

Office of Emergency Services
FIRE AND RESCUE SERVICE ADVISORY COMMITTEE/
FIRESCOPE BOARD OF DIRECTORS

MEETING OF OCTOBER 10, 1990 - OES HEADQUARTERS

MINUTES OF MEETING

MEMBERS PRESENT

William Maxfield, Chairman - Chief, Contra Costa Co. F.D.
Gerald Johnson for Donald Manning, Vice Chairman - Los Angeles County Fire Dept.
Earl Fordham, Deputy Chief for Michael Freeman, Chief - Los Angeles County Fire Dept.
C.R. Aronson, Chief - OES Fire and Rescue Division
Ken Brown for James McMullen - State Fire Marshal
Loren Pettis, Chief - Montclair Fire Department
Jim Brannon, Chief - Linda Fire Protection District
Dick Henry, Director, Aviation and Fire Mgmt. - U.S. Forest Service
Chris Cameron, Chief, Branch of Fire Mgmt. - National Park Service
Bill Tele, Deputy Director for Hal Walt, Director - Calif. Dept. of Forestry & Fire Protection
Larry Holms, Chief - Orange County Fire Department
Richard Peterson, Chief, Santa Barbara County Fire Department
George Lund, Chief, Ventura County Fire Department

MEMBERS ABSENT

Pat Kidder, Fire Mgmt. Officer - Bureau of Land Management
Gary Costamagna, Chief - Sacramento City Fire Department
Donald Manning, Vice Chairman - Chief, Los Angeles City Fire Department
Michael Freeman, Chief - Los Angeles County Fire Department
Harold L. Walt, Director - Calif. Department of Forestry & Fire Protection
James McMullen - State Fire Marshal

SPECIAL ADVISORS PRESENT

Brian Hatch, Director - California Professional Fire Fighters

SPECIAL ADVISORS ABSENT

Harry Steimer, General Manager - California State Firemen's Association

Meeting of October 10, 1990

OTHERS PRESENT

*Rusty Areias, Assemblyman
Frank Curry, Assembly Consultant - Assemblymember Areias
A. Blair Springer, Consultant - Assemblymember Roos
Bob Crim, Deputy Chief - Ventura County Fire Department
Peter O'Brien, Chief - Redwood City Fire Department
Donald Perry, Deputy Chief - Santa Barbara County Fire Department
Mike Eggman, Liaison Officer - California National Guard
Stan Lake, Deputy Chief - California Dept. of Forestry & Fire Protection
Russ Richards, Chief - Stanislaus County Fire Safety Department
Bill Imboden - Region II Fire & Rescue Coordinator - CDF Santa Rosa
Gary Buzzini - Region III Fire & Rescue Coordinator - CDF Redding
Ralph Atworth, Division Chief, CDF/Region III
Michael Dacy, Region IV Fire & Rescue Coordinator - Sacto. Co. Fire District
Tom Bender, Chief - Waterloo-Morada Fire Protection District
Mike Scherr, Deputy Chief, OES Fire and Rescue Division
Kim Zagaris, Assistant Chief, OES Fire and Rescue Division
Dick Starr, Deputy Chief, OES Fire and Rescue Division
Will Brock, Assistant Chief, OES Fire and Rescue Division
Bev Passerello, Legislative Liaison, OES
John Passerello, Assistant Director, OES
Lloyd Reedy, Volunteer Coordinator, OES
Ben Beall, Group Leader - U.S. Forest Service
Dianne Wirth - Recording Secretary*

OPENING REMARKS

Chairman Maxfield opened the meeting at 0930 hours, welcoming members and guests. Today's agenda is quite extensive and represents considerable effort since the last meeting. The results are contained in several reports and documents to be considered and acted upon at today's meeting.

APPROVAL OF MINUTES OF JULY 11, 1990 MEETING

The above minutes will be corrected to show Ken Brown's attendance as a Committee member representing Fire Districts (North) and the California Fire Chiefs Association.

IT WAS MOVED BY KEN BROWN, SECONDED BY CHIEF LOREN PETTIS AND UNANIMOUSLY CARRIED TO APPROVE THE MINUTES OF THE JULY 11, 1990 MEETING AS CORRECTED.

