

# **Thirtymile Accident Prevention Plan**

December 14, 2001

Accomplishments Updated January 14, 2002

Accomplishments Updated March 14, 2002

Accomplishments Updated May 10, 2002

Accomplishments Updated July 19, 2002

Accomplishments Updated January 21, 2003

Accomplishments Updated July 1, 2003

**Accomplishments Updated October 7, 2003**

Prepared by: USDA Forest Service, in cooperation with  
the National Wildfire Coordinating Group

## **Thirtymile Accident Prevention Implementation Plan**

### **The Incident**

On July 10, 2001, four U.S. Forest Service fire suppression personnel were killed by the Thirtymile Fire about 30 miles north of Winthrop, Washington, on the Okanogan-Wenatchee National Forest after they became entrapped and the site where they deployed their fire shelters was burned over.

The fire that began as an escaped picnic cooking fire was first detected on July 9. Initial suppression activities began that evening. The Northwest Regulars #6 from the Okanogan-Wenatchee National Forest were dispatched to the fire on the morning of July 10.

Fourteen firefighters and two civilians faced the sudden approach of the fire. A rain of burning embers was followed by a rolling wave of tremendous heat, fire, smoke and wind. Eight firefighters deployed fire shelters on a road. Two civilians took shelter with one of the firefighters. Six firefighters retreated up a slope away from the fire and deployed fire shelters. Four of the six people who deployed shelters on the rock slope died. All four deaths were caused by asphyxia due to inhalation of superheated products of combustion.

#### **I. Introduction.**

The National Wildfire Coordinating Group (NWCG) is delegated the responsibility to deliver consistent operational policies, procedures, and performance expectations for the safe and efficient management of wildland fires on State and Federal lands in the United States.

The implementation plan is a dynamic document designed to display the assignment and accomplishments of the thirty-one (31) action items of the Thirtymile Accident Prevention Plan. Various interagency groups and individuals will be assigned specific actions as identified in the plan. The overall accident prevention plan goal is to incorporate as many of the action items into the normal operating procedures of the wildland fire community before the next western fire season. These changes in procedures will be grounded in policy. However, the time frame needed in order to change the written policy of all the agencies involved effectively precludes accomplishing this goal within the self-imposed timeline. Therefore the initiation of these actions will begin with letters and interim directives that will first affect the Forest Service. These first actions will be paralleled by the work needed to effect these changes across the interagency wildland fire landscape.

Some of the Action Items will be on-going and a part of the regular business of the Forest Service and the other wildland fire management agencies. The completion date for these Action Items will be the date the policy is changed or the date the direction is issued.

The leadership for each assignment is shown in the implementation plan. The actual work will be led by the individual shown, but some work will be the work of groups and committees. Jim Payne has been assigned to the Forest Service, Fire and Aviation staff unit in the Washington Office to track the work, lead some of the task groups, and serve as primary point of contact for the implementation of the action plan.

## II. Process

Letters and memorandums will be the first step in completion of many of the action items. These will be followed by interim directives, which will be followed by changes in the directives system. A total of twenty-six (26) items involve interagency policy changes. These changes will be initiated through the National Wildfire Coordinating Group (NWCG), whereas specific work on these changes will be generally through the NWCG Working Teams, specifically the Training Working Team (TWT), Incident Operations Working Team (IOSWT) and the Safety and Health Working Team (S&HWT). Each of the working teams and the NWCG leadership is receptive to this process.

When proposed actions only apply to Federal agencies, implementation will be coordinated through the **National Fire and Aviation Executive Board (NFAEB)**, formally known as the **Federal Fire and Aviation Leadership Council (FFALC)**.

## III. Accomplishments

Each team leader, task group leader, or individual completing an assignment will report, with documentation to the USDA Forest Service, Fire and Aviation Management staff. A central file will be maintained.

## IV. Updated Accomplishments

*Accomplishments since the July 1, 2003, version of the Accident Prevention Plan appear in bold italic typeface in this document. Notations of: “Action is Complete”, means that no additional action is needed at the National level for implementation of the action item. However, implementation of the actions will usually be ongoing at the field level.*

A-1 The Forest Service Director of Fire and Aviation Management, working through the NWCG, will initiate changes in the Federal Wildland Fire Management Policy to include recommendations for fire suppression and for firefighter safety, in preparation for and in the transition phase between initial attack and extended attack fires.

Assignment:

Marc Rounsaville has the lead for the FS, and is working with the NWCG, IOSWT on transition guidance.  
Mark Beighley is the FS representative for revisions to the Federal Wildland Fire Management Policy.

Timeline:

November 2001	– Initiate
January 11, 2002	– Completed initial policy letter
April 15, 2002	– IOSWT developed recommendation for PNWCG
April 16, 2002	– FS adoption of <u>Interagency Standards for Fire and Fire Aviation Operations</u>
June 12, 2002	- Issue referred to NWCG
June 20, 2003	- Decision by Wildland Fire Leadership Council

Accomplishments:

The Action Plan task group met during the week of November 26, 2001 and drafted initial policy letter. The group also initiated work on a transition fire guidebook.

Letter from the Chief completed January 11, 2002, which includes the first iteration of the Transition Fire Guide.

Incident Response Pocket Guide (PMS 461) was published and distributed to each fireline supervisor. The guide includes a transition analysis.

Interagency Standards for Fire and Fire Aviation Operations which includes transition guidance was adopted for use by FS on April 16, 2002.

The IOSWT is standardizing transition guidance in the Fireline Handbook (PMS 410-1) and the Incident Response Pocket Guide (PMS 461) that is consistent with guidance in the Interagency Standards for Fire and Fire Aviation Operations. Approval by NWCG is expected in January 2004.

An NWCG chartered task group has reviewed the Federal Wildland Fire Management Policy and developed Interagency Direction for the Implementation of the Federal Wildland Fire Management Policy which was approved by the

Wildland Fire Leadership Council on June 20, 2003. This direction will improve firefighter safety and operational management on wildfires. Federal agencies are developing standardized implementation direction for inclusion in agency specific manuals and handbooks by the 2004 wildfire season, which will bring closure to this action item.

