

NATIONAL WILDFIRE COORDINATING GROUP
86th MEETING MINUTES
January 2003

The 86th meeting of the National Wildfire Coordinating Group was held in Boise, Idaho, January 28 – 30, 2003

Members attending:

Jim Stires, Chair, Bureau of Indian Affairs
Dave Cleaves, Vice Chair, Forest Service Research
Phil Street, Fish and Wildlife Service
Sue Vap, National Park Service
Don Artley for Robert Krepps, NASF, Missouri Dept. of Conservation
Kirk Rowdabaugh, NASF, Arizona State Land Department
Tom Harbor, Forest Service
Jim Erickson, Intertribal Timber Council
Larry Hamilton, Bureau of Land Management
Hugh Wood, U.S. Fire Administration
Jim Smalley, National Fire Protection Association
Jim Stumpf, Executive Secretary

Guests attending: **January 28, 2003**

Barry Mathais, IRM
Shari Shetler, IRMWT
Rex Mann, Forest Service
Paul Hefner, Forest Service
Mike Dourgherty, U.S. Fire Administration
Denny Trusdale, Forest Service
Wayne Mitchell, FWWT
Tory Majors, Forest Service
Neal Hitchcock, Forest Service
Alice Forbes, Forest Service
Paula Nasiatka, Lessons Learned Center
Paul Broyles, SHWT
Paul Schlobaum, FDWT
Wayne Mitchell, FWWT
Steve Jenkins, Radio Communication Advisory Group
Russ Berry, NFPORS

January 30, 2003

Tory Majors, IBPWT
Paul Broyles, SHWT
Shari Sheter, IBPWT

Bill Leenhouts, FUWT
Mike Dourgherty, U.S. Fire Administration
Alice Forbes, Forest Service

1. SUBJECT: Executive meeting on inter-agency incident management capacity (agenda item I-14).

The meeting was facilitated by Shari Shetler and was initiated by having participants articulate their expectations for the session.

Expectations for the Executive Meeting are:

- Where everyone is on this issue.
- Better understand need and how to respond
- What can the team provide when they arrive – expectations have changed
- Impact – local and municipal first responders, interface, future impact of Homeland Security
- Clearly defined model of IMTs five years from now – identify gaps
- Capture this and coordinate with WFLC
- Get a sense where and how NWCG would like to be involved in implementation of NIMO (National Incident Management Organization)
- Maintain flexibility
- Reach some closure on the on-going issue of Incident Management Team size based on cost issues and personnel shortage.
- Define roles, responsibilities and expectations
- Begin to develop a strategic plan to identify IMT skills outside traditional agencies.
- How do we preserve the primary mission of the IMT with so many external requests?
- Roles and expectations and finding the “middle ground”.
- Ability to deal with supply and demand.
- What will cause the incident to become federalized?

After discussing expectations, the discussion turned to long and short term alternatives to ensure that incident management capacity is assured in the future. National Interagency Incident Management Organization (NIMO) was identified as one long term alternative that deserved further analysis. Most participants agreed that in the short term, all that can be done is to emphasize roles and responsibilities of teams to assure that they are used and configured in accord with national priorities.

We also included a discussion identifying criteria and requirements that could be used to evaluate alternative strategies for providing incident management.

Requirements/criteria

- Flexibility
- Public involvement
- Scope (expanding mission)
- Number of incidents/demand
- How do we manage the team leadership
- What is under our control
- Infrastructure does not meet demand
- Safety and environmental protection
- Incident intensity
- Cost effectiveness
- Team size, team structure and supply
- Political expectations for incident management
- What to tackle
- Permanent vs. militia

A decision was made to form an interagency team to further examine the NIMO alternative to providing incident management capability. The group agreed upon the following actions to pursue further analysis of the NIMO alternative.

Actions

- Revise the charter that was developed for the Management Option Team for an Integrated Interagency Strategy for Fire and Aviation Management. Consider WFLC to sanction this charter that directs NWCG to charter and form the task group to accomplish this study. Tom Harbour will complete this by 2/17/03.
- Select an interagency team to work on this group.
- More specific objectives needed to better define the role of the group to include:
 - Cost analysis
 - Implementation scenario per alternatives – include short, intermediate and long term phases
 - Pros/cons of alternatives
 - Policy changes required as part of the implementation scenarios
 - Recommendation of preferred alternatives.
- Due December 2003
- Current efforts success
- NWCG needs to draft a letter to WFLC asking for their buy-in. Jim Stires will do this near 2/17/03.

Team composition (maintain membership within NWCG members) send names to Jim Stumpf by the week of 2/17/03.

