

Framework for forest management: Forest Policy at different political levels

SURGE Project, St. Petersburg

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UNI
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Chair of Forest and Environmental Policy

Structure

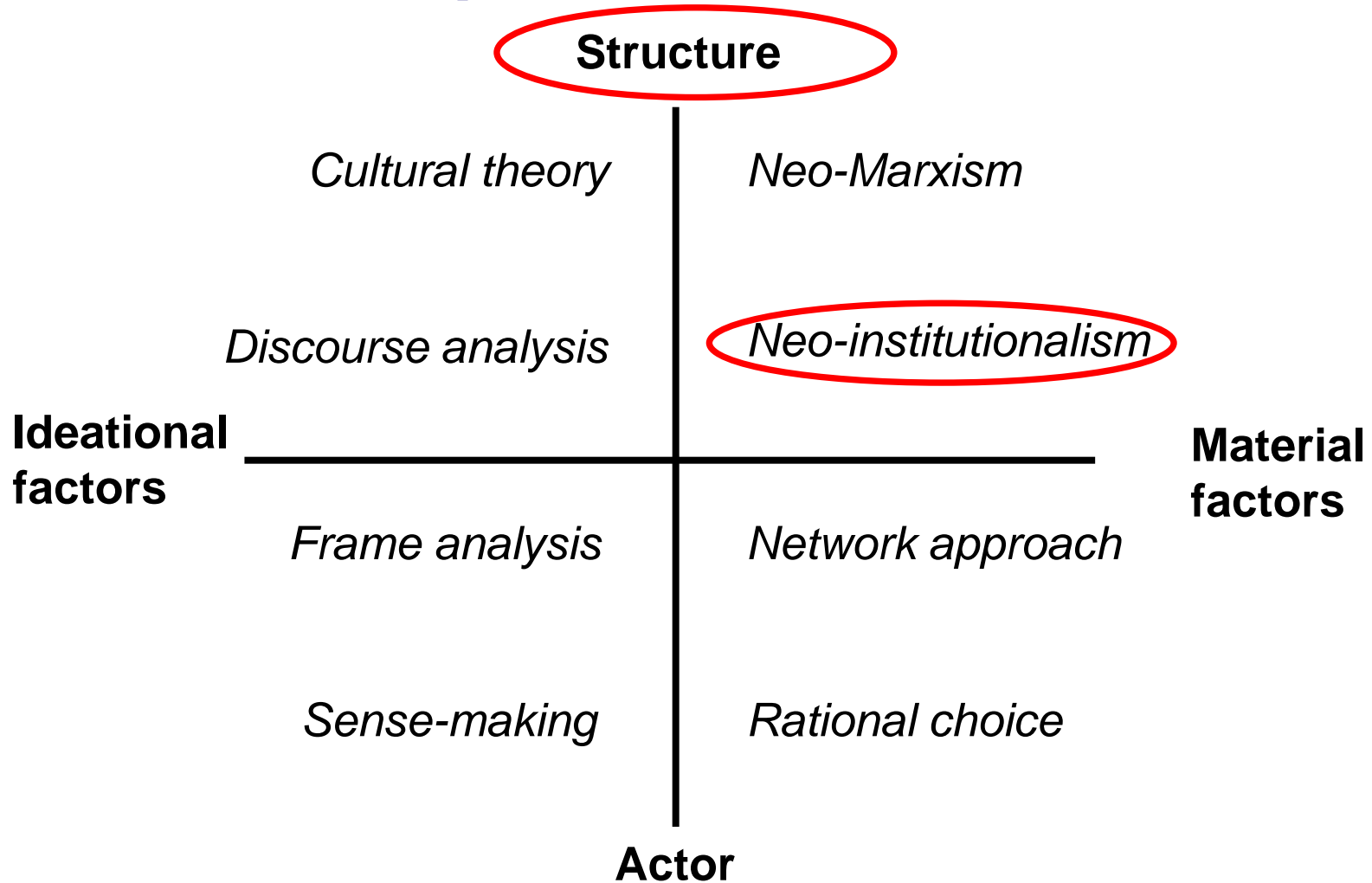
1. Forest Policy (Analysis)
2. International
3. Pan-Europe
4. EU
5. National/sub-national

Why Forest Policy?



