

IV. Concept of Operations

General

This section describes the Federal coordinating structures, processes, and protocols employed to manage Incidents of National Significance. These coordinating structures and processes are designed to enable execution of the responsibilities of the President through the appropriate Federal departments and agencies, and to integrate Federal, State, local, tribal, NGO, and private-sector efforts into a comprehensive national approach to domestic incident management.

A basic premise of the NRP is that incidents are generally handled at the lowest jurisdictional level possible. Police, fire, public health and medical, emergency management, and other personnel are responsible for incident management at the local level. In some instances, a Federal agency in the local area may act as a first responder and may provide direction or assistance consistent with its specific statutory authorities and responsibilities. In the vast majority of incidents, State and local resources and interstate mutual aid normally provide the first line of emergency response and incident management support.

When an incident or potential incident is of such severity, magnitude, and/or complexity that it is

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considered an Incident of National Significance according to the criteria established in this plan, the Secretary of Homeland Security, in coordination with other Federal departments and agencies, initiates actions to prevent, prepare for, respond to, and recover from the incident. These actions are taken in conjunction with State, local, tribal, nongovernmental, and private-sector entities as appropriate to the threat or incident. In the context of Stafford Act disasters or emergencies, DHS coordinates supplemental Federal assistance when the consequences of the incident exceed State, local, or tribal capabilities.

Overall Coordination of Federal Incident Management Activities

The President leads the Nation in responding effectively and ensuring the necessary resources are applied quickly and efficiently to all Incidents of National Significance. As necessary, the Assistant to the President for Homeland Security convenes interagency meetings to coordinate policy issues. Though White House-level coordination mechanisms are not described in detail in the NRP, all other Federal coordinating mechanisms and entities described in the NRP support, and are consistent with, White House-level interagency coordination.

During actual or potential Incidents of National Significance, the overall coordination of Federal incident management activities is executed through the Secretary of Homeland Security. Other Federal departments and agencies carry out their incident management and emergency response authorities and responsibilities within this overarching coordinating framework.

The Secretary of Homeland Security utilizes multiagency structures at the headquarters, regional, and field levels to coordinate efforts and provide appropriate support to the incident command structure. At the Federal headquarters level, incident information-sharing, operational planning, and deployment of Federal resources are coordinated by the Homeland Security Operations Center (HSOC), and its component element, the NRCC.

Strategic-level interagency incident management coordination and course of action development are facilitated by the IIMG, which also serves as an advisory body to the Secretary of Homeland Security. Issues beyond the Secretary's authority to resolve are referred to the appropriate White House entity for resolution.

At the regional level, interagency resource coordination and multiagency incident support are provided by the RRCC. In the field, the Secretary of Homeland Security is represented by the PFO (and/or the Federal Coordinating Officer (FCO)/Federal Resource Coordinator (FRC) as appropriate). Overall Federal support to the incident command structure on-scene is coordinated through the JFO.

The **RRCC** coordinates regional response efforts, establishes Federal priorities, and implements local Federal program support until a JFO is established.

The **JFO** is a temporary Federal facility established locally to coordinate operational Federal assistance activities to the affected jurisdiction(s) during Incidents of National Significance.

For terrorist incidents, the primary responsibilities for coordinating and conducting all Federal law enforcement and criminal investigation activities are executed by the Attorney General acting through the FBI. During a terrorist incident, the local FBI Special Agent-in-Charge

(SAC) coordinates these activities with other members of the law enforcement community, and works in conjunction with the PFO, who coordinates overall Federal incident management activities. Notwithstanding any other provision of the NRP, when a terrorist threat or actual incident falls within the criminal jurisdiction of the United States, any incident management activity by any other Federal department or agency that could adversely affect the Attorney General's ability to prevent, preempt, disrupt, and respond to such a threat or incident must be coordinated with the Attorney General through the SFLEO (i.e., the FBI SAC).

The framework created by these coordinating structures is designed to accommodate the various roles the Federal Government plays during an incident, whether it is Federal support to (and in coordination with) State, local, or tribal authorities; Federal-to-Federal support; or direct implementation of Federal incident management authorities and responsibilities when appropriate under Federal law. This structure also encompasses the dual roles and responsibilities of the Secretary of Homeland Security for operational and resource coordination in the context of domestic incident management.

Concurrent Implementation of Other Plans

The NRP is the core plan for managing domestic incidents and details the Federal coordinating structures and processes used during Incidents of National Significance. Other supplemental agency and interagency plans provide details on authorities, response protocols, and technical guidance for responding to and managing specific contingency situations (such as hazardous materials spills, wildland fires, etc.).

