

COST
Technical Committee
“Forests and Forestry Products“

COST Action E19

“National Forest Programmes in a European context “

FINAL EVALUATION REPORT

The first part (para. 1-8 is prepared by the TC Scientific Secretary in co-operation with the Rapporteur and the MC Chair on the basis of the last progress report of the Action).

The second part (para. 9) is prepared by the "ad hoc" Evaluation Panel established by the Technical Committee and edited by the Rapporteur.

The third part (para. 10) is prepared by the Technical Committee.

CONTENTS

1. OVERVIEW: ACTION IDENTIFICATION DATA

See "Action identification data" attached at the end

2. OBJECTIVES

The main objective of this COST Action is to provide policy makers in Europe with improved means for formulating and implementing national forest programmes.

Secondary objectives are the following:

- ◆ to set up a network of European researchers who deal with the socio-economic aspects of SFM and policy planning in forestry;
- ◆ to specify the commonalities and differences of the operational definitions of SFM at the national and sub-national levels in European countries;
- ◆ to specify the existing understanding and definition of NFPs in European countries;
- ◆ to specify the interpretation of the individual IPF basic elements of NFPs in European countries and to elaborate commonalities and differences;
- ◆ to stimulate the exchange of evaluation research on existing NFPs and formulation of new research topics on the significance of NFPs in comparison to other policy tools;
- ◆ to investigate the chances of implementation of NFPs.

The *expected benefits* are the following:

- ◆ to specify and interpret the elements of an NFP;
- ◆ to specify the procedural requirements of formulation and implementation of an NFP in terms of enhancing the rationality of policies, ensuring long-term orientation, and improving coordination of political actors;
- ◆ to evaluate the significance of NFPs in comparison to other policy means;
- ◆ to assess supportive and impeding factors for the development of substantial NFPs.

3. TECHNICAL DESCRIPTION AND IMPLEMENTATION

The first Steering Committee (SC) meeting was held in Vienna 27 November 1999 which resulted in a draft work plan for the whole 4-year period of the Action. The work plan was discussed and approved at the MC meeting in Freiburg, Germany 20-21 March 2000¹.

The Steering Committee of the Action is formed by the following four chairpersons:

Chairperson of the Action	Peter Glück
Vice-chairperson of the Action	Ine Neven (since 14.9.2001), Aarne Reunala (until 20.3.2000)
Chairperson for Working Group 1	Heikki Pajuoja (interim chair), Heiner Schanz (until 20.6.2001)
Chairperson for Working Group 2	Americo M.S.Carvalho Mendes (since 30.3.2001), Willi Zimmermann (until 6.12.2000)

¹ Work plan 1999-2003, final draft, 21.3.2000 (<http://www.metla.fi/eu/cost/e19/workplan.htm>).

The scientific work programme of the Action comprised the following two parts which were tackled in **two** separate **working groups** (WG 1 & 2):

- **WG 1:** Interpretation of the basic elements and institutional/procedural requirements of NFPs (in particular participatory mechanisms, iterative process, intersectoral approach, conflict resolution schemes) and evaluation of their effects to NFPs.
- **WG 2:** Evaluation of supportive and impeding factors such as international agreements, pressure from outside, financial incentives, multilevel governance, tenure, political culture and social environment, and institutional aspects. Evaluation of the significance of NFPs in comparison to other policy means.

Co-ordination of the work programmes of WG1 & WG2¹:

WG 1 looked at the 4 conceptual essentials of NFPs, i. e. participatory approaches, collaborative approaches, intersectoral approaches and procedural approaches. Each meeting was dedicated to one essential. The conceptual essentials are used for the lacking political definition of an NFP. In contrast to that, WG 2 examined the influence of the so-called “external factors” (e.g., land tenure, legal regulations, financial incentives, political culture or institutional aspects), one by one, on all the conceptual essentials.