A-2 The Forest Service Director of Fire and Aviation Management will work with the NWCG to review current policy on preparation and direction for Fire Management Plans development, and amend the direction to ensure that these plans specifically address staffing modifications, (firefighters, crew, the supervisory span of control), management coordination, and allocation of resources as fire danger and occurrence escalates.

Assignment:

Buck Latapie has the lead for USDA Forest Service, Fire and Aviation Management.

Timeline:

November 2001	– Initiate
January 2003	– Direction to the field
June 12, 2002	- Issue referred to NWCG
July 11, 2002	- Direction issued by Wildland Fire Leadership Council

Accomplishments:

Fire Planning Handbook FSH 5109.19 has been edited and is currently in the final stages of approval.

The Wildland Fire Leadership Council issued an “Interagency Fire Management Plan Template” in July 2002, for use by the Forest Service and all Department of Interior (DOI) wildland agencies. The template is consistent with the policies and actions in the Federal Wildland Fire Management Policy and the 10-Year Comprehensive Strategy.

***Forest Service and Interagency action on this item is complete.***

A-3 The Forest Service Director of Fire and Aviation Management will ensure there is adequate direction in Fire Management plans to trigger fire danger awareness with escalating fire potential.

More Specifically:

A-3-a. Notification from forest to districts (with regional assistance) of key increases in fire danger thresholds that typically affect safety and control. At regional, forest and district levels, identify departures from historical weather patterns that will significantly influence increased fire potential or fire behavior thresholds for safety and control at the operational area.

A-3-b. District fire program managers will review fire danger indices and convey their meaning and significance to crews and incident management teams. (e.g., use pocket cards to ensure availability to firefighters)

Assignment:

Buck Latapie has the lead for USDA Forest Service, Fire and Aviation Management.

Timeline:

January 11, 2002	– Completed initial policy letter
April 5, 2002	– Direction issued re: pocket cards
June 12, 2002	- Issues referred to NWCG
July 11, 2002	- Direction issued by Wildland Fire Leadership Council
January 30, 2003	- NWCG decision re: Fire Danger Pocket Cards

Accomplishments:

Task group met during the week of November 26, 2001 and drafted initial policy letter

Letter from the Chief completed January 11, 2002, which includes the first iteration of the Transition Fire Guide containing specific reference to pocket cards and build-up requirements.

Missoula Fire Lab is improving the process for producing Pocket Cards.

Updated Pocket Cards along with existing cards are available at the following Web Site Addresses: [famweb.nwcg.gov/pocketcards/](http://famweb.nwcg.gov/pocketcards/)

The Director of Fire & Aviation Management issued direction to standardize the development of pocket cards on April 5, 2002.

The Wildland Fire Leadership Council issued an “Interagency Fire Management Plan Template” in July 2002, for use by the Forest Service and all Department of Interior (DOI) wildland agencies. The template is consistent with the policies and actions in the Federal Wildland Fire Management Policy and the 10-Year Comprehensive Strategy.

The NWCG adopted the use of Fire Danger Pocket Cards for national application on January 20, 2003.

***Forest Service and Interagency action on item A-3a and A-3b is complete.***



A-3-c. Identify the thresholds at which large fires typically occur. These thresholds indicate fire danger levels that significantly compromise safety and control. When thresholds are approached, fire program managers will request additional supervisory and suppression support.

Assignment:

Lindon Wiebe of the FS is coordinator for the NWCG chartered Risk Threshold Project Group.

Timeline:

November 2001	– NWCG Initiated Risk Threshold Project (RTP)
June 18, 2002	- RTP Meeting
October 23, 2002	– RTP/RMRS Research Meeting
April 2003	-Analysis of Transition Fire Behavior Software

Accomplishments:

Regions are utilizing current technology and fire history to identify thresholds.

An extended attack transition analysis is included in the interagency Incident Response Pocket Guide (PMS 461) published in January 2002, and distributed to all fireline supervisors. Transition guidance is also included in the interagency Standards for Fire and Fire Aviation Operations, adopted by the Forest Service on April 16, 2002.

Along with these products and the fire danger Pocket Cards that indicate fire danger levels, the Risk Threshold Project team is producing field charts that indicate risk thresholds in regards to firefighter safety, resource damage, and prescribed fire escapes. This model will also determine key strategic thresholds for potential fire behavior transitions. Policy, implementation procedures, training and guidelines will be addressed upon positive results of validity testing of the model.

The Risk Threshold Project team developed a prototype risk threshold chart for dry-site fuel conditions. The model will be field-tested this fire season on forests in Montana and Idaho. Field use implementation guides are currently being developed for applications on variable fuel types throughout the west.

A-4 The Forest Service Director of Fire and Aviation Management, working through NWCG, will initiate changes to the Federal Wildland Fire Policy to ensure there are defined indicators for the need to transition from initial attack to extended attack. An example that might be considered is establishing a fire-specific perimeter limit trigger point.

Assignment:

Marc Rounsaville has the lead for the FS, and is working with the NWCG, IOSWT on transition guidance.

Mark Beighley is the FS representative for revisions to the Federal Wildland Fire Management Policy.

Timeline:

November 2001	– Initiate
January 11, 2002	– Completed initial policy letter
April 16, 2002	– Completed policy letter
June 12, 2002	- Issue referred to NWCG
June 20, 2003	- Decision by Wildland Fire Leadership Council

Accomplishments:

Task group met during the week of November 26, 2001 and drafted initial policy letter.

Letter from the Chief completed January 11, 2002, which includes the first iteration of the Transition Fire Guide.

An extended attack transition analysis is included in the interagency Incident Response Pocket Guide (PMS 461) published in January 2002, and distributed to all fireline supervisors. Transition guidance is also included in the interagency Standards for Fire and Fire Aviation Operations, adopted by the Forest Service on April 16, 2002.

The IOSWT is standardizing transition guidance in the Fireline Handbook (PMS 410-1) and the Incident Response Pocket Guide (PMS 461) that is consistent with guidance in the Interagency Standards for Fire and Fire Aviation Operations adopted by the FS on April 16, 2002. Approval by NWCG is expected in January 2004.

An NWCG chartered task group has reviewed the Federal Wildland Fire Management Policy and developed Interagency Direction for the Implementation of the Federal Wildland Fire Management Policy which was approved by the

Wildland Fire Leadership Council on June 20, 2003. This direction will improve firefighter safety and operational management on wildfires. Federal agencies are developing standardized implementation direction for inclusion in agency specific manuals and handbooks by the 2004 wildfire season, which will bring closure to this action item.

