

Federal Emergency Management Agency (FEMA)
Directives System Directive Number:
FD 010-6 Revision Number: 01
Issue Date: 06/14/2012

FEMA RESERVIST PROGRAM

I. Purpose

This Directive provides national-level, agency-wide policy for the administration, implementation, and oversight of the Federal Emergency Management Agency's (FEMA) Reservist Program.

II. Scope

This Directive is generally applicable to all FEMA personnel and organizational elements.

III. Supersession

This Directive supersedes FEMA Instruction 8600.1, Disaster Assistance Employee Program, dated June 21, 1991, except FEMA Instruction 8600.1 shall be applicable to Disaster Assistance Employees appointed prior to the effective date of this Directive until such appointment terminates for any reason or expires.

IV. Authorities

The following authorities provide the foundation for the FEMA Reservist Program.

- A. Section 503(b) of the Homeland Security Act of 2002, Pub. L. No. 107-296 as amended by Section 611 of the Post-Katrina Emergency Management Reform Act (PKEMRA), Pub. L. No. 109-295 (Oct. 4, 2006) (codified at 6 U.S.C. § 313(b)(2)(C)) assigned FEMA the mission to "develop a Federal response capability that, when necessary and appropriate, can act effectively and rapidly to deliver assistance essential to saving lives or protecting or preserving property or public health and safety in a natural disaster, act of terrorism, or other man-made disaster."
- B. To accomplish FEMA's mission, PKEMRA (6 U.S.C. § 711) also requires the FEMA Administrator to establish and implement a Surge Capacity Force for deployment of individuals to respond to natural disasters, acts of terrorism, and other man-made disasters, including catastrophic incidents.

- C. Section 306 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, Pub. L. No. 93-288, as amended (the “Stafford Act”), codified at 42 U.S.C. §§ 5121 et seq., provides FEMA with authority to appoint and fix the compensation of such temporary personnel as may be necessary, without regard to the provisions of title 5, United States Code, governing appointments in the competitive service.

V. Definitions

- A. Activation – the call-up, deployment, or mobilization process that places a Reservist in a pay status for work at a specific disaster site, incident support site, training facility, or at home for training. Only the Incident Workforce Management Office (IWMO) can activate a Reservist.
- B. Appointment – the act of placing a Reservist in FEMA employment.
- C. Automated Deployment Database (ADD) – central database used to ensure the accuracy of employee information and deployment records, determine workforce readiness, track personnel, and generate accurate reports of FEMA deployment activity for use by the Department of Homeland Security (DHS)/FEMA management.
- D. Break in Service- the point at which a Reservist no longer works in the Federal Government, except that a period without appointment of up to three calendar days is not considered to be a break in service.
- E. Cadres – national-level groups of personnel organized by operational function and FEMA Qualification System (FQS) Position.
- F. Certification – completion of a Position Task Book (PTB) by a “Trainee” for an incident management or incident support position in FQS, as determined by an evaluator, which results in a designation of “Qualified” for that position.
- G. Conditions of Employment – the conditions with which all Reservists must comply to maintain an Appointment.
- H. Demobilization – the release of an employee from a deployment.
- I. Duty Station of Record (or Official Duty Station) – the Reservist’s address of primary residence.
- J. FEMA Qualification System (FQS) – a performance-based system for certifying FEMA employees as “Qualified” or “Trainees” in incident management and incident support positions. Certification is based on successful completion of required experience, required training, and demonstrated performance.
- K. Force Structure – a FEMA model that establishes personnel staffing requirements for each of three disaster event levels and catastrophic events, thereby determining the personnel required for FEMA to respond adequately. The resulting workforce model enables FEMA to not only respond to all-hazards incidents, but plan for training, equipment, and personnel costs.

- L. FQS Position – a disaster-specific assignment with a defined set of tasks, duties, and responsibilities.
- M. Incident Qualifications and Certification System (IQCS) – The Incident Qualifications and Certification System (IQCS) is an information system that tracks training and certifications for FQS. IQCS is a Federal Interagency application that allows the sharing of training and certification data across all involved agencies. The four major functions that IQCS performs are Certification Standards Management, Training Management, Workforce Analysis, and Incident Responder Management.
- N. Paid Leave- Sick Leave accrued while in an active status.
- O. Position Task Book (PTB) – a book containing a general description of the critical competencies, activities, and tasks required to become certified for an incident management or incident support FQS position. PTBs are designed in a format that allows documentation of an employee's performance, experience, and training in given tasks.
- P. Reservist – Employees hired under Stafford Act authority who work intermittently as required in support of disaster operations.
- Q. Reservist Leave – A special form of unpaid leave available only to Reservists not activated for deployment or called upon to activate. When on approved Reservist Leave, a Reservist is not available to deploy on demand and the IWMO will not place them in rotation for deployment. Reservists may take up to 60 cumulative days per calendar year of Reservist Leave when not deployed. Unexpended Reservist Leave may not be carried over from one calendar year to a subsequent calendar year.
- R. Reservist Military Leave – leave for members of the National Guard or Reserve components of the U.S. Armed forces while called to active duty, and in accordance with 5 U.S.C. § 6323, except that FEMA Reservists shall not receive compensation or be in a pay status for any period of Reservist Military Leave. A Reservist who presents valid military activation orders shall be entitled to military leave for the entire period covered by the military orders.
- S. Special Qualifications – unique skill or ability not required for core FQS certification, but valuable to Agency operations, including professional certifications (such as warranted contracting officers versus non-warranted contracting specialists), professional skills (such as a language), or unusual certifications required for particular assignments (e.g. HAZMAT qualification);
- T. Staffing Point of Contact (SPOC) - An ADD User designated by an Regional Administrator (RA), a Federal Coordinating Officer (FCO), and/or a Federal Disaster Recovery Coordinator (FDRRC) and recognized by the IWMO Deployment Unit as the local authority on staffing and deployment policies and procedures. The SPOC acts as a liaison on behalf of local management in matters of centralized deployment, and prepares and monitors staffing pattern reports for local management.

