

Fire Management

**Strategy to enhance international cooperation
in fire management**

**Murray Dudfield
National Rural Fire Authority
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Fire Management

Global vegetation fires in 2000: 350 million ha



People are the main cause of fires

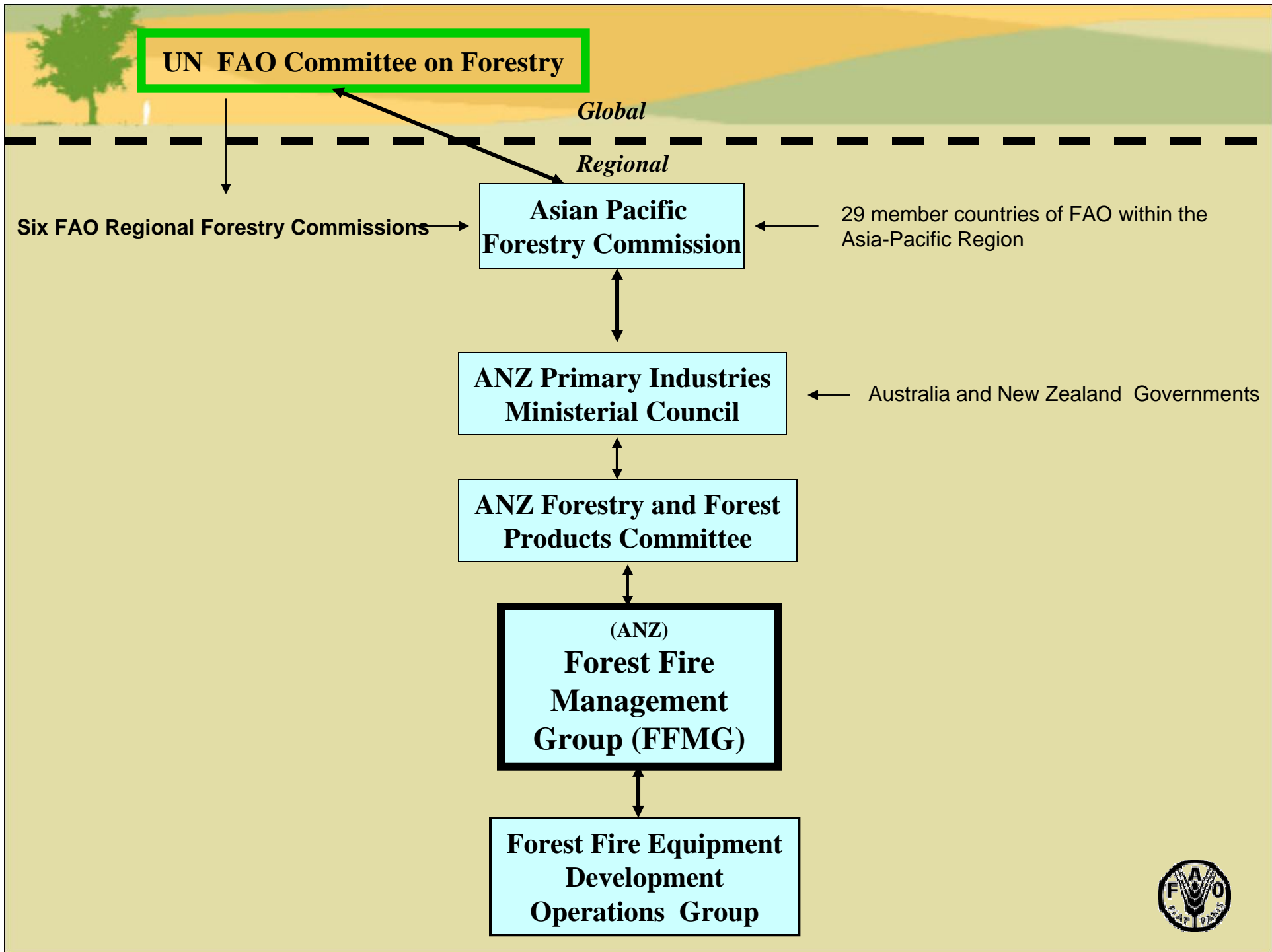


