

# **MINUTES**

## **OFFICE OF EMERGENCY SERVICES**

### **FIRE AND RESCUE SERVICE ADVISORY COMMITTEE FIREScope BOARD OF DIRECTORS**

**Sacramento, California  
Meeting of August 18, 1993**

**DRAFT**

#### **MEMBERS PRESENT**

Donald Manning, Chairman - Chief, Los Angeles City Fire Dept.  
Rich Aronson, Chief - OES Fire and Rescue Division  
Franklin Buscher, Chief - Tiburon Fire Protection District  
Chris Cameron, Regional Fire Management Officer - National  
Park Service  
Ronny Coleman, California State Fire Marshal  
Gary Costamagna, Chief - Sacramento City Fire Department  
Bill Harrington, Chief - California Department of Forestry and  
Fire Protection  
Dick Henry, Director, Fire - U. S. Forest Service  
Larry Holms, Chief - Orange County Fire Department  
Pat Kidder, Fire & Aviation Officer - Bureau of Land Management  
George Lund, Chief - Ventura County Fire Department  
William Zeason, Deputy Chief for P. Michael Freeman, Chief -  
Los Angeles County Fire Department

#### **MEMBERS ABSENT**

Dan Fraijo, Chief - Santa Barbara County Fire Department  
Loren Pettis, Chief - Montclair Fire Department  
Richard Wilson, Director - California Department of Forestry  
and Fire Protection

#### **SPECIAL ADVISORS ABSENT**

Eldon Nagel, California State Firefighters' Association  
Brian Hatch, California Professional Firefighters

## **OTHERS PRESENT**

Andy Anderson, Chief - Quincy Fire Department  
Richard Andrews, Director - Office of Emergency Services  
Paul Beckstrom, Deputy Chief - Office of Emergency Services  
James Brannon, Chief, Linda Fire Department  
Will Brock, Assistant Chief - OES Fire and Rescue  
Mike Dougherty, Emergency Operations Coordinator -  
U.S. Forest Service, OCC  
Gary Gilbert, Assistant Deputy Director - California Department  
of Forestry and Fire Protection  
Candace Gregory, Division Chief - California Department of Forestry  
and Fire Protection  
Ray Quintanar, Deputy Director, U.S. Forest Service  
Merrill McMurray, Deputy Chief - Sacramento County Fire  
OES Region IV, Operations Team North  
Ken Miller, Deputy Chief - California Department of Forestry  
and Fire Protection  
Lee Mitchell, Deputy Chief - OES Fire and Rescue Division  
Del Pierce, Executive Director - PERB  
Russ Richards, Fire Warden - Stanislaus County  
Steve Sherrill, Deputy Chief - Los Angeles County Fire Dept.  
Kim Zagaris, Assistant Chief, OES Fire and Rescue

## **OPENING REMARKS/INTRODUCTIONS**

The meeting was called to order at 0944 by Chairman Manning. Self introductions were made.

## **LOGISTICS, LUNCH COUNT**

Rich Aronson discussed logistics.

## **APPROVAL OF JUNE 16, 1993 MINUTES**

<p>It was moved by William Zeason, seconded by Gary Costamagna and unanimously carried to approve the June 16, 1993 Minutes as submitted.</p>
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## **COUNTY FIRE DEPARTMENT - NORTH BOARD POSITION**

Rich Aronson noted that there was one letter received from Russ Richards, Stanislaus County, requesting his consideration. Rich explained that there are only about a dozen county fire districts in the north half of the state. No one else has asked to be considered for this position.

There being no comments, it was moved by Jim Brannon, seconded by Frank Buscher, and unanimously carried to recommend that Russ Richards be appointed to the position.

Chairman Manning explained that the Vice Chair - North position has been traditionally kept balanced north and south, therefore, asked for nominees from the north.

It was moved by Jim Brannon, seconded by Larry Holms, and unanimously carried to recommend Gary Costamagna to this Vice Chair position.

## **GOVERNOR'S STATE FIRE SERVICES TASK FORCE**

Director Richard Andrews explained that Governor Wilson signed an Executive Order that established a State Fire Services Task Force consisting of a number of representatives. There is a smaller working group that has been developing a variety of different materials that can be part of the Task Force effort. This working group is composed of State Fire Marshal, Office of Emergency Services, and California Department of Forestry and Fire Protection.

