

DRAFT

**Army Regulation 500-3**

Emergency Employment of Army  
And Other Resources

**Army Continuity  
Of  
Operations (COOP)  
Program**

Distribution restriction Statement.  
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Headquarters  
Department of the Army  
Washington, DC  
19 January 2001

**Headquarters**

**Department of the Army**

**Washington, DC**

*(Date of issue: USAPA will insert)*

**\*Army Regulation 500-3**

*(Effective date: USAPA will insert)*

**Emergency Employment of Army and Other Resources**

**Army Continuity of Operations (COOP) Program**

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*(Signature)*

**Donald Rumsfeld**

***Secretary of the Army***

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**History.** This regulation is a revision of the original regulation that was effective on 10 July 1989. Since that time, no changes have been published to amend the original.

**Summary.** This regulation on the Army Continuity of Operations (COOP) Program has been revised to update Army COOP policy and extend the requirement for all-hazards COOP planning to all Army organizations. Classified information contained in the 1989 version of this AR has been removed and placed in a classified HQDA Operations Plan (OPLAN).

**Applicability.** This regulation applies to the Active Army, the U.S. Army Reserve (USAR), and when federalized to the Army National Guard (ARNG). In the event of conflict between this regulation and approved OSD or JCS publications, the provisions of the latter will apply.

**Proponent and exception authority.** The proponent agency for this regulation is the Deputy Chief of Staff for Operations and Plans (DCSOPS). The proponent has the authority to approve exceptions to this regulation that are consistent with controlling law and regulation. Proponents may delegate the approval authority, in writing, to a division chief within the proponent agency in the grade of colonel or the civilian equivalent.

**Army management control process.** This regulation is subject to the requirements of AR 11-2. It contains internal control provisions but does not contain checklists for conducting internal control reviews.

**Supplementation.** Supplementation of this regulation and the establishment of command and local forms are prohibited without prior approval from HQDA, ATTN: DAMO-ODS, 400 Army Pentagon, Washington, D.C. 20310-0400.

**Suggest improvements.** Users are invited to send comments and suggested improvements on DA Form 2028 (Recommended Changes to Publications and Blank Forms) directly to HQDA, ATTN: DAMO-ODS, 400 Army Pentagon, Washington, D.C. 20310-0400.

**Distribution.** Distribution of this publication is made in accordance with the requirements on DA Form 12-09-E, block number (TBD), intended for command level E for Active Army, ARNG, and USAR.

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This regulation supersedes AR 500-3, Army Survival, Recovery, and Reconstitution System (ASRRS), 9 June 1989.

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(Note: Will be provided by USAPA in the production version of this AR)

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## **Summary of changes.**

AR 500-3, Army Continuity of Operations (COOP) Program

This revision—

1. Changes names of regulation from Army, Survival, Recovery, and Reconstitution System (ASRRS), 9 June 1989
2. Requires Army organizations to plan for a response to the all-hazards threat.
3. Classification changed from Secret to Unclassified. Classified information on the HQDA COOP concept, capabilities, organizations, and procedures has been moved to a classified HQDA operations plan.
4. Limits distribution to U.S. government agencies.



## **Chapter 1 Introduction**

### **Section I General**

#### **1-1. Purpose**

This regulation establishes responsibilities, policies, and planning guidance to ensure the effective execution of critical Army missions and the continuation of mission-essential Army functions during emergencies.

#### **1-2. References**

Required and related publications and prescribed and referenced forms are listed in Appendix A.

#### **1-3. Explanation of abbreviations and terms**

a. Continuity of Operations (COOP) Program. Plans, procedures, and operational capabilities that ensure the execution of mission-essential functions without unacceptable interruption during a national security or domestic emergency.

b. Mission-Essential Functions. Those functions that support the performance and continuation of Army critical missions. These functions include, but are not limited to:

(1) Command and control of Army resources.

(2) The collection, analysis, processing, display, recording, reporting, and dissemination of information required to support decision-making and the execution of critical missions.

(3) Other operations that support Army critical missions.

c. Additional abbreviations and terms used in this regulation are explained in the glossary.