In many cases, Federal agencies manage localized incidents under these plans using their own authorities without the need for coordination by the Secretary of Homeland Security. In the context of Incidents of National Significance, these supplemental agency or interagency plans may be implemented concurrently

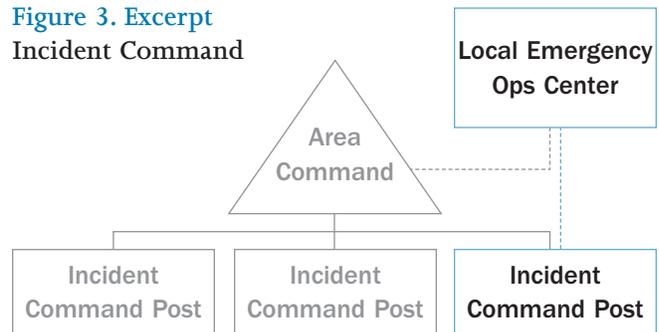
with the NRP, but are subordinated to the overarching core coordinating structures, processes, and protocols detailed in the NRP. In this case, the department or agency with primary responsibility for execution of the supplemental agency or interagency plan is also responsible for ensuring that all ongoing activities conform to the processes and protocols prescribed in the NRP. This helps enable effective and coordinated Federal incident management operations, consistent with individual department and agency authorities and responsibilities. Similarly, this same principle applies to the implementation of security plans developed to support special security events, particularly NSSEs. A comprehensive listing and summary of representative national agency and interagency plans is included in Appendix 4.

Organizational Structure

The national structure for incident management establishes a clear progression of coordination and communication from the local level to regional to national headquarters level. This structure is diagramed in Figure 3 on page 19.

As illustrated in Figure 3, the local incident command structures (namely the ICP(s) and Area Command) are responsible for directing on-scene emergency management and maintaining command and control of on-scene incident operations.

Figure 3. Excerpt Incident Command



The support and coordination components consist of multiagency coordination centers/emergency operations centers (EOCs) and multiagency coordination entities. Multiagency coordination centers/EOCs provide central locations for operational information-sharing and resource coordination in support of on-scene efforts.

Figure 3. Excerpt EOCs/Multiagency Coordination Centers



Multiagency coordination entities aid in establishing priorities among the incidents and associated resource allocations, resolving agency policy conflicts, and providing strategic guidance to support incident management activities.

Figure 3. Excerpt Multiagency Coordination Entities



In accordance with NIMS processes, resource and policy issues are addressed at the lowest organizational level practicable. If the issues cannot be resolved at that level, they are forwarded up to the next level for resolution. Reflecting the NIMS construct, the NRP includes the following command and coordination structures:

- ICPs on-scene using the Incident Command System (ICS)/Unified Command;
- Area Command (if needed);
- State, local, tribal, and private-sector EOCs;
- JFO, which is responsible for coordinating Federal assistance and supporting incident management activities locally;
- RRCC and HSOC, which serve as regional and national-level multiagency situational awareness and operational coordination centers;

- IIMG, which serves as the national headquarters-level multiagency coordination entity for domestic incident management; and
- HSC and other White House organizations, which serve as the national-level multiagency coordination entities to advise and assist the President on homeland security and other policy issues.

The NRP organizational structure addresses both site-specific incident management activities and the broader regional or national issues related to the incident, such as impacts to the rest of the country, immediate regional or national actions required to avert or prepare for potential subsequent events, and the management of multiple threats or incidents (particularly those that are non-site specific, geographically dispersed, or evolve over a long period of time).

The role of regional coordinating structures varies depending on the situation. Many incidents may be coordinated by regional structures primarily using regional assets. Larger, more complex incidents may require direct coordination between the JFO and national level, with regional structures continuing to play a supporting role.

Variations of the basic structure are diagramed in the following figures:

- Figure 4 reflects modifications for terrorist incidents and the role of the DOJ working through the FBI's

Strategic Information and Operations Center (SIOC) and the Joint Operations Center (JOC).

- Figure 5 depicts the coordination structure for Federal-to-Federal support when DHS is coordinating resources to support another Federal agency in non-Stafford Act situations.

Additional information about each component of these organizational structures is presented following the figures.

FIGURE 3. Structure for NRP coordination

NIMS Framework

The structure for NRP coordination is based on the NIMS construct: ICS/Unified Command on-scene supported by an Area Command (if needed), multiagency coordination centers, and multiagency coordination entities.

Multiagency Coordination Entity

- Strategic coordination
- Prioritization between incidents and associated resource allocation
- Focal point for issue resolution

EOCs/Multiagency Coordination Centers

- Support and coordination
- Identifying resource shortages and issues
- Gathering and providing information
- Implementing multiagency coordination entity decisions