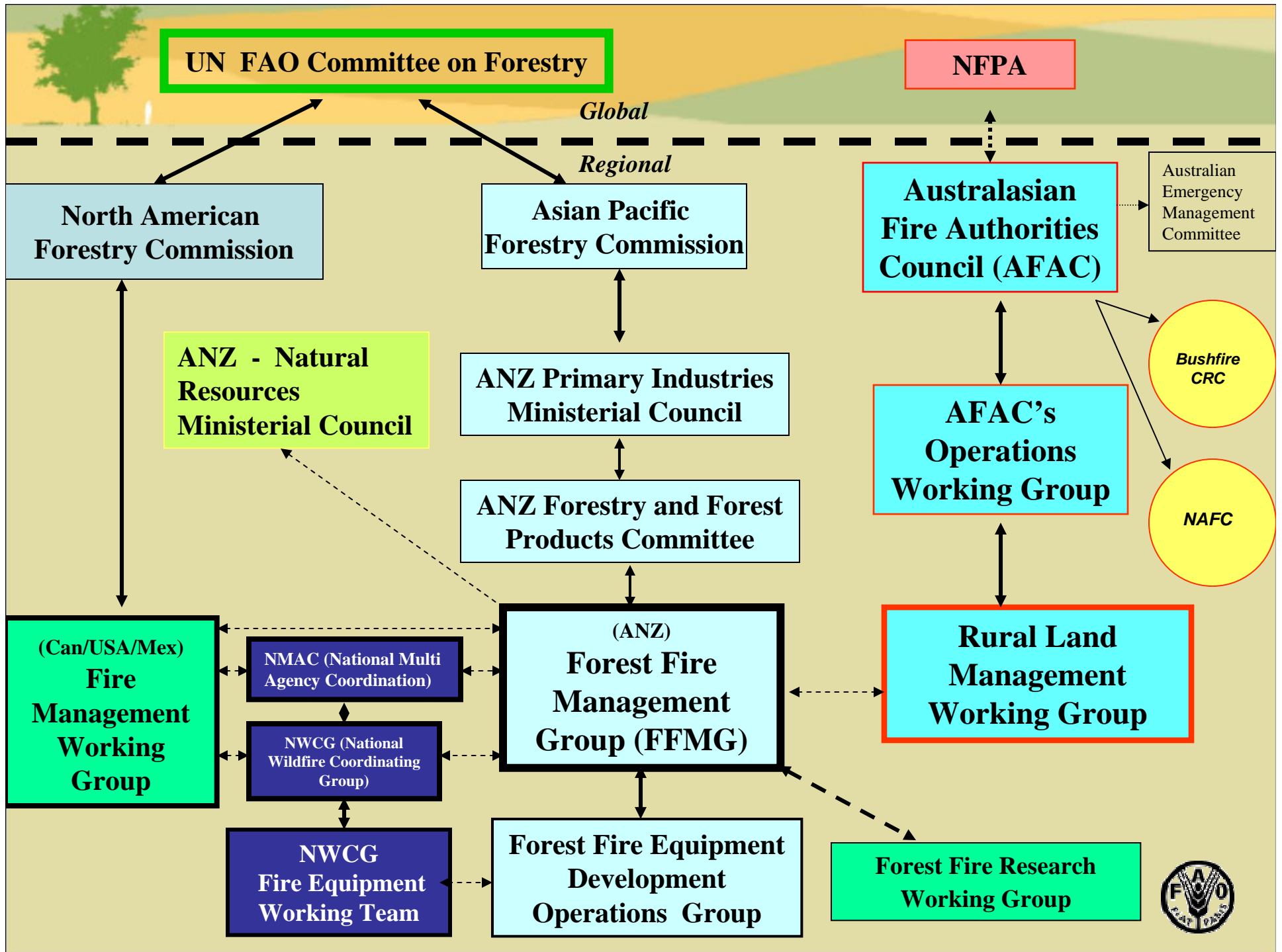
UN FAO COFO Outcomes

FAO Committee on Forestry:

- 128 Countries + 37 IGO's
- COFO recommended in March 2005 that FAO, countries & partners:
 - strengthen technical support in fire management
 - finalize a Fire Management Strategy
 - facilitate implementation of Guidelines
 - maintain Guidelines as a living document







