

National Forest Programs in European countries

An initial overview

based on a quick survey

in countries participating the

COST E-19 Action

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1 Abstract

This paper presents the results of a survey on "National Forest Programs in a European Context" realised in February 2001. A questionnaire on the process and contents of NFPs was sent to one delegate of each member-country of the COST E-19 action with the above title. The aim was to have an overview of the state of affairs of NFPs in all the participating countries. The analysis of the answers (100 % response rate) showed a high heterogeneity in both processes and contents. In most countries the process (which is almost exclusively dominated by national forest administrations) is still slow and implementation is fragmentary. The main triggers of the NFPs are the international commitments and the necessity of moderating the political framework of the management of forests. Certain characteristics like the cross-linking of NFPs with other politics seem to be indicative for their substance. Their absence may indicate a lack of commitment. The key elements identified during the NFP process are still used very reluctantly. Participation is the one that is used the most frequently but so far only with a rather traditional range of actors. Nevertheless it is perceived as the main supporting factor for NFPs by the delegates of the COST-action. However in some cases participation has also been identified as an important aspect impeding the successful implementation of NFPs. The rapid appraisal has showed that for a further survey on a similar subject more attention should be concentrated on the common understanding of working-notions. The needs of participation have to be met within a COST-Action, too.

2 Introduction

At the meeting in Madrid in October 2000, the members of Working Group 2 of the COST Action E19 decided to survey the status of NFP processes in the relevant countries. Willi Zimmerman, then chairman of Working group 2, was requested to complete, send and evaluate a draft questionnaire which was originally developed by him and other members of the WG. This paper presents the results and conclusions of the *survey* realised with this questionnaire.

Both the literature and the COST-action E19 have shown that the NFP concept is neither uniformly defined nor clearly delineated. Despite the emergence of certain central elements such as participation, interpolicy dimension, iterative process and international co-ordination, the NFP concept can at the moment only be described as *vague*, complex and far from operationally defined. For the purpose of comparative research it seems therefore rational and essential that a uniform concept in the form of an operational working definition should be created and hence the individual scope for interpretation narrowed down somewhat.

The framework distributed in Madrid and the commonly elaborated list of terms of reference for the comparative study of NFPs in different countries is based – among other things – on the assumption that NFPs basically consist of two main components:

1. a steering process in the area of forests and forest management that is characterised by different actors and institutions (NFP as a process);
2. as a result of this, a programme or content which should be implemented and is intended to achieve certain effects (NFP as a content).

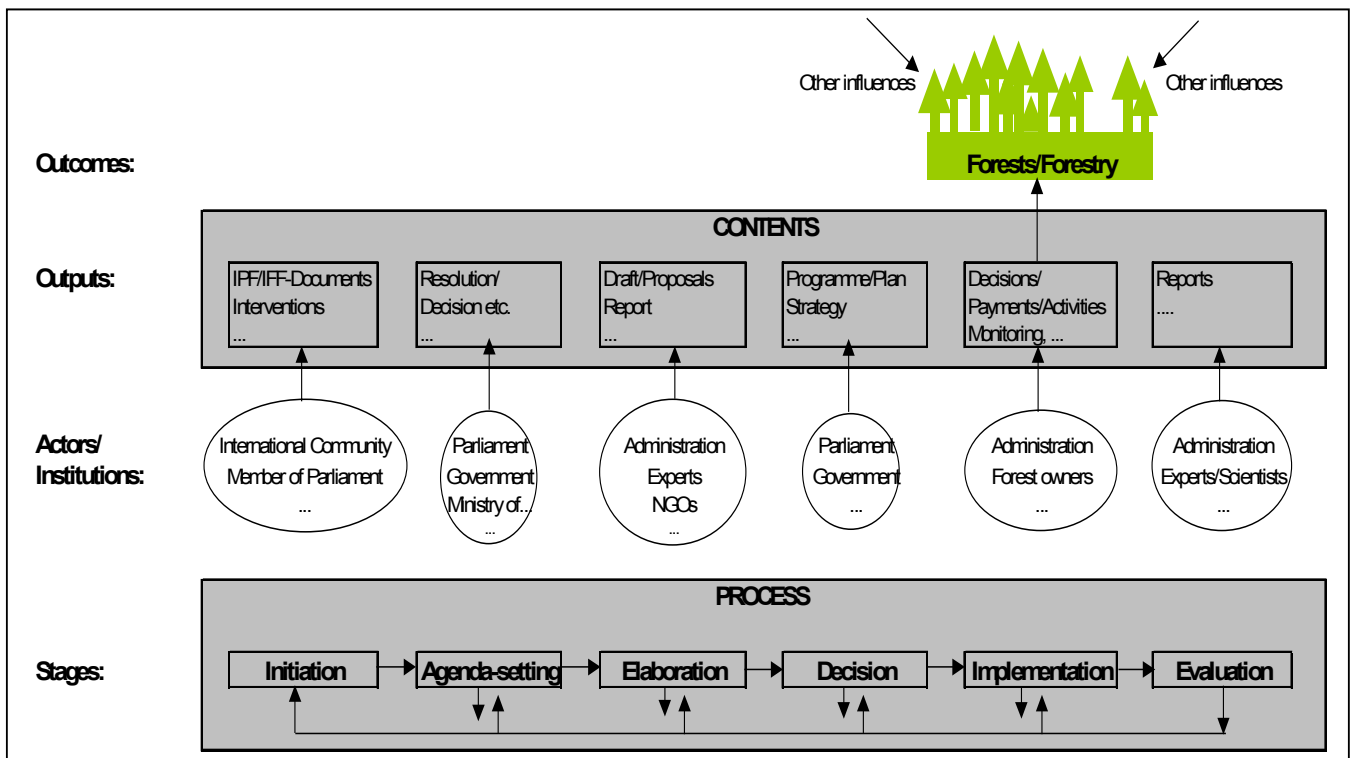


Figure 1: Proposed framework for the analysis of NFP-processes in different European countries

In accordance with this reading, the formulation and implementation process as well as the contents and programmes are independent and separable components. They represent elements that can be

relatively well recorded, structured and analysed using policy analysis approaches. The above working definition differs from the approach whereby an NFP consists of a single process or even individual procedural elements such as participation, iterative process, co-ordination etc. It also differs from the NFP concepts adopted in different countries which vary – sometimes significantly – both in terms of the essential elements and the purpose of the national NFP. Of course the working definition is not meant to be a normative statement on how to conduct a NFP. The basic understanding of NFPs selected here represents an attempt to reduce the complexity of NFPs to a few basic components and to focus the issues on the process, purpose(s), contents and effects of NFPs in different countries. Through this the different approaches of European countries can be compared.

The starting point of the analysis is a programme, plan, strategy, concept or similar component which has been declared explicitly as an NFP by a national political authority. For reasons of comparability, this survey shall be exclusively limited to national forest policy programmes. This quick survey does not intend to record regional programmes which (for example for reasons of competence) have come into being independently of central-state steering. The process should only record activities which are concretely aimed at the development, adoption and implementation of the product NFP. It is particularly important that the participants do not simply list all recent forest policy activities in a country. In summary, the only activities and products which should be recorded are those which have been generated in the context of a programme explicitly declared as an NFP or a national programme for the sustainable use of forests.

The following questionnaire largely tracks the usual stages in the policy cycle (v. Figure 1). It also covers the contents, institutional elements and special issues raised by WG 2 (supportive and impeding factors). The addition of these elements made it possible to compensate for the known limitations of the policy cycle approach and to focus the questions on the special research requirements of this WG.

The main intention of the short questionnaire was to obtain the most objective *overview* possible of the status, purpose and development of programmes in the individual countries which have been declared as NFPs. The objective here is not to carry out an assessment or evaluation but to establish a comparable overview of new national forest policy processes and programmes. The survey is based on the thesis that the individual countries have very different statuses with respect to the formulation, implementation and content of NFPs. The situations recorded will probably range from "nothing available yet" at national level to the completion of initial evaluations of programmes and programme elements. In any case, the misuse of the questionnaire for national justification or for the "improvement" of individual processes should be avoided. This should be achieved through the structure of the questionnaire, the way in which the questions are posed, the strict restriction of the questionnaire to national programmes and through an appeal for objective, short and meaningful responses to the questionnaire.

In terms of results, it was expected that the questionnaire would provide an overview of the status of NFP processes and the contents of the resulting programmes in individual countries at the end of the year 2000. The results should make it possible, for example, to identify the explicative variables for the differing procedures that can be expected in the development and implementation of NFPs. It should be possible to answer the question as to whether all of the countries have the same objective in the development of NFPs. Equally, it may be possible to identify and compare explicative variables for different NFP contents (objectives and instruments). The comparison of targets and contents should at least provide initial indications as to whether the programmes are substantial or symbolical. Furthermore, successful examples from individual countries could be analysed and developed for less advanced countries. Given the assumed status of the development of NFPs, it cannot be expected that it will be possible to make substantial statements on the outcomes or effects of NFPs on forests and forest management in the individual countries.

3 Methodology

3.1 Survey

This survey consisted of a standardised interview by a questionnaire conceived in German and translated into the English language by a native speaker. The questionnaire was webpublished in HTML as a form in the Internet. One member of every country-delegation could fill in the form and send it back directly by e-mail. There was also an opportunity to fill out a Word-version of the questionnaire that was sent to the participating COST-members. Attached to the questionnaire was a manual for it resembling the introduction to this report.

The questionnaire was sent to every of the 19 country-delegation participating the COST Action E 19 in the beginning of February 2001. It was sent back by all the 19 delegations. Therefore the design of the survey can be called a complete inventory even though one among the returned questionnaires was left void with an explanation that showed that the country had – because of its particular economic structure – no NFP. The other questionnaires were filled out completely or partially. The responses were provisionally analysed for the meeting of the country delegation at the end of March 2001 in Aberdeen, Scotland. This present final analysis tries to position the participating members of the COST Action in an assumed framework with regard to the NFP issue.

3.2 Data treatment and analysis

Many of the questions of the interview were asked openly. Even in the case of closed questions the participants were given the possibility to express their situation differently. Therefore, we had to deal with a wide range of differing answers. These were listed as found in a provisional table. After collecting data we categorised answers into another table. In that way, the number of varying answers could be limited and gathered in categories. Tables and further analysis were made using MS Excel Vers. 4.0.

3.3 Retrospection

The suggestions and comments concerning the questionnaire or other topics (v. Figure 42) show some of the difficulties of the methodological approach chosen for this survey.

2 comments note "technical" difficulties with the electronic version of the questionnaire - the delegates didn't get a copy of their answers after sending them. We solved this problem provisionally by sending them a copy of the answers that arrived in our mail-box.

4 comments expressed the uneasiness of some delegates which they sensed filling out the questionnaire for the reason that it suited badly the individual situation in their countries. It seems that some delegates answered the questions by taking an existent national forest policy which they assumed to be equivalent to a NFP though this policy was not explicitly declared as such. This situation was to be avoided by the indications given in the introduction to the questionnaire. Most probably these have been overseen.

The questions were not sufficiently explained and it was difficult to interpret them. Examples should have been given was the central message of another 3 comments. If the meanings of terms like "objectives" and "long-term commitments", "action-plan" and "implementation-plan", "triggers" and "formal rationale" were not absolutely clear to everybody, this criticism is justified. Even if the honesty of the interviewees and their adherence to the bare facts is assumed, this uncertainty on the sense of the used terms questions some of the results of the survey.

There was surprisingly little criticism concerning the approach of the survey. But the few suggestions and comments show that for a further survey it is necessary to invest more time in the co-ordination of the variety (multinational, linguistical, scientific) of the delegates of a COST-action. Terms used in a future questionnaire have to be explained and defined in a unmistakable and highly visible manner (probably for each question, if possible with an example). - Meeting the demands of participation in the COST- context might be a motto.

4 Descriptive evaluation of the answers

4.1 General situation

4.1.1 Positioning the participating countries in the NFP-process

The experts were asked to position their countries in the policy-cycle which was used as a framework for this survey. The result, which shows the situation of spring 2001, is presented in Figure 2. There are **NFP-Processes going on** in Finland, Spain, Belgium, Lithuania, Portugal, Germany, Ireland, Hungary, Switzerland, Denmark and the Czech Republic. Greece is just initiating a NFP process.

We can differ between two groups. The one group from initiation to elaboration (Greece to the Czech Republic) and the other group from decision to evaluation (Belgium to Portugal) which has started the program more or less officially. Most of these countries in the second group know a formal decision.

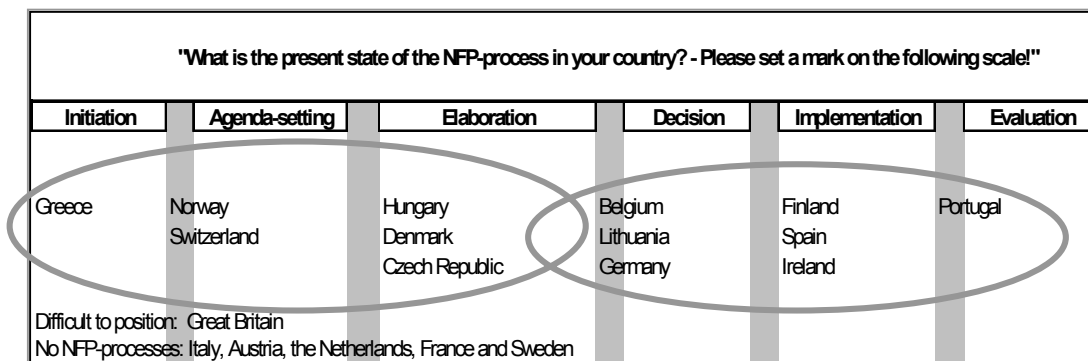


Figure 2: Present states of different countries in the NFP process

In Great Britain the NFP is seen as a part of the ordinary forest-policy and exists implicitly. The NFP process of Italy ended in 1996 and has thus expired.

The Netherlands **don't have a NFP-process** because the country is densely populated, and forestry is intended to produce mainly recreation-values.

After the answers of the delegates of Austria, Sweden and France there are so far no NFP-processes in these countries. They are in a preparatory phase to the initiation stage.

4.1.2 Start of NFP-Processes

The delegates of the action were also asked to name the year in which their NFP-process started¹.

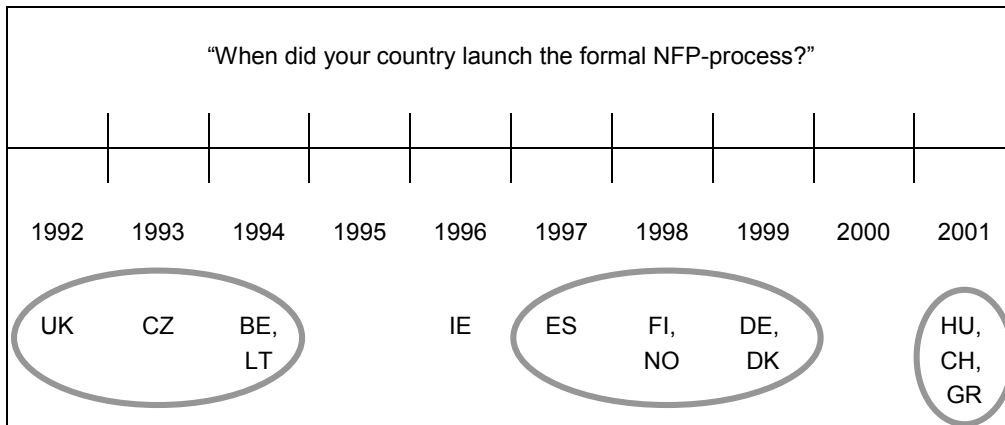


Figure 3: Year of NFP-start

Finland, one of the few countries that's already in the implementation phase of the program, has initiated the process quite recently, in 1998. This indicates that it is possible to go through the process quite quickly. Whereas other countries that started the process early can still be in an early stage of it.

It is remarkable the one fifth of the participating countries started a NFP process only a short time after the subject of NFPs was launched in Rio 1992. The main "kick-off" seems to have taken place in the late Nineties, more or less simultaneous to the start of the COST-Action.

The countries that didn't name an official start most probably don't have a NFP yet, apart from Portugal that is already evaluating its NFP.

Figures 2 and 3 give the impression that the competent bodies in most countries don't seem to feel an urgent need to establish an NFP quickly. The processes are slow (that could virtually be accomplished rather fast as the example of Finland shows) and there seem to be factors of reluctance.

¹ The assumptions on which the question was based were the following:
 that a competent authority came to an official decision
 that it is possible to denominate the authority
 that it is possible to fix the moment or the period in which this decision was made.

4.1.3 The initiation stage in the different countries

The official launching seems to have been precluded by a prior discussion in the majority of the participating countries having an ongoing NFP (11 countries: Finland, Belgium, Lithuania, Norway, Portugal, Ireland, Hungary, Switzerland, Denmark, Great Britain, Czech-Republic).²

This discussion was initiated by a variety of actor groups as Figure 4 shows. In 4 countries the (forest-) administrations themselves were the initiators of the discussion (Finland, Lithuania, Denmark, Greece and Great Britain). In Finland, Germany and Great Britain others like the Executive or the Government gave the impulse to start with a NFP. Groups outside of the state administration, either forest groups, i.e. forest user groups as forester- and hunter-associations etc. started a discussion around NFPs in Norway, Portugal, Ireland and the Czech Republic. In Belgium the discussion was started as well by scientists that positioned the issue in the political arena. Scientists were also the initiators of the issue in Greece and Switzerland.

Most interesting concerning this issue are probably the examples of countries in which the discussion was started by NGOs (with environmental interests: Great Britain, Norway, Hungary and Belgium) because they represent cases in which the spontaneous action of organised citizens is responsible for an action in the administration.

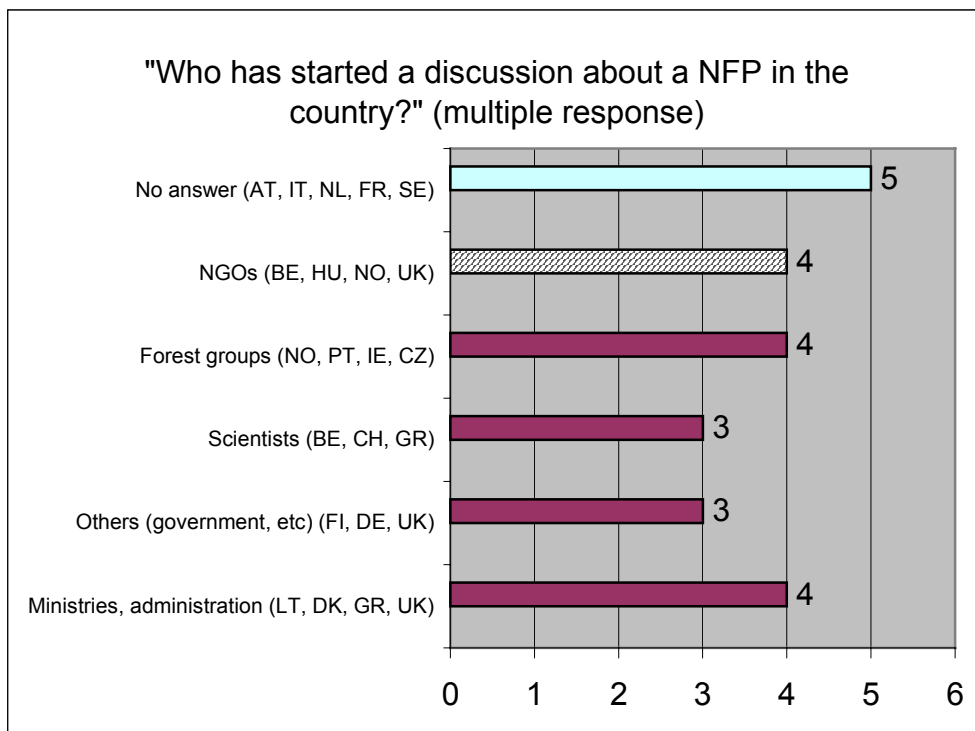


Figure 4: Start of discussion by different actor groups

This picture gives the impression that there seems to have been a high heterogeneity concerning the start of a discussion about NFPs and the need to establish. As many "private" actors as NGOs or forest related groups as actors from the national administrations started to talk about NFPs. Only in few countries initiators of the discussion are from progressive groups of society like NGOs. Science lead the way only in a three cases.

