

1 SEPTEMBER 2000



Operations

**CONTINUITY OF OPERATIONS (COOP)
PROGRAM**

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

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This instruction implements Air Force Policy Directive (AFPD) 10-2, *Readiness*, 1 March 1997. It describes procedures for implementing Presidential Decision Directive 67, *Enduring Constitutional Government (ECG) and Continuity of Government (COG) Operations*, October 21, 1998; Department of Defense (DoD) Directive 3020.26, *Continuity of Operations Policies and Planning*, May 26, 1995; guidance contained in *Federal Preparedness Circular (FPC) 65, Federal Executive Branch Continuity of Operations (COOP)*, July 26, 1999. It requires Headquarters, United States Air Force (HQ USAF) and major commands (MAJCOM), direct reporting units (DRU), field operating agencies (FOA), and HQ Air National Guard (ANG), hereafter called Commands, to establish continuity of operations (COOP) programs and publish COOP plans. In addition, this instruction provides guidance for developing programs to ensure continuity of essential operations of the Air Force during an impending or actual national emergency. Send recommended changes, additions, or deletions to the Air Force National Security Emergency Preparedness Agency (AFNSEP/XOC), 1480 Air Force Pentagon, Washington DC 20330-1480. Send AFNSEP/XOC one copy (including drafts) of MAJCOM, FOA, and DRU COOP plans. Waiver authority for this instruction is AFNSEP/CC.

SUMMARY OF REVISIONS

This document is substantially revised and must be completely reviewed.

This revision reflects the transfer of COOP planning responsibilities from the Air Force Directorate of Operations and Training (AF/XOO) to the Air Force Directorate of Nuclear and Counterproliferation (AF/XON). This publication incorporates the requirements of Federal Preparedness Circular 65 (FPC 65), *Federal Executive Branch Continuity of Operations (COOP)*, July 26, 1999. **chapter 1** has been expanded to include COOP policy, responsibilities, COOP program, planning, training, exercise, issue resolution, communication and logistics as well as funding and acquisition guidance. **chapter 2** provides COOP plan development guidance to include classification guidelines. **chapter 3** provides COOP guidance and defines responsibilities pertaining only to the HQ USAF COOP Program.

Chapter 1

DEPARTMENT OF THE AIR FORCE COOP POLICY AND GUIDANCE

1.1. DoDD 3020.26, *Continuity of Operations (COOP) Policy and Planning*, defines Continuity of Operations as the capability of a DoD Component to continue mission-essential functions without unacceptable interruption during a national security emergency. National security emergencies consist of any occurrence, including, but not limited to, natural disaster, military attack, technological failures, civil unrest, or other disruptive conditions that seriously degrades or threatens the national security of the United States. COOP planning includes preparatory measures, response actions, and restoration activities planned or taken to ensure continuation of these functions to maintain military effectiveness, readiness, and survivability.

1.2. Background. COOP planning is simply a “good business practice”—part of the fundamental mission of Air Force organizations.

1.2.1. For years, Air Force COOP planning was an individual agency responsibility primarily in response to nuclear emergencies or other such catastrophic events within the confines of the organization. The content and structure of COOP plans and operational standards, and interagency coordination, if any, were left to the discretion of the organization.

1.2.2. The changing threat environment and recent emergencies, including localized acts of nature, accidents, technological emergencies, and military or terrorist attack-related incidents, have shifted awareness to the need for COOP capabilities that enable Air Force organizations to continue their mission essential functions across a broad spectrum of emergencies. Since the end of the cold war, there has been an increased potential for terrorist use of weapons of mass destruction that emphasizes the need to provide a capability to ensure the continuity of mission essential functions within the Air Force and the Department of Defense (DoD).

1.2.3. The Secretary of the Air Force has assigned responsibility to the Air Force National Security Emergency Preparedness (AFNSEP) Agency for establishing Air Force policy for Continuity of Operations. Inherent in that role is the responsibility to formulate guidance for Air Force organizations to use in developing viable, executable COOP plans, facilitate interagency coordination as appropriate, and oversee and assess the status of COOP readiness across the Air Force.

1.3. Air Force Policy. It is Air Force policy that all HQ USAF, MAJCOM, FOA, DRU, and ANG elements shall:

1.3.1. Possess a comprehensive and effective COOP program to ensure continuity of mission essential functions under all circumstances.

