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National Headquarters - Washington Office
Washington, DC**

**Forest Service Manual 1500 – External Relations
Chapter 1590 - Disaster and Emergency Operations and Homeland Security**

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Explanation of changes: Following is an explanation of the changes throughout the directive by section.

1590: Changes caption from “Defense and Emergency Operations” to “Disaster and Emergency Operations and Homeland Security”. Revises and updates direction throughout entire chapter.

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1590.1 - Authority

Biggert-Waters Flood Insurance Reform Act of 2012, (Public Law 112-141). Amends the National Flood Insurance Act of 1968, Title 42, United States Code, section 4001 *et seq.* (42 U.S.C. 4001) by reforming the National Flood Insurance Program (NFIP). NFIP changes include a provision which waives the 30-day waiting period on flood insurance for properties determined to be affected by flooding on Federal land as a result of wildfires.

Clarke-McNary Act (ch. 348, 43 Stat. 653). Substantially expanded and modified the Weeks Act and authorizes the Secretary of Agriculture to work cooperatively with State officials for better protection of forest lands and provide grants to states for forest fire control.

Economy Act (31USC 1535-1536). Authorizes Federal agencies to provide goods or services, on a reimbursable basis, to other Federal agencies when more specific statutory authority does not exist.

Executive Order 12656 issued November 18, 1988. Assigns national security emergency preparedness responsibilities to Federal departments and agencies. These assignments are based, whenever possible, on extensions of the regular missions of the departments and agencies.

Flood Control Act of 1944, (64 U.S.C. 163). Authorizes flood control projects in several Western states. Under this Act, the Forest Service may provide technical assistance in planning and applying measures to protect public health and safety, reduce flood hazards, and control sediment damages from forest and related lands when existing local, Federal and State programs do not provide adequate facilities and funds for immediate protective action. The Forest Service may provide assistance in preparing requests for funds for emergency treatment of watersheds impaired by fire, flood, earthquake, or other natural disasters.

Granger-Thye Act of April 24, 1950, (16 U.S.C. 572). Section 5 of this Act authorizes the Forest Service to perform work to be done for the benefit of the depositor, for administration, protection, improvement, reforestation, and such other kinds of work as the Forest Service is authorized to do on lands of the United States:

- (a) On State, county, municipal, or private land within or near national forest land, or
- (b) For others who occupy or use national forests or other lands administered by the Forest Service.

Homeland Security Act of 2002, (6 U.S.C. 101). Established the Department of Homeland Security (DHS) and helps to ensure the preparedness of providers for terrorist attacks, major disasters and other emergencies; and establishes standards, joint exercises and training requirements for Federal agencies.

Homeland Security Presidential Directive 5 issued February 28, 2003 (HSPD-5). Enhances the ability of the United States to manage domestic incidents by establishing a single and comprehensive National Incident Management System (NIMS) and a National Response Plan.

National Emergencies Act of 2005, (50 U.S.C. 1601). Establishes procedures for Declaration of a National Emergency by the President and the termination of such national emergencies by either the President or Congress.

National Oil and Hazardous Substances Pollution Contingency Plan, Title 40, Code of Federal Regulations, Part 300. Provides the organizational structure and procedures for preparing for and responding to discharges of oil and releases of hazardous substances, pollutants, and contaminants. The National Oil and Hazardous Substances Pollution Contingency Plan (NCP) identifies the national response organization that may be activated in response actions to discharges of oil and releases of hazardous substances, pollutants, and contaminants. It specifies responsibilities among the Federal, State, and local governments, describes resources that are available for response, and provides procedures for involving State governments in the initiation, development, selection, and implementation of response actions. The NCP works in conjunction with the National Response Framework (NRF) through Emergency Support Function (ESF) #10 – Oil and Hazardous Material Response.

Post-Katrina Emergency Management Reform Act of 2006, (6, U.S.C. 701). Clarifies and modifies the Homeland Security Act of 2002 (6 U.S.C. 101) with respect to the organizational structure, authorities, and responsibilities of FEMA and the FEMA Administrator. In addition to these modifications, Post-Katrina Emergency Management Reform Act made changes appearing in the Homeland Security Act (6 U.S.C. 101) and the Stafford Act, to include the authority for exercising the provisions of the Stafford Act (cite) in anticipation of a declaration by the President.

Presidential Policy Directive #8 (PPD-8) of March 30, 2011. Directs the Secretary of Homeland Security to develop a national preparedness goal and a national preparedness system in coordination with other Federal departments and agencies and in consultation with State, local, tribal, and territorial governments, the private and non-profit sectors, and the public.

Reciprocal Fire Protection Act of May 27, 1955, (42 U.S.C. 1856a). Authorizes each agency head charged with the duty of providing fire protection for any property of the United States to enter into a reciprocal agreement with any fire organization maintaining fire protection facilities. Provide for the reimbursement of any party for all or any part of the cost incurred by such party in furnishing fire protection for, or on behalf of, any other party.

Robert T. Stafford Disaster Relief and Emergency Assistance Act, Pub. L. 93-288, as amended, (42 U.S.C. 5121 et. seq). Describes the programs and processes by which the Federal Government provides disaster and emergency assistance to State and local governments, tribal nations, eligible private nonprofit organizations, and individuals affected by a declared major disaster or emergency. The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) covers all-hazards, including natural disasters and terrorist events. The Act is implemented through the National Response Framework (NRF). The NRF uses the foundation provided by the Homeland Security Act of 2002 (6 U.S.C. 101), Homeland Security Presidential Directive 5 issued February 28, 2003, and the Stafford Act to provide a comprehensive, all-hazards approach to domestic incident management.

Rural Development Act of 1972 (PL 92-419, Title IV). This act authorizes and directs the Secretary of Agriculture to provide financial, technical, and other assistance to State foresters or other appropriate officials to organize, train, and equip local forces, including those of Indian tribes on Federal and State reservations or other federally recognized Indian tribal groups, to prevent, control, and suppress wildfires in rural areas.

Rural Fire Prevention and Control Act (Title 16 U.S.C. 2106). Authorizes the Secretary of Agriculture to cooperate with State Foresters or equivalent State officials in developing systems and methods for the prevention, control, suppression, and prescribed use of fires on rural lands and in rural communities, and to provide financial, technical, and related assistance to State Foresters or equivalent State officials, and through them to other agencies and individuals, including rural volunteer fire departments:

1. For the prevention, control, suppression, and prescribed use of fires on non-Federal forest lands and other non-Federal lands;
2. To organize, train, and equip local firefighting forces to prevent, control, and suppress fires threatening human lives, crops, livestock, farmsteads or other improvements, pastures, orchards, wildlife, rangeland, woodland, and other resources in rural areas; and
3. To conduct preparedness and mobilization activities, including training, equipping, and otherwise enabling State and local firefighting agencies to respond to requests for fire suppression assistance.

Title 16 U.S.C. 575 - Search for lost persons, and transportation of sick, injured, or dead persons, within national forests; authorization to incur expense. Authorizes the Secretary of Agriculture to incur such expenses as may be necessary in cases of emergency to search for persons lost in the national forests and transport persons seriously ill, injured, or who die within the national forests to the nearest place where the sick or injured person, or the body, may be transferred to interested parties or local authorities.

1590.2 - Objectives

The objectives of this policy are to:

1. Protect human life, property, and at-risk lands and resources while imminent threats exist through safe and effective all-hazards response.
2. Apply principles of the Foundational Doctrine for All-Hazards Response for local, State, tribal, departmental, and national response missions.
3. Align response operations with Federal emergency management policies through collaboration and accountability.
4. Provide an orderly means for coordination of Forest Service efforts with Federal Homeland Security policies.
5. Mitigate risk to a level that provides reasonable assurance that the all-hazards response missions can be accomplished without serious injury to life or damage to property.

