

**NORTH AMERICAN
FORESTRY COMMISSION**



**28TH MEETING
PORTLAND, OREGON**

**FIRE MANAGEMENT
STUDY GROUP**

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FORESTRY
COMMISSION

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FIRE
MANAGEMENT

STUDY
GROUP

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REPORT
OF THE
28TH
MEETING

•
PORTLAND,
OREGON



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**Fire Management Study Group
28th Meeting**

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**LIST OF
PARTICIPANTS**

Monday

September 19, 1994

- 5:00 Check in and registration
- 6:00 Reception

Tuesday

September 20, 1994

- 8:00 Welcome & Opening of Meeting
- 8:30 Fire Policy video
- 9:00 Review of 1993 Minutes
- 9:15 Country Reports:
 - Canada
 - Mexico
 - USA
- 11:00 Anticipated Program of Work and Future Fire Management Study Group Program
- 12:00 Lunch
- 1:00 Fire Economics Discussion
- 5:00 Adjourn

Wednesday

September 21, 1994

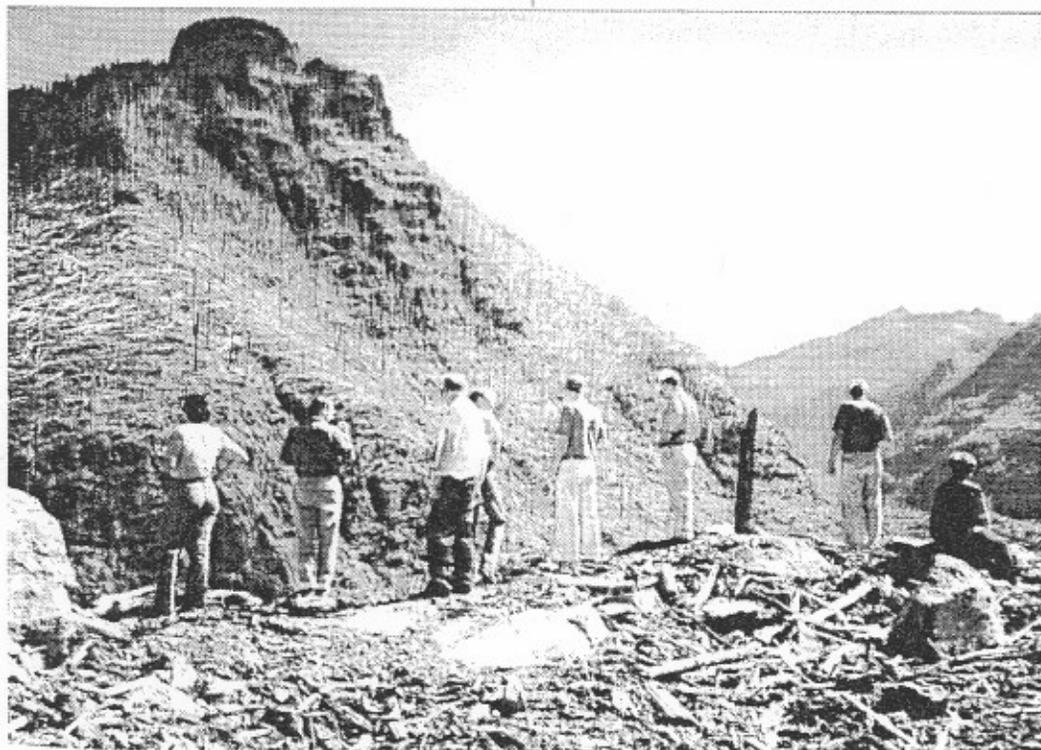
- 7:30 Field Trip to Mt. St. Helens Stops at the Silver Lake Visitor Center for discussion of suppression strategies following the eruption and in Miner's Creek for comparison of land management philosophies between private industry and Federal lands.
- 7:00 Banquet

Thursday

September 22, 1994

- 9:00 Business Meeting
 - 1994 Fire Fatalities Report
 - International Wildland Fire Conference
 - Commission meeting in Jasper, Alberta
- 12:00 Close Out

**MEETING
AGENDA**



*Field trip to
Mt. St. Helens*

Welcome and Opening Remarks

The meeting began with opening remarks and welcome from several members of the USA delegation. Mary Jo Lavin, Director of Fire and Aviation Management, opened the program and set the stage for a productive meeting.

Dick Ferraro, Deputy Regional Forester, for the Pacific Northwest Region of the Forest Service gave an overview of the region, which includes Washington and Oregon.