² as follows from the answers to one question of the questionnaire (see Annex A.2)

4.1.4 Main triggers for the initiation of the process

Figure 5 presented below shows the variety of factors that were cited by the delegates as main triggers for launching the NFP in their countries. Clearly visible are the two “leader”-triggers:

- The international obligations (8 citations), to which the countries agreed in consequence of the Rio-Process
- and the need to create a new political frame for the national forest policy was cited in the second position (7 citations).

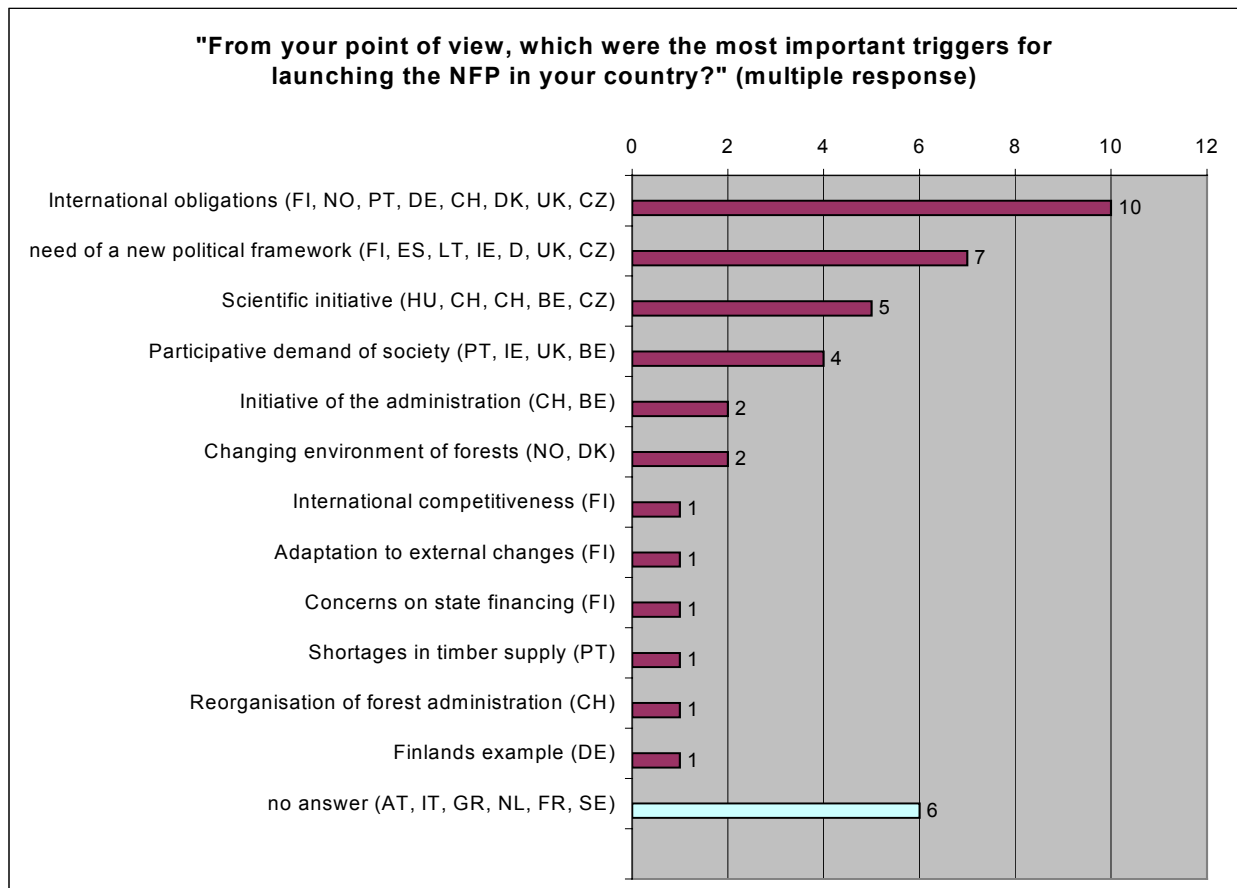


Figure 5: Most important triggers for launching the NFP.

Scientific initiative and a participative demand of society were also important triggers in 5 respectively in 4 countries. The range of triggers express in their tenor the changing political, social and economic environment of forests and implicitly the need to adapt to these new conditions by building a new framework.

An exception is the trigger cited by the delegate of Ireland. Shortages in timber supply represent more of a traditional trigger for modifying the forest policy of a country.

The two dominating triggers for the launching of a NFP are the international obligations and a perceived need for adjustments of the national forest policy that is a new political framework. The wide range of other triggers represent all more or less the changing social, economic environment of forests.

4.2 Initiation of the NFP process

4.2.1 Initiators of the NFP-processes

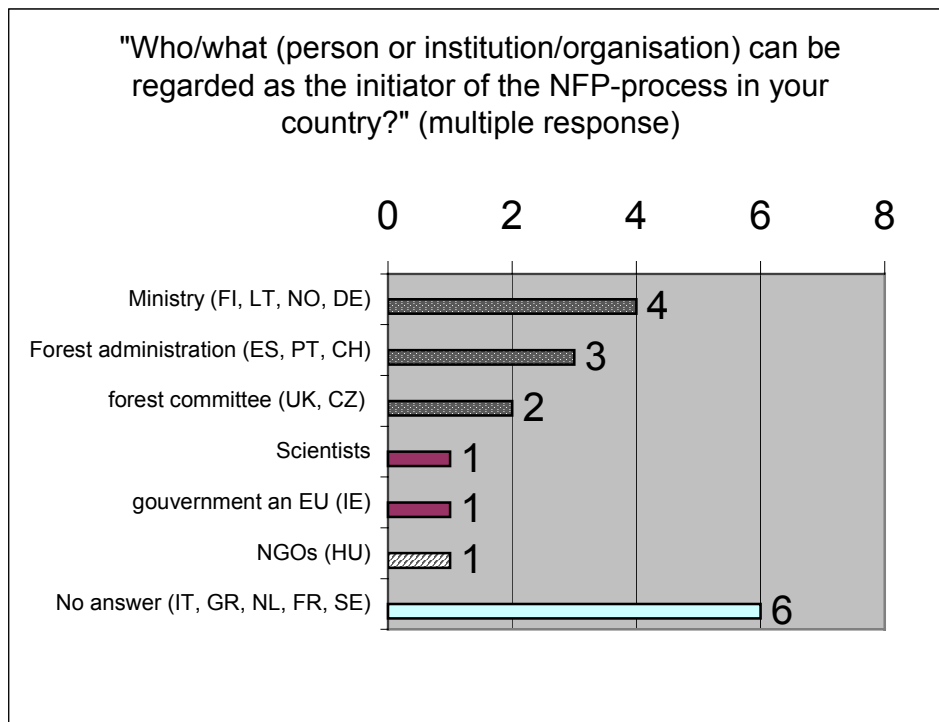


Figure 6: Initiators of the NFP-Process

It is clear from Figure 6 that the initiators of the NFP-process are actors from within the administration and the ministries or committees built in these structures (5+3+2 citations).

Very few countries cite other actors as initiators of the process: e.g. scientists in Belgium, the government and the E.U. in Ireland or the World Wide Fund for Nature as the only NGO which acts as initiator in Hungary.

In most of the countries the initiators of the NFP processes stem from the (forest-)administration and are not actors operating outside of the political-administrative system.

4.2.2 Orderers of a NFP

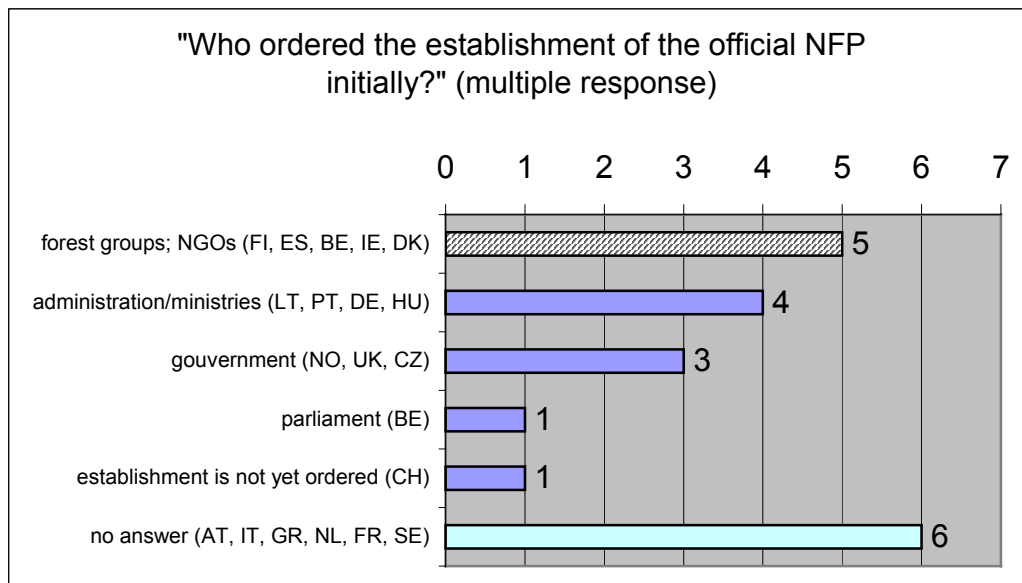


Figure 7: Actors who ordered the establishment of a NFP

The answers given to the question about "initiation" (v. 4.1.3) and the answers to the question above give the impression that there might have been some confusion on the notions "initiate" and "order". With "order" a kind of political intervention concerning the establishment of a NFP was meant, a motion, a postulate, a letter of a parliamentarian or a minister.

From Figure 8 we gather that there were different institutions that ordered the establishment of a NFP in the different countries: In 4 countries (Lithuania, Portugal, Germany, Hungary) the administration was orderer of a NFP, in other 3 countries it was their governments (Norway, Great Britain, the Czech Republic). In Belgium we find the special case that the parliament and forest groups ordered the establishment of a program whereas in Switzerland a NFP is not ordered yet.

In 6 countries that are not in the process³ the question was not answered. The "No-Process countries"(see footnote) and Greece.

In 5 countries (Finland, Spain, Belgium, Ireland and Denmark) forest-groups or NGOs demanded the establishment of a NFP. Is it just a coincidence that besides of Belgium and Denmark (that started the process only in 1999) this group of countries seems to be relatively advanced compared to most of the other countries? -If we look at their actual position in the framework (presented in Figure 2) and at their year in which they started the process (see Figure 3) this correlation seems to make sense. The political influence of these non-governmental structures is in any case not to be underestimated.

Figure 7 confirms the picture given by the figures above. The political will to create the new political framework of a NFP was mainly expressed by the existing political-administrative system. The share of actors like forest-groups and NGOs who claimed the establishment of a NFP is nevertheless considerable.

³ Five countries, which do not have an ongoing NFP process - Austria, Italy, Netherlands, France and Italy - will be referred to in the remainder of this report as the "No-Process countries".

4.2.3 Responsible structures at the outset of the NFPs

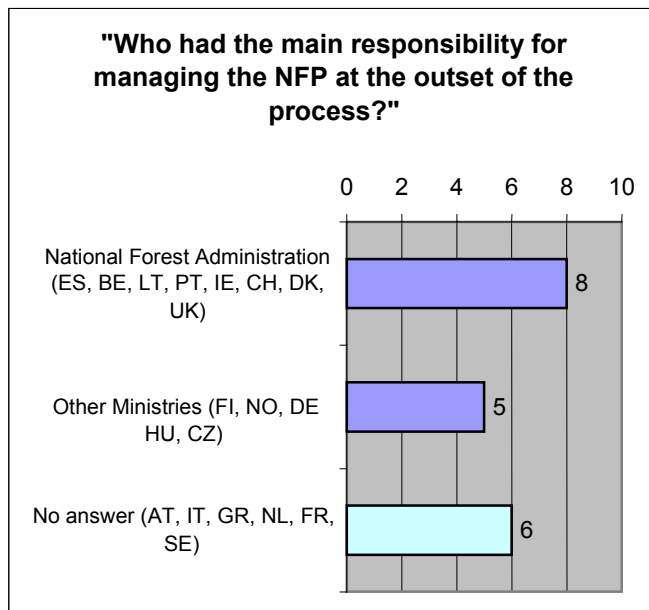


Figure 8: Main responsibility for managing the NFP at its outset

1. *The main responsibility for managing the NFP at the outset of the process (that is the preparation of the programme and the lead of the NFP-process) was in all the countries either in the hands of the forest-administration or in those of a Ministry charged with forestry affairs.*
2. *None of the countries has given the responsibility to a non-governmental structure or institution.*

4.2.4 Inclusion of other actors in the initial phase

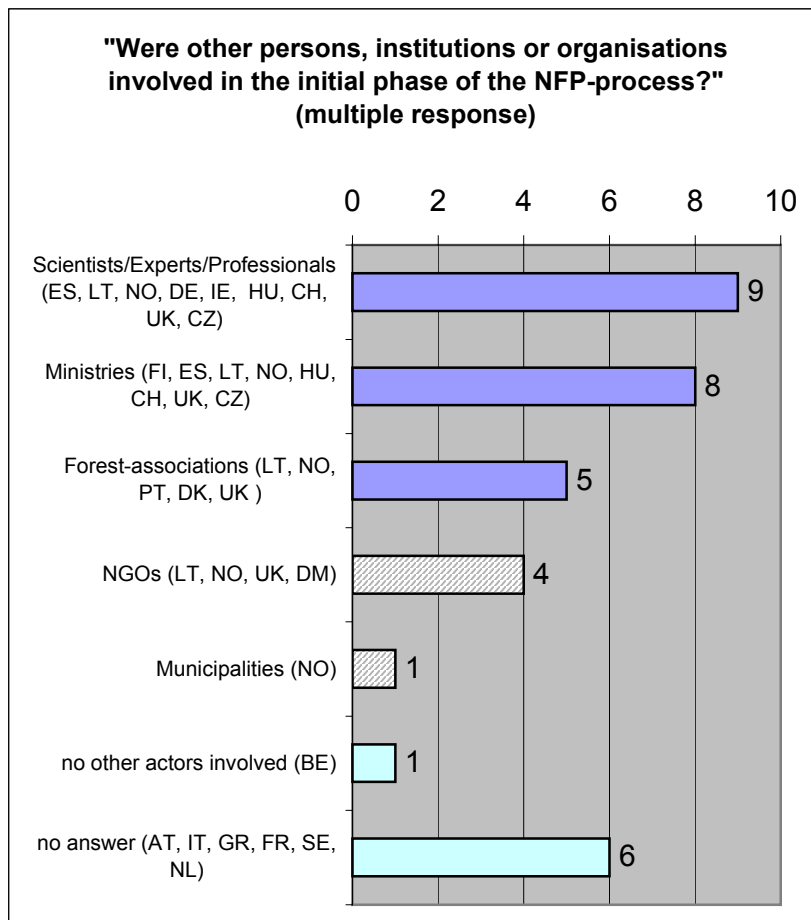


Figure 9: Other actor groups involved in the initial phase

Most countries included other actors in the initial phase of the program (see Figure 9). In 9 countries staff such as scientists, experts and professionals were involved in the initial process. In quite a lot of countries other ministries (8 citations) play an important role, too. NGOs and associations participate in the beginning of the processes in Lithuania, Norway, Portugal, Denmark and Great Britain. Municipalities take part in the process in Norway.

There was just one country in whose process there was no other participant in the initial phase, namely Belgium.

1. *The process seems to be, at least in what concerns its initiation an affair of administrations and ministries.*
2. *In two thirds of the countries with a NFP these programs are profiting from scientific support from the part of experts and professionals.*
3. *Only a third of the countries with NFP has integrated Forest-groups and NGOs during initiation.*

4.3 Official political decisions for launching and elaborating a NFP

4.3.1 Formal decisions on developing NFPs

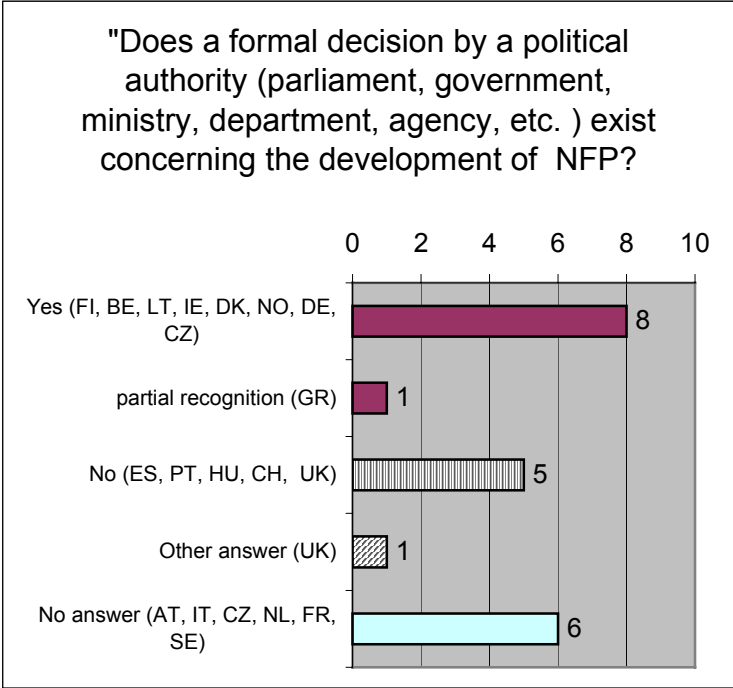


Figure 10: Existence of a formal decision concerning the development of a NFP

After all 8 countries have a formal decision concerning the development of a National Forest Program of a political authority (e.g. the parliament) at their disposal (Finland, Belgium, Lithuania, Ireland, Denmark, Norway, Germany and the Czech Republic).⁴

In Greece the need of conceiving a NFP is partially recognised by the Ministry of Agriculture, which is rather an administrative unity than a political authority. The UK has a statement of UK Forestry Policy which is considered being approximately the same.

In 5 countries (Spain, Portugal, Denmark, Hungary and Switzerland) there hasn't been any official decision.⁵

More than half of the countries seem to have an official decree that prescribes the development of a NFP.

⁴ These formal decisions are listed in annex A.3.

⁵ The answer wasn't answered by the „No process-countries“.

4.3.2 Contributors to the NFP development within the state administration

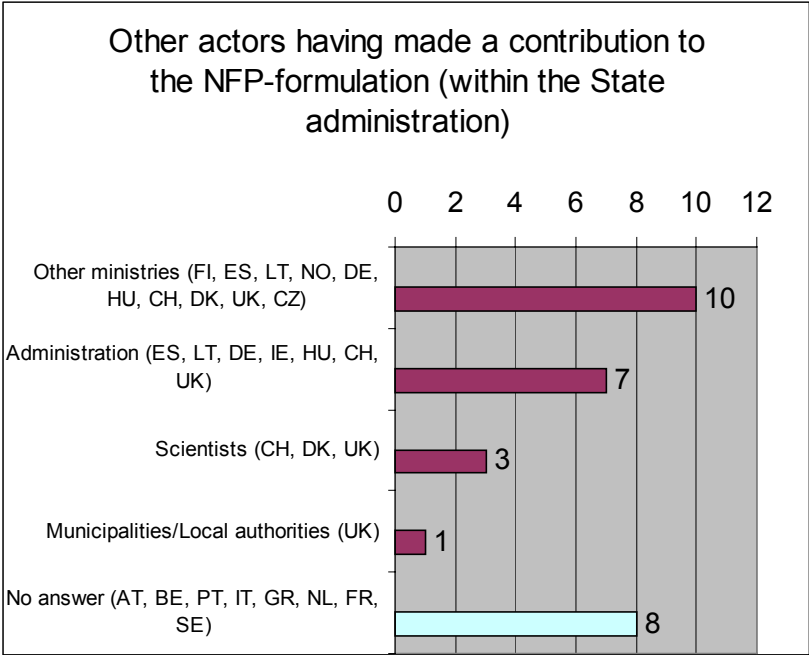


Figure 11: Other actors having made a contribution to the NFP-formulation (within the state administration)

Whereas in almost all the countries having a NFP the key responsible is the administration or a ministry (13 citations) except in Hungary where scientist lead the process (v.