- ICT1 (Paul Hefner will recommend member)
- Senior Agency Administrators (2) (Larry Hamilton – DOI, Tom Harbor – FS)
- Senior Fire Staff – Brian Swift, NPS
- State Foresters (Kirk Rowdenbaugh)
- Incident business management - Tory Majors provide name
- Human resource specialist - Marilyn Johnson, BLM
- Fire administration – Hugh Wood will appoint
- NWCG Liaison/co-chair - Tom Harbor

Mission - Scope

- This group will consider a broad range of IMT use focus on the wildland fire mission but will consider all risk potentials.
- Consider all levels of organization including non-traditional fire uses.
- Address all separate functions that NIMO may accomplish including non-incident management (collateral requirements).

MOTION: Conduct the study on the role, use and alternatives for National Incident Management Team development and use as discussed and described above.

SECONDED AND CARRIED

2. **SUBJECT:** Lessons Learned Center briefing (agenda item I-17)

DISCUSSION: The Lessons Learned Center is a resource center for the wildland fire community. The Center is designed to improve safe work performance and organizational learning in wildland fire. At the core of the Center's mission is to promote a program of "train as you work and work as you train." The group's website address is www.wildfirelessons.net. There are three broad focus areas for Lesson Learned. These include:

- Research and analysis information which is collected and analyzed from written After Incident Reports. Collection teams also visit fires during the season to talk to people on IMTs and fire fighters. Information received in their surveys is shared on their website and is used to evaluate the training curriculum.
- Knowledge management that is used to share information in the central library of the resource center. This information is available for filed and classroom use. The library will be supported by an interactive database.
- Information transfer. Through the website and a variety of publications, lessons learned knowledge is shared with the wildland fire community.

3. **SUBJECT:** Radio Narrowband Advisory Group update (agenda item I-9)

DISCUSSION: The National Telecommunications and Information Administration (NTIA), in its capacity as telecommunications advisor to the President, have directed all Federal radio users to begin implementing new technologies in the 162-174 MHz band of the frequency spectrum. The purpose is to make additional radio channels available to Federal agencies for mobile 2 –way radio networks by achieving national spectrum management efficiency goals. In simple term, it is referred to as narrow banding. This process is to be completed by January 1, 2005. After January 1, 2005 all radio equipment must operate within a 12.5 kHz channel. The Ultra High Frequency (UHF) band, 406 – 420 MHz must also be narrow banded by January 1, 2008.

There are several more P25 vendors on the Department of Interior (DOI) radio contract. The competition is driving the cost of these radios to a more reasonable level. Although they are considerably higher than analog radios the cost is coming down.

The biggest issue facing the wildland fire community is the lack of user training for the P25 radio. The NIFC's National Interagency Incident Communications Division will be conducting numerous training to Smokejumpers, Hot Shot crews, and other P25 radio users, on an interagency basis, prior to and during the FY2003 fire season.

For more information see the minute notes on the NWCG website (www.nwcg.gov). Click on "Working Team Pages" and then click on "Radio Narrowband Advisory Group."

4. SUBJECT: FDWT/FWWT organizational structure alternatives (agenda item I-3)

DISCUSSION: Five options in merging these teams, including advantages and disadvantages of each were discussed. These options included:

1. Status quo (keep the current team configuration).
2. Merge the teams.
3. Create a new fire environment prediction working team that includes weather, climatology, danger, fire behavior, smoke and predictive services.
4. Create a data warehouse.
5. Revise the overall NWCG Working Team structure and consolidate like functions in a much reduced number of "departments". The work presented was thoughtful and well done but the members felt that, in light of some over-riding NWCG organization issues, that it is premature to make any changes to these two working teams. However some of the ideas and concepts presented likely will be considered in the upcoming effort to review the overall NWCG structure. No further action on this issue is warranted at this time.

5. SUBJECT: Recommend that agencies managing interagency weather systems manage the systems so they are operational at all times during the fire season (agenda item I-19).

DISCUSSION: The interagency fire community depends upon the timely processing and display of weather data in all aspects of operations. Several interconnected data acquisition and display systems owned and operated by different agencies are critical to the system (e.g. BLM, USFS, NWS, NOAA). The FD and FWWT recommend that steps to assure consistent and reliable operations of this integrated fire weather/danger system be provided to support the system. Of particular concern is avoiding planned system changes or upgrades during the height of the fire season.

The Bureau of Land Management and Forest Service representatives to NWCG will take this issue to personnel within their organizations who have responsibility for fire weather and fire danger reporting systems. After meeting with responsible personnel in their organizations, the BLM and Forest Service NWCG members will advise the Chairs

of the FDWT and FWWT on actions possible within their agencies to ensure uninterrupted operation of fire weather systems during the fire season to the extent possible.

