

# **INTERAGENCY INTEGRATED STANDARD OPERATING PROCEDURE**

## **JOINT FIELD OFFICE (JFO) ACTIVATION AND OPERATIONS**



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## Preface and Transmittal

In Homeland Security Presidential Directive (HSPD)-5, the President directed the development of a National Incident Management System (NIMS) and a National Response Plan (NRP) to align Federal coordination structures, capabilities, and resources into a unified, all-discipline, and all-hazards approach to domestic incident management. This approach is unique and far reaching in that it, for the first time, eliminates critical seams and ties together a complete spectrum of incident management activities to include the prevention of, preparedness for, response to, and recovery from terrorism, major natural disasters, and other major emergencies. The end result is vastly improved coordination among Federal, State, local, and tribal organizations to help save lives and protect America's communities by increasing the speed, effectiveness, and efficiency of incident management.

The NRP, in the Letter of Instruction, required the Secretary of Homeland Security to issue, in coordination and consultation with other departments and agencies, a series of detailed operational procedures implementing key NRP concepts, including the Joint Field Office (JFO). A basic premise of the NRP is that incidents are generally handled at the lowest jurisdictional level possible. In the vast majority of incidents, State and local resources and interstate mutual aid normally provide the first line emergency response and incident management support. When an incident is of such severity, magnitude, and/or complexity that it requires coordinated Federal assistance, the Secretary of Homeland Security, in coordination with other Federal departments and agencies, initiates actions to respond to and recover from the incident, including the establishment of the JFO. Within the JFO, senior Federal representatives, collectively known as the JFO Coordination Group, form a multiagency coordination entity and direct their staff in the JFO to share information, aid in establishing priorities among incidents and associated resource allocation, and provide strategic coordination of various Federal incident management activities.

This standard operating procedure (SOP) fulfills the NRP requirement and provides a unified construct for coordinating Federal support to the on-scene Incident Commander(s). The Department of Homeland Security asks for your continued cooperation and assistance in the implementation of this procedure and the NRP more generally, and looks forward to working with you to use this new procedure to improve our national incident management capabilities across the board.

# Procedure Layout

The JFO SOP consists of the following components:

<b>1.0 Introduction</b>	<ul style="list-style-type: none"> <li>▪ Purpose</li> <li>▪ Background</li> <li>▪ Mission</li> <li>▪ Scope and Application</li> <li>▪ Authorities</li> <li>▪ Definitions</li> </ul>
<b>2.0 Planning Assumptions and Considerations</b>	
<b>3.0 Roles and Responsibilities</b>	<ul style="list-style-type: none"> <li>▪ General</li> <li>▪ Scalability</li> <li>▪ Composition and Roles</li> <li>▪ Support</li> <li>▪ Relationships</li> </ul>
<b>4.0 Concept of Operations</b>	<ul style="list-style-type: none"> <li>▪ General</li> <li>▪ Context for JFO Coordination Group Coordination</li> <li>▪ Initiation/Activation</li> <li>▪ JFO Coordination Processes</li> </ul>
<b>5.0 Logistics</b>	<ul style="list-style-type: none"> <li>▪ Concept of Support</li> <li>▪ Logistical Requirements</li> <li>▪ Personnel</li> <li>▪ Funding</li> <li>▪ Mapping, Charting, and Geodesy</li> <li>▪ Medical Services</li> <li>▪ Administrative Reporting</li> </ul>
<b>6.0 Points of Contact</b>	
<b>7.0 Ongoing SOP Management and Maintenance</b>	<ul style="list-style-type: none"> <li>▪ Coordination</li> <li>▪ SOP Maintenance</li> </ul>
<b>8.0 Appendixes and Annexes</b>	<ul style="list-style-type: none"> <li>▪ List of Acronyms</li> <li>▪ References</li> <li>▪ Roles and Responsibilities</li> <li>▪ Administrative Reports</li> <li>▪ Operations</li> <li>▪ Logistical Requirements</li> <li>▪ Communications and Information Sharing</li> <li>▪ Security Procedures</li> <li>▪ Principal Federal Official</li> <li>▪ Joint Field Office Organization</li> <li>▪ Joint Information Center</li> <li>▪ JFO Exercise Evaluation Guidelines</li> <li>▪ Communications Unit</li> </ul>

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## 1.0 Introduction

Homeland Security President Directive-5, Management of Domestic Incidents, February 28, 2003, was intended to enhance the ability of the United States to manage domestic incidents by establishing a single, comprehensive national approach to domestic incident management. This new approach included the development of the NIMS and the NRP. In HSPD-5, the President designated the Secretary of Homeland Security as the “principal Federal official” for domestic incident management and empowered the Secretary to coordinate Federal resources used in the prevention of, preparation for, response to, or recovery from terrorist attacks, major disasters, or other emergencies, except for law enforcement responsibilities otherwise reserved to the Attorney General under HSPD-5.

The JFO is one of the principal NRP organizational elements designed to implement the new single, comprehensive approach to domestic incident management and facilitate the domestic incident management responsibilities of the Secretary of Homeland Security.

The JFO is a temporary Federal multiagency coordination center established locally to facilitate field-level domestic incident management activities related to prevention, preparedness, response and recovery when activated by the Secretary. The JFO provides a central location for coordination of Federal, State, local, tribal, nongovernmental and private-sector organizations with primary responsibility for activities associated with threat response and incident support. (See NRP Concept of Operations, pages 28-38).

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### 1.1 Purpose

The purpose of this SOP is to provide a comprehensive national all-hazards process for activating, establishing, operating, and demobilizing the JFO across a spectrum of activities including prevention, preparedness, response, and recovery. The SOP is designed to provide the field-level procedures for implementation of the Concept of Operations for the JFO detailed in the NRP (pages 28-38).

The JFO SOP is built on the guiding principles of the NIMS relating to multiagency coordination systems, resources, communications, and common terminology. The SOP incorporates best practices and procedures from various incident management disciplines—disaster logistics, homeland security information-sharing protocols, continuity of operations, interagency coordination, physical and information security, financial management, strategic and operational planning—into a unified coordinating structure.

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### 1.2 Background

The concepts of the Principal Federal Official (PFO) and the JFO were introduced as key components of the Initial National Response Plan (INRP). The PFO as the Secretary’s representative locally and the JFO as the field-level Federal multiagency coordination center were intended to better integrate the Federal response in support of State and local authorities and to provide field-level mechanisms required to address the mandate set forth in HSPD-5 to treat “crisis

management and consequence management as a single, integrated function, rather than as two separate functions.”

The INRP focused primarily on the new Department of Homeland Security (DHS) structures required to implement requirements of the Homeland Security Act of 2002 and HSPD-5. The INRP did not address other field-level management, capabilities or facilities, such as the DHS/Federal Emergency Management Agency (FEMA) Federal Coordinating Officer (FCO) or Disaster Field Office (DFO), which are functions authorized through the Robert T. Stafford Disaster Relief and Recovery Act (Stafford Act).

The NRP, December 15, 2004, built on the concepts of the INRP, the Federal Response Plan, the U.S. Government Domestic Terrorism Interagency Concept of Operations, and Federal Radiological Emergency Response Plan, merging the capabilities and processes into a single, integrated structure. The NRP identified the JFO as the primary Federal field-level facility for enabling the effective and efficient coordination of Federal incident-related prevention, preparedness, response, and recovery. Using the baseline provided by proven experience of the DHS/FEMA DFO, the JFO fully replaces the DFO.

The JFO provides the structure to integrate all jurisdictions and entities with responsibilities for elements of domestic incident management. This includes the Federal Bureau of Investigation (FBI) Joint Operations Center (JOC) established for terrorist events to coordinate law enforcement criminal investigative efforts, the Multiagency Command Center (MACC), established by the DHS/U.S. Secret Service (USSS) to coordinate security efforts for events that pose high-risk targets for potential terrorist attacks, and others that were not previously coordinated through the DFO construct.

A number of key concepts are reflected throughout the JFO SOP:

- The JFO is a multiagency coordination center as defined by the NIMS. It is designed to facilitate Federal domestic incident management for actual and potential incidents requiring a coordinated Federal response. The JFO Coordination Group is a multiagency coordination entity as defined by the NIMS.
- The JFO provides a single facility, or multiple facilities when an incident affects the entire nation or multiple states or localities, in close proximity to the incident site, except where dangers or hazards preclude such collocation, to collocate all entities (or their designated representatives) essential to incident management, information sharing, law-enforcement criminal investigation, the delivery of disaster assistance, and other support as required by the incident.
- The JFO staff focus on providing support to on-scene efforts, incident management and/or disaster response and recovery program implementation, and coordination of broader support operations that may extend beyond the immediate incident site. The JFO does not manage on-scene operations.
- The JFO leverages the economies to be obtained by in-person information exchange,

executive-level consultation, and minimizing the number of liaisons any given agency is requested to provide during threat or incident response operations.

- DHS/FEMA is the executive agent for Emergency Support Function (ESF) #5, which is responsible for supporting JFO Coordination Group requirements for the JFO facility as well as staffing. The JFO Coordination Group may fill staffing in part or in full from its own resources, or request support from ESF #5 in any degree required.
  - JFO operations are supported organizationally through the ESF structure described in the NRP. The JFO organizational structure is flexible, scalable, and adaptable to the size, scope, and requirements of the specific incident. It adapts to be responsive to various threat scenarios and incidents including:
    - Natural Disasters;
    - Terrorist Incidents;
    - Federal-to-Federal Support; and
    - National Special Security Events (NSSEs)
  - The JFO Coordination Group provides strategic leadership for the JFO and functions as a multiagency coordination entity in accordance with the NIMS definition.
  - The JFO provides the core functions described in the NIMS (page 27) of coordination, communications, resource dispatch and tracking, information collection, analysis, dissemination, and joint information.
  - While the NIMS does not prescribe any specific organizational structure for multiagency coordination, the JFO mirrors the basic Incident Command System (ICS) structure to facilitate better integration. The JFO organization includes: JFO Coordination Group; JFO Coordination Staff, and JFO Sections.
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### 1.3 Mission

The JFO Coordination Group supports and ensures an effective and efficient response to Incidents of National Significance, or other incidents requiring a coordinated Federal response, by integrating local Federal threat or incident-related preparedness, response, and recovery actions, in coordination with appropriate State and local representation, from a centralized local facility called the JFO. Specifically, the JFO Coordination Group ensures that JFO staff members share information, aid in establishing priorities among incidents and associated resource allocation, and provide strategic coordination of numerous Federal threat and incident management activities.

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## 1.4 Scope and Application

The JFO SOP covers the activities required to provide field-level coordination for the full range of complex and constantly changing requirements in anticipation of or in response to threats or acts of terrorism, major disasters, and other emergencies. The scope of this SOP addresses the administrative and overarching logistics and management structures to ensure efficient and effective establishment and operation of the JFO when required for prevention, preparedness, response, or recovery from actual or potential Incidents of National Significance or other incidents requiring a coordinated Federal response.

This SOP addresses the roles and responsibilities, concept of operations, and incident actions required for the JFO Coordination Group, Coordination Staff, Sections, and some relevant branches. It addresses those processes that apply to the broadest range of incidents.

As described in the NIMS, the JFO may also include an element focused on intelligence and information. The element may be included as a position in the Coordination Staff, a unit within the Planning Section, a branch within the Operations Section, or as a separate general staff section. The JFO Coordination Group determines the placement of the intelligence function based on the role intelligence plays in the incident and/or the volume of classified or highly sensitive information.

The JFO provides the initial coordination for long-term community recovery and mitigation activities. For major disasters and terrorist attacks, selected agencies within the JFO may continue functioning after a local incident management command structure is demobilized and agencies with prevention or initial response functions complete assignments and return to their normal mode of operation. Further details on procedures for specific branches and units are included in SOPs relevant to those functions.

This SOP applies to the JFO components activated in response to or anticipation of an Incident of National Significance or other incident requiring a coordinated Federal response. The definition of the term Incident of National Significance is included in the NRP; nothing in this SOP modifies, amplifies, or alters that definition in any way.

The modular nature of the NRP allows for the partial activation of its components; hence, the scope and scale of JFO activation will be dependent on the situation. There are several avenues for assisting the Secretary of Homeland Security in determining the need for JFO activation – for example, from local Incident Commanders or through the FCO's Stafford Act authority to evaluate the need for disaster facilities. The JFO SOP is applicable to all Federal departments and agencies that have primary jurisdiction for or participate in operations requiring a coordinated response. The JFO SOP is also applicable to and may be activated for incidents that may occur at sites under the control of the legislative or judicial branches of the Federal Government.

## 1.5 Authorities

The JFO provides the structure at the local level to bring Federal entities operating under their independent authorities together and to enable efficient and effective coordination of their activities. Nothing in this SOP alters or impedes the ability of Federal, State, local, or tribal departments and agencies to carry out their specific authorities or perform their responsibilities under all applicable laws, Executive orders, and directives. Additionally, nothing in this SOP is intended to impact or impede the ability of any Federal department or agency head to take an issue of concern directly to the President, the Assistant to the President for Homeland Security and Counterterrorism, the Assistant to the President for National Security Affairs, or any other member of the President's staff.

Various Federal statutory authorities and policies provide the basis for Federal actions and activities in the context of domestic incident management. The NRP uses the foundation established by the Homeland Security Act, HSPD-5, and the Stafford Act to provide a comprehensive, all-hazards approach to domestic incident management. (See NRP Appendix 3 Authorities and References, page 78).

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## 1.6 Definitions

### 1.6.1 Area Field Office (AFO)

A forward element of the JFO Operations Section, established by the JFO Coordination Group, which is responsible for a specific geographic area, parallel to the NIMS/ICS division.

### 1.6.2 Emergency Operations Center (EOC)

The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., Federal, State, regional, county, city, tribal), or by some combination thereof.

### 1.6.3 Emergency Response Team (ERT)

The principal interagency group that staffs the JFO. The ERT is composed of DHS/FEMA staff and ESF personnel. The ERT includes an advance element, known as the ERT-A, that conducts assessments and initiates coordination with the State and initial deployment of Federal resources. Each DHS/FEMA region maintains an ERT ready to deploy in response to threats or incidents. The National Emergency Response Team (ERT-N) deploys for large-scale, high-impact events, or as required.

### 1.6.4 Federal Coordinating Officer (FCO)

The Federal officer who is appointed to manage Federal resource support activities following a Presidential disaster or emergency declaration under the Stafford Act. The FCO is responsible for coordinating the timely delivery of Federal disaster assistance resources and programs to the affected State, local, and tribal governments, individual victims, and the private sector.

### **1.6.5 Federal Resource Coordinator (FRC)**

The Federal official appointed to manage Federal resource support activities related to non-Stafford Act incidents. The FRC is responsible for coordinating support from other Federal departments and agencies using interagency agreements and memoranda of understanding (MOUs).

### **1.6.6 Incident of National Significance**

An actual or potential high-impact event that requires a coordinated and effective response by an appropriate combination of Federal, State, local, tribal, nongovernmental, and/or private-sector entities in order to save lives and minimize damage, and provide the basis for long-term community recovery and mitigation activities. The NRP bases the definition of Incidents of National Significance on situations related to the following four criteria set forth in HSPD-5:

1) A Federal department or agency acting under its own authority has requested the assistance of the Secretary Homeland Security; 2) The resources of State and local authorities are overwhelmed and Federal assistance has been requested by the appropriate State and local authorities; 3) More than one Federal department or agency has become substantially involved in responding to an incident; or 4) The Secretary of Homeland Security has been directed to assume responsibility for managing a domestic incident by the President.

### **1.6.7 Joint Field Office (JFO)**

A temporary Federal facility established locally to provide a central point for Federal, State, local, and tribal executives with responsibility for incident oversight, direction, and/or assistance to effectively coordinate protection, prevention, preparedness, response, and recovery actions. The JFO will combine the traditional functions of the JOC, the DHS/FEMA DFO, and the Joint Information Center (JIC) within a single Federal facility. In the event of multiple incidents, multiple JFOs may be established at the discretion of the Secretary.

### **1.6.8 Joint Operations Center (JOC)**

The focal point for all investigative law enforcement activities during a terrorist or potential terrorist incident or any other significant criminal incident. The JOC is managed by the FBI's Special Agent in Charge (FBI SAC). The JOC becomes a component of the JFO when the JFO is established.

### **1.6.9 Multiagency Command Center (MACC)**

An interagency coordination center established by the U.S. Secret Service (DHS/USSS) during National Special Security Events (NSSEs) as a component of the JFO. The MACC serves as the focal point for interagency security planning and coordination, including the coordination of all NSSE-related information from other intra-agency centers (e.g., police command posts, Secret Service security rooms) and other interagency centers (e.g., intelligence operations centers, joint information centers).

### **1.6.10 Multiagency Coordination Entity**

An entity designated to establish priorities among incidents and associated resource allocations, deconflict agency policies, and provide strategic guidance and direction to support incident management activities.

### **1.6.11 Multiagency Coordination Systems**

Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of the multiagency coordination systems include facilities, equipment, emergency operations centers, specific multiagency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate subsystems of the NIMS.

### **1.6.12 National Special Security Event (NSSE)**

A designated event that, by virtue of its political, economic, social, or religious significance, may be the target of terrorism or other criminal activity.

### **1.6.13 Principal Federal Official (PFO)**

The Federal official designated by the Secretary of Homeland Security to act as his/her representative locally to oversee, coordinate, and execute the Secretary's incident management responsibilities under HSPD-5 for incidents requiring a coordinated Federal response.

### **1.6.14 Senior Federal Law Enforcement Official (SFLEO)**

The SFLEO is the senior law enforcement official from the agency with primary jurisdictional responsibility as directed by statute, Presidential directive, existing Federal policies, and/or the Attorney General. The SFLEO directs intelligence/investigative law enforcement operations related to the incident and supports the law enforcement component of the Unified Command on scene.

### **1.6.15 Senior Federal Official (SFO)**

An individual representing a Federal department or agency with primary statutory responsibility for incident management. SFOs utilize existing authorities, expertise, and capabilities to aid in management of the incident working in coordination with other members of the JFO Coordination Group.

### **1.6.16 Standard Operating Procedure (SOP)**

A document that gives a step-by-step description of how a specific operation, method, or procedure is performed.

### **1.6.17 Strategic**

Strategic elements of incident management are characterized by continuous, long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities, the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.

### **1.6.18 Strategic Plan**

A plan that addresses long-term issues, such as impact of weather forecasts, time-phased resource requirements, and problems, such as permanent housing for displaced disaster victims and infrastructure restoration.

### 1.6.19 Type III Expeditionary Joint Field Office

The Type III Expeditionary JFO, including teams, equipment, facilities, infrastructure, and procedures, is a rapidly deployable, minimum-size/capability facility that can operate for up to three weeks in austere environments with minimal to no functioning infrastructure. Normal (non-expeditionary) Joint Field Offices rely upon functioning infrastructure.

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## 2.0 Planning Assumptions and Considerations

The JFO SOP is based upon the same basic planning assumptions as the NRP. For additional information regarding planning assumptions related to the Stafford Act and Federal-to-Federal support, see section II of the NRP.

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## 3.0 Roles and Responsibilities

### 3.1 General

This section discusses the roles and responsibilities of Federal, State, local, tribal, private-sector, and nongovernmental organizations involved in JFO operations. To understand these varying roles, the JFO must be understood as a modular, scalable facility and staff supporting the JFO Coordination Group. The JFO Coordination Group is, hence, a multiagency coordination entity under the NIMS, bringing together, as appropriate for the situation at hand, the law enforcement investigation, intelligence, security, and response and recovery operational disciplines with the public and governmental affairs disciplines.

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### 3.2 Scalability

The JFO uses the scalable, modular organizational structure of the NIMS in the context of both pre-incident and post-incident management activities. The JFO organization adapts to both the magnitude and complexity of the situation at hand and incorporates NIMS principles regarding span of control and organizational structure. The JFO may begin as a small staff supporting the PFO or FCO upon arrival in the affected jurisdiction, and will expand or move as required to accommodate additional JFO subcomponents. While every JFO will generally consist of a JFO Coordination Group, a JFO Coordination Staff, and JFO Sections (JFO Operations, JFO Planning, JFO Logistics, and JFO Finance/Administration), the size and number of units/branches in each section will vary according to the nature of the situation. The JFO structure should be seen as a scalable “menu” from which applicable component elements can be added as the incident requires. (See Annex D: Logistical Requirements for more detailed descriptions of the scale of JFO activations for various contingencies.) The following examples demonstrate the scalable nature of the JFO:

#### 3.2.1 State and Local Assistance: Natural Disaster (only)

During an incident requiring a coordinated Federal response, based on a natural disaster and involving no law enforcement investigative activities, the Secretary may elect to designate a PFO

to provide overall incident coordination. In Stafford Act situations where a PFO has not been designated, the FCO provides overall coordination for the Federal components of the JFO. The Secretary may choose, in other than terrorism incidents, to combine the roles of the PFO and FCO in a single individual to help ensure synchronized Federal coordination.