Annex A.1) also other national ministries (10 citations) and administrations (7 citations) played a role during the NFP-formulation in several countries (v. Figure 11). In Switzerland, Denmark and Great-Britain scientists took part in formulating the process. In Great-Britain municipalities respectively local authorities participated, too. The No-Process-countries and 3 of the Process-countries don't answer the question, the latter might not have planned this kind of collaboration yet.

There seems to be some co-ordination on the level of national administrations concerning the formulation of NFPs.

The fact that the majority of NFP-countries names other ministries as other contributors to the development of a NFP allows to conclude that some efforts towards a intersectoral approach are made.

4.3.3 Contributors to the NFP development outside of the state administrations

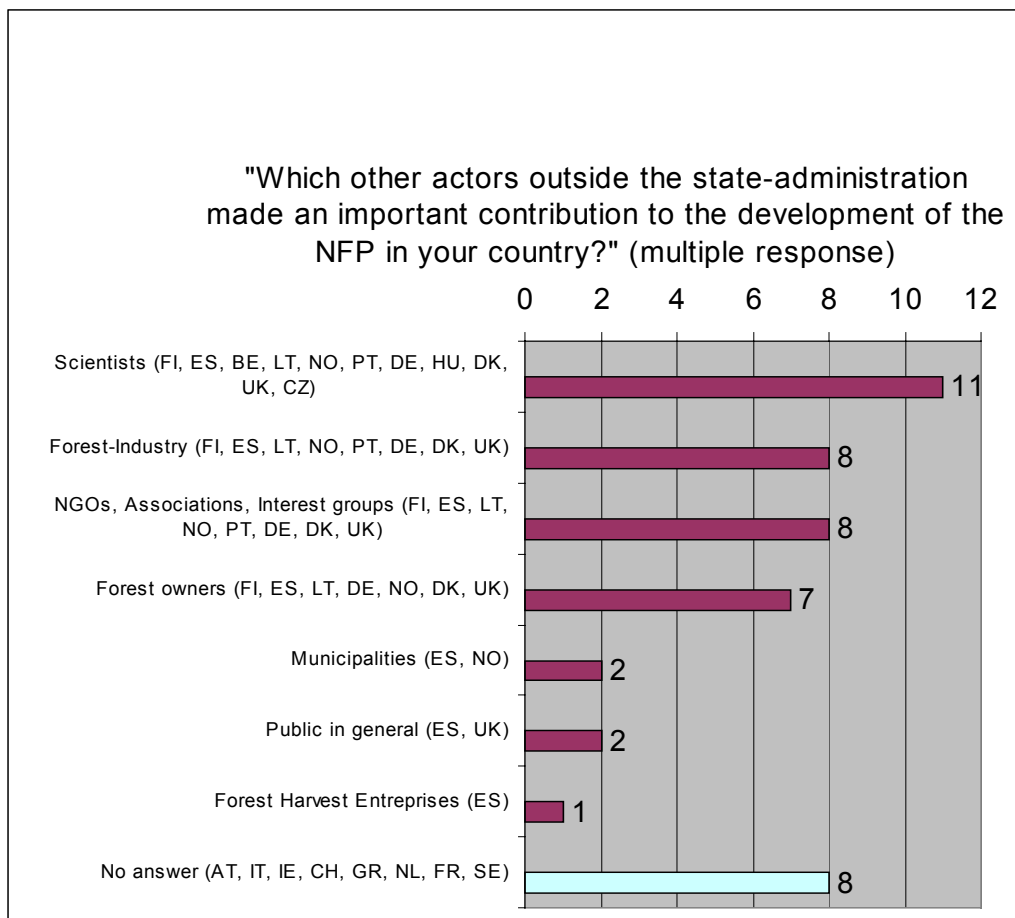


Figure 12: Other actors having made a contribution to the NFP-formulation (outside the state administration)

As we can see in Figure 12 scientists were cited 11 times as the most important actors from outside the state administration participating in the formulation-process of the NFPs. But most scientists work in a national body, too, and are in fact quite close to the national administrations of the countries. Contributions by actors of the forest-industry and from NGOs, associations or interest-groups are made in 8 countries. In 7 countries the forest-owners took part in formulating. The local level is however rarely taken into account. Municipalities or people from the "normal" public participated only in Norway, Spain and Great Britain. In the example of Spain forest harvest enterprises took part in the process of formulation of the program, too.

1. *In almost all the Process-countries there is a strong Co-operation between scientists and forest-administrations.*
2. *The groups of Forest-Industry and Forest-owners are put together stronger in number than other groups that traditionally don't stem from the forest sector. - About two thirds of the countries with a NFP process going on integrate forest-interest groups, associations, NGOs or forest owners and thus permit them a shortlisted participation in the formulation of the process.*

4.3.4 Existence of an action plan

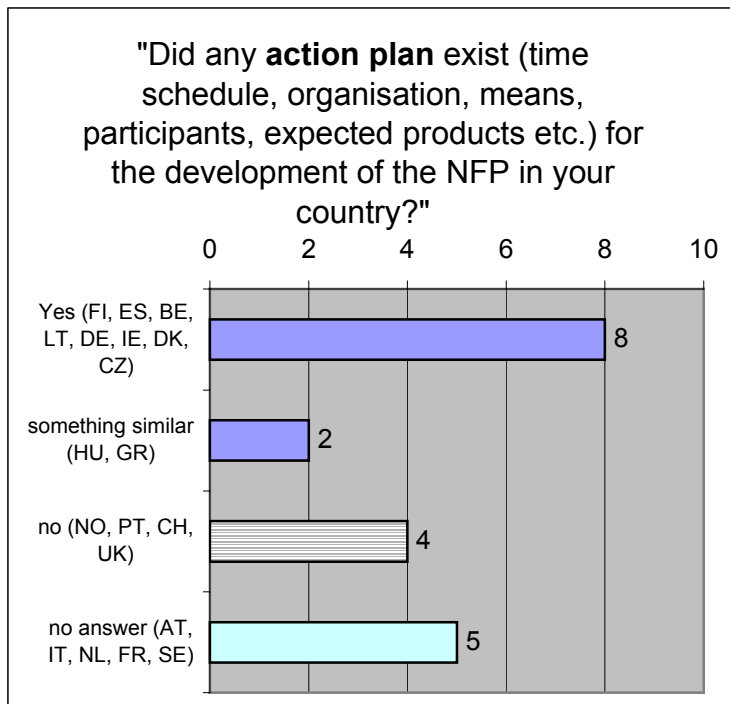


Figure 13: Existence of an action-plan for the development of the NFPs

In the majority of countries with a NFP, that is in Finland, Spain, Belgium, Lithuania, Germany, Ireland, Denmark and the Czech Republic (8) an action plan exists. Just the participants of Norway, Portugal, Switzerland and Great Britain, answered that there is not an explicit action-plan in their country (v. Figure 13).^{6, 7}

In Greece and Hungary there exists a document that corresponds to an action plan for a NFP.

Two thirds of the Process-countries have an action-plan or something similar. Countries that don't have one are either already at the end of the process (PT), feature a special kind of NFP-process (UK) or are still at the very beginning of it (CH, NO).

⁶ No answer at all was coming from the "No process-countries".

⁷ We'll try to see later on whether the existence of an action plan makes a difference concerning the extent of implementation of the program or not.

4.3.5 Budgets spoken for NFPs

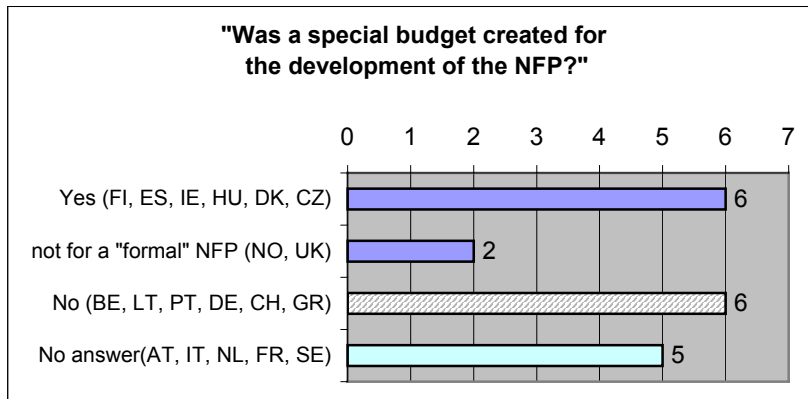


Figure 14: Special budget for the development of a NFP

The creation of a budget is an indicator for the current commitment concerning a policy: Apart from 6 countries in which a special budget has been created for the development of a NFP (they all have an action plan or something similar) Great Britain and Norway have a budget for implementing their "non-formal" NFPs, which are actually parts of the ordinary forest-policy that correspond with the contents of a "formal" NFP.

Belgium, Lithuania, Portugal, Germany, Switzerland and Greece don't have a special budget for developing a NFP (see Figure 14).

If we suppose that a special budget for the development of a (substantial) NFP is needed, the fact that only half of the Process-countries have a budget or something similar leads us to the conclusion that the (financial) commitment to NFPs is rather low.

4.3.6 Documents arising from the process

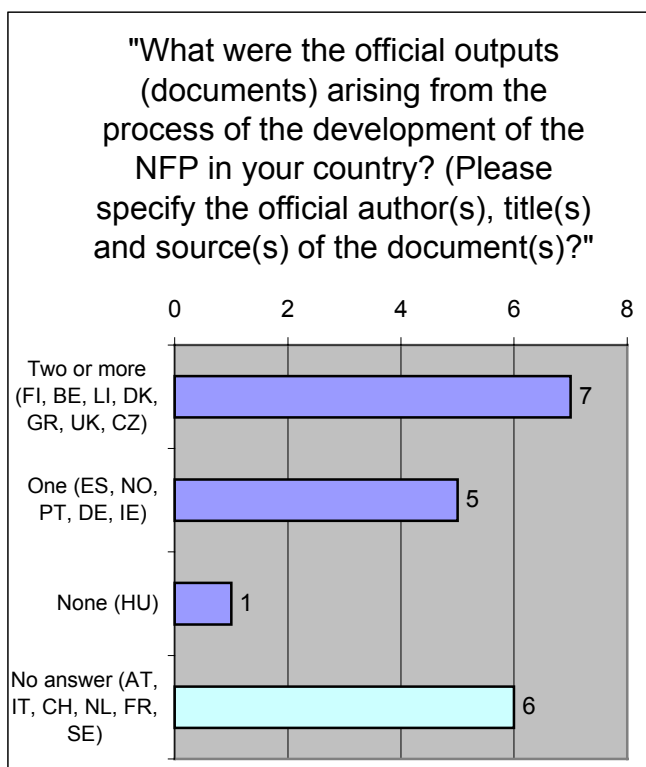


Figure 15: Existence of outputs (documents) arising from the NFP process

The aim of this question was to find out whether there were reports, papers etc. that document the national process or an eventual monitoring or evaluation carried out in a country.

The representatives of 7 countries cited two or more official documents arising from the process of the development of the NFP (Finland, Belgium, Lithuania, Denmark, Great Britain, the Czech Republic and - surprisingly - Greece which started the process in 2001).

One document exists in Spain, Norway, Portugal, Germany and Ireland.

No document is available in Hungary where the process started in 2001 (see Figure 16).^{8, 9}

With the exception of 2 countries in the beginning of the process (HU, CH), there is a document in every other "Process-country". This means that NFP-processes are generally quite well documented.

⁸ We got no answer from the "No-Process countries" and Switzerland.

⁹ Some of these documents are listed in Annex A.3

4.3.7 Main addressees of the documents

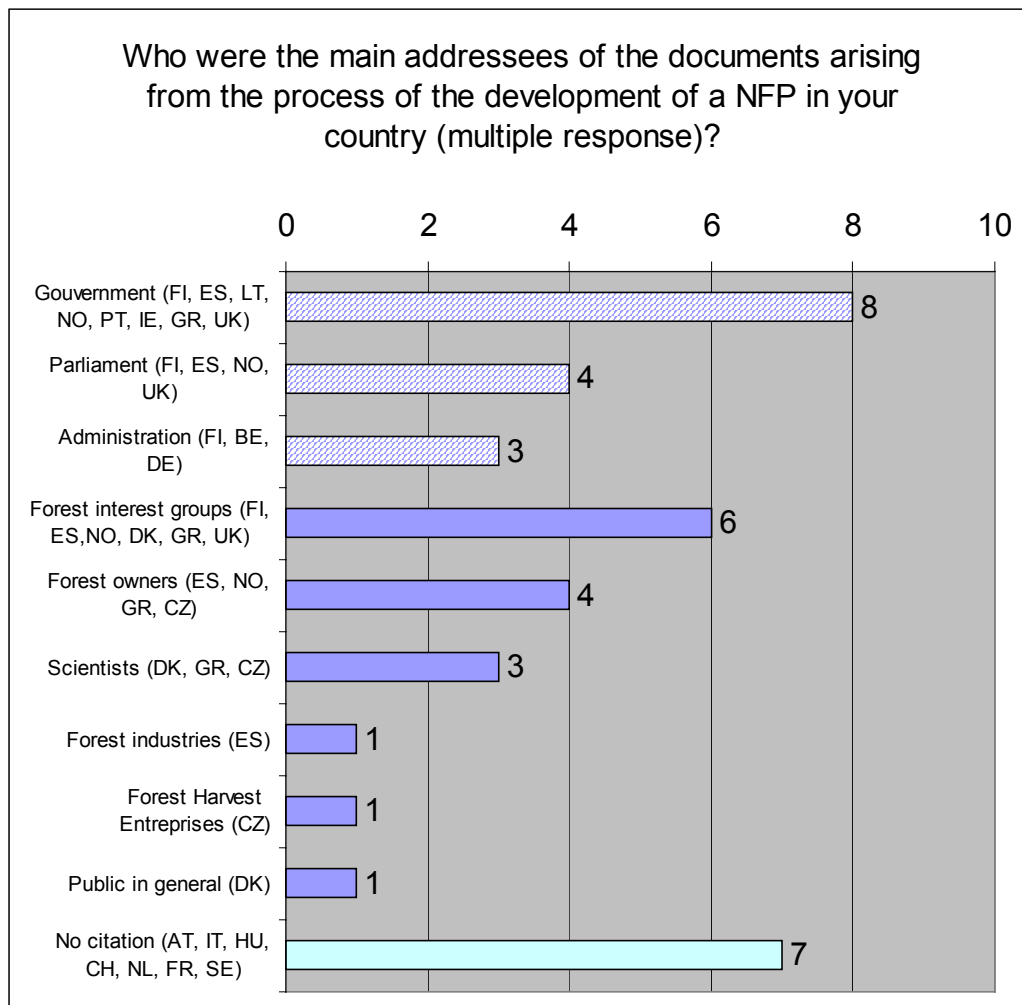


Figure 16: Main addressees of the documents arising from the NFP-process in the different countries

As a main addressee of the documents the government is cited 8 times as we can see in Figure 17. The government is followed by the forest interest groups (6 citations), the forest owners and the parliament (4 citations each), the administration or scientists (3 citations each), forest industries as well as forest harvest enterprises with one citation each (compare Figure 16).

New forest actors like the public in general or NGOs with environmental interests don't seem to be the most considered addressees of the documents arising from the NFP-process.

Figure 16 shows a multitude of addressees aimed at with the documents about NFP-processes.

- 1. The government, the parliament and the administration as well as the traditional groups of the forest sector are the addresses that are most considered. The new interest-groups as NGOs or the public in general are not often addressed yet with those documents.*
- 2. Striking is the fact that structures outside of the administration seem to be as much considered as the administration itself.*

4.4 Formal political decisions and contents of NFPs

4.4.1 Formal decisions making references to existing documents on NFPs

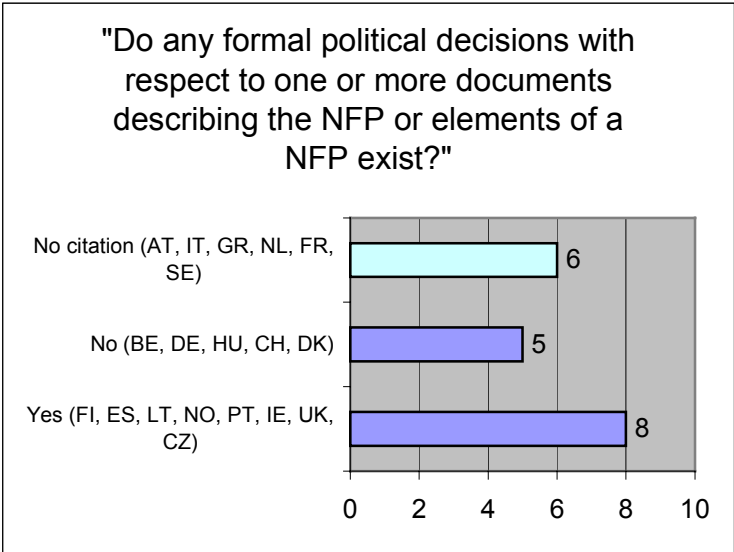


Figure 17: Formal decisions with respect to documents on NFPs

Are the documents describing the NFP or elements of it also supported by a legal decision of a political authority referring to it? Asking this question we emanated from the assumption that the significance of the deciding authority determines the importance of the resulting documents.

There are formal decisions with a reference to one or more documents on NFPs in 8 countries (Finland, Spain, Lithuania, Norway, Portugal, Ireland, Great Britain and the Czech Republic). In Belgium, Germany, Hungary, Switzerland and Denmark there is nothing similar. The delegates of Greece and the "No-Process countries" didn't answer this question (see Figure 17)¹⁰.

In 8 countries documents about NFPs are mentioned in a formal decision. This can be understood as an indicator for its notoriety and acceptance in the political-administrative system.

¹⁰ To see these formal decisions consult annex A.3.

4.4.2 Legal status of decisions making a reference to NFPs

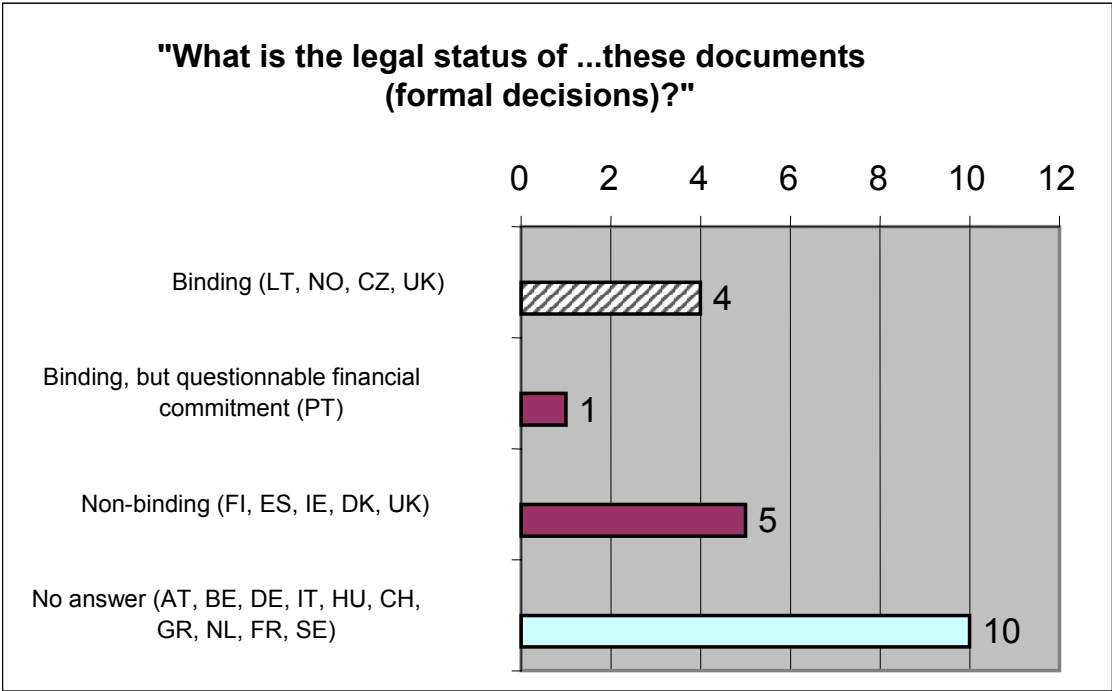


Figure 18: Legal status of documents on NFPs

Supposed that the legal status of a document is crucial for the substantiveness of a NFP it seems particularly important to have a NFP document that is legally binding. This thought was the basis of the above question.