1590.3 - Policy

The use of Forest Service personnel and equipment is authorized for the purpose of protecting life and property and for relieving suffering and distress arising from all-hazards incidents including but not limited to hurricane, tornado, storm, high water, wind driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, insect or disease outbreak, flood, accident, explosion, structure or vehicle fire, hazardous material spill, or public health or medical emergency.

The appropriate staff unit will promptly notify the Regional Forester, Station Director, or the Area Director of any extraordinary expenditure, obligation of funds, or use of manpower or equipment, in response to an all-hazards incident. Obligations incurred are considered as payable out of currently available funds only, without expectation of replenishment. Only in specific cases does the Federal Emergency Management Agency (FEMA) reimburse, or the Congress appropriate, supplemental funds to cover such agency expenses.

The Forest Service is a land management agency with a unique combination of people, skills and resources that add significant value to our national emergency response capability. The Forest Service accepts its role in all-hazards response as complimentary to its overall land management mission. Support for all-hazards Federal responses may take priority over Forest Service accomplishments and targets when such support is directed by FEMA under the Stafford Act or by the Secretary of Agriculture.

The Forest Service all-hazards response is based on the assumption that other agencies will fulfill their primary roles and responsibilities with National Incident Management System (NIMS) trained and qualified personnel as outlined in the National Response Framework (NRF). The Forest Service leadership must clearly communicate its roles, capabilities, and limitations with its partners.

1590.31 - Aviation Policy

This policy applies to all Forest Service employees and Forest Service/interagency contract, leased and agency-owned aircraft involved with emergency activities during local all-hazards response, as well as those operating under the National Response Framework, Emergency Support Function (ESF) #4, section 1590.45.

All-hazards aviation operations involving the public including, but not limited to emergency situations (FSM 1590.5) such as search and rescue and emergency medical transport are not part of the Forest Service aviation mission. The Line Officer may approve the flight for the Forest Service to participate in all-hazards aviation missions involving the public. Line Officer approval is also required in all situations of Forest Service employees flying on unapproved aircraft operated by unapproved pilots, including all-hazards operations.

All deviations from Forest Service policy must be documented and submitted via an Aviation Safety Communiqué (SAFECOM) available online at www.safecom.gov. Deviation from Forest Service policy must be the exception and should be framed by a risk management process which weighs the risk versus the benefit and provides risk mitigation, controls and supervision.

Forest Service/interagency contract, leased and agency-owned aircraft must operate in accordance with all approved Federal Aviation Administration (FAA) operations specifications, all sections of Title 14, Code of Federal Regulations Part 91-General Operating and Flight Rules, each FAA certification requirement, and applicable Federal Aviation Regulations (FARs). All Forest Service aviation policy (includes FSM 5700 and FSH 5709.16, other Forest Service and interagency aviation related policy and all guides, standards and operational plans referenced therein) must be adhered to including, but not limited to flight following procedures, flight and duty day limitations, aircraft and pilot approvals, personal protective equipment requirements and risk management procedures.

Military (National Guard and active duty) aircraft and pilots must be approved as required in FSM 5709.16.

Contracted or Cooperator operated aircraft, including Federal, Federal excess personal property, State and local aircraft necessary for all-hazards missions must be approved for operations as required in FSM 5700 and FSH 5709.16.

For operations under ESF #4, Forest Service contract, leased and agency-owned aircraft may be mission assigned by Federal Emergency Management Agency (FEMA). Mission assignments will come to ESF #4 at the National Response Coordination Center, Regional Response Coordination Center, and Joint Field Office. ESF #4 will then place the appropriate resource orders through the standard ordering process.

The Forest Service maintains operational control when directing or managing a specific operation or mission tasked through the process outlined in the preceding paragraph. The Forest Service has no operational control or administrative/contractual authority over any non-Forest Service aircraft (such as, FEMA, FAA, Military or other Federal, State or local owned, operated or contracted aircraft).

Forest Service personnel may provide aviation support for non-Forest Service aircraft, provided they are trained and qualified within the Incident Qualifications and Certification System to perform the task/job and are formally tasked to do so through the ESF #4 mission assignment process.

Requests for deviations from any Forest Service policy including applicable Forest Service and/or interagency guides regarding non-life threatening situations must be forwarded to the State and Private Forestry Deputy Chief for approval prior to accepting the mission.

1590.4 - Responsibility

1590.41 - Chief of the Forest Service

The Chief of the Forest Service is responsible for:

1. Providing fire management activities on National Forest Systems Lands and engaging all fires which are within or which threaten to spread from adjacent lands onto National Forest Systems Lands.
2. Cooperating with State Foresters under provisions of section 2 of the Clarke-McNary Act of 1924 and Title IV of the Rural Development Act of 1972 by providing financial and technical assistance in rural and wildland fire prevention and suppression.
3. Providing professional assistance and financing to State organizations for preventing, detecting, evaluating, and responding to invasive species, forest insect, and disease outbreaks on lands of all ownership.
4. Installing emergency measures on National Forest System lands and providing financial and technical assistance on other lands, in cooperation with State Forestry

agencies, for runoff retardation and soil erosion prevention to safeguard life and property of watershed lands damaged by fire, flood, and other natural disasters.

5. Furnishing personnel and equipment for search and rescue activities and other emergency measures on National Forest System lands and on other lands in cooperation with appropriate State or local agencies (FSM 1596.03 Policy).
6. Furnishing personnel and equipment for emergency response activities under the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1974, (42 U.S.C. 5121) as amended.
7. Serving as a coordinator and the Primary Agency for Emergency Support Function (ESF) #4 under the National Response Framework (NRF).
8. Implementing Federal Homeland Security policies and requirements.

1590.42 - Washington Office, State and Private Forestry Deputy Chief

The Washington Office, State and Private Forestry Deputy Chief is responsible for providing leadership and coordination of all disaster planning at the national level. Fire and Aviation Management is delegated the authority and assigned the responsibility to:

1. Represent the Chief in meetings and conferences related to disaster and all hazard planning and response;
2. Maintain liaison with the USDA Office of Homeland Security and Emergency Coordination and other Federal departments and agencies at the headquarters level; and
3. Coordinate requests for emergency funds.

1590.43 - Washington Office, National Director of Fire and Aviation

The Washington Office National Director of Fire and Aviation Management is responsible for:

1. Fulfilling the responsibilities described in chapter 1590.42 delegated to Fire and Aviation Management by the State and Private Forestry Deputy Chief;
2. Designating a National Emergency Support Function (ESF) #4 Coordinator; and
3. Maintaining a Top Secret Clearance.

1590.44 - Washington Office, National Director of Engineering

The Washington Office, National Director of Engineering is responsible for hazardous materials emergency response as referenced in FSM 2160 and for maintaining a Top Secret Clearance.

1590.45 - National Emergency Support Function #4 Coordinator

The National Emergency Support Function (ESF) #4 Coordinator is responsible for:

1. Providing advice and staff support for emergency operations.
2. Coordinating interagency contacts with the Federal Emergency Management Agency (FEMA).
3. Coordinating with other Federal departments and agencies at the headquarters level.
4. Representing the Forest Service National Director of Fire and Aviation Management as the Forest Service representative to the Emergency Support Function Leadership Group (ESFLG).
5. Cooperating with and assisting national FEMA response personnel by carrying out ESF #4 responsibilities (section 1594.1).
6. Maintaining a Top Secret Clearance.

1590.46 - Regional Foresters, Station Directors, and Area Director

The Regional Foresters, Station Directors, and the Area Director are responsible for designating a Forest Service employee as the Regional or Area Emergency Support Function (ESF) #4 Coordinator with the full authority to meet the responsibilities of the position identified in section 1590.47.