A-5 The Forest Service Directors of Human Resources and Fire and Aviation Management should review policy, procedures, and performance expectations to reduce firefighter fatigue. Work with NWCG to coordinate the effort. Consider:

A-5-a. Requiring Agency Administrators to periodically review Time and Attendance records for compliance with work-rest guidelines (including local agency administrators, fire program manager, fire support, and firefighters.

A-5-b. Work to build electronic review options in the existing automated payroll systems.

A-5-c. Setting a daily duty hour limitation.

Assignment:

Marc Rounsaville has the lead for the FS F&AM, and is working with the NWCG, IOSWT on fatigue management guidance.

Stephen Deep has the FS Human Resources lead on these actions.

Timeline:

January 11, 2002	– Completed initial policy letter
April 16, 2002	– Policy letter issued
June 12, 2002	- Revised work/rest guidelines established
June 12, 2002	- Issues referred to NWCG
2002-2003	- FS implementation of Paycheck 7
April 11, 2003	- NWCG issued work/rest guidelines
April 24, 2003	- FSM Direction issued

Accomplishments:

A-5-a to c:

Task group met during the week of November 26, 2001 and drafted initial policy letter.

The FS has adopted the Paycheck 7 system for time and attendance reporting. The system allows managers to run multiple electronic reports from the database which will facilitate electronic monitoring of compliance with work/rest guidelines. Implementation of Paycheck 7 has occurred in most Regions, with full implementation expected this fiscal year.

NWCG issued revised work/rest guidelines on April 11, 2003. The guidelines allow Agency Administrators to exceed shifts of more than 16 hours and the 2:1

work/rest ratio for initial attack only. After initial attack, the guidelines require full compliance with the 2:1 work/rest ratio before the resource returns to work.

On April 24, 2003 the Chief directed Agency Administrators, Supervisors and Incident Commanders ensure that fatigue in firefighters is identified and addressed and to ensure firefighters comply with work/rest guidelines (FSM 5130).

*Forest Service and Interagency actions on A-5-a, b, and c are complete.*

A-5-d. Review S-200 and S-300 courses to ensure that there is adequate emphasis on the IC's responsibility in managing fatigue.

Assignment:

USDA Forest Service, Fire and Aviation National Training Officer, Billy Terry will lead an interagency task group of subject matter experts in review of the training courses. Recommendations will be forwarded to NWCG's Training Working Team. Changes will be incorporated into all Forest Service lead training prior to changes in course materials.

Timeline:

November 2001	– Initiate
April 01, 2002	– Review to be completed
June 12, 2002	- Issue referred to NWCG

Accomplishments:

The team charter for this group is attached and the first meeting is scheduled for February 12, 2002.

Review has been completed and recommended changes have been given to Training Working Team for incorporation into the appropriate curriculum. S-200 and S-300 courses are interagency and will be revised in accordance with the established NWCG course revision schedule.

These changes will become a part of the annual refresher training to ensure all firefighters have benefit of this training.

Changes in course curriculum will help ensure that a first year firefighter through the Incident Commander will be able to recognize fatigue in themselves and others, be able to apply mitigating factors, and identify potential consequences of ignoring fatigue.

***Forest Service and Interagency action on this item is complete.***

- A-6 The Forest Service Director of Human Resources will evaluate existing training in fatigue awareness, and other associated management training and make it available to all employees.

Assignment:

Billy Terry has the lead for Fire and Aviation Management and will be assisted by Caroline Deaderick and Keith Namock from the Human Resources staff.

Timeline:

November 2001	– Initiate
January 2002	– Task Group will meet
Spring-Fall 2002	– Evaluation of existing training
<b>July 2003</b>	<b>- Training course developed and released for use</b>

Accomplishments:

The team charter for this group is attached and the first meeting is scheduled for February 12, 2002.

Agency Administrators, Supervisors, and Incident Commanders have been directed to ensure compliance with current direction on Work/Rest Guidelines (FSM 5130).

Administrators need to ensure fatigue awareness and mitigation is covered in Fire Program Management, Fire Management for Local Agency Administrators, and Fire Management for Agency Administrators.

A contract has been awarded to provide a complete review of all publications, programs, and training items available on fatigue as it relates to all work environments. Items from this search will be incorporated or used in future training for all employees. Material selection is scheduled for 2003.

Materials obtained from the literature review will be provided to the NWCG Training Working Team for possible incorporation into interagency S-200 and S-300 level training courses.

***MTDC developed Fatigue Awareness training which has been posted on the Internet for use. Release of this training was announced via letter (file code 6100/5100) by the Chief to field units on July 25, 2003.***

***Forest Service action on this item is complete.***

A-7 The Forest Service Director of Human Resources and the Forest Service Director of Fire and Aviation Management will develop protocols for the accident investigation process to evaluate fatigue as a factor in all ground and aviation incidents, including entrapments, and accidents. This should include a 72-hour work rest history with quantitative analysis.

Assignment:

Ed Hollenshead has the lead for Fire and Aviation Management and will be working with Caroline Deaderick from the Human Resources staff.

Timeline:

December 2001	– Initiate
January 2002	– Task Group will meet
March 20, 2002	– Draft Revision to FSM 6700
April 2003	– Revised <u>Accident Investigation Guide</u> approved

Accomplishments:

FSM 6700, Safety and Occupational Health Program, is currently under major revision, aligning Forest Service Policy with Occupational Safety and Health Administration standards prescribed in Title 29, Code of Federal Regulations, part 1960 and Executive Order 12196. A draft revision was distributed March 20, 2002, which included fatigue analysis as a component of accident incident investigation protocols.

The Forest Service Accident Investigation Guide has been revised. It includes a Human Factors Checklist, and protocols for analysis of fatigue related issues such as work/rest schedules, off-duty activities, and sleep duration cycles.

