



Food and Agriculture  
Organization of the  
United Nations

# GUIDE TO INTEGRATED FIRE MANAGEMENT GOVERNANCE ASSESSMENT





# **GUIDE TO INTEGRATED FIRE MANAGEMENT GOVERNANCE ASSESSMENT**

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1

# Introduction

# 1. Introduction

In recent years, climate change and land-use change have led to increasingly frequent and extreme wildfires that have had disastrous effects on ecosystems, livelihoods and national economies. The 2025 Global Forest Resources Assessment highlighted that 261 million hectares (ha) of land were affected by fire annually in the period of 2007-2019, about half of which was forested (FAO, 2025). The number of extreme wildfires is expected to increase by 50 percent by the end of the century (UNEP, 2022).

Not all fires are bad. Indeed, fire has been part of the Earth's ecosystem for hundreds of millions of years, and some ecosystems, such as savannahs, grasslands and boreal forests, have evolved to depend on fire. For many generations, small-scale farmers and Indigenous Peoples have traditionally used fire as a tool for managing land use.

As a result, the key challenge for those managing fire is to promote 'good fire' while at the same time minimizing the costs of extreme wildfires. This means shifting the focus from suppressing fires to preventing and preparing for them through integrated fire management (IFM).

IFM is a holistic approach, which incorporates economic, sociocultural and environmental aspects that are crucial for fire management. It draws on good practices around the world used by stakeholders<sup>1</sup> at all levels, including the experience and expertise of Indigenous Peoples and other local knowledge holders. It considers the social contributions that natural- and human-caused fire make to supporting local communities, cultures and livelihoods, as well as their role in maintaining the integrity of local ecosystems. At the same time, it recognizes the impacts of natural and human-caused fires on vulnerable populations (e.g. through smoke exposure) and the risks associated with post-wildfire hazards, such as increased soil erosion and runoff. IFM promotes fire management as a cycle, moving through review and analysis, risk reduction, readiness, response and recovery. In 2025, IFM gained high-level political attention with leader-level endorsement of the G7 Kananaskis Wildfire Charter<sup>2</sup>, the Belém Call to Action on Integrated Fire Management and Wildfire Resilience ahead of the Thirtieth Conference of the Parties (COP30) of the United Nations Framework Convention on Climate Change<sup>3</sup>, the United Nations (UN) General Assembly resolutions on Sustainable development: disaster risk reduction<sup>4</sup>, and the UN Environment Assembly (UNEA) resolution on strengthening the global management of wildfires<sup>5</sup>.

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1 During the development of the guide and testing it, various terms for who should be involved were noted, for example actor(s), stakeholder(s), key actor(s), informant(s) and agent(s). For the purposes of this guide, the term 'stakeholder' is used to include all those who may be involved. Other terms may be used in local contexts.

2 The Kananaskis Wildfire Charter is available in English and French at: <https://g7.canada.ca/en/news-and-media/news/kananaskis-wildfire-charter/>

3 The Call to Action on IFM and wildfire resilience is available at: <https://www.fao.org/partnerships/fire-hub/resources/call-to-action-on-integrated-fire-management-and-wild-fire-resilience/en>

4 The UNGA resolutions are available at: <https://docs.un.org/en/A/RES/79/205> (2024); <https://docs.un.org/en/A/RES/80/137> (2025)

5 The UNEA resolution is available at: <https://docs.un.org/en/UNEP/EA.7/L.10>



These declarations recognize the importance of increased international cooperation on IFM, including through the Global Fire Management Hub (Fire Hub). The Fire Hub, led by the Food and Agriculture Organization of the United Nations (FAO) and the United Nations Environment Programme (UNEP), is a multi-partner initiative that strengthens countries' capacities to implement IFM and reduce the negative impacts of wildfires on livelihoods, landscapes and the global climate. The Fire Hub accelerates IFM at regional, national and community levels by making available the best information and training to support countries in a coherent, comprehensive and consistent way. It focuses on knowledge and data sharing, capacity building, wildfire-resilient communities, fire risk reduction and early warning, and policy support<sup>6</sup>.

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6 Website of the Global Fire Management Hub: <https://www.fao.org/partnerships/fire-hub/en>



# 2

## Setting the scene: The role of governance in IFM



## 2. Setting the scene: The role of governance in IFM

Governance plays a central role in shaping effective fire management outcomes. Governance mechanisms are complex and varied. These mechanisms are shaped in various ways by the countries, the contexts, the people and the history of the communities in which they are situated, and by the people responsible for them. Fires are a product of the interactions of land and vegetation with people and institutions. Consequently, governance in the fire context involves considering institutional jurisdictions and often making trade-offs between competing objectives at global, national and subnational levels.

Each country has its own unique history and challenges related to fires, which need to be addressed in a given social, cultural, economic and political context. This specificity requires a tailor-made combination of policies and interventions to achieve optimal results. Successful governance for IFM requires a significant change in mindset: a shift away from viewing institutions as an input to achieve a desired objective towards one where institutions, authorities and capabilities emerge as the outcome and architecture of sociopolitical processes and power relations.

Given the complexity of fire and its consequences, implementing IFM successfully requires a ‘whole of society’ approach. Many stakeholders need to be involved in the process through engagement and negotiation to manage the many different interests, beliefs, power relations and resources among different sectors and stakeholder groups. Representatives from all stakeholder groups must be integrated into and participate in governance processes to ensure their views are heard. This includes, but is not limited to governments, private sector, civil society, academia, local communities and individual citizens.

Governance in the fire context, therefore, is difficult to navigate. Improving IFM governance requires a system that can unpack the complexity of fire management and consider the individual components that constitute governance. In many countries, it can be a challenge to successfully engage in the complex negotiations required to manage the diverse interests, beliefs, power relations and resources across the environmental, agricultural and forestry sectors that need to interact for IFM.

### Box 1. Governance at a glance

At FAO, the concept of governance refers to formal and informal rules, organizations and processes through which public and private actors articulate their interests and make and implement decisions (Bojić, Clark and Urban, 2022). In other words, governance is about the ways in which power is exercised and the sets of rules that govern people's behavior and action are designed and implemented to pursue collective goals.

The importance of governance is reflected in three recent publications that are described below. These complementary resources provide content, ideas, options and practical examples to support the identification and implementation of governance elements across IFM systems.

## Landscape Fire Governance Framework

The *Landscape Fire Governance Framework* (LFGF) was proposed by members of the technical and scientific community at the Eighth International Wildland Fire Conference in Porto, Portugal in 2023 (AGIF, 2023). It is a fire governance model that brings together governments, businesses, academic institutions and members of civil society to find equitable and technically sound solutions to the problems posed by fires.

Under the LFGF, IFM is considered critical for: sustainably managing landscapes; developing governance models that address risk and involve different stakeholders; and uniting the diversity of scientific and cultural knowledge, values and political actions needed to meet the requirements of IFM. The proposed governance model calls for an assessment of fire risk and determining how communities and cultures perceive this risk and accept the impacts of fires. It considers stakeholder engagement crucial for governance, helping with monitoring and continuous improvement, measuring progress, and planning for shorter periods under conditions of uncertainty. The governance aspects from the LFGF shaped the preparation of this Guide and informed the set of questions.

## Integrated Fire Management Voluntary Guidelines

The updated *Integrated Fire Management Voluntary Guidelines: Principles and strategic actions*, published by FAO (2024), reflect the latest knowledge, policies and experience in implementing IFM globally. They are intended to outline important IFM objectives and establish principles for responsible IFM. They take into account all relevant political, economic, social and environmental factors and contribute to the establishment and implementation of national and subnational policies and planning mechanisms for establishing or improving the legal, regulatory and institutional architecture required for responsible IFM.