## **Section II Responsibilities**

### **1-4. Deputy Chief of Staff for Operations and Plans (DCSOPS)**

The DCSOPS is the functional proponent for the Army COOP. The DCSOPS shall:

- a. Exercise overall responsibility for the development, implementation, and management of the Army COOP Program.
- b. Develop, coordinate, and validate COOP requirements.
- c. Ensure that Army COOP guidance, policies, plans, and procedures are consistent with directives from the National Command Authority, OSD, and the Joint Staff.
- d. Maintain compatibility between Army COOP plans and those of the OSD, Joint Staff, and other Services.
- e. Plan, conduct, and assess a HQDA COOP exercise at least every two years, with real or simulated participation of subordinate Army organizations.
- f. Prepare and maintain HQDA COOP Operations Plan EXCALIBUR.
- g. Develop, maintain, and test HQDA alert and notification plans and rosters.
- h. Monitor and support the HQDA COOP High Frequency (HF) Radio program.
- i. Establish policy and provide guidance and oversight for the storage, protection, and maintenance of COOP emergency files and records.

### **1-5. Heads of HQDA staff sections, agencies, and offices**

The heads of HQDA staff sections, agencies, and offices shall:

- a. Designate a COOP point of contact. Provide name and telephone number to HQDA, ATTN: DAMO-ODS, 400 Army Pentagon, Washington, D.C. 20310-0400.
- b. Identify which of the normal non-crisis missions and functions are expected to be performed in a COOP environment, and be prepared to prioritize them for a specific contingency or emergency.
- c. Review HQDA Emergency Relocation Group (ERG) membership continuously and provide updates as changes occur.
- d. Identify requirements for prepositioned files, records, documents, or other resources to be available at the relocation site(s) and alternate command location(s). Review prepositioned items semi-annually and update as changes occur.
- f. Develop, maintain, and exercise an internal COOP operations plan for personnel who are not expected to deploy with the HQDA ERG.

### **1-6. Commander, Major Army Commands (MACOM)**

The Commander, Army MACOMs shall:

- a. Designate a COOP point of contact. Provide name and telephone number to HQDA, ATTN: DAMO-ODS, 400 Army Pentagon, Washington, D.C. 20310-0400.
- b. Develop and maintain a COOP operations plan.

c. Conduct a test or exercise of the COOP operations plan at least every two years.

d. Require subordinate organizations or activities with essential missions to develop and maintain supporting COOP plans.

## **Chapter 2 Requirement for COOP Plans**

### **2-1. General**

a. HQDA and its component staff sections, offices, and agencies shall establish COOP plans and capabilities to ensure the uninterrupted execution of critical HQDA missions and functions.

b. MACOMS, Field Operating Agencies (FOAs), and subordinate organizations shall establish COOP plans and capabilities to provide minimum essential support to the HQDA and the uninterrupted execution of their own critical missions and functions. MACOMS, FOAs, and subordinate organizations are responsible for funding, fielding, operating, and maintaining their own COOP capabilities.

### **2-2. Requirements**

a. As a minimum, COOP plans must, as appropriate:

(1) Support COOP plans of higher headquarters.

(2) Provide for leadership successors and alternates and emergency delegation of authority.

(3) Safeguard essential resources, facilities, files, and records.

(4) Establish alternative emergency operating capabilities and facilities.

- (5) Anticipate any emergency or crisis.
- (6) Provide flexibility and responsiveness.
- (7) Be capable of execution with little or no warning.
- (8) Prioritize mission essential functions that cannot be deferred.
- (9) Identify functions that can be deferred until the situation permits their execution.
- (10) Provide for alert and notification of selected personnel.

b. Army MACOMs, FOAs, and subordinate organizations shall establish COOP plans and capabilities to ensure they are able to provide minimum essential support to the HQDA and the uninterrupted execution of their own critical missions and functions. MACOMs and FOAs are responsible for funding, fielding, operating, and maintaining their own COOP capabilities.

c. In lieu of establishing HQDA-mandated criteria for MACOM COOP capabilities, MACOM/FOA commanders are authorized to establish their own criteria consistent with the organization's mission, the probable threat, and budget constraints.

d. As deemed necessary by the respective commander, Army organizations shall identify one or more emergency relocation site (ERS) and/or an alternate headquarters location to be used if the primary headquarters is threatened or becomes incapacitated.

e. When feasible and appropriate, MACOMs and FOAs may consider collocation/joint occupancy of alternate facilities.

f. Protection of information concerning ERS locations, as well as key provisions of COOP plans, will be consistent with the guidance in Appendix B.