Fred Robinson, Assistant State Forester, Oregon Department of Forestry welcomed the study group to Oregon and gave a brief history of Oregon.

Fire Video

Tom Traci gave a slide presentation titled "The Evolution of Policy, From Fire Control to Fire Management." This is an overview of fire policy in the United States and the evolution into managing fire from the early days of complete control of all fires at any cost.

Minutes of the 27th Meeting

Al Simard presented the Minutes of the last meeting, which were approved.

Country Reports

Complete copies of the country reports are included in the minutes.

The Canadian report was presented in three sections: Canadian Forest Service Canadian Interagency Forest Fire Center and Canadian Committee on Forest Fire Management. Four out of the last 15 years have been record years for Canada averaging about 10,000 wildfires a year. Canada has started to receive international request for help in fire suppression training and aid. Canada has its own version of reinvention for the Canadian Forest Service and is facing about 25% cuts.

Mexico reported that great strides have been made in preventing human caused fires and in decreasing the response time of initial attack. Mexico feels that the exchanges between the three countries has greatly help them.

A new report "Resultados del Programa Nacional de Prevencion y Combate de Incendios Forestales" is about to be published. Copies were distributed to study group members. Copies of future publications will be sent to the United States and Canada.

United States reported that the 1994 Fire Season was the most expensive in the history of the United States, with Forest Service expenses exceeding \$750 million. Prescribed burning activities will increased this next year to improve forest health.

Several changes have taken place in the Washington Office. Mary Jo Lavin has filled the position as the new Director of Fire and Aviation for the Forest Service. Other changes in the Fire organization area Harry Craft, Assistant Director Planning; Dennis Pendleton, Fire Operations Director at NIFC; Joan Comanor, Deputy Chief for State & Private; and Bill McCleese, Associate Deputy Chief State & Private Forestry.

Copies of South Canyon Fire Investigation Report were passed out. Mexico and Canada each reported 2 fatalities this past year and expressed their sympathies to the US delegation.

Anticipated Program of Work and Future of the FMSG

A discussion of the future goals of the FMSG study raised the following questions: Where should we focus our energies? Are there additional benefits that we gain get from the Group? Is there a value in meeting annually?

Everyone agreed that the Group serves a valuable and unique purpose in the international wildfire community. Numerous examples were presented that illustrated positive activities. The group agreed that the annual meeting was needed to maintain the continuity of the activities.

Each annual meeting should have a theme with each delegation presenting topics or leading discussions around that theme. Country reports will be limited to summary presentations with the complete text printed in the minutes. The field trip should also support the annual theme. Guest speakers may be asked to participate and present topics of interest.

Fire Economics Discussion

The discussion on the future of the Group lead into a discussion of fire economics as a focus topic. It was agreed that this is a critical issue for all three member countries. Although a wide range of topics and issues surfaced, a few important topics were selected for additional discussion. The following list of topics will be used as themes for the next meeting.

- Determining values protected
 - Life - property - resources
 - Political values (movie stars home)
 - Values are always the basis for analysis
 - Values not always resource value but social value
- Performance measures
 - Non-economic values becoming more important.
 - Common values for all agencies
- Alternative suppression actions
 - Protection of habitat, soil, water, air from suppression damage
 - Benefit/costs of organizations
 - Impact of media on suppression action

Business Meeting

- *International Wildland Fire Conference.* Rick Clevette presented a proposal for an international fire conference. A survey for the conference was handed out to the study group. British Columbia will host the conference.

The study group agreed to sponsor and help seek funds for the conference. Businesses will participate in the trade show only. A pamphlet will be ready in early 1995. The group will seek FAO endorsement. This will be a global conference with participation from all interested countries with wildfire problems.

A motion was made by Al Simard and seconded by Gardner Ferry that the theme of the conference be Wildland Fire and Sustainable Development. The following issues will be suggested as presentation topics: What is the role wildfire? Global scale research issues. Practical application of fire. This is a chance for this study group to establish itself as a group to work on International issues. The three chairpersons of each National group should play a key role in this conference.

