



United States Department of Agriculture

---

# Coordinated Response Protocol (CRP) Guide

---

USDA Forest Service

---

*Revised March 2017*



United States Forest Service

# Table of Contents

Table of Contents.....	2
1. Introduction.....	5
1.1 Using this Guide.....	6
2. Coordinated Response Protocol (CRP) Overview .....	7
2.1 Coordinated Response Protocol (CRP) Objectives .....	7
2.2 Coordinated Response Protocol (CRP) Policy .....	7
2.3 Coordinated Response Protocol (CRP) Purpose .....	8
2.4 Coordinated Response Protocol (CRP) Primary Team Roles and Responsibilities .....	8
2.5 Coordinated Response Protocol (CRP) Incident Classification .....	9
3. Chief's-level Coordinated Response Protocol (CRP) Activation.....	12
3.1 Introduction .....	12
3.2 Standing Coordinated Response Protocol (CRP) Teams .....	12
3.2.1 Coordinated Response Protocol (CRP) Team Scalability.....	13
4. Coordinated Response Protocol (CRP) Team Roles .....	14
4.1 Coordinated Response Protocol (CRP) Response Leader .....	14
4.2 Coordinated Response Protocol (CRP) Staff Positions.....	14
4.2.1 Law Enforcement and Investigations (LEI) Team Leader .....	14
4.2.2 Critical Incident Stress Management (CISM) Coordinator .....	15
4.2.3 Learning Review (LR) Team Leader.....	17
4.2.4 Team Safety Representative .....	18
4.2.5 Union Representative(s).....	18
4.2.6 Logistics Coordinator (optional position) .....	19
4.2.7 Information Coordinator (optional position) .....	20
4.2.8 Family Liaison (optional position) .....	20
5. Law Enforcement and Investigations (LEI) Team .....	21
5.1 Introduction .....	21
5.2 Law Enforcement and Investigations (LEI) Team Leader .....	21



6. Critical Incident Stress Management/Critical Incident Peer Support Team.....	23
6.1 Introduction .....	23
6.2 Coordinated Response Protocol (CRP) Response Leader .....	23
6.3 Critical Incident Stress Management (CISM) Coordinator .....	24
6.4 Peer Support Team Leader .....	25
6.5 Critical Incident Peer Support (CIPS)Team Member.....	26
6.6 Trauma Certified Clinician/Mental Health Professional.....	27
7. Coordinated Response Protocol (CRP) Learning Review (LR) Team.....	28
7.1 Introduction .....	28
7.2 Learning Review Definition and Principles .....	28
7.3 Learning Review Positions .....	29
7.3.1 Subject-Matter Expert (SME) .....	30
7.3.2 Writer/Editor .....	30
7.3.3 Documentation Specialist .....	30
7.3.4 Learning Review Team Process Coach .....	31
8. Interagency Responses.....	32
8.1 Introduction .....	32
8.2 Collateral Investigations.....	33
8.2.1 Description.....	33
8.2.2 Other Potential Collateral Investigations .....	34
8.2.3 Aviation Accidents.....	34
8.3 Authority .....	35
9. Appendices .....	37
9.1 Appendix 1: Employees Rights and Responsibilities in Administrative Investigative Interviews .....	38
9.2 Appendix 2: Initial Actions To Be Taken by Unit.....	41
9.3 Appendix 3:Local Unit Initial Actions to Support Agency Learning Reviews .....	45
9.4 Appendix 4: Team Leader and Review Protocol Selection Criteria ...	47



9.5	Appendix 5: Team Considerations for Accident Scene Evaluation....	48
9.6	Appendix 6: Facilitating Treatment of Traumatic Injuries .....	52
9.7	Appendix 7: Burn Protocols and Treatment .....	54
9.8	Appendix 8: Learning Review Board Organization .....	56
9.9	Appendix 9: Critical Incident Peer Support (CIPS) .....	57
9.10	Appendix 10: Sample Delegation Letter .....	65



# ***Coordinated Response Protocol (CRP) Guide***

## **1. Introduction**

A response to a Chief's-level review<sup>1</sup> can be a significant undertaking involving multiple parties, both within and outside of the USDA Forest Service (Forest Service). These multiple groups may have different goals, needs, and objectives. While none intend to do harm (or additional harm) to those most directly affected by an unintended event, either individual parties in pursuit of their objectives or multiple parties acting independently can unwittingly do so.

In 2013, as an effort to reduce further harm to primary and secondary victims, the Coordinated Response Protocol (CRP), in conjunction with the Learning Review process, replaced the Serious Accident Investigation (SAI) process. This change came as a result of the agency's transition from focusing on finding cause to striving to understand conditions and influences that had an effect on decisions and actions.

The objective of the CRP process is to respond to serious accidents in a coordinated and professional manner that minimizes additional effects to incident-involved employees; facilitates organizational learning; reduces the potential for future accidents; and meets required policy and regulations. The intent is to minimize the impact of the information or data collection process on employees and to make the accident review process as painless as possible for all involved.

This method of responding to accidents is comprised of three separate but coordinated Forest Service entities: Law Enforcement and Investigations (LEI); the Learning Review (LR) Team; and the Critical Incident Peer Support (CIPS) Team. The CRP Response Leader, usually a senior manager or a Senior Executive Service (SES)-level employee, provides oversight and coordination of the three entities mentioned above. The CRP Response Leader is also charged with coordinating with all other CRP staff, as well as outside entities, including but not limited to the following: the federal Occupational Safety and Health Administration (OSHA); the Office of Inspector General (OIG); National Institute for Occupational Safety and Health (NIOSH); the National Transportation Safety Board (NTSB); Federal Aviation Administration (FAA); interagency partners; state partners and cooperators; USDA Office of General Counsel (OGC); state and local law enforcement; and the media. As the Forest Service does not have jurisdiction over outside entities such as OIG, redundant interviews cannot be

---

<sup>1</sup> A Chief's-level review is normally a response to an accident that the Designated Agency Health and Safety Official (DASHO) determines to be "serious." Generally, a Chief's-level review is used to investigate on-duty fatality accidents that are not the result of a preexisting medical condition.



completely eliminated; however, the CRP is designed to control/organize access to our personnel to avoid repetitious interviews to the extent possible and to minimize impact to these employees. Minimizing impact involves more than reducing the number of interviews. Coordination may produce as a by-product fewer redundant interviews, but that is not the only the goal.

## 1.1 Using this Guide

This Coordinated Response Protocol Guide outlines a comprehensive approach to the process for teams engaged in Chief's-level coordinated responses to meet the needs of the agency while simultaneously minimizing the impact investigations and reviews can have on personnel involved in the incident.



## 2. Coordinated Response Protocol (CRP) Overview

This chapter explains Coordinated Response Protocol (CRP) objectives, policy, purpose, team roles and responsibilities, and incident classification.

### 2.1 Coordinated Response Protocol (CRP) Objectives

- Enable an experienced CRP Response Leader with authority from the Chief to make decisions, authorize procurement needs, and provide centralized coordination among all the moving parts and pieces of an incident response.
- Coordinate interaction with incident-involved employees among Critical Incident Peer Support (CIPS), Human Resources Management (HRM) support, the Learning Review (LR) Team, Law Enforcement and Investigations (LEI), public information/press releases, the local unit, and others. This coordination is intended to reduce the impact of the information collection process on those affected by the incident and provide the best possible opportunity to learn.
- Provide a means to accomplish the following:
  - Facilitate the organization's multiple needs with an emphasis on organizational learning.
  - Provide psychological health support opportunities through crisis intervention for affected employees.
  - Produce a Claims Investigation to address liability issues and ensure employees and the agency are treated fairly.

### 2.2 Coordinated Response Protocol (CRP) Policy

To be completely transparent, employees involved, or likely to be involved, in any of the Coordinated Response Protocol (CRP) components must be informed and/or briefed on the CRP's organizational structure. All involved, including CRP Team members, Agency Administrators, and incident-involved employees, need to understand that CRP organizational relationships and interactions are strictly coordination links in place to reduce further impacts on employees. Assurances must be made as to the policy statements below to initiate an environment of trust.

**The Forest Service will not use products and information resulting from the Learning Review<sup>2</sup> for administrative, disciplinary, or legal purposes.** In the past, accident reports have been used for multiple purposes, including protecting the agency

---

<sup>2</sup> The CRP is a tool to ensure that we learn everything possible from serious incidents to reduce the chances of recurrence while lessening accidents' painful effects on others. The Learning Review, which replaced the Serious Accident Investigation Guide, is a CRP phased approach designed to help us study an incident as thoroughly as possible.



from lawsuits. This practice can introduce goal conflicts. The CRP Response Leader's goal is to coordinate any competing interests with a bias toward learning. This could result in uncovering hard truths that might appear to leave the agency vulnerable to liability. However, organizational or government liability may be vetted through a process outside of the CRP process (which may include agency legal counsel expertise). The agency's document for protection from lawsuits is the Claims Investigation report, which the CRP Response Leader will also coordinate. Prevention is often the result of our ability to make sense of quality information. Access to information must be of paramount importance; therefore, the agency or agencies will only use information derived from the Learning Review for accident-prevention purposes. At no time will the Learning Review or information gleaned through the LR process be used for punitive action.

Any dialogue within peer support activities will remain private and not be shared with the LR Team for any reason. CIPS interactions and dialogue are focused on individuals' experiences and potential symptoms of traumatic stress, not the facts of the accident/incident. No discussion from CIPS interactions will be shared beyond the individual employee and the peer supporter. CIPS program and personnel credibility is important but secondary to employee privacy.

## **2.3 Coordinated Response Protocol (CRP) Purpose**

The Coordinated Response Protocol's (CRP) purpose is to manage and coordinate the response to a serious accident, including oversight of the LR Team, CIPS, and LEI, as well as their coordination with the activities of other entities, such as public information officers, external agencies, and Agency Administrators. In summary, the CRP is designed to accomplish the following:

- Reduce review-and-investigations impacts on all personnel.
- Respond in a respectful manner that builds the trust of those involved with the incident (i.e., participants and stakeholders).
- Be deliberate, thorough, and transparent.

## **2.4 Coordinated Response Protocol (CRP) Primary Team Roles and Responsibilities**

The Coordinated Response Protocol (CRP) Response Leader is responsible for managing three separate but coordinated Forest Service teams: the Learning Review (LR) Team; Law Enforcement and Investigations (LEI); and Critical Incident Peer Support (CIPS). Each group has a Team Leader responsible for managing that team to meet the expectations listed below:





**Table 1: CRP Roles and Responsibilities: Three Primary Teams**

<b>Learning Review</b>	<b>Law Enforcement and Investigations</b>	<b>Critical Incident Peer Support</b>
<p><b>Role:</b></p> <p>Learn from the event to improve the system and prevent future negative outcome events. At an individual level, the products of the process should be designed to foster prevention through learning.</p>	<p><b>Role:</b></p> <p>To protect employees operating within the scope of their employment from being punished, prosecuted, or being held personally liable for performance of job duties as well as manage potential liability claims for the agency.</p>	<p><b>Role:</b></p> <p>To support employees affected by traumatic stress associated with critical incidents by providing information on common reactions to traumatic stress from credible peers trained in listening and leading employees toward self-coping and long-term support.</p>
<p><b>Responsibilities:</b></p> <p>Promote a richer definition of accountability with a bias toward learning that considers how accountability was enacted prior to the event and holds the organization accountable to learn following the event.</p> <p>Focus on all work aspects that contributed to outcomes, including those seen as positive, normal, or negative.</p> <p>Discover hard truths and uncover implicit or conflicting assumptions to the extent possible.</p>	<p><b>Responsibilities:</b></p> <p>Be consistent with applicable law.</p> <p>Manage agency interests regarding potential future claims resulting from the incident through the Claims Report.</p>	<p><b>Responsibilities:</b></p> <p>Facilitate opportunities for employee and agency resilience.</p>

**Figure 1: This table includes roles and responsibilities for separate but coordinated Forest Service entities.**

## 2.5 Coordinated Response Protocol (CRP) Incident Classification

The review level for any event is currently determined through dialogue between the Forest Service Designated Agency Safety and Health Official (DASHO), the Director of the Office of Safety and Occupational Health (OSOH), and the Agency Administrator responsible for the unit involved in the incident, with input from the Rocky Mountain Research Station Innovation and Organizational Learning Research, Development, and Application (IOL) and subject-matter experts as needed.



The following conditions will normally result in the dispatch of a Coordinated Response Protocol (CRP) Team:

**Serious Accident:** A serious accident is an unplanned event or series of events that resulted in human death, injury, or occupational illness or property or equipment damage or loss. A serious accident involves any of the following:

- One or more fatalities.
- Any accident or incident the DASHO judges to warrant a CRP or Learning Review.

Outcome may not be an accurate indication of an event's complexity. As a result, the CRP is a scalable process which, much like the Incident Command System, encourages altering the response to meet needs.

The following are conditions that may be considered for the activation of a CRP based on the DASHO's discretion. However, these will likely result in a lower order response, such as a Learning Review not associated with a CRP or a Facilitated Learning Analysis (FLA):

- **Incident:** An unplanned event or series of events that result in human injury or occupational illness or property damage/loss of equipment to a lesser degree than a serious accident.
- **Incident with Potential:** An unplanned event or series of event that could have resulted in human death, injury, or occupational illness or property damage/loss of equipment but did not.
- **Entrapment:** A situation where personnel are unexpectedly caught in an advancing fire that may have resulted in a life threatening position, where planned escape routes or safety zones were absent, inadequate, or compromised. Entrapment may or may not include fire shelter deployment for its intended purpose (NWCG Glossary of Fire Terminology). All entrapment (burn over) fire fatalities must be reported to the USDA Office of the Inspector General (OIG) immediately.
  - **Note:** In the event of an entrapment, contact the Washington Office (WO) Office of Safety and Occupational Health Director and Fire Operations Risk Management as soon as possible.
- **Fire Shelter Deployment:** The removing of a fire shelter from its case and using it as protection against fire (NWCG Glossary of Fire Terminology). Fire shelter deployment may or may not be associated with entrapment. Fire shelter deployment may result in a serious wildland fire accident, a non-serious wildland fire accident, or a near-miss (incident with potential). Anytime a fire shelter is deployed other than for training purposes, notification of the National Fire and Aviation Safety Office is required.



- **Note:** A Forest Service firefighter fatality as a result of a burn-over or entrapment requires the USDA Office of Inspector General to conduct an independent investigation. That investigation shall be independent of the Forest Service Learning Review (Public Law 107–203), but will be coordinated by the CRP Response Leader.
- **Critical Incident:** From the perspective of traumatic stress caused by a serious accident (as defined above), a critical incident is defined by employee reactions to an event, not necessarily the mechanisms of the accident nor the event itself.