The *Integrated Fire Management Voluntary Guidelines* are used for education, guidance, benchmarking, cooperation and advocacy on all aspects of IFM. They provide context for economic, social, cultural, environmental and political discussions at the subnational, national, regional and international levels. The principles and strategic actions described in the *Integrated Fire Management Voluntary Guidelines*, which have also been used in developing this Guide, can serve as a checklist for strengthening policies, legal and regulatory mechanisms, plans and procedures on IFM, as well as starting points for discussion and engagement. With respect to governance, the *Integrated Fire Management Voluntary Guidelines* make specific reference to the LFGF and encourage an integrated approach to policymaking for fire management by transforming existing governance models to enable the most needed capabilities for institutional rearrangements.

## Wildfire Peer Review Assessment Framework

In May 2023, the European Commission published the *Wildfire Peer Review Assessment Framework* (Wildfire PRAF) within the framework of the European Union Civil Protection Mechanism (Casartelli and Mysiak, 2023). The Wildfire PRAF is a tool designed to support comprehensive reviews of disaster risk management and civil protection systems. Highly geared towards responders in the civil protection and civil defence community, it focuses on the risk associated with large-scale unplanned or uncontrolled fires. The Wildfire PRAF, which covers governance and six other thematic areas, examines the practices of wildfire risk management in the host country or region.

The LFGF, the *Integrated Fire Management Voluntary Guidelines* and the Wildfire PRAF all contribute to identifying and implementing the governance elements and aspects of IFM. This Guide builds on these frameworks and guidelines, reflecting the innovations and core thinking expressed in those resources. Based on this solid foundation, this Guide can support decision-makers and practitioners interested in understanding and improving the governance context for IFM.

# 3

## From principles to practice



### 3. From principles to practice

#### Purpose

The purpose of this Guide is to help its users create knowledge and understanding of IFM governance in a particular place and determine any necessary actions that need to be taken. It describes a process to build consensus across the full scope of IFM, create opportunities for engagement among stakeholders - including those who may not typically interact in governance processes - and help to ensure that outcomes reflect the country's specific context, needs and priorities. By combining evidence-based analysis with inclusive, multistakeholder engagement, the approach set out in this Guide enables key stakeholders to co-create knowledge, build trust and form coalitions for action. Analysis of the national context then supports the identification of strategic priorities and actions to drive meaningful and sustained improvements in IFM governance. Although the process includes an assessment component, it is not intended to rank or compare countries, nor is it a compliance check.

In applying the principles laid out in the LFGF, the *Integrated Fire Management Voluntary Guidelines* and the Wildfire PRAF, this Guide provides a phased, interactive and iterative approach to assessing governance. This phased approach follows the one laid out in the FAO governance and policy support framework paper, *Focus on governance for more effective policy and technical support* (Bojić, Clark and Urban, 2022).

The stated purpose of the framework paper, hereafter referred to as the *FAO Governance Analysis*, is “to propose a framework to identify, analyse and address governance issues related to the sustainable development of food and agriculture ...” (Bojić, Clark, and Urban, 2022, p. xii) and has provided a sound, tested and structured basis for this Guide.

#### FAO Governance Analysis Framework

The *FAO Governance Analysis Framework*, which helps practitioners recognize key governance issues and defines the evolving concept of governance, also proposes a comprehensive approach that, through an analysis of the country context, identifies strategic actions to develop a theory of change. This approach was applied to IFM governance in developing this Guide. The *FAO Governance Analysis Framework* can be applied at all levels of governance and guides the design and evaluation of technical solutions to problems associated with fires. These solutions must be informed by an assessment of the political, economic and social context for which they are being designed, as well as the institutional setting and capacities needed for their implementation.

Given the major national and territorial differences in structures, capacities, economies and phases of development, the *FAO Governance Analysis Framework* stresses that a technically viable, realistic and politically feasible response to problems must be developed at the request of, and in partnership with, governments. It is governments that have the final say on what policy to choose and how to carry it out. The implementation of the *FAO Governance Analysis Framework* relies on involving key stakeholders early on to co-create a coalition willing to carry out the actions required for change.

The *FAO Governance Analysis Framework* also highlights an important shift in the approach to governance: rather than aiming at a clear concept of what ‘good governance’ should look like (i.e. an ideal situation that may not be readily described and may be somewhat theoretical), there is a more pressing need to understand in practical terms what the actual situation is and why.

The *FAO Governance Analysis Framework* allows for the co-creation of a theory of change based on shared analysis and consensus on the issues and problems, stakeholders, and the political, economic and social context to integrate governance into the formulation and implementation of interventions at country, regional and global levels.

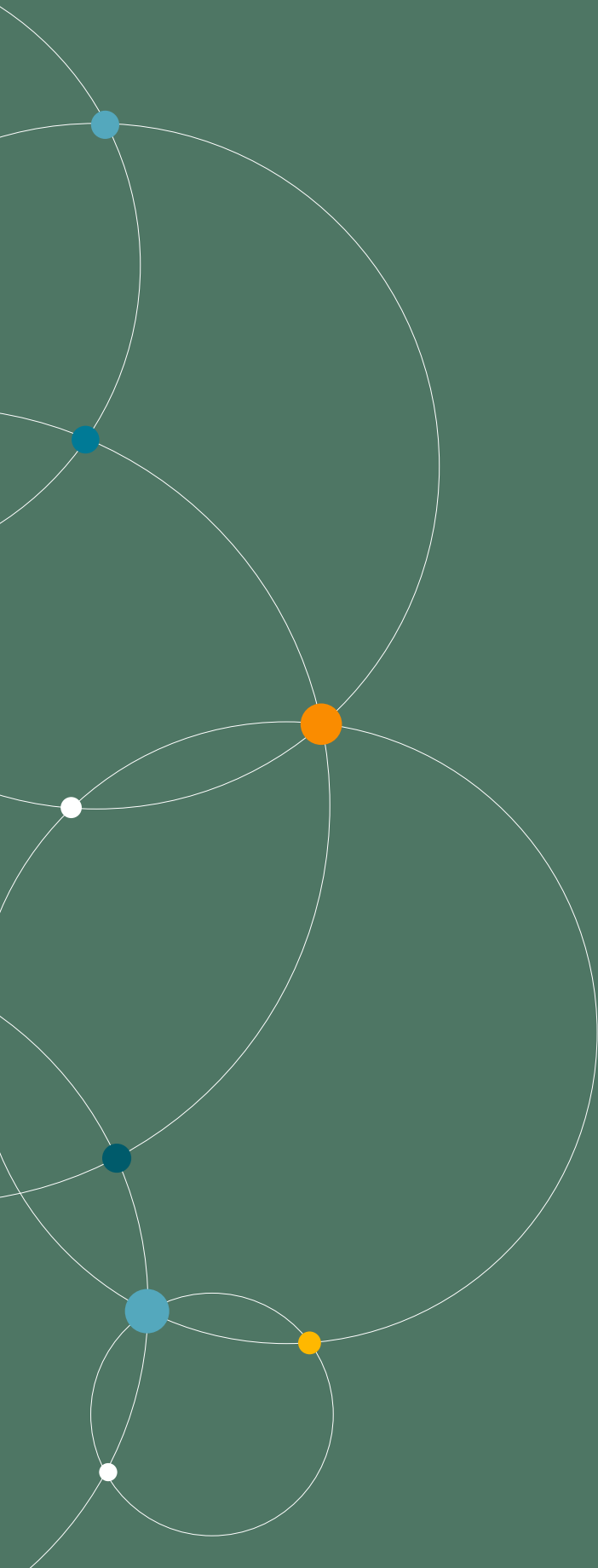
The *FAO Governance Analysis Framework* is a neutral guide that does not promote any specific technical approach or policy options. It supports the search for the most appropriate pathway at each respective level to ensure a transition towards more effective policy. It relies on both evidence-based knowledge and multistakeholder engagement that allows key stakeholders to co-create new knowledge while helping to build trust and create the coalitions necessary to support transformative and sustained action. Recognizing the significant national and subnational variations in institutional structures, capacities, economies and phases of development, the *FAO Governance Analysis Framework* emphasizes that responses must be technically sound, context-specific and politically feasible. These responses should be developed at the request of and in close partnership with governments.