The JFO Coordination Staff will be tailored to the requirements of the scenario at hand. The JFO Operations Section will be composed of up to five branches, which can be activated based on the needs of the incident: Human Services, Infrastructure Support, Emergency Services, Community Recovery, and Mitigation Branch. Depending on the scale of the disaster, the JFO Planning, Logistics, and Finance/Administration Sections will contain the units listed in Section 3.3.5 of this SOP, but each will be appropriately scaled. Consistent with the NIMS, however, units may not be moved from one section to another, nor should a unit stand alone without its appropriate section being stood up.

### **3.2.2 Significant Federal Involvement: Terrorist Threat (only)**

During a period of heightened credible terrorist threat, the FBI JOC may support the PFO and a tailored PFO support staff, thereby serving as a tailored JFO. If the incident grows to require a more robust JFO Coordination Group and support staff, the JFO may move to another location as it scales up. In this case, the JOC becomes the Law Enforcement Investigative Operations Branch (JOC) under the JFO Operations Section and the FBI SAC becomes the SFLEO in the JFO Coordination Group. The size of the Response and Recovery Operations Branch will vary according to the specifics of the threat. Initially, it may be small; to include the ability to activate a forward presence capable of mobilizing staged Federal resources into the incident area. The JFO Planning, Logistics, and Finance/Administration Sections will also be scaled to the support needed to coordinate deterrent and protective security measures coordinated in the JOC.

### **3.2.3 Multiple Incident Criteria: Terrorist Attack**

Should a terrorist be successful in conducting an attack resulting in widespread destruction, one of the largest projected activations of the JFO would occur. Because all disciplines present in the JFO will most likely conduct the long-term and complex coordination activities, a large-scale JFO Planning, Logistics, and Finance/Administration staffing could be required. Where the span of control requires it, broader area intelligence activities may be separate from the Law Enforcement Investigative Operations Branch (JOC) at the discretion of the SFLEO, creating an Intelligence Operations Branch within the Operations Section (Intelligence Operations Branch). In this case, the division of responsibilities and functions between the two branches will be devised by the JFO Coordination Group. Note that even for a terrorist attack in which the JFO is established with all branches and units, the JFO likely will scale back following the initial response as the incident transitions to recovery and mitigation.

### **3.2.4 National Special Security Events**

For NSSEs, DHS/USSS, FBI, and DHS/FEMA responsibilities are delineated in Presidential Decision Directive (PDD)-62. These agencies work together using the principles of Unified Command, with a predesignated PFO facilitating interagency incident management coordination during NSSE planning and execution. For these situations, the JFO collocates the functions of the DHS/USSS MACC, the FBI JOC, and the Response and Recovery Operations Branch.

The JFO will be established with sufficient space to accommodate a tailored JFO Coordination Group, a JFO Coordination Staff, an FBI JOC element, the DHS/FEMA Emergency Response Team–Advance Element (ERT-A), and JFO Planning, Logistics, and Finance/Administration Section representatives. The Security Operations Branch (MACC) will be staffed and execute its mission in accordance with DHS/USSS standing policy and procedure throughout the event. Because agencies execute their missions under PDD-62 throughout the event, the JFO as a whole primarily monitors the situation during NSSEs and remains prepared to assume incident response coordination functions should an Incident of National Significance, or other incident requiring a coordinated Federal response, arise during the NSSE. As always, the JFO is scalable and moves or expands as necessary to accommodate the needs of the JFO Coordination Group in the context of a specific threat or incident.

### 3.2.5 Federal-to-Federal Support (only)

During an incident requiring Federal-to-Federal support in a non-Stafford Act context, the requesting Federal agency may have robust or relatively undeveloped local coordination capabilities for resource support and information sharing. Accordingly, the agency may require any range of augmentation in the JFO; the scale or size of each JFO component will vary with the particulars of the situation. The specific configuration of the JFO Operations Section will be determined by the needs of the supported Federal agency, but the JFO Planning, Logistics, and Finance/Administration Sections will be configured as outlined in section 3.3.5 and scaled to the needs of the situation.

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## 3.3 Composition and Roles

The JFO organization includes the following components:

### 3.3.1 JFO Coordination Group

Utilizing the NIMS principle of Unified Command, JFO activities are managed by a JFO Coordination Group, which may include the PFO, SFLEO, FCO/FRC, and other SFOs with primary jurisdictional responsibility or functional authority for the incident. The JFO Coordination Group may include a limited number of principal State (represented by an appropriate State official or SCO, as under a Stafford Act declaration), local, and tribal officials, as well as nongovernmental organization (NGO) and private-sector representatives. The JFO Coordination Group functions as a multiagency coordination entity (as defined by the NIMS) and works to establish joint priorities (single or multiple incidents) and allocate resources, resolve agency policy issues, and provide strategic guidance to support Federal incident management activities. The exact composition of the JFO is dependent on the nature and magnitude of the incident.

The JFO Coordination Group provides strategic guidance and resolution of any conflicts in priorities for allocation of critical Federal resources. If policy issue resolution cannot be achieved among JFO Coordination Group members, issues can be raised to the Incident Advisory Council (IAC) or through the appropriate agency chain of command for consideration by higher authorities. Unresolved resource issues may be handled by the Regional Response Coordination Center (RRCC), the National Operations Center-National Response Coordination

Center (NOC-NRCC), the IAC, or may be forwarded through the respective agency chains of command if further deliberation is required.

To ensure unity of effort, the JFO Coordination Group uses the JFO coordination process outlined in Annex C, with consideration to departmental/agency timelines and requirements. This process ensures a coordinated Federal response to the incident.

**3.3.1.1 Principal Federal Official.** For a description of the roles and responsibilities of the PFO, see the NRP (page 33) and Annex G to this SOP. Under most circumstances, as many as two deputy PFOs may be assigned.

**3.3.1.2 Federal Coordinating Officer.** For a description of the roles and responsibilities of the FCO, refer to the NRP (page 34).

**3.3.1.3 Federal Resource Coordinator.** In non-Stafford Act situations when a Federal department or agency acting under its own authority has requested the assistance of the Secretary of Homeland Security to obtain support from other Federal departments and agencies, DHS designates an FRC. In these situations, the FRC coordinates support through interagency agreements using the memorandum of agreement (MOA) in the NRP. DHS may select the FRC from the FCO cadre or other personnel with equivalent knowledge, skills, and abilities. The FRC is responsible for coordinating the timely delivery of resources to the requesting agency.

**3.3.1.4 Senior Federal Law Enforcement Official.** The SFLEO is the senior law enforcement official from the agency with primary jurisdictional responsibility as directed by statute, Presidential directive, existing Federal policies, and/or the Attorney General. The SFLEO directs intelligence, security operations, and investigative law enforcement operations related to the incident/event, and supports the law enforcement component of the Unified Command on-scene. For terrorism threats or incidents, the SFLEO will normally be the FBI Special Agent in Charge (SAC).

**3.3.1.5 State/Local/Tribal Official(s).** The JFO Coordination Group also includes State representatives such as the SCO, who serves as the State counterpart to the FCO and manages the State's incident management programs and activities, and the Governor's Authorized Representative (GAR), who represents the Governor of the impacted State. The JFO Coordination Group may also include local area representatives with primary statutory authority for incident management. The participation of these officials in the JFO Coordination Group is critical to its success.

**3.3.1.6 Senior Federal Officials.** The JFO Coordination Group may also include officials representing other Federal departments or agencies with primary statutory responsibility and substantial assets for certain aspects of incident management. SFOs utilize existing authorities, expertise, and capabilities to assist in management of the incident, working in coordination with the PFO, FCO, SFLEO, and other members of the JFO Coordination Group. When appropriate, the JFO Coordination Group may also include U.S. attorneys or other senior officials or their designees from the Department of Justice (DOJ) to provide expert legal counsel. Where the Department of Defense (DOD) appoints a Joint

Task Force (JTF) commander, the JTF commander will normally serve as an SFO within the JFO Coordination Group. For incidents that require a health and medical senior official, a representative of the HHS Secretary's Emergency Response Team (SERT) will serve this role in the JFO Coordination Group.

**3.3.1.7 Responsible/Regulated Party.** If the source of the incident is a privately owned facility or vessel, the JFO Coordination Group may also include a representative of the owners/operators of the facility or vessel.

### 3.3.2 JFO Joint Information Center

The Joint Information Center (JIC) established as a component of the JFO is a physical location where public affairs professionals from organizations involved in incident management activities work together to provide critical emergency information, crisis communications, and public affairs support. The JIC serves as a focal point for the coordination and dissemination of information to the public and media concerning incident prevention, preparedness, response, recovery, and mitigation. The JIC may be established at an on-scene location in coordination with State and local agencies depending on the requirements of the incident. In most cases, the JIC is established at, or is virtually connected to, the JFO and is coordinated by Federal and State lead Public Information Officers. In most incidents where a JIC has been established, the Federal lead will be a DHS Public Information Officer, who works with other Federal, State, local, tribal, NGO, and private-sector public affairs personnel. The JFO JIC works in close coordination with other JICs to integrate into a Joint Information System (JIS) providing consistent, coordinated, and timely information during an incident. For more information on the JIC, see Annex I.

### 3.3.3 JFO Coordination Staff

The JFO Coordination Group determines the composition of the JFO Coordination Staff based on the nature, scope, magnitude, and complexity of the incident. Personnel are assigned to Coordination Staff functions on a best-qualified basis, and may be drawn from the PFO support staff, ESF #5, or other ESFs as appropriate.

**3.3.3.1 Chief of Staff and Support Staff.** The JFO Coordination Staff may include a Chief of Staff (see Annex G section 3.1.2.1 for a list of responsibilities) and representatives providing specialized assistance in the following areas: safety, legal counsel, equal rights, and security.

- **The Safety Coordinator.** The FCO/PFO shall designate a JFO disaster safety officer (DSO) for all issues related to occupational safety and health for personnel at the JFO and other FEMA facilities. The DSO will serve as the primary advisor to the FCO for all occupational safety and health-related matters for personnel in the JFO facility and FEMA-managed facilities. The DSO will assume the role of the Safety Coordinator (SC) during incidents in which a JFO has been established. The designated FEMA safety officer shall coordinate the Interagency Safety Committee at the JFO and oversee the meeting activities as part of any disaster operation.

When OSHA is activated to implement the Worker Safety and Health Support Annex,

**OSHA**

will designate a principal advisor for the Worker Safety and Health Annex to be a member of the Interagency Safety and Health Committee. OSHA will report on all matters related to worker safety and health that extend beyond FEMA facilities and FEMA employees. OSHA will be available to advise the designated Safety Coordinator on worker safety and health issues. In addition, once OSHA is activated as a principal advisor, they will have the responsibility to report to the PFO/FCO on relevant matters under their respective responsibility.

- The **Legal Affairs Officer** serves as the primary legal advisor to the JFO Coordination Group and may also work with JFO Section Chiefs to support programmatic, logistical, and personnel matters as required. Legal counsel from other appropriate Federal departments may also be consulted as necessary.
- The **Equal Rights Officer** works to promote a discrimination-free workplace and equal access to recovery programs and benefits.
- The **JFO Security Officer** is responsible for safeguarding JFO personnel and JFO facility security and may be responsible for security issues regarding personnel assigned to other Federal sites. When these duties are not assigned elsewhere, the Security Officer also is responsible for information security and operational security, ensuring that sensitive information of all types (e.g., classified information, sensitive law enforcement information, proprietary and personal information, or export-controlled information) is handled in a way that not only safeguards the information but also ensures that it gets to those who need access to it so that they can effectively and safely conduct their missions. A DHS representative, under the guidance and oversight of the DHS Office of Security, serves as the JFO Security Officer and coordinates security issues with the FBI, DHS/USSS, DHS/ICE/FPS, or DHS/FEMA, as appropriate. The Security Officer works with ESF #13 – Public Safety and Security and reports to the PFO Chief of Staff.

Depending on the specific needs of a JFO or the incident for which a JFO is activated, the JFO Security Officer may determine it is necessary to assign one or more Deputy Security Officers and delegate various security responsibilities. Section 5.1 of the JFO SOP includes some of the DHS and non-DHS agencies that may be tasked to support the JFO Security Officer, including the staffing of a Deputy Security Officer position.

The four possible Deputy Security Officer positions include:

- **JFO Deputy Security Officer – Information:** If the JFO Security Officer determines an appointment is warranted, a Deputy Security Officer for Information Security will be identified and appointed for the JFO. The DHS Office of Security will provide an individual to serve as the Deputy Security Officer for Information Security, or a JFO-assigned individual who has been trained in information security procedures may be appointed. The JFO Deputy Security Officer for Information Security is responsible for safeguarding all

classified and sensitive information of all types (e.g., sensitive law enforcement information, proprietary and personal information, or export-controlled information) and ensuring that it is handled in a way that not only safeguards the information but also ensures that it gets to those who need access to it so that they can effectively and safely conduct their missions. This also includes the proper disposal, sanitization, and destruction during and at the conclusion of the JFO operation. The JFO Deputy Security Officer for Information Security should also coordinate specific information security issues with the FBI, DHS/USSS, DHS/ICE/FPS, and DHS/FEMA, as appropriate.

- **JFO Deputy Security Officer – Physical:** If the JFO Security Officer determines an appointment is warranted, a Deputy Security Officer for Physical Security will be identified and appointed for the JFO. The DHS Office of Security will provide an individual to serve as the Deputy Security Officer for Physical Security, or a JFO-assigned individual who has been trained in physical security procedures may be appointed. The JFO Deputy Security Officer for Physical Security is responsible for ensuring the physical and technical security of the JFO and any additional facilities required by the JFO. When a MACC or JOC is established as part of the JFO, the JFO Deputy Security Officer for Physical Security should also coordinate specific physical security issues with the FBI and DHS/USSS, as appropriate.
- **JFO Deputy Security Officer – Personnel:** If the JFO Security Officer determines an appointment is warranted, a Deputy Security Officer for Personnel Security will be identified and appointed for the JFO. The DHS Office of Security will provide an individual to serve as the Deputy Security Officer for Personnel Security, or a JFO-assigned individual who has been trained in personnel security procedures may be appointed.

The JFO Deputy Security Officer for Personnel Security is responsible for processing individuals who require access to classified information. This includes verification of clearances, determining eligibility requirements, and adjudicating for clearances and accesses as required. The Deputy Security Officer for Personnel Security will assist DHS/FEMA, FBI, and DHS/ICE/FPS representatives in badge and facility access processes for the JFO facilities. When a MACC or JOC is established as part of the JFO, the JFO Deputy Security Officer for Personnel Security should also coordinate specific personnel security issues with the FBI and DHS/USSS, as appropriate.

- **JFO Deputy Security Officer – Operations:** If the JFO Security Officer determines an appointment is warranted, a Deputy Security Officer for Operations Security will be identified and appointed for the JFO. The DHS Office of Security will provide an individual to serve as the Deputy Security Officer for Operations Security, or a JFO-assigned individual who has been trained in OPSEC security procedures may be appointed. The JFO Deputy Security Officer for Operations Security is responsible for conducting OPSEC evaluations to determine the countermeasures necessary to protect JFO operations. They will

train all JFO personnel on OPSEC issues and the countermeasures adopted and observe JFO operations to re-evaluate and change countermeasures as necessary. When a MACC or JOC is established as part of the JFO, the JFO Deputy Security Officer for Operations Security should also coordinate specific operational security issues with the FBI and DHS/USSS, as appropriate.

**3.3.3.2 Liaisons.** The JFO Coordination Staff typically includes subject-matter expert liaison officers administratively reporting to the Chief of Staff. Where liaisons were attached to the PFO support staff during the initial stages of incident management, these liaisons move to the appropriate ESF or the JFO Coordination Staff (if no appropriate ESF has been activated) once the JFO is established.

- **External Liaisons** serve as the points of contact for assisting and coordinating activities with various agencies and groups, and are assigned as needed.
- The **Infrastructure Liaison**, designated by the DHS/Preparedness Directorate, serves as the principal advisor to the JFO Coordination Group regarding all national- and regional-level Critical Infrastructure/Key Resources (CI/KR) incident-related issues, which are based on the National Strategy tasked under HSPD-7 and the specific needs of the situation. The Infrastructure Liaison:
  - Acts as liaison between the national- and regional-level CI/KR, the private sector, and JFO activities;
  - Coordinates CI/KR and ESF issues between the JFO Coordination Group and Preparedness Directorate representatives located at the IAC and NOC-NRCC;
  - Provides situational awareness concerning the affected CI/KR and provides periodic updates to the JFO Coordination Group; and
  - Communicates information to the Preparedness Directorate representatives at the IAC, NOC-NRCC, NOC-National Infrastructure Coordinating Center (NICC), and NOC-Operational Planning Element (NOC-Planning).

**3.3.3.3 External Affairs Officer.** The External Affairs Officer provides support to the JFO Coordination Group in all functions involving communications with external audiences. External Affairs includes Public Affairs, Community Relations, Congressional Affairs, International Affairs, State and Local Coordination, and Tribal Affairs when appropriate. Resources for the various External Affairs functions are coordinated through ESF #15 – External Affairs. The External Affairs Officer also is responsible for overseeing operations of the Federal JIC established to support the JFO. When a PFO is involved in the incident, the External Affairs Officer works closely with the PFO’s Press Secretary.

**3.3.3.4 Defense Coordinating Officer (DCO).** Appointed by DOD, the DCO serves as DOD’s single point of contact at the JFO, with the exception of U.S. Special Operations Command (USSOCOM) and U.S. Army Corps of Engineers (USACE) assets. Generally, requests for Defense Support of Civilian Authorities (DSCA) originating at the JFO will be coordinated with and processed through the DCO. The DCO may have a Defense Coordinating Element (DCE) consisting of a staff and military liaison officers in order to facilitate coordination and support to activated ESFs. Specific responsibilities of the DCO (subject to modification based on the situation) include processing requirements for military

support, forwarding mission assignments to the appropriate military organizations through DOD-designated channels, and assigning military liaisons, as appropriate, to activated ESFs. Requests for DSCA originating at the JFO will be coordinated and processed through the DCO with the exception of requests for USACE support, National Guard forces operating under State Active Duty or Title 32 statutes (i.e., not in Federal service), or, in some circumstances, DOD forces in support of the FBI.

Based on the magnitude, type of incident, and anticipated level of resource involvement, the supported combatant commander may utilize a Joint Task Force (JTF) to command Federal (Title 10) military activities in support of the incident. If a JTF is established, consistent with operational requirements, its command and control element will be collocated with the PFO at the JFO to ensure coordination and unity of effort.

A JTF commander exercises operational control of all allocated DOD resources (excluding USACE resources, National Guard forces operating in State Active Duty or Title 32 status, and, in some circumstances, DOD forces in support of the FBI). The collocation of the JTF command and control element does not replace the requirement for a DCO/DCE as part of the JFO Coordination Staff, and it will not coordinate requests for assistance for DOD. Rather, the JTF command element will work with JFO Coordination Group members to ensure that there is a clear understanding of the locations and roles of military resources involved in the operation.

### 3.3.4 PFO Support Staff

The PFO support staff is a small intra/interagency team activated and deployed to provide direct support for the PFO. Using the scalable organizational structure of the NIMS in the context of both pre-incident and post-incident activities, other elements and staffs may be attached to the PFO support staff during the initial phases of incident management. The liaisons attached to the PFO support staff typically function during the initial phases of incident management (including pre-incident prevention) to conduct assessments, coordinate security and information-sharing efforts, facilitate public affairs activities, and provide technical support as related to incident management. While the PFO will retain three select members of the PFO support staff for his or her personal staff, the others move into the JFO Coordination Staff and JFO Sections once the JFO is established. When traveling, the PFO will be supported by appropriately scaled advance and security elements. For a description of the PFO support staff functions, including attached staff elements, and for a billet map for these positions into the JFO staffing, refer to Annex G, sections 3.1 and 3.2.

