



# All Hazard Response Guide US Forest Service—Southern Region

7/27/06

[www.fs.fed.us/r8/allhazardresponse](http://www.fs.fed.us/r8/allhazardresponse)



“Excellence in Service through  
Preparedness, Cooperation and  
Coordination”

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## **Section 1 – Introduction**

In recent years, there has been a major increase in the number and complexity of all hazard incidents resulting in unprecedented demands on Forest Service employees and our partners in emergency response. Our contributions have been recognized as critical in responding to all types of emergencies and disasters, and our employees have proven their perseverance and capabilities through trying circumstances.

All hazard response presents some of the most difficult and complex management challenges that our agency faces. Potential incidents include hurricanes, floods, animal disease outbreaks, terrorist attacks, and search and rescue operations. Examples of assigned tasks for agency personnel may include management of logistical distribution centers, staging areas, base camps for emergency responders, clearing roadways, law enforcement and security duties and support for wildfire or structural fire suppression.

Policy and procedures are being developed at the national level to guide decision-making and our agency's overall role and responsibility as a partner in support of the National Response Plan (NRP). (See Chief's Memo of 05/31/06, attached.)

Concurrently, the Southern Region has developed specific guidance and information to assist incoming and local employees involved in all hazard response within the Region. This effort is called the All Hazard Response (AHR) project. The AHR project involves compilation of historical information and processes developed from recent all hazard incidents, and reflects lessons learned and best practices based on actual experiences.

This document serves as a quick reference guide for the comprehensive AHR information which is posted on the Southern Area Coordination Center website at [www.fs.fed.us/r8/allhazardresponse](http://www.fs.fed.us/r8/allhazardresponse). Specific objectives for the AHR effort are as follows:

### **Purpose and Need:**

- Provide Leaders' Intent and clarify roles, responsibilities and delegated authorities for all hazard response.
- Consolidate program direction and procedural information to guide all pertinent areas for all hazard responses.
- Inform incoming resources, and local resources including line officers and their employees, to the overall organization and operating procedures within the region.

### **Target Audience:**

- **Primary:** Personnel supporting an AHR effort who need to understand the procedures, protocols and organization within the region. *Examples:* Incident Management Teams (IMTs), Area Command Teams (ACTs), Logistical Management Teams (LMTs), Emergency Support Function #4 (ESF #4) staff, Buying Teams, Safety Teams, and coordination and mobilization center staff.
- **Secondary:** Cooperating entities nationally or in other Geographic Areas.

This document, the “*All Hazard Response Guide*”, applies to situations where Forest Service and its cooperators are activated in response to a Mission Assignment (MA) from FEMA and or other National Response Plan partners through the Emergency Support Function (ESF) system. The Forest Service is the lead agency representing the wildland fire management agencies in coordinating staffing of the ESF #4 function at National, Regional, and/or local locations, except in Alaska.

This document, the “*All Hazard Response Guide*”, is organized into sections, beginning with an overview of the Region 8 Concept of Operations, Organization and Coordination, followed by sections specific to functional areas which support all hazard responses. Each functional section provides a specific overview, key issues and concerns, most common questions and answers and a list for reference documents available to the user.

The website, [www.fs.fed.us/r8/allhazardresponse](http://www.fs.fed.us/r8/allhazardresponse), has detailed information beginning with key messages for Leaders’ Intent from the Regional Forester, Special Agent in Charge, and Regional Director, Fire and Aviation Management. These key messages reflect the magnitude of the commitment to all hazard response, the historical impact of all hazard events in the Southern Region and the priority for safety, cooperation and coordination for all personnel and our interactions with the public.

The “*All Hazard Response Guide*” does not focus on AHR on Forest Service lands. A separate document, the “*Southern Region Guide to Emergency Events*”, addresses the full range of preparedness, response and recovery for events that directly affect National Forest System (NFS) Lands, and also contains information on assistance outside the NRP that can be provided to State Forestry agencies through USFS State & Private Forestry.

A third document, the “*Southern Region Pandemic Flu Plan*”, addresses specific protocols and actions that will be taken in the event of a pandemic outbreak. The FS could be tasked to respond under the NRP and/or the Department of Agriculture for a pandemic event, so it is possible for these plans to be invoked simultaneously.

**Table 1. Comparison of Southern Region Emergency Planning Documents**

<b>Southern Region Emergency Planning Documents</b>	<b>NF Lands</b>	<b>Non-NF Lands</b>	<b>Regional Forester Delegated Representative</b>
All Hazard Response Guide	N/A	Yes – Support to National Response Plan (NRP) or Departmental emergencies.	Director, Fire and Aviation Management
Southern Region Guide to Emergency Events	Yes	N/A – Activities related to NF lands only.	NF Line Officers
Southern Region Pandemic Flu Plan	Yes	Possibly – May involve response in support of NRP.	Either of the above depending on jurisdiction of incident.

## All Hazard Response – Chief’s Memo 5/31/06

**File Code:** 1590/5100

**Date:** May 31, 2006

**Route To:**

**Subject:** All-Hazard Response

**To:** Regional Foresters, Station Directors, Area Director, IITF Director and Deputy Chiefs

The Forest Service is a land management agency with a unique combination of people, skills, and resources that add significant value to our national all-hazard response capability. The Agency accepts this all-hazard role as complimentary to its overall land management mission. The Forest Service is an exceptional land management agency, a good neighbor, and a willing partner in all-hazard response.

The Forest Service all-hazard response is based on the assumption that other agencies will fulfill their primary roles and responsibilities with National Incident Management System (NIMS) qualified and trained people as outlined in the National Response Plan. Support for all-hazard national responses may take priority over Forest Service accomplishments and targets. The Forest Service leadership will clearly communicate its roles, capabilities and limitations with its partners.

The Forest Service Doctrine for All-Hazard Response has established the following principles which guide its actions now and into the future.

1. The NIMS is the foundation of the Agency’s response organization.
2. The Forest Service will continue to train other agencies to build their NIMS capabilities.
3. The Forest Service responds and supports all-hazard responses by providing trained personnel to use their skills, capabilities, and assets without requiring significant additional training and preparation. Support to cooperators requiring Forest Service resources will be consistent with employee’s core skills, capabilities, and training. Our employees must be informed and trained to do all-hazard response in a safe, efficient, and effective manner.
4. The Forest Service will conduct a thorough mission analysis of every all-hazard request before committing people and other resources.
5. Agency employees will be provided with appropriate risk mitigation (e.g. vaccinations, personal protective equipment, etc.) to operate in the all-hazard environment to which they are assigned.

6. All employees involved in all-hazard response will be supported and managed by an Agency leader, Agency liaison, or interagency Incident Management Team.
7. Forest Service employee's expertise is best used in the incident emergency response phase. Though our employees are highly adaptable, further use of their skills during the recovery phase may impact the Agency's land management mission. Forest Service resources need to be managed and utilized appropriately so they can be available for primary life saving, property protection, and incident stabilization assignments.
8. The Forest Service must be capable of meeting its primary agency response mission first, the Emergency Support Function-4 (ESF-4) mission, and then provide what ever support possible to the other ESF missions.
9. The Forest Service also will respond when human life is at risk, or when there is another clear emergency, and the responders consider themselves capable of assisting without undue risk to themselves or others.

We believe that these principles will assist you in making sound and timely decisions as we continue to assist our partners in meeting the Nation's emergency response needs.

For more information, please contact Dale Dague, Branch Chief, Disaster and Emergency Operations at (202) 205-1500.

