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SECRETARY OF THE AIR FORCE

AIR FORCE INSTRUCTION 10-208

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Operations

**CONTINUITY OF OPERATIONS
(COOP) PROGRAM**

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

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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, United States Air Force (HAF), major commands (MAJCOM), Air Force Reserve Command (AFRC), and HQ Air National Guard (ANG), hereafter called Commands, and requires they establish continuity of operations (COOP) programs and publish COOP plans. This instruction also provides guidance for developing programs to ensure continuity of essential operations of the Air Force across a wide range of potential emergencies. Send recommended changes, additions, or deletions to AF/XOS-HC, 1480 Air Force Pentagon, Washington DC 20330-1480. Send XOS-HC one copy (including drafts) of Command COOP plans. Waiver authority for this instruction is AF/XOS. Ensure that all records created as a result of processes prescribed in this publication are maintained in accordance with AFMAN 37-123, (will convert to AFMAN 33-363) *Management of Records* and disposed of in accordance with the *Air Force Records Disposition Schedule (RDS)* located at <https://afirms.amc.af.mil>.

SUMMARY OF REVISIONS

This publication is substantially revised and needs a complete review.

This revision reflects the transfer of Department of the Air Force COOP policy and programming responsibilities from the Air Force Directorate of Nuclear and Counter proliferation (AF/XON) to the Air Force Directorate of Strategic Security (AF/XOS). In addition, it reflects the transfer of Headquarters United States Air Force (HAF) COOP planning and execution to the Assistant Vice Chief of Staff (AF/CVA). **Chapter 1** includes 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 HAF COOP Program. A bar (|) indicates a revision from the previous edition.

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Chapter 1

DEPARTMENT OF THE AIR FORCE COOP POLICY AND GUIDANCE

1.1. General. 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 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 continuity of DOD mission essential functions (MEFs) through plans and capabilities governing succession of office, emergency delegation of authority, the safekeeping of vital resources, facilities, and records, and the improvisation or emergency acquisition of vital resources necessary for the performance of MEFs that must be maintained at a high level of readiness, and be capable of implementing both with and without warning.

1.1.1. Since the end of the cold war, and especially following the terrorist attacks of 11 September 2001, increased potential for terrorist use of weapons of mass destruction has emphasized the need to ensure continuity of mission essential functions within the Air Force and the Department of Defense (DOD). Therefore, all organizations must be prepared to respond to a wide range of potential emergencies, including a National Security Emergency.

1.1.2. An effective COOP program requires the existence of a command, control, communication, computer and information (C4I) infrastructure to direct forces or to take actions to accomplish the mission. In addition, it requires the appropriate personnel and data (including Intelligence Surveillance and Reconnaissance (ISR)) necessary to support command and control.

1.1.3. COOP also requires planning for the protection of key Air Force civilian and military leaders and a clearly defined succession in command and/or emergency delegation of authority.

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

1.2.1. All levels of command within the Air Force will plan, budget and execute their ability to support Secretary of Defense (SECDEF) and Joint Chiefs of Staff (JCS) mission essential functions and will assure the ability to project forces. All levels of command will ensure forces are available to the SECDEF to support civil authority requests for assistance and to prevent, protect against, and respond to threats to national security.

1.2.2. The Air Force has a tiered response for COOP, with a focus on the most critical mission essential functions. However, 100% of mission capability does not need to be available immediately to respond to an emergency. Commands, in conjunction with supported Combatant Commanders (COCOMS), need to determine critical capabilities, locations of highest priority, and percentage of the capability needed in a no warning scenario extending over a time to continue operations. In addition, Commands need to determine which missions enable or support critical missions and ensure an appropriate level of capability is maintained over the time continuum. Supporting missions should also have COOP plans that reflect an acceptable level of mission resumption and/or reconstitution time.

