

**NBTT Meeting**  
**February 5-6, 2001**  
**Fiesta Inn Resort, Tempe, Arizona**

**Attendees:** Darla Potter, WDEQ-AQD; Carl Gossard, BLM; Dennis Haddow, USFS; Jim Russell, USFS/BLM; Mark Fitch, AZ DEQ; Mike Ziolko, ODF; Ken Evans, Phelps Dodge; Pete Lahm, USFS; Rebecca Reynolds, Rebecca Reynolds Consulting

**FEBRUARY 5, 2001**

**BREAK OUT HIGHLIGHTS**

NBTT Process:

1. Go back to “Reasonable Progress” rather than A/N. [*1 person view*]
2. “Natural” is too fraught a term.
3. Task 2 & Policy Ramifications should have come 1<sup>st</sup>.

Macro Changes to Tree:

1. Alternatives to Burning
2. Less or More Emissions
3. Social Value (too subjective?) [*1 person view group C, also mentioned group E*]
4. Purpose of Fire/Management Objective
5. How Managed (Suppress or Burn)
6. Source of Ignition is irrelevant
7. Not sure land use should be first criterion
8. Collapse Agricultural Land / Wildland
9. Relative significance of emissions as criterion for including / classifying / tracking
10. Planned or Unplanned as primary criterion

Micro (Smaller) Tree Changes:

1. In & Out of Fire Season
2. Distinction between “Restore” & “Maintain” Ecosystem
3. Collapse Native American Cultural, Ceremonial, Traditional = “Natural”,  
Agricultural/Commodity/Prescribed Fire = “Anthropogenic”
4. Escaped Prescribed Fire stays with whatever the original classification as original fire
5. Arson treated same as Illegal, Un-permitted, Unregulated
6. If you can’t control the fire, should you classify it? Count it? (discussion of Natural Events Policy)

Definitions/Assumptions:

1. Natural Vegetation: add fire cycle & fuel load
2. Hazard Reduction: split between Ecosystem & Commodity, Urban Interface, Burning Waste
3. Escaped Prescribed Fire
4. SMPs Work (Assumption)

Policy Makers:

- Implications due to legislative variability / administrative barriers.
- Trust or lack of between State Regs & FLMs: Core Issue
- “Managed” vs “Regulated”
- Equity Issue: If all is A, then industry (See Sam’s 6)
- Advantage to classifying as much N as possible.
- Advantage to classifying as much A as possible.
- What are, if any, policies (existing or revised) that we need to be aware of (supporting or conflicting) in developing a methodology to determine fire’s contribution to natural visibility conditions? (e.g., Revised Policy is Federal Fire Policy 2000)
- The art of the science is always getting better, how much flexibility is in the RHR and the NBTT categorization system to accommodate advances in the science?
- Are there policies that would preclude managed fire emissions from being classified as anthropogenic?
- Are the Policy Makers willing and capable to enter into the expense and complexity to track fire emissions as will be needed to track progress toward the RHR goal. (See Sam’s 2 & 3)
- Solutions to implementation of RHR dependent on States cooperation with each other and buy-in.
- How to deal with States that have restrictions on monitoring Ag activity?
- Controlled/Regulated/Managed
  - SMP (health, nuisance, etc.) vs RHR (visibility only)
  - Controlled – reductions in emissions
  - Managed – putting smoke somewhere else
  - Managed → Controlled → Regulated

## **REVIEW BREAKOUT GROUP NOTES – POWERPOINT VERSION OF BOARDS**

1. NBTT should not collapse the breakout group trees.
2. NBTT can collapse the tree when preparing a compromised version of our own.
3. Each NBTT Resource Person from the Breakout Groups should go over the notes and PowerPoint version of Boards to make sure that they are as correct as they can be. (add to notes where necessary – feedback on board changes to Darla)
4. Clarification can be added to the notes and should be placed in italics.
5. NBTT needs to prepare an executive summary for the breakout group notes and boards – document conclusion and where in notes.
6. Need to state if group did not address one branch (particularly Ag).
7. Need to state if group only got part way through a branch.
8. Order of notes (opening remarks 1<sup>st</sup>?). If 1<sup>st</sup> note that the opening remarks/comments may have been changed/modified as the breakout group session progressed.
9. Executive Summary – Makeup of Breakout Groups may have affected the results.

