kits for deploying continuity personnel.
- Incorporate continuity functions, requirements, and responsibilities into Service, Staff Office, or Regional COOP Plans (or supplemental guidance as appropriate), that adequately plan, program, and budget for the GSA National Continuity Plan and address the continuity requirements set forth in this Order.
- Coordinate the following items with OMA Headquarters and OMA Offices:
 - Orders/Directives (as required).
 - MEFs/ESAs processes and procedures (as required).
 - Internally coordinate periodic testing of GETS/WPS as directed by OMA.
 - Functional positions and staff rosters to perform MEFs/ESAs.
 - Succession Plans and Delegations of Authority.

All GSA employees must:

- Maintain telework capability in accordance with the provisions of Public Law No. 111-292, known as the Telework Enhancement Act of 2010, and GSA Order HCO 6040.1A, GSA Mobility and Telework Policy.
- Maintain and update personal contact information in GCIMS/HR Links.
- Be aware of continuity roles, responsibilities, and assignments.
- Follow Position Description responsibilities.
- Complete mandatory annual GSA COOP Training.

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