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Operations

**CONTINUITY OF OPERATIONS
(COOP) PROGRAM**

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This instruction implements portions of Air Force Policy Directive (AFPD) 10-2, *Readiness*, 1 March 1997 and AFPD 10-8, *Homeland Security*, 1 October 2003. It describes procedures for implementing portions of Presidential Decision Directive 67, *Enduring Constitutional Government (ECG)* and *Continuity of Government Operations*, October 21, 1998; Department of Defense (DOD) Directive 3020.26, *Defense Continuity Program (DCP)*, 8 September 2004; DOD Directive 3020.36, *National Security Emergency Preparedness*, 2 November 1988, DOD Instruction 3020.39 *Integrated Continuity Planning for Defense Intelligence*, August 3, 2001, and guidance contained in Federal Preparedness Circular (FPC) 65, *Federal Executive Branch Continuity of Operations (COOP)*, 15 June 04. This AFI is applicable to Headquarters, Air Combat Command, ACC Numbered Air Forces, and ACC Wings and requires they establish continuity of operations (COOP) programs and publish COOP plans. This instruction provides guidance for establishing programs to ensure continuity of Air Combat Command's essential operations across a wide range of potential emergencies. It does not apply to the Air National Guard Bureau (NGB) or Air Force Reserve Command (AFRC) units and members. Send comments and suggested improvements to this instruction on AF Form 847, *Recommendation for Change of Publication*, through channels, to HQ ACC/A3OP, 22 Rickenbacker Boulevard, Langley Air Force Base, 23665. Maintain records created as a result of prescribed processes IAW AFMAN 33-363, *Management of Records*, and dispose of them IAW the Air Force Records Disposition Schedule (RDS) located at <https://afirms.amc.af.mil>. Contact supporting records managers as required. Waiver authority for this instruction or any portion herein is the HQ ACC/A3 except where noted.

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Chapter 1

ACC COOP PROGRAM POLICY AND GUIDANCE

1.1. General Air Force Guidance. DODD 3020.26, *Defense Continuity Program*, defines Continuity of Operations as an internal effort within each Branch of Government assuring the capability exists to continue essential functions across a wide range of potential emergencies, including natural or man-made disasters, accidents, technological and/or attack-related emergencies. COOP involves continuity of DoD mission essential functions (MEFs) through plans and capabilities governing command succession, emergency authority delegation, safekeeping vital resources, facilities and records, and improvising or acquiring the resources necessary to continue MEFs.

1.1.1. All levels of organizations must be prepared to respond to a wide range of potential emergencies; however, the cause is immaterial as the result is still the same; potential loss of essential manpower and resources required to execute ACC's assigned mission essential functions.

1.1.2. An effective COOP program requires dynamic institutionalized business practices and a redundant command, control, communication, computer and intelligence (C4I) infrastructure that is robust enough to enable the commander to direct forces and timely affect the necessary actions required to achieve the organization's mission essential functions. Additionally, appropriately trained personnel and data files are necessary to enable personnel to carry out necessary functions at the relocation site.

1.2. ACC COOP Program Guidance. A COOP program is the commander's insurance policy for mission assurance. An effective COOP program will recognize risk to operations and provide a viable mitigation strategy. The principal building block of continuity of operations plan is a set of well defined and understood MEFs which are those functions that must be uninterrupted or resumed rapidly after a disruption or risk mission failure. The goal of the COOP program is to identify an organization's MEFs and assure the availability of staff and equipment required to execute those MEFs with minimal interruption in operations.

1.2.1. The Air Force has a tiered COOP response framework focused on critical mission essential functions. However, 100 percent of mission capability does not need to be available immediately to respond to an emergency. ACC organizations must determine critical capabilities, high priority locations, and percentage of the capability needed in a no-warning scenario to support Combatant Commander's (COCOM's) mission requirements. In addition, ACC directorates must identify which tasks enable or support critical missions and ensure an appropriate capability level is maintained over the time continuum. ACC subordinate organizations (C-NAFs, Centers, DRUs and Wings) must also have a COOP plan reflecting an acceptable level of mission resumption and reconstitution.

1.2.2. For a COOP program to succeed, all programs designed to enhance mission effectiveness must adopt an integrated approach to apply the appropriate capabilities and/or controls against recognized risks. Success in meeting objectives requires a shift from risk aversion to risk management and accepting risk at the appropriate organizational level. A careful balance between risk mitigation through effective integration with the Critical Infrastructure Program (CIP), Emergency Action Plan (EAP), Counterterrorism (CT), Anti-terrorism/Force Protection (AT/FP), Information Assurance (IA), physical risks in the emergency management (EM) programs and other mission continuation programs will guide each command organization to develop its best solution.

1.2.3. There will always be risk: no plan can cover every eventuality. Therefore, ACC organizations should apply a deliberate risk management process to determine which risks may be mitigated, accepted or transferred. HQ ACC and subordinate organizations will determine an appropriate balance in mission risk, based on the Risk Management Process (see references) including an analysis of the mission, threats and causes. It must assess mission criticality, the degree to which mission delays can be tolerated, and the risk probability/severity to which the facility, people and the infrastructure are exposed. ACC risk management activities will focus toward these objectives: (1) eliminate the threat, (2) eliminate the vulnerability, (3) reduce the risk, and/or (4) reduce the exposure.

1.2.4. The Capabilities Review and Risk Assessment (CRRA) process provides an opportunity to evaluate the health and risk of each required capability while establishing priorities among capabilities. ACC will apply the CRRA construct to identify the capabilities and controls necessary to ensure mission continuation and decrease the risks identified in the deliberative risk management process. ACC will identify program overlaps and prioritize support to those requirements that most successfully mitigate risk and ensure mission continuity.

1.2.5. ACC's COOP program will evaluate and prioritize every organization's mission. Consider COOP in the initial risk assessment any time mission locations change and/or new construction is proposed to identify potential problems early in the process. COOP plans should address the deliberate risk management process and include applying controls identified to mitigate risk, including those from one's Critical Infrastructure Program.