### 3.3.5 JFO Sections

The JFO typically is organized into four sections: Operations, Planning, Logistics and Finance/Administration. In accordance with the NIMS, the JFO Coordination Group may add a fifth section for Intelligence. Alternately, the JFO Coordination Group may include the Intelligence element as a position in the Coordination Staff, a unit within the Planning Section, a branch within the Operations Section. The JFO Coordination Group determines the placement of the intelligence function based on the role intelligence plays in the incident and/or the volume of classified or highly sensitive information.

The coordinating, primary, supporting, and cooperating agencies for 15 ESFs, Support, and Incident Annexes provide staff and resources to the various JFO components consistent with the purpose and scope defined in the NRP annexes. (See the ESF, Support, and Incident Annexes to the NRP.)

**3.3.5.1 Operations Section.** The Operations Section coordinates support to on-scene incident management efforts, program implementation and activities required to address broader impacts beyond the immediate incident site. Operations Section branches may be added or deleted as required, depending on the nature of the incident. The Operations Section coordinates with Federal command posts that may be established to support incident management activities. The 15 ESFs provide staff and resources to the various sections of the JFO, consistent with the purpose and scope defined in the NRP annexes.

For terrorist incidents, the Operations Section includes a Law Enforcement Investigative Operations Branch, which is normally the FBI JOC, and a Response and Recovery Branch, which incorporates all of the relevant DHS/FEMA incident response, disaster assistance, mitigation and recovery programs.

For NSSEs, the Operations Section also includes a Security Operations Branch that collocates the DHS/USSS MACC into the JFO organization.

As specified in the NRP, when the situation and span of control necessitate, an Intelligence Operations Branch that is separate from the Law Enforcement Investigative Operations Branch may be established, at the discretion of the SFLEO, and in coordination with the JFO Coordination Group.

The Operations Section Chief is designated by the JFO Coordination Group based on the agency with greatest jurisdictional involvement and statutory authority for the current incident priorities. The agency providing the Operations Section Chief may change over time as incident priorities change. However, consideration will be given to balancing changes in leadership with continuity of command/management. The Section Chief may also have a deputy. (See Annex H for sample JFO organization charts.)

- The Law Enforcement Investigative Operations Branch (JOC) is established by the SFLEO (i.e., the FBI SAC during terrorist incidents) to coordinate and direct law enforcement and criminal investigation activities related to the incident.

The Law Enforcement Investigative Operations Branch (JOC) ensures management and coordination of Federal, State, local, and tribal intelligence/law enforcement investigative activities. The emphasis of this branch is on prevention, intelligence collection, investigation, and prosecution of criminal acts. This emphasis includes managing unique tactical issues inherent to a crisis incident (e.g., a hostage situation or terrorist threat).

When this branch is included as part of the JFO, it is responsible for coordinating the intelligence and information function (as described in the NIMS), which includes information and operational security, and the collection, analysis, and distribution of all

incident-related intelligence. Accordingly, the Intelligence Unit within the Law Enforcement Investigative Operations Branch (JOC) serves as the interagency fusion center for all intelligence related to an incident.

The Intelligence Unit is responsible for gathering all intelligence collected on scene and through the investigation. Additionally, the FBI's Strategic Information and Operations Center (SIOC) assesses, verifies and forwards to the Intelligence Unit all intelligence collected throughout the Intelligence Community that may directly relate to the incident. The Intelligence Unit gathers this intelligence, sanitizes it as necessary, and distributes it to members of the JFO as appropriate. (See the NRP Terrorism Incident Law Enforcement and Investigation Annex for more information on Law Enforcement Investigative Operations Branch (JOC) functions.)

- The Response and Recovery Operations Branch coordinates the request and delivery of Federal assistance and support to the affected state. This branch is comprised of five groups: Emergency Services, Human Services, Infrastructure Support, Community Recovery, and Mitigation. This branch typically coordinates all of the disaster response and recovery program authorities through the Stafford Act; in situations that do not involve Presidential disaster or emergency declarations involving the Stafford Act, this branch would coordinate the relevant functions as required for the incident.
- The Security Operations Branch (MACC) is established by the DHS/USSS Special Agent-in-Charge (SAIC) during NSSEs to coordinate and direct operational security design, planning, and implementation.

**3.3.5.2 Planning Section.** The Planning Section's function includes the collection, evaluation, dissemination, and use of information regarding the incident and the status of Federal resources. The Planning Section is responsible for developing a Coordination Plan; preparing and documenting Federal support actions; and developing strategic, contingency, long-term, and other plans related to the threat or incident, as needed.

The Planning Section provides current information to the JFO Coordination Group to ensure situational awareness, determine cascading effects, identify national implications, and determine specific areas of interest requiring long-term attention. The Planning Section also provides technical and scientific expertise related to overall incident management activities. The Planning Section is composed of the following units: Situation, Resource, Documentation, Technical Specialists, and Demobilization. (Technical specialists may also be assigned to other JFO Sections, Branches, and Units as needed.)

Where law enforcement intelligence and information-sharing needs arise and the Law Enforcement Investigative Operations (JOC) and/or Security Operations (MACC) Branches have not been established, the JFO Coordination Group may establish an Information and Intelligence Unit within the JFO Planning Section. When no Intelligence Operations Center, JFO Intelligence Branch, or MACC has been established, the Information and Intelligence Unit intelligence collection, analysis, archiving, and dissemination functions shift to that Branch.

- The Information and Intelligence Unit is the central point for receiving all information that comes into the JFO when the Law Enforcement Investigative Operations Branch (JOC) or the Security Operations Branch (MACC) has not been established. The purpose of the Unit is to ensure that telephone calls, e-mail messages, fax reports, and other incoming information are assessed for relevance to the threat, incident, or event. The Unit determines if the incoming information has been previously reported, prioritizes the information, and shares unclassified information/intelligence with the JFO/Situation Unit. For classified information, the Information and Intelligence Unit enters it into the JFO's classified and law enforcement restricted information management systems. These systems include both manual backup and information technology elements (HSIN for law enforcement restricted information, SIPRNET and JWICS for classified information). The Information and Intelligence Unit coordinates closely with the JFO/Situation Unit to enter unclassified information into the JFO's unclassified information management system (principally HSIN/JFOnet), even when the information originated with the Information and Intelligence Unit. Through this filtering mechanism, the Situation and Information and Intelligence Units ensure that only current and relevant information is disseminated to the Joint Field Office. See section 4.4.1 of this SOP and section 2.2 of Annex E for details.

Unless an Intelligence Operations Center, JFO Intelligence Section, or Security Operations Branch (MACC) is established, the Information and Intelligence Unit also manages the collection, analysis, archiving, and dissemination of relevant and valid investigative and strategic intelligence. It fuses historical intelligence from a variety of sources with new intelligence specific to the threat, incident, or event. The Unit also disseminates intelligence products and situation reports (coordinated with the JFO/Situation Unit) to all JFO Sections, Branches, and Units, and the JFO Coordination Group.

- During a terrorist incident, the Law Enforcement Investigative Operations Branch (JOC) Intelligence Unit performs the intelligence and law enforcement information-sharing functions outlined above for the Information and Intelligence Unit. When the JOC has been activated, the JOC information management system serves as the repository for law enforcement restricted and classified information (LEO for law enforcement restricted information, SIPRNET and JWICS for classified information). The JOC Intelligence Unit vets incoming information and intelligence products, and after implementing appropriate security safeguards, shares unclassified information with the JFO Situation Unit; the two units coordinate closely to enter the information into the JFO's unclassified information system. See section 4.4.1 of this SOP and section 2.2 of Annex E for details.
- The Deployable Situational Awareness Team (DSAT) provides timely and accurate information to the Secretary and Departmental Leadership when directed by the Secretary. DSAT personnel are under the tasking authority of DHS Office of Operations and administrative control of DHS/ICE. Although the DSAT is one of the

field assets that reports information to the Planning Section Situation Unit, the DSAT is ultimately responsible only to the Secretary. For additional detail on the DSAT, see section 3.3.6.3 of this SOP.

A NOC representative may be assigned to the JFO Documentation Unit to aid in the development of reports for the NOC and IAC.

**3.3.5.3 Logistics Section.** This section coordinates logistics support that includes management and accountability for Federal supplies and equipment; resource ordering; delivery of equipment, supplies, and services to the JFO and other field locations; facility location, setup, space management, building services, and general facility operations; transportation coordination and fleet management services; information and technology systems services; administrative services such as mail management and reproduction; and customer assistance.

The Logistics Section meets all resource requirements established by Operations and support needs for the JFO, including ordering resources through appropriate procurement authorities. It provides facilities, transportation, supplies, equipment maintenance and fueling, communications, and medical services for the JFO and (upon request for support) to incident personnel. The Logistics Section is led by a Section Chief and one or more deputies depending on the size of the section and scope of the operation supported.

The Logistics Section is divided into the Support and Services Branches. In accordance with the NIMS, when needed, separate functional elements/branches can be established, each of which may be further subdivided to enhance internal organizational management and external coordination and maintain a manageable span of control.

The *Services Branch Director* is responsible for management of all service activities needed to support the operation of the JFO and its satellite operations, staging areas, a logistics base, and Disaster Recovery Centers (DRCs). The Services Branch includes the Communications and Medical Units.

- The **Communications Unit** develops a JFO communications plan to make the most effective use of the communications equipment and facilities assigned to the JFO Coordination Group, installs and tests all communications equipment, supervises and operates the JFO communications center, distributes and recovers communications equipment assigned to JFO personnel, and maintains and repairs communications equipment on site.

The Communications Unit's major responsibility is effective communications planning for the JFO Coordination Group. This is critical for supporting the Incident Commanders' requests (if any) for required radio nets and interagency frequency assignments, and ensuring the interoperability and optimal use of all assigned communications capabilities. The JFO Communications Unit Leader should attend all Coordination Process Strategy Meetings to ensure that the communication systems available to the JFO Coordination Group can support coordination and support strategies planned for the next coordination period.

- The **Medical Unit** coordinates all medical activities for Federal workers assigned to the JFO. This includes: developing the JFO Medical Plan (for JFO personnel); supporting Federal, State, and local Incident Command structures, when requested, in developing their Incident Medical Plans; developing procedures for handling any major medical emergency involving JFO personnel; providing continuity of medical care, including vaccinations, vector control, and coordinating for acquisition and mental health services for JFO personnel; providing transportation for injured JFO personnel; ensuring that JFO personnel patients are tracked as they move from origin to care facility to final disposition; assisting in processing all paperwork related to injuries or deaths of incident assigned personnel, and coordinating personnel and mortuary affairs for JFO personnel fatalities. The DHS/FEMA DSO/SC will provide coordination assistance to the Logistics Section for medical services at the JFO.

The *Support Branch* ensures that resource requirements are met, coordinated and moved among the various DHS/FEMA response organizations, other Federal partners, departments and State logistics operations in the incident area. The Support Branch serves as the liaison with the Planning and Operations Sections and the NOC-NRCC to ensure tracking and accountability data on critical resources in support of the Coordination Plan. The Supply, Facilities, Ground Support, and Air Operations Support Units make up the Support Branch.

- The **Supply Unit** orders, receives, stores, and processes all resources, personnel, and supplies. Once established, the Supply Unit also has the basic responsibility for all ordering. The Supply Unit provides the support required to receive, process, store, and distribute all supply orders. The Unit also handles tool operations, which includes storing, disbursing to Incident Commanders, and servicing of all tools and portable, nonexpendable equipment.
- The **Facilities Unit** sets up, maintains, and demobilizes all facilities used in support of the JFO Coordination Group. The Unit provides facility maintenance and security services required to support the JFO Coordination Group and its support activities. The Facilities Unit sets up the JFO, logistics base, camps, and mobilization centers, as well as trailers and/or other forms of shelter requested by the JFO Coordination Group. The logistics base and camps are often established in areas having existing structures, which may be used in their entirety or only in part.
- The **Ground Support Unit** is responsible for: transportation, maintenance, and repair of equipment, vehicles, and mobile ground support equipment used by the JFO Coordination Group; recording usage time for all ground equipment (including contract equipment) assigned to the incident; supplying fuel for all mobile equipment; providing transportation in support of the JFO Coordination Group (except aircraft); developing and implementing the JFO Traffic Plan (if one is needed), and maintaining a transportation pool, which consists of vehicles (e.g., staff cars, buses, pickups) that are suitable for transporting JFO personnel.
- The **Air Operations Support Group** maintains and repairs equipment and aircraft used

by the JFO Coordination Group; records usage time for all aviation equipment (including contract equipment) assigned to the incident; supplies fuel for all mobile equipment; provides transportation by aircraft in support of the JFO Coordination Group, and supports, upon request, Federal, State, and local Incident Command structure air requests.

**3.3.5.4 Finance/Administration Section (Comptroller).** The Finance/Administration Section is responsible for the financial management, monitoring, and tracking of all Federal costs relating to the incident and the functioning of the JFO while adhering to all Federal laws, acts, and regulations. The position of the Finance/Administration Section Chief will be exclusively held by a Comptroller who serves as the Senior Financial Advisor to the JFO Coordination Group and represents the coordinating agency's Chief Financial Officer (CFO) as prescribed by the CFO Act of 1990.

In addition to monitoring multiple sources of funds, the Section Chief must track and report to the JFO Coordination Group the financial "burn rate" as the incident progresses. This allows the JFO Coordination Group members to forecast the need for additional funds before support to Incident Commanders is affected negatively. This is particularly important if significant operational assets are under contract from the private sector. The Section Chief also monitors cost expenditures to ensure that requirements of statutes, rules, and regulations that apply are met. The JFO Finance/Administration Section Chief determines, given current and anticipated future requirements, the need for establishing specific subordinate units. Because of the specialized nature of finance functions, only a qualified Comptroller should be appointed as the Finance/Administration Section Chief. As needed, each participating JFO Coordination Group member agency will provide a deputy.

- The Time Unit is primarily responsible for ensuring proper daily recording of personnel time, in accordance with the policies of the relevant agencies. The Time Unit also ensures that the JFO Logistics Section records or captures equipment usage time, through the Ground Support Unit for ground equipment and through the Air Operations Support Group for aircraft. The Ground Support and Air Operations Support Units are described in section 3.3.5.3.
- The Procurement Unit administers all financial matters pertaining to vendor contracts, for the JFO, and as requested, in support of the Incident Commanders. This unit coordinates with various entities to identify sources for equipment, prepares and signs equipment rental agreements, and processes all administrative requirements associated with equipment rental and supply contracts. Although authorized credit card holders in the Supply Unit within the Logistics Section may make approved purchases with the card, all requirements resulting in a subsequent procurement must be coordinated through the Comptroller. The Procurement Unit will also work closely with local cost authorities.
- The Compensation and Claims Unit handles JFO injury compensation and claims (and upon request, claims from Incident Commanders). The specific activities are, of course, varied and may not always be accomplished by the same person. The

individual handling injury compensation ensures that all forms required by workers' compensation programs and local agencies are completed. This individual also maintains files on injuries and illnesses associated with the incident, and ensures that all witness statements are obtained in writing. Since the Medical Unit may also perform certain of these tasks, close coordination between the Medical and Compensation and Claims Units is essential. The claims function handles investigations of all civil tort claims involving property associated with or involved in the JFO Coordination Group. The Compensation and Claims Unit maintains logs on the claims, obtains witness statements, and documents investigations and agency follow-up requirements.

- The Cost Unit provides cost analysis data for the JFO Coordination Group. This unit must ensure that equipment and personnel for which payment is required are properly identified, obtain and record all cost data, and analyze and prepare estimates of JFO expenditures and other funding information such as current allocations, commitments, and obligations. The Cost Unit also provides input on cost estimates for resource use to the JFO Planning Section. The Cost Unit must maintain accurate information on the actual costs of all assigned resources. Upon request of the Incident Commanders, the JFO Cost Unit may support the on-scene Incident Logistics Cost Units.

### 3.3.6 Emergency Response and Support Teams

Various teams are available to deploy to assist in incident management, set up emergency response facilities, or provide specialized expertise and capabilities. Any of the following teams may be utilized to support prevention, preparedness, response, and recovery activities. When the JFO is established, these teams provide staffing and become a part of the appropriate sections, branches, or units within the JFO.

**3.3.6.1 Emergency Response Team (ERT).** The ERT is the principal interagency group that provides staff to augment the JFO Coordination Group, and is, typically, deployed by the RRCC. When a JFO is established during the pre-incident phase, the JFO Coordination Group may request deployment of the ERT by the RRCC. The ERT includes staff for most of the JFO Sections and Branches except those responsible for Law Enforcement Criminal Investigation (JOC) or Security (MACC). The FBI, for instance, normally brings its interagency partners to fully staff the Law Enforcement Investigative Operations (JOC), but may request ESF #5 support in staffing the JFO Planning and Logistics Sections.

The ERT is composed of DHS/FEMA staff and interagency personnel from the ESF and Support Annex functions. The ERT may include an advance element, known as the ERT-A, that conducts assessments and initiates coordination with the State and initial deployment of Federal resources. Each DHS/FEMA region maintains an ERT ready to deploy in response to threats or incidents.

The National Emergency Response Team (ERT-N) deploys for large-scale, high-impact events, or as required at the direction of DHS/FEMA. The ERT-N is deployed by the NOC-NRCC and will be deployed upon request of the JFO Coordination Group to support pre-incident prevention activities. The ERT-N includes staff from DHS/FEMA headquarters and

regional offices as well as other Federal agencies.

Typically, the ERT organizational structure can support/augment staffing to the JFO Coordination Group, JFO Coordination Staff, and the four JFO Sections (Operations, Planning, Logistics, and Finance/Administration).

**3.3.6.2 Rapid Needs Assessment Team (RNA) Team.** In the event of a major or catastrophic disaster, the affected State may request a RNA Team to deploy to the site for immediate damage assessment and to collect information to determine requirements for critical resources needed to support emergency response activities. The Team is responsible for assessing both overall impact of a disaster and determining immediate State and/or Federal response requirements.

The size and composition of the RNA Team will vary according to the type and scale of disaster. A typical team is comprised of approximately six to eight members and is self-sufficient. The RNA Team is deployed by the regional ESF #5; members may include State emergency management staff and representatives from the Army Corps of Engineers, American Red Cross, Environmental Protection Agency, Urban Search and Rescue Task Forces, U.S. Public Health Service, DOD, DHS/ICE/FPS, and DHS/FEMA staff, as required.

**3.3.6.3 Deployable Situational Awareness Team (DSAT).** DHS has established a Deployable Situational Awareness Team (DSAT) to provide timely and accurate information to the Secretary and Departmental Leadership for actual or potential Incidents of National Significance. The DSAT capability is comprised of a Tier One national team consisting of six DHS/ICE special agents with high-capability communications equipment such as satellite and streaming video. These agents are supported by an additional 26 special agents, designated as Incident Response Coordinators, located in DHS/ICE field offices across the Nation. Upon deployment, team personnel come under the tasking authority of DHS Office of Operations and administrative control remains under the authority of DHS/ICE. The DSAT is an early entry capability and will report simultaneously to the NOC and PFO to ensure that the Secretary and PFO have early situational awareness.

**3.3.6.4 Domestic Emergency Support Team (DEST).** The DEST is a rapidly deployable, interagency team responsible for providing expert advice and support concerning the Federal Government's capabilities in resolving a terrorist threat or incident. This includes law enforcement, criminal investigation, and emergency management assistance, technical and scientific advice, and contingency planning guidance tailored to situations involving chemical, biological, or nuclear/radiological weapons.

Based upon a credible threat assessment and a request by the FBI SAC, the FBI Director and the Under Secretary for Preparedness, in consultation with the Attorney General and the Secretary of Homeland Security, may request authorization through the National Security Council to deploy the DEST to assist the FBI SAC in mitigating the crisis situation. Upon arrival at the FBI command post or JOC, the DEST may act as a standalone advisory team to the FBI SAC, providing recommended courses of action.

