

## Department of the Interior Departmental Manual

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**Effective Date:** 02/05/19

**Series:** Emergency Management

**Part 900:** Emergency Management Program

**Chapter 1:** Emergency Management Program Policy, Responsibilities, and Requirements

**Originating Office:** Office of Emergency Management

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### 900 DM 1

1.1 **Purpose.** This chapter sets forth the policies, functions, and responsibilities for an integrated, coordinated, and comprehensive Department of the Interior (Department) Emergency Management Program. Part 900 of the Departmental Manual includes separate policy chapters for specific Emergency Management Program components.

1.2 **Scope.** The policies in this chapter apply to all Bureaus/Offices. All Emergency Management Programs shall encompass all types of hazards and emergencies that impact the Department's lands, tribal and insular areas, facilities, infrastructure, and resources; the ability of the Department to execute essential functions; including any assistance provided to other units of government under Federal Statutes and regulations, Executive Orders, Presidential Directives, National Doctrine, Plans, and other References.

1.3 **Policy.** All Bureaus/Offices must provide:

A. Necessary resources to prevent, protect against, mitigate the effects of, respond to, and recover from an incident; declared Emergency and/or Major Disaster; or special event consistent with their responsibilities, applicable laws, regulations, and other legal authorities.

B. Full and prompt cooperation, resources, and support for protection of the Homeland and National Security consistent with the Department's responsibilities, applicable laws, regulations, and other legal authorities.

1.4 **Secretary's Priorities for Emergency Management.**

A. Ensure continued performance of the Department's mission-essential functions by protecting and restoring Departmental capabilities, critical infrastructure, and key resources.

B. Prevent, avoid, or stop a threatened or an actual act of terrorism.

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C. Protect our citizens, residents, visitors, and assets against the greatest threats and hazards in a manner that allows interests, aspirations, and way of life to thrive.

D. Mitigate the loss of life and property by lessening the impact of incidents.

E. Respond quickly to save lives, protect property and the environment, and meet basic human needs in the aftermath of an incident.

F. Recover in a timely manner, with a focus on the restoration, strengthening, and revitalization of infrastructure, housing, and a sustainable economy, as well as the health, social, cultural, historic, and environmental fabric of communities affected by a catastrophic incident.

G. Recognize and fulfill the Department's trust responsibilities to American Indians and Alaska Natives as well as assisting, representing, and consulting with the Insular Areas.

### 1.5 Responsibilities.

A. Assistant Secretary – Policy, Management and Budget (A/S – PMB) is responsible for overall leadership and coordination of the Department's Emergency Management Program. The A/S – PMB represents the Department to the White House for issues related to Homeland and National and Security policy.

B. Program Assistant Secretaries provide leadership and oversight to ensure that Bureaus/Offices under their jurisdiction effectively manage and execute emergency management programs.

C. Deputy Assistant Secretary – Public Safety, Resource Protection, and Emergency Services (DAS – PSRPES) provides direct oversight of the Department's Emergency Management Program.

D. Director, Office of Emergency Management (Director, OEM), is the principal official responsible for directing the Department's Emergency Management Program. In addition to the responsibilities identified in 112 DM 18, the Director is responsible for the following:

(1) Developing policy consistent with Federal statutes and regulations, Executive Orders, Presidential Policy Directives, and national doctrine, plans, and other direction.

(2) Developing policy bulletins, plans, handbooks, and guidance for the Department's Emergency Management Program.

(3) Directing the Interior Operations Center (IOC) information management processes and situational awareness to inform Department leadership and other Federal Agencies of on-going DOI emergency management activities.

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(4) Ensuring that Bureaus/Offices implement the National Incident Management System (NIMS).

(5) Coordinating with Bureaus/Offices to identify emergency management annual funding needs and providing funding recommendations to the Office of Budget based on identified needs.

E. Solicitor supports the Department's Emergency Management Program by providing a dedicated legal advisor during complex incidents.