Incident Command

- Directing on-scene emergency management

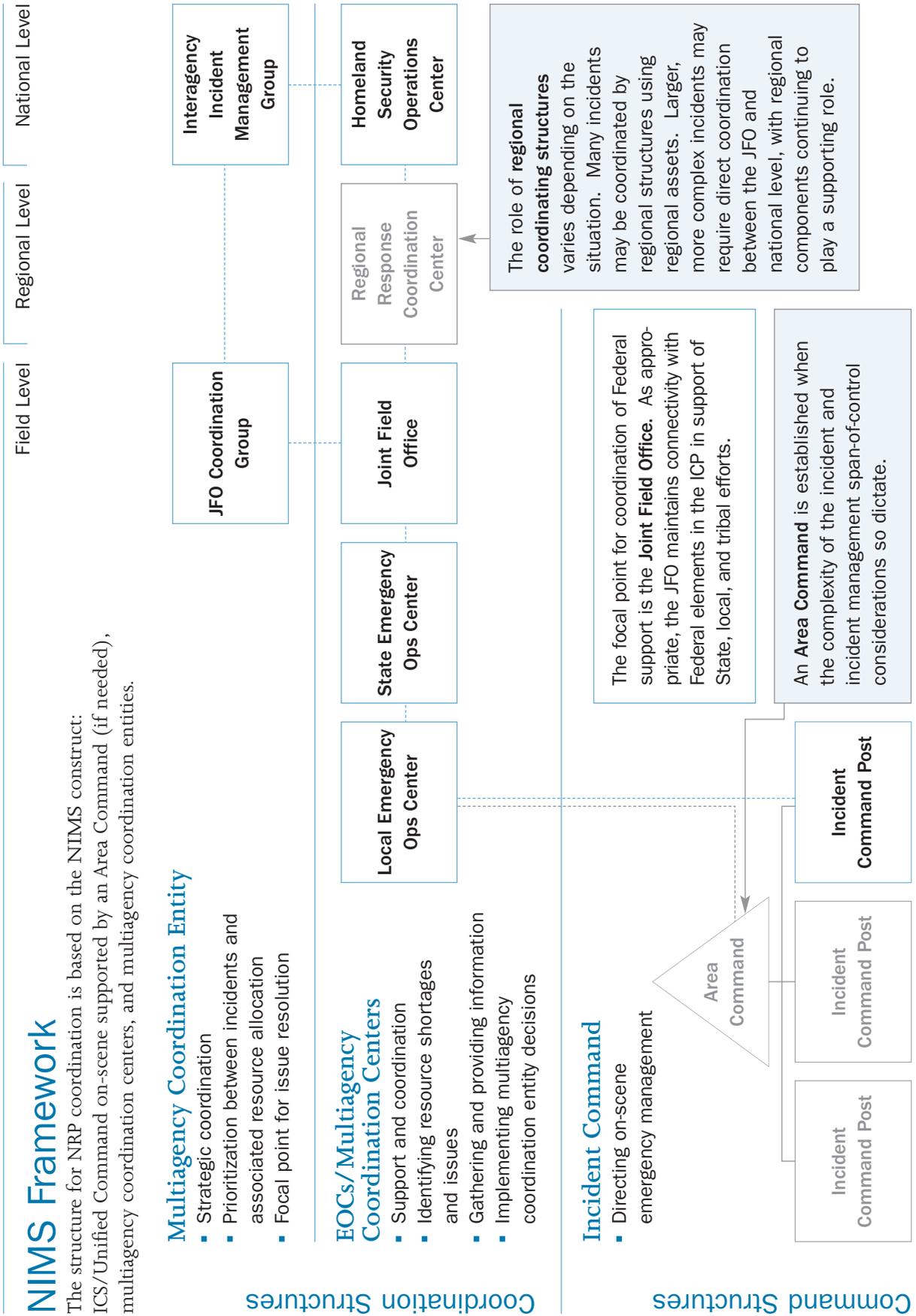


FIGURE 4. Structure for NRP coordination: Terrorist incident

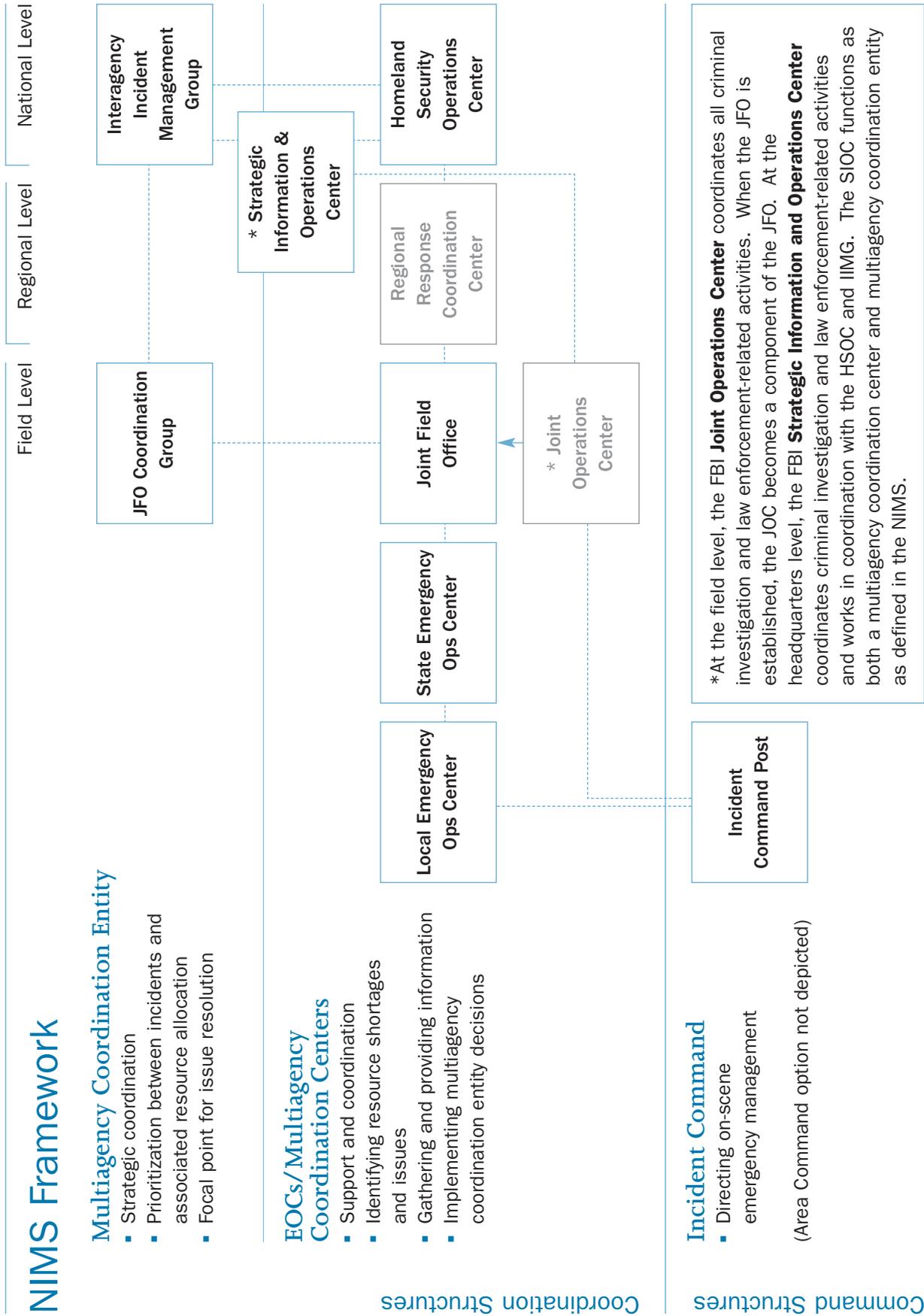
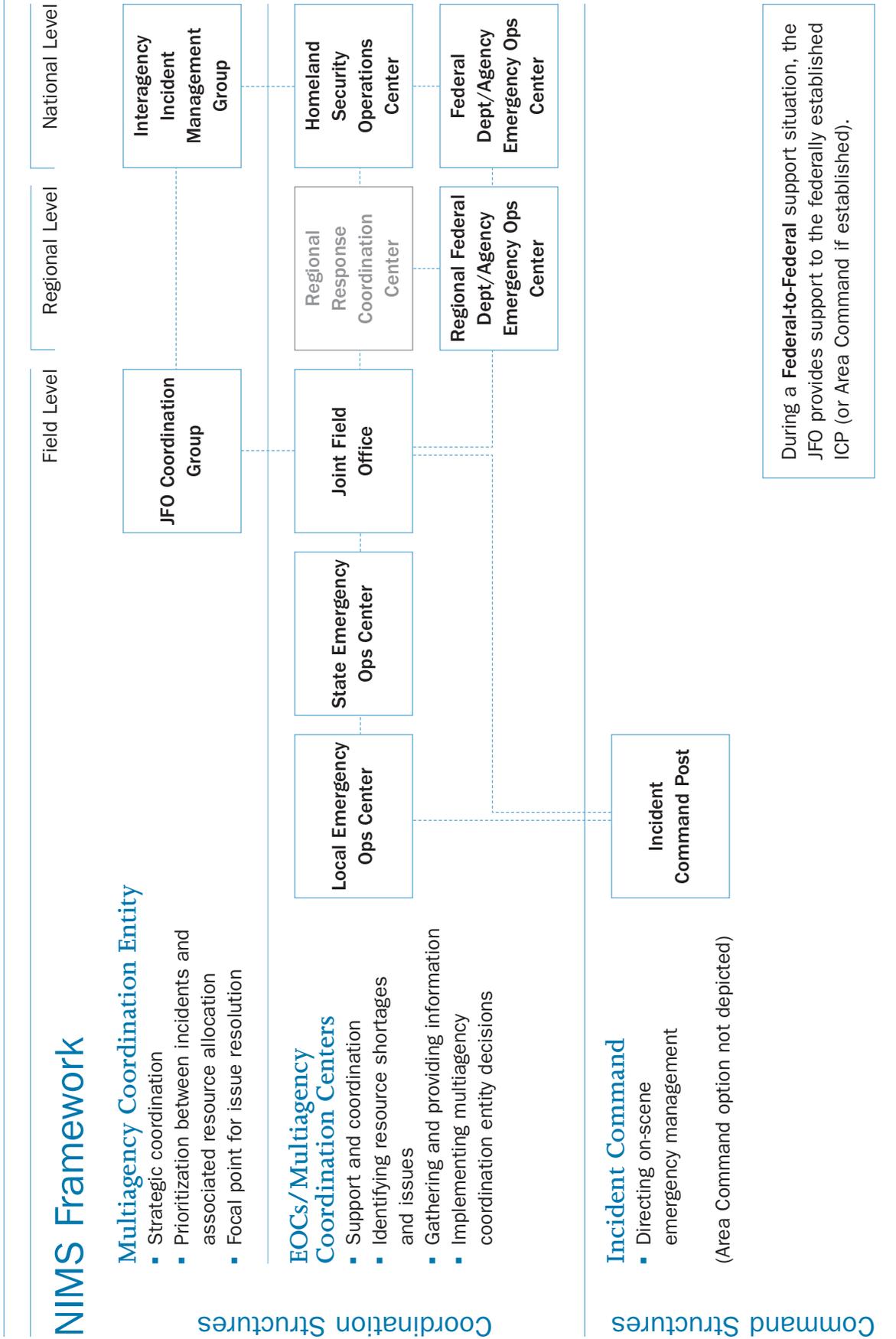


FIGURE 5. Structure for NRP coordination: Federal-to-Federal support



Principal NRP Organizational Elements

This section discusses the major organizational elements in the structure for Federal NRP coordination diagramed in Figures 3 through 5. Included in the discussion are special teams and other associated components, to include White House-level entities.