6. SUBJECT: Fire Danger Pocket Card as a firefighter safety tool (agenda item I-18).

DISCUSSION: These cards were originally developed in 1997 as a weather situational awareness tool. Not all of the federal agencies have adopted the use of the card. NASF use is a state-by-state decision to use or not use the pocket card. The proposal for NWCG to adopt use of the pocket card on an interagency basis, while supported in concept, was declined until standards and conditions for use are developed. The FDWT was tasked with developing pocket card standards and conditions for use and presenting those recommendations at the May 2003 NWCG meeting. At that time, NWCG will consider adopting the pocket card as an NWCG product.

7. SUBJECT: NWCG NFDRS Weather Station Standard changes (agenda item A-3).

DISCUSSION: The working team has proposed three changes in the current *NFDRS Weather Station Standards (PMS 426-3)*. The changes represent relatively minor wording changes that will have minimal on-the-ground effects.

MOTION: Adopt the recommendations as presented by the FDWT

SECONDED AND CARRIED

8. SUBJECT: National Fire Plan Operations and Reporting System (NFPORS) update (agenda item I-20)

DISCUSSION: Russ Berry, NFPORS Project Manager, provided an overview of the NFPORS system. Current and future NFPORS reporting capability was discussed. The National Fire Plan is an effort that combines NWCG member agencies into a single planning system. The planning effort is on-going and will include areas for firefighting, rehabilitation and restoration, hazardous fire reduction, community assistance and accountability. No commitment for future NWCG involvement with NFPORS was made.

9. SUBJECT: Update and NWCG role and sponsorship for the October 2003 International Wildfire Conference (agenda item I-6).

DISCUSSION: The website established for the information, registration and information sharing for this conference is at www.wildlandfire03.com. NWCG will be having a booth at the conference and an abstract for a NWCG presentation has also been made. Roberta D' Amico, NPS employee taking the lead for the NWCG exhibit,

will ensure that the NWCG Exhibit has been registered for the conference and develop the exhibit for the conference. She will provide information at the spring NWCG meeting on the NWCG exhibit. Denny Truesdale will advise the NWCG Chair or Executive Secretary on if the NWCG abstract has been accepted by the committee so plans can be made to deliver the paper at the conference. The NWCG Chair will work with FFMG to develop topics for the joint NWCG/FFMG meeting on September 29 – 30, 2003.

JOINT NWCG/CIFFC MEMBER AGENCY MEETING

Participants:

NWCG

Jim Stires, Chair
 Dave Cleaves
 Phil Street
 Sue Vap
 Don Artley
 Kirk Rowdabaugh
 Tom Harbor
 Jim Erickson
 Larry Hamilton
 Hugh Wood
 Mike Dougherty
 Jim Smalley
 Alice Forbes
 Sue Connors
 Barry Mathais
 Jim Stumpf

CIFFC

Allan Jeffrey, Chair
 Tom Johnston
 Ann Krushel
 Serge Poulin
 Dave Bokovay
 Paul Butra
 Dan Boyd
 Susan Corey
 Peter Fuglem
 Don Harrison
 Jim Martlin
 Tom Laxadal
 Dave Tulloch
 Tim Kealey
 Dennis Brown
 Jack McFadden

Walter Fanning
 Kim Connors
 G. Fleming
 Dan McAskill
 Boyd Case
 Mark Heathcott
 Lee Barkow
 Rob Thorburn

Welcome from Jim Stires and Allan Jeffrey, Chair NWCG/CIFFC

10. SUBJECT: Nature Conservancy Fire Program, Ed Brunston (agenda joint meeting 1).

DISCUSSION: The conservancy is a not-for-profit organization actively working the long-term protection of ecosystems and wildlife. Their presentation provided an overview of the work on-going within their fire program including fire administration, fire implementation and fire training. Their work with fire training uses the standard NWCG documents and procedures.

11. SUBJECT: Canadian Incident Command System, Tom Johnston (agenda joint meeting 2).

DISCUSSION: Canadian acceptance and integration started with the 2000 fire season and the Canadian response to the fires in the United States. Australia and New Zealand have adopted the system making it an International system for emergency management. Canada uses the Sector Leader position. Helicopter Coordinator is not used and the functional activities done by the Air Attack Officer. The Canadians use the CIFFC Exchange Standards for Qualification standards. The 17 ICS modules have been adopted for Canada and are located on the CIFFC website. www.cifffc.ca
British Columbia has used ICS for the past few years.
Saskatchewan and Alberta started use in 2002
Remaining Canadian implementation will be by 2004

12. SUBJECT: U.S. Fire Research, Dave Cleaves and Sue Crompton (agenda joint meeting 3).

DISCUSSION: History and changing needs in fire research were reviewed. The factors driving research include:

- Elements fuels buildup;
- Increasing wildland urban interface issues; and
- High suppression costs.
- There is additional concern over the environmental and public concern and the public's desire for input into wild land fire agency activities. Forest Service Fire Research is attempting to coordinate all agency activity through the Fire Research Coordinating Council. The Council currently has 14 members who actively participate in the mechanisms for research identification and application. Fire research is striving to address current needs of managers and policy makers, while anticipating the future needs.

