

National Incident Management Organization

FY 2007 Accomplishment Report

October 2007



United States Department of Agriculture

Forest Service

Washington Office
Fire & Aviation Management



National Incident Management Organization



National Incident Management Organization (NIMO)

Mission, Vision, Principles

Mission: The NIMO program provides guidance and assistance to help wildland fire agencies address shared and overarching issues and to improve capabilities for future fire management. NIMO teams work with the National Multi-Agency Coordinating Group (NMAC) to identify project opportunities, evaluate performance, and determine future direction for the NIMO program and NIMO teams.

When NIMO teams are not on assignment, they support the national Fire & Aviation Management (FAM) program by focusing on the nine-implementation goals identified in the NIMO Implementation Plan. In Effect, NIMO teams work as a force multiplier on fire issues that cross agency boundaries. The basis of the issues consist of the need to increase fuels treatment (vegetation management), increasing capability and capacity of wildland fire resources, streamline training and qualifications, and developing a more progressive and effective fire management model for large, more complex fires (Mega-fires).

Vision: NIMO's ethos is being stewards of the flame. Our practitioners are proficient across the full spectrum of fire management activities. We demonstrate bold leadership while operating in a high consequence, often unpredictable, and dynamic environment. Within this environment, we continually assess and manage risks to protect people, property and America's resources. As international leaders, we embrace positive change; acknowledge modern and contemporary issues while maintaining honored traditions and valued ties to the land and communities we serve.

Principles:

1. NIMO strives to develop leaders at all levels in fire management who exhibit excellence in leading by example and who embody the values of **Duty, Respect** and **Integrity**.
2. Leaders understand and act on their enduring responsibility to be a teacher, mentor and student of fire management.
3. Decisions are made at the appropriate level to cope with the chaotic nature of the wildland fire environment. Personnel are empowered and duty-bound to make decisions and initiate actions to carry out their leader's intent. In a decentralized environment, effective communication of decisions to all affected personnel is paramount.
4. We practice risk management across the full spectrum of fire management activities at all levels. Leaders analyze and evaluate employee and public exposure to the inherent hazards in fire operations and select appropriate actions and mitigations to meet clearly defined objectives and leaders' intent.

Executive Summary:

The 1999 Jacobs Report called for a new era in large fire management within the US Forest Service. That era began in FY 2007 with the hiring of the first two National Incident Management Organization (NIMO) teams. These seven member Type 1 teams mark the first time the agency has dedicated full-time positions to management of large, complex wildfires.

Both Forest Chief Gail Kimball and former Chief Dale Bosworth have expressed several goals for the NIMO program. Key among these is the need to relieve key district and forest personnel from the growing demands associated with being gone from home units many weeks each fire season on Type 1 and Type 2 team assignments. Although two (2) NIMO teams cannot have a huge effect, first year accomplishments have demonstrated realized potential for freeing up other critical Forest and District staff members.

During FY 2007, the two NIMO teams (Atlanta and Boise) served 1,576 person days on wildfires and key Fire and Aviation Management programmatic support assignments. This figure represents over 4.3 person years of work-time made available for other Forest Service multi-disciplinary staff to work on core land management mission related work at home units.

The NIMO Implementation Plan identifies nine (9) Key Recommendations associated with the NIMO program. During this first year, the two NIMO teams began engagement on several of these daunting tasks. In particular, the teams have shown significant progress in both on-site, large fire cost containment issues, and top-level interagency and operational decision-support for the National Multi-agency Coordination group (NMAC). Managing complex fire situations and fuels management concerns with innovative approaches have been tried with notable success in FY 2007. In addition, at present are continuing into FY 2008 with NIMO staff presently serving as Chief's Principle Representatives to the ongoing, highly complex mega-fire situation in southern California.

Perhaps the most valuable aspect of the first year of NIMO is the capacity of the two teams to be agents of change within fire and aviation management. Whether developing new ways to use the Stratified Cost Index (SCI) on the Zaca fire, proving the savings of well planned point protection on the East Zone Complex, and serving as a support group for NMAC, even today in FY 2008, as support to the Chief's Principle Representative (CPR) in California, the NIMO teams have demonstrated the ability and empowerment to be needed agents of change within wildland fire.

