NATIONAL INCIDENT MANAGEMENT ORGANIZATION

Feasibility and Implementation Plan

November 2005

EXECUTIVE SUMMARY

Background

Wildland fires have increased in complexity, duration, size and number since the transition from the Large Fire Organization (LFO) to the Incident Command System (ICS). Incident Management Teams (IMTs) have grown in size to meet the demands of managing increasing numbers of firefighting resources in complex political and social settings. There is also a greater demand for incident management capacity on non-wildland fire, all-hazard incidents such as hurricanes. At the same time, the number of agency employees willing and able to participate in incident management has decreased, and the long-duration absence of current IMT participants from local units adversely impacts achievement of agency core missions and National Fire Plan targets.

In 2003, the National Wildfire Coordinating Group (NWCG) chartered an interagency team to identify potential strategies to improve large and complex incident management. The resultant report—*National Interagency Complex Incident Management Organization Study*—provided nine key recommendations for improving complex incident management capability, pressed for a larger and more aggressive vegetation management program, and suggested establishment of a permanent National Incident Management Organization (NIMO). The recommended organizational option for the NIMO was seven short Type I IMTs staffed for a five-year pilot study, after which its effectiveness would be evaluated.

The NWCG accepted the conclusions of that study in February 2005, and then chartered an interagency NIMO Implementation Task Group (NIMO Task Group) to prepare a feasibility and implementation plan for the NIMO and develop actions for each of the nine key recommendations. The results from those tasks constitute the report that follows.

Imperative Actions

The *National Interagency Complex Incident Management Organization Study* indicated success of the recommended NIMO option was predicated on two imperative actions: planning and executing a larger and more aggressive vegetation management program, and implementing nine key recommendations.

<u>Vegetation Management Program</u>

It is believed that the present magnitude of fuel reduction projects is insufficient to mitigate an increasing nationwide wildland fire threat, reducing the chances for successful suppression efforts and leaving critical National Fire Plan targets unmet. One of the principal tasks of NIMO IMTs will involve management of large, long-duration wildland fires. These incidents, although rare, account for the majority of suppression expenditures and wildland acres burned. The NIMO will adopt, test and refine a new model of large, long-duration wildland fire management. Such fires tend to defy most suppression efforts, no matter the size, being influenced instead by weather and fuels. Given the worsening wildland fuels situation, even the best conceived large fire management model is unlikely to achieve the desired results of lowered suppression costs and reduced impacts, and a revised approach to large, long-duration wildland fire management

will only meet success if accompanied by a fuels treatment program of expanded scale and quickened pace.

Implementation of the recommended NIMO option will complement and enhance the planning and execution of a larger and more aggressive vegetation management program. First, the primary agency fire managers (e.g., Fire Management Officers, Assistant Fire Management Officers, fuels specialists) who currently staff the majority of IMT positions will be more available to plan, manage and implement fuel projects on local units. Second, members of the NIMO IMTs will comprise an expert cadre from which line officers can draw to assist with fuels project implementation. Third, increased availability of primary agency fire managers will also enhance community protection through improved relations and implementation of more fuels projects within the Wildland-Urban Interface (WUI).

Nine Key Recommendations

The *National Interagency Complex Incident Management Organization Study* acknowledged that issues of large and complex incident management are inherently connected to incident and fire management as a whole. Nine key recommendations spanning a broad range of topics were identified. Actions associated with each were developed by the NIMO Task Group, a number of which will be implemented by the NIMO.

#1 – Improved capacity and capability of the current federal wildland agency workforce
• Establish line officer performance targets for incident management participation • Provide monetary incentives for difficult to fill Command and General Staff positions
#2 – Increase Type 3 incident management organizations
• Develop Type 3 incident management certification training (e.g., S-320) • Clarify the difference between wildland fire and all-hazard Type 3 organizations • Develop Type 3 incident management rosters at the sub-Geographic level
#3 – Streamline wildland fire training and qualifications
• Develop a formal "College of Command & Staff" to accelerate training and experience • Develop and "crosswalk" core competencies for ICS positions between federal, state and local emergency responders • Review ICS course curriculum to eliminate redundancy in task books and provide distance learning opportunities
#4 – National Multi-Agency Coordinating Group (NMAC) management of IMTs
• Establish fulltime NMAC Coordinator position • Develop National and Geographic IMT operations guide • NMAC to charter a National Incident Commander/Area Commander Group • Update NMAC direction in existing documents and prepare MOU outlining NMAC authorities
#5 – Adopt legal authorities for effective incident management across all levels of government
• NWCG to issue direction stating that state and local government employees can be delegated responsibility to perform incident management assignments on federal jurisdictions • Seek legislation to allow reciprocal agreements between federal, state and local agencies for non-wildland fire, all-hazard emergencies

#6 – Establish non-traditional partnerships to improve capacity and capability
• Develop formal agreements with non-traditional partner agencies for the support of incident management operations • Develop and maintain rosters of qualified individuals from non-traditional partners for use on IMTs
#7 – Improve emergency hiring practices to increase capacity and capability
• Establish an incident management overhead reservist pay plan • Ensure trainees are assigned when reservists participate in incident management
#8 – Standardize contracts to improve the utilization and management of private wildland fire services
• All agencies adopt a standard national contract performance database and contract/agreement templates • Develop specifications and contract standards for ICS unit modules (communications unit, resource unit, etc.) • Develop and review common definitions of inherently governmental functions on IMTs
#9 – Develop and implement a new complex incident management model
• Develop, implement, test and refine a "mega-fire" management model

NIMO Implementation Plan

The NIMO Task Group concluded that the recommended NIMO option is feasible and examined two implementation alternatives to staff all seven IMTs in Fiscal Year (FY) 2006 and over a three-year period (two IMTs in FY2006, two IMTs in FY2007, and three IMTS in FY2008). IMTs will be located in Atlanta, Denver, Tucson, Sacramento, Boise, Portland and Missoula. Key aspects of the implementation include:

- Create and fill fulltime NMAC Coordinator position
- Recruit NIMO positions from federal, state and local agencies and non-traditional partners
- Fill NIMO positions with temporary assignments, term appointments and interagency agreements
- No NIMO assignments exceed five years
- Technical supervision for NIMO IMTs provided by the NMAC. Administrative supervision determined by respective agencies for employees assigned to NIMO
- Classify standard position descriptions (PDs) for each Command and General Staff position (draft PDs have been completed)
- Configure NIMO IMTs with seven permanent and three call-when-needed positions to meet NWCG short team definition
- Utilize NIMO IMTs on wildland fire incidents that will require multiple team assignments and non-wildland fire, all-hazard incidents
- Full implementation of the NIMO in FY2006 will cost approximately $45MM over five years. A phased implementation will cost about $35MM over the same period
- Fund the NIMO through emergency operation sources
- Perform periodic monitoring and evaluation of the NIMO
- Develop an annual plan of work specifying non-incident roles and responsibilities for the NIMO

Based on the recent demands for large and complex incident management expertise, the NIMO Task Group strongly recommends the FY2006 full staffing alternative.

Desired Future Conditions

The recommended NIMO option was selected because it, along with implementation of the two imperative actions, will result in increased leadership to accomplish National Fire Plan targets,

improved initial and extended attack capability at the national, regional and local levels, a safer and more cost-effective complex incident management leadership to meet local fire management needs, accomplish natural resource management work and provide non-wildland fire, all-hazard incident management support. Through a combination of increased IMT participation and accelerated training and experience, employees will attain Type I Command and General Staff qualifications far earlier in their careers. Further, at the culmination of a NIMO appointment, the participant will return to the agency workforce with a new complement of incident management skills, knowledge and abilities. Long-term monitoring and evaluation will be critical to ensure these desired outcomes are met.

The NIMO Task Group developed a future vision of incident management that includes, by the year 2015, up to 20 NIMO IMTs, 40 Geographic IMTs, and sufficient local or Type 3 organizations for extended attack incidents. NIMO IMTs will be managed by the NMAC and maintain year-round availability for long-duration wildland fires and other all-hazard incidents. Geographic IMTs will be managed at the Geographic level and continue to serve an important role in incident management, including management of Wildland Fire Use fires and response to medium duration, multi-branch incidents. With the anticipated success of the NIMO pilot study, all NIMO and Geographic IMTs should eventually have a short team configuration, and units and unit leaders rotated between IMTs as needed. Extended attack organizations will be expanded and locally managed by federal, state and local resources. Finally, incident management training will be redistributed, with more all-hazard training at the NWCG 500 level, and complex incident management training shifted to the NWCG 300 and 400 levels.

NIMO IMTs are not intended to replace existing interagency IMTs. Rather, NIMO IMTs will expand the capacity and capability of wildland fire agencies to meet the increasing demands for trained personnel to manage complex wildland fire and other all-hazard incidents. This expanded capability will enable agencies to focus on core resource management missions, while still contributing to national emergency response efforts.

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– CHAPTER 1 –

INTRODUCTION

This report presents the specifics and timeline to implement the National Incident Management Organization (NIMO) five-year pilot.

The National Interagency Complex Incident Management Organization Study

The NIMO concept arose from a call for a more efficient and effective approach to large and complex wildland fire and other all-hazard incident management. In 2003, the National Wildfire Coordinating Group (NWCG) chartered an interagency team to explore the issue. That group was asked to:

- Examine organizational alternatives that balance local resource management work and complex incident management responsibilities.
- Review the 2000 report *An Agency Strategy for Fire Management* ("Jacobs Report") and evaluate alternative implementation strategies for its suggested National Incident Management Organization.
- Develop recommendations and evaluate their ramifications, impacts, feasibility, costs and effectiveness.
- Develop specific implementation options available to the interagency (the various traditional federal wildland fire agencies) fire community.
- Ensure that these recommendations and implementation options meet overall agency resource goals and objectives, the Federal Wildland Fire Management Policy, and the National Fire Plan.

The resultant report—*The National Interagency Complex Incident Management Organization Study*—identified trends that warranted a shift in the current approaches to complex incident management. The report documented a decline in federal personnel willing and able to perform incident management duties at the same time the number of wildland fire and other all-hazard assignments is increasing.

The team analyzed several organizational options and recommended implementation of "…a small, permanent professional incident management organization [NIMO] focused on leadership, safety, cost efficiency, and training" on a five-year pilot study. The report detailed the principle features of this organization, central to which was core of fulltime Command and General Staff available year-round for large and complex incident management. Seven NIMO Type 1 Incident Management Teams (IMTs) composed of seven Command and General Staff positions (Incident Commander, Safety Officer, Information Officer, and Planning, Logistics, Operations, and Finance section chiefs) would be stationed throughout the country near major jetports associated with Geographic Area Coordination Centers (GACC). The NIMO IMTs would be provided with clearly-defined, consistent performance expectations and utilization standards.

The outcomes expected from implementation of the NIMO pilot study were additional leadership to accomplish National Fire Plan targets, improved initial and extended attack capability at the local, regional and national level, a safer and more cost-effective complex incident management

leadership to meet local fire management needs, accomplish natural resource management work and provide non-wildland fire, all-hazard incident management support.

Finally, the study stressed that implementing the proposed organizational alternative would *only meet success if two additional conditions were met*:

- Planning and executing a larger and more aggressive vegetation management program
- Implementing nine key recommendations (presented in Chapter 3 of this report) designed to improve the management of complex incidents while also helping to maintain the availability of resource and wildland fire personnel to accomplish the local unit responsibilities

National Incident Management Organization Feasibility and Implementation Plan

Upon acceptance of *The National Interagency Complex Incident Management Organization Study* report in January 2005, the NWCG formed, chartered, and delegated authority to an interagency NIMO Implementation Task Group (NIMO Task Group) to develop a feasibility and implementation plan. The report that follows provides specifics and a timeline for implementation of the recommended NIMO option presented in the above report. It also addresses in detail the two imperative actions—larger and more aggressive vegetation management program and nine key recommendations—as each relates to the NIMO implementation and incident management as a whole.

– CHAPTER 2 –

IMPERATIVE ACTIONS

The National Interagency Complex Incident Management Organization Study indicated success of the recommended NIMO option was predicated on two imperative actions:

- Planning and executing a larger and more aggressive vegetation management program
- Implementing nine key recommendations

It is important to recognize that these actions are highly interrelated and failure to adequately address either one will have implications for both the overall success of the NIMO pilot and the ability to resolve a host of complicated issues that have long plagued incident management.

Larger and More Aggressive Vegetation Management Program

A study recently released by the Government Accounting Office (GAO), *Wildland Fire Management: Timely Identification of Long-Term Options and Funding Needs is Critical*, found that federal agencies have yet to develop a cohesive strategy that explicitly identifies the long-term options and related funding needed to reduce the excess vegetation that feeds larger and more destructive wildfires on federal lands. This is significant in that 190 million acres—or more than 40 percent—of federal wildlands are considered capable of sustaining large, catastrophic fires, and the situation worsens each year. It is believed that the present magnitude of fuel reduction projects is insufficient to mitigate the increased threat, reducing the chances for successful suppression efforts and leaving critical National Fire Plan targets unmet.

One of the principal tasks of NIMO IMTs will involve management of large, long-duration wildland fires. As described below (*Recommendation #9–Complex Incident Management*), these incidents, although rare, account for the majority of suppression expenditures and wildland acres burned. The NIMO will adopt, test and refine a new model of large, long-duration wildland fire management. Such fires tend to defy most suppression efforts, no matter the size, being influenced instead by weather and fuels. Given the worsening wildland fuels situation, even the best conceived large fire management model is unlikely to achieve the desired results of lowered suppression costs and reduced impacts, and a revised approach to large, long-duration wildland fire management will only meet success if accompanied by a fuels treatment program of expanded scale and quickened pace.

Implementation of the recommended NIMO option will complement and enhance the planning and execution of a larger and more aggressive vegetation management program and improve achievement of National Fire Plan targets. Benefits of the NIMO participation in vegetation management will include completion of more and larger fuels projects, enhanced ecosystem restoration capabilities and improved community assistance.

Line officer support and the regular availability of key fire management expertise will be critical to execute a larger and more aggressive vegetation management program. The implementation of the NIMO will make primary fire managers (e.g., Fire Management Officers, Assistant Fire Management Officers, fuels specialists), who currently staff the majority of IMT positions,

available to plan, manage, and implement fuels projects on local units. Absence of these key staff, due to ever-expanding incident management demands, was identified as a key impediment to the completion of fuels projects by line officers in the 1999 "Jacobs Report." At full NIMO implementation (20 IMTs), hundreds of federal fire management staff would be more readily available to fulfill local vegetation management and other responsibilities (Table 1).

Table 1
Current and Projected Allocation of
National and Geographic Area Type 1 IMTs

	NIMO	**National**	**Geographic Area**	**Wildland Fire Use**	*Total IMTs*	*# Individuals*
Current	--	17	40	7	64	1,920
FY2015	7-20	--	40	--	47-60	1,249-1,340

Note: Assume average Type 1 IMT membership of 30 individuals.

The members of NIMO IMTs also comprise an expert cadre from which line officers can draw to assist with fuels project implementation and ecosystem restoration. Examples of potential NIMO tasks include review of prescribed fire burn plans, assistance with planning and execution of landscape-level prescribed burns, and support with the preparation of agency land and resource management documents (e.g., Fire Management Plans). In addition, some IMTs will build Wildland Fire Use Manager (FUMA) qualifications, and those teams will be used to manage long-term Wildland Fire Use fires.

Finally, the NIMO will also play a role in community assistance. The key fire management personnel charged with vegetation management tend to also be the duty officers responsible for local initial and extended attack. Enhanced IMT capabilities brought about by the NIMO implementation will, through more sustained presence of local duty officers, lead to better community protection and relations at a national scale. Further, greater numbers of fuels projects completed in the Wildland-Urban Interface (WUI) will also improve community protection potential.

Nine Key Recommendations

The National Interagency Complex Incident Management Organization Study acknowledged that issues of large incident management are inherently connected to incident and fire management as a whole. Nine key recommendations spanning a broad range of topics were identified, along with the agency or entity responsible for implementation. Each recommendation was analyzed by the NIMO Task Group with the intent of identifying the source(s) of problems and/or deficiencies and prescribing corrective action items, including the role of the NIMO in potential solutions. Many of the action items have been previously tasked by NWCG or other leadership groups. Action items are separated as those previously tasked by the agency or entity responsible for implementation, and those to be tasked to NIMO and other groups, along with a date of completion or execution.

Recommendation #1

Improved Capacity and Capability

Federal agency policy should be changed to require employee participation on or in support of incident management. To improve integration of wildland fire into the agencies' business, and to insure that adequate personnel are available for the future, a significant increase in personnel available for incident management is needed. Processes should be developed that allow differing levels of commitment and assurance of longevity and location for assignments. Agencies should require agency administrators to have wildfire leadership training. Incident management experience will be viewed as a key factor in selection consideration for unit-level agency administrator positions.

Entity/agency responsible for implementation: Wildland Fire Leadership Council (WFLC), Agencies

Findings

The National Interagency Complex Incident Management Organization Study provided several examples of reviews and reports initiated over the past 10 years that emphasized the need to improve complex incident management. Each successive report, including the 1999 "Jacobs Report," which first suggested the NIMO as an option, concluded in general terms that "…without making a significant organizational change, the overall ability to manage large wildland fires will be compromised." Major cultural and demographic changes in the workforce, coupled with programmatic changes in federal wildland fire management agencies, has led to a significant reduction in participation on IMTs. In the past, participation in agency fire management activities was often a condition of hire, or at the very least an expectation of every employee within the historical "other duties as assigned" category. Over time, exceptions to that expectation have become common.

Regrettably, this reduced participation coincides with an increased amount and complexity of wildland fire activity (as well as other all-hazard incidents). By all indications, agencies unanimously agree on the need to improve incident management capacity and capability. The challenge is doing so in the face of shortfalls across many other agency programs.

Efforts initiated by the USDA Forest Service, National Fire Line Officer Team contributed to a change in evaluation criteria for the selection of line officers in fire-dependent ecosystems to include not only knowledge of fire program management, but also the ability to integrate fire and vegetation management across all program areas. Other agencies utilize similar criteria for selection of line officer cadres. Several agencies presently require Fire Leadership training for agency administrators in areas likely to sustain large wildland fire incidents as a means of preparation for the oversight role the position will fulfill. Incident management experience will be viewed as a key contributor to success in this role.

Line officers will be accountable for ensuring employee participation in incident management. Twenty-five to 50 percent of employees under each line officer should be prepared to directly participate or fill support roles in incident management on an annual basis.

The NIMO will work with individual agencies to develop monetary incentives to encourage participation among those IMT positions that are traditionally the most difficult to fill (e.g., Finance Section Chief, Logistics Section Chief).

Action items previously tasked		
	Responsible Group/ Individual	***Due Date***
None	--	--

Action items to be tasked to NIMO by NWCG/National Multi-Agency Coordinating Group (NMAC)		
	Responsible Group/ Individual	***Due Date***
Implement monetary incentives for difficult to fill Command and General Staff positions	NIMO (with individual agencies)	June 1, 2007

Action items to be tasked to other group(s) by WFLC		
	Responsible Group/ Individual	***Due Date***
Develop incident management duty statements to be included in all federal wildland agency employee position descriptions	Agency or Bureau Director/ Chief	June 30, 2006
Add incident management performance standards for all employees	Agency or Bureau Director/ Chief	June 30, 2006
Provide an incident management participation target for each line officer (e.g., GPRA standard for DOI agency administrators) and measure in performance evaluations	Agency or Bureau Director/ Chief	June 30, 2006

Recommendation #2

Type 3 Incident Management Teams

Significantly increase the number of interagency Type 3 Incident Management Teams. NWCG should develop standardized expectations and qualifications for these Type 3 teams. Local agencies should develop and manage sub-geographically responsive interagency Type 3 teams—using all aspects of local government. These teams will be used for improved, rapid initial and extended attack activities.

Entity/agency responsible for implementation: NWCG, National Fire and Aviation Executive Board (NFAEB)

Findings

Investigative findings of the Cramer and 30-Mile incidents prompted the development of interagency policy to determine the roles, duties and responsibilities of Type 3 organizations. This direction is included in the 2005 *Interagency Standards for Fire and Aviation Operations* (both Redbook and Bluebook):

> Type 3 Incident Commanders (ICT3s) are qualified according to the *310-1*. ICT3s are required to manage the incident. They must not have concurrent responsibilities that are not associated with the incident, and they must not concurrently perform single resource boss duties. ICT3s establish the appropriate organizational structure to manage the incident based on span of control and incident complexity. ICT3s may assign personnel to any combination of ICS functional area duties in order to operate safely and effectively. The *310-1* establishes Type 3 specific qualifications standards for Safety Officers and Information Officers. Minimum qualifications for all other functional areas are established by agency policy in the chart below.

