

**Forest Service Handbook
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Forest Service Handbook 5309.11 – Law Enforcement Handbook

Chapter 10 – Planning

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Responsible Staff:

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

Posting Instructions: Amendments are numbered consecutively by handbook number and calendar year. Post by document; remove the entire document and replace it with this amendment. Retain this transmittal as the first page(s) of this document. The last amendment to this handbook was 5309.11-2004-1 to 5309.11_80.

13: Makes minor change to existing policy on region/forest plans by adding grassland plans, and adds guidelines when inventorying and eradicating controlled substances.

15.11: Revises caption and direction regarding operational plans. Adds reference to newly established operational planning form.

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This chapter provides direction on the development of special law enforcement plans and/or required analysis necessary for group management, facility security, emergency situations, and operational planning.

10.2 - Objectives

1. To establish the minimum standards needed for addressing group management, facilities security, timber theft prevention, anti-drug operations, raid planning, and similar situations in law enforcement plans.
2. To identify potential hazards associated with the implementation of operational plans.

10.4 - Responsibility

10.41 - Special Agents in Charge

It is the responsibility of the special agents in charge to ensure appropriate planning and completion of plans and to participate in the planning process when requested.

10.42 - Supervisory Special Agents and Supervisory Law Enforcement Officers

It is the responsibility of supervisory special agents and supervisory law enforcement officers to:

1. Develop law enforcement plans in accordance with the direction set forth in this chapter.
2. Prepare a new [form FS-6700-7, Job Hazard Analysis](#), or review and revise any previously completed Job Hazard Analyses with operation participants prior to initiating a planned operation. Ensure that the completed form becomes a part of the operational plan.

11 - Group Management

Organize law enforcement operations pertaining to groups (for example, special interest groups and protest groups) to ensure operational, supervisory, and planning guidelines are met. Use the following checklist as a guide and modify it when necessary to meet the nature and complexity of the incident.

1. Background. Include a brief history of the site, group, and other pertinent information required for appropriate law enforcement knowledge and action.
2. Objectives. Include the purpose and projected accomplishments of the plan.

3. Action Plan. Identify the plan of action from either a day-to-day perspective or inclusive of the entire event. At a minimum, include the following:

- a. Shift logs/plans.
- b. Ingress/egress logs (for closed areas).
- c. Incident briefing as needed.

4. Organizational and Personnel Needs. Identify the desired amount of support (personnel and equipment) requested from inter- and intra-agency personnel.

- a. Incident command system (minimum considerations).
- b. Support.

5. Coordination. Identify both internal and external personnel and what their assignments involve during the event.

6. Public Information. Obtain a copy of the Office of Communications organization and action plan. Use the plan to assist in preparation for law enforcement activities, identifying special public information issues, providing for effective relationships with the media, and so forth.

7. Logistical Support. Obtain a copy of radio and other communication logs and plans. The plan provides information on law enforcement radio frequencies to be used, preferred transportation routes, availability of equipment, and so forth.

8. Administration/Records. Document actions taken and expenditures associated with the group management activity for financial management considerations and for potential legal proceedings. Document all expenditures using appropriate financial management systems and document law enforcement activities on the appropriate forms.

In addition to the financial management concerns and documentation of law enforcement activities, consider issuing identification badges for all authorized personnel and providing performance evaluations at the end of the event.

9. Medical. Identify the locations of the closest medical facilities (such as hospitals, emergency care units, and trauma centers) as well as the directions, telephone number, and key contact personnel for each. Consider the following additional items:

- a. Quick response teams.
- b. Ambulance service.

- c. Air ambulance and heliport.
 - d. Incident-assigned medical personnel.
 - e. Notification procedures for communicating with the facility; for example, telephone, radio, and so forth.
10. Arrest, Transportation, and Processing. Since arrest procedures may vary by jurisdiction, include documentation on which arrest facilities to utilize and the appropriate procedures and paperwork involved at each location. At a minimum, address the following:
- a. Guidelines.
 - b. Enforcement action.
 - c. Transportation.
 - d. Reports.
11. Attachments. Include any maps, forest or regional closure orders affecting the area or written for the event, and other relevant information.
12. Other Considerations. Document any other considerations which were taken into account.

12 - Timber Theft Prevention and Accountability

Work with the Forest Management staff in developing timber theft prevention and accountability plans for National Forest System lands (FSH 2409.15, sec. 27-28 and FSH 5309.11, sec. 23.32).

