



United States Department of the Interior

OFFICE OF THE SECRETARY
Washington, DC 20240

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To: Bureau/Office Heads
Solicitor
Inspector General

Attention: Bureau/Office Emergency Coordinators

From: Laurence I. Broun /s/
Director, Office of Emergency Management

Subject: Emergency Management Policy Bulletin 2011-1:
Department of the Interior All-Hazards Incident Staffing

1. PURPOSE

This bulletin defines the Department of the Interior's (DOI's) framework for managing incident staffing for all-hazard incidents (i.e., non-fire incidents) and establishes qualifications parameters for positions, training requirements for responders, and dispatch/mobilization procedures.

2. BACKGROUND

On February 28, 2003, the President issued Homeland Security Presidential Directive (HSPD) 5 identifying the National Incident Management System (NIMS), which incorporates the Incident Command System (ICS), as the most efficient tool to successfully manage incidents, emergencies and events, wherever they occur. The policy requirements of HSPD 5 are reflected in Departmental Manual (DM) Chapter 900, Section 1.5 *Policy*, which requires bureaus and offices to comply with standards developed by the NIMS.

DOI bureaus and offices have implemented the use of NIMS as directed in *Emergency Management Policy Guidance Bulletin 2007-1: NIMS Training Requirements* and continue to use the NIMS concept in supporting emergency incidents both on Interior lands and as part of interagency response efforts.

All-hazard incident management organizations are utilized by bureaus and offices to direct response activities during events impacting DOI lands and programs and to support Unified Commands associated with response under the full range of national and regional plans (e.g., the *National Response Framework* and the *Oil Pollution Act*).

3. POLICY

The policies, procedures, and standards in the All-Hazards Incident Management Program are intended to be implemented uniformly throughout DOI. The Department is responsible for ensuring that NIMS and the ICS are consistently implemented by bureaus and offices within

DOI. Incidents will be managed in a safe and professional manner at the lowest organizational level possible. When DOI resources are requested to respond to an incident outside their home unit, they will meet the minimum requirements for the position they are filling based on personal data captured in the Incident Qualifications and Certification System (IQCS), the official system of record, and will use the Resource Ordering and Status System (ROSS) software for the tracking, mobilization and staffing of incident personnel during an all-hazards emergency.

The Office of Emergency Management (OEM) will work in conjunction with the Office of Wildland Fire (OWF), the interagency wildland fire community, and the Department of Homeland Security, Federal Emergency Management Agency to ensure clear understanding of the program, communicate updates to current policies and procedures, and to ensure continued integration. During the implementation of IQCS and ROSS, and in exigent circumstances, nothing in this policy shall be interpreted as constraining DOI units from expeditiously deploying personnel to meet mission requirements.

3.1 Governance

The establishment of all-hazard positions for DOI personnel use will be governed by the Emergency Management Council (EMC). An All-Hazards Incident Management Program Sub-Committee of the EMC has been established to manage the qualifications system and establish new positions as emergency incidents dictate. The Sub-Committee is also responsible for approving applications for endorsement and establishing a process for recognition of prior qualifications. Membership on the Sub-Committee shall represent the interests of OEM, the wildland fire community, and bureaus/offices to ensure inter-Departmental coordination.

3.2 Qualifications

Positions approved for use during all-hazard response activities will be contained in the *DOI All-Hazards Positions and Qualifications Guide*, hereafter referred to as the *Guide*. The *Guide* outlines the qualification standards for all DOI employees participating in all-hazard incident response activities and implements the requirements of the NIMS.

The DOI catalog of all-hazard positions contained in the *Guide* will be entered into IQCS as the official system of record that tracks qualifications and certifications for DOI responders.

The *Guide* establishes minimum training, skills, knowledge, experience, and, where appropriate, physical fitness standards for incident positions. Standards may be augmented to meet the specific needs of a DOI bureau or office.

Personnel who are certified in a position prior to the implementation of the *Guide* will retain certification. During a limited time of 2 years following the issuance of this policy, a grandfathering period will exist where all current employees may petition the All-Hazards Sub-committee of the EMC to obtain additional certification based on documented training skills and abilities. After this time, to qualify for any position, the individual must meet the standards set forth in the *Guide*.