1.2.6. Several options are available to ensure COOP capability while maintaining fiscal accountability: devolution of critical mission command and control to alternate locations which share similar Command, Control, Communications, Computers, Intelligence, Surveillance and Reconnaissance (C4ISR) capability, creating dual-use facilities based on mission priorities, virtual C4ISR capability through secure portals or routinely diversifying the mission utilizing enhanced communication capability to continue mission integration, and ensure computer and communication systems are aligned with SAF/XC systems architecture solutions.

1.2.7. A COOP program must be flexible enough to provide risk mitigation and continuity of operations through the full spectrum of contingencies. A COOP program is embedded into day-to-day activities as well as providing mission assurance following a significant event ranging from a localized emergency to a no-warning regional attack.

1.3. ACC COOP Program Policy. All major ACC organizational levels will incorporate and institutionalize COOP concepts into relevant doctrine, policies, strategies, programs, budgets, training, exercises and evaluation methods. For purposes of this instruction, the following are considered major organizational levels (HQ ACC, ACC directorates, C-NAFs, Centers, DRUs and Wings) and will develop and publish a COOP plan. Relief from this requirement must be approved by the ACC/CV. Existing wing continuity plans may satisfy this requirement if written in accordance with para 2.2., see para 2.3.1.2. for formatting instructions.

1.3.1. The aforementioned organizations will plan, budget and be prepared to execute applicable combatant commanders (COCOMs), Secretary of the Air Force (SECAF) and Commander, Air Combat Command (COMACC) derived MEFs following disruptions to home station operations. Additionally, commanders will ensure forces are available to support civil authority requests for assistance and to prevent, protect against and respond to domestic security events.

1.3.2. ACC maintains continuity of operations with an integrated program designed to support the Air Force's warfighting capability after a disaster or while under attack. The key elements necessary to maintain continuity and enhance decision-making are command and control, through organizing appropriate personnel, communication, computers and information. Continuity is achieved through robust participation in a COOP planning and training program with senior leader involvement across all command levels. The ACC continuity program enhances the Air Force's support requirements in the continuity of government (COG) program.

1.3.3. All ACC personnel, including assigned contractors, will know the necessary actions to accomplish in case of an emergency. This may be as simple as to go home for dispersal or respond in more detail based on assigned responsibilities.

1.4. ACC Organizational Responsibilities.

1.4.1. The Director of Air and Space Operations (ACC/A3) is the ACC senior official designated to manage, oversee and ensure readiness and compliance with the Air Force COOP program, policies and responsibilities.

1.4.1.1. ACC/A3O is the Office of Primary Responsibility (OPR) for HQ ACC COOP policy.

1.4.1.1.1. Appoints the Command's COOP Program Manager.

1.4.1.1.2. Manages the Command's overall COOP program.

1.4.1.1.3. Publishes ACCI 10-208 establishing overall ACC COOP guidance.

1.4.1.1.4. Provides clarification on policy and guidance to ACC organizations on COOP planning and execution.

1.4.1.1.5. Publishes the HQ ACC Operations Order 3-04 and the ACC/A3 Continuity of Operations Plan.

1.4.1.1.6. Provides the forum by which the ACC directors apprise the ACC/CC and ACC/CV on the risk to HQ Operations and recommended mitigation strategy.

1.4.1.1.7. Serves as the POC for all COOP planning issues with HAF.

1.4.1.1.8. Represents ACC at AF and DOD COOP conferences and meetings.

1.4.1.1.9. Ensures ACC organizations develop and maintain the COOP plan.

1.4.1.2. ACC/A5P is the OPR for HQ ACC COOP programming.

1.4.2. ACC organizations (ACC directorates, C-NAFs, Centers, DRUs and Wings) will:

1.4.2.1. Appoint a Lead COOP planner in writing and forward a copy of the appointment letter to ACC/A3O. The lead planner will:

1.4.2.1.1. Represent their organization at command-level COOP meetings and conferences.

1.4.2.1.2. Publish organization COOP plan.

1.4.2.1.3. Provide guidance and training to organizational personnel on COOP planning and execution.

1.4.2.1.4. Organize a COOP working group to facilitate COOP preparation and execution within their organization.

1.4.2.2. Incorporate and institutionalize COOP concepts into relevant doctrine, policies, strategies, programs, budgets, training, exercising and evaluation methods.

1.4.2.3. Initiate and maintain a comprehensive and effective COOP program, adequately planned, programmed and budgeted to ensure mission essential functions are continued under any circumstance, local or national, that threatens the Command's ability to perform them.

1.4.2.4. Ensure missions directly supporting the National Military Command System and combatant, sub-unified and Air Force component commands are covered in their organizations' COOP programs so as to provide continuous uninterrupted support.

1.4.2.5. Develop, coordinate and maintain COOP plans. Review annually and update as changes warrant.

1.5. ACC Minimal Requirements for a COOP Program.

1.5.1. At a minimum, COOP programs will include the following elements:

1.5.1.1. Program guidance.

1.5.1.2. Plans and Procedures. Include essential functions, delegation of authority, orders of succession, alternate operating facilities, interoperable communications, vital records and databases, and human capital.

1.5.1.3. Essential functions.

1.5.1.3.1. Identify and prioritize essential functions to delineate planning parameters.

1.5.1.3.2. Critically analyze all functions and identify only those that are essential to mission effectiveness. Identifying too many or too few MEFs increases the risk of failure in a COOP situation. Using organization interdependencies will reduce the number of MEFs required.

1.5.1.4. Delegation of Authority. Clearly established Delegations of Authority are vital to ensuring all personnel know who has authority to make key decisions. These will take effect when normal channels of direction and control are disrupted and terminate when these channels are restored.

1.5.1.5. Orders of Succession for key positions to include devolution of control.

1.5.1.6. Alternate Operating Facilities.

1.5.1.6.1. Identify and prepare alternate operating facilities for continuity of operations.

1.5.1.6.2. Ensure site provides: required space and equipment, capability to perform MEFs, logistical support, and consideration for health, safety, and security of employees.