1.2.3. For an Air Force COOP program to succeed, all programs designed to enhance mission effectiveness must adopt a team 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 sometimes, simply accepting risk. A careful balance between mitigation of risk through effective integration with the critical infrastructure program (CIP), Counterterrorism, Anti-terrorism, Force Protection (FP), Information Assurance (IA), physical risks of the full-spectrum threat response (FSTR) programs and other mission continuation programs will guide Commands in developing the best solution for their subordinate organizations.

1.2.3.1. Risk will never be zero. Therefore, Commands should apply a deliberate risk management process to determine which risks may be mitigated, accepted or transferred. Each Command must develop guidance for subordinate organizations, outlining an appropriate balance in mission risk. This guidance should be based on the Risk Management Process (see references) and include an analysis of the mission, threats and causes. It must assess the criticality of the mission, the degree to which mission delays can be tolerated, and the probability and severity of risks to which the facility, people and the infrastructure are exposed. Commands should focus risk management activities toward one of four options, (1) eliminate the threat, (2) eliminate the vulnerability (3) reduce the risk and/or (4) reduce the exposure.

1.2.3.1.1. The Capabilities Review and Risk Assessment (CRRRA) process and Concept of Operations (CONOPS) Champions provide an opportunity to evaluate the health and risk of each required capability while establishing priorities among capabilities. Commands should apply the CRRRA construct to identify capabilities and controls necessary to ensure mission continuation and decrease mission risk as identified in the deliberative risk management process. Commands need to identify overlaps in programs providing redundant capabilities and prioritize support to those requirements that most successfully mitigate risk and ensure mission continuity.

1.2.3.1.2. There are several options available to commands to ensure COOP capability while maintaining fiscal accountability. These include devolution of command and control of critical missions to alternate locations which have the same C4 ISR capability, the creation of dual-use facilities based upon mission priorities, virtual C4 ISR capability through secure portals or routinely diversifying the mission utilizing enhance communication capability to continue mission integration. Commands should arrange computer and communication systems in-line with SAF/XC systems architecture solutions.

1.2.3.1.3. Command senior leaders must identify critical missions, to support a coordinated Air Force response to a no-warning national security emergency.

1.2.3.2. All levels of command must develop a COOP plan. These plans can be incorporated into other plans, such as Base Support Plans, Full-Spectrum Threat Response Plans or other plans as specified by the Commands. Planning factors as contained in War and Mobilization Plan Volume 1 (WMP-1), Basic Planning and AFMAN 10-401, Volume 2 should be included. Security classification and the need-to-know should be considered when determining into which plan COOP should be incorporated.

1.2.3.2.1. COOP plans should evaluate and prioritize every mission performed on the installation or within the Command with participation from the following functional offices: communication, logistics, and command post and operations. COOP should be part of the initial risk assessment considered any time mission locations change and/or new construction is proposed to avoid unnecessary costs to rectify problems identified later. COOP plans should address the

deliberate risk management process and include the application of controls identified to mitigate risk. COOP plans should include control to mitigate CIP risk.

1.2.3.3. COOP reconstitution should focus on recovery of the mission not necessarily recovery of the facility.

1.2.4. The Homeland Security/Civil Support Division, Directorate for Strategic Security (AF/XOS-HC) is responsible 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, to facilitate interagency coordination as appropriate, and to oversee and assess the status of COOP readiness across the Air Force.

1.3. Air Force Policy. It is Air Force policy that all Headquarters Air Force (HAF), MAJCOMs, AFRC and ANG elements shall incorporate and institutionalize COOP concepts into relevant doctrine, policies, strategies, programs, budgets, training, exercises and evaluation methods.

1.3.1. The Air Force maintains continuity of operations by means of an integrated suite of programs designed to secure the Air Force's warfighting capability even under attack. These programs include COOP, CIP, Counterterrorism, Anti-terrorism, IA, FSTR, FP and other mission assurance programs. The key elements necessary to maintain continuity and enhance decision-making are command and control, through the organization of appropriate personnel, communication and computers, and information.

