Assessing Forest Governance in a Context of Change

**Proceedings of Abstracts from the IUFRO Seminar
Assessing Forest Governance in a Context of Change**

Sarajevo, Bosnia-Herzegovina

Editors
Mersudin Avdibegović, Gerard Buttoud, Bruno Marić and Margaret Shannon

Faculty of Forestry University of Sarajevo
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PREFACE

Global declines of forest area and degradation of forested land led to significant changes in governance and management of forest resources around the world. Initially, global concern focused on sustainable management of forest lands as a solution of deforestation and degradation. However, in these global debates, the social value of forests expanded from pure economical benefits to include ecological, cultural, recreational, and spiritual aspects. Recognition of the complexity of humans' expectations from forests, in combination with global patterns forest loss and political mobilization of emerging interest groups around this issue, resulted in multifunctional sustainable forest management as the primary solution. It quickly became apparent the no single actor, including especially national governments, could address this problem alone. Not only did the problem of forest loss and sustainability cross all boundaries, it also confounded all normal political solutions. Thus, over the past 20 years, new forms of governance for multifunctional sustainable forest management evolved around the world. Governance refers to the necessity for public and private actors, civil society, researchers, and the public to work together in defining problems and finding solutions. As a result, new forms of private initiatives, for example forest certification, emerged to do what states alone could not do by animating market-based mechanisms to support sustainability and multi-functionality. In addition, government bodies sought new approaches to how legislation and regulation could complement private efforts. These changes lead to new mechanisms of governance, such as, public-private partnerships, common management regimes, and new political networks and alliances among a wide and varied range of actors. In order to understand the contextual determinants and critical perspectives of these processes, it is necessary to explore what has changed and not changed in forest policy and governance.

The IUFRO 9.05 Seminar Assessing Forest Governance in a Context of Change was held in Sarajevo, Bosnia-Herzegovina, from the 9th to 11th of May 2012. The objective of this Seminar was to offer a forum for scientists and experts to discuss their experiences in assessing forest governance in various conditions and places. In this context, different approaches and methodologies were confronted to examine and understand the different modalities of governance as applied in sustainable multifunctional forest management. The Seminar provided an excellent occasion for the exchange of ideas and experiences from direct contacts with researchers and experts with common interests in the field of forest governance and forest policy, particularly including young researchers in international scientific networks. Altogether one hundred and sixty two participants, representing forty-two countries all over the world participated in the Seminar. The Seminar was part of the first IUFRO All Division 9 conference hosted by the Faculty of Forestry, University of Sarajevo and supported by the EFI FOPER project designed to consolidate educational and research capacities in forest policy, economics, and governance in the South-East Europe.

Mersudin Avdibegović, Gerard Buttoud, Bruno Marić and Margaret Shannon (Editors)

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Associations of non-state forest owners as a new phenomenon after the restitution process in central Eastern Europe

The adaptation of national forest policy systems in south-east European countries (Albania, Bosnia-Herzegovina, Croatia, Macedonia and Serbia) to new modes of international forest governance

Mersudin Avdibegović[1], Dijana Vuletić[2], Makedonka Stojanovska[3], Leonidha Peri[4], Dragan Nonić[5], Sabina Delić[1], Ljiljana Keča[5], Nenad Petrović[5], Aleksandar Radosavljević[6], Bruno Marić[1], Dženan Bećirović[1], Senka Mutabdžija[1], Amila Brajić[1], Todora Grašić[5], Vladimir Nikolić[5], Špela Pezdevšek Malovrh[7]

Abstract

The new economical and political environment and mobilization of new interest groups have given rise to the need for new internationally recognized approach related to forest resources management, shifting from government to governance in policy formulation and decision-making. The new modes of international forest governance have to be clearly recognized, understood by all parties, properly integrated into the national forest policies and consistently implemented in practice. With the aim to propose a comprehensive and systematic analytical framework to facilitate description, monitoring and assessment the state of governance in countries' forest sectors, the Framework for Assessing and Monitoring Forest Governance was developed in 2011 by FAO and the World Bank's Program on Forests (PROFOR).

This paper intends to explore how public forest administrations in South-East European countries understand and adapt the complexity of forest governance concept (by using the Framework for Assessing and Monitoring Forest Governance - FAMFG) and how (if any?) they implement it in practice. In order to identify the gap between formal political commitments and realities, a systematic diagnose of forest governance principles implementation is needed. This would make possible better understanding of national forest policy systems in South-East European countries, particularly their capacities for adaptation and possible changes caused by the new modes of international forest governance.

The theoretical approach in this paper will be based on Governance Theory. Governance signifies *"...a change in the meaning of government, referring to a new process of governing or a changed condition of ordered rule or the new method by which society is governed"* (Rhodes, 1996). Some elements of political system and network theories as well as the theories of system dynamics, adaptation and resilience will be also used in designing the theoretical and conceptual framework. As little research has been done in the region on this phenomenon so far, it merits a qualitative approach which is basically exploratory. The research design is exploratory as it attempts to develop an initial understanding of the concept of forest governance in SEE countries. Altogether, the research design will be a mix of inductive and deductive approaches. The following initial assumptions are developed in order to define the research question:

- The key national forest policy actors in SEE countries have modest understanding and inconsistent perception of forest governance concept,

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- The adaptation of national forest political systems in SEE countries on new modes of international forest governance differs between countries,
- There is a gap between formal commitment to forest governance principles in SEE countries and practical implementation of these principles,
- The national forest policy actors have different perception of components consisting forest governance concept then those presented in the FAMFG.

So, the main research question in this paper is formulated as follows: Whether and how key forest policy actors in SEE countries understand/perceive/communicate/implement the emerging modes of international forest governance and how they are adapted by national forest sectors as policy systems, in the context of process changes?

The conceptual framework that will guide the research methodology in this paper (see the Figure 1.) is based on Easton's input-output model of political system. The pillars, principles, components and subcomponents of the Framework for Assessing and Monitoring Forest Governance (FAMFG) will build up the initial basis (common set of governance components) comprising the logic of forest governance concept. This basis will be "redefined" through cross-sectoral survey in each of SEE countries. By doing so, country relevant and specific sets of forest governance components will be defined and considered as the inputs (demands and supports) from social, cultural, economical and political environment, affecting national forest policy systems. In order to understand how the systems react and adapt on these inputs, a qualitative, in depth (face-to-face) interviews will be conducted with key national forest policy actors. In order to find out whether and how the implementation of forest governance principles (activities mentioned by key forest policy actors) is really implemented in practice, the other forest policy actors (so called "direct beneficiaries" of implementation of forest governance principles) will be also interviewed on the base of appropriate case study. For the reasons of data validation obtained through the interviews, the other sources (forest legislation, formal forest policy documents at national level, relevant strategic documents etc.) will be also explored by applying appropriate technique for document analysis. The triangulation would facilitate validation of the data collected from different sources. Appropriate statistical methods, techniques and tests will be used for data analysis and interpretation. A country level analysis will be based on the common agreed methodology to be able to make cross-countries comparison.

For the governments and particularly reform-oriented forest policy actors in SEE countries, this paper should provide research-based recommendations for further development of national forest policy systems. The useful information on understanding and attitudes of key forest policy actors regarding the concept of forest governance will be also presented. However, the paper should contribute to development of conceptual framework and methodology for the forest governance evaluation in the future, not only in SEE countries but even wider. SEE region provides a good context for the research as the region is geographically compact but the individual countries provide variable conditions in different aspects of governance, thus most likely allowing for cross-country comparison. Based on this comparison, the key forest policy actors, will be able to identify the obstacles and perspectives for necessary reforms in forest sector and re/formulate the official forest policies related to EU integrations, including those concerning the most effective and efficient use of available accession funds.