As WG1 in every meeting dealt with theories and experiences related to one “core element”, WG2 examined the influence of “one external factor” on all the core elements. Thus, WG2 necessarily had to deal with some conceptual essentials before WG1 was able to provide the respective results. Therefore so-called “background papers“ were prepared which provided a kind of “typologies” of the core essentials, so that the two Working Groups were finally be able to combine their results. In addition, the Working Group meetings were followed by a panel-session of both working groups at the end of each meeting to report about and discuss the WG-results (first joint plenary session was organised in Aberdeen).

The Cost E19 homepage was and is hosted at the Finnish Forest Research Institute (METLA) and was managed by Harri Hänninen. It had and still has an important function in the internal information exchange of the Action among members as well as clients. Harri Hänninen regularly informed the Action participants per Email about homepage news and changes.

4. PARTICIPATION AND COORDINATION

4.1 Management Committee

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¹ Hogl, K. & Pregernig, M. 2000: Reflections on the approaches of Working Group 1 (WG1) and Working Group 2 (WG2) and their co-ordination.

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4.2 Participating Institutions

Iceland has not nominated any Management Committee member

4.3 Meetings of the Management Committee

1. Management Committee meeting – 18-19 Oct 99, Brussels, Belgium
2. Management Committee meeting – 20-21 March 00, Freiburg, Germany
3. Management Committee meeting – 20 Oct 00, Madrid, Spain
4. Management Committee meeting – 31 March 01, Aberdeen, Scotland
5. Management Committee meeting – 15 Sept 01, Oslo, Norway
6. Management Committee meeting – 6 April 02, Savonlinna, Finland
7. Management Committee meeting – 15-16 Sept 03, Vienna, Austria

4.4 Meetings of the Working Groups

Working Groups 1 and 2:

- 20-21 March 00, Freiburg, Germany
- 20 Oct 00, Madrid, Spain
- 29-31 March 01, Aberdeen, Scotland
- 14-15 Sept 01, Oslo, Norway
- 5-6 April 02, Savonlinna, Finland
- 16 Sept 03, Vienna, Austria

Working Group 2: 28-29 June 02, Sopron, Hungary

4.5 Short-term scientific missions

Evelyn Verbij (Netherlands): 7 - 19 August 2000, Aberdeen,
EUR 1321,90

Johannes Voitleithner (Austria): 21 August - 4 September 2000,
Helsinki, EUR 1379,20

Johan BARSTAD (Norway): 2 - 8 October 2000, Aberdeen,
EUR 1508,-

Cristina MONTIEL (Spain): 1 - 8 December 2001, Aix-en-Provence,
EUR 1307,20

Attila LENGYEL (Hungary): 12 - 21 December 2001, Madrid,
EUR 1514,80

Alessandro PALETTO (Italy): 1 February - 3 March 2002, Nancy,
EUR 1498,50

5. RESULTS

The Action provided policy makers in Europe with improved means for the formulation and implementation of NFPs. The improved means consist in a better understanding of content, structure, basic essentials, and procedural requirements of NFPs and their difference to other forest policy means. This knowledge gain finds its expression in the huge number of papers published in seminar proceedings and the forthcoming book on country reports. The most significant propositions are written down in the Interim Report "Making NFPs Work" (2003) which can serve as a basis for codes of conduct of national and sub-national forest programme processes. The list of proceedings and books is included in annex 1. A list of key literature on NFPs and the established network of researchers who deal with policy research closely related to NFPs in Europe are available at the Action homepage¹.

A self-assessment of results obtained versus objectives is described in annex 1.

In summary, the action contributed to increase the common understanding about sustainable forest management (SFM) and national forest programmes (NFPs) as well as the knowledge in political science.

6. DISSEMINATION OF RESULTS

6.1 Publications and Reports

8 (see detailed list in Annex 1)

6.2 Conferences and Workshops

18-21 Oct 00, Madrid, Spain

29-31 March 01, Aberdeen, Scotland

13-15 Sept 01, Oslo, Norway

4-6 April 02, Savonlinna, Finland

15-16 Sept 03, Vienna, Austria

6.3 Web site

<http://www.metla.fi/eu/cost/e19/index.htm>

6.4 Scientific and Technical Co-operation

After the MC meeting in Freiburg, Germany 20-21 March 2000 contacts and co-operation with the following institutions were established: FAO, FAO/ECE Timber Division, World Bank, Liaison Unit of the Ministerial Conference on the Protection of Forests in Europe, Forestry Advisors Group.