1.5.1.7. Interoperable Communications. These must be tested quarterly to validate their viability.

1.5.1.8. Vital Records and Databases. These must be readily accessible to personnel to accomplish their MEFs.

1.5.1.8.1. Organizations must identify, capture and protect all official electronic and physical records on office file plans. Prior to use, they must coordinate information systems and databases through the supporting records manager to the Command Records Manager to ensure the same management of electronic records as any legacy physical records. They must ensure all software, equipment and technical documentation used to perform MEFs are available to

access records for their full life-cycles. Records custodians must mark vital records on file plans.

1.5.1.8.2. Organizations must ensure network experts back-up all electronic records on a revolving 90- to 180-day basis. Records custodians must maintain a current copy of vital records at an off-site location. For vital electronic records, they maintain a weekly back-up at that location.

1.5.1.8.3. The two minimum categories are:

1.5.1.8.3.1. Emergency Operating Records.

1.5.1.8.3.2. Legal Financial Records.

1.5.1.9. Human Capital. This area includes dismissal or closure policies, status of non-emergency employees, sample communications, methods of communication, pay and benefit issues, and employee's roles and responsibilities to include contractor personnel.

1.5.1.10. Test, Training, and Exercises to assess and validate plans, policies and procedures for:

1.5.1.10.1. Alert, notification and deployment if necessary.

1.5.1.10.1.1. Test these three events annually and provide documentation of completion.

1.5.1.10.1.2. Identify training requirements.

1.5.1.10.1.3. Develop a Multi Year test training and Exercise plan and calendar.

1.5.1.10.2. Data redundancy, fail-over computer applications and communications.

1.5.1.10.3. Personnel readiness for relocation and performing functions. Ensure currency of knowledge and skills to carry out COOP MEFs.

1.5.1.10.4. Validating other equipment necessary to perform essential functions.

1.5.1.10.5. Issues resolution through an active after-action program.

1.5.1.10.6. Logistics (including any COOP associated facilities).

1.5.1.10.7. Funding and acquisition.

1.5.1.11. Devolution of Control and direction - delineate how MEFs will be affected and continued during increased threat situations or catastrophic emergencies.

1.5.1.12. Reconstitution. Consider the impact that an event causing the unit to relocate would have on efforts to restore the organization back to normalcy. A balance is needed between the personnel needed to support MEFs from the alternate location versus the manpower required to reconstitute full-up operations at home station.

Chapter 2

ACC COOP PLAN PLANNING GUIDANCE

2.1. COOP Planning Factors. While a COOP plan cannot provide for all possible events or execution variables, develop as comprehensive a plan as possible. COOP plans should address the following planning factors:

- 2.1.1. The plan should be flexible enough to allow a favorable response to any situation, disaster or hostile attack that could occur with or without warning, during or after duty hours, and provide for continuity staffs' alert, notification and movement. Be prepared to respond so as to execute mission essential functions during the crisis and reconstitution phases of operations.
- 2.1.2. Identify and prioritize mission essential functions. Determine which functions can be deferred until restoration can be achieved as not all functions an organization performs are mission essential.
- 2.1.3. Delineate delegation of authority and order of succession for key positions such that organization MEFs can be successfully executed. Coordinate order of succession with the Judge Advocate General's office for legal sufficiency.
- 2.1.4. Designate alternate headquarters, emergency relocation teams (ERT), and staff at each command level, down to the lowest level necessary to ensure critical MEFs continue.
- 2.1.5. Ensure relocation sites have the means to store and/or access the vital records and documents, materiel, and databases required to execute organization MEFs.
- 2.1.6. Coordinate with other base tenants (including non-ACC organizations) and the host base to prevent overlapping or conflicting plans, relocation sites, or other support issues.
- 2.1.7. Seek senior leader guidance to establish the operational risk threshold for the organization. Risk must be mitigated through the COOP plan or accepted by the commander.
- 2.1.8. Develop training, testing and exercises to evaluate the continuity program and its plans. Include everything necessary for crisis response and MEF evaluation.
- 2.1.9. During increased alerts, Force Protection Conditions (FPCONs) or actual threats, use COOP planning elements to maintain continuity of operations, to include relocating Operations Center Response Team members, battle staff personnel, or other emergency relocation teams.
- 2.1.10. Integrate Operations Security (OPSEC) requirements into continuity planning and execution. Develop security classification guidance for each organization's COOP program (See para 2.6.).
- 2.1.11. Meet guidance contained in DODD 3020.26, *Defense Continuity Program*, AFRD 10-2, *Readiness*, AFRD 10-8, *Homeland Security*, AFRD 10-25, *Emergency Management*, AFI 10-208, this Instruction, and organization war and emergency management (EM) plans. See Federal Preparedness Circular (FPC) 65, *Federal Executive Branch Continuity of Operations (COOP)*, for additional planning factors that may be adopted to create a viable plan.

2.2. Elements of a Viable COOP Plan:

2.2.1. PLANS AND PROCEDURES. A COOP plan shall be developed and documented that, when implemented, will provide for continued performance of an organization's MEFs under all circumstances.

2.2.1.1. Activation and Relocation

2.2.1.2. Alternate Facility Operations

2.2.1.3. Reconstitution (Termination and Return to Normal Operations)

2.2.2. Mission Essential Functions. The identification and prioritization of MEFs is a prerequisite for an effective COOP plan because it establishes the planning parameters that drive agency efforts in all other planning and preparedness areas. Essential functions are those functions that enable agencies to provide vital missions, exercise C2 over assigned forces, maintain the safety and well being of assigned personnel to include contractors, and sustain the base infrastructure during an emergency.

2.2.2.1. Determine which functions must be continued under all circumstances. When identifying essential functions, agencies must consider those functions that must continue with minimal disruption or cannot be interrupted without compromising organization's ability to perform the mission. Agencies must be capable of sustaining these essential functions until normal business activities can resume or up to 30 days.

