

**DEPARTMENT OF THE INTERIOR
MINERALS MANAGEMENT SERVICE MANUAL**

TRANSMITTAL SHEET

Release No. 327

September 30, 2009

SUBJECT: Emergency Management
 Part 900 Emergency Management Program
 Chapter 1 Emergency Management Policy, Functions, and Responsibilities

EXPLANATION OF MATERIAL TRANSMITTED:

This manual chapter sets forth policies and guidance for the Minerals Management Service's comprehensive Emergency Management Program.


Director

FILING INSTRUCTIONS:

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OPR: Chief of Staff, Administration and Budget

**Minerals Management Service
Minerals Management Service Manual**

Effective Date: September 30, 2009

Series: Emergency Management

Part 900: Emergency Management Program

Chapter 1: Policy, Functions, and Responsibilities

Originating Office: Chief of Staff, Administration and Budget

1. Purpose. This chapter sets forth the policies, functions, and responsibilities for an integrated, coordinated, and comprehensive Emergency Management (EM) Program. Policy regarding specific Minerals Management Service (MMS) EM Program components is addressed in separate manual chapters.

2. Scope. The policies and guidelines in this chapter apply to all MMS organizational units, incorporate concepts of the National Incident Management System (NIMS), and adhere to protocols of the Incident Command System (ICS). The MMS EM Program spans the continuum of awareness, prevention, planning, preparedness, response, and recovery. The EM Program encompasses all types of hazards and emergencies that impact the MMS facilities, infrastructure, and resources; impede the ability of the MMS and its organizational units to execute essential functions; and for which assistance is provided to the Department of the Interior (Department) under Federal laws, Executive Orders, interagency emergency response plans, such as the National Response Framework (NRF), and other agreements.

3. Definitions.

A. Continuity of Operations. Refers to programs, policies, and capabilities that organizational units undertake or are assigned to ensure that essential functions and activities of the organizational unit continue within an acceptable level of interruption during emergency operating conditions.

B. Disaster. See Major Disaster.

C. Emergency. In this chapter, the term is used generically to describe an event or incident that has occurred that requires an immediate response or assistance. (The Stafford Act defines emergency in relation to a specific determination of the President under that Act.)

D. Emergency Management Activities. Activities required to accomplish or support a systematic management system in response to emergencies, which include prevention, preparedness, response, and recovery to mitigation strategies.

E. Immediate Emergency Response. Necessary action taken by local field personnel in response to the imminently serious condition.

F. Imminently Serious Condition. An event posing an imminent and substantial danger to the public health, welfare, or the environment that, when observed, requires an immediate emergency response by local field personnel.

G. Incident. As defined by the NRF, an occurrence or event, natural or human-caused, that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, terrorist attacks or threats, wildland and urban fires, floods, hazardous material spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tsunamis, war-related disasters, public health and medical emergencies, and other occurrences requiring emergency response.

H. Major Disaster. As defined by the Stafford Act, 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, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this 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.

I. Mitigation. Activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident.

J. Occupant Emergency Program. Based on Federal Real Property Regulations, an Occupant Emergency Program is a short-term emergency response program that establishes procedures for safeguarding lives and property during emergencies in and around Federal facilities.

K. Planning. Deliberate review and documentation of actions and activities an agency intends to take when an emergency occurs.

L. Preparedness. Based on the NRF, the range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents.

M. Prevention. Based on the NRF, actions taken to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions taken to protect lives and property.

N. Recovery. Based on the NRF, the development, coordination, and execution of service- and site-restoration plans for impacted communities and the reconstitution of government operations and services.

O. Response. Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of incident mitigation activities designed to prevent or limit the loss of life, personal injury, property damage, harm to environmental resources, and other unfavorable outcomes.