Type 3 competencies

Type 3 Functional Responsibility	Specific 310-1 or equivalent qualification standards required to perform ICS functions at Type 3 level
Incident Command	Incident Commander Type 3
Safety	Safety Officer Type 3
Information	Information Officer Type 3
Operations	Strike Team Leader or Task Force Leader
Division	Single Resource Boss
Logistics	No minimum qualification
Plans	No minimum qualification
Finance	No minimum qualification

> Type 3 experience that is input into the Incident Qualification and Certification System (IQCS) will not exceed an individual's current Red Card qualifications.

It is often difficult to staff Type 3 incidents during periods of high fire activity. Most of the individuals with Type 3 qualifications, including duty officers, have other duties or IMT

assignments. The adhoc Type 3 organizations that result often have little collective Type 3 experience, nor are the members familiar with each other.

The intent is to build capacity at the local level by taking advantage of interested and qualified individuals who want to participate in incident management, but are unable to take part in faraway incidents due to other professional or personal obligations. Efforts are underway or proposed at the local, Geographic and National levels to ensure that qualified personnel are available to staff Type 3 incidents. These include compiling interagency rosters of Type 3 qualified individuals, expanded use of scenario training exercises to develop Type 3 Incident Command System (ICS) capabilities (the USDA Forest Service currently employs this method to train Type 3 Incident Commanders), and integration of non-traditional Type 3 organizations into existing federal forces.

Action items previously tasked by NWCG or NFAEB		
	Responsible Group/ Individual	***Due Date***
Develop interagency Type 3 rosters at the sub-Geographic Area-level	Sub-Geographic Area	June 1, 2006

Action items to be tasked to NIMO by NWCG/NMAC		
	Responsible Group/ Individual	***Due Date***
None	--	--

Action items to be tasked to other group(s) by NWCG or NFAEB		
	Responsible Group/ Individual	***Due Date***
Clarify differences between wildland fire and all-hazard Federal Emergency Management Agency (FEMA) Type 3 organizations	Incident Operations Standards Working Team (IOSWT)	January 1, 2006
Develop, for all ICS functions, scenario training exercises for Type 3 certification (e.g., S-320)	Training Working Team (TWT)	June 1, 2007

Recommendation #3

Training

Streamline the NWCG fire training and qualifications program to more effectively focus on the needs of the various positions while reducing redundancy and increasing training efficiency. Review the current training standards, requirements and delivery processes including distance learning to determine how they can be accelerated without compromising safety and the development of necessary skills.

Entity/agency responsible for implementation: NWCG

Findings

Training and the acquisition of experience are the two most significant bottlenecks for individuals wishing to rise from mid-level ICS positions to the Command and General Staff. The average age of individuals gaining their Type 1 qualifications is now in the late 40s, compared to the late 30s in the 1980s. There are several reasons for this trend. First, the qualification standards have risen. Second, the average number of training assignments needed to complete a task book has increased. And third, it now is more difficult to get multiple training and experience assignments each training or field season. Both formal training and experience acquisition must be accelerated in order for individuals to obtain Type 1 qualifications earlier in their careers.

As qualification standards have risen, so too have redundancies within those standards. As a remedy, the TWT is working with the US Fire Administration (USFA) to develop core competencies for each NWCG/National Incident Management System (NIMS) ICS position. These will be analyzed for training duplications, and ultimately used to appropriately modify ICS position task books and training course lesson plans.

The TWT will soon be issuing a contract to identify those courses in the NWCG training curriculum that can be delivered via distance leaning. An internet-based training system will increase delivery speed and reduce costs.

USFA is also working with the TWT to "crosswalk" competencies of state and local resources to those of federal agencies. This will facilitate the inclusion of local and state personnel on IMTs.

With regard to the acquisition of experience, the TWT will identify those tasks that can be accomplished in non-incident settings, and guide the development of appropriate simulation tools and role playing exercises. These will facilitate and expedite the experience gathering process, particularly among those positions where competition for training assignments is high.

Finally, the NIMO, working with the USFA, should be tasked to develop and implement a formalized "College of Command and Staff" into which promising students are recruited and mentored to the Command and General Staff level. This program should be modeled after the Wildland Firefighter Apprenticeship Program, with formal training agreements between agencies

and employees. Such agreements might include a program of training courses and experience/simulations designed to most efficiently obtain the desired qualifications. Importantly, the student qualification and certification process will be managed by the appropriate NIMO staff.

Action items previously tasked by NWCG		
	Responsible Group/Individual	***Due Date***
Develop core competencies for ICS positions	TWT USFA	June 30, 2006
"Crosswalk" ICS position competencies for state and local emergency responders	TWT USFA	June 30, 2006
Review ICS course curriculum for distance learning opportunities	TWT	October 1, 2006

Action items to be tasked to NIMO by NWCG/NMAC		
	Responsible Group/Individual	***Due Date***
Develop a formal "College of Command and Staff"	NIMO USFA-NFA	January 1, 2007

Action items to be tasked to other group(s) by NWCG		
	Responsible Group/Individual	***Due Date***
Review and revise ICS position task books and training course lesson plans	TWT IOSWT	Ongoing

Recommendation #4

NMAC IMT Management

The National Multi-Agency Coordinating Group should assume the responsibility for standardization of National and Geographic Incident Management Teams. To improve efficiency and overall team utilization, the mobilization of these teams will also become the responsibility of the National MAC based on a system developed with the National and Geographic Area MACs.

Entity/agency responsible for implementation: NFAEB

Findings

Existing direction indicates that standardization of National and Geographic Area IMTs is not an NMAC duty. The NMAC authority to make decisions and execute actions, particularly as related to IMT management, is not stated in a clear and concise manner, nor in a single, central location. Further, those documents that do provide direction to the NMAC regarding IMT management (e.g., *National Mobilization Guide*, *Geographic Area Mobilization Guides*, *Federal Fire and Aviation Action Plan*) tend to be redundant, inconsistent, or vague on the matter (an exception are the Delegations of Authority to the NMAC representatives from the member agencies). Finally, while the issue is being addressed, IMTs still lack formal authority to present a unified voice on IMT concerns.

Resolution of these matters is critical to ensure success of the NIMO pilot study. The NMAC authorities, including IMT management, should be stated in a single Memorandum of Understanding (MOU) signed by the NMAC member agencies. This, along with a supplemental annual operations guide, will serve as the principal documents for all NMAC activities, and the delegation of authority to its members. The MOU will provide the NMAC clear authority to fulfill the terms of its contents and execute the annual operations guide. All other documents that provide or reference NMAC direction will be subservient to the MOU. The comprehensive oversight of IMTs by NMAC as expressed in the MOU should include:

- Standardization, utilization, mobilization, and allocation of National IMTs and Area Command Teams
- Standardization and national mobilization of Geographic IMTs. Geographic IMTs will be mobilized and allocated within the Geographic Areas by each respective GACC
- NMAC oversight should be permanent, not based on preparedness levels
- Development of position descriptions for Command and General Staff positions on both the NIMO and non-NIMO IMTs
- Development and implementation of a comprehensive, long-term training and succession plan for IMT personnel
- Establishment of an NMAC chartered group that will currently represent the NIMO and National Incident and Area Commanders, and eventually the NIMO and Geographic Incident

and Area Commanders. This group, through approved mechanisms, would identify and address IMT issues

All conflicting, redundant and vague direction to NMAC found in existing documents should be identified and corrected. Furthermore, these same and new guidance documents would cite or directly quote (not paraphrase) the proposed NMAC MOU.

Of particular importance to the NIMO pilot implementation, NMAC should staff an interagency coordinator/staff position, separate from the National Interagency Coordination Center (NICC) Manager, to coordinate NMAC business, including execution of the NIMO implementation plan and development of the proposed NMAC MOU. The NMAC coordinator/staff position would ensure dedicated and comprehensive NIMO implementation oversight, as well as perform numerous other services. Along these lines, if the phased NIMO staffing alternative is selected, one of the NIMO IMTs staffed in FY2006 will be based in Boise, thus facilitating direct interaction with the proposed NMAC coordinator/staff position during the complex implementation period.

Action items previously tasked		
	Responsible Group/Individual	***Due Date***
None	--	--

Action items to be tasked to NIMO by NWCG/NMAC		
	Responsible Group/Individual	***Due Date***
Develop National and Geographic IMT operations guide	NIMO National Incident and Area Commanders Group	June 1, 2006

Action items to be tasked to other group(s) by NFAEB		
	Responsible Group/Individual	***Due Date***
Establish NMAC interagency coordinator position	NMAC/NFAEB	November 21, 2005
Charter National Incident/Area Commander Group	NMAC/NFAEB	January 1, 2006
Prepare MOU outlining NMAC authorities	NMAC member agencies/ NFAEB	February 1, 2006
Correct and update NMAC direction in existing documents	NMAC/NFAEB National Incident and Area Commanders Group	June 1, 2006

Recommendation #5

Legal Authorities

Given the adoption of both the National Response Plan and the National Incident Management System (NIMS), local, state, and federal agencies across America will be trained in a common system of incident management. In addition to providing a common system of incident management, the underlying legal authorities need to be adopted to allow the effective implementation of incident management at and across all levels of government.

Entity/agency responsible for implementation: WFLC, Agencies

Findings

The federal wildland fire management agencies need the authority to develop reciprocal agreements for assistance from state and local governments and other federal agencies in non-fire or non-presidentially declared emergencies and non-emergencies. In the absence of a presidential declaration, state and local government employees lack a reimbursement mechanism for participation in federal emergencies. For the same reason, federal employees are unable to assist state and local government agencies in locally declared emergencies. A long-term legislative solution is required to facilitate the development of reciprocal agreements between federal, state and local agencies.

Another issue concerns the legal authority for state and local responders to serve in a management and supervisory capacity during federal incidents. A recent briefing paper from the USDA Office of General Council stated that federal agency administrators can delegate the authority to state or local government employees to serve as Incident Commanders:

> *Under 42 USC 1856a, Reciprocal Fire Protection Act (RFPA), the Forest Service may enter into interstate cooperative agreements with state and local governments for mutual aid in fire protection. This authority allows the Forest Service to incorporate state and local employees into Incident Management Teams and, where necessary, designate such employees as managers and supervisors of IMTs. Oversight and supervision of the Incident Management Team remains with the Forest Service line officer(s) charged with administrative responsibility over the federal lands in question.*

However, it is felt that state and local agency administrators are largely unaware of this ability, and the matter requires NWCG clarification and guidance, and should be expanded to include all Command and General Staff.

Action items previously tasked by WFLC		
	Responsible Group/Individual	***Due Date***
Seek legislation to facilitate the development of all-hazard reciprocal agreements between federal, state and local agencies and cooperators	NWCG partner agencies	May 1, 2006

Action items to be tasked to NIMO by NWCG/NMAC		
	Responsible Group/Individual	***Due Date***
None	--	--

Action items to be tasked to other group(s) by WFLC		
	Responsible Group/Individual	***Due Date***
Develop a letter to agency administrators stating that state and local government employees can be delegated the responsibility to serve as Incident Commanders and Section Chiefs on federal jurisdictions	NWCG	June 1, 2006

Recommendation #6

Non-Traditional Partnerships

Actively seek partnerships with other federal agencies (i.e. EPA, Coast Guard, USFA) to improve capacity for the development and utilization of incident management personnel for fire and non-fire incidents.

Entity/agency responsible for implementation: NFAEB, USFA

Findings

The NIMO IMTs will compete with current Type 1 and Type 2 Wildland Fire IMTs to fill positions from a finite pool of qualified staff. It is in the interest of all concerned to maximize the size of that pool. To that end, non-traditional partnerships with other federal, state and local agencies should be pursued.

Some federal non-traditional partners, such as the Animal and Plant Health Inspection Service (APHIS) and US Coast Guard, are taking advantage of opportunities offered through NWCG partners to train, shadow, or actively fill positions on Type 1 and Type 2 Wildland Fire IMTs. Many potential federal non-traditional partners have or are in the process of establishing IMTs to meet specific agency needs. These IMTs are organized under the NIMS structure, and generally fill Command and Operations or support function roles.

There are two distinct staffing needs for NIMO IMTs: Command and General Staff and unit leader/supervisor/technical specialist positions. The former will be staffed primarily on the NIMO short configuration IMTs. Some unit leader/supervisor/technical specialist positions will be incident type-specific and filled at time of dispatch. Incident type-specific experience will be most critical among Operations positions. NIMO IMTs will develop and maintain rosters on the incident management status and capacity among federal, state and local non-traditional partners from which to fill unit leader/supervisor/technical specialist positions.

NIMO IMTs should also be staffed from non-federal, non-traditional and traditional partners such as state and local agencies and fire departments using Intergovernmental Personnel Act (IPA) or other agreements. Each NIMO IMT should have at least one member from these sources. NIMO IMTs will also develop and maintain rosters on the incident management status and capacity among state and local traditional and non-traditional partners as a means of identifying potential NIMO IMT members.

Efforts to adapt the Resource Ordering and Status System (ROSS) and Incident Qualifications Certification System (IQCS/IQS) to status qualified individuals cross-trained in ICS non-wildland fire, all-hazard positions should be continued.

Action items previously tasked		
	Responsible Group/Individual	***Due Date***
None	--	--

Action items to be tasked to NIMO by NWCG/NMAC		
	Responsible Group/Individual	***Due Date***
Develop formal agreements between the NIMO and non-traditional federal, state and local agencies for the support of incident management operations	NIMO	June 1, 2006
Develop and maintain rosters on the IMT status and capacity among state and local traditional and non-traditional partners for utilization on NIMO IMTs	NIMO	June 1, 2006
Develop and maintain a roster of unit leaders, supervisors and technical specialists among federal, state and local non-traditional partners available to fill ICS positions	NIMO	June 1, 2007

Action items to be tasked to other group(s) by NWCG		
	Responsible Group/Individual	***Due Date***
Expand ROSS and IQCS/IQS capabilities to include non-wildland fire, all-hazard equivalencies	TWT USFA	June 1, 2010

Recommendation #7

Improved Hiring Authority

Develop a system (i.e. FEMA's Disaster Assistance Employees) to more effectively utilize retirees to aid the development of agency employees in managing complex incidents. The long-term intent is to reduce the reliance on retirees while developing the needed skills to fulfill critical positions that exist today and are expected to increase over the next few years. To assure availability and appropriate training opportunities are maximized, the current "AD" employment system needs improvement.

Entity/agency responsible for implementation: WFLC, Agencies

Findings

This issue correlates strongly with the overall need to improve incident management capacity and capability. The current Administratively Determined (AD) pay plan was designed to provide basic level fire fighters; it is not well suited to obtain external incident management overhead positions. Many qualified external individuals, including highly experienced retired federal employees, are not making themselves available for incident management due to the low pay rates of the current AD pay plan. Capping AD pay rates as a way to constrain costs is artificial economics. Positions either go unfilled, increasing costs for the duration of the incident, or agencies resort to other methods such as personal service contracts or agreements with external agencies that are far more expensive. In addition, in the absence of retired federal employee participation in incident management, current employees are deprived of valuable mentorship and training opportunities.

A new incident management overhead reservist pay plan, designed specifically for filling incident management overhead, will allow agencies to increase workforce capacity and capability, provide a consistent approach to filling overhead needs, increase mentorship/training opportunities for current employees participating in incident management, and allow greater flexibility for primary agency fire managers to remain at their home units to accomplish National Fire Plan targets. The pay plan will be accompanied by support to recruit, enlist, and manage this temporary emergency workforce.

Action items previously tasked		
	Responsible Group/Individual	***Due Date***
None	--	--

Action items to be tasked to NIMO by NWCG/NMAC		
	Responsible Group/Individual	***Due Date***
None	--	--

Action items to be tasked to other group(s) by WFLC		
	Responsible Group/Individual	***Due Date***
Develop new incident management overhead reservist pay plan	Incident Business Practices Working Team (IBPWT)	May 1, 2006
Ensure trainees are assigned when using reservists	GACCs	June 1, 2006
Better utilize existing alternative hiring authorities available to the DOI and USDA Forest Service identified by the Interagency Incident Hiring Alternatives Task Group	IBPWT	June 1, 2007

Recommendation #8

Standardized Contracts

Standardized pay rates, contracts, performance standards and common definitions of inherently governmental functions should be used to improve efficiencies in wildland fire management. These standardizations will significantly improve the utilization and management of private wildland fire service contracts.

Entity/agency responsible for implementation: NWCG

Findings

In the United States, there are 11 Geographic Areas with multiple federal and state agency cooperators that procure resources with differing authorities, specifications and standards. During periods of high fire activity, movement of these resources becomes fluid across Geographic Area boundaries and between agencies. While critically important, agencies are left to interpret and administer a multitude of procured resources from other Geographic Areas and/or agencies with which they have little familiarity. The absence of standardized payment, contract, and performance standards becomes an issue on incidents due to the workload associated with administering various procurement requirements.

There is currently a significant amount of effort to standardize procurement processes. The USDA Forest Service developed a national contract for Type 2-Initial Attack (IA) 20-person handcrews and national standards and specifications for contract engines. The Northwest Geographic Area utilizes a standardized agreement process for Type 2 20-person hand crews, engines and water tenders. The Northern Rockies Geographic Area plans to implement a similar process for engines and tenders in 2006.

Variation in the contract/agreement language between the USDA Forest Service National Type 2-IA crew contract and Northwest Geographic Area crew agreement has been a major source of confusion for agencies. The USDA Forest Service and Northwest Geographic Area have attempted to reconcile these differences, and similar attention to comparability should be made as other Geographic Areas and agencies opt for standardized procurement processes.

Current national and regional contracts and agreements for engines, tenders and crews have minimum performance standards. There is no distinction, however, between contractors on the degree to which each meets or exceeds those standards. Best value agreements/contracts are a good method of incorporating performance standards, as well as cost, into the selection criteria for standardized procurement. In 2006, the Northern Rockies and Northwest Geographic Areas plan to implement best value agreements and contracts.

As a means of collecting and managing contractor capability and performance data, the Northwest Geographic Area implemented the internet-based Equipment and Training Inventory System (EaTIS) in 2004. In addition to basic company statistics, EaTIS includes

tracking/aggregation of vendor performance for engines, tenders and crews, competitive bidding, preseason equipment inspection, personnel fire qualification verification, and host unit dispatch tables ranking resources by type and best value.

The USDA Forest Service adopted EaTIS as a national standard for all Emergency Equipment Rental Agreement (EERA) resources in 2005, and by 2006, these data will be accessible on a new national version of EaTIS. The NIMO Task Group recommends strongly that the DOI agencies should also utilize EaTIS. This, along with endorsement from NWCG, would encourage use of EaTIS at the GACC level by respective federal, state and local governments, and expand the practice, and therefore benefits, of best value procurement.

Admittedly, development and administration of best value contracts and agreements is not inexpensive. For example, the Northwest Geographic Area estimated a cost of $1.1 million to develop contracts and agreements for approximately 650 engines and water tenders and 200 20-person hand crews in 2006. It is expected, however, that those costs will be recovered through improved contractor performance at lower rates.

In terms of cost containment, standardized pay rates may not be desirable. A recent audit of USDA Forest Service national equipment rental agreements by the OIG (Audit No. 08601-40-SF) found,

> Forest Service is not realizing the potential cost savings resulting from competitive acquisitions.
>
> Price competition is prescribed by acquisition regulations as the primary method for determining fair and reasonable prices.
>
> Audit Finding #1: Competition needed in EERA process to improve cost efficiency.
>
> Audit Recommendation #1: Forest Service will instruct Regions to sign up their EERAs during the preseason on a competitive basis. Studies from previous years indicate that competitive pricing could save as much as 29% from fixed rate pricing. Standard rates will be established for vendors who wait to sign up their equipment at the incident.

Currently, each Geographic Area sets its own EERA rates. It is recommended that rates and standards for engines, dozers and water tenders be established on a broader geographic scale, beyond the Geographic Area-level, including criteria for selecting daily or hourly rates. The competitive process should be used to establish the final rates.

Inherently governmental functions are so intimately related to the public interest that only government employees must perform them. These activities require substantial discretion in applying government authority and/or making decisions for the government; inherently governmental functions are not subject to competitive sourcing. NIMO IMTs, along with the Competitive Sourcing Group, should review common definitions for inherently governmental functions on IMTs to determine those ICS Unit Modules (e.g., Resource Unit, Communications

Unit, Documentation Unit) that could be contracted. Once determined, NIMO IMTs will develop applicable specifications and contract standards, and ensure their implementation.