The experience of many countries has shown that effective solutions are more likely to emerge when diverse stakeholders can agree on a shared understanding of a key problem, commit to investigate it, learn together, and actively contribute to developing the most appropriate and workable solution that is consistent with societal values and prioritized needs. The early involvement and active engagement of national and local stakeholders (and perhaps regional stakeholders) in the governance process is therefore critical.

A final product developed through the application of the *FAO Governance Analysis Framework* is expected to be a report that includes:

- a set of recommended and agreed actions for change;
- the identification of a group of key stakeholders essential for the promotion of the change; and
- a timeline covering the period from the end of the analysis up to three years later.

The report could also include mechanisms for monitoring progress and ensuring accountability.



# 4

## Using the IFM Governance Assessment

## 4. Using the IFM Governance Assessment

### The four phases of IFM governance assessment

In this Guide, the IFM governance assessment process is structured into a pre-work phase and four interrelated phases that follow the *FAO Governance Analysis Framework*:

- Pre-work (IFM country assessment) phase
- Phase 1: Problem framing
- Phase 2: Institutional analysis
- Phase 3: Political economy analysis
- Phase 4: Priorities for action

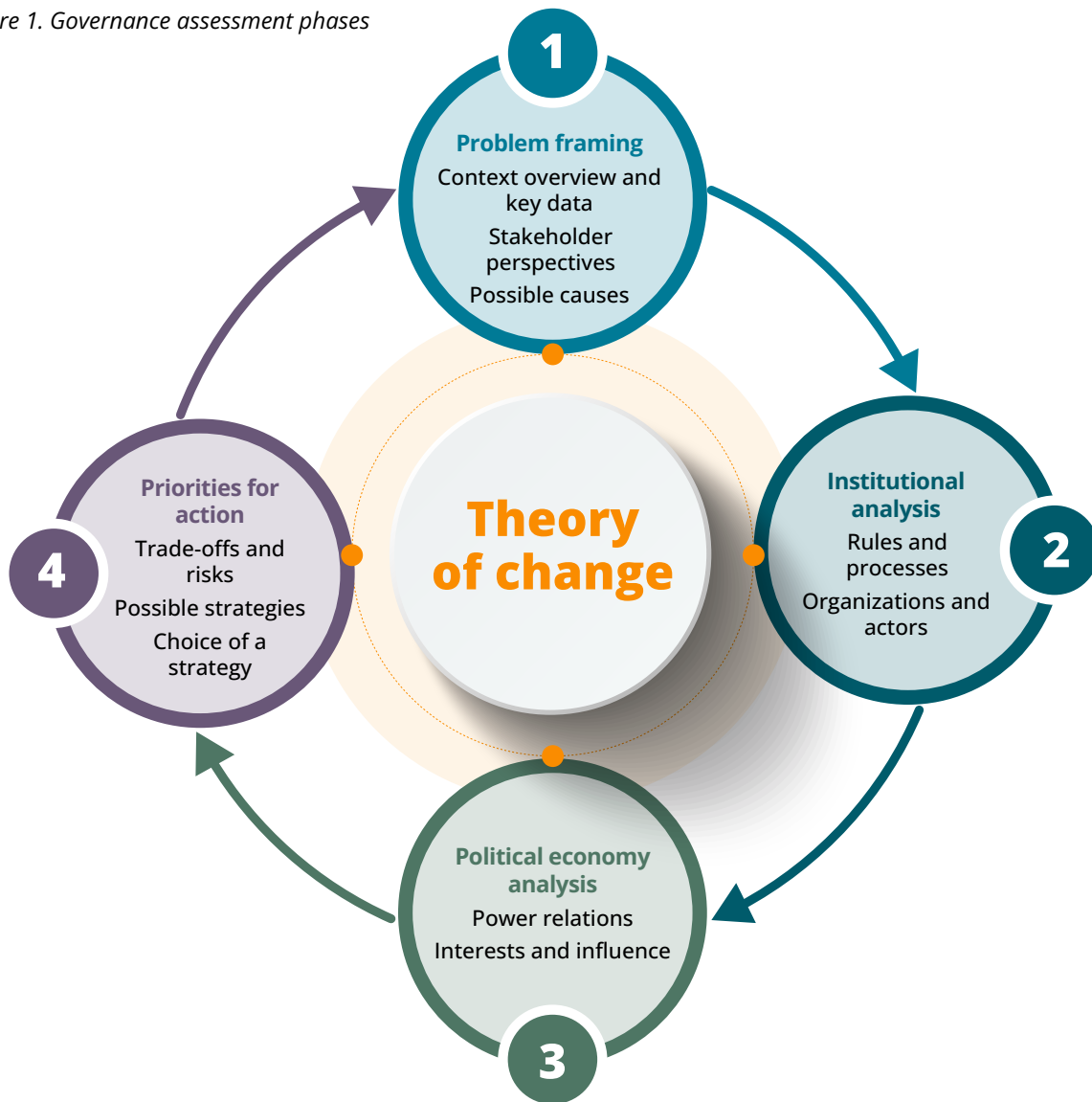
These phases are described separately but are closely interlinked. The whole process is iterative and continuous. In many governance assessments, there is no real distinction between an institutional analysis and a political economy analysis; the two are often merged. Throughout the process, initial assumptions and policy and technical judgments will need to be re-examined as new information and knowledge becomes available.

The results obtained in each phase would be reviewed and validated by participants at the beginning of the subsequent phase. After completing each phase, it is recommended that sufficient time be allocated for the stakeholders participating in the process to absorb and consider the analysis, clarify findings and collect information before moving to the next phase.

The four phases of the governance assessment (Figure 1) serve to:

- Guide the design and evaluation of technical solutions, which must be informed by a realistic appraisal of the political, economic and social context for which they are being designed;
- Help to identify key stakeholders from all relevant sectors and interested groups. Stakeholders to be consulted and engaged with include women, Indigenous Peoples, ethnic minorities groups and low-income communities to ensure a diversity of perspectives. Inclusive participation ensures the vital substantive issues and interests that need to be addressed in the decision-making process are identified; the widest possible range of local and traditional knowledge is brought to bear on the problems that have been identified; and the outcomes are both workable and legitimate and deliver benefits in a fair and equitable manner;
- Place a focus on key stakeholders and examine the political economy factors, specifically the power dynamics, interests and influence of the stakeholders and organizations involved that must be considered when designing a programme for institutional change; and
- Enable the identification of an agreed theory of change that constitutes the strategic actions for transformative change based on improved stakeholder engagement and understanding of the issues generated in the first three phases.

Figure 1. Governance assessment phases



Source: **Bojić, D., Clark, M. & Urban, K.** 2022. *Focus on governance for more effective policy and technical support*. Governance and policy support framework paper. Rome, FAO. <https://doi.org/10.4060/cc0240en>

The IFM governance assessment can take place at different levels (e.g. national, regional or local). The level must be defined before the analysis begins. Each phase is guided by a set of questions and methodological exercises that the facilitation team should apply as deemed appropriate to achieve the objectives of each phase and of the overall governance assessment.

Tools are available to guide the governance analysis to achieve the objectives of the governance assessment. Many of these tools, which are listed in Annex 1, have been used in past analyses. The tools are standardized and should be thought through and then adapted for IFM in the national or local context to ensure they are relevant and effective.

## Process

This Guide is built on the understanding that the process for conducting the assessment is inclusive and diverse, and is led by a ‘facilitation team’. Participants in the process would embody the ideal

‘whole of society’ approach for IFM that engages all stakeholders. The facilitation team leads the process, and helps participants connect learnings from each phase, keeps track of discussions, and ensures a clear path forward at the end of the assessment. More on timing, representation and facilitation can be found later in this document in Section IV on Considerations for the assessment process.

### ● Pre-work: IFM country assessment

To support and inform the governance assessment process, it is essential to conduct a country assessment in a pre-work phase. This preliminary phase involves reviewing national and local background information from literature and other resources available to local experts. The purpose of this phase is to provide stakeholders participating in the assessment process and the facilitation team with a shared snapshot of:

- the current fire management conditions;
- key actors and relevant laws;
- historical fire events; and
- previous attempts at reform (successful or unsuccessful).