1.3.2. Plan for and take actions that:

1.3.2.1. Enhance Air Force-wide COOP planning and execution capability.

1.3.2.2. Anticipate any national security emergency with flexible and responsive plans.

1.3.2.3. Possess plans that are executable when there is little or no warning, during duty and non-duty hours.

- 1.3.2.4. Anticipate hostile action directed against Air Force activities anywhere in the world, including surprise attacks by any means before relocation or protective measures take place.
- 1.3.3. Prioritize mission essential functions and determine which can be deferred until time and resources permit restoration.
- 1.3.4. Address COOP actions in three basic phases: pre-event phase, trans-event phase, and post-event phase. Paragraph 2.1.5. further explains these three critical COOP planning phases.
- 1.3.5. Ensure subordinate units develop COOP plans that support the gaining command's continuity of operations requirements.
- 1.3.6. Ensure COOP plans specify emergency and alternate staffs as necessary.
- 1.3.7. Designate alternate headquarters and emergency relocation sites at each command level down to the lowest level necessary to meet the intent of DoDD 3020.26.
- 1.3.8. Recognize, endeavor to assist, and take advantage of parallel COOP processes that occur in civil government.
- 1.3.9. Include security classification guidance for their COOP programs.
- 1.3.10. Reflect guidance contained in AAFP 10-2, *Readiness*.
- 1.3.11. Ensure that supporting command COOP plans properly support appropriate Unified Combatant Command plans.

1.4. Air Force Organizational Responsibilities.

- 1.4.1. All supporting commands will ensure their COOP programs and plans are consistent with their respective Unified Combatant Command plans. If conflicts between Unified Combatant Command plans impact the command COOP plan, the Unified Combatant Command plan will take precedence. Supporting commands will notify AFNSEP/XOC in writing of the nature of the conflict.
- 1.4.2. All Air Force organizations will fully support HQ USAF COOP programs and plans.
- 1.4.3. All organizations specified in the HQ USAF COOP plan shall coordinate to ensure plan execution or otherwise support tasks assigned in the plan.
- 1.4.4. Commanders of supporting commands will construct their COOP plans to support their respective Unified Combatant Command plans.
- 1.4.5. AFNSEP is the HQ USAF Office of Primary Responsibility (OPR) for COOP and shall:
 - 1.4.5.1. Publish Air Force-wide COOP guidance, including this AFI, and ensure this AFI is reviewed annually and updated as required.
 - 1.4.5.2. Manage the HQ USAF COOP program, promulgate the COOP plan, and serve as the HQ USAF Point of Contact (POC) for questions concerning the COOP program.
- 1.4.6. The Assistant Secretary of the Air Force for Financial Management (SAF/FM) will publish guidance to HQ USAF and commands for reporting annual COOP related expenditures. This data will be consolidated to report total Air Force COOP funding during the annual DoD COOP budget review.

1.5. COOP Program Guidance.

1.5.1. Air Force organizations will ensure adequate COOP guidance is published to ensure the COOP program is effectively implemented at all levels of command throughout the Air Force.

1.5.2. HQ USAF/XON will ensure Air Force COOP guidance implements the directives set forth in:

1.5.2.1. Executive Branch plans.

1.5.2.2. DoDD 3020.26, *Continuity of Operations (COOP) Policy and Planning*

1.5.2.3. DoDD 3020.26P, OSD Continuity of Operations Plan.

1.5.2.4. CJCSM 3410.10, Continuity of Operations Plan for the Chairman of the Joint Chiefs of Staff, and other related Joint Staff plans.

1.5.2.5. Federal Emergency Management Agency (FEMA) Continuity of Government plans.

1.5.3. MAJCOMs, DRUs, FOAs, and the ANG may develop their own instructions to supplement this AFI and forward one copy to AFNSEP/XOC.

1.5.4. As a minimum, COOP programs will include the following program elements:

1.5.4.1. Program guidance.

1.5.4.2. Planning (command COOP plan).

1.5.4.3. Training.

1.5.4.4. Exercises.

1.5.4.5. Issues resolution.

1.5.4.6. Logistics (including any COOP associated facilities).

1.5.4.7. Funding and acquisition.

1.5.5. Air Force activities with COOP responsibilities will designate an organization as the OPR for COOP and appoint a Continuity Planning Officer (CPO) to serve as the POC for all COOP planning issues between HQ USAF and the command. OPR information must be sent to AFNSEP/XOC to ensure dissemination of latest directives and information.

1.5.6. HQ USAF elements, MAJCOMs, FOAs, DRUs, and the ANG will appoint a POC within each organization of the headquarters identified as having a role in its COOP plan. HQ USAF, MAJCOMs, DRUs, FOAs, and the ANG may appoint EPCs, as discussed in [chapter 3](#), as they deem appropriate to help manage and execute their program.