13. SUBJECT: International operations in incident response, Dirk Kempthorne, Governor, State of Idaho and Gary Doer, Premier of Manitoba, Canada (agenda joint meeting 4).

DISCUSSION: The Governor and Premier formalized an agreement of cooperation between Western Governor's Association and the Western Premier's Conference. The agreement is to strengthen arrangements for sharing resources and standardizing operations.

14. SUBJECT: Strategic Plan for the renewal of the Canadian Forest Fire program, Dave Tulloch (agenda joint meeting 5).

DISCUSSION: The Canadian Plan equates closely to the United States fire plan. Similar to the United States, Canada has realized that current approach of fire exclusion is not sustainable or ecologically desirable. The strategic plan includes multi-parts:

- Fire science and technology;
- Information systems;
- Metrology and climatolgy;

- Equipment and infrastructure;
- Equipment test facilities;
- Aerial protection and support;
- Aboriginal capacity building; and
- Aboriginal community protection.

Funding total is a one-time investment of \$1.2 billion; the majority of the cost is for aviation uses. Political support for approval of the plan is gaining momentum in Canada.

15. SUBJECT: Firewise and wildland urban interface, Jim Smalley (agenda joint meeting 6).

DISCUSSION: The National Wildland/Urban Interface Fire Program began in 1986 because of urban fire losses in California and Florida. The most recent program is the Firewise Communities/USA Recognition Program. The national recognition for a local community requires five steps

- Firewise organization;
- Community assessment;
- Firewise Day for community education;
- Financial commitment; and
- An annual report and re-application for continued commitment to the program.

More information is available on the Firewise website at www.firewise.org/usa.

16. SUBJECT: Canadian Fire Research, Boyd Case (agenda joint meeting 7).

DISCUSSION: Canadian research began in 1925 with work aimed at weather, fuels and fire (Fire Danger Rating System). The research program has transitioned somewhat from government researchers to a mix of government and university personnel assisting in research activities.

Current issues include studies such as:

- Fire suppression limits;
- Fuels management;
- Climate change; and
- Increasing operational efficiency and effectiveness.

17. SUBJECT: International liaisons with NWCG and CIFFC (agenda joint meeting 8).

DISCUSSION: Canadian Working Groups and NWCG Working Teams have shared information and had liaisons in the past. NWCG and CIFFC would like to continue this important arrangement in the future. The Equipment Working Team/Group has had great past success in the past as a result of liaisons. At some

point in the future, there may be value in establishing formal liaisons between the Canadian and NWCG training working team/groups.

This is the first meeting attended by CIFFC, the Canadian Fire Directors and NWCG. Both the Canadian and U.S. attendees at the meeting believe that similar meeting should be scheduled every two or three years in the future.

18. SUBJECT: Adoption of uniform interagency contractor/cooperator qualification standards (agenda item A-2)

DISCUSSION: After consulting with the TWT and S&HWT, the IBPWT developed a white paper with recommendations to address contractor issues. That paper expands on the 1994 NWCG recommendations on contractor requirements and standards. It recommends contractor performance appraisals, Contracting Officers Representative (COR) training to a broader audience in the firefighter community, expanding Contracting Officers Technical Representative (COTR) responsibilities for all nationally contracted resources, adding additional language to contracts and EERAs to assure that contracted resources adhere to the same work/rest and behavior standards as agency fire fighters and to include a definition of local resource in the *Interagency Incident Business Management Handbook* to help the dispatch community make decisions during their operations. The IBPWT will finalize their recommendations by the May meeting after review by agency contracting personnel. It is expected that an NWCG decision on the proposal will be made at the spring meeting.

19. SUBJECT: Bilingual requirements for crew leadership (agenda item I-15)

DISCUSSION: There were several instances during the past several fire seasons where fire fighter's inability to speak and understand English created a potential safety problem. This was brought to the SHWT's attention and they were asked to consider this matter and make recommendations to address the concern.