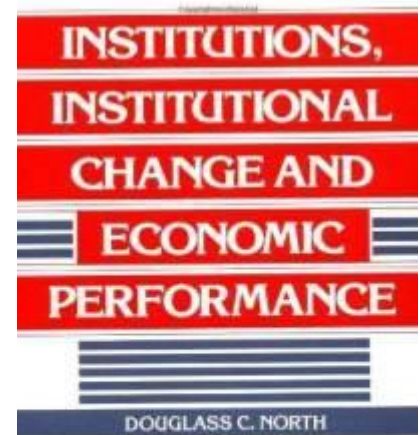
Policies provide the
framework conditions
for forest management.

Theories to explain Policies

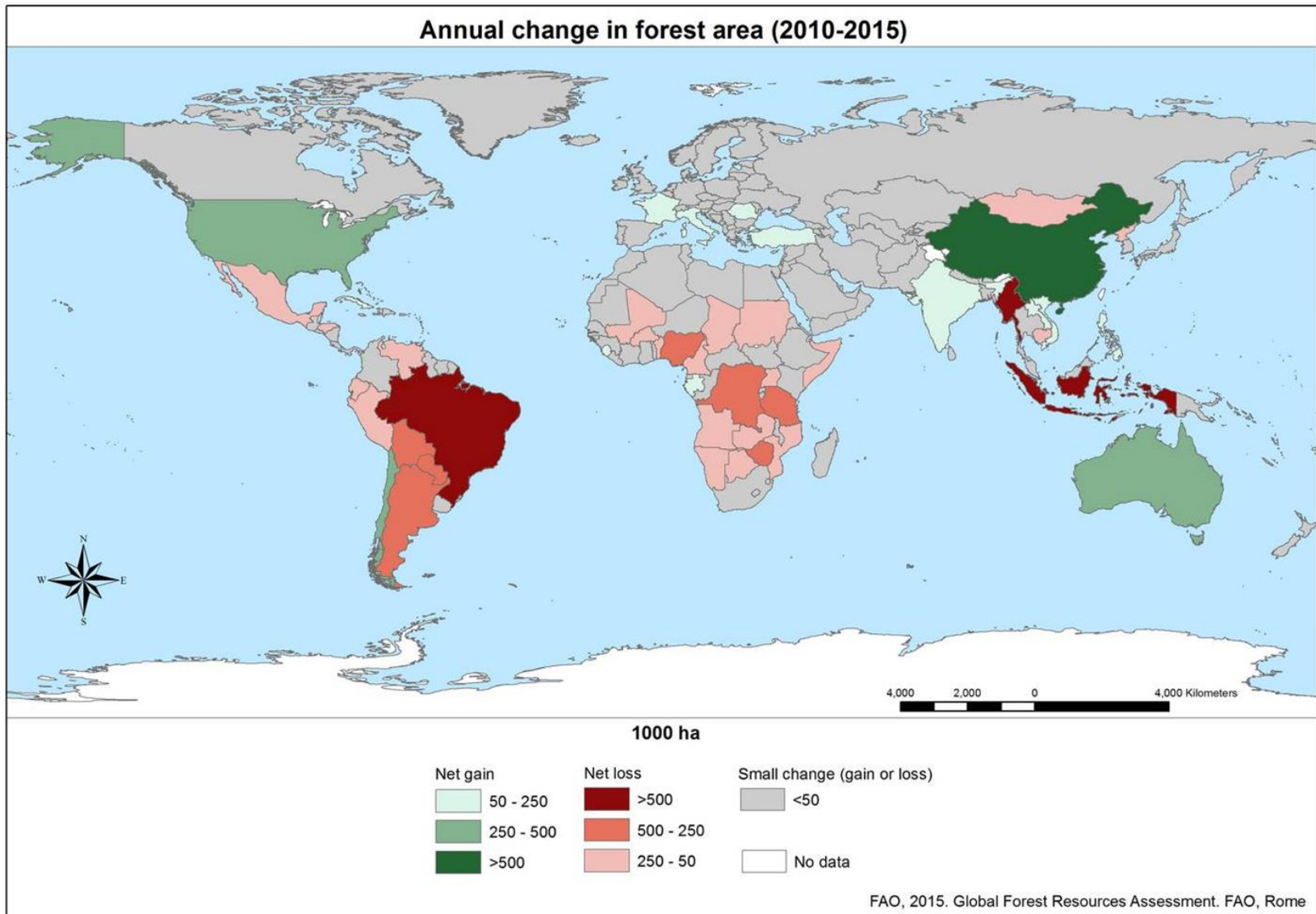


Focus on Institutions

“Institutions are the rules of the game in a society or, more formally, are the humanly devised constraints that shape human interaction” (North, 1990).

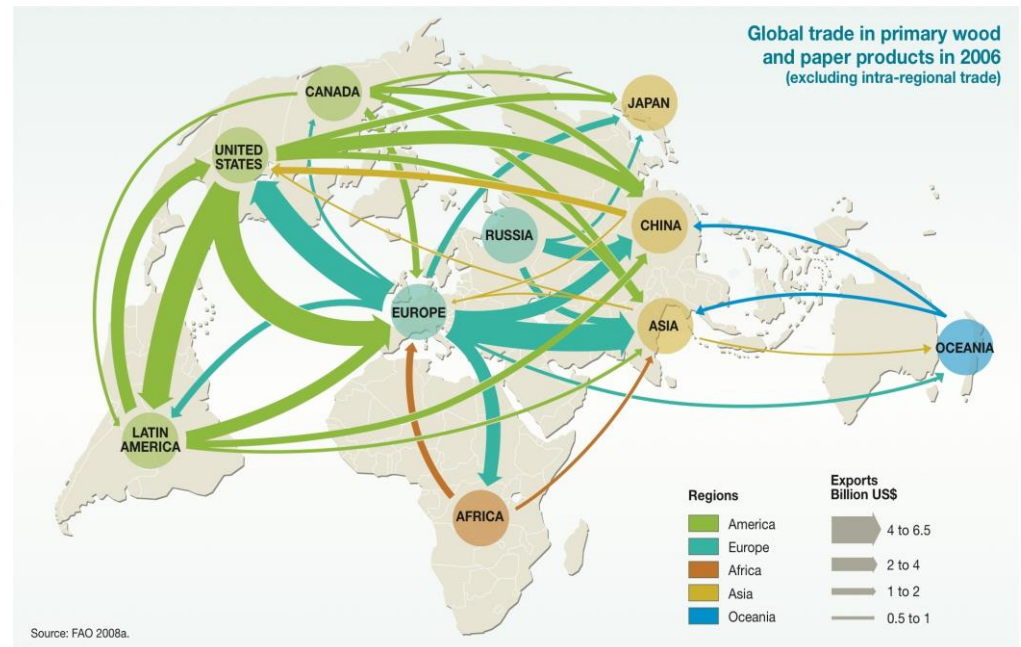


Forest Policy: a global concern



Globalization

- increasing global trade
- multi-national corporations
- transnational actors
- globalized communication



Global Problems

- Deforestation
- Illegal Logging
- Desertification
- Increasing Wood Consumption
- Climate change
- Loss of biodiversity
- Urbanization
- Malnutrition
- ...

Demands on Forest Resources

Wood products for pulp, paper, construction

Bioenergy

NTFP

Biodiversity

Climate change mitigation

Rural development

Poverty Alleviation

Recreation

.

.

→ Trade off's and conflicts

.



Source: Greenpeace Nordic

Forests in the Successive International Fora

Stockholm, Brundtland, Rio;
Malaysia-Canada Initiative;
IPF, IFF, UNFF; World Forest Commission;
Forest Europe
20+ International Agreements;
40+ International Institutions;
A Forest Regime or a Fractionated Agenda.

