



Surge Capacity Force Concept of Operations

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Table of Contents

Base Plan	5
Annex A: Surge Capacity Force Training Plan	11
Annex B: Surge Capacity Force Deployment Plan	13

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Base Plan

I. PURPOSE

This Concept of Operations outlines how the Department of Homeland Security (DHS) Federal Emergency Management Agency (FEMA) will implement the following provisions of Public Law 109-295:

SEC. 624. SURGE CAPACITY FORCE.

(a) ESTABLISHMENT.—

(1) **IN GENERAL.**—Not later than 6 months after the date of enactment of this Act, the Administrator shall prepare and submit to the appropriate committees of Congress a plan to establish and implement a Surge Capacity Force for deployment of individuals to respond to natural disasters, acts of terrorism, and other man-made disasters, including catastrophic incidents.

(2) **AUTHORITY.**—

(A) **IN GENERAL.**—Except as provided in subparagraph (B), the plan shall provide for individuals in the Surge Capacity Force to be trained and deployed under the authorities set forth in the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

(B) **EXCEPTION.**—If the Administrator determines that the existing authorities are inadequate for the training and deployment of individuals in the Surge Capacity Force, the Administrator shall report to Congress as to the additional statutory authorities that the Administrator determines necessary.

(b) **EMPLOYEES DESIGNATED TO SERVE.**—The plan shall include procedures under which the Secretary shall designate employees of the Department who are not employees of the Agency and shall, in conjunction with the heads of other Executive agencies, designate employees of those other Executive agencies, as appropriate, to serve on the Surge Capacity Force.

(c) **CAPABILITIES.**—The plan shall ensure that the Surge Capacity Force—

(1) includes a sufficient number of individuals credentialed in accordance with section 510 of the Homeland Security Act of 2002, as amended by this Act, that are capable of deploying rapidly and efficiently after activation to prepare for, respond to, and recover from natural disasters, acts of terrorism, and other man-made disasters, including catastrophic incidents; and

(2) includes a sufficient number of full-time, highly trained individuals credentialed in accordance with section 510 of the Homeland Security Act of 2002, as amended by this Act, to lead and manage the Surge Capacity Force.

(d) **TRAINING.**—The plan shall ensure that the Administrator provides appropriate and continuous training to members of the Surge Capacity Force to ensure such personnel are adequately trained on the Agency's programs and policies for natural disasters, acts of terrorism, and other man-made disasters.

(e) **NO IMPACT ON AGENCY PERSONNEL CEILING.**—Surge Capacity Force members shall not be counted against any personnel ceiling applicable to the Federal Emergency Management Agency.

(f) **EXPENSES.**—The Administrator may provide members of the Surge Capacity Force with travel expenses, including per diem in lieu of subsistence, at rates authorized for employees of agencies under subchapter I of chapter 57 of title 5, United States Code, for the purpose of participating in any training that relates to service as a member of the Surge Capacity Force.

(g) **IMMEDIATE IMPLEMENTATION OF SURGE CAPACITY FORCE INVOLVING FEDERAL EMPLOYEES.**—As soon as practicable after the date of enactment of this Act, the Administrator shall develop and implement—

(1) the procedures under subsection (b); and

(2) other elements of the plan needed to establish the portion of the Surge Capacity Force consisting of individuals designated under those procedures.

II. DESIGN

This Concept of Operations establishes a standard structure for organizing, deploying, and coordinating a skilled and/or trained cadre of federal personnel to incidents requiring Federal support, as well as identifies the critical actions to be taken by, and the responsibilities assigned to DHS/FEMA and other Federal departments and agencies in preparation for, response to, and recovery from such incidents or events (or combination of events). This cadre will be organized and formally referred to as the *Surge Capacity Force*.

The Surge Capacity Force is organized into four tiers, as follows:

Tier 1: *Disaster Reservists with FEMA Credentials.* Temporary, on-call employees trained and certified (and who may have field experience) in one or more discrete disaster response skills.

Tier 2: *Permanent Full-Time Federal Employees with FEMA Credentials.* Permanent full-time Federal employees who have been trained and certified (and may have field experience) in one or more discrete disaster response skills.

