COST E19

National Forest Programmes in a European Context

# NEWSLETTER 2/2002

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**Chairman's word:**
**DRAFT FINAL REPORT**

According to our work programme two WG 1&2 meetings were planned for this year, but only the one in Savonlinna from 4-6 April 2002 could be held. Due to budget cuts of the COST programme caused by the changeover from the 5th EU research framework programme (FP5) to FP6 the envisaged Porto meeting in November had at first to be moved to spring 2003 and finally to be cancelled at all. As the final results of COST Action E19 have been promised to the fourth Ministerial Conference on the Protection of Forests in Europe (MCPFE) to be held from 28-30 April 2003 in Vienna, there will be only one more 2-day COST E19 Seminar from 25-26 September 2003 in Vienna the topic of which will be the termination of the Action and the discussion of the interlinked findings of both WGs.

Unfortunately also the Short Term Scientific Mission (STSM) programme was victim of the COST budget cuts. During the period 2000-2002 six colleagues visited successfully host institutions in Aberdeen, Aix-en-Provence, Helsinki, Madrid, Nancy, and Vienna. For the remaining time of COST Action E19 until September 2003 there will be no calls anymore to apply for STSMs.

The Savonlinna meeting was a special meeting not only because of the baroque evening in the castle, but also because of the presentations of the high-level invited speakers from UNFF, FAO, World Bank, and MCPFE. Our thanks go to Heikki Pajuoja, Ilpo Tikkanen and Brita Pajari for the organisation of this meeting. I also thank Attila Lengyel for the organisation of a small WG2 meeting from 28-29 June 2002 in Sopron. Both meetings in Savonlinna and Sopron delivered a series of propositions and contributed to the progress of our Action.

There are two decisions of the Management Committee (MC) meeting in Savonlinna, which may pertain each COST E19 member (see MC minutes at the homepage). The first one refers to the timely formulation of an Expression of Interest on an Integrated Project on "New modes of governance in agriculture, forestry and fisheries" in co-operation with a team of agricultural economists from the Netherlands, United Kingdom, and Germany. As a national forest programme is an outstanding example for new modes of governance, many of the COST E19 participants may be interested to join the intended Integrated Project as soon as it has been approved. You will be informed when our topic will be included in a call for application by the EU.

The second decision concerns with the fourth MCPFE in Vienna. One proposal will deal with national forest programmes. Thus, there is the opportunity to bring the results of our Action to the attention of policy makers and high-level forest officials from most European countries. In order to accomplish this goal the MC established an editorial committee with the objective to work out a final report to be presented at the MCPFE. By 23 December 2002 the draft will be on the COST E19 homepage, and all participants are invited for comments by mid-January 2003.

The core piece of the final report is a list of selected propositions of both WGs. The selection was done by the editorial committee in two meetings for the purpose of easy readability and applicability in the national NFP process. The inter-linkages between the propositions of both WGs will be the main topic of the Vienna Seminar in September 2003 framed by fundamental presentations on the topic. The results of this seminar will be published in proceedings, as were the results of previous meetings.

I thank all of you for your contributions to out Action. Merry Christmas and all the best for 2003.

*Peter Glück*

**REPORT OF WORKING GROUP 1**
**- Inter-sectoral approaches in a NFP context**

Working Group 1 (WG1), in its effort to specify the basic elements and procedural requirements of NFPs, is dealing with four conceptual essentials of NFPs, namely participatory approaches, collaborative approaches, and inter-sectoral approaches. The Savonlinna meeting was dedicated to Inter-sectoral approaches. The meeting was co-organised by the EFI as an EFI Forest Policy Research Forum and therefore many more participants entered the discussions of the Working Group.

In Savonlinna, four presentations were meant to provide additional theoretical insights: Yves C. Dubé (FAO) presented his paper about "FAO Forestry Department activities on cross-sectoral policy implication in Forestry"; Karl Hogl (Austria) presented his paper on "Inter-sectoral co-ordination in NFP processes; Evelien Verbij (Netherlands) presented her perspective on the "Mechanisms of Inter-sectoral Co-ordination in forest policy making", and finally Johan Barstad (Norway) reflected upon "Iterative Planning Processes; Supporting and Impeding factors".

In three further presentations, national experiences with inter-sectoral approaches in relation to forest policy planning were presented: by Pedro Ochôa de Carvalho (Portugal) who discussed the "Inter-sectoral aspects of the National Forest Policy in Portugal". Heikki Pajuoja (Finland) presented experiences with inter-sectoral co-ordination in Finland. Gloria Dominquez (Spain) discussed on "Sustainable management in Catalonia – the detected need for inter-sectoral co-ordination".

Further discussions, in which the presentations were refined and supplemented with additional theoretical and empirical findings, took place in four smaller sub-groups. The following statements are only an exemplary selection of the results of this exchange of ideas. The first sub-group discussed about different approaches for defining sectors for how a sector is defined depends on the perspective and approach of the scientist or researcher making use of this concept.