1.6. COOP Planning. Planning for a COOP event is necessary. While planning is a necessity, planners should recognize that not all occurrences in the "All Hazard" environment are foreseeable. To the extent possible, commands should attempt to develop an all encompassing plan. See [chapter 2](#), COOP Plan Development Guidance, for specific guidance.

1.7. Training.

1.7.1. HQ USAF and commands will design training programs to support COOP readiness to meet requirements established by higher level commands.

1.7.2. HQ USAF, MAJCOMs, DRUs, FOAs, and the ANG will ensure personnel pre-selected to fill HQ USAF or Joint Staff positions during COOP execution are properly trained in appropriate COOP procedures.

1.8. Exercising.

1.8.1. HQ USAF, MAJCOMs, DRUs, FOAs, and the ANG will exercise their COOP plan at least annually to enhance COOP readiness.

1.8.2. HQ USAF, MAJCOMs, DRUs, FOAs, and the ANG may combine key COOP elements in other command exercises when value would be added to both the COOP program and the primary goal of the command exercise.

1.8.3. HQ USAF organizations shall comply with additional guidance contained in Chapter 3, HQ USAF COOP PROGRAM.

1.9. COOP Issues Resolution.

1.9.1. Air Force organizations with COOP responsibilities will develop methodologies to resolve or mitigate COOP shortfalls, limiting factors (LIMFACS), and issues identified during exercises or the staffing process. HQ USAF, MAJCOMs, DRUs, FOAs, and the ANG will integrate LIMFACS and COOP issues into their Remedial Action Program.

1.9.2. HQ USAF, MAJCOMs, DRUs, FOAs, and the ANG will freely share lessons learned and solutions with other Air Force elements.

1.10. Communications and Logistics.

1.10.1. Communications and Information and logistics staff elements will support their respective COOP planning staffs in all areas of logistics management. As a minimum, Communications and Information and logistics staffs will provide expertise on:

1.10.1.1. Alternate facilities development and management.

1.10.1.1.1. Alternate facilities should be capable of supporting primary command and control functions when activated. Equipment required includes secure capable DSN/commercial phone access, UHF/VHF frequency radios, computer systems, classified and unclassified wide and local area network access, and other systems required to support the unit's C4 requirements.

1.10.1.1.2. Alternate facilities should have an installation support capability adequate to support the relocating staff.

1.10.1.2. Supply and equipment accounts.

1.10.1.3. Transportation resources and procedures to be followed during COOP operations.

1.10.2. Air Force organizations with COOP responsibilities will establish methods to track the availability and/or readiness of all resources designated to be used during all phases of COOP operations.

1.11. Funding and Acquisition.

1.11.1. Air Force organizations with COOP responsibilities will document expenditures to acquire COOP related capability and establish procedures for funding and acquiring COOP related assets.

1.11.2. All acquisitions that use the COOP program as part of the justification will be coordinated through the command COOP OPR.

Chapter 2

COOP PLAN DEVELOPMENT GUIDANCE

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

2.1.1. COOP plans will account for both warning and no warning during duty and non-duty hour scenarios.

2.1.1.1. Throughout a buildup of alert or threat conditions, or actual threats, use COOP planning elements to maintain continuity of operations, to include relocating battle staffs, crisis action teams, or other emergency relocation staffs.

2.1.2. In the event of a surprise nuclear or terrorist attack, a natural disaster, or other catastrophic event, initial efforts will concentrate on survival and dispersal, reconstituting operational capabilities, and reestablishing command and control. Organizations:

2.1.2.1. Must be able to maintain sustained operations for up to 30 days,

2.1.2.2. Must be operational no later than 12 hours after activation, and

2.1.2.3. Should take maximum advantage of existing organizational field infrastructures.

2.1.3. HQ USAF and MAJCOM COOP plans will address both the relocation and the reconstitution of critical headquarters staff positions during a crisis.

2.1.4. All COOP plans will address both local (within 100-miles) and regional threat scenarios (within 250-miles).

2.1.5. COOP Planning Phases.

2.1.5.1. Pre-Event Phase. During the pre-event phase, only preparation for military operations will take priority over protecting personnel and critical resources. This includes survival efforts using dispersal or relocation.

2.1.5.2. Trans-Event Phase. During the trans-event period, give emergency priority to military operations (including logistical support), continuing command and control, restoring law and order, military support to civil authorities, and damage and residual resource assessment and reporting.

2.1.5.3. Post Event Phase. Post-event period actions focus on military operations, communications, transportation, performing other essential functions, resource recovery, and reconstituting forces. Address restoration of command staffs, capabilities, and functions as resources and operational tasks permit.