6.5 Transfer of results

As numerous civil servants from European countries participated in the action who worked in parallel in the MCPFE process, the General Coordinating Committee of the MCPFE was enabled to put NFPs on the resolutions agenda of the 4th MCPFE in Vienna in April 2003. As some of participating civil servants were responsible for the organization of the national NFP process (e.g., Austria, Germany, Hungary, Norway) results from the Action could be directly transferred into these national processes.

¹ <http://www.metla.fi/eu/cost/e19/network.htm>

6.6 Contacts in the ERA

nil

7. ECONOMIC DIMENSION

7.1 Estimated Manpower

1999	2000	2001	2002	2003	Total
2	7	12	6	8	35 person years

7.2 Funds received from the COST budget

Year	Meetings	STSM	Studies	Publ	Workshops	Total
1999	20 480					20 480
2000	65 920	11 500			7 500	84 920
2001	83 126					83 126
2002	51 753					51 753
2003	31 000			5 000		36 000
<hr/>						
Total	252 279	11 500		5 000	7 500	276279

8. SELF EVALUATION

There is no doubt that the main objective of this Action has been fulfilled, namely to provide the policy makers in Europe with improved means for the formulation and implementation of NFPs. The improved means consist in a better understanding of content, structure, basic essentials, and procedural requirements of NFPs and their difference to other forest policy means. This knowledge gain finds its expression in the huge number of papers published in seminar proceedings and the forthcoming book on country reports. The most significant propositions are written down in the Interim Report "Making NFPs Work" (2003) which can serve as a basis for codes of conduct of national and sub-national forest programme processes.

The fulfilment of the secondary objectives and the expected benefits can be drawn from annex 1.

In addition to the accomplishment of the a priori formulated objectives the Action was successful to integrate forest policy scientists, lawyers, economists, sociologists, policy scientists, regional planners and geographers and representatives from other scientific disciplines from all of Europe under one common topic and to integrate them by the elaboration of a common conceptual framework. Only those who know by experience how difficult it is to put inter-disciplinary research into practice are able to appreciate this fact. One can even state that the project was also trans-disciplinary because numerous civil servants from European countries participated in the action who worked in parallel in the

MCPFE process; some of them were even responsible for the organization of the national NFP process (e.g., Austria, Germany, Hungary, Norway). The latter aspect enabled the General Coordinating Committee of the MCPFE to put NFPs on the resolutions agenda of the 4th MCPFE in Vienna in April 2003.

At the outset of the action information and knowledge of participants about the content of sustainable forest management and NFPs was very diverse. So was the capability to do appropriate policy analysis. At the end of the action the common understanding about SFM and NFPs has not only remarkably grown but also the knowledge in political science, in particular among the young colleagues.

The action stimulated a number of participants to continue the research into NFPs by PhD theses or nationally funded research projects; such projects are known from France and the Netherlands but there might be much more activities going on in that direction. In addition, actions have been taken in order to utilize the potential of the 6th Framework Programme of the European Union on research.

In summary, it is stated that the action was able to accomplish the set goals. It was one of the first COST Actions on applied social sciences in forestry. The success was only possible because the researchers refrained from political assertions. The borderline between science and politics was never crossed. It is hoped that such actions will be given more attention in the future by the Technical Committee.

9. EVALUATION

9.1 Evaluation panel and evaluation procedures

(List the members of the panel: Title, name, affiliation, Tel., Fax, E-mail).

(Describe briefly the evaluation activities the documents made available to and used by the members of the panel and the procedures followed for the evaluation).

9.2 Results versus objectives

(Describe briefly how and to what extent the results obtained match the objectives).