- Inter-sectoral co-ordination can be defined as a process or a status; process refers to organization and reconciliation of different activities while status refers to sectors are co-coordinated when their respective policies show minimum redundancy, incoherence and untackled issues.
- Inter-sectoral policy integration can only be reached through improved integration of policy across multiple sectors. The mechanisms 'how' are depending on the conceptions used for policy sectors.

The second sub-group looked at conditions for successful inter-sectoral co-ordination.

- Successful cross-sectoral cross-sectoral linkages will only happen when knowledge is shared and therefore knowledge and institutional capital needs to be built to address the problems across all the sectors.
- Policy makers are aware of the need for inter-sectoral approaches, but no clear procedures are executed so far.

The third sub-group tried to define different scales of inter-sectoral approaches.

- Iterative policy elaboration process can engage actors at different levels and allow multiple co-ordination opportunities without having a comprehensive inter-sectoral co-ordination process of all issues/levels.
- When there are already numerous institutions responsible for forestry policy and management, then the marginal contribution of an NFP may be low and may also divert resources from other programs.

The fourth sub-group discussed on ways to approach inter-sectoral co-ordination in relation to NFP's.

- Theories of decision processes are insufficient taken alone rather need a mixture of approaches.
- Using joint "projects", in both public and private sector, is a means to carry out an NFP.

All papers presented in the Savonlinna meetings will be published in EFI Proceedings available for everybody. Because the fourth meeting in Portugal is cancelled due to budget cuts, the fourth essential on iterative processes is not worked out according to our method of theoretical and empirical propositions. There will be a closing meeting in September 2003 in Vienna in which the outcomes and results of this COST Action are discussed.

*Ine Neven and Evelien Verbij*

## REPORT OF WORKING GROUP 2

The topic of Working Group 2 (WG2) is the investigation of impeding and supporting effects of external factors to substantive NFPs. In previous meetings the effects of political culture and social aspects have been dealt with.

The Savonlinna WG2 meeting was dedicated to financial incentives and institutional aspects. Two presentations sought to provide theoretical insights: Americo C. Mendes (Portugal) presented his paper on "Financial and other economic instruments as supporting and impeding factors of NFPs". Erling Berge (Norway) and Olli Saastamoinen (Finland) presented their paper on "How Institutions in Forestry affect NFPs". In two presentations, national experiences in Greece and Spain regarding financial incentives in relation to NFPs were presented by Kostas Papageorgiou and Alexandra Vakrou (Greece) and by Eduardo Rojas-Briales (Spain). In two further presentations, national experiences in Finland and Baden-Wuerttemberg regarding institutional aspects in relation to NFPs were presented by Harri Hänninen and Pekka Ollonqvist (Finland) as well as Karl-Reinhard Volz (joint paper with Felix Reining, Germany)

The Sopron WG2 meeting was dedicated to land tenure, multi-level governance and advocacy coalitions as external factors of an NFP. Three presentations provided theoretical insights: Karl Hogl (Austria) presented two papers, one on "Multi-level co-ordination in NFP processes" and one on "Effects of advocacy coalitions on NFP processes". Attila Lengyel (Hungary) presented his paper on "Land tenure's impacts on NFPs". In two further presentations, national experiences regarding land tenure aspects in relation to NFPs in Portugal and Spain were presented by Inocencio Seita Coelho (Portugal) and by Cristina Montiel (Spain).

On the basis of these presentations and the subsequent discussions lists of propositions were drawn, which are available in the minutes of WG2 at the COST E19 homepage.

*Johannes Voitleithner*

## NFPS IN THE WORK OF THE MCPFE

National forest programmes (nfps) are a key issue in the work of the Ministerial Conference on the Protection of Forests in Europe (MCPFE). The discussion of the MCPFE on this topic has resulted in a draft "MCPFE Approach to National Forest Programmes in Europe". This draft MCPFE approach had been developed in a series of three MCPFE meetings with the participation of COST E19. Building on the global consensus achieved on nfps, it captures the common understanding of the European countries on the concept of national forest programmes. Four key elements as well as eleven other elements and principles are described which characterise nfps in the pan-European context.

At an Expert Level Meeting in October 2002, the delegates of the MCPFE discussed a further refined version of the draft MCPFE approach and considered how to best include it in the commitments for the Fourth Ministerial Conference on the Protection of Forests in Europe (28-30 April 2003, Vienna, Austria). It could either be presented as an annex to the "Vienna Declaration", to be signed by the ministers responsible for forests in Europe, or as a special item, also to be signed by the European ministers. The latter had been proposed by the Austrian Minister, Mr. Wilhelm Molterer, who is the co-chairman of the 4th Ministerial Conference.