- U. Supervisor – the individual on-site or in virtual communication with an activated Reservist and authorized by FEMA to exercise independent judgment to direct that Reservist.

VI. Concept of Operations

- A. The Reservist Program builds and sustains a robust, well-trained, deployable, and available corps of Reservists who can focus on the needs of disaster survivors and their communities by performing FEMA mission functions effectively and efficiently in accordance with FEMA's legal authorities, policies, and procedures.
- B. The FEMA Reservist Program operates under the following guiding principles:
 - 1. FEMA is an expeditionary agency. FEMA's fundamental goal is to serve the Nation by helping its people and first responders, especially when they are most in need. To meet this goal, FEMA deploys Reservists and other personnel to deliver FEMA programs consistently and effectively to disaster survivors.
 - 2. Qualified, well-trained, well-led, well-equipped, and reliably available Reservists are essential to effective and consistent program delivery and mission accomplishment.
 - 3. FEMA develops and implements fair, equitable, and transparent policies and procedures to recruit, select, certify, and retain highly qualified U.S. citizens to serve as emergency managers in the FEMA Reservist Program.
 - 4. All FEMA Reservists are national assets subject to activation and deployment nationwide at any time and certified for specific incident management and support positions through experience, training, and demonstrated performance in accordance with FQS.
 - 5. FEMA Reservists, individually and collectively, will be prepared at all times to activate and deploy quickly, decisively, efficiently, effectively, and consistently to respond to and recover from Stafford Act emergencies and major disasters.
 - 6. FEMA leaders ensure on-going and functional two-way communications with Reservists regardless of activation status, including Reservist participation in all FEMA-wide activities and events to the fullest extent permitted by law.
- C. The FEMA Reservist Program depends on a unified team of geographically dispersed members with common objectives that support the Agency's mission. This Directive implements a collaborative, multidisciplinary approach to support the geographically dispersed team.

D. The team approach integrates the capabilities and capacity of Headquarters offices, Regions, and Joint Field Offices (JFOs) with those of Reservist cadres and individual Reservists into a comprehensive, high quality, cost-effective deployment enterprise. Effective management of the dispersed collaborative team requires the commitment and support of leaders at every level of the organization, the active participation of every Reservist and FEMA employee engaged in implementing the Reservist Program, and coordinated communications. The following paragraphs provide a narrative overview of how the collaborative team approach integrates the capabilities and capacity of the enterprise.

1. The central feature and greatest asset of the Reservist Program is the individual Reservist. Working on an on-call, intermittent basis, FEMA Reservists are Federal employees who form the nucleus of FEMA's incident workforce. Reservists staff Joint Field Offices (JFOs) and Disaster Recovery Centers (DRCs), interviewing disaster survivors, conducting and verifying damage assessments, providing administrative, financial, and logistical support and performing a wide variety of other tasks as identified by staffing needs and operational requirements.
2. Reservist Program Managers (RPM) assigned to each Headquarters Directorate and Office manage national-level groups of Reservists organized by operational function and FQS Position. RPMs coordinate with the Response Directorate, Incident Workforce Management Office (IWMO) and the Office of the Chief Component Human Capital Officer (OCCHCO) on programmatic and management functions, and to recruit the best-qualified U.S. citizens to serve as FEMA Reservists.
3. Upon entering on duty, the IWMO provides the infrastructure and delivery systems to ensure FEMA trains and certifies all Reservists in at least one primary disaster specific job title in FQS. Reservists may qualify for up to three subordinate job titles, where applicable, located in the career progression path of their primary job title. The RPMs, working with their respective program and Regional offices, provide the content and instructors for this training, which continues in the field under the general management of the FCOs and Federal Disaster Recovery Coordinators (FDRCs).
4. RAs, FCOs, and FDRCs are the principal "users" of the Reservist Program system. Those users require a robust, well-trained, deployable, and available corps of FEMA Reservists who can perform mission functions effectively, efficiently, consistently, and on-demand in accordance with FEMA's legal authorities, policies, and procedures.
5. As the principal users, RAs, FCOs, and FDRCs establish the personnel resource requirements factoring in assets already assigned to the Region and/or JFO (permanent full time and Cadre of On-Call Response/Recovery Employee (CORE) employees assigned to the Region), they set and

communicate to the IWMO their disaster-specific staffing requirements for each Stafford Act incident, by FQS position title.

6. The IWMO identifies the personnel resources to meet requirements and is responsible for getting the RAs, FCOs, and FDRCs the Reservist and other forces they require by managing centralized systems of deployment, administrative, logistical, and management support for enterprise-wide and cross-program requirements.
7. The IWMO identifies and selects the FQS qualified Reservist personnel from the FEMA Headquarters Program Offices, which train, maintain, and provide program policy for distinct Reservist Cadres. Each Cadre has at least one designated, full-time RPM at Headquarters responsible for a wide range of steady state cadre-specific sustainment, communication, and engagement activities, including ensuring that Reservists in their cadres are trained, available, and ready to perform incident management and support functions in accordance with FQS.
8. In response to RA, FCO, and FDRC requests, the IWMO centrally deploys fully equipped, FQS certified Reservists and Trainees in specific FQS positions from Cadres managed by the RPMs. Upon arrival in the field, typically at a JFO, Reservists join the incident management and support organization under the day-to-day direction of on-site FQS certified supervisors, and perform work that corresponds to their FQS position task book. Those on-site supervisors manage day-to-day Reservist performance, referring certain matters of recognition and discipline to the RPM and/or IWMO to ensure consistent, nationwide application of policy. RAs, FCOs, FDRCs, and Supervisors provide ongoing and after-action feedback to the RPMs and IWMO aimed at refining and improving the overall Reservist Program.
9. Several Headquarters elements play important and continuing roles in supporting the Reservist Program, including the Mission Support Bureau (MSB), the Office of the Chief Financial Officer (OCFO), the Logistics Management Directorate (LMD), the Office of External Affairs (OEA), the Office of Equal Rights, and a Reservist Ombuds within the Office of Chief Counsel (OCC). The Emergency Management Institute (EMI), and Disaster Field Training Office (DFTO) provide all necessary and appropriate training support as directed by the Assistant Administrator for Response. These elements work closely, when appropriate, with RAs, Regional Offices, FCOs, FDRCs, the IWMO, RPMs, and individual Reservists to ensure mission success.