## 3. Chief's-level Coordinated Response Protocol (CRP) Activation

### 3.1 Introduction

This chapter clarifies the activation process for a Chief's-level Coordinated Response Protocol (CRP), including a Learning Review (LR) Team, a Law Enforcement/Claims Investigation (LEI) Team, and a Critical Incident Peer Support (CIPS) Team. As stated above, a Chief's-level CRP may be activated anytime the DASHO determines it is warranted; for example, if it is likely that employees will be exposed to numerous interviews or for incidents with significant public or political interests.

The DASHO may also delegate responsibility to conduct a Learning Review or a Facilitated Learning Analysis (FLA) to the Regional Forester or Station or Area Director in the Region/Station/Area (R/S/A) where the event occurred. The procedures outlined in the Learning Review Guide will be used to conduct all Learning Reviews.

Where specific criteria are established for initiating the Coordinated Response Protocol, it is possible and encouraged to mobilize Critical Incident Peer Support (CIPS) or similar crisis intervention based on the scope of the reactions and traumatic-stress impacts. The local Agency Administrator is responsible for assessing the need for and ordering CIPS. Should the response needed be deemed a CRP, coordination and oversight will revert to the CRP Response Leader from the Agency Administrator. Coordination and implementation will occur as described in Appendix 9 (topic 9.9).

### 3.2 Standing Coordinated Response Protocol (CRP) Teams

Most professional organizations that investigate accidents have created standing response teams (e.g., the National Transportation Safety Board and the U.S. Chemical Safety Board). These teams are composed of specialists who have trained together and understand the expertise each brings. The Forest Service can benefit from this approach by establishing a Coordinated Response Protocol (CRP) Standing Team or pool of qualified personnel who have received common training in the CRP process and can lead specialists in their expertise areas. Team Leader assignments (e.g., Critical Incident Stress Management (CISM) Coordinator, Law Enforcement and Investigations (LEI) Team Leader, or Learning Review (LR) Team Leader) for a Chief's-level accident will be designated from this standing pool of personnel.

Application of this concept presumes pre-training regarding the CRP along with technical expertise in the specialty areas common to most Chief's-level responses. Successful Team Leader trainees will volunteer for assignment to the CRP Standing Team. During CRP Standing Team assignment, members will serve in essential response Team Leadership positions for serious accidents with subject-matter-expert supplementation as needed. As leaders, Standing Team members will coordinate the

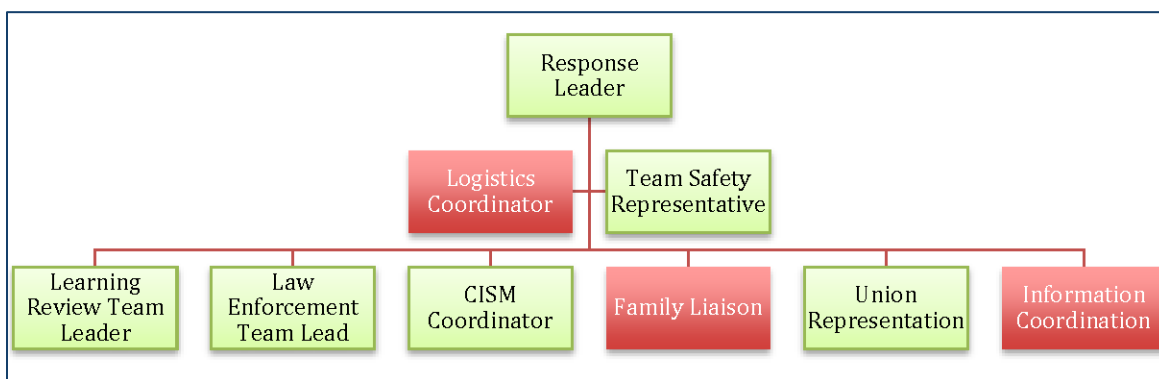


efforts of the entire CRP Team in accordance with the Coordinated Response Protocol Guide. Learning Review subject-matter experts will come from an existing pool of investigators trained in accident investigation, Air Safety Investigators/Qualified Technical Investigators (aviation's designation), or individuals with experience in complex FLAs, Serious Accident Investigations, or the equivalent.

To ensure this process is sustainable, personnel interested in becoming qualified will receive all necessary training and be expected to shadow qualified personnel as they perform the duties before being assigned to lead a specialty area during a CRP.

### 3.2.1 Coordinated Response Protocol (CRP) Team Scalability

The Forest Service Chief delegates the Coordinated Response Protocol (CRP) Response Leader through the Designated Agency Safety and Health Official (DASHO) by a Letter of Delegation. For all Chief's-level reviews, the Agency Administrator will be the DASHO.



**Figure 2: The Coordinated Response Protocol (CRP) Team organizational chart includes essential positions noted in green and optional positions noted in red.**

The CRP Team positions depicted above in light green meet the minimum requirements for a Chief's-level response. The response sections in red may be mobilized if there is an indication prior to the CRP Response Leader's arrival that they will be needed. However, they are not required to attend the annual Coordinated Response Protocol Standing Team Training, which is currently directed to inform the Learning Review Team Leader, Law Enforcement Team Leader, Critical Incident Stress Management Coordinator, and the CRP Response Leader. In addition, most CRP Teams will require a Documentation Specialist and subject-matter expert participation.

## 4. Coordinated Response Protocol (CRP) Team Roles

As the person with authority delegated from the Chief, the Coordinated Response Protocol (CRP) Response Leader receives a signed letter of delegation; coordinates the CRP Team selection process as needed; organizes and coordinates deployment of the required teams; coordinates with outside entities; and coordinates the overall information flow.

### 4.1 Coordinated Response Protocol (CRP) Response Leader

The Coordinated Response Protocol (CRP) Response Leader has delegated authority from the Chief with the following responsibilities:

- Coordinate access to incident personnel during the response to minimize further trauma (coordinates access to witnesses with the home unit representative).
- Coordinate all CRP Team functions.
- Coordinate with locally-appointed Family Liaison Representative to be aware of all family liaison needs.
- Liaise with local and Regional Line Officers, the Designated Agency Health and Safety Official (DASHO), and other Forest Service personnel as appropriate.
- Coordinate release of information.
- Coordinate with the Law Enforcement and Investigations Team Leader to appoint a Fire and Aviation (FAM) Medical Program Manager as point of contact for coordination with the coroner (as needed).
- Coordinate with the Occupational Safety and Health Administration (OSHA); the Office of Inspector General (OIG); and the National Transportation Safety Board (NTSB) and other appropriate external agencies as needed and to the extent possible.
- Has final approval authority over products created by the Learning Review Team.

### 4.2 Coordinated Response Protocol (CRP) Staff Positions

Coordinated Response Protocol (CRP) Team roles are explained in the following section.

#### 4.2.1 Law Enforcement and Investigations (LEI) Team Leader

The Law Enforcement and Investigations (LEI) Team Leader handles a specific set of tasks under the Coordinated Response Protocol (CRP) process. The LEI Team is required to secure the scene and determine whether criminal charges are likely to be pursued in connection with the accident. Once LEIs determine there is no substantiated criminal activity, the LEI Team Leader opens up the scene to the Learning Review Team.



Another important LEI task is to provide technical expertise, such as determining the cause and origin of a fire or tracking the chain-of-custody for physical evidence retrieved from the accident scene. LEI also conducts a Claims Investigation. This investigation serves as the basis from which the agency will view any claims filed in connection with the accident. The Fatality Investigation is the part of the Claims Investigation that provides the Department of Labor and Department of Justice with information needed to process survivors' benefits.

Specific LEI Team Leader responsibilities follow:

- Represent the national LEI Director.
- Serve as the Law Enforcement and Investigations subject-matter expert for the CRP Team.
- Coordinate with on-scene LEI staff for accident-scene access.
- Coordinate with LEI staff to ensure mutual understanding and acceptance of CRP diverse roles and processes.
- Coordinate sharing of information between LEI and CRP areas when practical.
- Coordinate with local law enforcement as needed.
- Coordinate with other law enforcement collateral investigations as needed.
- Coordinate Claims and Fatality Investigation of assigned LEI staff.
- Provides advice to the CRP Response Leader if there are indications of criminal activity.
- Coordinate with the CRP Response Leader to appoint a Fire and Aviation (FAM) Medical Program Manager as the point-of-contact (POC) for coordination with the Coroner as needed.
- Provide expertise in evidence collection, safe handling, storage, and record keeping to maintain chain of custody.

The Law Enforcement/Claims Investigation Team Leader also coordinates with the CRP Response Leader and the Learning Review Team Leader to determine the level of overlap between the two teams.

#### **4.2.2 Critical Incident Stress Management (CISM) Coordinator**

Critical Incident Stress Management (CISM) is a comprehensive and programmatic approach to impacts and potential impacts to people (employees) that survive or have a significant relationship to a critical or traumatic incident. Along the spectrum of components within CISM, the most common and appropriate component needed immediately following a critical incident is Critical Incident Peer Support (CIPS). Further context of CIPS within the spectrum of CISM is explained in Appendix 9 (topic 9.9). Those aspects of CISM other than CIPS are not within the scope of the Coordinated Response Protocol (CRP).





The CISM Coordinator works with the CRP Response Leader and Learning Review (LR) Team Leader to ensure employees have access to peer and/or professional support and to minimize adverse impacts to interviewees. The CISM Coordinator's primary responsibility is to act as a liaison between the CIPS Team Leader and the CRP Response Team Leader. The use of this position places emphasis on the separation between the other (CRP) teams (i.e., Learning Review and Law Enforcement and Investigations) and the CIPS Team Leader and serves affected employees' best interests and the integrity of the CRP process. The CIPS Team Leader should not fill this position when other resources are available (See Appendix 9 [topic 9.9] for options to fill this position).

CISM Coordinator responsibilities are explained below. Guidance included in Chapter 6 and Appendix 9 further explain Critical Incident Peer Support (CIPS) roles and responsibilities for the CISM Coordinator position.

- Assure employees experiencing or potentially affected by traumatic stress resulting from a critical incident and/or subsequent interviews are provided opportunities for critical stress management interventions such as peer support.
- Report to and operate under the CRP Response Leader's oversight.
- Coordinate capacity between the CIPS Team Leader and other CRP functions and/or the CRP Response Leader.
- Ensure the CIPS Team Leader is afforded the time and resources necessary to adequately and appropriately oversee and provide Leadership to the CIPS group and ensure that "tactical" and administrative needs of CIPS interventions and activities are met.
- Stay current with the CRP process, interview schedules and timelines, and affected employee locations to be able to inform and negotiate CIPS activities in a timely manner and communicate them to the CIPS Team Leader.
- Provide direct support and guidance as necessary to the CIPS Team Leader and team members.
- Do not participate in CIPS interventions with the mobilized CIPS Team in order to maintain separation between CIPS interventions and other CRP activities and to fill other responsibilities of the CRP CISM Coordinator position.
- Function as the liaison between the local unit Agency Administrator (or designated representative) and the CIPS Team if necessary.
- Represent the CRP Response Leader in business relative to CIPS as requested.
- Coordinate with the CIPS Team Leader and the CRP Response Leader or other CRP Team Leaders in locations and meeting times with affected employees.
- Ensure privacy and the appearance of privacy for employees choosing to participate in CIPS.
- Ensure logistical support is in place for the CIPS Team.
- In the absence of a dedicated CRP CISM Coordinator within the CRP organization, the CIPS Team Leader may act dually as the CISM Coordinator.





Refer to cautions and challenges in Appendix 9 if this situation becomes necessary. In this scenario, the following expectations apply:

- Consider ordering additional CIPS personnel to reduce the impact of this role.
  - Assess the scope or degree of CIPS needs and consider limiting personal CIPS activities to strategic and CIPS leadership roles. Strive for balance in multiple tasks and roles.
  - Coordinate with the CRP Response Leader or other CRP Team Leaders in locations and meeting times with affected employees.
  - Consider alternate communication methods and/or locations or utilize a local unit employee to facilitate such coordination to minimize appearance of breach of employee privacy.
  - Consider and discuss communication and coordination options with the CRP Response Leader to avoid appearing to have a conflict of interest between CIPS and CRP leadership responsibilities.
- Address LR Team members' stress reactions resulting from exposure to the traumatic events under review.

#### 4.2.3 Learning Review (LR) Team Leader

The Learning Review (LR) replaces the Serious Accident Investigation. It is a four-phased approach that is explained more thoroughly in Chapter 7 of this guide and the stand-alone Learning Review Guide (revised March 2017). The Learning Review process begins when a pre-trained team is dispatched to the unit where the incident took place; once on-scene the team initiates Phase 2, the Data Collection Phase (see figure 3 in chapter 7) with the support of team positions described later in this guide. Phase 3 involves Analysis and Sensemaking and while Phase 4 includes Learning Review Board approval of the reports, conclusions, and intended learning products.

The Learning Review Team Leader's primary responsibilities include the following:

- Coordinate the Initial Inquiry/Data Collection (Phase 2) and participates in the Analysis and Sensemaking Phase (Phase 3) as a Co-Lead.
- Liaise with Rocky Mountain Research Station Innovation and Organizational Learning Research, Development, and Application (IOL) throughout the process.
- May be augmented by one or more of the following:
  - Human Factors/Performance subject-matter experts
  - Technical and Community of Practice subject-matter experts
  - Subject-matter experts from the academic community
  - Documentation Specialist



- Encourage the team to suspend judgment and remain objective during the Data Collection Phase (Phase 2) and determines when the Analysis and Sensemaking Phase (Phase 3) should begin.
- Collaborate with IOL and the community of practice (the group of practitioners the recommendations will most affect) in developing recommendations.
- Coordinate technical- or subject-matter-expert reports.
- Participate in developing learning products.

#### 4.2.4 Team Safety Representative

- Act as a full member of the Coordinated Response Protocol (CRP) Team as needed.
- Serve as lead OSHA contact and coordinates all OSHA logistical needs.
- Review agency and federal OSHA policies and standards related to the event.
- Can request an additional qualified Safety Representative if the initially assigned team Safety Representative is dedicated as OSHA liaison or if OSHA liaison duties conflict with Learning Review process confidentiality in any way.
- Work with the Learning Review (LR) Team Documentation Specialist to collect safety training records of employees involved to ensure they meet assignment qualifications.
- Work with LR Team Documentation Specialist to collect and evaluate all equipment and vehicle maintenance logs, including equipment, vehicle, or tool safety inspection records.
- Work with the Documentation Specialist to collect all job-hazard analyses (JHAs) and risk assessments that may have been completed in relation to the event.
- When the CRP Team requires field or site visits, coordinate with the local unit to identify local hazard information and gather appropriate personal protective equipment (e.g., hardhats) or resources (e.g., radios, insect repellent, sunscreen, water, etc.) team members may need prior to their visit. Completes a JHA and/or safety tailgate session prior to the field visit to identify and address known hazards.
- Pay attention to the overall CRP Team wellbeing as they work long hours under stressful conditions.

