

Holley, Dennis A.

Subject: Chaplaincy IPT
Location: HQW8-001 25 Seat Conference Room (VTC)
Start: Thu 7/18/2013 11:30 AM
End: Thu 7/18/2013 12:30 PM
Show Time As: Tentative
Recurrence: (none)
Meeting Status: Not yet responded
Organizer: Koh, Jennifer
Categories: SENT

Good afternoon,

Please find the attached the meeting notes from the previous IPT meeting on July 2, 2013 and proposed communications templates.

In the attached meeting notes, you will see a summary of agreements/action items, mainly:

* A memorandum to the Deputy Administrator will be drafted. The memorandum will provide the IPT's final recommendation to (b)(5)

(b)(5)

(b)(5) Status: OHC is working on the draft.

* IPT will review the attached draft communications templates and provide input. As agreed, the IPT will recommend that (b)(5)

(b)(5)

* We brainstormed at our last meeting on vehicles for disseminating the information - some of which are captured. Please add, edit, etc. If anyone has a template that would be helpful to use for mapping the communications strategy and/or to use for drafting the communications plan to present along with the memorandum, please share.

* (b)(5)

(b)(5)

The agenda for the upcoming meeting is to review your comments/edits to the attached templates as well as any alternatives suggested by you. By the end of the meeting, we expect to have a fairly solidified plan of action for executing the communications strategy.

Chaplaincy Communication

To: OLE/FAMS SACs and OSO FSDs

From: OLE/FAMS & OSO HQ

RE: Notifying Employees about TSA's Work/Life and Wellness Programs and Airport Chaplaincy Program "if available" at your airport

We recently sent you an employee handout on the "Worklife4you" employee program; this information was well received and has generated a significant increase in visitors to worklife4you.com. We continue improve employee engagement by spreading the facts about the Worklife4you and the EAP program and help change the misconceptions that EAP is for employee disciplinary issues. Increased voluntary use of these programs will not only benefit our employees and their families, but may guide employees to take it upon themselves to address as yet unknown issues and head-off a potential performance issues.

In addition, a number of our airports offer Interfaith Chaplaincy programs for the traveling public, airport visitors, and airport and airline employees of all faiths. A number of our FSDs have established working relationships with their Airport chaplains and have found that relationship to be beneficial. While TSA does not authorize or sanction religious activities or advocate faiths, we recognize the value of notifying our employees about the availability of these Chaplaincy programs when they are available at the worksite.

Attached you will find two employee communications; one is an SAC/FSD employee handout on the two Work/Life and Wellness programs, the second is the same work/life communication with a template for adding additional information on local airport chaplaincy. **If your airport has a Chaplaincy program use the second template with approved language to provide specific information about your airport's Chaplaincy program and notify your workforce about both TSA program and the availability of your airports Chaplaincy public service.** NOTE- Although the form has space for only one airport, SACs may need to add information about more than one airport depending on the services available at the airports their teams use for departures.

As we near finalizing the IPT's recommendations, we ask everyone to make concerted effort to be present/or have someone from your office serve as your alternate (if you cannot attend - we realize there may be scheduling conflicts) at the next meeting. We look forward to seeing you!

If calling, call-in instructions are as follows:

(b)(2)

Participant Code (b)(2)

<<Chaplaincy Communications Templates 7 1 13.docx>> <<Chaplaincy IPT Meeting 7.2.13.doc>>

Thank you,

Jennifer



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0 Communications (Hosmer)...
0 The chaplaincy 10/10
0 The chaplaincy 10/10
0 The chaplaincy 10/10

Page 04 of 91

Withheld pursuant to exemption

(b)(5)

of the Freedom of information and Privacy Act

Page 05 of 91

Withheld pursuant to exemption

(b)(5)

of the Freedom of information and Privacy Act

Page 06 of 91

Withheld pursuant to exemption

(b)(5)

of the Freedom of information and Privacy Act

Chaplaincy IPT Meeting, July 2, 2013

Attendees: Fred Pope (OHC), Jennifer Koh (OHC), Shontelle Rivers(OHC), David Schmitt (OHC), Dennis Holley (OLE/FAMS), Dianna Davis (OFA/CAO), Paul Simmons (OTWE), Ray Desmone (CRL/O TE), Henry Dennis (Partnership/OHC), and Garrett Whitley (OSCPA).

Meeting Notes:

(b)(5)



(b)(5)

4. Discussion:

(b)(5)

5. Moving forward:

(b)(5)

PROJECTED Chaplaincy Program

Chaplain Basic Training, to include CISM, TSA Policies and Culture and Spirituality

(b)(5)

Estimated cost for travel/M&IE for responses to incidents

(b)(5)

Psychological Assessments, based on the projected cost by The Counseling Team International.

(b)(5)

FTE

Off the TSA Web site based on the low end of the 2010 salary

(b)(5)

Travel (associated with training)

Psychological Assessments

FTE

Travel M&IE

Total Estimate for Chaplaincy Program

(b)(5)

Holley, Dennis A.

From: Dawson, Inga <TSA-CSO> <(b)(6)>
Sent: Friday, July 12, 2013 3:47 PM
To: Holley, Dennis A.
Subject: Chaplaincy Initiative/Vetting Requirements

Follow Up Flag: Follow up
Flag Status: Flagged

Dennis,

I am following up to re-cap on our discussion today about vetting requirements for the Chaplaincy Initiative you are working to establish.

While the individuals will be performing voluntary services for TSA, I propose (b)(5)

(b)(5)

Please let me know if you need additional assistance or guidance with respect to vetting requirements as you continue efforts with the IPT!

Inga Dawson
CHIEF SECURITY OFFICER
Security Services & Assessments Division Office of Law Enforcement, Federal Air Marshal Service
(571) 227-(b)(6)
Transportation Security Administration
U.S. Department of Homeland Security

Airport Chaplaincy-Harvard University Research Report (2005)

Approximately fifty years ago, the first airport chapel in the United States was built in Boston's Logan International Airport. This chapel along with a few others established at this time was Catholic. Over the past few decades, as the religious landscape of America changed, so has the orientation of these chapels. Now one can walk into almost any major U.S. airport and many airports overseas and expect to find an interfaith space where people of all faiths are welcome to pray and worship. It is important to note: These adaptations have been made possible by airport chaplaincies forming their own nonprofit organizations, separate from the government funded transit authorities that run the airport.

According to the International Association of Civil Aviation Chaplains, in 2005 there were approximately 140 airport Chapels all over the world with at least 40 in the United States. Current research indicates that this number may have substantially increased since 2005. The formation of charitable organizations under the IRS classification: 501(c) (3) has made it possible for many airport chapels to cater to the needs of travelers and airport employees of various faiths, providing them with their own worship spaces, materials and chaplains. Public financial support from individuals, religious communities and businesses has allowed chapels to flourish.

Research of readily available information on the internet indicates that the following major U.S. airports have a Chaplaincy programs:

Albany NY Airport	Region 1
Albuquerque International Sunport	Region 4
Atlanta Hartsfield-Jackson International Airport	Region 2
Baltimore-Washington International Airport	Region 1
Boston Logan International Airport	Region 1
Charlotte/Douglas International Airport	Region 2
Chicago Midway Airport	Region 3
Chicago-O'Hare International Airport	Region 3
Cincinnati/Northern Kentucky International Airport	Region 2
Port Columbus Ohio International Airport	Region 3
Corpus Christi Airport	Region 4
Dallas Fort/Worth International Airport	Region 4

Dallas Love Field Airport	Region 4
Denver International Airport	Region 5
Detroit Metro Wayne County Airport	Region 3
Ft. Lauderdale-Hollywood International	Region 2
George Bush Houston Intercontinental Airport	Region 4
Indianapolis International Airport	Region 3
Jacksonville International Airport	Region 2
John F. Kennedy International Airport	Region 1
LaGuardia Airport	Region 1
Lambert St. Louis Lambert International Airport	Region 3
Miami International Airport	Region 2
Minneapolis/St. Paul International Airport	Region 3
Newark Liberty International Airport	Region 1
Orlando International	Region 2
Philadelphia International Airport	Region 1
Phoenix Sky Harbor International Airport	Region 6
Pittsburg International Airport	Region 1
San Francisco International Airport	Region 6
Sacramento International Airport	Region 6
Seattle-Tacoma International Airport	Region 5
Tampa International Airport	Region 2
Washington-Dulles International Airport	Region 1
Washington Reagan National Airport	Region 1

The Metropolitan Washington Airports (DCA & IAD) have Interfaith Chapels and services that are representative of most of the Chaplaincy Programs at the above-mentioned airports.

The Metropolitan Washington Airport Chapel's official web page provides the following information:

Mission

- Provide pastoral guidance for those that are hurting
- Intercede in resolving personal conflicts
- Conduct religious services
- Provide a trauma team in cases of catastrophic loss
- Provide a quiet place for private prayer, mediation and religious observances

The Chaplaincy is staffed by ordained clergy and trained volunteers. For those that need additional outside help, the chaplains provide a bridge to community resources and churches. All persons are welcome from airport employees, passengers and other visitors. The Chapel is open 24 hours a day, 7 days a week. The Chaplaincy serves the thirty-eight million passengers and twenty-eight thousand employees who frequent and work at the two airports that serve our nation's capitol.