VII. Responsibilities

Collaborative teams that provide continuous, supportive, and effective management for Reservists throughout the course of their specific deployments, as well as during their overall appointments with FEMA, are the key component in executing the Reservist Program. This section sets forth the roles and responsibilities of each member of the team.

A. Associate Administrator for Response & Recovery –

1. Provides overall strategic vision, leadership, and direction for the development and implementation of the Federal response capability required by law.
2. In consultation with OCCHCO and the leadership of the affected program office, and when necessary for effective mission accomplishment, may:
 - a) Approve variations to the pay scale set forth in section VIII.A.3 of this Directive for certain FQS positions with unique requirements (including licensure and/or mandatory compliance with codes of professional responsibility); and
 - b) In extraordinary circumstances when FEMA requires a Reservist to deploy away from home to a single temporary work location for more than 50 weeks (but less than 24 months), authorize a Temporary Change of Station in accordance with the Federal Travel Regulations.

B. Associate Administrators and Headquarters' Office Chiefs Reporting Directly to the Administrator –

1. In coordination with the IWMO, establish and maintain cadres of Reservists based on operational requirements informed by RAs, FCOs, and FDRCs, organized by operational function, and programmatically managed by an RPM, as necessary to execute this Directive;
2. Provide overall strategic vision, leadership, and direction for the development and operation of each Reservist Cadre for which they are responsible;
3. For each Reservist Cadre for which they are responsible, appoint an RPM (who may be a CORE or PFT) whose primary duty is to carry out the RPM responsibilities under this Directive;
4. Provide the RPM sufficient staff, authority, and resources to carry out those responsibilities, including at least one CORE Assistant RPM, and one additional CORE Assistant RPM for every 400 Reservists authorized to the cadre by the effective Force Structure model. In requesting and assigning CORE Assistant RPMs, Associate Administrators and Office Chiefs shall first

consider and utilize employees already performing these duties at the time this Directive becomes effective before requesting additional personnel; and

5. Subject to the availability of appropriate funds, include Reservists in all Program-wide activities and events that are applicable to Reservists, including to providing Reservists with timely notice and access to participate in such events.

C. **Assistant Administrator for Response** –

1. Ensures FEMA establishes and maintains a sufficient and capable force structure and disaster workforce to respond to Stafford Act major disasters and emergencies;
2. Provides overall leadership and direction to, and oversight of, the FEMA Reservist Program;
3. In consultation with OCCHCO, OCC, and the Office of Equal Rights (OER), the Office of Policy and Program Analysis and the program offices represented by the RPMs, establishes enterprise-wide and cross-program policies and procedures affecting the Reservist work force;
4. Approves all policies regarding Reservist work force appointments, pay, and benefits;
5. In coordination with the OEA and the RPMs, maintains ongoing and effective two way communication with Reservists through the internet, intranet, webinars, podcasts, town halls, call centers, and other appropriate methods; and
6. Ensures through Agency-wide oversight that the coordination, implementation, and management of the Reservist Program comply with applicable federal laws and regulations, executive orders, and internal Agency policy.

D. **Director of the IWMO** –

1. In coordination with the RPMs, determines the number of Reservist personnel in each FQS position based on force structure as necessary to meet FEMA mission requirements articulated by RAs, FCOs, and FDRCs;
2. In consultation with OCCHCO, OCC, and the Office of Equal Rights (OER), the Office of Policy and Program Analysis and the program offices represented by the RPMs, establishes and disseminates Reservist work force policies and procedures to recruit, select, appoint, re-appoint, deploy, evaluate, recognize, discipline, and terminate Reservist personnel fairly, transparently, and efficiently;

3. Collects and maintains information and statistical data necessary to:
 - a) Assess overall Reservist work force readiness, capabilities, force structure, functions, processes, and management;
 - b) Manage and support the Incident Qualifications and Certification System (IQCS);
 - c) Track and account for all Reservists' availability, readiness, deployment and performance history, training, and FQS qualifications;
 - d) Maintain a comprehensive list of individual workforce positions to be filled by FEMA Reservists by title, by program cadre, individual positions, and by pay grade; and
 - e) Analyze and evaluate the work force model at least every three years to ensure that the model supports the accomplishment of FEMA's mission.
4. Oversees the management and readiness of the Reservist Program, including:
 - a) Providing technical guidance and direction to RPMs and other members of the team in the Reservist Program's implementation;
 - b) In coordination with OCCHCO,
 - c) administration of the policies for recruiting, selection, hiring, activation, on-boarding, re-appointing, and termination of Reservists; and
 - d) Development and execution of methods and sources for recruiting Reservists, including the use of websites, college placement offices, newspapers, radio ads, and vacancy announcements.
 - e) In coordination with the RPMs, ensuring the Reservist Program workforce maintains a constant level of operational readiness;
 - f) In coordination with RPMs and FEMA training institutions, IWMO will:
 1. Identify all Reservists' training requirements;
 2. Establish training schedules;
 3. Ensure individuals are provided requisite training; and
 4. When activated for training, arrange for travel functions for Reservists.
 - g) In coordination with LMD, which issues the equipment, establishing policies and procedures to ensure accountable property provided to Reservists is retrieved at the conclusion of the Reservist appointment or when no longer needed;