It is recommended that the country assessment be carried out by an expert or a working group of experts with extensive knowledge of IFM and the local context. The pre-work phase creates a product that describes fire history in the country and includes sufficiently detailed information on:

- ecology;
- traditional fire use and the economics of fires;
- the impacts of wildfires;
- the history of fire management with a description of the national context;
- the levels of government, institutions and organizations that are relevant to fire management; and
- relevant policies, regulations and laws.

### ● Box 2. A note on the guiding questions

*The questions listed below and in the following sections are **guiding questions**. They are framed in a general way to ensure relevance at the global level. When applied to a specific scenario, they will need to be reframed and adapted, perhaps in consultations before the process begins or through facilitation during the process.*

*For the purposes of the exercise, it is assumed that all questions presented are relevant to achieving the objectives of the governance assessment and should therefore all be answered. The proposed order of the questions is not rigid. During the governance assessment, participating stakeholders may, together with the facilitation team, select and sequence the questions in the order they deem most suitable.*

## GUIDING QUESTIONS

### PRE-WORK RELATED TO PHASE 1 (Problem Framing)

Problem analysis

Country, regional or  
local context

1. What has been the frequency (seasonal, annual) of wildfires in the country over recent history up to the present?
  - Suggested minimum time frame: 20–30 years but as long a period as feasible.
2. What has been the severity (impact and intensity) of wildfires in the country over recent history up to the present?
  - Suggested minimum time frame: 20–30 years but as long as possible.
3. What is the history of fire management in the country?
  - Other terms for fire might include wildfire, forest fires vegetation fires, grass fires.
  - This question should seek to generate a broad description of the fire management context (beyond suppression only) that will be reviewed by the participants. It may also relate to who uses fire, when, and why, and what are the roles and arrangements for fire suppression.
4. Is the country a federal state?
5. Is the form of government centralized or decentralized?
6. Who/Which institutions/organizations are the key stakeholders involved in IFM?

### PRE-WORK RELATED TO PHASE 2 (Institutional analysis)

1. What are the current organizational structures and arrangements related to fire management?
  - This will involve a mix of roles and responsibilities from a range of institutions that are likely to be indicated by relevant laws. A single entity may not have responsibility for fire management.
2. What are the IFM policies, strategies, laws, rules, regulation, sub-decrees, guidelines, proclamation that relate fire prevention, management and response?
  - The regulatory framework will have been considered as part of the pre-work phase and would cover approval mechanisms and levels at which these mechanisms operate.
3. Are there informal institutions (e.g. customary norms, unwritten practices, traditional practices) in the country that influence fire management?
  - List any informal rules you are aware of.

After participants have completed the questions, the IFM country assessment would be distributed to all participating stakeholders prior to the start of the governance assessment process to provide a starting point for engagement and discussion for Phase 1 (Problem Framing), as well as informing the other phases. This shared understanding helps ensure informed discussions during the successive phases of analysis.

## PHASE 1: Problem framing

**The objective of the first phase is to generate a consensus among participating stakeholders on the key problem(s) of fire management and a shared understanding of its (or their) nature. This initial agreement is crucial for IFM. Having a clearly defined and mutually agreed-upon problem within a governance context is often regarded as half of the solution that leads to implementing IFM.**

The pre-work relating to Phase 1 would be presented, discussed and confirmed, with a focus on at what level the various components of IFM are dealt with. For example, this may be at the national level for all components, the regional level for some components, and a decentralized level for operations. The pre-work phase can set this out; it is then clarified and agreed on by the participating stakeholders. This shared understanding will help ensure informed discussions during the successive phases of the governance analysis.

The following guiding questions are intended to generate a consensus among participating stakeholders as to the key problem(s) of fire management.

### GUIDING QUESTIONS

#### PROBLEM ANALYSIS

1. What is the definition of IFM for your country or organization?
  - If there is no IFM in place, what are the key constraints seen by the key stakeholders?
  - Are they governance and institutional factors, or are they technical?
2. What are the main problems in achieving the objective of IFM?

The objective of IFM is to address fire issues in ways that consider nature, people, culture, economy and politics. It aims to maintain harmony among these components to ensure actions are taken on all fronts, making them as effective as possible.
3. What are the main possible root causes of the problem?
  - This would include for example policy and legal frameworks, allocation patterns, planning and capabilities.
4. Why is IFM needed in the country?
5. What would be the expected benefits of IFM?

|                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
|-------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                       | <ol style="list-style-type: none"> <li>6. If there are several potential root causes of the problem of not having a functional IFM in place, which one seems the most critical and should be prioritized?</li> <li>7. Which stakeholders and circumstances create or enable these causes?</li> <li>8. Why does(do) the problem(s) persist? Why is the problem not solved?</li> <li>9. What lessons can be drawn from the history of past efforts to deal with similar questions of IFM activities in the country? <ul style="list-style-type: none"> <li>• Is there a need for IFM?</li> </ul> </li> </ol>                                                                         |
| <b>COUNTRY,<br/>REGIONAL OR<br/>LOCAL CONTEXT</b>     | <ol style="list-style-type: none"> <li>1. Who/Which institution holds political authority and leadership in the context of IFM? <ul style="list-style-type: none"> <li>• This may include ministries of land management, protected areas, forests and civil protection.</li> </ul> </li> <li>2. Who/Which institution holds a role of administrative or operational authority and responsibility?</li> <li>3. How is IFM incorporated in policies in the country?</li> <li>4. Are there major policy changes ongoing or planned?</li> </ol>                                                                                                                                        |
| <b>ASPECTS OF<br/>GOVERNANCE<br/>(if appropriate)</b> | <ol style="list-style-type: none"> <li>1. Is there a cross-sectoral body leading governance of IFM? <ul style="list-style-type: none"> <li>• If yes, then describe it.</li> <li>• If no, then consider whether there is something like that or approaching it and seek to identify the aspects of governance, engagement and dialogue that already exist.</li> </ul> </li> <li>2. What is the existing governance structure for IFM in the country?</li> <li>3. Do existing governance efforts engage all relevant stakeholders? <ul style="list-style-type: none"> <li>• If yes, how?</li> </ul> </li> <li>4. Are there dialogue and coordination mechanisms in place?</li> </ol> |

The desired outcome of this phase is to create the conditions for open discussion and harness collective intelligence in identifying pathways towards solutions. This does not require complete agreement about the nature of the problem and its main dimensions. Nevertheless, participating stakeholders should aim for a shared understanding of each other's positions that is solid enough to enable open dialogue towards identifying a solution. The exercise would normally identify several perspectives. The insights may reflect different aspects of the same problem, whereas others may draw attention to the different priorities of the participants.

The main problem(s) identified and agreed on by the participants should also be anchored in priority objectives that are shared by the participating stakeholders and can guide the subsequent phases of the governance assessment.

## PHASE 2: Institutional analysis

**The second phase of the governance assessment focuses on an analysis of the institutional context of fire management. The key institutions that influence stakeholder decisions and behaviours related to the identified problem(s) for IFM are mapped in this phase. Participants would seek to identify the institutional arrangements that contribute to the problem, as well as the institutional arrangements that may enable or support potential solutions that contribute to implementing IFM.**

Institutional analysis focuses on mapping the ‘formal institutions’ (e.g. policies, strategies, laws, norms and rules) and the ‘informal institutions’ (e.g. traditions and practices, socio-economic and cultural factors) that are linked to the problem statement (see Box 2). Policy coherence should also be highlighted as it is a crucial aspect of governance and may often be a key contributing factor to a given problem. Policy coherence refers to issues related to alignment and consistency across sectors, actors and governance levels, and it is generally ensured through planning, budgeting and coordination processes.