The Chaplains provided 5, 167 employees and travelers referrals to other helping agencies. Approximately, 6, 963 persons sought pastoral counseling to resolve personal conflicts. The Chaplains are crisis certified, Certified by their Denomination, ordained, and train with airport first responders.

Discussion with both the FSD and the Senior Chaplain at DCA confirm that our employees have access to these services and in fact have utilized the services. Additionally, there exists an interactive relationship between the Airport Chaplaincy program and the TSA airport leadership relative to providing our employees with awareness and the availability of the Airport Chaplaincy program.

Holley, Dennis A.

Subject: Chaplaincy IPT
Location: HQW8-001 25 Seat Conference Room (VTC)

Start: Tue 7/2/2013 11:30 AM
End: Tue 7/2/2013 12:30 PM
Show Time As: Tentative

Recurrence: (none)

Meeting Status: Not yet responded

Organizer: Koh, Jennifer

Categories: SENT

Good afternoon,

Please see attached the summary of our discussions from the previous IPT meeting (June 20).

The next IPT meeting is scheduled for Tuesday, July 2, 2013 from 11:30 am- 12:30 am.

If calling, call-in instructions are as follows:

(b)(2)

Participant Code: (b)(2)

Thank you,

Jennifer

571-227 (b)(6)

<<Chaplaincy IPT Meeting 62013.doc>>



Chaplaincy IPT
Meeting 62013.d...

Holley, Dennis A.

Subject: Chaplaincy IMP meeting
Location: HQE4-001 18 Seat Conference Room

Start: Thu 6/20/2013 10:30 AM
End: Thu 6/20/2013 12:00 PM

Recurrence: (none)

Meeting Status: Accepted

Organizer: Koh, Jennifer

Categories: SENT

Good afternoon,

Attached are the draft proposed CONOPS from OSO and OLE/FAMS. At the meeting, OHC Policy, Partnership Office and OCC will address the requirements and challenges in moving forward with a chaplaincy pilot within a union environment and under the Collective Bargaining Agreement (CBA). Dennis Holley will report on his findings based on his discussions with PerSec and OCC regarding the background and security clearance requirements for the chaplains.

The meeting objectives are:

- * Discuss the draft proposed CONOPS from OSO and OLE/FAMS
- * Identify and outline a CONOP that will work TSA wide
- * Assign IPT members tasks as agreed and appropriate for moving forward

To keep the process moving forward, please review the draft CONOPS and be prepared to address issues from your respective areas of expertise. The next meeting is scheduled for: Thursday, 6/20/2013, from 10:30 am -12 Noon in room HQE4-001.

If calling in:

(b)(2)

Participant Code: (b)(2)

<<CONOPS for OSO Chaplaincy v1.doc>> <<DRAFT - OLE-FAMS Chaplaincy Program CONOPS.docx>> <<DRAFT - Critical Incident Response Program Handbook.pdf>>

Thank you,

Jennifer



CONOPS for OSO
Chaplaincy v1.d...



DRAFT -
OLE-FAMS Cha...



DRAFT - Critical
Incident Resp...

Chaplaincy IPT Meeting, June 20, 2013

Attendees: Fred Pope (OHC), Jennifer Koh (OHC), Shontelle Rivers(OHC), David Schmitt (OHC), Dennis Holley (OLE/FAMS), Dianna Davis (OFA/CAO), Paul Simmons (OTWE), Mary Scott (OSO), and Ray Desmone (CRL/OTE)

Meeting Notes:

A summary of activities following the previous IPT meeting

(b)(5)

Key elements of the OSO CONOPS

(b)(5)

(b)(5)

Key elements of the OLE/FAMS CONOPS

(b)(5)

Discussions

After reviewing both OSO' and OLE/FAMS CONOPS, the IPT determined that:

(b)(5)

Agreements and Actions

(b)(5)

Communication and Public Affairs and Office of Chief Counsel to develop messaging for communicating to employees regarding the availability of local airport chaplains and access to other faith-based community resources.

The following actions were briefly discussed:

(b)(5)

The next IPT meeting will work towards finalizing the IPT's final recommendation to the Deputy Administrator.



Office of Law
Enforcement/Federal Air
Marshal Service

Concept of Operations: Chaplaincy Program

Version 1

Standard Operating Procedure: Chaplaincy Program

Document Change History

Version	Date	Reference	Description
1			

Standard Operating Procedure: Chaplaincy Program

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Standard Operating Procedure: Chaplaincy Program

Purpose:

To provide a formalized structure for the chaplaincy program, and to define the roles and responsibilities of all parties involved to ensure TSA employees and their immediate family members have a resource for guidance and counseling, in both crisis and non-crisis situations.

Mission:

The TSA Chaplaincy Program is dedicated to serving TSA employees and their families by providing care and fostering a work environment rich in resources that will enable employees to overcome adversity and empower them to attain the highest level of professionalism.

Objectives:

- (1) Provide comfort and support to Office of Law Enforcement/Federal Air Marshal Service (OLE/FAMS) employees and their family members in times of personal and professional need and in crisis;
- (2) Work in conjunction with Critical Incident Response Team (CIRT) Peer Support Specialists (PSSs), OLE/FAMS contracted mental health professionals, the Employee Assistance Program (EAP), and Medical Programs Section (MPS) to ensure OLE/FAMS employees are provided the support they need during traumatic events;
- (3) Help ensure an accelerated psychological recovery in the aftermath of a traumatic event;
- (4) Provide incident follow-up with OLE/FAMS employees to ensure the best care is being provided; and
- (5) Measure the success of the program through employee surveys and chaplain service recipient questionnaires.

Authorities:

- A. Title 5, United States Code (U.S.C.) § 7901, "Health Service Programs"
- B. 5 U.S.C. §§ 7361 and 7362, "Drug Abuse, and Alcohol Abuse and Alcoholism"
- C. 5 U.S.C. § 7904, "Employee Assistance Programs Relating to Drug Abuse and Alcohol Abuse"
- D. 42 U.S.C. § 290dd, "Substance Abuse Among Government and Other Employees"
- E. 42 U.S.C. § 290dd-2, "Confidentiality of Records"
- F. Title 42 Code of Federal Regulations (CFR), Part 2, "Confidentiality of Alcohol and Drug Abuse Patient Records"
- G. 5 CFR 792, "Federal Employees' Health and Counseling Programs"

Standard Operating Procedure: Chaplaincy Program

- H. 5 CFR 2635, "Standards of Ethical Conduct for Employees of the Executive Branch"
- I. Executive Order No. 12,564, "Drug-Free Federal Workplace," & 51 CFR 32,889
- J. Office of Personnel Management, "Federal Employee Assistance Programs: Guiding Principles, Framework, and Definitions"
- K. DHS Directive 254-03, "Traumatic Incident Management Program"
- L. DHS Directive 254-02, "Employee Assistance Program"

Reference: TWP 3930 "Federal Air Marshal Medical Standards"

Definitions:

- A. **Chaplain** – An unpaid volunteer who is a minister in the workplace that performs a secular task.
- B. **Confidential** – Information that is communicated and entrusted with the confidence of another.
- C. **Crisis** – A generalized state of anxiety someone experiences whenever they believe they cannot solve a particular problem.
- D. **Critical Incident** – An event related to official acts (on or off duty) that results in serious bodily injury to, the disappearance of, or death of any individual. Such incidents include, but are not limited to, any activities (on or off duty) in which an OLE/FAMS employee was either involved or at which he or she was present.
- E. **Critical Incident Responses Program (CIRP)** – A voluntary program staffed by OLE/FAMS employees that offers assistance and service referrals to OLE/FAMS employees during times of personal and/or professional crisis or stress [see DHS Management Directive 254-03, Appendix A (5)].
- F. **Critical Incident Response Team (CIRT)** – A team consisting of one CIRT Facilitator, a CIRT Coordinator, several Peer Support Specialists (PSS), one Chaplain Liaison Coordinator (CLC), and one or more Chaplains who have received specialized training in critical-incident response and crisis management. Depending on circumstances, the team may include a licensed mental health professional.
- G. **Critical Incident Response Unit (CIRU)** – OLE/FAMS Headquarters (HQ) program management.
- H. **Critical Incident Stress Debriefing (CISD)** – A confidential, non-evaluative discussion of an employee's involvement in, and the thoughts and feelings resulting from, a traumatic incident which is always led by a qualified mental health professional with the assistance of CIRT personnel. Provides education and discussion regarding stress and coping. It should be conducted no sooner than 24 hours after the incident and as soon as possible thereafter.