### 3.3.7 Emergency Support Functions

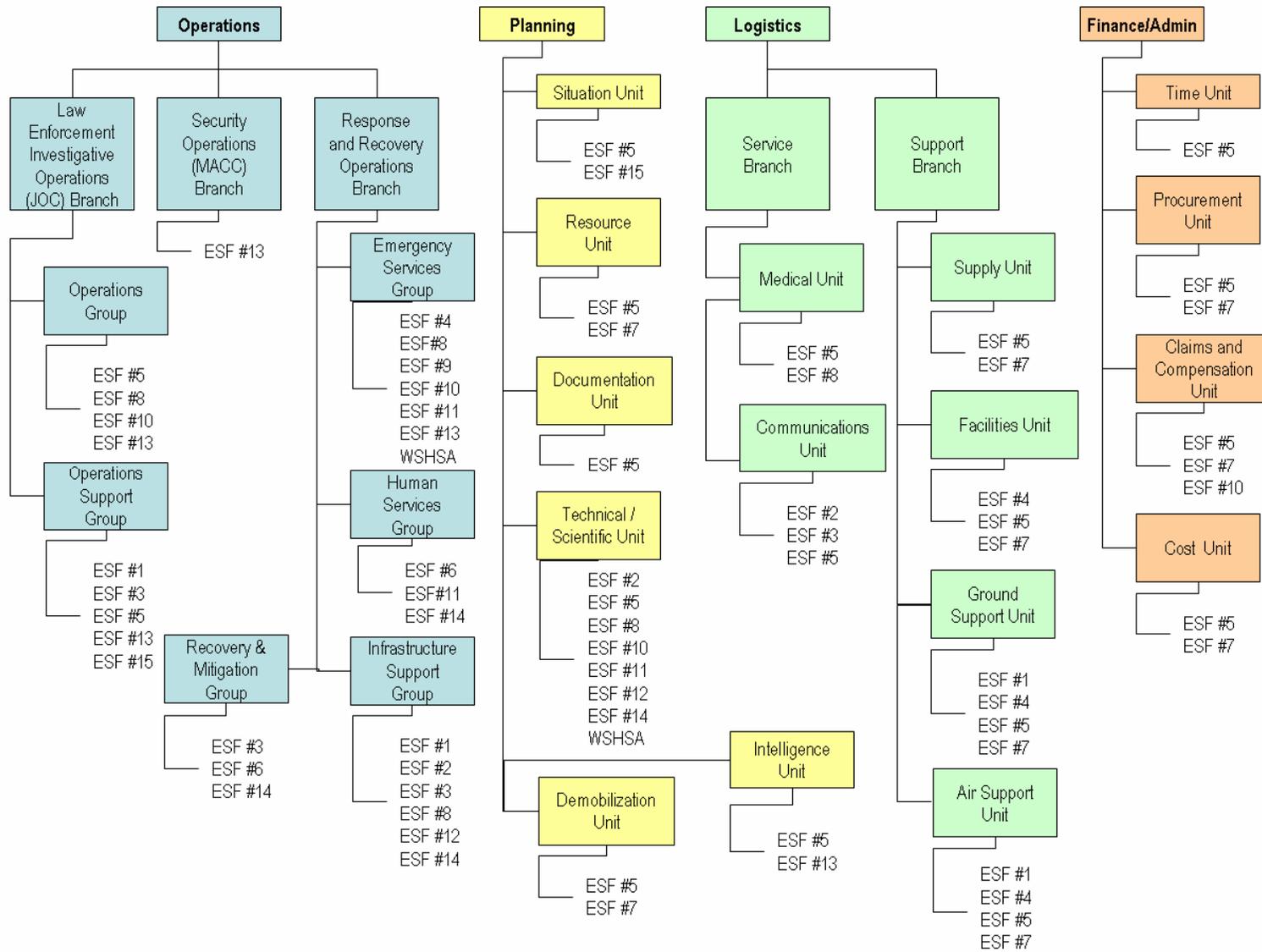
As defined in the NRP, ESFs provide the mechanism for coordinating support to the affected jurisdictions, and for addressing broader regional or national impacts. ESFs are grouped based on the functions and resources most likely to be needed during an incident requiring a coordinated Federal response. As the executive agent for ESF #5 – Emergency Management, DHS/FEMA supports the JFO Coordination Group through the activation of ESF #5 and other ESFs as appropriate for the incident. (See section 4.3 of this SOP for additional details.)

Each ESF is composed of an ESF coordinator, primary, and support agencies. The NRP identifies primary agencies on the basis of authorities, resources, and capabilities. Support agencies are assigned based on resources and capabilities in a given functional area. Agencies representing activated ESFs provide staffing for the JFO. ESFs are activated either through use of the DHS/FEMA mission assignment process for incidents involving Stafford Act declarations or by using the Federal-to-Federal Support mechanisms established in the NRP (see NRP Financial Management Support Annex). In either case, the ESFs:

- Orchestrate Federal support within their functional area, organizing their personnel into the JFO Sections and working directly for the JFO Coordination Group;
- Provide staff for the operations functions at fixed and field facilities, if required;
- Manage mission assignments or interagency agreements;
- Coordinate with support agencies, appropriate State agencies, and private-sector organizations, as required; and
- Plan for short-term and long-term incident management operations.

The Introduction to the NRP's ESF Annexes outlines the general expectation for placement of ESF personnel within the NOC-NRCC and RRCC organizations. Depending on the requirements of the incident, staff and resources from each ESF may be assigned to various JFO components; however, organizationally they normally fall within the Operations, Planning, Logistics or Finance/Administration Sections of the JFO, and other sections as required. The JFO components may engage ESFs as required in the following areas:

Note: This is not the standard mapping. Actual ESF resources will be requested based on the specific needs of the incident.



## 3.4 Support

The JFO Coordination Staff and Sections provide support to the PFO and/or the FCO and other members of the JFO Coordination Group to ensure the efficient implementation of the domestic incident management responsibilities defined in the NRP. This section describes the specific support functions performed to aid the PFO, FCO, or PFO/FCO (for incidents in which the Secretary chooses to combine the PFO and FCO roles), and other members of the JFO Coordination Group to fulfill the JFO mission.

### 3.4.1 To the PFO/FCO

The PFO and FCO (in Stafford Act situations in which a PFO is not designated) are responsible for the overall coordination and management of the JFO Coordination Group. The JFO is a facility established to house the JFO Coordination Group's staff in executing their combined interagency coordination mission under HSPD-5. Accordingly, the JFO staff and sections provide support to the PFO and FCO in the execution of their responsibilities. Although the JFO staff are tasked to support the PFO and FCO (where no PFO is appointed), individually they remain under the operational control of their parent agency or organization.

The JFO Coordination Staff and Sections support the PFO by providing information, arranging/staffing JFO Coordination Group meetings, and developing integrated Coordination Plans and a long-range Strategic Plan.

The PFO serves as the primary, although not exclusive, point of contact for Federal interface with State/local/tribal senior elected/appointed officials, the media and the private sector. Accordingly, the JFO Coordination Staff and Sections support the PFO by contributing to the coordinated external affairs plan developed by the JFO External Affairs Officer and supporting the JFO JIC operations as required.

In addition to facilitating Federal support to the established ICS Unified Command structure and coordinating overall Federal incident management and assistance, the PFO facilitates the coordination of local DHS components. The JFO Coordination Staff supports the PFO by coordinating via the appropriate DHS liaison on the JFO Coordination Staff with the highest appropriate local DHS component/agency/office. The PFO does not engage in unilateral command and control over DHS component resources.

### 3.4.2 To the JFO Coordination Group

JFO Coordination Staff and Sections' support to the JFO Coordination Group may include, but is not limited to, the following (for more detailed information-flow procedures, see section 4.4.1 and Annex E section 2.2):

- **Security Officer**
  - Provides updated lists of personnel requiring access to field facilities. The lists should include security-level requirements in order to facilitate access of all JFO Coordination Group members. All JFO elements provide required reports to the Security Officer.

- **Disaster Safety Officer/Safety Coordinator.** The DHS/FEMA Disaster Safety Officer/Safety Coordinator will support the JFO by providing occupational safety and health assessments to identify and anticipate any recognized or unknown hazards for personnel at DHS/FEMA-managed facilities and DHS/FEMA employees.
- **Worker Safety and Health Annex Coordinator.** The DSO/SC shall coordinate the Interagency Safety Committee at the JFO and oversee meeting activities as part of the disaster operation. When OSHA is activated to implement the Worker Safety and Health Support Annex, they will designate a principal advisor for the Worker Safety and Health Support Annex to be a member of the Interagency Safety Committee. OSHA will also be available to advise the designated DHS/FEMA safety officer/safety coordinator at the JFO on worker safety and health issues. Other SFOs may also appoint safety officers to advise on their personnel and to interface with the JFO Safety Coordinator."
- **The Logistics Section provides:**
  - All relevant documents and reference materials for the JFO Coordination Group, to include National Geospatial Intelligence Agency (NGA) or Defense Information Systems Agency (DISA)-provided overlays, plasma screen displays of graphics and timelines, and video teleconferencing technology. The Situation Unit will manage the data and use of these products.
  - Real-time communications links to the on-scene Incident Command(s) and Area Command(s).
  - Real-time communications links to other Federal EOCs at the local and regional levels, as well as all appropriate State, local, tribal, and nongovernmental EOCs, along with relevant elements of private-sector organizations.
  - Real-time communications links to the IAC for those special circumstances in which the IAC communicates directly with the PFO, the JFO Coordination Group, or external partners at the JFO.
  - Real-time communication links to Federal national-level EOCs, to include the NOC-Interagency Watch (NOC-Watch), NOC-NRCC, FBI SIOC, and NOC-NICC.
- **The Planning/Situation Unit provides the following with the understanding that some information will reside within the Law Enforcement Investigative Operations (JOC) and Security Operations (MACC) Branches;**
  - An initial intelligence/information in-brief following JFO Coordination Group formation, and continuously updated situational awareness as the incident progresses (see section 4.4.1 of this SOP and section 2.2 of Annex E for details of the information-sharing process).
  - General situational awareness, common operating picture (including integration of existing Law Enforcement Investigative Operations Branch (JOC); and Security Operations Branch (MACC) situation displays at multiple levels of information classification), and support to and acting upon requests for information from the JFO Coordination Group.
  - Serving as the primary conduit for local and/or regional situational awareness to each SFO regional or headquarters operation center (including the NOC-Watch, NOC-

- NRCC, and NOC-NICC) and to the IAC.
  - Serving as the focal point for local partner notification and dissemination of warnings, bulletins, and other information generated/approved by the IAC, DHS senior leadership, and/or the JFO Coordination Group.
  - Management and product use for relevant documents and reference materials, including NGA and DISA-provided overlays, plasma screen displays of graphics and timelines, and video teleconferencing technology.
  - Law Enforcement Investigative Operations Branch (JOC):
    - Through coordination with the FBI SIOC, provides access to and situational awareness of national-level coordination with the National Counterterrorism Center (NCTC), Terrorist Screening Center (TSC), and other Federal Government entities for terrorism-related threat analysis and incident coordination.
    - An initial intelligence/information in-brief following JFO Coordination Group formation, and continuously updated situational awareness as the incident progresses.
- 

## 3.5 Relationships

The integration of the JFO operations with other key NRP components is critical to achieving the objectives of a single, unified approach to domestic incident management as set forth in the NIMS and the NRP. To effectively achieve these objectives, the JFO staff must maintain ongoing relations with other elements of the Incident Command System and the multiagency coordination system established through the NRP. This includes the IAC, the NOC-Watch, NOC-NRCC, RRCC and NOC-NICC, Federal, State, local, tribal, private-sector, and other relevant emergency operations centers, national and regional multiagency coordination or advisory entities, and the various emergency response and support teams. This section describes key elements of those relationships:

### 3.5.1 To the IAC

The PFO serves as the primary point of contact with the IAC for the JFO and routinely interacts directly with the IAC Director (when the IAC is activated). In circumstances when the IAC is activated, but no PFO is designated, the FCO (in Stafford Act situations) or appropriate SFO, based on an NRP implementation for Federal-to-Federal support, serves as the primary point of contact for the IAC.

The Secretary of Homeland Security activates the IAC, fully or partially, based on the nature, severity, magnitude, and complexity of a threat or incident. The IAC facilitates threat/incident management and serves to advise the Secretary of Homeland Security. The IAC normally will be supported by the NOC, which in turn interacts directly with the JFO Planning Section/Situation Unit.

### 3.5.2 To the NOC, NOC-NRCC, and RRCC

The information-sharing and resource coordination “battle rhythm” for the JFO is defined in part by the operations tempo set by the NOC-Watch, the NOC-NRCC, and/or the RRCC. The NOC is the primary hub for domestic incident management operational coordination and situational awareness. Relevant components within the NOC-NRCC and the RRCC are activated as required to coordinate ESF activities and provide resource coordination and support for the JFO.

When the JFO is fully operational and assumes these responsibilities, the RRCC and/or NOC-NRCC return(s) to monitoring the incident. Depending on the complexity of the specific incident, or the ongoing threat environment for either terrorist-related incidents, natural disasters, or other incidents requiring a coordinated Federal response, activated components within the NOC-NRCC and the RRCC may remain active as long as needed.

### 3.5.3 To the NOC-NICC

The NOC maintains communications and coordinates with CI/KR information-sharing entities through its functional component, the NOC-NICC. The NOC-NICC monitors the Nation's CI/KR on an ongoing basis and conducts daily polling of the standing information-sharing entities for incidents and abnormalities. During an incident, the NOC-NICC provides a coordination vehicle to share information across infrastructure and key resource sectors through appropriate information-sharing entities.

To preclude overlapping contact with these entities at the local level, the JFO External Affairs Officer and JFO Coordination Staff Infrastructure Liaisons will maintain direct contact with the NOC-NICC. The JFO Coordination Group, the NOC-NICC, and the NOC-Watch will inform one another and coordinate their communications to national-level infrastructure and resource information-sharing entities.

### 3.5.4 To Federal Regional and Headquarters Operations Centers

Federal agencies with direct jurisdiction and/or responsibility for incident management typically activate headquarters and/or regional operations centers. In keeping with NIMS information-sharing principles, the NOC and the JFO establish and maintain communications with these operations centers. The communications channels between the JFO and the various Federal EOCs are designed to facilitate reporting requirements, facilitate communications between the EOCs, the JFO and relevant field units, and to deconflict information. Headquarters examples include the FBI SIOC, the Transportation Security Administration Operations Center, Department of Agriculture Emergency Operations Center, and Coast Guard Command Center.

Each of these operations centers will have information requirements and operational interaction (including both support and guidance) with their field units, while simultaneously having an SFO serving in the JFO. (In some cases, the regional director may move to the JFO and "dual hat" as the agency's SFO.) In keeping with NIMS information-sharing principles and with the JFO's role in supporting each SFO in the JFO Coordination Group, the JFO will establish and maintain communications (as indicated by the SFO) with regional and headquarters operations centers in order to provide the SFO with direct reporting channels. This interaction with regional operations centers is particularly important to ensure that the JFO Coordination Group and regional operations to coordinate and deconflict sharing of information.

### 3.5.5 To State, Tribal, and Local EOCs

The JFO Coordination Group typically includes State representatives such as the SCO, who serves as the State counterpart to the FCO and manages the State's incident management programs and activities, and a representative of the Governor of the impacted State. The JFO Coordination Group may also include tribal and/or local area representatives with primary statutory authority for management of the specific incident.

The JFO will establish links to the State and tribal EOCs, and through the State to local EOCs, but does not assert direction or control over State, tribal, or local coordination activities to support the State, local or tribal members of the JFO Coordination Group and to accomplish its overarching mission.

### 3.5.6 To National and Regional Advisory Entities

Many existing independent coordination and response systems (such as the National Response System) have established regional and national advisory entities (such as the National and Regional Response Teams). These entities typically are linked to the NRP through the ESF or Incident Annexes. Where these advisory entities are activated, the JFO Coordination Group may interact with them for advice or assistance through the cognizant SFO (e.g., through the U.S. Coast Guard (DHS/USCG) or Environmental Protection Agency (EPA) SFO during an oil or hazardous materials incident) or their staff.

### 3.5.7 To Field Emergency Response and Support Teams

The NRP describes the field emergency response and support teams that may be activated to deploy (e.g., the ERT-A, ERT-N, Federal Incident Response Support Team (FIRST), and ESF #8 teams.) (See the NRP at pages 40-41). Where these teams are activated to support the FCO/FRC, PFO (where designated), or any SFO, these teams merge into the JFO Coordination Staff and JFO Sections for the duration of their deployment. Teams deployed for direct support to the Area/Incident Command structures, etc., are under the control of the Incident Commander. An exception to this command structure is the DSAT, which is a direct report to the Secretary through DHS/ICE Headquarters and the NOC.

### 3.5.8 To the On-Scene Incident Command Structures

The JFO Situation Unit and Resources Unit may establish direct interaction as described above. Ideally, Unified Federal/State/local Incident Command structures will be formed. In that situation, Federal components of the incident command structures typically interact with the JFO through their SFOs (where designated) and JFO ESF representatives, and provide information on the status of Incident Command activities and resource needs. The SFO and ESF JFO representatives ensure that this information is provided to the appropriate JFO sections. Additionally, the Unified Command may also interact with the JFO Coordination Group as needed to exchange information and discuss issues. Other links between the JFO and incident command structures can be established as needed. In the case of Incident Command structures that are staffed solely by State and local personnel, the State lead official in the JFO is responsible for communications with the State/local Incident Command structures, which may be forwarded through the State EOC or in another fashion.

### 3.5.9 To Area Field Offices

The JFO Coordination Group may establish a forward element of the JFO Operations Section, which is responsible for a specific geographic area, parallel to the NIMS/ICS division. The Area Field Office (AFO) resides wholly within the JFO Operations Section. The AFO Director is equivalent in grade to a branch director within the JFO Operations Section and reports directly to the JFO Operations Section Chief. The AFO operational responsibilities will be delineated by the JFO Coordination Group and the JFO Operations Section Chief. Under normal circumstances, no logistics, finance and administration, or planning functions will be deployed within the AFO – those functions remain part of the larger JFO. Where operations so warrant, the PFO and JFO Coordination Group may assign a Deputy PFO to serve as the voice of the JFO Coordination Group within an AFO and to work with designated municipal, state, tribal, and private-sector leadership. The JFO Coordination Group may establish as many AFOs as deemed necessary and efficient to the response.

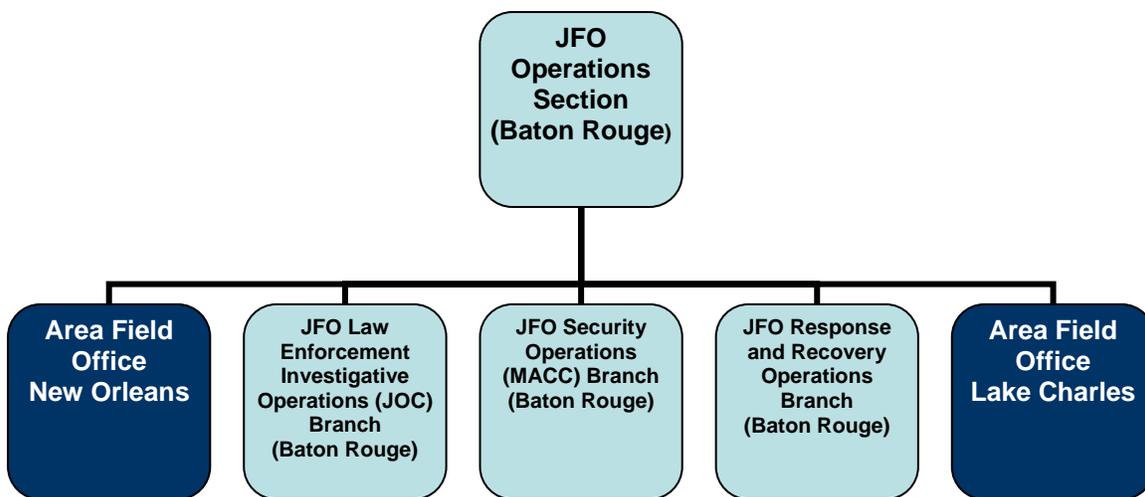


Figure 1. Real-world example of an AFO structure based on Hurricane Katrina

## 4.0 Concept of Operations

### 4.1 General

The JFO provides a temporary field facility to collocate staff and functions of existing multiagency coordinating centers and integrate the processes of the relevant jurisdictions into a unified organizational structure. The JFO is structured to accommodate all entities (or their designated representatives) essential to incident management, information sharing, and the delivery of disaster assistance and other support.

When activated to support a NSSE or other security coordination function, the DHS/USSS MACC and the FBI JOC are collocated at the JFO when possible. Other Federal operations centers or operational entities, such as a DOD Joint Task Force headquarters, also collocate at the JFO whenever possible. In the event that collocation is not practical, Federal agencies will be connected virtually to the JFO and will assign liaisons to the JFO to facilitate the coordination of Federal

incident management and assistance efforts.