2.2.2.2. Prioritize MEFs based on the criticality and time sensitivity of the function. To the extent possible, agencies should prioritize these functions against likely COOP triggers and scenarios. The prioritization of MEFs may require adjustment dependent on world events that initiated COOP activation.

2.2.2.3. Establish staffing, resource requirements, and any other supporting activities needed to perform MEFs within 12 hours of COOP activation and until normal business activities can resume or up to 30 days. Develop a roster of personnel needed to accomplish the MEFs. COOP personnel must be fully equipped, properly trained, and possess the authority to perform MEFs.

2.2.2.3.1. Determine the necessary knowledge, skills, and abilities required for COOP operations based on the organization MEFs. Individuals must have appropriate security clearances and Information Assurance training.

2.2.2.3.2. Select the appropriate mix of personnel to satisfy the knowledge, skills, abilities, and security clearance requirements needed to perform essential functions. The organization should attempt to minimize the number of ERT personnel, but designation should ultimately be driven by the capability required to successfully accomplish organization MEFs.

2.2.3. Delegation of Authority. To ensure rapid response to any emergency situation requiring COOP implementation, units should pre-delegate authorities for making policy determinations and other decisions at Headquarters, field levels, and other organizational locations, as appropriate. Clearly established delegations of authority are vital to ensuring all agency personnel know who has authority to make key decisions in a COOP situation. Generally, pre-determined delegations of authority will take effect when normal channels of direction and control are disrupted and will terminate when acceptable lines-of-communication are restored at the original site.

2.2.3.1. Identify functions that must be accomplished during a COOP situation and delineate the limits to authority for personnel that will relocate to the emergency relocation site to execute organization MEFs.

2.2.3.2. Ensure that officials who might be expected to assume authority in a COOP situation are trained to carry out emergency duties. Training of these officials should be conducted at least annually.

2.2.4. Orders of Succession. Agencies are responsible for establishing, promulgating, and maintaining orders of succession to key positions. Such orders of succession are an essential part of agency COOP plans to ensure personnel know who has authority and responsibility if agency leadership is incapacitated or unavailable in a COOP situation. Standing orders must enable the ERT to manage and direct operations while remaining a viable part of the Department of Defense throughout any emergency.

2.2.4.1. Establish an order of succession to key leadership positions. Coordinate order of succession with the Judge Advocate General's office for legal sufficiency.

2.2.4.2. Revise order of succession as necessary and distribute revised versions promptly as changes occur. Consider designating OPR for updating and promulgating order of succession.

2.2.5. Alternate Operations Facility(ies). All agencies must identify and prepare alternate operating facilities as part of their COOP plans, and prepare personnel for the possibility of an unannounced relocation of MEFs and/or COOP personnel to these facilities. Identifying and acquiring operating facilities should, at a minimum, include consideration of the following:

2.2.5.1. Geographical location of the facility.

2.2.5.2. Power, telecommunications and internet grids serving the facility.

2.2.5.3. Performing a risk assessment of the relocation facility.

2.2.5.4. Ensuring the availability of necessary logistics and infrastructure so that the organization can continue to perform their MEFs during an emergency from the alternate location.

2.2.5.5. Reducing or mitigating disruptions to relocated or transferred operations.

2.2.5.6. Safety and security of relocated personnel.

2.2.5.7. Achieving a timely and orderly recovery from an emergency and resuming full and normal operations.

2.2.6. Interoperable Communications. The ability of an agency to execute MEFs at its alternate operating facilities is dependent upon the identification, availability, and redundancy of critical communications and information technology (IT) systems. The IT solution must allow the ERT to maintain connectivity between key government leadership, internal elements, other agencies, critical customers, and the public (e.g. secure and non-secure phone, video conferencing, fax, and messaging capabilities, etc.) during crisis, disasters, or wartime conditions. All necessary and required communications and IT capabilities must be operational as soon as possible following COOP plan activation, but in all cases within 12 hours of notification.

2.2.7. Vital Records and Databases. The COOP plan must account for the identification and protection of vital records, systems, and data management software and equipment, to include: classified or other sensitive data, as applicable, items necessary to perform essential functions, and to reconstitute normal agency operations after the emergency. To the maximum extent possible, agencies should pre-position and update, on a regular basis, duplicate records or backup electronic files.

2.2.7.1. Emergency Operating Records. These include records and databases essential to the continued functioning or reconstitution of an agency during and after a COOP event.

2.2.7.2. Legal and Financial Records. These include vital records critical to carrying out agency essential legal and financial functions and protecting the legal and financial rights of individuals directly affected by agency activities.

2.3. Writing the COOP Plan. Use a format that meets organization needs and addresses the planning factors, risks and controls IAW this and other applicable instructions. Write your plan with sufficient detail to provide clear guidance during the stresses of a disaster, but flexible enough to be adaptable to the unforeseen. Use the following guidelines:

2.3.1. Approved formats:

2.3.1.1. OPlan format (see War & Mobilization Plan, Vol 1 (WMP-1), *Basic Planning* and AFMAN 10-401, Volume 2, *Planning Formats and Guidance*.)

2.3.1.2. Combined within existing wing plans. Example may be the unit's Survival, Recovery, and Reconstitution (SRR) plans. Such a plan would be titled "COOP/SRR- (organization designation)."

2.3.2. Concentrate initial efforts on successor survival, devolution of command, relocating key personnel, reestablishing command and control, and operational and communication capabilities at the designated relocation site.

2.3.2.1. Choose alternate sites within commuting distance for localized disasters; choose an emergency relocation site at a location far enough away from the host location to minimize its vulnerability to an area-wide, man-made or natural disaster. Force Protection and security considerations must be maintained if locating off a military installation.

2.3.2.2. Organizations should have at least one predetermined local relocation site to continue MEFs with minimum delay or disruption. Take maximum advantage of existing compatible facilities, including co-location and/or "hot bunking" arrangements with other organizations, either on-base or at another nearby authorized facility. Be prepared to designate/occupy an *ad hoc* site if the predetermined site is unusable.

