

REPORT

Madrid, Spain,
10-12 May 2006

Expert Consultation on Wildland Fires



Report of the

EXPERT CONSULTATION ON WILDLAND FIRES

Madrid, Spain

10 - 12 May 2006

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

Rome, 2006

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ACRONYMS

COFO	Committee on Forestry
FAO	Food and Agriculture Organization of the United Nations
GFRA	Global Forest Resources Assessment
ICS	Incident Command System
IGO	Intergovernmental Organization
ISDR	International Strategy for Disaster Reduction
NGO	Non-Governmental Organization
ITTO	International Tropical Timber Organization
PR	Public Relations
UN	United Nations
UNEP	United Nations Environment Programme
UNFF	United Nations Forum on Forests
USA	United States of America
USDA	United States Department of Agriculture

Preface

The session was convened by FAO as the Expert Consultation on Fire Management, and organized with support from the Forest Service of the United States Department of Agriculture (USDA). The meeting was hosted by the General Direction of Biodiversity of the Ministry of Environment in Madrid, Spain, from 10 to 12 May 2006.

1. Introduction

In response to requests from member countries,¹ FAO, with collaborating partners,² are committed to a multi-stakeholder process to prepare *Voluntary Guidelines for Wildland Fire Management* to detail the framework of priority principles to provide the policy, legal, regulatory and other enabling conditions and implementation guidelines for more holistic approaches to fire management. FAO has also been requested to develop, in collaboration with countries and other international partners, including the *International Strategy for Disaster Reduction (ISDR)*, a *Strategy to Enhance International Cooperation in Wildland Fire Management*³ that advances knowledge, increases access to information and resources and explores new approaches for cooperation at all levels. The process to prepare for this meeting, including a technical meeting of leading experts in fire management (referred to below as the “core group”) led to proposing a linkage between the Voluntary Guidelines and the Strategy, thus providing a strategic framework for fire management, as well as a Strategy for its implementation at the international level.

Members from the core group developed a draft for the Guidelines and the Strategy. Both were discussed during the core group meeting in Rome (March 2006) where the core group recommended that the Voluntary Guidelines for Wildland Fire Management become the “Fire Management Code” for the following reasons:

1. As “Wildland Fire” is difficult to translate from English into other languages, the term “Fire” was considered more appropriate, with an explanatory note that this referred to the agriculture-forestry interface, i.e. vegetation cover;
2. Fire management guidelines in the tropics (ITTO, 1997) and in temperate and boreal regions (FAO, 2002) already detail implementation standards for forest fires, whereas the Code would address strategic considerations;
3. No authoritative, prescriptive framework of guiding principles and key implementation considerations for policy makers and senior managers existed for integrated, inter-sectoral and holistic approaches to fire management; and
4. FAO is coordinating multi-stakeholder processes to derive a suite of voluntary Codes for policy makers, decision makers and senior managers as tools

¹ Committee on Forestry, March 2005 (para 53).

² Collaborating partners providing inputs on an “in-kind” basis, with FAO undertaking the overall coordination of technical inputs, include members of the International Liaison Committee, 4th International Wildland Fire Conference, Seville, Spain, 2007; USDA Forest Service; Global Fire Monitoring Centre; The Nature Conservancy; and other experts from the private sector, intergovernmental organizations (IGOs) and non-governmental organizations (NGOs).

³ Ministerial Meeting on Sustainable Forest Management and Committee on Forestry, March 2005.

towards achieving sustainable livelihoods and land-use, including sustainable forest management.

The core group recommended that the Strategy to Enhance International Cooperation in Wildland Fire Management become the “Strategy to Enhance International Cooperation in Implementing the Fire Management Code” because:

1. The Code should detail the international, national and sub-national contexts and the guiding principles and key implementation considerations for policy makers and senior managers (“what to do”); and
2. The Strategy should detail the key players (“who to do”), the tools and implementation activities (“how to do”), geographic locations (“where to do”) and a programme (“when to do”) to enhance international cooperation in implementation of the Code over the next 5-10 years.

According to the recommendations of the core group, new drafts of the Code and the Strategy were prepared and shared with a multi-stakeholder group of experts who attended the Expert Consultation in Madrid, 10-12 May 2006.

2. The Expert Consultation

Twenty-eight invited international experts from a range of backgrounds related to fire management together with four experts from FAO attended the Expert Consultation. The purpose was to review the draft of the Fire Management Code and of the Strategy to Enhance International Cooperation in Implementing the Fire Management Code (see *Annex 1*), and to make recommendations on:

1. Improvements to the draft documents;
2. The conceptual and contextual understanding of the Code and Strategy; and
3. The modalities for implementing the Code and the Strategy.

The Agenda of the Consultation is in *Annex 2*.

2.1 Introduction by Mr. José Luis Herranz, Director-General for Biodiversity, Ministry of Environment of Spain, and by Mr. Peter Holmgren, Chief, Forest Resources Development Service, FAO Forestry Department

Mr José Luis Herranz opened the meeting and welcomed the participants on behalf of the Ministry of Environment, the hosts. He stressed the importance of fighting forest fires and the need for coordination and international cooperation in this, and consequent importance of a Strategy and a Code. He mentioned also the importance of these documents for non-foresters: politicians and others dedicated to the fight against fires.

Mr Peter Holmgren opened the Consultation on behalf of Mr. José Antonio Prado, Director, FAO Forest Resources Division, thanking the Government of Spain for hosting this event. He emphasized the official nature of the event as an expert meeting. The existence of a new specific programme entity for forest fire at FAO demonstrated their increasing commitment to the topic.

Presentation of participants

Experts introduced themselves and their experience with respect to fire management.

2.2 Appointment of Co-Chairs

The participants elected unanimously the Co-chairs for the meeting: Ms. Janet Anderson (USA) and Mr. Murray Dudfield (New Zealand). Ms. Anderson was elected to chair the plenary sessions on the Code and Mr. Dudfield to chair the sessions on the Strategy and the final session of the meeting.

2.3 Background and Justification for the Code and the Strategy

Mr. Peter Holmgren, Chief of the Forest Resources Development Service, FAO, described how this meeting was a consequence of the Ministerial Meeting in 2005 and the Committee on Forestry (COFO) 2005 which led to requests to FAO to coordinate processes to develop:

1. A Strategy to Enhance International Cooperation in Wildland Fire Management; and
2. Voluntary Guidelines on the prevention, suppression and recovery from forest fires, which, as described above, was renamed “Fire Management Code” in preparations for the Expert Consultation.

Mr. Holmgren outlined the scope and context of the Code and the Strategy, as well as the relationship between them.

The main purpose of the Code was to reach a consensus on the international, national and sub-national contexts for the framework of guiding principles and the implementation guidelines for fire management.

The main purpose of the Strategy was to translate the Code into implementation by identification and promotion of: (a) roles and activities of countries and key international institutions and processes; (b) tools and procedures for international cooperation; and (c) opportunities for enhanced international cooperation.

Primary and secondary users of the documents were described, as well as the importance of the Global Forest Resources Assessment (GFRA) as information input. More generally he also mentioned key elements to improve reporting on fire and fire management.