FY 2007, NIMO Incident Assignments

Fire Assignment Names	Number of Days	NIMO Person Days	Number of Serious Accidents
Australia Deployment	34	170	0
Zaca Fire	46	322	0
Georgia Fire Siege	14	126	0
Florida Bugaboo	32	224	0
East Zone Complex (1)	36	252	0
East Zone Complex (2)	11	77	0
Non-Fire Assignment Names			
Greensburg Tornado	37	259	0
NMAC Support	14	100	0
Single Resource		46	0
TOTAL	224	1,576	0

The NIMO team members maintained commitments to their previous type 1 teams through January 1, 2007, before being available for dispatch as a NIMO Team. During this time, team members served over six hundred (600) person days on fire assignments, which is not included in the totals in the table.

As a permanent Incident Management Team (IMT), NIMO frees local resources to maintain duties at their home units.

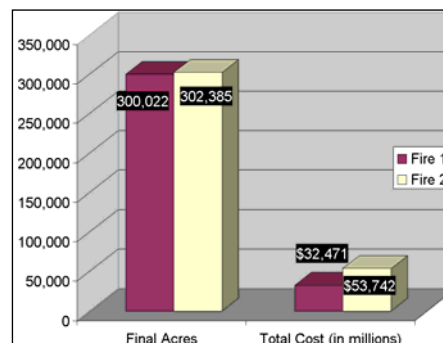
Cost Effectiveness

As you can see from the graphs on the right, there was a significant reduction in daily cost during NIMO assignments.

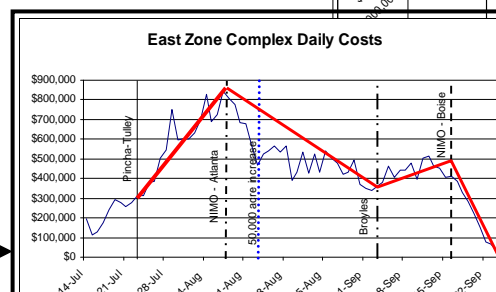
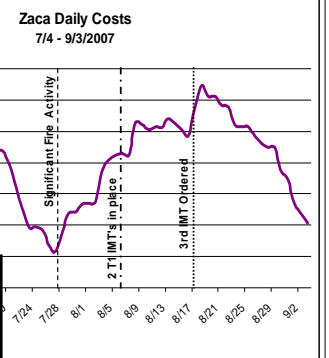
Cost reductions are attributed to:

- Risk informed decision making;
- Reduction of team rotations; and
- Use of Appropriate Management Response (AMR).

Estimated cost savings generated by use of NIMO is approximately \$50 Million.



This graph shows two fires next to each other. They lasted the same number of days, were roughly the same size, had similar values at risk; but the red bar was managed by NIMO and the yellow was not.



Cost-effectiveness graphs are located in Appendix A.

Innovation

NIMO represents a significant change in the culture of fire management. With longer and more intense fire seasons, rapidly expanding development near public lands, and a constrained federal budget, new approaches are not only needed but are essential. One of the expectations of NIMO is to develop new and innovative techniques to provide efficient, effective fire operations. Both teams had a number of innovative modus operandi they tested that proved to be successful. Below is synopsis of some of them:

- Development of a Long-term strategic plan with an associated budget before taking the fire.
- Modified ICS-215 that promotes long range planning so resources can be increased or decreased in accordance to need.
- Development of a "Tailgate Briefing" which includes: Weather, Fire Behavior, Safety, Emergency Procedures, and Other Information. The purpose of this is to replace scattered information in the IAP and put it in one place where it can be shared with troops on the line in a tailgate briefing.
- Provide NMAC with a decision support guide to assist in strategic prioritization of resources.
- Light on the land "BIG Iron"- used a "felling and bunching" logging skidder and forwarder, to construct a shaded fuel break rather than fallers and crews. That saved approximately five crews for 2 weeks $\$30,000 \times 14 = \$420,000$ Plus 4 fallers at $\$4800$ day = $\$67,200$, total $\$487,000$. Mechanical cost $\$12,000$ day for 7 day = $\$84,000$ TOTAL SAVINGS: Approx. $\$400,000$.
- Integrate a Hazard Mitigation Team with incident operations to minimize structure protection actions taken by the team and encourage actions by homeowners.
- Implemented the use of new technology on incident assignments, including the use of decision support tools and remote sensing equipment. These technologies assist in decision-making, can decrease the number of resources used and assist with risk management.

Leadership

- **Dude Wildland Fire Staff Ride:** Served as instructors, subject matter experts and conference group leaders, which assisted students in an experiential learning technique, well suited for furthering the professional development of wildland fire suppression leaders.
- **National Leadership Committee:** Participated in NWCG Leadership Committee as liaison to the L-480 Incident Management Team Leadership and L-580 Advanced Leadership Development Steering Committee.

- **NMAC Support:** Conducted an After-Action Review (AAR); developed a 2007 Action Plan; and a NMAC Support Guide. Also worked as an NMAC support group and developed tools and methodology to assist with the strategic decision making process.
- **Highly Reliable Organization (HRO) Research Project:** NIMO was selected as study group to be evaluated to determine what attributes constitute an HRO. This project will be ongoing for two years and includes participation in incident simulations as well as observation during incident assignments.
- **dialogos:** Determined by dialogos to be a change agent and an example of innovative management, this will be an on-going project as the Fire/Line work with dialogos continues.
- **Doctrine:** Essential in the re-write the FSM 5100- Fire Management to incorporate doctrine and utilized doctrinal principles in the development of incident objectives
- **Appropriate Management Response (AMR):** Developed an Interagency Appropriate Management (AMR) Response Guide and implemented AMR effectively in the season 2007.

Building Capability and Capacity

NIMO's task to increase the number and capabilities of resources by coaching and mentoring traditional and non-traditional partners was a success. The teams used different techniques to engage parties in fire management and potentially add to the overall fire management and ICS workforce.

- **San Juan Hotshots:** Integrated an Interagency Hotshot Crew (IHC) in to the incident management organization on the Greensburg Tornado Recovery Incident and provided crewmembers with on-the-job orientation and training in other than the "Operations" functions of command and general staff positions.
- **Georgia Forestry Commission Type 2 IMT:** Provide coaching and mentoring to a type 2 team with limited experience and filled out staffing needs on two incident assignments. During the dispatch more than 30 task books were processed, while giving four (4) recent S-520 candidates their final qualifying assignments. Three (3) potential S-520 candidates received valuable experience in preparation for their future at S-520 classes.
- **Florida Division of Forestry Type 2 IMT:** Worked in Unified Command with a Type 2 Team. During the assignment, NIMO completed task books for nine individuals while working towards partial completion on more than 95 task books.
- **Fire Department of New York (FDNY) Type 2 IMT:** Provide coaching and mentoring to a type 2 team and filled out staffing needs. This partnership afforded the opportunity for FDNY to get more incident

experience, providing them with better ICS expertise, so that when future, non-fire incident assignments occurred, they could be assigned instead of critical wildland fire resources.