Keywords: forest, governance, adaptation, policy system dynamics

Figure 1: Conceptual framework

Framework for assessing and monitoring forest

Principles and Pillars | **Components and subcomponents**

Accountability

Effectiveness

Efficiency

Fairness/Equity

Participation

Transparency

Policy, legal institutional and regulatory

Planning and decision – making processes

Implementation enforcement and compliance

Forest related policies and laws — 5
Legal framework to support and protect land tenure, ownership and use rights — 4
Concordance of broader development policies with forest policies — 7
Institutional frameworks — 4
Financial incentives, economic instruments and benefit — 7

Stakeholder participation — 7
Transparency and — 7
Stakeholder capacity and — 4

Administration of forest — 6
Forest law enforcement — 8
Administration of land tenure and property rights — 4
Cooperation and coordination — 8
Measures to address — 7
? — ?

2. Set of country relevant basic governance

Forest related policies and laws
Legal framework to support and protect land tenure, ownership and use rights
Concordance of broader development policies with forest policies
Institutional frameworks
Financial incentives, economic instruments and benefit
Stakeholder participation
Transparency and
Stakeholder capacity and
Administration of forest
Forest law enforcement
Administration of land tenure and property rights
Cooperation and coordination
Measures to address
?

3. Adaptation of national forest policy system on new modes of international forest governance

Social, cultural, economical, political environment

Minister

DEMANDS

SUPPORT

DECISIONS

ACTIONS

Social, cultural, economical, political environment

Face to face interviews with key national forest policy

4. Implementation of new modes of international forest governance

Beneficiaries

NGO's

Public enterprises

Wood

Face to face interview

(case study)

Literature analysis

Cross – sectoral survey

TRIANGULATION APPROACH
Content and discourse analysis of forest laws and other strategic

3

Civil society organizations as a key stakeholder to foster good governance in the forest and environment sector of Madagascar

Pascal Lopez[1]

Abstract

This paper is based on the analysis of existing literature, practical work, interviews and observations in the field of governance and development aid in the forest and environment sector of Madagascar.

The quality of forest governance in Madagascar is generally described as low: large parts of commercialized timber and energy wood come from illegal sources and there is a mismatch of power and access to resources between local forest dependent communities and the state forest administration. Gaps and contradictions within the legislation, weak forest administration (lack of staff, means, and outdated knowledge) are generally given as principal reasons for low governance quality. It is also of widespread opinion that staff from the state forest administration and from the private timber sector is corrupt.

The forest and environmental sector of Madagascar received substantial supports from official development aid during the 1990ies and first decade of 2000. This support resulted in modern sectoral policies, legislation and an adapted institutional landscape in order to overcome a post-colonial era that marked forest management and biodiversity conservation since 1960. Being a global biodiversity treasure under severe threat, the forests of Madagascar still receive very much attention and support by international conservation NGOs, bi- and multilateral aid agencies, called "technical and financial partners" of the relevant ministry and it's administration, the Ministry of Environment and Forests (MEF). As practically all forests (and other biodiversity resources) are considered to be under state authority, any intention to protect or manage these resources depends on the approval by or partnership with the MEF.

The hypothesis is that technical partners of the forest administration depend on a non-conflicting partnership with the administration in order to produce positive project results and are less likely to be a critical open voice with regard to governance deficits at administration level.

Before the current political and ecological crisis in Madagascar, the last attempt to substantially improve governance dates back to 2000. Facilitated by USAID and the World Bank, in cooperation with others bilateral partners a large reform of the forest sector was discussed. It was proposed to bind further international aid (through debt relief) to this reform. The attempts largely failed though USAID and other partners stayed engaged until 2009 and continued efforts to assist a sector reform. Governance problems were discussed between the MEF and the technical & financial partners but the issue of governance deficits hardly went to public. However, one outcome of this effort was the creation by ministerial decree of a forest sector observatory. As it was part of the sector Ministry it never gained the necessary independency to publicly denounce weak governance. Especially technical partners were confronted by the low quality of forest governance; either at local project level (promoting sustainable forest management or biodiversity conservation) or within their support to the regional or national level of the forest administration. There is general attitude to rather improve at a project based level the governance situation than to pursue a broader, more sustainable solution. Technical partners compensate structural governance deficits by

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providing both to the forest administration and local communities the necessary resources (information, transport, communication, even revision of local to regional legislation) so that they can fulfill their tasks for the profit of the project. The case of the GELOSE law and its applicatory decrees that provide a legal framework for the transfer of natural resources management rights to local communities is an example. Although institutional and legislative problems are known by all stakeholder common denunciation of the governance situation and structural efforts towards the forest administration that is in charge is not a priority. Technical partners are continuing with supporting management transfers despite the deficits and take the risks of legal uncertainty and failure of their support.

The situation has significantly changed within the last three years. The political crises that started in 2009 drove many bi- and multilateral partners to suspend their aid to the transitional Government of Madagascar (not internationally recognized at diplomatic level) and cut relations to the MEF. Fueled by massive illegal logging, even within national parks and world natural heritage sites, both international technical and financial partners and governments denounced in public the degrading governance situation in the forest and environmental sector.

Civil society organization (CSO) within the forest and environment sector, with a watchdog function, never appeared before the current crisis of 2009-2012. CSO in general were judged rather weak, lacking of power, transparency, and belligerence. Alerted by a - until so far unknown - massive illegal exploitation of precious timber and protected animal species, CSO - first at national and then at regional level - were created. For the first time, a stakeholder evolved that had no direct partnership links to the forest and environmental administration. Environmental CSO played their role as watchdog and criticized in public/via media forest governance issues and the critic role of the administration. Also the forest sector observatory, who then received external funding, started to demand improved governance in the forest sector publically. A consortium of two international watchdog-NGOs investigated forest governance in Madagascar (2009/2010) and proved severe governance deficits within the precious timber trade and presented them at national and international scale.

Receiving massive national, international and public attention since 2009, forest governance became an unavoidable topic for the MEF and the transitional Government and up to the President of Madagascar. As a result, even critical issues of governance, which have never been spoken out publicly are now observed, communicated, discussed and also negotiated between different stakeholders.

The analysis suggests that too strong ties and dependencies between partners (state administration and technical & financial partners, CSO) hampers to address critically governance issues; checks and balances is on hold. As the forest and environmental sector depends heavily on ODA, technical and financial partners have a strong influence on the governance agenda. The ongoing public discussion on forest governance is a window of opportunity: The majority of the main actors have expressed their points of view and weak governance became an almost daily newspaper topic, much awareness has been created. The foreseeable resumption of ODA with the Government of Madagascar should integrate clear governance indicator that shall be monitored and serve as the base for progress reports. OSC in the environment and forest sector need (technical and financial) support to continue to fulfill their mandate as watchdog and an international CSO "eye" should be institutionalized to assure that governance discussion and results are kept in progress.[1]

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[1] A first and short list of analyzed literature may be provided upon request

When the pendulum can't find its center - narratives on forest policy change in the US Pacific Northwest

Georg Winkel[1]

Abstract

In the early 1990s, the US Pacific Northwest has been the place of a major change in public forest policy and management. After decades of intensive sustainable yield-oriented forestry on public land, a dramatic shift toward ecosystem and preservation oriented management of the National Forests occurred. This change took place within a period of a few years, but was embedded in long term processes of societal, political and economic transformations. It materialized in a sharp breakdown (by almost 90%) of timber production originating from public lands in the Pacific Northwest, and was accompanied by processes of social and economic changes in rural communities.

A variety of factors, including a set of Federal environmental laws and their interpretation, shifting social values, and a successfully acting and litigating environmental movement paved the way for this to happen. Science, particularly the (at that time) emerging and growing discipline of conservation biology, was influential in this process of change. Scientists acted as creators, catalysts and leaders of new management paradigms such as ecosystem and adaptive management. Yet, also technical and economic change in the timber industry played a role. Altogether, the patterns of what the policy change was about and what eventually caused it to happen were complex, and moreover, are still contested.