*/s/ Dale N. Bosworth*  
DALE N. BOSWORTH  
Chief

## **SECTION 2 - Concept of Operations, Organization and Coordination**

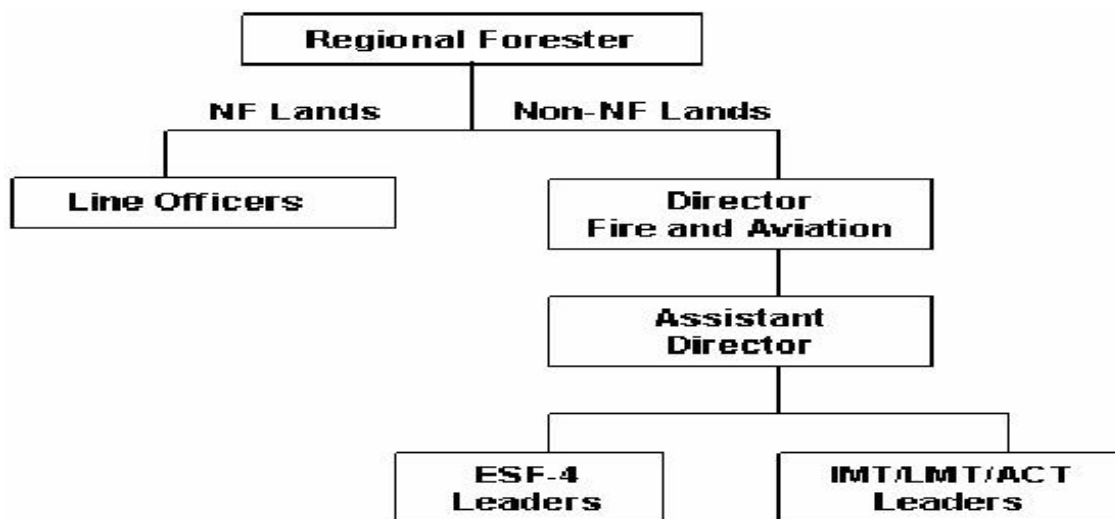
### **Overview:**

This abbreviated document is intended to provide guidance for the management of All Hazard Response (AHR) within the Southern Region. The comprehensive document with extended links and reference material is located on the Southern Area Coordination Center website at [www.fs.fed.us/r8/allhazardresponse](http://www.fs.fed.us/r8/allhazardresponse). The AHR effort focuses primarily on National Level Response Missions under the National Response Plan (NRP). However, the same general principles, policies and protocols would apply under a Departmental All-Hazard Response Mission.

The Southern Region, Regional Forester (RF) has delegated the Director, Fire and Aviation Management (FAM) the authority to lead non-jurisdictional (off National Forest land) AHR events when directed by the USDA, FEMA or the Department of Homeland Security. The Director of FAM assumes the role of Agency Administrator for these events. (See Figure 1.)

While Forest Supervisors and District Rangers do not supervise resources working on NRP responses off National Forest Lands, they are expected to provide support and assistance as they are able and as requested. State Coordination centers will continue to perform their normal coordination function while supporting the All Hazard Response, which may result in a large and long term workload. Determining staffing levels for State Coordination centers and possibly other support entities will require communication between the Assistant Director, Operations and the affected National Forest.

**Figure 1. All Hazard Response Delegated Authority Chart**



## **Authority and Responsibility for NRP:**

The National Response Plan (NRP) is the foundation document that defines how AHR events in the United States will be organized and managed.

The NRP is organized into fifteen (15) Emergency Support Functions (ESFs). The FS is the primary Federal agency to coordinate the Firefighting Function (ESF #4) except in Alaska where DOI assumes the primary role. The FS and DOI are co-primary agencies for the Agriculture and Natural Resources Function (ESF #11). The FS and DOI are secondary agencies for eleven (11) other ESF's.

## **Concept of Operations:**

The Assistant Director, Operations is responsible for organizing the R-8 support to any Emergency Operation or All Hazard Response and implementing the initial actions within this AHR plan. For many natural disasters (hurricanes, floods, tornados, etc.), pre-event and post-event intelligence is provided by the Predictive Services group located at the Southern Area Coordination Center (SACC) in conjunction with the National Weather Service and Hurricane Forecast Center.

The Assistant Director, Operations will activate various components of the R-8 response based on weather information, FEMA activations, national and regional wildfire situation, and other pertinent factors.

The FAM Operations Deputy (a position working directly for the Assistant Director, Operations) will coordinate the initial selection and assignment of ESF #4 personnel to various FEMA entities. The FAM Operations Deputy will ensure each ESF #4 leader is briefed on mission and expectations.

## **All Hazard Response Organization:**

All ESF #4 personnel, Area Command Teams, Incident Management Teams, Type 3 Organizations and other configurations of personnel responding under this plan will work for the Assistant Director, Operations. A formal written delegation of authority will be provided to each Team Leader, Incident Commander, or Area Commander.

The Assistant Director, Operations will expand the staffing of R-8 Operations as necessary to maintain appropriate span of control. This expanded organization is called the All Hazard Response Organization (AHRO). Several Operations Deputies could be utilized to maintain a proper span of control between ACTs, IMTs, disasters, states, FEMA regions, or other logical divisions of the work load. A National Incident Management Organization (NIMO) team may also be utilized to assist R-8 operations in managing the overall AHR.

The AHRO will be configured and customized to provide a safe, efficient response that meets the specific needs of R-8, USFS, FEMA and DHS. A typical response may

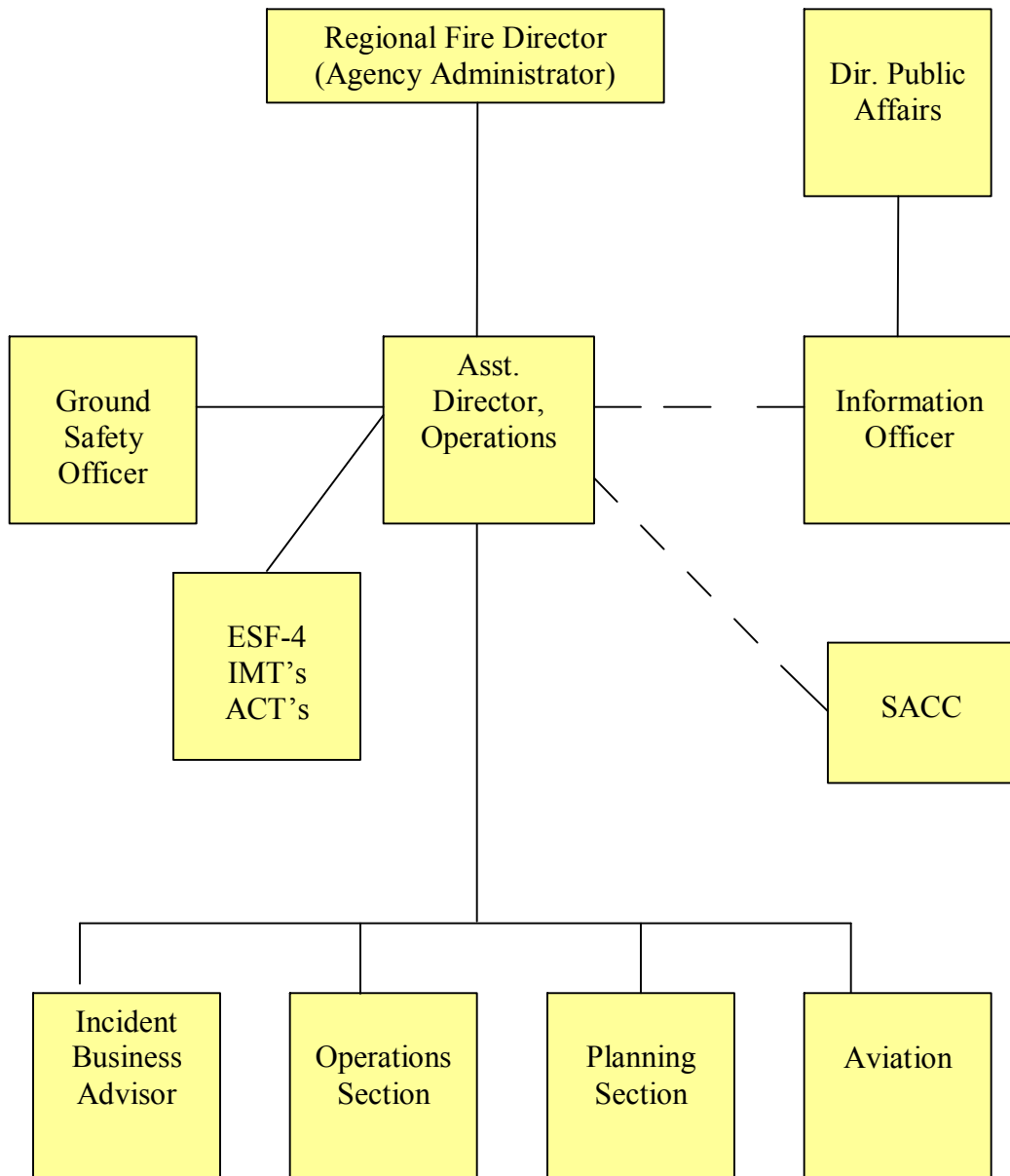
involve the activation of a Planning Group, Information Group, Finance and Incident Business Group, Safety Group and two or more Deputy Operations to provide oversight, support and assistance to all resources. (See Figure 2.)