United Nations
General Assembly

A/C.2/62/L.5

Original: English

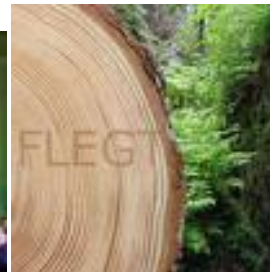
United Nations Convention
to Combat Desertification

COP9



Neutral 2

Buenos Aires
Argentina
21 September to 2 October 2009

Buenos Aires
Argentina
21 September to 2 October 2009



International Institutions

- UNFF: Non-legally binding instrument on All Types of Forests
- International Tropical Timber Agreement (ITTA)
- Forest Law Enforcement, Governance and Trade (FLEGT)
- Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES)
- Convention on Biological Diversity (CBD) 
- Climate Change regimes
- Forest Certification schemes (FSC, PEFC) 
- World Trade Agreement (WTA)

No international legally binding agreement on Forest



Agreeing to disagree and designed to not deliver a policy outcome?

Cross-sectoral

- Most Stresses on Forests originate from outside the Forest Sector. Most Forest Issues are Externally Driven;
- Reference to Forests Made 285 Times in Nearly 50% of the 40 Chapters of Agenda 21 Agreed at Rio;
- More than half of the INDCs established at least one goal on forest



Conclusion 1: International Forest Policy

- Global forest problems and concerns demanding international solutions;
- No legally binding agreement on forest;
- Framework for Forest Management is not the result of Forest Policy but of a highly fragmented international forest regime.

Regime:

“Sets of implicit or explicit principles, norms, rules, and decision making procedures around which actors’ expectations converge in a given area of international relations.”

(Krasner, 1982)

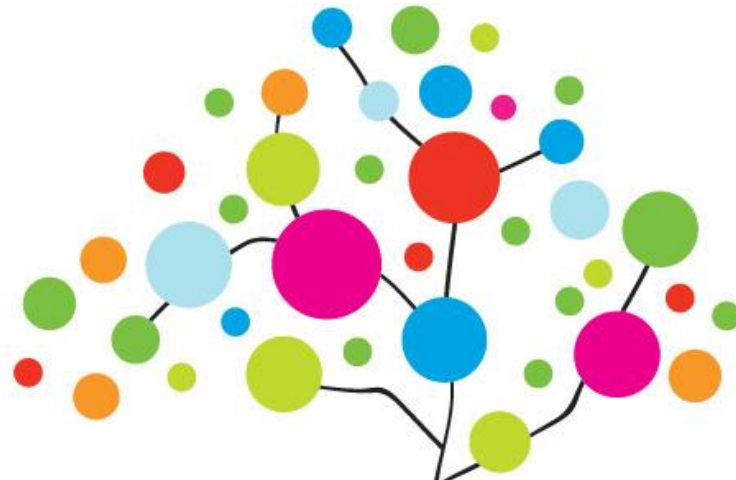
Reasons for the problem of collective action

- Problems are about provision of “regional/global public goods”
 - nonexcludable and nonrivalrous in consumption = pure public goods, e.g. global warming prevention
- Problems of collective action
 - 1) the prisoner’s dilemma: actors independently choose rational utility-maximising strategies; public goods needs cooperation
 - 2) free-riding: individual’s incentive to free himself from expenses (Hardin 1968: “Tragedy of the Commons”: shepherds overgraze ...)
 - 3) chicken game



Pan-European Level:

Forest Europe and the Legally Binding Agreement on Forests in Europe (LBA)



**Forest
Europe** growing life

Forest Europe



Ministerial Conferences: more than 17 years

Strasbourg (1990)

Helsinki (1993)

Lisbon (1998)

Vienna (2003)

Warsaw (2007)

Oslo (2011)

Madrid (2015)

Achievements: SFM Definition

“the stewardship and use of forests and forest lands in a way, and at a rate, that maintains their biodiversity, productivity, regeneration capacity, vitality and their potential to fulfil, now and in the future, relevant ecological, economic and social functions, at local, national, and global levels, and that does not cause damage to other ecosystems.”