It comes as no surprise that the magnitude of this change in public forest policy has attracted a broad set of scholars from social science disciplines, and has resulted in an impressive set of outstanding publications on the issues in the mid-nineties. These contributions encompass historical, political institutional and 'socio-ecological' analysis of the turnover. And moreover, within the environmental sciences community, the 'Spotted Owl Case' became an emblem for a (successful) transformation process of public land policy and management; from commodity exploitation to ecological conservation oriented resource management.

Nearly 20 years later, public forest policy in the Pacific Northwest has somewhat escaped the headlines of the major national newspapers and – with some notable exceptions – from the major research agendas of the social sciences as well. The issues remains contested, however, and the tensions between different ideologies, related management paradigms, and interests, prevail throughout the region, and may even increase again. This is what motivated me to conduct research on this issue.

In this paper, I follow two major objectives: First, I try to update the conventional wisdom on the spotted owl case by analyzing narratives on this change in the policy field of today. That is, I am interested in the contemporary interpretation of this (historic) change, how policy stakeholders make sense of it, and how different patterns of the 'story of change' are linked to each other. Second, while doing this, I aim to compare the interpretations of policy stakeholders with different scholarly interpretations of the issues. In other words, the idea is to compare the social science discourse on forest policy change in the Pacific Northwest with the contemporary discourse on change in the policy field.

This attempt will be based on ca. 30 in-depth qualitative interviews with policy stakeholders (with (retired) forest service staff, environmentalists, timber interest representatives, and scientists, among others) that I have conducted in the summer of 2011, and an extensive

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literature review. I take up an interpretative (narrative) approach. That is, I intend to present and interpret the narratives that are 'out there,' not strive for the one comprehensive explanation of change.

The paper will be written in three parts. First, I introduce the case and give an overview of the current state of scholarly interpretation of forest policy change in the region. Second, I introduce the narratives regarding this change that I found in the Pacific Northwest's forest and environmental policy community today. And finally, I plan to compare 'discourses' and draw conclusions for analytical and theoretical understanding (i.e., the academic discourse) of what this change has been about and how Pacific Northwest forest policy has developed since that time.

My analysis will likely draw the picture of a policy arena that is still struggling with the major changes it had been subject to, and policy actors which try to make sense of it. In their narratives, my interviewees reveal a picture of overwhelming complexity, pointing to peculiarities of the US legal system, contested forest ecology issues, major societal patterns related to capitalist production and exploitation as well as administrative interests, and the changing values of society. While different actors pursue different interpretations and narratives of "what has happened" and "what needs to be done," a widespread rhetoric of (anticipated) dissatisfaction with the current state can be found, which may pave the ground for further changes.

My theoretical argument will be that the analysis of policy change can never be conclusive. By comparing given interpretations of forest policy change in the Pacific Northwest with the narratives on change of my interview partners, I will make my argument for an interpretative approach of policy analysis. Hence, besides looking at classical items such as political institutions, economic interests, and changing ideologies, I point to the importance of considering the arguments and rhetoric of change, i.e. its discourse, to be an essential element for the analysis of policy change – and forest governance as well. In this sense, the paper may conclude with suggestions for the analysis of policy change in the field of natural resource and environmental policy.

Keywords: (forest) policy change, US forest policy, Pacific Northwest, interpretative policy analysis, narrative policy analysis, environmental conflicts

Conflict mediation in Asia's changing forests

Toon De Bruyn[1], David Gritten[1], Yurdi Yasmi[1]

Abstract

Introduction and background

The scale and importance of forests in Asia underline the need for effective conflict management tools, considering the potential damages caused by conflicts. The importance of improving the understanding of these mechanisms, and the resulting recommendations that would be built on this understanding is underlined by the changing characteristics of the forests in the region (e.g. reflected in rates of deforestation, partly driven by changing population dynamics and market structures) making conflicts increasingly common (de Koning et al. 2008). A key instrument for addressing ongoing conflicts is conflict mediation[2]. There are, however, differing perceptions of the value and success of the mediation process and its outcomes (Emerson et al. 2009).

Through research and application in different fields, such as violent civil wars and marital disputes, the theoretical basis and practical experience in conflict mediation has developed and evolved. There are various differing theoretical groundings in the methods employed in conflict mediation ranging from mediators that take a neutral position in their mediation (facilitative mediation), to where the mediator takes a more interventionist role (evaluative mediation), to the less mainstream methods, for example, of Bush and Folger (1994) where the focus is more on the process rather the result (transformative mediation), centered on empowerment and recognition of the conflicting parties. These methods highlight the different role and capacities of the mediators (e.g. Bercovitch & Gartner 2006). Additionally, there is an apparent underestimation of the significant value of the existing traditional conflict management practices in the region, such as *musayawarah* in Indonesia (Moore & Santosa 1995), as demonstrated by the trend of applying mediation methods to conflicts with uniquely Asian characteristics (Bagshaw 2007).

In other words the variety of theories and practices of mediation need to be measured against the calls to promote mediation as a method that is accessible, more successful and that leads to more sustainable outcomes (e.g. Bercovitch & Jackson 2011). This underscores the need to analyze the methods applied, their context and their outcomes, where lessons can be learned and best practice identified taking into account the different cultural contexts and the changing nature of forest management.

In the above context the aim of the work is firstly to conduct an analysis of the different conflict mediation methods that are applied in natural resource conflict management, in particular in the field of forest management, presenting the state of the art, and how this has developed to keep pace with the changing issues in forest governance and management. This will facilitate the second aim of the work; examination of conflict mediation methods focusing on communities and forests in SE-Asia, and evaluate how they are implemented (comparison of theory and practice) using case studies. The aim of which is to improve their design and application, including the development of a hybrid approach, synergizing the best

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[2] Mediation is where a third party is requested to mediate in a conflict, facilitating the conflict's management, the mediator leads the parties to resolution based on their neutrality and ability to see the conflict issue as a whole. In forest and land conflicts, a mediator is usually called in where the conflict is escalating and where the traditional institutions lack the capacity to manage the conflict (Prins et al. 2003, Yasmi et al. 2010a,b).

practices from the west and from Asia. The starting point of this study is based on the work of Yasmi et al. (2010a, b) that examined forest conflict management in eight forest conflicts in six countries in Asia finding that mediation was used in many of the conflicts though in different forms, following different processes.

Material and methods

The work is developing in three stages:

i. A literature review is being conducted identifying the state of the art, developing a comprehensive understanding of the different theories of conflict mediation, and their applications in practice. This will primarily focus on natural resource conflicts, though will also cover violent conflict. The review will encompass academic articles, as well as publications from international organizations such as FAO.

ii. Expert workshops will be held in six countries (Cambodia, China Indonesia, Laos PDR, Thailand, Vietnam) with practitioners of natural resource conflict mediation for them to provide opinions on the different methods, including their success and limitations. The practitioners will be selected based on their experience in conflict mediation and management. They will be identified from a database of practitioners created by RECOFTC – The Center for People and Forests[1], as well as individuals identified in the literature review. The countries were selected to provide a broad social, political, economic and environmental variation providing differing national and cultural contexts determining the mediation processes employed. The aim of the workshops is to examine the different methods and processes employed by mediators, and to develop an understanding of the national and sub-national contexts affecting conflict mediation.

iii. Case studies will be used to examine the application of different mediation methods in different contexts. The case studies will cover the same countries used in the expert workshops. The specific sites, two in each country, will be selected according to the diversity of the conflicts (e.g. human-wildlife and community-industry conflicts) and the use of mediation. The case studies will not only facilitate the further development of the theoretical framework, but also allow the comparison of the theory and its application in the field. The methods employed in the case studies will include semi-structured interviews of the mediators, as well as representatives of the conflict parties involved in the mediation process. The first two methods will allow the construction of a framework for analyzing and comparing mediation processes and their outcomes (Figure 1 presents an overview of this), against which the case studies will be mapped.

Anticipated results and implications of work

- Understanding of state of the art for conflict mediation in the region, including that mediators are not commonly used to manage conflicts in the continent, this is partly based on tradition, but also because of lack of trained and experienced mediators.
- Understanding of the processes / methods involved in application of conflict mediation and implications for their success. Enabling the identification of best practices in conflict mediation, in other words identify what works and why.