## **CONSIDER PARADIME CHANGE FOR APPROACH TO POLICY MAKER WORKSHOP**

- Change from discussing issue statements/questions to considering specific recommended policy option.
- If we deal with issues then the NBTT is responsible for drafting a recommended policy and come to some conclusions on our own.

- Do we have enough in results from Senior Staff Workshop to support the drafting of a recommended policy option?
- Move recommended policy option forward will engender additional support, investment and effort on the part of the Policy Makers at the Workshop.
- Put on forefront the questions that are there from the Senior Staff Workshop.
- Mix at who sits at table becomes very important.
- NBTT must agree on what is put forward to the Policy Makers.
- Must be well worded and crafted. Language must be specific and cannot be sloppy.
- Dedication from NBTT to craft that recommended policy.
- Consists of: Preamble, Definitions, Policy
- Need to document why a Policy Maker should support the policy statement (Preamble).

Simple Example: Agricultural Land burning must show reasonable progress toward the 2064 natural visibility goal (i.e. Anthropogenic) unless there is no alternative to burning.

### Concerns

- Agree that it will be easier for Policy Makers to grab hold of, digest, and see progress when considering a recommended policy instead of just issues.
- Lack of time to present adequate background for a policy and do it well.
- If we put out a good concise policy the delay would be worthwhile.
- AMRF deadline – may be a reasonable assumption that as long as we are working toward a goal that the deadline to AMRF could be extended.
- Option to postpone? Yes (4-6 weeks)

#### PROS

- Have credibility from Senior Staff Workshop that will carry forward.
- Do a better job with extra time.
- Easier on NBTT Management Team with additional time.

#### CONS

- Momentum
- Calendars Set – Other Meetings Set
- Lose Darla?
- \$\$ ?
- Concern: Resolution of Issues at Policy Maker Level – different if considering results of breakout groups vs supporting a specific policy – may not allow for type of interaction that we had hoped for to resolve those issues.
- Concern: How much work do we have to do for each issue or piece of the developed policy (id. problems, ...).
- Policy a bit like sausage: a variety of ingredients – live with it as a whole. Looking at the policy as an entire package will engender the discussion that we desire to interact and resolve the various issues.
- How far does this go? One policy on A/N? One policy on 2064 goal? One policy on tracking? Or One policy for all three tasks?
- Policy prepared in advance is a good idea. Give Policy Makers & staff a chance to review discuss ahead of time to prep the Policy Makers for the workshop.
- How do we craft a policy on the “grey” issues from the input we have from the Senior Staff Workshop?

- Policy will need to address the implications for the Tracking Task (Task 3).

## **DECISION TIME**

Question 1 - What is the best approach? Issues or **Policy**

Question 2 - Do we have enough information from Senior Staff Workshop to craft a policy substantial enough for the policy makers? **Yes** or No

Question 3 - Do we have a **team** of NBTT people dedicated to work on crafting a quality policy and supporting documentation? **Yes** or No Some key people on the FEJF that may also assist in this effort (Dave Randall,

Question 4 - What is the timeframe to do this? **Work through some items February 6/7 and then decide.**

Carl is more willing to commit his time to the focus of Policy development (more his arena of expertise).

Jim won't work on it if we don't do the workshop on March 15.

Someone needs to contact Sam – Carl will call Sam.

*[Carl talked to Sam Feb 6 am. Sam agreed on the concept to switch to recommending a policy and told Carl that he wondered how long it would take us to reach that conclusion.]*

### ***Issues for next 2 days meeting time***

Policy Statements Drafted

Timing Discussion – Time Line

\$\$ / People / Logistics

Nominees

Agenda PM Workshop

January Workshop Close Out

## **FEBRUARY 6, 2001**

### **TREE**

Where to Start?

Land Use - deal with it as necessary in policy, but not start there

Management – objectives (why) or action (how – alternatives to fire, fire season, suppression)

Source - neutrality leads to equity

### **PRINCIPLES**

1. If one can reduce emissions one should do so. (explore / use alternatives to fire).
2. If there isn't an emissions control measure that can be applied through the management action? = N
3. All identified emissions sources must be tracked.
4. Both N and A will be managed, and A will be managed and controlled.

5. You manage to reduce impact and control to reduce emissions.
6. Use “regulated” instead of “control”? Third level – forcing mechanism (if you don’t control the next step is regulation).