Consider the following when developing a plan:

1. Provide a basis for preventing timber theft.
2. Promote and develop employee skills, perceptions, and attitudes in an effort to enhance and maintain a high level of awareness of timber accountability.
3. Develop and use processes and procedures that help to reduce vulnerability and increase the ability to identify and detect product loss and theft (accountability).
4. Promote coordination at all levels between Law Enforcement and Investigations and Forest Management personnel.

13 - Drug Enforcement Operations

Issue supplemental drug enforcement program plans when conditions warrant.

14 - Facilities Security

The safety and security of employees, administrative sites, and other property is paramount. In accordance with FSH 7309.11 (ch. 40, sec. 43.2 and ch. 60), law enforcement personnel and the unit facilities manager shall perform a facilities security inspection annually, at a minimum.

Ensure plans and security systems address the requirements of [Homeland Security Presidential Directive 12](#) and current [Forest Service personnel security requirements](#).

14.05 - Definitions

Security survey. An in-depth on-site examination of a facility and its surrounding property.

14.1 - Security Barriers

14.11 - Perimeter Barriers

Use perimeter barriers, such as fences, landscaping, and lights, to define the outside line or perimeter of a site and to serve as a deterrent to those who might contemplate entering the site uninvited. Regardless of the type of barrier used, keep the following factors in mind:

1. Deterrent Mechanism. Use of this line of defense would not provide complete protection and may be expected only to delay intrusion so that detection or apprehension is facilitated. Such a barrier also may serve as a psychological deterrent by implying that presence beyond that point is not welcome and would be treated as an intrusion.
2. Maintenance. Inspect barriers, such as fences, protective shrubbery, or other devices, on a periodic basis to determine their condition and to guard against washouts, digging, and the existence of climbing aids. Also inspect locks on gates or other openings in barriers and change the combinations at planned intervals.
3. Entrances and Exits. Ensure entrances and exits provide protection equivalent to the barrier of which they are a part.

14.12 - Building Exteriors

Consider the area being protected as having not only sides, but a top and bottom. See the following list of areas that are vulnerable points of entry to a facility:

1. Doors. Doors, as the normal point of entry and exit to a facility, are also a favorite point of entry for a criminal. In addition to the potential for doors being left open or unlocked, other vulnerable features include the frame hinges, door panels, and the lock itself.
2. Windows. Windows represent the second most popular point of entry for professional burglars.
3. Roofs.
4. Skylights.
5. Ventilation Shafts.

14.13 - Interior Controls

1. Key Areas. Ensure that areas within a facility containing valuables and items particularly attractive to intruders have special interior protection. Consider the following as key areas:
 - a. Cashiers' offices or other areas containing significant sums of money;
 - b. Areas containing negotiable paper, such as drafts, checks, airline tickets, and so forth;
 - c. Areas containing vital Forest Service records, classified records, and/or materials; and
 - d. Equipment and tools storage areas.
2. Interior Control Devices. See the following list of general devices that can be used for interior control:
 - a. Locks (keyed, combination, or electronic).
 - b. Safes.
 - c. Cabinets.
 - d. Areas with controlled points of entrance or exit.

- e. Steel bars.
- f. Wire mesh grating.
- g. Alarm systems.

14.2 - Security Survey

Conduct a security survey to determine the security status of a facility, to identify deficiencies or security risks, to define the protection needed, and to make recommendations to minimize criminal opportunity (sec. 14.05).

Consider the following advantages for conducting a survey:

1. It can be undertaken prior to the commission of a crime.
2. It can offer protection against criminal victimization.

14.21 - Process

1. Initial Steps. To perform a security survey, take the following steps:
 - a. Analyze the overall environment.
 - b. Assess the general vulnerability of the premises.
 - c. Define the specific points of vulnerability.
 - d. Recommend specific security procedures and specific security hardware.
2. Security Risks. Consider the following risks when performing the preceding initial steps:
 - a. Doors.
 - b. Windows.
 - c. Lighting.
 - d. Types of locks.
 - e. Number of keys/cards issued and criteria for issuance.
3. Considerations. Do not consider the security survey as completed after the recommendations have been presented. In addition, consider the following:
 - a. Urge the implementation of the recommendations.

- b. Provide follow-up to ensure that the recommendations were implemented.
- c. Keep crime statistics to evaluate the effect of the survey and implementation of recommendations.
- d. Conduct a second or follow-up survey if statistical analysis indicates no change or an increase in criminal activity in the areas covered in the initial survey.