DIRECTOR, AVIATION & FIRE MANAGEMENT, U.S. FOREST SERVICE

Chairman Maxfield introduced Dick Henry as the new Director of Aviation & Fire Management, U.S. Forest Service Pacific Southwest Region. Mr. Henry replaces Kenton Clark, who recently retired.

Mr. Henry has an extensive fire service background, and looks forward to working with this committee to provide protection to the public lands in California.

LEGISLATIVE UPDATE

Bev Passerello, OES Legislative Liaison, provided a legislative summary of chaptered and vetoed bills. 104 bills which impact OES or emergency services were chaptered this year. A legislative summary from the Seismic Safety Commission is available, with all bills relating to earthquake.

Mrs. Passerello introduced two new staff: Loyd Reedy, Volunteer Coordinator and OES Fire Information Officer; and Lt. Michael Eggman, National Guard Liaison who will coordinate the homeless shelter program and act as liaison between OES National Guard during fire or flood operations.

Mrs. Passerello also introduced R. Blair Springer, who is under contract to Assemblyman Mike Roos; Assemblyman Rusty Arelas; and Frank Curry, Consultant to Assemblyman Arelas.

Assemblyman Arelas offered his support to this committee and the California Fire Service in meeting their legislative needs. He requested the committee define specific need, which he would take before the appropriate fiscal committees. Assemblyman Arelas feels that FIREScope is exemplary at present, but improvements can always be made.

Chairman Maxfield thanked the Assemblyman for his offer of support. This committee will provide him with recommendations.

FIREScope DECISION PROCESS

Mike Scherr provided background information on the Decision Process, which dates back to 1976 when Bob Irwin was FIREScope Program Manager. At that time, the tier-type process was developed and has been refined since then. The current document (9/21/90) identifies all levels of the decision process and includes membership rosters of the Fire and Rescue Service Advisory Committee/FIREScope Board of Directors, Operations Teams North and South, Task Force and Specialist Groups. In this format, the document allows for representation and function responsibilities at all levels.

Chief Scherr requests this committee adopt this document, as revised.

Meeting of October 10, 1990

IT WAS MOVED BY CHIEF PETERSON, SECONDED BY BILL TEIE AND UNANIMOUSLY CARRIED TO ADOPT THE REVISED FIRESCOPE DECISION PROCESS DOCUMENT DATED SEPTEMBER 21, 1990.

Chris Cameron inquired about ICS operational changes, noting that ICS has become a nationwide system. It seems that other groups would have some type of ownership. When substantial changes are made (through this committee), will they apply to California only or are they binding on the rest of the nation?

Chief Scherr explained that this issue will be addressed in the upcoming FIREGROUND/ICS report.

FIRESCOPE URBAN SEARCH AND RESCUE SPECIALIST GROUP CHARTER

The group is comprised of two groups of approximately 20 members each from Northern and Southern California. Its purpose is to develop and maintain the ICS Module for USAR operations and resources. The group will also work with FEMA to develop training standards on a national level.

Chief Scherr noted the inclusion of a new position of Specialist Group Project Coordinator to coordinate efforts between the north and south groups.

Chief Scherr requested this committee adopt the Charter.

IT WAS MOVED BY CHIEF PETERSON, SECONDED BY CHIEF BRANNON AND UNANIMOUSLY CARRIED TO ADOPT THE FIRESCOPE URBAN SEARCH AND RESCUE SPECIALIST GROUP CHARTER DATED SEPTEMBER, 1990.

It was also noted that approximately \$60,000 is available for the purpose of travel and project completion by the Specialist Group. Funds will be coordinated through OES Chief Deputy Director Richard Andrews, Chairman of the OES Urban Search and Rescue Advisory Committee. The Specialist Group will prepare a list of needs for standards and equipment, in order of priority, for submittal to Dr. Andrews. Another avenue of funding is with FEMA matching funds.

At this point, Chairman Maxfield introduced Chief George Lund, recently appointed Chief of Ventura County Fire Department. It was also noted that Ken Brown is now a member

of the State Fire Marshal's Office, and will represent Chief McMullen at future meetings of this committee.

URBAN SEARCH AND RESCUE ADVISORY COMMITTEE

Chairman Maxfield introduced Dr. Richard Andrews, OES Chief Deputy Director. Since early 1990, OES established an advisory committee to work on the development, implementation and maintenance of urban search and rescue in California.