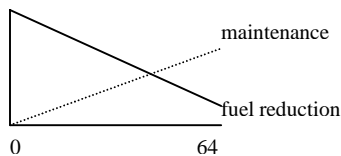
**DRAFT Policy Items – Drafted by Dennis Haddow**

1. All wildfire is natural.
2. All prescribed fire used to maintain a sustainable ecosystem is natural.
3. All prescribed fire not used to maintain a sustainable ecosystem is anthropogenic.
4. All agricultural prescribed burning is anthropogenic.
5. All arson fires are anthropogenic.
6. All Native American cultural / religious burning is natural.

**Discussion on Dennis’ Draft Policy Items**

- 1) All wildfire is natural.

*[minority report if this is considered anthropogenic – see group D notes?, discussion from Pete to demonstrate responsibility for all emissions from a piece of land – may buy some equity support from industry, may be the case in the future when the lines cross – see diagram below]*



- 2) All prescribed fire used to maintain a sustainable ecosystem is natural.
- 3) All prescribed fire not used to maintain a sustainable ecosystem is anthropogenic.
- 4) All agricultural prescribed burning is anthropogenic.  
*[Take out this item and deal with it under item 2 & 3 above.]*
- 5) All arson fires are anthropogenic.  
*[Group not anthropogenic is natural. Reason - although arson is “bad” the ability to control it is limited. This may be contrary to what most groups classified ]*
- 6) All Native American cultural / religious burning is natural.

**POLICY PRINCIPLES TO CARRY FORWARD (developed/refined February 6/7)**

*(all need wordsmithed)*

**POLICY STATEMENT A:** If you have an opportunity to manage fire to reduce visibility impact and control to reduce emissions, you do so. *(Elaborate on management action – alternatives to fire, fire season, suppression, management for resource benefits, etc.)*

**PREAMBLE STATEMENT A:** All identified fire emissions sources must be tracked. *[establish de-minimus levels for tracking, must only track those sources that must demonstrate reasonable progress]*

**PREAMBLE STATEMENT B:** This policy applies regardless of land use and ownership.

**DEFINITIONS IN PREAMBLE:** Bring key definitions forward and state that the fire considered under the Policy does not include residential burning. (*natural vegetation, arson, hazard reduction, natural source classification, anthropogenic source classification, wildfire, wildland fire, agricultural fire, wildland fire managed for resource benefits, need to clarify difference between manage, control, and regulated, etc.*) Only bring forward the definitions that are being carried forward into the policy.

**PREAMBLE STATEMENT C:** This policy is subject to the state of the science, calculation methods, etc. and should be refined as the state of the science progresses.

**POLICY STATEMENT B:** Wildfires regardless of cause (*accidental, arson, natural ignitions*) that are suppressed by management action are not subject to demonstration of reasonable progress. (i.e. Natural) [*implications for tracking*] (*put arson in the management context (reference group C rationale) as the reason for including it with accidental and natural*)

**POLICY STATEMENT C:** All prescribed fire used to maintain a sustainable ecosystem is natural. (*need to define maintain ecosystem health ASSIGNED OUT TO JIM TO FLESH OUT – The point at which ecosystem health are not destroyed by ~~sustainable from~~ wildland fire and routine application of fire is needed to keep them at that condition. – (2 of 3 identified idea) after the system has been restored, fuel loading, fire frequency/return interval, burning in fire season, operational, natural vegetation (if use this term we need to clarify the definition in the preamble), trees per acre, no activity fuels – Fire has played a natural role previously within that ecosystems's fire interval.*)

**POLICY STATEMENT D:** All prescribed fire not used to maintain a sustainable ecosystem is anthropogenic. (*need to define maintain ecosystem health*)

**PREAMBLE STATEMENT D:** Remember to include a statement regarding Restore/Attain Sustainable Ecosystem.

**POLICY STATEMENT E:** An escaped prescribed fire used to maintain a sustainable ecosystem is stays natural and an escaped prescribed fire not used to maintain a sustainable ecosystem is anthropogenic.

**POLICY STATEMENT F:** Native American cultural burning is identified by individual tribes by resolution, rule or ordinance as established by the tribal council for Ceremonial and Religious use and is natural. Traditional use of fire as specified by treaty, resolution, or ordinance to support personal tribal use would be included in this definition and would be considered as natural. (e.g. Use of fire to support the propagation of subsistence plant materials.) Any Traditional fire or Other Native American Cultural fire used for commodity purposes to support off-Tribal-lands commerce would not be considered in this definition. (e.g. Use of fire to support timber operations such as waste disposal or seeding.) (*i.e. Anthropogenic*)

**POLICY STATEMENT G:** Wildland and Agricultural Land Fire that is not suppressed but is managed for resource benefits is directed to the Prescribed Fire portion of the categorization tree.