Fire management strategy

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Global
assessment
2006



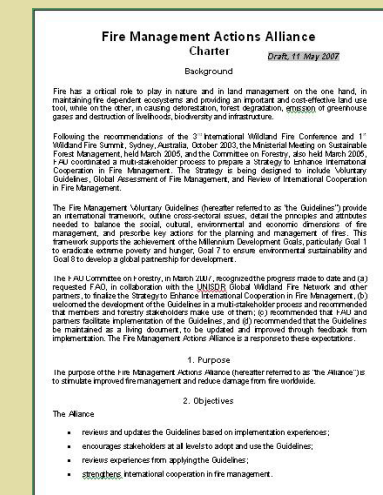
Review of
international
cooperation
2006



Voluntary
guidelines:
principles
and strategic
actions



Implementation:
Actions
Alliance



Multistakeholder process

- **Global assessment undertaken in 2006**
- **Review of International Cooperation undertaken in 2006**
- **Fire specialists and expert consultations meeting held 2006**
- **Draft voluntary guidelines**
- **Stakeholder feedback**
- **COFO recommended in March 2007 that members make use of the voluntary guidelines**



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Key partners in guideline preparation process

- **UNISDR**
- **US Forest Service**
- **Global Fire Monitoring Center**
- **The World Bank**
- **The Nature Conservancy**
- **Government of Spain**
- **Australasian Fire Authorities Council**

- **Many other stakeholders**



Voluntary Guidelines

- International-national-sub-national links
- Cross sectoral issues
- Principles (11)
 - Social and cultural
 - Economic
 - Environmental
 - Institutional
 - Enhanced Capacity
- Strategic Actions (80)
- Bibliography
- Annexes



OBJECTIVES

- Establish principles for responsible fire-management activities
- Contribute to establishment and implementation of national and subnational policies and planning mechanisms for responsible fire-management activities
- Provide guidance in the formulation and implementation of international instruments, both binding and voluntary
- Facilitate and promote mutual assistance and other forms of cooperation in fire management between agencies and organizations
- Encourage and publicize the effective community-based fire management
- Promote sustainable land- and resource-management programmes



Principles

(Example)

Principle 4 - Protecting Lives and Assets

The destructive impacts of unplanned fires on lives, property and resources should be minimized, if not totally prevented.

Aspects of the principle include but are not limited to:

- Minimizing or preventing unwanted fire
- Responding promptly.....
- Actively managing fire
- Operating in an environmentally sensitive
- Influencing the planning, construction and location
- Allocating resources based on the probability



Strategic Actions

Fire Prevention

Fire prevention may be the most cost-effective and efficient mitigation programme an agency or community can implement. Preventing unwanted damaging fire is always less costly than suppressing them. Prevention programmes that are accepted and promoted within the community not only reduce costs and resources damages, but also promote understanding of the role and impact of fire in the ecosystem.

Fire prevention applies to human-caused ignitions and requires a combination of community education, effective prevention programmes and enforcement of laws and regulations. In fire-dependent ecosystems and cultural areas, allowing some fires to burn within defined parameters may be beneficial, although letting human-caused fires burn with the objective of benefiting the ecosystem may complicate attempts to enforce prevention regulations.

Strategic Action (Example)

- 4.4.1 In areas in which objectives require minimizing the numbers of fires and acres burned, a comprehensive prevention plan should be developed.



Voluntary Guidelines

- Global in scope & legally non-binding
- Provided to:
 - all elements of civil society and the private sector
 - FAO Members and non-members
 - policy level and senior managers of subregional, regional and global organizations
 - owners and managers of forest, range, grassland and other ecosystems
 - all stakeholders concerned with effect of unwanted, damaging fires and with the use of fire to enhance ecosystems and economic benefits



Relationship to other international instruments

- Relevance of several international instruments, conventions and agreements for fire management.
- Principles and strategic actions to be applied in compliance with:
 - United Nations Framework Convention on Climate Change,
 - United Nations Convention to Combat Desertification,
 - Convention on Biological Diversity
 - United Nations Millennium Declaration
- Drawn on other mechanisms, codes and guidelines, for example:
 - ITTO
 - FAO
 - GFMC *Wildland fire management handbook for sub-Saharan Africa*
- National-level handbooks, manuals and planning documents
Voluntary Guidelines consolidate and support many existing fire-management guidelines, policies, programmes and regulations currently in effect in many organizations, agencies and governments.