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[1] RECOFTC – The Center for People and Forests has conducted numerous training of trainers in conflict mediation. The focus of RECOFTC's work is Asia-Pacific. For more information www.recoftc.org

- Creation of two frameworks. 1. details the theoretical foundations of conflict mediation, this will be mostly based on the literature review (Figure 1 'mediation box'), 2. Different processes involved in the application of conflict mediation found from the case studies (Figure 1) and criteria for defining their success (in line with the work of (Emerson et al. 2009). The frameworks will help to identify the issues that need to be addressed regarding the use of conflict mediators in the region, as well as helping them in their work.
- The end result will be the creation of a blueprint for mediation practitioners for the whole process, providing instruments to facilitate their work (e.g. processes involved, and indicators for evaluating the success of the processes and their outcomes).
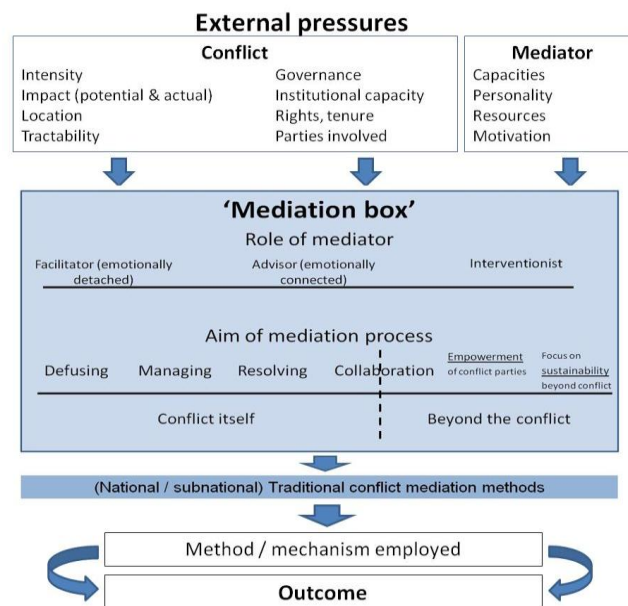
Figure 1. Framework for analyzing conflict mediation. 'Mediation box' focuses on theory / mechanisms for conflict mediation. The 'mediation box' provides foundations for analyzing the conflict case studies, then filtered through Asian traditional conflict mediation methods. The framework is based on Bush & Folger (1994), Naser (1996), Emerson et al. (2009), Bercovitch & Jackson (2011), Fairman (2011)

Principles of governance in forest management plans preparation in R. Macedonia

Makedonka Stojanovska,[1] Jana Jovanovska[2], Marina Miovska[3], Vladimir Stojanovski[4]

Abstract

This paper analyzes governance principles in forest management practices in Republic of Macedonia.

The scopes of analyses are three governance principles: transparency, public participation and accountability in the process of preparation of forest management plans.

Regarding methodology used, this paper is based on two parts. In relation to the secondary data content analysis of the relevant legislative framework documents is done. And revealing the opinion of concerned stakeholders regarding analyzed issue, in depth interviews with the representatives from Ministry of Agriculture, Forestry and Water Economy, Public Enterprise Macedonian Forests, Faculty of forestry and with the representatives from NGO sector are conducted.

For the purpose of the secondary data analysis, following documents are taken into consideration: Law on Forests, sub law regulation on content of the program for forest management, sub law regulation on the content, preparation, promulgation and proclamation of management plans and criteria for private forests management.

The results have shown that transparency as one of the governance principles was not that much present in the process of management plans preparation, as actions are not often shared with outside stakeholders or with affected groups. Even in the sub law regulation document for the content of management plans the process of sharing the planned actions with wider public it is not prescribed. As defined in the sub law regulation on the content, preparation, promulgation and proclamation of management plans, making of the plan is in the hands of specialized organization for planning and management in forestry. Commission composed of representatives of the Ministry for Agriculture, Forestry and Water Economy and the Public Enterprise Macedonian Forests, assigned by the Minster, approves management plans, according to the previous sub law regulation.

Public participation is also considered as not very much present in the process of creation of management plans. Results have shown that participation by the stakeholders especially by the private forest owners and local population is very low. As the management plans are not distributed publicly before official pronouncement, other stakeholders are not invited or informed for the process of creation of new management plan document. Although a national forest administration may be the source of most technical expertise about managing forests to deliver various goods and services, it is not necessarily in the best position to determine and speak for what society wants and needs from forests.

Accountability - In the law on forests and sub law regulation it is clearly described the preparation and implementation of the management plans, responsibility and consequences of non-performance. Even that effective accountability depends on good monitoring, our results showed that this is a missing component in explaining and justifying conduct to different levels of government and to stakeholders.

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As research results show, there are clear and defined responsibilities and authority by the Public Enterprise in the process of implementation of the management plans and strictly defined measures for not respecting the plans.

Results of the Interviews confirmed the content results. Interviewees from the Public Enterprise claim following legal procedures as they are prescribed. They underlined that management plans are made appropriately, as described in the sub law regulation, by specialized organization in planning and this should not be changed in the future. Experts should make management plans and other stakeholders could not contribute by bringing local based knowledge.

Unlike the state administration, representatives of the NGO sector stated that transparency, public participation and accountability are on a lowest possible level in the process of making forest management plans and change in the forest legislation toward sustainable forest management and EU integration is needed.

Keywords: governance, transparency, public participation, accountability, forest management plans

How to Measure Forest Governance at Local Level: A Set of Indicators.

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Abstract

As other sectors, also forestry is stirred by the current debate on new forms of governance. Hot issues like deforestation, forest degradation, illegal logging, biodiversity conservation, provision of forest-related ecosystem services call for proper instruments to assess "good governance". Such instruments are meant as decision-support tools able to reflect the current demands of the society (improved transparency, public participation in decision-making process, environmental and social responsibility) and measure the effects of changes on natural resources, institutions and more in general human factors.

A number of initiatives to assess good forest governance are currently under development, which apply at different levels by using different approaches and methodologies. Assuming that 'governance [...] operates at every level of human enterprise, be it the household, village, municipality, nation, region or globe' (UNDP, 2006), scale is one of the key-aspects that need to be taken into consideration when developing instruments to assess good governance (Rametsteiner, 2009). Both spatial and institutional/administrative scales (Gibson et all. 2000) are relevant in this regard, where at least two scenarios can be identified.

At large spatial or institutional scales (i.e. inten1ational, regional or national levels), considerable efforts have been undertaken in developing criteria and indicators for analyzing forest policies (and related governance) issues. Systems like the MCFPE set of C&I or the FLEGT Barometer can now be considered quite well developed. Based on official statistics and other secondary sources, they benefit from good data availability but have major shortcomings in their descriptive nature (e.g. mainly for ex-post assessment of policy effects on forest resources), while innovative dimensions of multi-level, multi-sector, multi-actor governance (e.g. organizational models for implementing public participation or assuring transparency) are marginally taken into consideration. Key examples (of paramount importance) of initiatives which are developing sets of evaluation criteria and related indicators for the main specific purpose of assessing good forest governance at national level are the Forest Governance Diagnostics Tool developed by the Agriculture and Rural Development Department of the World Bank (ARD - WB, 2009) and the Governance of Forests Toolkit of the World Resource Institute (GFJ, 2009). Recently, a team of experts lead by FAO and the Program on Forests (PROFOR) of the World Bank has developed a comprehensive Framework for Assessing and Monitoring Forest Governance (PROFOR/FAO, 2011), which is also intended to be applied in a country' s forest sector.