The Planning section is staffed on an as needed basis to produce an incident action plan, provide incident documentation, develop visual displays of incident and resource information, facilitate conference calls and conduct briefings. A Briefing team consisting a team leader/operations, incident business management and safety will be tasked with providing high quality and consistent situational updates and specific Regional expectations and concerns for incoming IMT's and other resources as needed. This team will be instrumental in the debriefing after action review process.

Additional organization information is contained in the ESF #4 Section and Incident Management Team Section of this document.

**Figure 2. All Hazard Response Organizational Chart**

# AHRO



## **Southern Area Coordination Center (SACC) Operations for All-Hazard Incidents:**

The principal mission of the Southern Area Coordination Center (SACC) is the cost-effective coordination of emergency response with logistical assistance of its partner agencies of the Southern Area. This is accomplished through planning, communications, situation monitoring, projecting needs, and expediting resource orders between Federal Land Management Agencies, State Agencies, and other cooperators.

SACC will follow the standard procedures contained in the National Mobilization Guide and the Southern Area Mobilization Guide for All-Hazard Events as well as wildfires. The Southern Area Coordination Center Manager will ensure SACC is staffed to service the needs of Southern Region AHRO and the resources deployed through ESF #4 or ESF #11 for National Response Plan emergencies. The Southern Area Coordination Center will be staffed seven days a week when dispatched resources are deployed on all-hazard assignments. When Incident teams are deployed, SACC will coordinate with Southern Region AHRO, the jurisdictional agency, or the team IC prior to closing for the night. Responses to after-hours activity will be provided by a designated Duty Officer.

The Forest Service will normally function in a supportive role in coordinating responses to emergencies and incidents of a nature other than wildfire, however, the agency may take the lead role for purposes of expediency in life-or-death situations. (FSM 1590.)

Specific agency policies will provide direction to determine the availability of resources, in conjunction with existing programs, to support and cooperate with local authorities and organizations.

Priorities for filling All-Hazard resource orders will be set by the Southern Area Multi-Agency Coordinating Group if different from those contained in the Southern Area mobilization guide.

If Mobilization centers are established in the Southern Area to support All-Hazard incidents, The Mobilization Center Manager will report organizationally to the SACC Manager.

## **Northeast Area, Southwest and Southern Intra-Regional All Hazard Coordination:**

Nationally, the boundaries for FEMA regions do not align with USFS regions. This requires intra-regional coordination between USFS regions and geographic area coordination centers where confusion over leadership and support roles in FEMA responses might result. For instance, situations exist where lands geographically located within the regional boundaries are managed by FEMA regions with Regional Response Coordination Centers located outside of Southern Region boundaries.

In the South, all of FEMA Region 4 (Atlanta, GA), and the FEMA Region 6 (Denton, TX) lie within the boundaries of the Southern Region. The state of Virginia falls under FEMA Region 3 (Philadelphia, PA), and Puerto Rico and the U.S. Virgin Islands fall

within FEMA Region 2 (New York, NY). To avoid confusion, the following operating procedures have been jointly agreed upon by the Northeastern Area (NA), FS Region 8, and FS Region 9. (See Figure 3. for map of FEMA Regional boundaries.)

- Responses under the NRP in Virginia, Puerto Rico and the US Virgin Islands will be led by the Northeastern Area (NA). Responses in all other states within R-8 will be led by R-8. Leadership of the response includes supervising the ESF #4 organization and any assigned IMTs or other resources. It also includes issuing of F-codes and subsequent financial record accountability and billing.
- The Caribbean Interagency Coordination Center (CICC) and the Virginia Interagency Coordination Center (VICC) are pre-designated as the dispatch organization for those locations. Both fall within the Southern Region, and both Centers relay their orders through the Southern Area Coordination Center in Atlanta, utilizing existing and normal mobilization procedures. For the Caribbean this is different from the normal flow of resource orders, which is via the Florida Interagency Coordination Center. Once activated, the CICC handles resource orders for the Virgin Islands and Puerto Rico.
- R-8 may place a liaison with the ESF #4 organization in the appropriate Regional Response Coordination Center (RRCC), including the satellite site in San Juan, or the Joint Field Office (JFO) as needed.
- NA/R-9 may place a liaison in SACC, VICC or CICC as needed.
- R-8, R-9, NA and Eastern Area Coordination Center will all provide personnel to assist the other geographic areas as needed and as available.
- Caribbean Multi-agency Coordinating Group will continue to communicate through the Southern Area Multi-agency Coordinating group.

In addition to the above, FEMA responses occurring in Texas west of the 100<sup>th</sup> meridian is coordinated by the Southwest Region and Southwest Coordination Center.

**Figure 3. Locations and Boundaries of FEMA Regions**



**Reference Materials:**

Sample and Informational Documents related to this subject area are posted on the All Hazard Response Guide website, at [www.fs.fed.us/r8/allhazardresponse](http://www.fs.fed.us/r8/allhazardresponse).

- **Mobilization Guides**
  - Southern Area Mobilization Guide
  - National Interagency Mobilization Guide
- **Delegations of Authority (examples)**
  - To Director, Fire and Aviation
  - To Assistant Director, Operations
  - To ESF #4 Leader
  - To Area Command
  - To Incident Management Team
  - Length of Assignment Extension
  - IMT Staging, Pre-declaration
  - Return of Delegation

## **SECTION 3 – Safety**

### **Overview:**

Risk management evaluation principles should be constantly applied during an all hazard incident response. In many cases the agency may be assigned a mission which could involve exposures that are unknown or unrecognized prior to the team's arrival on site. These hazards are typically not found during a wildland fire response and must be evaluated and mitigated in order to protect personnel.

Hazards that could be encountered may include sewage, chemicals, biological wastes, downed power lines, poor or no communications, poisonous plants, animals and insects, mold, fungus, human and animal remains, exposure to infectious diseases, lack of traffic control, additional storms, and exposure to disaster victims often in desperate situations. This is, by no means, a complete list of potential hazards.

Job Hazard Analyses will be used to assure that our work is done safely. It is your responsibility to make sure that a fully completed and reviewed Job Hazard Analysis (JHA) is in place, and that you are confident the task can be completed safely. Many which address situations previously encountered on all hazard assignments have been prepared and are archived at [www.fs.fed.us/r8/allhazardresponse](http://www.fs.fed.us/r8/allhazardresponse). If you encounter a situation that has not been previously addressed or is unusual, contact Southern Region AHRO.

As in fire assignments, each individual has the right to refuse any assignment that is considered unsafe. Assignments for which an individual is unqualified or lacking adequate personal protective equipment should be refused. Begin your preparations early and bring what you need to sustain yourself for several days because the disaster areas may not have open businesses or power.

### **Questions and Answers:**

#### **Are Job Hazard Analysis's (JHAs) required?**

Yes. Personnel may encounter hazards such as chemical and biological wastes, downed power lines, communications, poisonous plants, animals, insects, mold, fungus, infectious diseases, or dangerous weather.

#### **Is Personal Protective Equipment (PPE) required?**

Yes. Agency personnel shall wear the appropriate PPE for the specific tasks performed as identified in the JHA.

### **Are immunizations required?**

No. When AHR events occur, the Department of Health and Human Services (HHS), Center for Disease Control and Prevention (CDC) often publish risk and safety recommendations. It is the employee interest to voluntarily follow these recommendations. This Information be found at: [www.cdc.gov](http://www.cdc.gov)

### **When should a Safety Assistance Team (SAT) be ordered?**

The decision will be made by the Director, FAM on an as needed basis.

### **Reference Materials:**

Sample and Informational Documents related to this subject as follows are posted on the All Hazard Response Guide website, at [www.fs.fed.us/r8/allhazardresponse](http://www.fs.fed.us/r8/allhazardresponse).