2.1.6. Meet guidance contained in DoDD 3020.26, HQ USAF COOP Plan, this AFI, and organization war and disaster preparedness plans. See FPC 65, *Federal Executive Branch Continuity of Operations (COOP)*, for additional planning factors that may be adopted to create a viable plan.

2.1.7. HQ USAF, MAJCOMs, DRUs, FOAs, and the ANG will use subordinate headquarters as alternate headquarters and/or Emergency Relocation Sites (ERS) to carry out their mission during an emergency.

2.1.8. Where possible, locate alternate headquarters and ERS (fixed or mobile) outside areas considered prime targets or vulnerable to man-made or natural disasters.

2.1.9. HQ USAF, MAJCOMs, DRUs, FOAs, and the ANG without an available alternate headquarters or ERS will base COOP planning on force reconstitution.

2.1.10. Consider the following areas during COOP initial planning, development, and subsequent revision:

2.1.10.1. Specify COOP timing criteria (execution standards) for resuming essential functions after interruptions.

2.1.10.2. Compatibility of emergency action procedures (EAP) and COOP plans. Command EAPs and Alert Conditions (LERTCON) will direct crisis action teams or battle staffs to consider COOP implementation.

2.1.10.3. Available essential command, control, and communication systems at alternate headquarters and ERS. List any required emergency communications nodes. Describe communications procedures. Maintaining all necessary files, documents, computer software, and databases required to carryout COOP plans for immediate use by emergency staffs

2.1.10.4. Identify critical requirements and procurement needs. Develop logistics plans to sustain operations at the ERS. Coordinate logistics requirements with supporting units. If necessary, use commercial transportation to meet mission criteria.

2.1.10.5. Outline the decision-making procedures for implementing COOP plans. This should include outlining the procedures for organizational advisories, alerts, and COOP plan activation.

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

2.1.10.7. Establish personnel manning requirements and procedures to ensure sufficient, qualified personnel are available throughout the duration of the emergency.

2.1.10.8. List mission essential documents and equipment. Ensure documents and equipment are readily available at the alternate site or transported, as necessary, to the ERS.

2.1.10.9. Identify any higher headquarters reporting requirements. Refer to AFMAN 10-206.

2.1.10.10. Describe possible shortfalls and limiting factors.

2.1.10.11. Establish training requirements and procedures to train or identify qualified personnel to fill COOP positions critical to maintaining command and control during emergencies, including relocatees.

2.2. Implementing COOP Plans. Take the following actions if an emergency might, or does, require implementing COOP plans.

2.2.1. Bring each alternate headquarters or ERS to a degree of preparedness consistent with pre-planned actions to meet LERTCONs or Terrorist Threat Condition (THREATCON) conditions.

2.2.2. If the organization's primary headquarters become inoperative, the successor headquarters or ERS should automatically assume their responsibilities. Report assumption of command to the Air Force Operations Center or the Air Force Emergency Operations Center (AFEOC), if activated, in accordance with AFMAN 10-206, *Operational Reporting*.

2.2.3. Subordinate units designated as an alternate headquarters or an activated ERS will monitor the status of the commands above them in their chain of command to ensure readiness to assume COOP responsibilities.

2.3. Writing the COOP Plan. Format COOP plans using AFMAN 10-401, Volume I, *Operation Plan and Concept Plan Development and Implementation*, and AFMAN 10-401, Volume 2, *Planning Formats and Guidance*. HQ USAF, MAJCOMs, DRUs, FOAs, and the ANG may combine COOP plans with Survival, Recovery, and Reconstitution (SRR) plans. HQ USAF, MAJCOMs, DRUs, FOAs, and the ANG that combine COOP plans with their SRR plans will title plans "COOP/SRR- (organization designation)."

2.4. Classifying COOP Plans. Classify COOP plans according to content as required by applicable security guidance. However, as a minimum COOP plans should be classified as indicated below.

2.4.1. Classify the following a minimum of CONFIDENTIAL:

2.4.1.1. Total authorized relocation strength and composition of personnel at fixed or mobile sites.

2.4.1.2. Data on actual or potential nature, degree, and threshold of equipment and system level vulnerabilities at emergency relocation sites.

2.4.1.3. Physical security details of emergency relocation sites.

2.4.1.4. Configuration of specific communications systems at emergency relocation sites.

2.4.1.5. Differences, if any, between emergency relocation sites used for training or exercises and those that would be used in a real contingency situation.

2.4.1.6. Details of specific safeguards to associated vulnerabilities.

2.4.2. Classify the following a minimum of SECRET:

2.4.2.1. Details of plans for relocating command and staff elements to specific fixed or mobile emergency relocation sites.

2.4.2.2. Location of sites (other than "declared" emergency relocation sites) that would be used by command and staff elements for relocation.