**PREAMBLE STATEMENT E:** Smoke Management Programs need to be updated to address Fire Managed for Resource Benefits. (e.g. Potential existing alternatives include Arizona where there is an authorization process in place for each Wildland Fire Managed for Resource Benefits to Colorado where air quality considerations are built into a plan in advance of the a Wildland Fire Managed for Resource Benefits ignition.)

**PREAMBLE STATEMENT F:** Illegal, Un-Permitted, Unregulated Burns - The presence of this source of fire emissions cannot be documented (is identified by speculation at best), are not controllable, and do not meet the principles for management that falls within the realm of the Regional Haze Rule and therefore were not carried forward into the Recommended Policy.

**POLICY STATEMENT H:** There is a goal and objective under the Regional Haze Rule that is applied to every fire source categorized as Anthropogenic must demonstrate of reasonable progress. (e.g. utilization of Enhanced Smoke Management Plans)

**PREAMBLE STATEMENT G:** Right now there are variations between State, Tribal, and local agencies Smoke Management Programs. (e.g. utilization of Enhanced Smoke Management Plans)

**PREAMBLE STATEMENT H:** Right now there are no States, Tribes, or local agencies that have tracking systems that will meet the objectives of this policy. There may also be legislative barriers. All of these barriers will need to be assessed by each State, Tribe, and local agency.

**PREAMBLE STATEMENT I:** Enhanced Smoke Management Programs will be a mechanism to address the use of alternatives. The structure of the Enhance Smoke Management Program is under development by the WRAP Fire Emissions Joint Forum.

**NOTE:** The NBTT needs to make sure that the policy we put forward is consistent with the AAQTF recommendations.

**POLICY STATEMENT I:** If there are no alternatives, technically feasible and economically and environmentally reasonable, to fire ~~for addressing fuels to insect disease then that burn may still be categorized as Anthropogenic~~ but reasonable progress need not be demonstrated. (e.g. ditch burning, fuel hazard reduction within federal wilderness) *[this is basically like a Natural classification] [need to talk additionally about less/more emissions]*

**PREAMBLE STATEMENT J:** Burn Authorization Process / Smoke Management Program Authorization – Discuss definitions, differences and how they are related.

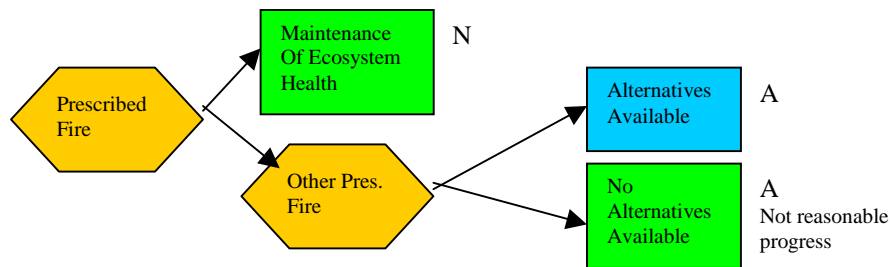
**PREAMBLE STATEMENT K:** An Smoke Management Program that addresses the role of fire and will be a mechanism to address the use of alternatives, emission controls, and to track the resulting reasonable progress. The structure of the Smoke Management Programs (Enhanced and Basic) is under development by the WRAP Fire Emissions Joint Forum.

**PREAMBLE STATEMENT L:** Need more explicit explanation of arson.

**ASSUMPTIONS IN PREAMBLE:** Bring key assumptions forward.

**DISCUSSION FRAMING FOR WORKSHOP:** What are, if any, policies, legislative barriers, equity issues, and political considerations (existing or revised) that we need to be aware of (supporting or conflicting) in developing a methodology to determine fire's contribution to natural visibility conditions? (e.g., Revised Policy is Federal Fire Policy 2000)

**PREAMBLE STATEMENT M:** RHR – No Degradation Cleanest 20% visibility days, Improve 20% Worst visibility days - So if the seasonality of a burn is shifted from the season that contains the “worst days” to the “cleanest days” that would not be acceptable.