### **Job Hazard Analyses**

- [Chainsaw Job Hazard Analysis \(JHA\)](#)
- [Driving Job Hazard Analysis \(JHA\)](#)
- [Forklift Job Hazard Analysis \(JHA\)](#)
- [Hurricane Response \(JHA\)](#)

### **Safety Awareness Documents**

- [Surviving the Storm](#)
- [Acute Diarrhea](#)
- [After the Flood](#)
- [Animal Hazards](#)
- [Carbon Monoxide \(CDC\)](#)
- [Carbon Monoxide Pocket Card](#)
- [Chainsaw Safety](#)
- [Confined Spaces](#)
- [Food and Water](#)
- [Hazard tree Safety Advisory](#)
- [Heat Stress and the Elderly](#)
- [Hurricane Evacuation Safety](#)
- [Immunization Recommendations](#)
- [Infectious Diseases](#)
- [Prevent Illnesses](#)
- [Fact Sheet – Flood Cleanup \(DOL\)](#)
- [Fact Sheet – Fungi \(DOL\)](#)
- [Fact Sheet – Cleanup Hazards \(DOL\)](#)
- [Handwashing Flyer](#)
- [Disaster Evacuation Center Safety \(CDC\)](#)
- [Immunization Q&A \(CDC\)](#)

## **Guides**

- [2004 DOT Hazmat Emergency Response Guide](#)
- [ICP/Base Camp Evacuation Contingency Planning](#)
- [NWS/NOAA Weather Alert Frequencies](#)
- [Personal Safety Guidelines for Southern Area Assignments](#)
- [Protecting Emergency Responders](#)
- [Recovery](#)
- [Tornado Safety](#)

## **OSHA**

- [Carbon Monoxide Fact Sheet \(OSHA\)](#)
- [Portable Generator Safety \(OSHA\)](#)
- [Flood Safety \(OSHA\)](#)
- [Hurricanes and Tornadoes \(OSHA\)](#)
- [Flood Safety and Health \(OSHA\)](#)
- [Preventing West Nile \(OSHA\)](#)
- [Safety Plan for Hurricanes \(OSHA\)](#)

## **Forms**

- [Briefing Checklist](#)
- [USFS Lyme Disease Exposure Form](#)
- [Exposure Form – All Hazard](#)

## **SECTION 4 – ESF #4 Function**

### **Overview:**

When the Forest Service is requested by FEMA to respond to a disaster or emergency the FAM Operations Deputy will determine ESF #4 (Emergency Support Function #4) staffing needs and will obtain personnel thru the coordination system to fill the need. Multiple ESF #4s may be assigned depending on the size, location, and complexity of the incident. Each ESF #4 team leader will receive a letter of delegation from the Assistant Director, Operations.

When working as an ESF #4 under the National Response Plan (NRP), an employee is the Forest Service (FS) representative to the Federal Emergency Management Agency (FEMA) at a Regional Coordination Center or Joint Field Office. The ESF #4 works for and represents the Regional Assistant Director, Fire and Emergency Operations.

For the ESF #4s to have a clear understanding of resource availability, they will need to be kept informed of both regional and national resource commitments, especially as involvement increases and employees are rotated. Operations and the ESF #4s will also need to coordinate what level of staffing is needed to successfully meet the needs of each Mission Assignment (MA). AHRO will coordinate with ESF #4 which missions to accept, modify or turn back.

Documents are attached under ESF #4 Documents tab that explain National Response Plan, ESF #4 SOP's, and Mission Assignments.

### **Issues and Concerns:**

ICS and NIMS are new to several of the responding agencies. This often results in a lack of information, confusion and unclear chains of command. This has also resulted in response personnel that currently lack training and/or standardized qualifications for the positions they hold. In order to ensure safety and logistical support for our employees, until there are standardized qualifications for all positions, we will need to maintain control and provide supervision and support for our employees during all-hazard assignments.

### **Questions and Answers:**

#### **What is the role of the Emergency Support Function 4 (ESF #4)?**

The ESF #4 personnel are responsible for representing the FS and interagency partner's interests and concerns during activation of the NRP. Such incidents may range in size and complexity from small "routine" incidents to multi-state "incidents of national significance." The ESF #4 staff function is usually located at the National Response

Coordination Center (NRCC), the Regional Response Coordination Center (RRCC) and/or the Joint Field Office (JFO) when FEMA has activated the emergency support functions due to a pending or declared disaster or emergency response.

**Who tasks the ESF #4 Leader?**

The Assistant Director, Operations shall direct the activities of the ESF #4 leader.

**How will the RRCC/JFOs be staffed?**

AHRO will fill the Primary and Secondary ESF #4 positions for all required shifts. DOI employees will be eligible to serve as Secondary ESF #4s. If structural resources are needed, a U.S. Fire Administration (USFA) ESF #4 will be ordered. The Lead ESF #4 will be responsible for obtaining additional support staff if needed.

**How will staffing for MAs be determined?**

AHRO will work with ESF #4 to determine the initial level of staffing needed to manage each MA. Once a Team leader has received a delegation of authority to manage an incident it will be their responsibility to determine appropriate staffing.

**How will the FS prioritize what Missions to accept?**

A high priority will be to maintain our primary wildland fire fighting capability. Since Mission Assignments (MAs) have a tendency of not arriving according to priority the Forest Service will need to evaluate each mission by the nine items listed in the 1590/5100 Chief's All Hazard Response memo dated May 31, 2006 that outlines the Forest Service Doctrine for All Hazard response. Whenever possible, nationally prescribed MAs will be used.

**What interaction will the ACTs/IMTs/LMTs have with the ESF #4 staff?**

ESF #4 staff are typically the first to be activated in response to a FEMA emergency and the last staff to stand-down. They provide technical advice and support to FEMA and represent the agency's interests in analyzing Action Requests and developing and accepting Mission Assignments and taskings. They co-locate with other NRP partners and can serve as trouble-shooters in this arena for issues that cause concern for incident management personnel. ESF #4's will be an information and coordination resource for teams.

**How does the role of ESF #4 change when an Area Command Team is assigned?**

The role of an ESF #4 does not change when an ACT is assigned. They are still the agency representatives for the emergency support function staffed by the USFS and interagency partners working with the FEMA NRP organizations. However, if the complexity level requires it, an Area Command Team may be delegated the authority to

oversee the ESF #4 staff function, in addition to the oversight and coordination of the IMTs/LMTs, with the intended result of having one less entity for agency representation.

**Reference Materials:**

Sample and Informational Documents related to this subject area as follows are posted on the All Hazard Response Guide website, at [www.fs.fed.us/r8/allhazardresponse](http://www.fs.fed.us/r8/allhazardresponse):

[2006 ESF #4 Standard Operating Procedures \(SOP\)](#), including Pre-Scripted Mission Assignments

[National Response Plan](#)

[National Response Plan - Notice of Change \(May 2006\)](#)

[National Response Plan - Quick Reference Guide \(May 2006\)](#)

[Delegation of Authority to Lead ESF #4](#)

## **SECTION 5 – Incident Management and Area Command Teams**

### **Overview:**

The National Incident Management System (NIMS) and Incident Command System (ICS) are the national standard for management of emergencies and disasters. Due to their expertise in this arena, the interagency wildland fire Type 1 and 2 Interagency Incident Management Teams (IMTs) and Area Command Teams (ACTs) have become important resources in high demand for NRP mission assignments. Due to the limited number of teams, decisions on team deployment and commitment for all hazard assignments must be made with the full understanding of the competing need to maintain capability to respond to wildland fire incidents. This requires careful consideration and negotiation of the assignments to maximize the highest and best use of these resources. Alternatives to commitment of the established Type 1 and 2 IMTs should be considered. Logistics Management Teams, planning cells, individual overhead and contracted resources are alternative sources available to meet taskings or mission assignments.

IMTs and ACTs are activated in response to a Mission Assignment (MA) from FEMA and or other National Response Plan partners through the Emergency Support Function (ESF) system. The interagency wildland fire management agencies are represented through ESF #4 which is the first entity activated when FEMA calls for NRP partners to assemble in preparation or response to an emergency and/or disaster. The Forest Service is the lead agency representing the wildland fire management agencies in coordinating staffing of the ESF #4 function at Regional, National and/or local locations.

When ESF #4 receives a MA to provide assistance, IMTs and/or ACTs may be identified as part of the specific request. Typical requests for assistance are for establishing and managing logistical centers such as Operational Staging Areas, Base Camps for emergency responders, and supporting local government in opening roads or distribution of emergency commodities.