Diversity of contexts and special requirements

- Wide variation in approaches to applying and implementing the principles and strategic actions:
 - range of funding and resource capabilities among states
 - varied environments and fire regimes
 - rural, urban, uninhabited and interface areas

- Safe, effective and environmentally and socially acceptable fire-management programs (matching program and response to situation)

- **BALANCE** between the beneficial aspects of fire (e.g environmental function of sustaining ecosystems, and providing for livelihoods through agricultural or other uses), and the need to protect lives, resources and property.

- Developing country capacity to implement the recommendations (financial and technical assistance, technology transfer, training and scientific cooperation, and strengthening and developing fire-management agencies).



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Fire Management Actions Alliance Charter

Draft, 11 May 2007

Background

Fire has a critical role to play in nature and in land management on the one hand, in maintaining the dependent ecosystems and providing an important and cost-effective land use tool, while on the other, in causing degradation, forest degradation, erosion, greenhouse gases and destruction of biodiversity, livelihoods and infrastructure.

Following the recommendations of the 3rd International Wildland Fire Conference and 1st Wildland Fire Summit, Sydney, Australia, October 2003, the Ministerial Meeting on Sustainable Forest Management, held March 2005, and the Committee on Forestry, 80th held March 2006, FAO continues a multi-stakeholder process to prepare a Strategy to Enhance International Cooperation in Fire Management. The Strategy is being designed to include Voluntary Guidelines, Global Assessment of Fire Management, and Review of International Cooperation in Fire Management.

The Fire Management Voluntary Guidelines (hereafter referred to as 'the Guidelines') provide an international framework, define cross-sectoral issues, detail the principles and strategies needed to balance the social, cultural, environmental and economic dimensions of fire management, and prescribe key actions for the planning and management of fire. The framework supports the achievement of the Millennium Development Goals, particularly Goal 1 to eradicate extreme poverty and hunger, Goal 7 to ensure environmental sustainability and Goal 8 to develop a global partnership for development.

The FAU Committee on Forestry, in March 2007, recognized the progress made to date and (a) requested FAO, in collaboration with the UN/ISD/ Global Wildland Fire Network and other partners, to finalize the Strategy to Enhance International Cooperation in Fire Management, (b) welcomed the development of the Guidelines in a multi-stakeholder process and recommended that members and forestry stakeholders make use of them, (c) recommended that FAU and partners facilitate implementation of the Guidelines, and (d) recommended that the Guidelines be maintained as a living document, to be updated and improved through feedback from implementation. The Fire Management Actions Alliance is a response to these expectations.

1. Purpose

The purpose of the Fire Management Actions Alliance (hereafter referred to as 'the Alliance') is to stimulate improved fire management and reduce damage from fire worldwide.

2. Objectives

The Alliance

- reviews and updates the Guidelines based on implementation experiences;
- encourages stakeholders at all levels to adopt and use the Guidelines;
- reviews experiences from applying the Guidelines;
- <http://www.fao.org>, international cooperation in fire management.





Purpose

**To
improve fire management
and reduce damage from fire
worldwide.**

Focus on Actions!



Founding members

Administracion de Parques Nacionales, Aerial Forest Fire Center of Russia, AfriFireNet; Afocelca, April, **Australasian Fire Authorities Council**, **Australian / New Zealand Forest Fire Management Group**, **Australian Bushfire CRC**, Canadian Interagency Forest Fire Centre; Center for Forest Fire Research, University of Coimbra, Consejería de Medio Ambiente de Andalucía, Consellería Do Medio Rural, Corporacion Nacional Forestal, Chile; Food and Agriculture Organization of the UN, Facultad de Ciencias Forestales, Universidad de Chile, Global Fire Monitoring Center (also as Secretariat of UNISDR Global Wildland Fire Network), International Association of Wildland Fire, International Association of Fire and Rescue Workers, International Code Council, Ministerio de Medio Ambiente España, **New Zealand National Rural Fire Authority**, Secretaría de Ambiente y desarrollo Sustentable de La Republica de Argentina, Sistema Nacional de Prevención y Control de Incendios Forestales Guatemala, Sparta Institute of Social Studies India Sudan University of Sales and Technology College of Forestry and Range Sciences, The Nature Conservancy, The World Bank, United States Forest Service, University of Washington, *...to be continued*



Member commitment

Fire Management Actions Alliance Charter

Draft, 11 May 2007

Background

Fire has a critical role to play in nature and in land management on the one hand, in maintaining fire dependent ecosystems and providing an important and cost-effective land use tool, while on the other, causes destruction and degradation of ecosystems, releases greenhouse gases and destruction of livelihoods, biodiversity and infrastructure.

