

CHAPTER 1

BASIC PLAN U.S. ARMY CORPS OF ENGINEERS CONTINUITY OF OPERATIONS PLANNING SYSTEM (CECOPS)

1-1. Purpose. CECOPS provides policy and planning guidance for the continuity of essential operations of the U. S. Army Corps of Engineers (USACE) during an impending or actual national emergency. Although oriented primarily toward a nuclear attack upon the United States, many policies and procedures described herein are equally applicable to other national emergency situations, (e.g., civil disturbances, espionage, sabotage, terrorists incidents, natural disasters, and strategic wars).

1-2. Applicability. This regulation is applicable to all HQUSACE/OCE Field Operating Activities (FOA) except Europe Division, Al Batin, Riyadh, Far East and Japan Districts.

1-3. References. See Annex U to this publication.

1-4. CECOPS Documents. This document and the Corps of Engineers Continuity of Operations Plan (CECOOP) describe the USACE continuity planning system. This regulation is applicable to all HQUSACE/OCE elements, divisions, districts, and all separate field operating activities (FOA) except Europe Division, Middle East Division, Al Batin, Riyadh, Far East, and Japan Districts.

a. The CECOPS contains a basic plan and appendixes A through Z, which expand on the guidance given in this basic plan.

b. The CECOOP prescribes HQUSACE/OCE actions to be taken upon awareness/notification of and during a national emergency scenario.

1-5. Mission. USACE will take those actions necessary to accomplish the wartime and continuity of operations and government requirements as directed by the Department of Army or higher authority. In the absence of such direction, appropriate actions will be taken as preplanned in accordance with established war plans. This plan will take effect automatically under the Alfa condition (i.e., nuclear attack without warning) or upon the direction of the Chief of Engineers or higher authority.

1-6. Responsibilities.

a. Pre-Attack Preparedness.

(1) All commands shall continually:

ER 500-1-18
30 Mar 85

- (a) Determine and maintain functions required to conduct essential operations.
- (b) Maintain an organizational structure designed to ensure continuity of operations.
- (c) Develop readiness exercises that evaluate emergency plans and training of USACE employees.
- (d) Prepare, publish, and refine COOPs.
- (e) Identify emergency actions required for execution of operations under various DEFCONs as stated in the Corps of Engineers Emergency Action Procedures CEEAP and/or COOP. These actions include identification of emergency personnel assignments, emergency duty stations, alert notification procedures, and other actions deemed appropriate. Emergency actions shall be included in each organization's COOP, and appropriate unclassified extracts (e.g., emergency actions listed without associated DEFCON) shall be given the widest distribution necessary for maximum preparedness.

(2) The Chief of Engineers shall continue as the HQDA principal advisor on engineering matters (acting through the Assistant Chief of Engineers), as Commander of USACE. The chief also supports the nation by providing engineering expertise to other Federal agencies. Information regarding the roles, functions, and organization of the Office of the Assistant Chief of Engineers is contained in the HQDA COOP.

(3) The Director, Civil Works shall:

- (a) Develop, publish, and maintain CECOPS.
- (b) Develop, publish, and maintain the HQUSACE Continuity of Operations Plan (CECOOP).
- (c) Task HQUSACE staff elements and subordinate commands to prepare appropriate portions of CECOPS and the CECOOP.
- (d) Program manpower and funds for USACE COOP planning, training, and equipment.

(4) HQUSACE directors and separate office chiefs shall:

- (a) Assist the Director of Civil Works in maintaining and refining CECOPS and CECOOP.
- (b) Develop internal continuity of operations Standing Operating Procedure (SOP) IAW CECOPS and CECOOP.
- (c) Ensure Bravo personnel (i.e., relocatees) are thoroughly trained. This should include the following at a minimum:

- 1 Location of the emergency relocation site (ERS)
- 2 Material and clothing to be brought to ERS
- 3 Specific job at ERS

(5) Operational Requirements Pre-Attack: All commanders shall:

- (a) Estimate personnel requirements to carry out essential functions.
- (b) Designate an alternate headquarters (AH).
- (c) Establish and maintain an ERS. (Per guidance from HQUSACE)
- (d) Where non-Corps facilities may be needed to house ERS, coordinate with real estate elements to ensure their designation and availability.
- (e) Provide for expedient handling and transport of essential records necessary for continuity of operations.
- (f) Develop emergency action lists, as required.
- (g) Develop procedures for succession and reconstitution, including damage assessment procedures (see para B-3e to Annex B to this publication).
- (h) Maintain a radiological protection and safety program (RADPS).
- (i) Maintain a biological and chemical protection program.
- (j) Establish and maintain liaison with CONUS Army or unified commanders, as appropriate, FEMA regional directors, and state organizations concerning Military Emergency Response Plan (MERP) as directed in Annexes C and S to this publication.
- (k) Conduct interagency coordination on identified Federal emergency preparedness functions for which the Corps has primary responsibility or a supporting role to another Federal agency.
- (l) Establish a communication system for continuity of operations purposes that will minimize the effects of a nuclear detonation. Joint use of existing systems shall be maximized.
- (m) Develop procedures for continuity of operations at each project facility. (Include such procedures in operation and maintenance (O&M) manuals per ER 1130-2-304.)

(6) Organizational Requirements (Pre Attack). All commanders shall:

- (a) Pre-designate an emergency advanced cadre that will move to an ERS prior to full augmentation by Bravo relocatees. See Annex G to this publication.

ER 500-1-18
30 Mar 85

(b) Pre-designate an emergency organization (Bravo relocatees) for performance of essential functions at emergency sites.

(c) Pre-designate a Crisis Management Team (CMT) at all predetermined AH. A summary of the CMT duties is outlined in the Corps of Engineers Mobilization Plan (CEMP).

(d) Ensure that members of emergency staffs are briefed on departure points, routes to designated relocation sites, and are familiar with facilities and operations at designated sites.

(e) Ensure that the emergency staffs do not have military or other commitments which preclude reporting to emergency duty stations and carrying out assignments (e.g., civilian emergency staff should not be individual mobilization augmentees (IMA) who are assigned elsewhere, have a Reserve or National Guard assignment leading to activation in an emergency, or are retired military eligible for recall to active duty). This does not preclude use of IMA personnel who would be assigned to a division/district upon military mobilization.

(f) Designate qualified alternates for essential personnel.

(g) List personnel and positions (names, title, and grade) essential to COOP functions in the organization's COOP. Emergency personnel lists shall be current. (Update lists at a frequency determined by the local commander.)

(h) Establish procedures to obtain passes/badges and ensure that required national emergency passes or badges are provided active Corps employees designated to perform emergency duties. Federal employees who have been assigned emergency duty functions, are expected to be in need of freedom of movement in order to report for and carry out their emergency assignments. Corps employees so designated will be issued a Federal Emergency Management Identification Card, FEMA Form 12-11. The card will be obtained locally through normal publication channels. Procedures established for obtaining and having the card will also contain strict accountability requirements, to include:

1 An annual review of assignments of personnel issued a card to determine if the holders continue to qualify under the above issuance criteria.

2 Recalling cards issued to personnel whose emergency assignments are withdrawn.

3 Ensuring that cards are authenticated (signed) by an appropriate official.

4 Maintaining the following records.

a Number of cards issued and outstanding.

b Card numbers and names of employees issued cards.

c Total number of cards recalled.

d Total number of cards destroyed.

e Total number of cards lost or unaccounted for.

f Cards available for issue.

g Providing FEMA (through this HQ) with copies of any directives locally published to implement procedures outlined above.

(h) Test emergency procedures annually to ensure that essential personnel are familiar with assigned duties.

(i) Provide training in post-nuclear attack survival and recovery (see Annexes B and Q to this document).

(j) Establish COOP procedures for personnel other than emergency staff designees per local civil defense instructions. Civil Works facilities may be used as fallout shelters for USACE personnel and by the general public if shelter space is available after consideration of USACE requirements. Additional guidance is provided in Appendix A.

b. Essential Functions (Post Attack).

a. Many functions may be curtailed, de-emphasized, or eliminated under national emergency conditions. Additionally, some current functions will receive greater emphasis and some new emergency functions will have to be implemented. Each level of command shall carefully review and designate those functions which are indispensable to the presently identified missions and other missions expected to be assigned upon emergency declaration. These functions will provide the basis for defining requirements for duplicate emergency files. All essential functions shall be identified using DA Form 4541, included in the CECOOP, and reviewed annually by the commander of the addressed headquarters.

b. Post-attack functions associated with preserving both organizational integrity and response capability include:

(1) Reconstituting a command headquarters and staff.

(2) Restoring command, control, communications, and computer functions (C4).

(3) Conducting a residual capabilities assessment (see Annex E to this publication).

ER 500-1-18
30 Mar 85

(4) Providing resources in support of military operations and/or mobilization activities.

(5) Establishing a database of available construction resources.

(6) Supporting civil authorities.