***Forest Service action on this item is complete.***



A-8 The Forest Service Director of Fire and Aviation Management, working through the NWCG, will issue direction that:

A-8-a. Requires forest fire management organizations, including the Agency Administrators, fire program managers, and Incident Commanders meet annually to review the responsibilities, expectations, and authorities of the Type 3-5 Incident Commanders in fire suppression operations and Incident Operations Protocols. Review should include the following:

1. Provide for the safety and welfare of all personnel and public civilians.
2. Develop and implement viable strategies and tactics for the incident.
3. Monitor effectiveness of the planned strategy and tactics.
4. Disengage suppression activities immediately if strategies and tactics cannot be implemented safely.
5. Maintain command and control of the incident.

Assignment:

Marc Rounsaville has the lead for the FS, and is working with the NWCG, IOSWT on this action item.

Timeline:

January 11, 2002	– Completed initial policy letter
April 16, 2002	– Policy letter issued re: #4
June 12, 2002	- Issue referred to NWCG
January 16, 2003	- Issue referred to NFAEB

Accomplishments:

Task group met during the week of November 26, 2001 and drafted initial policy letter.

Letter from the Chief completed January 11, 2002, which requires Line Officers to meet with Incident Commanders annually for communication of expectations and responsibilities.

Letter from the Chief dated April 16, 2002 provides direction on engagement and re-engagement of suppression actions relative to firefighter safety.

NWCG determined this to be a “Federal” issue that should be referred to the NFAEB.

This action has been referred to NFAEB for action.

*Forest Service action on this item is complete.*

A-8-b. Establish procedures to ensure arriving resources have positive, documented contact with Incident Commander, Operations Section Chief or other appropriate Incident Management Personnel. This must occur prior to any work commencing on the fire.

Assignment:

Marc Rounsaville has the lead for the FS, and is working with the NWCG, IOSWT on this action item.

Timeline:

January 11, 2002 – FS policy letter issued  
March 2002 - Mobilization Guide revised

Accomplishments:

Dispatch protocols have been developed to ensure all personnel on fires are notified as to who is the Incident Commander, and when any changes in Incident Command occur.

The National Interagency Mobilization Guide (section 13.1) was revised in March 2002 requiring dispatch centers to inform all resources of the name of the assigned Incident Commander.

Fireline Handbook (PMS 410-1) includes direction regarding positive check-in upon arrival at an incident.

***Forest Service and Interagency action on this item is complete.***

- A-9 The Forest Service Director of Fire and Aviation Management will review all existing fire-training courses ensure the course content adequately teaches the management skills necessary for the successful transition from initial attack through a Type I incident.

Assignment:

Billy Terry will lead an interagency task group of subject matter experts in review of the training courses. Recommendations will be forwarded to NWCG's Training Working Team. Changes will be incorporated into all Forest Service lead training prior to changes in course materials.

Timeline:

November 2001	– Initiate
April 01, 2002	– Review to be completed
June 12, 2002	- Issue referred to NWCG

Accomplishments:

The team charter for this group is attached and the first meeting is scheduled for February 12, 2002.

Training course materials were reviewed by the Training Working Team during their February 2002 meeting. Changes in the curriculum have been recommended to the Training Working Team along with the development of a video to supplement the existing course materials. Courses are interagency in nature and will be revised in accordance with the NWCG established schedule.

***Forest Service and Interagency action on this item is complete.***

- A-10 The Forest Service Director of Fire and Aviation Management, working through the NWCG, will evaluate current training courses for Type 3-5 Incident Commanders to seek opportunities to strengthen competencies.

Assignment:

Billy Terry will lead an interagency task group of subject matter experts in review of the training courses. Recommendations will be forwarded to NWCG's Training Working Team. Changes will be incorporated into all Forest Service lead training prior to changes in course materials.

Timeline:

November 2001	– Initiate
April 01, 2002	– Review to be completed
June 12, 2002	- Issue referred to NWCG

Accomplishments:

The team charter for this group is attached and the first meeting is scheduled for February 12, 2002.

Training course materials were reviewed by the Training Working Team during their February 2002 meeting.

Changes in the curriculum have been recommended to the Training Working Team. Courses are interagency in nature and will be revised in accordance with the NWCG established schedule.

It is also the recommendation of the Training Working Team to strengthen position task books to reflect standard levels of performance and ensure that Firefighters and Fireline Supervisors obtain the knowledge to correctly follow, apply and administer the Wildland and Prescribed Fire Qualification System.

Changes in course material content will be incorporated into annual refresher training to ensure all Incident Commanders receive the training. Additionally, these changes will be available on the Web to facilitate distant learning.

***Forest Service and Interagency action on this item is complete.***

A-11 The Forest Service Director of Fire and Aviation Management working through the NWCG, will develop a standardized briefing format for Type 3 to Type 5 incidents.

Assignment:

Billy Terry will lead an interagency task group of subject matter experts in review of the training courses. Recommendations will be forwarded to NWCG's Training Working Team. Changes will be incorporated into all Forest Service lead training prior to changes in course materials.

Marc Rounsaville has the lead for the FS, and is working with the NWCG, IOSWT on this action item.

Timeline:

November 2001	– Initiate
January 2002	– <u>Incident Response Pocket Guide</u> published
March 18, 2002	– IOSWT met and developed recommendations
April 2, 2002	– <u>Standards for Fire &amp; Aviation Operations</u> completed
April 16, 2002	– FS policy letter issued
June 12, 2002	- Issue referred to NWCG

Accomplishments:

The team charter for this group is attached and the first meeting is scheduled for February 12, 2002.

Training course materials were reviewed by the Training Working Team during their February 2002 meeting.

A standardized briefing format has been developed and is included in the Incident Response Pocket Guide (PMS 461). This guide has been distributed to all fireline supervisors.

Briefing outlines and aids are included in the Standards for Fire & Aviation Operations – 2002. The Forest Service adopted this guide on April 16, 2002.

***The standardized briefing materials will be included in the revised Fireline Handbook (PMS 410-1) in 2004.***

***Forest Service and Interagency action on this item is complete.***

A-12 The Forest Service Director of Fire and Aviation Management working through the NWCG, will ensure that local fire mobilization plans provide direction that requires dispatch centers to:

A-12-a. Implement a standard protocol, where dispatch centers inform all resources of the name of the assigned Incident Commander and all other pertinent information.

A-12-b. Announce all changes in Incident Command leadership to all assigned and incoming resources for initial and extended attack incidents and relay that information to the Duty officer and Forest Fire Management staff.