The 45 members, representing the search and rescue, search dog and medical communities of California, were appointed according to the guidelines provided by this Committee. To date, three meetings have been held, the fourth is scheduled for December, 1990.

Through the intervention of Governor Deukmejian, funding was put back into the budget to support the development of national urban search and rescue (\$550,000). This is the first installment of a \$2.2 million program over a three-year period of time. The \$550,000 will allow the following:

1. Provide support for the Urban Search and Rescue Advisory Committee (travel for non-state/federal representatives, etc.).
2. Provide support to two specialist groups -- north and south -- to accelerate work on the completion of the ICS Module on urban search and rescue.
3. Construct or upgrade a State training site for urban search and rescue. No decisions have been made as yet as to the location of the site. Several are being considered, however. A geologically central and climatically temperate site is preferred since search dogs do not train well in extensive heat.

By the end of this fiscal year, it is hoped to have in place the first four of eighteen multi-discipline urban search and rescue teams. The 18 teams are part of a three-year projection -- 4 - 6 - 8. The components of teams remains controversial between the State and FEMA, such as what to call the aggregate (i.e., task force, group, etc.) Each team will consist of between 52-56 persons, capable of 24-hour sustained operation. Each team would be divided into rescue, search, technical and medical sections.

Since the Loma Prieta Earthquake, FEMA has been working on developing a national search and rescue program. There was a one-time allocation of funds from Congress of \$20 million, with one tenth allocated to FEMA. \$800,000 is available in the current year, with \$2 million available next year, to support development of national search and rescue teams. Funding will be available to the states on a matching dollar basis (i.e., California's Comprehensive Cooperative Agreement - CCA).

The federal program is still evolving. There was a three-day meeting in September in Riverside where a number of issues relating to equipment and organization were discussed. California is well-represented on the FEMA committee.

In order to become part of the national search and rescue inventory (an asset available to FEMA for assistance outside of the state), a team must be part of the state inventory. After FEMA requests the state teams, costs are reimbursed by FEMA (as federal employees). This will require 3-party agreements between 1) local agency; 2) state; and 3) FEMA.

The U.S. Office of Foreign Disaster Assistance (OFDA) intends to utilize the teams which become part of the FEMA inventory for international response. Currently there are agreements with only two states for this purpose.

Dr. Andrews stated the need to finalize discussions with the State Fire Marshal regarding development and support of Rescue Systems 2 and 3 as curriculum to support this overall effort.

General discussion ensued, with Bill Tele asking how the state teams will fit into ICS -- as technical advisors? Dr. Andrews replied they are principal tactical operation teams performing functions, not managing them.

It was agreed the teams should be maintained as a unit -- they should train together, deploy together and work together. Chief Aronson equates the teams to fire service strike teams. Rescue teams are a specialized resource for complex rescue operations. They are meant to supplement, not supplant, existing resources such as OES heavy rescue/fire fighting apparatus.

Bill Tele asked who would maintain the roster of state teams. Dr. Andrews stated the organization will be within a fire department, to be dispatched through the mutual aid system. The fire department will have contact with members of their team and the activation point. FEMA will coordinate a response for a team through OES.

Logistical support for out of state response will be through the Department of Defense (transport, airlift, etc.).

Chairman Maxfield asked if procedures for reimbursement cover liability insurance and Workmen's Compensation and if teams would work 12 hours on and 12 hours off. Dr. Andrews replied yes.

Stan Lake requested documentation on out-of-state liability responsibility. Dr. Andrews stated there is nothing written down. OFDA has very loose procedures, if any.

Chief Dacy asked if law enforcement agencies will be involved in these efforts. Dr.

Andrews stated that search dog operations come under the auspices of law agencies. They are represented on the Advisory Committee.

Discussion continued with questions pertaining to who would direct search dog teams (safety ramifications). Dr. Andrews explained that FEMA procedures state the unit commander may refuse an assignment because of safety reasons. The State will probably use that same procedure.