At local spatial and/or institutional scales (i.e. local level), the need for evaluating projects and actions (typically and mainly in terms of efficacy of public expenses) has led to the development of sets of performance-based indicators, which are very site-/context-specific, more detached from secondary data and usually (forest certification being an exception) lacking considerations on governance key-components like distributional effects (equity), stakeholders inclusion (participation), etc. - notwithstanding forest-based emerging economic mechanisms like for example Payments for Environmental Services (PES) would strongly require information about them. Considering the fact that no well-consolidated system yet exists of simple, practicable and actionable indicators for measuring the governance quality at local/project level (where policies are implemented in practice), we have tried and developed

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a set of key-dimensions, sub-dimensions and related indicators/variables for assessing the good governance at such a local level. Our conceptual framework is based on seven key-dimensions, which we found in literature being considered particularly relevant to the new governance modes: l) Sustainable glocal development, 2) Efficiency, 3) Effectiveness, 4) Participation, 5) Transparency, 6) Accountability and 7) Capacity. For each of these key-dimensions a number of key-sub-dimensions have been identified.

Our conceptual framework, as well as a first tentative list of indicators - at that time still under development and test - have already been introduced to the international debate on forest governance (Secco et al., 2010: Secco et al. in press). The paper aims now at presenting in details the indicators and operational tools (i.e. questionnaires and semi-structured interviews) we propose to be used in assessing in practice the performances of local governance mechanisms with respect to the seven key-dimensions of good forest governance. The list of indicators have been formulated trying to scaling-down from international/national policy to projects level assessment the valuable indicators proposed by existing initiatives, both in forest (the ARD - WB, the GFI, the PROF/FAO, RIF etc.) and other sectors (the Rural Development Program of the European Commission, etc.). Methodological limits and potentials we based our choices on in formulating the method and tools are presented and discussed. Among them, for example: the necessitate to adopt an «ego-network" approach in stakeholders identification - to whom the questionnaire is submitted to; the need to find objective indicators to cross-check the information collected by means of stakeholders perceptions survey; the obstacles in scaling-up local indicators to national level assessment; etc.

The paper is based on the first empirical evidences emerging from pilot applications of the indicators set, which have been carried out in June-October 20 II in some protected areas in Europe (namely, the Dolomiti Bellunesi National Park, in the North of Italy, and the Durmitor National Park, in Montenegro). Possibly, evidences from other case-studies currently under study or preparation will also be taken into consideration (i.e. a local area managed by a Local Action Group - European Commission LEADER program in Belgium: a protected area in Bosnia & Herzegovina). According to the first observations, the set we proposed seems to be quite easy to be used, being the indicators mostly based on document analysis (secondary data sources) and only partially on direct survey (stakeholders questionnaires/interviews through Social Network Analysis, and others). As regard the various key-dimensions of good governance, we got confirmation for example about the complexity of assessing the ' Sustainable glocal development' (long term impacts need to be verified: the assessment timeframe has to be conciliate to the policy-effects one - Dwyer et al., 2008). Another observation is that, surprisingly, the key-dimension 'Transparency' seems not being so determinant in defining the quality of local governance. Other considerations on the key dimensions of good governance explored by means of the indicators are presented in the paper. Future research possibly cOlll1ected with our local-level framework and methodology are finally formulated, such as the need to estimate costs and benefits when adopted by local organizations in order to self-evaluate their performances in terms of governance; and/or when used by external auditors to evaluate projects/policy effects (i.e. effectiveness of investments). For sure, our proposal has to be refined and adapted/modified in order to fit into (and to contribute to) 'a common international framework' (PROFOR/FAO, 2011), as recommended by the international discussion on forest governance.

Keywords: good governance, assessment, institutional/administrative scale, local level, indicators.

Indicators of change: how to touch the intangible?

Diana Vötter[1,] Judith Slagt[1]

Abstract

Introduction to Sustainability and State of the Art
Sustainability is an expanding concept, which not only includes quantitative indicators for environmental, social and economic aspects. Softer aspects, often called "qualitative" or "intangible", are of particular interest when it comes to assessing the impact on sustainability from a more social responsible or governance point of view. It is difficult to find practical solutions and implementation, which stimulate sustainable development and challenge environmental and social problems.

When it comes to sustainability and forests, not only material values are important, but also more intangible services such as aesthetical, recreational and spiritual values play a role. At the Fourth Ministerial Conference, these values were recognised, and the need to preserve and enhance them through sustainable management of the forests was documented. The world commission on protected areas refers to intangible values as 'that which enriches the intellectual, psychological, emotional, spiritual, cultural and/or creative aspects of human existence and well being'.

There is an increasing demand on decision makers in forestry, regional development, policy and industry to take in a transparent way these intangible values into account in management plans and policy, because the traditional valuation methods often are not capable of ascribing values to cultural and spiritual issues.

Research question:
How can indicators reflect and measure intangible aspects?

Proposed Material and Method

Decision making and defence is a tightrope walk in which decision makers in policy and industry have to take sustainability, governance, social responsibility and various, often conflicting interests into account. Indicators are one means of quantifying certain aspects of sustainability, and Sustainability Impact Assessment (SIA) is an approach which assesses changes in indicator values caused by different scenarios. A tool with which we are working to do so is ToSIA (Tool for Sustainability Impact Assessment. http://tosia.efi.int). ToSIA is an ex-ante sustainability impact assessment tool which quantifies and compares economic, environmental and social impacts of alternative forest-wood-chains (FWCs). This is done by quantifying indicator impacts at a process level for defined status quo and scenarios, and multiplying this with the material flow at the different processes.

In the most recent development, ToSIA analyses not only the sustainability of production processes in the Forest-Wood Chain (FWC), but also in processes interacting with the FWC like reindeer husbandry, in terms of social, economic and environmental sustainability indicators.

In order to successfully apply the Tosia approach, indicators have to fulfil certain requirements. A "Data Collection Protocol" was developed, which sets the frame of how indicators for ToSIA need to be defined. This includes the following elements:

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Unique identifier, Full name of indicator, a break-down into a balanced set of sub-indicators, measurement unit (as indicator unit per process unit) for main and each sub-indicator, key definitions, system boundaries, possible data sources, calculation mode, specifications / recommendations, calculation example, expert to contact in case of questions, and useful information sources.

In an effort to cover also softer aspects for more complete SIAs, particularly when it includes studies focusing on indigenous peoples' work and/or the cultural importance of the forest based sector, cultural and social indicators were defined, with the aim of visualising the impact of rather intangible aspects.

In this work an selection of these indicators was chosen:

Sacred natural areas, Traditional knowledge, Sense of place, Intrinsic value, Cultural and Spiritual sites, Tourism, Traditional stories, Wellbeing and happiness, Biodiversity, Aesthetics, Recreation, Corruption, Effectiveness of any programs and practices that assess and manage the impacts of operations on communities, Combat child and forced labour, Human right adherence, and Indigenous rights.

They have been defined and described, including a break-down into sub-indicators and potential data sources. This concept and these indicators shall be further discussed within the scientific community, to evaluate their suitability and relevance.

Discussion

A potential hazard is that in the process of valuing an intangible aspect, their value is in fact more undermined than captured. Some knowledge and beliefs systems may be difficult to understand by an outsider, which makes it a challenge for forest professionals to assess intangible values, even more so since the defining of intangible values has its roots in Western scientific tradition, and is therefore not culturally neutral.

Since the data to measure the values of the indicators is not readily available, it might take considerable time and effort and thereby also money to gather the necessary data.

The scale of the assessment of indicators also plays a vital role, and sometimes has a multiplying effect. Where some indicators play only a minor role on a local scale, their influence on a national or international level can be much higher due to the influence it has on the image, policy or management without being directly linked back to its source.

Conclusion

In order to stimulate sustainable development and go beyond the traditional economic, social and environmental aspects, new indicators to measure intangible values must be developed. To enhance good governance and social responsibility, practical ways to capture these softer aspects of sustainability need to be established.