Following the recommendations of the International Wildland Fire Conference and the Wildland Fire Summit, Sydney, Australia, October 2003, the Ministerial Meeting on Sustainable Forest Management, held March 2005, and the Committee on Forestry, also held March 2005, FAU coordinated a multi-stakeholder process to prepare a Strategy to Enhance International Cooperation in Fire Management. The Strategy is being designed to include Voluntary Guidelines, Global Assessment of Fire Management, and to Enhance International Cooperation in Fire Management.

The Fire Management Voluntary Guidelines (the Charter refers to the Guidelines) provide an international framework, outline cross-sectoral issues, detail the principles and attributes needed to balance the social, cultural, environmental and economic dimensions of fire management, and prescribe key actions for the planning and management of fires. This framework supports the achievement of the Millennium Development Goals, particularly Goal 1 to eradicate extreme poverty and hunger, Goal 7 to ensure environmental sustainability and Goal 8 to develop a global partnership for development.

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1. Purpose

The purpose of the Fire Management Actions Alliance is to create a network of fire management practitioners to stimulate improved fire management and reduce damage from fires in wildland.

2. Objectives

The Alliance

- reviews and updates the Guidelines based on implementation experiences;
- encourages stakeholders at all levels to adopt and use the Guidelines;
- reviews experiences from applying the Guidelines;
- strengthens international cooperation in fire management.

3. Operating principles

The Alliance membership consists of organizations willing to improve fire management.

The Guidelines are the basic document for the Alliance, outlining a comprehensive perception of sound fire management that is shared by all members.

The Alliance will not involve financial implications for members aside from those regarding the participation of each member in its work.

The performance of the Alliance is determined by the commitment of its members to implement fire management activities and to enhance international cooperation with its members.

The Alliance maintains a publicly shared knowledge base of its members' experiences from fire management activities.

A Secretariat organizes communication and related tasks. The Secretariat operates with in-kind resource contributions from members.

The Alliance, as a non-geographical organization, will work with the Global Wildland Fire Network towards common goals and objectives in enhancing international cooperation in wildland fire management. The Alliance is without any prejudice to the status of each of its members.

4. Membership

Any organization, agency, or group, willing to adhere to the Charter of the Alliance, can apply for membership.

There are no membership fees.

Membership applications should be sent by e-mail to the Secretariat stating involvement in fire management, the Applicant's fire management and capacity to contribute. Objectives and Principles of the Alliance.

An Advisory group to the Secretariat will decide membership approvals.

Membership does not imply any financial or other resource commitment by the member.

Membership implies a commitment to:

- to contribute to the Alliance;
- to contribute to the Guidelines;
- to make use of the Guidelines in implementing fire management activities;
- to share knowledge, information and data on activities and progress in fire management, with reference to the Guidelines;
- to enhance international cooperation in fire management.

A member can leave the Alliance at any point in time, with immediate effect, through a letter to the Secretariat.

Use and promote the Guidelines
Share knowledge and experiences



FAO Secretariat function

- Provide information on members' actions
- Coordinate Guidelines evolvement
- Support needs analysis, awareness raising, programme development
- Convene meetings of the Alliance
- Keep track of members
- Website and communications



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International Agreements



Forestry Department

Food and Agriculture Organization of the United Nations

Forest Protection Working Papers

International Wildland Fire Management Agreements Template

*Prepared by the International Liaison Committee
For
The International Wildland Fire Summit in 2003*

Tom Frey & Ricardo Velez-Munoz

January 2004

Forest Resources Development Service
Forest Resources Division
Forestry Department

Working Paper FFM/2/E
FAO, Rome, Italy



Forestry Department

Food and Agriculture Organization of the United Nations

Forest Protection Working Papers

Legal Frameworks for Forest Fire Management: International Agreements and National Legislation

*Follow-up Report to FAO/ITTO International Expert Meeting on Forest Fire
Management, March 2001*

Based on the work of
Fernando Fernández Arriaga
and
Frédéric St-Martin
Francesca Raimondi
Legal Consultants