Del Pierce, who is serving as the Executive Director of the Task Force, briefed the Board on the specifics of the Task Force. Del explained that the Task Force is co-chaired by two Agency Secretaries: Doug Wheeler, Resources Agency; and Sandra Smoley, State and Consumer Services Agency, and comprised of State agencies that respond to State emergencies that have some role in fire prevention, fire protection, suppression, education or, in general, responding to emergencies. The concern by the Governor is that it is always good to reassess government services to ascertain if the organizations, institutions, and missions are appropriate for the current times. The Task Force has been directed to:

1. Review existing models of fire service delivery operations and resource allocation plans within California and in other states.
2. Prepare necessary criteria to define the state's role in the areas of fire prevention, firefighter training, and fire emergency operations.
3. Identify and propose methods of provide the most cost-effective and efficient use of state resources to assure Californians a high level of coordinated statewide fire response.

4. Conduct outreach to local governments, special districts and other affected parties which play vital roles in fire prevention, training and suppression within the state.
5. Foster consensus within California on statewide fire management goals, priorities and activities.

Del added that the Task Force will issue a report of its findings, conclusions, and recommendations to the Governor. There will probably be an interim report to the Governor by October 1, 1993. The end product, beyond the report, could include such things as reorganization, consolidation, funding recommendations, legislation on training or growth management, policy proclamations, changes in law, etc.

#### **LOCAL GOVERNMENT FIRE SERVICES - BUDGET ISSUES**

Director Andrews briefed the Board of the OES Budget. He stated that in projecting the OES budget for the current year, the mutual aid equipment portion of the budget will, for the first time in a couple of years, be able to fully fund the mutual aid fire apparatus equipment program, and that would get OES back on the schedule previously established in terms of building new engines and rotating the engines that are in service. Right now OES is projecting that, though the number of engines would be dependent on the final cost, there would be no reduction in the allocation for the OES engine program.

As part of that, Dr. Andrews asked the Board to help him set up a small working group to make recommendations on exactly what the configuration of this apparatus should be, and either to basically validate the way in which we have been configuring the engines or suggest other ways that this might be done to meet current and projected needs while looking at the most cost-effective way for this program to proceed, including how we maintain this and the overall operation that we have relative to the OES engine program. Dr. Andrews submitted to the Board for their recommendation a list of four names who might serve on this task force:

Russ Richards, Stanislaus County  
Fred Boem, Los Angeles County  
Jim Brannon, Linda Fire Department  
Bill Harrington, California Department of Forestry and  
Fire Protection

This task force would work with OES Fire and Rescue Division and make recommendations to Dr. Andrews on the OES engine program and the configuration of the apparatus. As the group works, he will report back to the Board on the progress and the various alternatives.

Chief Manning stated that Los Angeles City Fire Department just submitted a 15 percent cut which would shut down approximately 30 of their resources, closes stations, shuts down portions, closes all of their fire department operated ambulances in the City and four paramedic



units. He added that cuts in the fire service eventually drive the government to the same failure point that law enforcement is at; then you have to try to recover. When you get into a tight budget time, the tendency for a fire department is to cut those items that are not line items -- fire prevention, etc., which is exactly what you should not do, but you are almost forced to do this by somebody that has no idea, because a fire that you cannot prevent can well overwhelm your resources that you still have left after reduction. A cut back in fire prevention can be catastrophic in the future. Clearly, cut backs are a domino force as when cuts are made, our ability to help each other in the mutual aid is impacted and can be very harmful.

Ron Coleman added that, through a news clipping service, he has received numerous news clippings regarding the effort to protect the fire service in terms of the projected budget cuts. Interestingly enough, the fire service indicates a tremendous increase in the number of announced cuts since the budget has been enacted, which then translates into the fact that the policy decisions are being made at the local government level, not the state level.

Gary Costamagna reported that Sacramento Fire Department has been cut \$4 million prior to July 1, 1993, and is now looking at another \$1 million reduction in Fiscal Year 1993-94.

### **TASK FORCE REPORT**

Mike Dougherty explained that the National Fire Service Incident Management System Consortium was formed nearly three years ago to merge concepts of the Incident Command System and the Fireground Command System. Members of the Consortium include FIREScope and nearly 30 other fire and emergency service organizations.

The Consortium has developed a document entitled "Incident Command System for Fire Department Structure Fire Operations," which was distributed and discussed.