Standard Operating Procedure: Chaplaincy Program

- I. **Crisis Intervention** – PSSs and Chaplains active attempt to help a contact regain a sense of control so he or she is better able to make healthy decisions.
- J. **Defusing** – An informal discussion between PSSs or Chaplains and affected personnel that occurs as soon as possible after a critical or traumatic incident. PSSs allow impacted personnel to ventilate immediate emotions, share immediate reactions, and suggest immediate coping methods.
- K. **Employee Assistance Program (EAP)** – A confidential counseling program that offers assessment, short-term counseling, and referral services to employees for a wide range of problems that could interfere with work performance [see DHS Management Directive 254-02, Part IV (B)]. EAP resources can be found at: <http://dhconnect.dhs.gov/org/comp/mgmt/dhshr/emp/Pages/EAP.aspx>
- L. **Family Members** – a spouse and the spouse’s parents; children, including adopted and step children and their spouses; parents and their spouses; siblings and their spouses; domestic partners and their parents; domestic partners of the aforementioned family members; and any individual related by blood or affinity whose relation to the employee is the equivalent of a family relationship [see DHS Management Directive 254-03, Appendix A (5)].
- M. **Headquarters (HQ)/Field Responsible Official** – The highest-ranking official in any OLE/FAMS Field/HQ Division. This includes Supervisory Air Marshals in Charge (SACs), and any other officials who have been designated by the SAC.
- N. **Line of Duty Death (LODD)** – The death of a law enforcement officer which was a direct or proximate result of a personal injury sustained while engaged in a mission-related law enforcement activity or in direct support of any law enforcement activity, which may include off-duty intervention in order to save life or limb.
- D. **Peer Support Specialist (PSS)** - PSSs are trained to provide comfort and support to fellow employees and their family members during times of crisis.
- P. **Traumatic Incident** – Any uncontrollable event or series of events that can overwhelm an individual’s defense mechanisms, such as direct or indirect involvement in shootings; assaults; suicides; threats on life, family, or property; vehicular, or airplane crashes; or major injuries [see DHS Management Directive 254-03, Appendix A (7)].

Standard Operating Procedure: Chaplaincy Program

Chapter 1 Program Structure

1.1 National CIRP Program

At the national level, the CIRP is organized and operated out of OLE/FAMS HQ within the Tactical Support Section (TSS), Field Operations Division. The CIRU is led by a Program Manager and is supported by a Supervisory Federal Air Marshal (SFAM,) a Psychologist, two National Coordinators; and a National Chaplaincy Coordinator.



- A. **Program Manager CIRU:** The CIRU Program Manager, who works under the general administrative supervision of the Section Chief, Tactical Support Services; plans and directs the CIRP; has operational and administrative oversight of the program; establishes national CIRP policies; and advises top level management and executive leadership of CIRP services that have a significant impact on the effectiveness and timeliness of the OLE/FAMS mission.
- B. **Supervisory Federal Air Marshal (SFAM) CIRU:** The SFAM supervises the CIRU National Coordinators, National Chaplaincy Coordinator and is responsible for ensuring that all program activities, communications, reporting, etc. with local CIRT and National Critical Incident Response Team (NCIRT) are properly coordinated through the national program. The SFAM may be deployed in response to incidents to facilitate the activities of PSSs, NCIRT, Chaplains and/or contracted mental health providers. Additionally, the SFAM will assume the duties and responsibilities of the Program Manager of the CIRU in their absence.
- C. **Psychologist:** A licensed mental health professional who provides clinical management and oversight of contracted mental health professionals and serves as the clinical subject matter expert during responses to critical incidents.
- D. **CIRU National Coordinators:** The National Coordinators are responsible for coordinating program activities, communications, reporting, etc. and serve as the primary liaisons with CIRP Facilitators, Coordinators, Assistant Coordinators, PSSs, Chaplains, and the NCIRT. National Coordinators may

Standard Operating Procedure: Chaplaincy Program

- (1) Create an environment of employee support and encouragement through non-judgmental and empathetic active listening;
- (2) Promote resilience within the workforce;
- (3) Promote healthy living;
- (4) Assist their co-workers with problems, referring them for confidential, professional treatment, as necessary, and referring them to service providers such as the Employee Assistance Program (EAP) or OLE/FAMS Medical Programs Division (MPD); and
- (5) Serve as CIRT Coordinators, NCIRT members, upon completion of proper specialized training.

Standard Operating Procedure: Chaplaincy Program

Chapter 2 Roles and Responsibilities

2.1 Office of the Director of the Chaplaincy (ODC)

- A. Each office shall have a designated CLC who will serve as a liaison between OLE/FAMS and the Chaplains. The CLC (I or J Band FAM) shall be chosen by the Field Office SAC in concurrence with the CIRU. The CLC oversees the office Chaplaincy Program and helps to coordinate the activities and in-service training of the Chaplains. The duties of the CLC include the following:
- (1) Help to recruit and vet qualified candidates for the position of Chaplain;
 - (2) Develop field office orientation and training for the Chaplains. The CLC shall identify and recruit personnel to conduct in-service training for the Chaplains;
 - (3) Promote the role and function of the Chaplaincy Program to all members of OLE/FAMS; and
 - (4) Provide effective means of communication between the Chaplains and OLE/FAMS employees, most importantly, communicating how a Chaplain is to be contacted.

2.2 Chaplain

- A. A Chaplain is a professional uncompensated volunteer who provides pastoral counseling (e.g., listening, supporting, encouraging, befriending, etc.) to all OLE/FAMS employees and their immediate family members. Chaplains provide a caring, human concern in which holistic (physical, emotional, spiritual, cognitive and behavioral) guidance may be provided. Trained and licensed Chaplains provide counsel, education, advocacy, life improvement skills and recovery skills. Conversations with Chaplains are both confidential and privileged. The duties of the Chaplain include the following:
- (1) Be reasonably available, on a 24-hour basis, to assist personnel and their immediate families in times of personal stress and/or crisis;
 - (2) Provide assistance in peer support and counseling, Chaplains shall not spread a religious message or follow a personal agenda;
 - (3) Provide peer support and pastoral counseling that is nondenominational. He or she serves in an interfaith or ecumenical capacity and proselytizing is prohibited;
 - (4) Direct personnel and their immediate families to other support resources when an incident or situation is beyond the knowledge, skills, and expertise of the Chaplain;
 - (5) Maintain a good professional relationship with the impacted OLE/FAMS field office, which requires regular and routine visits to OLE/FAMS operational facilities;
 - (6) Visit the sick or injured employee and his or her family, if requested;

Standard Operating Procedure: Chaplaincy Program

- (7) Assist in making notifications to families of personnel who have been seriously injured or who have died during a critical incident response;
- (8) Fulfill all other duties appropriate to the Chaplain's role, as agreed upon with OLE/FAMS;
- (9) Maintain strict confidentiality according to their religious disciplines and relevant State and Federal laws;
- (10) Respond to requests for assistance from both management and employees;
- (11) Assist the CIRT during major catastrophes, as necessary;
- (12) Interact with the CIRT PSSs, contracted mental health professionals, and the EAP; and
- (13) OLE/FAMS Chaplains will document their activity using a method approved by the CIRU.

2.2. Access to OLE/FAMS Property and Facilities

- A. The work of the Chaplain requires access to employees at their work site. If Chaplains were required to announce their arrivals, schedule appointments, document their presence or activities outside of the CIRT, or require escorts, employees may be reluctant to make use of their services.
- B. Upon successful completion of the application process, OLE/FAMS Chaplains shall be issued credentials and an appropriate local OLE/FAMS facility access card. These items are TSA and OLE/FAMS property and shall be recorded in the OLE/FAMS Federal Air Marshal Information System (FAMIS). If a Chaplain leaves the program, all issued items shall be returned to the Field Office SAC.

2.3. Availability

- A. Chaplains shall keep their field office OLE/FAMS CLC contact information up-to-date. Chaplains are expected to return routine calls within 24 hours and emergency calls within two hours, unless otherwise specified by the caller.
- B. Chaplains, the CLC, and the CIRU National Chaplaincy Coordinator are to distinguish between routine and emergency calls.

2.4. Operational Considerations

- A. Chaplains are not expected to respond to events or locations that would pose a threat of physical harm. They shall be advised beforehand of any physical or environmental hazards at assigned locations.
- B. When physically threatening conditions arise, Chaplains shall move to safety immediately.

Standard Operating Procedure: Chaplaincy Program

2.1.1.1. Services

- A. Chaplains provide a wide variety of services to OLE/FAMS employees. Under the CIRP umbrella, the Chaplaincy Program supplements and provides an alternative to other CIRP and EAP functions. The range of service varies with the individual Chaplain's training and experience, but each Chaplain is prepared to provide comfort and support to impacted employees and families.
- B. Chaplains shall only provide services from within their own areas of expertise. It is the responsibility of the Chaplain, the CIRP, and EAP personnel to make employees aware of the different roles of the Chaplain and to understand that employee reception of a Chaplain's services is voluntary. Chaplains shall also become familiar with the office of the Ombudsman and provide them with referrals when appropriate.