#### 4.2.5 Union Representative(s)

- Provide guidance to the Coordinated Response Protocol (CRP) Response Leader regarding union issues and representation.
- Serve as a full member of the CRP Team; may be assigned additional support roles/positions.
- Will be invited to participate or observe all aspects of the Learning Review development, including deliberations.
- Will be invited to attend the in-brief with Occupational Safety and Health Administration (OSHA).



- Liaise with local Union Representatives and ensures union representation is available to all bargaining unit (BU) employees involved in the review. Upon request, a Union Representative will sit with employees during all Learning Review interviews and any Law Enforcement and Investigations (LEI) Claims Investigation interviews.
- Will be invited to attend the in-brief with all unit employees and will present the union overview briefing to describe the union roles/responsibilities within the CRP Team and an overview of Bargaining Unit Employee “Weingarten Rights,” such as the following:
  - The Learning Review is a post-incident review focused on preventing future similar mishaps. The Chief has assured all employees that no adverse action will occur as a result of an employee’s participation with the incident review team with the exception that criminal activity is not included in the assurance.
  - If you request union representation before or during your interview, questioning will be suspended until your request is granted.
- For more information, visit the [HRM Labor Relations Web site](#)<sup>3</sup> and refer to the [annual USDA Weingarten notice](#).<sup>4</sup> Also see Appendix 1 in this document, “Employee Rights and Responsibilities in Administrative Investigative Interviews.”
- One NFFE National Representative will be invited to observe the Learning Review Board.
- Union Representatives will not participate in interviews of management personnel.
- If not posted publicly, the Union will be provided copies of all reports related to serious accidents or fatalities upon request after the Learning Review process is complete.

#### 4.2.6 Logistics Coordinator (optional position)

- Coordinate travel plans and tracks team members’ travel.
- Identify potential lodging accommodations and ensures all team members have lodging.
- Ensure the team has a place to hold team meetings.
- Ensure easels, large writing pads, notepads, copier/printers, etc. are available as necessary.
- Arrange for interview location(s).
- Ensure the team has access to drinking water and food as necessary.

---

<sup>3</sup> Go to [http://fsweb.asc.fs.fed.us/HRM/labor\\_relations/index.php](http://fsweb.asc.fs.fed.us/HRM/labor_relations/index.php).

<sup>4</sup> Go to [http://fsweb.asc.fs.fed.us/HRM/labor\\_relations/documents/USDA\\_Weingarten\\_Rights\\_Notice\\_2016.pdf](http://fsweb.asc.fs.fed.us/HRM/labor_relations/documents/USDA_Weingarten_Rights_Notice_2016.pdf).



- Coordinate lunches on site-visit days for the team and participants, if necessary.
- Work with the team Safety Representative to ensure all team members have access to required personal protective equipment.

#### **4.2.7 Information Coordinator (optional position)**

- Develop a communications plan as needed.
- When needed, communicate with local Public Affairs Officer and the Coordinated Response Protocol (CRP) Team OSHA Liaison to facilitate information access.
- Coordinate with the Washington Office (WO) Office of Communication.

#### **4.2.8 Family Liaison (optional position)**

- Coordinate with the Office of Workers Compensation Programs and inform the Coordinated Response Protocol (CRP) Response Leader of any family-sensitive areas of concern.
- Liaise with local personnel support as needed.
- Ensure the victim's family is aware of all benefits and processes to obtain them.
- Follow up with the Law Enforcement and Investigations Team Leader to ensure the victim's survivors have access to needed information from the Fatality Investigation and Claims Investigation.



## 5. Law Enforcement and Investigations (LEI) Team

### 5.1 Introduction

Law Enforcement and Investigations (LEI) assumes initial control of accident scene. Forest Service LEI will release the accident scene to the Learning Review Team as soon as possible, once it has been determined that no serious criminal activity is suspected. Forest Service LEI may confer with local law enforcement to make this determination. This release commonly occurs within 72 hours after the incident transpired. However, if Law Enforcement/Claims Investigators decide the possibility of uncovering serious criminal activity exists, the Coordinated Response Protocol (CRP) Response Leader will consult with the Designated Agency Safety and Health Official (DASHO) and LEI and Office of Safety and Occupational Health (OSOH) Directors to determine whether to continue the Learning Review process or transition to an Administrative Review. If a transition of this type occurs, the decision will be communicated to the employees involved and the Learning Review (LR) Team will likely discontinue its review. The Critical Incident Peer Support (CIPS) Team's work, if not completed prior such a decision being made, is likely to continue regardless. Circumstances such as discontinuing a Learning Review or the entire CRP process might dictate that CIPS oversight be transferred to the local Agency Administrator and the National Critical Incident Stress Management (CISM) Coordinator.

The Law Enforcement and Investigations (LEI) Team is assigned a specific set of tasks under the Coordinated Response Protocol (CRP) process. Team members are required to secure the scene and determine whether criminal charges are likely to be pursued in connection with the accident. Once they determine there is no substantiated criminal activity, they open up the scene to the Learning Review Team.

Another important task is to provide technical expertise, such as determining the cause and origin of a fire or tracking the chain-of-custody for physical evidence retrieved from the accident scene. They are also tasked with conducting a Claims Investigation. This investigation serves as the basis from which the agency will view any claims filed in connection with the accident. The Fatality Investigation is the part of the Claims Investigation that provides the Department of Labor and Department of Justice with information needed to process survivors' benefits.

### 5.2 Law Enforcement and Investigations (LEI) Team Leader

- Represent the national LEI Director.
- Serve as the Law Enforcement and Investigations subject-matter expert for the CRP Team.
- Coordinate with on-scene LEI staff for accident-scene access.



- Coordinate with LEI staff to ensure mutual understanding and acceptance of CRP diverse roles and processes.
- Coordinate sharing of information between LEI and CRP areas when practical.
- Coordinate with local law enforcement as needed.
- Coordinate with other law enforcement collateral investigations as needed.
- Coordinate Claims and Fatality Investigation of assigned LEI staff.
- Provide advice to the CRP Response Leader if there are indications of criminal activity.
- Coordinate with the CRP Response Leader to appoint a Fire and Aviation (FAM) Medical Program Manager as the point-of-contact (POC) for coordination with the Coroner as needed.
- Provide expertise in evidence collection, safe handling, storage, and record keeping to maintain chain of custody.



## 6. Critical Incident Stress Management/Critical Incident Peer Support Team

### 6.1 Introduction

Critical Incident Stress Management (CISM) is a comprehensive and programmatic approach to impacts and potential impacts to people (employees) that survive or have a significant relationship to a critical or traumatic incident. Along the spectrum of components within CISM, the most common and appropriate component needed immediately following a critical incident is Critical Incident Peer Support (CIPS). Clinical research as well as current practices by the wildland fire community, military, and other first responder agencies support CIPS as an appropriate and effective response to a critical incident. The interagency wildland fire community has been practicing CIPS in response to wildland fire critical incidents for nearly a decade. CIPS can play a vital role in affected employees' initial intervention, such as helping with healthy coping by providing tools and techniques that may lead to a more favorable response to traumatic stress. Further context of CIPS within the spectrum of CISM is explained in Appendix 9. Those aspects of CISM other than CIPS are not within the scope of the CRP.

The roles and responsibilities described below are general guidelines important to the success of both the CRP process and of delivering basic intervention to those affected by traumatic stress. These roles and responsibilities, which are specific to CIPS personnel and their response within a CRP assignment, are not a comprehensive description of the Forest Service's National CISM program.

### 6.2 Coordinated Response Protocol (CRP) Response Leader

By virtue of the circumstances dictating a Coordinated Response Protocol and direction delegated from the Chief of the Forest Service, the CRP Response Team Leader provides oversight for the CRP CISM Coordinator (see recommended options in Chapter 4 [under topic 4.2.2]). The oversight is relative to accountability, tracking, and meeting the Chief's intent to support employees affected by a traumatic event. Roles and responsibilities relative to CIPS include the following:

- Participate in/recommend selection of CRP CISM Coordinator role from established CRP Standing Team roster.
- Assure employees experiencing or potentially affected by traumatic stress resulting from a critical incident and/or subsequent interviews are provided opportunities for critical stress management interventions such as peer support.
- Ensure coordination of CIPS activities are appropriately timed ahead of interviews to facilitate employee understanding, coping, and resiliency as soon as possible and to aid the interview process.





- Inform and educate employees who are likely to be involved in any part of the CRP process as to organizational relationships and interactions. Ensure transparency in coordination while maintaining the privacy policy stated within this guide (see Chapter 2 [under topic 2.2]).
- Ensure that the CRP process and assigned personnel adhere to policy and guidance regarding the inappropriate sharing of information among CIPS, Learning Review, and Law Enforcement and Investigations teams.
- Provide a means of checks and balances among the branches of the CRP process to maintain the CRP's integrity and intent.
- Take deliberate measures to assure privacy and the appearance of privacy for employees choosing to participate in CIPS.
- Defer to CIPS expertise when conflicts or potential conflicts arise with CIPS coordination within the CRP process.
- As necessary, ensure opportunities to communicate and coordinate are maintained between the CIPS Team Leader and the local Agency Administrator.
- Allow for regular communication and coordination between the CIPS Team Leader and the Forest Service National CISM Coordinator and/or the CRP CISM Coordinator.
- Coordinate and support CIPS Team demobilization as necessary.
- Seek opportunities to attend CISM or CIPS training as well as Regional/Geographic Area or national CIPS meetings prior to CRP assignments.

### **6.3 Critical Incident Stress Management (CISM) Coordinator**

The CISM Coordinator's primary responsibility is to act as a liaison between the Critical Incident Peer Support (CIPS) Team Leader and the CRP Response Team Leader. The use of this position places emphasis on the separation between the other Coordinated Response Protocol (CRP) Teams (i.e., Learning Review and Law Enforcement and Investigations) and the CIPS Team Leader and serves affected employees' best interests and the integrity of the CRP process. The CIPS Team Leader should not fill this position when other resources are available (See Appendix 9 for options to fill this position).

- Assure employees experiencing or potentially affected by traumatic stress resulting from a critical incident and/or subsequent interviews are provided opportunities for critical stress management interventions such as peer support.
- Report to and operate under the CRP Response Leader's oversight.
- Coordinate capacity between the CIPS Team Leader and other CRP functions and/or the CRP Response Leader.
- Ensure the CIPS Team Leader is afforded the time and resources necessary to adequately and appropriately oversee and provide Leadership to the CIPS group and ensure that "tactical" and administrative needs of CIPS interventions and activities are met.





- Stay current with the CRP process, interview schedules and timelines, and affected employee locations to be able to inform and negotiate CIPS activities in a timely manner and communicate them to the CIPS Team Leader.
- Provide direct support and guidance as necessary to the CIPS Team Leader and team members.
- Do not participate in CIPS interventions with the mobilized CIPS Team in order to maintain separation between CIPS interventions and other CRP activities and to fill other responsibilities of the CRP CISM Coordinator position.
- Function as the liaison between the local unit Agency Administrator (or designated representative) and the CIPS Team if necessary.
- Represent the CRP Response Leader in business relative to CIPS as requested.
- Coordinate with the CIPS Team Leader and the CRP Response Leader or other CRP Team Leaders in locations and meeting times with affected employees.
- Ensure privacy and the appearance of privacy for employees choosing to participate in CIPS.
- Ensure logistical support is in place for the CIPS Team.
- In the absence of a dedicated CRP CISM Coordinator within the CRP organization, the CIPS Team Leader may act dually as the CISM Coordinator. Refer to cautions and challenges in Appendix 9 if this situation becomes necessary. In this scenario, the following expectations apply:
  - Consider ordering additional CIPS personnel to reduce the impact of this role.
  - Assess the scope or degree of CIPS needs and consider limiting personal CIPS activities to strategic and CIPS leadership roles. Strive for balance in multiple tasks and roles.
  - Coordinate with the CRP Response Leader or other CRP Team Leaders in locations and meeting times with affected employees.
  - Consider alternate communication methods and/or locations or utilize a local unit employee to facilitate such coordination to minimize appearance of breach of employee privacy.
  - Consider and discuss communication and coordination options with the CRP Response Leader to avoid appearing to have a conflict of interest between CIPS and CRP leadership responsibilities.

## 6.4 Peer Support Team Leader

The Peer Support Team Leader's priority is to oversee the implementation of crisis intervention options within the established International Critical Incident Stress Foundation (ICISF)-guided CIPS program. All efforts should be made to fill this as a stand-alone position. If possible, the CIPS Team Leader should serve concurrently as the CISM Coordinator to avoid conflicts of interest in protecting privacy (see Appendix 9 for options to fill this position). The Peer Support Team Leader is responsible for all



coordination and assignment protocols internal to the CIPS Team. Roles relative to a CRP response include the following:

- Provide direction and oversight to CIPS Team members and Clinician(s) for the duration of the assignment.
- Ensure affected or potentially affected employees are provided with appropriate critical incident stress intervention (e.g., CIPS crisis management briefing, one-on-one interventions, debriefing, or defusing).
- Inform employees who will be involved in any or all of the CRP processes as to organizational relationships and interactions within CRP. Ensure transparency in needed coordination while maintaining the privacy policy stated within this guide (see Chapter 2 [under topic 2.2]).
- Ensure absolute privacy and the appearance of privacy is secured and apparent to the affected employees served by CIPS. Ensure CIPS Team members including oneself do not share personal information resulting from any CIPS intervention activities.
  - Establish routines, protocols, and caution in self and CIPS Team members that consult or share information with others.
- Ensure and provide for CIPS Team logistical support needs.
- Manage schedules, time keeping, work-rest guidelines, and administrative requirements of the CIPS Team mobilization, including demobilization.
- Provide the Forest Service National CISM Coordinator (if position is occupied) and Regional CISM Coordinator with daily progress reports and/or need for support and troubleshooting. Discuss only reporting and support needs to ensure employee privacy.
- Seek opportunities to attend CRP training, workshops, or meetings as well as Learning Review training (e.g., Facilitated Learning Analysis workshop).

## 6.5 Critical Incident Peer Support (CIPS) Team Member

Each CIPS Team member will, at a minimum, be trained in the basic International Critical Incident Stress Foundation (ICISF) crisis intervention course. As the Forest Service builds capacity, each CIPS Team will have a wide range of experience and be comprised of interagency personnel. All attempts will be made to mobilize a team that best fits the affected employees' peer group.

The CIPS Team Leader will determine the need to assign various peer supporters to multiple locations; therefore, peer supporters may be in smaller groups with coordination needs relative to time and location to meet with affected employees. It is also possible that some peer supporters may arrive ahead of the Team Leader and may be requested to begin assessment and meet with local unit Leadership. These activities will only occur with approval of the CIPS Team Leader or the Forest Service National CISM Coordinator.