(7) Operating primary Corps of Engineers facilities.

(8) Identification and acquisition of replacement facilities in support of the Corps, Army, DOD, and other requirements as directed, including support required in the Military Emergency Response Plan (MERP).

(9) Administration of priorities and allocations of water resources.

(10) Reports - see Annex P to this publication.

1-7. Concept of Operations.

a. Introduction.

(1) Planning for the continuity of operations is necessary so that CDR USACE can continue to perform essential functions and operations in any national emergency situation.

(2) Continuity of operations activities may require execution during a military mobilization or during a variety of peacetime situations. (In response to condition ALFA/Bravo.) Therefore, FOA COOP shall be comprehensive enough to satisfactorily address transition from a military mobilization situation as well as from peacetime situations.

(3) Military mobilization planning shall accommodate the sudden activation of COOPs during a military mobilization with as little adverse effect as possible on USACE's ability to meet mobilization manpower and resources requirements.

b. Resource Management.

(1) General. Commanders at all levels shall plan, program, budget, and manage resources to ensure adequate funding of continuity of operations preparedness activities, including establishing and stocking an ERS.

(2) Programming and Budgeting (Operational Guidance). The Emergency Management element in coordination with the program development office and/or chief, resource management office (or comptroller) is responsible to the commander for ensuring that resources necessary to ensure continuity of operations planning and execution are included within appropriate programs and budget submittals. Funding of COOP activities should be programmed under the Code 903-500, O&M, General Appropriation.

(3) Finance and Accounting (Planning Guidance). Resource management officers/comptrollers are responsible for planning and coordinating the finance and accounting activity for continuity of operations. Plans shall address but not be limited to:

- (a) Alternate automated data processing (ADP) sites.
 - (b) Maintenance of duplicate accounting databases.
 - (c) Conversion to manual accounting.
 - (d) Local maintenance of payroll records.
- c. Duplicate Emergency Files.

(1) Commanders at all levels shall establish and maintain a duplicate emergency files program and develop implementing instructions in their COOPs in accordance with AR 340-26.

(2) Copies of documents, manuals, and ADP files identified by commanders as required to carry out essential functions shall be filed in depositories outside likely target areas or in appropriately protected facilities. Each subordinate command is responsible for establishing and maintaining data in duplicate emergency files. Semiannual reviews shall be conducted to ensure contents are current.

(3) Depositories shall be located, where practicable, at designated alternate headquarters and relocation sites. If not appropriate, arrangements shall be made for prompt transmission of records and ADP files and portable hardware (terminals) from depositories to emergency relocation or reconstitution sites. ADP equipment shall not be purchased to support the continuity of operations mission without prior HQUSACE approval. Capabilities of ADP facilities available to the alternate headquarters and access to required ADP capability from ERS shall be assessed for planning purposes.

1-8. General Policy

a. Implementation. Continuity of Operations Plans (COOP) are automatically implemented during condition ALFA. Warnings, notification and emergency actions shall be in accordance with the CEEAP. Divisions, districts, and separate field operating activities (FOA) COOPs shall be activated in accordance with CECOOP (HQUSACE COOP). Under condition BRAVO, any relocation of division, district or FOA headquarters shall be directed by CDR USACE.

b. National Emergencies. Every national emergency situation shall not be addressed in this publication either in type or degree. The policy and guidance contained herein shall be utilized to conduct continuity of operations planning for any unspecified contingency as each commander deems necessary or is otherwise directed.

ER 500-1-18
30 Mar 85

c. Interface with Associated Planning and Execution Activities. Continuity of operations planning is to be considered one phase of mobilization planning, where the term "mobilization" is not limited to military mobilization activities in support of the armed forces. Mobilization planning encompasses preparation to support "customers," military and civilian, as well as preparation to enable USACE to function effectively through changing conditions. All aspects of mobilization planning shall be closely correlated with COOP development.

d. Succession. Maintenance of the existing command structure through survivability is the preferred method of maintaining continuity. However, there is no assurance that any headquarters or individuals will survive or be able to function effectively. Therefore, successors and alternates shall be designated and resources allocated to perform essential functions. Authority and responsibility shall be delegated to command successors, each of whom shall be knowledgeable of essential functions. Designated successors, order of succession, and conditions under which succession shall occur, shall be specified in the COOP. Commanders at all levels shall establish procedures for identifying survivors and conditions of succession to the next higher command level.

e. Control and Reconstitution. Each subordinate command's COOP shall identify the circumstances under which an alternate headquarters or emergency relocation site, once established, assumes or relinquishes control during the trans-attack period and then as part of reconstitution. It shall also stipulate the order of succession when two or more alternate headquarters or ERS are used, including the required verification procedures.

f. Operations.