9.3 Outcome and achievements

(Describe the main outcome and the main achievements, and the significance of these, including the dissemination of results).

9.4 Impact of the Action

(Describe the importance and benefits for international science and technology).

9.5 European added-value

(Describe how the Action used the COST framework to achieve its goal and what synergies and added value came out of the COST co-operation).

9.6 Coordination and management

(Describe briefly the effectiveness of coordination and management).

9.7 Dissemination of results

(Describe briefly the effectiveness of the dissemination of results)

9.8 Strengths and weaknesses

9.9 Recommendations

(Include recommendations on new Actions)

10. TC REMARKS

(Illustrate in 1 or 2 sentences the "success story" (if applicable) of the Action)

Action Identification Data

COST Action E19

TC Recommendation: 08/05/99

CSO Approval: 27/06/99

Start date: 07/07/99

Duration: 50 months

Extension: -

End date: 16/09/03

First MC meeting: 18-19/10/99

Last MC meeting: 16/09/03

Final Report: (day/month/year) ⁽²⁾

Evaluation Report: (day/month/year) ⁽²⁾

TC Evaluation: (day/month/year)

Number of signatories: 20

Signatories and date of signature:

Austria	29/09/99	Greece	09/06/99	Poland	30/05/01
Belgium	07/07/99	Hungary	07/12/99	Portugal	24/11/99
Bulgaria	18/12/00	Iceland		Romania	
Croatia		Ireland	26/01/00	Slovakia	
Cyprus		Israel		Slovenia	
		Italy	10/09/99		
		Yugoslavia			
		Former Yugoslavian Rep. of Macedonia			
Czech Rep.		Latvia		Spain	14/06/99
Denmark	30/06/99	Lithuania	20/01/00	Sweden	26/09/01
Estonia		Luxembourg		Switzerland	30/06/99
Finland	30/06/99	Malta		Turkey	
France	16/12/99	Netherlands	30/06/99	United Kingdom	27/03/02
Germany	30/06/99	Norway	22/10/99		

Institutes of non-COST countries: nil

Area:

Action Web site: <http://www.metla.fi/eu/cost/e19/index.htm>

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External Evaluator: Prof Jeremy RAYNER, Malaspina University, Canada

External Evaluator: Senior Policy Advisor Jos A. EVERTSEN, The National Policy and Advisory Board for Enterprise, Trade, Science, Technology and Innovation, Ireland

Annex 1 - Objectives and Tasks Fulfillment

The following objectives and tasks are based on the Memorandum of Understanding (MoU) of the COST Action E19 "National Forest Programmes in the European Context" (signed in Brussels on June 30, 1999), the Work Plan 1999-2003 (approved in the MC meeting in Freiburg on March 20-21, 2000) and the Task List to national delegates (November 15, 1999).

objectives and tasks ¹	actions	fulfilled (Source)
Target groups for the results of COST E19	MC members prepare lists of principal forest policy stakeholders in their country (task 1, updated annually).	Vice-chairman of the Action
	SC prepares a list of European and international organisations dealing with NFPs.	Chairman of the Action
Dissemination actions (MC members are responsible for the dissemination of E19 deliverables to national stakeholders)	Internet homepage	Responsibility: MC Vice-chair (http://www.metla.fi/eu/cost/e19/)
	Seminars and seminar proceedings	<p>Glück, P., Solano Lopez, J.M., Rojas-Briales, E., Schanz, H., Zimmermann, W. (Eds.) 2000: National Forest Programmes. Social and Political Context. Proceedings of the COST E19 Seminar, 18.-21. October 2000, Madrid, Spain. Ministerio de Medio Ambiente. http://www.metla.fi/eu/cost/e19/reports.htm</p> <p>Zimmermann, W., Schmithüsen, F. (Eds.) 2002: Legal Aspects of National Forest Programmes. Papers presented at the Meeting of COST Action E19, 29.-31. March 2001, Aberdeen, Scotland. Forest Science Contributions - Volume 25. Chair Forest Policy and Forest Economics. Swiss Federal Institute of Technology. Zurich.</p> <p>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.</p> <p>Tikkanen, I., Glück, P., Pajujoja, H., (Eds.) 2002: Cross-Sectoral Policy Impacts on Forests. Proceedings of the COST E19 Seminar, 4.-6. April 2002, Savonlinna, Finland. EFI Proceedings No. 46. European Forest Institute. Joensuu, Finland.</p> <p>Glück, P., Voitleithner, J. (Eds.) 2003: Making NFPs Work. Proceedings of the COST E19 Seminar, 15-16 September 2003, Vienna, Austria. Publication Series of the Institute of Forest Sector Policy and Economics. University of Natural Resources and Applied Life Sciences. Vienna. (in preparation)</p>