CIPS Teams are self-sufficient and trained to operate independently once initial direction and assessment has occurred with the Agency Administrator. The individual CIPS Team members are not likely to interact with CRP Team members and therefore no roles or responsibilities relative to the CRP are listed here.

## 6.6 Trauma Certified Clinician/Mental Health Professional

The Forest Service CIPS program is fundamentally a “peer-driven” support system. It is not designed nor intended to be a clinical or professional therapy service. However, Clinicians certified in the treatment of critical incident stress and mental health impacts that result from witnessing trauma will be ordered and sent as part of CIPS Teams to serious incidents such as line-of-duty deaths. The impacts of trauma and the wide range of individual experiences, histories, and reactions dictates taking crisis intervention preparedness seriously. It is in the best interest of the agency and our employees as well as CIPS Team members and the CRP process to have clinical expertise on hand. It is imperative to the well-being of our employees and to the integrity of the CIPS program to immediately recognize when a situation is outside the scope of peer support training and peer support interventions. The Clinician provides that ‘trained eye’ and the ability to intervene immediately. Long-term care options are typically provided through agency/Regional employee assistance programs (EAP). CIPS interventions typically inform employees of options beyond the initial peer support. The Clinician is not likely to interact with CRP Team members and therefore no roles or responsibilities relative to a CRP response are listed here.

**Note:** In the absence of an established Forest Service Critical Incident Stress Management program, and in light of the current inconsistent Regional approaches to Critical Incident Peer Support, several options are necessary to facilitate CIPS coordination within the CRP process. See Appendix 9 for a description of these options.



## 7. Coordinated Response Protocol (CRP) Learning Review (LR) Team

### 7.1 Introduction

The Learning Review process is based on the idea that actions and decisions are consequences, not causes. The goal is to understand why an action or decision made sense to those involved at the time. The Learning Review process begins with the understanding that if the action(s) had not made sense to those involved, they would have done something different. Conditions shape decisions and actions, and revealing these conditions will help the agency design more robust and resilient regulations, policies, and procedures (i.e., a more robust and resilient system).

This process may reveal "Hard Truths" that could be very valuable to the organizational-learning process. In the past, Letters of Delegation and guidance from Agency Administrators have steered teams to either find answers to specific questions or avoid specific topics. This practice can result in undesired and unintended bias and should be avoided.

Every effort should be made to avoid bias in the Learning Review. The Letter of Delegation should instruct the Learning Review Team to follow the LR Guide. The CRP Response Team Leader will act as a first line of defense to prevent internal and external stakeholders from influencing the LR Team.

**Note:** Any Information gathered by Learning Review (LR) personnel will not be used as the basis for disciplinary action or to place blame on employees. No attempts to gather information resulting from other CRP functions or activities such as CIPS will be made. This is in accordance with Executive Order 12196 paragraph 1-201[f] and CFR 1904.36 and CFR 1960. These laws apply specifically to federal employees (States may refer to specific state regulations).

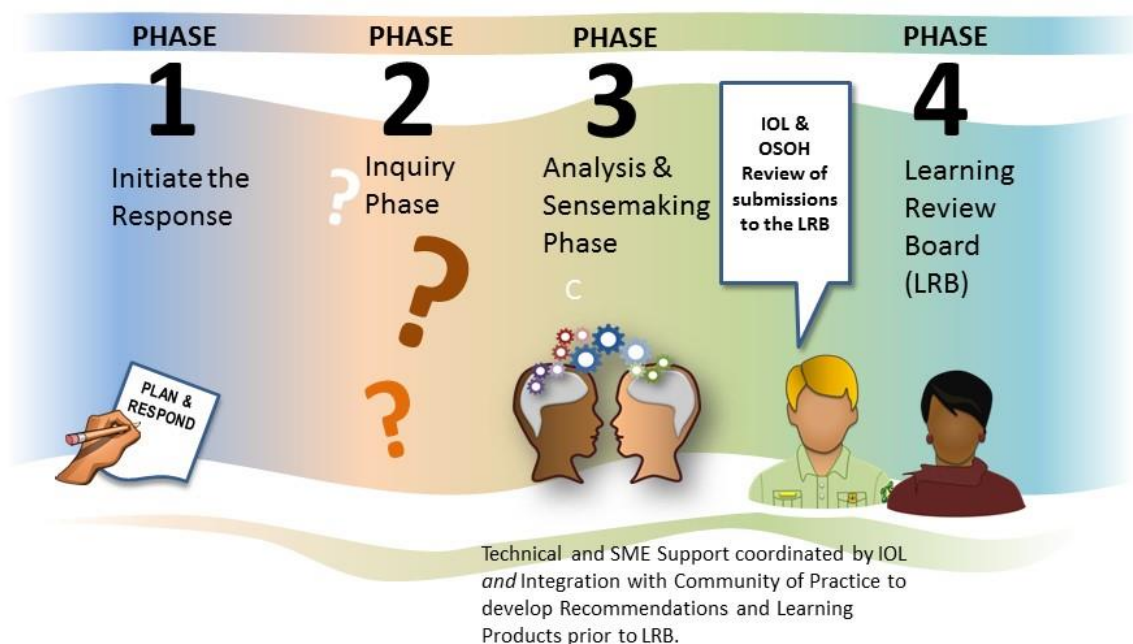
### 7.2 Learning Review Definition and Principles

The Learning Review (LR), which replaced the Serious Accident Investigation Guide, is a phased approach designed to help study an incident as thoroughly as possible. The four-phased approach is outlined in the following image.



## Learning Review Process

A phased approach to understanding the event and recommending changes



13

**Figure 3: The Coordinated Response Protocol Learning Review process includes four phases: (1) response initiation; (2) inquiry; (3) analysis and sensemaking; and (4) Learning Review Board engagement.**

While further explanation is contained in the Learning Review Guide (revised March 2017), the following principles drive the LR process.

- Forest Service employees are well-intentioned and work within organizational systems to meet the expectations of leadership and the system.
- Accidents and incidents can be a byproduct of complex systems. Errors and mistakes are not synonymous with wrongdoing.
- Enhanced Accountability: (1) Prior to incidents, leaders and managers are responsible for knowing how the organization functions with regard to accountability and with respect to normal work. Traditional accountability is in place (see the Learning Review Guide). (2) Following an adverse outcome event or any incident, the organization is accountable to learn from the event.

### 7.3 Learning Review Positions

In addition to the Learning Review Team Leader, the following positions are typically filled on a Learning Review Team.



### 7.3.1 Subject-Matter Expert (SME)

Subject-matter experts (SMEs) are specialists that bring a particular skill set and/or perspective to the Learning Review Team. The Learning Review Team Leader and the Coordinated Response Protocol (CRP) Response Leader should pay close attention to which skills and perspectives will provide insight to the Learning Review process. For example, in an aviation fatality, a Qualified Technical Investigator (QTI) should be among the Learning Review Team SMEs. If the incident involves a felling accident, a Type 1 Faller (C Certifier) should be among the SMEs. Sometimes SMEs are selected because of the perspective they bring. If an Engine Captain played an integral role in the events of the day leading up to the accident, the Learning Review Team would be well-served to bring in an Engine Captain as a SME.

Three types of subject-matter experts are explained below.

- Technical SMEs provide expertise of a technical nature and fit into the analysis side of the Learning Review Process. This type of SME could be from within the agency, from industry, or the public sector.
- Community-of-practice SMEs can provide insight to and understanding of the social influences and pressures within the system of work. This type of SME is associated with the Sensemaking aspect (Phase 3) of the Learning Review process.
- Academic SMEs include leading researchers in particular fields of interest that can provide an educated outsider's perspective on the system of work. Academic fields of interest used in the past include Complex Adaptive Systems, Communication, Culture, Sensemaking, Risk, and Adult Learning.

### 7.3.2 Writer/Editor

Good quality writer/editors are invaluable to the Learning Review process. This person works for the Learning Review Team Leader and if possible should not serve as the Information Specialist. Although the Information Specialist may possess a writer/editor skillset, the work includes two separate sets of duties and are located at different levels of the command hierarchy. The Information Specialist works for the CRP Response Leader to help guide the flow of information about the event to outside entities (including the media) while the Writer/Editor works for the Learning Review Team Leader and is charged with framing the accident narrative in a way that is both informative and easy to understand.

### 7.3.3 Documentation Specialist

A Documentation Specialist may be necessary to oversee the official case file. That person is in charge of tracking down, organizing, and cataloging documents relevant to the Learning Review. The Documentation Specialist usually works closely with the Learning Review Team's Occupational Safety and Health Administration Liaison to



coordinate with outside entities seeking the same kinds of information and may help locate and catalog information that outside organizations may need. All shared information should be coordinated through the CRP Response Leader and Information Specialist, but experience has shown that if our own internal people are involved in gathering some of that information, the overall impact to our employees can be greatly diminished.

#### **7.3.4 Learning Review Team Process Coach**

- Appointed by the Rocky Mountain Research Station Innovation and Organizational Learning Research, Development, and Application (IOL) and is included in all LR process phases.
- Is available as a sounding board and second opinion on controversial or complex issues and serves as a resource concerning procedure.
- Helps the Learning Review Team locate appropriate subject-matter experts.
- Serves as an Analysis and Sensemaking (Phase 3) Co-Lead with the Learning Review Team Leader.





## 8. Interagency Responses

### 8.1 Introduction

Each agency (federal, state, and local) has a jurisdictional representative that is responsible for ensuring that accidents and incidents are fully reviewed or investigated for his or her agency. In the Forest Service, this official is the Designated Agency Safety and Health Official (DASHO).

With the advent of All-Hazards Incident Management Teams (All-Risk Teams), Forest Service employees, equipment, and contract resources are now working in unfamiliar environments, such as hurricanes, floods, and biological hazard areas, in addition to interagency wildland firefighting missions. National emergencies may be long lasting events that may require rotation of personnel and other resources. Many of these incidents also involve other federal, state, county, and municipal agencies. When accidents occur during these activities, the need to conduct multi-agency Learning Reviews where cooperation between agencies is paramount. The DASHO, in collaboration with the other agency(s) jurisdictional representative will determine the type of review or investigation.

In the event that the CRP method is selected, the Forest Service will provide the CRP Response Leader. The CRP Response Leader should establish cooperative relationships with other agencies involved in order to address the concerns and meet each responding agency's responsibilities.

Incidents involving more than one agency will require the Delegating Official(s) or designee(s) to collaboratively develop a Delegation of Authority for each of the agencies involved to sign. The CRP Response Leader should ask for and review any multi-agency agreements that may affect the review's conduct. This may involve negotiations, cooperative agreements, and coordination with the agency official(s) signing the Delegation of Authority. For example, a Memorandum of Understanding between the U.S. Department of the Interior (USDOI) and the U.S. Department of Agriculture (USDA) establishes the basis for interagency Learning Reviews of serious fire-related accidents.

The DASHO will negotiate the process to be used on cooperative reviews. The DASHO will consider the following:

- **Procedures.** Interagency teams should include personnel from both USDA and the cooperating agency.
- **Co-Team Leaders** will be assigned whenever the incident involves multiple agencies (either employees and/or jurisdictions). Team leaders and members from both agencies will then be assigned based on the situation's complexity and team member skills and experience.





## 8.2 Collateral Investigations

### 8.2.1 Description

Other agencies may have a jurisdictional responsibility to conduct their own investigation (e.g. local law enforcement, coroner, federal and state Occupational Safety and Health Administration (OSHA), Office of Inspector General (OIG) National Institute for Occupational Safety and Health (NIOSH), etc.). These collateral investigations are conducted independently of CRP reviews and investigations but may run concurrently. In such cases, CRP Team Leaders should continue their inquiries and establish a coordinated and cooperative relationship with these other agencies. Some specific examples of other agency investigations follow:

**Occupational Safety and Health Administration (OSHA)** determines whether an employer violated occupational safety and health standards leading to a death or hospitalization of three or more employees.

Federal OSHA offices have jurisdiction over federal employees and will have been notified of the serious incident by the agency safety manager prior to CRP Team arrival. State OSHA offices do not have jurisdiction over federal employees, federal volunteers, or federal agencies. The local OSHA Area Director will have knowledge of any local jurisdictional issues. State OSHA offices may get involved if victims are not federal employees (e.g. state personnel, contractors, or municipal employees). They may also be involved if the accident is on state land. **Federal employees are prohibited from providing interviews to state OSHA.**

When an OSHA Compliance Officer responds to conduct an accident investigation, the result may be that OSHA issues the responsible unit one or more Notices of Violation. Factual information shared with OSHA in the course of a CRP may be used to issue these notices. The Team Safety Representative should coordinate the OSHA investigation needs. The local safety manager will provide OSHA with the final Learning Review when it has been posted on Forest Service and/or Wildland Fire Lessons Learned Center Web sites.

In 1998, Congress allocated funds to the National Institute for Occupational Safety and Health (NIOSH) to address the continuing national problem of occupational firefighter fatalities and injuries. NIOSH has the authority to conduct independent investigations.

**Note:** Agencies should notify NIOSH of all on-duty firefighter fatality incidents, including deaths likely due to preexisting medical conditions (heart attacks, etc.). This notification is enacted through the respective agency's wildland fire safety managers or Office of Safety and Occupational Health (OSOH) Safety Manager. Based upon its investigations, NIOSH will develop narrative reports of events



surrounding firefighter deaths. These reports are distributed throughout the United States fire community.

**United States Department of Agriculture (USDA) Office of Inspector General (OIG)** has been mandated by Congress (Public Law 107-203) to conduct independent investigations of all fire-related entrapments or burn overs that result in a fatality involving Forest Service personnel. Upon completing the investigation, the Inspector General of the Department of Agriculture shall submit to Congress and the Secretary of Agriculture a report containing the OIG investigation's results.

### 8.2.2 Other Potential Collateral Investigations

Other investigations could include United States Department of Homeland Defense, Department of Defense, state or local law enforcement, and/or fire marshals.

The Law Enforcement and Investigations (LEI) Team Leader or Team Safety Representative will assess and coordinate the involvement of these collateral investigations under the guidance of the CRP Response Leader. Coordination with these organizations usually occurs when they have resources involved in the accident or have jurisdictional responsibilities.

**Criminal activity:** If there is substantiated criminal activity (e.g. an arson started wildfire) the CRP Response Leader and Directors of LEI and OSOH will confer with the DASHO to determine the appropriate agency response. This may result in the delay or cessation of the Learning Review Process if it is determined that the CRP cannot run concurrently with the ongoing LEI or other criminal investigation.

### 8.2.3 Aviation Accidents

Congress has designated the National Transportation Safety Board (NTSB) as the organization with primary responsibility over the investigation of all civil and public aircraft accidents (49 CFR 831.2). In the event of an aviation fatality, a Qualified Technical Investigator (QTI), most likely from the Safety Systems Enterprise Team, will provide trained personnel to interact with the NTSB and serve as a subject-matter expert under the Learning Review Team Leader. See the Learning Review Guide and associated Aviation appendix for more information.