Homeland Security Council/National Security Council

As stated in HSPD-5, the Assistant to the President for Homeland Security and the Assistant to the President for National Security Affairs are responsible for interagency policy coordination regarding domestic and international incident management, respectively, as directed by the President. Following an initial assessment by the Secretary of Homeland Security, interagency policy issues and courses of action framed by the IIMG, particularly those of a time-sensitive nature, those that require policy adjudication, or those outside the authorities of the Secretary, as defined in the Homeland Security Act, Stafford Act, and other relevant statutes, Executive orders, and directives, are elevated for resolution through the HSC/NSC system.

The Assistant to the President for Homeland Security and the Assistant to the President for National Security Affairs work together to ensure that domestic and international incident management efforts are seamlessly united.

Policy Coordination Committees (PCCs)

PCCs coordinate policy issues as part of the White House process. PCCs may be convened at the request of any member agency on an emergency basis based on a threat, an Incident of National Significance, or a policy issue of an urgent nature.

Interagency Incident Management Group

The IIMG is a Federal headquarters-level multiagency coordination entity that facilitates strategic Federal domestic incident management for Incidents of National Significance. The Secretary of Homeland Security activates the IIMG based on the nature,

severity, magnitude, and complexity of the threat or incident. The Secretary of Homeland Security may activate the IIMG for high-profile, large-scale events that present high-probability targets, such as NSSEs, and in heightened threat situations. The IIMG is comprised of senior representatives from DHS components, other Federal departments and agencies, and NGOs, as required. (For incident-specific activities, the IIMG replaces the Catastrophic Disaster Response Group that served as the policy-level multiagency coordination entity under the FRP.)

The IIMG membership is flexible and can be tailored or task-organized to provide the appropriate subject-matter expertise required for the specific threat or incident at hand. When activated, the IIMG:

- Serves as a focal point for Federal strategic incident management planning and coordination;
- Maintains situational awareness of threat assessments and ongoing incident-related operations and activities;
- Provides decisionmaking support for threat or incident-related prevention, preparedness, response, and recovery efforts;
- Synthesizes information, frames issues, and makes recommendations to the Secretary of Homeland Security on:
 - Actions to take in response to credible threats,
 - Changes in the national HSAS alert level,
 - Policy issues,
 - Operational courses of action, and
 - Priorities for the use or allocation of Federal resources;
- Provides strategic coordination and recommendations for the application of Federal resources in cooperation with existing agency and interagency resource management and private-sector entities;
- Assesses national impacts of the incident(s) as well as those associated with the actual or proposed Federal response;
- Anticipates evolving Federal resource and operational requirements according to the specifics of the situation;
- Maintains ongoing coordination with the PFO and the JFO Coordination Group;
- Coordinates with the FBI SIOC on terrorism-related issues;

- Facilitates interagency operational coordination and coordination with other public and private entities required for implementation of decisions and directions from the President or other appropriate White House entities; and
- Develops strategies for implementing existing policies and provides incident information to DHS and the White House to facilitate policymaking. The White House originates any new policies pertaining to a major incident and resolves interagency policy disputes.

IIMG Director, Deputy, or Designee

The IIMG coordinates with and provides information to the White House including, but not limited to: situational awareness and operational prevention, protection, preparedness, response, and recovery activities, as well as policy course of action recommendations. The IIMG Director, deputy, or designee, in support of the Secretary of Homeland Security, may participate in White House organization meetings. Policy decisions made through the HSC/NSC system are referred to the IIMG and the appropriate departments and agencies for implementation.

The IIMG monitors policy and operational courses of action implemented by individual departments and agencies, monitors progress, and reports status back through the DHS representative on a timely basis.

IIMG Staffing

As indicated below, the IIMG consists of an Executive Staff, Core Group, and Subject-Matter Expert Augmentation.

IIMG Executive Staff

The Executive Staff includes a Director, Deputy Director, Operations Deputy, Information Analyst, Information Requirements Manager, Recorder, Situation Briefer, Resource Tracker, and Administrative Assistant. The Secretary of Homeland Security will designate a senior department representative to serve as the IIMG Director.

IIMG Core Group

The IIMG Core Group includes representatives from Federal departments and agencies, DHS components,

and other organizations as required. Affected States may be represented on the IIMG either through the DHS Office of State and Local Government Coordination and Preparedness (OSLGCP) or, if needed, through a State liaison to the IIMG. At the time of activation of the IIMG, actual IIMG membership and participation is tailored to include departments and agencies with the appropriate jurisdictional authority and expertise for the incident at hand, including the following scenarios: chemical, biological, radiological, or nuclear event; non-WMD terrorist event; cyber event; oil/hazardous materials spill; natural disaster; mass migration event; and other emergencies as required.