In the Southern Region, ESF #4 representatives report to All Hazard Response Organization and maintain close communication as MAs are generated. Resource orders for IMTs or ACTs are placed through the ROSS system and regular coordination channels once the ESF #4 representative and All Hazard Response Organization staff have concurred and negotiated the appropriate level of expertise required for meeting the need identified in the MA. Team orders are filled under the same guidelines as the geographic and national rotation for wildland fire assignments.

IMTs or ACTs may be mobilized for immediate placement on an assignment or pre-positioned for placement pending an anticipated disaster. Teams typically are mobilized through Atlanta due to the efficiency of the Marietta Mobilization Center, located at Marietta, GA, which assists teams in procuring vehicles, and the supplies and equipment typically needed for an all hazard assignment in R8.

Marietta Mobilization Center also serves as a briefing center where teams can receive information on their specific assignment and general conditions in the Southern Region. Teams can expect a formal in-briefing, situational update and a delegation of authority to cover the agency expectations and mission assignment information. Teams will report to and be assigned a liaison from the All Hazard Response Organization, unless an ACT has been assigned as the agency administrator representative for team operations. In this case the in-briefing, delegation of authority and ongoing coordination of IMTs will be provided by the Area Command Team. All of these activities will be done in coordination with R8 Ops.

Complexity considerations have been developed for determining appropriate Type IMT response for All Hazard assignments. Historically, however, due to the political nature of many all hazard assignments, the MA may specify Type 1 IMTs exclusively, regardless of complexity analysis. When possible, All Hazard Response Organization and ESF #4 will work with FEMA to discuss the mission requirements and seek to deploy the most appropriate resource to meet the need. This opens up options for use of Type 2 IMTs, Logistical Management Teams (LMTs), planning cells, or smaller groups of incident overhead to serve specific needs. This is important due to the limitation of numbers of IMTs available nationally and the need to meet wildland fire management needs.

The complexity trigger point for ordering an ACT usually centers on span of control and the number of IMTs within the area. Typically when the number of IMTs exceeds three (3), an ACT is considered to assist with the incident management coordination.

### **Issues and Concerns:**

IMTs and ACTs will be challenged in many different ways during all hazard assignments. Many issues result from the fact that teams will be working in a support role, versus the leadership role they typically fill on wildland fire assignments. Also, many emergency responders will be unfamiliar or unpracticed in ICS and NIMS practices and procedures. This results in lack of information, confusion and unclear chains of command within the emergency response community. This will be frustrating for those accustomed to clarity, and requires proactivity on the part of the team to seek out information, identify key contacts and to provide information to all potentially affected interests. It also provides an opportunity for teams to mentor others in ICS and NIMS processes.

Of course safety is a primary concern with any incident assignment. All hazard assignments require aggressive risk management due to the high risk, high consequence nature of the disaster environment. Specific job hazard analyses have been developed and a chapter of this guide has been dedicated to health, safety and welfare of incident personnel. IMTs and ACTs should become very familiar with this information, including the specifics related to critical incident stress.

Logistics for IMT support, as well as accomplishing the mission, can be particularly challenging in an all hazard assignment. Infrastructure and basic services will most likely

be highly impacted or non-existent. Functional facilities will be in extreme demand by all entities that need shelter or are seeking locations for emergency operations. IMTs must use ingenuity and resourcefulness in locating facilities and setting up operations and be prepared to be self sufficient in supporting themselves.

Transportation to and within the disaster area will be extremely hazardous. IMTs should develop travel plans and contingencies for initial entry into the disaster area. Also, IMTs should develop evacuation plans for immediate implementation if additional events threaten the disaster area requiring the IMT to shelter in place or evacuate for the protection of personnel.

It is important to work closely with partners such as the Corps of Engineers (COE), General Services Administration (GSA) and FEMA as partners in managing Operational Staging Areas or Mobilization Centers. Wherever possible, teams should promote unified command to improve communications and coordination.

Teams will be dependent or affected by systems that do not work as effectively as what they are used to within the wildland community. It is important to understand other ordering processes, such as Emergency Managers Assistance Compact (EMAC) and FEMA systems, and to realize that resources may be brought in by states without a teams' knowledge or request. Flexibility in working with and possibly supporting these resources is necessary.

“Hurry up and Wait” can be a concern for IMTs in staging when decisions are not made immediately concerning team deployments. Teams should understand that conditions following disasters must be assessed to determine areas of greatest need and assignments of greatest value. FEMA is in charge of the disaster assessment activity which results in the decisions for team deployment.

Also, teams many times find themselves in assignments where they feel underutilized. Historically teams have had logistical assignments for single locations which results in an IMT not utilizing its full range of functional capability. In these situations, IMTs have made adjustments, changed the make-up of their teams and adapted to the assignments. More recently, through closer negotiation with FEMA, IMTs are being utilized for more diverse assignments of a geographical versus functional nature. This allows use of the full range of a team's capabilities, including operations, planning, logistics and financial skills.

Incident Business Management will present special challenges in all hazard assignments because expenditures and purchasing are restricted by certain FEMA authorizations. Close coordination with R8 Incident Business Management staff is key to understanding local procedures. Also, interagency Buying Teams will become very important resources in terms of IMT support.

All hazard assignments require patience, understanding, diplomacy, respect and empathy for local authorities and victims. Teams must demonstrate leadership, be problem solvers

and initiators who seek out key contacts, value local advice and counsel, determine the issues and make decisions based on their best judgment. There are no challenges in all risk assignments that cannot be overcome by applying our best knowledge, skills and abilities gained through wildland fire management experience.

## **Questions and Answers:**

### **What type of IMT assignments can be expected on an All Hazard Response (AHR)?**

IMTs have been assigned to AHR events such as hurricanes, floods, disease outbreaks, terrorist attacks, and search and rescue operations.

Examples of assigned tasks may include management of a logistical distribution centers, staging areas, base camps for emergency responders, clearing roadways, and support for wildfire or structural fire suppression.

### **How are ACTs/IMTs/LMTs mobilized for AHR events?**

Teams shall be ordered/supported through the same coordination system as used for wildland fire. Resource orders will be generated based on a Mission Assignment (MA) through FEMA. Normally, the resource order will be initiated by the Geographic Area Coordination Center (GACC) where event is located. If the order cannot be filled within the GACC, it will be passed on to National Incident Coordination Center (NICC) for processing.

Once IMTs are on location, orders shall be processed through designated ordering channels which are normally the same as for wildland fire.

### **Why are teams usually mobilized through a central location, such as Marietta or Ft. Smith Mob Center?**

Depending on the complexity and scope of the event, teams may be mobilized through a central mobilization center. Often mobilization through a central location provides consistency for IMT in-briefings, orientation and efficient acquisition of special equipment, supplies, training, and transportation. IMTs may be staged for a period of time in anticipation of an assignment and can be more easily dispatched once assignments are made.

### **What is the role of an ACT during an AHR assignment?**

Their primary role is to assist the agency administrator (R8 F&AM Director) in addressing span of control issues and workload in complex situations. ACTs may be branched over an entire FEMA Region or multiple states. Normally ACTs provide liaison to FEMA and other NRP partners typically at the Regional Response Coordination Center (RRCC) and/or the Joint Field Office (JFO) level in coordination

with the ESF #4 Leader. They provide a framework for IMTs to better communicate, cooperate, and coordinate.

### **What is the role of an IMT/LMT on AHR assignment when reporting to an ACT?**

Normally an ACT will interact with an IMT/LMT in the same way as with a wildland fire. They will represent the agency administrator as the direct line of authority from the agency. The ACT will provide an in-briefing and delegation of authority to the IMT based on mission assignments and agency administrator expectations. The ACT will also:

- Facilitate daily communications among IMTs, including on a functional basis.
- Keep IMTs apprised of critical resource priorities and status, and to trouble-shoot resource shortages.
- Develop, in conjunction with IMTs and AA, a schedule for an effective transfer of command/transition strategy to next management organizations.
- Coordinate close-out and performance appraisal processes for the agency.

In addition to the normal ACT/IMT interaction, IMT's should expect that you will have a FEMA rep and additional requirements for interaction with other agencies or entities specific to your assignment.

### **Why don't the IMTs report directly to FEMA?**

The NRP states that an agency shall not direct the operations of another agency. FS All Hazard Doctrine states:

"All employees involved in all-hazard response will be supported and managed by an Agency leader, Agency liaison, or Interagency Incident Management Team."