OPERATIONS TEAMS REPORT

Stan Lake reported the Operations Teams have met jointly three times since the last Committee meeting. Two main issues have been discussed:

1. FIREScope Decision Process
2. Fireground Command/ICS

After reviewing the Executive Summary Report dated 9/23/90 of the Fireground Command/ICS Summit Meeting, the Operations Teams presented their recommendations to this Committee. Stan Lake reviewed the recommendations, item by item, noting that item number 8 should include the recommendation to carry forward NIMS as a model. The primary recommendation by the Operations Teams is that ICS is an incident management system. Fireground command is a system of tactics and strategy. There is no reason why these cannot be compatible.

General discussion continued, with Bill Imboden stating he feels that the qualifications and certifications system is unachievable. Did the group address that? He is concerned about liability if we have a standard on the books which cannot be achieved. Can we be held liable?

Stan Lake replied this has not been addressed, but should be.

Chris Cameron asked if similar efforts are being made in law enforcement and national search and rescue. Is there any liaison?

Chief Peterson answered that on a national level, law enforcement and public works are doing so. The Summit group decided a liaison with them is needed. The need for multi-discipline operations is recognized.

For the benefit of new members, Chief Peterson provided a brief background to explain what has transpired regarding this issue. The Summit was formed in July, 1990 to incorporate ICS and Fireground Command. At this time, it was agreed the two systems should be combined. A second meeting was held recently in Emmitsburg, Maryland regarding who should be the "caretaking entity" for ICS -- to accept or reject proposals

to modify it on a nationwide basis. Issues which need to be dealt with include funding and publication availability. Chief Peterson recommended acceptance of the Operations Teams recommendations. The next Summit meeting is January 8, 1991. Chief Peterson advocates having representatives attend the next Summit meeting and report at this Committee's next meeting (January 9, 1991).

Extensive discussion followed regarding the ownership of the process. Chief Peterson advised this was discussed at the last Summit meeting, but the decision as to who has legal claim could not be reached. Some points of consideration were:

1. Explore the issue with legal counsel.
2. Basic ownership as public domain.
3. Within the FIREScope Decision Process, assign three people full-time for this purpose.
4. Since ICS functions well on its own, leave it alone.
5. California must adopt a model which can be customized by various users.

all
FIRESCOPE

IT WAS MOVED BY CHIEF PETERSON, SECONDED BY KEN BROWN AND UNANIMOUSLY CARRIED TO HOLD TWO MEETINGS IN JANUARY - ON THE 8TH AND 9TH. THE PURPOSE OF THE JANUARY 8, 1991 MEETING IS TO CO-MEET WITH THE SUMMIT GROUP, INCLUDING REPRESENTATION FROM THE NATIONAL WILDFIRE COORDINATING GROUP, THE INTERNATIONAL ASSOCIATION OF FORESTERS AND FIRE WARDENS AND THE INTERNATIONAL ASSOCIATION OF FIRE CHIEFS, FOR THE PURPOSE OF RESOLVING OUTSTANDING ISSUES IN THE EXECUTIVE SUMMARY REPORT OF THE SUMMIT MEETING OF JULY 10, 1990. THE MEETING OF JANUARY 9, 1991 WILL BE THE REGULAR MEETING OF THIS ADVISORY COMMITTEE.

IT WAS FURTHER MOVED BY CHIEF PETERSON, SECONDED BY CHIEF HOLMS AND UNANIMOUSLY CARRIED THAT CHAIRMAN MAXFIELD PREPARE LETTERS OF INVITATION TO THE THREE ADDITIONAL AGENCIES TO ATTEND THE JANUARY 8, 1991 MEETING.

Chief Peterson will work with Chief Aronson on the logistics of the January 8, 1991 meeting.

BLAIR SPRINGER - ASSEMBLYMAN MIKE ROOS

Chairman Maxfield introduced Blair Springer who provided a brief history on Senator William Campbell's Joint Committee on Emergency Services. The committee chair became vacant in 1989 when the Senator left the legislature, and a new chair has not been appointed. The Fire Service Caucus was created with Senator Campbell as chair, but since 12/89, the position has been vacant.

In August, 1990, Blair left the legislature to work on contract with the Senate Rules Committee. Assemblyman Mike Roos, Vice Chair of the committee, was contacted by Senator Presley, a member, asking the status of the Joint Committee on Emergency Services. Even though there has been no activity, the Joint Committee has never been disbanded.