- h) Conducting operational planning to forecast FEMA's disaster work force needs, and conforming FEMA's Force Structure to anticipated operational needs;
- i) Leading a semi-annual review to determine whether FEMA has fulfilled the staffing requirements of the Reservist work force model; and
- j) Maintaining a current list of approved variations to the Reservist pay scale.
- k) Oversees the implementation of FQS within the Reservist community, including:
 - 1. Implementing FQS to include providing all funding associated with the delivery of FQS training, the oversight of FQS certification requirements, and compiling FQS certification information about all Reservist personnel;
 - 2. Ensuring all Reservists are trained and certified in at least one primary disaster specific job title in FQS;
 - 3. Assigning each Reservist to a specific work unit at the time of deployment to meet requirements established by the RA, FCO, or FDRC;
 - 4. Considering and acting on recommendations by RAs, FCOs, and FDRCs for name-request deployments in accordance with Section IX.D.3-6 of this Directive; and
 - 5. Facilitating and coordinating timely and effective delivery of enterprise-wide and cross-program cadre training, including working with the RPMs, Emergency Management Institute (EMI) and the Training, Exercise, and Doctrine (TED) unit of the Response Directorate.
- 2. Oversees the **deployment** of all Reservists, including
 - a) Deploying Reservists in accordance with mission requirements established by RAs, FCOs, and FDRCs, and the Force Structure;
 - b) Ensuring that deployments are executed rapidly, efficiently, and effectively, and establishing and updating policies and procedures as necessary to achieve these objectives;
 - c) Making optimum use of the skills and abilities of the entire Incident Workforce, including the Reservist workforce;
 - d) Approving requests for sub-specialty (e.g., language skills, HAZMAT qualifications, warranted contracting officers) activations from RAs,

FCOs, and FDRCs to fill certain FQS positions requiring special qualifications;

- e) In coordination with the RAs, FCOs, FDRCs, and RPMs, will make every effort to meet FEMA's goal of deploying each Reservist at least once every 12 months;
 - f) Approving or denying requests from RAs, FCOs, and FDRCs to deviate from the established deployment roster in accordance with section IX.D.5 of this Directive in coordination with the RPMs; and
 - g) Compile and submit monthly to the Assistant Administrator for Response, a record of name-specific requests and deployments, noting, as appropriate, any trends and making recommendations aimed at meeting recurring operational needs while minimizing name requests. The IWMO shall maintain these monthly reports for three years, unless an applicable record retention schedule specifies a longer period.
- 3. Approves any changes in the Reservist Force Structure;
 - 4. Publishes
 - a) An annual Reservist Program work force summary; and
 - b) Reservist policies, procedures, forms, and other documents, making the greatest and most efficient possible use of electronic information systems;
 - 5. In coordination with OEA and RPMs, ensures that policies and procedures established in this Directive and related instructions are widely disseminated to all FEMA organizational elements and all Reservists; and
 - 6. In consultation with OEA and RPMs, coordinates enterprise-wide communications for Reservist issues in order to provide consistent and transparent messaging with Reservists, both activated and deactivated, through the coordinated use of email, websites, webinars, podcasts, and other outreach regarding policies, procedures, training, and workforce initiatives.

E. Regional Administrators (RAs), Federal Coordinating Officers (FCOs), and Federal Disaster Recovery Coordinators (FDRCs) —

- 1. Anticipate, set, and communicate to the IWMO disaster-specific requirements for forces as Stafford Act incidents arise, and update those requirements as often as is appropriate, after assessing and assigning permanent full-time and CORE employees assigned to the Region;

2. Request sub-specialty activations from the IWMO to fill certain FQS positions requiring special qualifications;
3. Designate a dedicated Staffing Point of Contact (SPOC) to coordinate with the IWMO for deployments;
4. May request through the IWMO and in coordination with the RPMs, the deployment of individual Reservists by name in accordance with Section IX.C.5 of this Directive;
5. Assign each Reservist to a specific supervisor upon notification by IWMO that the Reservist has been deployed, and ensure that the supervisor is accountable to monitor, address, and document the Reservist's performance and conduct during deployments;
6. Oversee administrative requirements for deployed Reservists assigned to their organization, including WebTA, and travel;
7. Release Reservists from deployment as warranted by operational requirements and staffing pattern reports;
8. Support qualification boards and credentialing of Reservists, including deployment of qualified FQS evaluators as may be necessary
9. Assist the IWMO and RPMs in providing training to Reservists, to include making subject matter experts available as instructors, making facilities available as training venues, and making recommendations to IWMO; Training, Exercises and Doctrine (TED); and RPMs regarding the content and administration of FQS training;
10. In coordination with the IWMO and RPMs, support and create opportunities to meet FEMA's goal of deploying each Reservist at least once every 12 months; and
11. Continuously assess operational requirements in the field and recommend to the IWMO modifications to FEMA's Force Structure, Reservist work force, and cadre management, policies, procedures, and staffing to meet those requirements.