1590.47 - Regional or Area Emergency Support Function #4 Coordinator

The Regional or Area Emergency Support Function (ESF) #4 Coordinator is responsible for:

1. Providing advice and staff support for emergency operations.
2. Coordinating interagency contacts with the Federal Emergency Management Agency (FEMA).
3. Coordinating with other Federal departments and agencies at the Regional level.
4. Notifying the National ESF #4 Coordinator immediately of all incidents involving Forest Service emergency assistance where the extent of damage is such that a Presidential declaration of a major disaster or emergency seems likely.
5. Representing the Forest Service Regional Directors of Fire and Aviation Management as the Forest Service representative to the FEMA Regional Interagency Steering Committee .

6. Cooperating with and assisting Regional FEMA response personnel by carrying out ESF #4 responsibilities (sec. 1593).

7. Maintaining a Secret Clearance.

1590.48 - Line Officers

Line Officers may authorize the use of Forest Service resources of National Forest System lands when there is an imminent threat to life and property which can only be met through the immediate use of Forest Service resources. Line Officers are responsible for authorizing all-hazards aviation missions that deviate from Forest Service aviation policy. The Line Officer may authorize each flight in writing; the flight authorization will include a risk management process which weighs the risk versus the benefit and provides risk mitigation, controls and supervision, and specifics about the flight. Additionally, the policy deviation must be reported through the Aviation Safety Communiqué (SAFECOM) system (FSM 1590.31).

1590.49 - All Forest Service Employees

Reference FSM 5704.9 for Forest Service employee aviation related responsibilities.

1590.5 - Definitions

All-hazards Incident. An incident, natural or man-made, that warrants action to protect life, property, environment, public health or safety, and minimize disruptions of government, social, or economic activities.

Emergency. Any incident, whether natural or man-made, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5121), an emergency means 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.

Emergency Situation. An incident, natural or manmade, that warrants action to protect life, property, environment, and public health or safety, and to minimize disruptions of government, social, or economic activities.

Emergency Support Function (ESF). Used by the Federal government and many State governments as the primary mechanism at the operational level to organize and provide assistance. ESFs align categories of resources and provide strategic objectives for their use. ESFs utilize standardized resource management concepts such as typing, inventorying, and tracking to facilitate the dispatch, deployment, and recovery of resources before, during and after an incident.

Emergency Support Function Coordinator. The Federal agency that oversees the preparedness activities for a particular ESF and coordinates with its primary and support agencies.

Emergency Support Function Primary Agency. A Federal agency with significant authorities, roles, resources, or capabilities for a particular function within an ESF. A Federal agency designated as an ESF primary agency serves as a Federal Executive Agent under the Federal Coordinating Officer (or Federal Resource Coordinator for non-Stafford Act incidents) to accomplish the ESF mission.

Emergency Support Function Support Agency. An entity with specific capabilities or resources that support the primary Agencies in executing the mission of the ESF.

Fire Management. All activities related to the preparation for, response to and recovery from a fire. Typically used in reference to wildland fire.

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 that, in the determination of the President, causes damage 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.

Mission Assignment. The mechanism used to support Federal operations in a Stafford Act major disaster or emergency declaration. It orders immediate, short-term emergency response assistance when an applicable State or local government is overwhelmed by the event and lacks the capability to perform, or contract for, the necessary work.

1590.6 - Qualifications

All-hazards assignments do not waive the necessary qualifications needed to perform functions.

Qualifications for Forest Service personnel responding to all-hazards incidents will adhere to National Wildfire Coordinating Group (NWCG) system. Refer to NWCG Wildland Fire Qualification System Guide (Publication Management System (PMS) 310-1) and the Federal Wildland Fire Qualifications Supplement, both of which can be found at www.nwcg.gov.

1590.7 - Training

The Forest Service will not train or equip to meet every hazard. Specific operational skills will be facilitated through the National Incident Management System, working with responsible agencies who supply properly trained and equipped technical specialists.

All personnel assisting at an all-hazards incidents will be trained in accordance with Title 29, Code of Federal Regulations, Part 1910.120, Hazardous Waste and Emergency Response, Appendix E as determined by the position they hold relative to the incident.

All personnel assisting at an all-hazards incident must complete the required training on the National Incident Management System. Appropriate incident supervisory personnel must complete the required training on the National Response Framework.

1590.8 - Risk Management

The Forest Service has adopted a comprehensive risk management process which includes risk-based decision-making as the Agency's approach to hazards mitigation. The process will be followed for all-hazards incidents.

Reference FSM 5710.31 for aviation risk management policy. The process for completing risk management assessments are found in the Incident Response Pocket Guide (IRPG), the Interagency Standards for Fire and Fire Aviation Operations (Red Book), or the Interagency Helicopter Operations Guide (IHOG), all of which are available at www.nwcg.gov. Use of any of these processes is acceptable.

1591 - Foundational Doctrine for All-Hazard Response

1591.1 - Doctrine Principles

The Forest Service will apply the principles of the Foundational Doctrine for All-Hazards Response during any all-hazards response. These principles are:

1. The all-hazards environment is high risk and can rapidly transition from normal to chaotic to emergency conditions. This environment is typically characterized by a lack of organizational stability, unknown hazards, and, often times, significant human suffering and tragedy. The fundamental human or societal services and capabilities familiar to Forest Service employees are sometimes absent within these environments. Furthermore, it will be a challenge to successfully mitigate every danger on these all-hazards responses. In recognition of these facts, the Forest Service is committed to accomplishing its assigned mission through aggressive risk management.
2. The Forest Service is a land management agency with a unique combination of people, skills, and resources that add significant value to the nation's all-hazards response capability. The Agency accepts this all-hazards role as complimentary to its overall land management mission. The Forest Service is a land management agency first, a good neighbor second, and, lastly, a partner in all-hazards response.
3. The intent of the Forest Service all-hazards response and support is to protect human life, property, and at-risk lands and resources while imminent threats exist.

4. The Forest Service is prepared and organized to support all-hazards responses by providing trained personnel to utilize their inherent skills, capabilities, and assets without requiring significant additional training and preparation. Support to cooperators requiring the Forest Service resources must be consistent with employee core skills, capabilities, and training.
5. A cooperative relationship between the Forest Service and other agencies is essential. Therefore, the Forest Service is committed to working with other agencies to develop, maintain, and improve all-hazards response and associated support capabilities.
6. On all-hazards assignments, Forest Service employees must provide the same professionalism and passion for safety as they do in all Agency mission assignments.
7. On all-hazards responses, the Forest Service must operate within the National Incident Management System concept of clearly stated: missions, chain-of-command, authority, responsibilities, and expectations.
8. As incidents move from the response phase (when engaging in activities necessary to address the incident's immediate and short-term effects) to the recovery phase (when imminent threats to human life, property, and land and resources have been abated), the Forest Service must focus on demobilizing Agency resources.
9. The Forest Service all-hazard response doctrine is based on the assumption that other departments and agencies must fulfill their primary roles and responsibilities with National Incident Management System trained and qualified resources as outlined in the National Response Framework.
10. The Forest Service is dedicated to advocating the use of the National Incident Management System as the foundation of the Agency's response organization.
11. The Forest Service must support its interagency partners in fulfilling their obligations to the National Response Framework by helping them develop, build, organize, and utilize National Incident Management System capability.
12. The Forest Service must be proactive in developing agreements with its interagency partners to facilitate its obligations for assisting at all-hazards incidents.
13. When evaluating requests for assistance, the Forest Service must use an integrated and coordinated process to determine the appropriate level of commitment.
14. The Forest Service must seek opportunities with interagency partners to enhance use of resources and increased interoperability.