P. Serious Emergency Incident. An incident that merits immediate attention from the MMS Director's office. Serious emergency incidents include those that significantly affect MMS's mission, employees, lands, facilities, infrastructure, and resources; Tribal Lands and Insular Areas; the ability of the Department to execute essential functions and responsibilities; and responsibilities to assist other units of government. Operational criteria to define serious incidents are provided in 900 DM 4.

4. Authorities and References.

A. Statutes and Regulations.

- (1) Homeland Security Act of 2002, Public Law 107-296 (6 U.S.C. 101 *et seq.*), November 25, 2002.
- (2) Robert T. Stafford Disaster Relief and Emergency Assistance Act, (Pub. L. 106-390), October 30, 2000.
- (3) The Defense Production Act of 1950, as amended by P.L. 102-558, 106 Stat. 4201, 50 U.S.C. App. 2062.
- (4) Economy Act, 31 U.S.C. §§ 1535-1536 (2002).
- (5) National Emergencies Act, 50 U.S.C. §§ 1601-1651 (2003).
- (6) The Public Health Security and Bio-terrorism Preparedness and Response Act of 2002, Public Law 107-188, 42 U.S.C. 247d and 300hh, June 12, 2002.

B. Executive Orders.

- (1) Executive Order 12148, *Federal Emergency Management*, July 20, 1979, as amended.
- (2) Executive Order 12656, *Assignment of Emergency Preparedness Responsibilities*, November 18, 1988.
- (3) Executive Order 13286, *Establishing Office of Homeland Security*, February 28, 2003.
- (4) Executive Order 12919, *National Defense Industrial Resources Preparedness*, June 3, 1994.

C. Presidential Directives.

- (1) Homeland Security Presidential Directive 3, *Homeland Security Advisory System*, March 11, 2002.
- (2) Homeland Security Presidential Directive 5, *Management of Domestic Incidents*, February 28, 2003.

- (3) Homeland Security Presidential Directive 7, *Critical Infrastructure Identification, Prioritization and Protection*, December 17, 2003.
- (4) Homeland Security Presidential Directive 8, *National Preparedness*, December 17, 2003.
- (5) Homeland Security Presidential Directive 9, *Defense of Agriculture and Food*, February 3, 2004.
- (6) Homeland Security Presidential Directive 10, *Biodefense for the 21st Century*, April 28, 2004.
- (7) Homeland Security Presidential Directive 20, *National Continuity Policy*, May 9, 2007.

D. Other Authorities and References.

- (1) Federal Continuity Directives 1 and 2, February 2008.
- (2) 36 CFR 1236, *Vital Records During an Emergency*.
- (3) 41 CFR 102-74, GSA Federal Management Regulation, Facility Management.
- (4) Circular A-130, Revised, *Management of Federal Information Resources*, June 27, 2003.
- (5) National Response Framework, January 2008.
- (6) National Incident Management System, March 1, 2004.
- (7) National Infrastructure Protection Plan, January 2006.
- (8) Office of Personnel Management Compensation Memorandum CPM 2004-27, December 8, 2004 (CPM 2004-27).

5. Policy.

A. The MMS organizational units engaged in providing essential functions will provide necessary resources to plan and prepare for, respond to, and recover from emergencies affecting MMS's mission, facilities, and personnel. Emergency management activities will be conducted in a cost effective manner.

B. Consistent with its responsibilities, applicable laws, regulations, and other legal authorities, the MMS will provide full and prompt cooperation, resources, and support for protecting our homeland and national security.

C. The MMS and its organizational units shall comply with standards of the NIMS and develop an all-hazards approach to planning. Planning should foster cooperation and mutual aid and

assistance agreements, as appropriate, with the Department and other Federal agencies as well as State, local, and tribal governments. All plans and preparedness activities will be ICS-compliant.

D. The MMS will take reasonable measures to prevent and mitigate the consequences of known risks.

E. Response activities are typically managed at the lowest possible organizational level. The MMS and its organizational units shall plan for and share resources in preparing for and responding to incidents.