2.1.1.2. Availability

- A. The basic service of an OLE/FAMS Chaplain is to provide a caring presence and supportive contact with OLE/FAMS employees in times of crisis, which often serves to raise morale.
- B. The Chaplain's presence should never interfere with an employee's official duties, and may only be invited by the employee.

2.1.1.3. Counsel

- A. Chaplains provide counsel on individual personal matters within their own areas of expertise. It can be as a secular service similar to peer support, or as a religious or faith-based service upon the request of the employee.
- B. Issues often seen include: death and dying; substance abuse; family difficulties; and workplace stress. LODDs are not commonplace, but when they occur, they place a strain on the entire organization. During these times, Chaplains are a key source of support.

2.1.1.4. Critical Incident Response

- A. Chaplains can be one of the CIRP's most effective and flexible sources of support for employees who are involved as victims, or support staff at catastrophic events.
- B. NCIRT, includes Chaplains trained in CISM, can be activated by the CIRU SAC; however, other OLE/FAMS Chaplains may be called upon to assist.

2.1.1.5. Ceremonial, Invocations, and Benedictions

- A. Any ceremonial prayers such as invocations and benedictions should be brief, and must be reasonably inclusive, sensitive, and respectful to all individuals' beliefs.
- B. Such ceremonial prayers should be limited to those occasions where attendance is optional and where they are traditionally provided in the law enforcement community (e.g., graduations, memorial observances etc.).

Standard Operating Procedure: Chaplaincy Program

Chapter 3 Selection and Training Requirements

3.1 Selection

- A. The position of Chaplain within OLE/FAMS demands the highest level of personal and professional integrity. Chaplains must also be compassionate toward others, emotionally mature, and demonstrate solid judgment and excellent interpersonal skills.
- B. While remaining true to their personal beliefs, they must be dedicated to the best interest of OLE/FAMS and its employees. Chaplains must be able to work both independently from and in harmony with their fellow OLE/FAMS Chaplains.

3.2 Professional Requirements

- A. Chaplains are required to:
 - (1) Hold at least a Bachelor's Degree from a nationally accredited college or university;
 - (2) Have a minimum of three years of chaplaincy experience (e.g., police, military, fire, hospital, prison) with additional consideration for law enforcement related experience;
 - (3) Have a minimum of three years of experience in providing human services (e.g., pastoral care, counseling);
 - (4) Be ordained, licensed, or commissioned by a recognized religious authority to function in a ministry of spiritual care;
 - (5) Be endorsed by the recognized religious authority to serve OLE/FAMS as a Chaplain; and
 - (6) Successfully undergo a background investigation and meet other requirements as determined by TSA and OLE/FAMS. To be eligible for appointment as an OLE/FAMS Chaplain, candidates shall not have been convicted of a felony or a misdemeanor involving domestic violence.

3.3 Application and Recruitment Requirements

- A. **Pre Application Process -- Initial Contact:** When an OLE/FAMS field office determines that there is a need for an additional Chaplain or a replacement Chaplain, the Field Office CIRT CLC shall informally canvass for candidates among qualified area chaplains or from self-referred candidates. The number of Chaplains, be it one or more, shall be set at the discretion of the CIRU Program Manager in conjunction with the field office SAC and the CLC. Often, initial contacts are made by explaining the nature of OLE/FAMS Chaplaincy Program, to include:
 - (1) The voluntary nature of the work;
 - (2) The expected time commitment of the work;
 - (3) The required Professional Requirements as stated above; and

Standard Operating Procedure: Chaplaincy Program

(4) The following background requirements, to include:

- (a) Criminal History Check;
- (b) Drug history and testing;
- (c) Financial stability; and
- (d) Psychological Assessment.

B. **Application Process:** If a candidate appears to be qualified to meet the needs of the OLE/FAMS field office in the region where the candidate lives, the application procedure shall continue as follows:

- (1) The candidate is directed to provide a brief resume and two letters of reference to the appropriate Field Office SAC;
- (2) The Field Office CLC makes a preliminary “need-and-fit” determination based on knowledge of the field office, the candidate’s qualifications, and current or projected openings for chaplaincy in the field office;
- (3) If the candidate moves forward in the selection process, the CLC conducts a follow-up interview to verify the candidate’s qualifications and determine if he/she has the time and ability to properly support the Chaplaincy Program within the field office;
- (4) The CLC forwards the candidate’s resume and other pertinent information to the CIRU National Chaplaincy Coordinator, who then conducts an interview and reviews the candidate’s qualifications; and
- (5) If the National Chaplaincy Coordinator and CLC both concur in their recommendation of the candidate, they forward their recommendation along with the candidates’ correspondence to the CIRU Program Manager for final approval; and
- (6) The CIRU Program Manager may act as an arbitrator on candidates with an unresolved recommendation.

C. **Temporary Use:** In cases of immediate field office need, a candidate who has been approved for Chaplaincy duties and is awaiting clearance may perform chaplaincy work in the field office , but shall abide by all local security regulations and must be escorted at all times in secure areas.

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TRAINING

- A. **Primary Training:** All Chaplains need to be trained and certified. Until such time that an OLE/FAMS formalized chaplain training program is developed, a basic chaplaincy training course held by another law enforcement organization may be utilized to fulfill the basic training requirements as approved by the Program Manager CIRU. An additional crisis intervention course and online training available from FEMA's School of Independent Learning online are highly recommended and may be required.
- B. **Orientation:** All Chaplains will receive a TSA OLE/FAMS Employee Orientation as well as a field office and airport orientation.
- C. **Mentoring:** Chaplains are encouraged to develop a mentoring relationship with a more senior Chaplain in the field office or airport and/or an experienced OLE/FAMS Chaplain located elsewhere.
- D. **Training Academies:**
 - (1) Law Enforcement and Industry Training Division (LEITD), Atlantic City, NJ; and
 - (2) Federal Law Enforcement Training Center (FLETC), Artesia, NM. & Glynco, GA.

The Visiting Chaplain In-Service, which is conducted at the LEITD or either of the FLETC training academies, provides Chaplains with a unique opportunity to accelerate their understanding of the TSA and the training TSA personnel undergo while at the same time allowing them to serve the students. Ideally, Chaplains volunteer for at least a weeklong tour of duty. It is suggested that a tour coincide with the first week of training so the Chaplain can receive much of the orientation that new personnel receive.

- E. **Continuing Education:** Chaplains are encouraged to take advantage of opportunities for additional formal and informal training, either OLE/FAMS sponsored, or through outside professional organizations or vendors. Chaplains should consult with their CLC or National Chaplaincy Coordinator on relevant outside training. Any religious training, or other training not clearly needed for the legitimate purposes of OLE/FAMS, cannot be paid for or sponsored by the TSA.

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Chapter 4 Monitoring and Supervision

The monitoring of Chaplaincy Program activities and personnel is necessary to identify training needs, address conflicts or deficiencies, regulate services, support requests for resources, and improve the quality of care provided.

- A. **Activity Level:** Although circumstances vary widely, each Chaplain is expected to routinely visit OLE/FAMS work sites. During these hours, there should be direct, invited contact with OLE/FAMS employees or family members (administration/planning, record-keeping, or other indirect services are not be included in the twelve hour monthly requirement). This activity level includes interaction with OLE/FAMS field office management and the CIRT CLC. However, this activity standard is intended to encourage a growing familiarity between the Chaplain and the field office personnel. These hours and contacts may be done by telephone and at various locations.
- B. **Discretionary Involvement:** Chaplains must operate within the same constraints that Federal Air Marshal's (FAMs) operate when it comes to their duties and involvement. This constraint is identified as "Needs of the Service," which means that the OLE/FAMS determines where, when, and how Chaplains (and FAMs) perform their duties. Chaplains are never to launch themselves without prior authorization by the OLE/FAMS and/or the field office where they serve.
- C. **Self-monitoring:** Regular meetings (in person or telephone) with both the CLC and appropriate field office managers help keep the Chaplain informed on how he/she is received by the office. Such communications should not disclose confidential employee information.
- D. **Consultation:** Chaplains have a variety of resources available to them for support and consultation in their work for the OLE/FAMS, including their Field Office CLC for assistance and direction, the National Chaplaincy Coordinator for administrative guidance and authority, field office management, and the CIRU for overall program authority.
- E. **Refusal of Counsel or Support:** When an OLE/FAMS employee declines or refuses to have contact with or receive support from an OLE/FAMS Chaplain, the Chaplain must honor and comply with that decision immediately. Chaplains shall never attempt to urge or persuade an employee regarding the value of their counsel, especially when it is clearly not welcome.
- F. **Remediation:** When minor deficiencies in a Chaplain's performance or judgment are noted, they shall be directed to the CIRU for review and resolution. Specific and detailed information should be gathered, and if a need is identified, a course of remediation should be planned. This may include verbal counseling, training, targeted mentoring, or temporary suspension of activities until further resolution is reached. A record of this fact-gathering and remediation should be forwarded to the CIRU.
- G. **Proselytizing:** OLE/FAMS Chaplains are prohibited from proselytizing and/or evangelizing. They must not pursue or display any direct efforts to convert OLE/FAMS employees to a specific religious belief. Chaplains should set an example through appropriate actions and through the encouragement, comfort, and insight they provide.