15. Where the Forest Service has jurisdictional authority, including functional responsibilities or a significant commitment of resources, it must promote and participate in Unified Command.
16. The Forest Service must adequately display the short- and long-term all-hazards response impacts and tradeoffs between competing work assignments and priorities. This information will be used for various levels of analysis by local, State, tribal, Federal, other agencies, national and congressional priorities.
17. The Forest Service must continue to work with its National Response Framework partners toward implementing the National Incident Management System model in all-hazards response.
18. The Forest Service must conduct a thorough mission analysis of every request for all-hazards assistance or support before committing people and other resources in an effort to balance the use of its highly skilled workforce and ensure it can meet other requirements of equal importance.
19. The Forest Service must use a “lessons learned” approach for tracking and applying new, learned knowledge to benefit future all-hazards assignments. All-hazards employee awareness training should be considered for inclusion in annual fire refresher courses.
20. Within all-hazards response environments, Forest Service leaders may encounter situations in which there is an imminent threat to life and property outside of the Agency’s jurisdiction. These environments may include scenarios ranging from being first on the scene at a vehicle accident to a District Ranger committing Agency resources to protect a local community. Therefore, Agency leaders are expected to use their judgment and respond appropriately.
21. Forest Service resources assisting at all-hazards incidents must understand the dynamic and complex environment and utilize their leadership, training, and skills to adapt, innovate, and bring order to chaos.
22. Leaders are expected to operate within the incident organizational structure encountered on all-hazards responses. When such structure is absent, they will utilize the National Incident Management System principles to assure safe and effective utilization of Forest Service resources.
23. Forest Service leadership must express clear and concise “leader’s intent” to ensure all-hazards assignments are managed safely, effectively, and efficiently.
24. Forest Service leaders are expected to operate under existing policies and doctrine under normal conditions. On non-fire incidents, appropriate fire and aviation incident business practices and safety standards must be followed to safely and successfully

accomplish the mission. Where conflicts with these standards occur, employees must use their judgment, weigh the risk versus gain, and operate within the intent of Forest Service policy and doctrine.

25. As part of aggressive risk management, all employees involved in all-hazards response must be supported and managed by a Forest Service leader, Forest Service liaison, or Interagency Incident Management Team. This support includes Agency participation in mission assignments, incident action planning and resource tracking while on all-hazards work assignments.

26. The Forest Service's support to all-hazards incidents will be focused on missions that Forest Service employees perform consistently and successfully. Workforce assignments will be directed toward the core skills developed through the training and curriculum used by the Forest Service.

27. Forest Service employees must be trained to operate safely and successfully in all-hazards environments. Preparedness training will focus on gaining general knowledge of all-hazards responses, disaster characteristics, as well as the effects from these events on citizens and responders.

28. Specific operational skills should be facilitated through the National Incident Management System, working with responsible agencies who supply the technical specialists who, in turn, provide the specific skill sets. The Forest Service must not train or equip to meet every hazard.

29. Forest Service employees are expected to perform all-hazards support as directed within their qualifications and physical capabilities. All employees have the right to a safe assignment and can use the tools, mechanisms and processes provided by the Forest Service to ensure assignment safety. The employee may suspend their work whenever any environmental condition, or combination of conditions, becomes so extreme that an immediate danger is posed to employee health and safety or that cannot be readily mitigated by the use of appropriate, approved engineering barriers, technology, or protective equipment.

30. All-hazards incident-specific training and briefings will be accomplished prior to task implementation. This preparation will usually occur prior to mobilization where incident description, mission requirements, and known hazard are addressed. Key protective equipment and associated needs for these all-hazards tasks that Forest Service employees do not routinely encounter or perform must be identified. This will be done and be in place prior to task implementation.

31. Forest Service employees will be provided with appropriate vaccinations, credentials, and personal protective equipment to operate in the all-hazards environment to which they are assigned.

The Foundational Doctrine for All Hazard Response can be found on the Forest Service Incident Business Practices All-Hazard web page: <https://www.fs.fed.us/managing-land/fire/ibp/all-hazard>.

1592 - Damage Survey and Report

1592.03 - Policy

On National Forest System lands where there is the possibility that an emergency treatment is needed in an affected area, a damage survey must be completed without delay. If the investigation discloses a need for emergency funds, the report should be submitted promptly by the Regional Foresters, Station Directors or Area Director to the State and Private Forestry Deputy Chief. The report should contain:

1. Detailed description of the incident which created the emergency condition,
2. Emergency measures needed to prevent further loss,
3. Estimated cost for response and recovery, and
4. Photographs, data, and other documentation of the damaged area.

1593 - National, Departmental, and Local All-Hazards Response Missions

1593.03 - Policy

When the President determines that a major disaster is imminent, Federal Emergency Management Agency (FEMA) is authorized to use Federal departments, agencies, and instrumentalities and all other resources of the Federal government to avert or lessen the effects of such disaster before its actual occurrence. Requests for Forest Service resources made under this authority are handled in accordance with section 1594.

During oil spills and hazardous materials releases of national significance, the Environmental Protection Agency and U.S. Coast Guard are authorized to use resources from identified Federal departments, and agencies, and instrumentalities and other resources to avert or lessen the affects of the release. Requests for Forest Service resources made under this authority are handled as in the Engineering section of the Forest Service Manual (FSM 2160).

1593.1 - National All-Hazards Response Mission

When requested and appropriate with the National Response Framework responsibilities, the Forest Service is prepared and organized to support national and international all-hazards responses with people, equipment, and supplies.

1593.11 - National Response Framework

The National Response Framework (NRF), developed as a requirement under Homeland Security Presidential Directive 5, is a guide to how the Nation responds to all types of disasters and emergencies. It is built on scalable, flexible, and adaptable concepts identified in the National Incident Management System to align key roles and responsibilities across the Nation. The NRF describes specific authorities and best practices for managing incidents that range from the serious, but purely local to large-scale terrorist attacks or catastrophic natural disasters. The NRF describes the principles, roles and responsibilities, and coordinating structures for delivering the core capabilities required to respond to an incident and further describes how response efforts integrate with those of the other mission areas.

The Forest Service responsibilities under the NRF and management of the Forest Service response to emergencies and major disasters declared by the President is included in section 1594.

1593.12 - Fire Management Assistance Grant Program

Under section 420 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1974 (42 U.S.C. 5121), the President is authorized to provide assistance, including grants, equipment, supplies, and personnel to any State or local government for the mitigation, management, and control of any fire on public or private forest land or grassland which threatens such destruction as would constitute a major disaster.

Requests for Fire Management Assistance Grants are submitted by the State Governor to the Federal Emergency Management Agency (FEMA) Regional Administrator. A Presidential declaration of an emergency or major disaster is not necessary to initiate action under this section. Either the Forest Service or the Bureau of Land Management must act as Principal Advisor to FEMA. For those States where the Forest Service provides a Principal Advisor, the appropriate Regional Forester, Station Director or Area Director must designate a Principal Advisor for the incident. The Principal Advisor must:

1. Advise the FEMA Regional Administrator of the magnitude and severity of the fire situation and risk or potential of major disaster.
2. Provide recommendations concerning the type and amount of assistance needed.
3. Recommend the start and end dates of the incident period (when costs are eligible for FEMA assistance).

The incident period may start on the date of the fire management assistance declaration or with the initial firefighting actions at the time the fire threatens such destruction as would constitute a major disaster. The incident period is considered closed when the fire is controlled or the threat has passed. The end of a shift or a workday normally marks the closing of the incident period.

1593.13 - Federal Timber Sale Contracts and Grants for Removal of Damaged Timber on State and Private Land

Section 421 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1974 (42 U.S.C. 5121) contains several clauses relative to timber sales and removal of salvage timber. Major damage to roads and timber sales that are under contract may receive special consideration under this section. Grants may be awarded to States and local governments for the removal of salvaged timber during a major disaster. These activities are considered to be rehabilitation rather than emergency operations and are the responsibility of the appropriate Forest Service functional activity. See FSM 2450 for instructions.