Senator Presley wants to hold a hearing on October 30 in Glendale, to maintain/regain the momentum accumulated during Senator Campbell's tenure. Blair feels this is a good idea due to the change in Administration in January, 1991, which could see passage of Propositions 131 and 140. The theme of the hearing will be the fire service -- where it is now; what are the problems and challenges of the 90s; and what should be looked at in the legislative arena.

The Southern California fires will be a focal point to begin discussion of the issues. Blair would like this Committee, through OES, to present issues for consideration. The findings of this hearing will be presented to the Fire Service Caucus. Blair further stated that consideration of the Joint Committee being solely that of the fire service is dependent on the outcome of the November, 1990 election. If Proposition 140 passes, Committee staff and research committees will be reduced. Blair feels the fire service should have their own committee.

General discussion followed regarding letters of invitation and written testimony. Blair has suggested holding several hearings that are general in nature to provide the focal point of future issues. Subsequent hearings will depend on what transpires at the first hearing.

TASK FORCE REPORT

Jim Jeffery reviewed the Task Force Report of September 19, 1990. He indicated another 15,000 Field Operation Guides are expected this month. Several minor changes have been made, with one major change in the radio material (included in today's portfolios).

Action items submitted on behalf of the Task Force are:

1. Hazmat Operational System (ICS Module) for review and approval.

IT WAS MOVED BY CHIEF JOHNSON, SECONDED BY EARL FORDHAM AND UNANIMOUSLY CARRIED TO APPROVE THE ICS MODULE FOR HAZARDOUS MATERIALS OPERATIONAL SYSTEM.

2. Radio Frequency Use Agreement Proposal - generic frequency use agreement for each Operational Area.

IT WAS MOVED BY CHIEF BRANNON, SECONDED BY CHIEF PETERSON AND UNANIMOUSLY CARRIED TO ADOPT THE RADIO FREQUENCY USE AGREEMENT PROPOSAL SUBMITTED BY THE TASK FORCE.

3. FIRESCOPE Intercom linking the seven FIRESCOPE agencies. The system has become redundant.

IT WAS MOVED BY CHIEF PETERSON, SECONDED BY CHIEF JOHNSON AND UNANIMOUSLY CARRIED TO REMOVE THE FIRESCOPE INTERCOM SYSTEM LINKING THE SEVEN PARTNER AGENCIES.

ICS - STATE AGENCY IMPLEMENTATION

OES Assistant Director John Passerello reported on the status of ICS Implementation in State agencies as of July 1, 1990. He noted that Department of Water Resources is the most elaborate, with their own field operations guide and instructor manuals, which serve as models for Cal Trans and other agencies.

Meeting of October 10, 1990

10

FIVE PARTY AGREEMENT

Chief Aronson stated the agreement has been signed by all five parties. He notes changes as follows:

1. The addition of Bureau of Land Management and National Park Service as parties to the agreement.
2. New personnel rates for 1990 are \$519 per 24 hour shift.
3. Crew Size - has been clarified by simply stating that a request for a Type I engine authorizes payment for a fourth person on the crew.
4. Agency reps are not reimbursed without an order/request number, issued in advance.
5. Reference to "extraordinary" damage claim procedures was removed from wording as a result of legal review.

Discussion followed regarding the reimbursement rate and mutual aid agreements -- the fact that response is not mandatory, therefore the agreements are not binding. Jurisdictions can refuse to provide assistance because of the costs involved. This may create a false sense of security to neighboring jurisdictions who may need mutual aid.

Chief Aronson suggested this issue be studied by the existing sub-committee on reimbursement comprised of OES (Dick Starr), CDF (Stan Lake) and USFS (Ken Blonsky). He also suggested the addition of representatives from BLM and NPS since they are now signatory to the 5-party agreement.

Chief Peterson feels that local agencies should also have some representation.

FIRESCOPE-U.S. FOREST SERVICE COOPERATIVE AGREEMENT

Chief Aronson stated the agreement was signed in June, 1990 and is now effective for three years instead of one as in the past.

OES BUDGET CUT

Chief Aronson reported that the OES budget was cut 3%, or \$600,000. Fire Division's budget was cut \$15,700, with \$2,300 taken out of the FIRESCOPE printing budget and the remainder taken out of the Fire Division maintenance and operations budget.