(Helsinki Resolution H1)

Criteria and indicator (C& I) – Lisbon 1998/Vienna 2003

- C1: Maintenance and appropriate enhancement of forest resources and their contribution to global carbon cycles;
- C2: Maintenance of forest ecosystems' health and vitality;
- C3: Maintenance and encouragement of productive functions of forests (wood and non-wood);
- C4: Maintenance, conservation and appropriate enhancement of biological diversity in forest ecosystems;
- C5: Maintenance, conservation and appropriate enhancement of protective functions in forest management (notably soil and water); and
- C6: Maintenance of other socio-economic functions and conditions.

Reasoning for a LBA

- No legally binding agreement on Forests at the international level
- Since 2012 Intergovernmental Negotiating Committee (INC) on a LBA at the pan-European Level
- Substance settled, institutional design not
- Demands for and development of a forest regime in pan-Europe

(Kleinschmit & Edwards, 2013)

[[European] / [Regional] Forest Convention]] / [International Framework Convention on Forests] / [Forest Convention]¹

Preamble

The Parties to this Convention,

Recognizing that forests provide multiple economic, social, cultural and environmental benefits and opportunities for future development, and *emphasizing* that forests and sustainable forest management play a vital role in achieving sustainable development and the internationally agreed development goals, *inter alia* by contributing to a green economy, climate change mitigation and adaptation, providing renewable raw material, energy supply, biodiversity, water and soil protection and other ecosystem services, the protection of society against natural hazards, as well as contributing to job creation, innovation entrepreneurship, social equity and gender equality, (agreed ad ref.)

Being aware that the increasing and changing multiple needs of society related to forests and forest land, including wood materials and energy, as well as the changing environment and climate, which put at risk the health, biodiversity, vitality, resilience and productivity of

LBA: Discourses and Interests I

Discourses:

Green Economy

Sovereignty

Institutional Design

LBA : Discourse and interests II

Green economy

- Nature Conservation vs Forest management
- Counterbalance demands from other non-forest(ry) policies

Sovereignty:

- From no power to institutions beyond the nation state to hindering that EU "takes over" (EU and Non- EU countries)

Institutional Design

- Possible influence on UN bodies

Conclusions II: Pan-Europe

- Forest Europe Process created trust amongst the member
- Achievements in framing forest policy (sfm, C&I)
- No legally binding commitment

EU and Russia on the same page or a need to reduce the scope?

EU Forest Policy



EU Institutions

Brussels- Stakeholders (Examples)