**FOR FUTURE RESOLUTION BY POLICY TEAM:**

Less or More Emissions

**FEBRUARY 7, 2001**

*February 7, 2001 Items*

- Nominees
- TimeLine
- Logistics
- Report Back to SS Wkshp Attendees

Nominees

- Goal: Balance
  - Policy Maker Level (*at center horseshoe table*)
  - Support Level (*seating at back of room*)  
(need to have opportunity to input into meeting)

***Participant List needs to be refined if the workshop is moved.***

Add a Timber Industry rep at Policy Maker Level (takes count to 25).  
Too Rigid?

Current Participant List was discussed at end of day – Darla will update with Pete based on feedback from group.

### **What will success look like???**

- Vetting of Policy.
- Bring key points of various sectors to light.
- Input/discussion to obtain consensus.
- Allow time for interaction between PM participants.
- Opportunity for the Support Level participants to be heard and have input to the PM participants.

End Result - Consensus on the Policy supported with the points the various sectors raised.

### **Aspects of Workshop**

- 8 am Welcome (*10 minutes*)
- 8:10 am Intro each other (*10 minutes*) PM Level & Support Level – names/organization
- 8:20 am Big Picture – this is a small part of the big process and where we fit in to the process (*5 minutes*)
- 8:25 am Present How we got to the Policy (SS Wkshp, why no longer using the tree (*15 minutes*))
- 8:40 am Expectations of Workshop Outcome (*10 minutes*)
- 8:50 am Present Policy (draw upon those items that is most pertinent to the Policy from the Preamble) Do not focus on Preamble focus on the Policy – ask clarifying questions only, capture other questions for later discussion to ensure that they are discussed (*20 minutes*)
- 9:10 am Break
- 9:30 am Then focus on each individual policy statement at a time so don't mix discussion on all statements at the same time.
- Intro – reasons why – do not intro alternatives/modifications
  - Focus for the discussion
    - Implications of What we are doing – where does the rubber hit the road
    - Barriers (legislative, policy, rules, etc.)
    - What should be forwarded onto WRAP
  - Accept, Deny, or Accept with Modification
  - Scribe modifications for future use by NBTT if necessary.
- Total Discussion Time – 5 hours (above structure 9:30 am - Noon, lunch Noon – 1 pm, 1:00 pm – 3:45 pm include 15 min break)*
- Role's – Team – needs to be clarified and decided upon who these people are
- Facilitator & Moderator (1 or more) Team
    - Facilitator – timekeeper, police the process, participants and moderator – fill in all the pieces – maintain good track on the discussion
    - Moderator – intro the policy being discussed, recognize PM participants for input, open up to Support participants – recognize participants for input, bring back to PM participants for closure, directs capture of conversation, especially the modifications
- 3:45 pm Close (*15 minutes*)

Moderator – Federal Person, Air Director

Lends neutral perspective

Briefing is Critical

Respect from IOC, TOC, WRAP participants

Bringing in someone from outside – problem bringing them up to speed, want someone who has been devoted to the process, don't switch to someone who has been vested to the process

No ownership carried forward

Need to be knowledgeable enough to keep modifications on track

Facilitator/Moderator Team must have a relationship to work together successfully.

Establish Policy Team – Carl lead – 1<sup>st</sup> draft to team to review by Feb 14

Jim, Mike, Sam, Mark, Pete, Dennis, Darla – Review Team

### **POLICY TEAM ASSIGNMENTS**

Preamble (includes definitions, assumptions, etc.)

Policy

Identify Pre-Work List

### **DRAFT SCHEDULE**

#### **Finalize SS Workshop**

**Feb 16** Sam draft Exec Summary

Mgt/Content Team review

Comments back to Darla

**Feb 16** Review Comments on Breakout Group Notes to Rebecca

**Feb 16** Review Comments on PowerPoint Boards to Darla

**Feb 16** Letter to accompany the SS Wkshp Interim Report when distributed

**February 21** SS Workshop Interim Report make available to NBTT/FEJF at the Feb 21/22 Meeting if available

#### **What does the Report consist of ?**

Exec Summary (link to policy statements)

Breakout Group Notes and PowerPoint Boards

**February 26** SS Workshop Interim Report to SS Wkshp Participants (electronic distribution, post on FEJF website – PDF format)

**April 3** Policy Recommendation to SS Wkshp Participants (same time as PM prework mailing)

**?**

Final SS & PM Wkshps Report

Final Report Would Also Include from the SS Wkshp

Intro – context background (FEJF storyline, NBTT context)

Exec Summary (link to policy statements)

Breakout Group Notes and PowerPoint Boards

List of Participants

Digital Board Photos (if dist electronic) for interim report?