14.22 - Recommendations

1. Perimeter Barriers. Consider using one or more of the following:
 - a. Install chain link fences with a minimum height of 6 feet topped with 3 strands of barbed wire.
 - b. Plant a landscape with thorny hedges in combination with fencing.
 - c. Clear an open area around the outside perimeter fencing.
 - d. Remove trees and/or other items from around perimeter fencing.
 - e. Use a double-lock system when contractors have need for additional entry.
 - f. Install lighting inside of perimeter area. Use photo cells for lighting.
2. Building Exteriors.
 - a. Doors. Consider installing the following:
 - (1) Frames constructed of heavy materials.
 - (2) Hinges located on the inside of the door or pinned hinges.
 - (3) Solid core doors for exterior openings.
 - (4) Overhead (rolling) doors with either locking bars or electronic door opening devices.
 - (5) Dead-bolt or combination type locking systems on all exterior doors.
 - (6) Digital door locks. Change combinations on a regular basis, when contractors complete their work, and in other situations that warrant such changes.
 - (7) Ensure any electronic physical security systems installed are in compliance with [Homeland Security Presidential Directive 12](#).

- b. Windows. Consider installing the following:
 - (1) Security screens on all windows.
 - (2) Alarm systems.
- 3. Interior Controls.
 - a. Maintain a chain of custody for keys (FSM 6414.33).
 - (1) Stamp keys numerically.
 - (2) Secure excess keys in a proper safe or locked vehicle key cabinet.
 - b. Install fireproof safes of combination lock quality.
 - c. Blend safes with normal office decor.
 - d. Ensure any electronic locking systems installed are in compliance with [Homeland Security Presidential Directive 12](#)
- 4. Equipment and Tools.
 - a. Mark all equipment and tools for identification purposes (FSM 6414.4).
 - b. Store equipment in areas protected with security screens.
 - c. Secure chain saws and other small, high-value equipment with a locking chain.
- 5. Parking Areas at Administrative Sites.
 - a. Consider visitor parking areas separate from employee parking areas.
 - b. Manage overnight parking areas of visitor vehicles.

15 - Raid Planning

Conduct raids in an effort to arrest wanted subjects and secure evidence or information on criminal activities.

15.05 - Definitions

Command a Team or Task Force. A situation in which an individual has both the responsibility to identify a specific mission and the authority to implement a plan to accomplish that mission.

Raid. An action to seize and secure a building or other area that may be held by a suspect or suspects.

Tactical Model. A generic checklist that can be memorized and used each time a raid operation is conducted no matter what the composition of the raid force.

15.1 - Organizing a Raid

1. Incident Command Composition. The incident command is comprised of the incident commander, medical personnel, public information officer(s), and communication personnel. The incident commander has the overall responsibility for the plan, command, control, and communication.
2. Surveillance Operations. The surveillance team is responsible for providing timely and accurate information on all activities on the objective. Surveillance teams also may be responsible to make a reconnaissance of a covered route into the objective. Surveillance team members may be used as guides. Cover teams provide cover and are responsible for suppressing all fire from the objective.
3. Security. Security usually consists of two or more persons in each team. They are responsible for securing ingress and egress routes to the objective area. Prior to conducting the raid, all likely routes to the objective area should be located. One security team should be placed on each route to stop any suspect personnel from entering or escaping the objective area.
4. Assault. The assault team consists of all other teams in the raid. The assault element is broken down into sub-teams, each with a specific mission on the objective.
 - a. Search Teams. Search teams are responsible for searching the objective area for other persons, evidence, and booby traps.
 - b. Arrest Teams. Arrest teams are responsible for the capture and control of all persons.

15.11 - Preparation of an Operations Plan

Where time allows, the incident commander or operations chief should prepare and issue an operations plan to all persons taking part in the raid. [Form FS-5300-35, Forest Service Operational Plan](#), may be used. The plan should include the following:

1. Situation. Describe the overall plan including:
 - a. Information concerning the subjects, equipment, weapons, and probable course of action.