Env. NGOs

WWF IUCN FERN



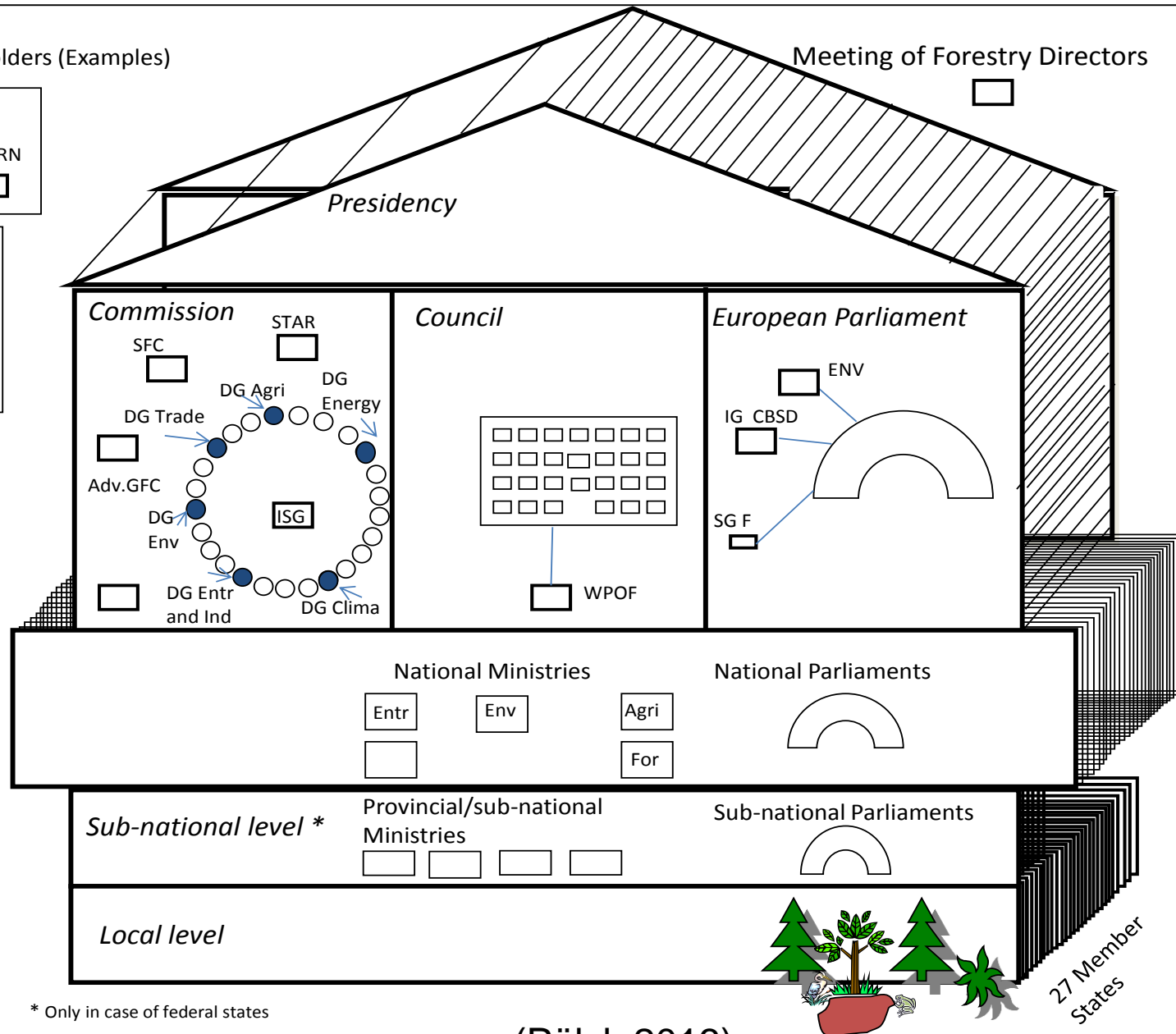
CEPI



CEPF



CEI Bois



Legend:

NGO-Non Governmental Organisation

CEPI- Confederation of European Paper Industries

CEPF- Confederation of European Forest Owners

CEI Bois- European Confederation of Woodworking Industries

SFC-Standing Forestry Committee

Adv.GFC-Advisory Group on Forestry and Cork

Adv.CFBI-Advisory Committee on Community Policy Regarding Forestry and Forest Based Industries

STAR-Agriculture Structures and Rural Development Committee

ISG-Inter Service Group on Forests

WPOF-Working Party(Council Working Group) on Forestry

ENV - Committee on the Environment, Public Health and Food Safety

IG CBSD-Inter-group on climate, biodiversity and sustainable Development

SGF-Sub Group of Forestry

* Only in case of federal states

(Pülzl, 2013)

27 Member States

Commission: Directorate-Generals (Departments) (DGs)