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- H. **Firearms:** Chaplains must not possess or carry any firearm on their person while traveling on a commercial airline or any other mode of public transportation that prohibits the carrying of firearms. Chaplains shall never use their OLE/FAMS identification to justify carrying a firearm. Chaplains shall not possess or carry any firearm within OLE/FAMS space, including: an OLE/FAMS field office, the training academies, OLE/FAMS HQ, or any site where the OLE/FAMS is involved in an active mission (e.g., crime scene, catastrophe site).

- I. **Awards:** Chaplains are not eligible for time off or cash awards under the TSA awards program. Public appreciation at field office gatherings by executive management, letters of commendation, and certificates of achievement are all methods of recognition that are available for OLE/FAMS Chaplains.

Standard Operating Procedure: Chaplaincy Program

Chapter 5 Discontinuation of Service

- A. **Resignation:** Chaplains resigning from service should notify their CLC in writing with as much advance notice as possible. The CLC advises the National Chaplaincy Coordinator. The field office CIRT Facilitator, CIRT Coordinator, and management should also be advised.
- B. **Transfer:** Chaplains wishing to retain their status as they move to another field office must request so in writing to the Chaplain Liaison Coordinator. The approval of the transfer is based on the selection criteria, and the outlined Field Office needs; and CIRU Program Manager approval.
- C. **Removal:** Information that questions a Chaplain's ability to serve shall be forwarded to the CIRU National Chaplaincy Coordinator who carefully examines the matter. Serious infractions include a breach of confidentiality, failure to follow OLE/FAMS policies or procedures, unavailability, commission of a crime, loss of unescorted access status, proselytizing, or loss of effectiveness to serve the field office. Cases that authenticate the infraction are presented to the CIRU National Chaplaincy Coordinator, and the CIRU Program Manager for a joint recommendation and resolution. Cases can result in exoneration (no action), remediation, or removal. The CIRU Program Manager authorizes all removals and maintains a record of all cases.

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Chapter 6 Administration

- A. **Field Office Chaplain Staffing Levels:** Each field office is recommended to have at least two Chaplains. OLE/FAMS HQ Chaplains may serve more than one Division. The actual compliment of Chaplains assigned to each field office varies according to the number of employees in the field office, geographical size of the field office, the number of Resident Agencies in the field office, and consideration costs (background investigation, training, ongoing administration).
- B. **Diversity:** Denominational and gender diversity is recommended where possible. It is neither feasible nor advisable to provide chaplaincy representation for employees of all faith communities at all locations. However, all qualifications should be considered in recruiting and selection efforts and all Chaplains should be able to assist in accessing pastoral services for any employee request.
- C. **Status and Relationship with OLE/FAMS:** Chaplains agree to assist the DLE/FAMS and its employees without compensation and in accordance with this CONOPS. They are screened, cleared, assigned, and monitored by the DLE/FAMS CIRU. They are eligible for reimbursement of expenses incurred and claims for injury or illness under the Office of Worker's Compensation Program (OWCP). OLE/FAMS Chaplain's work with other organizations or chaplaincies should not conflict with their status as an OLE/FAMS Chaplain. OLE/FAMS Chaplains are not assigned regular hours, but are expected to respond to attempts to contact them and provide services within reasonable time limits. Other conflicts of time or allegiance are addressed on a case-by-case basis.
- D. **Salary:** OLE/FAMS Chaplains are not eligible for salary compensation. To some degree, voluntary Chaplain Programs gain their strength and respect from the employees' recognition that the position is voluntary.
- E. **Expenses:** Certain expenses incurred by OLE/FAMS Chaplains in the performance of their OLE/FAMS duties are reimbursable by their assigned field office. The CLC for the field office that the Chaplain serves assists in the processing of claims for reimbursement. All expenses must be formally approved in advance by the field office SAC. Typical miscellaneous expenses might include parking, materials for presentations, and/or other items related to services provided. It should be noted that food is generally not an approved expense. The use of a personally owned vehicle (i.e., mileage) for assigned duties may be reimbursed through a draft request or travel request according to the direction of the field office.
- F. **Travel:** Travel directed by the OLE/FAMS within the Chaplain's assigned field office is reimbursed by their field office. Except in emergencies, all travel requires prior approval to the appropriate field office management authority, and the completion of a travel voucher. It is important to arrange travel through the field office in order to secure government rates and refundable tickets. Government travel guidelines can be supplied to all Chaplains.

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Chapter 7 Death and Injury Coverage

- A. **Office of Worker's Compensation Program (OWCP):** The Department of Labor has advised that chaplains are covered under OWCP for injury or illness incurred while performing their duties. Each claim is adjudicated on its own merit, and results vary. An accepted claim for injury or illness pays for emergency treatment and pre-approved medical costs, and for wages lost by the injury or illness. Due to the unpaid status of the Chaplain, it is not clear if compensation for lost wages is available. Chaplains who have been injured or who have become ill from their work as an OLE/FAMS Chaplain, should notify their field office CLC or National Chaplaincy Coordinator for further guidance on how to file a claim.
- B. **Public Safety Officer's Benefit Act:** The Office of Justice Programs, U.S. Department of Justice, advises that a non-salaried OLE/FAMS Chaplain would be the equivalent to a volunteer firefighter who is unpaid. Proper documentation is important in showing the facts that the death of permanent disability happened while performing chaplaincy duties for OLE/FAMS. The Mychal Judge Police and Fire Chaplain Public Safety Officer's Benefit Act of 2002 (Public Law Number 107-196) allows benefits to be paid to individual(s) designated on the officer's most recently qualifying life insurance policy if the fallen officer is not survived by a spouse or eligible children. **Note: Please keep all paperwork and estate matters in order.**
- C. **Government Life Insurance:** OLE/FAMS Chaplains are not eligible to purchase government sponsored life insurance. Under OWCP there is a \$500 death benefit for accepted claims filed by a spouse.
- D. **Private Insurance:** Chaplains are advised to verify that their privately purchased life or disability insurance policies will cover death or disability incurred in the performance of chaplaincy duties.

Chapter 8 Incident Follow-up

Follow-up services are intended to ensure proper case management and reduce the stress levels of employees involved in a critical incident. Follow-up services will also be provided by PSSs, Mental Health Professionals, and Chaplains to family members affected by a critical incident and or family members of employees affected by a critical incident. Follow-up services may include referral to the EAP, OLE/FAMS MPS, Ombudsman or other established employee services. The responding NCIRT, or designee, will provide a follow-up phone call to the affected field office SAC within 10 days after the deployment to determine the need for additional services.

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Chapter 9 Reporting and Documentation

Reporting requirements for chaplains are minimal. Monthly entries will be submitted to the CLC on the number of visits, individuals contacted, hours spent on OLE/FAMS services, and other duties performed. OLE/FAMS CIRT personnel submit contact reports into the Peer Support Portal (PeerPort). CIRP partnered with the OLE/FAMS Office of Administrative and Technical Services (ATS) during 2011 to develop PeerPort. PeerPort is an online tool is used to collect information on employee and/or employee family interactions with CIRT PSSs and reports aggregated trends/patterns for CIRU staff. The ability to foresee trends and prevent a critical incident is a primary focus of the CIRU. The PeerPort was designed to ensure that national trends/patterns (e.g., work-related and/or personal stress), can be easily identified and evaluated by CIRU staff. The reports include the number and type of interactions that PSSs have with contacts including interactions with the EAP or external service. No Personal Identifiable Information (PII) information is collected or needed to acquire the necessary information for the reports.

OLE/FAMS Chaplains do not have access to the PeerPort at this time and will document their activity using a similar modified handwritten format. Efforts have been initiated to determine the feasibility of providing chaplains with secure online access to the PeerPort or another similar secure online system of data collection.

Standard Operating Procedure: Chaplaincy Program

Chapter 10 Summary of Legal Authorities

10.1 Constitutional

All OLE/FAMS activities must be carried out within the confines of the constitutional prohibition on government entanglements with religion. The Supreme Court has determined that the First Amendment to the Constitution of the United States prohibits federal agencies from using federal resources to promote religion or to favor a particular religion or religious expression. For the OLE/FAMS, rigorous adherence to these limits is not only legally required, but is a core value.

The OLE/FAMS Chaplaincy Program and its resources are not to be used to support any religion, nor to pressure or solicit any employee to adopt religious beliefs or practices, nor to appear to do so. Federal resources are not to be expended for inherently religious activities, such as worship and religious instruction (except clearly de minimis expenditures). Proselytizing is prohibited. Any use of OLE/FAMS facilities or resources for chaplaincy activities should be on a space-available basis consistent with other non-official uses and clearly separated from federal activities. Chaplain related activities should not occur on official OLE/FAMS time. The OLE/FAMS Chaplaincy Program must not discriminate in the services it provides based on the religious beliefs or activities of employees, but should strive to provide comparable assistance when requested to employees of all faiths, even to those who have no religious affiliations.