- *FMSG Pamphlet.* The rewrite is almost completed and will be available after the first of the year. The draft will be sent to group members for approval.
- *North American Forestry Commission Meeting in Jasper, Alberta, Canada.* A copy of the report for the Commission meeting prepared by Al Simmered is attached. Also attached is a letter to be submitted by Simmered to the Commission outlining several issues regarding budgets and oversight.
- *FMSG Awards.* Awards will be presented at the 1996 International Wildland Fire Conference. A maximum of five awards will be given. Each country will bring three nominations to the meeting next year in Mexico and select five from the nominations. It was decided to award one to a person from each country and two at large awards to deserving people from throughout the world.
- *Fire Management Notes.* Enough articles have been submitted to do a publication. There are three offers from outside sources to take over publication of the Notes. It was decided that the Group will continue to publish the Notes. Mary Jo Lavin suggested that each issue of the Notes reflect a theme. This issue will be dedicated to the firefighters in each country who lost their lives in the line of duty.
- *Fire Fighter Dedication Day.* Oscar Cedeno moved that we dedicate a day to remember fallen firefighters. Each county will celebrate the same day. The day then could be used to give information and honor those who continue to give so much.
- *The 29th Meeting.* Oscar Cedeno formally invited the Group to Mexico for the next meeting. The dates will be October 16-20, 1995 and will tentatively be held in Cancun. The theme for the meeting will be Economics in Fire Management. The daily agenda items will cover the following:

- Monday Travel and Welcoming Reception
- Tuesday Economics in Fire Management Presentations
- Wednesday Field Trip
- Thursday Business meeting
- Friday Travel

MINUTES

<i>Item</i>	<i>Responsibility</i>
1. Minutes for the 28th Meeting	USA
2. Revise FMSG Brochure	USA
3. Publish Wildfire News and Notes	Canada
4. Continue to Promote Exchanges	All
5. International Fire Conference	Canada Lead
6. Nominations for FMSG Awards	All

Note that with the anticipated workload associated with the International Conference, the number of action items was kept to a minimum.

ACTION ITEMS



The 27th annual meeting took place September 20-24, 1993 in Charlottetown, Prince Edward Island, Canada. Participants were welcomed to PEI by the Honourable Walter Bradley, Minister for the PEI Department of Agriculture, Fisheries and Forestry. He gave an overview of the historical importance of forests in the province and their role today. Participants were welcomed to Canada by the Chair - Dr. Albert Simard, who explained that PEI had been chosen to portray a different aspect of forestry in Canada than the delegates were familiar with in the west. Finally, Co-host Mr. Dan McAskill described some local attractions and explained the logistical arrangements for the meeting.

MEXICO

A total of 6,001 fires burned 235,000 ha in 1993. These are 18% and 76% higher than the 23-year average, respectively. This increase resulted from a combination of prolonged drought and the use of fire in rural areas. New laws were passed which deregulated and decentralized forest protection activities from the Federal to State governments. This has heightened the profile of forestry and increased both political and financial support. The new laws oblige the Subsecretaria Forestal to prepare a report indicating how they will provide technical assistance to State governments.

UNITED STATES

At the time of the meeting, 46,177 fires had burned 1,507,441 ac. These are 78% and 61% of normal, respectively, making 1993 the mildest fire season in 10 years. Forest Service international activities included providing training materials, courses and on-the-job training, cross-border exchanges on ongoing fires, negotiating and implementing crossborder agreements, and participation in joint emergency management exercises. Forest Service fire research is shifting to an ecosystem management perspective; there are several cooperative research projects under way with Mexico. The Bureau of Land Management is undertaking a national biological survey; they have relocated their Division of Fire and Aviation Management to Boise, Idaho; they are participating in development of interagency fire training courses; and are shifting their focus to ecosystem management. The National Association of State Foresters brings State officials together, promotes cooperation in forestry matters, and promotes legislation and activities that advance the practice of forestry. The National Fire Protection Association develops national standards that affect fire management. The National Wildfire Coordinating Group facilitates interagency cooperation through a number of technical working teams.

CANADA

As of the meeting, the Canadian Interagency Forest Fire Centre reported that 5,061 fires had burned 1,547,023 ha (64% and 114% of normal, respectively). The 8.4% of all fires that receive less than full response account for 88% of the total area burned. The Canadian Forest Service fire research program is divided into three major areas: the fire environment, fire management, and fire ecology. Research highlights include: research on landscape fire ecology, continued development of information and expert systems, a joint stand-replacing fire experiment with Russia, and participation in a major global biomass burning project. The Canadian Committee on Forest Fire Management began implementing its new strategic objectives resulting from a reorganization.

Existing Activities

The US Forest Service reported that the Fire Management Study Group pamphlet had been updated. The group was asked for photographs and if anyone wanted to review the pamphlet before it was printed. *It was agreed* that the new charter should be added and that each country should have an opportunity to review the pamphlet prior to printing. The draft would be sent to the head of delegation for each country by November and the reviews would be completed by December.