Recommendations from the Working Team include:

- All radio communication on fires needs to be in English.
- All leadership for crews needs to be done in English and Crew Leaders need to be fluent in English writing and reading as well as the primary language of their crew.
- The language standard must be applied to agency and contracted resources.

NWCG decided it was not feasible to specify a uniform means for testing proficiency in the English language.

MOTION: Include standards for bilingual capacity and standards for English language use on all fires. This stipulation needs to be in contracts and in crew typing standards, *Incident Business Management Handbook*, *Fireline Handbook* and in contracts/EERAs for private resources.

SECONDED AND CARRIED

20. SUBJECT: Burned Area Emergency Rehabilitation personnel qualification standards (agenda item I-11).

DISCUSSION: This is a follow up action from our last meeting to identify specific standards for Emergency Stabilization/Rehabilitation (ESR) personnel.

- Personnel training standards for BAER Team members working in the fire environment. NWCG believes that standards that already apply to Technical Specialists working on un-controlled fires are adequate for BAER Team members. The minimum fire safety knowledge and skills (training) and fitness standard for BAER incident management team (IMT) personnel to safely work independently on an uncontrolled wildland fire incident are: the knowledge and skills found in Introduction to ICS (I-100), Wildland Fire Suppression Orientation for Non-Operations Personnel (S-110), and Standards for Survival. A light fitness level is appropriate.
- Skill position qualifications and training. These may be needed for three core positions, BAER Team Leader, Operations Specialist, and GIS Specialist. If additional training requirements for these positions are believed to be needed, they should be identified by the interagency ESR community and incorporated into the Inter-agency BAER Handbook. Some of the core requirements for these positions exist in the 310-1 direction and can be used as guidance.
- Business Management - The ESR community believes that the emergency nature of many of their activities justifies use of emergency contracting authorities. NWCG agreed with this opinion and asked that the ESR community work with the IBPWT to incorporate appropriate language allowing use of emergency contracting authorities for emergency stabilization work into the *Interagency Incident Business Practices Handbook*.
- Data management, information generated by the IMT, is useful to the BAER Teams. This information exchange need should be referred to the existing agency represented on the IRMWT or sub groups to include information for standard data needs.
- There was discussion on the need for standards for BAER Team/Incident Management Team transitions. NWCG members did not believe that it is appropriate for NWCG to develop and publish such a standard for the interagency community. Both types of teams work for the Agency Administrator and transition issues should be resolved with the Agency Administrator when transitions actually occur.

21. SUBJECT: Recommendations work rest ratio and 14 day length of assignment (agenda item I-13)

DISCUSSION: A collaborative effort between the IBPWT and SHWT to review the current guidelines and issues on shift length and work rest was accomplished. A task group was assembled that represented all NWCG members and recommends a

standard for the 2003 be issued to the GACGs implementation. The 2003 guidelines will be evaluated and re-evaluated for the 2004 season finalization.

Length of commitment to fire assignments is currently not consistent between the *Interagency Incident Business Management Handbook* and the *National Mobilization Guide*. It is recommended that assignments continue to be limited to 14 days, exclusive of travel. The recommended standard for length of assignment and the work rest guidelines that will appear as a supplement to the *Business Management Handbook* and *Mobilization Guide* follows.

12.7-1 – Work/Rest Guidelines. The only exception to the following guidelines will be in instances of imminent threat to public and/or firefighter safety.

Work rest guidelines should be met on all incidents.

Incident Management Activities

To maintain safe and productive incident activities, incident management personnel must appropriately manage work and rest periods, assignment duration and shift length for crew, overhead personnel and support personnel. Plan for and ensure that crews, overhead personnel, and support personnel are provided a minimum 2:1 work to rest ratio (for every 2 hours of work or travel, provide 1 hour of sleep and/or rest).

On incidents, work shift time includes travel to and from the worksite, compensable and non-compensable meal breaks, rest breaks (≥ 20 minutes), debriefing and equipment refurbishment following the shift in preparation for the next work shift. Work shift length maximums are just that and should be reduced as necessary to counter the effects of acute or cumulative fatigue. (Optimal shift lengths for all personnel assigned to or supporting an incident should be no more than 14 hours.)

- The Incident Commander or Agency Administrator shall document, approve, and include in the daily incident records, the justification for work shifts exceeding 16 hours, including travel time, and for those periods that do not meet 2:1 work to rest ratio. Documentation must include mitigation measures employed to achieve compliance with 2:1 work to rest ratio policies. An acceptable method of documentation is the use of the Excess Hours Log found in the Appendix Tool Kit of this handbook.