10.2 Constitutional Case Law

The last quarter of the 20th century brought about a number of cases in which the constitutionality of various Chaplain Programs was challenged. The U.S. Supreme Court ruled that a government entity can have a Chaplain, as long as certain requirements are met. The Lemon test, taken from *Lemon v. Kurtzman*, 403 U.S. 602 (1971), describes these factors: 1) the Chaplain Program provides a secular service, 2) there is no advancement of a particular religion, and 3) there is no excessive entanglement between government and religion.

In *Malyon v. Pierce County*, 935 P.2. 1272 (Wash. 1997), the Supreme Court applied the Lemon test to verify that the Pierce County Sheriff's Department Chaplaincy Program did not violate the First Amendment. The American Civil Liberties Union (ACLU) had challenged the program, alleging the government was sponsoring religious activities. The court proved that all three prongs of the Lemon test were met: the Chaplains provided secular services such as crisis intervention, counseling, and death notification; they provided services to people of various religious backgrounds; and they were deemed to be under the direction of the Department, not of their religious denominations, so no salary was paid.

In *Katcoff v. Marsh*, 755 F.2d. 223 (2nd Cir. 1985), the Federal Court of Appeals applied the Lemon test to military chaplains. The Chaplaincy Program was upheld relying on the historical presence of Chaplains in the military and the need to permit military personnel the right to exercise their religion.

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Chapter 11 Privacy and Confidentiality

All clergy serving as Chaplains of OLE/FAMS are fully empowered members of their religious affiliation. Their interaction with OLE/FAMS and its personnel is considered confidential and privileged. No form of verbal and/or written communication/information disclosed to chaplains may be divulged without the express permission of the employee or family member(s). Great care should be taken by both the Chaplains and the OLE/FAMS to maintain the credibility of this program.

Chaplains must strictly adhere to the CIRP policy on confidentiality. Any and all disclosures require pre-approval from the CIRU Program Manager except in exigent circumstances.

Chaplains shall be aware of the limits of protection of discovery based on the concept of “clergy privilege” because this varies among state jurisdictions and sometimes according to denominational practices. Chaplains shall follow state law in their duty to warn in case of threat to harm, self-harm, and child and elder abuse or neglect. In all cases, the CIRP policy of SAC CIRU approval must be met.

Standard Operating Procedure: Chaplaincy Program

Appendix A: Guiding Principles and Scope of Practice

TSA Chaplaincy Program Ethics & Guiding Principles

- (1) Chaplains will demonstrate their utmost personal and professional integrity: truthfulness, honesty, compassion and careful attention;
- (2) The provision of objective, appropriate, holistic support and a comforting presence will be expected;
- (3) Chaplains will not proselytize;
- (4) Those who are cared for will be provided freedom from unwanted gifts of religious literature or symbols, evangelistic and sermonizing speech, or forced acceptance of specific moral values and traditions;
- (5) Chaplains will demonstrate sensitivity to all faith traditions and provide appropriate and sensitive spiritual care to the faith beliefs and tradition of the person being served;
- (6) Chaplains will not discriminate, with regards to their care, based on sex, age, race, ethnicity, religion, sexual orientation, disabilities, socioeconomic status, or any other factors that would hamper a person's ability to receive spiritual care;
- (7) Chaplains will, whenever possible, attempt to locate a spiritual leader within the faith tradition of an affected person, if needed;
- (8) Out of respect for those who are served, Chaplains will maintain confidentiality as prescribed by current laws;
- (9) Chaplains recognize their personal and professional limits, know their boundaries and make referrals to professionals with appropriate expertise;
- (10) Chaplains will do no harm;
- (11) Chaplains will not self-deploy to a disaster scene;
- (12) Chaplains are volunteers and will take no monetary gifts from those who are served;
- (13) Chaplains must adhere to all applicable Codes of Ethical Standards as prescribed by their current professional status, affiliated and/or credentialing organizations;
- (14) Chaplains will undertake ongoing training to maintain knowledge and skill levels in Crisis Chaplaincy; and
- (15) Chaplains will not diagnose mental health or other medical issues unless they hold a legal and valid license for such diagnosis.

Standard Operating Procedure: Chaplaincy Program

Scope of Practice

Chaplains will follow the Incident Command Structure at the scene of a critical incident and report to the appropriate Commanding Officer, Shelter Director or Coordinating Chaplain.

- (1) Chaplains will follow the Incident Command Structure at the scene of a critical incident and report to the appropriate Commanding Officer, Shelter Director or Coordinating Chaplain;
- (2) If Chaplains are asked to lead public prayer services under the auspices of the County program, they will be non-sectarian and non-specific to any one religious belief;
- (3) Chaplains should be flexible and be willing to provide a ministry of presence, rather than a "pastoral ministry;" (be willing to hand out water bottles!)
- (4) Chaplains must avoid putting themselves in harm's way and be cognizant of safety measures at all times;
- (5) In order to avoid being in the way of emergency personnel, Chaplains must follow directions of police, fire and rescue personnel;
- (6) Chaplains who are "on-call" must respond immediately by telephone to the request for chaplain response; and
- (7) Chaplains will maintain their visibility at all times by wearing appropriate attire that clearly displays the word "Chaplain," Chaplain Vest, and presenting their Chaplain Credentials when performing such duties.

I, _____, agree to abide by these Ethical Principles and Scope of Practice statements listed above.

Signed

Date

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Appendix B: Confidentiality Instruction

Confidentiality

This instruction provides guidance relative to confidentiality within the TSA OLE/FAMS Critical Incident Response Program (CIRP), which includes Peer Support Specialists (PSSs), contracted Mental Health Professionals, and Chaplains.

Instruction

It is the policy of the TSA OLE/FAMS Critical Incident Response Unit (CIRU) to provide the fullest possible protection of conversations, contacts, records, and other communications between unit personnel and the individuals they serve.

Procedure

- A. All conversations, contacts, records, and other communications between CIRP personnel and the individuals they serve must be kept confidential. This includes confirmation or denial of the employee's or family member's participation or contact with the program.
- B. All disclosures or releases of confidential information must be pre-approved by the SAC CIRU. This includes disclosures authorized by the employee or family member receiving CIRP services and disclosures or releases not authorized, but required by law, regulation, or policy.
- C. Exception to CIRU Program Manager pre-approval can be made only in exigent circumstances where there is an imminent threat of loss of life or serious bodily harm. In such cases, notification to the CIRU must be made as soon as possible.
- D. CIRP personnel found knowingly or carelessly violating this instruction will be removed from CIRP duties.

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Appendix C: Memorandum of Understanding for TSA OLE/FAMS Chaplains

I, _____, wish to participate as a Chaplain for the TSA OLE/FAMS. To the end, I agree and stipulate to the following:

- (1) I have been provided a copy of the TSA OLE/FAMS Concept of Operations, herein referred to as "CONOPS," and have read it in its entirety;
- (2) I will adhere to all limitations as described in the CONOPS;
- (3) I will comply with the TSA OLE/FAMS Confidentiality Instruction;
- (4) I will adhere to the security and ethics requirements of TSA OLE/FAMS employees, and follow all required security procedures;
- (5) I will adhere to the guidance and direction of the Critical Incident Response Unit (CIRU), the Critical Incident Response Team (CIRT) and field office management while conducting TSA OLE/FAMS business;
- (6) I will be available and provide services as specifically outlined in the CONOPS;
- (7) I will not proselytize during my duties as a TSA OLE/FAMS Chaplain;
- (8) All identifying access badges are U.S. Government property, which will be returned upon termination as a TSA OLE/FAMS Chaplain; and
- (9) I will comply with all requirements, restrictions, limitations, and policies as described in the CONOPS while performing duties as a TSA OLE/FAMS Chaplain.

I fully understand that personal or professional behavior that reflects poorly on the TSA OLE/FAMS and/or the Chaplaincy Program can result in removal from the program. I further agree that serious infractions of TSA OLE/FAMS policy as described in the CONOPS can render a TSA OLE/FAMS Chaplain ineffective, which will cause my removal from the program. I have read this Memorandum of Understanding for the Chaplaincy Program, I agree with its contents, and I have been provided a copy.

Signature: _____ Date: ____ - ____ - _____

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FRAMEWORK FOR TSA CHAPLAINCY PILOT INITIATIVE

A holistic approach to wellness that includes a spiritual component is generally a well accepted concept of wellness. The establishment of a workplace chaplaincy program in order to provide this spiritual component will be faced with complex legal, diversity, administrative and labor management challenges. Additionally, operational oversight, training, Federal staff and associated costs would be significant. Given the current social political climate in which spirituality and religion is highly politicized, establishing the chaplaincy program will likely be viewed as controversial and subject to public scrutiny.