2.4.2.3. Planning assumptions pertaining to fixed or mobile sites.

2.4.2.4. Planning details that reveal system or subsystem operations concepts, performance characteristics, or system design.

2.4.2.5. Threat data pertinent to COOP plans or operations to include demonstrated or postulated effects on sites by physical attack, electronic attack, or use of weapons of mass destruction.

2.4.2.6. Vulnerabilities of mission critical functions.

2.4.2.7. Vulnerability of primary communications links, nodes, or paths to physical attack, electronic attack, or use of weapons of mass destruction.

2.4.2.8. Specific information on vulnerabilities of COOP emergency relocation sites to include communications capabilities that could be disabled, interrupted, or jammed to hinder its utility.

2.5. COOP Plan Review. All organizations are required to review their COOP plan annually. Change requests are submitted by memorandum to the applicable OPR with written justification warranting the change.

Chapter 3

HQ USAF COOP PROGRAM

3.1. Introduction. The HQ USAF COOP plan provides continuity of essential HQ USAF functions during conditions when normal operations have been impaired or made impossible. This chapter tasks specific Secretariat and Air Staff offices to plan for relocating and reconstituting HQ USAF during emergencies. It provides program management guidance and assigns administrative responsibilities in support of the HQ USAF COOP plan.

3.2. Applicability. This chapter only applies to HQ USAF organizations.

3.3. HQ USAF Responsibilities.

3.3.1. HQ USAF/XON will ensure that HQ USAF two-digit COOP plans are consistent with the requirements listed in chapter 1 and the HQ USAF COOP plan.

3.3.2. HQ USAF two letter organizations will:

3.3.2.1. Develop plans to support the HQ USAF COOP plan.

3.3.2.2. Prepare and maintain an organization COOP plan that implements and supports HQ USAF COOP plan requirements and maintain an organization COOP program book that implements and supports HQ USAF COOP plan requirements.

3.3.2.3. Appoint primary and alternate Emergency Planning Coordinators (EPC) and update EPC appointments whenever personnel changes require it. AFNSEP/XOC will be notified by the organization within one week, in writing, of any appointment changes.

3.3.2.4. Update EPC appointment memorandums whenever appointees change or at a minimum of every six months.

3.3.3. AFNSEP/XOC is designated the HQ USAF CPO and shall represent the Air Force at meetings hosted by the Office of the Secretary of Defense (OSD), Joint Staff, and other Services concerning COOP. AFNSEP/XOC shall establish and host the HQ USAF COOP Working Group and coordinate and maintain the Charter for this working group. Any sub-working groups formed to manage individual COOP issues will report to the HQ USAF COOP Working Group.

3.3.4. The Air Force Operations Group (AFOG) shall:

3.3.4.1. Serve as the HQ USAF focal point for COOP execution.

3.3.4.2. Task any organization in HQ USAF or Air Force activity within the National Capital Region (NCR) deemed necessary to accomplish the COOP mission.

3.3.5. Deputy Chief of Staff, Personnel (AF/DP) will update the USAF War Mobilization Plan (WMP), Volume 1, Annex G upon tasking from the War & Mobilization Plans Division (AF/XOPW). This will include Annex G, Appendix 7, USAF Military/Civilian Requirements for Reconstituting the Joint Staff and Annex G, Appendix 8, USAF Military/Civilian Requirements for Reconstituting HQ USAF. AF/DPFJ will aggregate personnel identified to fill specific line numbers with corresponding Offices and Positions in Appendix 8 via biannual tasking to HQ USAF organizations, MAJCOMs, DRUs, and FOAs. AF/DPFJ will maintain a database of relocation personnel for HQ USAF organiza-

tions and of personnel identified from MAJCOMs, DRUs, and FOAs outside of the NCR to reconstitute the HQ USAF. Due to the classification of Appendix 8, these databases will be maintained on the SIRPNET for easy review/update. The required databases can be utilized as specified in the AFI. Databases will be provided to AFNSEP/XOC and AFEOC on an annual basis, or as prescribed in the HQ USAF COOP plan during COOP plan execution or exercise.