In Lithuania, Norway, the Czech Republic, Great Britain and Portugal the formal are binding, that is the measures proposed in the documents must be followed (see Figure 18). Non-binding are the documents respectively the formal decisions in Finland, Spain, Ireland, Denmark and Great Britain. The fact that the U.K. is mentioned twice here – as an example for a country with a binding but also with a non-binding formal decision is derivable from the fact that the delegate assumed to have a form of a NFP in the meaning of having a forest-policy corresponding to the requirements of NFPs.

The fact that half of the countries (of which 5 are "Process-Countries") didn't answer this question shows a certain unsureness about this aspect
There are more explicitly non-binding than binding documents. Only very few (4) countries have legally binding documents on NFPs.

4.4.3 Objectives of the NFPs

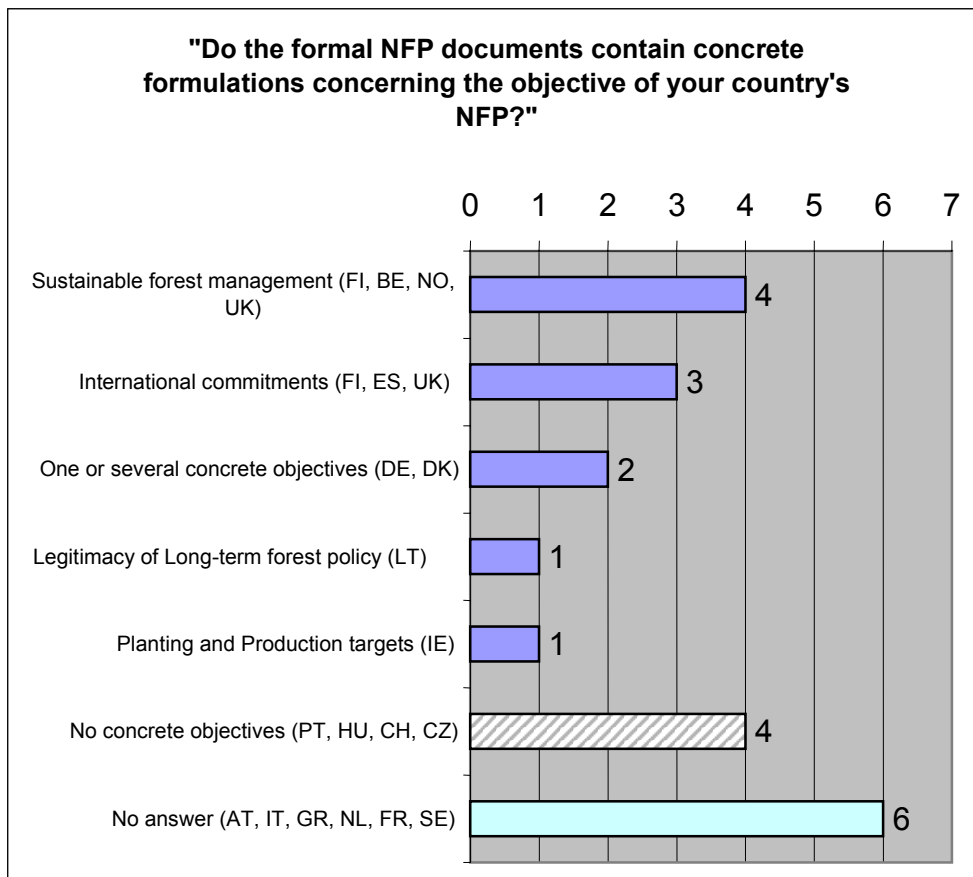


Figure 19: Concrete formulations concerning the objectives of the NFP

The background of this question was marked by the consideration that a substantive program should not only cover the need of a situation-analysis but also set objectives and priorities. What's more a notion of the measures on how to attain the objectives has to form a part of the NFP, too.

We find little on the objectives of the different countries' NFPs in the answers of the delegates to the questionnaire.

The most important objectives seem to be the enforcement of Sustainable Forest Management (SFM) with 4 citations found in the answers of the delegates of Finland, Belgium, Norway and Great Britain and the international commitments signed during the Rio-Process (3 citations: in Finland, Spain and Great Britain). Denmark and Germany did not give precise objectives - they just indicated that they had them fixed - and Lithuania stays rather vague with its objective of a legitimacy of a long-term forest policy. The Planting and Production targets cited by the delegate of Ireland are for the time being rather unusual and unexpected ones with their production oriented approach (see Figure 19).

1. *The few general and concrete objectives cited by the countries represent their differing situations and don't feature clear trend. without clear trends represent the differing situations of the countries*
2. *SFM is with 4 citations (ca. 1/4 of the Process-countries) the most often cited objective*
3. *4 countries with a process don't mention any objective at all.*

4.4.4 Sustainable forest management

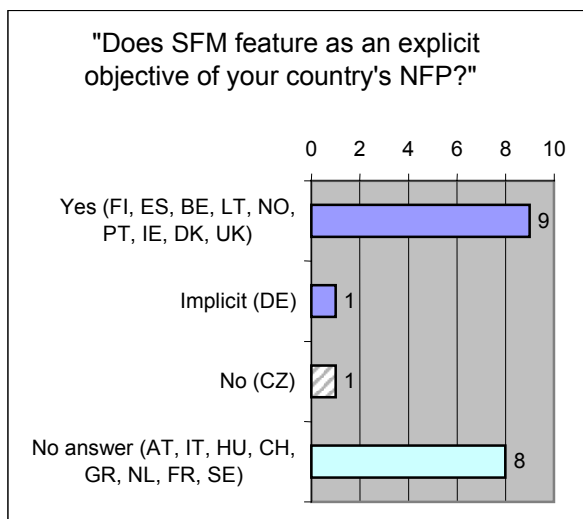


Figure 20: SFM as an objective in the NFPs

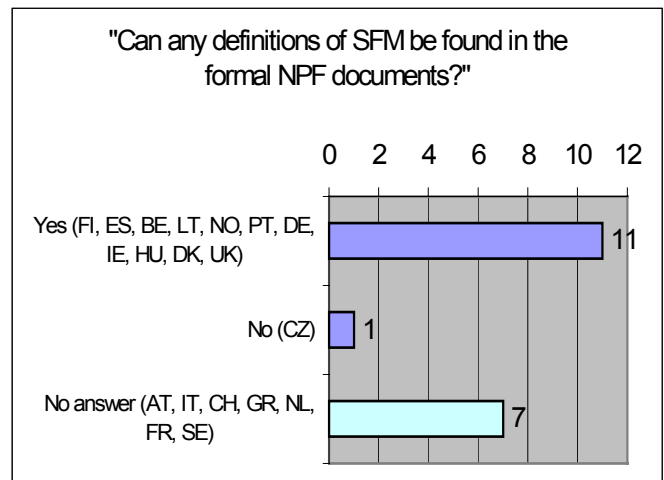


Figure 21: Definition of SFM in the NFPs

The intention of this question was to know whether SFM has become a "natural" issue in the context of SFM in all the countries or not.

In 9 countries, that is in Finland, Spain, Belgium, Norway, Portugal, Ireland, Denmark and Great Britain Sustainable Forest Management is mentioned as an explicit objective of the country's NFP, implicitly also in Germany (see Figure 20).

A definition of Sustainable Forest Management can be found in even more countries (11 citations; see Figure 21)

In the Czech Republic the term is not used and we don't have answers on that subject from the delegates of the countries that just started their process like Hungary, Switzerland, Greece (see Figure 3).

1. More than 2/3 of the "Process-countries" name SFM as a concrete objective whereas in almost all of them a definition of SFM can be found.
2. SFM seems to be an important component of NFPs and furthermore an established and defined notion.

4.4.5 Instrument types defined in the NFP documents

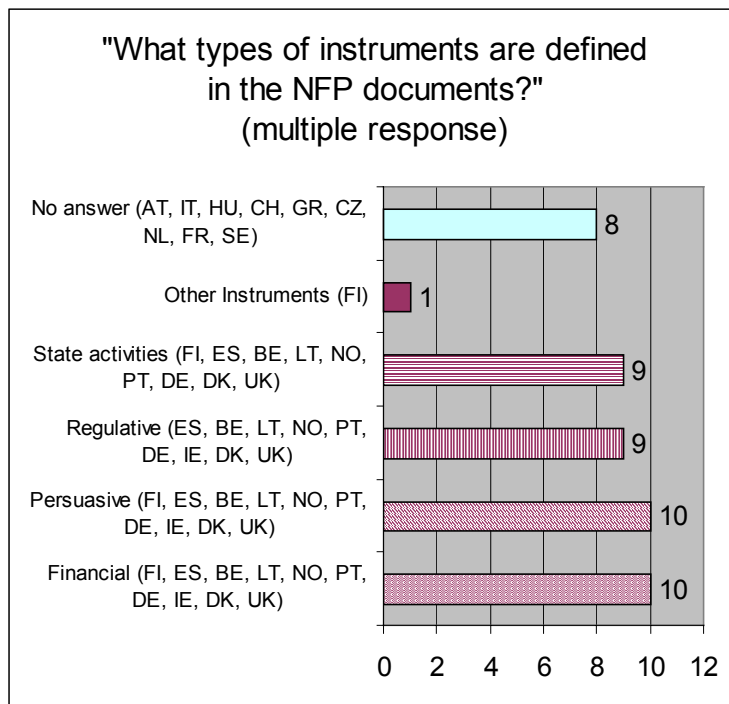


Figure 22: Instruments defined in the NFP documents

There don't seem to be regulative instruments in the NFPs of Finland – the country is instead the only one that cites “participation” as another instrument that makes part of the program - and the NFP of Ireland doesn't seem to contain the instrument of state-activities. For the rest we find almost all kinds of traditional instruments in the NFPs of nearly all "process countries" if we look at Figure 22.

It seems that even some of the countries that are in relative early stages of the process like Norway and Denmark (compare Figure 2 in our framework) have already fixed their instrument-mix (that contains all kinds of political instruments).

1. *There seems to a broad mix of instruments used in most countries.*
2. *None of the instrument types seems in favour of the participating countries.*
3. *The so-called "soft instruments" (incentives and persuasive instruments) are not preferred to the regulative instruments.*

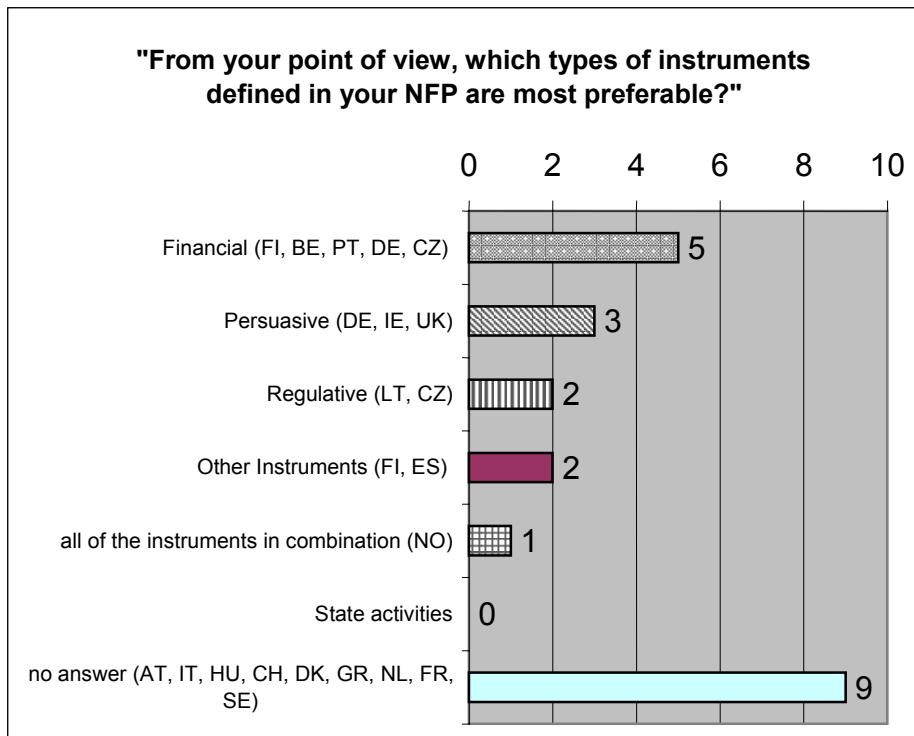


Figure 23: Most preferable instruments in the view of the interviewees

Because of the Rio-Follow-Up Process the non-regulative instruments are standing in the foreground of the discussion between policy-makers. With the above question we wanted to know whether this situation is also reflected by the contents of the NFPs in the different countries.

As a political instrument financial incentives are preferred by the majority of countries (5 citations: Finland, Belgium, Portugal, Germany and the Czech Republic). "Financial incentives" are followed by "persuasive instruments" with 3 citations (also Germany, Ireland and Great Britain), "regulative instruments" (Lithuania and the Czech Republic) and "other instruments" (Finland and Spain).

1 country (Norway) doesn't prefer an instrument at all and 9 countries did not express their preference.

Countries being quite advanced in the process seem to prefer the "soft instruments", the financial incentives and - less accentuated - the persuasive instruments. A lot of countries - most of them being in an early phase of the process or having not entered it yet - didn't answer this question.

4.4.6 Procedural rules

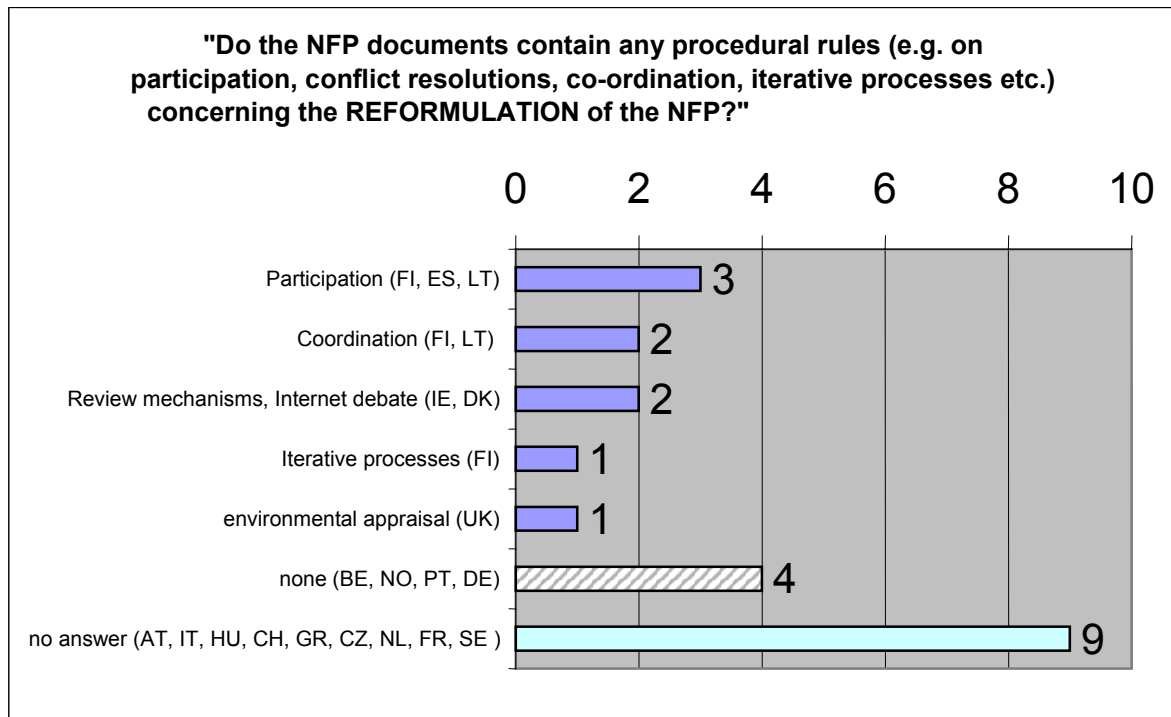


Figure 24: Procedural rules concerning the reformulation of the NFP in the NFP documents

As procedural rules play often an important role in the (successful) formulation of politics but tend to be forgotten, we wanted to know about their presence in the NFP documents.

From the procedural rules participation (3 citations) and co-ordination (2 citations) are fixed for the reformulation of the NFP of Finland, Lithuania whereas Spain is only using participation .

There are working review mechanisms (2 citations) in Ireland and Denmark (in the latter internet debates are used to broaden the view of the issue).

The delegate of Finland answered that iterative processes have got their role in the process, too. Great Britain mentions the instrument of the environmental appraisal as a procedural rule.

Explicitly no procedural rules are in use in Belgium, Norway, Portugal and Germany.

Hungary, Switzerland, the Czech Republic and Greece and the "No-Process Countries" didn't answer this question (v. Figure 24).

Relatively few countries answered the question and even less countries seem to apply procedural rules during the formulation-process. From the procedural rules used the participation process is the preferred one.

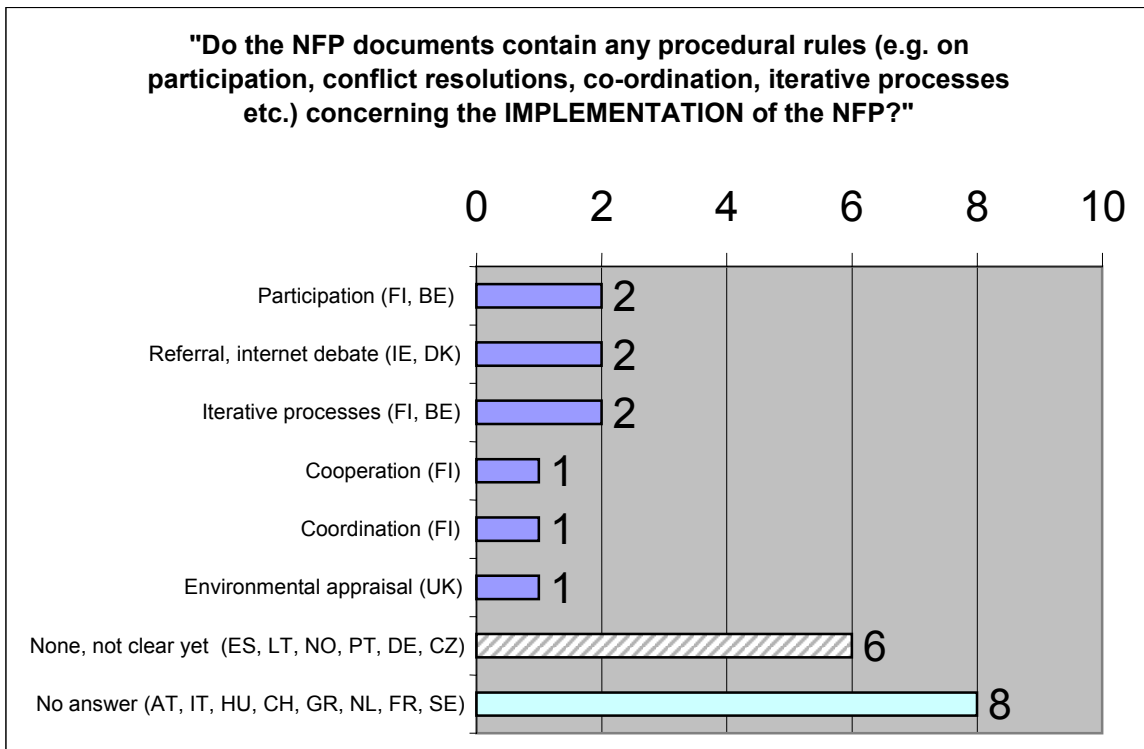


Figure 25: Procedural rules concerning the implementation of the NFP in the NFP documents

The intention of this question was to find out whether some countries have fixed procedural rules for elements of the implementation like participation, monitoring or evaluation etc..