2.3.2.3. Ensure essential command, control and communication systems are available at the relocation site and, if required, the emergency relocation site. List any required emergency communications nodes. Describe communications procedures. Maintain all necessary files, documents, computer software and databases required to execute COOP plans for immediate Emergency Relocation Cell (ERC) use.

2.3.2.4. Relocation facilities must be operational no later than 12 hours after activation, but organizations may specify more stringent guidelines in their plans. Organizations must be able to sustain operations at their relocation for up to 30 days.

2.3.2.5. Plan for at least part of your relocatees to work from home. A pandemic or other medical emergency could restrict or eliminate gatherings, and alternate site size restrictions could limit the number of workers.

2.3.2.6. Identify critical requirements and procurement needs. Develop logistics plans to sustain operations at the emergency relocation site, if required.

2.3.2.7. Coordinate with the host base all support requirements they would be tasked to provide IAW host-tenant agreements.

2.3.3. Ensure applicable Emergency Action Procedures and Force Protection Conditions will direct Operations Center Response Team members and/or battle staff personnel to consider COOP implementation. Describe the procedures for advisories, alerts, and COOP plan execution.

2.3.4. Describe organizational structure, command succession and delegation of authority to appropriate staff.

2.3.5. Identify any higher headquarters reporting requirements. Refer to AFI 10-206, *Operational Reporting*.

2.3.6. Describe possible shortfalls and limiting factors, and periodically report readiness levels to the unit commander.

2.3.7. Include contact information, such as telephone numbers of alternate facilities and ERT notification methods and procedures.

2.3.8. Establish training requirements and procedures to train or identify qualified personnel to fill COOP positions critical to maintaining command and control during emergencies, including the ERT and the reconstitution team.

2.3.9. Each major subordinate organization (HQ ACC/directorate, C-NAF and wing) within ACC must have a Continuity Plan that details their MEFs and the personnel and equipment required to perform them in the event their host base becomes unusable. These plans will:

2.3.9.1. Contain directorate/C-NAF/wing-specific details that complement the headquarters overall plan, and list mission essential documents and equipment. Ensure both documents and equipment are readily available or can be transported to the relocation and/or alternate site. Establish personnel manning requirements and procedures to ensure sufficient, qualified personnel are available throughout the duration of the emergency.

2.3.9.2. The Continuity Plan requirement for wings may be met with existing emergency operations plans at the commander's option.

2.3.10. Each organization will provide HQ ACC/A3O with a current electronic copy of the organization's COOP Plan.

2.4. COOP Plan Operational Phases:

2.4.1. Normal (steady state) operations phase. Maintain COOP preparedness to ensure the emergency relocation site (ERS) readiness, and personnel availability and accountability. As the likelihood of COOP execution increases, whether by natural disaster or attack, begin to plan for or actually establish an initial operating capability for critical missions at a relocation site before the event occurs. This could also include sending non-essential personnel home as their dispersal location.

2.4.2. Local area relocation phase. Focus on previously identified MEFs and other essential activities. Organizations should provide C2 agencies manpower, equipment, and capability status at alternate location(s). Refer to AFI 10-206, *Operational Reporting* for reporting requirements. Address command staff restoration, capabilities, and functions as time and resources permit.

2.4.3. Emergency Relocation Site Activation and relocation phase (0-12 hours). Give priority to supporting military operations, maintaining C4ISR functions, transferring personnel and computer data/applications necessary to support operations, transferring/reestablishing command post and Operation Center operations, personnel accountability, and damage assessment. When requested, plan on pro-

viding defense support to civil (DSCA) authorities, to include law and order restoration. Commanders will designate other ACC bases as ERSs to allow the continuity of the unit’s MEFs when a catastrophic event makes continuing operations at the host base infeasible.

2.4.4. Reconstitution phase. The COOP reconstitution phase will focus on mission accomplishment versus facility recovery. Plans should reflect that relocation and reconstitution activities may occur simultaneously.

2.4.5. Return to normal operations phase. Begin implementing plans to resume normal operations. Supervise an orderly return to the normal operating facilities, or movement to another facility, temporary or permanent. Maintain communication with C2 agencies during transition and report mission manpower and capability.

2.5. Executing COOP Plans. Take the following actions if an emergency does or might require executing COOP plans.

2.5.1. Be prepared to activate the emergency relocation site with or without warning, during or after duty hours consistent with your pre-planned “trigger” event(s), including FPCONs.

2.5.2. If the organization’s primary facility becomes unusable, the emergency relocation site should assume responsibilities automatically or as quickly as possible in a no-warning situation. Report these actions to HQ ACC, the Air Force Operations Center or, if activated, the Air Force Emergency Operations Center IAW AFI 10-206, *Operational Reporting*.

2.5.3. Monitor the HQ status and be ready to assume your support responsibilities if your facility is designated as the ACC Headquarters ERS.

2.6. Classifying COOP Plans. Individual plans in their entirety are normally classified SECRET, based on the organization mission criticality assessment. Exercise extreme caution when compiling information in a COOP plan as all COOP-related information is sensitive. Individual unclassified items, when grouped together, may reveal information that is classified. Some COOP plan sections, when not associated with COOP, may be FOUO at a minimum such as alert notification rosters, transportation modes, and etc. Other plan sections, such as specific execution details, command devolution, specific unannounced site location(s), and LIMFACs are classified SECRET as a minimum. Deconflict guidance from this instruction with security guides from related programs; defer to the highest classification mandated.

Direct classification questions to ACC/A3O. **Figure 2.1.** provides a matrix for quick reference.

Figure 2.1. Classification Matrix.

Subject Requiring Protection	Protection Required During:			
	Planning	Preparation	Execution	Reconstitution
Concept of Operations	S	S	S	S
Date Operations Begin	-	C	U	U
Deployment Location	S	S	U	-
Residual Capabilities after Exec	-	-	-	S

2.6.1. Relocation Sites:

2.6.1.1. HQ ACC emergency relocation site is SECRET.

2.6.1.2. Information that does not reveal actual emergency relocation site locations, including nicknames if not associated with the site name/location, is FOUO at a minimum.