### Box 3. Formal and informal rules

Distinguishing formal from informal rules is tricky. According to most authors, the main differences relate to the origin, enforcement and form of the rules. Formal rules are generally written down and codified, and established and enforced by the state, whereas informal rules are established by society, self-enforcing and generally unwritten. However, the demarcation between formal and informal rules is ambiguous. For example, formal rules can be applied and interpreted in different ways by administrative units (or individual officials) so that they effectively become informal rules. Also, informal and formal rules should not be associated with ‘traditional’ and ‘modern’ rules. So-called traditional rules can be written down or codified by law, while modern rules can have the status of informal rules. One noteworthy example is the British constitution, which is actually a set of domestic laws (some going back to the Magna Carta and the Act of Settlement of 1702) that includes formal electoral laws and informal conventions (e.g. collective cabinet responsibility).

Sources:

**Leftwich, A. & Sen, K.** 2010, and *Beyond Institutions: Institutions and Organisations in the Politics and Economics of Poverty Reduction - A Thematic Synthesis of Research Evidence*, University of Manchester, UK. Research Consortium on Improving Institutions for Pro-Poor Growth (IPPG). [https://assets.publishing.service.gov.uk/media/57a08b00e5274a31e00008e8/8933\\_Beyond-Institutions-final.pdf](https://assets.publishing.service.gov.uk/media/57a08b00e5274a31e00008e8/8933_Beyond-Institutions-final.pdf)

**Jutting, J., Drechsler D., Bartsch, S. & de Soysa, I., eds.** 2007. *Informal institutions: how social norms help or hinder development*. Paris, Organisation for Economic Co-operation and Development (OECD). <https://doi.org/10.1787/9789264039070-en>

At the beginning of Phase 2, a local focal point could provide an overview of the country's policies, laws and basic institutions to facilitate reflection on whether they are active, effective or require revision. The pre-work relating to Phase 2 would be presented and confirmed.

| PROBLEM ANALYSIS                            | GUIDING QUESTIONS                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
|---------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| INFORMAL INSTITUTIONS                       | <ol style="list-style-type: none"> <li>1. Are fire organizations established and operating on formal or informal rules?</li> <li>2. Are relevant rules respected followed, implemented and enforced? <ul style="list-style-type: none"> <li>• Use a scale from 1 to 4, where 4 corresponds to fully respected and 1 means to a small extent.</li> </ul> </li> <li>3. Are the rules perceived as effective and practical? Are they appropriate and fair? <ul style="list-style-type: none"> <li>• Explain.</li> </ul> </li> </ol>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| PLANNING BUDGETING AND COORDINATION PROCESS | <ol style="list-style-type: none"> <li>1. Are informal institutions respected and followed?</li> <li>2. Are informal institutions perceived as appropriate and fair? <ul style="list-style-type: none"> <li>• Explain.</li> </ul> </li> <li>3. Would IFM affect certain informal institutions at community level/ private sector and other levels? <ul style="list-style-type: none"> <li>• If yes, how?</li> </ul> </li> </ol> <ol style="list-style-type: none"> <li>1. How are resources allocated for staffing, budget, administrative support, equipment, training development and delivery, engagement costs and duration for communities and between agencies? <ul style="list-style-type: none"> <li>• Who is responsible for allocating resources?</li> <li>• Is there a mechanism in place for negotiating allocation to different actors engaged in IFM?</li> </ul> </li> <li>2. If resources for IFM are limited what is the trade-off and/or compromise between various allocation options?</li> <li>3. Is there a mechanism or governance arrangement for coordination or integrated action? <ul style="list-style-type: none"> <li>• If yes, who is participating and is it functional in practice?</li> </ul> </li> </ol> |

|                                                                                                                                                                                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>STAKEHOLDERS AND ORGANIZATIONS</b>                                                                                                                                                                                                 | <ol style="list-style-type: none"> <li>1. What are the roles and responsibilities in fire management of the relevant national and subnational and community stakeholders?</li> <li>2. How were the roles and responsibilities determined?</li> <li>3. Are there contradictions or overlaps in the responsibilities and activities of different stakeholders having a role in IFM?</li> <li>4. What are the contradictions and overlap? <ul style="list-style-type: none"> <li>• Do they occur at the national or subnational level?</li> </ul> </li> <li>5. How is integrated fire management perceived and understood by farmers, communities and their organizations, and other groups?</li> </ol>                                                                                                                                                                                                              |
| <b>CAPACITIES (PERSONNEL, SKILLS, BUDGET)</b>                                                                                                                                                                                         | <ol style="list-style-type: none"> <li>1. Is there sufficient capacity to implement IFM in terms of personnel and skills at national and subnational levels including from outside government and communities? <ul style="list-style-type: none"> <li>• If no, what is lacking?</li> </ul> </li> <li>2. How could the most promising capacity development option best be designed and implemented at each level? <ul style="list-style-type: none"> <li>• What are the challenges?</li> <li>• How could they be mitigated?</li> </ul> </li> </ol> <ul style="list-style-type: none"> <li>• Both these questions are exploratory and will enable and require facilitation.</li> </ul>                                                                                                                                                                                                                              |
| <b>RELATIONSHIPS AND PROCESSES IN RELATION TO:</b> <ul style="list-style-type: none"> <li>• <b>Communication</b></li> <li>• <b>Decision-making</b></li> <li>• <b>Planning</b></li> <li>• <b>Coordination and coherence</b></li> </ul> | <ol style="list-style-type: none"> <li>1. How are stakeholders (e.g. farmers, communities, landowners, land and fire users, the private sector, national and subnational agencies) involved in decision-making and implementation processes related to IFM?</li> <li>2. How and in which forums (e.g. instruments, methodologies and locations for communication) do key stakeholders communicate and interact? <ul style="list-style-type: none"> <li>• This may include, for example, meetings, workshops, technical working group(s) and social media.</li> </ul> </li> <li>3. How do organizational structures, values, culture and experiences enable or constrain collaboration and integrated action in fire management?</li> <li>4. What may be the most appropriate form of integrated action, according to different stakeholders? <ul style="list-style-type: none"> <li>• Why?</li> </ul> </li> </ol> |

The outcome of the institutional analysis would be an agreement by participants on the main factors blocking effective interactions between different stakeholder groups, the implementation of rules, and key trade-offs that need to be made to reach different objectives. There would also be a loose agreement on a possible package of actions for institutional reform at different levels of governance.

### ● PHASE 3: Political economy analysis

**The objective of the political economy analysis is to identify the stakeholders that have a concrete interest in advancing IFM; the stakeholders who have the power to drive change forward or block it; and the dynamics of influence, incentives and tensions that could affect attempts at institutional change.**

The political economy analysis focuses on key stakeholders and looks at factors (i.e. power relations, interests and the influence of the concerned stakeholders and organizations) that may need to be taken into account in formulating a programme of institutional change and building a coalition to foster its implementation.

It is critical to identify the key stakeholders associated with the priority problem that has been identified, as well as their relations, interests and influence, capacities and skills and likely response to proposed policy reform and technical interventions. Achieving change relies on the collective commitment to turn promising ideas and interventions into action. Some policy options may provoke tension among stakeholders who have different interests, influence and resources.

The interest/influence matrix (Figure 2) described in the *FAO Governance Analysis Framework* illustrates the ways in which different stakeholders are affected by or can influence a given situation. These differences will be reflected in their role, position and authority, as well as in their willingness and ability to engage. By mapping stakeholders according to their level of interest and influence, the matrix allows the participants to navigate the complexities of stakeholder relationships effectively and anticipate potential risks and opportunities. The matrix also helps foster meaningful collaboration and promotes transparent and inclusive decision-making.

Figure 2. Interest/Influence Matrix



Source: **Bojić, D., Clark, M. & Urban, K.** 2022. *Focus on governance for more effective policy and technical support.* Governance and policy support framework paper. Rome, FAO. <https://doi.org/10.4060/cc0240en>

In addition, a political economy analysis should also facilitate a proper understanding of the 'rules of the game' that affect the IFM context and shape stakeholder behaviour. The guiding questions for Phase 3 serve to:

- fill in the interest/influence matrix with the stakeholders that have interests, engagement, and indirect or direct involvement and identify their motivations;
- examine the roles of various stakeholders, their interests and relationships;
- identify degrees of control, influence and conflicts; and
- create an understanding of why and how conflicts persist.