Regarding the implementation the picture presented in Figure 25 differs only slightly from the one presented before in Figure 24: As for the formulation participation for the implementation is used only in Finland and Belgium, that didn't fix it for the formulation. In Lithuania things have probably not come yet to implementation and referral and internet debates are applied in Ireland and Denmark.

Great Britain cites again the environmental appraisal as a procedural rule in the country.

Spain, Lithuania, Norway, Portugal, Germany and the Czech Republic report that the procedural rules for the implementation of NFPs are not fixed yet. No answer at all is coming from the "No-process countries" and again from Hungary, Switzerland and Greece.

In a small number of countries a few of the procedural rules are integrated in the implementation of the program, most countries didn't schedule them so far or didn't answer the question.

-Finland seems to be precursor not only for the fact that its NFP is implemented but also that it has integrated all the mainly discussed procedural rules including co-operation and co-ordination.

4.4.7 Links to other forest-relevant policies

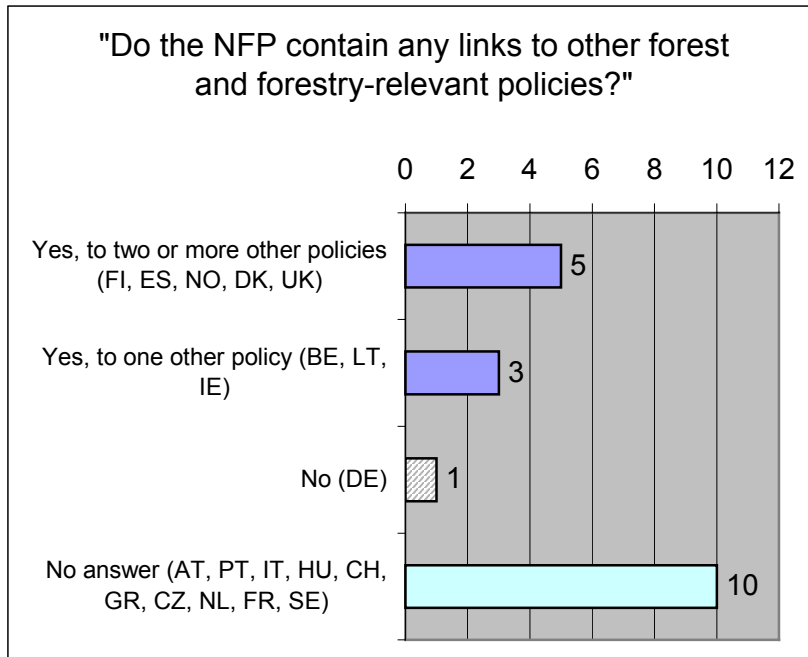


Figure 26: Links to other forest and forestry-relevant policies

This question wanted to know whether there are countries that tried to realise cross-sectoral linkages concerning the contents of their (forestry and environmental) policies.

There are 8 countries that are in the development process of a NFP which contains or will contain at least one link to another policy than the forest policy itself. 5 of these contain even two or more links to other policies (v. Figure 26).

The country-delegate of Germany expresses that these links are not fixed or scheduled in their NFP. Portugal, Hungary, Switzerland, Greece and the Czech Republic didn't answer the question along with the "No Process countries".

Almost half of all the countries seem to have NFP contents that are linked to other forest and forestry-relevant policies. The other half can't answer this question yet.

4.4.8 Long-term commitments concerning effects of the forest-policy

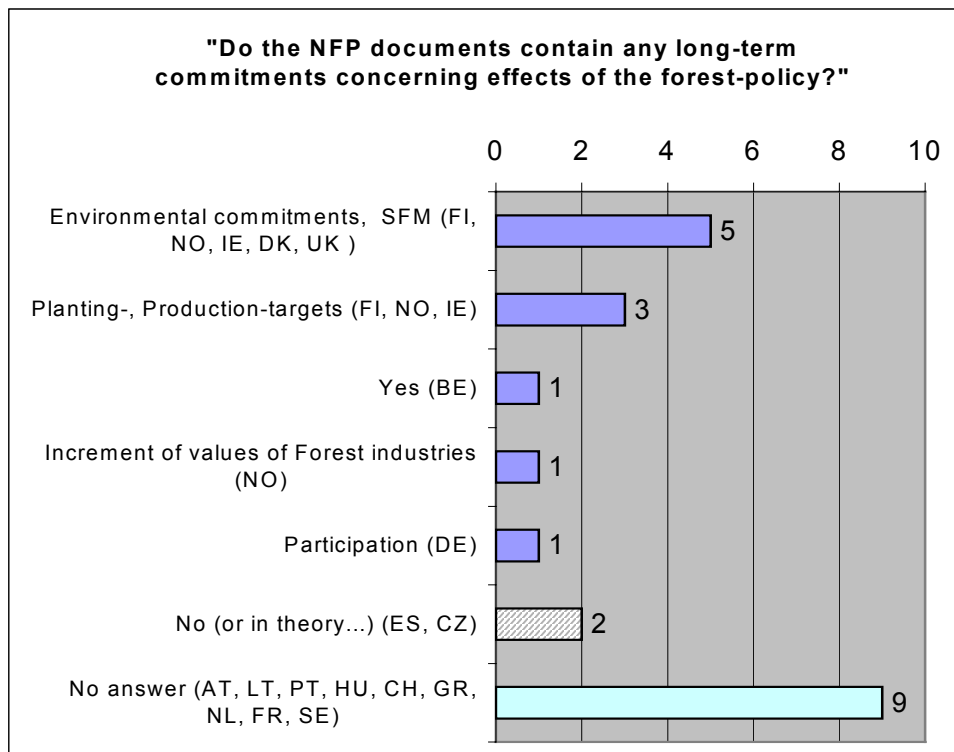


Figure 27: Existence of any long-term commitments concerning effects of the forest policy

In Figure 27 we can see that 7 countries (Finland, Norway, Ireland, Denmark, Great Britain, Belgium and Germany) appear to have NFPs containing long-term commitments.

Most important are the environmental commitments (5 citations: Finland, Norway, Ireland, Denmark and Great Britain), followed by the planting and production targets (3 citations: Finland, Norway and Ireland), the promotion of forest industries (Norway), participation (Germany) and undefined commitments (Belgium) with 1 citation each.

Two countries haven't fixed this kind of commitments in their NFPs (Spain and the Czech Republic). Portugal, Hungary, Switzerland and Greece as well as the "No-Process"-countries didn't answer this question. - It is amazing that Portugal that seems to be quite far in the process (see Figure 2) seems not to have such commitments.

Until now only half of the countries with a process going on has fixed some long-term commitments concerning effects of the forest-policy, of which the majority are environmental goals or planting and production targets.

4.4.9 Regulations on monitoring or evaluation

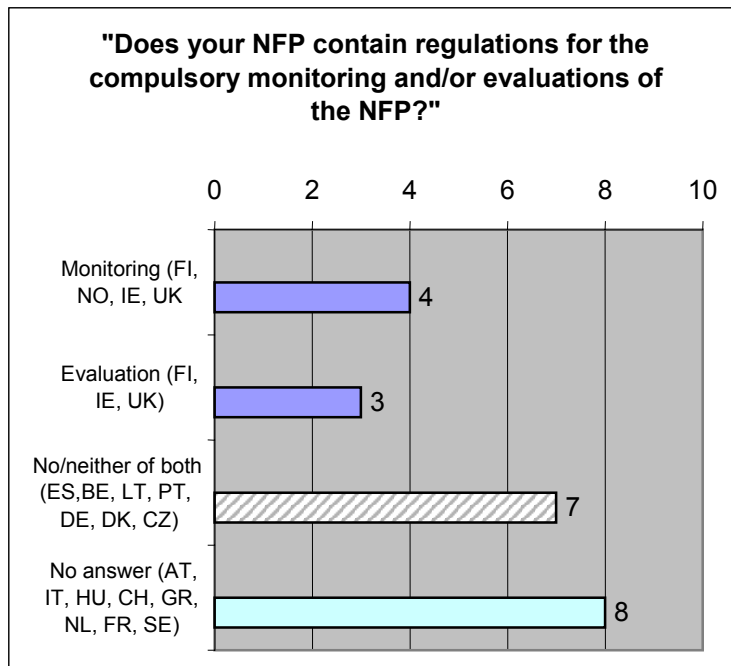


Figure 28: Regulations for the compulsory monitoring and/or evaluation

Are there any measures foreseen in the different countries to measure the effectiveness of their NPFs? This is what this question should have sounded out.

Only a few countries have scheduled regulations for monitoring and evaluations in their NFPs as Figure 28 shows (4 respectively 3 citations). Those countries are Finland, Norway, Ireland and Great Britain of which Norway has just fixed the monitoring.

Countries that are quite far in the development process of the NFP as Portugal and Spain do not seem to have Monitoring and Evaluation as controlling-methods in their concept.

The fact that 7 countries explicitly write that they have no such regulations in their programs could either indicate that there is no intention to fix them in the future, or that they are not fixed yet.

Apart of the "No-Process" countries Hungary, Switzerland and Greece didn't answer this question.

The fact that only one fourth of the countries with a process going on has fixed means for controlling the implementation and that three fourths haven't can either mean that there is little commitment or that countries just haven't come so far yet. In this case the countries with controlling-measures might exemplify.

4.5 Implementation of NFPs

4.5.1 Action plans

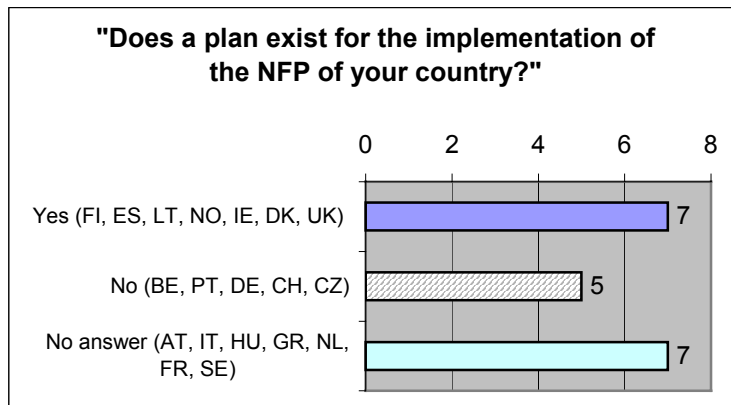


Figure 29: Existence of a plan for the implementation

The situation that concrete steps for implementation are prescribed is not found often in plans. The question here aims at the securing of the objectives set in the plans and the measures proposed to reach them.

7 countries, namely Finland, Spain, Lithuania, Norway, Ireland, Denmark and Great Britain indicated that they have an implementation plan.

Belgium, Portugal, Germany, Switzerland and the Czech Republic have not such a plan for the time being (5 countries).

In addition to the “No-process countries”, Hungary and Greece didn’t answer this question (v. Figure 29).

In half of the "Process-countries" that are in the implementation-phase of the program or that are approaching it, there exists an action-plan.

Action-plans have however a big potential for the planning of Implementation and countries that don't have yet them have still the possibility to indicate directions.

4.5.2 Implementation of instruments

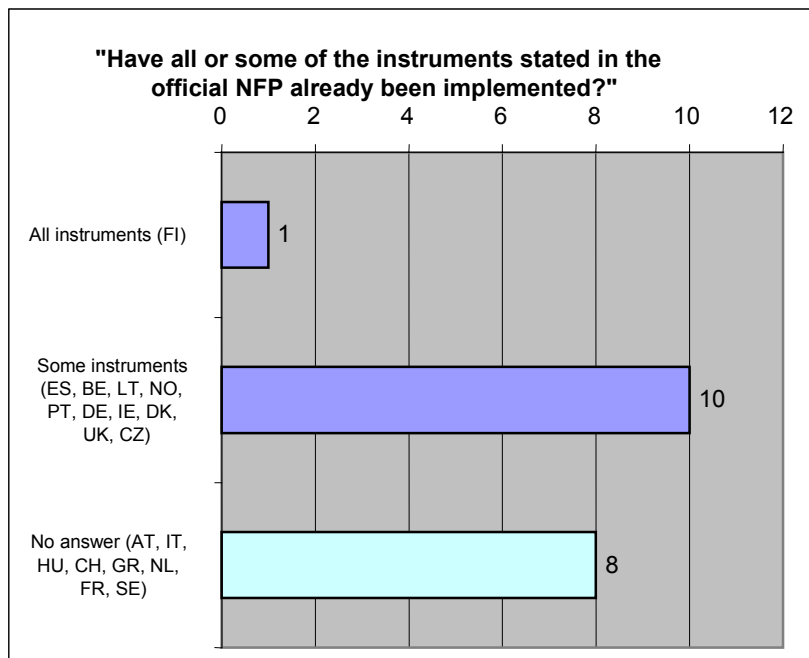


Figure 30: Instruments implemented

NFPs are perceived as an open and iterative process. Therefore it is interesting to know what countries have already implemented some of the instruments that they fixed in their programs.

In Figure 30 we see that all instruments are implemented by Finland.

Almost all the participating countries that have started their process, namely Spain, Belgium, Lithuania, Norway, Portugal, Germany, Ireland, Denmark, Great Britain and the Czech Republic have implemented some of the instruments.

The "No-process countries" and the countries that initiated the process only this year didn't answer this question and thus don't seem to have implemented any of the instruments yet.

1. Only one country has already implemented all fixed instruments
2. The majority of countries specifies to have implemented only some of them.
3. Overall there exists still a high potential for implementation in almost all the countries.

4.5.3 Main responsible bodies for implementation

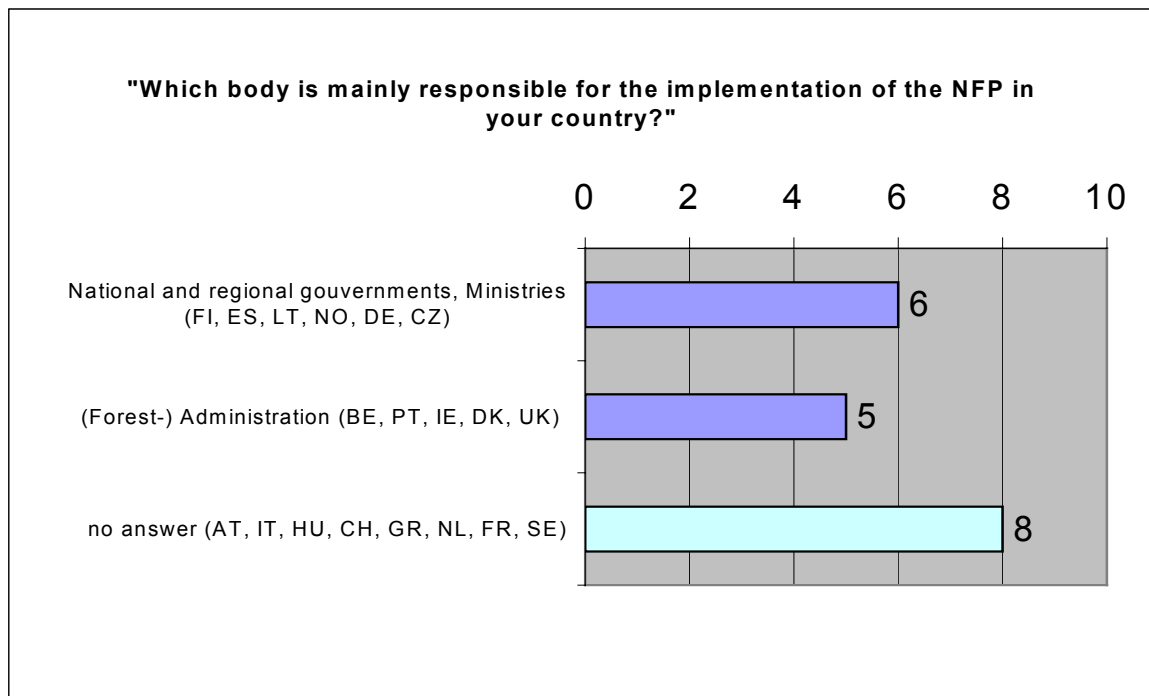


Figure 31: Main responsible bodies for the implementation of the NFP

This question aims at verifying the hypothesis that predominantly forest administrations are responsible for the implementation of the NFPs.

The NFPs are - also during the policy-stages of implementation - an affair of ministerial or administrative structures (see Figure 31).

There is no structure that is non-governmental that is leading the process.

The question was not answered by the countries that are still in the initial stages like Hungary, Switzerland and Greece and by the "No-Process countries".

1. According to the indications of the participants the NPF-process is during implementation exclusively led by administrations and ministries in all the countries that have answered the question.
2. In those who haven't answered the question the responsibility seems to be still unsettled.

4.5.4 Other important actors involved in the implementation

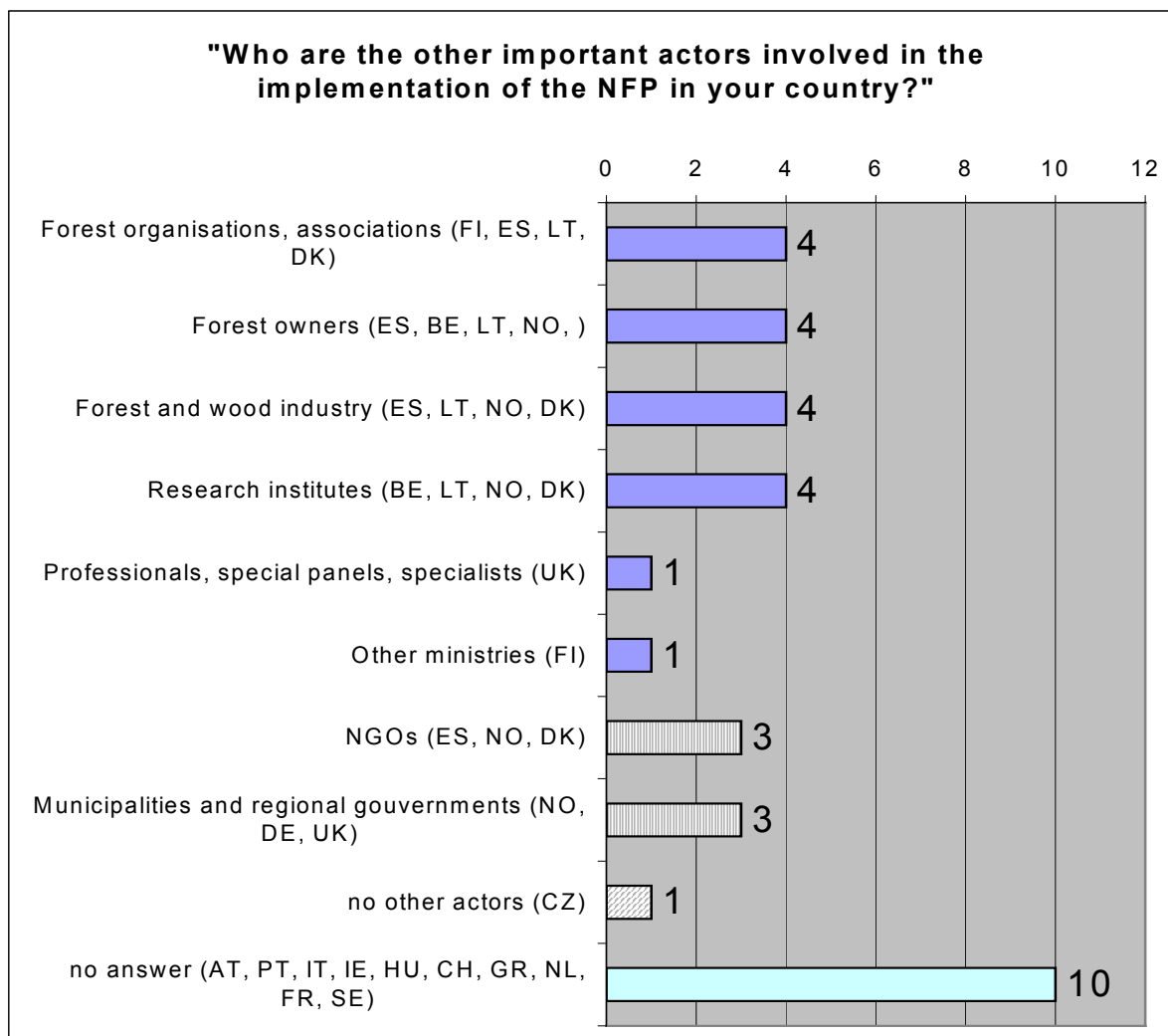


Figure 32: Other important actors involved in the implementation of the NFP.