The Canadian Forest Service reported that due to French language training, it had not been possible to start resuming publication of Fire Management News and Notes. This would be given high priority in the coming year. *It was agreed* that the Canadian

SUMMARY OF THE 27TH MEETING

Forest Service would produce camera-ready copy and the US forest Service would publish and distribute FMNN. A call letter for articles would be sent by March.

The Canadian Interagency Forest Fire Centre reported that names of fire management officials from the Subsecretaria Forestal y de Fauna Silvestre had been added to the Directory of Forest Fire Management Personnel, as agreed at the previous meeting. It was reported, however, that the Subsecretaria had not received their copies. Some were distributed at the meeting. *It was agreed* that more would be forwarded upon returning to Canada, and a process of verifying receipt would be initiated to prevent this from happening in the future.

The Mexican Subsecretaria Forestal reported that a fire manager from Mexico had served as the Assistant Fire Officer on the US Forest Service, Santa Fe National Forest. This proved to be a very worthwhile experience both for the individual and his home organization. *It was agreed* that exchanges at the management level should become an ongoing program.

The Mexican Subsecretaria Forestal reported on the exchange of a fire suppression crew with the Province of British Columbia, Canada. Mexican participants considered it an honour to be selected and worked very hard to succeed. The exchange provided an excellent training opportunity for all participants. British Columbia reported that the crew had worked very well and that it had been a pleasure to host them. *It was agreed* that this type of exchange should continue. The possibility of sending a crew to a different province was discussed.

Cross border fire management agreements were discussed. *It was agreed* that bureaucratic difficulties made a new national-level agreement an undesirable approach. *It was further agreed* that existing national-level agreements provided an adequate umbrella for local cross-border agreements and that the latter would be encouraged. Several such agreements between the US and Canada already exist.

The Canadian Committee on Forest Fire Management tabled a draft process for NAFC Fire Management Study Group awards. Three tiers of awards are envisioned: merit, superior, and distinguished. The nominating process and rating procedure were given to all delegates for review. It was noted that a distinguished service award had already been given to Mick Amaricarella in Manzanillo, prior to his retirement. It was noted that voting would have to be by mail if the awards were to be handed out at the FMSG meeting. It was recommended that the award be mentioned in the brochure. *It was agreed* that the procedure would begin with the 1994 meeting.

SUMMARY OF THE 27TH MEETING



Field trip to
Mt. St. Helens,
1994

Proposed Activities

The US Forest Service reported that the International Association of Wildland Fire had compiled a bibliography of 3,000 references on the wildland/urban interface. This was available on disk or on hard copy. The initial distribution would be free; subsequently, it would be on a cost-recovery basis. *No action.*

The Province of British Columbia indicated that they were considering hosting a second International Wildfire Symposium. A Cabinet submission was in the process of being prepared. They requested an endorsement from the Fire Management Study Group for the concept as well as possible future sponsorship. *This was unanimously agreed.*

The Mexican Subsecretaria Forestal recommended that action items or projects approved by the Fire Management Study Group be raised to the level of the chief forester for each country as well as to the NAFC Committee of Alternates. This would enhance the prospect of obtaining adequate organizational support within each country. *This was unanimously agreed.*

The possibility of a 2-week visit by a delegation of Mexican fire management officials to Canada was discussed. This was left to bilateral discussions during the year. *No action.*

A. Objectives

Objectives of the Fire Management Study Group are to exchange information, experience, and technology related to forest fire prevention, suppression, and management to enhance mutual aid among Canada, Mexico, and the United States in developing compatible fire management policies, implementing strategic plans, and conducting operational activities to resolve technical fire problems throughout North America. The Group will actively support and participate in international fire management programs with fire management agencies throughout the world by developing and promoting activities that support international cooperation and development.

B. List of FMSG Activities

Budget

1. Meetings and Planning	
* Plan activities and the annual meeting	\$ 3,500
* Hold the 28th meeting in Portland, Oregon	\$42,000
2. Operations	
* Continue exchanges of fire managers	\$ 1 0,000
* Continue exchanges of suppression crews	\$35,000
* Encourage local cross-border agreements	\$ 0
* Implement awards process	\$ 200
* Support International Fire Symposium	\$ 0
* Raise FMSG activities to the chief forester	\$ 0
3. Publications	
* Prepare minutes of 27th meeting and report to NAFC	\$ 1,350
* Revise FMSG brochure	\$ 9,500
* Resume publication of Forest Fire News and Notes	\$ 5,500
* Distribute Directory of Fire Personnel to Mexico	\$ 75
TOTAL	\$107,125

C. Study Group Activities

1. Meetings and Planning

** Plan activities and the annual meeting*

Completion date: summer, 1994

Partnerships: U.S. Forest Service; travel expenses are paid by the delegate's home country.