1.3.2. All military, civilian and assigned contractors should know what actions they should take, across a wide range of potential emergencies, both in-garrison and while deployed. The action may be as simple as go home and wait further direction or more detailed based upon their responsibilities.

1.3.2.1. Continuity is achieved through robust participation in a COOP planning, training and exercise program with senior leader involvement across all levels of commands.

1.3.3. The Air Force continuity program enhances DOD's support requirements in the continuity of government program.

1.4. Air Force Organizational Responsibilities.

1.4.1. The Director of Strategic Security (AF/XOS), DCS/Air & Space Operations is the Air Force senior official designated to manage, oversee, and ensure readiness and compliance with the Air Force continuity program, policies and responsibilities.

1.4.2. AF/XOS-HC is the HAF Office of Primary Responsibility (OPR) for Air Force-wide COOP policy and programming and shall:

1.4.2.1. Publish Air Force-wide COOP policy guidance, including this AFI, and ensure this AFI is reviewed annually and updated as required.

1.4.2.2. Develop and implement a coordinated, multi-year strategic management plan for assets and resources in support of the Defense Continuity Program (DCP).

1.4.2.3. Provide guidance to Commands on COOP planning and execution issues.

1.4.3. All Headquarters Air Force (HAF), MAJCOMs, AFRC and ANG elements will:

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

1.4.3.2. Possess a comprehensive and effective COOP program, which is adequately planned, programmed, and budgeted to ensure continuity of mission essential functions under any circumstance that seriously degrades or threatens the national security of the United States.

1.4.3.3. Ensure forces directly supporting the National Military Command System and combatant, sub-unified and Air Force component commands have COOP programs with C4 ISR structures that provide continuous uninterrupted operations. All others have the capability to activate and operate necessary C4 ISR structures using existing facilities.

1.4.3.3.1. Ensure forces assigned or tasked in Supporting Commander's COOP plans are capable of meeting requirements in appropriate Unified Combatant Command plans.

1.4.3.3.2. Ensure subordinate organizations, including Numbered Air Forces (NAFs), Direct Reporting Units (DRU) and Field Operating Agencies (FOA), develop and maintain continuity plans that support the Command's COOP plans and enhance Air Force-wide mission assurance.

1.4.3.3.3. Support emergency evacuation and crisis-related operations in the National Capital Region (NCR), in accordance with the Chairman of the Joint Chiefs of Staff, emergency evacuation operations plan.

1.4.3.3.4. Incorporate Defense Continuity and Crisis Management (DCCM) office unique requirements to support SECDEF COOP planning and execution in budgets, as required. These include assets and resources to develop, maintain, and operate facilities, communication, and transportation capabilities.

1.4.3.4. Develop, coordinate and maintain continuity plans, which shall be validated and updated every 2 years, or more frequently as changes warrant. Plan for and take actions to:

1.4.3.4.1. Enhance Air Force-wide COOP planning and execution capability with flexible and responsive plans and procedures. 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.

1.4.3.4.2. Outline a decision process for determining appropriate actions in implementing continuity plans and procedures with or without warning, during duty and non-duty hours, and provides for alert & notification and movement of continuity staffs. Planning should also address the stand-down of continuity operations and transition back to normal operations.

1.4.3.4.3. Define emergency delegation of authority and orders of succession for key positions.

1.4.3.4.4. Identify and prioritize mission essential functions. Determine which can be deferred until time and resources permit restoration.

1.4.3.4.5. Provide for the identification, storage, protection, and availability for use at relocation sites, the vital records, materiel, and databases required to execute MEF.

1.4.3.5. Integrate Operations Security (OPSEC) requirements into continuity planning, execution, and operations. Develop security classification guidance for each organization's COOP programs.

1.4.3.6. Designate alternate headquarters and emergency relocation sites and staff at each command level down to the lowest level necessary ensure continuation of critical mission functions.