1593.14 - Emergency Flood Prevention Program

Under section 216 of the Flood Control Act of 1944, the Secretary of Agriculture has the authority to undertake emergency measures for runoff retardation and soil erosion prevention to safeguard lives and property whenever fire, flood, or other natural element of forces has caused a sudden impairment of a watershed.

Implementation of flood control measures under section 216 is based on the instructions in FSM 3530. Action may be taken with or without a disaster declaration under the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1974 (Pub. L.93-288). The Washington Office, State and Private Forestry Deputy Chief must be kept informed of section 216 work planned in major disaster areas in order to assist the Federal Emergency Management Agency in avoiding duplication of assistance.

1593.15 - National Flood Insurance Program

The National Flood Insurance Program (NFIP), administered by Federal Emergency Management Agency (FEMA), offers flood insurance which can be purchased through property and casualty insurance agents. Individuals and businesses purchasing new insurance policies from the NFIP are typically required to wait 30-days for their flood insurance coverage to become effective. The Biggert-Waters Flood Insurance Reform Act of 2012 (cite) exempts from the 30-day waiting period those residents whose homes may be impacted by flooding from Federal land that resulted from wildland fires.

The reform provision in this Act created an exception to the 30-day waiting period requirement for property:

1. Affected by flooding on Federal land.
2. Where the flooding is caused, or exacerbated by, post-wildland fire conditions on Federal land. (The fire did not have to start on Federal land).
3. Where flood insurance was purchased not later than 60-days after the wildland fire containment date.

Under this provision, the NFIP Administrator must determine that the property is affected by flooding on Federal land as a result of, or is exacerbated by, post-wildland fire conditions. This takes place after consultation with an authorized employee of the Federal agency that has jurisdiction of the land on which the wildland fire that caused the post-wildland fire conditions occurred. If the wildland fire occurred on National Forest System land, this consultation may include confirmation by a designated Forest Service official. In this case, the appropriate Regional Forester, Station Director or Area Director must designate an employee to perform this function for the incident. The employee must:

1. Consult directly with the FEMA NFIP Administrator or designee.
2. Confirm that the flooding is caused, or exacerbated by, post-wildland fire conditions on Federal land.

1593.16 - National Oil and Hazardous Substances Pollution Contingency Plan

The National Oil and Hazardous Substances Pollution Contingency Plan (NCP), provides the organizational structure and procedures for preparing for and responding to discharges of oil and releases of hazardous substances, pollutants, and contaminants. The NCP identifies the national response organization that may be activated in response actions to discharges of oil and releases of hazardous substances, pollutants, and contaminants in accordance with the authorities of CERCLA and the CWA. It specifies responsibilities among the Federal, State, and local governments and describes resources that are available for response. It also provides procedures for involving State governments in the initiation, development, selection, and implementation of response actions, pursuant to CERCLA. The NCP works in conjunction with the National Response Framework through Emergency Support Function # (ESF) #10 - Oil and Hazardous Material Response, when the spill results in an emergency declaration by the President.

The Forest Service has specific responsibilities for oil spills and hazmat releases under the National Contingency Plan. This includes serving as a member of each Regional Response Team (RRT), representing USDA. Primary RRT members are assigned from Regional Engineering staff. Alternate/secondary RRT members may be assigned from Regional Engineering or Regional Fire and Aviation Management staffs. Specific duties and responsibilities are identified in FSM 2160. The Forest Service support identified in the NRF ESF #10 Annex is:

1. Measures, evaluates, and monitors the impact of the emergency incident on National Forest System land.
2. Provides technical assistance and logistical support.

1593.2 - Departmental All-Hazards Response Mission

The Forest Service is committed to honor its part of the joint responsibility within the Department of Agriculture to develop and maintain effective working relationships with interdepartmental cooperators and to support them when directed by the appropriate authority. Information about the Department of Agriculture response can be found at USDA Departmental Regulation, 1800-001, Incident Preparedness, Response, and Recovery.

1593.3 - Local All-Hazards Response Mission

Forest Service employees respond when they encounter all-hazards situations in which there is an imminent threat to human life and property, and Forest Service employees are capable of assisting without undue risk to themselves or to others.

1593.31 - Management of Assistance in Fire Emergencies

For management of assistance in fire emergencies see section 1594.

1593.32 - Management of Search and Rescue Operations

For management of search and rescue operations see section 1596.

1593.33 - Management of Minor Spills and Hazardous Materials Releases

For management of minor spills and hazardous materials releases see FSM 2160.

1594 - Emergencies and Major Disasters Declared by the President

1594.01 - Authority

The President has delegated to the Secretary of Homeland Security the power to exercise, without approval, ratification, or other action of the President, all the authority vested in the President by the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1974 (42 U.S.C. 5121). This power is delegated in turn to the Administrator of the Federal Emergency Management Agency (FEMA), and extended to Regional Administrators of FEMA, who may direct or request the Forest Service and other Federal agencies to provide such available assistance as may be deemed necessary.

1594.02 - Objective

To fulfill the Forest Service responsibilities under the National Response Framework.

1594.03 - Policy

The Forest Service will undertake certain relief activities, upon direction of the President, following the declaration of an emergency or major disaster. Such activities may include

utilizing or lending, with or without compensation, equipment and supplies or providing facilities, personnel, and other resources; distributing medicine, food, and other consumable supplies, or providing emergency assistance; performing on public or private lands or waters any emergency work essential for the protection and preservation of life and property, including clearing and removing debris and wreckage, making repairs to restore service or replace public facilities, providing emergency shelter, and making contributions to State and local governments.

1594.04 - Responsibility

1594.04a - National Emergency Support Function #4 Coordinator

When activated by Federal Emergency Management Agency (FEMA), following or in anticipation of a Presidential declaration, the National Emergency Support Function (ESF) #4 Coordinator will assign ESF #4 Agency liaison(s) at appropriate FEMA facilities, such as the National Response Coordination Center.

The National ESF #4 Coordinator will coordinate with the ESF #4 Primary Leader at the identified FEMA facilities and other locations, and will provide information and updates to the Regional Fire Director and the Regional or Area ESF #4 Coordinator.

1594.04b - Regional or Area Emergency Support Function #4 Coordinator

When activated by Federal Emergency Management Agency (FEMA) following or in anticipation of a Presidential declaration, the Regional or Area Emergency Support Function (ESF) #4 Coordinator must assign an ESF #4 Agency liaison(s) at appropriate FEMA facilities, such as the Regional Response Coordination Center, Joint Field Office, and/or other locations as directed by FEMA.

The Regional or Area National Emergency Support Function (ESF) #4 Coordinator will coordinate with the ESF #4 Primary Leader at the identified FEMA facilities and other locations and will provide information and updates to the Regional Fire Director and the National ESF #4 Coordinator.

1594.04c - Forest Service Responsibilities Under the National Response Framework

Under the National Response Framework, the Forest Service is a Coordinator and the Primary Agency for Emergency Support Function (ESF) #4, Firefighting. The Forest Service is a Support Agency for 12 of the other 13 Emergency Support Functions (ESFs) as shown in section 1594.04e, exhibit 01.

1594.04d - Emergency Support Function #4 Coordinator Responsibilities

As the Emergency Support Function (ESF) #4 Coordinator, the Forest Service oversees the preparedness activities and coordinates with ESF #4 support agencies. Specifically, the Forest

Service coordinates at the national and regional levels with Federal Emergency Management Agency, appropriate State, territorial, tribal, and insular area agencies and cooperating agencies on all issues related to response activities.

1594.04e - Emergency Support Function #4 Primary Agency Responsibilities

As the Emergency Support Function (ESF) #4 Primary Agency, the Forest Service has the appropriate authorities, roles, resources, and capabilities to coordinate the Federal firefighting support function under the National Response Framework. The specific tasks identified as the responsibility of the Forest Service are identified in 1594.04e, exhibit 01.