F. The EM Program is conducted in accordance with the Department's Trust responsibilities to American Indians and Alaska Natives.

G. The MMS Emergency Coordinator will coordinate and integrate the various internal emergency programs, functions and supporting activities managed by all organizational units. This guidance does not supersede existing responsibilities of the organizational units.

H. Top priorities for MMS incident management include the following:

- (1) Protect the health and safety of employees, volunteers, and the public.
- (2) Protect sensitive environmental resources.
- (3) Protect critical infrastructure and facilitate prompt restoration of damaged systems.
- (4) Restore, as quickly as possible, normal operations and activities, in a manner consistent with safe work practices.
- (5) Support security of the homeland.
- (6) Support law enforcement investigations to resolve incidents, apprehend perpetrators, and collect and preserve evidence.
- (7) Support the DOI Offices of Law Enforcement, Security and Emergency Management as needed.
- (8) Reduce the effects of imminent incidents, including disasters, technological emergencies, and acts of terrorism.
- (9) Minimize interruptions of capability of the MMS to perform essential functions.
- (10) Protect property and mitigate damages and impacts to cultural and historic resources.

6. Responsibilities.

A. The MMS Director is responsible for management and execution of emergency programs and functions within assigned responsibilities, and the coordination of such activities in accordance with Departmental and MMS Manual Series 900. The Director shall provide necessary resources for emergency management, and shall designate an Emergency Coordinator and alternate.

B. The Associate Director for Administration and Budget (ADAB) is responsible for overall leadership and coordination of the EM Program, as delegated by the Director. The ADAB:

- (1) Coordinates emergency activities within MMS and its organizational units, including deployment of organizational resources when normal operations are disrupted.
- (2) Designates mission-critical emergency employees in accordance with Office of Personnel Management Compensation Memorandum CPM 2004-27, December 8, 2004.
- (3) Oversees compliance with Federal Property Management and Safety Regulations, including the Occupant Emergency Program.

C. The MMS Emergency Coordinator serves as the principal advisor to MMS leadership in matters related to planning, coordination, resource requirements, execution, and evaluation of emergency activities involving MMS facilities and personnel. The Emergency Coordinator provides direct oversight of the MMS EM Program, and liaises with the Department's Office of Emergency Management (OEM) to obtain guidance and assistance for the EM Program in the areas of security, law enforcement, and protection of critical infrastructure.

The MMS Emergency Coordinator (or Alternate):

- (1) Coordinates MMS emergency management activities as they pertain to Emergency Support Functions under the NRF.
- (2) Oversees Emergency Management policies developed by MMS organizations to ensure consistency with DOI policy, Federal emergency management laws, regulation, guidance, and direction.
- (3) Monitors field response activities undertaken by MMS and its organizational units during serious emergency incidents.
- (4) Serves as the MMS principal point of contact with the OEM, Federal Emergency Management Agency (FEMA), and other departments and agencies pertaining to overall emergency management, continuity of operations, and national security emergency programs.
- (5) Assists in the development of MMS emergency management programs, plans, and guidelines to assure their compliance with applicable policy, protocol, and convention, as well as their readiness and effectiveness.

(6) Issues appropriate policy bulletins to provide updated policy and direction on the EM Program.

(7) Represents MMS on the DOI Emergency Management Council.

D. Associate Directors provide leadership and oversight to assure that their organizational units manage and execute emergency programs and coordinate such programs in accordance with this and other chapters of MMS Manual 900.1. Associate Directors will provide for Continuity of Operations and support National Security Emergency Preparedness in accordance with 900 DM 2 and 3.

E. Heads of Offices are responsible for execution of emergency programs and functions within their purview, in accordance with MMS Manual 900.1, and ensuring that timely and accurate reports are submitted to the MMS Emergency Coordinator on all serious emergency incidents.