F. Reservist Program Managers (RPM) –

1. In coordination with OCCHCO and IWMO, recruit and select Reservist personnel for their respective cadres in accordance with processes approved by the IWMO;
2. In coordination with IWMO,

- a) Ensure that Reservists assigned to their cadre are trained in accordance with FQS and mission ready;
 - b) As authorized by FQS, sets cadre-specific requirements for the necessary training, certification, and equipping of each Reservist member as required to be an effective emergency manager while deployed;
 - c) Take appropriate active measures to ensure consistency in the delivery of program services by Reservists in their cadre, including oversight, training, and site visits; and
 - d) Evaluate program effectiveness based on analysis of mission performance, including feedback from RAs, FCOs, and FDRCs, and implement improvements and changes as needed through FQS and other management tools.
3. In coordination with the IWMO, RAs, FCOs, and FDRCs, will make every effort to meet FEMA's goal of deploying each Reservist at least once every 12 months;
 4. Coordinates all messaging and communication to Reservists with the Office of External Affairs;
 5. Implement FQS for their cadres, including--
 - a) Develop, review, update, and assign training and PTBs for each Reservist in their cadre based on force structure;
 - b) Provide and/or arrange for personnel, subject matter expertise, instructors, and technical support to the IWMO for the development and delivery of FQS and other related Reservist training;
 - c) Approve FQS certifications of all Reservists in their cadres;
 - d) Continue to develop their cadres through updating guidance, and drafting and revising cadre-specific manuals, standard operating procedures, and best practices.
 6. Provide day-to-day guidance and support for deployments;
 7. Retain performance evaluations and all other documents related to the performance and/or conduct of the Reservist during each deployment;
 8. Approve or deny requests for Reservist Leave and notify the IWMO;
 9. Oversee and manage the resignation process when a Reservist submits the resignation notification;

10. In consultation with OCCHCO, promptly review and respond to supervisor recommendations for adverse personnel actions against Reservists, to include discipline or termination;
11. When appropriate, initiate adverse personnel actions against Reservists, to include discipline or termination, ensuring that the reasons for any such action are documented, and that the proposed action and documentation are forwarded to OCCHCO for further action;
12. Decide whether and when to terminate or renew the appointments of Reservists assigned to their cadre;
13. Forward all requests from Reservists for reasonable accommodations pursuant to Section 501 of the Rehabilitation Act of 1973 to OER and/or IWMO for decision in accordance with FEMA Manual 1430.1;
14. Assess cadre readiness, capabilities, force structure, and management, and report unmet needs or cross-program policy matters requiring resolution at least annually;
15. Review the work performance of each Reservist assigned to their Cadre no less than every two years, retaining only those whose performance and conduct demonstrate compliance with the Conditions of Employment and other applicable policies;
16. Collect and analyze appropriate metrics and statistics to support the cadre, program, and mission; and
17. Publish cadre-specific procedures, forms, and other documents, making the greatest and most efficient possible use of electronic information systems.

G. Office of the Chief Component Human Capital Officer (OCCHCO) —

1. In coordination with the IWMO and RPMs, develop and implement standardized policies and procedures for all Reservist personnel actions to ensure nationwide consistency across the Reserve Program;
2. Administer the Reservist work force pay and benefits in accordance with policies approved by the Assistant Administrator for Response;
3. Administer the Reservist recruiting process;
4. Provide direct support to Reservists with respect to individual issues requiring action in connection with the administration of pay, benefits, and other personnel matters;

5. Maintain records of all Reservist personnel actions – including but not limited to selection, appointment, re-appointment, termination, resignation processing, and as required by applicable records retention policies;
6. When activated for training, arrange for WebTA and timekeeping functions for Reservists.

H. **Office of the Chief Security Officer** – Implement standardized policies and procedures for verifying personal identity, validating suitability, conducting background checks, and authorizing facility access and issuing identification badges for FEMA reservists to ensure nationwide consistency across the Reserve Program.

I. **Office of the Chief Financial Officer (OCFO)** – Manage the processing and maintenance of government credit cards for the Reservists.

J. **Logistics Management Directorate (LMD)** —

1. Issue and maintain formal accountability for equipment to Reservists at the first deployment and coordinate with field logistics operations personnel and IMWO to retrieve such equipment from the Reservist at the conclusion of Reservist appointments or when no longer needed. LMD will be responsible for coordinating the procurement and distribution of standard distinctive clothing to the Reservists.
2. Order replacement or coordinate repair of selected government-furnished equipment, as necessary;
3. Initiate and coordinate completion of the reports of survey in accordance with applicable agency directives for government furnished equipment reported as lost or damaged; and
4. Coordinate with the FEMA Office of the Chief Information Officer (OCIO) on the distribution and property accountability of any electronic communications equipment and systems that are provided through the OCIO as appropriate.

K. **Director, Office of External Affairs (OEA)** –

1. Support and assist in the wide dissemination of policies and procedures established in this Directive and related instructions to all Reservists; and

2. Provide strategic guidance and execution support in maintaining and improving consistent, accurate, and useful two-way communications with all Reservists regardless of activation status.

L. Director, Office of Equal Rights (OER) —

1. In coordination with IWMO and RPM, makes final decisions on Reservist requests for reasonable accommodations pursuant to Section 501 of the Rehabilitation Act of 1973 and in accordance with FEMA Manual 1430.1;
2. Responsible for providing civil rights, equal employment opportunity, sexual harassment, diversity, and other non-discrimination training, processing complaints of discrimination involving affirmative employment, a discrimination-free work place, and equal access to FEMA programs and benefits in accordance with Agency policy, which, along with other OER resources, is available at <http://www.fema.gov/oer/>; and
3. Provides guidance and technical assistance regarding the interpretation and application of the Agency's non-discrimination policies, Stafford Act non-discrimination elements, and federal non-discrimination laws, regulations and executive orders.

M. Supervisors of Reservists —

1. Provide day-to-day supervision of the performance and conduct of deployed Reservists and assign work that corresponds to their FQS certifications;
2. Facilitate and assist in the training, mentoring, retention, and career management of all Reservists under their supervision;
3. Ensure that Reservist personnel are:
 - a) Assigned duties corresponding to their FQS certifications and training; and
 - b) Properly equipped to perform their duties;
4. Account for and validate the documentation of hours worked by Reservists for purposes of pay administration, including WebTA;
5. Refer recommendations for adverse personnel actions against Reservists, to include discipline or termination, ensuring that the reasons for any such action are documented, and that the recommendation for the proposed action and documentation are forwarded to the RPM for review and coordination with the OCCHCO and IWMO;
6. Complete performance evaluations for all Reservists under their supervision prior to the Reservist's demobilization;

7. Provide copies of the performance evaluations and all other documents related to the performance and/or conduct of the Reservist during each deployment to the RPMs within 30 days of the date of demobilization; and
8. Forward all requests from Reservists for reasonable accommodations pursuant to Section 501 of the Rehabilitation Act of 1973 to OER/IWMO for decision in accordance with FEMA Manual 1430.1.