Assignment:

Neal Hitchcock, National Interagency Coordination Center Manager, Boise, Idaho.

Tim Blake, Course Developer for D-311 Initial Attack Dispatcher Course, will include these procedures in the course curriculum.

Timeline:

November 2001	– Initiate
January 11, 2002	– FS policy letter issued
March 2002	– Insert into the National Mobilization Guide
June 12, 2002	- Issue referred to NWCG

Accomplishments:

Presented to National Centers Managers at the winter meeting in Charleston, SC, December 12, 2001.

Letter from the Chief completed January 11, 2002, which has the specific direction for completion of this action item.

Mobilization Guides have been revised. In addition, the direction is included in the Fireline Handbook (PMS 410-1).

***Forest Service and Interagency action on these items are complete.***

A-13 The Forest Service Director of Fire and Aviation Management working through the NWCG, will initiate a proposed revision of the NWCG Fireline Handbook (PMS 410-1) and all other related documents that would change incident classifications from the current; “Initial Attack,” “Extended Attack,” Type 2 and Type 1 structure to Type 5, Type 4, Type 3, Type 2 and Type 1 structure. “Initial attack” and “extended attack” will be reserved as terms describing the stages of an incident, not the command level required.

Assignment:

Marc Rounsaville has the lead for the FS, and is working with the NWCG, IOSWT on this action item.

Timeline:

November 2001	– Initiate
March 18, 2002	– IOSWT meeting
April 16, 2002	– FS policy letter issued
June 12, 2002	- Issue referred to NWCG

Accomplishments:

The team charter for this group is attached and the first meeting is scheduled for February 12, 2002.

Type 1 through 5 incidents are described in the Standards for Fire & Fire Aviation Operations. The Forest Service adopted this guide on April 16, 2002. They are also included in the NWCG Wildland and Prescribed Fire and Qualifications System Guide (PMS 310-1).

The 2004 revision of the NWCG Fireline Handbook, (PMS 410-1) will include definitions of Type 1-5 incidents.

***The WFLC approved the Federal Wildland Fire Policy Implementation Strategy on June 20, 2003. This strategy establishes definitions for the terms “initial attack” and “extended attack”. Agency and interagency directives and handbooks are being revised to reflect these changes.***

***Forest Service and Interagency action on this item is complete.***



- A-14 The Forest Service Director of Fire and Aviation Management working through the NWCG, will assess the need for a complexity analyses for Type 3-5 incident that would assist fire program managers in determining the appropriate level of management. Factors such as historic levels of fire danger, fuels, fire history, fire potential and historic fires in the vicinity, should be considered.

Assignment:

Marc Rounsaville has the lead for the FS, and is working with the NWCG, IOSWT on this action item.

Timeline:

November 2001	– Initiate
January 11, 2002	– Completed initial policy letter
March 18, 2002	– Present Recommendation to IOSWT
April 16, 2002	– FS policy letter issued
June 12, 2002	- Issue referred to NWCG

Accomplishments:

Task group met during the week of November 26, 2001 and drafted initial policy letter.

A policy letter from the Chief was issued January 11, 2002, which includes a complexity analysis.

An Extended Attack Transition Analysis has been developed and is included in the interagency Incident Response Pocket Guide (PMS-461). This guide has been distributed to fireline supervisors. Additional transition and complexity analysis guidance is included in the interagency Standards for Fire & Fire Aviation Operations. This document was adopted for FS use on April 16, 2002.

Training course materials were reviewed and the Training Working Team developed recommended changes to existing courses during their February 2002 meeting. Changes will ensure that Type 3-5 Incident Commands and Fire Managers become familiar with the complexity analysis, and Initial Attack Dispatchers will recognize its elements. It will also facilitate determining and implementing the appropriate level of command. Interagency courses will be updated in accordance with the NWCG course revision schedule.

***Complexity analysis information will be included in the 2004 revision of the Fireline Handbook (PMS 410-1).***

***Forest Service and Interagency action on this item is complete.***

- A-15 The Forest Service Director of Fire and Aviation Management working through the NWCG, will ensure that fire management plans require a single dedicated Incident Commander for all incidents, Type 3-1. Incident Command responsibilities should not be diluted with collateral duties. The exception would be as a trainer, or as an evaluator of an assigned trainee.

Assignment:

Marc Rounsaville has the lead for the FS, and is working with the NWCG, IOSWT on this action item.

Timeline:

November 2001	– Initiate
January 11, 2002	– Completed initial policy letter
June 12, 2002	- Issue referred to NWCG

Accomplishments:

Task group met during the week of November 26, 2001 and drafted initial policy letter.

Letter from the Chief completed January 11, 2002, which includes specific direction to complete this action item.

***NWCG decided not to require a single dedicated Incident Commander with no collateral duties on Type 1 – 3 wildland fires. The IOSWT is revising the Fireline Handbook (PMS 410-1) to clarify that duties of the Incident Commander are “primary” to the position and require focused energy to adequately perform them.***

***Forest Service and Interagency action on this item is complete.***

A-16 The Forest Service Director of Fire and Aviation Management working through the NWCG, will initiate development of a standard operation guide for Type 3, Type 4 and Type 5 incidents.

Assignment:

Joe Stutler has the lead for Fire and Aviation.

Timeline:

November 2001	– Initiate
April 2, 2002	– <u>Standards for Fire &amp; Fire Aviation Operations</u> completed
April 16, 2002	– FS policy letter issued
June 12, 2002	- Issue referred to NWCG
January 16, 2003	- Issue referred to NFAEB

Accomplishments:

Review of existing agency specific guides is underway.

The team charter for this group is attached and the first meeting is scheduled for February 12, 2002.

The interagency Standards for Fire & Fire Aviation Operations has been completed and posted on the Internet at the following address:

<http://www.fire.blm.gov/Standards/redbook.htm>

Hard copy distribution will occur in May 2002. The Forest Service adopted this guidance document on April 16, 2002.

NWCG determined this to be a “Federal” issue that should be referred to the FFALC.