Tier 3: *Non-FEMA Credentialed, but NIMS-Trained Permanent Full- or Part-Time Federal Employees.* Permanent full- or part-time Federal employees from any federal agency who are not credentialed in any disaster-specific skill, but have completed ALL of the following National Incident Management System (NIMS) training courses.

IS 100	Introduction to Incident Command Systems (ICS 100)
IS 102	Deployment Basics; Federal Disaster Workforce Readiness
IS 292	Disaster Basics
IS 800B	National Response Framework; an Introduction

Tier 4: *Non-FEMA Credentialed and Untrained Permanent Full- or Part-Time Federal Employees.* Permanent full- or part-time Federal employees from any federal agency who are not credentialed in any disaster-specific skill, and have not completed ALL of the NIMS training courses above.

Generally, Tier 3 and 4 personnel will only be deployed to incidents of catastrophic or near-catastrophic magnitude, or when the scope and number of major disasters exceeds Tier 1 and 2 support capability.

III. EMPLOYEES DESIGNATED TO SERVE

FEMA. All FEMA employees are designated as members of the Surge Capacity Force at the Tier 1, 2, or 3 level.

DHS. All DHS employees (GS-15 or equivalent and below) are de facto Tier 4 contingency members of the Surge Capacity Force. However, DHS will identify and designate 7% of non-FEMA DHS employees to train to and be rostered as Tier 3 employees. DHS will determine component support ratios.

Other Federal Executive Agencies. All Federal Executive Agency employees (GS-15 or equivalent and below) are de facto Tier 4 contingency members of the Surge Capacity Force. Agencies may additionally identify and designate employees to train to and be rostered as Tier 3 employees.

In an incident environment of such magnitude that personnel support is required from Tier 3 of the Surge Capacity Force, the Secretary of Homeland Security may authorize FEMA to task and deploy designated Tier 3 personnel from DHS components and other Federal Executive Agencies. *Tier 3 employees may be deployed to an interim processing facility for skill assessment and assignment prior to deployment to the disaster area, or directly to processing points in the disaster area.* Procedures for Tier 3 activation and deployment are contained in Annex B.

In an incident environment of such magnitude that personnel support is required from Tier 4 of the Surge Capacity Force, the Secretary of Homeland Security may authorize FEMA to task and deploy Tier 4 personnel identified by DHS components and other Federal Executive Agencies. *Tier 4 employees will be deployed to an interim processing facility for necessary background training, skill assessment, and assignment prior to deployment to the disaster area.* Procedures for Tier 4 activation and deployment are contained in Annex B.

IV. CAPABILITIES

The Surge Capacity Force must be capable of supporting at least two concurrent catastrophic (Level I) incidents with sufficient personnel. For the purposes of the preceding requirement:

- A **“catastrophic incident”** is defined by the National Response Framework as *“any natural or manmade incident, including terrorism, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions.”*
- A **“Level I”** incident is defined in the Incident Management Support Keystone Doctrine as *“a disaster which, due to its severity, size, location, actual or potential impact on public health, welfare and infrastructure requires an extreme amount of direct federal assistance for response and recovery efforts; a Level I Disaster requires extraordinary coordination among federal, state, tribal and local entities due to massive levels and breadth of damage, severe impact or multi-State scope.”*
- **“Sufficient”** is defined as the qualified ability to fill, within an extended, multi-state, NIMS field response structure:

- All skilled (i.e., credentialed) leadership, supervisory, and unsupervised positions with Tier 1 and/or 2 personnel. Individual functional cadres will establish baseline Tier 1 and 2 credentialing levels. Baseline sufficiency is established as 10,000 personnel.
- All unskilled (i.e., non-credentialed) positions with NIMS-trained (but non-credentialed) Tier 3 or 4 personnel. Baseline sufficiency is established as 15,400 personnel.

The Surge Capacity Force will - pre-disaster and through deployment to disaster location - be managed by FEMA's Disaster Reserve Workforce Division, in support of and close coordination with FEMA Response and Recovery. The operational process is diagrammed in Annex A. All members of the Disaster Reserve Workforce Division will be full-time, highly trained individuals credentialed in accordance with section 510 of the Homeland Security Act of 2002.