1594.04e - Exhibit 01

Forest Service Responsibilities as Emergency Support Function #4 Primary Agency

- Coordinate Federal firefighting activities. This function is accomplished by mobilizing firefighting resources in support of State, local, tribal, territorial, and insular area wildland, rural, and urban firefighting agencies nation-wide.
- Provide qualified Emergency Support Function (ESF) #4 personnel to serve at the National and Regional/Area levels during Stafford Act incidents.
- Provide support personnel at the National, Regional, and Incident levels.
- Request assistance from Support Agencies as necessary to accomplish ESF #4 responsibilities.
- Provide logistics support through the appropriate Geographic Area Coordination Center and/or National Interagency Coordination Center for mobilizing resources for firefighting.
- Assume full responsibility for suppression of wildland fires burning on National Forest System lands and joins in a unified command with the local jurisdiction on incidents threatening National Forest System lands.
- Provide and coordinate firefighting assistance to other Federal land management; State Forestry; and local, tribal, territorial, and insular area fire organizations as requested under the terms of existing agreements and the National Response Framework.
- Arrange for and provide direct liaison with State, local, tribal, territorial, and insular area Emergency Operations Centers and fire chiefs in the designated area, as appropriate, to coordinate requests for firefighting assistance in structural or industrial fire detection, protection, and suppression operations.

1594.1 - Emergency Support Function #4, Firefighting

The mission of the Emergency Support Function (ESF) #4 includes:

1. The coordination of Federal firefighting activities, and
2. To provide personnel, equipment, and supplies in support of State, local, tribal, territorial, and insular area agencies involved in wildland, rural, and urban firefighting operations.

1594.12 - Forest Service Support to other Emergency Support Functions

The Forest Service also provides support to 12 of the remaining 13 Emergency Support Functions (ESFs), coordinated through Emergency Support Function (ESF) #4, with the exception of support to ESF #13, Public Safety and Security, which is coordinated through Forest Service Law Enforcement and Investigations. In all cases, resources are assigned commensurate with each unit's level of training and the adequacy and availability of equipment. Specific support to be provided by the Forest Service to other ESFs and the ESF Primary Agency(ies) are identified in the NRF are listed in 1594.2, exhibit 01.

1594.2 - Exhibit 01

<i>Emergency Support Function (ESF) (Primary Agency(ies))</i>	<i>Forest Service Support Actions</i>
ESF #1, Transportation (Department of Transportation)	<ul style="list-style-type: none"> • Provides transportation assets to ESF #1 when Forest Service resources are the most effective to support the ESF #1 mission. • Provides appropriate engineering and contracting/procurement personnel and equipment to assist in emergency removal of debris, demolition, repair of roads and bridges, and temporary repair of essential public facilities.
ESF #2, Communications (Federal Emergency Management Agency (FEMA), Department of Homeland Security/National Communication System)	<ul style="list-style-type: none"> • Provides radio communications systems to support firefighters, law enforcement officers, and incident response operations. • Provides engineers, technicians, and liaison staff to assist the Disaster Emergency Communications Group. • Provides National Interagency Radio Support systems for damage reconnaissance teams and other applications. • Provides a communications officer to accompany radio systems for user training and operator maintenance indoctrination. • Provides additional radio systems.

1594.2 - Exhibit 01--Continued

<i>Emergency Support Function (ESF) (Primary Agency(ies))</i>	<i>Forest Service Support Actions</i>
<p>ESF #3, Public Works and Engineering (U.S. Army Corps of Engineers, FEMA)</p> <p>ESF #5, Information and Planning (FEMA)</p> <p>ESF #6, Mass Care, Emergency Assistance, Temporary Housing, and Human Services (FEMA)</p> <p>ESF #7, Logistics (General Services Administration, FEMA)</p> <p>ESF #8, Public Health and Medical Services (Department of Health and Human Services)</p> <p>ESF #9, Search and Rescue (FEMA, U.S. Coast Guard, Department of the Interior/National Park Service, Department of Defense)</p> <p>ESF #10, Oil and Hazardous Material Response (Environmental Protection Agency, U.S. Coast Guard)</p> <p>ESF #11, Agriculture and Natural Resources (Department of Agriculture, Department of Interior)</p> <p>ESF #13, Public Safety and Security (Department of Justice)</p> <p>ESF #15, External Affairs (FEMA)</p>	<ul style="list-style-type: none"> • Provides engineering and contracting/procurement personnel and equipment to assist in emergency removal of debris, demolition, temporary protection of roads and bridges, temporary protection of essential public facilities, water supply, and sanitation. • Provides accurate and timely information related to an actual or potential incident. • Develops and executes plans related to an actual or potential incident. • Provides appropriate resources (for example, cots, blankets, sleeping bags, personnel) for shelters. • Provides staff to support incident facilities, facility, property, telecommunications, and transportation management. • Provides personnel, equipment, and supplies, primarily for communications, aircraft, and base camps for deployed Federal public health and medical teams. • Develops standby agreements to provide equipment and supplies from the National Interagency Cache System at the time of deployment. • Develops contingency plans for use of National Interagency Fire Center (NIFC) contract aircraft during incidents. • Provides equipment and supplies from the National Interagency Cache System and use of NIFC contract aircraft. • Measures, evaluates, and monitors the impact of the emergency incident on National Forest System land. • Provides technical assistance and logistical support. • Makes available response resources, including incident management teams. • Provides general and specialized resources to assist in the ESF #13 response. • Provides appropriate support to ESF #15 organization and staff.

1594.13 - Other Support under the National Response Framework

Following or in anticipation of an emergency or major disaster declared by the President, the Forest Service may provide support or perform tasks outside of the tasks identified in the National Response Framework when resources are available. This support will be coordinated through Emergency Support Function (ESF) #4. Certain parameters should be followed to ensure that the Agency's primary missions are not negatively affected are listed in 1594.13, exhibit 01.

1594.13 - Exhibit 01

Parameters for Providing Support not Identified in the National Response Framework

- The request should be presented through the Emergency Support Function (ESF) #4 Leader at the Regional Response Coordination Center or Joint Field Office and approved by the Regional/Area ESF #4 Coordinator.
- All-hazards response will be focused on missions that the responding personnel perform consistently and successfully. Workforce assignments will be directed toward the core skills developed through our existing training and curriculum.
- Efforts should be made to ensure that firefighting resources are managed and utilized appropriately so they can be available when needed for life, property, and resource protection assignments.
- If not a one-time task, the request should include the necessary resources from the requesting agency so that the requesting agency can perform the task with minimal Forest Service support in the future.

1594.14 - Mission Priorities

Missions following, or in anticipation of, an emergency or major disaster declared by the President will be accepted using the following priorities:

1. Agency response mission.
2. ESF #4 missions under the National Response Framework (NRF).
3. Support to other Emergency Support Function (ESF) as specified in the NRF.
4. Non-specified support to other ESFs and departments/agencies.

1594.2 - Forest Service Representation to Federal Emergency Management Agency Regions

The Forest Service Regions and the Federal Emergency Management Agency Regions do not coincide. The Forest Service is represented by Regional or Area Emergency Support Function (ESF) #4 Coordinators as indicated in 1594.2, exhibit 01.