There's a wide range of other important actors involved in the implementation of the NFPs. But only 8 delegates of the participating countries mentioned that in their countries this is the case (Finland, Spain, Lithuania, Denmark, Belgium, Norway Germany and Great Britain). This range of actors is above all forest-sector-based (18 citations). Non-classical actors from outside the forest sector are rarely integrated (6 citations). In Spain, Norway and Denmark NGOs are involved in the implementation process. Also Norway, Germany and Great-Britain let municipalities and regional governments have their part, too.

One country, the Czech Republic doesn't include other actors so far and 10 countries didn't answer the question.

However, the countries that include most of the actors for the implementation are rare: Spain and Norway and to some extent, Belgium and Denmark are countries where a wide diversity of actors are integrated during the implementation (compare Figure 32).

The range of other important actors involved in implementation (apart of the "official" ones) seems to be rather limited in two thirds of "Process countries". What's more: the integration of non-classical forest actors like NGOs and local communities is still rare. This picture reconfirms the statement already made before that the implementation lies primarily in the hands of the forest-administration and traditional forestry-actors.

4.5.5 Extent of implementation in different countries

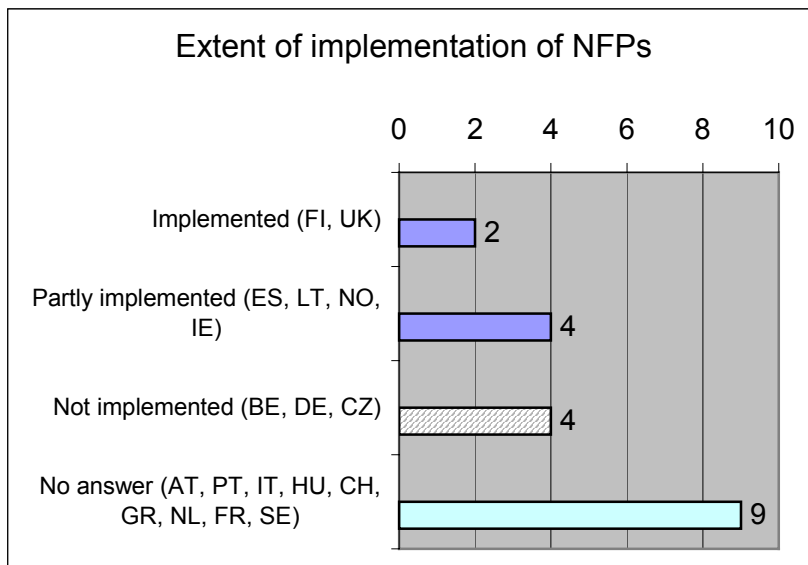


Figure 33: Extent of implementation of NFPs

Have the countries already reached the implementation-phase of the program? Did they already implement the whole program or just parts of it (some of the foreseen measures and actions)?

Finland is for the time being the only country that has already implemented the full program (the U.K. has implemented a forest policy that corresponds to a NFP although it is not defined as such, compare Figure 33).

The NFPs of 4 countries, namely Spain, Lithuania, Norway and Ireland are implemented just partially, while Belgium, Germany, Denmark and the Czech Republic didn't initiate their implementation yet.

From 9 countries we got no or not a valid answer, the "No Process countries", those that have started only recently (Hungary, Greece and Switzerland) and Portugal (which places itself on the stage of evaluation of the process).

Only one country has implemented a NFP and very few countries (4) have implemented parts of their National Forest Programs.

Maybe in the 13 countries who didn't answer or who say that they have not implemented their NFPs yet implementation-processes cannot be found yet.

4.5.6 Monitoring of Implementation

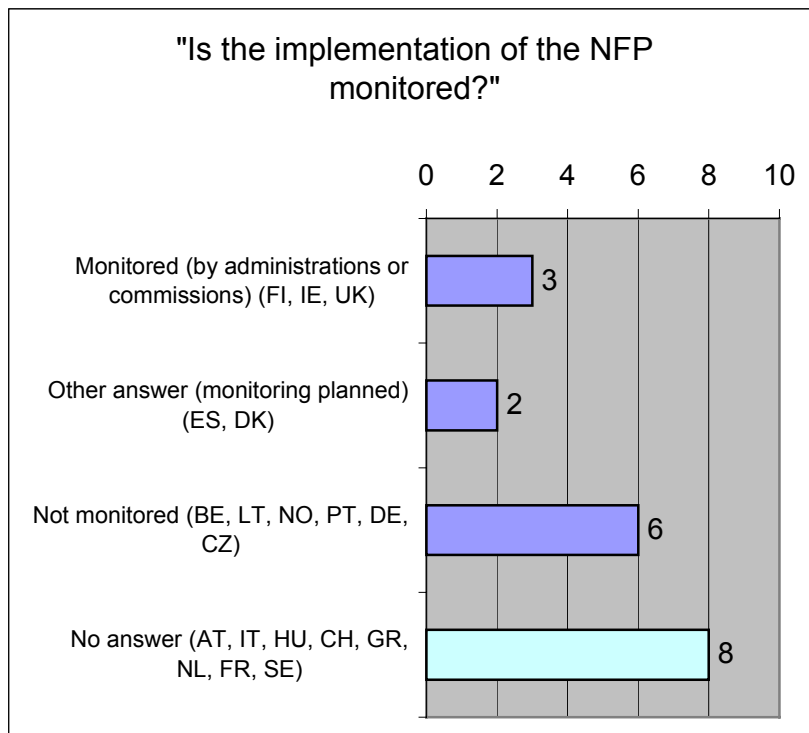


Figure 34: Monitoring of implementation

Monitoring is today a crucial part of efficient and effective public policy. Therefore it is of a particular interest to see whether it is used in the different countries in the NFP process, too.

In Finland, Ireland and the U.K. a monitoring of implementation takes place whereas in 2 further countries monitoring is planned (Spain and Denmark, compare Figure 34). 6 countries, which is half of the process-countries say that they don't have their NFPs monitored. 8 countries, the "No-Process" countries and the countries that are only in the initiation-phase of the programme didn't answer the question.

A very small minority of countries has planned or even effectuated a monitoring.

4.5.7 Evaluation of Implementation

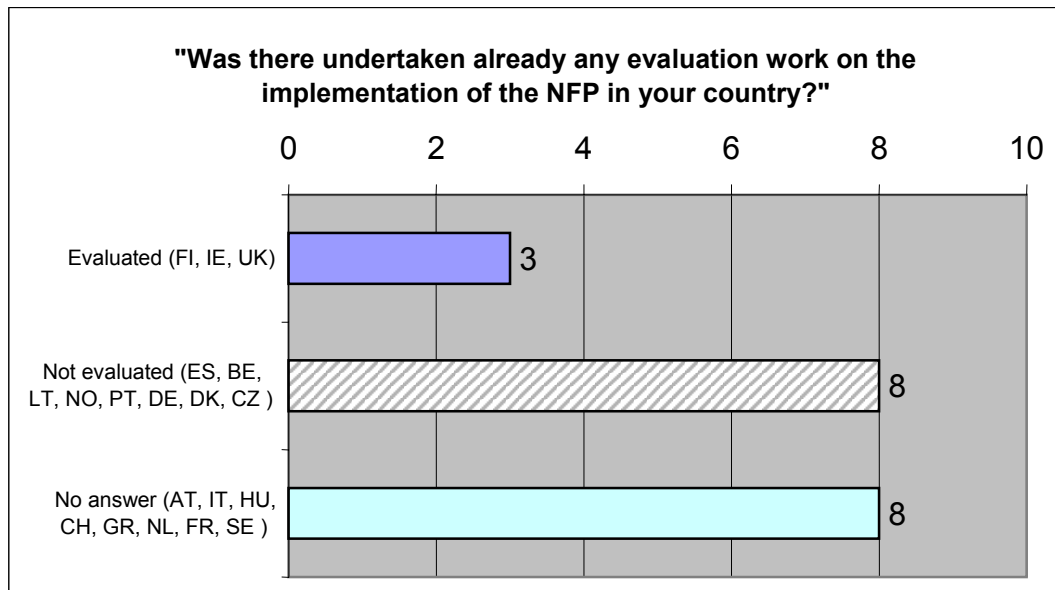


Figure 35: Evaluation of implementation of NFPs

Evaluation is like monitoring another modern tool of public policy. We wanted to know parts of the different NFPs have already been evaluated?

As for the countries that have evaluated the implementation, the number is even smaller than the one of those who monitored it. Only 3 countries that are Finland, Ireland and Great Britain have evaluated the impacts of their programs. 8 countries didn't evaluate their programs at all so far and another 8 countries that are the "classic no or early process-ones" didn't answer the question (see Figure 35).

It is only a small minority of countries that has already evaluated their NFPs or parts of it. Almost half of the "Process-countries" - especially the countries who have started their processes very early - doesn't use the instrument of evaluation.

4.6 Supportive and impeding factors of NFPs

4.6.1 Judgements on the NFP programs and processes

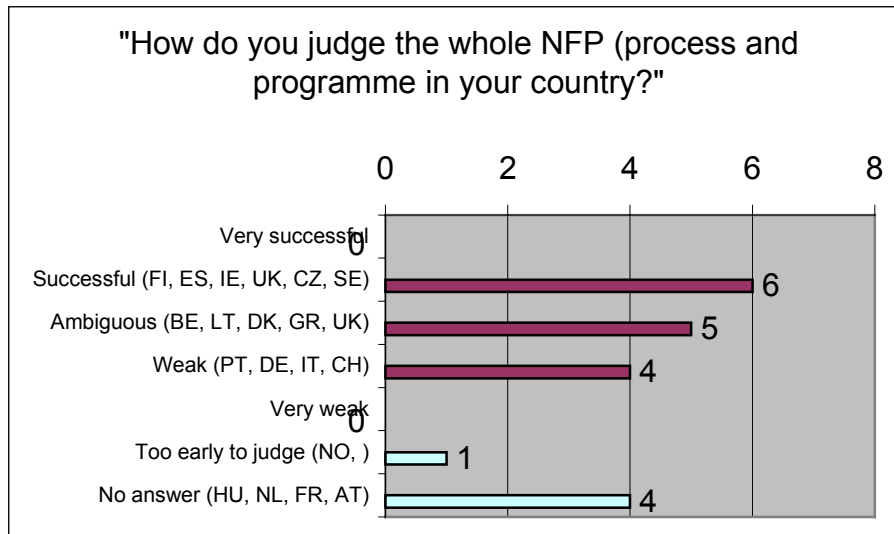


Figure 36: Judgements on the NFP programs and processes

With the above question a personal statement on the effectiveness/usefulness of the NFP processes was asked from the participants. Even if such can be subjective, an appreciation of an expert may contain an indication on the substance of a National Forest Program.

A number of countries (5) judges their NFP processes positively as successful (Finland, Spain, Ireland, Great Britain, The Czech Republic and Sweden, compare Figure 36).

The bigger part of the COST E 19 countries though assesses the NFP programs and processes - at least partly - in a negative way as ambiguous (5 respectively 4: Belgium, Lithuania, Denmark, Greece and the U.K.. - Portugal, Germany, Italy and Switzerland rate their programs respectively their processes even as weak.

Norway consider it too early to judge on the process or the program.

Apart from a invalid answer of one country 4 countries (Hungary, the Netherlands, France and Austria) didn't answer this question.

It is striking that this question was answered even by the delegates of the so called "No-Process countries" like Sweden and Italy. The case of Italy can be explained by the fact, that its process was over in 1996. We assume that the preparation of the process in Sweden has been perceived as a promising (=successful) experience.

1. About a third of the countries judges the program and the process positively (this is mainly the case in countries in which the process is already quite far and developed: Finland, Ireland and Spain)
2. More of the countries judge the NFPs ambiguous or weak.
3. In the whole NFPs seem to be perceived mainly in a reluctant or even sceptical way.

4.6.2 Main characteristics of NFP processes

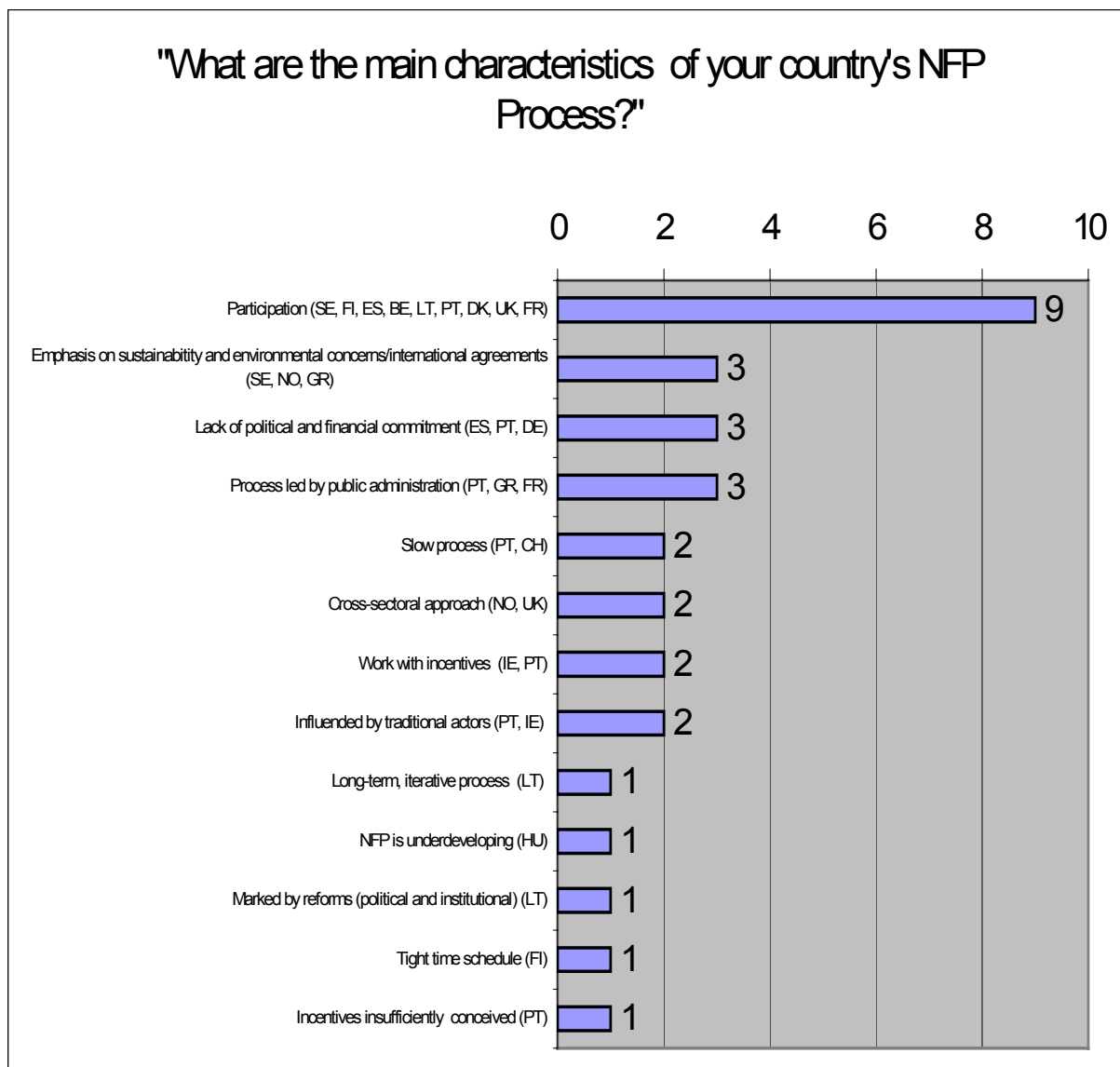


Figure 37: Main characteristics of the NFP process (for sporadic citations see annex A. 4)

The answers to the question above should show us where the different participants see the main influences on the process as well as its most obvious characteristics in their countries.

As we can see in Figure 37 most countries seem to see the main characteristic of the NFP-process in the different aspects of participation (openness, transparency, integrativeness) (9 citations).

International environmental concerns have influenced the process in 3 countries: Sweden, Norway and Greece. These two influences, the international and the participative one seem to be perceived as positive factors of the process by the participants as the individual answers show (v. Annex A.3)

The delegates of the countries see also negative characteristics of the process. In 3 countries (Portugal, Greece and France) the process seems to be driven mainly by the administration and in Spain, Portugal and Germany seems to be little political (and financial) commitment to the process. The process seems to be slow in 2 countries (Portugal and Switzerland) whereas it has been done in tight time schedule in Finland.

The delegates of Norway and the United Kingdom name the cross-sectoral approach as a main feature of the process and those of Portugal and Ireland think that the financial incentives and the fact that they are in the whole mainly influenced by the traditional forestry-actors are main characteristics of the process. In Portugal the existing financial instruments seem to be insufficiently conceived corresponding only to the needs of small-scale forest owners.

In Lithuania the process is marked by several institutional and political reforms, is seen as a long-term and iterative procedure.

In Hungary (where the programs are not administration driven but a initiative of a NGO - the World Wide Fund for Nature) NFPs are even seen as a factor underdeveloping the country.

