

Attachment A

Guidelines for Developing a Crisis Management Plan

A. Purpose. This document is designed to assist facility managers and other appropriate staff in the development of local Crisis Management Plans, as required by the FEMA Instruction on Violence in the Workplace.

B. Crisis Management Plan (CMP). The Plan should include the following:

1. The Plan should identify members of the Crisis Management Team (CMT).

2. The Plan should be designed to provide guidelines on minimizing danger to employees and visitors in the event of a “traumatic” violent incident at a FEMA facility. It should also provide guidance on how to respond when such an incident occurs. It must be emphasized that under no circumstances should FEMA personnel attempt to confront a violent person with the purpose of disarming or subduing him/her, as this responsibility lies exclusively with law enforcement officials.

3. The Plan should cover basic issues, such as who is responsible for building security, how to obtain medical attention, role of local law enforcement and/or the Federal Protective Service, role of employees and supervisors, how the building should be evacuated if necessary, how employees should contact their supervisors if cut off from the work site, how to continue operations under unusual circumstances, identification of resources for response to a traumatic event, how to handle accommodations for injured employees, inventory of individuals with special skills that could be utilized during a violent situation, and arranging for overtime pay if needed.

4. The Plan should be activated when an act of violence is being committed within a FEMA facility. The Plan is a companion to the FEMA Instruction on Violence in the Workplace. That instruction seeks to minimize the likelihood of violence through early intervention when the behavior of an individual demonstrates the potential for violence.

5. The Plan should be structured to make it easy for all employees to provide assistance to other individuals during an act of violence and provide assistance to law enforcement and emergency medical personnel who are responding to the incident.

6. The Plan should also include the following for use by law enforcement and medical responders:

a. Facility Profile. This section should include a complete description of the facility, including floor plans, location of electrical and telecommunications entry points, evacuation routes and an organizational map as to where each staff is located. It should also include descriptions of windows, doors, partitions and any other information that would be useful to responders.

b. Personnel Profile. This section should include current personnel rosters with office locations and telephone numbers. It should also identify members of the CMT and their location, and any employees who may have collateral experience in emergency medical response or law enforcement or other special skills that could be utilized in case of emergency.

c. Notification. This section should clearly identify the procedures for notifying management of the need for activation of the Plan and how the CMT is activated. The procedure should be articulated in a fashion that will eliminate delays due to absence of management officials or CMT members. It should also have specific instructions on how local law enforcement officials are notified and how best to describe what is happening during a “911” call.

d. Protection of Staff. This section should identify how all staff are notified of the emergency and how the CMT functions to assist in evacuation. This would be a site-specific section and may utilize a wide variety of methods including telephone alert, loudspeaker announcements, personal contact, and even coded messages via telephone or e-mail. Suggest using the most effective means possible in order to get employees out of danger safely and quickly.

e. Liaison. This section should provide specific instructions on how to communicate with arriving responders. Keep in mind that the responders will have to view all people at the scene as potential perpetrators

until they have been clearly identified as victims. Suggest consulting with local law enforcement officials during development of the CMP to determine the best way for CMT members to identify themselves. In addition, if at all possible, members of the CMT should pool their information and attempt to verify and reconcile the information that each one may have to ensure that the responders have the most accurate and complete information available.

C. Crisis Management Team (CMT).

1. A Crisis Management Team should be established at each FEMA facility and should consist of members who are trained to respond to threats, violent acts, or potentially violent situations through activation of the Crisis Management Plan. The CMT is also responsible for developing the local Crisis Management Plan for that facility.

2. The Crisis Management Team should consist of a cross-section of representatives with varied expertise, where possible, to include security, supervisors, employee relations and equal opportunity staff, Employee Assistance Program Counselor (or Stress Management Counselor), the Alternative Dispute Resolution Officer, and union representative where a bargaining unit exists. The Security Division and Employee and Labor Relations Division will consult with other officials as appropriate to the situation.

a. Headquarters. The Director, Security Division (or designated management official of the Division) will direct the activities of the Headquarters CMT. Members of the Response and Facility Security Branch and contract security guard force are primary members of the Team, along with representative from the varied areas of expertise, and union representative, as stated in subparagraph 2 above. The Director, Deputy Director, Chief of Staff, and Executive Associate Director, Operations Support Directorate will be kept apprised of CMT activities, depending on the availability of these officials.

b. Mount Weather Emergency Assistance Center. The Chief, Deputy Chief, or Shift supervisor of the Mount Weather Police Force will direct the activities of the Mt. Weather CMT. The CMT will consist of members of the police force, along with representatives from the varied areas of expertise and union representative, as stated in subparagraph 3

above. Where expertise is not available onsite, representatives should be contacted by phone for assistance. The Director or Deputy Director of the Mount Weather Management Division will be kept apprised of CMT activities at that location, depending on the availability of these officials.

c. National Emergency Training Center. The Assistant Administrator for Management Operations and Student Support Safety, U.S. Fire Administration will direct the activities of the CMT. The Safety and Security Specialist and contract guard force are primary members of the CMT, along with representatives from the varied areas of expertise, and union representative, as stated in subparagraph 2 above. Where expertise is not available onsite, representatives should be contacted by phone for assistance. The U.S. Fire Administrator, Deputy U.S. Fire Administrator, Chief Operating Officer of the U.S. Fire Administration, Superintendent of the National Fire Academy, or Superintendent of the Emergency Management Institute will be kept apprised of the CMT activities, depending on the availability of these officials.