***NFAEB has adopted the Standards for Fire and Fire Aviation Operations as their standard operations guide.***

***Forest Service and Interagency action on this item is complete.***

A-17 The Forest Service Director of Fire and Aviation Management working through the NWCG, will initiate the adoption of an interagency "Standards for Fire Operations" handbook modeled upon the Bureau of Land Management's "red book". The interagency handbook should be developed to ensure an agency's standard's, which are unique, are maintained.

Assignment:

Joe Stutler has the lead for FS Fire and Aviation. Paul Hefner has the lead for the BLM.

Timeline:

November 2001	- Initiate
April 2, 2002	- <u>Standards for Fire &amp; Fire Aviation Operations</u> completed
April 16, 2002	- FS policy letter issued.
June 12, 2002	- Issue referred to NWCG
January 16, 2003	- Issue referred to NFAEB

Accomplishments:

Jerry Williams has met with the National Wildfire Coordinating group and has concurrence from the other agencies.

A task group has been formed and expects publication of an Interagency Fire Operations Handbook prior to the 2002 Western Fire Season.

The Training Action Group will address training issues stemming from this action.

The interagency Standards for Fire & Fire Aviation Operations has been completed and posted on the Internet at the following address:

<http://www.fire.blm.gov/Standards/redbook.htm>

Hard copy distribution will occur in May 2002. The Forest Service adopted this guidance document on April 16, 2002.

NWCG determined this to be a "Federal" issue that should be referred to the NFAEB.

Four of the five Federal agencies of NFAEB have adopted Standards for Fire and Fire Aviation Operations as a guide for their fire protection programs.

***Forest Service and Interagency action on this item is complete.***

A-18 The Forest Service Director of Fire and Aviation Management and the Director of Human Resources will work with the Forest Service Line Officer Team to develop core fire management competencies for agency administrators having fire program responsibilities. Seek inclusion of these competencies into the position descriptions and in selection criteria for agency administrators.

Assignment:

Forest Service Line Officer Team (Jack Troyer, Chair) has the lead for this assignment, with Patty Hiram as the point of contact for F&AM. Gloria Lowery and Keith Namock have the lead for Human Resources.

Timeline:

December 2001	– Initiate
February 29, 2002	- LOT meeting
April 4, 2002	- LOT Conference Call
<b>July 3, 2003</b>	<b>- Chief's letter of direction</b>

Accomplishments:

The Line Officer Team met the week of November 29, 2001 to begin work on this task.

The Line Officer Team (LOT) has developed core competencies and performance standards. These have been forwarded to the Director of Fire & Aviation and the Director of Human Resources. The LOT has recommended the core competencies be included as evaluation criteria for all FS Line Officer vacancy announcements.

***The Chief issued direction on July 3, 2003 (Re: memo 6100/5100) implementing fire management core competencies for Agency Administrators.***

***Forest Service action on this item is complete.***

A-19 The Forest Service Director of Fire and Aviation Management will adopt and implement newly developed "Interagency Fire Program Management Qualifications" for key fire program management positions.

Assignment:

Buck Latapie has the lead for Fire and Aviation.

Timeline:

November 1, 2001 – Initiate  
April, 2002 – GS-401 Standards review by OPM  
September, 2002 - Standards approved for use

Accomplishments:

The proposal is currently under review by OPM and the Department of Agriculture. This proposal matches very closely to the Department of Interior proposal.

A key component of the Interagency Fire Program Management Qualifications Standards, the GS-401 series was selected as the professional classification series for wildland fire management by all the Federal agencies. A formal request to accept and approve a proposed supplemental GS-401 standard specific to wildland fire management was made to the Office of Personnel Management (OPM) from the Department of Interior and the Forest Service.

OPM approved and released the Supplemental Qualification Standard for GS-401, which was transmitted to FS field units (see memo 6130/5100, September 4, 2002).

***Forest Service and Interagency action on this item is complete.***

A-20 The Forest Service Director of Fire and Aviation Management will initiate actions to distribute the findings, recommendations, and casual factors from this accident investigation. Additionally, the Director will work with the NWCG to insure incorporation of it into the “Leadership Training” Curriculum.

Assignment:

Billy Terry has the lead for Fire and Aviation Management. The Training Working Team has the lead for NWCG.

Timeline:

November 2001 – Initiate  
June 12, 2002 - Issue referred to NWCG

All personnel in leadership positions will have the opportunity to see this presentation prior to fire season.

Accomplishments:

A power point presentation has been developed and shown to a number of leadership groups, which includes the National Leadership Team, the Regional Leadership Teams from R1, R4, & R8, the FS National Wildfire Safety Council, Ground Safety Managers and the FS National Aviation Safety Managers.

This program is currently at the National Advanced Resource Technology Center in Marana, AZ. PowerPoint Presentation available at the following Web Site Address:

[www.nartc.net/30mile/30mile.htm](http://www.nartc.net/30mile/30mile.htm)

An additional “Key Messages, Lesson’s Learned” Power Point presentation has been completed and is being distributed to all personnel.

***NWCG has completed two leadership courses, with three courses of the curriculum still under development (see action item A-25).***

***Forest Service action on this item is complete.***

A-21 The Forest Service Director of Fire and Aviation Management will review the fire simulation program currently assigned to San Dimas Technology and Development Center to ensure its release for the 2002 training season.

Assignment:

San Dimas Technology and Development Center has the lead (John Fehr, Director).

Timeline:

November 2001	– Initiate
February 2002	– Development of timeline and tasks for the completion of the Simulation User Guide, video needs and radio package.
May 23, 2002	– User Guide & simulation development completed.
June 12, 2002	- Issue referred to NWCG

Accomplishments:

This project is complete and the simulation equipment and two prototype simulation exercises have been developed for use in interagency training courses (S-200 and S-300). Incorporation of the simulation exercises will occur in accordance with the NWCG established course revision schedule.

***Forest Service and Interagency action on this item is complete.***



A-22 The Forest Service Chief, Regional Foresters, Forest Supervisors, and District Rangers will personally communicate their expectations of leadership in fire management to their employees and staff. This should be completed prior to fire season and in conjunction with Leadership Team meetings, annual fire schools and annual refresher training.

Assignment:

Marc Rounsaville has the lead for Fire & Aviation Management on this item.