V. KEY RESPONSIBILITIES

FEMA will:

- Maintain a current, interagency-wide roster of all Tier 1, 2, and 3 employees.
- Develop and maintain pre-scripted mission assignments for the immediate, tiered deployment of the Surge Capacity Force.
- Identify the requirement for and deploy members of the Surge Capacity Force sufficient to meet operational requirements.
- Prepare and issue Warning, Alert, Activation, and Deployment Orders to supporting agencies, as required.

Departments and Agencies will:

- Identify and designate employees to support the Surge Capacity Force.
- Ensure all employees designated to serve on the Surge Capacity Force:
 - Possess a valid Government Travel Credit Card.
 - Possess a current personnel security investigation.
 - Possess an HSPD-12-compliant employee identification badge.
 - Are trained in their agency's policies concerning time and attendance and travel voucher procedures when deployed away from the person's normal duty station.

- Complete required training/Independent Study courses.
- Are ready to deploy within 48 hours of warning, alert, or no-notice activation.

VI. TRAINING

Surge Capacity Force employees will receive basic disaster assistance program training prior to deployment. Tier 2, 3, and 4 Surge Capacity Force personnel will be deployed initially as Disaster Generalists. Training for the Surge Capacity Force includes:

- IS 100 Introduction to Incident Command Systems (ICS 100)
- IS 102 Deployment Basics; Federal Disaster Workforce Readiness
- IS 200 ICS for Single Resources and Initial Action Incidents
- IS 292 Disaster Basics
- IS 800B National Response Framework; an Introduction
Deployment and Administrative Procedures Training

Tier 4 personnel who have not completed the above training prior to deployment to a disaster location will *be deployed to an interim processing facility for necessary background training, skill assessment, and assignment prior to deployment to the disaster area.*

Discrete skill training requirements will be established, and required training scheduled and managed by individual functional cadre managers. FEMA will globally monitor the assignment and completion of training (as reported by individual cadre management) through the current reporting process established with the Specific Cadre Credentialing Plans.

On-the-job training may be provided at open Joint Field Offices, subject to availability or at an intermediate deployment venue (staging area), when and where feasible and appropriate.

References

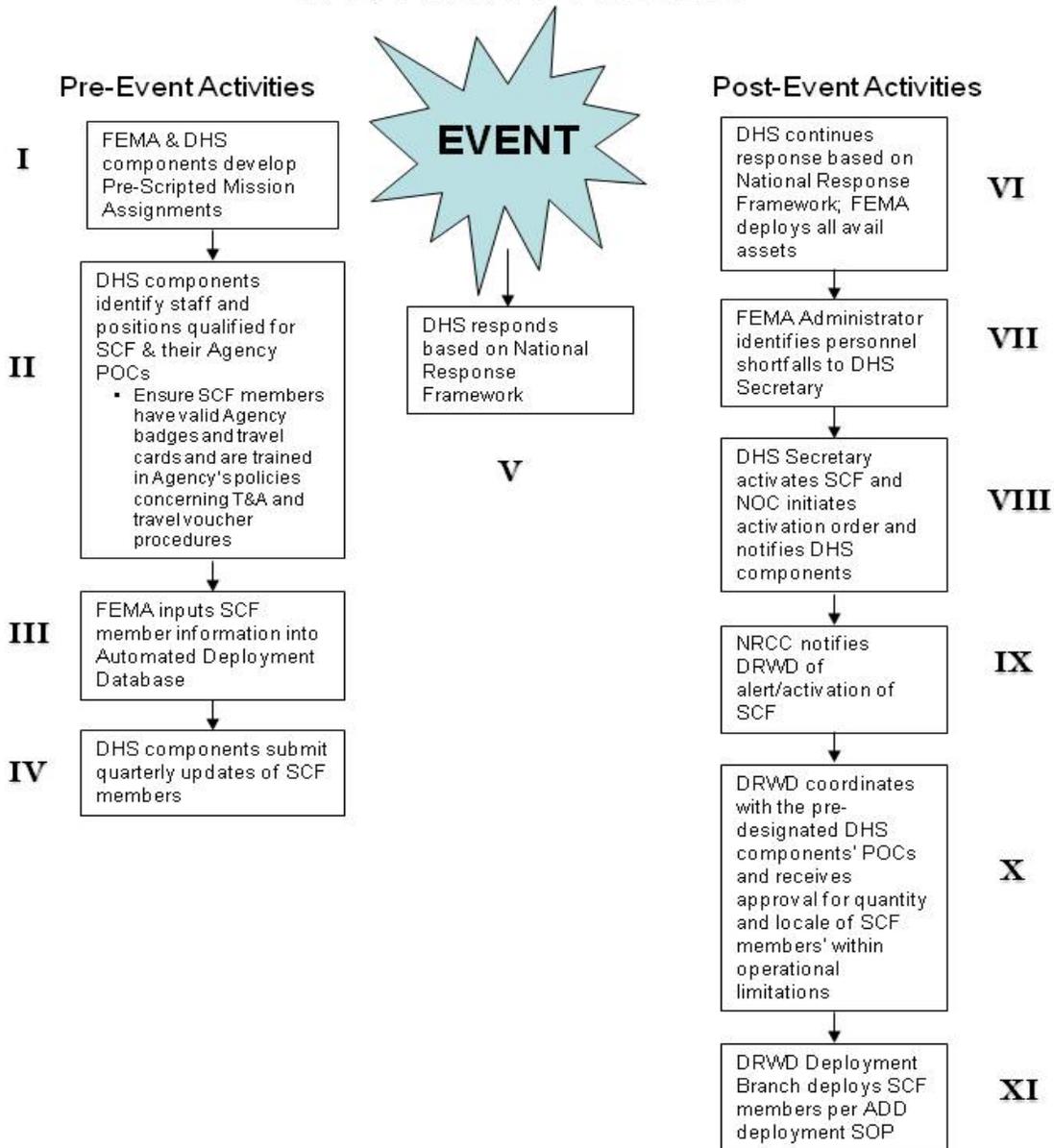
Public Law 93-288, the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended as of October 13, 2006