It was outlined that the process in deriving the Code and the Strategy would be to seek endorsement and direction to finalize the Code and Strategy and to confirm follow-on actions in implementation and monitoring at FAO's Regional Forestry Commissions in 2006, the Committee on Forestry in March 2007 and the 4th International Wildland Fire Conference in May 2007.

Key questions for this process still to be answered were:

1. How should the process and contents of the Code/Strategy be adopted?
2. How to organize the partnership for the implementation of the Code? and
3. Should the Code/Strategy be considered as a bigger package?

The programme of the meeting and working sessions was explained by Mr. Jim Carle.

2.4. Presentation of FAO's work in fire management

Mr. Petteri Vuorinen, FAO Forestry Officer, briefly presented FAO's main activities in the field of fire management, including:

1. Publications (working papers, global thematic report on fire, international agreements);
2. Field projects to strengthen developing country capacity;
3. Community-based training courses for instructors; and
4. Meetings (international, regional, national).

Mr. Vuorinen detailed selected conclusions and key recommendations from the GFRA 2005 thematic report on fire, based upon the 12 working papers prepared through the UNISDR Regional Wildland Fire Networks.

2.5. Introduction of the Draft Code

Mr. Denny Truesdale, USDA Forest Service, introduced the 3rd draft Code and outlined the proposed process in its preparation. The 4th draft of the Code would be prepared by early July to incorporate recommendations of the Expert Consultation, a stable draft would be posted on the web in July 2006 inviting comments by 30 September 2006, and preparation of the final version would be completed by December 2006, in readiness for the COFO meeting in March 2007.

The five parts of the Code were highlighted:

1. Nature and scope: introduction of fire management in the broadest sense for fire managers and other land-use policy, planning and management users;
2. Cross-sectoral aspects: how other sectors are impacted by fire-code and the need for integrated more holistic approaches;

3. Principles of fire management – social, environmental and economic;
4. Implementation guidelines; and
5. Annexes, glossary and references.

During the discussions, the following issues were raised:

1. The importance of defining the target users for the Code and the corresponding length of the document;
2. The need for an executive summary;
3. The importance of undertaking integrated fire approaches because forest fires affect other sectors and *vice versa*;
4. As the term Code is used as a prescriptive or legally-binding document in some contexts, consider the title as a voluntary code;
5. Use of less prescriptive language in the text; and
6. The importance of adopting multi-stakeholder approaches.

2.6. Introduction of the Draft Strategy

Mr Johann Goldammer, Global Fire Monitoring Centre (Germany), introduced the draft Strategy. The discussion was mainly centered on the missing elements and proposed changes.

Proposed changes:

1. The words “International Cooperation” in the title implied that the Strategy would be oriented towards international and interagency cooperation. One suggestion was made to change the title to “International Strategy to Enhance Cooperation in Wildland Fires”;
2. Avoid the term “wildland” which caused translation problems;
3. Remove the overlap between Code and Strategy, particularly in the first part of the Strategy.

Missing elements:

1. A Strategy should detail activities, responsible players, achievable outputs, measurable outcomes and a schedule of delivery over a stated period of time. Ideally the players would be accountable for stated outputs and outcomes;
2. The problem of forest fires is not quantified enough (economically or other) in the document, although it is important for obtaining support by politicians;
3. Country reporting is not always coherent and needs to be strengthened;
4. The Strategy lacks outreach to sub-national and local levels, both critical in fire management;

5. A roadmap or matrix may be useful to illustrate the Strategy in a simpler manner;
6. More specific details are needed in capacity building; and
7. A balance is needed between actions and actors within and outside the forestry sector to address inter-sectoral and multi-disciplinary issues.

2.7. Summary of Working Group Reports on the Code

Participants met in three working groups to consider social, environmental and economic perspectives in reviewing and strengthening the Code. The questions that guided discussions are included in *Annex 4*.

Summary notes of the working groups are included in *Annex 5*.

2.8. Summary of Working Group Reports on the Strategy

Participants met in the same three working groups to review, clarify and strengthen the Strategy. The questions that guided discussions are included in *Annex 6*.

Summary notes of the output from the working groups are included in *Annex 7*.

3. Summary of plenary discussion

Peter Holmgren presented the draft Recommendations. They were discussed and amended (see Section 4).

4. Overall Recommendations of the Expert Consultation

The recommendations of this meeting are planned to lead, by July 2006, to stable drafts of the Code and the overarching Strategy which will be available on the web and in hard copy. They will be shared through multi-stakeholder networks (including the Regional Wildland Fire Networks) in English, French and Spanish, inviting feedback. A final draft will be prepared by December 2006 in preparation for COFO in March 2007.

4.1. Recommendations on the Code and its further development

A. General recommendations

Participants made the following recommendations about desired characteristics, target users and uses of the Code:

1. The Code should become a framework for fire management at all levels;
2. The users of the Code should be expanded to include all elements of civil society and the private sector, also outside the forestry sector, including

insurance companies, advocacy groups, communications and public relations people;

3. The Code should be developed and promoted for use in governance, education, guidance, benchmarking, cooperation and advocacy related to forest fire management;
4. The Code should respond to varying contexts (social, economic, cultural, environmental, political) between regions and countries, and provide response options for different situations;
5. The Code should be usable as a checklist where policies, plans and procedures exist. Where they do not exist, the Code should be recommended as a useful basis for developing these; and
6. At a later stage an editorial committee should be established to finish the Code.

B. General recommendations on the form and contents

Regarding the form and contents of the document in general, the participants recommended:

7. To keep the volume of the Code at about its current size, to be sufficiently informative;
8. To reconsider the use of prescriptive language;
9. To adjust language to be more readable for non-experts;
10. To make the text style and tone more relevant to developed countries;
11. To streamline Sections A, B and D and to emphasize Section C – Principles, as the core of the Code;
12. To include in each section an introduction as to its scope and purpose;
13. To add an executive summary;
14. To add the following issues that are currently insufficiently covered:
 - Risk management;
 - Economics of fire and fire management;
 - Private sector as a key stakeholder;
 - Socio-cultural/indigenous aspects of fire management;
 - Traditional knowledge;
15. To improve the references to other documents and extend the bibliography;
16. To update and improve the glossary;
17. To remove or properly reference pointed statements;
18. To remove the term “wildland” throughout the text;
19. To use the term “traditional rural communities” instead of “indigenous people”.

C. Recommendations on the contents of each section

The participants gave the following recommendations regarding the contents of each section of the Code:

Regarding the contents of Section A of the Code

20. To remove the rationale based on the Ministerial Meeting and COFO as they are not relevant to the readership;
21. To better define the fire management concept, by including Resource Management, Reduction, Readiness, Response, Recovery and Research.

Regarding the contents of Section B of the Code

22. To remove from Section B repetition and overlaps with Sections C and D, considering in particular Sections B5, B8, B9, B11.