N. **Reservists**—

1. Comply with the Conditions of Employment and all other applicable Agency directives to ensure their readiness and availability to deploy as needed in accordance with this Directive;
2. Maintain readiness and availability for deployment at all times except as provided in sections IX.D.8 and IX.D.10 of this Directive;
3. If a reservist has more than one residence, designate to the IWMO and their RPM one address as the duty station of record to which all correspondence from FEMA will be directed;
4. Maintain and complete assigned FQS Position Task Books;
5. Comply with the timely completion of training requirements as directed by the IWMO and/or their RPM;
6. Maintain a government issued travel charge card in good standing at all times;
7. Respond to calls, emails, and deployment requests at the earliest possible time and, in all cases, within 24 hours;
8. Promptly check in and out with the IWMO upon arrival at and departure from a deployment site;
9. Contact ADD upon arrival at deployment, after every duty station change, and when demobilized;
10. Maintain government furnished equipment in accordance with Agency directives;
11. Report lost, stolen or damaged government furnished equipment in their custody or under their control to their supervisor within 24 hours of becoming aware of the loss, theft, or damage, or sooner if practicable;
12. Return government furnished equipment when directed to do so by the supervisor or prior to the expiration or termination of their appointment, whichever comes first;

13. Reservists requiring the assistance of a neutral and impartial party to discuss concerns and evaluate options regarding systemic problems and issues affecting the Reservist Program (other than matters for which OER is primarily responsible), may contact the Reservist Ombuds;
14. Request a reasonable accommodation pursuant to Section 501 of the Rehabilitation Act of 1973 and in accordance with FEMA Manual 1430.1 from their RPM or Supervisor, as appropriate.
15. Initiate complaints involving affirmative employment, a discrimination-free work place, and equal access to FEMA programs and benefits in accordance with Agency policy, with the Agency through OER. Resources are available at <http://www.fema.gov/oer/>; and
16. Comply with the ethics statutes in Title 18, United States Code, and the implementing ethics regulations promulgated by the Office of Government Ethics. See <http://on.fema.net/components/oocc/Pages/OCCEthics.aspx> for details.

O. **Reservist Ombuds** –

1. Reports to the Chief Counsel, who provides oversight and administrative support to the ombuds function and staff;
2. Works with individual Reservists and groups of Reservists to explore and assist them in determining options to help resolve conflicts, problematic issues or concerns;
3. Brings systemic concerns regarding the Reservist Program to the attention of the Deputy Administrator, as appropriate, and other Agency leaders for resolution; and
4. Does **not** handle or process discrimination issues in any manner— FEMA's OER will continue to be responsible for these issues;

VIII. Pay and Benefits

A. **Pay.**

1. FEMA pays Reservists only for those periods when they are activated by the IWMO and working or in a travel or training status. At all other times, Reservists remain FEMA employees in a non-pay status. Reservists are paid only for those hours that they work unless authorized by applicable Agency Directives. Reservists are not entitled to night shift differential payment. Reservists do not receive severance pay.

2. FEMA may hire Reservists into positions other than entry-level specialist positions, based on their knowledge, skills, and abilities, including special qualifications. The following general pay scale provides the baseline guidance used to implement this policy.
 - a) Pay Grade R1 – Entry level specialists
 - b) Pay Grade R2 – Specialists who are fully qualified in their assigned FQS specialist position
 - c) Pay Grade R3 – Managers and Leaders (Strike Team, Crew, Squad, and Single Resource Leaders)
 - d) Pay Grade R4 – Task Force Leaders, Branch Directors, Group Supervisors, Unit Leaders
 - e) Pay Grade R5 – Command Staff Officers, Command Staff Advisors, and General Staff Section Chiefs
3. Recognizing that certain FQS positions have unique requirements (including licensure and/or mandatory compliance with codes of professional responsibility) that may require departure from this model, the Associate Administrator for Response and Recovery, in consultation with OCCHCO and the leadership of the program office for the specific position, may approve variations to the pay scale. The IWMO shall maintain a current list of approved variations.
4. DAEs holding active appointments who transition directly from the DAE Program into the Reservist Program before the end of calendar year 2012, **without any break in service**, shall be paid at the DAE Program rate to which they were last entitled or the Reservist Program rate for their FQS position, whichever is higher. However, if an individual applies for a position that is **subordinate** to his/her qualified FQS position, then the individual will receive the pay rate of the subordinate position. **If there is a break in service**, a former DAE who returns to the Reservist Program shall receive pay in accordance with sections VIII.A.3-4 of this Directive.
5. If the IWMO deploys a Reservist to perform in a subordinate FQS job title located in the career progression path of their primary FQS job title, FEMA shall pay the Reservist at the rate assigned for their primary FQS job title.

B. Benefits.

1. No Reservist will be entitled to civil service retirement by virtue of their employment as reservists.

2. Reservists who sustain injuries or illnesses while in the performance of duty may be eligible for benefits under the Federal Employees' Compensation Act (FECA).
3. Reservists have access to work life enhancement services through FEMA's Employee Assistance Program (EAP) at all times (activated or not). The EAP is a professional resource available to help employees resolve life challenges, be they large or small. FEMA provides this confidential service to its employees free of charge. Information will only be released with the employee's written permission (except as otherwise required by law). Employees may call the toll-free EAP number at 1-800-222-0364, 24 hours a day, 7 days a week. Employees can also access EAP services online at www.FOH4you.com.