Homeland Security Presidential Directive 5 (HSPD-5), Management of Domestic Incidents, February 28, 2003

National Response Framework, January 2008

Annex A

SURGE CAPACITY FORCE (SCF) OPERATIONAL PROCESS



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Annex B: Surge Capacity Force Deployment Plan

Eligibility:

To be identified, requested and deployed **ALL** candidates must be **ACTIVE** in the FEMA Automated Deployment Database (ADD) with **CURRENT** phone contact information.

Selection:

Non-FEMA (other Federal Agencies/DHS) employees' assignments will be coordinated through the partner agency's Staffing Point of Contact (SPOC) and DRWD.

- Surge Capacity Force employees must be deployed through normal deployment procedures in FEMA's Automated Deployment Database (ADD) prior to traveling.

Actual Deployment:

Official deployment orders (a deployment recording) will be issued by the DRWD Deployment Branch at the Mount Weather Emergency Operations Center (MWEOC).

The Deployment Branch will contact each candidate by phone. Deployment Order information will be provided and each candidate's acceptance or refusal of the assignment will be processed. Candidates must personally accept the assignment in order to be deployed.

Deployment Orders will include:

- Disaster Job Number
- Disaster venue Point of Contact name and number
- Tour Duty Station
- Vehicle Authorization (Yes or No)
- Required Arrival Date/Time
- Duration in Days
- Latest Arrival Date (if different than Required Arrival Date)
- Estimated Release Date
- Travel Authorization or Mission Assignment Code
- Special Notes and/or Instructions (if available)

Travel Arrangements:

Deployed individual will arrange travel according to their Agency's policies and procedures.

Tracking:

To ensure timely and accurate information is provided, all individuals must call 888-853-9648 expeditiously:

- 1) at **check-in** (upon arrival at the JFO), and provide full name; disaster number; date of check-in; lodging name, city, state, and ZIP; lodging and work phone and personal contact information;
- 2) when there is a **change in location/lodging** once deployed, and provide full name; disaster number; date of change; lodging name, city, state, and ZIP; lodging and work phone personal contact information;
- 3) at **check out** on the date of departure, and provide full name, disaster number, date of departure. If prompted to leave a message, clearly provide your name and requested information for each function.