Regarding the contents of Section C of the Code

23. To consider “aspects” instead of “attributes” to Principles;
24. To consider strengthening the monitoring aspects in the Principles;
25. To join Principles 1 and 3 under Socio-cultural heading;
26. To address Principle 2 as “Economics” including Risk Management (based on financial, social, environmental and economic values) and cost-benefit considerations of fire prevention *versus* suppression;
27. To clarify the distinction between Principle 7 (to address national and local stakeholders), and Principle 8 (to address international cooperation);
28. To address Principle 4 as “Abiotic impacts of fire”, thus including for example erosion and water pollution; consequently Principle 5 would address “Biological impacts of fire”;
29. To consider a Principle that addresses Socio-cultural/traditional rural peoples’ needs.

Regarding the contents of Section D of the Code

30. To include an explanation of the relationship between Sections D and C, for example through a matrix that relates strategic implementation areas to principles which will also serves as an improved link to the Strategy document;
31. To widen the scope to cover the use of fire for the maintenance of cultural landscapes.

D. Detailed comments

The participants also recommended:

32. To make proper use of further detailed comments on the Code as recommended in the summary reports of the working groups as detailed in *Annex 5*.

4.2. Recommendations on Context

In order to strengthen the relationship between the different documents,⁴ participants recommended that:

1. A new package and structure (Figure 1) with the following components should be developed:

Figure 1. Revised and recommended context of Fire Management Documents

Strategy to Enhance International Cooperation in Fire Management (Overarching Strategic Framework)			
Fire Management Code (Guiding principles and implementation guidelines)	Framework (Partnership) to Maintain and Implement the Fire Management Code ⁵ (vision, needs assessment, milestones, time frame, actions, actors, targets/ indicators and deliverables)	Monitoring and evaluation assessments, including the GFRA 2005 Thematic Report on Fire and GFRA 2010 (knowledge of fire incidence, impacts, issues and management)	International and Interagency Cooperation (review of actors and potential for synergies addressing methodologies, tools and standards)

2. The overarching “Strategy to Enhance International Cooperation in Fire Management” should be a short document outlining the vision, framework targets and indicators of the different components;
3. The structure of the new Code Section D should be revisited to become a comprehensive set of action areas to be translated into the Framework to Implement the Fire Management Code. In doing this, findings of the GFRA 2005 Thematic Report on Fire should also be considered;
4. The link between the Code and Framework should be strong and primarily based on Section D in the Code and with linkages to Section C, which should be renamed to “Priority Themes for Implementation”;
5. The current Section 6 of the existing Strategy should be structured following the list of “Priority Themes” and become part of the new Framework.

⁴ The context and framework detailed in this section was derived in the final plenary session so the use of the term Strategy in the Working Groups generally translates into what is now called the Framework to Implement the Fire Management Code, not the Strategy to Enhance International Cooperation in Fire Management.

⁵ Formerly called the Strategy to Enhance International Cooperation in Implementing the Fire Management Code.

6. One of the items in the new Code Section D should be a partnership to develop and implement the Code and Framework;

4.3. Recommendations on the Framework to Implement the Fire Management Code

The participants made the following recommendations regarding the Framework:

1. The Framework should include vision, needs assessment, milestones, time frame, actions, players, targets/indicators and deliverables;
2. The Framework can only be fully developed once the Code and the final version of the Thematic Report on Fire exist;
3. The Framework should be relevant to, and support, all levels of fire management implementation;
4. Priority action items in the Framework should be defined by needs assessments at national to field levels;
5. The International Wildland Fire Conference in 2007 provides an excellent opportunity to establish ownership of the Code and Framework through a partnership arrangement, and also a mechanism to further develop their contents;
6. Action items in the Framework are defined by stakeholders that join the partnership on the Code and Framework;
7. The Framework should be considered as a tool for actors at the international level to put their efforts in context, and to identify and justify investments in the field of fire management;
8. The Framework should be considered as a reference for national and sub-national policies and planning;
9. The recommendations in the summary reports of the working groups on the Strategy should be used to complete the components of the overarching Strategy and particularly the Framework to Implement the Fire Management Code.

4.4. Process and other recommendations

Participants also recommended that:

1. COFO should be asked to endorse the process of developing the Strategy, Code and Framework to Implement the Code, rather than their contents;
2. The current Strategy document prepared for the expert meeting should be used as input for the Document on International and Interagency Cooperation;
3. The International and Interagency Cooperation document consider inclusion of methodologies, tools and standards;

4. Opportunity be taken at the Kotka V Expert Consultation on Global Forest Resources Assessment Towards 2010 to include inputs on fire management data and reporting;
5. An executive summary be prepared of the Expert Consultation on Wildland Fire Management to brief seniors on the main outcomes of the meeting;
6. A communications plan be prepared to inform and promote the package of documents within the Strategy to Enhance International Cooperation in Fire Management in a non-technical manner;
7. The meeting endorsed the process, facilitated by FAO in preparation of the Strategy to Enhance International Cooperation, Fire Management Code, Framework to Implement the Fire Management Code, International and Interagency Cooperation and the Monitoring and Evaluation Assessments;
8. Experts will continue to be involved virtually, in commenting upon drafts of each of the package of documents;
9. The next International Liaison Committee meeting (2006) for the 4th International Wildland Fire Conference will provide an opportunity to take stock of progress on the package of documents and how to best use these in the May 2007 Conference;
10. Management of the process through multi-stakeholder participation and dialogue aims to achieve a wide ownership of the package of products and commitment to their understanding and application. Ownership should not only be aimed at Governments, but also the private sector, NGOs, IGOs, Donors and Civil Society.

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Annex 2



منظمة الأغذية
والزراعة
للأمم المتحدة

联合国
粮食及
农业组织

Food
and
Agriculture
Organization
of
the
United
Nations

Organisation
des
Nations
Unies
pour
l'alimentation
et
l'agriculture

Organización
de las
Naciones
Unidas
para la
Agricultura
y la
Alimentación

Expert Consultation on Wildland Fire Management
Dirección General para la Biodiversidad, Gran Vía de San Francisco 4,
Madrid, Spain, 10-12 May 2006

Agenda

Date/time	Agenda Item	Presenter
10 May 2006		
08.30-09.00	Registration	Security Desk
09.00-10.30	Introduction and Welcome	José Luis Herranz Director General para la Biodiversidad, Ministerio de Medio Ambiente, Spain Peter Holmgren, Chief, Forest Resources Development Service, FAO, Italy
	Introduction of Participants	
	Appointment of Co-Chairs	Interim Chair: Peter Holmgren, Chief, Forest Resources Development Service, FAO, Italy
	Agree on Meeting Objectives, Agenda, and Process. Information on Logistics.	Janet Anderson, Co-Chair Elect
	Background and Justification for the Code and the Strategy	Peter Holmgren, Chief, Forest Resources Development Service, FAO, Italy
	FAO's work in Fire Management: - Community-based Fire Management - International agreements - Field projects - GFRA 2005 thematic report on fire with regional reports and issues arising	Petteri Vuorinen, Forest Officer (Fire Management), Forest Resources Development Service, FAO, Italy
11.00-13.30	Introduction of the draft Code	Denny Truesdale, USDA Forest Service, USA
	Introduction of the draft Strategy	Johann Goldammer, Global Fire Monitoring Center, Germany
	Discussions on Scope of the Code and Strategy, and relationship between the two	Janet Anderson, Co-Chair Elect