Action items previously tasked		
	Responsible Group/Individual	***Due Date***
None	--	--

Action items to be tasked to NIMO by NWCG/NMAC		
	Responsible Group/Individual	***Due Date***
Review common definitions for inherently governmental functions on IMT Unit Modules	NIMO Competitive Sourcing Group	May 1, 2006
Based on the above review, develop specifications and contract standards for appropriate ICS Unit Modules	NIMO	May 1, 2007

Action items to be tasked to other group(s) by NWCG		
	Responsible Group/Individual	***Due Date***
USDA Forest Service and DOI agencies adopt common national contractor performance database (e.g., EaTIS)	NFAEB	May 1, 2006
Implement recommendation of USDA Forest Service national equipment rental agreement audit (i.e., utilize competitive pricing)	IBPWT	May 1, 2006
Develop generic crew and equipment contract/agreement templates from current examples (e.g., USDA Forest Service National Type 2 Crew Contract/Northwest Geographic Area Regional Crew Agreement)	IBPWT	May 1, 2006
Provide state and local governments access to national contractor performance database (e.g., EaTIS)	Geographic Areas	May 1, 2007
Establish EERA rates and standards at broader geographic scales	IBPWT	May 1, 2007

Recommendation # 9

Complex Incident Management

Develop a new model for managing complex incidents. The current model of adding more and more resources should be replaced with a system that utilizes social values, significant resource values, and cost benefits in the decision-making process. This system should incorporate the utilization of modules that allow the expansion of personnel and equipment in a cost effective manner when determined that the investments are effective and necessary. Suppression strategies should shift away from the 100% perimeter control to "point-of-control" efforts that prioritize and protect the greatest values-at-risk.

Entity/agency responsible for implementation: NWCG, WFLC, Agencies

Findings

This recommendation evaluates the suppression aspect of wildland fire management from a strategic and tactical perspective. Specifically, it looks at the so-called "mega-fire" complex incident, and calls for a new approach beyond the conventional belief that "more is better" with regard to suppression resources as wildfire size and complexity increase.

Over an average ten-year period, federal, state and local agencies take suppression action on about 64,000 unwanted wildfires that burn approximately 4.3 million acres per year. During extreme years, wildfires have burned more than 8 million acres and cost the federal agencies more than $1.6 billion to suppress. Four kinds of wildfires broadly define the spectrum of wildland fire suppression efforts:

- Small initial attack fires
- Transition or extended attack fires
- Large fires
- Mega-fires

Small initial attack fires, successfully suppressed, account for the vast majority of wildfires. Relatively few wildfires escape initial or extended attack efforts and become large, complex incidents, of which mega-fires comprise only a very small percentage. However, these few incidents account for over 80% of suppression expenditures and 90% of burned acres damaged.

Mega-fires have yet to be formally defined, but are considered here to be wildfires that require multiple IMT rotations and the coordination and oversight of Area Command Teams, are more influenced by weather and fuels than suppression efforts, and generally burn until season-ending weather events. Mega-fires are a rare phenomenon; recent notable examples occurred during the late 1980s (northeastern Oregon, Yellowstone, northern California) and early 2000s (Hayman [Colorado], Rodeo-Chediski [Arizona], Biscuit [Oregon]). Understandably, these incidents tend to receive a great deal of regional, and even national, media and political scrutiny.

In wildfire suppression, the "more is better" philosophy is frequently applied to firefighting resources. In many cases this strategy works. With mega-fires, however, an increase in resources

tends to convey very few or no tactical advantages. It is ironic then that the social and political tension surrounding mega-fires often evokes a larger, more determined suppression response. Realistically, though, mega-fire control objectives are often elusive and difficult to achieve, with protection limited to homes and structures that are easily accessible to suppression resources. Such defensive-oriented strategies usually result in sacrificing perimeter control which, over time, can exacerbate the threat to safety, property and resources. However, because thousands of firefighters require long logistical lines of support and large support organizations, offensive operations are cumbersome and extremely costly.

The current approaches to mega-fire management need to be critically examined. To this end, a small group of experts ("Mega-Fire Group") was commissioned in 2004 to develop and unveil a mega-fire management model for the 2006 fire season. This model will encompass the full spectrum of issues related to mega-fires, from strategic and tactical approaches to socio-political implications. In addition to an analysis of past mega-fires, the model will draw from other approaches to large fire management such as those employed in Alaska, Canada, and Australia, and Wildland Fire Use. As mega-fire management is one of its key duties, the NIMO will adopt, test and refine the model.

Action items previously tasked by NWCG		
	Responsible Group/Individual	***Due Date***
Develop and implement mega-fire management model	Mega-Fire Group NWCG	March 15, 2006

Action items to be tasked to NIMO by NWCG/NMAC		
	Responsible Group/Individual	***Due Date***
Adopt, test and refine mega-fire management model	NIMO	March 15, 2006

Action items to be tasked to other group(s)		
	Responsible Group/Individual	***Due Date***
None	**--**	**--**

– CHAPTER 3 –

NIMO IMPLEMENTATION PLAN

Introduction

The proposed framework and timeline to implement the five-year NIMO pilot study (Fiscal Years [FY] 2006-2010) are presented in this chapter, and include full and phased staffing option alternatives. It also outlines the roles and responsibilities NIMO IMT members will fulfill when not actively engaged in incident management. The implementation recommendations presented in *The National Interagency Complex Incident Management Organization Study* were largely retained, along with new aspects deemed critical for the success of the NIMO pilot.

NMAC Coordinator Position

It is imperative that the NMAC staff an interagency coordinator/staff position, separate from the NICC manager, to coordinate initial execution of the NIMO Implementation Plan. This position was not identified in the *National Interagency Complex Incident Management Organization Study*. As explained in conjunction with *NIMO Study Recommendation #4* above, success of the NIMO pilot depends on clear direction from the NMAC. The addition of a coordinator position, as opposed to simply delegating the implementation task to existing NMAC members, will ensure completion of the other critical action items found with *NIMO Study Recommendation #4* with regard to NIMO and general IMT management.

Organization and Short and Long Team Configurations

The NIMO pilot will consist of seven Incident Management Teams (IMT) in a short configuration. Each of these IMTs will be staffed with seven NIMO employees (Incident Commander [ICT1], Operations Section Chief [OSC1], Finance Section Chief [FSC1], Planning Section Chief [PSC1], Logistics Section Chief [LSC1], Safety Officer [SOFR] and Information Officer [IOFR]) and three call-when-needed team members. The three additional positions will include a second OSC1, a Deputy Incident Commander and a third position to be determined by the Incident Commanders. For non-wildland fire incidents it is strongly recommended that Incident Commanders fill the third call-when-needed position with an all-hazard technical specialist from the USFA. This configuration will meet the NWCG standards for a ten person short IMT. In addition, it will build a pool of individuals that may compete for NIMO positions in the future.

Some assignments may require NIMO IMTs to be deployed in a long team format of 27 members and up to six trainees. This will require each NIMO long IMT to fill an additional 17 positions when ordered in a long team configuration. During periods of low incident activity, multiple NIMO IMTs could be combined to form a single long team.

Recruitment

Recruitment for NIMO IMTs must minimize the impact on existing National and Geographic IMTs. Each NIMO Incident Commander must assure that every effort is made to obtain

individuals from non-traditional partners, such as contractors, state agencies and local governments, and including those employees not currently participating on IMTs. The USFA can assist with filling these positions.

During the pilot period, recruitment impacts on existing resources will be particularly acute for incidents requiring long team configurations. One option may be a partnership with state long IMTs whose members do not currently participate on National or Geographic IMTs. Another is to develop a partnership with USFA and fill membership from local all-hazard Type 3 IMTs (trained through the USFA). Long teams could be formed by combining NIMO short teams and either of these non-traditional team types.

The NIMO IMTs will also recruit and mentor trainees within the wildland fire agencies and non-traditional partners. A significant number of trainees could be utilized depending on the assignment and available training opportunities.

Such team-building approaches will be employed until a sufficient pool of qualified traditional and non-traditional partners has been developed. Ideally, each Geographic Area will eventually have non-IMT affiliated local responders from which NIMO short teams can supplement membership. This will reinforce the closest forces concept and encourage participation by individuals with knowledge of local conditions and issues.

Chain-of-Command

The NMAC will provide technical supervision for the NIMO Incident Commanders. Each Incident Commander will provide technical supervision for the six Command and General Staff members on their respective teams, both in day-to-day activities and during incident management assignments. Incident Commanders will also supervise the three additional short team members when activated on incidents. Each agency will determine its own Command and General Staff administrative supervision arrangement.

NIMO personnel will be hired by the federal wildland fire agencies. Each agency/bureau will sponsor the following:

USDA Forest Service –	30 FTE
Bureau of Land Management –	12 FTE
Bureau of Indian Affairs –	4 FTE
National Park Service –	2 FTE
Fish and Wildlife Service –	1 FTE

If a phased implementation of the NIMO is selected, for the first two teams hired in FY2006 (14 positions), nine positions will be filled by the USDA Forest Service and five by the DOI bureaus. Positions will be advertised in one announcement, and the Incident Commanders will be selected first, and will assist in the selection of their respective team members soon thereafter.
State and local government employees will be able to participate on the NIMO by either applying to open term positions or through an IPA or other agreement (see *Organization Staffing Options and Assignment Duration* below).

In order to minimize personnel costs and duplication of effort, staffing and personnel actions will be centralized within one personnel management organization. This will require an MOU and Delegation of Authority to the human resource organizations from the partner agencies.

Duty Locations

The NIMO IMTs will be distributed through the western and southeastern United States (Table 2).

Table 2
Distribution of NIMO IMTs

Name	Location
Northern Rockies IMT	Missoula, Montana Aerial Fire Depot
Rocky Mountain IMT	Denver, Colorado Federal Center
Southwest IMT	Tucson, Arizona NAFRI
Great Basin IMT	Boise, Idaho National Interagency Fire Center
California IMT	Sacramento, California McClellan Center
Northwest IMT	Portland, Oregon Northwest Area Coordination Center
Southern IMT	Atlanta, Georgia Southern Area Coordination Center

Organization Staffing Options and Assignment Duration

During the pilot study, the NIMO will be staffed using a variety of appointments, including temporary assignments, term appointments, and interagency agreements (Table 3). No appointment will have a duration exceeding five years.

Table 3
Staffing Methods, Candidate Pools and Duration of NIMO IMT Positions

Staffing Method	Pool of Candidates	Duration	Note
Temporary appointment (detail and/or temporary promotion)	Current federal employees	2-5 years	Competitive
Term appointment	External and internal candidates (including retirees)	1-5 years	Competitive
IPA and other agreements	State and local employees	2-3 years	Non-competitive

An applicant must have the appropriate NWCG Type 1 Command and General Staff qualifications for the position to which he/she is applying. Each NIMO IMT should attempt to staff at least one position from a state or local government agency.

Federal agencies that provide NIMO staff through temporary assignments will be required to provide a position for those employees upon return to the agency.

Series and Position Descriptions

The NIMO Command and General Staff position descriptions (PD) are found in Appendix A. These have been preliminarily classified as follows:

Incident Commander Type I –	GS-0340-14
Public Information Officer Type I –	GS-1035-13
Safety Officer Type I –	GS-0018-13
Operations Section Chief Type I –	GS-0340-13
Planning Section Chief Type I –	GS-0340-13
Logistics Section Chief Type I –	GS-0340-13
Finance/Admin Section Chief Type I –	GS-0340-13

It is important, especially during the pilot study, that wildland fire management agencies maximize the pool of candidates available to fill the NIMO Command and General Staff positions. Since these positions are primarily management and administrative in nature, most have been classified in the 0340 series. This is critical because a significant number of current Type I qualified employees do not have a background in the biological sciences.

In addition, positions will be flown multi-grade and two amendments will be issued for each position description. Incident Commanders will be advertised as GS-12/13/14 and other Command and General Staff positions as GS-11/12/13. This will be the case for both external and internal advertisements.

The NIMO position descriptions do not meet the requirements for firefighter special retirement coverage approval. This factor will not affect the retirement coverage on an incumbent selected for a temporary assignment to the NIMO, who will maintain the same retirement coverage applicable to their official position of record. However, individuals selected for term appointments will not be eligible for coverage under firefighter special retirement provisions.

Implementation Schedule

The NIMO Task Group considered two staffing options—full in FY2006 and phased from FY2006 through FY2008—for the implementation of the preferred organizational alternative of seven NIMO IMTs. It is acknowledged that fully staffing all 49 team positions at once could have a significant impact on existing Type 1 and Type 2 IMTs. It would also pose a significant workload to the personnel management organization tasked with hiring those positions. Because of these impacts, a phased alternative was also considered using the following schedule:

FY2006 –	Great Basin IMT
	Southern IMT
FY2007 –	Northwest IMT
	Southwest IMT
FY2008 –	California IMT
	Northern Rockies IMT
	Rocky Mountain IMT

Phasing would have the additional benefit of allowing the FY2006 IMTs to assist with implementation of the FY2007 teams, and all of these would, in turn, facilitate establishment of the final three teams in FY2008.

In terms of expenses, full implementation of the NIMO in FY2006 will cost about $10 MM more than the phased implementation over the span of the pilot study (see *Funding* below).

These potential benefits and drawbacks aside, the current extreme demands for wildland fire and other all-hazard demands on all participating agencies prompts the NIMO Task Group to strongly recommend adoption of the full implementation staffing option for the pilot study. The detailed actions necessary are presented in a timeline at the end of this chapter.

Rotation Schedule and Assignment Priorities

As a self-directed organization, the NIMO Incident Commanders will develop a rotation schedule with a minimum of four IMTs available for immediate mobilization at all times. The remainder will be available under a delayed response.

The primary NIMO function is to provide long-term incident management for complex incidents, such as wildland fires that will persist until a season-ending weather event or major hurricanes. The NIMO IMT deployment criteria are shown in Figure 1. In addition to being the primary IMTs that fill complex wildland fire and other all-hazard incidents, the NIMO IMTs will also be in the National Type 1 IMT rotation to meet unfilled Geographic Area IMT requests during the pilot study. NIMO IMTs will also take fire assignments outside of traditional fire season to allow members of Geographic Area IMTs to fulfill local unit obligations.

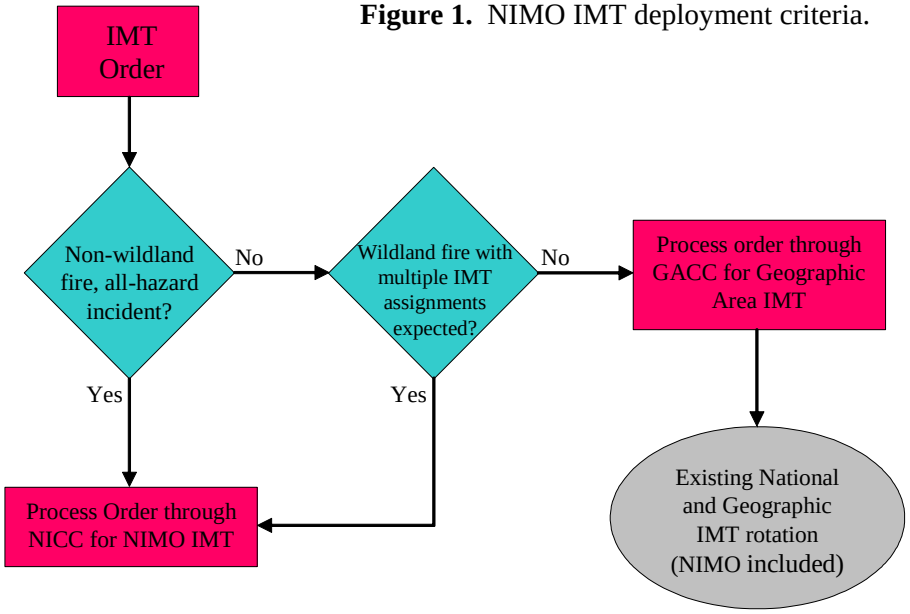

Figure 1. NIMO IMT deployment criteria.

Funding

Because the primary function of the NIMO is response to and management of large, complex emergency incidents, the organization should be funded from emergency operation sources. The average annual budget for each IMT is approximately $1.25 MM (see Appendix B). Annual and total funding requirements for the phased and full implementation of the pilot study are as follows:

NIMO Phased Implementation		NIMO Full Implementation	
FY2006 –	$2.551 MM	FY2006 –	$8.749 MM
FY2007 –	$5.054 MM	FY2007 –	$8.783 MM
FY2008 –	$8.815 MM	FY2008 –	$8.815 MM
FY2009 –	$9.080 MM	FY2009 –	$9.080 MM
FY2010 –	$9.352 MM	FY2010 –	$9.352 MM
Total:	$34.852 MM	*Total:*	$44.779 MM

Salary estimates for these budgets encompass the full costs, although some IMT members will charge base time to incident codes. This budget is based on the assumption that all positions are staffed by GS schedule federal employees. Costs may vary slightly if positions are filled with IPA, state or local employees.

The above budgets do not include Transfer of Station (TOS) costs, which are estimated to be $147,000 per year for the entire organization. This seemingly low estimate was derived from the expectation that the temporary nature of the NIMO assignments will greatly reduce the need to sell and purchase homes for the participants. The NIMO Task Group recommends that each NIMO IMT have a common duty station and work together on a day-to-day basis. This would also facilitate rapid mobilization. In some cases, however, placing an employee in long-term per diem may be more cost effective than paying TOS, especially for short duration assignments. Such decisions will be left to the individual NIMO Incident Commanders.

Monitoring and Evaluation

On a periodic basis, the NMAC will task a review of the NIMO to evaluate progress in meeting the two imperative actions—larger and more aggressive vegetation management program and nine key recommendations—identified in the *National Interagency Complex Incident Management Organization Study*.

Among the questions to be addressed in these reviews include:

Is there an increase in fire management leadership at the local level to achieve larger and more aggressive vegetation management programs?

Measure: Target accomplishments

Has the staffing of Type 3 organizations on extended attack incidents improved?

Measures: Presence and number of Type 3 organizations in all sub-Geographic Areas
Number of National and Geographic Area IMT assignments
Number of large fires

Are large, complex wildland fire incidents being managed in a cost-effective manner?

Measure: Cost/acre

Has availability of personnel for incident management staffing improved?

Measures: Unable-To-Fill (UTF) rates
Number of non-traditional personnel in the pool of available overhead
Percentage of federal workforce red-carded and available to respond
Number of Geographic Area IMTs

Non-emergency Roles, Responsibilities and Program of Work

NIMO IMTs will undertake a number of important non-emergency roles and responsibilities, the duty statements of which are presented below. These were used to develop the NIMO Implementation Plan and draft position descriptions. The NIMO Incident Commanders, with input from NMAC and respective Geographic Area(s), will annually produce and refine a program of work for each IMT. Where applicable, a particular role or responsibility is referenced to the imperative action (larger and more aggressive vegetation management program, nine study recommendations) which it addresses.

All-Hazard Drills, Training and Simulations*:*

- Utilizing USFA and other training providers obtain and maintain expertise in non-wildland fire, all-hazard response through development, instruction and participation in pertinent training, drills and simulations (*Recommendations #1, 3*).
    - Applicable: All IMT members

New Approaches and Partnerships to Expand Capacity and Capability

- Develop relationships and agreements with fire service, emergency management and other federal, state and local agencies to provide overhead personnel for wildland fire and other all-hazard incidents under federal jurisdiction (*Recommendations #1, 6*).
    - Applicable: All IMT members
- Integrate responders from state and local cooperators into the wildland fire qualification system (ROSS, IQCS/IQS), and assist with maintenance of qualifications (*Recommendations #1, 3, 6*).
    - Applicable: All IMT members

- Provide leadership in the effort to standardize rules, guiding principles and practices for wildland fire and other all-hazard management across federal, state and local agencies (*Recommendations #1-9*).

    - Applicable: All IMT members

- Working with individual agencies, develop incentives for difficult to fill Command and General Staff positions (*Recommendation #1*).

    - Applicable: All IMT members

Additional training and mentorship:

- Implement the "College of Command and Staff" and recruit, train, develop, maintain, and mentor trainees/interns into the incident management system. Maintain training records and agreements, and facilitate the acquisition of formal training, mentoring and on-the-job experience (*Recommendations #1, 3*).

    - Applicable: All IMT members

- Participate in and development of formal training courses and academies (*Recommendations #1, 3*).

    - Applicable: All IMT members

- Work with the NWCG TWT and IOSWT to review and update NWCG courses (*Recommendation #3*).

    - Applicable: All IMT members

Assist National and Geographic Area fire management programs:

- Develop agreements and contracts for fire management at the National and Geographic Area levels (*Recommendation #8*).

    - Applicable: Planning, Finance and Logistics section chiefs

- Develop and maintain a National and Geographic Area IMT operations guide, IMT meetings, open lines of communication, etc., in conjunction with National and Geographic Area Incident and Area Command Groups and other functional groups (e.g., Logistics, NWCG working teams, USFA) (*Recommendations #1, 9*).

    - Applicable: All IMT members

- Assist the development and implementation of Phase II (Large Fire module) of Fire Program Analysis (FPA) (*Recommendation #9*).

    - Applicable: Operations, Planning and Finance section chiefs

Assist NMAC and GACCs in long-range and pre-season planning:

- Assist local units in planning and executing large, landscape-scale prescribed fire projects (*Larger and More Aggressive Vegetation Management Program*).