- **National Capital Region All Hazard Team Type 3 Organization:** This group shadowed NIMO for a week as a part of the national effort by the Department of Homeland Security to build all-risk capacity through the U.S. Fire Administration.
- **DHS Emergency Management Institute:** Shadowed NIMO to develop practical experience in ICS.
- **Alabama Forestry Commission (AFC):** Taught an I-300 course to mentor and provide guidance to AFC 's development of its own Type 2 IMT.
- **US Corps of Engineers:** Working with the training center to develop simulators and expand their prescribed fire program.
- **Northeast Area Compact Type 2 Team:** Developed a coop agreement to coach and mentor the Type 2 team on incident assignments.
- **North Carolina Division of Forest Resources:** Develop a trainee team roster to coach and mentor on future NIMO assignments.
- **Animal Plant and Health Inspection Services (APHIS):** Conducted an S-420 for APHIS to help in the development of a Type 2 IMT.
- **Interagency Instruction and Training:** NIMO Team members were instructors, coaches and simulation cadre for several interagency training sessions including: S-620, S-520, M-581, S-430, S-404, S-420, S-260, S-360, S-481, S-359, RX-510, Complex Incident Management Course (CIMC), Fire Program Manager, Fireline Refresher, ESF 4 and EMS Training.
- **Big Iron Mechanized Equipment:** Advocating the use and understanding of heavy equipment (Big Iron) as a force multiplier instead of using critical resources such as crews.
- **Type 3 Incident Management Organization Training:** NIMO members developed Type 3 organization training for local unit personnel that will assist in building capacity and competency and result in their successful performance on Type 3 Incidents. A proposal has been presented to beta test this program in Region 4.

Streamline Training

- **S-520 Evaluation:** Conducted an evaluation to look at the effectiveness of the training. Preliminary recommendations were made to the S520/S620 Steering Committee and a final report was completed recommending significant changes to the final simulation and overall evaluation in order to emphasis situational awareness and strategic planning and assessment.
- **FSH 5109.17 - Fire and Aviation Management Qualifications Handbook Revision:** NIMO Team members participated with the Fire

Qualifications Taskforce Committee in an effort to reduce redundancies in the FSH 5109.17, as compared to the 310-1, Wildland and Prescribed Fire Qualification System Guide. As a result, all positions except Operations, Air and Dispatch will mirror the 310-1.

- **NWCG, Position Task Book Revision, Air Operations, Safety, Command and Fuels:** Team members assisted in the revisions for all NWCG Position Task Books. Competencies were introduced as national benchmarks to standardize qualifications, enable crossover and collaboration between agencies, and to use them as the critical components for the development of performance-based training.

Managing Complex Fires / Mega-Fire Model

- **Mega-Fires - Recommendation to FAM:** NIMO worked with the Brookings Institute and Predictive Services to describe and predict future locations of fires of national significance (mega-fires) and present the findings to Fire and Aviation Management personnel.
- **Federal Fire and Aviation Operations Action Plan - Recommendation to NMAC:** NIMO IMT members prepared the Forest Service's input to the 2007 Federal Fire and Aviation Operations Action Plan. Leader's intent and specific actions to the field were identified, and the recommendations from the Mega-fire Management Project, 2006 Large Fire Cost Panel and 2006 OIG Report were incorporated.
- **Implementation of Brookings Recommendations:** On all incident assignments, the teams implemented recommendations of the Brookings Mega-Fire Model, which included long-term team response with long-term strategies including the use of AMR.
- **Appropriate Management Response (AMR):** Develop an Interagency Appropriate Management (AMR) Response Guide and applied the principles during the 2007 fire season.
- **Doctrine:** During assignments, NIMO incorporated doctrinal statements within the incident objectives and exercised the use of doctrine throughout the incidents.

Fuels Management

- **GAO Review:** NIMO members participated in the Government Accounting Office (GAO) cost analysis of the FY 2006 fuels program on the Santa Fe National Forest (Santa Fe Watershed). The review was conducted to determine the efficiency and effectiveness of Congressional earmark funding.
- **Prescribed Fire Burn Boss (RX-300):** Team members participated in the rewrite of the Prescribed Fire Burn Boss class (RX-300) and Position Task

Book for Burn Boss 1, 2 and 3. The newly designed class and position is strictly operational in nature.

- **Prescribed Burn Program:** NIMO has consulted with, and is actively involved in assisting several forests with their prescribed burn programs to reduce hazardous fuels. The National Forests working with NIMO are the National Forests of Florida, the George Washington/Jefferson NF, and the Okanogan/Wenatchee NF.
- **Prescribed Fire Training Center (PFTC):** NIMO is working with PFTC to encourage traditional and no-traditional partners to attend training courses in honor of its 10th anniversary in 2008.