13.30-14.30	Lunch	
14.30-17.00	3 Working Groups – Code	3 Chairs, Rapporteurs and Resource Persons
11 May 2006		
08.30-09.30	3 Working Groups – Code, continued	
09.30-10.30	Working Groups Reports to Plenary and Discussion	Janet Anderson, Co-Chair Elect
11.00-11.30	Introduction to Strategy	Murray Dudfield, Co-Chair Elect
11.30-13.30	3 Working Groups – Strategy	3 Chairs, Rapporteurs and Resource Persons
13.30-14.30	Lunch	
14.30-16.00	3 Working Groups – Strategy, continued	
16.00-17.00	Working Groups Reports to Plenary and Discussion	Murray Dudfield, Co-Chair Elect
12 May 2006 (half day)		
08.30-09.00	Draft Summary Report of Conclusions and Recommendations	Peter Holmgren, Chief, Forest Resources Development Service, FAO, Italy
09.00-10.30	Discussion and Adoption of main Conclusions and Recommendations	Murray Dudfield, Co-Chair Elect
11.00-11.30	Plenary Discussion on the Code and Strategy to address: - Scope, Inter-relationships - Title, Content (Detail, Language), - Format - Processes & Context - Implementation Capacity Building - Monitoring & Reporting - Other aspects as Identified - Other Items	Murray Dudfield, Co-Chair Elect
11.30-12.00	Concluding Remarks	Murray Dudfield, Co-Chair Elect
	Concluding Remarks	Peter Holmgren, Chief, Forest Resources Development Service, FAO, Italy
	Closure of Meeting	Murray Dudfield, Co-Chair Elect
	Lunch and Departure	

Summary Note
Technical Core Group Meeting on Fire Management
Rome, 20-22 March 2006

Thirteen technical specialists met in Rome, from 20 to 22 March 2006, to review the scope, objectives, beneficiaries, content, format, partners and processes related to the draft versions of the Voluntary Guidelines for Wildland Fire Management and the Strategy to Enhance International Cooperation in Wildland Fire Management, as recommended by the 17th Session of the Committee on Forestry, March 2005. They also addressed the preparations and agenda for the Expert Consultation on Wildland Fire Management, Madrid, 10-12 May 2006.

The core group recommended that the Voluntary Guidelines for Wildland Fire Management become the “Fire Management Code” because:

- As “Wildland Fire” is difficult to translate from English into other languages, the term “Fire” was considered more appropriate, with an explanatory note that this referred to the agriculture-forestry interface, i.e. vegetation cover;
- Fire management guidelines in the tropics (ITTO, 1997) and in temperate and boreal regions (FAO, 2002) already detail implementation standards for forest fires;
- No authoritative, prescriptive framework of guiding principles and key implementation considerations for policy makers and senior managers existed for integrated, inter-sectoral and holistic approaches to fire management; and
- FAO is coordinating multi-stakeholder processes to derive a suite of voluntary Codes for policy makers, decision makers and senior managers as tools towards achieving sustainable livelihoods and land-use, including sustainable forest management.

The core group recommended that the Strategy to Enhance International Cooperation in Wildland Fire Management become the “Strategy to Enhance International Cooperation in Implementing the Fire Management Code” because:

- The Code will detail the international, national and sub-national contexts and the guiding principles and key implementation considerations for policy makers and senior managers (“what to do”); and
- The Strategy will detail the key players (“who to do”), the tools and implementation activities (“how to do”), geographic locations (“where to do”) and a programme (“when to do”) to enhance international cooperation in implementation of the Code over the next 5-10 years.

According to the recommendations of the core group, new drafts of the Code and the Strategy will be prepared and shared with a multi-stakeholder group of experts who will attend the Expert Consultation in Madrid, 10-12 May 2006. It is proposed that by July 2006 stable drafts of the Code and the Strategy will be available on the web and hard copy and will be shared through multi-stakeholder networks (including the Regional Wildland Fire Networks) in English, French and Spanish, inviting feedback. A final draft will be prepared by December 2006 in preparation for COFO in March 2007. Other specific issues the Core Group requested the Expert Consultation to consider included future capacity building, monitoring and reporting for both the Code and the Strategy.

**Working Groups on the Fire Management Code
Wednesday/Thursday, 10-11 May**

Group 1	Social and Cultural Issues	Room 1 (Plenary Hall)
Group 2	Environmental Issues	Room 2 (2 nd level)
Group 3	Economic Issues	Room 4 (4 th level)

ALL GROUPS TO ADDRESS INSTITUTIONAL ISSUES

Each group to appoint:

- Facilitator (to guide discussions)
- Recorder (to report back to Plenary)

FAO will have a notetaker in each group to assist in preparing a summary report of each working group which will be included as an Annex of the report of the Expert Consultation.

Each group will present its main findings and recommendations back to the Plenary (09.30-10.30 Thursday morning, 11 May).

Questions to consider and to provide conclusions and recommendations for your group back to Plenary:

General:

- Who are the intended users?
- What are the intended uses?
- What is the Code to be? What is it not?

For each section of the Code advise:

- What is missing/unclear?
- What needs to be added?
- What is duplicated and needs to be streamlined or removed?
- Other key issues not covered above.

Working Group Summary Reports on the draft Code

Group 1 – Socio-Economic Issues

General Comments

1. Document size is appropriate.
2. All of the Code could incorporate tonal changes to show that it applies equally to both developed and developing countries.
3. An executive summary is felt to be vital, with a focus on policy rather than technical matters.
4. Need for a definition of “Fire Management”, - possibly “The 6 R’s” (Resource Management, Reduction, Readiness, Response, Recovery and Research) The document contains many “statements” which do not necessarily add value to the subject titles.
5. There is a need for an Editorial Committee.
6. Include social and cultural issues.
7. Avoid the term “wildland”.

Intended Users

1. As detailed in A1, para. 2, but not exclusively. Essentially, it should provide an ideal to which any stakeholder can aspire.
2. The overarching, inspirational nature of the Code would be used as a checklist or audit tool. For those aspiring to a policy, the Code will provide a useful basis upon which locally suitable policies may be developed.
3. We anticipate that the Strategy will facilitate its use.

Specific Proposals to Amend

Section B

B2:

1. Para. 2, final sentence: footnote reference to source required, or remove sentence.

B3, B4, B5:

2. Some doubt as to whether these are in the correct section. Are they truly cross-sectoral?

B3:

3. Addition required indicating the value of losses that may occur, although the difficulty in quantifying ecosystem capital is recognized.

B4:

4. Change title: “Fire as a tool in agriculture, forestry and land management”.
5. Some indication of the principle of “good fire” would add value.
6. Para. 2, 1st sentence (addition) “...to enhance outputs and facilitate land uses”.

B5:

7. Tone could be changed to be less negative.
8. Do we have to accept the loss of intellectual capital?
9. More emphasis could be given to the knowledge of traditional “fire” practices.
10. Questionable status as a “stand-alone” passage. Contents should be saved, but title is almost similar to B7.