IIMG Core Group Staffing

- Department of Agriculture
- Department of Commerce
- Department of Defense
- Department of Energy
- Department of Health and Human Services
- Department of Homeland Security
 - Border and Transportation Security
 - Citizenship and Immigration Services
 - Congressional Liaison
 - Customs and Border Protection
 - Emergency Preparedness and Response/Federal Emergency Management Agency
 - Immigration and Customs Enforcement
 - Information Analysis and Infrastructure Protection
 - International Affairs Office
 - Legislative Affairs
 - Office of General Counsel
 - Office of National Capital Region Coordination
 - Office of State and Local Government Coordination and Preparedness
 - Public Affairs
 - Science and Technology
 - Special Assistant to the Secretary for the Private Sector
 - Transportation Security Administration
 - U.S. Coast Guard
 - U.S. Secret Service
- Department of Housing and Urban Development
- Department of the Interior
- Department of Justice
 - Bureau of Alcohol, Tobacco, Firearms and Explosives
 - Drug Enforcement Agency
 - Federal Bureau of Investigation
 - U.S. Marshals Service

- Department of Labor
- Department of State
- Department of Transportation
- Department of the Treasury
- Department of Veterans Affairs
- Central Intelligence Agency
- Environmental Protection Agency
- General Services Administration
- National Aeronautics and Space Administration
- Nuclear Regulatory Commission
- Office of Personnel Management
- Small Business Administration
- U.S. Postal Service
- White House Office of Science and Technology Policy
- American Red Cross

Subject-Matter Expert Augmentation

In addition to the Executive Staff and Core Group, the IIMG integrates immediately available and on-call operational subject-matter expertise and reach-back capability to meet the demands of the particular incident. For some responses, pre-established subject-matter expert groups are part of ESF, Support, or Incident Annex planning efforts, and provide appropriate technical advice. For example, for incidents involving hazardous materials, the National Response Team (NRT) can provide assistance to the IIMG. (See the Science and Technology Support Annex for additional information.)

IIMG Procedures

Procedures governing the designation, activation, recall, assembly, and operational interaction of IIMG members will be developed in concert with other Federal departments and agencies and published by the Secretary of Homeland Security in a separate document.

Homeland Security Operations Center

The HSOC is the primary national hub for domestic incident management operational coordination and situational awareness. The HSOC is a standing 24/7 interagency organization fusing law enforcement, national intelligence, emergency response, and private-sector reporting. The HSOC facilitates homeland security information-sharing and operational coordination with other Federal, State, local, tribal, and nongovernmental EOCs.

HSOC roles and responsibilities include:

- Establishing and maintaining real-time communications links to other Federal EOCs at the national level, as well as appropriate State, tribal, local, regional, and nongovernmental EOCs and relevant elements of the private sector;
- Maintaining communications with private-sector critical infrastructure and key resources information-sharing entities;
- Maintaining communications with Federal incident management officials;
- Coordinating resources pertaining to domestic incident management, and the protection against and prevention of terrorists attacks;
- Coordinating with the Terrorist Screening Center (TSC), FBI SIOC, National Counterterrorism Center (NCTC), and other Federal Government entities for terrorism-related threat analysis and incident response, consistent with applicable Executive orders;
- Providing general domestic situational awareness, common operational picture, and support to and acting upon requests for information from the IIMG and DHS leadership; and
- Acting as the primary conduit for the White House Situation Room and IIMG for domestic situational awareness.

The HSOC consists of a 24/7 multiagency watch and operational coordination center and integrated elements of DHS Information Analysis and Infrastructure Protection/Office of the Assistant Secretary for Information Analysis (DHS/IAIP/OIA) and DHS Emergency Preparedness and Response/Federal Emergency Management Agency (DHS/EPR/FEMA). These elements work in close coordination to address information/intelligence analysis and response coordination.

HSOC (DHS Headquarters facility elements)

The HSOC integrates representatives from DHS and other Federal departments and agencies to support steady-state threat-monitoring requirements and situational awareness, as well as operational incident management coordination. The organizational structure of the HSOC is designed to integrate a full spectrum of interagency subject-matter expertise and reach-back capability to meet the demands of a wide range of potential incident scenarios.

HSOC Representatives

The HSOC includes representatives from:

- Department of Agriculture*
- Department of Commerce
 - National Oceanic and Atmospheric Administration
- Department of Defense
- Department of Energy
- Department of Health and Human Services
- Department of Homeland Security
 - Border and Transportation Security
 - Customs and Border Protection
 - Emergency Preparedness and Response/Federal Emergency Management Agency
 - Federal Protective Service
 - Immigration and Customs Enforcement
 - Information Analysis and Infrastructure Protection
 - Office of the National Capital Region Coordination
 - Office of State and Local Government Coordination and Preparedness
 - Public Affairs
 - Science and Technology
 - Transportation Security Administration
 - U.S. Coast Guard
 - U.S. Secret Service
- Department of the Interior
- Department of Justice
 - Bureau of Alcohol, Tobacco, Firearms and Explosives
 - Drug Enforcement Agency
 - Federal Bureau of Investigation
 - U.S. Marshals Service
- Department of Labor*
- Department of State
- Department of Transportation*
 - Federal Aviation Administration*
- Department of Veterans Affairs
- Central Intelligence Agency
- Environmental Protection Agency
- Nuclear Regulatory Commission*
- Office of Personnel Management
- U.S. Postal Service
- American Red Cross*
- State and local law enforcement

* Staffing from these entities is situation dependent.

This list represents a generic template for steady-state staffing for DHS Headquarters elements of the HSOC. At the time of an incident, participation may be expanded based on the specifics of the situation.

DHS component operations centers establish and maintain direct connectivity, or capability for connectivity, with the HSOC on a 24/7 basis and keep it apprised of all operational activities conducted in support of incident management requirements.