2.6.1.3. Facility descriptions, schematics or drawings if not associated with its supporting organization are FOUO, at a minimum.

2.6.2. COOP-related personnel information.

2.6.2.1. Individual continuity relocation strength (by wing/directorate) and staff composition by location, when not associated with MEFs, is FOUO at a minimum. When combined to form strengths and composition for an entire organization (center/HQ), relocation strength can be classified up to SECRET, depending on the most likely causative factor for COOP execution.

2.6.2.2. Continuity alert rosters and relocation staff rosters are FOUO at a minimum (to protect Privacy Act information) if they don't contain specifics as to location and roster function. Destroy old rosters using classified destruction procedures for OPSEC and Privacy Act reasons.

2.6.3. Whether relocation and/or reconstitution sites have been or remain active is FOUO at a minimum, but unannounced sites remain classified if activation was the result of an attack versus a natural disaster or accident.

2.6.4. Specific procedural details are classified up to SECRET depending on the most likely causative factor for COOP execution.

2.6.5. Exercise, test and/or training material that does not reveal specific COOP-related objectives, plan deficiencies or segments being tested/exercised are FOUO at a minimum. Specifics relating to demonstrated capabilities and/or deficiencies are classified SECRET.

2.6.6. Assessments/reports that reveal threats, vulnerabilities, weaknesses, or security issues with any portion of a COOP plan or associated site; and any mitigation/correction plan are classified SECRET at a minimum.

2.7. COOP Plan Review. Review your COOP plan annually, and update as required to ensure it can be executed immediately.

Chapter 3

HQ ACC OPERATIONS ORDER

3.1. Introduction. The HQ Operations Order and organizational COOP plans, in total, will provide continuity for identified MEFs during conditions when normal operations have been impaired or made impossible. This chapter tasks ACC organizations to plan for developing mission assurance strategies. Air Staff guidance addresses both relocation (within commuting distance) and dispersal (beyond commuting distance) to cover events that may affect operations. Plans should be flexible enough to allow execution whether initiated by an event that affects the entire base/region or is localized to a few buildings. For required contents, see [Chapter 2](#).

3.2. Applicability. This chapter applies to the following HQ ACC organizations:

- 3.2.1. HQ ACC (Commander, Vice Commander, Director of Staff).
- 3.2.2. HQ ACC A-Staff (HQ ACC//A1/A2/A3/A4/A5/A6/A7/A8/A9).
- 3.2.3. HQ ACC Support Staff (HQ ACC//CG/CR/FM/HC/HO/IG/JA/PA/ST/SE/SG).
- 3.2.4. HQ ACC Emergency Relocation Site (ERS).

3.3. COOP Program Responsibilities.

3.3.1. The ACC Operations Division (HQ ACC/A3O) is designated the HQ ACC COOP program OPR and will:

- 3.3.1.1. Appoint a Continuity of Operations Program Manager.
- 3.3.1.2. Formulate guidance for developing viable organizational COOP programs to facilitate inter- and intra-command coordination as appropriate, and to oversee and assess the command's COOP readiness status.
- 3.3.1.3. Plan and publish the ACC Ops Order 3-04 ACC Continuity of Operations.
- 3.3.1.4. Establish and host the HQ ACC COOP Working Group.
 - 3.3.1.4.1. Any sub-working groups formed to manage individual COOP issues will report to the HQ ACC COOP Working Group.
 - 3.3.1.4.2. Task any organization in HQ ACC or command activity deemed necessary to accomplish the COOP mission.

3.3.1.5. Ensure the completed COOP Plan meets all requirements set forth in the cognizant Air Force and ACC Instructions.

3.3.2. HQ ACC directorates will:

- 3.3.2.1. Appoint a representative to serve on the HQ ACC COOP Working Group. Notify HQ ACC/A3O in writing within one week of any appointment change.
- 3.3.2.2. Designate directorate personnel to perform COOP duties.

3.3.3. Directorate COOP POC Responsibilities.

- 3.3.3.1. Represent the directorate at the HQ ACC COOP Working Group meetings.

- 3.3.3.2. Provide organization specific functional expertise and support to HQ ACC/A3O.
- 3.3.3.3. Coordinate all COOP planning and execution activities throughout the directorate.
- 3.3.3.4. Prepare and maintain directorate COOP Plans IAW **Chapter 2**. Plans must be reviewed annually. Send COOP updates to the ACC COOP Program Manager (ACC/A3OP).
- 3.3.3.5. Develop/update directorates MEFs.
- 3.3.3.6. Develop/update directorate-level strategies that support operations if HQ ACC is lost.
- 3.3.3.7. Train directorate personnel on COOP expectations and duties.
- 3.3.3.8. Exercise the directorate COOP plan annually.
- 3.3.3.9. Document expenditures relating to COOP.
- 3.3.3.10. Ensure directorate COOP alert notification procedures are effective.
 - 3.3.3.10.1. If applicable, provide guidance for directorate personnel who will telecommute.
 - 3.3.3.10.2. Provide guidance for directorate personnel who are not ERS members and are on standby.
- 3.3.3.11. Maintain a directorate COOP program continuity book in both hard copy and electronically. This ensures accessibility at the relocation site. At a minimum, the book will contain:
 - 3.3.3.11.1. A complete list of directorate MEFs.
 - 3.3.3.11.2. A current personnel roster with primary and alternate(s) against each authorized relocation position.
 - 3.3.3.11.3. Document data and equipment listings identifying items prepositioned at organization ERS; also items contained in organization emergency kits. Update these listings as changes occur.
 - 3.3.3.11.4. Copy of the HQ ACC Ops Order 3-04.
- 3.3.3.12. Ensure organization manpower authorizations, assigned against each unit manpower document (UMD), can adequately maintain the organization's functional requirements for a relocated or reconstituted ACC Headquarters. Identify personnel to support Op Order 3-04.
 - 3.3.3.12.1. Determine, from among the qualified personnel, those who are able to serve on the ERT. In doing so, consider extenuating circumstances such as medical conditions, family responsibilities, and other circumstances that may prevent an individual from serving effectively on the ERT.
 - 3.3.3.12.2. Ensure individuals designated as relocates are qualified to accomplish relocation duties. Supervisors of designated relocatees should familiarize themselves with their responsibilities: see AFI 36-507, *Mobilization of the Civilian Work Force*. Civilians must also refer to AFI 36-507 and know their responsibilities before accepting such a position. All primary and alternate relocatees must possess a clearance commensurate with their duties. Relocatees assigned to the relocated/reconstituted the Operations Center must possess a minimum SECRET clearance IAW ACCI 10-255.
- 3.3.3.13. Ensure ACC/A3O has a current electronic copy of the directorate Continuity of Operations Plan.