State, local, tribal, private-sector, and nongovernmental organizations are encouraged to assign liaisons to the JFO to facilitate interaction, communication, and coordination. Law enforcement activities are managed through the JOC, which becomes an operational branch of the JFO during terrorist-related Incidents of National Significance when required.

When incidents impact the entire nation or multiple States or localities, multiple JFOs may be established regionally. In these situations, one of the JFOs may be identified (typically in the most heavily impacted area) to serve as the primary JFO and provide strategic leadership and coordination for the overall incident management effort, as designated by the Secretary.

The JFO Coordination Group is a NIMS multiagency coordination entity, and serves the functions defined in the NIMS. The JFO, providing staff to the JFO Coordination Group to conduct its mission, is a multiagency coordinating structure. Although individual SFOs may provide direction and control to their components at the Incident Command level, this is not the function of the JFO Coordination Group or the JFO. Instead, the JFO Coordination Group and JFO staff focus on core functions, as defined in the NIMS at chapter 2, section B.2.b, regarding multiagency coordination. As indicated in the NIMS, the JFO Coordination Group's functions include, but are not limited to:

- Intelligence and information sharing, specifically:
  - Ensuring that each agency involved in incident management activities (whether on scene or surrounding the incident scene) is capable of and is providing and receiving appropriate situational awareness and resource status information; and
  - Ensuring that each agency involved in intelligence, investigation, and law enforcement activities is providing and receiving appropriate intelligence.
  
- Resource and operational requirements and support, specifically:
  - Acquiring and allocating Federal resources required by incident management personnel in concert with the priorities established by the State EOCs, county EOCs, Area Commands, and Incident Commands or Unified Commands;
  - Anticipating and identifying future Federal resource requirements;
  - Coordinating and resolving policy issues arising from the incident(s); and
  - Providing scientific and technical support to the EOCs, Area Commands, and Incident Commands or Unified Commands. (See the Science and Technology Support Annex to the NRP.)

Existing multiagency coordination entity structures (DHS/USSS MACC, FBI JOC) and processes are collocated in the JFO.

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## 4.2 Context for JFO Coordination Group Coordination

This section of the JFO SOP outlines the JFO Coordination Group's coordination and support actions required to support the incident management action described in the NRP section V Incident Management Actions, page 46-57. NRP section V describes incident management actions ranging from initial threat notification to early coordination efforts to assess and disrupt the threat, to

preparatory activation of the ESF structure, to deployment of Federal resources in support of incident response and recovery operations. These actions do not necessarily occur in sequential order; many may be undertaken concurrently in response to single or multiple threats or incidents.

Depending on the nature, scope, and magnitude of the threat or the incident, the NOC-NRCC, RRCC, ERT-A, ERT-N, JOC, DSAT, MACC, FIRST, RNA, and JFO may be activated. The following list details some of the key actions that would be relevant for the JFO Coordination Group and Staff.

1. When the Governor declares a state of emergency, the Governor may activate the State emergency operations plan and request assistance under the Stafford Act. The State and DHS/FEMA jointly conduct a Preliminary Damage Assessment (PDA) to validate the State's request and/or determine the kind of Federal assistance needed. This may include the deployment of a RNA Team.
2. After the Incident of National Significance declaration or decision to establish a JFO (regardless of Stafford Act disaster declaration status), the RRCC, staffed by regional personnel, coordinates initial regional and field activities such as deployment of the ERT and ERT-A. A JFO in the affected jurisdiction may be established. The ERT-A assesses the impact of the incident, gauges immediate State needs, and makes preliminary arrangements to set up operational field facilities.
3. An interagency team comprised of ESF representatives staffs the NOC-NRCC and provides support to the regions with initial activation and mission assignment requirements or NRP mutual-aid operations, and supports the RRCC until field components are in place and prepared to take operational control. RRCCs issue activation mission assignments to ESFs.
4. If the President issues a major disaster or emergency declaration under the Stafford Act, an FCO, appointed by the President, coordinates Federal response and recovery activities. The FCO deploys to the impacted State and works with the SCO to identify resource requirements.
5. When a JFO is established through Federal-to-Federal support mechanisms, the Secretary of Homeland Security may appoint an FRC to coordinate the mutual-aid process detailed in the NRP.
6. The JFO Coordination Group organizes as soon as practical by teleconference or in person to determine which departments and agencies have primary jurisdictional responsibility or functional authority. Those specific agencies, if not already identified, are invited to provide a SFO to join the JFO Coordination Group. All SFOs designated for the incident assemble and consolidate their personnel to establish the JFO Sections and Coordination Staff. ESF #5 coordinates the activation of the other ESFs and personnel from departments and agencies with responsibilities outlined in the NRP Support or Incident Annexes to provide additional staff support required for the JFO.
7. Members of the JFO Coordination Group work together to accomplish their programmatic responsibilities. See section 4.4 and Annex C of this SOP for details of the coordination process.

8. Immediately following an incident, upon direction of the Secretary or Office of Operations, the DSAT may be deployed to provide timely and accurate information on the incident to the Secretary. However, the DSAT may also provide information to the JFO Coordination Group or PFO so long as the requirements do not detract from its primary mission of supporting the Secretary and Departmental Leadership. When information is provided to field personnel, the first recipient will be the JFO Coordination Group. The manner in which data is passed to the PFO and JFO Coordination Group will be decided in the initial coordination meeting.
  9. Where two or more JFOs have been established in response to an incident (or multiple incidents), the NOC-NRCC and/or the RRCC continue(s) to coordinate between JFO Coordination Groups.
  10. As immediate response priorities are met, the JFO Response and Recovery Operations Branch will typically expand to address response, recovery, and hazard mitigation program implementation. At this point, activities of the Law Enforcement Investigative Operations (JOC) and Security Operations (MACC) Branches may diminish.
  11. As the need for full-time interagency coordination at the JFO ceases, the JFO Coordination Group plans for selective release of Federal resources, demobilization, and closeout. Federal agencies then work directly with their grantees from their regional or headquarters offices to administer and monitor individual recovery programs, support, and technical services. ESF #14 – Long-Term Community Recovery provides a framework for Federal Government support to State, regional, local, and tribal governments, NGOs, and the private sector designed to enable community recovery from the long-term consequences of incidents requiring a coordinated Federal response.
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## 4.3 Initiation/Activation

### 4.3.1 Initiation Process

In order to meet the objectives set forth in the NRP, the JFO must be established and operational either during the pre-incident prevention phase or within approximately 12 hours of an order to deploy (although use of the rapid-reaction Type III Expeditionary JFO capability will not be warranted in most cases). The urgency and requirements for almost-instant operations capabilities requires extensive planning and precise logistics operations. When possible, consideration should be given to the use of existing regional or field office-level contingency plans and the full scope of potential JFO requirements. Section 5.0 of this SOP provides guidance on requirements necessary to allow efficient, interoperable, and effective logistical support to the JFO.

For uniformity of reference, this SOP refers to JFOs according to scales as: Type I (catastrophic/large), Type II (medium), and Type III (small). Recognizing that the JFO is modular (with various Operations Section branches activated to differing scales, or not at all), differing levels of logistical support will be required for JFO operations depending on its precise

configuration. See section 1.6.19 of this SOP for a definition of the Type III Expeditionary JFO.

#### 4.3.1.1 Planned Activations

The following process generally initiates a JFO for planned events:

- **Step 1: Direction to Pre-Establish a JFO.** The Secretary of Homeland Security may direct the pre-establishment of a JFO for a planned security event or geographically-focused threat. The NOC informs the NOC-NRCC, FBI SIOC, NOC-NICC, and RRCC, as well as the affected governors and tribal officials, when the Secretary directs the pre-establishment of a JFO. The direction from the Secretary may reference a pre-designated FCO and/or a pre-designated PFO (at the discretion of the Secretary), and identify affected SFOs including the SFLEO.
- **Step 2: Establishment of JFO.** The prospective JFO Coordination Group will coordinate (usually by periodic teleconferences) to define appropriate requirements for a JFO, including the structure charged with managing the event. The JFO will be established at an agreed-upon time before the event with sufficient space to accommodate the JFO Coordination Group, JFO Coordination Staff, FBI JOC elements, the DHS/FEMA ERT-A, and JFO Planning, Logistics, and Finance/Administration Section representatives. Typically, during planned events the JFO staff monitors activities and remains prepared to assume its primary threat and coordination functions when required. The JFO is scalable and moves or expands as necessary to accommodate in the context of a particular threat or incident. Beginning in Fiscal Year 2007, additional costs for JFO support are the responsibility of the Secretary of Homeland Security during instances where there is no Stafford Act funding and there is no single requesting Federal agency. In the interim, the additional costs will be negotiated between the JFO Coordination Group member agencies on a case-by-case basis. (See section 5.4.3 Funding for JFO for further information)
- **Step 3: Contingencies for Scale-Up.** Once a JFO location has been designated, contingencies for scaling up the JFO will be developed by the JFO Logistics and Operations Sections Chiefs. The scale-up contingencies will be validated by the JFO Coordination Group. These anticipated contingency requirements must be in place as part of the event execution process.

#### 4.3.1.2 Incident of National Significance

The following process generally initiates the establishment of JFO (presuming a JFO has not been pre-established):

- **Step 1: Request for Designation.** The Secretary of Homeland Security may designate an event as an Incident of National Significance in several circumstances:
  - **Federal-to-Federal Assistance.** A Federal department or agency acting under its own authority has requested the assistance of the Secretary of Homeland Security;
  - **State and Local Assistance.** The resources of State and local authorities are overwhelmed and Federal assistance has been requested by the appropriate State

- and local authorities;
  - **Substantial Federal Involvement.** More than one Federal department or agency has become substantially involved in responding to the incident;
  - **President-Directed Incident Management.** The Secretary of Homeland Security has been directed by the President to assume responsibility for managing a domestic incident.
- **Step 2: Designation.** When the Secretary declares the Incident of National Significance, the NOC-Watch informs the NOC-NRCC, FBI SIOC, NOC-NICC, RRCC, requesting agencies (if any), Federal departments and agencies (as operational security considerations permit), affected State governor and tribal officials. The declaration will reference an FCO (designated by the President in Stafford Act situations) and an SFLEO (where law enforcement coordination is anticipated or ongoing), and name an FRC (for non-Stafford Act situations), and a PFO (if one is necessary). The Secretary may choose, in other than terrorism incidents, to combine the roles of the PFO and FCO in a single individual to help ensure synchronized Federal coordination.
    - **Federal-to-Federal Assistance.** The declaration will also name the requesting agency's SFO. In this instance, an FRC rather than an FCO will be appointed by the DHS Secretary.
    - **State and Local Assistance.** The Presidential declaration of a major disaster or emergency under the Stafford Act will reference the name of the FCO designated for the incident. Depending on the scope and magnitude of the incident, the DHS Secretary may or may not designate a PFO. In situations when the Secretary does not designate a PFO, the FCO performs the PFO duties.
    - **Substantial Federal Involvement.** The declaration will reference the SFOs for the substantially involved Federal agencies, and reference the funding mechanism for the JFO activation agreed to between the agencies and the Secretary.
    - **President-Directed Incident Management.** As with the Substantial Federal Involvement case, the declaration will reference the agreed-upon funding mechanism.

The Secretary may choose to activate a JFO for incidents of lesser severity in support of an incident being managed by another Federal department or agency or in the context of a general threat.

- **Step 3: JFO Coordination Group Scoping Meeting.** Immediately upon receiving the incident designation, the RRCC and/or the NOC-NRCC coordinate(s) a brief teleconference for the newly named JFO Coordination Group to:
  - Ascertain coordination and resource support requirements and priorities;
  - Ascertain which EOCs and multiagency coordination entities are active;
  - Identify additional JFO Coordination Group members (including other SFOs, tribal representatives, and private-sector organizations);
  - Provide details of SFO's, FCO/FRC's, and (where designated) PFO's (or Interim PFO's) travel itinerary to the affected area;
  - Define the size and nature of the deploying SFO, FCO/FRC, and PFO support staffs;

- Determines whether use of the Type III Expeditionary JFO capability will be required (pending availability of that capability);
  - Determine whether requests from deploying Federal headquarters/regional elements to be housed within the JFO can be accommodated;
  - Select a location for immediate use as an initial or Expeditionary JFO until a fully operational JFO can be established. In some instances, NIMS multiagency coordination entities may already have been established by Federal responders operating under their own authorities (as in the case of responses under the National Contingency Plan). These structures may be used as the JFO with only minor changes needed to conform to NRP processes;
  - Define the anticipated scale and modules ultimately needed in the JFO; and
  - Assign representatives to the JFO site-search team (if the JFO Coordination Group anticipates needing more space or support as the incident progresses). Where the JFO Coordination Group has identified additional agencies or organizations which should be part of the JFO Coordination Group, the request for those agencies to designate an SFO or representative will be made from the JFO Coordination Group through the RRCC (or NOC-NRCC where the agency/organization has no regional structure or when the event is of the scale and magnitude that requires overall coordination from the NOC-NRCC).
- **Step 4: ESF #5 – Emergency Management Support.** The ESF #5 Annex to the NRP identifies core management and administrative support to the NOC-NRCC, RRCC, and JFO. ESF #5 supports all Federal departments and agencies across the spectrum of domestic incident management activities from prevention to response and recovery. When activated by DHS/FEMA pursuant to a Stafford Act declaration, or at the request of another Federal agency, ESF #5 carries out alert and notification, deployment and staffing, coordination of operations, logistics and material, direction and control, and other key functions. The SOP for ESF #5 details the specific tasks that ESF #5 performs, including but not limited to setting up, staffing, and managing the JFO.

As described in the ESF #5 SOP, the RRCC activates ESF #5 to deploy and staff the Type III Expeditionary JFO capability (where activated), conduct the Baseline Analysis, documented in the Scope of Work for the interagency agreement authorizing the deployment of ESF #5 assets. Projected costs of the assistance requested on the interagency agreement as well as any requirement for urgent needs will be identified in this initial scoping session.

Typically the ESF #5 Team Leader as well as the Finance/Administration and Logistics Section Chiefs will coordinate with the requesting agency(ies) on pre-deployment conference calls, site searches, composition of site-search team, need for a JFO, design and build-out of additional JFO space, and transition plans between RRCC and JFO as necessary. As mentioned earlier in this section, the ESF #5 SOP addresses these tasks.

- **Step 5: Urgent Coordination and Support.** Simultaneous with step 4, where coordination and resource support are urgent the RRCC will activate an appropriate component of ESF #5 and initiate resource support via the mission assignment or MOA

process outlined in Appendixes 5 and 6 of the NRP. Such support at the RRCC will continue until the JFO assumes these functions.

- **Step 6: JFO.** Simultaneous with step 5, the JFO Coordination Group and ERT-A (when activated) will deploy to and establish an initial information-sharing system at the JFO designated in step 3. For a no-notice event, each region should have the ability to establish an initial JFO within 12 hours of the determination of an Incident of National Significance. All affected agencies should plan for minimum 30-day duration of operations at the JFO. The JFO may initially require continued RRCC resource support functions; the RRCC support functions transfer to the JFO when the JFO is capable of assuming those functions.
- **Step 7: Augmentation of the JFO.** Expansion or relocation of the JFO will take place according to the plan and timeline established by the JFO Coordination Group and ESF #5. The new location must include sufficient space to accommodate the extant JFO subordinate elements and all additional elements as dictated by the situation.

### 4.3.2 Initiation Timeframes

**4.3.2.1 Pre-Planned JFO Activations.** The JFO Coordination Group will coordinate to define appropriate requirements for a JFO. When preparing for a NSSE, it is expected that various elements of the JFO (e.g., the DHS/USSS MACC or FBI JOC) will become operational at different times prior to the event. The decisions made by the JFO Coordination Group regarding JFO activation will take into account the needs of these various JFO elements and will not impede these entities from carrying out their specific authorities or performing their responsibilities under all applicable laws, Executive Orders, and directives.

**4.3.2.2 Type III Expeditionary JFO Activations.** A Type III Expeditionary JFO will be established as soon as possible, and in no case later than 12 hours after orders to deploy from the RRCC. The Type III Expeditionary JFO will be self-supporting for up to three weeks and capable of operating in austere environments with minimal functioning infrastructure in order to allow sufficient time for an augmented JFO facility to reach full operating capability.

**4.3.2.3 Other JFO Activations.** A fully functional JFO will be established as soon as possible, optimally within 72 hours of the Secretary of Homeland Security's declaration of an Incident of National Significance or the direction to establish the JFO as a preparedness action during the pre-incident phase (provided infrastructure and the operational situation so allow). The JFO must have an initial operating capability as soon as possible after the Secretary designates the Incident of National Significance to allow sufficient time for the facility to reach full operating capability.

## 4.4 JFO Coordination Processes

The JFO Coordination Cycle incorporates the principal functions of information sharing, resource and operational support, and strategic guidance. The coordination process (see Figure 1) defines a sequential pattern of meetings, information exchange, planning, logistics, and finance/administration activities generating a Coordination Plan consistent with the NIMS (see tab 8 to appendix A of the NIMS). The JFO coordination process provides:

- Current information accurately describing the incident situation, the situation in the area outside the incident, and the resource status;
- A prediction of the probable course of events;
- Critical Information, Support, and Coordination Objectives, along with strategies to achieve them; and
- An accurate, realistic Coordination Plan for the next coordination period (roughly analogous to the Incident Operational Period but focused on coordination timeframes).



Figure 1

See Annex C for a detailed description of the coordination process.

### 4.4.1 Information and Intelligence-Sharing Processes

The NIMS defines *coordinate*: “to advance systematically an analysis and exchange of information among principals who have or may have a need to know certain information to carry out specific management responsibilities.” To meet this coordination requirement, the JFO coordination process generally follows the procedural steps outlined below:

- **Step 1: Develop a List of JFO Information Customers.** The JFO Coordination Group or designated staff develops a list that includes, but is not limited to:
  - Federal agencies (including SFO regional and headquarters operations centers) that have critical information needs;
  - State and local agencies, as determined by the SCO or GAR, with critical information needs;
  - Private-sector entities identified by the Infrastructure Liaison that have critical information needs;
  - NGOs designated by the External Affairs Officer or ESF #5 that have critical information needs.

During terrorism incidents/NSSEs, the SFLEO/SFO will vet these requirements against standing sensitive and classified information dissemination rules. At a minimum, the SFLEO/SFO will initiate action to provide suitable briefings to the other JFO Coordination Group members, including the processing of urgent interim clearance requests, etc.

- **Step 2: Establish Communications.** As the list of JFO information customers is being developed, the JFO Coordination Group directs the JFO Planning Section/Situation Unit to establish (in coordination with the NOC) communications with these customers.
  - **External Communications Links.** All activated Federal EOCs are automatically a part of the external information customer list. The JFO/Situation Unit will only add State and local EOCs to the external customer list, however, through the State representative, ensuring consistency with established State and local information-sharing networks. Communications at the unclassified, law enforcement restricted, and classified levels will be required for terrorist-related incidents, certain other Incidents of National Significance, and certain incidents requiring a coordinated Federal response. For a JFO established for a NSSE, these functions will be performed by both the Security Operations Branch (MACC) and the Law Enforcement Investigative Operations Branch (JOC) unless an Incident of National Significance, or other incident requiring a coordinated Federal response, occurs during the NSSE.
  - **Internal Communications Links.** Information flows into the JFO and is assessed, checked for relevance, checked to determine whether it has been previously reported, prioritized, analyzed, and archived at a variety of locations. The JFO/Situation Unit will establish internal communications to the following internal JFO information nodes: (1) the Law Enforcement Investigative Operations Branch (JOC) Intelligence Unit; (2) the JFO Planning Section/Information and Intelligence Unit; (3) the Intelligence Operations Center or JFO Intelligence Section; and (4) the Security Operations Branch (MACC) Incident Monitor. For terrorist-related incidents, extensive coordination between the JFO Planning/Situation Unit and the JFO Law Enforcement Investigative Operations Branch (JOC) Intelligence Unit is essential for matters regarding law enforcement information.

The primary communication platform for JFO personnel to pass data, provide and obtain situational awareness, collaborate on report generation, and submit and receive RFIs will be the HSIN-JFOnet. HSIN-JFOnet is a component of the DHS Homeland Security Information Network, a web-based communications tool suite, and is managed by the NOC.