1. *Participation is the "hit-characteristic" that is mentioned most often by half of the participants.*
2. *There is wide range of characteristics and influences of the NFP cited by the different country delegates.*
3. *The majority of the characteristics are mentioned with a positive connotation, but the participants cited also a considerable amount of negative aspects of their NFP processes.*

4.6.3 Main characteristics of the NFP contents

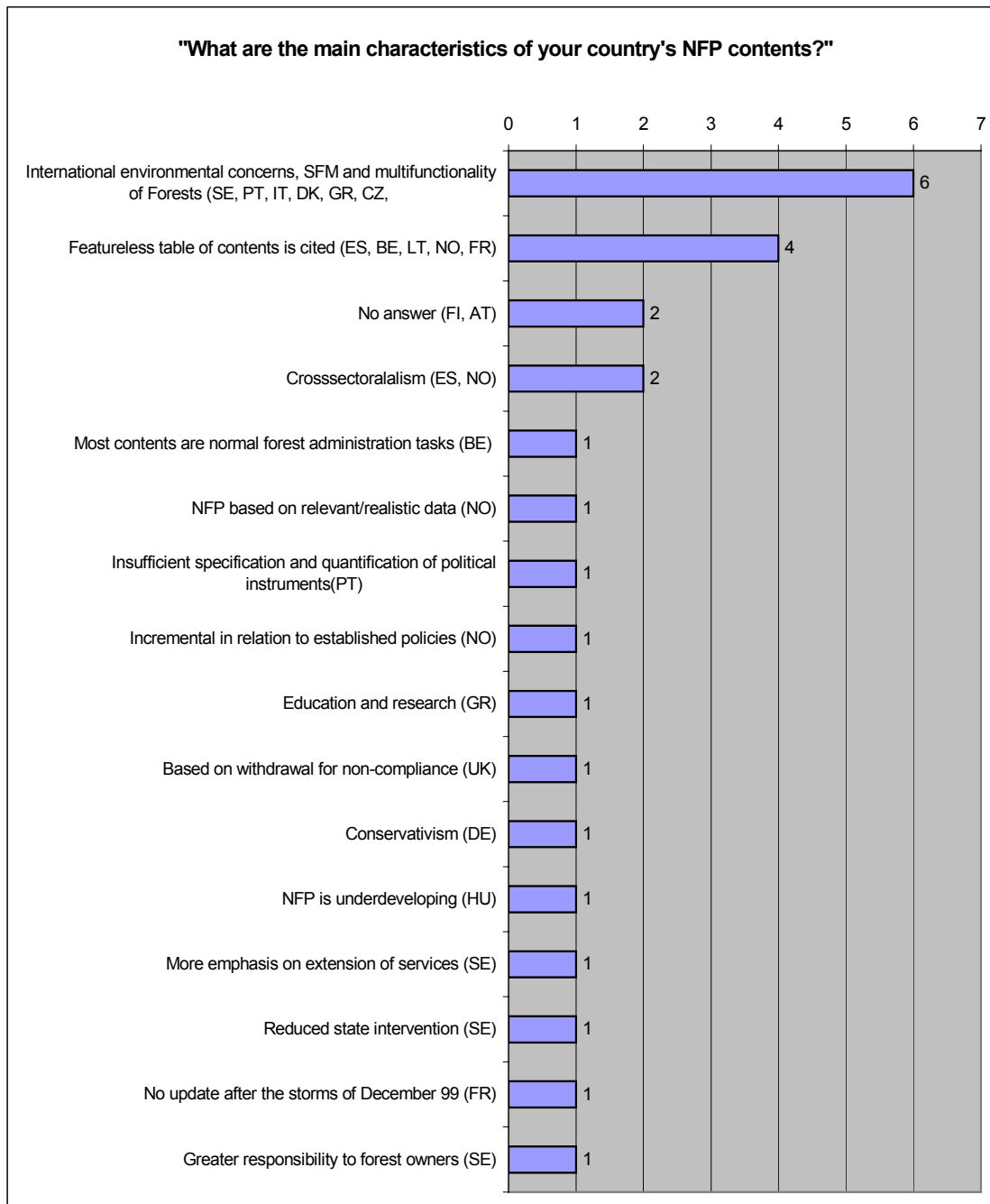


Figure 38: Main characteristics of the NFP contents (for sporadic citations see annex A.5)

The question above differs slightly from the question of 4.6.2. Here we wanted to know about the most striking issues that influenced the contents of the NFPs in the different countries.

As regards the main characteristics of the contents the delegates differ more in their assessment. For only 6 delegates multifunctionality and the international environmental concerns resumed in the term of Sustainable Forest Management (SFM) are the main characteristics.

4 times a rather featureless table of contents of the NFP or the fact, that measures would be taken was cited. 2 countries didn't answer this question (Finland surprisingly and Austria). The amount of sporadic citations are with some exceptions (Sweden: Reduced state intervention, greater responsibility not very meaningful. By the picture Figure 38 gives, a careful reader can be tempted to

believe that NFPs are in most countries a non-significant phenomenon and represent more of a notion without content than anything else.

1. Sustainable Forest Management is the issue cited most often as main characteristic.
2. It is followed by the citation of a rather featureless table of contents and a wide range of other issues seen as main characteristics of the NFP contents

4.6.4 Supportive factors for NFPs

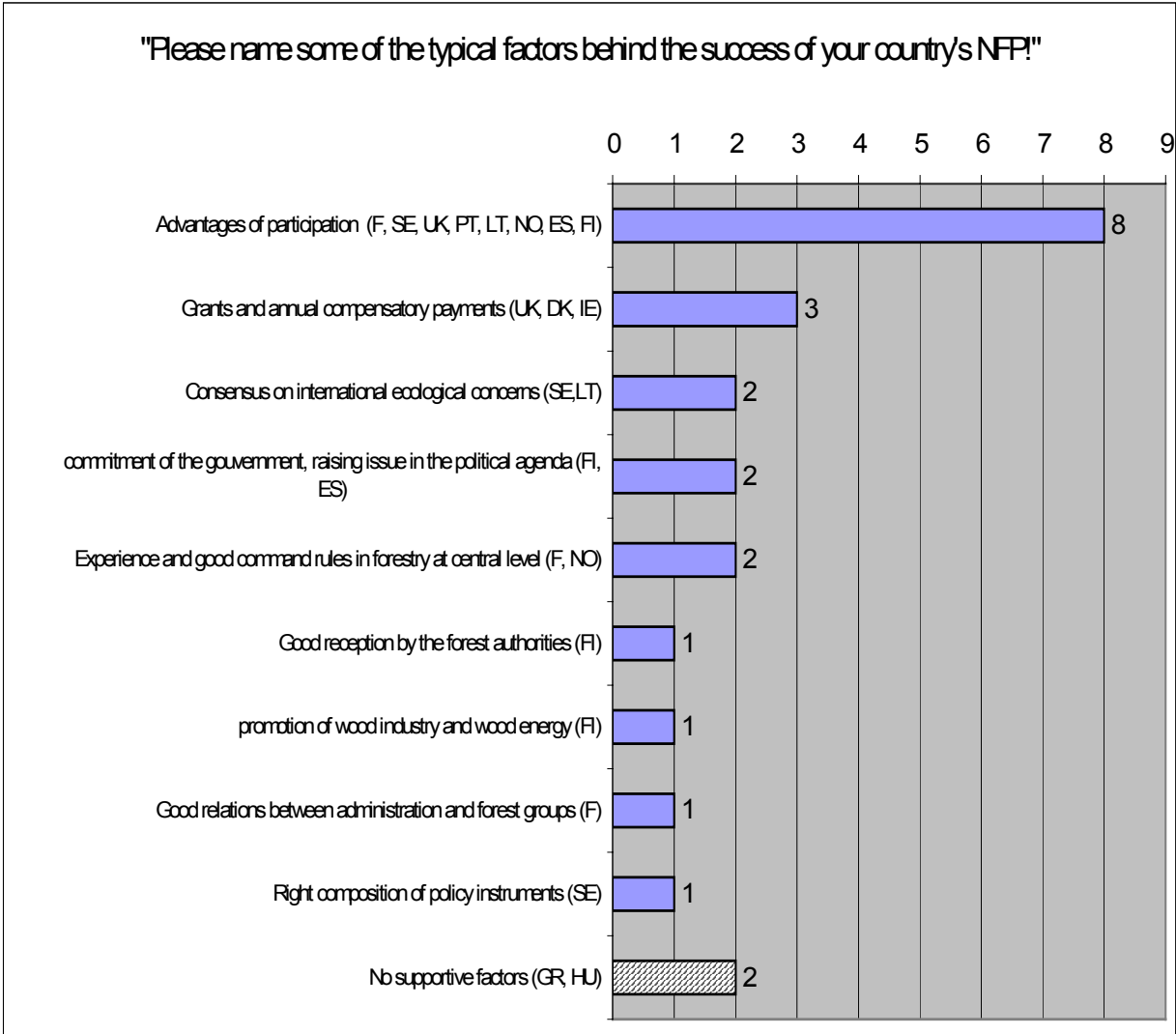


Figure 39: Most important supportive factors (for the exact wording see annex A.6).

It was decided in Working Group 2 of the COST-Action to ask questions about the personal view of the experts concerning supportive and impeding factors of NFPs, too. Here, we wanted to know about the factors that have a positive effect on the successful implementation of NFPs.

Figure 39 shows the cited supporting factors (to know the exact wordings that were made, please see annex A.6). It's obvious that the participation of all groups of actors is perceived as a pandering factor for NFPs by most country-delegates (8 citations: in France, Sweden, Great Britain, Portugal, Lithuania, Norway, Spain and Finland). 3 delegates think that financial incentives have a promotional effect for

the contents of a NFP (Great Britain, Denmark and Ireland). Furthermore an internationally shared concern about ecological issues is perceived as a supporting factor in the efforts to program and implement a NFP in 2 countries (Sweden in Lithuania).

2 countries (Greece and Hungary) explain, that they think that there are so far no supportive factors for the success of NFPs in their countries.

1. *The participants identified quite a lot of supportive factors*
2. *Participation which was also seen as major characteristic of the process is here seen very positively as the main supportive factor for the NFPs.*
3. *Participation is followed by financial incentives, an internationally shared concern about ecological issues, the commitment of the government and experience with the centralised ruling of forestry.*

4.6.5 Impeding factors for NFPs

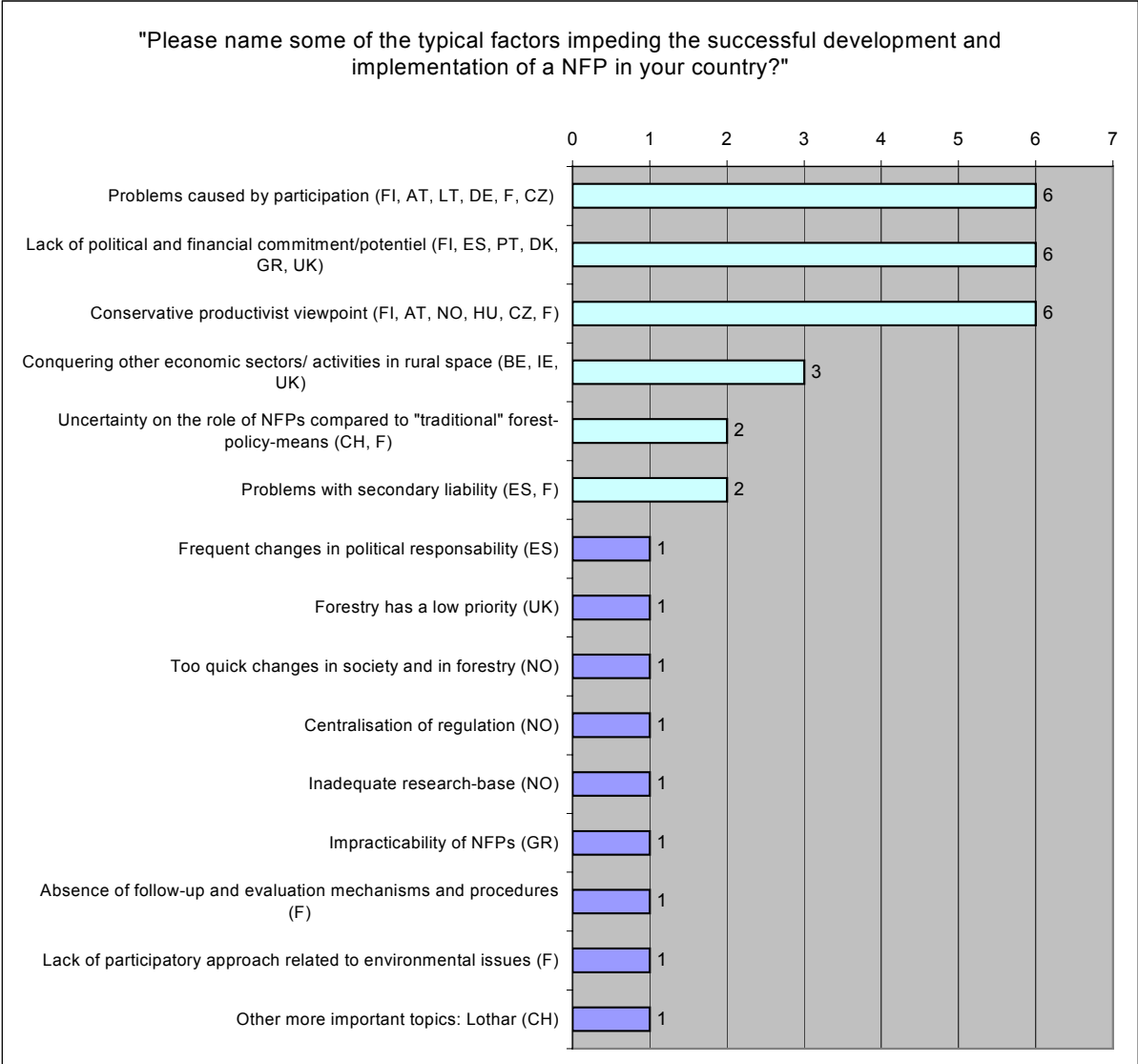


Figure 40: Most important impeding factors (for the exact wording see annex A.6)

What were the factors that had a hindering effect on the development and implementation of NFPs?

If we compare the basic message that we gather from the picture presented in Figure 39 with the one diagrammed in Figure 40, we must become aware of differences of perception of supportive and impeding factors for the success of NFPs in the different countries:

Participation is mentioned as a supportive key-element of NFPs in Figure 39 but appears to be a problem in some cases (6 citations: Finland, Austria, Lithuania, Germany, France and the Czech Republic. France, Lithuania and Finland perceive Participation as both, a supportive and a hindering element. As the exact wording of the answers (see annex A.6) show, the co-ordination of a wide range of different actors with unstable negotiating positions entails difficulties. The rejection of newer ideas concerning forest management by exponents of the forest lobby seems to be the most notable from these difficulties (impeding factor "Conservative productivist viewpoint" in the 3rd position with 6 citations (Finland, Austria, Norway, Hungary, The Czech Republic and France).

6 delegates identify a lack of political and financial commitment which seems to be caused in some cases by the weak financial potential of the forest sector in other by (Finland, Spain, Portugal, Denmark, Greece and Great Britain).

Other economic sectors conquering with the forest economy inhibit the successful development and implementation of NFPs in 3 countries (Belgium, Ireland, Great Britain).

The delegates of 2 countries name a uncertainty on the real role of NFPs compared to other (already existing, relatively successful) policy means as a handicap for the formulation (Switzerland and France). What's more secondary liability concerning NFPs between regions and government doesn't play harmoniously yet in France and Spain.

1. *Participation, identified as a main supportive factor for NFPs, retards results of the process in not a few countries. Particularly troublesome actors within this participation-process related to environmental issues are the forest-lobby and other actors that compete with forestry for land area, such as agriculture.*
2. *The political and financial commitment to establish NFPs appears to be low in many countries.*
3. *A conservative "productivist-viewpoint" is one of the three most important impeding factors, too.*
4. *The delegates identified a wide range of other impeding factors.*

4.6.6 Contribution of NFPs to a sustainable use of forests

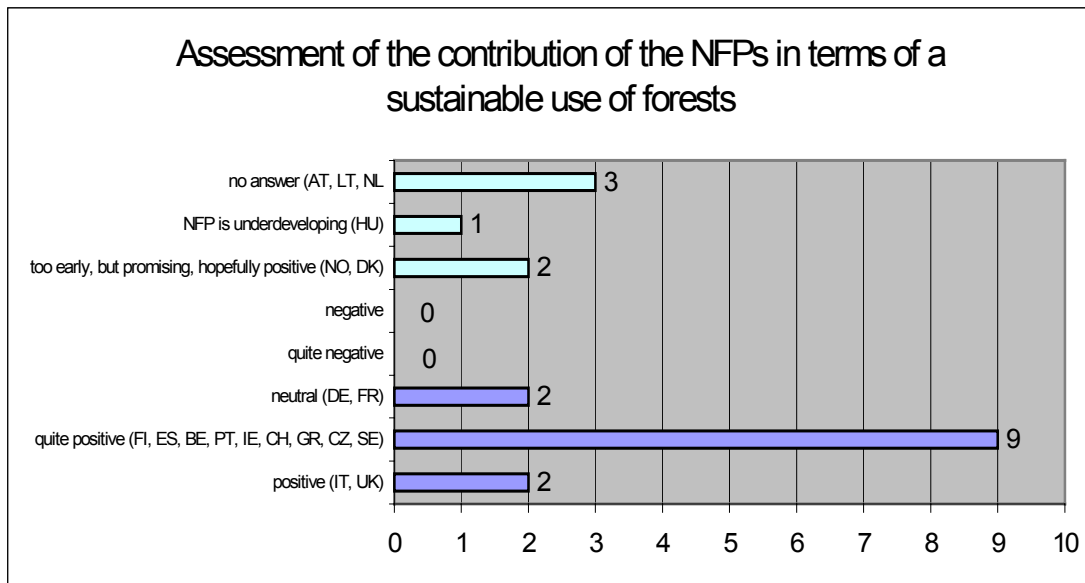


Figure 41: Assessment of the contribution of NFPs to the sustainable use of forests in the different countries

What about the real contribution of NFPs to a sustainable management of forests? - Seen in it's context this question is central. What if not SFM was the main objective when the idea of NFPs came into being? We wanted to know whether the NFPs did not only basically contribute to a sustainable use of forests in the world, but if they really did in the country of the interviewee.

In general the participants of the COST Action seem to think that the contribution of NFPs to sustainable management of forests is mainly positive (Italy and Great Britain) . Finland, Spain, Belgium, Portugal, Ireland, Switzerland, Greece, the Czech Republic and Sweden judge their contribution as quite positive. Germany and France consider it neutral and the delegates of Norway and Denmark think that it's too early too judge.

The only country that judges NFPs definitely in a negative way is Hungary with the statement that NFPs are underdeveloping, which says somehow that the main contents are perceived as - at least economically - not viable, a grave reproach (compare Figure 41).

There was no answer to this question from Lithuania (having a NFP) and Austria and the Netherlands (belonging to the "No-Process countries").

1. *Just about a bit more than half of the participants judged the contribution of NFPs to the sustainable use of forests positively.*
2. *There are no negative judgements on the subject "contribution to SFM"*
3. *The example of Hungary shows nevertheless that there seems to be a gap between countries with a high income-level and countries in which the economical development is for the time being considered more important and incompatible with environmental concerns.*

5 Summary: Conclusions

1. As regards both the shape of the different NFPs and their validation by their delegates their prevails a high heterogeneity. The general impression the processes give, is that the main problems are
 - A) a certain lack of political commitment and a vagueness in the formulation of NFPs
 - B) perplexity as regards the contents of NFPs
 - C) a disillusion and scepticism as regards their success respectively their effects
2. In most countries the process is still slow and implementation is fragmentary.
3. The main triggers of the NFPs are
 - A) the international commitments entered during the Rio-process
 - B) and the moderate significance of forest policy and administration, and the need to adapt to these new circumstances
4. The process is totally dominated by the national forest administrations and the responsible ministries. Non governmental organisations as orderers of a NFP might have an impact on the rapid progress of the process.
5. Apart from participation the key-elements identified during the COST E-19 action are still used very reluctantly. As for participation this procedure is still conducted with a rather traditional range of actors: Forest-sector-based actors. This observation can also be done for the addressees of the outputs of the process.
6. The essential political commitment to enforce the program through ratification may lack in most countries. This can be concluded through the facts, that substantial parts of NFPs seem to be difficult to find:
 - A) NFPs are only exceptionally legally binding
 - B) half of them seem to lack a budget in their countries
 - C) concrete objectives and long-term commitments are rare
 - D) controlling-instruments like evaluation and monitoring are weakly institutionalised
7. The supportive factors identified by the delegates of the countries are extremely heterogenous. The impeding factors are more compact but multifaceted.
What's more, there seem to be important contradictions or opposite attitudes:
 - A) participation as the main supportive factor seems to cause the main impeding factor: Difficulties with coordination of very heterogenous, either conservative or dynamic actor-groups.

B) Incentives that seem to have a major impact on the outcome of a program seem to be difficult to establish if we look at the lacking financial commitment identified as main impeding factor.

8. Case-studies of interesting country cases might be a rich contribution to the research within the COST-Action.

9. The comments in the chapter "Retrospection" (v. Figure 43 in

Annex A.1) shows that the survey had a 100% response rate and that there was few criticism to our chosen methodological approach. The criticism concerning the approach of the survey showed that for a further survey it will be necessary to invest more time in the co-ordination of the variety (multinational, linguistical, scientific background) of the delegates of a COST-action. Terms used in a future questionnaire have to be explained and defined in a unmistakable and highly visible manner (probably for each question, if possible with an example). - Meeting the demands of participation in the COST-context might be a motto.