### **Reference Materials:**

Sample and Informational Documents related to this subject area are posted on the All Hazard Response Guide website, at [www.fs.fed.us/r8/allhazardresponse](http://www.fs.fed.us/r8/allhazardresponse).

### **Team Management Tools**

- [Sample IMT In briefing Agenda](#)
- [Sample IMT Closeout Agenda](#)
- [Sample IMT Performance Appraisal](#)
- [Sample Transition Plan](#)
- [Delegation of Authority - Prestage \(template\)](#)
- [Sample Area Command Demobilization Plan](#)

### **Team Logistical and Planning Information**

- Sample Base Evaluation Plan (Blank)
- Weather Alert Frequencies
- Evacuation Contingency Planning
- Commodity Trucking Database
- All Hazard Cache Van Content List
- 72 Hour Kit:
  - Manifest
  - Cache Items
  - Buying Teams

### GIS and Imagery Services

### **Base Operating Plans\***

- AL – Maxwell AFB – Montgomery
- FL – Duke Field
- FL – Homestead
- FL – Jacksonville NAS
- FL – Saufley Field
- MS – Gautier Base Camp
- MS – Stennis
- MS – Vancleave
- LA- Barksdale AFB – Shreveport
- LA – Jackson Square – New Orleans
- LA – Ft. Beauregard – Alexandria
- TX – Ft. Sam Houston
- GA – Dobbins AFB
- SC – Shaw AFB
- NC – Ft Bragg
- VA-
- Other

\* All of the locations have numerous documents as sub-categories for maps, reports and historical information that may be useful to incoming IMTs.

## **SECTION 6 – Aviation**

### **Overview:**

Aviation Management during a disaster response is one of the most challenging and hazardous tasks we might perform.

Our aviation resources can be used in two ways. They may be used by our IMTs in aiding the execution of the Team's assigned mission. In this case the aviation resources will be managed the same as we do during wildland fire ICS response. Our aviation resources may also be ordered as secondary support to other agencies. In this situation we need to stay in a support, not a command or control, role.

In addition, if Forest Service contracted aircraft are used they must remain within the scope of their contract. Since our aviation contracts are very specific to wildland fire suppression activities, it is often best to have the agency needing aviation support contract and/or use aircraft under their own authorities.

The Federal Aviation Administration is the only agency with authority over all aviation resources, private, corporate, and government. As a result, they are the lead agency to manage airspace coordination and aircraft operations in a disaster. In the past we have provided aviation support personnel to the FAA. In doing so it is important that they not assume the command or control role that FAA is responsible for.

### **Questions and Answers:**

#### **Should aircraft be prepositioned prior to a tropical storm/hurricane?**

The exact landfall of a storm is not predictable, therefore pre-positioning aircraft may place them in harms way unless done with great care. The best approach may be to contact providers to determine their availability should a need arise, wait the storm out, then determine what course of action to take.

#### **If an aircraft is working under a Federal Emergency Management Agency (FEMA) arranged contracted aircraft, can FS personnel be assigned as a Contract Officer's Representative?**

No.

**What duties can FS personnel perform when an aircraft is working under a FEMA arranged contract?**

Personnel may provide peripheral activities in support of FEMA contracted aircraft. Examples of authorized/prohibited activities:

Authorized Activities - When requested, FS aviation personnel may assist the Pilot-in-Command (PIC) of FEMA contracted aircraft in a manner that is consistent with the employee's core skills, capabilities and training except for the prohibited activities listed below.

- Liaison
- Mission Briefings
- Passenger Services (terminal/manifesting/escort)
- Cargo Loading (internal/external/bucket) with the approval of the Pilot-In-Command (PIC)
- Flight Following at the request of the PIC

Prohibited Activities

- Passenger Briefings (PIC responsibility)
- Load Calculations (PIC is responsibility)
- Aircraft Marshalling (Contractor responsibility)
- Air Traffic Control/Advisories [Federal Aviation Administration, (FAA) responsibility]
- Helibase/Helispot/Dip Site Management (PIC and/or Contractor responsibility)

**What duties can FS personnel perform when an aircraft is working under a FS contract?**

Aircraft shall be managed in accordance with FS policy [i.e. Interagency Helicopter Operations Guide (IHOG), FS Manuals, etc.].

**Can FS personnel and cooperators responding under a NRP response be transported aboard military aircraft? ...FEMA arranged contract aircraft?**

Military - Yes. Personnel are authorized to be transported aboard military aircraft during an emergency in accordance with FS Manual 5713.53<sup>1</sup>.

FEMA arranged contract aircraft - Yes. Requires IC approval, as passengers only; and the aircraft shall be FAA Certificated, 14 CFR Part 135, Standard Category, and Interagency approved (carded).

<sup>1</sup> FSM 5713.53. *In emergency situations, such as search and rescue or medical evacuation, Forest Service employees may need to ride in unapproved public agency, military, commercial, or private aircraft. The employee's District Ranger, Center*

*Director, Forest Supervisor, or other line officer may authorize each flight, and document it on Form FS-5700-14, Aviation Safety Communiqué.*

**Can an Incident Commander (IC) authorize FS personnel to fly aboard military aircraft?**

Yes, if delegated by the Regional Forester or his or her representative.

**Is Personal Protection Equipment (PPE) required to be worn during emergency operations?**

PPE shall be worn unless determined by a line officer or IC to be impractical and documented on Form FS-5700-14, Aviation Safety Communiqué (SafeCom) Report.

**Can FS Contract, Military, and Non-FS contracted aircraft operate from the same airfield/helibase?**

Yes. However, the FS does not direct/manage Military or Non-FS contracted aircraft.

**Who may authorize FS contracted aircraft to deviate from FAA regulations (i.e. external loads over congested areas)?**

It is the Contractor's responsibility to acquire exception or deviate from FAA regulations.

**Can casualties and/or cadavers be transported aboard FS contracted aircraft?**

Yes. However, it needs to be approved by the on site IC.

**Reference Materials:**

Sample and Informational Documents related to this subject area as follows are posted on the All Hazard Response Guide website, at [www.fs.fed.us/r8/allhazardresponse](http://www.fs.fed.us/r8/allhazardresponse):

All Hazard Air Operations Plan – Blueprint

Dobbins AFB GA – Ramp JHA

Hurricane Ivan Tactical Aviation Operations Plan - Example

## **SECTION 7 – Incident Business Management and Buying Teams**

### **Overview:**

A R8 Desk Guide Incident Business Operations has been created that addresses in detail the operations of Incident Business during a non-fire incident. This desk guide will be maintained by the Regional Incident Business Specialist, and will be provided to all incoming personnel working in incident business as part of their briefing package.

The Regional Incident Business Specialist stays current with the FAM Deputy Operations as soon as the RRCC is activated. Once the ESF #4 arrives, the Regional Incident Business Specialist will be in constant contact with ESF #4 regarding estimation of dollar amounts and appropriate language to on FEMA Mission Assignments.

At the start of an incident, the Regional Incident Business Specialist's main priority is to 1) work with ESF #4 in establishing Mission Assignments 2) work with the All Hazard Response Organization to be kept up to date on current mobilizations 3) order appropriate resources to support Incident Management Teams and Regional Office operations and 4) insure IMT's are briefed on purchasing/cost restrictions involving FEMA incidents.

As the incident progresses and more teams and resources are in place, the priority is to support the field operations and at the same time, provide needed support to ESF #4.

### **Issues and Concerns:**

There are a limited number of Buying Teams nationally to support the Incident Management Teams assigned to the region, therefore single Buying Teams will need to be placed strategically in order to provide support to multiple Its. Close ties and communication is imperative with the assigned buying team coordinator, and at times NICC and Washington Office personnel.

As an incident grows in complexity and size, hence more expenditure of Forest Service appropriations, the Forest Service Washington Office, Office of Management and Budget and the Department of Agriculture pay closer attention purchases and the total dollars expended.

### **Questions and Answers:**

#### **Who delegates authority to an Incident Business Advisor?**

Incident Business Advisors are trained and classified for their position. On a fire assignment, the IBA may receive a delegation of authority directly from the Agency Administrator. However, in a hurricane situation, the 'incident' is usually classified as a

regional incident with many teams assigned and an AHRO in place, therefore the Assistant Director, Operations will issue delegations of authority to the Ibis if necessary.