Timeline:

November 2001	– Initiate
January 11, 2002	– Completed initial policy letter
March 18, 2002	– Present Recommendation to IOSWT
April 16, 2002	– FS policy letter issued

Accomplishments:

Task group met during the week of November 26, 2001 and drafted initial policy letter.

Letter from the Chief completed January 11, 2002, which includes specific direction to complete this action item.

A letter from the Chief on April 16, 2002 clarified expectations and provided direction to the Line Officers, Fire Program Managers, and Incident Commanders relative to incident management.

***Forest Service action on this item is complete.***

A-23 The Forest Service Directors of Human Resources and Fire and Aviation Management should work with the Forest Service Line Officer's Team (Jack Troyer, chair) to assess the roles, responsibilities and methodologies in developing future fire management leaders. This would include fitness assessments to deal with performance expectations and issues surrounding fire leadership.

Assignment:

Forest Service Line Officer Team (Jack Troyer, Chair) has the lead for this assignment, with Patty Hiram as the point of contact for F&AM. Keith Namock and Meg Tolzman have the lead for Human Resources.

Timeline:

December 2001	– Initiate
Fall 2002	– Completion expected
February 25, 2002	– LOT Meeting
April 4, 2002	– LOT Conference Call

Accomplishments:

The Line Officer Team met the week of November 29, 2001 to begin work on this task.

A report was given at the National Fire Director's Meeting held 2/25-28/02 in Scottsdale, Arizona.

It is the recommendation of the Training Working Team that there should be a performance based system for Fire Managers and Line Officers.

In April 2002 the Line Officer Team recommended to the Director of Fire and Aviation Management and the Director of Human Resources that the LOT feels the recommendations for Action Item #18 in conjunction with the Interagency Fire Program Management Qualifications Standards and Guide will meet the intent of Action Item #23. ***Action Item #18 was completed on July 3, 2003.***

***Forest Service action on this item is complete.***

A-24 The Forest Service Director of Fire and Aviation Management working through the NWCG shall utilize the findings from the 30-mile Accident Investigation Report in preparedness training.

This training will be available to all wildland firefighting personnel. It will be mandatory for all new fire employees.

Assignment:

Marc Rounsaville has the lead, however, the training will be conducted by hundreds of instructors.

Timeline:

April 2002                   – Expect Completion  
June 12, 2002           - Issue referred to NWCG

All firefighters should have the benefit of this training prior to the start of their fire season.

Accomplishments:

A PowerPoint presentation has been built and shown to a number of leadership groups. This presentation will be modified and made available on the web as soon as final edits at the National Advanced Resource Technology are completed.

This program is available at the following Web Site Address:

[www.nartc.net/30mile/30mile.htm](http://www.nartc.net/30mile/30mile.htm)

A key message lesson plan is complete and is in distribution.

Annual Refresher Training in 2002 and beyond will contain a section on “Lessons Learned”. References for these training materials is available as a link from the following Web Site Address:

[www.nifc.gov](http://www.nifc.gov)

***Forest Service and Interagency action on this item is complete.***

A-25 The Forest Service Director of Fire and Aviation Management will work with the NWCG in the development of the Leadership Curriculum to ensure there is adequate attention to the preparation fire personnel to effectively exercise personal responsibilities and leadership.

The curriculum must specifically address how group dynamics influence situational awareness, communications, group judgments, decision-making and responsibility for individual personal actions.

Assignment:

The NWCG Training Working Team, (Logan Lee chair), has the lead.

Timeline:

November 2001	– Initiate
February 2002	– Final draft is expected at the meeting of the TWT and IOSWT.
Spring 2002	– Pilot tests of three modules
June 12, 2002	- Issue referred to NWCG

Accomplishments:

A strategy to provide developmental training in leadership has been established with needs at the following levels: Firefighter; Squad Boss; Crew Boss and Crew Superintendent; Unit Leader and Division Supervisor; and Section Chief and Incident Commander. A course structure has been identified to include the following modules of Leadership training. Their status is as follows:

“Human Factors” module (on followership) is completed and available as a stand alone course in the NWCG Publications Management system. It is also being incorporated into the S-130 course revision which will be available for the 2004 training season.

**“Followership to Leadership” module is completed and certified for distribution through the NWCG Publications Management System. It will be delivered by agency instructors**

“Fireline Leadership” module has been completed under contract. The course is currently being offered by all agencies through contract training providers. This course will continue to be delivered through contractors until such time as the wildland fire community can develop and commit a full time instructor cadre.

**“Incident Leadership” module is still in development stage under contract. Beta testing of the course is currently underway, with full release scheduled for 2004.**

The “Advanced Leadership” module has been pilot tested. The course needs redevelopment and NARTC is in the process of establishing a Steering Committee to overhaul the course. There is no scheduled second round of pilot testing at this time.

**Delivery strategies have been developed for the contractor provided “Fireline Leadership” and “Incident Leadership” courses that will allow vendor competition.**

Full course descriptions and status can be found at the Web Site Address:

[www.fireleadership.gov](http://www.fireleadership.gov)

A-26 The Forest Service Deputy Chief for Business Operations and the Director of Fire and Aviation Management should develop and implement a comprehensive safety and health program utilizing all of the tools available. This should include risk management, system safety analysis, compliance, inspection, oversight, human factor and behavior modification. Use of a "Behavior Based Safety Program" for fire management which:

(1) Focuses on active agency administrator involvement, (2) Encourages monitoring and intervention, (3) Promotes individual safe behavior on the fireline, (4) Rewards safe behavior, and (5) Reinforces the agency's commitment to safety through the use of incentives, recognition and disciplinary procedures could be the first part of this program.

Additionally, develop procedures and protocols to ensure accountability at all levels of the organization. These procedures and protocols should enable fire line supervisors, fire management personnel and line officers to obtain safe performance at all times.

Assignment:

Ed Hollenshead has the lead for Fire and Aviation; Caroline Deaderick has the lead for the Deputy Chief.

Timeline:

January 2002	– Initiate
January 2003	– Implementation

Accomplishments:

Review of commercially available programs are currently underway.

Consultation and collaboration with the U.S. Navy is on-going.

Currently there is not a Forest Service-wide policy regarding adoption and implementation of a behavior based safety program. However, 16 Forests throughout the country have adopted an "integrated (compliance and behavior) safety process." Several additional forests will be coming on-line in the next several months. Additionally, six hotshot crews have adopted the integrated safety process.