    - Applicable: All IMT members

- Develop new methods for integrating wildland fire and other all-hazard management on a national scale, and implement a new suppression doctrine (*Recommendation #9*).

    - Applicable: Incident Commanders, Safety Officers and Operations Section Chiefs

- In conjunction with national military liaisons, provide training, an update of the Military Use Handbook, and assistance with military wildfire and other all-hazard incidents (*Recommendation #3, 6*).

    - Applicable: All IMT members

NIMO Implementation:

- If the phased implementation option is selected, the IMTs staffed in FY2006 and FY2007 will complete hiring and strategic planning to attain the full NIMO configuration (*Recommendation #1*).

    - Applicable: All IMT members

- Develop performance measures and a monitoring plan for the NIMO. Participate in the formal evaluation of the NIMO at the conclusion of the pilot study.

    - Applicable: All IMT members

Complex Incident Management:

- Provide training and advice to line officers/agency administrators in large, complex incident management.

    - Applicable: All IMT members

- In conjunction with national fire management leadership, develop and test new policies and approaches to managing large and complex incidents, including "mega-fires" (*Recommendation #9*).

    - Applicable: All IMT members

- Work with agency managers to revise and develop land and resource management plans supportive of wildland fire and other all-hazard incident management (*Larger and More Aggressive Vegetation Management Program*).

    - Applicable: Incident Commander, Operations, Logistics and Planning section chiefs

Management Reviews and Investigations:

- Conduct agency preparedness and other management reviews, including investigations (*Recommendation #1*).

    - Applicable: All IMT members, and Safety Officers in particular for investigations

- Analyze incident management reviews and investigations and make recommendations about future policies and management (*Recommendation #3*).

    - Applicable: All IMT Members

- Conduct technical reviews of prescribed fire burn plans (*Larger and More Aggressive Vegetation Management Program*).

    - Applicable: Operations Section Chiefs and Safety Officers

- Promote the development and adoption of new technologies that improve safety and contain incident management costs.

    - Applicable: All IMT members

NIMO Implementation Timeline

The following timelines present actions, in chronological order, required to implement the NIMO pilot study under the full and phased alternative staffing options.

Full NIMO Implementation, FY2006

Action	Responsible Group/Individuals	Due Date
Fill permanent NMAC Coordinator position	NMAC	November 21, 2005
Identify personnel management organization to provide staffing services for NIMO	NIMO Task Group NMAC	December 1, 2005
Finalize classification of draft position descriptions with the USDA Forest Service and DOI	NMAC Coordinator	January 15, 2005
Finalize office space and other support needs	NMAC Coordinator	February 1, 2006
Advertise 49 IMT positions	Personnel Organization NMAC Coordinator	February 15, 2006
Select Incident Commanders	NMAC	March 30, 2006
Select 42 Command and General Staff positions	NIMO Incident Commanders NMAC	April 15, 2006
Finalize NIMO annual operations plan, including program of work	NIMO IMTs NMAC	June 1, 2006
Seven NIMO IMTs operational	NIMO IMTs	June 15, 2006

Phased NIMO Implementation, FY2006-2008

Action	Responsible Group/Individuals	Due Date
Fill permanent NMAC Coordinator position	NMAC	November 21, 2005
Identify personnel management organization to provide staffing services for NIMO	NIMO Task Group NMAC	December 1, 2005
Finalize classification of draft position descriptions with the USDA Forest Service and the DOI	NMAC Coordinator	January 15, 2005
Finalize office space and other support needs for Great Basin and Southern IMTs	NMAC Coordinator	February 1, 2006
Advertise 14 positions on Great Basin and Southern IMTs	Personnel Organization NMAC Coordinator	February 15, 2006
Select Incident Commanders for Great Basin and Southern IMTs	NMAC	March 30, 2006
Select 12 Command and General Staff positions for Great Basin and Southern IMTs	Incident Commanders NMAC	April 15, 2006
Finalize NIMO annual operations plan, including program of work	NIMO IMTs NMAC	June 1, 2006
Two NIMO IMTs operational	NIMO IMTs	June 15, 2006
Advertise 14 positions on Northwest and Southwest IMTs	Personnel Organization Great Basin IMT NMAC Coordinator	September 1, 2006
Finalize office space and other support needs for Northwest and Southwest IMTs	Great Basin IMT NMAC Coordinator	September 15, 2006

Phased NIMO Implementation (continued)

Select Incident Commanders for Northwest and Southwest IMTs	NMAC	November 1, 2006
Select 12 Command and General Staff positions for Northwest and Southwest IMTs	Incident Commanders NMAC	November 15, 2006
Finalize NIMO annual operations plan, including program of work	NIMO IMTs NMAC	April 1, 2007
Four NIMO IMTs operational	NIMO IMTs	April 15, 2007
Advertise 21 positions for California, Rocky Mountain and Northern Rockies IMTs	Personnel Organization Great Basin IMT NMAC Coordinator	September 1, 2007
Finalize office space and other support needs for California, Rocky Mountain and Northern Rockies IMTs	Great Basin IMT NMAC Coordinator	September 15, 2007
Select Incident Commanders for California, Rocky Mountain and Northern Rockies IMTs	NMAC	November 1, 2007
Select 18 Command and General Staff positions for California, Rocky Mountain and Northern Rockies IMTs	Incident Commanders NMAC	November 15, 2007
Finalize NIMO annual operations plan, including program of work	NIMO IMTs NMAC	April 1, 2008
Seven NIMO IMTs operational	NIMO IMTs	April 15, 2008

– CHAPTER 4 –

DESIRED FUTURE CONDITIONS

Wildland fires have increased in complexity, duration, size and number since the transition from the Large Fire Organization (LFO) to the ICS. IMTs have grown in size to meet the demands of managing increasing numbers of firefighting resources in complex political and social settings. The use of Area Command Teams, once rare, has become commonplace, as multiple IMTs are assigned to a group of fires or to a single very large fire event. *The National Interagency Complex Incident Management Organization Study* noted the increase in the number of assignments and size of IMTs. That document described several reasons for the increase in the size of IMTs, at the same time recognizing the number of employees available for team participation had decreased. All of these factors have strained the ability of agencies to provide incident management staffing and still accomplish core missions and National Fire Plan targets.

Recent hurricanes reemphasize the need for additional incident management capacity to meet the demands of wildland fire management and other all-hazard assignments. Two weeks after the landfall of Hurricane Katrina in southern Florida, 31 IMTs were assigned to the response. IMTs carried out all-hazard FEMA missions throughout the area impacted by the storm. IMTs also mobilized in response to immediate emergency management assignments on the National Forests in Mississippi, National Park Service areas in Florida and Mississippi, and National Wildlife Refuges in the Katrina impact area. Due to these massive resource demands, the NMAC took the unprecedented action of moving to Preparedness Level IV during a national all-hazard emergency; the highest priority for all federal agencies was response to the Gulf Coast hurricanes. Minimum numbers of resources were retained at local units to meet initial attack needs, and hazard fuel reduction efforts were deferred where skilled leadership personnel deployed with IMTs.

All five of the original NIMO staffing alternatives analyzed as part of *The National Interagency Complex Incident Management Organization Study* were rejected in favor of the scaled-down pilot study. The implementation of a larger NIMO alternative was determined infeasible because of high costs, no increased capacity at the local unit level to complete natural resources work, no reduced reliance on militia, and failure to provide a career path for employees involved in incident management. The NIMO pilot will address these issues through improved and streamlined training, ICS career development opportunities, and expansion of the potential incident management workforce.

The outcomes expected from implementation of the NIMO pilot are additional leadership to accomplish National Fire Plan targets, improved initial and extended attack capability at the local, regional and national levels, a safer and more cost-effective complex incident management program, increased availability of fire management leadership to meet local fire management needs, and improved non-wildland fire, all-hazard incident management support capacity and capability.

An important aspect of the NIMO pilot is monitoring its effectiveness in achieving these expected outcomes. If monitoring indicates that the pilot is successful, careful consideration

should be given to expanding the organizational option to fully meet the imperative actions identified in *The National Interagency Complex Incident Management Organization Study*.

Table 4 depicts the desired future condition of incident management in the year 2015. Standing IMTs will include 7-20 NIMO teams and 40+ Geographic Area teams, plus a robust Type 3 organization capability. Incident management training will be redistributed, with more all-hazard training at the NWCG 500 level, and complex incident management training shifted to the 300 and 400 levels. The last row of Table 4 illustrates the advancement of individuals in NIMS to Command and General Staff positions within the "College of Command and Staff."

Table 4
Desired Future Condition of Incident Management

	NIMO Teams (T1)	Geographic Teams (T1/2)	Extended Attack Org. (T3)	Initial Attack Org. (T4/5)
No. of Teams	7-20	40	200+	
Standards	National	National	Geographic	Geographic/Local
Technical Oversight	National MAC	Geographic	Local	Local
Coordination/Mobilization	National MAC/NICC	National/Geographic	Local	Local
Incident Type	All Hazard (NRP) Long Duration, "mega fire" Long Duration WFU Multi-Branch Wildland 14+ days	Multi-Branch Wildland All Hazard (Geographic) 4-20 days	Multi-Division Wildland All Hazard (Local) 1-3 Days	Multi-Resource 1 day
Training Gateway	S-520/620	S-420	S-320	Local simulation
Redistribution of learning (520-620 review)	Add All Hazard →	Multi-Branch →	Multi-Division →	Single Resources
College of Command & Staff (NIMO task)		C&GS ←		Leader

The NIMO IMTs will be managed by the NMAC and available year-round to manage long-duration wildfires and other complex all-hazard incidents. Geographic Area IMTs will continue to serve an important role in incident management, responding to multi-branch wildland fires and other all-hazard assignments within their respective Geographic Areas, remaining part of the National rotation during the fire season, and obtaining the qualifications necessary to manage Wildland Fire Use fires. In a best case scenario, all NIMO and Geographic IMTs would eventually be staffed at a short team configuration, with units and unit leaders rotated between IMTs as needed. This would lead to improved efficiency and encourage IMTs to bring only those resources needed for a given assignment.

The extended attack organization will be expanded and locally managed by a combination of federal, state and local resources. Type 3 organizations will be configured based on incident needs, and will respond to local wildland fires and other all-hazard incidents of short duration and multi-division complexity.

In summary, NIMO IMTs are not intended to replace existing interagency IMTs. Rather, NIMO IMTs will expand the capacity and capability of wildland fire agencies to meet the increasing demands for trained personnel to manage complex wildland fire and other all-hazard incidents. This expanded capacity and capability will enable agencies to focus on core resource management missions, while still contributing to national emergency response efforts.

GLOSSARY

Administratively Determined (AD): Emergency firefighter pay plan.

Agency Administrator: Line officer (or designee) of the agency or jurisdiction that has responsibility for the incident (e.g., NPS Park Superintendent, BIA Agency Superintendent, USFS Forest Supervisor, BLM District Manager, FWS Refuge Manager, State Forest Officer, Fire Chief).

All-Hazard Incident: Any incident, natural or human-caused, that warrants action to protect life, property, environment, public health or safety and minimize disruption of government, social, or economic activities.

Area Commander: The ICS position responsible for the overall direction of incident management teams assigned to the same incident or incidents in close proximity managed under Area Command. Position responsibilities include ensuring that conflicts are resolved, compatible incident objectives are established, and strategies are selected for the use of critical resources among assigned incident management teams.

College of Command and Staff: A virtual accelerated development school operated by the National Incident Management Organization. Students receive mentoring from NIMO employees plus priority training and experience assignments.

Command and General Staff: The command staff consists of the information officer, safety officer and liaison officer. They report directly to the incident commander and may have an assistant or assistants, as needed. The General Staff are group of incident management personnel reporting to the Incident Commander. They may each have a deputy, as needed. The General Staff consists of: Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief.

Federal Emergency Management Agency (FEMA): Agency within the Department of Homeland Security responsible for assisting local government agencies for response and recovery from declared emergencies.

Fire Program Analysis (FPA): A system of quantified fire objectives and performance measures for the full scope of fire management activities that provides managers with a common interagency process for fire management planning and budgeting to evaluate the effectiveness of alternative fire management strategies through time, to meet land management goals and objectives.

Geographic Area (GA): A boundary designated by governmental agencies (wildland fire protection agencies) within which they work together for the interagency, intergovernmental planning, coordination, and operations leadership for the effective utilization of emergency management resources within their area. There are nine geographic areas.

Geographic Area Coordination Center (GACC): The physical location of an interagency, regional operation center for the effective coordination, mobilization and demobilization of emergency management resources.

Incident Command System (ICS): A standardized on-scene emergency management concept specifically designed to allow its user(s) to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries.

Incident Management Team (IMT): The incident commander and appropriate general and command staff personnel assigned to an incident.

Intergovernmental Personnel Act (IPA): Act of Congress that allows various federal, state and local agencies to share personnel within a written agreement.

Line Officer: Individual with decision-making authority for the agency or jurisdiction having responsibility for the incident. Also known as the Agency Administrator.

Mega-Fire: Very large, complex wildland fire that is expected to be a long duration incident that will likely require a season ending weather event to suppress.

National Incident Management Organization (NIMO): Dedicated, fulltime, professional Incident Management group organized into short Type I Incident Management Teams and pre-positioned around the United States.

National Interagency Coordination Center (NICC): Coordinates allocation of resources to one or more coordination centers or major fires within the nation. Located in Boise, Idaho.

National Interagency Fire Center (NIFC): A facility located at Boise, Idaho, jointly operated by several federal agencies, dedicated to coordination, logistical support, and improved weather services in support of fire management operations throughout the United States.

National Incident Management System (NIMS): An NWCG developed program consisting of five subsystems which collectively provide a total systems approach to all-risk incident management. The subsystems are: The Incident Command System, Training, Qualifications and Certification, Supporting Technologies, and Publications Management.

National Multi-Agency Coordinating Group (NMAC): A standing group of fire managers representing the Federal and State agencies charged with making national resource coordination decisions.

National Wildfire Coordinating Group (NWCG): A group formed under the direction of the secretaries of the Interior and Agriculture to improve the coordination and effectiveness of wildland fire activities and provide a forum to discuss, recommend appropriate action, or resolve issues and problems of substantive nature.

Non-Traditional Partner: Resources represented by agencies not previously participated on wildland fire IMTs.

Prescribed Fire: Any fire ignited by management actions to meet specific objectives. A written, approved prescribed fire plan must exist, and NEPA requirements (where applicable) must be met, prior to ignition.

Prescribed Fire Burn Plan: A plan required for each fire application ignited by management. Plans are documents prepared by qualified personnel, approved by the agency administrator, and include criteria for the conditions under which the fire will be conducted (a prescription). Plan content varies among the agencies.

Reservist: Trained and qualified call-when-needed employees hired to fill incident management overhead positions on a temporary basis. Reservists come from the ranks of traditional and non-traditional, state and local partners as well as federal, state and local agency retirees.

Supervisor: The ICS title for individuals responsible for command of a division or group.

Technical Specialist: Personnel with special skills that can be used anywhere within the ICS organization. These personnel may perform the same duties during an incident that they perform in their everyday job.

Traditional Partner: Resources represented by agencies within the Fire Service community (can include local, state and federal agencies)

Type: Refers to resource capability. A Type 1 resource provides a greater overall capability due to power, size, capacity, etc., than would be found in a Type 2 resource. Resource typing provides managers with additional information in selecting the best resource for the task.

Unit: The organizational element of an incident having functional responsibility for a specific activity in the planning, logistics, or finance/administration sections.

United Stated Fire Administration (USFA): Organization charged with developing and presenting training assistance to state and local fire service responders.

Wildfire: An unplanned, unwanted wildland fire including unauthorized human-caused fires, escaped wildland fire use events, escaped prescribed fire projects, and all other wildland fires where the objective is to put the fire out.

Wildfire Suppression: An appropriate management response to wildfire, escaped wildland fire use or prescribed fire that results in curtailment of fire spread and eliminates all identified threats from the particular fire.

Wildland Fire: Any non-structure fire that occurs in the wildland. Three distinct types of wildland fire have been defined and include wildfire, wildland fire use, and prescribed fire.

Wildland Fire Leadership Council (WFLC): A cooperative interagency organization dedicated to achieving consistent implementation of the goals, actions, and policies in the National Fire Plan and the Federal Wildland Fire Management Policy. The Council provides leadership and oversight to ensure policy coordination, accountability, and effective implementation of the National Fire Plan and the Federal Wildland Fire Management Policy.

Wildland Fire Use: The application of the appropriate management response to naturally-ignited wildland fires to accomplish specific resource management objectives in pre-defined designated areas outlined in Fire Management Plans.

Wildland-Urban Interface (WUI): The line, area, or zone where structures and other human development meet or intermingle with undeveloped wildland or vegetative fuels.

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APPENDIX A

NIMO IMT
Position Descriptions

National Incident Management Organization (NIMO)
Incident Commander
GS-340-14

INTRODUCTION

This standard incident management position description is intended for use by a host agency or bureau, within the Department of the Interior (DOI) or Department of Agriculture (USDA). This is an interagency team director position in a national incident management organization. Incumbent serves as the Incident Commander for the organization and as a key interagency technical advisor and consultant on all-hazard incident management. Incumbent implements the directions of an Agency Administrator under a broad written delegation of authority from that Agency Administrator(s) with jurisdiction over the incident location.

MAJOR DUTIES

Operations Management and Oversight (50%)

Directs and manages all aspects of interagency response operations for all-hazard incidents of the highest complexity levels, including incidents caused by natural hazards (floods, earthquakes, hurricanes, wildfires, etc), radiological hazards, technological incidents, oil and hazardous material emergencies and terrorist acts.

Develops and implements cost effective incident objectives and strategies associates with values to be protected and consistent with management and resource objectives; sets incident priorities; ensures the safety, welfare, and accountability of assigned incident personnel during the entire period of command; ensures communication services are provided to internal and external stakeholders; establishes and maintains liaison with participating agency officials. Integrates safety considerations into all aspects of incident management.

Provides leadership to members of the command and general staff.

Initiates briefings with the Agency Administrators and/or outgoing Incident Management Team.

Directs all activities associated with transition of large highly complex incidents from out-going incident management teams. Acquires and evaluates essential transfer of command information required to assume incident responsibilities. The essential information includes: a written delegation of authority, and copies of all completed incident forms and critical documentation; status of incident and assigned resources; status of existing operations, special situations and forecasted weather; necessary intelligence on nature of the assigned incident e.g., a Wildland Fire Situation Analysis (WFSA) or Wildland Fire Implementation Plan (WFIP) for a wildland fire, or completed analysis for the All-hazard incident. Assures that safety is adequately considered in all phases of the transfer of command.

Ensures that host agency's incident strategic plan is appropriate. If necessary, leads the efforts for revision of the strategic plan with the Agency Administrator

Effectively manage the incident according to agency's requirements, and leads efforts to resolve information gap.

Directs NIMO Incident Commander briefings and strategy meetings. Establishes information requirements and reporting schedules of all ICS organizational elements. Oversees the planning, development, preparation, and evaluates an integrated incident action plan to achieve the incident priorities, goals and objectives.

Approves in the Incident Action Plan the appropriate strategic and tactical options, as described in the delegation of authority for the incident. In the case of Wildland Fire these options are otherwise known as the Appropriate Management Response (AMR) as described in an approved Fire Management Plan (FMP).

Ensures that planning meetings are well organized and that accurate and current incident status and technical input (meteorologist, fire behavior, technical hazards, terror threats) is presented. Approves documentation and recording of applicable information Ensures necessary agency policy, legal and fiscal constraints, and political considerations are used in the planning process to guarantee the adequacy of strategic plans and integrity of the Incident Action Plan.

Evaluates the need for unified command. Ensures that all appropriate jurisdictional agencies are identified and represented in the unified command.

Directs incident rehabilitation activities with environmental specialists, burned area emergency rehabilitation teams, federal emergency management specialist, and other technical specialist as necessary.

Develops and implements a plan for transfer of command considering am accurate assessment of the situation, incident needs, personnel sensitivities, agency relations, and when and how the transition will occur.

Assures that agreements are available and have been factored into overall incident management operations, including financial agreements, mutual aid agreements, contracts, labor relations agreements, memorandums of understanding, interagency agreements and cost apportionments.

Ensures that all required incident repots and narratives are completed under established standards prior to leaving the incident. Maintain personal documentation.

Assists local units in planning and executing large landscape scale prescribed fire projects.

Program Planning and Management 25%

Provides technical supervision to a highly skilled NIMO staff consisting of 6-9 national and interagency emergency incident management experts.

Leads interagency risk management initiatives including risk evaluation, exposure control, and risk monitoring.

Leads interagency initiatives aimed at increasing emergency incident participation of non-traditional federal and non-federal partners.