**Are travel expenditures authorized for local employees?**

The Forest Service Handbook (FSH 6509.33) states that approving reimbursement for local travel expenses incurred must be made on a case-by-case basis. The Forest Service R8 Local Travel Policy – 2006 has been issued and approved for use for local Forest Service employees detailed to the Southern Area Coordination Center.

**What is the regional cell phone policy?**

Use of personal cell phones for official business is not authorized and will not be reimbursed. Resource Orders authorizing cell phones are for government owned cell phones, these phones should be on a nationwide plan, where no roaming or long distance charges are incurred. Federal Government cell phones are authorized for use on incidents. Use of Federal cell phones on incidents may be reimbursed by sending ASC a cost adjustment from project funds to appropriate F code. State Government cell phone use on incidents MAY be reimbursed depending on whether it is authorized by an existing co-op agreement.

**What is the disposition of durable FEMA items?**

Durable property, non-accountable items which have a useful life expectancy greater than one incident, should be inspected and returned to FEMA. Tracking should be done according to the Southern Area Hurricane Operating Guidelines (on an AD-107).

**How are F Codes assigned?**

The Regional Incident Business Specialist is responsible for establishing the F code. Once a Mission Assignment is received, an F code is assigned using F as the indicator for FEMA, 8 for Region 8, 6 for fiscal year 2006. The last three digits are a sequential number beginning with 001, 002, 003, etc.

The Regional Incident Business Specialist will work with the Albuquerque Service Center to ensure that the job code is established.

**What are the Federal Emergency Management Administration (FEMA) Field Comptroller responsibilities?**

The FEMA Field Comptroller who works with the Incident Management Teams, Buying Teams and Incident Business Advisors, is an advisor. They are there to help the teams through situations that are not normal for our inter-agency teams, teams that normally work with fires. They are not there to tell us how to spend the dollars we have been allocated through the Mission Assignment process, but rather to help us find FEMA sources if there are any. If FEMA comptrollers desire to oversee and approve all

purchases, thus slowing down our process, please contact the R8 Regional Incident Business Specialist.

### **Who do Buying Teams work for?**

When buying teams are responding to hurricane emergencies, the Region is the Agency Administrator, as opposed to a Forest Supervisor being the Agency Administrator on a fire event. The authority for who the Buying Teams work for is passed down to the Regional Incident Business Specialist, who has a Buying Team Coordinator schedule and maintains contact with the Buying Teams. Other than whom they work for, the policy and procedures for Buying Teams are mostly the same as on a wildfire incident.

### **What is the disposition of the Final Documentation Package?**

All incident management teams and buying teams will send their documentation packages to SACC once the incident is over. The shipping address for SACC is:

Southern Area Coordination Center  
Attn: Incident Business Advisor  
1200 Ashwood Parkway, Suite 230  
Atlanta, GA 30338

### **Who does the IBA work for?**

In most cases, the IBA reports directly to the Agency Administrator. However, for FEMA assignments, all IBAs would report to the Region 8 Incident Business Specialist.

### **What is the length of an All Hazard assignment?**

Intent is for length of assignment to follow the guidelines in the Interagency Incident Business Management Handbook. The need for extensions will be negotiated based on individual situations. Based on 2005 experience, the Southern Region will rarely contemplate assignments over 21 days.

### **Reference Materials:**

Sample and Informational Documents related to this subject area are posted on the All Hazard Response Guide website, at [www.fs.fed.us/r8/allhazardresponse](http://www.fs.fed.us/r8/allhazardresponse).

[Activation Responsibilities](#)

[Hurricane Southern Region Operating Guidelines](#)

[Quick Guide to Resources](#)

## **SECTION 8 – Human Resources and Critical Incident Stress Management**

### **Overview:**

The unusual nature, high risk, and human impacts of disaster or all hazard incident responses creates unusual exposures to stress on employees. This may result in special Human Resource Management concerns and issues that leadership will be prepared to address.

Personnel exposed to life and death situations, injured personnel, handling or moving invalids, patients, or the infirm, or other disaster situations can be affected by critical incident stress. Critical Incident Stress Management (CISM) teams are available to assist IMT's on site or at pre-arranged locations. These services are available through normal ordering and dispatch channels. The stresses associated with All Hazard assignments dictate when a team should be ordered. The decision should be made by the Incident Commander after coordination with appropriate personnel, normally in the Safety and Human Resource functions.

All incident management teams are encouraged to staff the Human Resource Specialist (HRSP) position. HRSP's are trained to provide CISM support. This may include listening skills, peer support, and defusing (initial intervention and assistance). Once the decision is made by the IMT to order CISM, the HRSP assists with resource ordering, logistical support, coordinating CISM needs, and liaison between CISM and IMT. In large scale disaster situations, an option is to add CISM coordination at Area Command.

In order to assure leadership is provided for all Human Resource and CISM activities, R8 will proactively staff for oversight and coordination at the regional and incident levels. The Regional HRSP Coordinator will be considered a key team player in coordinating the HRSP and CISM response to a major All Hazard mobilization.

### **Issues and Concerns:**

- CISM Teams used should be trained specifically to perform CISM for firefighters and/or emergency responders.
- Team should offer services beyond the Critical Incident Stress Debriefing.
- CISM Team should visit affected personnel within 72 hours of a critical incident.
- CISM builds on peer to peer support.
- Group validation of impacts is important because the group will continue to provide support to each other.
- Some people may need one-on-one follow-up.
- A CISM meeting will take as little or as much time as the group allows.

## **Critical Incident Stress Management Support for All Hazard Mobilizations**

### Program Purpose and Goals

The purpose of the Southern Region All Hazard Critical Incident Stress Management (CISM) Program is to maintain the productivity of NWCG human resources mobilized in response to all hazard incidents

The goal of the program is to assure that appropriate CISM services are available to NWCG resources that are most likely to be adversely affected by all hazard assignments and to communicate the availability of resources for follow up services once potentially affected individuals return to their home units.

The Region expects to mobilize appropriate CISM resources in response to a significant critical incident, and then actively *implement* the most appropriate crisis intervention tactics in response to observable signs or reported symptoms (evidence of need) of distress and/or dysfunction.

### Mobilization Triggers

As the wildland fire community exposure to all hazard events continues to grow, our knowledge about the emotional risks to responders will expand. At this point, based on experiences since 2001 the following activities or assignments should trigger some level of assessment for the need to initiated CISM services. The need is most significant during initial mobilizations where the mission separation has not been assured.

Triggering assignments include:

- Direct support to fatality recovery efforts
- Direct support to first aid facilities
- Direct support to event victims
- Responder fatalities or serious injuries
- Suicide
- Traumatic events that might be localized to individual resources or crews

### On site Assessment and Response

If there is any question about potential need for CISM service, an assessment may be provided by qualified mental health or CISM providers. The assessment can be requested from either the International Critical Incident Stress Foundation (ICISF) and National Organization for Victim Assistance (NOVA).

Both organizations have volunteer CISM Teams available for mobilization in over 40 states. These teams are trained providers who are mobilized for all hazard responses. By contacting the organizations' hotline, you can obtain the contact information for the

appropriate team for your area. Some States utilize a State coordinator system and others have Regional or local teams. The appropriate team Coordinators will assist in providing both CISM needs assessments and services. In many states CISM Teams are already funded through FEMA grants and will cover expenses. If the program does not have a FEMA grant responders may be signed up on a volunteer agreement covering their expenses.

### Mobilization

The IMT initiating a CISM assessment or response should go through the following process:

1. Contact 1- (410) 313-2473 hotline for initial screening
2. Obtain referral to appropriate Coordinator or team from Hotline contact
3. Contact State Coordinator or appropriate team contact
4. Contact CISM representative to coordinate delivery of the appropriate CISM services
  - Have Request Form completed
  - May include setting up logistics
5. Contact Dispatch to name request THSP-CISM based on agency sponsoring the CISM Team providing the requested service (i.e. GA-DEM – party Leader John Doe & 3)

### Home Unit Services

Many CISM services should be offered after a responder has left the incident and has returned home. Symptoms are oftentimes not recognized until after responders try to return to a more normalized environment. CISM services are available to home units by using the identified hotline contacts or through agency Employee Assistance Programs

## **Questions and Answers:**

### **When should a Critical Incident Stress Management (CISM) Team be ordered?**

Stresses associated with AHR dictate when a team should be ordered. The decision shall be made by the IC.