d. Regional Offices. The Deputy Regional Director will direct the activities of the CMT. The CMT will consist primarily of management staff, onsite contract guards, other designated personnel, and union representative, where bargaining units exist. Appropriate expertise not available onsite, as stated in subparagraph 2 above, should be contacted by phone for assistance. The Regional Director will be kept apprised of CMT activities.

e. Fixed Disaster Sites. The Security Specialist onsite will direct the activities of the CMT. The CMT will consist primarily of management staff, onsite contract guard (if available), and other designated personnel. Appropriate expertise not available onsite, as stated in subparagraph 2 above, should be contacted by phone for assistance. The Facility Director will be kept apprised of CMT activities.

f. Disaster Field Offices. The Security Specialist onsite will direct the activities of the CMT. If there is no Security Specialist, the Deputy FCO will direct the activities of the CMT. The CMT will consist primarily of management staff, onsite contract guard (if available), and other designated personnel. Appropriate expertise not available onsite, as stated in subparagraph 3 above, should be contacted by phone for assistance. The FCO will be kept apprised of CMT activities.

g. Other FEMA Facilities. The Director or Deputy Director of the facility and designated personnel will comprise the CMT. At small temporary sites it is not necessary to establish a CMT with the varied areas of expertise as stated in subparagraph 2 above; however, appropriate expertise should be consulted by phone, when warranted.

D. Role of Federal Protective Service Police (FPS) and Local Law Enforcement. It is critical to define, up front, the role of the FPS and local law enforcement officials to alleviate any misunderstandings or conflicts in advance of an emergency situation. Each management official designated to direct a CMT for a FEMA facility will be responsible for coordinating the Plan with the Federal Protective Service Police and/or local law enforcement officials, as determined appropriate. It is essential for the facility manager and director of the CMT to know who has jurisdiction to respond in case of an emergency at the facility.

E. Role of Supervisors and Employees. Supervisors and employees should familiarize themselves with the procedures detailed in the Plan and the Plan should describe their role and responsibilities, as well.

F. Procedures for Responding to Imminent Danger. Although effective response to violence is often complex, there is a basic approach that can be effectively used by personnel who are not trained in security or law enforcement. For the purposes of this Plan, four easy steps are outlined below:

1. Evaluate. When an act of violence is reported, a decision must be made as to an appropriate course of action. The following guidelines should be followed:

a. If an act of violence involving criminal activity has occurred and the incident has concluded, security or law enforcement should be called. This may require a "911" call if FEMA security staff is not on site. Under this condition, steps 2, 3, and 4 ("Notify", "Evacuate" and "Inform") need not be followed.

b. If an act of violence occurs and is not concluded, the CMP should be activated and a "911" call should be made. If FEMA security staff is on site, they should be notified first. As part of this step, members of the

CMT and other employees should begin gathering information about the incident.

2. Notify. As soon as the decision to activate the CMP has been made, a “911” call should be made. As much information as currently available should be shared with the “911” operator. Do **not** delay the call to gather additional information. Whoever makes the call should be prepared (if safe) to stay on the line. Other personnel should provide the caller with additional information as available. This information can be forwarded to the “911” operator and then to the responders.

As soon as possible, the Security Division at FEMA Headquarters should be notified of the incident. Security staff will notify other offices with a need to know, such as OHRM, OGC, OIG, Equal Rights, and union representative.

3. Evacuate. Evacuate the facility as quickly and as orderly as possible. Do not merely sound the fire alarm. Keep in mind that normal evacuation routes may bring personnel into dangerous areas during a violent incident. Different routes should be considered in the CMP to safely evacuate employees.

4. Inform.

a. One key to effective response to a violent incident is the accuracy of information provided to law enforcement officials when they arrive. It is often difficult for police officers to accurately assess the situation when confronted with numerous conflicting reports provided by personnel evacuating the building.

b. To minimize conflicting reports, the CMT should serve as the information gathering point and provide the police with as much accurate information as possible. They should provide further assistance by describing the physical layout of the facility and directing responders to entrances and exits, provide telephone numbers for the area of the incident and estimates of the number of personnel remaining in the facility and their location.

c. Please note that police officers arriving at the facility will not be able to easily distinguish victims from suspects. Personnel approaching the

police to provide assistance should be prepared to provide identification and follow police directions at all times.

G. Training.

1. The Security Division will provide briefings and training for members of the CMT on their specific responsibilities.

2. The CMT will be responsible for briefing its employees and managers on the CMP for their facility, so that the staff can understand the purpose and procedures that should be followed. This will also provide an opportunity for employees to get to know members of the CMT.

H. Approval of the Crisis Management Plan.

1. The CMT drafts the Plan for review and concurrence by the Facility Manager.

2. The Plan should be forwarded to the Director of Security for review prior to implementation, to ensure compliance with the FEMA Violence in the Workplace program.

I. Caution. Dealing with a violent act in the workplace is a complex task. There is no simple foolproof plan for successfully dealing with any and all situations. The procedures outlined above are intended to provide a set of actions designed to help bring a violent incident to a safe and rapid conclusion.

The procedures outlined above should never be undertaken by CMT members or other employees if, by doing so, they place themselves or others in danger.