1.4.3.7. Perform a deliberative risk management assessment to determine which capabilities and controls necessary to support continued operations and as outlined in governing directives for Risk Management (RM), COOP, FSTR, CIP, Counterintelligence, Anti-terrorism, IA and other mission continuation programs, is performed at each command level down to define mission risks and mitigating controls. The risk assessment should include an analysis of current and alternate operating locations. Includes a balanced efficient approach to ensure mission continuity. Reflect the deliberative risk management assessment in the CRRRA process and budget, as applicable.

1.4.3.8. Develop a training, testing and exercise program to evaluate the readiness of the continuity program and plans. This program should include personnel, equipment, systems, processes, and procedures necessary to respond in a crisis.

1.4.3.9. Reflect guidance contained in AFD 10-2, *Readiness*, AFD 10-8, *Homeland Security*, and AFD 10-25, *Full-Spectrum Threat Response* and other mission continuation and/or assurance documents.

1.4.3.10. Supporting Commands. 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 Commands COOP plan, the Unified Combatant Command plan will take precedence. Supporting commands will notify AF/XOS-HC, in writing, describing the nature of the conflict.

1.4.4. AF/CVAC is the OPR for the HAF COOP OPORD and shall:

1.4.4.1. Manage the HAF COOP program and publish the HAF COOP OPORD.

1.4.4.2. Provide organizational-specific guidance to HAF elements and the Air Force District of Washington (AFDW) on HAF COOP planning and execution coordination, when requested.

1.4.4.3. Support the HAF representative on the OSD's Continuity Executive Steering Group (ESG).

1.4.5. HAF Organizations. All organizations specified in the HAF COOP OPORD shall coordinate to ensure plan execution or otherwise support tasks assigned in the plan.

1.4.6. The Director of Operations and Training (AF/XOO) DCS/Air & Space Operations, or designee will represent the HAF on OSD's Continuity Executive Steering Group.

1.4.7. The Assistant Secretary of the Air Force for Financial Management (SAF/FM) will publish guidance to HAF 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. Air Force Organizational Responsibilities for a COOP Program.

1.5.1. HQ USAF/XOS-HC will ensure Air Force COOP guidance implements the directives set forth in:

1.5.1.1. Executive Branch plans and executive orders.

1.5.1.2. DODD 3020.26, *Defense Continuity Program*.

1.5.1.3. DODD 3020.26P, *OSD Continuity of Operations Plan*.

- 1.5.1.4. DODD 3020.36, *National Security Emergency Preparedness*.
- 1.5.1.5. DODI 3020.39, *Integrated Continuity Planning for Defense Intelligence*.
- 1.5.1.6. Chairman of the Joint Chiefs of Staff Operations Order 3-04, *Continuity of Operations (COOP) for the Chairman of the Joint Chiefs of Staff* and other related Joint Staff plans.
- 1.5.1.7. Federal Emergency Management Agency (FEMA) Continuity of Government plans.
- 1.5.2. Commands will publish adequate guidance to ensure the COOP program is planned and implemented at all levels of command throughout the Air Force.
- 1.5.3. Commands will develop their own instructions to supplement this AFI. One copy should be forwarded to AF/XOS-HC.
- 1.5.4. At a minimum, COOP programs will include the following program elements:
 - 1.5.4.1. Program guidance.
 - 1.5.4.2. Planning and Procedures. Includes, essential functions, delegation of authority, orders of succession, alternate operating facilities, interoperable communications, vital records and databases, and human capital.
 - 1.5.4.3. Test, training and exercises to assess and validate plans, policies and procedures for:
 - 1.5.4.3.1. Alert & notification and transportation of personnel.
 - 1.5.4.3.2. Data redundancy, fail-over computer applications, and communications.
 - 1.5.4.3.3. Personnel readiness for relocation and performing functions.
 - 1.5.4.3.4. Validating other equipment necessary to perform essential functions.
 - 1.5.4.3.5. Issues resolution through an active after-action-program.
 - 1.5.4.3.6. Logistics (including any COOP associated facilities).
 - 1.5.4.3.7. Funding and acquisition.
- 1.5.5. Commands 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 HAF and the command. Send OPR information to AF/XOS-HC to ensure dissemination of latest directives and information.
- 1.5.6. Commands may appoint a separate office to serve as the POC for COOP execution. Send OPR information to AF/XOS-HC to ensure dissemination of latest execution and information.