B6:

11. After the end, some consideration of the possible effects upon boreal forests and the regrowth of traditional species required.

B7:

12. May be merged with B5?

B8, B9 and B11:

13. Not felt to be cross-sectoral.

B10:

14. Separation of safety for citizens and safety for fire crews. These are entirely separate considerations.

Section C – Principles

15. Develop one specific principle on cultural issues under the first heading.

Principle 1: Propose additions:

16. Actively planning and undertaking fuel reduction programmes where appropriate.
17. Influencing construction and planning of new buildings to minimize risk to communities.

Principle 3:

18. Include this Principle under the first heading: Socio-Economic and Cultural.
19. Add: Provide education and training to communities “at risk”.
20. Add: Develop community protection, and recovery and rehabilitation.

Principle 4:

21. New title – “Fire and Physical Effects”.
22. Bullet 4 – add at the end “this should include regeneration of carbon sinks by wildfire application”.
23. Add new bullet - Minimizing soil erosion and waterway pollution resulting from fire-related, unplanned de-vegetation.

Principle 5:

24. Extend title “... management, biological effects”.
25. Extend bullet 1 “... ecosystems; including the suppression of invasive species”.

Principle 6:

26. Title – replace “must comply” with “should be supported by”.
27. Remove bullet 1.
28. Add new bullet - Recognition of the leading role of land managers in fire and other land-use issues.

Principle 8:

29. Remove “international”.
30. Add at start of title “Few nations, no single agency ...”

Principle 9:

31. Need to incorporate the communication of knowledge into Principle statement.
32. Bullet 3 add – “and the development of skills” - after knowledge.
33. Add new bullet - Community education, incorporating effective communications on fire matters and facilitating community preparedness.
34. Add new bullet - Explaining that fire, properly applied and managed, can confer positive benefits.

Section D:

35. Linkage between action items and principles.
36. These are complex and a matrix of cross-mapping may be required.
37. Debate around how much of this section may be an annex. Ideal to provide “models” of successful local practices.
38. Title Section D: “Strategic actions for implementation”.

39. D3.3 – This is not an agency responsibility: too many proposed training materials developed by projects, etc., are not used because the proposals do not fit into the framework of the educational sector or Ministry. Find a formulation which aims at a cooperation from the beginning between technical sectors (forestry, fire) and the Ministry of Education in developing these materials.

Group 2 – Environmental Issues

General

1. This Code should be intended for all elements of “Civil Society”; Government agencies, NGOs, private land owners, planners, local communities, etc.
2. The Code is a ‘Code of Ethics’ – a framework for what needs to be done to achieve fire management and lead management objectives.
3. The Code provides a good checklist for countries that already have developed fire/land-use plans. It also provides opportunities for “developing countries” to gain support for developing fire management policies, strategies and programmes.

Section A

1. Needs an Executive Summary outlining the purpose of the Code and who it is intended for.
2. A1 needs a comprehensive definition of fire management and explanation regarding who is responsible for implementing the Code.
3. Add research, knowledge transfer to the fire management activities.
4. A3 should indicate who is responsible.

Section B

1. Need to indicate what Section B is aiming to provide and what it is trying to achieve.
- B1:
2. It seems to want to indicate that “Fire” impacts on all/every aspect of society and environment. However it is too wordy and needs to be reduced.
 3. In 3rd paragraph, there is a need to add the value of fire for sustaining livestock production.
- B2:
4. The 1st paragraph should be moved to Section A, Introduction.
 5. On the other hand, low intensity prescribed burning in water catchments can protect soils from erosion, and can protect water quality.
- B3:
6. Needs better discussion on the role of managed fires in maintaining ecosystems.

7. Needs to include the findings from fire ecology studies that no single fire is suitable for all compartments of ecosystems, i.e. fire diversity can promote biodiversity.

B4:

8. Add “and other land uses” into the heading.
9. Should expand to include traditional/indigenous peoples use/need for fire.
10. In 2nd paragraph, add “pastoral and wildlife management” as a part of historical use of fire.

B5:

11. Need to include the value of “fuel plus errors”, “adaptive management” and the need for monitoring the programme, including establishing reference sites.

B6:

12. This section needs to be strengthened to include effects of climate change on species distribution, loss of some threatened species at the end of their range; effects on soil and vegetation; longer, drier summers and elevated fire danger levels; reduction in the “window of opportunity” for safe prescribed burning; more fire escapes; reduced burn because of increased fuels and hotter, more severe wildfires, etc.
13. Climate: Efforts to improve carbon management (e.g. planted forest establishments) will also affect fire management.

B7:

14. Need to comment on the transfer of research findings to local communities, etc.

B8 and B9:

15. Both are focused on fire suppression. Need to include pro-active fire management/prescribed burning.

B10:

16. Second paragraph: the safety of firefighters is of utmost priority.

B11:

17. Needs to revisit the paragraphs of previous draft (24 March 2006), they were cut too much.

Streamlining

18. More linkages between Sections B and C are needed. Consider relating principles in Section C to the main headings in Section B.

Section C

Principle 1:

1. Link to relevant in Section B.
2. Reword: “Appropriate management of fire will promote sustainable livelihoods”.

Principle 2:

3. Add bullet: Altered vegetation in the fire regime leads to increased fire frequency and severe impacts. When possible they should be restored.
4. Add bullet: Preventing/discouraging inappropriate development in fire-prone ecosystems.

Principle 3:

5. Refer this to B2 and B10.

Principle 4:

6. Add into description: “and implementation of fire use.”
7. Add bullet: Modify fire management programme to take account of changes in fuel/vegetation type, burning conditions, and wildfire risk as a result of climate change.
8. Second bullet confusing.

Principle 5:

9. Description too long, reword.
10. Change: “indigenous flora” to “natural flora”, and “indigenous heritage values” to “traditional heritage values”.
11. Definition for “fire-sensitive ecosystems”.
12. Add into the 3rd bullet: “... and community asset protection”.
13. Add into the 4th bullet “environmental care” and at the end “.. and to the disturbances results from fire management”.
14. Add bullet: Prescribed burns need to be aligned with alien plant/weed control programmes.

Principle 6:

15. Rephrase the description to make it clearer.
16. Add bullet: Prescribed burning should be on legal processes, and should be planned in accordance with a burn prescription.

17. Add bullet: Code will provide basis for developing legislation that relates to the use of fire.

Principle 7:

18. Needs to include volunteers, voluntary bushfire brigades, community participation, etc.

Principle 9:

19. Change “firefighter” to “fire manager”.
20. Add bullet: Capturing local/traditional/rural community information and knowledge into fire management programmes.
21. Add bullet: Include knowledge fire management for conservation/maintenance of ecoregional values and processes.

Streamline

22. “Attributes” is not a suitable word. Consider change to “Aspects”.

Section D

General

1. Needs a broader introduction.
2. Add also in the introduction “land holder/land users” and “local groups/organizations” as users of guidelines.