Mike reported that the Task Force has reworked the IMS Model Procedures Guide to remove reference to sector. The document is now pure to ICS and available in Document Control for use in California.

The Task Force has also completed a review of resource typing. A draft revision was provided for review and comments.

USAR Specialist Group has completed a draft Operational System Description. The Task Force is reviewing this document and plans to have a final draft completed by first part of October, 1993.

Regarding high rise component, the Task Force is putting together a specialist group to be led by Bob Wineman, Los Angeles County Fire Department, to begin development of a charter, etc.

Mike Scherr, Mike Dougherty and Bob Wineman have taken the lead to complete a generic Multi-Agency Coordination System (MACS) guide and will strive to have a draft completed by

October 1, 1993.

Mike Colgan and Mike Dougherty have developed a first draft outline for this document as a Consortium project and will provide an ICS-pure version to FIREScope. Mike added that any comments, questions or concerns regarding this document should be submitted to him by the end of September, 1993.

Ron Coleman commented that through the State Fire Training System, he plans to distribute a copy of the "Incident Command System for Fire Department Structure Fire Operations" to every fire department for their information.

#### **NORTH/SOUTH OPERATION TEAM REPORTS**

John Bryant reported that both operations teams have been working in the IMS and Senate Bill 1841. To update, Frank Borden will be on a EMET broadcast with Gary Morris on IMS and ICS. There is an IMS conference in Phoenix, September 13 - 15, 1993, where Andy Anderson will be the Master of Ceremonies. IMS is asking various organizations to endorse the IMS document.

The teams have been providing leadership of FIREScope with OES staff that are assigned to the project, keeping it on line and working. Generally, the whole fire service is continuing to provide the skills and the people we need to keep the FIREScope Project going.

#### **IMS/ICS ISSUES - ORLANDO, FLORIDA MEETING**

Larry Holms discussed two items; (1) a report on status, and (2) to entertain a change in the role of the lead of this responsibility. He recommended the Board appoint Steve Sherrill as lead person on the IMS/ICS.

<p>It was requested that Larry Holms to be relieved of his responsibilities for the lead of the Senate Bill 1841 working group of the IMS/ICS and for Steve Sherrill to assume those responsibilities. Being no discussion, it was moved, seconded, and unanimously carried.</p>
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Larry updated the Board on the recent meeting of the National Fire Service Incident Management System Consortium meeting in Orlando, Florida held July 16 - 19, 1993. At that meeting, the Consortium reviewed, with representatives of FIREScope, a draft letter of support for the Consortium's work written by Dr. Andrews of OES to Mr. Witt, Director of the Federal Emergency Management Agency.

He explained that the Consortium is an organization under a Board of Directors with three major committees; (1) Administration, (2) Models and Procedures, and (3) Seminar. Currently, they have completed the "National Fire Service Incident Management System Consortium Model Procedures Guide for Structural Firefighting". They are currently working on high-rise, EMS, wildland and other future models, and have received a \$20,000 grant from the Fire Academy for presentation of these models and are now working on distribution of the grant.

Incorporation is being processed. From the FIREScope Operations Teams, there working group was directed to go to the Consortium and request a legal opinion on the incorporation which would identify the difference between a nonprofit organization (only if they need a tax identification number), or for private incorporation. He explained the difficulties the group had were: (1) continued monitoring of the actions on incorporation by the Consortium; (2) Oklahoma University has been asked to publish the Structural Firefighter Guide. The draft contract gives sole copyright authority to Oklahoma University, which means that it may negate public domain. This would mean that the Consortium would have to obtain approval every time something was to be copied and charge 25 percent more with those funds placed into the Consortium.

The intent of the FIREScope Board of Directors is to continue to maintain ICS standards. The working group is to work with the IMS group to move the curriculum committee to the National Fire Academy (NFA). Also, to have Consortium support the contents of a draft letter (approved by the FIREScope Board of Directors) to the Federal Emergency Management Agency (FEMA) from Dr. Andrews requesting the NFA participation in Consortium.

The results of their efforts by the Northern and Southern representatives was that the Consortium agreed that FIREScope was the sole provider of ICS standards - they would agree to operate future model procedures pursuant to the ICS standards. Any change to the ICS standards would belong to the FIREScope Board of Directors, and that the Consortium document was only interested in incidents of 25 fire resources or less.