Nothing in this plan impacts or impedes the ability of other Federal departments and agencies to establish their own emergency operations centers and maintain a direct flow of information to these operations centers from government or private-sector representatives at the local incident site.

Intelligence/Information Analysis

In partnership with other elements of the HSOC, DHS/IAIP/OIA is responsible for interagency intelligence collection requirements, analysis, production, and product dissemination for DHS. DHS/IAIP/OIA:

- Coordinates or disseminates homeland security threat warnings, advisory bulletins, and other information pertinent to national incident management to Federal, State, regional, local, and nongovernmental EOCs and incident management officials and relevant elements of the private sector;
- Coordinates with the TSC, FBI SIOC, NCTC, and other Federal Government entities for terrorism-related and homeland security-related threat analysis and warning, consistent with applicable Executive orders;
- Provides direct analytical support and coordinated Request for Information (RFI) processing with the HSOC in support of the IIMG;
- Provides the threat/intelligence aspects of situational awareness and forecasting of follow-on threat activities/incidents; and
- Maintains real-time communications links to other national intelligence organizations.

The FBI develops and disseminates FBI intelligence bulletins and threat warnings to law enforcement in coordination with DHS.

Response and Resource Coordination

The NRCC is a multiagency center that provides overall Federal response coordination for Incidents of National Significance and emergency management program implementation. DHS/EPR/FEMA maintains the NRCC as a functional component of the HSOC in support of incident management operations.

The NRCC monitors potential or developing Incidents of National Significance and supports the efforts of regional and field components. NRCC functions in support of multiagency planning and coordination of incident management operations include:

- Monitoring the preparedness of national-level emergency response teams and resources;
- In coordination with RRCCs, initiating mission assignments or reimbursable agreements to activate other Federal departments and agencies;
- Activating and deploying national-level entities such as the National Disaster Medical System (NDMS), Urban Search and Rescue Task Forces, Mobile Emergency Response Support (MERS), and Emergency Response Team (ERT);
- Coordinating and sustaining the Federal response to potential and actual Incidents of National Significance, including coordinating the use of Federal remote sensing/disaster assessment support;
- Providing management of field facilities, supplies, and equipment;
- Coordinating operational response and resource allocation planning with the appropriate Federal departments and agencies, RRCCs, and the JFO;
- Tracking and managing Federal resource allocations (see the Financial Management Support Annex regarding financial tracking and management during Federal-to-Federal support situations);
- Collecting, evaluating, and disseminating information regarding the incident response and status of resources; and
- Drafting and distributing operational warnings and orders in coordination with other elements of the HSOC.

In addition, the NRCC resolves Federal resource support conflicts and other implementation issues forwarded by the JFO. Those issues that cannot be resolved by the NRCC are referred to the IIMG.

During an incident, the NRCC operates on a 24/7 basis or as required in coordination with other elements of the HSOC. To support incident operations, more than 40 departments and agencies from activated ESF primary and support agencies provide representatives to augment the NRCC. Additional interagency representatives may be requested based on the situation at hand. DHS/EPR/FEMA provides management and support staff for functions not filled by ESF personnel. The DHS/EPR/FEMA Operations Center (FOC)

supports the NRCC with a 24-hour watch and provides notification to departments and agencies on the activation (or potential activation) of ESFs.

Critical Infrastructure Protection

The HSOC maintains communications and coordinates with critical infrastructure and key resources information-sharing entities through the National Infrastructure Coordinating Center (NICC). The NICC monitors the Nation's critical infrastructure and key resources on an ongoing basis, and conducts daily polling of the standing information-sharing entities for incidents and abnormalities. During an incident, the NICC provides a coordinating vehicle to share information across infrastructure and key resources sectors through appropriate information-sharing entities.

Strategic Information and Operations Center

The FBI SIOC is the focal point and operational control center for all Federal intelligence, law enforcement, and investigative law enforcement activities related to domestic terrorist incidents or credible threats, including leading attribution investigations. The SIOC serves as an information clearinghouse to help collect, process, vet, and disseminate information relevant to law enforcement and criminal investigation efforts in a timely manner. The SIOC maintains direct connectivity with the HSOC and IIMG. The SIOC, located at FBI Headquarters, supports the FBI's mission in leading efforts of the law enforcement community to detect, prevent, preempt, and disrupt terrorist attacks against the United States.

The **FBI SIOC** is the focal point and operational control center for all Federal intelligence, law enforcement, and investigative law enforcement activities related to domestic terrorist incidents or credible threats, including leading attribution investigations.

The SIOC houses the National Joint Terrorism Task Force (NJTTF). The mission of the NJTTF is to enhance communications, coordination, and cooperation among Federal, State, local, and tribal agencies representing the intelligence, law enforcement, defense, diplomatic, public safety, and homeland security communities by

providing a point of fusion for terrorism intelligence and by supporting Joint Terrorism Task Forces (JTTFs) throughout the United States.

In situations other than terrorism, the Attorney General may coordinate Federal law enforcement activities through another DOJ operations center, as appropriate, in coordination with the HSOC.

National Counterterrorism Center

The NCTC serves as the primary Federal organization for analyzing and integrating all intelligence possessed or acquired by the U.S. Government pertaining to terrorism and counterterrorism, excepting purely domestic counterterrorism information. The NCTC may, consistent with applicable law, receive, retain, and disseminate information from any Federal, State, or local government or other source necessary to fulfill its responsibilities.