F. Inspector General oversees the Department's Emergency Management Program and reports serious or flagrant problems, abuses, or deficiencies relating to the administration of those programs and operations to the Secretary and to the Congress of the United States as necessary.

G. Heads of Bureaus support the Department's Emergency Management Program through:

(1) Providing necessary resources for effective emergency management programs and functions within their areas of responsibility.

(2) Designating in writing the following:

(a) Senior Executive - Emergency Management Council (SE-EMC) member, an Emergency Coordinator, and an alternate Emergency Coordinator.

(b) DOI Principal Planner as required in 900 DM 2.

(c) Lead official for employee accountability and responsible for developing accountability procedures for their employees, establishing alternate reporting points, training employees, and testing accountability systems.

(3) Developing plans and programs consistent with the Department's Emergency Management Program based upon the Bureau specific roles, responsibilities, risks, and functions.

(4) Ensuring timely and accurate reporting to the IOC to maintain Department-wide situational awareness of incident response operations and employee accountability on all actual or potential incidents that meet the reporting thresholds outlined in 900 DM 3.

H. Heads of Offices are responsible for:

(1) Providing applicable and necessary support and resources to implement the Department's Emergency Management Program and maintaining office specific emergency

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management functions within their areas of responsibility. (Offices must be prepared to provide support outside of normal work hours to support incident response requirements).

(2) Designating an SE-EMC member, Emergency Coordinator, and an alternate Emergency Coordinator, as required in 900 DM 2.

(3) Designating a DOI Principal Planner as required in 900 DM 2.

(4) Implementing employee accountability procedures published jointly by OEM and the Office of Human Capital and providing reporting data to the IOC in accordance with 900 DM 3.

(5) Ensuring timely and accurate reporting to the IOC on all serious emergency incidents, as defined in 900 DM 3.

I. Heads of Offices listed below perform special responsibilities and support the Department's Emergency Management Program through the following:

(1) Office of the Chief Information Officer implements telecommunications and network services that meet the communications requirements outlined in 900 DM 4 and 5; and provides communications and information technology capabilities to support response operations during emergencies.

(2) Communications provides public affairs and crisis communications capabilities to ensure communication systems are in place to provide incident response personnel, the public, and other stakeholders with information needed to stay informed and make and implement decisions during incidents.

(3) Budget coordinates with the Office of Congressional and Legislative Affairs to determine requirements for supplemental requests to Congress to address budget shortfalls as a result of incidents, declared Emergencies, Major disasters, and special events; and coordinates with OEM, and Bureaus/Offices that identify Emergency Management annual funding needs and recommendations.

(4) Environmental Policy and Compliance provides leadership, manages, and promotes consistency of the Department's activities; coordinates and oversees the Department's activities in oil discharges, hazardous substance releases, protection, response, and recovery of natural and cultural resources and historic properties, during incidents, Declared Emergencies, Major Disasters, and special events.

(5) Facilities and Administrative Services provides assistance in implementing the Occupant Emergency Plan for the Stewart Lee Udall Building and provides facility support for the IOC.

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(6) Financial Management issues guidance to Bureaus/Offices on the process required to capture costs associated with incidents, declared Emergencies, Major Disasters, and special events, as well as, associated authorities. Coordinates with OEM, and issues business management guidance to Bureaus/Offices on the process to manage and document costs associated with response to and recovery from an incident, declared Emergency, or Major Disaster.

(7) Human Capital provides overarching human resources policy guidance for use during emergency situations; develops human resources policy related to pay and compensation for emergency workers; provides appropriate support services for employees, planning for workforce continuity during emergencies, and leads the Department's employee accountability systems.

(8) Insular Affairs coordinates Federal policy for the territories of American Samoa, Guam, the U.S. Virgin Islands, and the Commonwealth of the Northern Mariana Islands. Administers and oversees Federal assistance to the Federated States of Micronesia, the Republic of the Marshall Islands, and the Republic of Palau under the Compacts of Free Association; and coordinates with the Department's Emergency Management Program to provide emergency management, technical, and financial assistance to all of the Insular Areas.