¹ Definitions of objectives, tasks and benefits from the MoU are in *italics*.

	Newsletter (bi-annual)	1/2000, 1/2001, 1/2002, 2/2002 (http://www.metla.fi/eu/cost/e19/news.htm)
	Journal – special issue	Glück, P., Humphreys, D. (Eds.) 2002: National Forest Programmes in a European Context: Findings from COST Action E19. Forest Policy and Economics. Volume 4, Issue 4.
	Books	Glück, P.; Mendes, A.C.; Neven, I. (Eds.) 2003: Making NFPs Work: Supporting Factors and Procedural Aspects. Report of COST Action “National Forest Programmes in a European Context”. Publication Series of the Institute of Forest Sector Policy and Economics - Vol. 48. University of Natural Resources and Applied Life Sciences. Vienna. Humphreys, D. (Ed.) 2003: Forests for the Future: National Forest Programmes in Europe - Country Reports from COST Action E19. European Commission. Luxembourg (in preparation)
Secondary objective (S.o.) 1: set up a network of researchers who deal with policy research closely related to NFPs in Europe (Reformulated by the MC, 19.10.1999 based on the MoU-objective: <i>set up a network of European researchers who deal with the socio-economic aspects of SFM and policy planning in forestry</i>).	MC members nominate their countries' WG members (task 2)	(http://www.metla.fi/eu/cost/e19/structur.htm)
	list of researchers (task 3)	(http://www.metla.fi/eu/cost/e19/network.htm)
	list of ongoing research projects closely related to NFPs (task 4)	(http://www.metla.fi/eu/cost/e19/network.htm)
	list of key literature on NFPs (task 5)	(http://www.metla.fi/eu/cost/e19/network.htm)
S.o. 2: <i>specify the commonalities and differences of the operational definitions of SFM at the national and sub-national levels in European countries.</i>	MC members send most recent list of national SFM criteria and indicators to COST E19 Chairman (task 6)	Glück, P.; Voitleithner, J. 2000: Operational Definitions of Sustainable Forest Management. In: National Forest Programmes. Social and Political Context. Proceedings of the COST E19 Seminar, 18.-21. October 2000, Madrid, Spain. Ministerio de Medio Ambiente. Pp. 37-59. (http://www.metla.fi/eu/cost/e19/reports.htm)
S.o. 3: <i>specify the existing understanding and definition of NFPs in European countries</i>	WG1 work plan	Schanz, H. 2000: National Forest Programmes in a Comparative European Perspective. In: National Forest Programmes. Social and Political Context. Proceedings of the COST E19 Seminar, 18.-21. October 2000, Madrid, Spain. Ministerio de Medio Ambiente. Pp. 21-35. (http://www.metla.fi/eu/cost/e19/reports.htm) National reports based on terms of reference (Humphreys, D. 2001: Proposal for a Framework for National Reporting.)
S.o. 4: <i>specify the interpretation of the individual IPF basic elements of NFPs in European countries and elaborate commonalities and differences</i>	WG1 work plan	National reports based on terms of reference (Zimmermann, W., Mauderli, U. 2001: National Forest Programs in European countries. An initial overview based on a quick survey in countries participating COST E19 Action.)