Initial Attack

Documentation is required if work rest guidelines cannot be met within the first 24 hours of initial attack and/or if the shift exceeds 16 hours. The initial 24 hours can only be exceeded with prior approval from the Agency Administrator responsible for the incident, if the decision is documented, and only if it is essential to

- 1) accomplish immediate and critical suppression objectives, or
- 2) address immediate and critical firefighter or public safety issues.

After that period, 2:1 work rest guidelines will be met before the resource is on shift again.

Work/Rest Mitigation: Management should use techniques to minimize the effects of cumulative fatigue, such as:

- Provide short rest breaks (up to 20 minutes)
- Schedule rest/sleep breaks during early morning hours (0001- 0500)
- Provide for rest periods of at least 1.5 hours each
- Provide supplemental food items according to policy
- Utilize shorter shift lengths (\leq 14 hours or less)
- Utilize split shifts (for initial or critical times)
- Assign fatigued personnel to less strenuous work
- Provide extended off-shift time to allow employees to recover

Work/Rest

For the purposes of defining work and rest in the context of the 2:1 work/rest ratio:

Work is considered to be any time attributable towards work shift.

Rest is considered all time off duty outside of the work shift. (Refer to Sections 12.2 through 12.6 for on-shift, off-shift, and meal periods.) Meal periods (compensable or non-compensable) do not count toward meeting the 2:1 work/rest ratio.

A work/rest period includes all hours since the last rest period that met the 2:1 work/rest ratio.

22. SUBJECT: National Interagency Supplemental Food Policy (add on agenda item)

DISCUSSION: Three options were provided by the IBRWT to improve nutritional aspects for supplemental foods provided at incident facilities on fires. The need to review current policy is a result of some abuses during the past fire season and the need to take all steps possible to curtail the increasing costs of large fires. The options presented are:

1. Provide no supplemental food on incidents;
2. Limit supplements to fruit, dried fruit or fruit juice and vegetables and sports drinks;

3. Option 2 plus candy bars and energy bars.

Option 3 was selected with the condition that absent a more restrictive agency or geographic area policy, the following supplemental foods may be provided:

1) Fruit or dried fruit or fruit juice and vegetables. Fruits and vegetables should be in-season, available locally and reasonably priced to avoid excessive costs and difficulty in procurement.

2) Liquid supplements in the form of sports drinks or mixes that provide electrolytes and meet the carbohydrate solution mixes recommended in *Feeding the Wildland Firefighter*. Bottled water may be provided.

In addition to the fruit and liquid supplements, candy bars and energy bars may be provided to supplement those included in sack lunches. The objective is to provide for an average of 1000 kilocalories of solid supplements per firefighter per day.

- Any supplemental foods provided will require IC justification and concurrence from the Agency Administrator. The only acceptable justification for providing supplemental foods is to meet the expanded nutritional needs of firefighters performing prolonged or arduous work. Supplemental foods are not authorized for mobilization centers, staging areas or personnel not engaged in work on the incident. "Incident Base meals" provide adequate dietary needs for most work situations.*
- No other supplemental food or drinks shall be authorized. Purchasing jerky products, chips, gum, soda-pop, "designer drinks" and so-called "energy" drinks (containing caffeine, guarana, ephedra, and other stimulants), etc. are not allowed under this policy. Special or cultural dietary needs will be met through the National Mobile Food Contract and not through this policy.

*From: Sharkey, Brian, et al., *Feeding the Wildland Firefighter*, Fire Tech Tips, July 2002. (<http://www.fs.fed.us/t-d/pubs/>)

23. SUBJECT: Incident driving regulations (add-on agenda item)

DISCUSSION: Discrepancies in agency policies regarding emergency response driving have served as sources of confusion for firefighters, coordination center managers, and incident management teams. Due to the inherent risks associated with driving during emergency incident mobilization and demobilization, the NWCG identified the need for a single, comprehensive policy regarding hours of driving limitations during those efforts. The SHWT makes the following recommendations for adoption during this field season. For all incidents requiring the response of a fire protection organization's attack or support units:

1. No driver will drive more than 10 hours (behind the wheel) within any duty-day.
2. Multiple drivers in a single vehicle may drive up to the duty-day limitation provided no driver exceeds the individual driving (behind the wheel) time limitation of 10 hours.
3. To manage fatigue, every effort should be made to conduct mobilization and demobilization travel between 0500 hours and 2200 hours.
4. Fatigue counter measures beyond those required by this policy should be employed when conditions require them. These may include, but are not limited to:
 - a. Providing additional drivers operating within the appropriate duty-day limitations.
 - b. Reducing duty-day limitations.
 - c. Expanded rest requirements.
 - d. Alternate travel methods.
5. Non-CDL: For non-Commercial Driving License (CDL) driving, current national interagency 2-to-1 work-rest policy applies. Duty-day will NOT exceed 16 hours.
 - a. Exception: Exceptions to work-rest and duty-day limitations in this category are allowed only if in response to initial attack, and where essential to 1) accomplish immediate and critical suppression objections, or 2) address immediate and critical firefighter or public safety issues, and only if prior approval is granted and documented by the Agency Administrator responsible for the incident. Mobilization, other than for initial attack, and demobilization are neither immediate nor critical activities.
6. CDL: All driving requiring CDL will be performed in accordance with applicable Department of Transportation regulations found in 49 CFR 383 and 390-397.
 - a. No driver of a vehicle requiring a CDL will drive the vehicle after 15 hours on duty during any duty-day.
 - b. Exception: An additional 2 hours of driving time may be added if: a driver encounters adverse driving conditions, unforeseen emergency situations (breakdown), or to ensure the safety of personnel.

Drivers are responsible to follow these policies and it is the supervisor's responsibility to ensure that employees adhere to the proper driving limitations and monitor employee fatigue.

24. SUBJECT: Thirty-Mile Fire Action Prevention Plan review (agenda item I-1)

DISCUSSION: Eleven of the thirty one action items in the Thirty Mile Accident Prevention Plan have been identified for NWCG action. The status of the ten items was discussed as summarized below.

- Changes in Federal Fire Policy, which is on-going in the NWCG sponsored project to develop an implementation plan for the 2001 Federal Fire Policy Revision.
- Fire Danger Indices on pocket cards continue to be a work in progress assigned to the FDWT and should be complete after the spring 2003 NWCG Meeting when the FDWT develops recommendations on pocket card standards and conditions for use.
- Thresholds for large fire occurrence continue to be a work in progress. Lindon Wiebe is the group leader for this project.
- Standardized fire briefing will be closed in 2004 with the publication of the *Fireline Handbook*.
- Change incident classification for type 1 – type 5 fires will be complete in 2004 with the publication of the *Fireline Handbook*.
- Complexity analysis for type 3 – type 5 fires will be complete in 2004 with the publication of the *Fireline Handbook*.
- Dedicated IC for type 3 fires will be closed in 2004 with the publication of the *Fireline Handbook*.
- Findings, causes and development of Leadership training. This is on-going with the Leadership training group of the Training Working Team and incorporation of leadership training material into the NWCG curriculum.
- Implement a Risk Management process is complete with the *Incident Response Pocket Guide* and the publication of the *Fireline Handbook* in 2004.

Three additional items from the thirty mile accident prevention plan were accepted by were accepted by NWCG for action. These include:

- Develop standards and process for “standing down” (temporary removal from fire operations) and re-instatement of firefighters or organizations following a major incident or fireline accident. This is tasked to the SHWT.
- Review and make recommendations on standard qualifications, roles, responsibilities and authorities for trainers and trainees engaged in a training assignment on a fire. This will be tasked to the IOSWT.
- Development of process and protocols to resolve fire fighter safety standard violations identified prior to the occurrence of an incident or accident. This is tasked to the SHWT.

25. SUBJECT: Thresholds for large fire occurrence (agenda item I-2)

DISCUSSION: Dave Cleaves, liaison to the task force lead by Lindon Wiebe, reports that the task force is investigating the use of a chart to aid in assessing when thresholds are met that may require transitioning to a higher level of incident management complexity. This task force has proposed the use of a fire characteristic chart pocket card approach that will be field tested during the 2003 fire season. Since this appears to be a 30 Mile action item, it was recommended by the task group that subsequent reports do not need to be made at each NWCG meeting. The NWCG Liaison will request NWCG agenda time when needed. NWCG members noted that the

task force as presently staffed is a Forest Service group and that members from other agencies should be added to make the group more inter-agency. Dave Cleaves, task force liaison, will pass this on to the task group.

26. SUBJECT: Single fire occurrence reporting system (agenda Item I-5)

DISCUSSION: Developing a single fire occurrence reporting system has been discussed for years but, to date has not been given a high enough priority to be developed. The states and Federal agencies believe that, prior to proceeding, there needs to be agreement on data standards and core reporting elements. The IRMWT was tasked with developing a draft charter to develop common data standards and identify core reporting system elements so that a project for an inter-agency fire occurrence reporting system can proceed. After the charter is developed and approved, an inter-agency group composed of fire occurrence reporting SMEs should be formed. The sub-group would work for the IRMWT. The IRMWT will develop a draft charter for the group that will be presented at the May 2003 NWCG meeting.