1.6. Air Force Organizational Responsibilities for COOP Planning. All levels of command must develop a COOP plan. As not all events are foreseeable, Commands should attempt to develop an all-encompassing flexible plan, integrated with other mission assurance programs and designed to support a coordinated Air Force response in a no-warning event. See [Chapter 2](#), COOP Plan Development Guidance for specific guidance.

1.7. Air Force Organizational Responsibilities for COOP Training.

- 1.7.1. Commands will design training programs to support COOP readiness to meet requirements established by higher-level commands.

1.7.2. Commands will ensure personnel pre-selected to fill HAF or Joint Staff positions during COOP execution are properly trained in appropriate COOP procedures. These positions are identified in the CJCS or HAF COOP OPORD.

1.7.3. Emergency Relocation Staff (ERS) are members directly supporting uninterrupted operational capability and COOP execution. This staff relocates when operations move as a result of an event. ERS members should be trained on COOP responsibilities within 60 days of filling the position. Commanders will be trained within 30 days of assuming command. Training should prepare ERS staff to perform their mission and/or relocation responsibilities at a no-warning readiness level.

1.8. Air Force Organizational Responsibilities for COOP Exercises.

1.8.1. Commands will exercise their COOP plan at least annually.

1.8.2. Commands may exercise their COOP plans in combination with other exercises. Regardless of the exercise venue, ensure all exercise goals met.

1.9. Air Force Organizational Responsibilities for COOP Communication and Logistics.

1.9.1. Communications and Information and logistics 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:

1.9.1.1. Alternate facilities development and management.

1.9.1.1.1. Alternate facilities should be capable of supporting primary command and control functions when activated, which may be up to 30 days. 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 ISR requirements.

1.9.1.1.2. Alternate facilities should have an installation support capability adequate to support the relocating staff. Refer to the supporting, HAF or MAJCOM COOP OPORD for details.

1.9.1.2. Network centric communications architecture and power vulnerabilities.

1.9.1.3. Supply and equipment accounts.

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

1.9.2. Communications and Information and logistics elements will establish methods to track the availability and/or readiness of all resources designated to be used during all phases of COOP operations.

1.10. Air Force Organizational Responsibilities for COOP Funding and Acquisition.

1.10.1. Air Force organizations document COOP related expenditures.

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

1.10.3. Commands will report all expenditures relating to COOP spending to SAF/FM, copy to AF/XOS-HC in accordance with guidance provided by SAF/FM.

1.11. Air Force Organizational Responsibilities for COOP Issue Resolution.

1.11.1. 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. Commands will integrate LIMFACS and COOP issues into their Remedial Action Program.

1.11.2. Commands will freely share lessons learned and solutions with other Air Force elements.

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, Force Protection Conditions (FPCON), 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 military or terrorist attack, a natural disaster, or other catastrophic event, initial efforts will concentrate on successor survival, devolution of command and relocation of key personnel, reestablishing operational and communication capabilities, and reestablishing command and control.

2.1.2.1. Organizations required to maintain relocation facilities must be able to sustain operations at alternate facilities for up to 30 days.

2.1.2.2. Alternate facilities must be operational no later than 12 hours after activation, but more stringent guidelines may be outlined in the HAF COOP OPORD or unified command plans.

2.1.2.3. Organizations should take maximum advantage of existing organizational field infrastructures capable of supporting its operations to include reliable logistics support, services and infrastructure. Site selection should consider geographical dispersion and maximize co-location and dual-use facilities.