The heads of offices, listed below, perform special responsibilities:

(1) The Human Resources Division coordinates with the EM Program in developing personnel policy related to pay and compensation for emergency workers; providing appropriate support services for employees and their families affected by disasters or other emergencies; accounting for displaced employees; and planning for workforce continuity during emergencies.

(2) The Office of Offshore Regulatory Programs coordinates with the EM Program during emergencies affecting the offshore regulated community to perform the following:

(a) Recommend policy and procedures related to security and emergency response-related activities; and to

(b) Monitor response to emergency incidents including oil discharges, hazardous substance releases, and application of environmental safeguards in all-hazard emergency activities.

(3) The Chief Information Officer supports the EM Program by providing communications and information technology during emergencies.

(4) The Office of Public Affairs supports the EM Program by developing an approach to manage communications with external audiences during incidents and identifying authorities for release of information and related protocols. Public Information Officers may also serve at Joint Information Centers under the ICS.

F. The Bureau Safety Manager consults and coordinates the development, maintenance, and exercise of the Occupant Emergency Program, as appropriate, with the Emergency Coordinator and Security Officer.

7. Emergency Management Council (EMC). The MMS EMC is an advisory body for senior management, and provides the primary means to coordinate MMS-wide EM policy and activities.

A. The EMC is sponsored by the ADAB and chaired by the MMS Emergency Coordinator. Council members represent MMS organizational units as well as provide expertise in physical security, personnel security and safety. The MMS Emergency Coordinator may appoint additional ad hoc members to the EMC.

B. The EMC will meet regularly and may also be convened on an emergency basis for coordination of special activities or serious emergency incidents.

C. Subcommittees may be created by the chairperson as necessary.

8. Interior Regional Emergency Coordination Councils (I-RECCs). Pursuant to paragraph 1.5C of this chapter, emergency management activities are coordinated with the Department and other Federal agencies as well as with State, local, and tribal governments. The MMS will designate a set of representatives (primary/alternate) for each I-RECC where bureau offices are located.

A. The I-RECC maintains liaison and coordinates with each FEMA region, including Regional Interagency Steering Committees and Regional Resource Coordination Centers.

B. There is a separate I-RECC for Alaska that uses the Alaska Cooperative Planning Group structure - which includes the heads of all Alaska-based DOI offices.

C. Members of the I-RECC are designated from each office that has capabilities or program assets within the FEMA region. Representatives should have broad knowledge of their capabilities within the region.

D. The I-RECC is a coordinating mechanism and does not supplant the authority of the bureau to manage resources within the region. The chairperson of each I-RECC will coordinate with council members to assure participation in regional emergency planning and response activities, and dissemination of information regarding these activities to all members. Additional guidance on operation of the I-RECC will be developed in coordination with the DOI Office of Emergency Management and promulgated by the MMS or DOI Emergency Coordinator.

9. Immediate Emergency Response. When an imminently serious condition occurs in the immediate vicinity of MMS resources, local field personnel are authorized, in response to the request of local governmental authorities, to take necessary action to protect human life, property, or the environment if the response would be impaired by the delay required to seek the approval of senior officials. For this purpose, local governmental authorities include Federal, State, local, or tribal entities in the immediate vicinity affected by the imminently serious condition.

A. Field personnel that have undertaken Immediate Emergency Response actions must promptly advise the MMS Emergency Coordinator, who in turn advises the Director and the Interior Operations Center of the actions taken.

B. Immediate Emergency Response to local governmental authorities should be provided on a cost-reimbursable basis whenever possible. However, such response should not be delayed or denied because of the inability or unwillingness of the local governmental authority to make a commitment to reimburse the MMS or office for such response.

C. Examples of Immediate Emergency Response assistance to local governmental authorities may include the following:

- (1) Rescue and evacuation of persons.
- (2) Safeguarding public health.
- (3) Emergency clearance of debris or rubble from public facilities and other areas to permit rescue or restoration of essential services.
- (4) Collecting and distributing food and essential supplies.
- (5) Damage assessment.
- (6) Interim emergency communications.