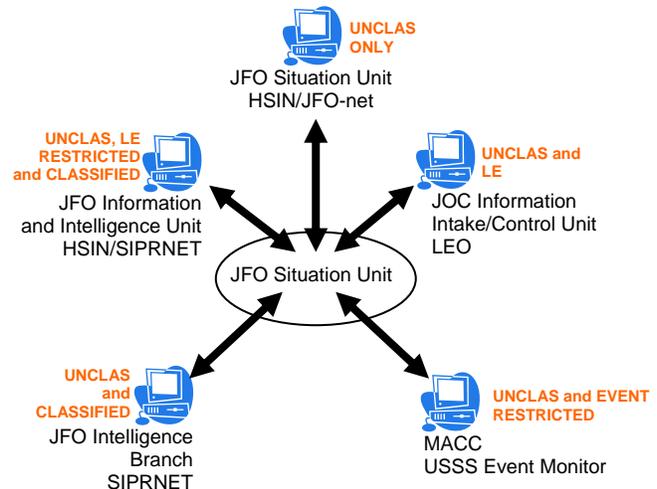
- **Step 3: Essential Elements of Information.** The JFO Situation Unit solicits requirements regarding Essential Elements of Information (EEl)s, and consolidates these, along with the information requirements of the State representative, tribal representatives, and all SFOs, into an EEl)s list (tiered at the unclassified, law enforcement restricted and classified levels). EEl)s are critical items of specific information required to plan and execute an operation and make timely, logical decisions.

The JFO Coordination Group plays a key role in defining the Critical Information Requirements (CIRs). CIRs comprise information requirements that need to be collected and processed in order to meet operational requirements and are critical in facilitating timely information management and the decision-making process that affects successful operations. (See Tab 7 to Annex E for more detail on CIRs and EEIs.)

When possible, SFOs consolidate their information requirements into a single list, thereby allowing the JFO Situation Unit to forward a single Situation Report (SITREP) that satisfies each SFO regional or headquarters requirement (see Annex E, Tabs 1 and 2 for the SITREP format). Control of sensitive and classified information along with differing requirements may entail a “base and branch” approach to information passing wherein common, agreed-upon factual information will be produced, with additional, nonconflicting information being added by various JFO components and distributed according to their own protocols. A guiding principle of information sharing within the JFO is to keep the “base” as broad as possible within information security requirements to minimize the possibility of conflicting reports or inappropriate withholding of information. Agencies may be asked for information, but nothing in the Essential Elements of Information constitutes a mandatory tasking to any entity connected to the JFO.

- **Step 4: Information-Sharing Procedures.** Based on the Essential Elements of Information EEIs list, the JFO Situation Unit establishes standard information-sharing procedures to alert customers (internal to the JFO and external) of relevant information as it flows into the JFO (for a JFO established for a NSSE, these functions will be performed by the Security Operations Branch (MACC) unless an Incident of National Significance, or other incident requiring a coordinated Federal response, occurs during the NSSE). This information-passing protocol is used by the JFO Situation Unit both to assess incoming information and to move information to customers defined in step 1:
  - The JFO Situation Unit will use the protocol to assess incoming unclassified information for relevance to the threat, incident, or event; to determine if the information has been previously reported and entered into the JFO information management system; to prioritize the information; and finally to enter the information into the manual backup and information technology elements of the information management system (principally HSIN/JFOnet). The protocol should, therefore, address the criteria for making these determinations as drawn from the essential elements of information.

- The JFO Situation Unit will use the protocol to receive appropriate unclassified information into the JFO information management system (principally using HSIN/JFOnet) and to send relevant unclassified information from/to the JOC Intelligence Unit, Intelligence Operations Center or JFO Intelligence Section, and/or JFO Information



and Intelligence Unit. When the Security Operations Branch (MACC) is functioning following an incident requiring a coordinated Federal response, it would also be included in this protocol. The protocol should, therefore, address each of the SFO's internal-agency information requirements at a minimum (including approvals). Extensive coordination among these five elements of the JFO during the development and implementation of the information-sharing procedures will be necessary.

- Step 5: Continuous Evaluation.** As evaluations are made by the JFO Coordination Group regarding potential subsequent events and/or operational gaps, the JFO Situation Unit will establish additional communications with new information customers in order to integrate them into the Essential Elements of Information list and information-sharing procedures.

#### 4.4.2 Resource and Operational Requirements and Support

In accordance with NIMS principles, resource and policy issues are addressed at the lowest organizational level practicable. Issues that cannot be resolved at that level are forwarded to the next level for resolution.

The ordering, sourcing, transportation, issuing, and movement of Federal resources generally follows the procedural steps outlined below:

- Step 1: Resource Status Push.** Through the information-sharing procedures outlined above, Federal Area Commands/Incident Commands push resource status to the JFO Planning Section Resources Unit, while State and local Area Commands/Incident Commands push resource status to the JFO through the State resource status channel (generally through the State EOC). (Note: The NRP provides mechanisms for Pro-Active Federal Support to Catastrophic Incidents. That process is described in the Catastrophic Incident Annex to the NRP.)
- Step 2: Anticipated Operational and Resource Needs.** Based on information from the JFO Situation Unit and the resource status push, the JFO Operations and Planning

Sections will prepare (in close coordination with the State and ESF representatives) an estimate of the types of operations and resources (Federal or other) they anticipate may be needed. Where advisable, the JFO Coordination Group may direct these resources be alerted or staged at a mobilization center. The anticipated operational and resource needs will form the foundation of the Coordination Plan, and will be tracked using a resource-reporting system agreed to by the JFO Coordination Group.

- **Step 3: Request for Assistance.** Using established resource reporting channels, the JFO Operations Section receives a request for assistance from a Federal representative in an Area Command/Incident Command, from the State (because it has determined that it cannot fill the need through existing resources, commercial sources, Emergency Management Assistance Compacts, or mutual aid agreements), or from a tribe.
- **Step 4: Operational Resource Support.** The JFO Operations Section determines if the resource request is valid (principally related to the Stafford Act) and if the requested resource is available in operational staging areas to fill the requirement. If the resource is not available, the JFO Operations Section passes the requirement to the JFO Logistics Section. Some requests may require technical, scientific, or other resources for the JFO itself. These resources are captured by the JFO Planning Section during the Strategy Meeting using the standard ICS-215 planning worksheet process and accounted for separately from on-scene resource support. The process for filling the requirement, however, is the same. Urgent requests for lifesaving resources would be handled in an expedited manner and may be made verbally. Verbal requests must be followed by a written authorization in a timely manner.

Where an incident warrants, the JFO Coordination Group may implement proactive deployment of Federal resources to Federal logistical bases or camps (i.e., before the Incident/Unified Command structure requests them). These resources are generally deployed to decrease their response time should they be needed.

- **Step 5: Logistics Resource Support.** The JFO Logistics Section Chief can then:
  - Fill the requirement from resources at the JFO Logistics Base, including private-sector resources available to the JFO;
  - Fill the requirement by direct mission assignment or memorandum of agreement (depending on Stafford Act status) to another agency;
  - Prepare a requisition and recommend commercial sources for goods and services to the JFO Finance/Administration Section as applicable; or
  - If the resource is still not readily available, pass the requirement to the RRCC and/or the NOC-NRCC for action.

Where the resource cannot be provided within the current coordination period, the request will be raised to the JFO Coordination Group and included in the priorities/objectives for the next coordination period.

- **Step 6: Finance/Administration Section Resource Support.** Once Logistics has prepared the appropriate requisition documents, the Finance/Administration Section

engages in procurement or contract activities as required to obtain the needed resource. The Finance/Administration Section may receive tasking to perform these activities via the JFO Coordination Group's Coordination Plan at the beginning of the Coordination Period or from the Logistics Section during the course of the current Coordination Period.

- **Step 7: Logistical Delivery.** Once the resource is identified, the resource is delivered to the location specified by the JFO Logistics Section. The JFO Logistics Section Chief is responsible for all transfer of assets to the requestor (Federal or State).
- **Step 8: Replenishment.** If the resource was filled from existing Federal resources, the JFO Logistics Section begins replenishment activities immediately to replace the resource.

Not all requests for support are resource related. Scientific, technical, and policy support for an operational course of action may be requested (or required by subordinate plans, Federal policy, laws, or regulations). In such cases, the JFO Sections may provide approvals, advice, analysis, or technical support essentially using the same process outlined above. (See the NRP Science and Technology Support Annex for more information.)

#### 4.4.3 FEMA Disaster Coordination Processes

DHS/FEMA retains programmatic implementation responsibility for response, recovery, hazard mitigation, and other programs implemented through Stafford Act authorities. DHS/FEMA has defined coordination processes in its standing policies pursuant to these responsibilities, and these processes remain in effect. Where conflicts between the JFO SOP and DHS/FEMA disaster coordination processes appear, the FCO and designated PFO will resolve these discrepancies. In this regard, particular attention must be paid to State cost-share issues when providing resource support to State and local responders.

#### 4.4.4 FBI Joint Operation Center Coordination Processes

The FBI retains programmatic implementation responsibility for coordination processes within the FBI JOC, even when fully incorporated into the JFO. When conflicts between this SOP and FBI coordination processes appear, the FBI SAC (SFLEO) and the designated PFO will resolve these discrepancies. As detailed in step 4 of section 4.4.1, the SFLEO will establish mechanisms in the JFO information-sharing procedures for sharing information both with appropriately cleared members of the JFO Coordination Group at a sensitive/classified level, and with the JFO staff generally at an unclassified level.

#### 4.4.5 USSS Multiagency Command Center Processes

DHS/USSS retains programmatic implementation responsibility for coordination processes within the MACC, even when fully incorporated into the JFO. When conflicts between this SOP and DHS/USSS coordination processes appear, the DHS/USSS SAIC (SFLEO/SFO) and the designated PFO will resolve these discrepancies. As detailed in step 4 of section 4.4.1, the DHS/USSS SFLEO/SFO will establish mechanisms in the JFO information-sharing procedures for sharing information both with the JFO Coordination Group at a sensitive/classified level, and with the JFO staff generally at an unclassified level.

#### 4.4.6 Area Field Office (AFO) Processes

Where established, AFOs will function under the processes outlined in this procedure, but are wholly subordinate to the JFO Operations Section. As such, JFO Operations Section procedures and processes, including those outlined in paragraphs 4.4.1 through 4.4.5 will be instituted in AFOs only as directly relevant to operations.

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## 5.0 Logistics

### 5.1 Concept of Support

This subsection provides broad guidance for the logistics, personnel, and administrative support of the JFO. The entities discussed below are responsible for providing support to the JFO.

#### 5.1.1 Federal Bureau of Investigation

5.1.1.1 JOC as JFO. The FBI JOC, when activated, may be requested to provide an initial JFO capability in certain no-notice scenarios. When the PFO requests to use the JOC as an initial JFO until more expansive facilities are ready, the FBI will:

- **Provide Space.** The FBI will house the PFO and a small, tailored support staff, thereby establishing the JOC as an initial JFO until more expansive facilities are available and established.
- **Provide IT Support.** The PFO will deploy with a PFO Go Kit for the use of the PFO support staff at the JOC/JFO. The FBI will provide or contract such IT service as the PFO and tailored support staff require (including Internet access, phone lines, etc. – see Tab 2 to Annex D) at the JOC/JFO for up to 30 days. JFO Coordination Group member agencies are responsible for the costs of their normal activities even when incorporated into the JFO. Beginning in Fiscal Year 2007, additional costs for JFO support are the responsibility of the Secretary of Homeland Security during instances where there is no Stafford Act funding and there is no single requesting Federal agency. In the interim, the additional costs will be negotiated between the JFO Coordination Group member agencies on a case-by-case basis.
- **Provide Personnel Support.** Because the PFO and support staff reporting to the JOC/JFO may not have local support, the FBI may be asked to establish a NIMS-compliant check-in process, including arriving-personnel accountability procedures, to remain in effect until the JFO establishes this capability.
- **Integrate the DEST.** The FBI will facilitate the full integration of the DEST into the JOC both physically and functionally, and will include the DEST members as part of the JOC when the JOC consolidates into a JFO.

- **Provide Initial Physical Security and Access Control.** The FBI will provide physical security and access control until these functions are assumed by the JFO staff. See section 3.3.3.1 for Deputy Security Officer position descriptions.

**5.1.1.2 Consolidating the JOC into the JFO.** The FBI will provide its space, security, infrastructure, and safety requirements for the JOC within the JFO during the JFO Coordination Group's Scoping Meeting. If a move is required to augment the JFO to reach these required capabilities, the FBI will consolidate the existing JOC functions into the new JFO when feasible.

**5.1.1.3 JFO.** When the FBI is included in the JFO Coordination Group, the FBI will:

- **Provide JFO Staffing.** The FBI will provide staffing in support of the SAC when designated as the SFLEO to the JFO Coordination Staff and JFO Sections. Where the FBI and its traditional partners require assistance to meet this requirement, the FBI may request assistance from other ESFs through ESF #5 coordination.
- **Provide Physical Security and Access Control Assistance.** The FBI will support the JFO Security Officer by providing JOC-related physical security and access control (badge issuance and control) input. Optimally, a single badge issuance and control system will be used throughout the JFO, but the FBI retains control over the access control list for the JOC. When the JOC and JFO are not physically collocated, the FBI will provide its own physical security but will still use the common JFO badge issuance and control system.
- **Provide Funding.** Where the FBI is a member of the JFO Coordination Group in non-Stafford Act Incidents of National Significance, or other incident requiring a coordinated Federal response, the FBI will provide funding for its own elements. Beginning in Fiscal Year 2007, additional costs for JFO support are the responsibility of the Secretary of Homeland Security during instances where there is no Stafford Act funding and there is no single requesting Federal agency. In the interim, the additional costs will be negotiated between the JFO Coordination Group member agencies on a case-by-case basis.

**5.1.1.4 Joint Research on Potential JFO Sites.** By agreement through this SOP, the FBI will jointly research and develop potential JFO locations and requirements with pre-designated PFOs identified by DHS Office of Operations DHS/USSS, and DHS/FEMA (as executive agent for ESF #5). Potential JOC/MACC/JFO sites in major metropolitan areas will be formally identified, but other areas need not be listed (but must meet the basic logistical requirements outlined in the SOP).

## 5.1.2 DHS/U.S. Secret Service

**5.1.2.1 JFO for National Special Security Events.** DHS/USSS will participate in the Pre-Planned Activation Process outlined in section 4.3.1.1 of this SOP for NSSEs. The JFO will be so designed to accommodate the requirements outlined in section 4.3.1.1. JFO

Coordination Group member agencies are responsible for the costs of their normal activities even when incorporated into the JFO. Beginning in Fiscal Year 2007, additional costs for JFO support are the responsibility of the Secretary of Homeland Security during instances where the Stafford Act has not been invoked and there is no single requesting Federal agency. In the interim, the additional costs will be negotiated between the JFO Coordination Group member agencies on a case-by-case basis.

**5.1.2.2 JFO Staffing.** DHS/USSS, as a member of the NSSE JFO Coordination Group, will:

- **Provide Space.** DHS/USSS will coordinate during the event planning with the other JFO Coordination Group members to ensure space is available to accommodate the tailored JFO Coordination Group, JFO Coordination Staff, a FBI JOC element, and JFO Planning, Logistics, and Finance/Administration representatives.
- **Provide IT Support.** The PFO will deploy with a PFO Go Kit for the use of the PFO support staff at the JFO. DHS/USSS will provide or contract such IT service as the PFO and tailored support staff require (including Internet access, phone lines, etc. - see Tab 2 to Annex D) at the JFO for up to 30 days.
- **Provide Personnel Support.** DHS/USSS will establish a NIMS-compliant check-in process, including arriving-personnel accountability procedures, to remain in effect until the JFO establishes this capability.
- **Provide Initial Physical Security and Access Control.** DHS/USSS will provide physical security and access control functions until these duties are assumed by the JFO staff. See section 3.3.3.1 for Deputy Security Officer position descriptions.

**5.1.2.3 Pre-Designated Deputy JFO Security Officer Cadre.** DHS/USSS will coordinate with the DHS/Office of Security for advance integration into DHS security databases, credentialing, and clearance passing. These DHS/USSS deputy JFO Security Officers will serve as Acting JFO Security Officers at the discretion of the DHS/Office of Security-appointed JFO Security Officer.

**5.1.2.4 JFO.** DHS/USSS, as a member of the JFO Coordination Group, will:

- **Provide JFO Staffing.** DHS/USSS will provide staffing in support of the DHS/USSS SFO to the JFO Coordination Staff and JFO Sections. Where DHS/USSS and its traditional partners require assistance to meet this requirement, DHS/USSS may request support from other ESFs through ESF #5 coordination.
- **Provide Physical Security and Access Control Assistance.** DHS/USSS will support the JFO Security Officer by providing physical security and access control (badge issuance and control) input. Optimally, a single badge issuance and control system will be used throughout the JFO, but DHS/USSS retains control over the access control list for the Operations Section Security Branch (MACC). When the MACC and

JFO are not physically collocated, DHS/USSS will provide its own physical security but will still use the common JFO badge issuance and control system.

- **Provide Funding.** Where the DHS/USSS is a member of the JFO Coordination Group in non-Stafford Act Incidents of National Significance, or other incident requiring a coordinated Federal response, DHS/USSS will provide funding for its own elements.
- **Provide a Physical Security Specialist.** DHS/USSS will typically provide a Physical Security Specialist rather than the DHS Office of Security.

**5.1.2.5 Acting JFO Security Officer.** The DHS/USSS will provide a deputy JFO Security Officer to assume the Acting JFO Security Officer role for NSSE-related JFOs until relieved by a DHS/Office of Security JFO Security Officer. The Acting JFO Security Officer coordinates among all agencies with membership in the JFO Coordination Group to establish a physical and information security plan for the JFO. The Acting JFO Security Officer is overall in charge of the JFO's physical and information security, badge issuance and control (executed by DHS/FEMA or ESF #5 resources), the Personnel Security Program (security clearance verification). The agency providing the Deputy JFO Security Officer may change over time as incident priorities change.

- **Physical Security Program.** The DHS Office of Security will typically provide a physical security specialist or designate one to serve in that role. In doing so, DHS/USSS personnel will solicit FBI and other JFO Coordination Group input on physical security requirements for the Law Enforcement Investigative Operations Branch (JOC) (when collocated) and JFO for action by the DHS/USSS Security Force. The development of the Physical Security Plan may be undertaken solely by the JFO Security Officer/Deputy or (at the direction of the PFO/FCO/FRC) may be a collaborative effort within the JFO Planning Section. See Tab 5 to Annex F for a Physical and Information Security Plan template. The DHS/USSS JFO Security Officer/Deputy is responsible for overseeing the full implementation of the Physical Security Program.
- **Information Security Program.** The DHS/USSS JFO Security Officer/Deputy will also lead the development of an Information Security Plan. The Physical and Information Security Plans may be merged. The DHS/USSS JFO Security Officer/Deputy is responsible for overseeing the full implementation of the Information Security Program.
- **Badge Issuance and Control Program.** The DHS/USSS Deputy JFO Security Officer or subordinate DHS/USSS officer will coordinate access rosters for the Law Enforcement Investigative Operations (JOC) Branch and JFO with the FBI and JFO Coordination Group members respectively. If JFO personnel require access to the FBI Law Enforcement Investigative Operations (JOC) Branch, DHS/USSS will assure these individuals understand that their home agency must pass clearance information to FBI Headquarters. The FBI must pass clearances to the JFO Security Officer for FBI personnel who need access to DHS sensitive compartmented information facilities

(SCIFs). The DHS/USSS personnel maintaining access rosters for the DHS/FEMA common badge issuance and control system will coordinate with the FBI Security Officer to obtain lists of FBI-validated JFO personnel who should be granted access to the JOC. Upon its implementation, badge issuance and control procedures will conform to HSPD-12. (See Tab 2 to Annex F.)

- **Personnel Security Program.** The DHS/USSS JFO Security Officer/Deputy will verify the clearances of all JFO personnel and grant access to sensitive or classified information once a need-to-know has been established. The JFO Security Officer/Deputy will issue access control cards reflecting the verified clearance level. (See Tab 2 to Annex F.)
- **Special Security Program.** The DHS Office of Security typically provides an officer to serve as the Special Security Officer. DHS/USSS will provide an officer to fill the role of Deputy. The Special Security Officer oversees the special security program and will determine if a DHS SCIF is needed and how it would be used. A recommendation for establishment of a DHS SCIF will be made to the DHS Chief Security Officer, who will make the final decision. If a SCIF is needed at a JFO and the JFO does not have a (or one cannot be established), the procedures outlined in Tab 4 to Annex F for a Temporary Secure Working Area will be followed as a temporary facility during the interim time period. In this role, the Special Security Officer reports to the JFO Security Officer (who is overall responsible for security in the JFO). (See Tab 4 to Annex F.)