27. SUBJECT: Human Resources Manager position (agenda Item I-16)

DISCUSSION: Tom Harbour proposed that NWCG adopt the Human Resource Specialist Position into the NWCG qualification system and training curriculum. The proposal to include this position will be tasked to the IOSWT for action. NWCG would like the IOSWT to report back on this recommendation at the January 2004 NWCG meeting.

28. SUBJECT: Pursue formal approval of the NWCG Charter (agenda item I-4)

DISCUSSION: The NWCG charter was signed by the Secretaries of the Interior and Agriculture in the 1980s and needs to be redrafted to reflect the current operating environment and NWCG membership. However, the members believe that the project to review and define WFLC, NWCG and FFALC relationships and roles should be complete before redrafting the NWCG charter. The action is on hold pending the study on WFLC/NWCG/FFALC roles and responsibilities.

29. SUBJECT: NFES Cache Management Plan approval (agenda item A-4)

DISCUSSION: A draft plan was sent out for review to the membership. The plan is well written and is important to the operation of the NFES.

MOTION: Approve the NFES Cache Management Plan as submitted

SECONDED AND CARRIED

30. SUBJECT: FEWT Chair replacement for Paul Solarz (agenda item A-5)

DISCUSSION: Alice Forbes will be the acting Chair to replace retired Paul Solarz as the FEWT Chair.

MOTION: Appoint Alice Forbes as acting Chair of FEWT

SECONDED AND CARRIED

31. SUBJECT: The Wildland Fire Suppression Analysis (WFSA) review and update (agenda item A-6)

DISCUSSION: The National MAC group feels that there are inconsistencies in the knowledge of and use of the WFSA as a decision document for fire suppression. The group should look at existing criteria and potential changes in the existing process for the short term fixes by the May 2003 NWCG Meeting. The group may need to recommend long term applications to NWCG as a full fix. The make up of this group should include:

- Agency Administrators – Tom Harbour will identify
- Incident Commander, from Paul Hefner
- Fire staff, Larry Hamilton will provide
- Business Management Specialist/IBA, Tory will recommend
- Decision Science Specialist (Don MacGregor)
- State representative
- John Zamoniak, Forest Service Research, was recommended as the Chair.
- Sue Vap and Dave Cleaves will provide liaison with the group.

33. SUBJECT: Implementation Plan for the 2001 Federal Fire Policy project update (agenda item I-10)

DISCUSSION: The project to draft the implementation plan for the 2001 Federal Fire policy is on-going. The draft plan will be presented to Wildland Fire Leadership Council in March. It is anticipated that public meetings will be held in late spring or early summer.

34. SUBJECT: Large air tanker program (add-on agenda item)

DISCUSSION: A plan to deal with the issues surrounding the large air tanker fleet has been developed. C-130As and PB4Ys will not be used this year. An air worthiness testing procedure developed by the Sandia Laboratory will be used to evaluate the air worthiness of other large air tankers. It will be important to limit use of air tankers to initial attack, manage large air tankers as national resources and utilize helicopters and SEATs to perform some missions that have been traditionally filled by large air tankers because their availability will be limited in the upcoming fire season.

35. SUBJECT: Leadership Training Lead (add-on agenda item)

DISCUSSION: Approve the appointment of Bill Waterberry as the training lead for the L-480/580 Leadership Training courses.

36. SUBJECT: FY 2004 budget, strategies and alternatives (information item I-12)

DISCUSSION: A preliminary review of FY 2004 budget proposals was conducted. The proposed total FY 2004 NWCG budget is \$3.016 million contrasted with a total FY 2003 NWCG budget of about \$900 thousand. It is unlikely that the members will be able to approve that much of an increase in the FY 2004 NWCG budget. Liaisons to the working teams were asked to contact the Working Team Chairs and ask them to identify what their priorities would be if they were asked to reduce their budget by 50% in FY 2004. The 2004 NWCG budget will be discussed again at the May NWCG meeting in St. Louis.

37. SUBJECT: Future meetings (standard agenda item)

DISCUSSION: May 13-15, 2003 St. Louis, MO – Joint GACG meeting, ½ day – ¾ day on the 15th, WFIWT presentation, 5/13 – Tom Harbour will contact Paul Steensland, Chair WFIWT.

Joint NWCG/FFMG meeting 9/29-30. NWCG will meet October 1-2, 2003. Both meetings are in Sydney, Australia.

January 27-29, 2004, Phoenix, AZ

38. AGENDA NOTES: Agenda items I-8 and A-2 were the same so I-8 was covered in the discussion for A-2. Agenda items A-1 and A-6 were the same so A-1 was covered in the discussion for A-6. There was not enough time to include discussion of I-21 “IRMWT Composition and Structure” on the agenda so it will be included on the May NWCG meeting agenda.