Leads the effort to ensure qualified state local and other federal agency participants are placed on the roster in the IQCS or comparable system.

Leads efforts in developing monitoring plans for fuels accomplishments to analyze the impact of the NIMO organization on fuels accomplishments.

Represents high level fire managers at national and interagency emergency management meetings and conferences. Establishes and maintains strong and effective working relationships with program personnel from DOI bureaus and USDA offices, DHS/FEMA and other Federal, State and local agencies to facilitate emergency awareness, planning, preparedness, response, recovery and mitigation. Seeks opportunities for partnership activities with other emergency management organizations.

Provides critical interagency all-hazard emergency leadership. Develops and recommends effective readiness plans which permits various agency/bureau managers to respond to emergencies in a coordinated and proactive manner.

Participates in research projects aimed at development of new methods for effectively managing large long duration incidents, including new methods for cost containment, equipment development and evaluation and improved safety.

Participates with National MAC to define program of work for non-incident assignments and coordination with geographic area contacts.

Regularly interacts with all disciplines as well as officials from federal, state, tribal, and local agencies and the public in incident management issues.

Participates on and/or leads a variety of department-level interagency committees and workgroups dealing with emergency management planning and response activities.

Provides assistance in development of Phase II, of the Large Fire module of Fire Program Analysis.

As a NIMO team leader, develops new methods for integrating wildland fire management and all-hazard management on a national scale.

Training 20%

Leads interagency effort in researching the need for new and/or updated all-hazard emergency management training and streamlining of training curriculum and delivery.

Reviews and evaluates interagency emergency incident training programs for effectiveness and integration into overall emergency incident management.

Serves as an authoritative consultant, providing technical expertise in the development and improvement of interagency training courses and materials.

Leads in the development of a mentoring program including trainings agreements, aimed at accelerating the qualification and experience requirement for ICS personnel (i.e. the College of Command and Staff).

Leads in the development of training academies, and participates as a technical advisor.

Serves as a recruiter and mentor in regard to the Incident Management System, Incident Command Staff positions. Provides advice in the recruitment, and development of trainees/interns regarding Command and Staff positions. Provides for the development and maintenance of training records, training agreements and facilities the acquisition of formal training, and on-the-job experience for recruited employees.

Provides guidance and advice to interagency training groups, committees and working teams as well as federal, state and local government on appropriate training programs to satisfy various emergency management requirements.

Facilitates resolution for controversial and complicated issues association with the development and improvement of interagency training.

Special Requirements

Incumbent must meet the qualification requirements specified in the National Wildfire Coordinating Group's -Wildland and Prescribed Fire Qualifications System Guide (PMS 310-1) for the position of "Incident Commander Type I".

FACTORS

Factor 1 – Knowledge Required by the Position

Mastery knowledge of federal emergency management organizations, functions, programs, and authorities, and thorough knowledge of all-hazard emergency planning and response. Extensive familiarity with emergency management in the following areas: natural disaster; wildland fire; technological emergencies, oil spills and hazardous materials; chemical-biological-nuclear incidents response.

Mastery knowledge of and demonstrated experience in planning and emergency activities, and the development of new methods, approaches and procedures applicable to contingency operations.

Ability to provide effective leadership and senior level management within the broad functional area of emergency management

Extensive managerial ability in developing, leading, and evaluating all-hazard emergency programs and/or plans. Demonstrated ability in managing and programs related to awareness and warning activities; planning; preparedness; response and recovery; and mitigation activities..

Comprehensive knowledge of and demonstrated ability to evaluate emergency events from a Departmental/strategic perspective, in potentially high-pressure situations, and respond in a manner which assures appropriate communications and coordination.

Comprehensive knowledge of the principles, practices, and concepts of wildland fire incident management (e.g. fire effects, fire hazard and risk analysis, fuel and flammability assessment, smoke management, incident management, prescribed fire, and fire use) sufficient to perform at the most complex level of wildland fire incident management.

Knowledge and experience in planning, controlling, and evaluating interagency emergency exercises.

Skills for dealing with high ranking officials, and resolving conflicting points of view.

Ability to lead work groups and meetings.

Proficiency in the use of computers, electronic messaging and other types of automation and technology to support emergency planning and to disseminate information during emergency events.

Ability to communicate effectively both orally and in written format.

Factor 2 – Supervisory Controls

Supervision is provided by the National Multi-agency Coordinating Group (NMAC).

The incumbent receives assignments in terms of broad and general national and interagency policies, goals and objectives. Incumbent operates independently within the provisions of national interagency guiding principles.

Incumbent determines the soundness of plans and strategies, obtains resources, creates objectives, interprets policies and regulations, and resolves critical conflicts with internal and external stakeholders. Implements interagency emergency management activities and plans. Recommendations and decisions are considered technically reliable and normally accepted without change. Work is reviewed for compatibility with overall policy requirements and management controls.

Factor 3 – Guidelines

Most current emergency management guidelines are broadly stated and provide basic policy statements and regulation. This requires significant interpretation and considerable ingenuity and seasoned judgment to evaluate the significance of trends, or effects of certain actions, and requires extending guidelines or developing new methods, techniques, or strategies applicable to ensuring effective emergency incident management.

Incumbent is recognized as an interagency subject matter authority with significant influence regarding incident management strategy.

Broad guidelines for the emergency management programs include: Executive Orders and PDD's; congressional directives and acts such as The Stafford Act; policies, directives, and management initiatives of OMB, the Departments, and cooperating agencies including the Office of the President, the Department of Homeland Security, and the Federal Emergency Management Agency (FEMA); and the Departmental Manuals.

Factor 4 – Complexity

Contributions to the complexity include multiple, and sometimes conflicting, resource program objectives; checkered land ownership/management patterns; urban intermix; multiple agreements and cooperators; fluctuating weather patterns and conditions; varied types of landscapes; national, state, and local social and political factors; and budget, equipment, and personnel availability restraints.

Incumbent must lead efforts which are highly complex due to the diversity of programs and business functions, the wide range of potential hazards that could disrupt those functions, and need to successfully deal with a wide spectrum of individuals on an interagency basis. The incumbent must be able to lead in the response to emergency and critical situations on short notice. The work is characterized by breadth and intensity of effort and typically involves several phases being pursued concurrently or sequentially. The work requires employing proficient leadership skills, originating new techniques, establishing criteria, and developing new information.

Factor 5 – Scope and Effect

As a member of a national interagency incident management organization, incumbent provides technical expertise in emergency incident management planning and implementation for the most highly complex incidents which. These incidents include critical, unusual or unprecedented problems requiring rapid and effective resolution.

The preparedness and operational responsibilities of this position are essential to interagency emergency mission and goals. Work impacts large numbers of citizens and employees, as well as the programs of other agencies and outside organizations.

The wildland fire management portion of the program is extremely important to the ecosystem and the incumbent's actions have an effect on the local economy, recreational pursuits, and public safety.

Factor 6 – Personal Contacts

Contacts are with senior agency and interagency officials , program managers and staff who direct, manage and coordinate emergency management programs in DOI and its bureaus, USDA and its agencies, and Tribal, state, and local governments. It is common for these contacts to be established on an ad-hoc basis, based on the nature of the emergency, with roles and authorities being developed during the course of the contact. Certain types of emergencies require extensive and effective involvement with public health, safety, environmental, and law enforcement officials.

Factor 7 – Purpose of Contacts

Contacts are made to influence or persuade other subject matter experts to adopt a course of action or change program direction, resolve disputes, or to obtain compliance with objectives. Contacts are also to justify and defend critical and sensitive actions of high national significance and visibility. The work requires active participation in partnerships, conferences, meetings, workshops, and presentations involving complex issues of considerable interest and consequence. In many cases the persons contacted have diverse viewpoints requiring compromise or the development of suitable alternatives

Contacts are also to develop, negotiate, justify, plan, communicate, and lead emergency situations involving a wide variety of hazards.

Factor 8 – Physical Demands

Normally the work is sedentary but often requires physical exertion while overseeing emergency management activities including walking over rough, steep, uneven, terrain in all types of weather. The incumbent is faced with emergency situations at all hours and must respond quickly. The position will require long shifts or multi-day assignments under primitive living conditions during emergencies. Extended assignments away from the duty station will be required under very stressful conditions.

Factor 9 – Work Environment

Much of the work is performed in an office or meeting room setting. Demanding travel and/or work schedules may be required during emergencies. Field work is sometimes performed in steep terrain where surfaces may be uneven, rocky, or covered with thick vegetation. Temperatures are frequently extreme, both from weather and fire conditions where the presence of smoke and/or dust conditions are frequently severe. The hazardous nature of emergency work requires that protective clothing (boots, hard hats, etc) be worn during emergencies. The incumbent must exercise a variety of safety practices and precautions for their own and others well being.

National Incident Management Organization (NIMO)
Operations Section Chief
GS-340-13

INTRODUCTION

This standard incident management position description is intended for use by a host agency or bureau, within the Department of the Interior (DOI) or Department of Agriculture (USDA). This is a key team position in a national incident management organization. Incumbent serves as the incident Operations Section Chief for the team and also as a key interagency technical advisor and consultant on incident management. The position oversees operational activities for incidents of the highest complexity levels, including incidents caused by natural hazards (floods, earthquakes, hurricanes, wildfires, etc), radiological hazards, technological incidents, oil and hazardous material emergencies and terrorist acts. Incumbent implements the directions of the Incident Commander who is under a delegation of authority from the Agency Administrator(s) with jurisdiction over the incident location.

MAJOR DUTIES

Operations (50%)

The incumbent plans, develops, implements, coordinates, and evaluates an integrated incident action plan to achieve the Incident Commanders priorities, goals and objectives for incidents of the highest complexity level. Serves as a key advisor in strategic incident operation activities.

Implements all incident management objectives based on incident personnel and public safety, cost effectiveness, and values to be protected consistent with management and resource objectives. Selects and implements appropriate strategic and tactical options, as described in the delegation of authority for the incident. In the case of Wildland Fire these options are otherwise known as the Appropriate Management Response (AMR) as described in an approved Fire Management Plan (FMP).

Participates in briefings with the Agency Administrators and/or outgoing Incident Commander and acquires essential transfer of command information required for transition of incident responsibilities. This essential information will include status of incident and assigned resources, status of existing operations section, special situations and forecasted weather.

Determines appropriate kind, type, and numbers of resources required to achieve control objectives, based on long-range and contingency plans and identify potential and future resources.

Ensures that necessary personnel and equipment are ordered, based on mathematical calculations regarding current and predicted environmental conditions, types of resources to be protected, resource availability, and safety factors.

Evaluates and monitors current situations to determine if present plan of action will meet incident mission and objectives. Identifies and makes recommendations for resolution of problems and concerns (evacuation, sheltering, specialized resources, structures, improvements, resources, reconstruction, etc.). Keep Incident Commander and other Incident Management Team members advised of situations.

Personally observes and evaluates current operations determining critical demands and -prepares tactics for the next operational period planning meeting considering: resources status, situation status, weather factors influencing strategy, communications capability, environmental impacts, values to be protected, cost constraints, and specialized resource capabilities and limitations.

Oversees and adjust operations organization and tactics as needed, based on changes in incident situation and resource status.

Assists local units in planning and executing large landscape scale prescribed fire projects.

Provides technical reviews of Type I Prescribed Fire Burn Pans.

Interacts and coordinates with other members of the command and general staff.

Program Planning and Management 25%

Represents high level fire managers at national and interagency emergency management meetings and conferences. Establishes and maintains strong and effective working relationships with program personnel from DOI bureaus and USDA offices, DHS/FEMA and other Federal, State and local agencies to facilitate emergency awareness, planning, preparedness, response, recovery and mitigation. Seeks opportunities for partnership activities with other emergency management organizations.

Provides critical interagency all-hazard emergency planning and preparedness advice. -Develops recommends effective readiness plans which permits various agency/bureau managers to respond to emergencies in a coordinated and proactive manner. Identifies mission essential functions, facilities, and systems, including national critical infrastructure. Recommends improvements to maintenance plans, relocation sites, cadre/team assignments, emergency contact data, and the availability of applicable vital records.

Evaluates emergency events from a interagency perspective and responds in a manner which assures appropriate communications and coordination.

Regularly interacts with all disciplines as well as officials from federal, state tribal, and local agencies and the public in incident management issues.

Participates in research projects aimed at development of new methods for effectively managing large long duration incidents, including new methods for cost containment, equipment development and evaluation and improved safety.

Participates on and/or leads a variety of department-level interagency committees and workgroups dealing with emergency management planning and response activities.

Reviews preparedness actions and operating plans and conduct agencies readiness reviews.

May be requested to participate as a member of an interdisciplinary team in the development of land use plans.

Participates with interdisciplinary teams in NEPA development and land use plans for Geographic areas.

Provides assistance in development of Phase II, of the Large Fire module of Fire Program Analysis.

As a NIMO team member, develops new methods for integrating wildland fire management and all-hazard management on a national scale.

Participates as a member with National IC/AC groups to develop and maintain a National interagency Incident Management Operations Guide.

Training 25%

Leads in the development of training academies, and participates as a technical advisor.

Serves as a mentor in regard to the Incident Management System, Incident Command Staff positions. Provides advice in the recruitment, and development of trainees/interns regarding Command and Staff positions. Provides recommendations for maintenance of training records, training agreements and facilities the acquisition of formal training, and on-the-job experience.

Reviews and evaluated interagency emergency incident training programs for effectiveness and integration into overall emergency incident management.

Serves as an authoritative consultant, providing technical expertise in the development and improvement of interagency training courses and materials.

Provides guidance and advice to interagency training groups, committees and working teams as well as federal, state and local government on appropriate training programs to satisfy various emergency management requirements.

Facilitates resolution for controversial and complicated issues association with the development and improvement of interagency training.

Special Requirements

Incumbent must meet the qualification requirements specified in the National Wildfire Coordinating Group's Wildland and Prescribed Fire Qualifications System Guide (PMS 310-1) for the position of "Operations Section Chief Type I".

FACTORS

Factor 1 – Knowledge Required by the Position

Mastery knowledge of Federal emergency management organizations, functions, programs, and authorities, and thorough knowledge of all-hazard emergency planning and response. Extensively familiarity with emergency management in the following areas: natural disaster; wildland fire; technological emergencies, oil spills and hazardous materials; chemical-biological-nuclear incidents response.

Mastery knowledge of and demonstrated experience in planning and coordination of emergency activities, and the development of new methods, approaches and procedures applicable to contingency operations.

Extensive managerial ability in developing, coordinating, and evaluating all-hazard emergency programs and/or plans. Demonstrated ability in managing programs related to awareness and warning activities; planning; preparedness; response and recovery; and mitigation activities. Ability to provide leadership and senior level management within the broad functional area of emergency management.

Comprehensive knowledge of the principles, practices, and concepts of wildland fire incident management (e.g. fire effects, fire hazard and risk analysis, fuel and flammability assessment, smoke management, incident management, prescribed fire, and fire use) sufficient to perform at the most complex level of wildland fire incident management.

Knowledge of and demonstrated ability to evaluate emergency events from a Departmental/strategic perspective, in potentially high-pressure situations, and respond in a manner which assures appropriate communications and coordination.

Knowledge and experience in planning, controlling, and evaluating interagency emergency exercises.

Skills for dealing with high ranking officials, and resolving conflicting points of view.

Ability to coordinate and conduct/facilitate work groups and meetings.

Proficiency in the use of computers, electronic messaging and other types of automation and technology to support emergency planning and to disseminate information during emergency events.

Ability to communicate effectively both orally and in written format.

Factor 2 – Supervisory Controls

Technical supervision is provided by the NIMO Incident Commander. Administrative supervision is provided by the National Multi-agency Coordination Group (NMAC) member representing the agency sponsoring this position.

The incumbent receives assignments in terms of broad functional responsibilities, goals and overall objectives. The supervisor and employee confer on priorities and deadlines.

The incumbent independently plans, obtains resources, creates objectives, interprets policies and regulations, and resolves technical or administrative conflicts with internal and external stakeholders. Coordinates emergency management activities and plans with other management personnel independently or in collaboration with interdisciplinary teams.

Significant developments are discusses with the supervisor, and the work is reviewed for compatibility with overall program objectives.

Factor 3 – Guidelines

Most current emergency management guidelines are broadly stated and provide basic policy statements and legislation which require significant interpretation. This requires that the incumbent use considerable ingenuity and seasoned judgment to extend the guidelines or to develop new methods, techniques, or strategies specific to their position of responsibility.

Broad guidelines for the emergency management programs include: Executive Orders and PDD's; congressional directives and acts such as The Stafford Act; policies, directives, and management initiatives of OMB, the Departments, and cooperating agencies including the Office of the President, the Department of Homeland Security, and the Federal Emergency Management Agency (FEMA); and the Departmental Manuals.

Factor 4 – Complexity

Contributions to the complexity include multiple, and sometimes conflicting, resource program objectives; checkered land ownership/management patterns; urban intermix; multiple agreements and cooperators; fluctuating weather patterns and conditions; varied types of landscapes; national, state, and local social and political factors; and budget, equipment, and personnel availability restraints.

Work is highly complex due to the diversity of programs and business functions, the wide range of potential hazards that could disrupt those functions, and need to successfully deal with a wide spectrum of individuals on an interagency basis. The incumbent must be able to respond to emergency and critical situations on short notice. The work is characterized by breadth and intensity of effort and typically involves several phrases being pursued concurrently or

sequentially. The work requires originating new techniques, establishing criteria, and developing new information.

Factor 5 – Scope and Effect

As a member of a national incident management organization, incumbent provides technical expertise in emergency incident management planning and implementation for the most highly complex incidents.

The preparedness and operational responsibilities of this position are essential to interagency emergency missions which impact large numbers of citizens and employees, as well as the programs of other agencies and outside organizations.

The wildland fire management portion of the program is extremely important to the ecosystem and the incumbent's actions have an effect on the local economy, recreational pursuits, and public safety.

Factor 6 – Personal Contacts

Contacts are with senior agency and interagency officials , program managers and staff who direct, manage and coordinate emergency management programs in DOI and its bureaus, USDA and its agencies, and Tribal, state, and local governments. It is common for these contacts to be established on an ad-hoc basis, based on the nature of the emergency, with roles and authorities being developed during the course of the contact. Certain types of emergencies require extensive and effective involvement with public health, safety, environmental, and law enforcement officials.

Factor 7 – Purpose of Contacts

Contacts are made to influence or persuade other subject matter experts to adopt a course of action or change program direction, resolve disputes, or to obtain compliance with objectives.

Contacts are also to develop, negotiate, justify, plan, communicate, and coordinate emergency situations involving a wide variety of hazards. The work requires active participation in partnerships, conferences, meetings, workshops, and presentations involving complex issues of considerable consequence. In many cases the persons contacted have diverse viewpoints requiring compromise or the development of suitable alternatives.

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Factor 8 – Physical Demands

Normally the work is sedentary but often requires physical exertion while overseeing emergency management activities including walking over rough, steep, uneven, terrain in all types of weather. The incumbent is faced with emergency situations at all hours and must respond quickly. The position will require long shifts or multi-day assignments under primitive living conditions during emergencies. Extended assignments away from the duty station will be required under very stressful conditions.

Factor 9 – Work Environment

Much of the work is performed in an office or meeting room setting. Demanding travel and/or work schedules may be required during emergencies. Field work is sometimes performed in steep terrain where surfaces may be uneven, rocky, or covered with thick vegetation. Temperatures are frequently extreme, both from weather and fire conditions where the presence of smoke and/or dust conditions are frequently severe. The hazardous nature of emergency work requires that protective clothing (boots, hard hats, etc) be worn during emergencies. The incumbent must exercise a variety of safety practices and precautions for their own and others well being.

National Incident Management Organization (NIMO)
Planning Section Chief
GS-340-13

INTRODUCTION

This standard incident management position description is intended for use by a host agency or bureau, within the Department of the Interior (DOI) or Department of Agriculture (USDA). This is a key team position in a national incident management organization. Incumbent serves as the incident Planning Section Chief for the team and also as a key interagency technical advisor and consultant on incident management. The position oversees the planning activities for incidents of the highest complexity levels, including incidents caused by natural hazards (floods, earthquakes, hurricanes, wildfires, etc), radiological hazards, technological incidents, oil and hazardous material emergencies and terrorist acts. Incumbent implements the directions of the Incident Commander who is under a delegation of authority from the Agency Administrator(s) with jurisdiction over the incident location.

MAJOR DUTIES

Operations (50%)

Serves as a key advisor for strategic incident planning activities. Ensures that host agency's incident strategic plan is appropriate. If necessary, coordinates the revisions of the strategic plan with the Incident Commander and Agency Administrator.

Directs planning activities associated with transition of large highly complex incidents from out-going incident management teams. Participates in briefings with the Agency Administrators and/or outgoing Incident Management Team.