(1) Subordinate commands shall establish plans and standing operating procedures (SOP) for operation under condition ALFA. Instructions shall focus on survival, responsibilities during duty and non-duty hours, movement to constitution sites, identification of survivors, reestablishment of authorities, and reconstitution of headquarters.

(2) Under condition BRAVO, commands shall proceed to assigned ERS's when directed by CDR USACE. All subordinate USACE commanders are also authorized to relocate personnel as deemed necessary under Defense Readiness Conditions (DEFCON) as designated in their approved COOP.

g. Alternate Headquarters. Subordinate commands shall designate an alternate headquarters. If relocation to an area outside of the high-risk area is not practical, use of existing hardened or semihardened facilities shall be authorized, subject to HQUSACE approval.

h. Emergency Relocation Sites. The ERS shall be capable of rapid activation. Alert cadre shall be in place within 24 hours of activation notice and full augmentation will be in place at the ERS within 48 hours. See Appendix B to CECOPS for criteria selection.

i. Family Members. While not encouraged to reside within the ERS, family members of essential personnel may be authorized to be located in protected facilities within the ERS or in the immediate vicinity of the ERS. It is the responsibility of each individual who has accepted an emergency assignment to make arrangements for the care of his/her dependents. It is in the interest of HQUSACE and subordinate commands to guide and assist members of emergency staffs in making satisfactory arrangements for the care of their families in an emergency. Relocates and their families members should have appropriate clothing, prescription drugs, and toilet articles in their possession to exist for a minimum of 30 days. Transportation may be furnished by USACE when possible, but personal transportation must be used if necessary. The extent of guidance and assistance provided for dependent care shall be at the discretion of individual commanders and shall be accomplished within available resources.

j. Alternate Headquarters Coordination. Division commanders are authorized to approve division/district alternate headquarters located within their own geographical civil works boundaries. If the alternate headquarters is identified outside division boundaries, coordination and agreement with the applicable division commander is required. In either case, division commanders shall coordinate with FEMA regarding ongoing Federal Regional Reconstitution Area (FRRA) planning and with other Federal agencies through the Regional Preparedness Committee regarding possible conflict in ERS siting. It is recommended that divisions assign a subordinate district as the division AH and that districts assign a parallel district within the division boundary as the district AH. (Additional classified guidance will be forwarded to FOA.)

k. COOP Coordination and Review Instructions.

(1) Division commanders are responsible for coordinating district COOPs. District COOP shall be reviewed annually, revised as necessary, and forwarded to the division commander each year.

(2) Divisions and separate FOA shall forward their COOP (or changes thereto) to CDR USACE (DAEN-CWO-E) WASH DC 20314-1000 for review and comment by 30 August each year.

l. Conflicting Guidance. Any conflicts between guidance contained herein and in other directives shall be reported to CDR USACE (DAEN-CWO-E) WASH DC 20314-1000. If instructions in this publication conflict with engineer regulations or with guidance previously issued by HQUSACE, provisions herein shall have precedence pending resolution of conflict.

1-9. Resources.

a. Allocation of resources will be in accordance with the Defense Materials System and the Defense Priorities System (DMS/DPS) as implemented by AR 715-5 (DOD Priorities and Allocations Manual). The primary goals of these systems are:

ER 500-1-18
30 Mar 85

(1) To assure timely availability of necessary industrial resources to meet current national defense requirements.

(2) To provide a framework for rapid industrial mobilization in case of national emergency.

b. DMS is a specialized system which is currently limited to four controlled materials - copper, aluminum, steel, and nickel alloys.

c. DPS is a general priority system relating to products and materials. Priority ratings for approved programs are assigned to contracts or orders for products and materials needed by authorized government agencies. Contractors use ratings to acquire supplies, equipment, or materials from vendors.

FOR THE COMMANDER:

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Chief of Staff

Annex A - Fallout Shelters
Annex B - Emergency Relocation
Annex C - Division Liaison Assignments
Annex D - Essential General War Function Statement
Annex E - Residual Capabilities Assessment (RECA)
Annex F - Security
Annex G - Advance Cadre
Annex H thru O - Omitted
Annex P - Reports
Annex Q - Training
Annex R - Communications
Annex T - Emergency Water Planning
Annex U - References
Annex V - Definitions and Common Terms
Annex Z - Distribution