## **Reference Materials:**

Sample and Informational Documents related to this subject area are posted on the All Hazard Response Guide website, at [www.fs.fed.us/r8/allhazardresponse](http://www.fs.fed.us/r8/allhazardresponse).

CISM Service Request Form

Human Resource Specialist Guidelines

## **SECTION 9 – Law Enforcement**

### **Overview:**

If Law Enforcement Officers (LEO's) are ordered to provide force protection and support for Interagency Incident Management Teams (or other ESF #4 missions) they will be ordered through the appropriate state dispatch center to the Southern Area Coordination Center (SACC). When an All Hazard Response Organization is established a Regional Law Enforcement Liaison will be included, as well as a Law Enforcement Representative at SACC to assist with resource orders.

When Incident Management Teams (IMT's) are ordered for all hazard incidents an initial minimum order of four (4) agency Law Enforcement Officers will be assigned and staged with each IMT.

If an IMT has questions about Law Enforcement Jurisdictions and Authorities they should be directed to the Regional Law Enforcement Liaison at the All Hazard Response Organization.

Law Enforcement Officers may be required as escorts for supplies and materials being sent to or within a disaster area. During past disaster responses trucks and supplies were diverted without authorization from their intended destinations, impacting and confusing the overall response.

### **Questions and Answers:**

#### **How should Law Enforcement Officers (LEOs) be ordered?**

Once an IC makes the decision there is a need for FS Law Enforcement, the order should be placed using the regular incident ordering process. At that point the GACC will coordinate with the Regional Special Agent-In-Charge (SAC) to identify available resources and special requirements (i.e. vehicles, qualifications, etc) who will identify the individual that will fill the order.

#### **What duties can LEO's perform?**

Armed security, enforcement, K-9, and/or Investigation.

#### **What duties can Forest Protection Officers (FPOs) perform?**

Unarmed Security.

#### **Who does LEO's report to?**

The Security Manager, through the Logistics Section Chief and the I.C.

**Can Non-Federal LEO's be hired by the FS to support operations?**

Yes. They can be hired as Administratively Determined personnel; however, these Officers have limited authority.

**Can contract security firms be hired to support operations?**

Yes. They can provide unarmed security and will have no arrest authority.

**Can Federal LEO's be deputized as U.S. Marshals?**

Yes, however State Governor(s) must request Federal Law Enforcement assistance.

**What jurisdiction does a LEO have on non-NF Lands?**

Only to protect Federal employees and Federal property. If the State has delegated Peace Officer authority to Federal LEOs, then their authority and jurisdiction are the same as a State LEO.

**When would you need a LEO Advisor (Liaison) at the JFO and how would you order them?**

Based on the complexity of the situation, an LEO Liaison may be needed at the RRCC, EOC, JFO, or SACC to provide technical assistance in support of the agency's response. A request for LEO Liaison should be made to the Special Agent in Charge.

**Should LEO's be staged when IMT's are staged in preparation for a hurricane landfall??**

A minimum of four (4) LEO's will be identified and staged with IMT's ordered and staged for an imminent hurricane threat. In some cases the LEO's may be dispatched from their home unit when the staged IMT is dispatched. In consultation with the IC and in consideration of the storm track and projections, additional LEO's may be ordered or staged as needed.

**Reference Materials:**

Sample and Informational Documents related to this subject area are posted on the All Hazard Response Guide website, at [www.fs.fed.us/r8/allhazardresponse](http://www.fs.fed.us/r8/allhazardresponse).

[Critical Incident Desk Guide](#)

## **SECTION 10 – Information**

### **Overview:**

Public Information Officers (PIOs) will be assigned in the All Hazard Response Organization in the event of an All Hazard response. Coordination, information development/dissemination and assisting in strategic planning/implementation will be a key responsibility of the PIO function with a particular emphasis on the information needs of the Washington Office and the Department.

A second key objective is to capture and disseminate (in an effective, timely manner) success stories reflecting the agency and interagency response actions i.e. success stories, unique mission assignments, human interest stories, and ICS capabilities.

Other objectives include development of briefing papers, talking points, daily updated information and analysis/integration of ICS209 information into appropriate messaging.

### **Issues and Concerns:**

While the Lead PIO works for the Regional Director, PAO, close coordination with the Assistant Director for Fire and Emergency Operations and others in the AHRO is essential.

Role clarification, expectations, coordination and messaging paths are needed for PIOs responding to the AHR. There are many close, productive, responsive relationships which are vital to the success of the mission. Examples are as follows:

- PIO w/ Regional PAO Director  
(Could include messaging upward to NRCC/NIIC-WO/Department)  
(Regional PAO would serve as communication link to Regional Forester)

- PIO w/Area Command PIO  
(Could include ESF-4 liaison or information link)

- PIO with mission assigned IMT PIOs  
(Could include FEMA liaison link)

- PIO w/ Forest level PIOs  
(Coordinate with Regional PAO Director)

Political awareness/sensitivities are key to successful implementation of the joint PIO initiatives during the AHR.

## **Questions and Answers:**

### **What are some guidelines for information flow within the Southern Region during an AHR?**

- 1) PIO monitors daily conference calls with IMTS/ACT responding to the AHR.
- 2) The PIO works with AD Emergency Operations to prepare a daily brief, which includes information, messaging, and charts from the IOFs at the IMT/ACT level. Brief should also include AHRO generated resource map and resource status.
- 3) This brief is the “official” and only brief going to DC (NIIC, NIFC, etc.)
- 4) After DC review, PIO sends finalized brief and resource map to: est-fema. (This email link will be established during each individual AHR.
- 5) PIO will also receive daily requests for updates from the Chief’s office and/or Departmental staff.

### **What are some suggestions to collect and share the unique and successful accomplishments during an AHR?**

PIO will:

- 1) Compile a list of IMT/ACT assignments.
- 2) Review information provided from the IMT/ACT PIO and other external media coverage.
- 3) Look for unique, non-traditional examples of how the IMT/ACT activities reflect the FS/Interagency success through use of ICS in meeting mission assignments.
- 4) Develop “success” stories (w/photos, web, video) and explore avenues for sharing i.e., daily news conferences, coordination with OFAs, (FEMA), as well as internal WO/Departmental contacts.

## **References:**

- See National Response Plan: (Intro/Overview, ESF-4, ESF-15 & Incident Annexes)

## **Section 11 – Acronym Index**

ACT	Area Command Team
AD	Assistant Director
AHR	All Hazard Response
AHRG	All Hazard Response Guide
AHRO	All Hazard Response Organization
CDC	Center for Disease Control
CICC	Caribbean Interagency Coordination Center
CISM	Critical Incident Stress Management
COE	Corps of Engineers
DHS	Department of Homeland Security
EACC	Eastern Area Coordination Center
EMAC	Emergency Managers Assistance Compact
ESF	Emergency Support Function (#'s 1-15)
FAA	Federal Aviation Administration
FAM	Fire and Aviation Management
FEMA	Federal Emergency Management Agency
FPO	Forest Protection Officer
FS	Forest Service
GACC	Geographic Area Coordination Center
GSA	General Services Administration
HRSP	Human Resource Specialist Position
IBA	Incident Business Advisor

IC	Incident Commander
ICS	Incident Command System
IHOG	Interagency Helicopter Operations Guide
IMT	Incident Management Team
JFO	Joint Field Office
JHA	Job Hazard Analysis
LE&I	Law Enforcement and Investigation
LEO	Law Enforcement Officer
MA	Mission Assignment
NA	Northeastern Area
NFS	National Forest System Lands
NICC	National Incident Coordination Center
NIMO	National Incident Management Organization
NIMS	National Incident Management System
NRP	National Response Plan
NRCC	National Response Coordination Center
PAO	Public Affairs Office
PIC	Pilot in Command
PIO	Public Information Officer
PPE	Personal Protective Equipment
RF	Regional Forester
ROSS	Resource Ordering Support System
RRCC	Regional Response Coordination Center

SAC	Special Agent in Charge
SACC	Southern Area Coordination Center
SAT	Safety Assistance Team
USDA	United States Department of Agriculture
USFA	United States Fire Administration
USFS	United States Forest Service
VICC	Virginia Interagency Coordination Center
WO	Washington Office