### **Chapter 3 Planning Guidance**

#### **3-1. The Army Survival, Recovery, and Reconstitution System (ASRRS)**

a. In 1985, the Chief of Staff of the Army established the Army Survival, Recovery, and Reconstitution System (ASRRS) to ensure the continuity of essential Army missions and functions. ASRRS doctrine was focused primarily on a response to the worst case 1980's threat of a massive nuclear laydown on CONUS as a result of a confrontation with the Soviet Union.

b. The end of the Cold War and the breakup of the former Soviet Union significantly reduced the probability of a major nuclear attack on CONUS but the probability of other threats has increased. Army organizations must be prepared for any contingency with a potential for interruption of normal operations. To emphasize that Army continuity of operations planning is now focused on the full all-hazards threat spectrum, the name "ASRRS" has been replaced by the more generic title "Continuity of Operations (COOP) Program."

#### **3-2. The All-Hazards Threat**

a. Army COOP plans must ensure that the Army remains capable of continuing mission-essential operations during any situation, including military attack, terrorist activities, and natural or man-made disasters.

b. Examples of threats having the capability to incapacitate normal operations include:

(1) Nuclear attack (Massive or limited). Portions of the former Soviet Union retain a formidable nuclear capability, with weapons that may be targeted against the United States. Several other potentially hostile nations are expected to be able to produce and deliver nuclear weapons.

(2) Terrorist activities involving chemical, biological, nuclear, or conventional weapons and materials.

(3) Natural disasters. Natural events such as hurricanes, floods, earthquakes, etc., can devastate Army facilities and command and control infrastructures.

(4) Technical or man-made disasters and accidents. Events such as fires, nuclear power plant accidents, collapse of large structures, and aircraft crashes can cause Army facilities to become unusable.

### **3-3. Operational objectives**

a. Ensure that Army elements (to include MACOMs, FOAs, and subordinate organizations) retain the capability to perform essential unilateral and joint missions and functions across the full spectrum of conflict, civil emergencies, and natural or man-made disasters.

b. Ensure that leadership principals and supporting staff retain the capability to --

(1) Support the essential missions of higher headquarters.

(2) Coordinate with mission-essential external organizations and agencies.

(3) If required, conduct residual capability assessments.

(4) If required, reestablish essential external connectivity.

(5) If required, recover operational capability.

(6) If required, reconstitute resources and restructure forces.

(7) Allocate resources in support of essential missions and functions.

(8) Develop timely recommendations in support of senior level decision-making, and prepare and present command briefings and reports as required.

(9) Provide guidance and support to Army forces committed to and supporting the situation.

(10) Support the coordination or provision of Department of Defense (DoD)/Military support to a lead Federal Agency and/or other civil authorities during a domestic disaster or emergency.

#### **3-4. The COOP environment**

a. Regional threats, such as a limited military attack, technological disaster, civil disturbance, or terrorist activity, may render all or a portion of a headquarters unusable.

b. With adequate warning time, the survivability and effectiveness of key leaders and/or their successors can be improved by moving them to an emergency relocation site(s) or other alternate location(s) along with designated staff representatives, to continue the execution of essential missions and functions.

c. The effects of the situation may tend to be felt most significantly in local areas rather than nationwide.

d. Much of the CONUS infrastructure, telecommunications, and automation will remain intact, though portions of peacetime automation and communications systems may be severely disrupted and unavailable for an unknown length of time.