The more prominent benefits attributed to a chaplaincy program are:

- Provide services that are perceived by users as more personal than a hotline
- Services are available through regular contact where relationships are built over time and not only during a crisis
- Provides pastoral counseling which is a unique form of psychotherapy which uses spiritual resources as well as psychological understanding for healing and growth

While some individuals turn to a psychologist, social worker or psychiatrist, others want support and the opportunity to discuss their problems or illness in a spiritual context. TSA can leverage existing services to ensure our employees have access to all these services. TSA currently has a Wellness Work Life/EAP program which provides our employees with referrals and access to certified psychotherapy health care providers and when requested referrals to local community spiritual/religious organizations. TSA has developed a Work Life Wellness/EAP 5 year strategic plan which includes a communication plan which informs our employees and educates our managers/supervisors that these services are available to all TSA employees to include family members. The strategic plan addresses the need for a cultural change within TSA and provides the means for making the Work Life program based on management and employee relations built from the day the employee enters duty (employee orientation), training (employee and supervisor leadership) and on a continuous interactive work life wellness process between management and employees.

Additionally, research indicates that most major International and U.S. Airports have Chaplaincy programs which provide pastoral guidance, intercede in resolving personal conflicts, make referrals to licensed counselors and conduct religious service. The formation of charitable organizations under the IRS classification 501(c)(3) has made it possible for many airport chapels to cater to the needs of travelers and airport employees of various faiths, providing them with their own worship spaces, materials and chaplains. As a nonprofit organization, Airport Chaplaincies are not funded by government transit authorities. Therefore, these chaplaincy programs are not challenged with the legal entanglements of separation of church and state (See attached research material).

Discussion with both the FSD and the Senior Chaplain at DCA confirm that our employees have access to these services and in fact have utilized the services. Additionally, there exists an interactive relationship

between the Airport Chaplaincy program and the TSA, DCA leadership relative to providing our employees with awareness and the availability of the Airport Chaplaincy program.

TSA should identify these nonprofit Airport Chaplaincy programs and through communications inform our employees and provide an awareness of the services available to the public. TSA should create a relationship with the Airport Chaplaincy programs where employee who want support and the opportunity to discuss their problems or illness in a spiritual context have an awareness of the available services and the Airport Chaplaincy programs should have an awareness of the TSA Work Life/ EAP services to refer our employees as appropriate.

Providing a process to best leverage existing services to include all available Airport Chaplaincy and community programs provides a more comprehensive approach without the legal entanglements, diversity and labor/management challenges. The availability of these services to our employees properly communicated will avoid the opportunity for public controversy. The cost will be de minimis as the effort will be supported through existing staff and programs.

The IPT should develop a process and identify the management resources to best leverage these existing services. Below are some basic concepts for this initiative:

- Identify the appropriate HQ program POCs (program office, OLE/FAMS, OSO)
- Identify the appropriate Field/Airport POCs (program office, DLE/FAMS, OSO)
- Identify actions necessary to best leverage existing services (IPT)
- Data call on existing Airport Chaplaincy programs (OSO)
- Develop Employee Communications (program office and OPA)
- Establish local POC interaction (share information) with Airport Chaplaincy programs (HQ and Field POCs)
- Coordinate entire process with OCC (HQ/Local)

Chaplaincy IPT (Meeting #2)
Tuesday, April 23, 2013, 10AM-11AM

Attendees

Shontelle Rivers (OHC), Jennifer Koh (OHC), Lori Karin (Office of the Deputy Administrator), Wendy Flockhart (OCC), Ray Desmone (CRL/OTE), Dennis Holley (OLE/FAMS), Dianna Davis (OFA), Eric Chin (OSO), Tyler Maxey (OTWE), and Henry Dennis (Partnership Office).

Purpose

The purpose of this IPT is to assess whether or not a sufficient business case exists for a chaplaincy program, and if so, to draft a concept of operations for a TSA chaplaincy program.

Updates/Activities following the Previous Meeting

(b)(5)



Discussions and Agreements

(b)(5)

(b)(5)

Next Steps/Action Items

(b)(5)

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TSA Office of Law Enforcement/Federal Air Marshal Service (OLE/FAMS)

Chaplaincy Initiative (Voluntary External Chaplains)

Location in Organization:

- The OLE/FAMS Chaplain Program is managed by the Critical Incident Response Program (CIRP), Field Operations Division at OLE/FAMS Headquarters, Reston, VA
- CIRP National Program – FTE's
 - Program Manager – Supervisory Federal Air Marshal in Charge (SAC); Assistant Supervisory Federal Air Marshal in Charge (ASAC); 2 Federal Air Marshals (FAMs) – Regional Representatives; Civilian Clinical Director – Psychologist; and Civilian Program Analyst
- Field Offices – 26 nationwide with each office having the following collateral duty personnel:
 - CIRP Coordinator – Federal Air Marshal
 - CIRP Facilitator – Supervisory Federal Air Marshal (SFAM)
 - Peer Support Members (PSMs)

Key Components of CIRP Program:

- **Peer Support:**
 - Approximately 250 trained peer supporters assigned to OLE/FAMS field offices throughout U.S.
- **Mental Health:**
 - Program clinical director; 5 year mental health contract which provides a crisis hotline, a local Associate Mental Health Professional assigned to each field office to provide crisis response when necessary and regularly scheduled education and training
- **Chaplaincy:**
 - Development phase; approximately 4 offices have on their own initiative acquired volunteer local law enforcement chaplains in most cases following a critical incident (i.e. Federal Air Marshal suicide)

Chaplaincy Initiative:

- **Mission:** To be on-call to respond, as needed, to provide comfort, solace and spiritual care to TSA OLE/FAMS employees and their families in times of personal and professional need and in crisis situations.

Selection of Chaplains:

- The position of Chaplain within the OLE/FAMS demands the highest level of personal and professional integrity. The Law Enforcement Chaplain is foremost a member of the clergy and not an officer of the law. Chaplains must also be compassionate toward others, be emotionally mature, and demonstrate solid judgment and excellent interpersonal skill. While remaining true to their personal beliefs, they must be dedicated to the best interest of the OLE/FAMS and its employees. Chaplains must be able to work both independently from and in harmony with their fellow OLE/FAMS chaplains. They should possess a genuine attitude of openness to remain nonjudgmental of all individuals who may differ in their philosophy of life and ethics from the chaplain's own belief and orientation.

Professional Requirements:

- Be ordained, licensed, commissioned or appointed by a recognized religious authority
- Be endorsed by the recognized religious authority to serve the OLE/FAMS as a Chaplain
- Be a member in good standing of the clergy of his or her religious group or denomination and be fully empowered to carry out whatever ordinances or other rites that are normally bestowed upon clergy of his or her religious group or denomination.
- Hold at least a Bachelors Degree from a nationally accredited college or university
- Have a minimum of 5 years of chaplaincy experience (e.g., police, military, fire, hospital, prison) with additional consideration for law enforcement experience
- Successfully undergo a security clearance investigation
- Successfully complete a psychological evaluation
- Possess a valid state driver's license

Training:

- Will complete OLE/FAMS training program which includes the following:
 - OLE/FAMS Chaplaincy Orientation
 - International Conference of Police Chaplains (ICPC) 12 basic core courses
 - Pastoral Crisis Intervention
 - Critical Incident Stress Management (CISM)
 - Suicide Prevention and Intervention Training (e.g. Psychological First Aid; or Question, Persuade, Refer (QPR); or Applied Suicide Intervention Skills Training (ASSIST))
 - Basic Employee Assistance Program (EAP)
 - National Incident Management System (NIMS)

Duties and Responsibilities:

- Be reasonably available, on a 24-hour basis, to assist personnel and their immediate families in times of personal stress and/or crisis.
- Provide assistance in peer support and counseling – not spread a religious message or personal agenda. The basis of the OLE/FAMS Chaplain Program is to provide alternative counseling services for employees and to facilitate the exercise of first amendment rights.
- Provide peer support and pastoral counseling that is nondenominational. He or she serves in an interfaith or ecumenical capacity and does not use the chaplaincy to proselytize or preach in order to win adherents to his or her faith group, unless the employee requests it. It shall be assumed that he or she will be familiar with the beliefs and practices of various faith groups represented in his or her OLE/FAMS office. When the OLE/FAMS calls the Chaplain for assistance, it should be for secular reasons. When an employee calls the Chaplain for assistance, it may be for whatever the employee needs and requests. The key issues are the setting in which the activity takes place and the person on whose behalf the request for service is made.
- Refer personnel and their immediate families to other proper resources when the situation is beyond the knowledge, skills, and expertise of the Chaplain.
- Maintain a good professional relationship with the appropriate OLE/FAMS office, which requires regular and routine visits to OLE/FAMS sites. To be effective, Chaplains should visit OLE/FAMS sites no less than 8 hours a month and are encouraged to visit more often.
- Visit the sick or injured employee and his or her family, if requested.
- Assist in making notifications to families of personnel who have been seriously injured or who have died during a critical incident response.
- Fulfill all other duties appropriate to the Chaplain's role, as agreed upon with the OLE/FAMS
- Must maintain strict confidentiality according to their religious disciplines and relevant State and Federal laws.
- Respond to requests from both management and employees.
- Interact with the OLE/FAMS CIRP Peer Support Members, Associate Mental Health Professionals and the Employee Assistance Program (EAP).
- Assist the CIRP during major catastrophes, if requested to do so.
- OLE/FAMS Chaplains will document their activity using a method approved by the CIRP