IX. Policy

A. Force Structure and Recruiting.

1. The Assistant Administrator for Response, in coordination with program offices, shall determine the size of cadres by functional job category through analysis of historical deployment data, FEMA readiness requirements, FEMA's Force Structure, and availability factors.
2. Recruiting for Reservist cadres shall include efforts to hire the required number and distribution of positions identified by the FEMA Force Structure. In determining the sources and methods for recruiting Reservists, FEMA shall consider the most efficient means to recruit the best-qualified candidates for the specific positions, the FQS qualifications required to perform the duties, and non-discrimination and diversity requirements.
3. Reservists must be U.S. citizens. Pursuant to Federal law, the Agency may ascertain the fitness of applicants as to their age, health, character, knowledge, and ability before appointing them to the Reservist Program. The Agency shall not discriminate against any employee, applicant for employment, independent contractor or any other person on the basis of race, color, religion, National Origin, age (40 and older), disability, sex (sexual harassment), retaliation/reprisal, genetic information, sexual orientation or parental status. Performing the essential functions of a Reservist's job may require FEMA to provide reasonable accommodations under the Rehabilitation Act of 1973.

B. Appointments, Re-appointments, and Resignations.

1. FEMA provides Reservists with time-limited intermittent appointments in the excepted service. The appointment does not confer Federal competitive status on the appointee. Reservists' appointments shall not

exceed 24 months and shall expire biennially on the last day of the sixth pay period of each even-numbered year (the “NTE date”).

2. FCOs, FDRCs, and RAs are authorized to administer the oath of office to newly appointed Reservists. These officials may delegate this authority. Additionally, the Administrator and appointed designees have the authority to administer the oath of office to newly appointed Reservists at FEMA headquarters, unless otherwise delegated.
3. The IWMO may not deploy Reservists until OCCHCO has approved the appointment package and the IWMO has notified the RPM that the hiring process is complete, IWMO has entered the employee into the deployment database as deployable, and the employee has an active government-issued travel charge card.
4. Reappointment decisions must give due consideration to FEMA’s operational needs, the current and projected Force Structure, the Reservist’s FQS qualification, and the Reservist’s satisfactory conduct and performance.
5. The Agency may terminate a Reservist’s appointment at any time prior to the not-to-exceed date, based on performance, conduct, or mission-related needs, including declining deployment three times within one 12-month period, while listed as “Available” in ADD.
6. Reservists may resign at any time prior to termination or expiration of their appointment to his/her RPM. Reservists must state in writing the reason for the resignation and the requested effective date at the time of resignation.

C. **Activation and Deployment.**

1. The IWMO shall activate and deploy Reservists in response to Stafford Act event-specific requirements established by RAs, FCOs, and FDRCs as outlined in sections VI.D.4-8 of this Directive. When a Reservist is deployed for field operations, the servicing field unit is responsible for WebTA, timekeeping, and travel authorizations.
2. Generally, the IWMO will not activate or employ Reservists to perform functions that full-time staff (permanent full-time or CORE) should appropriately perform. When approved by the Administrator, in consultation with the Chief Counsel, however, the IWMO may also activate and deploy Reservists for incidents absent a Stafford Act declaration. Such deployments will be coordinated with RPMs and may be subject to reimbursement by other Federal agencies.
3. Except as noted in sections IX.D.4-6 of this Directive, the IWMO shall activate and deploy Reservists for all incident management and incident

support assignments on a rotational basis by job title and FQS qualification level. In order to maintain proficiency and engagement of the entire Reservist Program, FEMA's goal is to deploy each Reservist at least once every 12 months. The length of deployment will depend on operational needs and available funding.

4. When necessary and appropriate for effective mission accomplishment, the IWMO may elect to modify or deviate from the rotation list by deploying those Reservists nearest to the location of disaster.
5. RAs, FCOs, and FDRCs must personally approve any request to the IWMO to deviate from the established rotational roster and deploy an individual Reservist by name. Given the Agency's strong policy preference to assign Reservists on a rotational basis, RAs, FCOs, and FDRCs should only request an individual Reservist for deployment by name rarely and for good cause shown, except as noted in section IX.D.6 of this Directive. In this context, "good cause shown" means that RAs, FCOs, and FDRCs shall submit a written statement to the Director, IWMO, explaining
 - a) The special knowledge, skills, abilities, and/or experience the named Reservist possesses that other similarly situated Reservists do not possess; and/or
 - b) Why the work of the position has a unique confidential or policy-determining relationship with the RA, FCO, or FDRC warranting deviation from the established rotational roster; and
 - c) Why denial of the name request might impose an undue burden on mission accomplishment.
6. The work of Lead Legal Counsel, Legal Counsel, Equal Rights Advisors, Alternative Dispute Resolution Specialists, Security Specialists, Safety Specialist, and Medical Professionals involves legally privileged relationships and requires a unique confidential or policy-determining relationship with the RA, FCO, or FDRC. Accordingly, name requests for these positions (and these positions only) do not require written justification, and, subject to availability or higher Agency priorities, the IWMO and RPM shall accommodate such requests from RAs, FCOs, and FDRCs.
7. Individual deployments away from a Reservist's home of record to a single temporary work location have a maximum duration of 50 consecutive weeks. This policy is established to ensure that travel reimbursement payments do not become part of the Reservist's income for tax purposes in accordance with subsection 162(a) of the Internal Revenue Code (26 U.S.C. § 162(a)). In extraordinary circumstances when FEMA requires a Reservist to deploy away from home to a single temporary work location for more than 50 weeks (but less than 24 months), the Associate

Administrator for Response and Recovery may authorize a Temporary Change of Station in accordance with the Federal Travel Regulations.