3.3 Dispatch and Mobilization Process

Following the Gulf Coast Oil Spill in 2010, the Deputies Operating Group (DOG) designated ROSS as the single point ordering software system for the Department. As such, dispatch and mobilization of Departmental resources for all-hazard incidents will take place utilizing ROSS.

3. RESPONSIBILITIES

4.1 Heads of Bureaus

Bureau Directors are responsible to ensure sufficient personnel are available to meet mission requirements and for determining the most effective way for implementing the All-Hazards Incident Management Program within their bureau. Bureaus are responsible for identifying data stewards for IQCS. Bureaus are also responsible for identifying personnel that may be available to deploy to emergency incidents, ensuring they are appropriately trained and have the correct qualifications, and providing them with information regarding how the bureau will dispatch responders using the Department's single point ordering software system, ROSS.

4.2 Heads of Offices (Office of the Secretary)

Individual heads of offices and other staff organizations within the Office of the Secretary are responsible for identifying personnel that might deploy to emergency incidents and ensure they are appropriately trained, have the correct qualifications, and understand the dispatch system. Offices with programmatic areas of responsibilities for response will advise OEM and the EMC regarding requirements and qualifications for personnel responding to emergencies in their mission area. While this guidance applies to all offices, selected offices have specific responsibilities as follows:

- Director, Office of Emergency Management. OEM, through the Assistant Director, Preparedness and Response Division, is responsible for developing policy under the Departmental Manual (DM) 900 regarding the overall coordination of the All-Hazards Incident Management Program. OEM is also responsible for establishing and maintaining a training program available to all DOI responders to build the Department's capacity for staffing all-hazard emergency incidents.
- Director, Office of Wildland Fire. OWF is responsible for appointing a representative to the All-Hazards Incident Management Program Sub-Committee of the EMC. OWF, in partnership with OEM, is responsible for helping to coordinate qualifications and requirements with the broader fire community.
- Director, Office of Budget. The Office of Budget is responsible for providing overarching budget guidance during emergency situations.
- Director, Office of Acquisitions. The Office of Acquisitions is responsible for providing overarching acquisitions policy for use during emergency situations.
- Director, Office of Financial Management. The Office of Financial Management is responsible for providing overarching financial management policy for use during emergency situations.
- Director, Office of Environmental Policy and Compliance. The Office of Environmental Compliance (OEPC), in coordination with the Environmental Safeguards Group, is responsible for advising OEM and the EMC regarding the requirements and qualifications for those responding to environmental emergencies.
- Director, Office of Law Enforcement and Security. The Office of Law Enforcement and Security (OLES) is responsible for public safety and security on DOI lands. OLES is

responsible for advising OEM and EMC regarding the requirements and qualifications for those responding on public safety and security missions.

- Director, Office of Human Resources. The Office of Human Resources (OHR) is responsible for providing overarching human resources policy for use during emergency situations. Additionally, OHR is responsible for revising and publishing the *DOI Administratively Determined (AD) Pay Plan* in coordination with OEM, OWF and the wildland fire community.
- Director, Office of Occupational Safety and Health The Office of Occupational Safety and Health (OSH) is responsible for providing occupational safety oversight and technical expertise for DOI employees operating during emergency situations. OSH is also responsible for assuring safety staffing requirements are addressed and catalogued for incident responders who are filed in IQCS.

4.3 Managers/Supervisors

Managers/supervisors are not required to be emergency response personnel themselves to supervise emergency response employees and oversee their participation in the program. Managers/supervisors of employees wishing to deploy on emergency incidents provide the first line of certification of employee qualifications and as such, are responsible for initiating position task books for positions that require them, certifying employee training requirements are completed, and providing reasonable opportunities for employees to complete training and participate in emergency deployments.

4.4 Employees

Employees interested in becoming qualified for positions within the *DOI All-Hazards Positions and Qualifications Guide* are required to notify their immediate supervisor and discuss options for participating. A written agreement between the supervisor and employee is required for approval of training and emergency deployments. Employees are also responsible for submitting training and qualification data through their supervisor to the bureau/office data steward for IQCS and for maintaining their availability status in ROSS in accordance with bureau/office guidelines and with supervisor approval.

5. IMPLEMENTATION

In coordination with the OWF and the interagency wildland fire community, OEM will advise bureau and office emergency coordinators as various elements of the IQCS and ROSS systems become operational to manage all-hazards activities.

Copies Furnished:

Assistant Secretaries
Chief of Staff