## ***PM Workshop***

**February 12** Notification of PM Wkshp Postponement via mail (to SS Wkshp participants and PM Wkshp nominees), e-mail to PM Wkshp nominees & SS Wkshp participants, post on WRAP page, post on FEJF page

**February 8 – March 12** Prepare Policy & Supporting Information, Agenda, Pre-Work, Logistics/Facility, etc. **(what does the Pre-Work consist of)**

Feb 8 Agenda, Hotel Info, Mtg room Info  
Feb 8-14 Carl 1<sup>st</sup> draft  
Feb 13 Co-Chair Call (9:00 am Mtn)  
Feb 14-26 Review by Mgt/Content Team  
Feb 26 Comments back to Carl  
Feb 26 Mgt/Content Team Call (9 am pac, 10 am mtn)  
pre-work comments – decide if mtg needed  
Mar 6 Mgt/Content Team Call (9 am pac, 10 am mtn), moderator discussion  
(cancel if Chey Mtg)  
Mar 8-9 Finalize Product to go to FEJF/NBTT, moderator discussion (can cancel if not needed) (3/8 8am-5pm, 3/9 8am-noon)

**March 13** Send Out Recommended Policy & Supporting Information (all pre-work) for FEJF/NBTT review (2 wks)

**March 16** Send Out Participant Letter, Logistics, Agenda

**March 27** Finalize Recommended Policy & Supporting Information (all pre-work) based on comments from FEJF/NBTT review (1 wk)

**April 3** Send Out Pre-Work (Recommended Policy & Supporting Information, etc.)

**April 16** Room Block Cut-Off

**Apr 30-May 1**?NBTT Resource Team Pre-Meeting

**Apr 30-May 1**?PM Wkshp Registration/Social

**May 1-2?** PM Wkshp **(Potential Dates April 17, May 1, or May 2)**

**May 2-3?** NBTT Resource Team Post-Meeting

**?** Final SS & PM Wkshps Report

### Schedule to do Workshop March 15

Feb 8 Send Out Participant Notification, Logistics, Agenda  
Feb 8-15 Prepare Recommended Policy & Supporting Information (all Pre-Work)  
Feb 15 Send Out Pre-Work to FEJF/NBTT to review 1 wk  
Feb 22-28 NBTT Policy Team Finalize Pre-Work  
Feb 28 Hotel Room Block cut-off  
Mar 1 Pre-work to PM at latest  
Mar 15 Workshop

### **KEY ITEMS REGARDING TIMING**

FEJF/NBTT review – enough time to review

PM review/prep for workshop – enough time considering potential conflicts

NBTT Policy Team – enough time to prepare pre-work

Nominee List

Come to Closure

Expectation

Momentum

DECISION TO POSTPONE MARCH WORKSHOP TO A DATE IN EITHER APRIL OR MAY

**SOME ASSIGNMENTS – LOOK IN NOTES FOR ADDITIONAL ASSIGNMENTS MADE AS THE MEETING PROGRESSED – LOOK ABOVE FOR DUE DATES!!!**

Darla – set up March meeting in Cheyenne

Rebecca – March meeting agenda

Carl – 1<sup>st</sup> draft Policy & other pre-work

Jim, Mike, Mark, Sam, Dennis, Pete, Darla – review/comment on Carl's 1<sup>st</sup> draft

Pete - check on Potential Dates April 17, May 1, or May 2 with key people

Darla - Letter on delay of Workshop

Rebecca – Finalize SS Wkshp Interim Report

Sam - Executive Summary, review by Mgt/Content Team, comments back to Darla

NBTT Resource People - Review Comments on Breakout Group Notes to Rebecca

NBTT Resource People - Review Comments on PowerPoint Boards to Darla

Rebecca – Letter to go with the SS Wkshp Interim Report when distributed

Darla – Deb postpone hotel arrangements PM Wkshp – need to have a new date

Darla – Dan about postponement, which date available?

Darla – revise NBTT call/meeting schedule

Darla/Pete – revise PM participant list