The deliberations of the MCPFE in preparation of the 4th Ministerial Conference also revealed a number of aspects closely related to the draft MCPFE approach, which require further consideration in the future. COST Action E19 could contribute to this task by addressing the following two aspects in its research:

- *Relationship between Ecosystem Approach and Sustainable Forest Management*

The draft "MCPFE Approach to National Forest Programmes in Europe" captures the view that the ecosystem approach should be taken into consideration when developing, implementing, monitoring and evaluating nfps in Europe. However, the document also notes that the relation between the ecosystem approach and sustainable forest management (SFM) needs to be further explored, taking into account the outcome of the conceptual analysis by the Secretariat of the Convention on Biological Diversity. The importance of this task has been re-emphasised in the recent discussions of the MCPFE. Scientific input by COST E19 that contributes to clarifying this relation could substantially facilitate the policy deliberations on this issue.

- *Relation between Nfps and Criteria and Indicators for SFM*

As stated in the draft MCPFE approach, criteria and indicators for SFM could constitute a component of an nfp process. They can help to evaluate the output of an nfp process with regard to SFM. However, the relation between the two policy instruments "national forest programme" (as a political planning instrument) and "criteria and indicators for SFM" (as a tool to periodically monitor, assess and report on the state of and changes in SFM) needs to be clarified in more detail. While being primarily a subject of political negotiation, this task could be facilitated by scientific input.

In general, the collaborative work and findings of COST Action E19 are of high importance in demonstrating the usefulness of a pan-European understanding of nfps. As such, the work of COST Action E19 constitutes a valuable input for the policy deliberations of the MCPFE in the run-up to the 4th Ministerial Conference.

*Alexander Buck (Forest Policy Officer, MCPFE Liaison Unit Vienna) and*
*Peter Mayer (Head of the Liaison Unit Vienna)*

## NEXT MEETINGS AND SEMINARS

*25-26 September 2003*, ***Vienna, Austria***: Concluding meeting, Seminar, Management Committee and Working Groups.

Working Group meetings and Seminars are open to all interested researchers. For more information, please contact your national Management Committee representative.

## PUBLICATIONS

Gislerud, O., Neven, I., (Eds.) 2002: National Forest Programmes in a European Context. Proceedings of the COST E19 Seminar, 13.-15. September 2001, Oslo, Norway. EFI Proceedings No. 44. European Forest Institute. Joensuu, Finland.

## ORGANISATION OF COST E19

Professor **Peter Glück** from the Agricultural University of Vienna BOKU, Austria is the Chairperson of the Action. Vice-chairperson of the Action is director **Heikki Pajuoja** from the Finnish Forest Research Institute, Vantaa Research Centre, Finland. He is also the editor of the Newsletter. Mrs **M.G.G. (Ine) Neven** from Alterra Green World Research, Netherlands, is the Chairperson for the Working Group 1 *"Elements and procedural requirements of NFPs"*; professor **Americo M.S.Carvalho Mendes** from Universidade Catolica Portuguesa, Portugal is the chairperson of Working Group 2 *"Significance of NFPs as compared to other*

*policy means*" will be elected in Aberdeen. These four chairpersons form the Steering Committee of the Action. Professor **Noël Lust** from the University of Ghent, Belgium is the Tutor of the Action. Senior researcher **Harri Hänninen** from Finnish Forest Research Institute is the editor of www-homepage of the Action.

## IMPORTANT LINKS

Homepage of the Action can be found at *http://www.metla.fi/eu/cost/e19/*

More information about COST can be found at *http://COST.Cordis.LU/src/home.cfm*.

## 20 COUNTRIES HAVE SIGNED

Until now, 20 countries have confirmed their participation to the Action. These countries are:

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|---|---|---|
| Austria | Greece | Poland |
| Belgium | Hungary | Portugal |
| Cyprus | Ireland | Spain |
| Denmark | Italy | Sweden |
| Finland | Lithuania | Switzerland |
| France | Netherlands | United Kingdom |
| Germany | Norway | |

According to COST rules, it is possible to join the Action also later. Interested countries should declare their interest through their National COST Co-ordinator.

## HOW RESEARCHERS CAN PARTICIPATE INTO COST E19?

*Management Committee meetings.* MC meets twice a year. There are one or two officially nominated MC delegates from each participating country.

*Working Group meetings.* COST E19 has two Working Groups: WG1 Elements and procedural requirements of NFPs, and WG2 Significance of NFPs. All interested researchers can participate into WG meetings. COST covers the travel expenses of one or two researchers per country.

*Seminars.* Seminars are open to all. COST can cover the travel costs of invited speakers and maximum of 4 researchers per country.

*National networks.* Because of limited funding, all interested researchers may not be able to participate into COST meetings and seminars. It is therefore recommended that MC members create national networks in order to assure timely flow of information to all interested researchers and institutions.

## CONTACTS

National delegates in the Management Committee are key persons for all inquiries about COST E19. They'll be glad to give further information.

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