2.1.2.4. COOP Plans should include contact information, such as telephone numbers of alternate facilities.

2.1.3. Command 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) that may effect operations.

2.1.5. COOP Planning Phases.

2.1.5.1. Normal Operations Phase. During normal daily operations, COOP readiness should ensure identification and protection of successors/military authority, accuracy of personnel accountability, and readiness of relocation sites. As information and intelligence increases the likelihood of attack, every effort should be made to plan for or relocate an initial operating capability for critical missions at alternate sites before an attack occurs. This could also include sending non-essential personnel home, as a means of dispersal.

2.1.5.2. Activation and Relocation Phase (0-12 hours). During this phase, give emergency priority to military operations (including logistical support), continuing C4 ISR functions, transferring personnel and computer data/applications necessary to support operations, restoring law and

order, military support to civil authorities, personnel accountability and damage and residual resource assessment and reporting.

2.1.5.3. Alternate Operating Facility Operation Phase. This phase commences with full MEF execution with a focus on military operations, communications, transportation, performing other essential functions, resource recovery, and reconstituting forces. Organizations should notify C2 agencies of manpower and capability at alternate locations. Refer to AFI 10-206, *Operational Reporting* for reporting requirements. Address restoration of command staffs, capabilities, and functions as resources and operational tasks permit.

2.1.5.4. Return to Normal Operations Phase. During this phase, begin implementing plans for resumption of normal operations. Supervise an orderly return to the normal operating facilities, or movement to a temporary or permanent facility. Maintain communication with C2 agencies during transition and report mission manpower and capability.

2.1.6. Meet guidance contained in DODD 3020.26, HAF COOP OPORD, this AFI, and organization war and full-spectrum threat response (FSTR) 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.

2.1.7. Commands may use subordinate headquarters as alternate headquarters and/or relocation sites to carry out their mission during an emergency. Virtual C4 ISR operations may be implemented.

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

2.1.9. Organizations without an available alternate headquarters or relocation site, will base COOP planning on acceptable mission delays or mission devolution, and plan for 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 Force Protection Conditions 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 relocation sites. 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 relocation site. 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 relocation site.

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

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 relocation site to a degree of preparedness consistent with pre-planned actions to meet Force Protection Conditions (FPCONs).

2.2.2. If the organization's primary headquarters become inoperative, the alternate headquarters or relocation site 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 AFI 10-206, *Operational Reporting*.

2.2.3. Subordinate units designated as an alternate headquarters or an activated relocation site 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 planning factors as contained in War & Mobilization Plan, Vol 1 (WMP-1), Basic Planning and AFMAN 10-401, Volume 2, *Planning Formats and Guidance*. Commands may combine COOP plans with Survival, Recovery, and Reconstitution (SRR) plans, FSTR or other plans as long as all planning factors, risks and controls are addressed. If Commands combine COOP plans with their SRR plans or other plans, title plans "COOP/SRR- (organization designation)." Subordinate organizations will include COOP planning as directed by their Command.

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. Physical security details of emergency relocation sites.

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

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

2.4.2. 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. Data on actual or potential nature, degree, and threshold of equipment and system level vulnerabilities at emergency relocation sites.
- 2.4.2.4. Planning assumptions pertaining to fixed or mobile sites.
- 2.4.2.5. Planning details that reveal system or subsystem operations concepts, performance characteristics, or system design.
- 2.4.2.6. 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.
- 2.4.2.7. Details of specific safeguards to associated vulnerabilities.
- 2.4.2.8. Vulnerabilities of mission critical functions.
- 2.4.2.9. Vulnerability of primary communications links, nodes, or paths to physical attack, electronic attack, or use of weapons of mass destruction.
- 2.4.2.10. 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 validate and update their COOP plan every 2 years.

Chapter 3

HAF COOP PROGRAM

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

3.2. Applicability. This chapter applies to HAF two-letter organizations and Direct Reporting Units (DRUs) and organizations tasked in the HAF COOP OPORD.