Analytical framework for forest law compliance[1]

Sabaheta Ramcilovic-Suominen[2], Graham Epstein[3]

Abstract

This paper presents an analytical framework for the study of forest law compliance. An inductive approach is adopted to integrate interdisciplinary theories of rule compliance with empirical research on compliance in forestry. Models of rule compliance are drawn from economic, social and psychological models of human behaviour at an individual level. The economic model highlights the role of instrumental motivations, while social and psychological models emphasise the role of normative motivations on compliance behaviour. *Instrumental motivations* are related to the distribution of benefits and costs and can alone account for compliance in cases where individuals perceive that the benefits of non-compliance are superseded by the expected costs. Costs and benefits may be monetary or non-monetary in nature, and in addition to the underlying resource benefits, they may be related to various forms of sanctions (e.g. financial fines, imprisonment) and inducements (e.g. monetary compensation, acknowledgments for compliance). *Normative motivations,* on the other hand, can vary widely and are broadly categorised into two categories; norms and legitimacy. *Norms* are further subdivided into two groups; social norms such as reciprocity, fairness and cooperation, which influence behaviour in a social space; and personal norms, which represent internalised norms, such as personal morality and values. *Legitimacy* is a further influence that has received considerable attention in the compliance literature, highlighting the importance of collective decision-making processes, the nature of rules, and the moral authority of political authority in stimulating compliance behaviour. Legitimacy regards satisfaction with the authority and with the properties of regulations in general, while satisfaction and properties of specific laws are dealt within the realm of norms.

While the theoretical models highlight factors that directly influence individual compliance behaviour, the empirical literature on forest law compliance tend to focus on influences at higher levels of aggregation, such as the group, state and even the international arena. These 'external' or contextual factors portray the role of hierarchical institutional structures on compliance, such as property regimes, corruption, and market forces to name few. Many of these factors are not directly linked to the aforementioned models of individual compliance behaviour, but play an indirect role via the phenomena of general norm conformity in groups and the activation or 'crowding-out' of normative influences. Thus the framework proposes a multi-level model where compliance occurs as a result of the interaction of motivations at the individual level and the external context that activate or suppress the motivations that influence individual decisions. At the individual level, the role of instrumental factors, norms and legitimacy is emphasised, while the role of context in structuring the motivational context of individuals is stressed at the higher level of aggregation.

The paper is broadly divided into three parts that respectively: i) review the theoretical literature on individual rule compliance, ii) review empirical compliance studies in the forest sector, and iii) integrates these perspectives to construct an analytical framework for study on compliance in forestry settings. The theoretical portion of the paper begins with compliance theory (Tyler 1990, Young 1979), and further considers models of individual rule compliance

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from economics (Becker 1968), and the interdisciplinary behavioural sciences that emphasize the influence of institutions (Coleman 1987, North 1990, Ostrom 1990, Cialdini and Trost 1998, Gintis et al. 2003) and legitimacy (Nielsen 2003, Kuperan and Sutinen 1998, Feld and Frey 2007). Accordingly the following models of compliance are outlined: (i) an instrumental model that operationalizes compliance as a calculation of individual benefits and costs associated with the compliant and non-compliant alternatives, (ii) institutional models that reflect normative preferences and constrains that are broadly grouped into social and personal norms, and (iii) political models that recognize the influence of the political environment, namely the legitimacy of political authorities, regulations, and rule-making processes.

The empirical portion of the paper reviews several existing studies on law compliance in the forest sector (e.g.: Blasser 2010, Contreras-Hermosilla 2002, Contreras-Hermosilla and Peter 2005, Tacconi 2007, Hirakuri 2003, Kishor and Damania 2007, Kishor and Oksanen 2006, WB 2006). Based on these studies thirty causes (or drivers) of non-compliance are identified and grouped into twelve distinct, but likely correlated groups. The reviewed studies are global in scale, but focus mostly on countries with high rates of illegal forest activities, and include the following regions: Amazon, Central Africa, Mesoamerica, Southeast Asia, West Africa and Europe. What emerges from this review is a set of variables associated with multiple levels of analysis (i.e. individual, group, state, international), with relatively little attention on variables at the individual level.

The proposed analytical framework (Fig. 1) integrates models of individual rule compliance with the factors identified in the empirical literature by drawing upon the literature on norm activation and 'crowding-out' (Frey 1997, Biel and Thogersen 2007). This literature, emerging mostly from social psychology, points to a relationship between the larger context of a decision, and the types of motivations that individuals use when making that decision. Thus factors like property regimes, international markets, and forest culture may influence decisions by altering the motivational structure of individuals and/or the state of individual motivations. The framework suggests that compliance is best understood as a multi-level phenomenon that depends upon a variety of instrumental and normative influences at the individual-level and the external context that serves to activate or suppress those motivations. The framework aims to advance empirical research on forest law compliance, by providing a robust tool for compliance studies at multiple levels of analysis.

Keywords: compliance, forests, human behaviour, norms, legitimacy.

Emerging bioenergy systems and change in forest governance

Jarmo Kortelainen[1], Moritz Albrecht[2]

Abstract

The fast growing bioenergy sector is reshaping the natural resource governance globally. Various interests concerning ecological effects, social equity or economic benefits collide, which indicates a need for change in natural resource governance systems. This paper focuses on how EU's policies on bioenergy and renewable resources are changing forest governance in the European North. EU aims to increase the production of renewable energy significantly to reduce CO2 emissions. The member states have received distinct targets for the share of renewable energy, and each of them operationalizes the targets in its own way.

In this paper we want to shed some light on the complexity of governance systems and discuss how an overlap of different systems may bring change to governance. The emerging EU's bioenergy governance (EBEG) overlap and influence already existing governance systems in geographically variable way in different member states. We deploy Finland, a country with a strong emphasis on wood-based bioenergy, as an empirical case. The EBEG is steered by an idea of marketization; an enactment of economic markets. The EU's policies perform markets for bioenergy with help of various guidelines, support and subsidies. In Finland, the bioenergy governance has generated novel energy wood markets which are starting to change forest landscapes and governance. Markets have gone underground, for instance, since previously worthless stumps and roots have become valuable items in the emerging bioenergy markets. We analyze EBEG from a governmentality perspective and focus on the rationalities and regimes of practice involved in the process. Governance systems are approached here as systems of translation loops; successive rounds of negotiations and operations aiming to transport and adapt more general regulation, standards, criteria and practices to various geographical contexts.

Figure1. *Governance generation and loops of translation in bioenergy governance system*
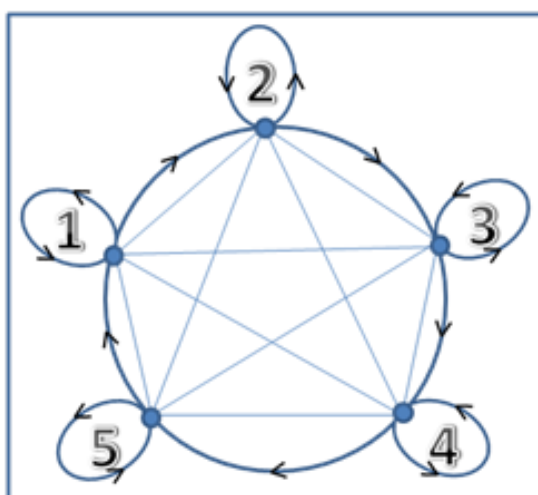
1st loop: design of the EU's targets,

2nd loop: national operationalization

3rd loop: regional operationalization

4th loop: bioenergy production

5th loop: contest of results

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In this imagery, EBEG circulates from the translation loop of EU policy design to the national and regional loops, and finally, to the loops of materialization i.e. the practices and transactions within the wood market. We argue that a problematic 'rationality jump' occurs when rationalities of climate change policies shift to market rationalities of economic calculations. With a help of the tree stump issue we discuss the challenges that externalities of the marketized EBEG and the 'rationality jumps' between translation loops create for the forest governance systems. The loops of translation involve relations, practices and agents which link bioenergy and forest governance systems to each other and reciprocally shape the systems.