3.4. Task Organization.

- 3.4.1. Secretary of the Air Force (SAF/OS)
- 3.4.2. Chief of Staff, USAF (AF/CC)
- 3.4.3. Assistant Secretary of the Air Force (ASAF), /Acquisition (SAF/AQ)
- 3.4.4. ASAF, Financial Management and Comptroller (SAF/FM)
- 3.4.5. ASAF, Manpower, Reserve Affairs, Installations & Environment (SAF/MI)
- 3.4.6. ASAF, Space (SAF/SN)
- 3.4.7. General Counsel (SAF/GC)
- 3.4.8. Deputy Under Secretary of the Air Force, /International Affairs (SAF/IA)
- 3.4.9. Auditor General (SAF/AG)
- 3.4.10. Administrative Assistant (SAF/AA)
- 3.4.11. Inspector General (SAF/IG)
- 3.4.12. Legislative Liaison (SAF/LL)
- 3.4.13. Public Affairs (SAF/PA)
- 3.4.14. Deputy Chief of Staff (DCS), Air and Space Operations (AF/XO)
- 3.4.15. DCS, Installations and Logistics (AF/IL)
- 3.4.16. DCS, Personnel (AF/DP)
- 3.4.17. DCS, Plans and Programs (AF/XP)
- 3.4.18. Chief of Air Force Reserve (AF/RE)
- 3.4.19. Chief of the Chaplain Service (AF/HC)
- 3.4.20. Chief of Safety (AF/SE)
- 3.4.21. Chief Scientist (AF/ST)
- 3.4.22. Director, Communications and Information (AF/SC)
- 3.4.23. Judge Advocate General (AF/JA)
- 3.4.24. Historian (AF/HO)
- 3.4.25. Surgeon General (AF/SG)
- 3.4.26. Director, Test and Evaluation (AF/TE)
- 3.4.27. Director, Air National Guard (NGB/CF)

3.5. Emergency Planning Coordinator Responsibilities. HQ USAF EPCs will:

- 3.5.1. Provide organizational specific functional expertise and support to AFNSEP/XOC and COOP specific guidance to command counterpart EPCs.
- 3.5.2. Coordinate all COOP planning and execution activities throughout the organization.
- 3.5.3. Ensure an organization COOP plan and an organization COOP program continuity book are prepared and maintained.
 - 3.5.3.1. Ensure organizational COOP plans at a minimum contain:
 - 3.5.3.1.1. The organization's mission statement and a detailed listing of mission essential functions required for continuity of operations.
 - 3.5.3.1.2. Job descriptions for each position listed in both the relocation and reconstitution unit manpower documents, listed in the USAF War and Mobilization Plan, Volume 1 (WMP-1), Annex G, Appendix 8, USAF Military/Civilian Requirements for Reconstituting HQ USAF.
 - 3.5.3.1.3. A listing of documents, data, and equipment required to support emergency relocation and reconstitution missions.
 - 3.5.3.1.4. Organization specific guidance on COOP alert and notification procedures, personnel actions for both relocatees and non-relocatees, and critical communications links with organizations outside of the relocation or reconstitution site.
 - 3.5.3.1.5. Organization COOP strategies that support operations in the event of the loss of the Pentagon.
 - 3.5.3.2. Organizational COOP program continuity books at a minimum contain:
 - 3.5.3.2.1. Personnel roster assigning a primary and alternate(s) against each authorized relocation position.
 - 3.5.3.2.2. Document, data, and equipment listings that identify items prepositioned at organization relocation and reconstitution sites, and contained in organizational flyaway kits. Document, data, and equipment listings must be updated as changes occur.
 - 3.5.3.2.3. Copy of the organization COOP plan.
- 3.5.4. Forward a copy of the organization COOP program continuity book, including organization COOP plan, to AFNSEP/XOC.
- 3.5.5. Ensure organization manpower authorizations assigned against each unit manpower document adequately fulfill HQ USAF functional requirements for a relocated or reconstituted HQ USAF.
- 3.5.6. Train tasked personnel on HQ USAF COOP plan and the organization's COOP plan. Schedule and coordinate, with the Site R Facility Manager, orientation visits to Site R for all staff members assigned primary or alternate positions.
- 3.5.7. Ensure the organization develops and maintains applicable HQ USAF COOP plan annexes.
- 3.5.8. Manage organization JEEP support program for applicable relocatees as defined in HQ USAF JEEP Plan 55-4. Coordinate JEEP relocatee training with AFNSEP/XOC.