3.3. HAF Responsibilities.

3.3.1. AF/CVAC is designated the HAF POC for COOP and represents the Air Force at meetings hosted by the Office of the Secretary of Defense (OSD), Joint Staff and other Services concerning OSD, JS or HAF COOP OPORD and NCR execution issues. AF/CVAC hosts the HAF COOP Working Group and coordinates and maintains the charter for this working group. Any sub-working groups established to manage individual COOP issues report to the HAF COOP Working Group.

3.3.2. AF/CVAC is responsible for planning and publishing the HAF COOP OPORD and will ensure that HAF two-letter and DRU COOP plans are consistent with the requirements in this instruction and the HAF COOP OPORD.

3.3.3. All Secretariat and Air Staff two letter organizations and DRUs will:

3.3.3.1. Develop plans to support the HAF COOP OPORD, the CJCS COOP OPORD and OSD COOP Plan, as required.

3.3.3.2. Prepare and maintain an organization COOP plan that implements and supports HAF COOP OPORD requirements and maintain an organization COOP program book that implements and supports HAF COOP OPORD requirements.

3.3.3.3. Appoint primary and alternate EPC and update EPC appointments whenever personnel changes require it. Notify AF/CVAC within one week, in writing, of any appointment changes.

3.3.3.4. Provide AF/CVAC with a current copy of the organizational COOP plan.

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

3.3.4.1. Serve as the HAF focal point for COOP execution.

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

3.4. Additional Tasked Organizations.

3.4.1. 11WG LRS

3.4.2. Air Force District of Washington (AFDW)

3.4.3. Chief of Air Force Reserve (AF/RE)

3.4.4. Director, Air National Guard (NGB/CF)

3.4.5. HQ Air Force Office of Special Investigations (HQ AFOSI)

3.5. Emergency Planning Coordinator Responsibilities. EPCs will:

3.5.1. Provide organization-specific functional expertise and support to AF/CVAC on COOP specific guidance.

3.5.2. Coordinate all COOP planning and execution activities throughout the organization.

3.5.3. Prepare and maintain an organizational COOP plan as outlined in [Chapter 2](#).

3.5.4. Train tasked personnel on HAF COOP OPORD and the organization's COOP plan. Schedule and coordinate orientation visits to Site R and Site M for all staff members' assigned primary or alternate positions.

3.5.5. Ensure the organization develops and maintains applicable HAF COOP OPORD annexes.

3.5.6. Manage organizational transportation support for applicable relocatees as defined in the OSD plan, CJCS or HAF OPORD or in the HQ USAF JEEP Plan 55-4. Coordinate relocatee training with AF/CVAC and the AFOG.

3.5.7. Report COOP LIMFACs in any area to AF/CVAC and AF/XOS-HC 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 HAF continuity of operations. Classify in accordance with applicable security guidance.

3.5.8. Report all expenditures relating to COOP spending to SAF/FM, copy to AF/CVAC and AF/XOS-HC in accordance with guidance provided by SAF/FM.

3.5.9. 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. Relocatee assigned CAT responsibilities must possess a TOP SECRET security clearance

3.6. Air Force Emergency Operations Center (AFEOC) and Site M Administration.

3.6.1. AF/CVAC is responsible for AFEOC facility management at Site R and Site M.

3.6.2. 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 support properly their COOP mission.

3.6.3. Workspace, safes, and file cabinets are assigned by AF/CVAC on an as available basis.

3.6.4. 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.

3.7. Exercises and Training.

3.7.1. AF/CVAC will conduct HAF COOP exercises or training events under the BLUE RAVEN exercise program or in conjunction with other higher-headquarters exercise programs.

3.7.2. BLUE RAVEN exercises may be combined with AF/XOOTE's command post exercise (CPX) to challenge mission execution.

3.7.3. HAF shall maintain a COOP training program and training packages to support HAF 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.

3.8. Issue Resolution. Following each BLUE RAVEN exercise, findings will be summarized in an after-action report, which will be provided to exercise participants.