3.3.3.14. Conduct an annual review of the directorate COOP program.

3.3.3.15. Report COOP LIMFACs in any area to HQ ACC/A3O annually by 31 May. Detail manning shortfalls, document/data/equipment problems, workspace limitations, and any other problem adversely affecting the directorate or HQ ACC continuity of operations. Classify in accordance with para. 2.4. of this instruction. Negative reports are required.

3.4. Emergency Relocation Site POC. Prepares and publishes a Supporting Plan that enables the Op Order 3-04. Review annually; update whenever the situation changes. These plans will contain:

3.4.1. Detailed procedures for executing the supported command MEFs under conditions outlined in AFI 10-208 and this Instruction.

3.4.2. A roster with job descriptions for positions listed for the relocation team, to include necessary equipment, files, and software for each position. This listing should also contain the same information for the relocated directorate Operations Center Response Team cadre (primary and alternates), if applicable.

3.4.3. A listing of common-use documents, data and equipment required to support emergency relocation and reconstitution missions for the directorate team as a whole, and instructions on how to access electronic versions from the relocation or reconstitution site.

3.4.4. Organization-specific guidance on COOP alert and notification procedures (both duty hours and after duty hours), personnel actions for both relocatees and non-relocatees, and critical communications links with organizations outside the relocation or reconstitution site.

3.5. Exercises and Training.

3.5.1. HQ COOP exercises may be conducted either stand-alone or in conjunction with any suitable, larger scale exercise that satisfies COOP exercise requirements.

3.5.2. HQ ACC will develop and maintain a training program, including basic training packages for designated directorate representatives. Training modules will only address the overall COOP program, not directorate functional expertise. All members of the Emergency Relocation Team, both relocatees and ERS staff augmentees, must maintain the knowledge and skills needed to perform their functional duties during an emergency.

JOHN D. W. CORLEY, General, USAF
Commander

Attachment 1**GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION*****References***

Title 10, USC, Section 8013(g)

Executive Order 12656, *Assignment of Emergency Preparedness Responsibilities*, 18 November 1988

Presidential Decision Directive 67, *Enduring Constitutional Government and Continuity of Government Operations*, 21 October 1998 (This publication is classified Top Secret.)

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Federal Preparedness Circular 65, *Federal Executive Branch Continuity of Operations (COOP)*, 15 June 2004

DODD 3020.26, *Defense Continuity Program*, 8 September 2004

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DODD 3020.36, *National Security Emergency Preparedness*, 2 November 1988 and C1, 12 March 1993

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AFPD 10-24, *Air Force Critical Infrastructure Program*, February 2006

AFPD 10-25, *Full Spectrum Threat Response*, 18 July 2002

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AFI 36-507, *Mobilization of the Civilian Work Force*, 21 July 1994

AFI 90-901, *Operational Risk Management*

AFMAN 10-401, Volume 2, *Planning Formats and Guidance*, 1 May 1998

AFMAN 33-363, *Management of Records*.

AFPAM 90-902, *Operational Risk Management (ORM) Guidelines and Tools*

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AFTTP(I) 3-2.34, *Risk Management*, February 2001

War and Mobilization Plan, Volume 1 (WMP-1) Basic Planning, June 1999

The National Response Plan, December 2004

Defense Continuity Program Security Classification Guide, 15 December 2005 as with amendments

ACCI 10-255, *CONTINGENCY ACTION TEAM (CAT)*, 17 February 2007

Abbreviations and Acronyms

AFPD—Air Force Policy Directive

C-NAF—Component-Numbered Air Force

C2—Command and Control

C4I—Command, Control, Communications, Computers and Intelligence

C4ISR—Command, Control, Communications, Computers, Intelligence, Surveillance and Reconnaissance

COCOM—Combatant Commander

CIP—Critical Infrastructure Program

CJCS—Chairman, Joint Chiefs of Staff

COG—Continuity of Government

COOP—Continuity of Operations

CRRA—Capabilities Review and Risk Assessment

DCP—Defense Continuity Program

DOD—Department of Defense

DRU—Direct Reporting Unit

DSCA—Defense Support of Civil Agencies

EAP—Emergency Action Plan

ERC/T—Emergency Relocation Cell/Team

ERS—Emergency Relocation Site

FPC—Federal Preparedness Circular

FPCON—Force Protection Condition

HAF—Headquarters United States Air Force

HQ USAF—Headquarters United States Air Force (Secretariat and Air Staff)

HQ USAF COOP—Headquarters United States Air Force Continuity of Operations

IA—Information Assurance

ISR—Intelligence, Surveillance, Reconnaissance

LIMFAC—Limiting Factor

MEF—Mission Essential Function

OCRC—Operation Center Response Cell

OPORD—Operations Order

OPR—Office of Primary Responsibility

OSD—Office of the Secretary of Defense

POC—Point of Contact

RDS—Records Disposition Schedule

SRR—Survival, Recovery, and Reconstitution

UMD—Unit Manning Document

Terms

Command and Control (C2)—The authority that a commander in the Armed Forces lawfully exercises over subordinates by virtue of rank or assignment. Command includes the authority and responsibility for effectively using available resources and planning the employment of, organizing, directing, coordinating and controlling military forces to accomplish assigned missions. It also includes responsibility for health, welfare, morale and discipline of assigned personnel. Command and control operations represent the execution direction of the commander's warfighting intent. Command and control functions are performed through an arrangement of personnel, equipment, communications, facilities and procedures employed by a commander in planning, directing, coordinating and controlling forces and operations to accomplish the mission

Command and Control Systems (C2 Systems)—The facilities, equipment, communications, procedures, and personnel essential to a commander for planning, directing and controlling operations of assigned forces pursuant to the mission assigned. For aerospace forces, this includes mission essential technology elements and processes necessary to perform their assigned command and control functions.