The research material consists of interviews of forestry experts, scientific publications and media releases discussing the positive and negative effects of the energy use of three stumps and roots. A lively public discussion concerning the influences of bioenergy production has emerged in Finland and following topics have been on the agenda:

- the climate change benefits
- 'loss of biodiversity' -criticism
- 'loss of nutrients '-criticism
- economic criticism
- aesthetic criticism
-

The most interesting discussion has concerned the climate change issues, in other words the stumps and greenhouse gases. There has been competing calculations how the energy use of roots and stumps affects carbon emissions. Two camps of scientists have presented quite opposite arguments and calculations of the climate change benefits of the removal and burning of stumps and roots. The researchers of the Finnish Environment Institute have argued that their energy use cause similar carbon releases as coal burning. The critical argument goes as follows: stumps and roots are important carbon sinks which reserve carbon in the ground for decades. Burning releases carbon in the atmosphere and is thus against the targets of the climate change mitigation targets to decrease CO_2 emissions in a short run. On the opposite side there are academics from the Finnish Forest Research Institute who claim that the calculations should cover a much longer time scale and take account of broader view of forests as a growing carbon reserve. The both arguments are backed up by calculations of carbon discharges, forest growth and nutrient balance. The paper ends with a discussion arguing that seeing governance as a system of translation loops helps much to understand how different governance systems overlap and reshape each other.

Keywords: bioenergy governance, forest governance, governmentality, translation loops, EU, Finland

Understanding policy change within the EU multi-level governance system: the case of forest biodiversity conservation under EU nature protection policy NATURA 2000

Metodi Sotirov[1]

Abstract

The paper starts by showing that EU's nature conservation policy under the trademark "Natura 2000" constitutes a complex policy field, which has attracted the attention of a considerable number of political science scholars. Despite this attention, the relationship between EU nature protection policy (Natura 2000) and forest policy has seldom been addressed, and the interplay between policy change and multi-level governance has not been analyzed at all. Thus, the paper mainly focuses on the following core research questions: (i) How, when and why EU forest biodiversity policy has developed/changed/ stayed stable? (ii.) What EU forest biodiversity policy outputs and outcomes have emerged and why? (iii.) What are the implications for theory-development and practice?

To address these research questions, the paper provides further a theoretical and empirical examination of policy change and its relevance for the analysis of European woodland-related nature conservation policy. The main focus will be on describing, understanding and explaining EU forest biodiversity policy-making and governance at the supranational (EU) level taking also into account its interactions with the global and national levels over time. In particular, a conceptual and methodological framework will be presented that seeks to account for (the interplay of) different agent-based (e.g. actor networks, ideas/interests, strategies) and structural (e.g. institutional, socioeconomic and political developments, power resources) factors and processes (causal mechanisms) by which EU forest biodiversity policy changes and/or remains stable. Moreover, the paper will seek to analyse and understand what policy outputs and outcomes (direction, degree and time/tempo of policy change) follow.

The conceptual framework to be presented will seek to build an integrative theoretical concept starting with the Multi-level Governance Theory (MLG) (Marks, 1993; Marks and Hooghe, 2000) as the most recent conceptual innovation of EU policy-making process and European integration and governance. Yet, since the MLG still remains vague and/or descriptive concept (metaphor) that lacks fully elaborated theoretical foundations (e.g. causal mechanisms and accounts of policy development) (Fairbrass and Jordan, 2004), it will be considered more as an analytical framework than a stringent theory as such. Thus the MLG will be upgraded with more elaborated theoretical accounts of the policy-making process.

First, by drawing on the conceptual model of policy paradigms by Hall (1993) the changes and stability in the policy goals, instruments and specifications of the EU forest-relevant biodiversity policy will be analysed from a historical-institutionalist perspective. By doing so, a detailed account of EU forest biodiversity policy content changes over time will be offered.

The discovered changes and/or stability of EU forest biodiversity policy goals, policy instruments, and policy specifications will be than connected to multi-level governance processes in order to fill theoretical gaps.

For analysing the processes of changing EU forest biodiversity policy in the multi-level governance system, the research will be mostly informed by the Advocacy Coalition Framework (ACF) (Sabatier 1988, Sabatier & Jenkins-Smith 1999; Sabatier & Weible 2007) integrating cognitive-driven actor networks' strategies, competing policy ideas (paradigms, discourses), (de-)stabilizing institutions and structural developments. However, the ACF will be further developed (or confronted) with the Veto Player Theory (Tsebelis 1995, 2002) in

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order to account for interest-based explanations as regards how political institutions and actors influence policy changes in the EU multilevel governance system.

To inform the empirical analysis and contribute to theory-development, the paper will apply qualitative methods such as: (i.) 30 semi-structured key informant interviews with representatives from EU institutions and interest-groups (mainly for the process-tracing and stakeholder analysis of the EU forest biodiversity decision-making processes, but also for the analysis of policy content changes); (ii.) content analysis of documents and archival records (mainly for the analysis of the policy content changes, but also for the process-tracing), (iii.) secondary data analysis (mainly for the reconstruction of the structural factors such as socioeconomic developments, changes in EU institutions (e.g. following from EU treaties), public opinion).

The empirical results from the key informant interviews and the content analysis will cover the following topics: (1.) History of the Habitats Directive policy formulation; (2.) Assessment of Habitat Directive/Natura 2000 policy content and its development over time; (3.) Implementation of the Habitats Directive as regards forest habitats; (4.) Integration of Habitats Directive/Natura 2000 policy into EU forest policy and management and resulting changes over time; (5.) Role of the different actors in the policy-making process; (6.) Cooperation and conflict in the politics of forest relevant Natura 2000 policy formulation and implementation; (8.) Relations between EU and national levels as regards the formulation and implementation of the Natura 2000 policy/Habitats Directive in forests.

In conclusion, the paper will discuss the empirical results against the integrative theoretical approach as regards its analytical power to understand the EU forest-relevant nature conservation policy development over time in the multi-level governance processes; the role of actor networks and knowledge (ideas) at different political levels in interplay with EU nature conservation policy, and the effects of different political institutions on change in the EU's nature and forest policy.

The notion of governance in the new forest regime of Quebec (Canada)

Luc Bouthillier[1]

Abstract

Quebec's forest policy officially acknowledged the notion of governance with the adoption of a new forest regime in March 2010. Besides a willingness to favour market mechanisms for wood allocation and a commitment towards ecosystem-based forest management, the Government established a governance system enabling local actors to participate in the decision-making process. About forty integrated forest management local committees (Tables locales de gestion intégrée) were created on about 45 M ha of publicly owned commercial forest in Quebec. These committees include representatives from an array of interest groups. These committees' are articulated around principles aiming at consultation effectiveness. The committee intends to facilitate networking between actors to achieve a better dialogue and collectively define orientations for the future of the concerned areas. However, the terms of these partnerships between the State and the local stakeholders involved remain blurred. The State counts solely on the civic dialogue to identify local expectations and problems. It abstains from formally defining the collaborative learning process expected from actors involved in the partnership. The capacity of these committees to redefine problems and solutions seems very limited, if not absent. The relation between the members of these committees and the State representatives remains consultative, with the State remaining in charge of the decisions translated into forest management plans. Moreover, no role is specified from the committees' members for the implementation and the monitoring of the plans emerging from the consultation process. In a near future, it seems predictable that actors will demand policy revisions to concretely define the partnership between local actors and government representatives, reminding us that the partnership, at the heart of governance, goes beyond consultation and includes action.

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The political context of REDD+: a comparative analysis

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Abstract

Reducing emissions from deforestation and forest degradation (REDD) as a concept was for the first time proposed during the COP 11 in Montreal (2005). The submission was led by a group of countries, namely Papua New Guinea and Costa Rica. The main idea of the scheme was to provide positive financial incentives to countries that would reduce emissions through avoided deforestation and degradation, and compensate these countries based on their performance via carbon credits. In order to qualify for these financial compensations, countries have to prepare (and later implement) national REDD+ strategies.