Throughout Phase 3, the facilitators and participants continuously consider if any stakeholders should be repositioned in the matrix and if there are influences and stakeholders that are less obvious or hidden.

## INTEREST/ INFLUENCE MATRIX

### GUIDING QUESTIONS

#### Interest

1. Do the stakeholders have an interest in or engagement with the main issue as identified in Phase 1 (Problem Framing)?
  - Do they respond to it or pay close attention to it?
2. Are these stakeholders directly or indirectly affected by the outcomes?
3. Have these stakeholders shown past engagement or concern about similar topics?
  - Include examples.
4. What motivates the stakeholders's interest?
  - This would cover, for example, incentives, benefits, impacts, losses and damages.

#### Influence

1. Can the stakeholders shape decisions, policies or resource allocation concerning IFM?
2. Do they have formal authority or informal power?
3. Can they mobilize others or sway public opinion?

## MAIN QUESTIONS GUIDING THE ANALYSIS

1. How are the relevant stakeholders affected by the problem identified?
2. How are strategic actors able to influence a given situation?
  - 'Strategic actors' are actors with high interest and high influence concerning the topic and/or issue at stake.
3. How could key stakeholders be engaged to build a sense of ownership for change?
4. What are the roles of various stakeholders, their interests, relationships?
5. Who is in control of and/or influences the IFM governance arrangement?
6. Do conflicts over fire use and management tend to persist, or are there effective mechanisms in place for their resolution?
7. Are informal mechanisms widely used and recognized by formal governance structures?
  - How are they used, and why?

After the matrix is complete, facilitators could keep in mind and apply, if useful, whether any stakeholders should be repositioned and whether there are hidden influences and less obvious factors or stakeholders.

The outcome of the political economy analysis would be a map of the stakeholders behind the main drivers of the problem, as well as the stakeholders who can lead the implementation of the proposed solution and institutional reform. The map should include their stakes, interests, power relations, influence, and all formal and informal dynamics and attributes that determine how these stakeholders interact, bargain and influence outcomes.

### Phase 4: Priorities for action

**Building on the findings of the first three phases, the final phase of the analysis identifies strategic actions for transformative change. Through this phase, the participants recognize the trade-offs and risks of different courses of action and seek to build consensus around the impact of actions on different actors.**

This crucial final phase of the analysis prioritizes the necessary policy interventions and investments; assesses cost-benefit ratios, risks and trade-offs; and develops a realistic theory of change (see Figure 3). A realistic theory of change articulates the change process, outlines the measures needed, and identifies their environmental, economic and social implications given the existing dynamics among stakeholders.

Participants should work towards agreeing on a theory of change, lay out a recommended course of action, and build a coalition of stakeholders ready to lead the change. The key outputs of this final phase of the analysis are an agreed theory of change and a recommended course of action.

Figure 3. Developing priorities and building coalitions for action



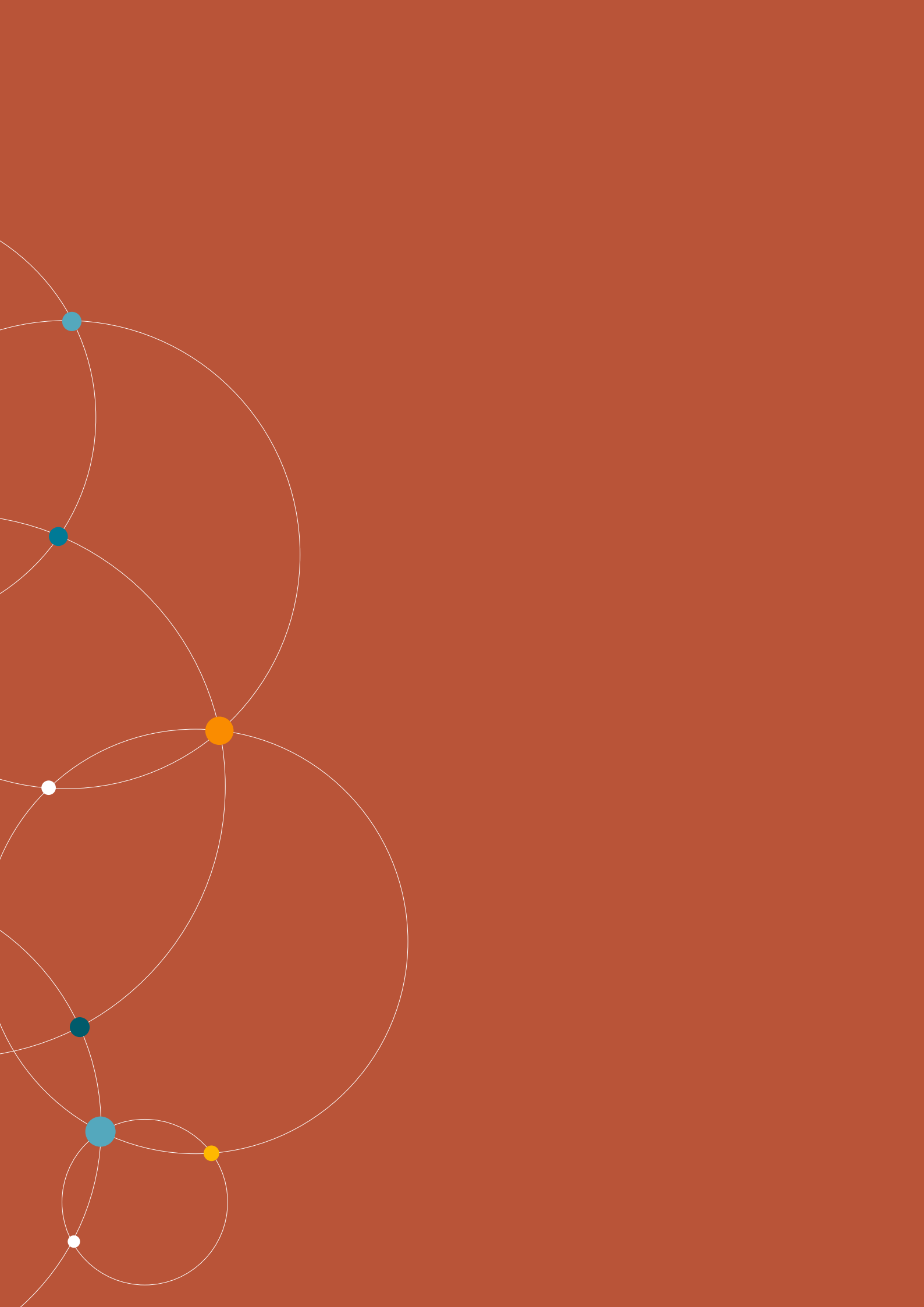
Source: **Bojić, D., Clark, M. & Urban, K.** 2022. *Focus on governance for more effective policy and technical support.* Governance and policy support framework paper. Rome, FAO. <https://doi.org/10.4060/cc0240en>

Over the course of the first three phases, participants will have developed connections and a shared understanding. There are different ways of approaching this phase. The order of the questions could depend on which is the clearest, or which one the participants are most comfortable with and willing to answer first. In this phase, the focus is on identifying aspects to address the agreed IFM problem. The following guiding questions are used as a starting point.

## PRIORITIES FOR ACTION

### GUIDING QUESTIONS

1. Based on the findings of the previous phases, what policy and operational changes may be more beneficial?
  - Examples of the types of changes could include radical reforms, updates of legal instruments and minor changes to the existing institutional set-up.
  - Participants would also recognize that minor adjustments may eventually need to be made to increase the effectiveness and efficiency of day-to-day procedures of any proposed system.
2. What is the most feasible and realistic option to enhance IFM in the current governance context in the country?
3. Who are the key stakeholders to engage at each level
  - How can they be engaged?
4. What kind of governance arrangement would best support the identified options for IFM?
5. What are key challenges and opportunities for engagement and implementation?
6. For change to be fully enacted, what goals need to be met over a one-year, three-year and five-year period starting now?