And

Tom Frey
Ricardo Vélez- Muñoz
Fire Management Specialists

November 2005

Forest Resources Development Service
Forest Resources Division
Forestry Department

Working Paper FFM/3/E
FAO, Rome, Italy



Types of Cooperation and Assistance

Mutual Assistance

deals with fire management issues along shared borders, usually non-reimbursable

Cooperative Assistance

not just for the border areas, usually set up on a reimbursable basis, non-reimbursable exchanges of experts

Technical Exchanges

more informal, used usually for self-funded non-reimbursable activities that occur on an as needed basis

Technical Assistance

may not be a part of a formal agreement, to improve and strengthen the receiving country's abilities and capacity, non-reimbursable

Disaster Assistance

during a critical time period and may or may not be based on existing cooperative agreements



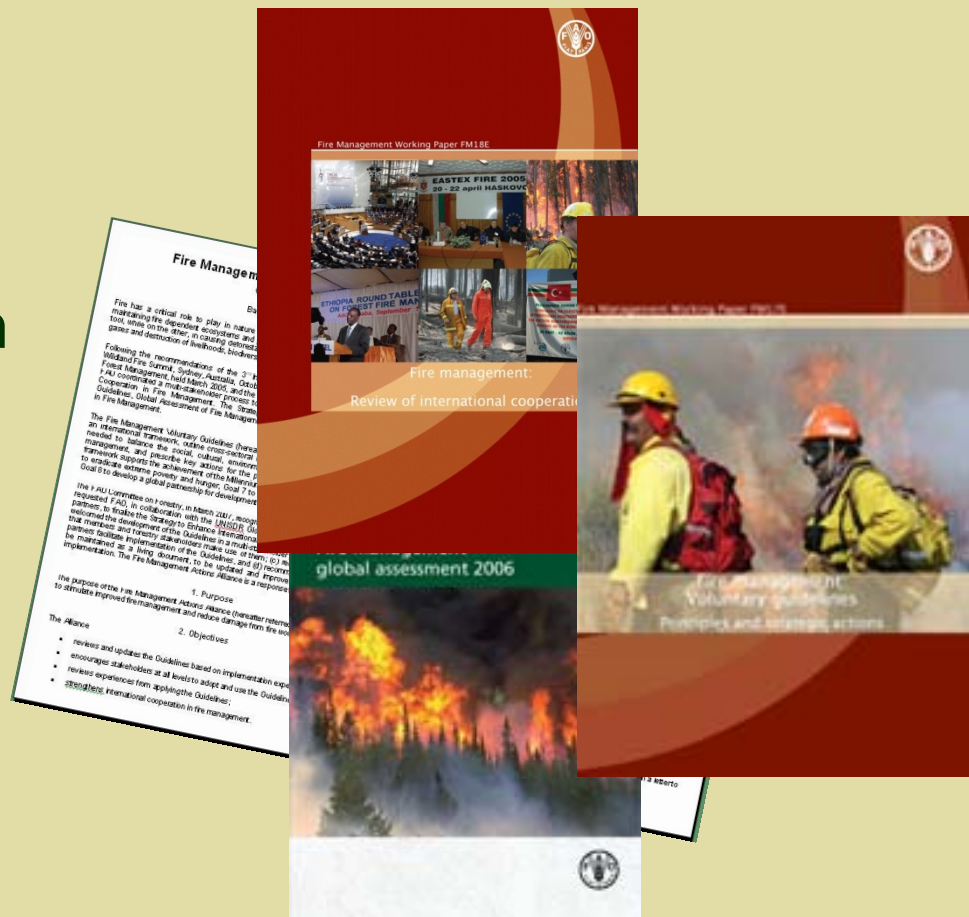
Common Elements in International Agreements

- **Parties to the Agreement**
- **Purpose**
- **Definition of terms**
- **Expenses and costs**
- **Information and coordination of work**
- **Liabilities, Claims and Compensations**
- **Operating Plans/ Operational Guidelines**
- **Border crossings**
- **Link to Disaster Management Plan for the receiving country**
- **General Provisions**
- **Standard Operation Procedures**
- **Other Provisions**
- **Participating Countries/Agencies/Organizations Signature Page**



Ongoing Objectives

- Maintain the Guidelines
- Use and promote the Guidelines
- Review experiences from applying the Guidelines
- Strengthen international cooperation



<http://www.fao.org/forestry/site/35833/en/>