### **3-5. Decentralized command and control**

COOP plans shall provide for a redundant, decentralized command and control structure capable of continuing essential operations and, if required, recovering or restoring an operational capability throughout the CONUS.

### **3-6. Restoration of command and control**

a. Following an event which disrupts CONUS communications, priority must be given to restoring communications between HQDA, its MACOMs and field operating activities (FOA), and other DoD and Federal organizations and agencies. The emphasis should be on restoring the lines of authority and communications that existed previously. If this is not possible, an attempt should be made to establish ad hoc lines of authority and communications on a decentralized regional basis, centered on the Federal Emergency Management Agency (FEMA) regional headquarters or Disaster Field Office (DFO).

b. Army elements should attempt to reestablish communications with  
(in order of priority)--

(1) Higher headquarters.

(2) Alternate location of higher headquarters.

(3) MACOM headquarters.

(4) Alternate location of MACOM headquarters.

(5) Joint State Area Command.

(6) FEMA Region headquarters.

### **3-7. Leadership succession**

HQDA, MACOMs and FOAs will designate successors for command authorities and other key personnel. Designated successors, the order of succession, specific responsibilities and authority, and conditions under which succession will occur, will be described in the COOP plans.

### **3-8. Emergency Relocation Group (ERG)**

a. COOP plans should consider the designation of an Emergency Relocation Group (ERG) that will move to an alternate location when the primary headquarters is threatened or no longer viable. ERG members should be selected to provide the best mix of senior leaders and supporting staff to execute essential functions regardless of the type of emergency or crisis that causes execution of the COOP plans.

b. As required, ERG members must be capable of:

(1) Surviving or rebuilding a capability to command and control essential functions.

(2) Reorganizing and reallocating Army resources.

(3) Providing essential planning and support to the plans of higher headquarters.

(4) Coordinating with appropriate representatives of OSD, the Joint Staff, other Services, and Federal and civil sectors of the government.

(5) Issuing and implementing decisions and directives.

(6) Ensuring the execution of essential missions and functions during any national security or domestic emergency.

(7) Monitoring and reporting on the situation.

### **3-9. Subordinate COOP plans**

Each organization or agency will prepare a plan for actions to be taken by all of its members in the event of activation of COOP plans of a higher headquarters. Subordinate plans will be consistent with the plans of higher headquarters and will ensure the continued provision of support for the execution of critical HQDA missions and functions.

### **3-10. COOP phases**

COOP planning and execution spans four phases:

- a. Pre-emergency phase. Plan for and establish a reliable and survivable COOP program.
- b. Emergency phase. As required, notify, assemble, and relocate ERG personnel.
- c. Post-emergency phase or during continuous operations.

(1) Restore or maintain essential information systems.

(2) Restore or maintain communications with OSD, Joint Staff and selected other external agencies.

(3) Restore or maintain communications with MACOMs.

(4) Assess Army capabilities and resources.

(5) Determine and support JCS priorities and missions.

(6) Establish Army-wide priorities and tasks.

(7) Allocate resources in support of Army missions.

d. Reconstitution phase. If required--

(1) Reconstitute HQDA.

(2) Reconstitute Army elements of joint organizations.

(3) Reconstitute MACOM headquarters or subordinate organizations.

### **3-11. Prepositioned information and duplicate emergency files**

a. A deployed ERG may be required to operate in an austere environment in which the majority of automation and communications systems external to the ERS are unreliable or not available. Under these conditions, ERG members must rely on information prepositioned at the ERS to obtain the last known status of resources, organizations, facilities, plans, programmed and other critical records documents needed in an emergency situation.

b. Some external databases may not be immediately accessible from the ERS or Alternate Command Center (ACC) in an emergency. COOP planning must identify responsibilities and procedures for capturing critical information from selected databases during normal operations and periodically prepositioning the information at the other locations to provide a historical record, which the ERG can use to begin to assess residual capabilities and execute essential missions and functions.

### **3-12. Operational security (OPSEC)**

a. The success of COOP planning relies on denying access by unauthorized parties to information on COOP plans, procedures, capabilities and facilities.

b. Overhead imagery, signals intelligence, human sources, and exploitation of open literature during peacetime are threat capabilities used to gain knowledge of Army emergency plans, command and control systems, and facilities.

c. See Appendix B, Security Classification Guide, for guidance on the level of classification of COOP-related information.