(9) Law Enforcement and Security (OLES) leads the Department's prevention, protection, and response activities involving Law Enforcement programs and personnel.

(10) Occupational Safety and Health (OSH) provides occupational safety and health oversight and technical expertise for employees operating during incidents; and provides policy, procedures, and recommendations related to incident response activities.

(11) Wildland Fire integrates wildland fire assets into emergency activities; coordinates with the National Interagency Fire Center (NIFC), and facilitates incident reporting and coordination of incident management programs within wildland fire systems.

#### **1.6 Department's Emergency Management Program Requirements.**

A. The Department's Emergency Management Program must include the following elements:

(1) Designated Senior Executive and Emergency Management Coordinator for each Bureau and Office responsible for supporting execution of the Department's Emergency Management Program.

(2) Executive policy or vision statement.

(3) Multi-year strategic plan, developed in coordination with Emergency Management Program stakeholders that defines the mission, goals, objectives, and milestones for the Emergency Management Program and includes a method for implementation.

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(4) Fiscal and administrative procedures in place to support the Department's Emergency Management Program requirements.

(5) Departmental strategic hazard identification and risk assessment.

(6) Plan(s) based on the Department's specific hazards and risks to prevent, protect against, mitigate the effects of, respond to, and recover from incidents, declared Emergencies, Major Disasters, and special events. The documented plan(s) must identify and describe the Department's roles and responsibilities to execute the core capabilities outlined in the National Preparedness Goal.

(7) Continuity program based on the requirements in 900 DM 4 and 900 DM 5.

(8) Crisis communications capability to provide strategic direction, establish and enhance long-term crisis communication relationships internally and externally, and develop a DOI Crisis Communications community of practice.

(9) Training program that includes assessment, development, and implementation of appropriate training for program officials, emergency management response personnel, and employees.

(10) Exercise program to test and validate the Department's capabilities that identify strengths, reveal shortfalls, and evaluate progress toward meeting the priorities listed in paragraph 1.4.

(11) Corrective action and lessons learned program based on exercises, training, and real-world events to identify and share lessons learned, after-action reports, and best practices.

## **1.7 Emergency Management Funding Requirements.**

A. Each Bureau/Office must identify Emergency Management Program budgetary requirements for all levels of the organization. In coordination with the SE-EMC, OEM must provide Emergency Management Program budgetary guidance recommendations to the Office of Budget.

B. The OEM must coordinate with the Office of Budget and the SE-EMC to identify incidents or long-term hazards that incur costs above the normal operating funding allocations. The Office of Budget using internal budget processes shall determine requirements for supplemental funding requests to Congress or other funding options to address budget shortfalls identified.

## **1.8 Incident Response Requirements.**

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- A. To the maximum practicable extent, all activities related to incidents and events must be managed in a safe and professional manner at the lowest possible organizational level.
- B. Bureaus/Offices shall comply with standards developed by the NIMS to meet the requirements of 6 U.S.C. §753(a)(2). Planning should foster cooperation and mutual aid and assistance agreements with other Federal Agencies, State, local, and Tribal governments.
- C. Bureaus/Offices must plan for and share resources in preparation for and response to incidents.
- D. As appropriate, when Bureau/Office resources are requested to respond to an incident outside the Bureau/Office, the resource must meet minimum requirements based on standards set forth in the *DOI Incident Positions and Qualifications Guide* or the National Wildfire Coordinating Group (NWCG) Wildland Fire Qualification System Guide (PMS 310-1), depending on applicability.
- E. As applicable, Bureau/Office resources mobilized for an incident outside the Bureau/Office must be entered into the official system of record for qualifications and certifications.
- F. As applicable, the Department must use a single point ordering system to track and mobilize staff and resources when requested to respond to an incident outside of a Bureau/Office.
- G. All organizational units must establish procedures for employee accountability and provide guidance to employees regarding their responsibility for reporting their status to supervisors or alternate reporting points in a timely basis following an incident.