- The NTSB can delegate to the Federal Aviation Administration (FAA) or the affected agency. The Department of the Interior, Office of Aviation Services, and/or the Forest Service may be granted status as a "party" to these investigations.
- **Combined Aviation and Ground Accidents:** Should an aviation or a combined aviation and ground accident occur, the NTSB will have overall authority of the accident scene and the aviation portion of the investigation.
- Close coordination and collaboration with the NTSB will be critical to the CRP Team's mission. The delegation of authority will include the CRP Response



Leader's responsibility to request party status to the NTSB investigation. An agency has the option to conduct an independent investigation or Learning Review (concurrent with the NTSB investigation) to look at agency-specific management, policy/processes, and organizational concerns.

Aviation accidents and incidents with potential (mishaps) are currently reviewed with a process described in Chapter 9 of FSM 5700 (chapter 5720). Smokejumper and helicopter rappelling operations are considered Forest Service aviation accidents if they occur before the employee has safely disembarked from the aircraft or before equipment has been unloaded.

The National Transportation Safety Board (NTSB) has the responsibility to investigate all Forest Service aviation accidents and certain incidents with potential (mishaps). This results in special interagency working relationships and deliverables designed to meet NTSB needs. This process will deliver products to meet those needs.

The NTSB will appoint an investigator-in-charge (IIC) to perform the NTSB factual investigation. The investigation process and direction is under the ICC's authority. The IIC will conduct the NTSB investigation in one of the following ways:

- The IIC conducts the on-site investigation, and the Qualified Technical Investigator (QTI) assists the IIC as requested in the collection of data to support the NTSB factual investigation following NTSB procedures.
- The IIC may delegate the on-site investigation to the Federal Aviation Administration (FAA). When the FAA conducts the on-site investigation, it does so with the NTSB's full authority. The Forest Service will appoint an ASI/QTI to be a liaison with the FAA on-site investigator, and the Forest Service will follow the FAA process.
- The IIC may delegate the on-site investigation to the Forest Service. When neither the NTSB nor the FAA conduct the on-site investigation, the QTI will conduct the on-site investigation and provide all data collected to the IIC in accordance with this process.

**Note:** In addition, the Forest Service investigation team may conduct a Learning Review in accordance with this investigation guide, concurrent with or following the NTSB investigation.

### 8.3 Authority

The Learning Review authority concerning accidents is established in the following:

- Public Law 107–203
- Title 5, USC 7902
- 29 CFR 1904.2
- 29 CFR 1960
- 41 CFR 101-37
- 49 CFR 830 NTSB



- Executive Order 12196
- FSM 5700, Aviation Management, Chapter 5720
- FSM 6700, Safety and Health Program, Chapter 6732.1
- FSM 5700, Aviation



## 9. Appendices

Appendix Title	Appendix Number
Employees Rights and Responsibilities in Administrative Investigative Interviews	1
Initial Actions To Be Taken by Unit	2
Local Unit Initial Actions to Support Agency Learning Reviews	3
Local Unit Initial Actions for Agency Learning Reviews	4
Team Considerations for Accident Scene Evaluation	5
Burn Protocols and Treatment	6
Facilitating Treatment of Traumatic Injuries	7
Learning Review Board Organization	8
Critical Incident Peer Support	9
Sample Delegation Letter	10

## **9.1 Appendix 1: Employees Rights and Responsibilities in Administrative Investigative Interviews**

**July 11, 2011**

**(Reference: Master Agreement Article 4, Section 3(b))**

This document addresses administrative investigations. In all types of interviews discussed below, you may be disciplined or even criminally prosecuted for making false statements. If an overt criminal violation is revealed during an administrative investigation, the investigator is obligated to stop the interview and notify Law Enforcement. This document addresses your legal rights in such circumstances; however, it does not address criminal investigations *per se*.

**Rights to representation.** There are two separate rights to representation in an interview. As noted below, whether both, one, or neither of these rights applies to a particular interview depends on whether you as the person being interviewed are (1) a subject of the investigation or are (2) a member of a bargaining unit who reasonably believes that the investigation may result in disciplinary action against you.

### **1. Basic right of representation for a subject of an investigation.**

It is Forest Service policy to honor any request by a subject of investigation to have an advisor, lawyer, or other representative present during the interview. You need not be a member of the bargaining unit to assert this right. You may assert this right prior to the beginning of the interview or at any time during it. You may not be disciplined for refusing to answer questions without an advisor, lawyer, or other representative present if you have requested one under these circumstances. If you wish an advisor, lawyer, or representative to be present for the interview, the interview will be cancelled or postponed for a reasonable period of time to allow you to obtain an advisor, lawyer, or representative.

### **2. Weingarten right of representation for a member of a bargaining unit.**

If you are a member of a bargaining unit and if you reasonably believe that the investigation may result in disciplinary action against you, you have the right to have a Union Representative present with you during the interview if you request it. You need not be a subject of the investigation to assert this right. You may assert this right prior to the beginning of the interview or at any time during it. You may not be disciplined for refusing to answer questions without a Union Representative present if you have requested one under these circumstances. If you wish a Union Representative to be present for the interview, the interview will be cancelled or postponed for a reasonable period of time to allow you to obtain a Union Representative. You have the right to meet with the Union Representative in advance of the interview, and during the examination,



the Union Representative may assist you. If a statement has been taken, you will be promptly provided with copy of their signed statement.

### **3. Voluntary interviews.**

You may be asked but not ordered to participate in an investigatory interview. It is strictly up to you whether you wish to participate in a voluntary interview. You may decline to do so. If you begin to participate and change your mind, you may stop the interview and leave at any time. You will not be disciplined for non-participation. However, your silence can be construed in an administrative proceeding for its evidentiary value that is warranted by the facts surrounding your case. Since no coercion is involved in a voluntary interview, anything you say may be used as evidence against you in either an administrative or criminal proceeding.

### **4. Safety investigation interviews.**

Safety investigation interviews are guided by the same rules as voluntary interviews. You may be asked, but not ordered, to participate in a safety investigation interview. It is strictly up to you whether you wish to participate in this voluntary interview. You may decline to do so. If you begin to participate and change your mind, you may stop the interview and leave at any time. You will not be disciplined for non-participation. The purpose of a safety investigation is to determine the cause of the incident and to develop processes that will prevent a recurrence. If an overt criminal violation is revealed during a safety investigation, the investigator is obligated to stop the interview and notify Law Enforcement.

### **5. Involuntary interviews.**

If ordered to do so, you are required to provide information you have obtained in the course of employment to authorized representatives of the department or agency in investigations related to official matters. Failure to cooperate may constitute a basis for disciplinary action up to and including removal. You are required to answer questions related to your official duties even if your answers may lead to administrative discipline because there is no constitutional right regarding self-incrimination in *administrative* matters. However, you may not be coerced into self-incriminating yourself in a criminal matter. Court decisions have established that the threat of dismissal from one's job is coercive. If you believe your answer to a question may incriminate you in a *criminal* matter, you are within your rights to say so and refuse to answer it. If, on the other hand, you do disclose information with criminal implications in an involuntary interview, you may be able to suppress its use in subsequent criminal proceedings on the grounds your disclosure was coerced.

## 6. Use immunity for compelled testimony.

The agency may compel you to answer questions that would reveal criminal acts on your part only if you are given written assurance that neither your answers nor any information or evidence that is gained through their use can be used against you in any criminal proceeding. This is known as “use immunity.” Since use immunity requires approval from the Department of Justice, it is only offered in rare and exceptional circumstances. Should you be faced with this situation, you will be provided with form FS 5300-17b (Kalkines warning), which documents the use immunity and your rights and responsibilities. Use immunity does not limit the right of the agency to impose administrative discipline as appropriate.

**Note:** There is no mandatory requirement to provide bargaining unit employees with this document during an administrative investigation unless the employee requests it.





## 9.2 Appendix 2: Initial Actions To Be Taken by Unit

### X.0 Objective

To delineate the actions that should be taken at the unit where the incident occurred.

### A2.1 General

The Agency Administrator is responsible to immediately initiate actions, which provide effective, efficient, and timely leadership in critical incidents within his or her jurisdiction. Exhibit X-1, *Local Unit Initial Actions for Agency Learning Reviews*, serves as a general guide for actions the Agency Administrator should initiate. Additional actions may also be found in the unit Emergency Response Plan. Exhibit X-1 should be faxed or emailed to the local unit upon notification of the accident by the respective agency(s) office responsible for delegating the Coordinated Response Protocol Team.

### A2.2 Initiate Unit Emergency Response Plan Procedures

The Agency Administrator should determine the scope of the accident; the jurisdictions involved, and other affected agencies and implement the unit's Emergency Response Plan.

The National Wildfire Coordinating Group publication *PMS 926 Agency Administrator's Guide to Critical Incident Management* is a resource available to Agency Administrators for the overall management of critical incidents within their jurisdictions. This publication is available for download at <http://www.nwcg.gov/pms/pubs/pubs.htm>.

As soon as practical following the initial response, notification of the accident/incident should proceed to the following groups or individuals:

- Agency Headquarters: Designated Agency Safety and Health Official (DASHO) and Occupational Safety and Health (OSOH) and Law Enforcement and Investigations (LEI) Directors.
- County Sheriff or local law enforcement as appropriate to jurisdiction.
- Agency Law Enforcement.
- Responsible Safety Manager.
- Occupational Safety and Health Administration (OSHA) (within 8 hours if the accident resulted in one or more fatalities or if three or more personnel are hospitalized on an inpatient status).<sup>5</sup>
- National Institute for Occupational Safety and Health (NIOSH) for all firefighter fatalities.
- National Interagency Coordination Center (NICC) for all wildland fire accidents.

---

<sup>5</sup> OSHA CONTACT NUMBER: 1-800-321-OSHA.



- Public Affairs

Agency-specific reporting requirements shall be followed and notification made through chain of command. The Agency Administrator shall prepare and issue the 24-hour Preliminary Report to the appropriate officials.

More information on the 24-hour Preliminary Report, including a template, can be found in the stand-alone Learning Review Guide.

### **A2.3 Ensure Injured Firefighters Receive Medical Treatment (Burn Protocol)**

Treatment, transport, and follow-up care must immediately be arranged for injured and involved personnel.

### **A2.4 Secure Accident Scene**

The incident site should be secured immediately by agency personnel and/or law enforcement and nothing moved or disturbed until the area is photographed and visually reviewed.

If the accident occurred on a wildland fire, there may be a standard temporary flight restriction (TFR) (reference: FAA-TFR 91.137a[2]) in place, but verification of such restriction should occur.

**Note:** A TFR cannot be established to prevent media access. Should multiple aircraft be in the area, aerial supervision should be ordered to facilitate air-space congestion.

### **A2.5 Accounting of Incident Personnel**

The responsible Agency Administrator will account for all agency personnel and non-agency personnel involved in the incident and identify any issues or concerns that may lead to additional trauma or injury (including psychological trauma) to the best of the Agency Administrator's ability.

### **A2.6 Notification of Serious Injury or Fatalities**

When a serious accident occurs, the responsible manager will ensure that local notifications are made (e.g., dispatch, front office, law enforcement, etc.). Names of personnel involved will not be communicated over the radio.

The Agency Administrator/Incident Commander shall prepare and submit Exhibit 2-2 NWCG Wildland Fire Fatality and Entrapment Initial Report Form PMS 405-1, download from the [National Wildfire Coordinating Group Web site](http://www.nwcg.gov/pms/forms_otr/pms405-1.pdf).<sup>6</sup>

---

<sup>6</sup> Go to [http://www.nwcg.gov/pms/forms\\_otr/pms405-1.pdf](http://www.nwcg.gov/pms/forms_otr/pms405-1.pdf).



## **A2.7 Assign Unit Point of Contact to Coordinated Response Protocol Team**

The Agency Administrator shall assign a unit Point of Contact (POC) for the Coordinated Response Protocol (CRP) Team (ensure the individual assigned was not directly involved in the accident). This person should have local area knowledge and should support the CRP Team's logistical and administrative needs during the review. The POC is not considered a CRP Team member and should not be involved in any CRP Team discussions.

## **A2.8 Information and Media Releases**

Release of information to the news media (e.g., news releases, talking points, etc.) should be organized with the CRP Information Coordinator.

For federal wildland fire-related CRPs, the National Interagency Fire Center (NIFC) Public Information Officer may coordinate release of information.

Information can include the following:

- Number of victims (never release names of injured victims)
- Name of fatality victim(s) if next of kin has been notified
- Severity of injuries or property damages (Do not release names of injured employees)
- Synopsis of known information
- Cause of death from autopsy results
- Release of Learning Review Reports

## **A2.9 Autopsy Coordination and Toxicology Request**

Autopsy coordination and toxicology requests should be standardized and coordinated through the Fire and Aviation Management Medical Doctor (Jennifer Symonds, [jmsymonds@fs.fed.us](mailto:jmsymonds@fs.fed.us), (208)387-5970) for Forest Service incidents.

The U.S. Fire Administration developed the Firefighter Autopsy Protocol for the purpose of providing medical examiners, coroners, and pathologists a uniform, recommended procedure for investigating the causes and contributing factors related to firefighter deaths. The [Firefighter Autopsy Protocol](#)<sup>7</sup> is available on the U.S Fire Administration Web site:

Every attempt will be made to provide this protocol to the medical examiner/coroner. The Learning Review Team Leader should follow up with the medical examiner/coroner to ensure it was provided.

---

<sup>7</sup> Go to [www.usfa.dhs.gov/downloads/pdf/publications/firefighter\\_autopsy\\_protocol.pdf](http://www.usfa.dhs.gov/downloads/pdf/publications/firefighter_autopsy_protocol.pdf).



### **A2.10 Collect Documentation for Incoming CRP Team**

Refer to Exhibit X-1 for types of information that should be collected for investigations.

### **A2.11 Assess Traumatic Impact to Survivors**

It is the Agency Administrator's responsibility, with the help of main Staff Officers and managers, to assess and estimate the scale of impacts to employees on the unit resulting from a critical incident and order the necessary support. This can be done with the help of Regional/Geographic Area and/or national Critical Incident Stress Management (CISM)/Critical Incident Peer Support (CIPS) Coordinators. Each unit is encouraged to determine the CIPS capacity and expertise within the unit's Region. Most Geographic Area Coordination Centers (GACCs) or Regional Fire Operations Risk Management Officers can help provide area or Regional/Geographic Area CIPS contacts. Further explanation is provided in Appendix 9 (topic 9.9).

### **A2.12 Presentation of Relevant information to Coordinated Response Protocol (CRP) Team**

Once the CRP Team is formed and on scene, the sponsoring unit should provide an in-brief. This briefing should include the information collected to this point; any known hazards or issues of community or local concern; a Point of Contact (POC) for the sponsoring unit; location of witnesses and their availability to the CRP Team; and any other relevant information.