1594.2 - Exhibit 01

U.S. Forest Service Region	Federal Emergency Management Agency (FEMA) Regions and States
USFS R1 - Northern Region	FEMA R-VIII (MT, ND), R-X (northern ID)
USFS R2 - Rocky Mountain Region	FEMA R-VII (NE, KS), R-VIII (CO, WY)
USFS R3 - Southwest Region	FEMA R-VI (NM), R-IX (AZ)
USFS R4 - Great Basin Region	FEMA R-VIII (UT), R-IX (NV), R-X (South ID)
USFS R5 - Pacific Southwest Region	FEMA R-IX (CA, HI)
USFS R6 - Pacific Northwest Region	FEMA R-X (WA, OR)
USFS R8 - Southern Region	FEMA R-IV, R-VI (LA, AR, TX, OK)
USFS R9 - Eastern Region	FEMA R-I, R-II*, R-III*, R-V, R-VII (IA, MO)
USFS R10 -Alaska Region	FEMA R-X (AK)
* - The USFS R9 is the primary ESF4 contact for Puerto Rico and the U.S. Virgin Islands (PR/VI) in FEMA R-II and Virginia (VA) in FEMA R-III, even though both are physically located in the USFS Southern Region (R8). USFS R9 coordinates closely with USFS R8 and the Southern Area Coordination Center on any incidents involving PR/VI and VA.	

1594.3 - Emergency Support Function #4 Liaisons

Following or in anticipation of an emergency or major disaster declared by the President, the Forest Service may be required to assign Emergency Support Function (ESF) #4 liaisons to Federal Emergency Management Agency (FEMA) at locations specified by FEMA.

1594.31 - Qualifications

Employees representing ESF #4 must meet the qualifications for the position they are filling. Qualification requirements are identified in The Federal Wildland Fire Qualifications Supplement to the The Interagency Wildland Fire Qualifications System Guide (PMS 310-1).

1594.32 - Emergency Support Function #4 Primary Leader

The person filling an Emergency Support Function (ESF) #4 Primary Leader position must be a Forest Service employee. Personnel hired under the “Administratively Determined” (AD) Pay Plan are considered Forest Service employees and may fill the ESF #4 Primary Leader position if necessary.

The ESF #4 Primary Leader reports to the National, Regional, or Area ESF #4 Coordinator, as appropriate.

The ESF #4 Primary Leader will supervise the other ESF #4 personnel at that facility

1594.33 - Delegation of Authority

The Emergency Support Function (ESF) #4 Primary Leader should receive a Delegation of Authority from the National Fire Director for the National Response Coordination Center or from the appropriate leadership at the regional or area level for the Regional Response Coordination Center or Joint Field Office. This delegation of authority should authorize the ESF #4 Primary Leader to represent the Forest Service, coordinate the Forest Service and Support Agency(s) participation in implementing ESF #4, commit agency resources in accordance with established plans and procedures, and communicate as necessary with other agency liaisons and external parties.

1594.4 - Forest Service Support to Non-Governmental Organizations

Supplies, equipment, and services may be furnished to non-Governmental organizations during emergency or major disaster situations.

1594.41 - Receipts

Supplies, equipment, and services furnished to the Red Cross, the Salvation Army, the Mennonite Disaster Service, and other relief and disaster assistance organizations, in compliance with direct requests to Federal or State agencies will be receipted for by accredited relief and disaster assistance organization representatives. Such receipt(s) will constitute

evidence that the supplies, equipment, and/or services are needed by the organization for disaster relief purposes.

1594.42 - Reimbursement

The relief and disaster assistance organization will, upon request, reimburse the Forest Service for supplies, equipment, and services furnished when such reimbursement is required by law or agency regulations. Where no such legal or official requirement for reimbursement exists, but the Forest Service cannot, for fiscal or other reasons, provide the supplies, equipment and/or services without reimbursement, this fact will be made known to the relief and disaster assistance organization at the time of the request so that an agreement can be reached or alternative sources sought.

If the Forest Service has no independent Memorandum of Understanding (MOU) with relief and disaster assistance organizations, the Forest Service assistance for which reimbursement is expected must be granted under the provisions of section 5 of the Granger-Thye Act (16 U.S.C. 572). References to that Act should be included in all agreements to ensure that funds reimbursed to the Forest Service can be returned to the appropriation from which the expenditures were incurred.

1595 - Assistance in Fire Emergencies

1595.01 - Authority

Section 1 of the Reciprocal Fire Protection Act of May 27, 1955, (42 U.S.C. 1856a), provides authority for entering into reciprocal agreements with local fire organizations. See FSM 1580 for instructions. Section 3 of the Act authorized Federal agencies to render emergency assistance in fire emergencies without a prior written agreement.

1595.03 - Policy

The Forest Service will use the authority conferred by section 3 of Reciprocal Fire Protection Act of May 27, 1955, (42 U.S.C. 1856a), only in bonafide emergencies when fire threatens loss of life or property. It is intended that assistance rendered under the provisions of section 3 will be infrequent. A National Forest initial attack unit should avoid the appearance of being prepared to serve as the fire organization for the protection of structures and other property in cities and towns outside of the protection boundary. Accordingly, provisions for such assistance must not be included in presuppression plans (FSM 5120).

1595.04 - Responsibility

The Regional Forester is responsible for administering emergency fire assistance within the guidelines provided in FSM 1595. The Regional Forester may redelegate such authority to the Forest Supervisor.

1595.06 - Funds

As provided in 42 U.S.C. 1856d, funds available for fire protection or fire management are available for use in exercising the authority contained in 42 U.S.C. 1856b. Reimbursement for obligations incurred may be obtained where desirable and the recipient is willing to pay. Such collections must be deposited as general fund receipts 122499.

1596 - Search and Rescue Operations

1596.01 - Authority

The payment of necessary expenses incurred in search and rescue operations is authorized by 16 U.S.C. 575.

This statute imposes no duty, the breach of which would be actionable at law, on the Forest Service to search for and rescue persons lost in the National Forest. It merely authorizes the Forest Service to incur necessary expenses in search and rescue operations.

1596.02 - Objective

To render assistance in cases involving persons lost in the National Forest, transporting persons who are seriously ill or injured, or who die inside National Forest System lands, to the nearest place where the sick or injured person or where the body may be transferred to the appropriate authorities.

1596.03 - Policy

The Forest Service may render assistance in cases involving persons lost in the National Forest, transporting persons who are seriously ill or injured, or who die inside the National Forest System lands, to the nearest place where the sick or injured person or where the body may be transferred to the appropriate authorities.

The role of the Forest Service in search and rescue is one of supporting and developing strong State and local leadership. The local public authority, such as the county sheriff or State Fish and Game Department, has primary responsibility for the protection of life and property in search and rescue incidents. Field personnel must continue to be responsive to the public needs as they involve these aspects, with emphasis toward supporting and cooperating with the local officials.

The Forest Service will take a temporary lead role in any search and rescue emergency in which immediate and quick response will reduce suffering or save lives. The concept of closest forces must be used, and the lead role maintained only until the predetermined local responsible authority is available to assume its leadership. After transferring the leadership role, the Forest Service will assume a supportive role and provide assistance to the fullest extent possible. In limited situations, it may be necessary to document the Forest Service leadership role in Search

and Rescue missions with a Memorandum of Understanding or other appropriate agreement document based on closest resources, technical expertise and the coordination of a predetermined response. Unique situations requiring the Forest Service to take a predetermined lead role would require a Memorandum of Understanding signed by the Regional Forester.

When the Forest Service has assumed the lead role, direct expenses incurred must be paid from Forest Service appropriated funds. Instructions covering overtime must be followed whenever overtime is incurred in search and rescue missions (FSM 6153).

When the Forest Service has assumed a supporting role, the following exceptions apply:

1. Contract aircraft, when possible, must be released to the responsible search and rescue agency, and payment for services rendered must become the responsibility of that local agency.
2. When local lead agency requests volunteers from the Forest Service, the volunteers become agents of the lead local agency, and expenses are borne by the employee or by the lead local agency.

The benefited party must not be billed for costs that the Forest Service incurs during search and rescue missions.

The Forest Service has no authorities in place to expend Forest Service funds to render search and rescue assistance to persons outside the exterior boundaries of the National Forest System. However, if a search starts inside the exterior boundaries of the National Forest System, it may extend to areas immediately outside these boundaries if the circumstances of the situation demand.