Expected outcome: draft annual work plan and meeting agenda.

**ACTION
PLAN**

Participants: contact - (US) Sandra Spurling (206) 750-5000; fax (206) 750-5045
Budget: (3 people, 3 days)
Travel expenses \$3,500.

* *Hold annual meeting*

Completion date: September 22, 1994
Partnerships: U.S. Forest Service (host); travel expenses are paid by the delegate's home country; meeting expenses are borne by the host country.
Expected outcome: exchange information, review activities, develop work plan.
Participants: leader - (US) Mary Jo Lavin (202) 205-1483 contact - (US) Tere O'Rourke (202) 205-1500
Budget: (10 people, 1 week)
Travel expenses \$25,000
Translation \$10,000
Facilities & hosting \$7,000
Total \$42,000

2. *Operational Activities*

* *Exchange fire managers*

Completion date: September, 1994
Partnerships: bilateral; travel expenses are borne by the manager's employing agency; hosting expenses are borne by the host agency.
Expected outcome: the employing agency benefits through the training received by the manager while the host country receives the individual's services during the exchange period.
Participants: contact - (Mex) Roberto Martinez (5) 554-0339; fax (5) 554 7097
contact - (US) Tere O'Rourke (202) 205-1500
Budget: (1 person, 100 days)
Travel expenses \$7,000.
Hosting & training \$3,000.
Total \$10,000

* *Exchange suppression crews*

Completion date: September, 1994
Partnerships: bilateral; travel expenses are borne by the crew's employing agency; hosting expenses are borne by the host agency.
Expected outcome: the employing agency benefits through the training received by the crew while the host country utilizes the crew during the exchange period.
Participants: contact - (Can) Rick Clevette (604) 387-5965; fax (604)387-5964
contact - (Mex) Roberto Martinez (5) 554-0339; fax (5) 554-7097
contact - (US) Tere O'Rourke (202) 205-1500
Budget: (5 persons, 100 days)
Travel expenses \$25,000
Hosting & training \$10,000.
Total \$35,000.

* *Encourage local cross-border agreements*

Completion date: ongoing
Partnerships: bilateral; negotiation, approval, and implementation are done by adjacent local agencies.
Expected outcome: cross-border agreements provide for local mutual assistance for fire operations, expedite international movement of personnel and equipment, increase common understanding of management practices, permit joint fire training and emergency management exercises, and facilitate technology transfer.
Participants: contact - (US) Mary Jo Lavin (202) 205-1483
contact - (Can) Al Simard (819) 997-1107; fax (819) 997-3389
contact - (Mex) Oscar Cedeno (5) 554-0339; fax (5) 554-7097
Budget: No cost to FMMSG

ACTION
PLAN

* *Implement awards process*

Completion date: at annual meeting
Partnerships: 3 countries
Expected outcome: recognition of exceptional individual and group contributions to national and international fire management.
Participants: contact - (US) Mary Jo Lavin (202) 205-1483
contact - (Can) Al Simard (819) 997-1107; fax (819) 997-3389
contact - (Mex) Oscar Cedeno (5) 554-0339; fax (5) 554-7097
Budget: Awards, plaques, etc \$200.

* *Support International Fire Symposium*

Completion date: 1996
Partnerships: 3 countries, BC Forest Service
Expected outcome: renewal of the momentum for increased international awareness of wildland fire, information exchange, and cooperation generated by the first international fire symposium.
Participants: leader - Rick Clevette (604) 387-5965; fax (604) 387-5964
Budget: No cost to FMSG in FY 1994

* *Raise activities to the chief forester*

Completion date: ongoing
Partnerships: 3 countries
Expected outcome: increased support for FMSG activities within each country.
Participants: contact - (US) Mary Jo Lavin (202) 205-1483
contact - (Can) Al Simard (819) 997-1107; fax (819) 997-3389
contact - (Mex) Oscar Cedeno (5) 554-0339; fax (5) 554-7097
Budget: No cost to FMSG

3. *Publication and product delivery*

* *Produce minutes of the annual meeting*

Completion date: August, 1994
Partnerships: Canadian Forest Service
Expected outcome: report of the annual meeting, including country reports, business transacted, review of activities, proposed activities, and work plan.
Participants: leader - Al Simard (819) 997-1107; fax (819) 997-3389
Budget: Writing & collating (1 week) \$1,000.
Photocopying (50 copies) \$ 300.
Mailing \$ 50.
Total \$1,350.