It is human nature to begin to draw conclusions about incidents. However, the sponsoring unit should avoid providing direction or asking the CRP Team to answer specific questions, as this may introduce bias. If the sponsoring unit has some specific goals or desires, they should be shared with the Learning Review Team Leader only.



## 9.3 *Appendix 3: Local Unit Initial Actions to Support Agency Learning Reviews*

### **Actions to Be Accomplished By the Unit – Prior to Learning Review Team Arrival**

**Secure the Site.** Upon completion of the initial rescue and medical assistance, the scene must be secured by Forest Service law enforcement officers until released by the Learning Review Team Leader. Methods to secure the site follow:

- Ropes
- Signs
- Barrier tape
- Flashing lights
- Cones
- Posted guards

Do not move equipment, shelters, or any other items at the scene. Do not walk around the scene unless it is necessary for rescue or medical assistance. Nothing should be removed from the scene without permission from the Learning Review Team Leader or Qualified Technical Investigator (QTI). Material relevant to the incident and scene must be preserved at the scene. Photographs of the scene (video or stills) must be obtained before the Learning Review Team arrives to prevent loss tampering, vandalism, or degradation due to environmental events such as rain, snow, wind, etc.

**Autopsies.** Request an autopsy for all fatalities. Offer to pay for the autopsy if private funding is an issue. Ask the Law Enforcement and Investigations (LEI) Team Leader to provide a liaison to the county medical examiner or coroner if the Fire and Aviation Management medical officer is not available. Access to emergency (911) logs and police reports may be needed. In case of a fire-related fatality, immediately provide the county medical examiner or coroner with a copy of the FA-156 Firefighter Autopsy Protocol.

**Employee Well-Being.** The Coordinated Response Protocol (CRP) Response Team Leader will coordinate with the CRP Critical Incident Stress Management (CISM) Coordinator to provide Critical Incident Peer Support (CIPS) for affected employees before the arrival of the Learning Review Team (see Appendix 9 [topic 9.9]).

**Learning Review Team Administrative Support.** The Learning Review Team, in coordination with the CRP Logistics Coordinator, will require the following:

- Wireless and/or wired internet and Forest Service intranet access
- Learning Review Team local unit liaison, including phone numbers and fax numbers
- Lodging/meeting place for the Learning Review Team (including private deliberation dialogue room); coordinate with the Learning Review Team Leader
- Office supplies (including flip charts, markers)



- Documentation support (at the discretion of Learning Review Team Leader)
- Printer and shredder
- Vehicles
- Fax Machine, Printer, Copier (preferably 4-in-one type)
- Speaker phones
- Access to a purchase card

**Material Relevant to Incident Collection.** The following items should be collected in advance and secured if possible and provided to the Learning Review Team Leader on arrival:

- Radio logs (written and recorded)
- Dispatch logs
- Occupant emergency plans
- Maps
- Applicable job hazard analyses (JHA)
- Employee safety briefings to include tailgate briefings as applicable
- Team briefings
- Employee training records
- Medical examination records (may require coordination with FAM medical officer)
- Work capacity test results
- Qualifications/certifications (including red cards)
- Work/rest (timesheets) for at least two pay periods (current and before the incident)
- Recent fire assignments
- Equipment maintenance records
- Equipment performance tests
- Inspection documents
- Fire management plan
- Remote automated weather system information (RAWS)
- Weather (forecast/conditions)
- Fire behavior analysis
- Incident action plans/personnel lists
- Delegation of authority letters or memos
- Memorandum of understanding (MOUs)/agreements
- Specifications/drawings
- Press releases
- Autopsy/toxicology report (may require coordination with FAM medical officer)
- Death certificate
- 911 Log
- Internal policies/guidelines
- Unit's safety plan

## 9.4 Appendix 4: Team Leader and Review Protocol Selection Criteria

The template below identifies the appropriate Learning Review Team Leader designation and Review Protocol selection in the case of a serious fire-related accident involving USDA Forest Service (Forest Service) and Department of Interior (DOI) personnel that results in one or more fatalities or the hospitalization of three or more employees.

**Team Leader Selection Criteria**

<b>Victim's Location and Employment</b>	<b>Designated Leader</b>
Forest Service employee on interagency DOI-led fire	Forest Service Leader DOI Deputy Forest Service Protocol
DOI employee on interagency DOI-led fire	DOI Leader Forest Service Deputy DOI Protocol
Forest Service employee on interagency Forest Service-led fire	Forest Service Leader DOI Deputy Forest Service Protocol
DOI employee on interagency Forest Service-led fire	DOI Leader Forest Service Deputy DOI Protocol
DOI and Forest Service employees on interagency Forest Service-led fire	Forest Service Leader DOI Deputy Forest Service Protocol
DOI and Forest Service employees on interagency DOI-led fire	DOI Leader Forest Service Deputy DOI Protocol
Forest Service employee on Forest Service fire (Not an interagency fire)	Forest Service Leader Forest Service Protocol
DOI employee on DOI fire (Not an interagency fire)	DOI Leader DOI Protocol
Forest Service and DOI employees on unified command or cooperator fires	Team Leadership and Protocol to be coordinated by Forest Service DASHO and DOI Agency Administrator

**Appendix 4, Figure 1: Team Leader Selection Criteria Table**



## **9.5 Appendix 5: Team Considerations for Accident Scene Evaluation**

### **A5.0 Objective**

To describe the safety, site security, and coordination requirements that precede on-scene evaluation of accident and incident sites.

### **A5.1 Site Safety Consideration and Operational Control**

Any site security procedures that had been established prior to the Coordinated Response Protocol Team's arrival should be documented and communicated to the Team Safety Representative and the CRP Response Leader. The CRP Response Leader should coordinate with the Agency Administrator and on-scene authority or Incident Commander for information regarding site security and access as necessary.

**Note:** The accident site must be secured and hazards identified and mitigated to an acceptable level prior to entering or visiting the site.

The CRP Response Leader should work through the Law Enforcement and Investigations (LEI) Team Leader to coordinate with local law enforcement to ensure that any available preliminary investigation information and/or special interest in the incident are known.

- If objective information that may be easily disturbed is contained within the incident site, the Learning Review and Law Enforcement Team Leaders should consider controlling access. The accident scene should be controlled.
- People not assigned to the CRP Team or not authorized (as determined by the CRP Response Leader) to the site should be prohibited from entering.
- The entire accident site needs to be controlled and the objective information protected until the CRP Response Leader releases it.

### **A5.2 Planning the Accident/Incident Evaluation**

Once the Team arrives at the local area and completes in-briefings, assessment of the accident site is generally the next step. The Learning Review Team Leader and/or the Team Safety Representative should coordinate all accident site visits with any other agencies assigned to investigate the accident and/or those who have jurisdictional responsibilities for the accident.

For wildland fires, the following steps are to be taken:

- Receive advanced approval from the Incident Management Team (i.e. Incident Commander (IC) or delegated representative) for visiting the fireline.





- The IC will likely assign a liaison to the CRP Team to ensure this coordination takes place for each visit.
- Visitors must maintain communications with the Division/Group Supervisor or the appropriate fireline supervisor of the area they are visiting.
- Team members visiting the fireline will need specific personal protective equipment (PPE) and meet basic requirements for visiting the fireline (see non-escorted and escorted sections below.)

### **Required Field Attire and Fireline Personal Protective Equipment**

#### **Field Attire**

- Appropriate field attire in accordance with agency policy.
- PPE as identified in the Job Hazard Analysis (JHA)/Risk Assessment (RA).

#### **Wildland Fire**

- Boots – a minimum of 8-inch high, lace-type, leather exterior work boots, with Vibram-type or other melt resistant soles (The 8-inch height requirement is measured from the bottom of the heel to the top of the boot); Alaska is exempt from the Vibram-type sole requirement
- Fire Shelter (M-2002)
- Hard hat with chin strap
- Yellow long-sleeve flame resistant shirt
- Flame resistant trousers
- Leather or leather/flame resistant gloves
- Hand tool
- Water canteen
- Ear plugs/hearing protection if exposed to high-noise-level equipment
- Other equipment or PPE as identified by local conditions, material safety data sheet (MSDS) or Job hazard Analysis/Risk Assessment

Team members who visit the fireline should have these items or make arrangements to obtain these items upon arrival and before traveling to the site.

Visits to the fireline may be “escorted” or “non-escorted” depending on the following requirements:

**Non-Escorted:** Visitors must have successfully completed the Work Capacity Test (WCT) at the “light” fitness level. Non-escorted visitors (1) must have adequate communications and radio training; and (2) must have completed the following training: Introduction to Fire Behavior (S190); Firefighter training (S-130); and Annual Fire Safety Refresher Training. Deviation from this requirement must be approved by the IC for other non-escorted support personnel involved in vehicle operations or other support functions or established roadways and working in areas that pose no fire behavior threat.



**Escorted personnel:** All personnel lacking the above training and physical requirements must be escorted while on the fireline. Visitors must receive training in the proper use of PPE.

The requirement for carrying hand tools and water is to be determined by escort. Visitors must be able to walk in mountainous terrain and be in good physical condition with no known limiting conditions. Escorts must be minimally qualified at the Single Resource Boss. The Incident Commander must approve any deviation from this requirement.

### **Helicopter Transportation and Over-Flights (Fire and Non-Fire)**

Personnel who take helicopter flights must meet requirements as identified in the Interagency Helicopter Operations Guide (IHOG) and receive a passenger briefing and have the following required PPE: A flight helmet, leather boots, fire-resistant clothing, and all leather or leather and Aramid gloves. Occasional passengers have no training requirement, but a qualified flight manager must supervise loading and unloading of passengers. (Check IHOG requirements prior to embarking.)

#### **A5.3 Approaching the Accident Site**

The Learning Review Team Leader has control of the accident site and should approach the site methodically, obtaining the overall picture to identify and preserve perishable information upon arrival at the site. Prior to arrival on-site, the Learning Review Team Leader will address or delegate the following:

- Identify accident-site attendees
- Determine extent of the site to be surveyed
- Identify necessary tasks, their completion order, and person(s) responsible
- Note site security and entry requirements (if any)
- Conduct initial site description and mapping
- Take photographs detailing the entire site and objective information before moving items
- Collect objective information
- Log objective information; items removed from the accident site must be recorded in the objective information log to establish the chain of custody

#### **A5.4 Accident Site Initial Description**

The site description needs to be carefully prepared to ensure it is accurate and clear. Drawings, photographs, maps, and historical records can all be useful.



### **A5.5 Accident Site Integrity**

In most cases the accident site has been disturbed (e.g., EMS response). If needed, site reconstruction or imagery can be developed using witness statements, photographs, digital film, or any other means available to the CRP Team.



## 9.6 *Appendix 6: Facilitating Treatment of Traumatic Injuries*

**File Code:** 6180

**Date:** July 1, 2013

**Route To:**

**Subject:** Revised Addendum to Facilitating Treatment of Traumatic Injuries

**To:** All Employees

This letter provides additional guidance to assist employees, supervisors, and units in addressing traumatic injuries, including those that are incident (wildfire) related. The first priority in a work-related traumatic injury is to ensure the employee receives expedient medical treatment.

We recognize the nature of an injury can complicate field treatment, stabilization, and transport of traumatically injured employees. The seriousness of an injury may be difficult to determine; therefore, all work-related traumatic injuries will be assessed by the on-site individual with the highest level of medical certification. This person will direct patient care, transport, and provide treatment until the employee is released to the care of a senior medical professional (e.g., life-flight nurse/paramedic, ambulance paramedic, emergency room physician, etc.). A seriously injured employee will be transported to the nearest emergency room or trauma center, unless otherwise directed by a physician. The local unit shall immediately assign a liaison to provide assistance to the injured employee. The liaison will communicate on behalf of an incapacitated employee to his/her family, coworkers, and supervisor as well as direct media inquiries to the appropriate Public Affairs/Information Officer and Line Officer. In addition, the liaison will assist the Human Resources Management, Workers' Compensation (HRM WC) case manager in obtaining information required to expedite the claim process.

General guidance in dealing with traumatic injuries sustained in an emergency incident is found in the Interagency Incident Business Management Handbook, Chapter 10, and the Interagency Standards for Fire and Aviation Operations, Chapter 7. As these publications provide interagency direction, please refer to the steps below and the enclosed document for Forest Service-specific guidance on traumatic injuries involving burns.

- After on-site medical response, initial medical stabilization, and evaluation are completed, the decision to refer the employee to a specialty care physician/facility is made only by the attending physician. Workers' Compensation (WC) benefits may be denied in the event the employee is



transported to a specialty care physician/facility without a referral from the attending physician.

- The Agency Administrator or designee for the incident will coordinate with the employee's home unit to identify a patient liaison. This liaison will help the injured employee file the WC claim and coordinate with Human Resources Management (HRM) WC.

Our goal is to ensure our injured employees are afforded quality medical care in accordance with the Federal Employees Compensation Act. If you have questions regarding this letter, please contact Kirk Powell, WC Program Manager, at (505) 944-8116, or [kdpowell@fs.fed.us](mailto:kdpowell@fs.fed.us).

*/s/ Gerry L. Jackson (for)*

J. LENISE LAGO

Deputy Chief for Business Operations

Enclosure

cc: pdl wo ops asc hrm hros

Kirk D Powell

*Appendix 6, Figure 1*



## 9.7 Appendix 7: Burn Protocols and Treatment



### NATIONAL WILDFIRE COORDINATING GROUP

National Interagency Fire Center  
3833 S. Development Avenue  
Boise, Idaho 83705

#### MEMORANDUM

Reference: NWCG#012-2008

To: NWCG Executive Board

From: NWCG Chair *Brian McManis*

Date: July 10, 2008

Subject: Standards for Burn Injuries

The following standards will be used when any firefighter sustains burn injuries, regardless of agency jurisdiction.

After on-site medical response, initial medical stabilization, and evaluation are completed; the agency administrator or designee having jurisdiction for the incident and/or firefighter representative (e.g. Crew Boss, Medical Unit Leader, Compensations for Injury Specialist, etc.) should coordinate with the attending physician to ensure that a firefighter whose injuries meet any of the following burn injury criteria is immediately referred to the nearest regional burn center. It is imperative that action is expeditious, as burn injuries are often difficult to evaluate and may take 72 hours to manifest themselves. These criteria are based upon American Burn Association criteria as warranting immediate referral to an accredited burn center.

The decision to refer the firefighter to a regional burn center is made directly by the attending physician or may be requested of the physician by the agency administrator or designee having jurisdiction and/or firefighter representative.

The agency administrator or designee for the incident will coordinate with the employee's home unit to identify a Workers Compensation liaison to assist the injured employee with workers compensation claims and procedures.

Workers Compensation benefits may be denied in the event that the attending physician does not agree to refer the firefighter to a regional burn center. During these rare events, close consultation must occur between the attending physician, the firefighter, the agency administrator or designee and/or firefighter representative, and the firefighter's physician to assure that the best possible care for the burn injuries is provided.