D1:

3. Move 4th paragraph into the guidelines and add: In order to accommodate variation in climate and biodiversity components, there is a need to plan and implement the Strategy for fire regimes, i.e. fire diversity promotes biodiversity.
4. Existing management plans and arrangements should be reviewed and modified to include the integrated fire management with natural/ecological management objectives.

D2:

5. Replace term “agency” with “land manager/land holder”.

D2.3:

6. Need a comment that “The management regime for natural/pastoral area should take into account the interventions of weeds and alien plants and variation in climate and vegetation types”.

D11:

7. Prescribed burning should, maybe, be separated as an own guideline from the other fuel management approaches.

8. 2nd paragraph: Needs to give a comprehensive description of fuel treatments including physical and chemical treatments and grazing.

D11.4:

9. Should consider the impacts of fire exclusion on community safety and on the health of ecosystems.

D12:

10. Add into 4th paragraph: Inappropriate fire suppression activities can lead to long-term impacts, e.g. spread of diseases (soil), spread of weeds, effect on wetlands, etc.

Group 3 - Economic Issues

General

1. In order to engage the people who control resources the Code and Strategy need to be put into a context – possibly Political, Economic, Environment, Social and Technical could be used as a framework.
2. Need for an overall “Threat Analysis” section, especially in the proposed Executive Summary, that clearly shows policy makers, whether public or private sector, what values are at risk and how through adoption of suggestions in the Code these can be mitigated.
3. It is assumed Government, civil society or the private sector are able and willing to take responsibility for fire management. If some of the main target audiences are countries and localities where fire management policy is less well organized, where implementation may be weak or confused, etc, then there are preparatory steps needed to bring together relevant stakeholders to generate the resources required to initially develop the fire management policies and then implement them.
4. The concept of “civil resilience” could be explored more.
5. The importance of land use economics as a key driver for change, of fuel arrangements, of resources, of political and social perspectives could be addressed.

Who are the intended users?

1. Policy and decision makers and senior managers in the use and management of fire in land-use, environment and public health (Government, private sector, other stakeholders) – also those impacted by fire e.g. public, NGOs, insurance companies.
2. Lobby (Advocacy) Groups to Government (all levels) – to inform and make greater awareness of fire.
3. Land-use investors.
4. Communications and public relations people.
5. Fire service staff and personnel, contractors and suppliers, support services (education, trainers, extension, research organizations) – all need principles and implementation guidelines for sound fire management.

Because of the advocacy nature – strong awareness function of both the Code and Strategy - need to use less technical jargon, although it needs to be technically correct.

What are the intended uses?

1. Governance.
2. Education.
3. Guidance.
4. Benchmarking.
5. Cooperation.
6. Advocacy.

What is the Code not?

1. Guidelines for in-field firefighters.
2. Targeted at structural fires (but does assist to avoid structural fires).

Remove

1. Remove reference to wildland fires throughout the document.

Add

1. Private sector throughout the document as a key stakeholder.

Section A

Add

1. Economic dimensions of fire management needs to be more strongly reflected in the rationale – highlight the differences in excessive use of fire in land-use systems (breaking in new land) as opposed to land abandonment, which results in increased risk of fire.
2. Financial drivers influence use of fire in the landscape.
3. Current diagnostics – where are we now and what problems/challenges are we faced with? Summary of Fire Thematic Report – logical stepping stone (use conclusions and recommendations) – the Code is justified not only because of the Ministerial Meeting and Committee on Forestry, but because there is an urgent need to address particular problems which are highlighted in the Fire Thematic Report.
4. Highlight - who, what, when, where, why, how (NB: what and why were considered by the core group to be the purpose of the Code, and the how, who, when and where were considered to be the purpose of the Strategy to implement the Code.)

5. Need to recognize risk management aspects of fire – maybe elevate fire risk management into a principle – a significant issue that impacts upon public and private financial managers (accountants), etc.
6. Need consistent use of terms – e.g. operational standards or implementation guidelines.
7. Fire is a tool which, when used, has direct and indirect economic impacts on other sectors – tourism, urban and peri-urban – and *vice versa*.
8. Fire has a problem in that authorities do not take ownership or responsibility – the Code is taking a more integrated approach, inter-sectoral, but Government authorities are in relatively isolated columns of responsibility with insufficient interaction and applications of holistic approaches.
9. Economic Rationale - Economic and social drivers need to draw out the type of issues along the development spectrum (industrialized, countries with economies in transition and developing countries) – there are also demographic changes from rural to urban. Could consider a matrix to illustrate these differences.
10. Section (A6) Alternative title – Diversity of Contexts and Special Requirements. This section needs to reflect the development issues and demographics outlined in point 9 above.
11. Highlight the wisdom of increasing investment in prevention as well as suppression – prevention does not cost, it pays.

Remove

1. Rationale for Code because of the Ministerial Meeting and 17th Session of COFO mandated it to be done. The Code is prepared because of the fundamental needs (see above).

Section B

Remove

1. B1 - unsubstantiated statements which blame land-managers, the very stakeholders that the Code wishes to encourage change in their fire planning and management. Consider language used - change many to often.
2. Do not use indigenous peoples – use traditional rural communities.

Add

1. Differentiation between communities and communities of practice (or interests).
2. Add prescribed fire as a low cost tool for prevention in comparison to high technology options for fire suppression.
3. Agreements, standards (operational and training), Incident Command System (ICS), etc.

Streamline

Condense Section B to remove repetition and overlaps with C, and particularly D, and re-order in a more logical way:

1. B1 Start with livelihoods, poverty and risk management (protective) – highlight the context of communities.
2. B4 Fire as a tool in sustainable land-use and resource management – reflect the communities of interest or practice – e.g. start with “the land management community ...”.
3. B2 Impacts on human health and security.
4. B3 Ecosystem and environmental impacts – role of fire in maintaining valued cultural landscapes (indigenous peoples, etc).
5. B5 Information and knowledge management.
6. B6 Carbon and climate change – simplify – how the Code may assist planners and managers in responding to carbon and climate change.
7. B7 Science and technology.
8. Add a new B? Education, training, extension, public awareness (or *vice versa*) – safety consideration for communities.
9. B8 and B9 Cooperation and partnerships – local, sub-national, national and international (incl. communities) – development of trust, networks and professional and inter-personal relationships.
10. B10 Safety Considerations for Firefighters and Citizens.
11. B11 Policy, legal, institutional and financial frameworks (subsidies, incentives, etc). Add that conflicts of policies and incentives in different sectors (agricultural incentives can be incentives to use fire).

Section C

Add

1. Specific references relating to each Principle linked to bibliography.
2. Consider an Economic Principle to highlight policy makers and decision makers to understand the full values at risk (health, biodiversity, water, fences, infrastructure, etc). When they understand what is at risk, they may make more rationale resource allocation. Need to recognize risk management aspects of fire – maybe consider fire risk management as a Principle – thus will impact upon public and private financial managers (accountants), etc. Need to get full valuation of the rural assets – social, environmental and financial capital. Need to assess risk/threat to these assets.

Principles 1 and 2:

3. Add cost effectiveness of using prescribed fire as a regime for fire prevention.

4. Cost-effective use of fire in fire suppression.

Principle 2:

5. Add new attribute: Resource allocation should be based upon expected fire behavior, balancing the costs of fire prevention and suppression.