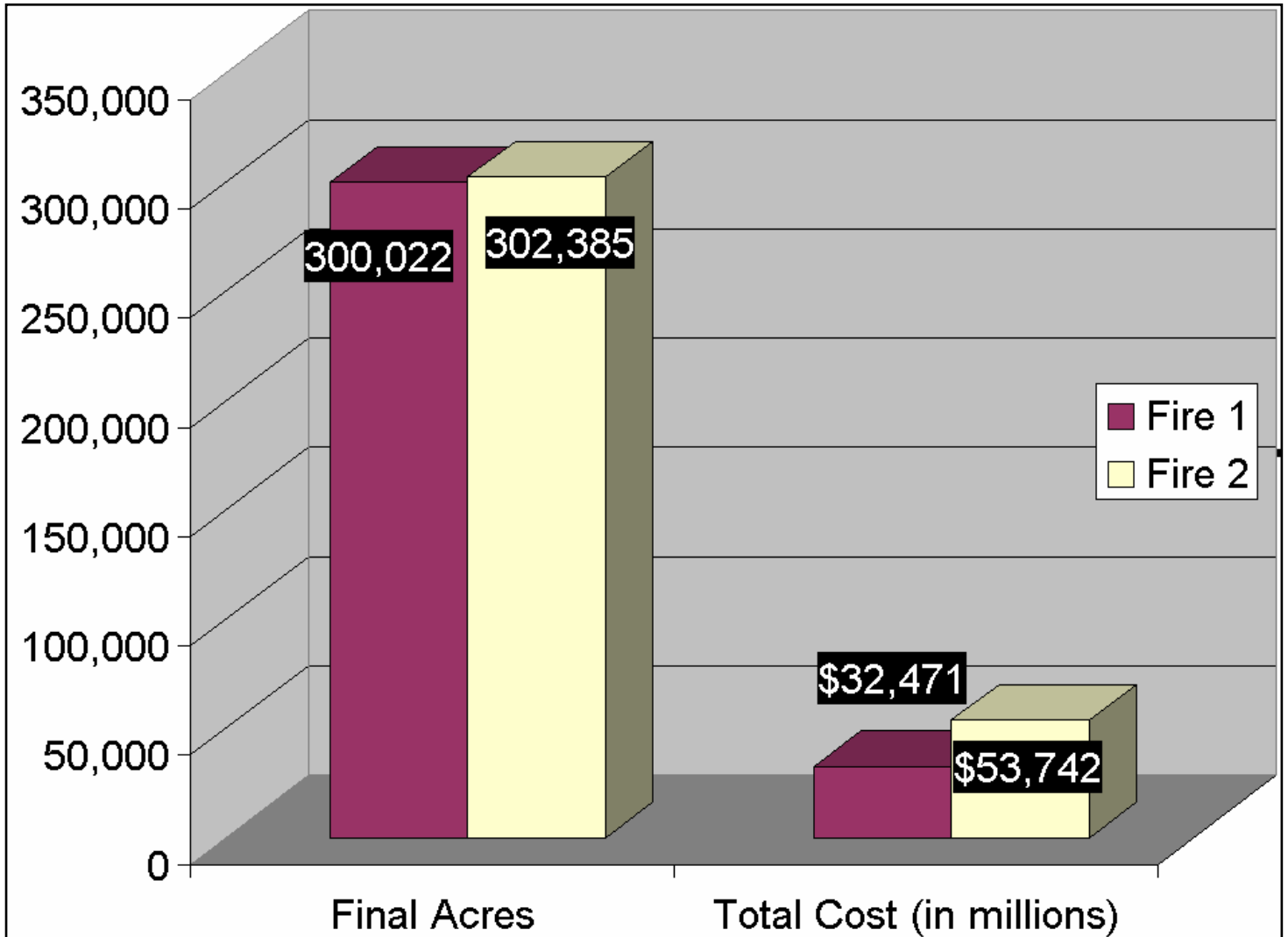
Special Projects

- **Esperanza – BDF Engine 57 Support:** NIMO members assisted in the successful support of the families of the five victims of Engine 57. A Boise Team member received the 2006 Paul Gleason Lead by Example Group Award for Leadership, as a member of the Mark Loutzenhiser Family Support Group.
- **Investigations - Devils Den Incident:** A NIMO Team member was as a Subject Matter Expert for Fire Operations on a Serious Accident Investigation Team for Devil's Den.
- **Texas Fatigue Study:** A NIMO member spearheaded a fatigue study requested by the State Forester Jim Hull after 18 consecutive months of fire activity.
- **Chiefs Principle Representative (CPR):** NIMO team members participated as subject matter experts and support staff for a number of CPR Teams during the 2007 Fire Season.