* *Revise FMSG brochure*

Completion date: May, 1994
Partnerships: U.S. Forest Service
Expected outcome: updated brochure summarizing the history, accomplishments, and current activities of the FMSG.
Participants: contact - Tere O'Rourke (202) 205-1500
Budget:
Editing (3 weeks) \$3,000.
Production (1 week) \$1,000.
Printing (3,000 copies) \$5,000.
Distribution \$500.
Total \$9,500.

* *Publish Forest Fire News & Notes*

Completion date: September, 1994
Partnerships: Canadian Forest Service (editing & production),
U.S. Forest Service (printing & distribution)
Expected outcome: annual publication with articles on research results, new technology, organizational activities, case histories of major fires, and general

ACTION
PLAN

information of interest to North American fire management agencies.

Participants: leader - Al Simard (819) 997-1107; fax (819) 997-3389

Budget:

Editing (2 weeks) \$2,000.

Production (2 weeks) \$2,000.

Printing (500 copies) \$1,000.

Distribution \$500.

Total \$5,500.

* *Distribute Directory of Fire Management Personnel to Mexico*

Completion date: March, 1994

Partnerships: Canadian Interagency Forest Fire Centre

Expected outcome: increased information exchange between Mexican, Canadian, and U.S. fire management agencies and officials.

Participants: leader - Al Jeffrey (204) 784-2030; fax (204) 956-2389

Budget:

Printing (20 copies) \$50.

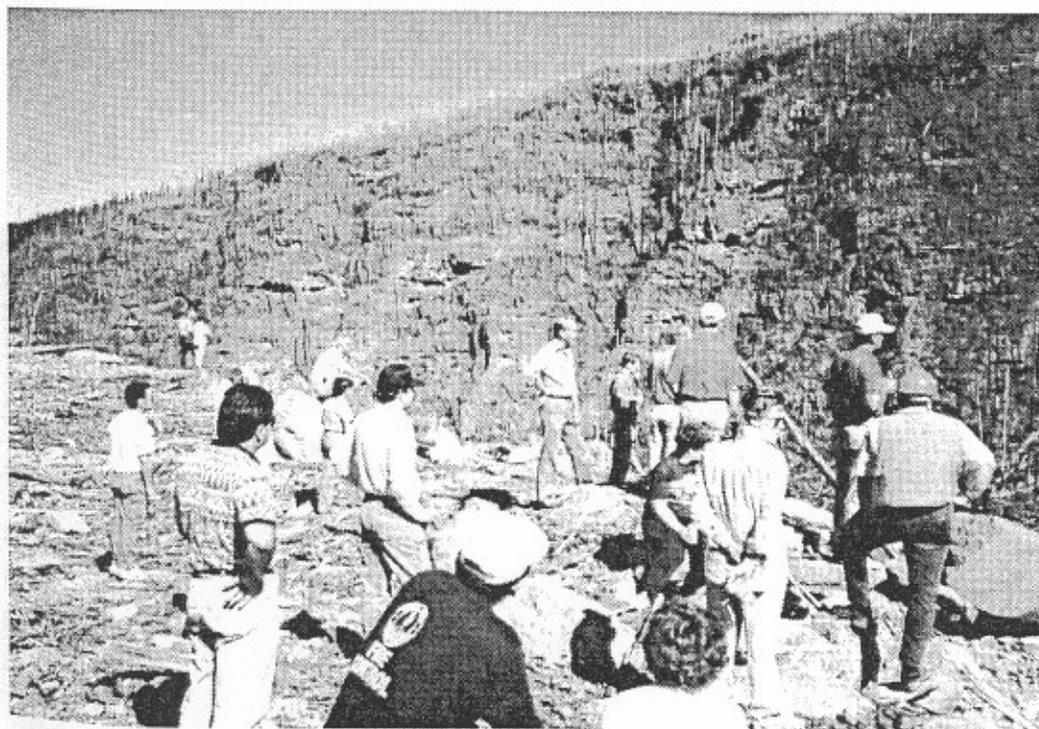
Mailing \$25.

Total \$75.

III. Description of Activities

Activities of the FMSG are described in greater detail in the Report of the 1993 Annual Meeting and the 1994 country reports which are appended hereto.

ACTION PLAN



*Field trip to
Mt. St. Helens,
1994*