1.9 **Immediate Emergency Response.** Upon receiving a request from an authorized Government official for incident support, local field personnel of Bureaus/Offices may take action to save lives, prevent human suffering, or mitigate environmental and property loss.

- A. This support occurs only in rare instances when time does not permit approval from higher authority due to imminent conditions.
- B. Field personnel who have undertaken an Immediate Emergency Response must promptly advise their Bureau/Office management and the IOC of the actions taken.
- C. Immediate Emergency Response to assist local government authorities should be provided on a cost-reimbursable basis whenever possible. However, response should not be delayed or denied because of the inability or unwillingness of the local government authority to make a commitment to reimburse the Department for such response.

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1.10 **Occupant Emergency Program (OEP).**

- A. The Agency Senior Real Property Officer is responsible for oversight and compliance with Federal Property Management Regulations, including the OEP.
- B. At each Federal facility, the Designated Official for the OEP is the highest-ranking official or another person agreed on by all tenant Agencies. Occupant emergency plans are generally prepared, and executed by facilities management staff, or other staff as designated by the Designated Official. Emergency Management Program staff within Bureaus/Offices may coordinate and assist with occupant emergency planning.
- C. At the Stewart Lee Udall Building, the Designated Official is the A/S – PMB.
- D. The OLES provides policy guidance, training, and law enforcement capabilities to support the Occupant Emergency Plan for the Stewart Lee Udall building.
- E. The OSH provides technical advice to support Occupant Emergency Planning.

1.11 **Reports.** Preparedness Measures and Metrics. The OEM, in coordination with the Emergency Management Council, must develop preparedness measures, and metrics, validating Bureau/Office readiness to execute the Department’s Emergency Management Program, activities, and missions.

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## Appendix 1 - Definitions

- A. Disaster. See Major Disaster.
- B. Catastrophic Incident. Any natural or man-made incident, including terrorism, which results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions.
- C. Contingency Planning. The act of planning for contingencies that can be reasonably anticipated to occur within a given area of jurisdiction or operation.
- D. Continuity of Operations. Refers to programs, policies, and capabilities that individual Agencies undertake to ensure that essential functions and activities of an organization continue within an acceptable level of interruption during emergency operating conditions.
- E. Department's Emergency Management Program. The combined programs, functions, and supporting activities of Bureaus/Offices necessary to achieve the policy requirements detailed in 900 DM.
- F. Emergency. Any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.
- G. Immediate Emergency Response. Necessary actions taken by the Department's local field personnel in response to an imminently serious condition.
- H. Incident. An event posing an imminent and substantial endangerment to the public health, welfare, or the environment that requires an immediate emergency response by local field personnel to save lives, prevent human suffering, protect the environment, or mitigate great property damage resulting from all types of threats and hazards.
- I. Major Disaster. Any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought); or regardless of cause, any fire, flood, or explosion, in any part of the United States, in which the President makes a determination that the cause of damage is of sufficient severity and magnitude to warrant major disaster assistance under the Stafford Act to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.
- J. Mitigation. Those capabilities necessary to reduce loss of life and property by lessening the impact of disasters, including but not limited to, community-wide risk reduction projects; efforts to improve the resilience of critical infrastructure and key resource lifelines; risk reduction for specific vulnerabilities from natural hazards or acts of terrorism; and initiatives to reduce future risks after a disaster has occurred.