# 5

## Considerations for the assessment process

## 5. Considerations for the assessment process

### Testing the IFM governance assessment

To evaluate the suitability and adaptability of the proposed governance framework within the context of IFM, a reference group was formed to provide input, direction and advice to the team that developed this Guide<sup>7</sup>. FAO, through the Fire Hub, also held three workshops between November and December 2025. These workshops took place in Cambodia, Ecuador and Ghana, and were organized together with FAO Country Offices and national experts with extensive knowledge of IFM and governance.

These workshops validated the approach, structure and content that has been adopted by this Guide, and participants regarded it as a useful approach to achieve change within a country if the right conditions are met. The three workshops were pivotal to the improvement, correction and refinement of the IFM governance assessment. The results of the three workshops were presented to the reference group of experts that has overseen the development of the approach since its initial phases. The feedback and input from the reference group representatives, together with those collected during the testing, were used to update the Guide. The subsequent contributions and insights were confirmed and reinforced.

The invaluable inputs of the reference group and workshop participants ensured that this Guide reflects operational realities and varied governance settings. In Ecuador, the participants developed a methodology for governance analysis that has been compiled and reviewed.

### Time frame

A comprehensive application of the IFM governance assessment is estimated to take approximately three to six months and would include two or more specific workshops. Depending on the local context and on specific conditions, the governance assessment may take longer.

### Representation

The ‘whole of society’ approach adopted in this Guide means involving all stakeholders connected to an issue, across all levels and degrees of involvement. Participants could be selected following a gender-inclusive approach and would include representatives from government, civil society, the private sector, or any other actor whose collaboration is required to solve the problem or who may be materially affected by the solution.

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<sup>7</sup> The first workshop took place in Lisbon in November 2024. The reference group then held online meetings and met in Rome in June and December 2025. There was participation from Natural Resources Canada; the Agency for the Integrated Management of Rural Fires (AGIF), Portugal; Forestry Research Institute of Ghana; Forestry Administration Cambodia; Fundación para la Internacionalización de las Administraciones Públicas (FIAP), Ecuador.

Broad stakeholder representation is essential for an effective IFM governance analysis. Including all stakeholders connected to IFM from the outset ensures inclusivity and enhances the possibility of achieving a broad understanding of how IFM governance works and action to take to improve it. Adopting a 'whole of society' approach supports fostering connections among groups that might not typically interact with each other. It can help facilitate consensus that ensures the change process is genuinely representative of society and better positioned to achieve meaningful, lasting transformation.

Involving a diversity of stakeholders ensures a range of insights and perspectives are included in the assessment. It also contributes to building trust, defuses conflict and reframes issues in a more holistic way. This diversity also helps to ensure that problem-solving is locally driven and practically implementable. In this phase, stakeholders participating in the governance assessment process work towards reaching a common agreement on what the priority problem is and its likely drivers. This approach is more likely to engage stakeholders, as it is in everyone's interest to recognize the problem, focus their collective resources and find a solution. Coming to a common conception of the problem is a fundamental but challenging step in formulating an effective strategy for change.

For the IFM governance assessment, a 'whole of society' approach remains the ideal. However, it is recognized that, in some situations, securing full stakeholder representation and engagement at the very beginning of a governance-change process may be hard to achieve. Stakeholders are encouraged to move forward with the process even if complete representation has not yet been realized, provided that genuine efforts have been made to reach it. Activities should proceed with the clear intention of achieving full and inclusive representation as soon as possible.

While full stakeholder representation is being built, it is essential to ensure that key IFM organizations are carefully identified before the analysis begins and included in the pool of stakeholders participating in the governance assessment from the outset. The facilitation team should aim for the maximum representation across all IFM stakeholder groups, even when certain groups may be challenging to engage. This helps ensure that priorities and needs are accurately reflected in the outcomes and actions proposed by the governance assessment.

Given the expected challenges of bringing all IFM stakeholders together for an extended period, an alternative strategy to ensure inclusivity would be for the facilitation team to hold bilateral interviews with those stakeholders that are unable to attend the workshops and present their perspectives during the corresponding sessions. The stakeholders interviewed in parallel could be regularly briefed by the facilitation team on the progress made in the workshops.

In conclusion, it is recommended to ensure the broadest possible representation. The effectiveness of the results of the governance analysis will depend on including sufficient and appropriate representatives at all stages of the process.

## Facilitation

The governance assessment is a structured process that is guided and supported by an experienced facilitation team. To best support the objectives of the assessment, the facilitation team will typically combine a facilitator with expertise in governance, strong facilitation skills and familiarity with this

**Guide.** The facilitator should work alongside experts with extensive knowledge of the country's dynamics related to IFM.

To limit bias and encourage comprehensive discussions, a third-party facilitation team, which is neutral and independent, and an IFM country expert would be the most suitable team for carrying out the assessment. The facilitation team should have sufficient knowledge on IFM in the country to understand the reasoning and the solutions presented by the local stakeholders participating in the process. The facilitation team should also have adequate understanding of governance and its related concepts. Members of the team should be able to apply the reasoning and tools proposed by the governance assessment to:

- guide the participating stakeholders through each phase;
- clarify the overall purpose of the governance assessment, and;
- support the participants in achieving the objectives of each phase and the overall assessment process.

# 6

## Conclusion

## 6. Conclusion

This Guide sets out a process to assess IFM governance. The Guide was developed with the support of the Fire Hub and followed the phased approach outlined in the *FAO Governance Analysis Framework*. As has been noted, IFM governance issues are influenced by a range of diverse factors related to the countries, contexts, people, and history of the sites where fires take place. The resulting analysis of the IFM problem, the mapping of stakeholders, and understanding of the political economy factors allows for the identification of an agreed theory of change for transformative change to address IFM needs.

This Guide is available to country governments, agencies and communities for their use as a practical tool to strengthen IFM through improved governance. Those who apply the Guide are encouraged to share their experience and insights with the Fire Hub, as its value will grow through use, adaptation and reflection across different contexts. Improvements, refinements and additions are likely to emerge as the Guide is applied and adjusted to specific situations. This first edition is therefore conceived as part of an evolving process. It will be updated in light of experience and continued collaboration. Through strengthened governance, inclusive dialogue and shared accountability, countries can advance transformative change in IFM and build greater resilience to wildfire risks.

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**UNEP** (United Nations Environment Programme). 2022. *Spreading like Wildfire – The Rising Threat of Extraordinary Landscape Fires*. A UNEP Rapid Response Assessment. Nairobi. <https://www.unep.org/resources/report/spreading-wildfire-rising-threat-extraordinary-landscape-fires>

# Annex 1:

## Suggested tools to support the analysis

| Analysis Phase | Tool                                    | Source                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
|----------------|-----------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| All phases     | Multiple tools and methods for analysis | <p><b>Brouwer, J. H., Brouwers, J. H. A. M., Hemmati, M., Gordijn, F., Herman Mostert, R. M. &amp; Mulkerrins, J. L.</b> 2017. <i>The MSP Tool Guide: Sixty tools to facilitate multi-stakeholder partnerships: companion to The MSP Guide</i>. Centre for Development Innovation. <a href="https://edepot.wur.nl/690333">https://edepot.wur.nl/690333</a></p> <p><b>FAO.</b> 2015. <i>FAO's Learning Module on Capacity Development in Programming: Processes and Tools-Learning Module 2- Revised Edition</i>. Rome. <a href="https://openknowledge.fao.org/handle/20.500.14283/i5243e">https://openknowledge.fao.org/handle/20.500.14283/i5243e</a></p> <p><b>Holland, J.</b> 2007. <i>Tools for institutional, political, and social analysis of policy reform: a sourcebook for development Practitioners</i>. World Bank. <a href="http://hdl.handle.net/10986/6652">http://hdl.handle.net/10986/6652</a></p> |