Acquires and evaluates essential transfer of command information required to assume incident responsibilities. This essential information includes: a written delegation of authority, and copies of all completed incident forms and critical documentation; status of incident and assigned resources; status of existing operations, special situations and forecasted weather; necessary intelligence on nature of the assigned incident e.g., a Wildland Fire Situation Analysis (WFSA) or Wildland Fire Implementation Plan (WFIP) for a wildland fire, or completed analysis for the All-hazard incident.

Participates in NIMO Incident Commander briefings and strategy meetings. Establishes information requirements and reporting schedules of all ICS organizational elements. Plans, develops, prepares, and evaluates an integrated incident action plan to achieve the NIMO Incident Commander's priorities, goals and objectives for the incident.

Develops incident management objectives based on incident personnel and public safety, cost effectiveness, and values to be protected consistent with management and resource objectives. Establishes and maintains incident planning cycle.

Selects and describes in the Incident Action Plan the appropriate strategic and tactical options, as described in the delegation of authority for the incident. In the case of Wildland Fire these options are otherwise known as the Appropriate Management Response (AMR) as described in an approved Fire Management Plan (FMP).

Conducts planning meetings ensuring they are well organized and that accurate and current incident status and technical input (meteorologist, fire behavior, technical hazards, terror threats) is presented. Oversees documentation and recording of applicable information Ensures necessary agency policy, legal and fiscal constraints, and political considerations are used in the planning process to guarantee the adequacy of strategic plans and integrity of the Incident Action Plan. Ensures accurate, adequate, and current situation and resource status information is presented with accurate maps. Ensures that the operations section identifies incident mitigation actions, values to be protected, branch and division boundaries, drop points, and prioritizes divisions in the event that choices must be made in allocation scarce resources. Ensures that all elements are incorporated into the Incident Action Plan from the other sections: e.g. Safety Message, Communication Plan, Medical Plan, Air Operations, Communications, and Technical Specialists.

Develops contingency plan(s) as needed (evacuation/sheltering, structure protection, critical resource protection, etc).

Provides accurate information to all individuals and groups prior to the operational period briefing. Directs and participates in the operational briefings emphasizing any changes from the written Incident Action Plan.

Ensures that Incident Status Summaries are completed, reviewed, approved, signed, and submitted to the appropriate offices in established time frames.

Coordinates incident rehabilitation needs with environmental specialists, burned area emergency rehabilitation teams, federal emergency management specialist, and other technical specialist as necessary.

Ensures that all required incident repots and narratives are completed to agreed upon standards prior to leaving the incident.

Assists local units in planning and executing large landscape scale prescribed fire projects.

Interacts and coordinates with other members of the command and general staff.

Program Planning and Management 25%

Assist in developing monitoring plans for fuels accomplishments to analyze the impact of the NIMO organization on fuels accomplishments.

Represents high level fire managers at national and interagency emergency management meetings and conferences. Establishes and maintains strong and effective working relationships

with program personnel from DOI bureaus and USDA offices, DHS/FEMA and other Federal, State and local agencies to facilitate emergency awareness, planning, preparedness, response, recovery and mitigation. Seeks opportunities for partnership activities with other emergency management organizations.

Provides critical interagency all-hazard emergency planning and preparedness advice. -Develops recommends effective readiness plans which permits various agency/bureau managers to respond to emergencies in a coordinated and proactive manner. Identifies mission essential functions, facilities, and systems, including national critical infrastructure. Recommends improvements to maintenance plans, relocation sites, cadre/team assignments, emergency contact data, and the availability of applicable vital records.

Participates in research projects aimed at development of new methods for effectively managing large (mega) fires, including new methods for cost containment, equipment development and evaluation and improved safety.

Evaluates all types of emergency events from an interagency perspective and responds in a manner which assures appropriate communications and coordination.

Regularly interacts with all disciplines as well as officials from federal, state tribal, and local agencies and the public in incident management issues.

Participates on and/or leads a variety of department-level interagency committees and workgroups dealing with emergency management planning and response activities.

May be requested to participate as a member of an interdisciplinary team in the development of land use plans.

Participates with interdisciplinary teams in NEPA development and land use plans for Geographic areas.

Provides assistance in development of Phase II, of the Large Fire module of Fire Program Analysis.

As a NIMO team member, develops new methods for integrating wildland fire management and all-hazard management on a national scale.

Training 25%

Leads in the development of training academies, and participates as a technical advisor.

Serves as a mentor in regard to the Incident Management System, Incident Command Staff positions. Provides advice in the recruitment, and development of trainees/interns regarding Command and Staff positions. Provides recommendations for maintenance of training records, training agreements and facilities the acquisition of formal training, and on-the-job experience.

Reviews and evaluated interagency emergency incident training programs for effectiveness and integration into overall emergency incident management.

Serves as an authoritative consultant, providing technical expertise in the development and improvement of interagency training courses and materials.

Provides guidance and advice to interagency training groups, committees and working teams as well as federal, state and local government on appropriate training programs to satisfy various emergency management requirements.

Facilitates resolution for controversial and complicated issues association with the development and improvement of interagency training.

Special Requirements

Incumbent must meet the qualification requirements specified in the National Wildfire Coordinating Group's -Wildland and Prescribed Fire Qualifications System Guide (PMS 310-1) for the position of "Planning Section Chief Type I".

FACTORS

Factor 1 – Knowledge Required by the Position

Mastery knowledge of Federal emergency management organizations, functions, programs, and authorities, and thorough knowledge of all-hazard emergency planning and response. Extensively familiarity with emergency management in the following areas: natural disaster; wildland fire; technological emergencies, oil spills and hazardous materials; chemical-biological-nuclear incidents response.

Mastery knowledge of and demonstrated experience in planning and coordination of emergency activities, and the development of new methods, approaches and procedures applicable to contingency operations

Extensive managerial ability in developing, coordinating, and evaluating all-hazard emergency programs and/or plans. Demonstrated ability in managing programs related to awareness and warning activities; planning; preparedness; response and recovery; and mitigation activities. Ability to provide leadership and senior level management within the broad functional area of emergency management

Comprehensive knowledge of the principles, practices, and concepts of wildland fire incident management (e.g. fire effects, fire hazard and risk analysis, fuel and flammability assessment, smoke management, incident management, prescribed fire, and fire use) sufficient to perform at the most complex level of wildland fire incident management.

Knowledge of and demonstrated ability to evaluate emergency events from a Departmental/strategic perspective, in potentially high-pressure situations, and respond in a manner which assures appropriate communications and coordination.

Knowledge and experience in planning, controlling, and evaluating interagency emergency exercises.

Skills for dealing with high ranking officials, and resolving conflicting points of view.

Ability to coordinate and conduct/facilitate work groups and meetings.

Proficiency in the use of computers, electronic messaging and other types of automation and technology to support emergency planning and to disseminate information during emergency events.

Ability to communicate effectively both orally and in written format.

Factor 2 – Supervisory Controls

Technical supervision is provided by the NIMO Incident Commander. Administrative supervision is provided by the respective National Multi-agency Coordination Group (NMAC) member representing the agency sponsoring this position.

The incumbent receives assignments in terms of broad functional responsibilities, goals and overall objectives. The supervisor and employee confer on priorities and deadlines.

The incumbent independently plans, obtains resources, creates objectives, interprets policies and regulations, and resolves technical or administrative conflicts with internal and external stakeholders. Coordinates emergency management activities and plans with other management personnel independently or in collaboration with interdisciplinary teams.

Significant developments are discusses with the supervisor, and the work is reviewed for compatibility with overall program objectives.

Factor 3 – Guidelines

Most current emergency management guidelines are broadly stated and provide basic policy statements and legislation which require significant interpretation. This requires that the incumbent use considerable ingenuity and seasoned judgment to extend the guidelines or to develop new methods, techniques, or strategies specific to their position of responsibility.

Broad guidelines for the emergency management programs include: Executive Orders and PDD's; congressional directives and acts such as The Stafford Act; policies, directives, and management initiatives of OMB, the Departments, and cooperating agencies including the Office of the President, the Department of Homeland Security, and the Federal Emergency Management Agency (FEMA); and the Departmental Manuals.

Factor 4 – Complexity

Contributions to the complexity include multiple, and sometimes conflicting, resource program objectives; checkered land ownership/management patterns; urban intermix; multiple agreements and cooperators; fluctuating weather patterns and conditions; varied types of landscapes; national, state, and local social and political factors; and budget, equipment, and personnel availability restraints.

Work is highly complex due to the diversity of programs and business functions, the wide range of potential hazards that could disrupt those functions, and need to successfully deal with a wide spectrum of individuals on an interagency basis. The incumbent must be able to respond to emergency and critical situations on short notice. The work is characterized by breadth and intensity of effort and typically involves several phrases being pursued concurrently or sequentially. The work requires originating new techniques, establishing criteria, and developing new information.

Factor 5 – Scope and Effect

As a member of a national incident management organization, incumbent provides technical expertise in emergency incident management planning and implementation for the most highly complex incidents.

The preparedness and operational responsibilities of this position are essential to interagency emergency missions which impacts large numbers of citizens and employees, as well as the programs of other agencies and outside organizations.

The wildland fire management portion of the program is extremely important to the ecosystem and the incumbent's actions have an effect on the local economy, recreational pursuits, and public safety.

Factor 6 – Personal Contacts

Contacts are with senior agency and interagency officials , program managers and staff who direct, manage and coordinate emergency management programs in DOI and its bureaus, USDA and its agencies, and Tribal, state, and local governments. It is common for these contacts to be established on an ad-hoc basis, based on the nature of the emergency, with roles and authorities being developed during the course of the contact. Certain types of emergencies require extensive and effective involvement with public health, safety, environmental, and law enforcement officials.

Factor 7 – Purpose of Contacts

Contacts are made to influence or persuade other subject matter experts to adopt a course of action or change program direction, resolve disputes, or to obtain compliance with objectives.

Contacts are also to develop, negotiate, justify, plan, communicate, and coordinate emergency situations involving a wide variety of hazards. The work requires active participation in partnerships, conferences, meetings, workshops, and presentations involving complex issues of considerable consequence. In many cases the persons contacted have diverse viewpoints requiring compromise or the development of suitable alternatives.

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Factor 8 – Physical Demands

Normally the work is sedentary but often requires physical exertion while overseeing emergency management activities including walking over rough, steep, uneven, terrain in all types of weather. The incumbent is faced with emergency situations at all hours and must respond quickly. The position will require long shifts or multi-day assignments under primitive living conditions during emergencies. Extended assignments away from the duty station will be required under very stressful conditions.

Factor 9 – Work Environment

Much of the work is performed in an office or meeting room setting. Demanding travel and/or work schedules may be required during emergencies. Field work is sometimes performed in steep terrain where surfaces may be uneven, rocky, or covered with thick vegetation. Temperatures are frequently extreme, both from weather and fire conditions where the presence of smoke and/or dust conditions are frequently severe. The hazardous nature of emergency work requires that protective clothing (boots, hard hats, etc) be worn during emergencies. The incumbent must exercise a variety of safety practices and precautions for their own and others well being.

National Incident Management Organization (NIMO)
Logistics Section Chief
GS-340-13

INTRODUCTION

This standard incident management position description is intended for use by a host agency or bureau, within the Department of the Interior (DOI) or Department of Agriculture (USDA). This is a key team position in a national incident management organization. Incumbent serves as incident Logistics Section Chief for the team and also as a key interagency technical advisor and consultant on incident management. The position oversees the logistics activities for incidents of the highest complexity levels, including incidents caused by natural hazards (floods, earthquakes, hurricanes, wildfires, volcanoes, etc), radiological hazards, technological incidents, oil and hazardous material emergencies and terrorist acts. Incumbent implements the directions of the Incident Commander who is under a delegation of authority from the Agency Administrator(s) with jurisdiction over the incident location.

MAJOR DUTIES

Operations (50%)

Incumbent serves as a key advisor for strategic incident logistics activities. Develops and implements incident logistics objectives. Ensures incident facilities, equipment, supplies, communication, security, transportation and emergency medical services are available and effective and contribute to the accomplishment of incident safety and welfare practices, policies and goals.

Participates in briefings with the Agency Administrators and/or outgoing Incident Management Team. Acquires essential transfer of command information required to assume incident logistics responsibilities. This essential information includes status of incident, anticipated incident duration, size and type, and currently assigned resources, status of existing logistics section and location situations, current contracts, and special situations.

Participates in NIMO Incident Commander briefings and strategy meetings. Implements incident priorities, goals and objectives.

Develops and/or revises Logistical Section of the Incident Action Plan e.g. medical plan, security plan, transportation plan, and any special instructions. Reviews proposed tactics and advises Command and Staff on current logistical capabilities and limitations and additional resources needed. Recommends long range plans and identify potential or future requirements.

Directs logistics unit leaders in providing adequate and cost effective facilities, food, transportation, communications, medical, air support, ground support and supply services for highly complex incidents.

Briefs unit leaders on a summary of the incident goals and objectives, current activities and anticipated unit activity for individual unit planning. Ensure required incident reports and narratives are completed to standards agreed on, prior to leaving the incident.

Negotiates necessary contracts or services required by the incident.

Develops contingency plan(s) as needed for basic necessities for incident personnel (evacuation/sheltering, food and water, etc.).

Advise on the development and implementation of Incident Demobilization Plan.

Program Planning and Management 25%

Researches and identifies potential geographical incident operating bases including Area Command Post, Incident Command Post, Staging Areas and Base Camps for future incidents based on historical or anticipated occurrence. Participate in the negotiation of agreements for the activation of these incident bases and prepare an operating plan for those incident bases.

Represents high level all-hazard managers at national and interagency emergency management meetings and conferences. Establish and maintain strong and effective working relationships with program personnel from DOI bureaus and USDA offices, DHS/FEMA and other Federal, State and local agencies to facilitate emergency awareness, planning, preparedness, response, recovery and mitigation. Seeks opportunities for partnership activities with other emergency management organizations.

Provides critical interagency all-hazard emergency planning and preparedness advice. -Develops recommends effective readiness plans which permits various agency/bureau managers to respond to emergencies in a coordinated and proactive manner. Identifies mission essential functions, facilities, and systems, including national critical infrastructure. Recommends improvements to maintenance plans, relocation sites, cadre/team assignments, emergency contact data, and the availability of applicable vital records.

Participates in research projects aimed at development of new methods for effectively managing large long duration incidents, including new methods for cost containment, equipment development and evaluation and improved safety.

Evaluates emergency events from an interagency perspective and responds in a manner which assures appropriate communications and coordination.

Regularly interacts with all disciplines as well as officials from federal, state tribal, and local agencies and the public in incident management issues.

Participates on and/or leads a variety of department-level interagency committees and workgroups dealing with emergency management planning and response activities.

Assists local units in planning and executing large landscape scale prescribed fire projects.

As a NIMO team member, develops new methods for integrating wildland fire management and all-hazard management on a national scale.

Act as the contractor's authorized representative (COR) for national contracts and /or local agency specific contracts. Supervise the Contracting Officers Technical Representative (COTR). Help local agencies establish a network of local services that can be procured to assist in current and future incident operations.

Training 25%

Leads in the development of training academies, and participates as a technical advisor.

Coordinates logistical training courses as course coordinator, lead instructor or unit instructor as needed.

Serves as a mentor in regard to the Incident Management System, Incident Command Staff positions. Provides advice in the recruitment, and development of trainees/interns regarding Command and Staff positions. Provides recommendations for maintenance of training records, training agreements and facilities the acquisition of formal training, and on-the-job experience.

Reviews and evaluated interagency emergency incident training programs for effectiveness and integration into overall emergency incident management.

Serves as an authoritative consultant, providing technical expertise in the development and improvement of interagency training courses and materials.

Provides guidance and advice to interagency training groups, committees and working teams as well as federal, state and local government on appropriate training programs to satisfy various emergency management requirements.

Facilitates resolution for controversial and complicated issues association with the development and improvement of interagency training.

Special Requirements

Incumbent must meet the qualifications requirements specified in the National Wildfire Coordinating Group's -Wildland and Prescribed Fire Qualifications System Guide (PMS 310-1) for the position of "Logistics Section Chief Type I".

FACTORS

Factor 1 – Knowledge Required by the Position

Mastery knowledge of Federal emergency management organizations, functions, programs, and authorities, and thorough knowledge of all-hazard emergency planning and response. Extensively familiarity with emergency management in the following areas: natural disaster; wildland fire; technological emergencies, oil spills and hazardous materials; chemical-biological-nuclear incidents response.

Mastery of knowledge and skill in applying a range of principles, concepts and practices related to emergency incident facilities, equipment, supplies, communications, security and transportation services as well as emergency medical responses.

Mastery knowledge of and demonstrated experience in planning and coordination of emergency activities, and the development of new methods, approaches and procedures applicable to contingency operations.

Extensive managerial ability in developing, coordinating, and evaluating all-hazard emergency programs and/or plans. Demonstrated ability in managing programs related to awareness and warning activities; planning; preparedness; response and recovery; and mitigation activities. Ability to provide leadership and senior level management within the broad functional area of emergency management.

Knowledge of and demonstrated ability to evaluate emergency events from a Departmental/strategic perspective, in potentially high-pressure situations, and respond in a manner which assures appropriate communications and coordination.

Knowledge and experience in planning, controlling, and evaluating interagency emergency exercises.

Skills for dealing with high ranking officials, and resolving conflicting points of view.

Ability to coordinate and conduct/facilitate work groups and meetings.

Proficiency in the use of computers, electronic messaging and other types of automation and technology to support emergency planning and to disseminate information during emergency events.

Ability to communicate effectively both orally and in written format.

Factor 2 – Supervisory Controls

Technical supervision is provided by the NIMO Incident Commander. Administrative supervision is provided by the respective National Multi-agency Coordination Group (NMAC) member representing the agency sponsoring this position.

The incumbent receives assignments in terms of broad functional responsibilities, goals and overall objectives. The supervisor and employee confer on priorities and deadlines.

The incumbent independently plans, obtains resources, creates objectives, interprets policies and regulations, and resolves technical or administrative conflicts with internal and external stakeholders. Coordinates emergency management activities and plans with other management personnel independently or in collaboration with interdisciplinary teams.

Significant developments are discusses with the supervisor, and the work is reviewed for compatibility with overall program objectives.

Factor 3 – Guidelines

Most current emergency management guidelines are broadly stated and provide basic policy statements and legislation which require significant interpretation. This requires that the incumbent use considerable ingenuity and seasoned judgment to extend the guidelines or to develop new methods, techniques, or strategies specific to their position of responsibility.

Broad guidelines for the emergency management programs include: Executive Orders and PDD's; congressional directives and acts such as The Stafford Act; policies, directives, and management initiatives of OMB, the Departments, and cooperating agencies including the Office of the President, the Department of Homeland Security, and the Federal Emergency Management Agency (FEMA); and the Departmental Manuals.

Factor 4 – Complexity

Contributions to the complexity include multiple, and sometimes conflicting, resource program objectives; checkered land ownership/management patterns; urban intermix; multiple agreements and cooperators; fluctuating weather patterns and conditions; varied types of landscapes; national, state, and local social and political factors; and budget, equipment, and personnel availability restraints.

Work is highly complex due to the diversity of programs and business functions, the wide range of potential hazards that could disrupt those functions, and need to successfully deal with a wide spectrum of individuals on an interagency basis. The incumbent must be able to respond to emergency and critical situations on short notice. The work is characterized by breadth and intensity of effort and typically involves several phrases being pursued concurrently or sequentially. The work requires originating new techniques, establishing criteria, and developing new information.

Factor 5 – Scope and Effect

As a member of a national incident management organization, incumbent provides technical expertise in emergency incident management planning and implementation for the most highly complex incidents.

The preparedness and operational responsibilities of this position are essential to interagency emergency missions which impact large numbers of citizens and employees, as well as the programs of other agencies and outside organizations.

The wildland fire management portion of the program is extremely important to the ecosystem and the incumbent's actions have an effect on the local economy, recreational pursuits, and public safety.

Factor 6 – Personal Contacts

Contacts are with senior agency and interagency officials , program managers and staff who direct, manage and coordinate emergency management programs in DOI and its bureaus, USDA and its agencies, and Tribal, state, and local governments. It is common for these contacts to be established on an ad-hoc basis, based on the nature of the emergency, with roles and authorities being developed during the course of the contact. Certain types of emergencies require extensive and effective involvement with public health, safety, environmental, and law enforcement officials.

Factor 7 – Purpose of Contacts

Contacts are made to influence or persuade other subject matter experts to adopt a course of action or change program direction, resolve disputes, or to obtain compliance with objectives.

Contacts are also to develop, negotiate, justify, plan, communicate, and coordinate emergency situations involving a wide variety of hazards. The work requires active participation in partnerships, conferences, meetings, workshops, and presentations involving complex issues of considerable consequence. In many cases the persons contacted have diverse viewpoints requiring compromise or the development of suitable alternatives.