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- K. Occupant Emergency Program. A short-term emergency response program that establishes procedures for safeguarding lives and property during emergencies in and around Federal facilities.
- L. Planning. The development of executable strategic and/or operational approaches to meet defined emergency management objectives.
- M. Preparedness. The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, mitigate the effect of, respond to, and recover from domestic incidents. This includes development and implementation of standards for planning, training and exercises, personnel qualifications, and equipment certification.
- N. Prevention. Those capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism, including but not limited to, information sharing and warning; domestic counterterrorism; and preventing the acquisition or use of weapons of mass destruction (WMD).
- O. Protection. Those capabilities necessary to secure the homeland against acts of terrorism and man-made or natural disasters, including but not limited to, defense against WMD threats; defense of agriculture and food; critical infrastructure protection; protection of key leadership and events; border security; maritime security; transportation security; immigration security; and cybersecurity.
- P. Recovery. Those capabilities necessary to assist communities affected by an incident to recover effectively, including, but not limited to, rebuilding infrastructure systems; providing adequate interim and long-term housing for survivors; restoring health, social, and community services; promoting economic development; and restoring natural and cultural resources.
- Q. Response. Those capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred.
- R. Special Event. A function that draws a large public crowd to a host city or venue. It may also be a significant political function or world event hosted on U.S. soil. It can be free or a ticketed event and have local, regional, or national importance.

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Appendix 2 - Authorities and References

A. Statutes and Regulations.

- (1) U.S. Code Title 6 Subchapter II – Comprehensive Preparedness System
- (2) Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended, 42 U.S.C. § 5121 et seq.
- (3) Economy Act, 31 U.S.C. §§ 1535-1536
- (4) The Federal Water Pollution Control Act (Clean Water Act), as amended by the U.S. Oil Pollution Act of 1990, 33 U.S.C. §§ 1251-1387
- (5) The Public Health Security and Bio-terrorism Preparedness and Response Act of 2002, Public Law 107-188, 42 U.S.C. §§ 247d and 300hh
- (6) Reciprocal Fire Protection Act of 1955, 42 U.S.C. § 1856
- (7) National Environmental Policy Act of 1969 (NEPA), 42 U.S.C. § 4321 et seq.
- (8) The Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), 42 U.S.C. §§ 9601-9675
- (9) 40 CFR § 300 National Oil and Hazardous Substances Pollution Contingency Plan (NCP)
- (10) 41 CFR §102-74, GSA Federal Management Regulation, Facility Management
- (11) 36 CFR § 5 1236, Vital records during an emergency

B. Executive Orders.

- (1) Executive Order 12148, Federal Emergency Management, as amended
- (2) Executive Order 12656, Assignment of National Security and Emergency Preparedness Responsibilities
- (3) Executive Order 12472, Assignment of National Security and Emergency Preparedness Telecommunications Functions

C. Presidential Directives.

- (1) PPD-2, Implementation of the National Strategy for Countering Biological Threats
- (2) HSPD-5, Management of Domestic Incidents
- (3) PPD-8, National Preparedness
- (4) HSPD-10, Biodefense for the 21st Century
- (5) HSPD-21, Public Health and Medical Preparedness
- (6) PPD-21, Critical Infrastructure Security and Resilience
- (7) PPD-40, National Continuity Policy
- (8) PPD-44, Enhancing Domestic Incident Response

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D. National Doctrine, Plans, and other References.

- (1) Federal Continuity Directive (FCD) - 1, Federal Executive Branch National Continuity Programs and Requirement
- (2) FCD-2, Federal Executive Branch, Mission Essential Function and Primary Mission Essential Function Identification and Submission Process
- (3) Office of Management and Budget Circular A-130, Revised, Management of Federal Information Resources
- (4) National Infrastructure Protection Plan
- (5) National Incident Management System (NIMS)
- (6) National Preparedness Goal
- (7) National Prevention Framework and the associated Prevention Federal Interagency Operational Plan
- (8) National Protection Framework and the associated Protection Federal Interagency Operational Plan
- (9) National Mitigation Framework and the associated Mitigation Federal Interagency Operational Plan
- (10) National Response Framework (NRF) and the associated Response Federal Interagency Operational Plan
- (11) National Disaster Recovery Framework (NDRF) and the associated Recovery Federal Interagency Operational Plan
- (12) National Planning System
- (13) Homeland Security Exercise and Evaluation Program (HSEEP)
- (14) Interagency Incident Business Management Handbook, PMS-902
- (15) U.S. Department of the Interior Memorandum of Agreement for Intra-Agency Support during Emergency Incidents

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