Principle 7:

6. Reflect that tension exists between structural and rural (wildland) fire management, which reflects the different organizational cultures and skill sets – land managers or foresters are comfortable with their natural environment (reading, feeling, sensing the conditions) – structural firefighters from the cities, when in the rural setting are not always in synchronization with the environment. Societal trends are towards increasingly deploying urban-based firefighters in rural fires. Urban firefighters are employed all year, whilst in the rural setting they are grossly under-resourced during summer fire seasons.
7. When rural fire becomes a fire service issue funding through land management routes tends to dry up. There are also the problems over subsidizing land management activities in the context of free trade, Doha round, EU Common Agricultural Policy etc. Over time with a decreasing interest in the productive outputs from the land, especially when economically marginal, increases in fuel loads and wildfires are often the consequence. The question then is how to split funding support for fire management going into rural communities from the free trade debate. The Strategy/Code as yet doesn't tackle the funding issue.
8. Add fire services as a critical actor.

Principle 9:

9. Assumes that knowledge is available. Need to also highlight the creation of new knowledge. Include data collection, monitoring, analysis, reporting – learning from experience.

Streamline

1. Principles 1 and 3 could become Social and Cultural Principles.
2. Principle 2 could become an Economic Principle – strengthened by comments above.

Section D

Add

1. D2 add social and cultural landscapes, as well as environmental landscapes.

Streamline

1. There is a bad fire year, possibly 1 year in 10 – resource allocation to be based upon fire behaviour and risk – including planning. How to prioritize scarce resources – what is of highest importance and what is less important?
2. Review hierarchy in presentation on D1 which reflects a top down approach.
3. D6.1 – should not only reflect fire authorities/agencies – there is a need to add a bullet that includes people and communities at risk and their civil resilience.
4. D8.3 and D7 add communication planning.
5. D11 – need to add other dimensions of fuel management and prescribed fire – a useful reference is the paper by Goldammer J., and Bruce, M, 2004 – The Use of Prescribed Fire in the Land Management of Western and Baltic Europe. An Overview. Published in International Forest Fire News, No. 30 (January – June, 2004, 2-13

**Working Groups on the Strategy⁶
Thursday 11 May**

- Group 1 Room 1 (Plenary)
- Group 2 Room 2 (2nd level)
- Group 3 Room 4 (4th level)

Each group to appoint:

- Facilitator (to guide discussions)
- Recorder (to report back to plenary)

FAO will have a notetaker in each group to assist in preparing a summary report of each working group which will be included as an Annex of the report of the Expert Consultation.

Each group will present its main findings and recommendations back to the Plenary (16.00-17.00 Thursday afternoon, 11 May)

Questions to consider and to provide conclusions and recommendations for your group back to Plenary:

- How can links be strengthened to the Code?
- Should the Strategy address actions in implementing the Code at international, national, sub-national and local levels?
- How can the Strategy be improved?
- What is missing or unclear?
- What needs to be added?
- What arrangements to follow up/monitor the Strategy?
 - COFO?
 - UNFF?
 - Other Partnerships?

⁶ The Strategy in this context used the title arising from the Core Group meeting, March 2006 – the Strategy to Enhance International Cooperation in Implementing the Fire Management Code.

Working Group Summary Reports on the draft Strategy⁷

Group 1

General

1. Strategy with vision, activities, players and timeline is necessary. Over the last four years, it is perceived at the political level that nothing has happened. Thus, it is important to have milestones and timeline.
2. Does the Strategy need a framework or not? It was assumed that the Code is the framework and the Strategy must have an upper link to superior levels.
3. Global Strategy and Vision at the Risk Reduction (new United Nations Platform for Disaster Risk Reduction).
4. Linkages at the upper levels concern policy, legal and regulatory frameworks.
5. Linkage at the lower levels concerns Operational issues (Section D).
6. The Strategy needs to address implementation at all levels - from global, regional, country and local.
7. Simplify the document and its contents.
8. All documents must have a logical framework and have an editorially consistent stream.
9. The Code provides a frame for the Strategy, defining the boundaries and the scope of action.
10. The Strategy provides the tools for understanding and to assist countries to translate the Code into their own policies and actions.
11. How to detail a road map for the Strategy and the Code?
12. The Strategy should include the priorities to be addressed by the partnership/coalition/consortium.
13. The Strategy will have the capability to map the activities of several agencies, but each agency is responsible and accountable for its own actions.
14. A key question is who will be responsible for the partnership/coalition/consortium and who should lead it.
15. What type of partnership should be built? Who will be on it? It was mentioned that it could not yet be determined.
16. Some themes that must be present among the priorities are standards, assistance and knowledge cooperation.

⁷ The Strategy in this context used the title arising from the Core Group meeting, March 2006 – the Strategy to Enhance International Cooperation in Implementing the Fire Management Code. Comments in this Annex generally refer to the new Framework to Implement the Fire Management Code, not the new Strategy to Enhance International Cooperation in Fire Management.

17. In regard to the Fire Code and the other Codes (e.g. Planted Forests), should there be an overarching Sustainable Forest Management Code?
18. What should the level, extent and ambition of the partnership be?
19. Who are eligible as selected key players of the international Strategy?
20. Who should undertake the assessment and monitoring of the Strategy? Is this a role for the partnership?
21. The Strategy and the Code should be communicated and explained and the Partnership should be launched at the 4th International Wildland Fire Conference.

Concerning Section D of the Code:

1. It was suggested that D1 to D13 of the Code should be linked to the Strategy.
2. Research in fire management should be added.
3. Section D should be shorter and the title could change to “Priority Themes for Implementation”. Always report WHY.

Main conclusions:

1. Section D to be reformulated towards priority themes for implementation with an explanation of the priority.
2. Partnership has the ownership and thus the monitoring responsibility of the implementation.
3. The importance of the Strategy lies in showing the relevance of actions and avoiding duplication of actions by players.
4. The Strategy is also to consider actions at the global level with consequences for national and local levels.
5. COFO should endorse the process.
6. Launch the partnership at the 4th International Wildland Fire Conference.

Group 2

General

1. The Strategy is the mechanism to implement the Fire Management Code in a manner with international cooperation.
2. More logical linkages between the principles and implementation guidelines of the Code and the Strategy are needed.
3. Remove inconsistencies between Section D of the Code and Strategy.
4. The Strategy should implement actions at all three levels (international, national and sub-national). Need to differentiate forms of actions.
5. The Strategy needs a better format. Add explanation on objectives and who has responsibility for implementation, monitoring, funding, etc.

6. Detail a milestone approach where appropriate.
7. There is a need to develop a donor funding plan to implement aspects of the Strategy.

Key Areas:

6.1:

1. Database: Need to include data on the condition of the dominant fire regime at all ecosystem levels. Need to format the database to incorporate ecological aspects and accommodate risk assessment data.
2. Wildland fire monitoring: Based on satellites/remote sensing. However, need to be flexible/adaptable to other monitoring systems (e.g. reports, maps and aerial photos).