5.1.2.6 **Joint Research on Potential JFO Sites.** DHS/USSS will participate in the joint research on JOC, MACC, and JFO sites.

### 5.1.3 DHS/Federal Emergency Management Agency

5.1.3.1 **Establishment of the JFO.** As the executive agent for ESF #5, DHS/FEMA will, upon request of the JFO Coordination Group, activate ESF #5 to support the JFO Coordination Group's requirements for the establishment of a JFO and other required facilities. (See the ESF #5 SOP and section 4.3.1 of this SOP.) Such support can include charting, mapping, and geodesy, geographic information systems (GIS) support, and badge issuance and control.

5.1.3.2 **RRCC as JFO.** Where an FCO is a member of the JFO Coordination Group, DHS/FEMA provide a substantively the same support for JFO (at the RRCC or other temporary facility) as outlined for the FBI in section 5.1.1.1 of this SOP.

5.1.3.3 **JFO.** Where an FCO is a member of the JFO Coordination Group, DHS/FEMA provides substantively the same support for the JFO as outlined for the FBI in section 5.1.1.3.

5.1.3.4 **Joint Research on Potential JFO Sites.** DHS/FEMA will, as executive agent for ESF #5, lead and participate in the joint research on JOC/MACC/JFO sites.

**5.1.3.5 Pre-Designated Deputy JFO Security Officer Cadre.** DHS/FEMA provides a roster of pre-designated deputy JFO Security Officers to the DHS/Office of Security for advance integration into DHS security databases, credentialing, and clearance passing. These DHS/FEMA Deputy JFO Security Officers serve as Acting JFO Security Officers for routine natural disasters at the discretion of the DHS/Office of Security-appointed JFO Security Officer. See section 3.3.3.1 for Deputy JFO Security Officer position descriptions.

**5.1.3.6 Acting JFO Security Officer.** DHS/FEMA will provide a deputy JFO Security Officer to assume the Acting JFO Security Officer role for routine natural disaster-related JFOs until relieved by a DHS/Office of Security JFO Security Officer. The Acting JFO Security Officer coordinates among all agencies with membership in the JFO Coordination Group to establish a Physical and Information Security Plan for the JFO. The Acting JFO Security Officer is overall in charge of the JFO's physical and information security, badge issuance and control (executed by DHS/FEMA or ESF #5 resources), the Personnel Security Program (security clearance verification). Specific responsibilities are as enumerated for the DHS/USSS in section 5.1.2.5.

#### **5.1.4 DHS/Immigration and Customs Enforcement/Federal Protective Service (ICE/FPS)**

**5.1.4.1 Pre-Designated Deputy JFO Security Officer Cadre.** DHS/ICE/FPS provides a roster of pre-designated deputy JFO Security Officers to the DHS/Office of Security for advance integration into DHS security databases, credentialing, and clearance passing. These DHS/ICE/FPS deputy JFO Security Officers serve as Acting JFO Security Officers, except for routine natural disasters, at the discretion of the DHS/Office of Security-appointed JFO Security Officer. See section 3.3.3.1 for Deputy Security Officer position descriptions.

**5.1.4.2 Acting JFO Security Officer.** DHS/ICE/FPS will provide a deputy JFO Security Officer to assume the Acting JFO Security Officer role, except for routine natural disasters, until relieved by a DHS/Office of Security JFO Security Officer. The Acting JFO Security Officer will coordinate among all agencies with membership in the JFO Coordination Group to establish a physical and information security plan for the JFO. The Acting JFO Security Officer is overall in charge of the JFO's physical and information security, badge issuance and control (executed by DHS/FEMA or ESF #5 resources), the Personnel Security Program (security clearance verification). Specific responsibilities are as enumerated for the DHS/USSS in section 5.1.2.5.

**5.1.4.3 Security Force.** DHS/ICE/FPS will provide a security force composed of sworn Federal law enforcement officers or contract security for JFOs, including the JFO Continuity of Operations Plan (COOP) location(s). If so authorized by the Secretary and the DHS Office of Security, DHS/FEMA may use a contract mechanism to procure security guards. The JFO Security Officer will direct all aspects of the contract security including size, deployment, and operations. Funding for the contract security forces will be treated as part of the JFO costs as described in section 5.4 of this SOP. Any parking areas associated with the JFO are also the responsibility of DHS/ICE/FPS. If needed, vehicles will be certified by DHS/ICE/FPS. DHS/ICE/FPS does not provide the physical security force for the FBI JOC

unless the JOC is physically collocated as the Law Enforcement Investigative Operations Branch (JOC) of the JFO. ESF #5 activates ESF #13 as required to support meeting security requirements at the JFO, recognizing that the FBI and DHS/USSS have mission-specific requirements that these agencies routinely meet using their own resources. DHS/ICE/FPS cannot provide protective detail even if it is requested and/or if the PFO's home component does not possess that capability.

### 5.1.5 DHS/Chief Financial Officer

5.1.5.1 JFO Finance/Administration Section Chief/Comptroller. The DHS/CFO deploys a Comptroller to assume the JFO Finance/Administration Section Chief position under the following circumstances:

- The incident involves heightened credible threat of terrorism only (i.e., is not a NSSE, a potential Stafford Act declaration, or an instance involving Federal-to-Federal support);
- The scope of the incident broadens from the original situation (i.e., multiple NRP activation criteria are met) requiring a unified financial management approach; or
- The Secretary of Homeland Security for any other reason asserts authority under HSPD-5 for overall management of domestic incident preparedness, prevention, response, and/or recovery activities.

5.1.5.2 Funding for JFO Support. JFO Coordination Group member agencies are responsible for the costs of their normal activities even when incorporated into the JFO. Beginning in Fiscal Year 2007, additional costs for JFO support are the responsibility of the Secretary of Homeland Security during instances where there is no Stafford Act funding and there is no single requesting Federal agency. In the interim, the DHS/Chief Financial Officer will initiate case-by-case basis negotiations for cost-sharing between the JFO Coordination Group member agencies.

### 5.1.6 DHS/Office of Security

5.1.6.1 JFO Security Officer Cadre. The DHS/Office of Security will provide support to the pre-identified DHS/ICE/FPS and DHS/USSS Deputy JFO Security Officer cadre as part of the general Office of Security oversight mission. See section 3.3.3.1 for Deputy Security Officer position descriptions.

5.1.6.2 JFO Security Officer. The DHS/Office of Security will provide an officer to serve as the JFO Security Officer. Until this officer is on-scene, the deputy JFO Security Officers provided by DHS/ICE/FPS and DHS/USSS, or DHS/FEMA as appropriate, will serve as Acting JFO Security Officers. At the discretion of the JFO Security Officer, the deputy may be appointed Acting JFO Security Officer when the Office of Security personnel have fulfilled their oversight role and return to Washington, DC.

5.1.6.3 SCIF Certification. The DHS/Office of Security will certify all SCIFs located at

JFOs with the exception of a SCIF established by the FBI in its JOC.

**5.1.6.4 Special Security Officer.** The DHS Office of Security will typically provide an officer to serve as the Special Security Officer. The Special Security Officer oversees the Special Security Program and manages any JFO SCIF (if such facility is needed). In this role, the Special Security Officer reports to the JFO Security Officer (who is overall responsible for security in the JFO). (See Tab 4 to Annex F.)

**5.1.6.5 Physical Security Specialist.** The DHS Office of Security will typically provide a Physical Security Specialist. The Physical Security Specialist oversees the Physical Security Program as it is developed. In this role, the Physical Security Specialist reports to the JFO Security Officer (who is overall responsible for security in the JFO). (See Tab 4 to Annex F.)

**5.1.6.6 ESF #13 – Public Safety and Security.** Additional resources required for physical security may be coordinated through ESF #13. ESF #5 may activate ESF #13 as required. The JFO Security Officer is not an ESF #13 asset, and reports directly to the PFO Chief of Staff.

## 5.1.7 DHS/Preparedness Directorate

**5.1.7.1 Purchasing, Maintenance, and Deployment of PFO Go Kits.** The Preparedness Directorate will purchase and maintain eight regionally pre-deployed PFO Communications Go Kits. These Go Kits contain communications and IT gear for the personal use of the PFO support staff (and small support staff) at both the interim and JFO sites. Through an agreement with a DHS component field office, the DHS/Office of Operations will maintain these Go Kits ready for deployment on 2-hour notice. (See Tab 2 to Annex D.)

## 5.1.8 National Operations Center

**5.1.8.1 JFO IT Support Requirements.** If the JFO expands or moves from its initial location, the PFO support staff will move with its PFO Go Kit communication and IT gear to the new location. DHS/FEMA will so design the JFO IT and communications architecture as to allow the PFO Go Kit gear and DHS/NOC gear to seamlessly integrate with the JFO network, etc. To facilitate this seamless integration, the Preparedness Directorate and DHS/NOC will participate in the JFO pre-deployment teleconference to provide operating system requirement information.

**5.1.8.2 PFO Support Staff.** The NOC provides personnel as part of the PFO support staff to perform the following tasks:

- **Operations Center Interoperability.** NOC personnel in the PFO support staff will deploy to operations centers as needed to establish and enhance both secure and nonsecure interoperability and communication.

- Homeland Security Information Network/Joint Regional Information Exchange System (HSIN/JRIES) Operation. NOC personnel serve as the principal HSIN/JRIES consultants and troubleshooters in the JFO.
- Watch-Standing. NOC personnel in the PFO support staff will serve as the principal 24/7 watch-standers.
- Situation Reporting. NOC personnel assist in the drafting of all required situation reports and merge into the JFO Planning Section. (See Annex E.)

5.1.8.3 DSAT. The NOC will disseminate situational awareness information provided by the DSAT in the field. DSAT personnel will communicate findings and observations to the DHS/ICE representative assigned to the PFO cell or the JFO Coordination Group and the NOC using pre-established communication plans and formats. The NOC will use internal reporting dissemination procedures for moving team reporting throughout the DHS Headquarters and Interagency Headquarters environment.

5.1.8.4 JFO Watch-Standing Communications and IT Support. The Preparedness Directorate will deploy and issue PFO Go Kits containing communication and IT gear for the individual use of the PFO support staff members deploying to the JFO. The NOC will deploy additional secure and nonsecure communication and IT equipment (including network servers compatible with the PFO Go Kit gear) for watch-standing at the JFO, along with IT support staff to support both the DHS/NOC gear and the PFO Go Kit gear. When the JFO is physically or virtually collocated with the RRCC, DHS/FEMA will provide or contract such IT service as is required by the DHS/NOC (including Internet access, phone lines, etc.) at the JFO site. DHS/NOC personnel will execute the move of the DHS/NOC and PFO Go Kit gear and set it up at the JFO in coordination with the JFO IT staff.

5.1.8.5 JFO IT Support Requirements. If the JFO expands or moves, the PFO support staff will move with its PFO Go Kit communication and IT gear to the new location. DHS/FEMA will design the JFO IT and communications architecture to allow the PFO Go Kit gear and DHS/NOC gear to seamlessly integrate with the JFO network. To facilitate this seamless integration, the Preparedness Directorate and DHS/NOC will participate in the JFO Scoping Meeting to provide operating system requirement information. The DHS/NOC personnel participate in the development of the JFO Occupant Emergency and Continuity of Operations Plans, using the U.S. Army's JUMP Tactical Operations Center transition process as one possible model for JFO transitions.

5.1.8.6 JFO Toll-Free Line. The DHS/NOC will, upon initiation of the JFO, establish both a toll-free line and a local telephone line for on-scene personnel to reach the JFO.

## 5.1.9 Senior Federal Officials

5.1.9.1 Staffing. All SFOs will provide staffing at the JFO for the JFO Coordination Staff and JFO Sections in accordance with their mission requirements. Where necessary or

efficient, the SFO may rely upon ESF #5 to provide staffing under its financial control or to help coordinate the activation of other ESFs either through the mission assignment or interagency agreement process.

### 5.1.10 Pre-Designated Principal Federal Officials

5.1.10.1 Joint Research on Potential JOC/MACC/JFO Sites. Pre-designated PFOs will, when contacted by the Preparedness Directorate, participate in the process to identify suitable JFO locations.

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## 5.2 Logistical Requirements

### 5.2.1 Facility Logistical Requirements

5.2.1.1 JFO on Incident Declaration. Upon declaration of an Incident of National Significance or decision to activate a JFO in support of an incident requiring a coordinated Federal response, the JFO must provide a full range of temporary logistical telecommunications and other support to the PFO and a tailored PFO support staff (for a maximum duration of 30 days) in accordance with the Federal Acquisition Regulations (FAR), the GSA Acquisition Regulations (GSAR), and relevant public laws so that the JFO may be operational no later than two hours after acceptance of the space. The JFO location is situation dependent. Basic support capabilities will be provided by ESF #5. Staff members are encouraged to bring individual go kits including cell phones, laptop computers, and other basic supplies.

- **SCIF.** If the specifics of the incident require a SCIF at the JFO, the FCO or PFO will inform the supporting agency and to the maximum extent possible rely upon existing supporting-agency SCIF capabilities while the JFO is operational. SCIF requirements are, therefore, limited to access for designated personnel.
- **Transportation.** JFO transportation requirements, including motor pool management, necessary for the movement of personnel, equipment, and supplies will be provided by the responsible agency through government-owned vehicles, or established vehicle leasing contracts. Government credit cards for fuel will be furnished with government-owned vehicles. Accountability for credit cards and expenses incurred from their use will be the responsibility of the agency using them. If government or contracted transportation assets are not available or cannot be provided in a timely manner, these services will be obtained through local contracts in accordance with procedures outlined in FAR 8-1102 and 8-1103-11.
- **Telecommunications.** The responsible agency will provide requested telecommunications services. This includes: trunk lines and other circuits; facilities layout of telephone, switchboard, and teletype services; equipment maintenance; and consultation and technical assistance regarding the establishment or relocation of Automatic Data Processing (ADP) services. Some personnel deploying to the JFO will

bring their own cellular phones, computer and network technology, and secure communications equipment. All nonsecure phones, Internet access, and other communications tools will be provided by the hosting agency or DHS/FEMA through ESF #5 and in coordination with other ESFs as appropriate. Minimum requirements are one nonsecure phone line and data/Internet access line per person in the JFO. Additional secure and nonsecure video teleconference and meeting room telecommunications/IT requirements will be specified by the DHS/NOC representatives.

- **Procurement of Staff Quarters/Rest Overnight (RON) Quarters.** Each agency will remain responsible for the location and assignment of housing for its staff. However, the FCO or PFO may request the responsible agency to procure accommodations directly or to coordinate all or part of the JFO staff housing requirements, particularly for near-site RON facilities.
- **Other Services.** The responsible agency or DHS/FEMA through ESF #5 and other ESFs as appropriate shall provide or contract for logistical and other support as requested by the FCO or PFO. These services may include, but are not limited to: the loan of excess Federal personal property and its return to the holding agency after use; donation of Federal surplus personal property for use and ultimate disposition by State government in accordance with current procedures; preliminary situational assessment; contractor services; specialized technical support; and other support as required.

**5.2.1.2 Type III Expeditionary JFO Initial Operating Capability.** The DHS/FEMA and its ESF #5 supporting agencies will develop within six months requirements defining a Type III Expeditionary JFO with initial operating capability (only). This expeditionary capability will be self-supporting for up to three weeks and capable of operating in austere environments with minimal functioning infrastructure. See section 5.2.2.1 below and Appendix A to this SOP for additional details. See section 1.6.19 of this SOP for a definition of the Type III Expeditionary JFO.

**5.2.1.3 Non-expeditionary JFO Initial Operating Capability.** Initial operating capability for the JFO will be defined on a case-by-case basis during the JFO Coordination Group's Scoping Meeting. For a no-notice event, each region should have the ability to establish an initial JFO within 12 hours of the designation of an Incident of National Significance or an operations order to establish the JFO as a preparedness action during the pre-incident phase.

RRCCs, DHS/FEMA, and the ESF #5 supporting agencies will develop requirements defining an Area Field Office to function as a forward geographic division of the JFO Operations Section, coordinating support to on-scene incident management efforts, program implementation, and activities required to address broader impacts beyond the immediate incident site. (See Appendix A.)

**5.2.1.4 JFO Full Operating Capability.** As defined during the JFO Scoping Meeting (or sequence of Requirements Meetings) at the request of the FCO or PFO, DHS/FEMA through ESF #5 provides a full range of logistical telecommunications and other support to the JFO in

accordance with FAR, the GSAR, and relevant public laws so that the JFO may be fully operational no later than 48 hours after acceptance of the space by PFO/FCO/FRC or a designated representative. A fully activated long-term JFO (including the PFO support staff) ranges from 50 to 800 or more personnel. In a catastrophic, complex, large scale event, the JFO staff could expand to as many as 5,000 or more.

**5.2.1.5 JFO COOP Site.** The JFO COOP site must meet the logistical requirements of the JFO, including the seamless integration of both PFO Go Kit and DHS/NOC communications and IT gear.

## 5.2.2 JFO Component Unit Mobility and Transportation Requirements

**5.2.2.1 Type III Expeditionary JFO Mobility and Transportation Requirements.** The DHS/FEMA and its ESF #5 supporting agencies will develop within six months requirements defining an expeditionary initial operating capability for the JFO. DHS/FEMA and ESF #5 will work with RRCCs to stage and define the Expeditionary Capability so as to be deployable and functioning within 12 hours of deployment notification from any Regional Response Coordination Center. See section 5.2.1.2 above and Appendix A to this SOP for additional details. See section 1.6.19 of this SOP for a definition of the Type III Expeditionary JFO.

**5.2.2.2 Non-expeditionary JFO Mobility and Transportation Requirements.**  
[Reserved]

RRCCs, DHS/FEMA, and the ESF #5 supporting agencies will develop requirements defining an Area Field Office capability to function as a forward geographic division of the JFO Operations Section. DHS/FEMA and ESF #5 will work with RRCCs to stage and define the AFO capability to be deployable and functioning within 12 hours of deployment notification from any RRCC. See section 5.2.1.3 above and Appendix A to this SOP for additional details.

## 5.2.3 JFO Supply and Equipment Requirements

**5.2.3.1 PFO Support Staff Communications and IT Requirements.** The PFO support staff must have the ability to establish and maintain effective and timely communications in order to coordinate the Federal response. Eight regionally pre-deployed communications Go Kits have been provided for PFO support staffs, each consisting of cellular telephones, pagers, secure phones, computers, and wireless Internet. (See Tab 2 to Annex D for a full description of the Go Kit footprint.)

**5.2.3.2 Watch-Standing Communications and IT Requirements.** The JFO must have the ability to establish and maintain effective and timely interoperability and communications with all involved operations centers, including the DHS/NOC. To accomplish this, the DHS/NOC will deploy communications and IT equipment and support staff. (See Tab 3 to Annex D for a full description of the NOC Go Kit footprint.)

**5.2.3.3 JFO Supply and Equipment Requirements.** The following items are recommended for (but not limited to) use in the JFO common areas to enhance coordination:

- **Office Furniture and Equipment.** To allow for the timely opening of the JFO, the required office furniture and equipment will be provided from sources that will be timely and cost effective to the Federal Government. Sources used can be excess or surplus inventories of the Federal Government; DHS/FEMA logistics centers, if available; or lease or purchase from commercial sources determined by the General Services Administration (GSA) to be in the Government's best interest.
- **Office Supplies.** Office supplies and other expendable items will be provided from either GSA or commercial sources. If from commercial sources, blanket purchase agreements (BPAs) should be used with local vendors unless another method is determined to be more advantageous by the supporting agency contracting officer. BPAs should be used with local vendors for purchases under \$25,000. The PFO/FCO/FRC or his/her designated representative will provide the names of people authorized to approve orders to BPA vendors, and the supporting agency will appropriately notify the vendors or make the procurements directly.

**5.2.3.4 Non-expeditionary JFO Supply and Equipment Requirements.** As defined during the JFO Requirements Meeting (or sequence of Requirements Meetings), at the request of the PFO/FCO/FRC, DHS/FEMA and ESF #5 will provide a full range of logistical, supply and other equipment support to the JFO (and AFO if necessary) in accordance with the FAR, the GSAR, and relevant public laws so that the JFO may be fully operational no later than 48 hours after acceptance of the space by PFO/FCO/FRC or a designated representative.