- 3.5.9. Arrange for site access badges for personnel with Site R access requirements. See paragraph 3.6.5 for badge requirements.
- 3.5.10. Maintain organization specific workspaces, files, databases, and equipment at the AFEOC.
- 3.5.11. Report COOP LIMFACs in any area to AFNSEP/XOC by 30 June of each year; negative reports are required. Reports are required for manning shortfalls, document/data/equipment problems, workspace limitations, and any other problem adversely affecting HQ USAF continuity of operations. Classify in accordance with applicable security guidance.
- 3.5.12. Attend Headquarters Air Force COOP Working Group meetings.
- 3.5.13. Ensure effective organization COOP alert and notification procedures exist.
- 3.5.14. Ensure individuals designated as relocatees are qualified to accomplish relocation duties. Civilians must refer to AFI 36-507, Mobilization of the Civilian Work Force, before accepting a position. All primary and alternate relocatees must possess a SECRET clearance. If the relocatee is to be assigned CAT responsibilities, they must possess a TOP SECRET security clearance in accordance with AFI_____.
- 3.5.15. Assign primary and alternate(s) against each position listed in USAF WMP-1. Organization personnel rosters must include the USAF WMP-1 relocation line number, assigned position (primary and alternate), name, grade, Social Security Number, Site R badge number (if applicable), and JEEP CODE (if applicable). On a semiannual basis (end of January and July) forward organization personnel roster to HQ USAF/DPFJ.

3.6. Site R Access.

- 3.6.1. EPCs are responsible for requesting site access authorization for each staff relocatee as well as other organizational personnel requiring access.
- 3.6.2. Access to Site R has two major categories: Routine Access and Emergency Access.
- 3.6.3. Routine Access.
- 3.6.3.1. Routine Access is when Air Force personnel require access to Site R or the AFEOC to perform their normal duties. Such duty requirements may include emergency planning, relocatee training, or support staff orientation.
- 3.6.3.2. The major category of Routine Access is divided into two subcategories: Recurring Access and Visits.
- 3.6.3.3. Recurring Access.
- 3.6.3.3.1. Individuals with a recurring need for access to the site to perform assigned responsibilities (including organizational EPCs) should acquire a Site R badge.
- 3.6.3.3.2. See paragraph 3.6.5. for badge processing procedures.
- 3.6.3.4. Visits.
- 3.6.3.4.1. Visits include any instance when an individual without a Site R badge requires site access. Visits to the site involving the HQ USAF alternate facility must be scheduled with AFNSEP/XOC at least five workdays before the desired access date.

3.6.3.4.2. Requests for individuals without badges must be submitted to AFNSEP/XOC and include: name, grade, Social Security Number, security clearance, investigation level, date and place of birth, citizenship, and organization of assignment. Also, include date and purpose of visit, estimated time of arrival and departure, mode of transportation, names of attending personnel with Site R badges, and point of contact or project officer for the visit. Visitors without prior AFNSEP approval will be denied site access.

3.6.4. Emergency Access.

3.6.4.1. Emergency Access is the relocation of designated HQ USAF personnel to the Site R during HQ USAF COOP implementation.

3.6.4.2. All relocatees must be listed on the organization personnel roster, regardless of badge status.

3.6.4.3. Emergency Access authorization is initiated during a COOP contingency by EPCs updating the relocation staff database (described in Paragraph 3.3.8) for their organization and forwarding a copy by email or fax to the COOP Response Cell (CRC). The CRC will forward a consolidated list to all HQ USAF deployed CRCs. Picture identification is then required to gain Emergency Access to the operations site.

3.6.5. Access badges.

3.6.5.1. For all personnel requesting a site badge for the HQ USAF alternate facility, the EPC must process a Ft Detrick Form 1407-R (Unescorted Entry Authorization Certificate, Alternate Joint Communications Center) through AFNSEP/XOC for approval.

3.6.5.2. EPCs will coordinate access badge requirements, badge issue dates, and assigned badge numbers with the AFNSEP/XOC.

3.6.5.3. Advance notice (4 workdays) is required for visits involving Site R badge processing only.

3.6.5.4. Forms 1407-R are requested through AFNSEP/XOC. Completed forms are forwarded to AFNSEP/XOC. Form completion does not automatically sanction a site badge; detailed justification on the Form 1407-R is required.

3.7. Air Force Emergency Operations Center (AFEOC) Administration.

3.7.1. AFNSEP/XOC is responsible for AFEOC facility management at Site R.

3.7.2. Administration of organization specific files, data, and equipment prepositioned at the site and contained in flyaway kits is the responsibility of each organization. Each EPC will take responsibility for configuring allocated areas to properly support their COOP mission.

3.7.3. Workspace, safes, and file cabinets are assigned by AFNSEP on an as available basis.

3.7.4. Each organization must maintain a consolidated list of all organization specific documents, data, and equipment prepositioned in the AFEOC and contained in flyaway kits. This listing is updated whenever there is a significant change in holdings or no later than 12 months after the last published listing.

3.8. Exercises and Training.

3.8.1. HQ USAF will conduct COOP exercises a minimum of three times each year under the BLUE RAVEN exercise program or in conjunction with other higher headquarters exercise programs.