1. [Agriculture and Rural Development \(AGRI\)](#)
2. [Budget \(BUDG\)](#)
3. [Climate Action \(CLIMA\)](#)
4. [Communication \(COMM\)](#)
5. [Communications Networks, Content and Technology \(CNECT\)](#)
6. [Competition \(COMP\)](#)
7. [Economic and Financial Affairs \(ECFIN\)](#)
8. [Education and Culture \(EAC\)](#)
9. [Employment, Social Affairs and Inclusion \(EMPL\)](#)
10. [Energy \(ENER\)](#)
11. [Environment \(ENV\)](#)
12. [Eurostat \(ESTAT\)](#)
13. [Financial Stability, Financial Services and Capital Markets Union \(FISMA\)](#)
14. [Health and Food Safety \(SANTE\)](#)
15. [Humanitarian Aid and Civil Protection \(ECHO\)](#)
16. [Human Resources and Security \(HR\)](#)
17. [Informatics \(DIGIT\)](#)
18. [Internal Market, Industry, Entrepreneurship and SMEs \(GROW\)](#)
19. [International Cooperation and Development \(DEVCO\)](#)
20. [Interpretation \(SCIC\)](#)
21. [Joint Research Centre \(JRC\)](#)
22. [Justice and Consumers \(JUST\)](#)
23. [Maritime Affairs and Fisheries \(MARE\)](#)
24. [Migration and Home Affairs \(HOME\)](#)
25. [Mobility and Transport \(MOVE\)](#)
26. [Neighbourhood and Enlargement Negotiations \(NEAR\)](#)
27. [Regional and urban Policy \(REGIO\)](#)
28. [Research and Innovation \(RTD\)](#)
29. [Secretariat-General \(SG\)](#)
30. [Service for Foreign Policy Instruments \(FPI\)](#)
31. [Taxation and Customs Union \(TAXUD\)](#)
32. [Trade \(TRADE\)](#)
33. [Translation \(DGT\)](#)

EU Forest Policy

- Forest Strategy
- Forest Action Plan
- Rural Development Policy, Leader +
- Natura 2000
- EU Water Framework Directive
- EU Emission Trading Scheme
- Roadmap for Moving to a Competitive Low Carbon Economy
- EU Energy Directive
- Forest-based Sector Technology Platform
- Forest Law Enforcement, Governance and Trade (FLEGT)
- EU Timber Trade Regulation

But...

Conclusion 3: EU

... no provision for a common forest policy

- in contrast to environmental policy or agricultural policy
- fragmented policy making as many DG's can propose related policies
- strong lobbying of forest stakeholders in the EU
- mainly information sharing not policy coordination
- representing its MS in international fora

National and sub-national level



National Level

Forest Regulations (framework regulation) / Forest Acts

National Forest Programmes

(Certification Standards)

Renewable Energy Sources Act

Nature Conservation Regulations

Bioeconomy Strategy (Charta for Wood)

▪

▪

Forest functions in forest regulations

§ 1 Aim of the regulation

Rational of this regulation is in particular,

1. To sustain and if necessary to increase forests and to sustainably ensure the **proper management** due to its economic benefit (**forest use function**) and due to its relevance for the environment, in particular for the continuous productivity of the natural balance, the climate the water balance, the air pollution prevention, the productivity of soil, the landscape, agricultural and infrastructure and recreation of the population (**Conservation and recreation function**),
2. To support forest management and
3. Compensate between public interest and the interests of the forest owner.

Governance of nature conservation in regulations

(Ecological) minimum standards

„Proper forest management“ (§ 11 BWaldG (1))

„Good practice“ following the Federal Law for Nature Conservation (BNatSchG (2))

- Differ in the level of detail
- Comprise different perspectives and values
- Conflict concerning resources and responsibilities