|                |                                                                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
|----------------|-------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>PHASE 1</b> | Context analysis                                                        | <b>FAO.</b> 2019. <i>Guide to context analysis: Informing FAO decision-making – Approaches to working in fragile and conflict- affected contexts</i> . Rome. <a href="https://openknowledge.fao.org/handle/20.500.14283/ca5968en">https://openknowledge.fao.org/handle/20.500.14283/ca5968en</a>                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|                | Institutional and political economy context scanning                    | <b>FAO.</b> 2015. <i>FAO's Learning Module on Capacity Development in Programming: Processes and Tools- Learning Module 2- Revised Edition</i> . Rome. <a href="https://openknowledge.fao.org/handle/20.500.14283/i5243e">https://openknowledge.fao.org/handle/20.500.14283/i5243e</a>                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|                | Context, evidence, links framework for analysis<br>Force field analysis | <b>Start, D. &amp; Hovland, I.</b> 2004. <i>Tools for Policy Impact: A Handbook for Researchers</i> . Overseas Development Institute (ODI). <a href="https://odi.org/en/publications/tools-for-policy-impact-a-handbook-for-researchers/">https://odi.org/en/publications/tools-for-policy-impact-a-handbook-for-researchers/</a>                                                                                                                                                                                                                                                                                                                                                                                                  |
|                | Stakeholder mapping                                                     | <b>FAO.</b> 2015. <i>FAO's Learning Module on Capacity Development in Programming: Processes and Tools- Learning Module 2- Revised Edition</i> . Rome. <a href="https://openknowledge.fao.org/handle/20.500.14283/i5243e">https://openknowledge.fao.org/handle/20.500.14283/i5243e</a>                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|                | Stakeholder analysis<br>Multiple perspectives<br>Six thinking hats      | <b>Brouwer, J. H., Brouwers, J. H. A. M., Hemmati, M., Gordijn, F., Herman Mostert, R. M. &amp; Mulkerrins, J. L.</b> 2017. <i>The MSP Tool Guide: Sixty tools to facilitate multi-stakeholder partnerships: companion to The MSP Guide</i> . Centre for Development Innovation. <a href="https://edepot.wur.nl/690333">https://edepot.wur.nl/690333</a>                                                                                                                                                                                                                                                                                                                                                                           |
|                | Prioritization and ranking                                              | <b>Start, D. &amp; Hovland, I.</b> 2004. <i>Tools for Policy Impact: A Handbook for Researchers</i> . Overseas Development Institute (ODI). <a href="https://odi.org/en/publications/tools-for-policy-impact-a-handbook-for-researchers/">https://odi.org/en/publications/tools-for-policy-impact-a-handbook-for-researchers/</a><br><br><b>Young, J., Shaxson, L., Jones, H., Hearn, S., Datta, A., &amp; Cassidy, C.</b> 2014. <i>ROMA: A guide to policy engagement and influence</i> . Overseas Development Institute (ODI). <a href="https://odi.org/en/about/features/roma-a-guide-to-policy-engagement-and-policy-influence/">https://odi.org/en/about/features/roma-a-guide-to-policy-engagement-and-policy-influence/</a> |

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| PHASE 2 | Institutional analysis | <p><b>International Fund for Agricultural Development (IFAD).</b> 2009. <i>Guidance notes for institutional analysis in rural development programmes: An overview</i>. Rome. <a href="https://www.ifad.org/en/w/publications/guidance-notes-for-institutional-analysis-in-rural-development-programmes-an-overview">https://www.ifad.org/en/w/publications/guidance-notes-for-institutional-analysis-in-rural-development-programmes-an-overview</a></p> <p>Ingram, H. M, Weatherford, D. E, &amp; Cortner, H. J. (1984). Guidelines for improved institutional analysis in water resources planning. <i>Water Resources Research</i>, 20(3). <a href="https://escholarship.org/uc/item/7rf2b2vv">https://escholarship.org/uc/item/7rf2b2vv</a></p> <p><b>Holland, J.</b> 2007. <i>Tools for institutional, political, and social analysis of policy reform: a sourcebook for development Practitioners</i>. World Bank. <a href="http://hdl.handle.net/10986/6652">http://hdl.handle.net/10986/6652</a></p> <p>Bandaragoda, D. J. 2000. A framework for institutional analysis for water resources management in a river basin context. Colombo, Sri Lanka: International Water Management Institute (IWMI). (IWMI Working Paper 005) <a href="https://hdl.handle.net/10568/39299">https://hdl.handle.net/10568/39299</a></p> |
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| <b>PHASE 3</b> | Political economy analysis toolkit          | <b>Oxfam.</b> 2014. <i>How politics and economics intersect: A simple guide to conducting political economy and context analysis</i> . Oxford, UK. Oxfam. <a href="https://policy-practice.oxfam.org/resources/how-politics-and-economics-intersect-a-simple-guide-to-conducting-political-eco-312056/">https://policy-practice.oxfam.org/resources/how-politics-and-economics-intersect-a-simple-guide-to-conducting-political-eco-312056/</a>                                                                                                                                                                                                        |
|                | Stakeholders' interests and power matrix    | <b>FAO.</b> n.d. Stakeholder mapping analysis. In: <i>FAO   City Region Food System Programme</i> . <a href="https://www.fao.org/in-action/food-for-cities-programme/toolkit/define-the-crfs/stakeholder-mapping-analysis/fr/">https://www.fao.org/in-action/food-for-cities-programme/toolkit/define-the-crfs/stakeholder-mapping-analysis/fr/</a>                                                                                                                                                                                                                                                                                                    |
|                | Interest/influence matrix<br>Forms of power | <b>FAO.</b> 2015. <i>FAO's Learning Module on Capacity Development in Programming: Processes and Tools- Learning Module 2- Revised Edition</i> . Rome. <a href="https://openknowledge.fao.org/handle/20.500.14283/i5243e">https://openknowledge.fao.org/handle/20.500.14283/i5243e</a><br><br><b>Brouwer, J. H., Brouwers, J. H. A. M., Hemmati, M., Gordijn, F., Herman Mostert, R. M. &amp; Mulkerrins, J. L.</b> 2017. <i>The MSP Tool Guide: Sixty tools to facilitate multi-stakeholder partnerships: companion to The MSP Guide</i> . Centre for Development Innovation. <a href="https://edepot.wur.nl/690333">https://edepot.wur.nl/690333</a> |
|                | Importance/influence matrix                 | <b>Wageningen University &amp; Research (WUR) and Wageningen Centre for Development Innovation (WC DI)</b> 2021. <i>MSP tool guide: A practical guide for multi-stakeholder partnerships</i> . Wageningen, WUR/WCDI. <a href="https://mspguide.org/wp-content/uploads/2021/12/msp-tool-guide-wur-wcdi.pdf">https://mspguide.org/wp-content/uploads/2021/12/msp-tool-guide-wur-wcdi.pdf</a>                                                                                                                                                                                                                                                             |

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| <b>PHASE 4</b> | Developing action for change<br>Scenarios | <p><b>Young, J., Shaxson, L., Jones, H., Hearn, S., Datta, A., &amp; Cassidy, C.</b> 2014. <i>ROMA: A guide to policy engagement and influence</i>. Overseas Development Institute (ODI). <a href="https://media.odi.org/documents/odi_roma_guide.pdf">https://media.odi.org/documents/odi_roma_guide.pdf</a></p> <p>Embedding Project. 2022. Scenario Planning Made Simple: An 8-Step Method. In: <i>Embedding Project</i> [Cited 16 April 2026] <a href="https://embeddingproject.org/blog/scenario-planning-made-simple-an-8-step-method/">https://embeddingproject.org/blog/scenario-planning-made-simple-an-8-step-method/</a></p> |
|                | Cost-benefit analysis                     | <p><b>FAO &amp; United Nations Development Programme (UNDP).</b> 2018. <i>Cost-benefit analysis for climate change adaptation policies and investments in the agriculture sectors</i>. FAO and UNDP. <a href="https://www.adaptation-undp.org/sites/default/files/resources/cba.pdf">https://www.adaptation-undp.org/sites/default/files/resources/cba.pdf</a></p>                                                                                                                                                                                                                                                                      |



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