## **Appendix A References**

### **Section I**

#### **Required Publications**

##### **HQDA Operations Plan EXCALIBUR, 30 April 1999 (Being Revised)**

HQDA Continuity of Operations Plan (cited in para 1-4.f)

### **Section II**

**Related Publications** a related publication is merely a source of additional information. The user does not have to read it to understand this publication.

##### **Executive Order 12656**

National Security Emergency Preparedness (NSEP), 18 November 1988

##### **DoD Directive (Dodd) 2000.12**

DoD Antiterrorism/Force Protection (AT/FP) Program, 13 April 1999

##### **CJCSM 3410.01**

Continuity of Operations Plan for the Chairman of the Joint Chiefs of Staff (COOP-CJCS), 1 March 1999

##### **Executive Order 12787**

Prescribing the Order of Succession of Officers to Act as Secretary of Defense, 31 December 1991

##### **DoDD 3020.26**

Continuity of Operations (COOP) Policy and Planning, 26 May 1995

##### **DoD 3020.26P**

Continuity of Operations Plan, 21 June 2000 (Classified SECRET)

**DoDD 3020.36**

Assignment of National Security Emergency Preparedness (NSEP) Responsibilities to DoD Components,  
2 November 1988

**DoDD 3025.15**

Military Support to Civil Authorities (MSCA), 18 February 1997

**The Federal Response Plan**, April 1999

**Presidential Decision Directive (PDD) 67, (Top Secret)** Enduring Constitutional Government (ECG)  
and Continuity of Government (COG) Operations, Oct 21, 1998

Federal Preparedness Circular 65, Federal Executive Branch Continuity of Operations, (COOP), July 26,  
1999

**Section III**

**PRESCRIBED FORMS**

This section contains no entries

**Section IV**

**REFERENCED FORMS**

This section contains no entries

## Appendix B Security Classification Guidance

B-1. Unclassified information. COOP information that is generally unclassified includes:

a. General duties of individuals, advance financial arrangements, and other administrative matters that must be known by those involved in COOP planning, unless classified by other security requirements.

b. General information on the existence of COOP plans for HQDA and subordinate commands, the requirement for prepositioning and protecting emergency files and vital records, and periodic readiness testing or exercises.

c. The fact that COOP plans may include the relocation of selected principals and staff to an emergency relocation site or other alternate location.

d. The existence of and procedures for designating leadership successors.

B-2. Classified Information. COOP information that is usually classified includes:

a. Identity or location of HQDA emergency relocation site(s).

b. Details of COOP plans, procedures, and capabilities.

c. Priorities for devolution of command to and between an alternate command center (ACC), emergency relocation site (ERS), and/or alternate headquarters (AH).

d. Planning assumptions regarding weapons effects and protective measures



e. Transportation and relocation plans and procedures, including security measures to be used to protect personnel while traveling to and occupying alternate facilities.

f. Overall strength and composition of relocation group(s).

g. Operational capabilities and procedures at alternate and relocation facilities.

h. Special COOP communications and automation networks, systems, and databases.

i. How and by whom personnel will be alerted and/or notified.

j. Listing and location of emergency files and records.

k. Identity of alternate and relocation facilities.

## **Appendix C Procurement**

Upon the occurrence of a COOP event, the Office of the Administrative Assistant Secretary of the Army, through the Defense Supply Services - Washington (DSS-W), is the responsible lead coordinating procuring organization for contracting all necessary contractor logistics and information systems support such as: food, water, transportation, medical supplies, communications and accommodations that exceed the capabilities of the emergency site, and any other such requirements as validated by Army DCSOPS but not listed, needed to support the COOP. All regional procuring agencies should obtain approval from DSS-W, as the lead regional procuring agency, prior to contracting for emergency supplies and services. This will preclude the multiple procuring offices in the regional areas for competing for the same scarce resources and thereby driving up the price, decreasing availability, and thus allowing the ODCSOPS to determine allocation priorities for scarce supplies and services. POC for this action is the Director for Procurement Filed Support, Office of the Deputy Assistant Secretary of the Army (Procurement), SAAL-PS, Washington, DC 20310-0400.