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Factor 8 – Physical Demands

Normally the work is sedentary but often requires physical exertion while overseeing emergency management activities including walking over rough, steep, uneven, terrain in all types of weather. The incumbent is faced with emergency situations at all hours and must respond quickly. The position will require long shifts or multi-day assignments under primitive living conditions during emergencies. Extended assignments away from the duty station will be required under very stressful conditions.

Factor 9 – Work Environment

Much of the work is performed in an office or meeting room setting. Demanding travel and/or work schedules may be required during emergencies. Field work is sometimes performed in steep terrain where surfaces may be uneven, rocky, or covered with thick vegetation. Temperatures are frequently extreme, both from weather and fire conditions where the presence of smoke and/or dust conditions are frequently severe. The hazardous nature of emergency work

requires that protective clothing (boots, hard hats, etc) be worn during emergencies. The incumbent must exercise a variety of safety practices and precautions for their own and others well being.

National Incident Management Organization (NIMO)
Finance/Administration Section Chief
GS-340-13

INTRODUCTION

This standard incident management position description is intended for use by a host agency or bureau, within the Department of the Interior (DOI) or Department of Agriculture (USDA). This is a key team position in a national incident management organization. Incumbent serves as incident Finance/Administration Section Chief for the team and also as a key interagency technical advisor and consultant on incident management. The position oversees the incident business activities for incidents of the highest complexity levels, including incidents caused by natural hazards (floods, earthquakes, hurricanes, wildfires, volcanoes, etc), radiological hazards, technological incidents, oil and hazardous material emergencies and terrorist acts. Incumbent implements the directions of the Incident Commander who is under a delegation of authority from the Agency Administrator(s) with jurisdiction over the incident location.

MAJOR DUTIES

Operations (50%)

Incumbent serves as a key advisor for strategic incident business activities. Develops and implements incident finance/administration objectives. Ensures incident agency policies and procedures are followed in relation to incident business matters including areas of costs, agreements, injury compensation, pay, claims, and procurement. That these procedures are effective and contribute to the accomplishment of incident safety and welfare practices, policies and goals.

Participates in briefings with the Agency Administrators and/or outgoing Incident Management Team. Acquires essential transfer of command information required to assume incident finance/administration responsibilities. This essential information includes status of incident, anticipated incident duration, incident finance/administration package requirements, WFSA strategies and cost information, status of existing finance/administration section and location situations, current contracts, costs, and special situations.

Participates in NIMO Incident Commander briefings and strategy meetings. Implements incident priorities, goals and objectives.

Develops and/or revises Finance/Administration Section of the Incident Action Plan. Monitors section activities against incident action plan (IAP) and adjust priorities accordingly. Reviews contracts, memoranda of understanding and cooperative agreements to ascertain their impact and application to the incidents goals and objectives. Recommends long range plans and identifies potential or future requirements.

Directs finance/administration unit leaders in providing adequate and cost effective incidents administration operations. Establish, monitor, and adjust performance expectations of subordinates. Communicates deficiencies and immediately takes corrective action. Ensures interaction occurs among finance/administration units.

Ensures reports and forms are complete, accurate and timely. Consolidates incident financial/administration summary information on highly complex incident operations that includes –costs, pay documents, injury reports, procurement documents, property damage reports, commissary accountability, and claim documents.

Briefs unit leaders on a summary of the incident goals and objectives, current activities and anticipated unit activity for individual unit planning. Ensure required incident reports and narratives are completed to standards agreed on, prior to leaving the incident.

Interacts and coordinates with all command and general staff. Develops and provides current information and is the subject matter expert on all incident business functions.

Advise on the development and implementation of Incident Demobilization Plan.

Acts as a national subject matter expert (SME) on emerging incident business issues and concerns.

Program Planning and Management 25%

Represents high level all-hazard managers at national and interagency emergency management meetings and conferences. Establish and maintain strong and effective working relationships with program personnel from DOI bureaus and USDA offices, NWCG Incident Business Practices Working Team, DHS/FEMA and other Federal, State and local agencies to facilitate emergency awareness, planning, preparedness, response, recovery and mitigation. Seeks opportunities for partnership activities with other emergency management organizations.

Provides critical interagency all-hazard emergency planning and preparedness advice. -Develops recommends effective readiness plans which permits various agency/bureau managers to respond to emergencies in a coordinated and proactive manner. Identifies mission essential functions, facilities, and systems, including national critical infrastructure. Recommends improvements to maintenance plans, relocation sites, cadre/team assignments, emergency contact data, and the availability of applicable vital records.

Participates in research projects aimed at development of new methods for effectively managing large long duration incidents, including new methods for cost containment, equipment development and evaluation and improved safety.

Evaluates emergency events from an interagency perspective and responds in a manner which assures appropriate communications and coordination.

Regularly interacts with all disciplines as well as officials from federal, state, tribal, and local agencies and the public in incident management issues.

Participates on and/or leads a variety of agency or department-level interagency committees and workgroups dealing with emergency management planning and response activities.

Assists local units in planning and executing large landscape scale prescribed fire projects.

As a NIMO team member, develops new methods for integrating wildland fire management and all-hazard management on a national scale.

Training 25%

Leads in the development of training academies, and participates as a technical advisor.

Coordinates financial/administration training courses as course coordinator, lead instructor or unit instructor as needed.

Serves as a mentor in regard to the Incident Management System, Incident Command Staff positions. Provides advice in the recruitment, and development of trainees/interns regarding Command and Staff positions. Provides recommendations for maintenance of training records, training agreements and facilities the acquisition of formal training, and on-the-job experience.

Reviews and evaluates interagency emergency incident training programs for effectiveness and integration into overall emergency incident management.

Serves as an authoritative consultant, providing technical expertise in the development and improvement of interagency training courses and materials.

Provides guidance and advice to interagency training groups, committees and working teams as well as federal, state and local government on appropriate training programs to satisfy various emergency management requirements.

Facilitates resolution for controversial and complicated issues association with the development and improvement of interagency training.

Special Requirements

Incumbent must meet the qualifications requirements specified in the National Wildfire Coordinating Group's -Wildland and Prescribed Fire Qualifications System Guide (PMS 310-1) for the position of "Finance/Administration Section Chief Type I".

FACTORS

Factor 1 – Knowledge Required by the Position

Mastery of knowledge and skill in applying a range of principles, concepts and practices related to emergency incident business management functions, including personnel timekeeping, pay, EFF pay plan, commissary, injury compensation, claims, costs, agreements, cost share and partnerships, and procurement.

Mastery knowledge of Federal emergency management organizations, functions, programs (including Incident Command System), and authorities, and thorough knowledge of all-hazard emergency planning and response. Extensively familiar with emergency management in the following areas: natural disaster; wildland fire; technological emergencies, oil spills and hazardous materials; chemical-biological-nuclear incidents response.

Comprehensive knowledge of and skill in analytical and evaluative methods and procedures in order to gather, assemble and analyzes incident operational cost data, and draw conclusions and devise recommendations to improve organizational efficiencies and effectiveness.

Extensive managerial ability in developing, coordinating, and evaluating all-hazard emergency programs and/or plans. Demonstrated ability in managing programs related to awareness and warning activities; planning; preparedness; response and recovery; and mitigation activities. Ability to provide leadership and senior level management within the broad functional area of emergency management.

Knowledge of and demonstrated experience in planning and coordination of emergency activities, and the development of new methods, approaches and procedures applicable to contingency operations

Knowledge of and demonstrated ability to evaluate emergency events from a Departmental/strategic perspective, in potentially high-pressure situations, and respond in a manner which assures appropriate communications and coordination.

Knowledge and experience in planning, controlling, and evaluating interagency emergency exercises.

Skills for dealing with high ranking officials, and resolving conflicting points of view.

Ability to coordinate and conduct/facilitate work groups and meetings.

Proficiency in the use of computers, electronic messaging and other types of automation and technology to support emergency planning and to disseminate information during emergency events.

Ability to communicate effectively both orally and in written format.

Factor 2 – Supervisory Controls

Technical supervision is provided by the NIMO Incident Commander. Administrative supervision is provided by the respective National Multi-agency Coordination Group (NMAC) member representing the agency sponsoring this position.

The incumbent receives assignments in terms of broad functional responsibilities, goals and overall objectives. The supervisor and employee confer on priorities and deadlines.

The incumbent independently plans, obtains resources, creates objectives, interprets policies and regulations, and resolves technical or administrative conflicts with internal and external stakeholders. Coordinates emergency management activities and plans with other management personnel independently or in collaboration with interdisciplinary teams.

Significant developments are discussed with the supervisor, and the work is reviewed for compatibility with overall program objectives.

Factor 3 – Guidelines

Most current emergency management guidelines are broadly stated and provide basic policy statements and legislation which require significant interpretation. This requires that the incumbent use considerable ingenuity and seasoned judgment to extend the guidelines or to develop new methods, techniques, or strategies specific to their position of responsibility.

Broad guidelines for the emergency management programs include: Executive Orders and Presidential Directives; congressional directives and acts such as The Stafford Act; policies, directives, and management initiatives of OMB, the Departments, and cooperating agencies including the Office of the President, the Department of Homeland Security, and the Federal Emergency Management Agency (FEMA); Interagency Business Management Handbook; and the Departmental Manuals.

Factor 4 – Complexity

Contributions to the complexity include multiple, and sometimes conflicting, resource program objectives; checkered land ownership/management patterns; urban intermix; multiple agreements and cooperators; fluctuating weather patterns and conditions; varied types of landscapes; national, state, and local social and political factors; and budget, equipment, and personnel availability restraints.

Work is highly complex due to the diversity of programs and business functions, the wide range of potential hazards that could disrupt those functions, and need to successfully deal with a wide spectrum of individuals on an interagency basis. The incumbent must be able to respond to emergency and critical situations on short notice. The work is characterized by breadth and intensity of effort and typically involves several phrases being pursued concurrently or sequentially. The work requires originating new techniques, establishing criteria, and developing new information.

Factor 5 – Scope and Effect

As a member of a national incident management organization, incumbent provides technical expertise in emergency incident management planning and implementation for the most highly complex incidents.

The preparedness and operational responsibilities of this position are essential to interagency emergency missions that impact large numbers of citizens and employees, as well as the programs of other agencies and outside organizations.

The wildland fire management portion of the program is extremely important to the ecosystem and the incumbent's actions have an effect on the local economy, recreational pursuits, and public safety.

Factor 6 – Personal Contacts

Contacts are with senior agency and interagency officials , program managers and staff who direct, manage and coordinate emergency management programs in DOI and its bureaus, USDA and its agencies, FEMA, and Tribal, state, and local governments. It is common for these contacts to be established on an ad-hoc basis, based on the nature of the emergency, with roles and authorities being developed during the course of the contact. Certain types of emergencies require extensive and effective involvement with public health, safety, environmental, and law enforcement officials.

Factor 7 – Purpose of Contacts

Contacts are made to influence or persuade other subject matter experts to adopt a course of action or change program direction, resolve disputes, or to obtain compliance with objectives.

Contacts are also to develop, negotiate, justify, plan, communicate, and coordinate emergency situations involving a wide variety of hazards. The work requires active participation in partnerships, conferences, meetings, workshops, and presentations involving complex issues of considerable consequence. In many cases the persons contacted have diverse viewpoints requiring compromise or the development of suitable alternatives.

Factor 8 – Physical Demands

Normally the work is sedentary but often requires physical exertion while overseeing emergency management activities including walking over rough, steep, uneven, terrain in all types of weather. The incumbent is faced with emergency situations at all hours and must respond quickly. The position will require long shifts or multi-day assignments under primitive living conditions during emergencies. Extended assignments away from the duty station will be required under very stressful conditions.

Factor 9 – Work Environment

Much of the work is performed in an office or meeting room setting. Demanding travel and/or work schedules may be required during emergencies. Field work is sometimes performed in steep terrain where surfaces may be uneven, rocky, or covered with thick vegetation. Temperatures are frequently extreme, both from weather and fire conditions where the presence of smoke and/or dust conditions are frequently severe. The hazardous nature of emergency work requires that protective clothing (boots, hard hats, etc) be worn during emergencies. The incumbent must exercise a variety of safety practices and precautions for their own and others well being.

National Incident Management Organization (NIMO)
Safety Officer
GS-0018-13

INTRODUCTION

This standard incident management position description is intended for use by a host agency or bureau, within the Department of the Interior (DOI) or Department of Agriculture (USDA). This is a key team position in a national incident management organization. Incumbent serves as an Incident Safety Officer for the team and also as a key interagency safety advisor and consultant on incident management. The position ensures that effective safety and personnel welfare policies and practices are in place and communicated for incidents of the highest complexity levels, including incidents caused by natural hazards (floods, earthquakes, hurricanes, wildfires, volcanoes, etc), radiological hazards, technological incidents, oil and hazardous material emergencies and terrorist acts. Incumbent implements the directions of the Incident Commander who is under a delegation of authority from the Agency Administrator(s) with jurisdiction over the incident location.

MAJOR DUTIES

Operations (50%)

Incumbent serves as a key advisor for safety and health issues associated with incident activities. Interprets, defends and encourages compliance with pertinent policies, standards and regulations.

Develops and implements incident safety objectives and effective measures for ensuring the safety and welfare of all incident personnel and the accomplishment of incident safety goals.

Facilitates the development and timely delivery of effective educational material to ensure awareness of safety hazards and corresponding preventive procedures.

Establishes a system to effectively monitor multifaceted and complicated incident activities for hazards and risks.

Evaluates incident operating procedures. Assess and anticipates hazardous and unsafe situations. Facilitates correction of unsafe acts or condition through appropriate authority or personally initiates correction if immediate action is warranted.

Recommends changes or alternative courses for action in safety techniques critical to resolving safety issues.

Analyzes accident and incident statistical data to provide information necessary for effectively prioritizing accident prevention resources. Ensures that incident management teams and emergency personnel are apprised of accident and incident trends and analyses, and helps define and promote their roles in the accident prevention and hazard mitigation. Identifies accident and

incident causal and contributing factors and devises countermeasures to control or eliminate the identified hazards.

Participates in briefings with the Agency Administrators and/or outgoing Incident Management Team. Acquires essential transition information required to assume incident safety responsibilities. This essential information includes status of incident, anticipated incident duration, incident safety package requirements, status of existing safety section and location situations, current contracts, and special situations.

Participates in NIMO Incident Commander briefings and strategy meetings. Implements incident priorities, goals and objectives. Responsible for monitoring the entire operation of the incident, interact and coordinate with the command and general staff, ensure the welfare and accountability of assigned personnel, conduct daily risk analyses, provide mitigation recommendations to the appropriate unit leader or section chief when hazards and risks are identified, conduct accident investigations and supervise medical unit.

Develops and/or revises Safety Section of the Incident Action Plan and monitors section activities against incident action plan (IAP) and adjust priorities accordingly Reviews contracts, memoranda of understanding and cooperative agreements to ascertain their impact and application to the incidents goals and objectives. Recommends long range plans and identify potential or future requirements.

Directs safety unit leaders in providing adequate and cost effective incidents safety operations. Establish, monitor, and adjust performance expectations of subordinates. Communicates deficiencies and immediately takes corrective action. Ensures interaction occurs among safety/administration units.

Briefs unit leaders on a summary of the incident goals and objectives, current activities and anticipated unit activity for individual unit planning. Ensure required incident reports and narratives are completed to standards agreed on, prior to leaving the incident.

Interacts and coordinates with all command and general staff.

Advise on the development and implementation of Incident Demobilization Plan.

Program Planning and Management 25%

As a national level technical expert, assists in planning and developing critical interagency safety criteria for all-hazard incident safety policies and practices intended to achieve optimum compliance with incident safety standards.

Evaluates a full range of safety issues inherent to complex incident management operations. Prepares findings and recommends substantive changes or alternatives critical to alleviation of hazards and/or resolving unsafe trends.

Leads interagency initiatives for improving incident safety and health practices.

Plans, organizes, and conducts program safety and occupational health technical reviews and inspections as part of annual fire and aviation preparedness reviews. Applies applicable policy guidance to preparedness review findings and recommendations.

Establishes and maintains continuous liaison with interagency safety and health mangers, other interagency managers and authorities, and safety and health subject matter experts to develop techniques, procedures, practices, applications, and directives to identify potential hazards and to mitigate identified hazards and system deficiencies throughout the emergency management program.

Represents high level all-hazard managers at national and interagency emergency management meetings and conferences. Establish and maintain strong and effective working relationships with program personnel from DOI bureaus and USDA offices, DHS/FEMA and other Federal, State and local agencies to facilitate emergency awareness, planning, preparedness, response, recovery and mitigation. Liaison to Wildland Lessons Learned Center and After Action Reviews roll-ups. Seeks opportunities for partnership activities with other emergency management organizations.

Provides critical interagency all-hazard emergency planning and preparedness advice. -Develops recommends effective readiness plans which permits various agency/bureau managers to respond to emergencies in a coordinated and proactive manner. Identifies mission essential functions, facilities, and systems, including national critical infrastructure. Recommends improvements to maintenance plans, relocation sites, cadre/team assignments, emergency contact data, and the availability of applicable vital records.

Interprets safety standards, guidelines, and regulations issued by the Occupational Safety and Health Administration (OSHA), the National Institute for Occupational Safety and Health (NIOSH), the Department of Transportation (DOT), the National Fire Protection Association (NEPA), and the American National Standards Institute (ANSI) and ensures that the NIMO program is compliant with applicable standards.

Participates in research projects aimed at development of new methods for effectively managing large long duration incidents, including new methods for cost containment, equipment development and evaluation and improved safety.

Evaluates emergency events from an interagency perspective and responds in a manner which assures appropriate communications and coordination.

Regularly interacts with all disciplines as well as officials from federal, state tribal, and local agencies and the public in incident management issues.

Participates on and/or leads a variety of department-level interagency committees and workgroups dealing with emergency management planning and response activities.

Assists local units in planning and executing large landscape scale prescribed fire projects.

As a NIMO team member, develops new methods for integrating wildland fire management and all-hazard management on a national scale.

Training 25%

Leads in the development of training academies, and participates as a technical advisor.

Coordinates safety training courses as course coordinator, lead instructor or unit instructor as needed.

Serves as a mentor in regard to the Incident Management System, Incident Command Staff positions. Provides advice in the recruitment, and development of trainees/interns regarding Command and Staff positions. Provides recommendations for maintenance of training records, training agreements and facilities the acquisition of formal training, and on-the-job experience.

Reviews and evaluated interagency emergency incident training programs for effectiveness and integration into overall emergency incident management.

Serves as an authoritative consultant, providing technical expertise in the development and improvement of interagency training courses and materials.

Provides guidance and advice to interagency training groups, committees and working teams as well as federal, state and local government on appropriate training programs to satisfy various emergency management requirements.

Facilitates resolution for controversial and complicated issues association with the development and improvement of interagency training.

Special Requirements

The qualifications requirements specified in the National Wildfire Coordinating Group's Wildland and Prescribed Fire Qualifications System Guide (PMS 310-1) for the position of "Safety Officer Type I" is a requirement of this position.

FACTORS

Factor 1 – Knowledge Required by the Position

Mastery of knowledge and skill in applying a full range of safety and occupational health management regulations, principles, concepts to safety issues involving personnel engaged in diverse high-hazard and highly safety risk operations.

Expert knowledge of emergency incident safety and health management including risk assessment based on human factors and operational safety concepts and practices

Knowledge of new developments and changing practices, methods and techniques in safety to develop and recommend appropriate methods to resolve critical problems resulting from the introduction of new processes and practices.

Comprehensive, intensive, practical knowledge of the Federal emergency management organizations, functions, programs, and authorities, and thorough knowledge of all-hazard emergency planning and response. Familiarity with emergency management in the following areas: natural disaster; wildland fire; technological emergencies, oil spills and hazardous materials; chemical-biological-nuclear incidents response.

Knowledge of and demonstrated experience in planning and coordination of emergency activities, and the development of new methods, approaches and procedures applicable to contingency operations.

Managerial ability in developing, coordinating, and evaluating all-hazard emergency programs and/or plans. Demonstrated ability in managing programs related to awareness and warning activities; planning; preparedness; response and recovery; and mitigation activities. Ability to provide leadership and senior level management within the broad functional area of emergency management.

Knowledge of and demonstrated ability to evaluate emergency events from a Departmental/strategic perspective, in potentially high-pressure situations, and respond in a manner which assures appropriate communications and coordination.

Knowledge and experience in planning, controlling, and evaluating interagency emergency exercises.

Knowledge of fire behavior, and fire management theories, concepts, principles, and standards in a wildland fire environment.

Skills for dealing with high ranking officials, and resolving conflicting points of view.

Ability to coordinate and conduct/facilitate work groups and meetings.

Proficiency in the use of computers, electronic messaging and other types of automation and technology to support emergency planning and to disseminate information during emergency events.