NWCG#012-2008  
Standards for Burn Injuries

Page 1 of 2

**Burn Injury Criteria**

Partial thickness burns (second degree) involving greater than 5% Total Body Surface Area (TBSA).

Burns (second degree) involving the face, hands, feet, genitalia, perineum, or major joints.

Third-degree burns of any size are present.

Electrical burns, including lightning injury are present.

Inhalation injury is suspected.

Burns are accompanied by traumatic injury (such as fractures).

Individuals are unable to immediately return to full duty.

When there is any doubt as to the severity of the burn injury, the recommended action should be to facilitate the immediate referral and transport of the firefighter to the nearest burn center.

As list of possible burn care facilities can be found at:

<http://www.blm.gov/nifc/st/en/prog/fire/im.html>.

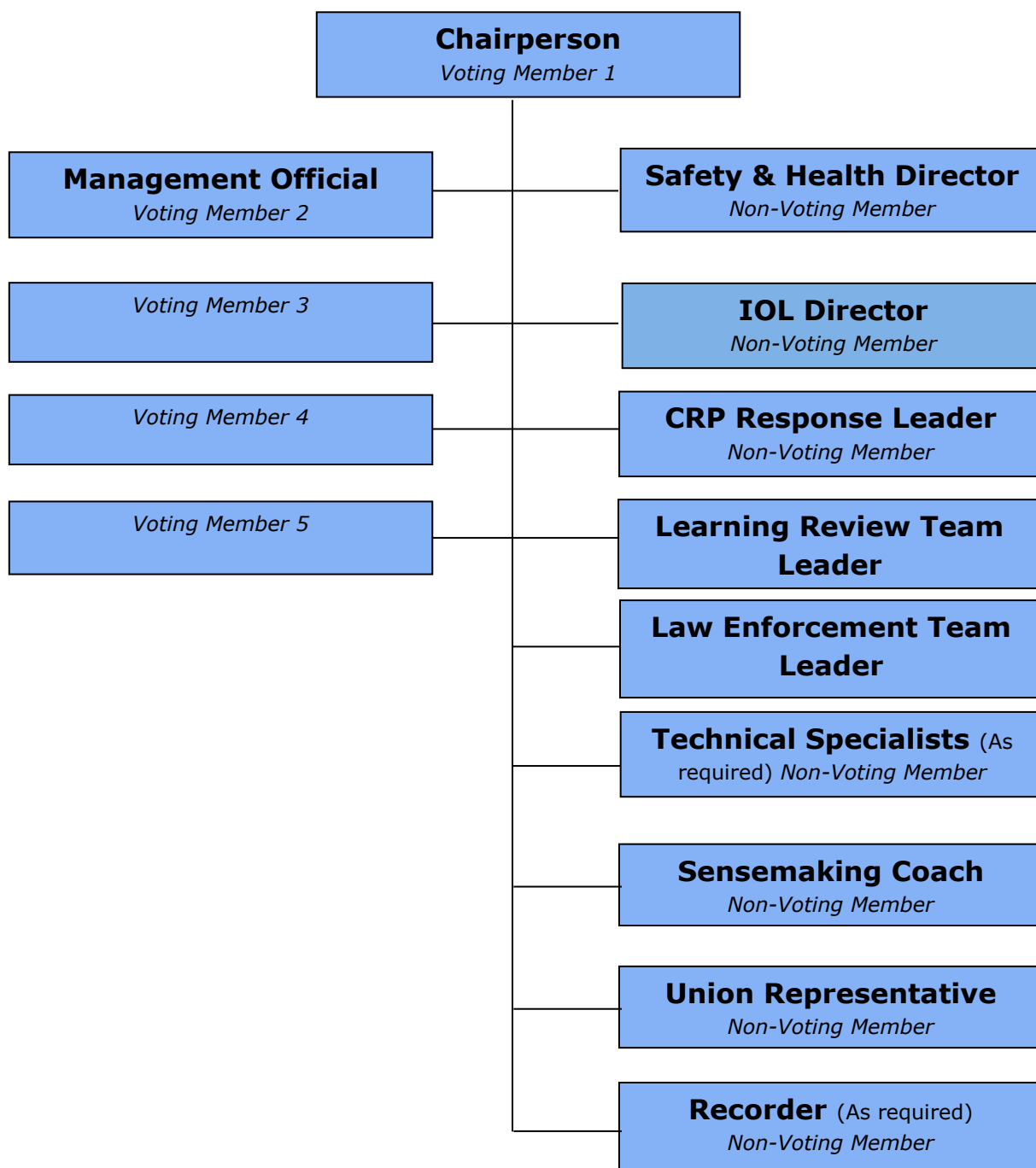
For additional NWCG incident emergency medical information see:

<http://www.nwcg.gov/teams/shwt/iemtg/index.html>

If you have any questions, please contact your agency representative to the Safety and Health Working Team.



## 9.8 Appendix 8: Learning Review Board Organization



*(Attendance of other non-board members at discretion of LRB Chairperson.)*

Appendix 8, Figure 1: Learning Review Board Organization Chart



## **9.9 Appendix 9: Critical Incident Peer Support (CIPS)**

### **A9.0 Objective**

This appendix describes the role, purpose, and coordination of Critical Incident Peer Support (CIPS) specific and relative to the Coordinated Response Protocol (CRP) process.

#### **A9.1 Intent of Critical Incident Stress Response within Coordinated Response Protocol (CRP) Guidance**

As noted previously in this CRP Guide (Chapter 4 [under topic 4.2.2]), the most likely and appropriate immediate response to traumatic stress within the scope of Critical Incident Stress Management (CISM) is Critical Incident Peer Support (CIPS). It is recognized that individuals and groups that have participated in appropriate crisis interventions such as CIPS are better able to identify and cope with critical incident traumatic stress, which can often be exacerbated by interviews and investigations. It has also been found that those who participate in CIPS prior to interviews are better prepared for the interview process and its possible impacts and are better able to recall and relay accurate accounts of events. Appropriately conducted and timed CIPS within the CRP process is in the best interest of our personnel and supports CRP-process desired outcomes.

The information contained within Appendix 9 provides guidance, recommendations, and insight into how Critical Incident Peer Support should be delivered and coordinated within the CRP process. The CRP Guide does not contain national, Regional, or local peer support program direction. Details such as CISM/CIPS roles and responsibilities, ordering and response guidance, and other components of the larger, more comprehensive Critical Incident Stress Management program will be found within the Forest Service CISM Program once it is made available (currently under construction/consideration for Forest Service-wide adoption). The following guidance is a placeholder until the CISM Program Guide is approved.

#### **A9.2 Critical Incident Peer Support (CIPS) within the Context of a Critical Incident Stress Management (CISM) Program**

Critical Incident Stress Management (CISM) is a multi-phase, programmatic approach to employee well-being relative to exposure to psychological trauma and stress associated with critical incidents such as serious accidents or fatalities. Future Forest Service development of a CISM program may include phases such as formal agency acknowledgement; traumatic stress and critical incident preparedness and training; immediate post-incident crisis intervention (i.e., Critical Incident Peer Support); near-term employee care and resiliency toward long-term coping/recovery support and/or intervention for care-givers and critical incident responders, (e.g., peer supporters,



Honor Guard, CRP Team members, NIMO/memorial IMT responders, etc.); and agency research of impacts to human performance and techniques to respond to critical incidents and traumatic stress. Clinical programs also identify multi-phased approaches to crisis intervention as a comprehensive CISM discipline. Peer support is a phase within both the potential future Forest Service CISM program and within clinical CISM disciplines.

### **A9.3 Critical Incident Peer Support (CIPS) Organization and Ordering**

The Forest Service is currently exploring and making efforts to establish an agency-wide program where organizational structure and protocols described below are yet to be standardized. At this time, in the absence of a standard and sanctioned Forest Service National CISM program, this guide attempts to capture all likely scenarios and options relative to Forest Service CIPS organization and ordering.

CIPS programs are typically organized within each Forest Service Region or Geographic Area (GA). Some GA Peer Support programs are interagency by design to include Forest Service participation or coordination. Some Forest Service Regions are currently developing capacity. Historic CIPS response groups have been interagency (including non-federal partners) as programs have developed organically from interest and identified need at the ground or local unit level. Current trends and program development are likely moving toward an interagency program at multiple levels of the organization. Capacity issues in providing peer support has necessitated an interagency approach. Future CIPS responses within a CRP response will likely include non-Forest Service CIPS Team members or CIPS Team leadership. Some Regions and/or GA CIPS programs have been or intend to be chartered under their respective Geographic Area Coordination Groups while other Regional CIPS programs operate under the direction of Regional Forest Service Fire and Aviation Management (FAM) Leadership. Some Regional programs have an annual application process; conduct annual meetings and after-action reviews; and have a continuing evaluation process of their programs and participants.

All CIPS Team members will have common training and course completion certification under the curriculum of the International Critical Incident Stress Foundation (ICISF). Peer supporters will have at a minimum completed “Assisting Individuals in Crisis” (basic course). More experienced peer supporters and CIPS Team leadership will have completed “Advanced Group Crisis Intervention,” and/or “Strategic Response to Crisis,” and/or “Suicide Prevention, Intervention, and Post-vention.”

Ordering CIPS is the responsibility of the Agency Administrator of the unit in need (reference NWCG PMS 926 – Agency Administrator’s Guide to Critical Incident Management). Most Regions/GAs have supplemental orientation and guiding information available to Agency Administrators and leadership. A unit will order CIPS through the formal interagency dispatch resource ordering system (ROSS). Until a



formally recognized qualification acronym is approved by Incident Qualifications and Certification System (IQCS) Change Management Board, CIPS members' status should be Technical Specialists (THSP). CIPS Teams are generally mobilized and "rostered" in self-sufficient groups, the size of which is determined by the scope of impact of the critical incident. It is not uncommon for multiple CIPS Teams to be mobilized to multiple locations if more than one affected homogenous group is identified. This may extend across multiple GAs. These CIPS Teams are typically organized with a more experienced and locally (Regional/GA program) identified CIPS Team Leader, several Peer Support Team members, and a Clinician (see roles and responsibilities below).

Regional/GA CIPS and/or CISM Coordinators are the best source for immediate assistance in identifying capacity and expertise when fulfilling a CIPS request for a critical incident. If/when the Forest Service National CISM Coordinator position is occupied, this person may also help fill a CIPS request for coordinating team membership, clinical support, or logistics where Regional/GA program development is insufficient or CIPS capacity limitations have been reached.

Immediate communication and coordination must occur between the CRP Response Leader and the identified CIPS contact (Forest Service National CISM Coordinator, Regional/GA CIPS Coordinator, or local Agency Administrator) due to the separation in ordering responsibility and mobilization. Current practices do not include a single ordering point for both CIPS and CRP resources.

All efforts should be made among the options to fulfill a dedicated liaison to the CIPS Team within the CRP Team. Among the options to fill the need of the CRP CISM Coordinator, the first is developing a national CRP CISM Coordinator roster of experienced CIPS individuals much like the existing roster of CRP Response Leaders and CRP Learning Review Team Leaders. This roster ideally would include those individuals who have prior experience in leading CIPS groups and if possible, experience with the CRP process. This roster would provide continuity across multiple CRP assignments and aid in establishing rapport and continuity among CIPS and other CRP Team Leaders. It should be noted that the CRP CISM Coordinator roster would not be utilized to fill the role of the CIPS Team Leader. Rather, CIPS Team Leaders will be determined at a Regional or Geographic Area (GA) level (see Appendix 9).

If selecting from a CRP CISM Coordinator roster is not an option for a particular CRP response, the next logical step would be to look to each Regional or GA CIPS Coordinator with jurisdiction of the incident to fill the role of CRP CISM Coordinator. Caution, however, should be exercised here due to the various stages of capacity and experience that exists across all Regions/GAs. Not all Regions have the same depth of experience or capacity to fill this role.

As a last resort, the assigned CIPS Team Leader mobilized with the CIPS group to support impacted personnel may be asked to coordinate directly with the CRP



Response Leader. This is the least preferable option. If all other options have been exhausted to fill a dedicated liaison in the CRP CISM Coordinator position, discrete and deliberate actions must be taken to reduce the impact on the CIPS Team Leader and avoid conflicts of interest. See roles and responsibilities in Chapter 4. Success in coordination to reduce impacts to affected employees will be challenging if this last resort is implemented. It is important to know that CIPS mobilization is capacity-dependent and much like a fire incident response, CIPS responses draw upon a small population of trained and experienced interagency individuals who carry this skill and desire as a collateral duty to their regular position. Therefore, CIPS Team Leaders are likely to be mobilized and rotated among a small population of available personnel.

A CRP CISM Coordinator other than the CIPS Team Leader adds value by overtly demonstrating true separation in the missions of CIPS and the Learning Review (and other components of CRP), respect for employee privacy, and maintaining span-of-control and adequacy to meet the peer support needs of the affected employees. The CIPS Team Leader mobilized with the CIPS group must be able to devote the time, effort, and attention to overseeing the “tactical” needs of CIPS interventions and assessments; respond to the administrative demands of supervising the group of peer supporters; and meet the other CIPS-internal planning and coordination expectations. Utilizing an individual other than the CIPS Team Leader as the CRP CISM Coordinator provides the opportunity and environment necessary to perform the CIPS Team Leader role appropriately by a separate and dedicated individual.

#### **A9.4 CISM Roles and Responsibilities within the CRP Forest Service National CISM Coordinator (if/when position is occupied)**

This responsibility is strategic and does not necessarily reside in the locations where CIPS or CRP processes are conducted. This position becomes involved in high complexity situations such as helping in critical incident situations of greater complexity such as a Line of Duty Death (LODD) involving the CRP process and/or when multiple events occur requiring CIPS and CRP coordination. If/when this position is encumbered, it may be the dedicated CRP CISM Coordinator among the options recommended in Chapter 4. In the event the Forest Service National CISM Coordinator becomes the CRP CISM Coordinator (see figure 2 in Chapter 3), then the roles and responsibilities would adjust as noted in Chapter 4 [under topic 4.2.2], and the position will mobilize with the CRP Team and reside in the location where CIPS and CRP processes are conducted. Roles relative to a CRP response include the following:

- Lead in the development of a national CRP Roster of CISM Coordinators based on the recommendations and experience of Regional/GA CIPS programs.
- Facilitate and/or recommend individual CRP CISM Coordinator assignments from the aforementioned roster.