## **Glossary**

### **Section I Abbreviations**

#### **ARNG**

Army National Guard

#### **CJCS**

Chairman, Joint Chiefs of Staff

#### **COG**

Continuity of government

#### **CONUS**

Continental United States

#### **COOP**

Continuity of operations

#### **DoD**

Department of Defense

#### **FEMA**

Federal Emergency Management Agency

#### **FOA**

Field Operating Agency

**HQDA**

Headquarters, Department of the Army

**MACOM**

Major Army Command

**OPLAN**

Operations plan

**OPSEC**

Operations security

**USAR**

US Army Reserve

**Section II Terms****Alternate Headquarters (AH)**

A headquarters of a component or subordinate command, or an organization with similar missions, functions, or capabilities that is pre-designated to assume the responsibilities and functions of the primary organization under emergency conditions when leaders and staff from the Primary command are unable to relocate and/or assume command at a relocation site.

**Army Survival, Recovery, and Reconstitution System (ASRRS)**

A comprehensive program (replaced by the Army COOP) to ensure that the Army is prepared to survive, recover, and reconstitute essential missions and functions across the crisis spectrum from normal peacetime through all levels of national emergencies

## **Continuity of Operations**

The degree or state of being continuous in the conduct of functions, tasks, or duties necessary to accomplish a military action or mission in carrying out national military strategy. It includes the functions and duties performed by the commander, his staff, and others acting under the authority and direction of the commander.

## **Continuity of Operations (COOP) Program**

A set of policies, plans, procedures, and capabilities that provides for the continued execution of critical missions and functions under specified crisis or emergency conditions.

## **Duplicate Emergency Files (DEF)**

Essential directives, instructions, programs, plans, emergency actions procedures, software and other critical records, documents required for the conduct of essential functions in a crisis or emergency situation. As a minimum, the DEF must be maintained at alternate headquarters and emergency relocation sites.

## **Emergency Relocation Site (ERS)**

A facility located, when possible, outside a prime target area to which all or part of a civilian or military headquarters may be moved in specified crises or emergencies. An ERS has the minimum essential communications and information systems to enable the headquarters to continue performing essential missions and functions, and is usually hardened against the effects of weapons of mass destruction.

## **Federal Emergency Management Agency (FEMA)**

An independent Government agency that coordinates Federal efforts and responsibilities to anticipate, prepare for, and respond to, national emergencies.

## **Major Army Command (MACOM)**

A command directly subordinate to, established by authority of, and specifically designated by HQDA.  
Army component commands of unified and specified commands are major Army commands.

### **National Command Authority (NCA)**

The President and Secretary of Defense or their duly deputized alternates or legal successors.

### **Operations Security (OPSEC)**

The process of denying adversaries information about friendly capabilities and intentions by identifying, controlling, and protecting indicators associated with planning and conducting military operations and other activities.

### **Reconstitution**

Actions taken to re-establish an organization or capabilities of an organization that have been destroyed or severely damaged. Also refers to the period in the post-attack environment when military activities re-establish non-critical missions, functions, organizations, resources, and services as they existed prior to the crisis event.

### **Recovery**

The process of (1) evaluating the status and capability of organizational resources following an attack or other serious event; and (2) reorganizing so those resources are secure and the organization can continue to function, though probably at a reduced capability level.

### **Survival**

Continuing to exist and function across the conflict spectrum, usually with emphasis on the turbulent environment of a strategic attack on CONUS.

## **Section III Special Abbreviations and Terms**

### **ACC**

Alternate Command Center

**AH**

Alternate Headquarters

**ASRRS**

Army Survival, Recovery, and Reconstitution System (replaced by HQDA COOP)

**ERG**

Emergency Relocation Group

**ERS**

Emergency Relocation Site

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The Index contains no entries