- **Incident Management Meeting in DC:** NIMO coordinated and logistically supported the development and presentation of the Interagency IMT meeting conducted to provide leaders intent for the 2007 Fire Season.
- **NIMS Integration Center:** provided SME feedback to better align the wildland fire community with upcoming changes to the National Response Plan (NRP).

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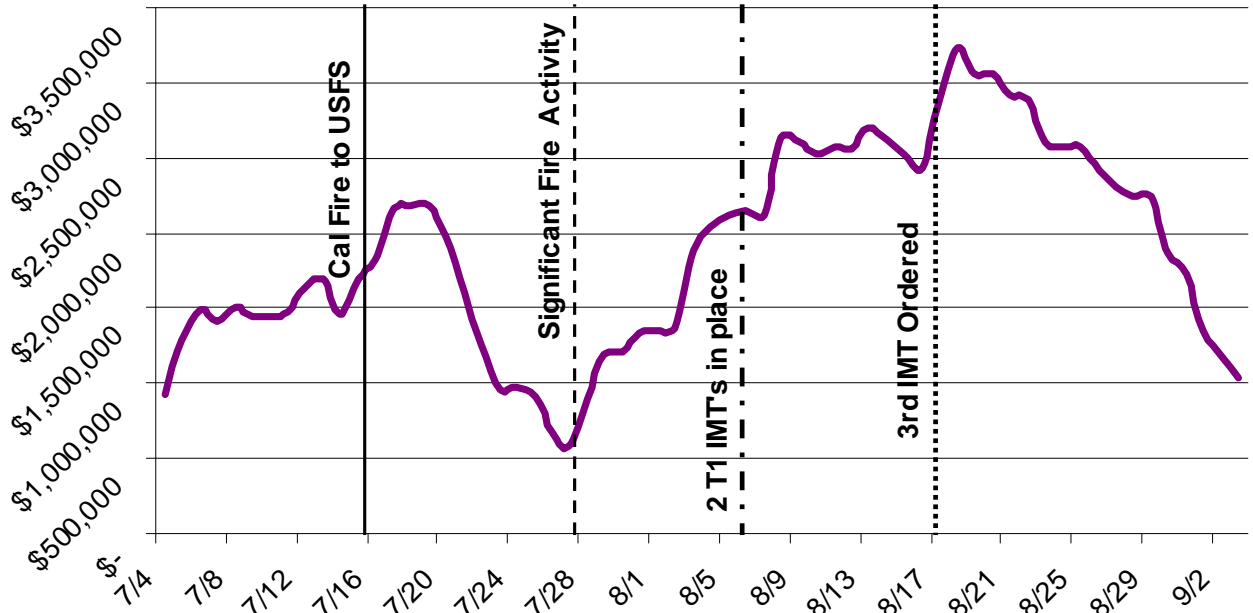
Appendix A



- **Pink is a NIMO Team**
- **Yellow is a collateral duty IMT**
- **Fires were adjacent to each other**
- **Same fire season at the same time**
- **Different tactics**
- **Both had similar values at risk**
- **Over \$20 million dollars in savings on one fire.**

Appendix A – Continued next page

Zaca Daily Costs 7/4 - 9/3/2007



East Zone Complex Daily Costs