## 5.2.4 Policies and Procedures for Logistical Support

**5.2.4.1 JFO Research, Contracting, Support, and Leasing.** As described in the ESF #5 Annex of the NRP, when an incident occurs or has the potential to occur, appropriate DHS/FEMA regions activate and increase the operational tempo of ESF #5. This includes staffing and operating the RRCC on a 24-hour basis. ESF #5 initiates actions to identify, staff, and operate the JFO (including pre-identified teams to staff and operate the Type III Expeditionary JFO). ESF #5 personnel establish required JFO and JFO COOP site facilities, supplies, and equipment to support Federal activities related to the management of Incidents of National Significance or incidents requiring a coordinated Federal response.

ESF #7 – Resource Support assists DHS, supporting Federal agencies and State, local, and tribal governments requiring resource support prior to, during, and/or after Incidents of National Significance incidents requiring a coordinated Federal response. ESF #7 provides the operational support needed to establish the response capacity of Federal agencies.

Upon notification of an incident requiring resource support, the GSA Emergency Coordinator (EC) makes an initial determination of which ESF #7 support agencies are required to provide immediate support and which are required to remain on standby.

The GSA Regional Administrator (RA), Regional Emergency Coordinator (REC), or Deputy REC (DREC) is the regional ESF #7 leader. The regional ESF #7 leader, along with a real estate/leasing specialist and a DHS representative, determines the location of the JFO in conjunction with the affected State/tribal representative. Support agencies provide representatives at the JFO on a 24-hour (12-hour shift) basis for the duration of the emergency response period, if required.

Whenever possible, the Leasing Specialist should be included in the JFO Scoping Meeting. DHS/FEMA regions activate and deploy the ERT-A and Rapid Needs Assessment team, including representatives of other ESFs as appropriate.

**5.2.4.2 Negotiation for JFO and JFO Continuity of Operations Location Contracts/Lease.** A GSA Leasing Specialist, in concert with a Contract Specialist from the Finance/Administration Section, Procurement Unit, will negotiate all contracts for services and the lease for the JFO (and other field sites as appropriate including the JFO COOP site) based on the JFO Requirements List (provided the use of the Type III Expeditionary JFO is not necessary). Negotiation considerations include:

- Lease Duration. Consider termination, extension, and notice.
- Utilities and Janitorial Service. A full-service lease should include utilities and sufficient janitorial and trash removal services and supplies, with appropriate attention to security requirements for service personnel and disposal of classified material.
- JFO COOP site.

**5.2.4.3 Selection of JFO Location.** When the RRCC does not deploy the Type III Expeditionary JFO, the regional ESF #7 leader, along with a Real Estate/Leasing Specialist and a DHS representative, determines the candidate locations for the JFO (and AFO if necessary) in conjunction with the affected State/tribal representative. When the PFO/FCO/FRC and JFO Coordination Group have designated a Logistics Section Chief, the selection of the JFO location may be delegated to the Logistics Section Chief. Concurrence of the FBI, DHS/USSS, DHS/ICE/FPS, DHS/FEMA senior officials, and the JFO Security Officer and Safety Coordinator may be required upon their review of the proposed JFO location.

The selection of the JFO location is based on a number of criteria. Considerations include, but are not limited to:

- Size of the impacted or potentially impacted jurisdiction (city, county, region, tribal lands);
- State, local, tribal leadership requirements and/or preferences;
- Level of Governor and mayoral involvement;
- Capabilities of first responders;
- Proximity to incident site(sites) or high-risk venues
- Proximity to State/local/tribal EOC(s);
- Travel time and distance to the JFO COOP;

- Nature and type of incident;
- Complexity of response and projected size of JFO staff at height of activity;
- Safety and security of JFO staff (particularly in incidents or potential incidents involving Weapons of Mass Destruction[WMD]); and
- Availability, functionality, in-place connectivity, and time required to achieve full operating capability.

When a JFO is established as a result of a heightened credible threat, standing operations centers (e.g., FBI JOC, RRCC) may be used to minimize the footprint and visibility of Federal Government actions. In this scenario, the operations centers will be connected to an extent that enables real-time, interactive communications for informal and formal reporting, conference calls, and briefings, to ensure passing information routinely and conducting conference calls and briefs, maintaining a common operational picture.

#### 5.2.4.4 Termination of the JFO Contracts/Lease. [RESERVED]

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## 5.3 Personnel

### 5.3.1 JFO Personnel Requirements

Personnel reporting for duty at the JFO must be fully trained in the appropriate incident management doctrine and procedures and be knowledgeable in the operations of the agency they represent. Consistency in personnel is an essential factor in the ability of the JFO to be able to function properly. Subject matter expertise is lost and the efficiency in work flow is disrupted when JFO representatives are replaced without proper notification or transition time. While there is no mandatory length of assignment for staff assigned to the JFO, departments and agencies should be prepared to designate representatives who can remain members of the JFO for as long as possible. When a rotation in personnel is required, the JFO Resources Unit must be notified of the person's proposed departure and a sufficient transition period with the replacement must be identified to ensure that new personnel understand the operations in the JFO.

### 5.3.2 Administrative Support for JFO Personnel [RESERVED]

### 5.3.3 Travel and Travel Reimbursement

Unless otherwise provided, JFO personnel are responsible for obtaining their own lodging, transportation, and meals following their respective agencies' travel policies and procedures. If the JFO is located near public transportation, it should be used to the maximum extent possible. The Preparedness Directorate will coordinate the short-timeframe travel, lodging, and meals for the PFO support staff in coordination with the agency supporting the JFO.

### 5.3.4 Reporting Procedures

Because incoming JFO personnel will not typically have local support, DHS/FEMA will

establish a NIMS ICS-compliant check-in process, including arriving personnel accountability procedures, at both the interim and JFO sites. Arriving members may not depart the JFO until they have completed an ICS-211 check-in form, network access user agreement, and emergency contact information form; have received a JFO badge; and have completed any other centrally located check-in (berthing/hotels, meals, etc.). An orientation typically follows before work in the JFO begins, but may be scheduled at check-in for a later time.

### 5.3.5 JFO Safety and Security Policies

This section details the required elements of JFO Safety and Security. All JFO personnel must be familiar with and adhere to policies outlined in the following safety and security policies. See section 3.3.3.1 for Deputy Security Officer position descriptions.

**5.3.5.1 Occupant Emergency Plan.** CFR Title 41, Public Contracts and Property Management, Chapter 102, Federal Management Regulations, states the Agency Designated Official (as defined in Sec. 102-71.20 of this chapter) is responsible for developing, implementing, and maintaining an Occupant Emergency Plan (OEP). The FEMA DSO/SC has the lead responsibility to ensure that each JFO has a fully developed comprehensive OEP in place and that personnel in all FEMA-managed facilities including the JFO, are familiar with the plan.

**5.3.5.2 Continuity of Operations Plan.** Each JFO must have a fully developed COOP in place to allow continuity of vital JFO functions. The JFO COOP can be combined with the JFO Occupant Emergency Plan. To download the DHS/FEMA COOP template and instructions, visit <http://www.fema.gov/government/coop/index.shtm#1>.

**5.3.5.3 Physical and Information Security Plan.** Each JFO must have a fully developed Physical and Information Security Plan in place with appropriate security procedures. Detailed information security procedures are outlined in Tab 1 to Annex F.

**5.3.5.4 Badge Issuance and Control and Visitor Access Control.** All available precautions must be taken to keep the JFO safe and secure. All JFO personnel are responsible for reading the Physical and Information Security Plan and complying with its requirements. JFO personnel will be issued an access control badge upon reporting and are required both to display it at all times while in the JFO and to report its loss or destruction immediately to the JFO Security Officer. JFO personnel should also report any suspicious activity or personnel to the JFO Security Officer immediately. The presence of a properly badged JFO personnel in an area classified at a higher security level than that authorized by their badge constitutes unauthorized access and must be reported as a security incident. All JFO visitors, regardless of rank and status, must display a visitor badge at all times and be escorted.

**5.3.5.5 Health and Safety.** All available precautions must be taken to keep the JFO safe and secure. All JFO personnel must report any accidents or safety incidents to their immediate supervisor and the JFO Safety Coordinator in a timely fashion. The FCO/FRC may designate a JFO disaster safety officer (DSO)/Safety Coordinator (SC) for all issues related to occupational safety and health for personnel at the JFO and other FEMA facilities.

The DHS/FEMA Designated Safety Officer/Safety Coordinator will support the JFO by providing occupational safety and health assessments to identify and anticipate any recognized or unknown hazards for personnel at DHS/FEMA-managed facilities and DHS/FEMA employees.

The DSO/SC shall coordinate the Interagency Safety Committee at the JFO and oversee meeting activities as part of the disaster operation. When OSHA is activated to implement the Worker Safety and Health Support Annex, they will designate a principal advisor for the Worker Safety and Health Support Annex to be a member of the Interagency Safety Committee. OSHA will also be available to advise the designated FEMA safety officer/safety coordinator at the JFO on worker safety and health issues. Other Senior Federal Officials may also appoint safety officers to advise on their personnel and to interface with the JFO Safety Coordinator."

### 5.3.6 Required Preparatory Training

Given the activities and responsibilities assigned to the JFO, the appropriate personnel must be assigned to support the structure. All personnel reporting to the JFO, including those in leadership positions must:

- Be capable of successfully completing a minimal security background check.
- Understand and execute NIMS and NRP principles. Certification of this requirement is through the mandatory completion of the following Independent Study courses offered on the FEMA Emergency Management Institute webpage (IS-100, IS-200, IS-700 and IS-800 or agency equivalent training on the NIMS and NRP). Members are also encouraged to complete IS-300, IS-400, and any additional ICS position-specific training.
- Departments or agencies supplying representatives to the JFO must certify to DHS that their personnel have complied with the requisite NIMS and NRP training. Any individual who is assigned to the JFO and appears to be non-compliant with the NRP and NIMS will be asked to take an immediate re-fresher course or a trained replacement will be requested by the JFO Coordination Group.
- JFO personnel must be familiar with Annex F of this SOP (Security Procedures) as well as information related to information security.
- Individuals assigned to JFO leadership or staff positions may be required to work long hours under stressful, unfavorable, strenuous and non-sedentary conditions. These conditions may include adverse weather conditions, exposure to the elements, limited food, water supplies and shelter options.

DHS/FEMA will establish a certification process that will allow agencies to pre-certify individuals to the extent possible, with an additional procedure to allow certifications to be provided during an incident if needed. For agencies that provide agency-specific training on the NRP and NIMS, DHS/FEMA will establish required standards for equivalency.

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## 5.4 Funding

### 5.4.1 General

The processes and procedures described in this section ensure that funds are provided expeditiously and that financial operations are conducted in accordance with established Federal law, policies, regulations, and standards.

### 5.4.2 Stafford Act and NRP Memorandum of Agreement Funding Processes

The NRP Financial Management Annex defines the funding mechanisms for the incident. (See Attachments 1 and 2 to the NRP Financial Management Annex.)

### 5.4.3 Funding for the JFO

**5.4.3.1 Stafford Act Declarations.** For any incident where there has also been a related Stafford Act declaration, when the JFO Coordination Group determines a need for a JFO the FCO will provide the funding for those facilities consistent with the Stafford Act.

**5.4.3.2 Federal-to-Federal Incidents.** For non-Stafford Act, Federal-to-Federal Assistance Incidents of National Significance, the requesting agency provides the funding for the JFO consistent with the provisions of the Mutual Aid Memorandum of Agreement (as detailed in the Financial Management Support Annex of the NRP, page FIN-2).

**5.4.3.3 All Other Incidents.** JFO Coordination Group member agencies are responsible for the costs of their normal activities even when incorporated into the JFO. Beginning in Fiscal Year 2007, additional costs for JFO support are the responsibility of the Secretary of Homeland Security during instances where the Stafford Act has not been invoked and there is no single requesting Federal agency. In the interim, the additional costs will be negotiated between the JFO Coordination Group member agencies on a case-by-case basis.

### 5.4.4 Financial Representatives

**5.4.4.1 Stafford Act Declarations.** For an Incident of National Significance where there has also been a related Stafford Act declaration, DHS/FEMA will provide a Comptroller to the established JFO to oversee policies and procedures for financial management, acquisitions, and management controls, and to report funding activity. In this case, the DHS/FEMA Comptroller serves as the Finance/Administration Section Chief and is the senior financial advisor to the JFO Coordination Group.

**5.4.4.2 Federal-to-Federal Incidents.** For non-Stafford Act, Federal-to-Federal Assistance Incidents of National Significance, the requesting agency may provide a Comptroller or may request one from ESF #5/FEMA via reimbursable agreement, pursuant to the Memorandum of Agreement for Mutual Aid for Incidents of National Significance (Non-Stafford Act) (see NRP Financial Management Support Annex page FIN-10). When a

DHS/FEMA Comptroller is provided, the requesting agency shall provide a financial specialist to the Comptroller. In addition, agencies providing Federal-to-Federal assistance shall provide financial specialists to the Comptroller. These individuals are responsible for maintaining the inter- or intra-agency reimbursable agreements for support and for ensuring that Federal funds are expended in accordance with appropriation law and his/her agency's governing statutes, regulations, and policies.

**5.4.4.3 All Other Incidents.** In any other incident requiring a coordinated Federal response, each agency that is a member of the JFO Coordination Group will provide a financial specialist as needed. The DHS CFO will provide a financial representative to serve as the Finance/Administration Section Chief/Comptroller and to act as honest broker between the multiple funding sources that may be activated.

## 5.4.5 Funding and Reimbursement Processes

**5.4.5.1 Stafford Act Declarations.** DHS/FEMA uses the mission assignment (see Attachment 1 to the NRP Financial Management Annex) as an inter/intra-agency document to secure the provision of goods and services from Federal departments and agencies pursuant to a Stafford Act declaration. (See <http://www.fema.gov/ofm> and "Additional Mission Assignment Guidance for Stafford Act Declarations" in the NRP Financial Management Annex.)

**5.4.5.2 Non-Stafford Act Incidents.** Federal agencies participating in the NRP may request and provide Federal-to-Federal support by executing inter/intra-agency reimbursable agreements, in accordance with the Economy Act (31 U.S.C. § 1535) or other applicable authorities. Federal agencies providing mutual aid support may request reimbursement from the requesting agency for eligible expenditures. (See Attachment 3 to the NRP Financial Management Annex, Memorandum of Agreement: Mutual Aid for Incidents of National Significance (non-Stafford Act), for more information.) Numerous alternate coordination mechanisms (e.g., MOUs) and funding sources (e.g., CERCLA Super Fund) also exist; these coordination and funding mechanisms can also run in parallel with or in lieu of the Federal-to-Federal funding mechanisms outlined above.

**5.4.5.3 Cost Accounting.** Each Federal agency is responsible for establishing effective administrative control of funds and segregation of duties for proper management controls. A responsible official of each agency should be designated as the action officer to ensure that actions taken and costs incurred are consistent and reasonable. Special care must be taken throughout NRP operations to maintain logs, formal records, and file copies of all expenditures to provide accountability and justification for reimbursement. Accountable officials must rely on the adequacy of automated systems, controls, and personnel who process transactions as detailed in the Federal Managers' Financial Integrity Act (31 U.S.C. 3512 et seq.), and for recurring assessment by agency management of the adequacy of accounting systems and management controls.

## 5.5 Mapping, Charting, and Geodesy

As the primary ESF #5 agency, DHS/FEMA coordinates the use of remote sensing and reconnaissance operations, activation and deployment of assessment personnel or teams, and GIS support needed for incident management. Upon JFO activation, DHS/FEMA will coordinate all mapping, charting, and geodesy support to the JFO.

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## 5.6 Medical Services

[RESERVED]

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## 5.7 Administrative Reporting

The JFO Logistics and Finance/Administration Sections must develop and submit the following reports:

### 5.7.1 Casualty Reports

In the event that an OSHA-reportable casualty occurs, the JFO Planning Section Situation Unit or Documentation Unit (at the discretion of the JFO Planning Section Chief), in coordination with the JFO Finance/Administration Section, will generate an immediate Casualty Report (CASREP) using OPM Forms CA 1 and/or 2. The JFO Finance/Administration Section retains separate responsibility for forwarding Worker's Compensation reports and records as required by law and statute.

### 5.7.2 Financial Management Reports

Pursuant to the Financial Management Annex of the NRP, special care must be taken to ensure that financial management practices identified by involved agencies are properly executed. Accordingly, the JFO Finance/Administration Section will periodically forward financial management reports identifying these agency procedures, providing overall financial information, and indicating the status of compliance with these procedures overall. (See Tab 1 to Annex B.)

### 5.7.3 Records Management Plan and Closeout Report

As part of the demobilization planning by the JFO Planning Section Demobilization Unit, a records management plan must be established to the satisfaction of all affected agencies. Generally, there will be open financial, travel, and acquisitions responsibilities or commitments when a JFO is closing that will need to be transitioned elsewhere. The Finance/Administration Section Chief (Comptroller) must certify that the financial duties and other responsibilities of the Office of the Comptroller are being transitioned, without problem, to a qualified party. Upon demobilization, the JFO Finance/Administration Section must forward a closeout report detailing the disposition of any such records in accordance with the JFO's records management plan. (See Tab 2 to Annex B.)

## 5.7.4 After-Action Reports

**5.7.4.1 Hotwashes.** All deployments of an operational JFO will include a “hotwash” process that will be used to identify critical issues and problems resulting from or occurring during participation in domestic threat or incident-related operations and/or department-level exercises or training events. The DHS/Office of Operations is responsible for conducting hotwashes for the JFO, but the scope of that hotwash is limited to the actions under this SOP. Other entities will conduct operational hotwash and after-action reporting (e.g., the DHS/USSS for security operations and events within the MACC, FBI for law enforcement investigation operations and events within the JOC, etc.). At a minimum, the Preparedness Directorate will conduct a final hotwash at the completion of the mission. In the case of extended operations, the Preparedness Directorate may conduct periodic, interim hotwashes to capture critical issues that may be addressed and resolved while the mission remains in progress.

**5.7.4.2 After-Action Reports (AARs).** Organizational Elements (OEs) participating in the JFO operation will develop after-action report documents in accordance with their internal policies and procedures. The Preparedness Directorate may identify domestic threat or incident-related operations and/or department-level exercises and training events that require the development of a Secretary’s After-Action Report in accordance with the Secretary’s Remedial Action Management Program (SEC RAMP) described in MD 0012 SEC RAMP. (The AAR/Lessons Learned Report (LLR) and the SEC RAMP AAR formats are at Tabs 3 and 4 to Annex B). As with the hotwash, the scope of AARs submitted by the Preparedness Directorate will be limited to NRP and JFO SOP issues. Timeframes for submitting the AAR are outlined in Annex B. Contact the Preparedness Directorate for AAR copies.

**5.7.4.3 Remedial Action Issues.** Issues identified during the deployment of a JFO that could not be resolved and that may require department-level remediation may be forwarded directly to the SEC RAMP by an OE Under Secretary (or the appropriate OE equivalent) in accordance with MD 0012 SEC RAMP.

**5.7.4.4 Lessons Learned and Smart Practices.** Lessons learned and smart practices identified in a SAAR, through the remediation of a SEC RAMP issue, or identified by other means will be forwarded directly by the DHS/Office of Operations to the DHS/Preparedness Directorate for inclusion in the Lessons Learned Information-Sharing (LLIS) database.

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## 6.0 Points of Contact

U.S. Department of Homeland Security  
Washington, DC 20528  
(202) 282-9810

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## 7.0 Ongoing SOP Management and Maintenance

### 7.1 Coordination

The Federal Government uses the “preparedness organization” concept described in the NIMS for the ongoing management and maintenance of the NRP. These organizations typically include all agencies with a role in incident management and provide a forum for coordination of policy, planning, training, equipping, and other preparedness requirements.

An interagency working group has been chartered to act as the JFO SOP preparedness organization. Upon completion or revision, this SOP will be officially concurred upon through the Homeland Security Council’s (HSC’s) Domestic Threat Response and Incident Management Policy Coordination Committee (DTRIM PCC), and then transmitted by the Secretary of Homeland Security.

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### 7.2 SOP Maintenance

This SOP, which provides operational guidance for use by emergency teams and other personnel involved in conducting or supporting incident management operations, will be changed or updated to reflect any changes to the NRP, be they additions or a full reissuance of the plan. Changes and revisions will be made in the following situations: 1) upon substantive revision of the NRP; 2) to incorporate lessons learned harvested from all exercises/operations that include a JFO activation; and 3) when a consensus in the interagency working group calls for a change/revision.

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