6.2: (a) Capacity Building

3. Development of guidelines should include also “fire management for conservation”.
4. Need to include training programmes (formal/informal) that provide the opportunity for field exposures/experiences.
5. A skills exchange programme is needed.
6. There is a need for memoranda of understanding for skills exchange.
7. Need to accommodate the translation of courses to different languages.
8. There is a need to exchange knowledge and strengthen capacity by regional/global workshops.

6.2: (b) Public/Community Involvement in Wildfire Prevention and Use of Fire

9. Remove/replace the word “combat”.

6.2: (c) Fire management guidelines

10. Consider adding the minimum standards for Fire Management Guidelines.
11. Good examples of Fire Management Guidelines can be posted on the web as examples of “best practise”.

6.3: Policies, Legislation and Strategies

12. Consider inclusion of incentives for good fire management planning/implementation into international aid programmes.

6.4: (a) Mutual assistance

13. A new heading to include “Skills Exchange”, e.g. in prescribed burning.

14. Not just on fire suppression, but broader “fire management” assistance.

6.4: (b) Early warning

Good

6.5: Research

15. Base research on what the “User needs”.

16. Consider transfer of research into policies and practices.

Group 3

General

1. Context of the Code with respect to Strategy – An option tabled and discussed.

Strategy to Enhance International Cooperation in Fire Management (Overarching Strategic Framework)						
Fire Management Code			International-Interagency Document (Actors, Activities, Enhanced Cooperation)			
			Strategy or Action Plan for Implementing the Management Code in FAO Member Countries			
PR Plan	Country/ local support plan	Sections of the Code		GFRA	Publications <ul style="list-style-type: none"> • Guidelines • Manuals • Terminology 	Inter-governmental <ul style="list-style-type: none"> • Agreements
		ICS	Common Data			
Implementation and Monitoring						

2. The overarching strategic framework to include the rationale and justification for the Fire Management Code, International/Interagency Document and the Strategy or Action Plan for Implementing the Fire Management Code.
3. The International/Interagency Document should include actors, their activities (comparative advantage) and highlight potential synergy opportunities.
4. The Strategy or Action Plan for Implementing the Fire Management Code include the tactical implementation actions – how (activities), who (actors), where (location) and when (time bound).

5. A Public Relations Plan or communications plan is necessary as technical people tend to go into too much technical detail.

Should the Strategy address actions in implementation of the Code at international, national, sub-national and local levels?

1. Strategy needs to reflect international, national, sub-national and local levels.
2. Member States need to be the focal centre of any Strategy to implement the Code – e.g. the middle of the diagram (p4).
3. Not States but “National/Sub-national Level” – States are made up of major players including Governments (all levels), private sector (corporate and smallholder), NGOs and other Civil Society.

How can links be strengthened to the Code?

1. Need to have a document that does an analysis of the current situation, highlight the gaps, weaknesses, what necessary actions, etc. (The Fire Thematic Report is useful in this).
2. Directly make the links and consistency between Section D of the Code (what actions are needed) and the Strategy for Implementation (how, who, where, when) – baseline, milestones or indicators to be monitored.
3. Translate Section D into an Action Matrix – Strategy, Actions, Actors, Timelines, Milestones (Details of Implementation).
4. Possibly reflect matrix in the Strategy – Code Section D Actions (across) and various levels – International, Interagency, National, Sub-national, Local, etc. (down).
5. Use participatory language – highlight those players with the credentials for doing different tasks.
6. Section D of the Code follows how to approach a fire, in the Strategy this may not be the most appropriate sequence to present these points.
7. Need to re-visit the Global Fire Thematic and ensure that the problems and recommendations are included in the Implementation Actions Matrix in the Strategy.
8. Annexes – detail – International UN Actors, Interagency Actors, Bilateral Actors, Local Actors, Other Actors.

How can the Strategy be improved?

1. Need to reflect multi-levels (international, national, sub-national and local) throughout the Strategy.
2. The current Strategy is a valuable snapshot of the current situation (a benchmark) – this is important but a Strategy needs to be how, who, where and when - a vision to achieve within a stated time.

3. Need to identify the priorities and the detail of the playing field – different agencies may become lead players in particular areas of the Strategy – e.g. FAO, World Bank, the United Nations Environment Programme (UNEP), USDA Forest Service, etc. – a decentralized approach.
4. Try to achieve a broad consensus on the major actions, players, locations and time frames – when general directions and framework defined, individual players identify how they contribute to the Strategy for implementing the Code.

What is missing or unclear?

1. Need short statement on Action Items (summary of 12 regional statements), what are main types of actions needed. Where we want to be in 15 years time. What measures can be potentially taken. What milestones, if we are on the right track?
2. Mapping of players/countries on the matrix – where there is competitive advantage, where there is a need, etc. Framework – define scale, timelines, players, etc. Possibly a 1-2 years (consultative process) is needed to identify and map their niches.

What sort of process and follow up could be considered?

1. Prepare an international Strategy – outlining the building blocks that can be prepared for COFO – use the Global Fire Thematic as a resource document as well as the Code - ultimately prepare a Strategy or Action Plan for Implementation of the Code.
2. Go to each country (which actors?) with a questionnaire to assess their self assessment based upon the matrix, including Section D elements of the Code and review how well they consider that they are doing NOW; undertake needs assessment on where assistance is likely to be required; and what type of assistance is needed - mapping the actions and actors and their performance. By repeating in the future, may be able to use this mechanism for monitoring and reporting.
3. Fundamental changes needed to the Strategy – need to suggest a methodological approach towards a Strategy. Chronologically – need to await the Global Fire Thematic and the Code.
4. In the near short term, the draft Code (including a communications plan, etc.) and the Global Fire Thematic will be available.
5. The existing Strategy is essentially a stocktaking paper (benchmark).
6. Draw up a Global Strategic Framework (Strategy to Enhance International Cooperation in Fire Management) to present to COFO, etc., if endorsed, then when the Code is finalized, complete a self assessment of matrix mapping which will provide the building blocks as inputs for the Strategy or Action Plan for Implementing the Code.
7. Immediate actions can include review of terminology and definitions, baseline building, data collection towards GFRA 2010, address weaknesses highlighted in the Global Fire Thematic, begin a skeleton Action Plan for Implementing the Code – define priorities, end of two years, define the niches for each organization – a very transparent, non-contestable process resulting in global ownership and contribution.

8. Regional Wildland Fire Networks – meet to assist in completing the self assessment mapping of needs.
9. Useful to strengthen the cost/benefit issues of fires, etc., the financial and full economic impacts of fires (positive and negative values).
10. The evolving products and processes and recommendations of the Expert Consultation will need to be discussed with senior managers in FAO.
11. Advantage can be taken at the 4th International Wildland Fire Conference in May 2007 to present the proposals/methodology and the matrix mapping to encourage the 1000+ fire specialists to participate. Prepare a questionnaire to be distributed to countries and institutions prior to the Conference, have a preliminary self assessment completed and possibly conduct a poster session on the results (volunteers potentially available to do this) or include the analyses in the regional sessions of the Conference.