- Support Agency Administrator or Regional/GA CIPS Coordinator in assessing complexity and determining the type of peer support needed for the incident and the scope of the CIPS response.
- Coordinate with the CRP Response Leader on an initial crisis intervention response until the CIPS Team Leader is established and if the CRP process and mobilization is ahead of CIPS mobilization.
- Provide CIPS-specific information to the Agency Administrator before the CIPS Team Leader arrives on scene or makes initial contact (i.e., timeframes, process, procedures, etc.).
- If necessary, help the Regional/GA CIPS Coordinator identify a CIPS Team Leader.
- Help as necessary in assembling a group of peers that best represents the known homogenous groups potentially impacted by traumatic stress.
- Support ordering, mobilizing, and payment of an ICISF-certified Clinician as needed.
- As requested by the CRP Response Leader, facilitate additional and separate peer support or crisis intervention resources for the needs of the CRP Team.
- Remain engaged throughout the CRP response to support and troubleshoot issues for CIPS personnel and the CRP Response Leader.
- If this position fills the role of CRP CISM Coordinator, the expectations outlined in Chapter 4 [under topic 4.2.2] will apply.
- Seek opportunities to attend CRP training, workshops, or meetings as well as Learning Review training (e.g., FLA workshop).

### **Regional/GA Critical Incident Peer Support (CIPS) Coordinator**

The Regional/Geographic Area (GA) Critical Incident Peer Support (CIPS) Coordinator position exists in many forms across Forest Service Regions and Interagency Geographic Areas (GAs). Some GAs have deliberate interagency programs, and in some cases, the CIPS Coordinator is someone other than a Forest Service employee (e.g., Department of the Interior). Some Regions are in the development stages of a CIPS program and the coordination may simply be a point-of-contact. Lastly, some Forest Service Regions have established Forest Service Critical Incident Stress Management (CISM) or CIPS Coordinators. Local unit and CRP Leadership should attempt to ascertain the CIPS coordination situation in the Region where the incident has occurred and the area(s) where the impacts may carry. The Forest Service National CISM Coordinator (if the position is occupied) may assist in assessing Regional/GA CIPS coordination capacity. Regional/GA CIPS Coordinators are likely to have little interaction with the CRP process. However, it is possible that the Regional/GA CIPS Coordinator may be the dedicated CRP CISM Coordinator among the options recommended. Should this occur, the roles and responsibilities will adjust as noted in Chapter 4 [under topic 4.2.2] and the position will mobilize with the CRP Team and





reside in the location where CIPS and CRP processes are conducted. Roles relative to a CRP response include the following:

- Assist in the development of a National CRP Roster of CISM Coordinators based on the recommendations and experience of Regional/GA CIPS programs. Facilitate individual CRP CISM Coordinator assignments from this roster.
- Receive initial unit request for crisis intervention (CIPS) and aid the local Agency Administrator in assessing needs. Determine initial needs and logistic information (i.e., number of peer supporters, date/time needed, travel locations, etc.).
- Inform the Forest Service National CISM Coordinator of the initial CIPS request.
- Assemble a CIPS Team of peers that best represents the known homogenous groups potentially affected by traumatic stress.
- Coordinate with the Forest Service National CISM Coordinator (if the position is occupied) to request additional help in needs assessment and ordering of additional CIPS personnel from other GAs if necessary.
- Maintain a program of trained peer supporters and peer support team leaders and ensure personnel have the correct status in the ordering system.
- Ensure CIPS Team members are “rostered” within the ordering system (ROSS) for efficient mobilization.
- Facilitate the ordering and mobilization of a Clinician. Seek help if needed.
- If this position fills the role of CRP CISM Coordinator the expectations outlined in Chapter 4 [under topic 4.2.2] apply:

### **A9.5 Critical Incident Peer Support (CIPS) Interventions and Process Coordination with the CRP Process**

Ideally, CIPS interventions and interactions with employees affected by the traumatic stress of a critical incident will occur before interviews and the Learning Review processes take place. Peer support intervention ahead of recall or interview not only provides affected employees with information, but it also allows them the opportunity to begin to recognize, understand, and expect traumatic stress symptoms and to be better prepared for the interview process. Providing peer support interactions and associated information on the effects of trauma is known to begin the coping process and is often found to be the only needed intervention for affected individuals. It is therefore in the best interest of our employees' well-being, the agency, and the integrity of the CRP process to put great effort into providing CIPS ahead of the Learning Review or other interviewing processes. Circumstances such as demobilization from an incident, efforts to return impacted employees to their home unit, and/or availability constraints may dictate continued CIPS during the CRP process or following interviews. Such needs should be assessed and coordinated between the CISM Coordinator or CIPS Team Leader and CRP Response Leader. See above roles and responsibilities and those listed in Chapter 4 [under topic 4.2.2] for options in communication and coordination between CIPS and CRP.



Due diligence to respect the absolute privacy and appearance of privacy of the affected employees is essential throughout the CRP–CIPS interaction. The reason for privacy is simple: the impacts and reactions to traumatic events are very personal and unique to the affected individual. Many symptoms are often initially misunderstood and may cause embarrassment or fear for the individual. In the Critical Incident Stress Management profession, the criticalness is defined by the gravity or degree of reactions to the event rather than the specific critical incident itself. The effectiveness of peer support hinges on trust and an environment where employees can speak honestly and freely about their experiences and reactions to what they survived and/or witnessed. Compromising or appearing to compromise this trust environment will prevent an effective crisis intervention and ultimately decrease the effectiveness of aiding the employee's well-being. Subsequently, ineffective crisis intervention is likely to affect the individual's ability and desire to participate effectively in interviews or requests to recall events and facts of the accident/incident. Additionally, such compromise of trust will affect the CRP Learning Review process effectiveness by eroding the trust in that environment through the mere connection or appearance of connecting employee conversations. No efforts to assure privacy and well-being of employees should be discounted.

When both CIPS and CRP personnel are on scene together or working in close proximity, deliberate attempts to secure separate logistic needs should be made: e.g., separate lodging and rental vehicles; physically separated meeting facilities; and staggered or separated timing in employee interactions. Additionally, when/if meetings are necessary (initial, periodic, or closeout) and/or requested of both the CIPS Team and the CRP Team by the local Agency Administrator or other Leadership, they must be independent of one another.

The CRP Response Leader should consider the well-being and impacts of participating in the review of critical incidents among the CRP Team members. Individual or isolated events can have tremendous impacts on those close to the incident. The CRP Response Leader should consider cumulative impacts on CRP Team members who may have prior experience with traumatic events. This is especially important for those dedicated CRP Team members who have repeatedly been expected to become close to multiple critical incidents. Should the CRP Response Leader determine or suspect a need for CIPS for an assigned team member, a request should be made for a separate and distinct CIPS Team and Clinician to be assigned to the CRP Team, which is essential for maintaining privacy; the appearance of privacy; avoiding conflicts of interest; and to provide adequate support within the span of control of a CIPS Team. Using the CIPS Team assigned to the affected employees would likely stretch the peer supporters beyond capacity/adequacy. The CRP CISM Coordinator, local Regional/GA CIPS Coordinator; or the Forest Service National CISM Coordinator (if the position is occupied) can facilitate ordering and mobilizing a CRP-dedicated CIPS Team.

Additional Critical Incident Stress Management and Peer Support information can be found in the following locations:



- [International Critical Incident Stress Foundation](#)<sup>8</sup>
- [National Fire and Aviation Critical Incident Stress Management](#)<sup>9</sup>
- [Southwest Coordination Center CISM Web site](#)<sup>10</sup>
- [The Counseling Team International](#)<sup>11</sup>

---

<sup>8</sup> Go to <https://www.icisf.org/>.

<sup>9</sup> Go to <https://gacc.nifc.gov/cism/>.

<sup>10</sup> Go to [http://gacc.nifc.gov/swcc/management\\_admin/cism/cism.htm](http://gacc.nifc.gov/swcc/management_admin/cism/cism.htm).

<sup>11</sup> Go to <http://thecounselingteam.com/>.





## 9.10 Appendix 10: Sample Delegation Letter

Forest  
Service

Washington Office

1400 Independence Avenue, SW  
Washington, DC 20250File Code: 6730  
Route To:

Date: |

Subject: Delegation of Authority to Conduct a Coordinated Response Protocol –  
SUMMARY DESCRIPTION OF INCIDENT

To: RESPONSE LEADER, POSITION, UNIT

This letter appoints you as Response Leader and formalizes the delegation of authority for you to complete a Chief's-level Coordinated Response Protocol (CRP) safety review of the circumstances surrounding the events leading to the DATE, YEAR fatalities of NUMBER OF FATALITIES AND INJURIES AND LOCATION OF INCIDENT. You have the Chief's full authority to execute and complete a thorough Learning Review as well as a technical analysis of this tragic accident if applicable. I expect you to utilize the CRP and Learning Review (LR) Guide as the process references for executing this Learning Review. The CRP and Learning Review guides and other CRP-related information are posted on the [World of Safety CRP Document Repository](#).<sup>12</sup> IF APPLICABLE, since this is an Aviation Accident, comply with the Aviation Investigation Procedures Addendum to the Learning Review Guide posted at the link above.

IF APPLICABLE, You will additionally need to coordinate your investigation with XXX investigation of XXX injuries sustained on the same fire.

Your authority includes but is not limited to the following:

- Controlling, organizing, managing, and directing the CRP and related reports and learning products, including briefing all team leaders and members with regard to roles and responsibilities during the early stages of the response.
- Authorizing and requesting additional personnel, including technical specialists to support the CRP Team, and releasing them upon completion of assigned duties.
- Authorizing and coordinating the expenditure of appropriated funds.
- Coordinating all media releases about the investigation with Region X.

<sup>12</sup> Go to <https://ems-portal.usda.gov/sites/fs-osoh>.



- OR FOR AVIATION ACCIDENTS, Coordinating all media releases about the investigation through National Transportation Safety Board (NTSB) and Region X.

Team member reporting relationships are depicted in section one of the CRP guidebook. You are the Agency Administrator for the execution of the CRP, and the following individuals assigned to the response will report/coordinate directly to you:

- NAME – Shadow Response Leader
- NAME – Learning Review Team Leader
- NAME – Human Performance Specialist
- NAME – Air Safety Investigator/NTSB Liaison
- NAME – Aviation Technical Team (ATT) SMEs
- NAME - TYPE SME
- NAME – TYPE SME
- NAME – TYPE Technical Specialist
- NAME – Equipment Specialist
- NAME – NFFE Union Representative
- NAME – NFFE Union Representative Shadow
- NAME – Law Enforcement Team Leader
- NAME – Learning Review Team Leader Shadow/Team Safety Representative
- NAME – OSHA Coordination/OSHA Escort (Regional Representative to liaise with CRP Team)
- NAME – Information Coordination Lead
- NAME – Writer/Editor
- NAME – Documentation Specialist
- NAME – INTERAGENCY PARTNER/COOPERATOR will provide two representatives for coordination
- NAME – Safety Chief, Department of Interior, will observe the CRP and participate in the Learning Review development as DOI is interested in learning about the Forest Service CRP process.

Please contact the following individuals for required support/liaison:

- NAMES will coordinate support from Region X as needed.
- NAME is the XXX District Ranger and can be contacted for support/review coordination as required.
- NAME – will provide local logistical support from XXX Ranger District.
- NAME, UNIT, is leading the Critical Incident Peer Support Team and will coordinate employee interview availability with the Response Leader.



- TBD will serve as your liaison to NAME, Forest Supervisor XXX NF, and will provide you with local logistical support and assist in coordination of office space, hotel recommendations, supplies, etc.
- Family liaisons will be identified by the XXX Ranger or XXX Forest Supervisor and names will be provided to the Response leader when available.
- NAME, POSITION, will serve as your liaison to NAME, Regional Forester XXX REGION
- NAME will support all HRM Benefits/OWCP issues (initially remote).
- NAME is the INTERAGENCY PARTNER/COOPERATOR POC and can be contacted at PHONE AND EMAIL for any INTERAGENCY/COOPERATOR issue.
- NAME will be the Learning Review Process Coach (remote).
- Steve Schlientz, Director Office of Safety and Occupational Health, Washington Office, will serve as your liaison to the Chief and me.

Please provide periodic incident review status updates to NAME, Regional Forester REGION, and NAME, XXX Forest Supervisor.

You and your team leads will coordinate an in-brief with Region X on DAY AND DATE at TIME TIMEZONE. Consider using the list of in-briefing items found in the Learning Review Guide, which has been very helpful in aligning expectations for similar responses.

NAME is assigned as your CRP and Learning Review Process Coach. Please contact him early and often for consultation and advice throughout this review.

IF APPLICABLE, There is an Incident Management Team on site coordinating the funeral support and wildland fire response. They may be able to provide you with some support as well and there will be needs for you to share information. Your contact to the team is \_\_\_\_\_.

I agree that no punitive actions will be taken by the Forest Service against any employee as a result of information provided to any member of your team. However, in the event of confirmed criminal activity (e.g., an arson-started wildfire, evidence of a reckless and willful disregard for human safety, etc.) the Directors of LEI and OSOH and the Response Leader will confer with the DASHO for determination of the path forward. This may result in cessation of the LR process if it is determined that the CRP cannot run concurrently with the ongoing LEI investigation. Please ensure participants understand that actions taken by civil authorities or other agencies are outside of my authority.

All travel and associated costs related to this investigation should be charged to Job Code XXXXXX with an Override Code of XXXX. Overtime is authorized.



Upon completion of the Learning Review, a Learning Review Board will be convened to review and approve all learning products and to develop a safety action plan based upon the recommendations. The reports and safety action plan will be forwarded to the Chief for approval.

For any questions, please contact Steve Schlientz, Director, Office of Safety and Occupational Health, at (703) 605-4482 office, (703) 254-9238 cell, (410) 956-2524 home, or [scschlientz@fs.fed.us](mailto:scschlientz@fs.fed.us)<sup>13</sup>.

*/s/ J. Lenise Lago*

J. LENISE LAGO

Deputy Chief for Business Operations/Designated Agency Safety and Health Official (DASHO)

cc: Steve Schlientz

REGIONAL FORESTER

INTERAGENCY/COOPERATOR POC

FOREST SUPERVISOR

DISTRICT RANGER

LEARNING REVIEW TEAM LEADER

CRP PROCESS COACH

---

<sup>13</sup> Go to [scschlientz@fs.fed.us](mailto:scschlientz@fs.fed.us).



The U.S. Department of Agriculture (USDA) prohibits discrimination in all its programs and activities on the basis of race, color, national origin, age, disability, and where applicable, sex, marital status, familial status, parental status, religion, sexual orientation, genetic information, political beliefs, reprisal, or because all or part of an individual's income is derived from any public assistance program. (Not all prohibited bases apply to all programs). Persons with disabilities who require alternative means for communication of program information (Braille, large print, audiotape, etc.) should contact USDA's TARGET Center at (202) 720-2600 (voice and TDD). To file a complaint of discrimination, write USDA, Director, Office of Civil Rights, 1400 Independence Avenue, S.W., Washington, D.C. 20250-9410, or call (800) 795-3272 (voice) or (202) 720-6382 (TDD). USDA is an equal opportunity provider and employer.