Chief Aronson also reported the following:

1. Ten firebody buildups are out to bid for the ten chassis on hand.
2. The purchase of 15 heavy rescue/firefighting vehicles over a 10-year period has been deferred to begin next year.
3. The 20-year replacement cycle for OES engines has been reduced to 17 years, allowing for the purchase of two additional replacement engines each fiscal year (7 instead of 5) to maintain the size of the fleet.

FEDERAL BUDGET CUTS

Dick Henry, U.S. Forest Service reports a 10-12% across-the-board reduction to meet Graham-Rudman requirements. In addition, a 4% pay raise will not be funded, making the total reduction 15%.

The \$100,000 funding for FIREScope is not affected -- the money is still in the budget.

There is currently a bill in Congress to increase the pay of four Southern California forests to correct salary disparities. However, there is no money in the budget to fund the pay raises unless other reductions are taken (i.e., equipment).

The FFY 92 budget looks very good, with an approximate \$17 million increase in the Aviation and Fire Management budget.

FFY 91 will be a difficult year, with no increases. Because of drought conditions, severity funding will be available for additional resources.

IT WAS MOVED BY CHIEF PETERSON, SECONDED BY CHIEF PETTIS AND UNANIMOUSLY CARRIED TO HAVE CHAIRMAN MAXFIELD PREPARE WRITTEN TESTIMONY FOR SENATOR PRESLEY'S OCTOBER 30 HEARING COVERING THIS ISSUE AND OTHER CONCERNS.

AUGUST, 1990 FIRESTORM REPORT

Chief Aronson summarized the August fire activity, which began in Kern County and moved up state to 13 fires. 360 OES and local government engines were dispatched.

Problems encountered were tracking of F-42 forms when engines and crews went from one incident to another, and yet another, using the same order and request number.

Meeting of October 10, 1990

12

Every time an engine is dispatched to a new incident, it should receive a new order and request number. Without this information, it is nearly impossible to prepare an accurate invoice for reimbursement.

Bill Imboden, CDF - OES Region II reported on CDF activities, citing problems regarding accessibility and ease of retrieval for intelligence information at SACMAC, and the slow process of matching resources to the type of problem (i.e., wildland engines versus structure protection engines). CDF would like to see a provision in the 5-party agreement wherein CDF can access local government resources for overhead purposes (i.e., division group supervisors, strike team leaders, dozer crew leaders, for reimbursement at cost).

Gary Buzzini, CDF - OES Region III reported on fire activities in Region III, starting August 6, 1990. At the height of activity, with ten major fires, the following resources were committed:

- 13,000 personnel
- 785 fire engines
- 450 hand crews
- 300-400 dozers
- 61 helicopters

Problems included several small communities at risk, necessitating the use of numerous structure protection units.

Chairman Maxfield asked if any issues could be dealt with legislatively. Mr. Buzzini stated the CDF budget cuts, which will lessen the ability to provide fire protection.

Chairman Maxfield will contact committee members for their input, requesting they submit their issues to him or Chief Aronson.

Gary Buzzini stated that response during operations was excellent and attitudes were outstanding.

Bill Imboden interjected that CDF cannot take an advocacy position regarding budget cuts, since the cuts are directed by the governor.

He reported on fire activity in Region II, stating that on August 7, Humboldt and Mendocino Counties had 74 lightning-caused fires, primarily wildland, with no structures threatened. Since they were heavily obscured by smoke, the fires were low priority at SACMAC. However, whatever resources SACMAC sent to Region II, North Zone intercepted.

Every remaining Type 3 engine in Region II was activated. Other resources included 8 Type 3 strike teams from 17 counties in Region II, 8 Type 1 strike teams, and every CDF

Meeting of October 10, 1990

13

engine which could be spared.

Gary Buzzini cited the need for an expanded matrix for setting priorities for fires to include both life and property values (timber and watershed).

FAPS (Fire Arson Pointer System) and PFIRS (Prescribed Fire Info. Reporting System)

Due to the length of this meeting, these items were tabled until the next meeting in July, 1991.

NEW BUSINESS

Chairman Maxfield cited the need to appoint a representative for Fire Districts - North and California Fire Chiefs Association, since Ken Brown now represents the State Fire Marshal. General discussion followed, with the item being tabled until the January, 1991 meeting.

NEXT MEETING

The next meeting will be January 9, 1991, at OES Sacramento headquarters.

There being no further business, the meeting adjourned at 1430 hours.