3.8.2. At least one BLUE RAVEN deployment exercise will be conducted each fiscal year.

3.8.3. At least three BLUE RAVEN exercise after action reports (AAR) will be published each fiscal year.

3.8.4. BLUE RAVEN AARs will be entered into an exercise COOP Critical Issues Program (CCIP) database. See paragraph 3.9.

3.8.5. HQ USAF shall maintain a COOP training program and training packages to support HQ USAF EPCs, designated COOP relocatees, and individuals assigned to support OSD or Joint Staff COOP staffs. Training modules will not address items of functional expertise other than the area of COOP. EPCs, relocatees, and staff augmentees are responsible for maintaining knowledge and skills needed to perform their functional duties during an emergency.

3.9. Issue Resolution. HQ USAF will establish a CCIP to support the COOP program.

3.9.1. The CCIP will use the Joint Universal Lessons Learned System (JULLS) format for data entry and maintenance.

3.9.2. BLUE RAVEN exercise observations requiring resolution will be entered into the JULLS data base if not resolved within 60 days of the exercise.

3.9.3. As the CCIP program matures, it will be made available for command use. Once available, commands will forward COOP JULLS inputs for items that cannot be resolved solely within the command.

MARVIN R. ESMOND, Lt General, USAF
DCS/Air and Space Operations

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

Title 10, USC, Section 8013(g)

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

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

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Air Force War and Mobilization Plan (WMP-1), April 1997

Continuity of Operations Plan, Headquarters, Department of the Air Force (HQ USAF COOP), 1 September 1999

Abbreviations and Acronyms

AAR—After Action Review

AF/DPFJ—HQ USAF DCS for PERSONNEL, Contingency and Joint Matters

AFEOC —Air Force Emergency Operations Center

AFI—Air Force Instruction

AFMAN—Air Force Manual

AFNSEP—Air Force National Security Emergency Preparedness Agency

AFOG—HQ USAF/XO, Air Force Operations Group

AFPD—Air Force Policy Directive

AFPDO—Air Force Departmental Publishing Office

ANG—Air National Guard

C2—Command and Control

C4—Command, Control, Computers, and Communications

CCIP—Continuity of Operations Critical Issues Program

CINC—Commander-in-Chief

CJCS—Chairman, Joint Chiefs of Staff

CJCSM—Chairman, Joint Chiefs of Staff Manual

COG—Continuity of Government

COOP—Continuity of Operations

CPO—Continuity Planning Officer

DCS—Deputy Chief of Staff

DoD—Department of Defense

DRU—Direct Reporting Unit

DSN—Defense Switched Network

EAP—Emergency Action Procedures

EPC—Emergency Planning Coordinator

ERS—Emergency Relocation Site (or Staff)

FEMA—Federal Emergency Management Agency

FOA—Field Operating Agency

FPC—Federal Preparedness Circular

HQ USAF—Headquarters United States Air Force (refers to both the Secretariat and Air Staff)

HQ USAF COOP—Headquarter United States Air Force Continuity of Operations Plan

JEPP—Joint Emergency Evacuation Plan

LERTCON—Alert Condition

LIMFACS—Limiting Factors

MAJCOM—Major Command

OPR—Office of Primary Responsibility

OSD—Office of the Secretary of Defense

PDO—Publishing Distribution Office

POC—Point of Contact

SRR—Survival, Recovery, and Reconstitution

THREATCON —Terrorist Threat Condition

UHF—Ultra High Frequency

VHF—Very High Frequency

WMP-1—Air Force War and Mobilization Plan, Volume 1

Terms

Continuity of Government (COG)—The continuity of mission-essential functions of all Federal Departments and Agencies during any national security emergency through a system that:

- a. Provides for succession to office and emergency delegation of authority, in accordance with applicable law.
- b. Establishes emergency operating capabilities that include safekeeping of essential people and essential resources, facilities, and records.

Continuity of Operations—The degree of state of being continuous in the conduct of functions, tasks, or duties necessary to accomplish a military action or mission in carrying out the national military strategy. It includes the functions and duties of the commander, as well as the supporting functions and duties performed by the staff and others acting under the authority and direction of the commander. Continuity of operations is the capability of a DoD command and control entity to continue mission-essential functions without unacceptable interruption during a national security emergency. COOP planning includes preparatory measures, response actions, and restoration activities planned or taken to ensure continuation of these functions to maintain military effectiveness, readiness, and survivability.

Mission-Essential Functions—Any function that must be performed in order to prevent critical impairment of the organization's mission or resources. These comprise, but are not limited to:

- a. Command and control of organizational assets.
- b. Receipt, assessment and analysis, processing, display, and dissemination of information necessary to perform critical missions and support decision-making.
- c. Other operations that must be performed to achieve mission success.

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.