The representatives also voted to support FIREScope's efforts and to ask Dr. Andrews to deal with FEMA and NFA to support the Consortium and to move the Consortium model curriculum to the NFA. They also voted to recognize that the future model procedures and any changes to those model procedures would have to go back to the Consortium. Those changes would then be sent to the existing approval process prior to any changes being made. Also, they voted to have the President of the Consortium write the FIREScope Board of Directors to specifically place these policies and procedures in writing. Copies of a letter from Gary Morris, President, National Fire Service Incident Management System Consortium, to Chief Donald Manning was

distributed, basically placing the request of the FIREScope into written form.

Larry added that another item the representatives were instrumental in introducing at the IMS conference was an approval procedure process by which the Consortium was forced to identify how they provide final approval for a document or models.

A draft letter was distributed for discussion to the Director, FEMA from Dr. Andrews requesting support for FEMA to deal with the Consortium and workshops, to fund travel and expense. The intent of the letter was to get the Consortium to agree that the NFA is the location of the national IMS.

After the draft letter was reviewed by attendees, Dr. Andrews added that it appeared from the letter that we are speaking on behalf of the Consortium, instead of an agent of FIREScope in support of FEMA taking the lead. Chief Coleman added that a statement should be included in the final letter to reflect that the USFA has gone on record in support of what we are asking for in our letter; we should reinforce the position that has already been stated by USFA and ask that it be sustained and continued. Chief Manning added that there is clearly a need to move forward with a "national" system. It was suggested the letter be from Dr. Andrews, as leader in emergency preparedness in the State, giving advise and asking for support for the program.

After further discussion, it was suggested that Dr. Andrews rework the response letter, provide a copy of a draft letter to Larry Holms and Steve Sherrill for their input into a final letter that will be sent, with a copy being sent to all Board Members. Chief Coleman suggested that copies of the final letter also be sent to NFPA and International Association of Fire Chiefs.

### CDF - REORGANIZATION

Bill Harrington briefed the Board on the status of California Department of Forestry and Fire Protection reorganization. He reported that there is a two region concept in which sub-offices were created. One of the reasons for the redevelopment was to enable some redirection of funds into the initial attack and fire prevention systems.

There will be two-command centers (one in Southern California and one in Redding); with a two-region concept, it is no longer necessary for Sacramento to have a fully-functional ECC monitoring the overall activities.

A second phase of the reorganization plan includes possible consolidation of ranger units.

### SB 1841 SEMS UPDATE

Paul Flores updated the Board with where OES is with the schedule for the implementation of SB 1841. On the implementation, they have been attempting to meet the deadline, which is for OES to have in place the regulations by December 1, 1993. In developing these regulations,

they are having difficulty meeting the deadline and still devote the necessary time to deal with certain issues. In considering whether they should extend that deadline; they asked the Attorney General (AG) for an opinion. The AG's opinion was, as long as there is not a long extension and enough progress has been made to demonstrate a "good will" effort there should not be a problem. It's important to recognize that the regulations will drive the training, which will lead to the completion of the system by December 1, 1996.

Chief Larry Holms, the Board's representative on the OES advisory committee in developing the system, added that the extension time they are considering is no more than approximately 60 days. He reviewed the four specific recommendations contained in the position paper. A significant point raised was that there seems to be concern with being confined to a standard system. Issues that need to be addressed are that ICS is the application for the on-scene or field level. He described the five basic levels: field application; local EOC; operational area coordination; regional coordination; and state coordination.

### **HAZ-MAT LEGISLATION**

Dave Zocchetti discussed the handout with the Board, briefing them on the most current developments and status of Senate and Assembly bills relating to Hazardous Material Emergency Management.

**POSSIBLE MOVE TO MATHER AIR FORCE BASE** *(Note: This item was taken out of order during the proceedings; however, for purposes of continuity, is recorded in these minutes in agenda order.)*

Dick Henry explained this site has been considered for a multiple agency command center for the USDA Forest Service and there could be space to operate the Cal-MAC Fire Coordination Center.

There has been a task force created with each of the agencies to work on the floor plans.

### **OTHER BUSINESS**

Frank Buscher will be retiring from Tiburon Fire Protection District at the end of the year, and his replacement is Rosemary Bliss, the first female fire chief to be appointed.

### **CLOSING REMARKS/NEXT MEETING DATE**

The next scheduled meeting will be on **Wednesday, November 10, 1993.**  
With no other business to discuss, Chief Manning adjourned the meeting at 1422 hours.