Knowledge of and skill in applying effective communication techniques to represent high level management and serve as a safety expert and spokesperson in respect to emergency incident management.

Factor 2 – Supervisory Controls

Technical supervision is provided by the NIMO Incident Commander. Administrative supervision is provided by the respective National Multi-agency Coordination Group (NMAC) member representing the agency sponsoring this position.

The incumbent receives assignments in terms of broad functional responsibilities, goals and overall objectives. The supervisor and employee confer on priorities and deadlines.

The incumbent independently plans, obtains resources, creates objectives, interprets policies and regulations, and resolves technical or safety conflicts with internal and external stakeholders. Coordinates emergency management activities and plans with other management personnel independently or in collaboration with interdisciplinary teams.

Significant or potentially controversial developments are discusses with the supervisor. Completed work is reviewed for compatibility with meeting overall safety and health objectives.

Factor 3 – Guidelines

Most current emergency management guidelines are broadly stated and provide basic policy statements and legislation which require significant interpretation. This requires that the incumbent use considerable ingenuity and seasoned judgment to modify or extend the guidelines or to develop new methods, techniques, or strategies specific to their position of responsibility.

Broad guidelines for the emergency management programs include: Executive Orders and PDD's; congressional directives and acts such as The Stafford Act; policies, directives, and management initiatives of OMB, the Departments, and cooperating agencies including the Office of the President, the Department of Homeland Security, and the Federal Emergency Management Agency (FEMA); and the Departmental Manuals.

Factor 4 – Complexity

The work requires analyses of significantly hazardous conditions and high risk activities. Recommendations often result in elimination or control of unsafe practices and require development of new prevention techniques and modification to safety procedures.

Contributions to the complexity include multiple, and sometimes conflicting, resource program objectives; checkered land ownership/management patterns; urban intermix; multiple agreements and cooperators; fluctuating weather patterns and conditions; varied types of landscapes; national, state, and local social and political factors; and budget, equipment, and personnel availability restraints.

Work is highly complex due to the diversity of programs and business functions, the wide range of potential hazards that could disrupt those functions, and need to successfully deal with a wide spectrum of individuals on an interagency basis. The incumbent must be able to respond to emergency and critical situations on short notice. The work is characterized by breadth and

intensity of effort and typically involves several phrases being pursued concurrently or sequentially. The work requires originating new techniques, establishing criteria, and developing new information.

Factor 5 – Scope and Effect

The purpose of the work is to resolve critical safety and health issues associated with hazardous and high risk activities. Incumbent provides advice and consultation for a broad range of interagency safety and health issues.

As a member of a national incident management organization, incumbent provides technical safety expertise to national emergency incident management activities for the most highly complex incidents.

The preparedness and operational responsibilities of this position are essential to interagency emergency mission goals and impacts the safety and wellbeing of large numbers of citizens and employees.

Factor 6 – Personal Contacts

Contacts are with senior agency and interagency officials , program managers and staff who direct, manage and coordinate emergency management programs in DOI and its bureaus, USDA and its agencies, and Tribal, state, and local governments, as well as other safety and health managers and specialist. It is common for these contacts to be established on an ad-hoc basis, based on the nature of the emergency, with roles and authorities being developed during the course of the contact. Certain types of emergencies require extensive and effective involvement with public health, safety, environmental, and law enforcement officials.

Factor 7 – Purpose of Contacts

Contacts are made to influence, motivate or persuade others to embrace and comply with vital safety and health standards and to adopt a course of action or change program direction, resolve disputes, or to obtain compliance with objectives.

Contacts are also to develop, negotiate, justify, plan, communicate, and coordinate emergency situations involving a wide variety of hazards. The work requires active participation in partnerships, conferences, meetings, workshops, and presentations involving complex issues of considerable consequence. In many cases the persons contacted have diverse viewpoints requiring compromise or the development of suitable alternatives.

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Factor 8 – Physical Demands

Normally the work is sedentary but often requires physical exertion while overseeing emergency management activities including walking over rough, steep, uneven, terrain in all types of weather. The incumbent is faced with emergency situations at all hours and must respond quickly. The position will require long shifts or multi-day assignments under primitive living

conditions during emergencies. Extended assignments away from the duty station will be required under very stressful conditions.

Factor 9 – Work Environment

Much of the work is performed in an office or meeting room setting. Demanding travel and/or work schedules may be required during emergencies. Field work is sometimes performed in steep terrain where surfaces may be uneven, rocky, or covered with thick vegetation. Temperatures are frequently extreme, both from weather and fire conditions where the presence of smoke and/or dust conditions are frequently severe. The hazardous nature of emergency work requires that protective clothing (boots, hard hats, etc) be worn during emergencies. The incumbent must exercise a variety of safety practices and precautions for their own and others well being.

National Incident Management Organization (NIMO)
Public Information Officer
GS-1035-13

INTRODUCTION

This standard incident management position description is intended for use by a host agency or bureau, within the Department of the Interior (DOI) or Department of Agriculture (USDA). This is a key team position in a national incident management organization. Incumbent serves as Public Information Officer for the team and also as a key interagency communications technical advisor and consultant on incident management. The position manages the communications activities for highly complex incidents including those caused by natural hazards such as floods, earthquakes, hurricanes, wildland fires, and volcanoes, radiological hazards, technological incidents, oil and hazardous material emergencies and terrorist acts. Incumbent implements the directions of the Incident Commander operating under a delegation of authority from the Agency Administrator(s) with jurisdiction over the incident location.

MAJOR DUTIES

Operations (50%)

The principal responsibilities of the position are to provide advice and counsel to the incident commander and implementation of plans for all levels of communication including needs analysis, strategic planning, public relations and documentation of communications contacts and activities. These tasks are tailored to and performed in a wide variety of emergency situations including wildland fire, hurricanes, floods, volcanoes, and other radiological hazards, technological incidents, oil and hazardous material emergencies and terrorist acts. Within these environments, the responsibilities involve a blend of general knowledge of the land management agencies' programs, structure and communications networks, planning and project management skills, and data gathering and analysis for presentation to the public and other agencies. The incumbent may be given assignments, which include creating and implementing interagency incident communications plans, issuing management policy and program explanations.

The incumbent is required to exercise resourcefulness and independent judgment in applying appropriate communications principles, techniques, and methodology in researching and describing a wide variety of complex issues associated with the management of the incident or emergency. The incumbent creates unique and broad communications plans using research and analytical skills, oral and written communication ability and strong interpersonal skills for problem solving and information coordination.

Responsibilities include obtaining necessary intelligence on nature of the assigned incident e.g., a Wildland Fire Situation Analysis (WFSA) or Wildland Fire Implementation Plan (WFIP) for a wildland fire, or completed analysis for the All Risk Incident. Receives Incident Commander's priorities, goals and objectives for the incident and then develops, implements, and evaluates an integrated public information plan, considering the social and political landscape, to achieve the Incident Commanders and host unit's objectives for incidents of the highest complexity level.

Participates in briefings with the Agency Administrators, Agency Public Affairs Officer and/or outgoing Incident Management Team and acquires essential transition information required for accurate records and maintenance of relationships within the incident environment. This essential information can include status of incident and assigned resources, status of existing operations, current communications networks, emerging issues and special situations.

Serves as a spokesperson for the Incident Management Team and interprets incident priorities, goals and outputs for a wide variety of audiences including departmental and agency officials, other involved agencies' representatives, interest groups, and the general public in coordination with emphasis areas of the local unit. Initiates contact with, and responds to, inquires from local and regional media about incident activities through news releases, fact sheets, media alerts and advisories and interviews. Coordinates public meetings as necessary with other agencies and the local unit.

Provides leadership for developing and updating communications strategies, messages and delivery techniques to promote understanding of emergency management. Coordinates communications and outreach with counterparts at the FEMA, Homeland Security, Department of Agriculture, the Department of the Interior, Watch Office, Geographical Coordination Centers, and the National Interagency Fire Center.

Coordinates and supervises incident information operations including media requests and VIP visits and contacts. Maintains a respectful workplace organization assuring the civil rights of all employees are maintained. Mentors information officers to assist them in becoming more qualified and experienced for future service.

Serves as the liaison between the National Incident Management Organization (NIMO) and the National Interagency Fire Center webmaster. Acts as the NIMO clearinghouse for materials to be posted on any agency website as the information pertains to NIMO.

Provides quality written and visual communications products including news releases, fact sheets, media alerts and advisories, briefing papers, op-ed pieces and photographs. Documents all communications contacts.

Provides accurate information to all individuals and groups between operational period briefing. Directs and participates in the operational briefings emphasizing any changes from the written Incident Action Plan.

Uses knowledge of public involvement tools and techniques to assist local units in providing public information on large landscape-scale prescribed fire projects.

Maintains strong relationships with other members of the command and general staff.

Program Planning and Management 25%

Develops communications plans to highlight accomplishments in wildland fire management as they relate to the National Fire Plan goals. Analyzes the impact of the NIMO organization on NFP accomplishments.

Develops strategies to improve the communication role in managing complex incidents, including information flow, jurisdictional issues and interpersonal relationships for sensitive, controversial and highly visibility issues.

Represents high-level fire managers at national and interagency emergency management meetings and conferences. Establishes and maintains strong and effective working relationships with program personnel from DOI bureaus and USDA offices, DHS/FEMA and other Federal, State and local agencies to facilitate and coordinate emergency response education, planning, preparedness, response, recovery and mitigation. Regularly interacts with all disciplines as well as officials from federal, state tribal, and local agencies and the public in incident management issues. Seeks opportunities for partnership activities with other emergency management organizations.

Provides critical leadership for interagency all-hazard emergency planning and preparedness advice as it relates to public information and communication strategies. Participates on and/or leads a variety of department-level interagency committees and workgroups dealing with emergency management information and public understanding. Evaluates emergency events from an interagency perspective and responds in a manner which assures appropriate communications and coordination.

Provides public involvement technical assistance to interdisciplinary team in the development of land use or fire management plans. Participates with interdisciplinary teams in NEPA development and land use plans for Geographic areas.

Provides assistance in development of Phase II, of the Large Fire module of Fire Program Analysis.

As a NIMO team member, develops new methods for integrating wildland fire management and all risk management on a national scale.

Training 25%

Leads in the development of training academies, and participates as a technical advisor. Serves as an authoritative communications consultant, providing technical expertise in the development and improvement of interagency training courses and materials.

Serves as a mentor in regard to the Incident Management System and Incident Command Staff positions. Provides advice in the recruitment, and development of trainees/interns regarding Command and Staff positions. Provides recommendations for maintenance of training records,

training agreements and facilities the acquisition of formal training, and on-the-job experience for communications professionals.

Reviews and evaluates interagency emergency incident communications training programs for effectiveness and integration into overall emergency incident management. Facilitates resolution of controversial and complicated issues association with the development and improvement of interagency training.

Provides guidance and advice to interagency training groups, committees and working teams as well as federal, state and local government on appropriate training programs to satisfy various emergency management requirements.

Special Requirements

Incumbent must meet the qualifications requirements specified in the National Wildfire Coordinating Group's Wildland and Prescribed Fire Qualification System Guide (PMS 310-1) for the position of Information Officer Type I. This position requires a valid state driver's license.

FACTORS

Factor 1 – Knowledge Required by the Position

Mastery of the principles, methods, practices and techniques of communication to function as a interagency technical authority for the analysis, development and execution of communications plans associated with complex emergency incident programs.

Skills in determining appropriate media, techniques, and approaches to use in developing a wide variety of sensitive and highly visible information materials targeted for the public and special interest groups. Knowledge of communications principles sufficient to adequately explain complex issues to media representatives and publics.

Mastery of public speaking, media relations, writing ability, photography and production of communications documents and briefing materials.

Demonstrated ability to develop, coordinate and evaluate information offices in the gathering, preparation and dissemination of routine incident information. Ability to provide leadership and senior-level management within the broad functional area of emergency management.

Knowledge of and demonstrated ability to evaluate emergency events from a social and political perspective in potentially high-pressure situations and respond in a manner which assures appropriate communications and coordination. Knowledge and experience necessary to determine the appropriate informational needs and methods for requirements ranging from departmental to field level requests.

Knowledge and experience in planning, controlling, and evaluating interagency emergency information centers or joint information centers.

Knowledge of protocol and interpersonal skills for assisting with high ranking officials and resolving conflicting points of view.

Ability to coordinate and conduct/facilitate work-groups and meetings in an interagency or public involvement environment.

Comprehensive knowledge of federal emergency management organizations, functions, programs, and authorities, and thorough knowledge of all-hazard emergency planning and response. Familiarity with emergency management in the following areas: natural disaster; wildland fire; technological emergencies, oil spills and hazardous materials; chemical-biological-nuclear incidents response.

Knowledge of the principles, practices, and concepts of wildland fire management (e.g. fire effects, fire hazard and risk analysis, fuel and flammability assessment, smoke management, incident management, prescribed fire, and fire use) sufficient to perform on the most complex level of wildland fire incident management.

Proficiency in the use of computers, electronic messaging and other types of automation and technology to support emergency communications planning and to disseminate information during emergency events.

Expert ability to communicate effectively both orally and in writing.

Factor 2 – Supervisory Controls

Technical supervision is provided by the NIMO Incident Commander. Administrative supervision is provided by the respective National Multi-agency Coordination Group (NMAC) member representing the agency sponsoring this position.

The incumbent receives assignments in terms of broad functional responsibilities, goals and overall objectives. The supervisor and employee confer on priorities and deadlines with the employee providing expert advice and counsel for effective communications.

The incumbent independently plans, obtains resources, creates objectives, interprets policies and regulations, and resolves technical or administrative conflicts with internal and external stakeholders. Coordinates emergency management activities and plans with other management personnel independently or in collaboration with the host unit or interdisciplinary teams.

Significant social and political developments are discussed with the supervisor, and the work is reviewed for compatibility with overall program objectives.

Factor 3 – Guidelines

Most current emergency management guidelines are broadly stated and provide basic policy statements and legislation which require significant interpretation. These elements may very based on the national, regional or local area of emergency. This requires that the incumbent use considerable ingenuity and seasoned judgment to interpret the guidelines or to develop new methods, techniques, or strategies specific to their position of responsibility.

Broad guidelines for the emergency management programs include: Executive Orders and PDD's; congressional directives and acts such as The Stafford Act; policies, directives, and management initiatives of OMB, the Departments, and cooperating agencies including the Office of the President, the Department of Homeland Security, and the Federal Emergency Management Agency (FEMA); and the Departmental Manuals.

Factor 4 – Complexity

Incumbent is expected to evaluate emergency incident information/communication needs and develop strategies for a wide variety of program and incident policy issues. Decisions regarding the approach to use and methods recommended are complicated by the conflicting and differing views on programs and policies held by various publics. Incumbent must blend information to develop recommendations that will achieve consensus from all parties.

Emergency incident work is highly complex due to the diversity of programs and business functions, the wide range of potential hazards that could disrupt those functions, and need to successfully deal with a wide spectrum of individuals on an interagency basis. The incumbent must be able to respond to emergency and critical situations on short notice. The work is characterized by breadth and intensity of effort and typically involves several communications phases being pursued concurrently or sequentially. The work requires originating new techniques, establishing criteria, and developing new information.

Contributions to the complexity include multiple, and sometimes conflicting resource program objectives, checkered land ownership/management patterns, urban intermix, multiple agreements, jurisdictions and, national, state, and local social and political factors, and budget, equipment, and personnel availability restraints.

Factor 5 – Scope and Effect

As a member of a national incident management organization, incumbent provides technical expertise in emergency incident management planning and implementation for the most highly complex incidents.

The preparedness and operational responsibilities of this position are essential to interagency emergency missions that impact large numbers of citizens and employees, as well as the programs of other agencies and outside organizations.

The wildland fire management portion of the program is extremely important to the ecosystem and the incumbent's actions have an effect on the local economy, recreational pursuits, and public safety.

Factor 6 – Personal Contacts

Contacts are with senior agency and interagency officials, program managers and staff who direct, manage and coordinate emergency management programs in DOI and its bureaus, USDA and its agencies, and Tribal, state, and local governments. Contacts are with news media representative, private organization, citizen's groups, landowners and the general public. It is common for these contacts to be established on an ad-hoc basis, based on the nature of the emergency, with roles and authorities being developed during the course of the contact. Certain types of emergencies require extensive and effective involvement with public health, safety, environmental, and law enforcement officials.

Factor 7 – Purpose of Contacts

Contacts are made to educate, coordinate, and influence or persuade others to adopt a course of action or change program/project direction, resolve disputes, or to obtain compliance with objectives.

Contacts will result in a better understanding of the role of the NIMO team and its place in local, state and national emergencies.

Contacts are also to develop, negotiate, justify, plan, communicate, and coordinate emergency situations involving a wide variety of hazards. The work requires active participation in partnerships, conferences, meetings, workshops, and presentations involving complex issues of considerable consequence. In many cases the persons contacted have diverse viewpoints requiring compromise or the development of suitable alternatives.

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Factor 8 – Physical Demands

Normally the work is sedentary but often requires physical exertion while overseeing emergency management activities including walking over rough, steep, uneven, terrain in all types of weather. The incumbent is faced with emergency situations at all hours and must respond quickly. The position may require long shifts or multi-day assignments under primitive living conditions during emergencies. Extended assignments away from the duty station will be required under very stressful conditions.

Factor 9 – Work Environment

Much of the work is performed in an office or meeting room setting. Demanding travel and/or work schedules may be required during emergencies. Field work is sometimes performed in steep terrain where surfaces may be uneven, rocky, or covered with thick vegetation. Temperatures are frequently extreme, both from weather and fire conditions where the presence of smoke and/or dust conditions are frequently severe. The hazardous nature of emergency work requires that protective clothing (boots, hard hats, etc) be worn during emergencies. The incumbent must exercise a variety of safety practices and precautions for their own and others.

APPENDIX B

NIMO PILOT STUDY BUDGET

Average annual salary and support costs for NIMO IMTs

Salary					
	Incident Commander GS 14/5	$ 130,540	7	$	913,780
	Command Staff GS 13/5	$ 116,817	42	$	4,906,314
Travel					
	Non-Incident Travel	$ 20,000	49	$	980,000
Support					
	Space, Admin, Copiers, etc	$ 10,000	49	$	490,000
	HR Hiring, 1 FTE	$ 55,000	1	$	55,000
	Cellphones	$ 840	49	$	41,160
	vehicles 2/team	$ 7,200	7	$	50,400
				$	7,436,654
Property					
	Laptops	$ 2,900	49	$	142,100
	PDA's	$ 600	49	$	29,400
				$	171,500
			total	$	7,608,154

1 Team Annual Costs		
	Salary	$ 831,442
	Travel	$ 140,000
	Space/overhead	$ 70,000
	Cellphones	$ 5,880
	Laptops	$ 20,300
	PDA's	$ 4,200
	Total	$ 1,071,822

Misc Costs	
HR 1 FTE	$ 55,000

Salary and support costs associated with phased NIMO implementation (including locality pay)

FY06
Two team implementation

2 Team Annual Costs				Locality Pay	
	Salary		$ 831,442		
	Travel		$ 140,000		
	Space/overhead		$ 70,000		
	Cellphones		$ 5,880		
	Laptops		$ 20,300		
	PDA's		$ 4,200		
	Vehicles		$ 14,400		
		Total	$ 1,086,222	$ 150,659	ATL
2 teams			2	$ 127,305	BOI
			$ 2,172,444	$ 277,964	
	HR Support 1 FTE		$ 55,000		
			$ 2,227,444	$ 2,505,408	

FY07
Two additional teams

4 Team Annual Costs				Locality Pay	
	Salary		$ 831,442		
	Travel		$ 140,000		
	Space/overhead		$ 70,000		
	Cellphones		$ 5,880		
	Laptops		$ 20,300		
	PDA's		$ 4,200		
	Vehicles		$ 14,400		
		Total	$ 1,086,222	$ 155,329	ATL
COLA			103%	$ 178,399	PDX
			$ 1,119,895	$ 131,252	BOI
4 teams			4	$ 131,252	TUC
			$ 4,344,888	$ 596,232	
	HR Support 1 FTE		$ 60,000		
			$ 4,404,888	$ 5,001,120	

FY08
Three additional teams

7 Team Annual Costs				Locality Pay	
	Salary		$ 831,442		
	Travel		$ 140,000		
	Space/overhead		$ 70,000		
	Cellphones		$ 5,880		
	Laptops		$ 20,300	159,849.19	ATL
	PDA's		$ 4,200	183,590.31	PDX
	Vehicles		$ 14,400	190,274.70	SAC
		Total	$ 1,086,222	135,070.84	TUC
COLA			106%	135,070.84	MSO
			$ 1,152,482	135,070.84	BOI
7 teams			7	208,138.17	DEN
			$ 7,603,554	1,147,064.88	
	HR Support 1 FTE		$ 65,000		
			$ 7,668,554	$ 8,815,619	