10. Open questions:

There are obviously different understandings of NFPs, as for example the case of the U.K.. Is an explicit NFP needed at all if most of the typical goals can be reached with other reforms?

Annex A.1: Additional figures cited in the text

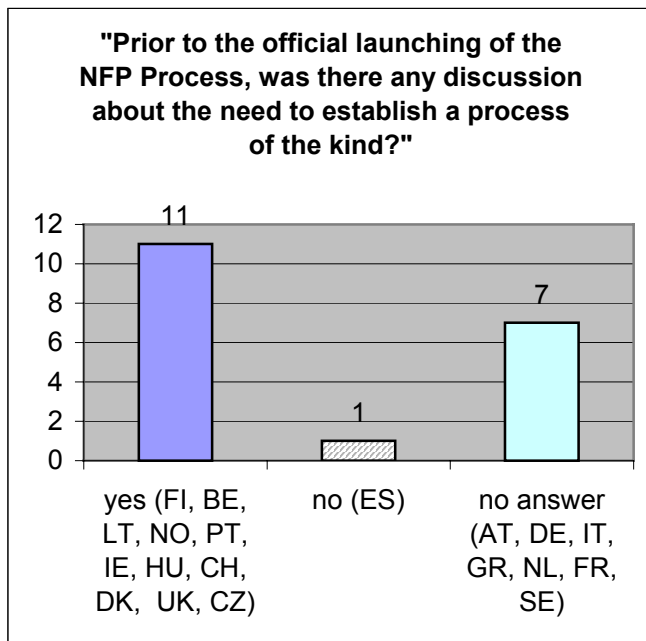


Figure 42: Discussion on the need to establish a NFP

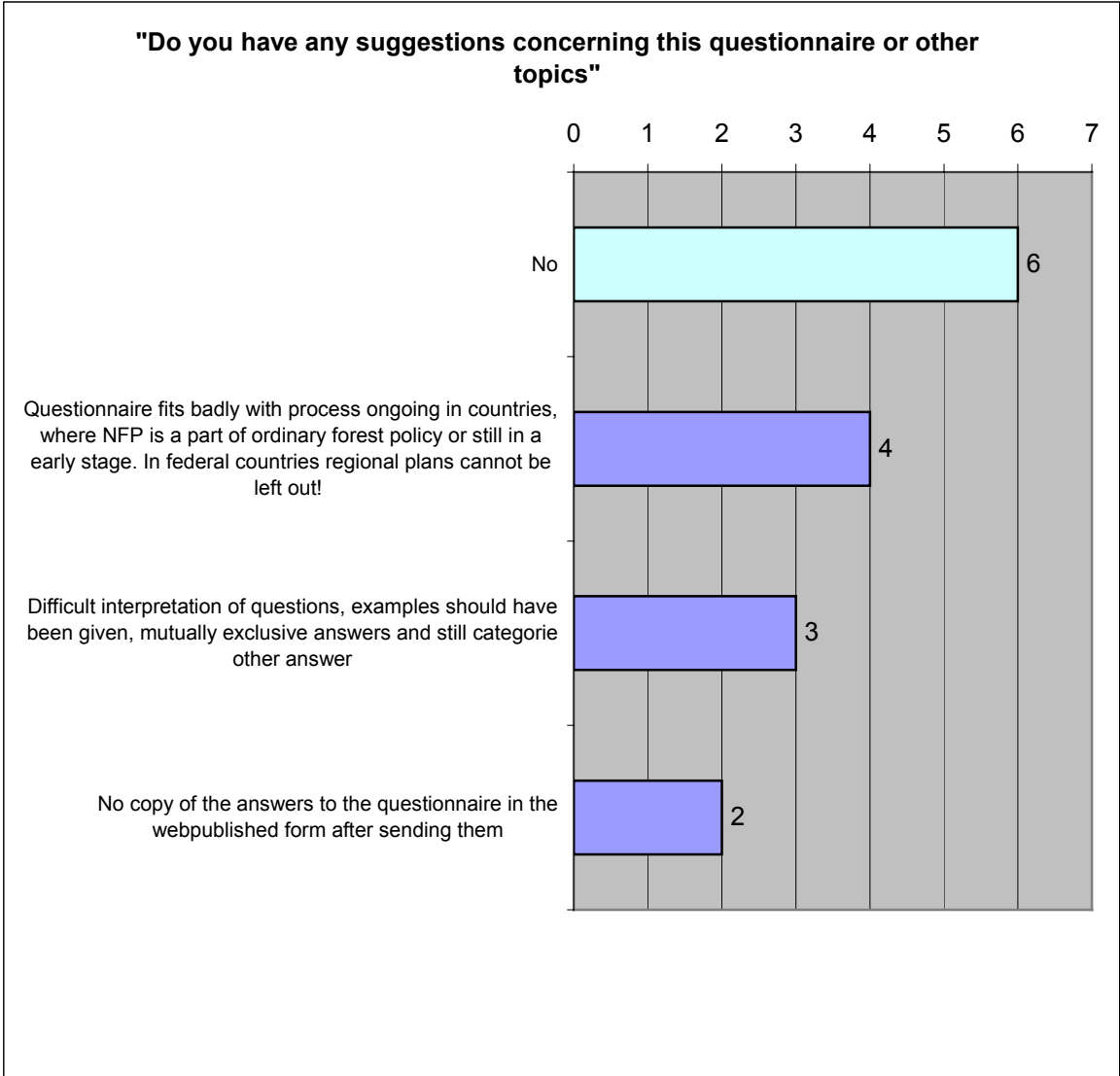


Figure 43: Suggestions concerning the questionnaire and other topics

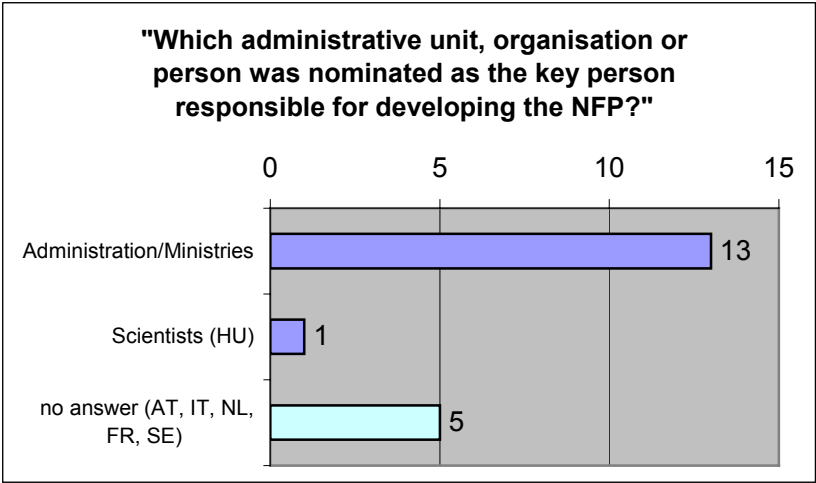


Figure 44: Key responsible for NFP-formulation/development

Annex A.2: Outputs of different countries concerning NFPs (questions, 13,19, 21)

Formal decisions on NFPs of different countries

Belgium

Flemish government: "Flemish Forest Act". 13th June 1990

Denmark

Meetings with stakeholders in November 1999.

In May 2000 the minister of environment and energy publicly announced the program in the press

Finland

"The launching of the National Forest Program and the general principles, objectives, organisation and the selection of the general secretary of the program work". 11th February 1998

"Establishment of steering committee and working groups to prepare a national forest program". 20th February 1998

Germany

Conference of the Heads of German Forest Administrations Protocol, 15th April 1999

Ministry of Rural Areas, internal decision of the minister, 17th May 1999

State Council of Forestry

Great Britain

something similar:

"Statement of UK Forestry Policy"

for each of the four legislatures

"Forestry Strategy"

Greece

Decision maker: Partial recognition of the need by the Ministry of Agriculture through the Council of Agricultural Policy.

Ireland

Decision-maker? The Forest Services and the Department of Marine and Natural Resources.

Lithuania

"Means of Government Program implementation for 2000-2004".
Government of Republic of Lithuania, February 2001

Norway

"White paper on national forest policy", 1999.

Documents arising from the process

Belgium

Long term Forestry Plan
Action Plan Forestry 1998-2002; Forest administration.

Czech Republic

Basic Principles of the State Forest Policy - 1994
Governments resolution, Forestry programme of Ministry of Agriculture, 1998

Denmark

Still to be produced, but technical reports now available (in Danish only) on biological diversity, economy and afforestation. Debate site on the internet. More documents being developed.

Finland

Ministry of Agriculture and Forestry (1999): Finland's National Forest Programme 2010. Ministry of Agriculture and Forestry Publications 2/1999. (Available in Finnish, English, Swedish, French, German),

2) Reunala, A., Halko, L., & Marila, M. (toim.) 1999. Kansallinen metsäohjelma 2010- Taustaraportti. Maa- ja metsätalousministeriön julkaisuja 6/1999. 179 a + liite 118 s. [

3) Reunala, A., Halko, L., & Marila, M. (eds.) 1999. Finland's National Forest Programme 2010 - Background report. Ministry of Agriculture and Forestry. 179 pp + Appendix 111 pp. Only in Finnish].

Germany

a) Bundesministerium für Ernährung, Landwirtschaft und Forsten: Nationales Forstprogramm Deutschland. Ein gesellschaftspolitischer Dialog zur Förderung nachhaltiger Waldbewirtschaftung im Rahmen einer nachhaltigen Entwicklung 1999/2000.

b) short version of a)

c) english version a)

Greece

Stamou N., Gatzogiannis, S. Eustathiadies, N. and Papadopoulos S. (1998): "Forest Policy: Current Situation; Problems, Alternatives, Conclusions and Proposals" Report to the Minister of Agriculture.

Albanis, K. and Calanos, (2000) "**Criteria and Indicators for Sustainable Managed Forests in Greece**". NAGREF-Institute of Forestry Products and Mediterranean Ecosystems.

Great Britain

1992 Statement of Forestry Policy. HM Government

1993, Sustainable Forestry: the UK Programme. HM Government

1999. Consultation on the UK Strategy for Sustainable Development. HM Government.

1999. Consultation on Sustainable Forestry in the UK. Forestry Commission

Report on the Consultation on Sustainable Forestry in the UK. Forestry Commission.

1999, Forestry Chapter in the UK Strategy for Sustainable Development. HM Government

1989 – 1999, Environmental guidance on various aspects of forest management (Water, Landscape, Biodiversity, Archaeology etc.) Forestry Commission.

1998, The UK Forestry Standard: The Government's Approach to Sustainable Forestry, Edinburgh: Forestry Commission.

UKWAS Steering Group (2000) The UK Woodland Assurance Scheme Guide to Certification, Edinburgh: Forestry Commission.

Forestry Commission (2001 forthcoming) Statement of UK Forest Policy, Edinburgh: Forestry Commission.)

Forestry Commission: Forthcoming publication of C&I for Sustainable Forestry.

2000, Forest Enterprise. Statements of policy and practice for community engagement by the state forest service.

1998: Various consultations on the English Forestry Strategy, Forestry Commission, Countryside Agency.

1999: HM Government, Forestry Strategy for England

2000. Consultation on the Scottish Forestry Strategy. Scottish Executive

2000. Consultation on the revised Scottish Strategy. Scottish Executive.

2001: Scottish Executive, Forestry Strategy for Scotland

1998: Working with communities.

2000. Consultation on the Forestry Strategy for Wales. National Assembly

2001 (in press) National Assembly for Wales, Forestry Strategy for Wales

Assembly for Northern Ireland, Forestry Strategy for Northern Ireland. (Intended)

The Woodland Grant Scheme – literature supporting the UK's funding mechanism for forestry.

2001 (in press). Environmental appraisal of Forest Activities. Forestry Commission

1972 – 2001: Various guidance on safety in forestry. Forestry Commission

1992 – 2001, Annual reports of the Forestry Commission, Forest Enterprise and Forestry Commission's Forest Research Agency. Corporate plans of the three organisations.

z) Etc.

Ireland

Dept. Agriculture, Food and Forestry (1996): "Growing for the Future", a strategic plan for the development of the forestry sector in Ireland. Stationery Office, Dublin

Lithuania

will be prepared the following documents

Forestry policy

Forest policy implementation Strategy

Action plan of Strategy of Forestry Development Implementation

Norway

Ministry of Agriculture (1998): "St. Meld. 17 81998-99): "Verdiskaping og miljo - muligheter i skogsektoren" (Report to the Parliament No. 17 (1998-99) *Economic development and the environment - potential in the forest sector*). Exists only in Norwegian.

Portugal

Ministério del Agricultura, Desenvolvimento Rural e Pescas - Direcção Geral das Florestas (1998). Plano de Desenvolvimento Sustentavel da Floresta Portuguesa.

Spain

Estrategia Forestal Espanola (the English version was offered to the COST E 19 participants in CD in the Madrid Seminar)

Formal decision of political authorities with respect to one or more documents describing the NFP or elements of the NFP

Czech Republic

The governments of the Czech republic resolution Nr. 666/2000: "Concretisation of the fundamental strategical objectives of the state environmental policy".

Finland

Finland's National Forest Programme 2010 was approved by the Government 4.3.1999 also accepted as a part of the Government Programme of the new Government 15.4.1999. (Document 1 in question 19)

Lithuania

Government, February 2001, "Means of Governement programme implementation for 2000-2004" Depart. Of Forest and Protected Areas under the Ministry of Environment, 07 02 2001, "Creation of working group for elaboration of the projects of forest policy, strategy of forestry development and action plan of implementation".

Norway

White Paper, Parliament (mentioned above)

Portugal

Resolution of the council of Ministers of 1999

Spain

The Conference of Environmental Ministers (federal and regional) approved the Spanish Forest Strategy in March 1999)

Annex A.3: Main characteristics of the NFP Process

Main characteristics - process		
Exact wording of the answers	Number of citations	Categories
Openness, Transparency, Integrativeness, Participation (SE, FI, ES, BE, LT, PT, DK, UK, FR)	9	Participation (SE, FI, ES, BE, LT, PT, DK, UK, FR)
Introduction of sustainable forest management, international concerns, sound environmental instruments, promotion of special treatment of natural features like biodiversity (SE, NO, GR)	3	Emphasis on sustainability and environmental concerns/international agreements (SE, NO, GR)
process slow or stuck (PT, CH)	3	Lack of political and financial commitment (ES, PT, DE)
No means for monitoring and evaluation, no concrete political commitment, budget limitations (ES, PT, DE)	3	Process led by public administration (PT, GR, FR)
Process led by the public (forest-) administration mainly driven by compliance with international agreements (PT, GR, FR)	2	Slow process (PT, CH)
Consistency with cross sector-policies, inter-ministerial committees, Co-operation and Co-ordination (NO, UK)	2	Cross-sectoral approach (NO, UK)
Incentives (IE, PT)	2	Work with incentives (IE, PT)
long-term, iterative process (LT)	2	Influenced by traditional actors (PT, IE)
based or strongly influenced on a consultation by State experts of the main (productivist) forest-groups (PT, IE)	1	Long-term, iterative process (LT)
NFP is underdeveloping (HU)	1	NFP is underdeveloping (HU)
marked by reforms (political and institutional) (LT)	1	Marked by reforms (political and institutional) (LT)
Tight time schedule (FI)	1	Tight time schedule (FI)
Incentives insufficiently conceived (PT)	1	Incentives insufficiently conceived (PT)

Annex A.4: Main characteristics of the NFP contents

Main characteristics - contents		
Exact wording of answers	Number of citations	Categories
Multifunctionality, close to nature forestry, sustainability, reference to international policy goals, Afforestation of agricultural land, more reserves for nature conservation, Promotion of forest and wood sector (SE,	6	International environmental concerns, SFM and multifunctionality of Forests (SE, PT, IT, DK, GR, CZ)
most contents normal forest administration tasks	4	Featureless table of contents is cited (ES, BE, LT, NO, FR)
	2	No answer (FI, AT)
no answer	1	Most contents are normal forest administration tasks (BE)
based on relevant and realistic data	1	NFP based on relevant/realistic data (NO)
insufficient specification and quantification	1	Insufficient specification and quantification of political instruments(PT)
Incremental in relation to established policies	1	Incremental in relation to established policies (NO)
crosssectoral	1	Crosssectoralism (ES, NO)
Education and research (GR)	1	Education and research (GR)
Based on withdrawal for non-compliance (UK)	1	Based on withdrawal for non-compliance (UK)
Conservatism	1	Conservatism (DE)
NFP is underdeveloping	1	NFP is underdeveloping (HU)
more emphasis on extension of services (SE)	1	More emphasis on extension of services (SE)
Reduced state intervention (SE)	1	Reduced state intervention (SE)
limited to an unpublished strategic planning document with general objectives and directions. No update after the storms of December 99	1	No update after the storms of December 99 (FR)
Greater responsibility to forest owners (SE)	1	Greater responsibility to forest owners (SE)

Annex A. 5: Typical supportive factors

Typical supportive factors		
Exact wording of answers	Number of citations	Categories
Participation, consolidation of forest civil society, good reception by the forest sector, increasing interest and awareness of stakeholders and society in general, initiatives of selfgouvernance by the industry, long tradition of commitment and private	8	Advantages of participation (F, SE, UK, PT)
Grants and annual compensatory payments	3	Grants and annual compensatory payment
In line with international environment guidelines and principles, development of other environment related strategies, high ecological and economic importance	2	Consensus on international ecological conc
commitment of the gouvernement, raising issue in the political agenda	2	commitment of the gouvernement, raising is
long tradition of statal forest activities, good command and control rules at central level	2	Experience and good command rules in for
Good reception by the forest authorities	1	Good reception by the forest authorities (F)
promotion of wood industry and wood energy regarding timber production, good experience of cooperation between administrative bodies and interest groups (forest owners, industrials)	1	Good relations between administration and
right composition of policy instruments	1	Right composition of policy instruments (SE)
no supportive factors, NFPs are underdevelopping, not applicable NFP	2	No supportive factors (GR, HU)

Annex A.6: Typical impeding factors

Typical impeding factors		
Exact wording of answers	Number of citations	Categories
Problems with participation (lack of moderation, instability of positions, differences in opinion, more critical - environmental - attitude of society)	6	Problems caused by participation (FI, AT, LT, DE, F, CZ)
Lack of political and financial commitment, financial weakness of forest sector, critical attitude of the ministries that are responsible for finances, wood economy is exposed to global market, forest protection is expensive	6	Lack of political and financial commitment/potential (FI, ES, PT, DK, GR, UK)
Powerful forest lobbyists with an introverted forest ideology (with a strong orientation at timber production = productivist viewpoint), Reduced profitability of forests with ecological management, NFP is underdeveloping, Lopsided investments of forest-	6	Conservative productivist viewpoint (FI, AT, NO, HU, CZ, F)
Conquering other economic sectors/activities, Supports for agricultural production and for environmental protection	3	Conquering other economic sectors/activities in rural space (BE, IE, UK)
Forest policy is already successful, uncertainty on the role of NFPs compared to other means, Importance of the forest Law as a basic element	2	Uncertainty on the role of NFPs (CH, F)
Frequent changes in political responsibility (ES)	2	Problems with secondary liability (ES, F)
Forestry has a low priority	1	Frequent changes in political
Society is economically	1	Forestry has a low priority (UK)
Too quick changes in society and in forestry	1	Too quick changes in society and in
Centralisation of regulation	1	Centralisation of regulation (NO)
Inadequate research-base	1	Inadequate research-base (NO)
Too vague and impractical guidelines, insecurity of how to implement the goals set on the political level, no clear programming contents and targets (GR,	1	Impracticability of NFPs (GR)
Absence of follow-up and evaluation mechanisms and procedures (F)	1	Absence of follow-up and evaluation mechanisms and procedures (F)
Lack of participatory approach related to environmental issues (F)	1	Lack of participatory approach related to environmental issues (F)
Other more important topics (Lothar)	1	Other more important topics: Lothar (CH)