Continuity of Government—A coordinated effort within each government branch to ensure the capability to continue its minimum essential responsibilities in a catastrophic crisis. Continuity of Government depends on effective continuity of operations plans and capabilities. DOD Continuity of Government activities involve ensuring DOD MEF continuity via plans and procedures governing succession to office; emergency delegations of authority (where permissible and in accordance with applicable law); safekeeping vital resources, facilities and records; improvisation or emergency acquisition of vital resources necessary for MEF performance; and the capability to relocate essential personnel and functions to, and sustain MEF performance at alternate work site(s) until normal operations can be resumed.

Continuity of Operations (COOP)—An internal effort within individual components of the Executive, Legislative, and Judicial Branches of Government assuring the capability exists to continue uninterrupted essential component functions across a wide range of potential emergencies, including localized acts of nature, accidents, and technological and/or attack-related emergencies. COOP involves plans and capabilities covering the same functional objectives of Continuity of Government, must be maintained at

a high level of readiness, and be capable of implementation both with and without warning. COOP is not only an integral part of Continuity of Government and Enduring Constitutional Government (ECG), but is simply "good business practice" and part of the Department of Defense's fundamental mission as a responsible and reliable public institution.

Crisis—An incident or situation involving a threat to the United States, its territories, citizens, military forces, possessions, or vital interests that develops rapidly and creates a condition of such diplomatic, economic, political, or military importance that commitment of U.S. military forces and resources is contemplated to achieve national objectives.

Critical Infrastructure Program (CIP)—USAF CIP is a capability focused mission assurance program that encompasses Air Force and non-AF owned assets and infrastructures (foreign and domestic), both physical and cyber, that are essential to planning, mobilizing, deploying, executing and sustaining military operations on a global basis, assuring their availability when required.

Defense Continuity Executive Steering Group (Continuity ESG)—Senior representatives from designated OSD Components, Joint Staff, Military Services, and Defense Agencies that serve as the "board of directors" for the DCP to provide guidance and oversight for DOD continuity-related activities, while developing and implementing a DOD-wide continuity strategy for the twenty-first century threat environment. The Continuity ESG also adjudicates functional disputes concerning the use of common DOD continuity resources that support the Secretary of Defense and the Chairman of the Joint Chiefs of Staff.

Defense Continuity Program (DCP)—An integrated program comprised of defense policies, plans, procedures, assets, and resources that ensures continuity of DOD Component MEF under all circumstances, including crisis, attack, recovery, and reconstitution. It encompasses the DOD Components performing Continuity of Operations, Continuity of Government, and Enduring Constitutional Government functions across the spectrum of threats to continuity.

Enduring Constitutional Government (ECG)—A cooperative effort among the Executive, Legislative, and Judicial Branches of Government, coordinated by the President, to preserve the capability to execute constitutional responsibilities in a catastrophic crisis. ECG is the overarching goal; its objective is the preservation of the constitutional framework under which the Nation is governed. ECG requires orderly succession and appropriate transition of leadership, and integrated performance of essential functions by all three Branches of Government.

Emergency Relocation Site (ERS)—The location that ACC will locate to in the event that Langley AFB becomes unusable.

Information Assurance (IA)—Information operations that protect and defend information and information systems by ensuring their availability, integrity, authentication, confidentiality and non-repudiation. This includes providing for restoration of information systems by incorporating protection, detection, and reaction capabilities.

Mission Essential Function (MEF)—The specified or implied tasks required to be performed by, or derived from statute or Executive order, and those organizational activities that must be performed under all circumstances to achieve DOD Component missions or responsibilities in a continuity threat or event. Failure to perform or sustain these functions would significantly impact DOD ability to provide vital services, or exercise authority, direction and control.

National Security Emergency—Any occurrence including, but not limited to, natural disaster, military attack, technological failures, civil unrest, or other disruptive condition that seriously degrades or threatens the national security of the United States.

Operation Center—Location from where the response cell performs force global force management duties. A colonel will be designated as chief of the Operations Center Response Team at all times.

Operation Center Response Cell—Those individuals under the direction of the chief of the operations center. These individuals will be determined by the chief of the operations center and generally will consist of the following areas of responsibilities: Chief of the Operations Center, Operations Officer, Information Manager, Function Area Managers, JOPES Support Element, System Administrators.

Reconstitution—Restoration of Langley AFB after an area-wide catastrophe to a capability that allows HQ ACC to reassume its mission essential functions.

Relocation—Transferring an organization's ERS from their normal operations site to an alternate site when the normal site is rendered unusable due to an attack or disaster.

Relocation Site—An organization's local area site, on or off base, that can support the logistics and communications necessary to continue an organization's mission essential functions. Contrast with reconstitution above.

Supported Commander—Has primary responsibility for all aspects of a task assigned by the Joint Strategic Capabilities Plan or other joint operation planning authority. In joint operation planning, refers to the commander who prepares operation plans or operation orders responding to CJCS requirements. In the support command relationship context, the commander who receives assistance from another commander's force or capabilities and who ensures that the supporting commander understands the assistance required. See also supporting commander.

Supporting Commander—Provides augmentation forces or other support to a supported commander or who develops a supporting plan. Includes the designated combatant commands and Defense agencies as appropriate. In a support command relationship context, the commander who aids, protects, complements or sustains another commander's force, and who provides the assistance required by the supported commander. See also supported commander.