S.o. 5: <i>stimulate the exchange of evaluation research on existing NFPs and formulation of new research topics on the significance of NFPs in comparison to other policy tools</i>	WG2 work plan	evaluation on formulation process (http://www.metla.fi/eu/cost/e19/news.htm) Hofmann, F.; Liss B.M. 2001: Analysis & Assessment of the German NFP Process at the Federal Level (Phase 1: 1999/2000). Presented at the WG1-meeting, 29-31 March, Aberdeen, Scotland.
S.o. 6: investigate the implementation of NFPs (Reformulated by the MC, 19.10.1999 based on the MoU-objective: <i>investigate the chances of implementation of NFPs</i>)	WG2 work plan	Reports of national delegates from countries with an NFP (see Proceedings)
Expected benefit (E.b.) 1: <i>specify and interpret the elements of an NFP.</i>	This corresponds to secondary objectives 3 and 4	Background papers which provide a kind of typologies for each core essential List of NFP-propositions in the minutes of the meetings (http://www.metla.fi/eu/cost/e19/meetings.htm)
E.b. 2: <i>specify the procedural requirements of formulation and implementation of an NFP in terms of enhancing the rationality of policies, ensuring long-term orientation, and improving coordination of political actors</i>	WG1 work plan	List of NFP propositions in the minutes of the meetings (http://www.metla.fi/eu/cost/e19/meetings.htm)
E.b. 3: <i>evaluate the significance of NFPs in comparison to other policy means</i>	WG2 work plan	
E.b. 4: <i>assess supportive and impeding factors for the development of substantial NFPs</i>	WG2 work plan	List of NFP propositions in the minutes of the meetings (http://www.metla.fi/eu/cost/e19/meetings.htm)
E19 Action and Working Group reports (<i>Reports by WGs</i>)	WGs prepare an annual report, ready by Dec. 31 each year. MC prepares an annual COST E19 action report, ready by Jan. 31 each year.	Comments and reports of the Action and working groups chairpersons in the Newsletters
<i>Guidelines on the "Formulation and implementation of NFPs"</i>	Preparing NFP guidelines might better suit to some other organisation (e.g. MCPFE, FAO, EFI), which will be reconsidered at the mid-term of the Action	COST Action E19 understand guidelines as propositions in the sense of decision support for policy makers, which show connections as well as preconditions for reaching something (if-then).
<i>Report to the Liaison Unit of the</i>	WG reports and seminar publications	

<i>Ministerial Conference on the Protection of Forests in Europe (MCPFE)</i>	might serve the purpose of the report to the Liaison Unit. To be discussed with Liaison Unit representatives	
<p>Meetings</p> <p><i>(In the MoU it was planned to have five MC meetings and three WG meetings)</i></p> <p>Seminars</p> <p><i>(In the MoU three seminars were planned: two working seminars with invited speakers, and one final joint FAO/EFI seminar at the end of the Action)</i></p>		<p>March 20-21, 2000, Freiburg, Germany (WG1, WG2, MC)</p> <p>Oct. 19-21, 2000, Madrid, Spain (Seminar, WG1, WG2, MC)</p> <p>March 29-31, 2001, Aberdeen, Scotland (WG1, WG2, MC)</p> <p>Sept. 13-15, 2001, Oslo, Norway (Seminar, WG1, WG2, MC)</p> <p>April 4-6 2002, Savonlinna, Finland (WG1, WG2, MC)</p> <p>June 28-29, 2002, Sopron, Hungary (WG2)</p> <p>Sept. 15-16, 2003, Vienna, Austria (Final Conference)</p>
Short-term scientific missions	SC prepares the calls for proposals and deadlines for applications, and decides on the allocation of the funding	<p>Administrated at the Institute of Forest Sector Policy and Economics, University of Agricultural Sciences, Vienna.</p> <p>(http://www.metla.fi/eu/cost/e19/missions.htm)</p> <p>9 missions carried out</p>

NFP ... national forest programme

SFM ... sustainable forest management