CARROL H. CHANDLER
Lt General, USAF
DCS, Air and Space Operations

Attachment 1

GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION

References

Title 10, USC, Section 8013(g)

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Abbreviations and Acronyms

AFDW—Air Force District of Washington

AFEOC—Air Force Emergency Operations Center

AFI—Air Force Instruction

AFMAN—Air Force Manual

AFOG—Air Force Operations Group

AFPD—Air Force Policy Directive

ANG—Air National Guard

C2—Command and Control

C2 Systems—Command and Control Systems

C3I—Command, Control, Communications and Intelligence

C4—Command, Control, Communications and Computers

C4 ISR—Command, Control, Communications, Computers, Surveillance, Intelligence, Reconnaissance

COCOM—Combatant Commander

CIP—Critical Infrastructure Program

CJCS—Chairman, Joint Chiefs of Staff

CONOPS—Concept of Operations

COOP—Continuity of Operations

CPO—Continuity Planning Officer

CRRA—Capabilities Review and Risk Assessment

DCP—Defense Continuity Program

DCCM—Defense Continuity and Crisis Management Office

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 Staff

FEMA—Federal Emergency Management Agency

FSTR—Full-Spectrum Threat Response

FOA—Field Operating Agency

FPC—Federal Preparedness Circular

FPCON—Force Protection Condition

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

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

IA—Information Assurance

JEPP—Joint Emergency Evacuation Plan

LIMFACS—Limiting Factors

MAJCOM—Major Command

NCR—National Capital Region

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

UHF—Ultra High Frequency

VHF—Very High Frequency

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 for the accomplishment of 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 in the accomplishment of 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, C2 systems consist of mission essential technology elements and processes needed by people to perform their assigned command and control functions.

Continuity of Government—A coordinated effort within each Branch of Government ensuring the capability to continue Branch minimum essential responsibilities in a catastrophic crisis. Continuity of Government is dependent on effective continuity of operations plans and capabilities. DOD Continuity of

Government activities involve ensuring continuity of DOD MEF through plans and procedures governing succession to office; emergency delegations of authority (where permissible, and in accordance with applicable law); the safekeeping of vital resources, facilities, and records; the improvisation or emergency acquisition of vital resources necessary for the performance of MEF; and the capability to relocate essential personnel and functions to, and sustain performance of MEF 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" - 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. ECG is dependent on effective COOP and Continuity of Government capabilities.

Emergency Relocation Staff—Members directly supporting uninterrupted operational capability and COOP execution.

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 Functions (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 Capital Region (NCR)—The geographic area located within the boundaries of the District of Columbia; Montgomery and Prince Georges Counties in the State of Maryland; Arlington, Fairfax, Loudoun, and Prince William Counties and the Cities of Alexandria, Fairfax, Falls Church, Manassas, and Manassas Park in the Commonwealth of Virginia; and all cities and other units of government within the geographic areas of such District, Counties, and Cities.

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.

Reconstitution—The rebuilding of an organization by relocating selected personnel from subordinate organizations to a designated location to assume the mission essential functions performed by the higher-level organization.

Reconstitution Site—A location selected by the surviving organization as the site at which a damaged or destroyed function can be reformed by survivors of the attack and personnel from other sources, designated as replacements.

Relocation Site—The site selected by an organization that is capable of supporting the logistics and communications necessary to continue an organization's mission essential functions.

Supported Commander—The commander having primary responsibility for all aspects of a task assigned by the Joint Strategic Capabilities Plan or other joint operation planning authority. In the context of joint operation planning, this term refers to the commander who prepares operation plans or operation orders in response to requirements of the Chairman of the Joint Chiefs of Staff. In the context of a support command relationship, the commander who receives assistance from another commander's force or capabilities, and who is responsible for ensuring that the supporting commander understands the assistance required. See also support; supporting commander

Supporting Commander—A commander who 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 the context of a support command relationship, the commander who aids, protects, complements, or sustains another commander's force, and who is responsible for providing the assistance required by the supported commander. See also support; supported commander.