8. FEMA requires Reservists to be available to deploy on 24 hours notice at all times during the term of their appointment unless on pre-approved through authorized Reservist Leave by their RPM. Reservists shall request Reservist Leave in writing from their RPM. When on Reservist Leave, Reservists are not available to deploy on demand and the IWMO will not place them in rotation for deployment. Reservists may take up to 60 days per year of unpaid Reservist Leave when not deployed. RPM shall grant Reservist Leave for periods of not less than 15 days per request. Reservists must be approved for leave prior to receiving a call to activate and deploy—RPMs shall not approve leave requests made in response to an activation request.
9. When not activated, Reservists shall respond to calls, emails, and deployment requests from the IWMO and RPM at the earliest possible time and, in all cases, within 24 hours of the transmission of the call or email. Failure to return a deployment request call/email from the IWMO within 24 hours of the IWMO placing the call or the time/date stamp on the email constitutes a declination to deploy.
10. If a Reservist listed as “Available” in ADD fails to deploy upon activation, IWMO shall document each such failure and maintain a record of it for three years, or longer if required by applicable records retention policies.
11. If a Reservist declines three deployments within one 12-month period while in an Available status, the IWMO in coordination with the RPM shall direct OCCHCO to terminate the Reservist’s appointment.
12. Reservists may not deploy or accept deployment if they do not hold a government-issued travel charge card in good standing. In the event a Reservist must decline a deployment request because their government-issued travel charge card is lost or suspended, the IWMO shall normally consider this a declination without reasonable cause unless:
 - a) In the case of a lost card, the Reservist promptly reported the lost card prior to receiving the deployment request;
 - b) In the case of suspension, the Reservist promptly followed all procedures for disputed charges prior to receiving the deployment request; or
 - c) In the case of suspension, the Agency failed to timely and effectively process a properly submitted voucher, which caused the suspension.

D. **Training.**

1. FEMA shall train and certify all Reservists in accordance with FQS. All personnel shall carry out FQS operations in accordance with the *FEMA Qualification System Guide for Incident Management and Incident Support Positions* (available at <http://www.fema.gov/about/employees/fqs.shtm>) and other authorized FQS supporting documentation.
2. All Reservists shall receive training in government ethics, fraud detection and prevention, equal rights, privacy, and security.
3. The delivery of training shall take place in-person at FEMA Headquarters, EMI, FEMA Regions, JFOs, other field offices, and via the internet, and be by methods most effective and efficient for the government. RPMs may activate Reservists for up to two weeks annually solely to complete training, including through verified telework from home or a remote location.
4. When activated for training, OCCHCO is responsible for arranging WebTA and timekeeping for Reservists.
5. Reservists selected for trainee positions are not eligible for promotion to a higher pay grade until a Qualification Review Board has recommended them for certification and the proper Certifying Authority has certified them as "Qualified" for that FQS Position in accordance with the *Qualification/Certification Guide for Qualification Review Boards (QRBs) and Certifying Officials* (available at <http://www.fema.gov/about/employees/fqs.shtm>).

E. **Government Furnished Equipment.**

1. As soon as practicable after appointment, FEMA shall furnish each Reservist with appropriate mobile communication and/or computing equipment as determined by the RPM. Each Reservist is a custodian of any assigned government-furnished property issued to them by LMD, and is responsible for the proper use, care, and physical protection of all such property. The IWMO, LMD, or the RPM may recall government furnished equipment at any time and for any reason.
2. All Reservists are required to sign a Revocable License Agreement issued with government furnished equipment. By signing the Revocable License Agreement, the Reservist is acknowledging acceptance and responsibility of the equipment and becomes a Custodian of the equipment, as set forth in FEMA Directive 119-7, *Federal Personal Property Management Directive*. Violation of the Revocable License Agreement may result in disciplinary action, including termination of employment.

3. Reservists shall only use, display, or present their FEMA-issued Government identification card when activated and for lawful purposes.

F. **Awards and Recognition.**

1. Reservists are eligible to receive recognition awards for performance, achievements, innovations, and contributions toward meeting Agency goals and improving efficiency, effectiveness, and economy of the government. Except as otherwise noted in this Directive, Agency policies and directives on awards and recognition apply to Reservists.
2. On-site Supervisors and RPMs may make award determinations and shall report all awards to the IWMO.
3. Award types vary and, subject to the availability of appropriations, may include:
 - a) Non-Monetary – awards that do not convey money. Recipients generally receive certificates and may receive other incidental items such as mugs, caps, etc.
 - b) Monetary Annual- when award appropriations exist for Reservists, Supervisors may make cash awards for exceptional contributions, services, achievements, or quality work for an appropriate amount in accordance with effective FEMA guidance.
 - c) Monetary On the Spot - when award appropriations exist for Reservists, Supervisors may make on the spot cash awards for exceptional contributions, services, achievements, or quality work on a disaster-by-disaster basis for an appropriate amount in accordance with effective FEMA guidance.
4. Reservists are ineligible for time-off awards.

X. References

- A. FEMA Qualification System Guide
- B. Qualification Review Board Guide
- C. Evaluator's Guide
- D. FEMA Qualification System Position Task Books for all cadres and their positions

XI. Forms Prescribed

- A. Request for Personnel Action, Standard Form 52
- B. Performance Appraisal for the Disaster Assistance Program, FEMA Form 90-106
- C. Revocable License Agreement

XII. Waivers and Exemptions

Where permitted by statute, waivers and exemptions to the provisions of this Directive shall be submitted in writing to the Director, IWMO for adjudication, unless otherwise provided for in this Directive.

XIII. Questions

Please direct questions or comments regarding this Directive to the Director for the Incident Workforce Management Office, via FEMA-IWMO-Program@dhs.gov.



William L. Carwile, III
Associate Administrator
Office of Response and Recovery

Date: 6/14/2012