A comprehensive safety and health program is currently being implemented through the USDA Forest Service Safety and Health Strategic Plan 2002 and the USDA Forest Service "Safety & Health Action Plan for Fiscal Year 2003". A pending revision of FSM 6700 will institutionalize a comprehensive, behavior based safety and health program for the agency.

A-27 The Forest Service Director of Fire and Aviation Management will adopt and implement the formal "Risk Management Process" endorsed by NWCG.

Assignment:

Marc Rounsaville is leading an interagency work group.

Timeline:

- |                  |  |
|------------------|--|
| November 2001    | – Initiate   |
| January 2002     | – <u>Incident Response Pocket Guide</u> published                    |
| January 11, 2002 | – Completed initial policy letter                                    |
| March 18, 2002   | – Present Recommendation to IOSWT                                    |
| April 2, 2002    | – <u>Standards for Fire &amp; Fire Aviation Operations</u> completed |
| April 16, 2002   | – FS policy letter issued  |
| Spring 2003      | – Revision of PMS 410-1  |
| June 12, 2002    | - Issue referred to NWCG   |

Accomplishments:

Task group met during the week of November 26, 2001 and drafted initial policy letter.

Letter from the Chief completed January 11, 2002, which includes specific direction to complete this action item.

NWCG adopted a risk management process that has been published in the interagency Incident Response Pocket Guide (PMS-461). This guide has been distributed to fireline supervisors.

The Interagency Standards for Fire & Fire Aviation Operations also includes the NWCG approved risk management process. This guide is posted on the Internet at the following address:

<http://www.fire.blm.gov/Standards/redbook.htm>

***Forest Service and Interagency action on this item is complete.***

A-28 The Forest Service Director of Fire and Aviation Management and the Director of Engineering will review the current fire shelter development program to determine the possibility of accelerating the development of an improved fire shelter. The current timeline provides for completion in 2003.

Assignment:

Leslie Anderson has the lead for Fire and Aviation.

Timeline:

November 2001	– Initiate
June 7, 2002	- FFALC decision on new shelter design
June 12, 2002	- Issue referred to NWCG
June 2003	– New Shelters available

The current timeline is expected to be accurate and procurement of the “new” shelter is expected to be completed for the 2003 western fire season.

Accomplishments:

An update from the Missoula Equipment Development Center has been requested and received.

During March of 2002 the Fire Directors selected the final four designs at the National Directors Meeting held in Scottsdale, Arizona. After the final four designs complete further testing, the Federal Fire and Aviation Leadership Council will select the preferred product based on the survivability and durability criteria, and physical characteristics. MTDC will provide the design specifications of the selected shelter. The production and quality control of the new fire shelters will be directed through a General Services Administration (GSA) contract.

On June 7, 2002, the Federal Fire and Aviation Leadership Council (FFALC) selected the new design for the next generation of fire shelter. The General Services Administration will oversee the contract for production of the new shelters. Approximately 50,000 new fire shelters should be available by June 2003.

***Forest Service and Interagency action on this item is complete.***



A-29 The Forest Service Director of Fire and Aviation Management and the Director of Engineering will revise fire shelter training to emphasize entrapment avoidance. Incorporate information from this accident in revision of the training. This training will include the proper use of PPE (including use of gloves and shrouds), the importance of crew cohesion in deployment, alternative deployment site selection, shelter deployment preparation and training, and deployment site command and control.

Assignment:

Leslie Anderson at Missoula Technology and Development Center (MTDC) is leading an interagency work group.

Timeline:

November 2001	– Initiate
Fire Season 2002	– Implementation
January 11, 2002	– Completed initial policy letter
June 12, 2002	– Issue referred to NWCG
June 25, 2002	- Training released for field use
January 30, 2003	- NWCG adopted training package

Accomplishments:

Task group met during the week of November 26, 2001 and drafted initial policy letter.

Letter from the Chief completed January 11, 2002, which includes specific direction to ensure action is taken prior to the 2002 fire season. Additionally, the Missoula Equipment Development Center is in the process of revising shelter-training materials to strengthen avoidance training.

An “Entrapment Avoidance” Training package has been developed and distributed for Units to use in initial and refresher firefighter training.

The Missoula Technology and Development Center has developed a Power Point presentation and an Instructor’s Guide for “Entrapment Reaction and Fire Shelter Training”. This training package has been released for field use.

NWCG has adopted the above training package for interagency use.

***Forest Service and Interagency action on this item is complete.***

A-30 The Forest Service Director of Engineering will work with the Missoula Technology Development Center to review and appropriately incorporate into the program of work the recommendations found in the Equipment Appendix of the Thirtymile Fire Investigation Report.

Assignment:

George Jackson, Missoula Technology and Development Center (MTDC), has the lead for USDA Forest Service Fire and Aviation Management.

Timeline:

November 2001	– Initiate
Western Fire Season	– Expected Completion
Spring 2002	– Development of “Entrapment Reaction and Fire Shelter Training”

Accomplishments:

All equipment recommendations were addressed in the new “Entrapment Reaction and Fire Shelter Training” package (See Item A-29).

***Forest Service action on this item is complete.***

A-31 The Forest Service Directors of Wildlife, Fish and Rare Plants and Fire and Aviation Management will review and clarify issues of firefighter safety, fire potential and use of tactical resources during developing fire emergencies with regard to threatened and endangered species. Such review will include coordination and clarification of existing protocols with the National Marine Fisheries Service and Fish & Wildlife Service.

Assignment:

Leslie Sekavec from the Fire and Aviation Staff unit has been assigned the lead. Staff from other units have been assigned as well.

Timeline:

Immediately	– Initiate
April 2002	– Draft ID cleared through OGC
May 21, 2002	– Final ID to FSM 2670 issued

Accomplishments:

The work group has met and is in process of drafting language to clarify this item.

An Interim Directive (ID 2670-2002-1) to the Forest Service Manual System was issued on May 21, 2002. The ID clarifies direction that human safety is the highest priority for every emergency response action, and under no circumstances should an emergency response action be delayed in order to contact the Fish and Wildlife Service or the National Marine Fisheries Service for emergency consultation.

***Forest Service action on this item is complete.***