Conclusion 3: National/sub-national level

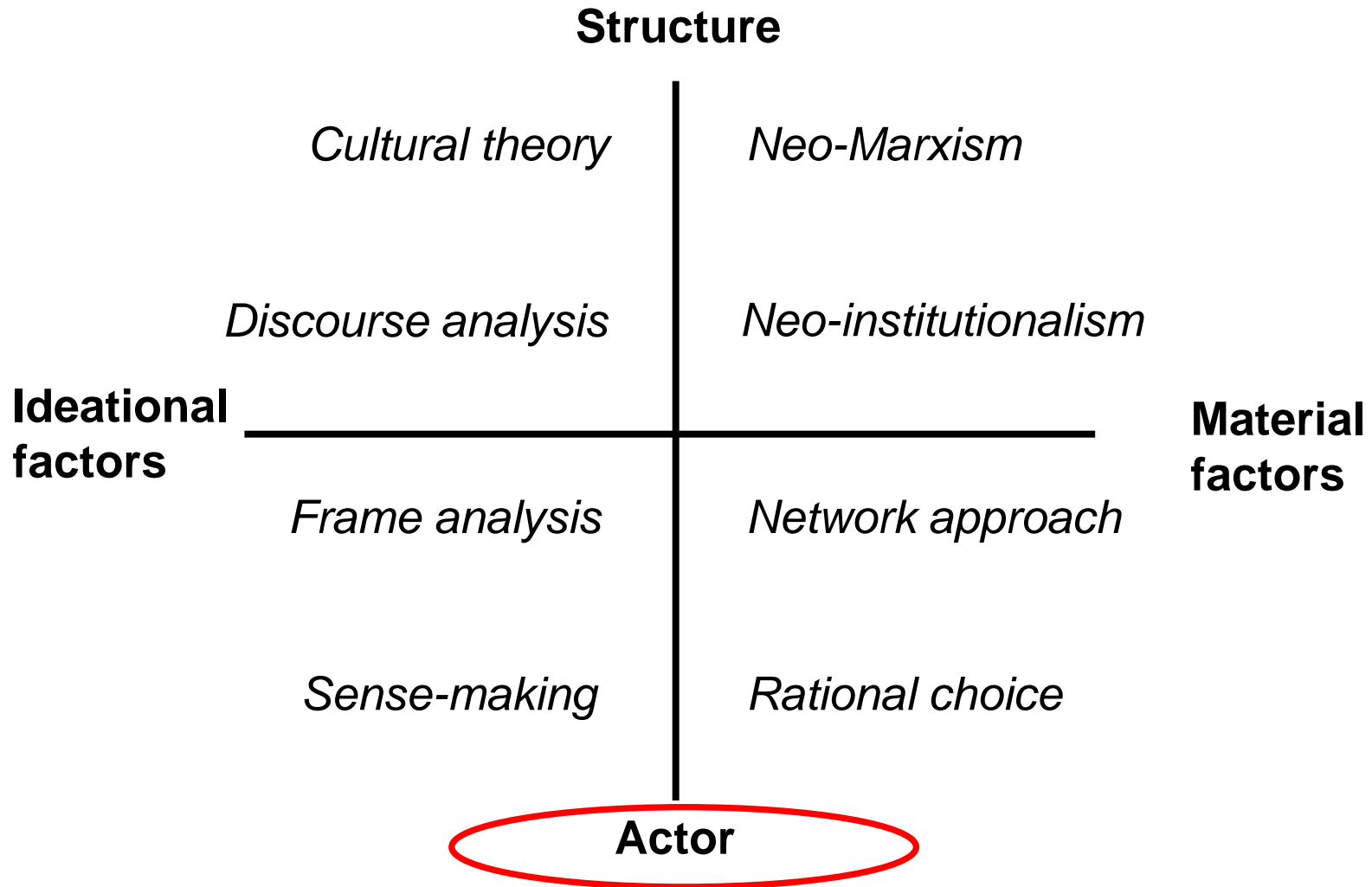
- Hard law (complemented) by soft law
- Federal system adds another layer
- Continuous conflict between forest utilization and forest conservation
- Sectoral policies with strong influence on forest (Bioenergy, Biodiversity, Bioeconomy)
- Influence from EU/Global Level

Forest Policy Analysis

Forest policy analysis can be defined as an applied social science discipline which uses multiple methods of inquiry and arguments to produce and transform forest policy-relevant information that may be utilized in political settings to resolve forest policy problems.

adapted to Dunn (1981)

Theories to explain Policies



Summary Forest Policy

Multi-level

Cross-sectoral

Multi-actors

Multiple instruments

→ Conflicts and Trade offs

→ Beyond the nation state: soft law approaches

→ Fragmentation

→ Sustainable forest management



Thank you for your attention!

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