The NCTC also conducts strategic operational planning for counterterrorism activities, integrating all instruments of national power, including diplomatic, financial, military, intelligence, homeland security, and law enforcement activities within and among agencies. It assigns operational responsibilities to agencies for counterterrorism activities that are consistent with applicable law and support strategic plans to counter terrorism. The NCTC ensures that agencies have access to and receive intelligence needed to accomplish their assigned activities. It does not direct the execution of operations.

In addition, the NCTC serves as the central and shared knowledge bank on known and suspected terrorists and international terror groups, as well as their goals, strategies, capabilities, and networks of contacts and support. The NCTC ensures that agencies, as appropriate, have access to and receive all-source intelligence support needed to execute their counterterrorism plans or perform independent, alternative analysis.

Emergency Support Functions

The ESF structure provides a modular structure to energize the precise components that can best address the requirements of the incident. For example, a large-scale natural disaster or massive terrorist event may

require the activation of all ESFs. A localized flood or tornado might only require activation of a select number of ESFs. Based on the requirements of the incident, ESFs provide the interagency staff to support operations of the NRCC, the RRCC, and the JFO. Depending on the incident, deployed assets of the ESFs may also participate in the staffing of the ICP.

Under the NRP, each ESF is structured to provide optimal support of evolving incident management requirements. ESFs may be activated for Stafford Act and non-Stafford Act implementation of the NRP (although some Incidents of National Significance may not require ESF activations). ESF funding for non-Stafford Act situations will be accomplished using NRP Federal-to-Federal support mechanisms and will vary based on the incident. ESF activities and involvement vary throughout an incident from high-visibility, high-intensity activities during the early response, to program implementation and management during recovery, to a stage of declining requirements and deactivation as ESFs or ESF components complete their missions.

Regional Coordination

Some Incidents of National Significance may be managed primarily using regional resources, with headquarters-level monitoring. In large-magnitude, high-visibility, and/or sensitive situations, the JFO coordinates directly with the headquarters-level HSOC and IIMG. In these situations, regional organizational elements remain in support roles.

The RRCC is a standing facility operated by DHS/EPR/FEMA that is activated to coordinate regional response efforts, establish Federal priorities, and implement local Federal program support until a JFO is established in the field and/or the PFO, FCO, or FRC can assume their NRP coordination responsibilities. The RRCC establishes communications with the affected State emergency management agency and the NRCC, coordinates deployment of the Emergency Response Team—Advance Element (ERT-A) to field locations, assesses damage information, develops situation reports, and issues initial mission assignments.

The DHS/EPR/FEMA Regional Director activates the RRCC based on the level of response required. The RRCC is led by an RRCC Director and includes

DHS/EPR/FEMA staff and regional ESF representatives. The RRCC may also include a DOD Regional Emergency Preparedness Liaison Officer (REPLO) who assists in coordination of requests for defense support. Financial management activity at the RRCC is monitored and reported by the Comptroller. (The RRCC replaces the Regional Operations Center (ROC) in the FRP.)

Joint Field Office

The JFO is a multiagency coordination center established locally. It provides a central location for coordination of Federal, State, local, tribal, nongovernmental, and private-sector organizations with primary responsibility for threat response and incident support. The JFO enables the effective and efficient coordination of Federal incident-related prevention, preparedness, response, and recovery actions.

The JFO utilizes the scalable organizational structure of the NIMS ICS in the context of both pre-incident and post-incident management activities. The JFO organization adapts to the magnitude and complexity of the situation at hand, and incorporates the NIMS principles regarding span of control and organizational structure: management, operations, planning, logistics, and finance/administration. Although the JFO uses an ICS structure, the JFO does not manage on-scene operations. Instead, the JFO focuses on providing support to on-scene efforts and conducting broader support operations that may extend beyond the incident site.

As described in the NIMS, the JFO may also incorporate a sixth element focused on intelligence and information. This 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 placement of the intelligence function is determined by the JFO Coordination Group based on the role intelligence plays in the incident and/or the volume of classified or highly sensitive information. Personnel from Federal departments and agencies, other jurisdictional entities, and private-sector and

nongovernmental organizations provide staffing for the JFO, generally through their respective ESFs.

The JFO fully replaces the DHS/EPR/FEMA Disaster Field Office (DFO), and accommodates 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 an NSSE or other security coordination function, the DHS/U.S. Secret Service (USSS) Multiagency Command Center (MACC) and the FBI JOC are collocated at the JFO when possible. Other Federal operations centers collocate at the JFO whenever possible. In the event that collocation is not practical, Federal agencies are connected virtually to the JFO and 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.

Threat situations or incidents that impact multiple States or localities may require separate JFOs. In these situations, one of the JFOs may be identified (typically in the most heavily impacted area) to provide strategic leadership and coordination for the overall incident management effort.

Figures 6 through 9 illustrate possible JFO organizational structures for various types of threat scenarios and incidents. Figure 6 illustrates the organization for natural disasters, Figure 7 shows modifications for terrorism, Figure 8 shows modifications for incidents involving Federal-to-Federal support, and Figure 9 depicts the JFO organization for an NSSE. All or portions of these organizational structures may be stood up based on the nature and magnitude of the threat or incident.