OLE/FAMS Chaplain Liaison Coordinator:

- Each office shall have a designated Chaplain Liaison Coordinator who will serve as a liaison between the OLE/FAMS and the Chaplains. The coordinator shall be chosen by the office SAC in concurrence with the SAC CIRP. The coordinator oversees the office Chaplain Program and helps to coordinate the activities and in-service training of the Chaplains.
- The duties of the coordinator include the following:
 - Help to recruit qualified candidates and interview applicants for the position of Chaplain, making recommendation for appointment to the office SAC and CIRP SAC.
 - Develop ongoing training for the Chaplains. The coordinator shall recruit personnel to conduct in-service training for the Chaplains.
 - Promote the role and function of the Chaplains Program to all members of the OLE/FAMS.
 - Provide effective means of communication between the Chaplains and OLE/FAMS employees, most importantly, how a chaplain is to be contacted.

Federal Law Enforcement Chaplaincy Position Paper
SAC Dennis A. Holley
Federal Air Marshal Service Critical Incident Response Program
Permanent Deacon - Catholic Diocese of Arlington

What is a Chaplain?

- A “minister in the workplace” which performs a secular purpose

What do Chaplains do?

- Seek to empower persons holistically to be fully human (physical, emotional, spiritual, cognitive and behavioral)
- Seek to contribute to an environment which supports mutual respect, self-esteem and the appropriate pursuit of personal and professional growth and agency goals
- An objective and compassionate listening ear that provides a professional outlet for personal and professional life issues
- Offer support, affirmation and encouragement to individuals
- Privileged communication and confidentiality is absolute
- Not on payroll, and do not charge the agency for any of their services
- Serve as part of a crisis response team (DHS Traumatic Incident Management Plan)

Chaplaincy Academic Study: Comparison of Corporate Chaplain Programs & EAP’s

- *“Corporate Chaplaincy Programs: An Exploratory Study Relates Corporate Chaplain Activities to Employee Assistance Programs,”*
Kim Nimon, et al, University of Texas, 2008
 - Academics and consultants are now echoing executives’ claims that corporate chaplains are meeting a need that traditional EAPs cannot meet (Meyer and Davis, 2003)
 - In the workplace-based EAP model, professionals work with supervisors and managers to anticipate and address employee issues that disrupt the workplace (Employee Assistance Professionals Association, 2008)

- In contrast, while corporate chaplains make use of supervisory referral, they focus on developing a “ministry of presence” by being on-site or on-call 24 hours a day to counsel any employee on any matter (Starcher, 2003)
- A corporate chaplaincy is not usually seen as an alternative to an EAP but as an enhancement (Meyers and Davis, 2003).
 - In the face of low EAP utilization rates (Miller, 2001) and low chaplain program fees (Randle, 2003), some companies are considering corporate chaplaincy programs as alternatives to EAP’s.
 - What might an organization expect in return for securing the services of a corporate chaplain provider:
 - When compared to an EAP, this study found that employees were more willing to talk to chaplains about relationship issues.
 - Given, the importance of work-family integration for employee and organizational well-being, this findings supports theory (Schermerhorn, Gardner and Martin, 1990; Schermerhorn and McCarthy, 2004) and anecdotal evidence (Randle, 2003; Starcher, 2003) that corporate chaplains can play an important role in reducing turnover, retaining employees, improving productivity, reducing stress, and improving morale.
 - References:
 - Meyer, J. and Davis, E. (2003). Workplace chaplains: Filling a need traditional EAPs can’t meet, *Benefits Quarterly*, 18(3), 22-26
 - Randle, N. (2003). Deskside help for troubled workers, *Workforce Management*, 82(9), 21-22
 - Schermerhorn J.R., Jr., Gardner, T.N. and Martin, T.N. (1990). Management dialogues: Turning on the marginal performer, *Organizational Dynamics*, 18, 47-59

- Schermerhorn, J.R. Jr. and McCarthy, A. (2004). Enhancing performance capacity in the workplace: A reflection on the significance of the individual, *Irish Journal of Management*, 25, 45-61
- Starcher, K. (2003). Should you hire a workplace chaplain? *Regent Business Review*, 8, 17-19

Chaplain Benefits

- Cost effective means of preserving health, wellness and resiliency
- Days away from work are reduced
- Employees do not waste their time, or their co-employees time discussing personal problems
- A “force-multiplier” whose action is deliberate in their support of the primary mission of their agency and provide proactive and responsive support to every member of the agency
- Benefits that are voluntary but available to all employees and their households and immediate family members who choose to participate
- No cost to the employee
- Are available 24 hours a day, 7 days a week, 365 days a year
- Neutral from agency operations
- Reduces costly consequences of poor problem solving (e.g. suicide, substance abuse, workplace violence, and/or sabotage, etc.)
- Increases early awareness of and intervention in situations of physical or emotional overload and onset of related physical and emotional dysfunction
- Reduces staff conflicts
- Increases dedication to company goals, priorities and objectives
- Improved morale, teamwork, and job performance with lower stress, distractions, and employee turnover
- Increases loyalty and trustworthiness
- Corporate chaplain program report much higher usage rates than traditional EAPs, simply because of the relational nature of chaplaincy

Chaplaincy Program Management

- Voluntary Non-paid Chaplain Requirements
 - Applicant Screening and Selection: Education and Experience Standards, Personal Interview, Criminal History Check, Psychological Screening, Signed Code of Ethics Agreement
 - Certification and Training
 - Basic Training
 - Foundations of Chaplaincy: Philosophy of Ministry, Core Values, Perceptions, Principles, Ethics, Legal
 - Core Knowledge and Skills: Crisis Intervention, Critical Incident Stress Management (CISM), Grief and Bereavement, Death Notification, Resiliency
 - Core Issues: Depression, Post-traumatic Stress, Addictions, Suicide, Domestic and Workplace Violence, Child and Elder Abuse Issues
 - Annual Recurrent Training
 - Mentoring and Probationary Period
- Organizational Management
 - Headquarters: Program Manager and Support Staff (Program Development, Training, Regional Coordinators)
 - Field Office: SAC and Chaplain Liaison Coordinator

Pastoral Crisis Intervention

- Following 9/11, the American Red Cross (ARC) conducted a study that 59% of Americans polled would be likely (31%) or very likely (28%) to seek help from a spiritual counselor as opposed to only 40% would seek help from a mental health professional. (Taylor, Julie (2008). *Spiritual First Aid, Disaster Spiritual Care, Practical Clergy Responses to Community, Regional and National Tragedy*. 106-108)
- In their book, *Critical Incident Stress Management (CISM)* (Second Edition), George Everly, Jr., Ph.D. and Jeffrey Mitchell, Ph.D. (1999) state that, "The chaplaincy or other religious-oriented crisis response elements, including pastoral counseling, may also house the CISM

program because of their universal value to primary, secondary, or tertiary victims of crisis who are desirous of such intervention.

- “Pastoral Crisis Intervention: Toward a Definition,” George S. Everly, Jr., Ph.D.
 - The pastoral community represents a large and often untapped resource in times of crisis
 - It possesses a unique aggregation of characteristics that makes it uniquely valuable amidst the turmoil of a psychological crisis
 - In critical incidents such as terrorism, mass disasters, violence, the loss of loved ones, and any events wherein human actions result in injury, destruction, and/or death, the pastoral community may possess especially powerful restorative attributes
 - As a result of these unique strengths, some form of pastoral crisis intervention option should be integrated within all critical incident stress management teams, community crisis response efforts, and other crisis intervention systems
- Naval Postgraduate School Thesis: The Best Approach to Crisis Intervention, Steven L. Chumley (2012)
 - Recommends chaplains be incorporated into Psychological First Aid (PFA) interventions
 - PFA utilizing chaplains, at the very beginning of a traumatic incident, would benefit first responders, agencies, and ultimately, the homeland security mission
 - Chaplains are often viewed as someone who can be trusted, maintain confidentiality, and someone who has a connection with faith and religion
 - Chaplains receive training to minister to people associated with any religion, as well as individuals who have no religion
 - Chaplains are trained not to promote a national or state religion and should always remain religion neutral
- OLE/FAMS Critical Incident Response Program (CIRP) “Helping Triad”
 - Peer Support, Mental Health and Chaplaincy

- Work, train and respond together

(Current Position)

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