Full support and encouragement must be given to local agencies to cooperate and coordinate with the Air Force Rescue Coordination Center at Tyndall Air Force Base, Florida. The Forest Service will not duplicate, or compete with, existing resources.

1596.04 - Responsibility

1596.04a - Chief

The Secretary has delegated to the Chief the responsibility to administer policies and procedures related to search and rescue in the National Forest System.

1596.04b - Director, Law Enforcement and Investigations

The Director of Law Enforcement and Investigations is delegated search and rescue responsibilities in the Washington Office.

1596.04c - Regional Forester

Each Regional Forester is responsible for developing standards and guides necessary to coordinate with search and rescue activity in each Region.

1596.04d - Forest Supervisor

The Forest Supervisor is responsible for developing search and rescue plans and provide guidance to the District Rangers. Search and rescue activities on Experimental Forests must be coordinated with the local research administrator.

1596.04e - District Ranger

District Rangers are responsible for deciding when to render search and rescue assistance, and for conducting search and rescue activities within established guidelines.

1597 - Homeland Security

1597.02 - Objectives

Provide for continuation of essential agency missions and functions following a major disaster or emergency event to include protection of life and property by preparing for and carrying out non-military functions that will prevent, minimize, and repair injury and damage. More specifically, the objectives are:

1. Developing preparedness programs and national plans of action to ensure the ability to accomplish its assigned responsibilities as described in USDA and Forest Service Continuity of Operations (COOP) plans.
 - a. Provide for public safety and security, and the protection of critical resources within the National Forest System.
 - b. Provide Forest Service and interagency Fire and Aviation Management assets in support of National Response Framework (NRF) requests for assistance through USDA or Federal Emergency Management Agency .
 - c. Provide public safety and security support for the protection of critical government resources such as National Forest System lands and grasslands.
 - d. Lead and coordinate allocation of Fire and Aviation Management assets in response to wildland fires on Federal lands.
 - e. Provide fire and law enforcement support for pyroterrorism/arson activities.
2. Providing necessary guidance for and coordination with its cooperators.

3. Developing and maintaining Employee Protection Plans and Occupant Emergency Plans to ensure the notification and safety of agency employees.

1597.03 - Policy

The Forest Service will cooperate with USDA, Office of Homeland Security and Emergency Coordination and other Federal, State, local departments and Agencies, and tribal governments in the protection of National Forest System lands and grasslands and in providing support to other government entities.

1597.04 - Responsibility

1597.04a - Chief

The Chief of the Forest Service is responsible for national leadership and direction of homeland security programs and actions relating to agency functions, as identified in USDA Departmental Regulation 1800-001.

1597.04b - Regional Foresters and Area Directors

Regional Foresters and the Area Director are responsible for providing leadership in homeland security activities. Specific responsibilities are:

1. Recommending to the Chief of the Forest Service representatives to serve on the USDA State Emergency Boards.
2. Maintaining an Employee Emergency Protection Plan that describes actions each employee should take if affected by an emergency.

1597.04c - Director of Homeland Security

The Forest Service Director of Homeland Security is responsible for:

1. Reporting to the Chief of the Forest Service any impact to Forest Service employees and/or damage to Forest Service facilities and National Forest System lands and grasslands resulting from an emergency.
2. Recommending to the Chief of the Forest Service ways to meet homeland security requirements and recommendations issued by the Department of Agriculture and Department of Homeland Security.
3. Serving as the Forest Service representative to the Department of Agriculture Continuity of Operations (COOP) Critical Action Team (CAT). In this capacity, serves as a member of the Emergency Relocation Group (ERG) and is the liaison between the Forest Service and the Department of Agriculture during COOP events and/or Exercises at the Emergency Relocation Facility.

1597.04d - Forest Service Representative on USDA State Emergency Board

As a member of the State Emergency Board (SEB), the Forest Service member will:

1. Provide information covering Forest Service activities to the SEB.
2. Establish and maintain effective communication with the SEB.
3. Provide technical and professional support personnel to perform damage assessment activities in forested areas.
4. Serve as the Forest Service policy and decision-making official for all Forest Service activities and functions within the State during the post-incident and recovery period. These policy and decision functions will be carried out in conjunction with other SEB responsibilities.
5. Maintain essential data, records, and reference material that may be needed in an incident.
6. Be familiar with the National Response Framework, National Incident Management System, and regional and national mobilization procedures; and maintain liaison with the Regional/Area Emergency Support Function (ESF) #4 Coordinator during Presidential declared major disasters or emergencies.
7. Upon request, prepare an inventory of local Forest Service resources that are available to assist following an incident. Resource requests will follow standard Agency mobilization procedures as outlined in the Regional and National Mobilization Guides.
8. With assistance from Farm Service Agency (FSA) and Natural Resources Conservation Service (NRCS), develop a plan for the priority use of water for agricultural production and food processing within the emergency water plans developed by the United States Army Core of Engineers (USACE).

1597.04f - Forest Service Representative on USDA County Emergency Board

If the Forest Service has an office that serves a particular county, they may elect to participate as a member of that County Emergency Board (CEB). The responsibilities of the Forest Service representative are:

1. Be well informed on local preparedness matters and communicate essential information covering Forest Service security activities to the CEB.
2. Make certain that Forest Service progress and activities are covered in CEB meeting proceedings and minutes.

3. Maintain essential data, records, and reference materials as may be needed in an emergency.
4. Achieve and maintain two-way communication and exchange of pertinent information with Forest Service representatives on the respective SEB.
5. Be familiar with the National Response Framework, National Incident Management System, and regional and national mobilization procedures and maintain liaison with State Emergency Board representative during Presidential declared major disasters or emergencies.
6. Be familiar with cooperator's emergency operations plans, emergency relocation facilities (ERF), line of command, and other essentials for functioning in an emergency.
7. Be prepared to provide damage assessment for National Forest System lands and grasslands areas of responsibility.

1598 - Rural Fire Defense

Rural Fire Defense is a national program which develops plans and directs activities related to the prevention and control of fires caused by the effects of an enemy attack or other national security emergencies in rural areas of the United States. The term "directs" means coordinating the forces, equipment, plans, and action in an orderly fashion to bring about maximum strength for the entire rural fire defense activity. The national program recognizes agency responsibilities and requires close cooperation with Federal, State, and local agencies.

1598.01 - Authority

Executive Order 12656, Assignment of emergency preparedness responsibilities (November 18, 1988), assigns certain emergency preparedness functions to the Secretary of Agriculture. Section 301(6) identifies rural fire function. DM 1800, VII(A)(6) assigns this function to the Chief of the Forest Service.

1598.02 - Objective

To keep damage in the post attack period below the point where it would seriously interfere with national defense, recognizing:

1. Public health and safety,
2. The importance of essential agricultural field crops and forest products, and
3. Protection from rural fire of other resources and facilities vital to national security and survival.

1598.03 - Policy

1. Forest Service will use all media available to promote and keep the public informed of current rural fire defense capability.
2. Forest Service representatives attending meetings related to rural fire defense must be well informed concerning all phases of the program and be prepared to answer inquiries. In the absence of such requests, they should volunteer the information needed to keep the other participants knowledgeable concerning rural fire defense activities.

1598.04 - Responsibility

1598.04a - Washington Office, State and Private Forestry Deputy Chief

The Washington Office, State and Private Forestry Deputy Chief, is responsible for national administration of the Rural Fire Defense Program.

1598.04b - National Director of Fire and Aviation

The National Director of Fire and Aviation is assigned staff responsibilities for the Rural Fire Defense Program.

1598.04c - Rural Firefighting Organizations

Rural firefighting organizations at all levels will continue to be primarily responsible for fire defense on all lands under their jurisdiction in accordance with peace-time agreements and arrangements.