- b. Information on the terrain in and around the area. Discuss all routes to the objective and the effects the terrain may have on personnel accessing the site.
 - c. Locations and planned actions of other teams in the area. State how such actions could influence the raid.
 - d. Personnel attachments and detachments. Discuss teams and/or personnel that are either attached or detached from the team and how coordination and communication will occur.
2. Mission. State what is to be accomplished clearly and concisely. Address the questions who, what, when, and where.
3. Execution.
- a. Concept of Operations. Describe, in general terms, how the team should accomplish the mission from start to finish.
 - b. Maneuver. Address, in detail, the mechanics of the operation. Specifically address all subordinate teams by name. Give each team its mission in the form of task and purpose.
 - c. Actions Objective. State in detail the responsibilities of each team and the discrete duties of each member on the team. Cover in sufficient detail so that members of the raid team understand their assignments as well as the overall mission of the team.
 - d. Coordination.
 - (1) Order of movement.
 - (2) Actions at halts.
 - (3) Routes.
 - (4) Rally points.
 - (5) Actions on contact.
 - (6) Time schedules.
 - (7) Reports.
 - (8) Rules of engagement.

4. Service and Support. Provide logistical information required to accomplish the mission as follows:

a. Supplies. Include food, water, ammunition, weapons, and medical supplies.

b. Transportation. Consider what is needed to transport people, weapons, and equipment to and from the operational area.

c. Suspects, Equipment, and Evidence. Determine the method(s) for handling suspect personnel, equipment, and evidence.

d. Emergency Medical Services Information.

(1) Identify the nearest available medical facilities such as hospitals, fire and/or ambulance services, air ambulance, etc. Verify that emergency vehicles and aircraft will be able to access possible emergency locations for both suspects and law enforcement personnel based on policy and physical capability. If special requirements are identified, address any needed contingency plans and additional on-site first aid equipment and skills needed.

(2) Identify needed and available emergency medical skills or certification levels of raid personnel, where medical supplies will be kept or carried during raid operations, and how emergency medical raid personnel will be deployed during raid operations to provide for timely availability to both suspects and law enforcement personnel.

e. Aviation Operations (if applicable). Ensure qualified personnel and equipment are available to safely complete operational requirements. Ensure any operations involving Forest Service personnel are in compliance with agency aviation management policy (FSM 5710). Ensure any known aviation operations related to the raid are coordinated with other airspace users to provide for airspace safety.

5. Incident Command Considerations.

a. Command.

(1) Identify the location of key personnel during the operation.

(2) Identify the chain of command from the incident commander down the line, and address any change in command that will occur during shifts.

b. Signal. Establish the following signals:

(1) Frequencies, channels, and call signs.

(2) Pyrotechnics and signals, including hand and arm signals.

(3) Code words.

(4) Recognition signals.

(5) Communications plan.

15.12 - Command and Control

In raid planning, incident commanders need to plan basic tactical models to use for rapid analysis of situations; make essential decisions; issue clear and concise orders; and take bold, aggressive actions during raid operations. Incident commanders should be prepared to command a multi-agency raid force and control ground and air operations to achieve success.

15.12a - Command

1. The success or failure of a mission or operation falls squarely on the person in command.
2. Control of a team or task force during an operation can fall into several categories when conducting a tactical operation:
 - a. Visual signals (flares, hand/arm signals).
 - b. Verbal commands.
 - c. Physical movement(s) (leader moves/team moves).
 - d. Sound-producing devices (whistles, weapons).
3. In order to have successful command and control during an operation, team leaders must be able to organize their team quickly, develop a sound tactical plan, and implement simple but effective control measures to avoid confusion during the operation. Communicate all of these elements (organization, plan, and control measures) to the team before the operation begins.
4. In order to accomplish all of these things quickly and efficiently, a "tactical model" can be utilized by the team leader (sec. 15.05). Use this model each time a raid operation is conducted no matter what the composition of the raid force (single or multiple agencies).

5. Role of the team leader.

a. Raid Plan. The plan clearly covers the organization for the raid.

(1) Identify key team leaders, formations, and movement techniques.

(2) Identify the locations of the team leaders during the raid.

b. Briefing.

Rehearse formations, movement techniques, tactical techniques, and other mission-specific requirements (time permitting).

(2) Conduct a final inspection of personnel, weapons, and equipment. Question personnel to ensure team members understand the operational plan and their specific responsibilities, and are encouraged to raise questions regarding operational safety.

(3) Ensure all team leaders know their responsibilities during the operation and the chain of command.

c. Execution.

(1) Ensure that all personnel are in place and secured.

(2) Stay in contact with all teams during the operation.

d. Debriefing.

(1) Conduct post-operation inspections and debriefing.

(2) Ensure that all post-operation reports and evaluations are completed.