This study provides a comparative analysis of the national policy processes which lead to the formulation and proposed implementation of domestic REDD+ strategies. The research is currently underway in nine countries (Indonesia, Vietnam Nepal, Cameroon, Tanzania, DRC, Brazil, Bolivia, Peru), and partial analysis is undertaken in three additional countries (Mozambique, PNG and Burkina Faso). The research investigates how the effectiveness, efficiency and equity outcomes of REDD+ national strategies depend on existing governance conditions, including the actors involved in formulation and implementation, the mechanisms and structures. More broadly, it analyses how the institutional context, the discursive practices and macro-economic conditions of the countries affect national policies. In this paper we will argue that the extent of political commitment, the internal power dynamics and the existence of mechanisms for policy learning, are key factors to explain how and why or why not transformational change in and beyond the forestry sector can be induced by the introduction of a global mechanism like REDD.

In particular we will present results from a) the contextual policy analysis provided by desktop review and key stakeholder interviews. Special attention is given to the extent to which governance and institutional conditions enable the countries to address the main drivers of deforestation; b) the analysis of the treatment of REDD-Plus related issues in major national media outlet that is aimed at identifying the dominant policy discourses (and counter-discourses) in relation to REDD issues. The media analysis gives a broad overview of how policy debates in the REDD policy domain are framed in single countries. It provides the context for the more detailed policy network analysis, and allows us to assess broad temporal dynamics of how frames have evolved over time.

A preliminary assessment of the contextual conditions in the different countries shows common and widely shared challenges, but also country specific features. Political systems and regime types in the different countries vary strongly (for example one party system in Vietnam) and federal challenges are shared by a number of countries (Brazil, Indonesia, DRC, etc.). Also the ongoing processes of decentralization and recentralization of forest resources (Indonesia, etc.) as well as colonial and post-colonial impacts on land tenure vary. In basically all REDD+ countries problems of good governance and good forest governance are reported (see Kaufmann et al.). National policies and measures facilitate deforestation and degradation in all the 11 GCS-REDD countries even though quantified data about sectorial contributions to deforestation are not yet available (except PNG). Revenue sharing mechanisms are still uncertain and the coordination capacities are still weak. MRV systems are not yet operational, except in Brazil. Former reform efforts in the forestry sector have often failed or the new

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policies have not been or only limited implemented. The results of the media analysis show that most of the countries had low attention towards REDD+ or Climate Change before 2007, and over time, discussions on REDD+ shifted from international to national topics. The main topics presented in the article frames show a strong focus on political and financial interests. We could identify only a few motivational or symptomatic frames and countries' approaches towards REDD+ and the importance of 3Es vary strongly. The government in each country is perceived to be the most influential actor, even though in some countries the role of private companies and the business sector in general is quite significant (for example Indonesia) but this is not reflected in the media. Almost all of the countries are optimistic towards REDD+ scheme (except Bolivia that rejected REDD+ as a market based idea). Discourses on REDD+ seem to be strongly dependent on the policy advances of REDD+ in the country and the interests of key actors involved in its design. One of the identified groups of key policy actors present in all countries are agents of international organizations.

An analysis of how a process of reducing emissions through avoided deforestation and degradation (REDD) interacts with the political context brings up a number of key issues. The REDD debate at the national level seems to be directed towards the international frame and little national ownership over the reforms has become visible in our analysis. It seems that lessons from earlier policies and reform processes have not been taken into account in most of the researched countries, and policy learning is quasi non-existent, also because no mechanisms could be identified to facilitate this. Actor constellations as in the case of Indonesia, with its deeply entrenched forest business and political party system, limit the potential for transforming a business-as usual scenario in and on forested land. A political system as in Vietnam may allow the enforcement of REDD policies as political commitment seems to be strong, but in terms of equity, and efficiency, questions arise about the quality of change. In all country cases it is the context and the internal power constellations that determine the degree to which learning and change is possible. Without building constituencies for national ownership of such reforms among the associated domestic institutions and actor groups, across levels, there is a danger that REDD will continue to be perceived as a donor-related activity without achieving the intended transformational change.

Key words: comparative analysis, political economy, REDD+, transformational change, forest sector reform, discourse

How to articulate global and sector-based governance changes-the case of post-socialist forest policy addressing private forestry

Laura Bouriaud[1], Liviu Nichiforel[1], Gerhard Weiss[2]

Abstract

Forest governance changes in Eastern and Central Europe cover two categories of institutional re-arrangements that happened almost simultaneously in the latest two decades.

The first one is specific to the former socialist countries and it happens at the national scale: the transition to the market economy has imposed a deep reforming of the State and of the means of public action. In socialist period, the governance of the forest sector has been characterized by the dominance of the public ownership (private forest ownership was allowed only in Poland and Slovenia) and by top-down decision making, based on command and control mechanisms (UNECE/ETTS, 1999). Many of the governance changes were related with the reform of the property rights and consequently with the mechanisms for resource allocation (Bouriaud and Schmithüsen, 2005) that imposed to the forest sector to accommodate with the logic of the market and profit maximization. Thus the need for change in forest sector was driven by factors which were largely exogenous to it (World Bank, 2005).

The second significant change concerned the general transformation of the forest governance in Europe, from government to governance, under the evolution of society but also under the influence of the international regime of forests (Glück, 1996). The change in the governance involved a soft, incremental evolution towards decentralized, bottom-up formulation of public policies. This new approach in making collective choices is based on an increasing role of the components of civil society (business, environmental, social and other organized interests), increased role of voluntary-based instruments and soft laws (Clapp, 1998; Coleman and Perl, 1999; Shannon, 2006). None of these were guaranteed in former socialist countries, till 90'ies governed by top-down regulatory policies and repressive actions on any civil society development.

Therefore the question appears how the forest sector in ECE countries has integrated these two types of governance changes? How the forest sector has accommodated itself with the contrasting discourses of private forest sector development and the regulation of forest public services? Which institutional changes appeared to witnesses a shift from government to governance? Which of the two governance changes has mostly shaped the policies addressing private forestry in Eastern and Central European countries?

The study combines the constructivism framework developed by Murrel (1995), Jobert and Muller (1987) (the public policies result as a common construction of sense by the main national stakeholders dominating a sector) with the institutional analysis and development framework (Ostrom, Schalger and Ostrom) to understand the changes in the decision making at the constitutional, collective-choice and operational level that have appeared after the fall of the communist regime. We have studied the rules (understood as regulations, legislation and procedures, relevant to a certain policy domain - Giddens, 1984; Ostrom, 1999) pertaining to private forestry in eleven ECE countries, in decomposing the system of restrictions according to the economic rights affected (access, withdrawal, management, exclusion and alienation) and their evolution over the latest two decades. Only rules restricting the use of private amenities (e.g. timber) were considered.

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The analysis shows that forest sector in ECE countries has achieved a recognition of the forestland and the forests as a special field of public intervention, dominated by a rather 'conservative' referential. Not only the privatization and liberalization were the exception, not the rule, in forest sector, but additionally the State attempts to regulate and control any type of forest resource flow. Secondly, in all the countries the articulation of State exigencies and private sector development needs is relegated to the forest management planning. Management rights of private forest owners are therefore subject to collective-choice decisions. The analysis of the degree in which the forest owners may influence the decision-making in the forest management planning shows that the "conservative" forest-sector referential finally succeed to overcome the global referential of market rule and free private entrepreneurship, while new governance mechanisms that would lift up forest owners interests in policy process are still missing or poorly implemented. However, global referential is moving forward with several EU initiatives targeting private forestry, e.g. policies on renewable resources and mobilization of small-size wood, and the classical approach of forest management planning is strongly challenged by the new societal needs (Mermet and Farcy, 2011). Discussion remains open how the forest sector will react/adapt to the new external changes.

The intersection of hard and soft law on forests in the Americas: assessing the transition from coexistence to convergence to coordination

Kathleen McGinley[1], Frederick Cubbage[2], Erin Sills[2], and Steve Ruddell[3]

Abstract

It is increasingly accepted that no single policy or institutional approach will solve the world's forest related problems. Yet, in practice, questions remain about the intersection of policy approaches and their impacts on forest sustainability and livelihoods. Consequently, we review hard and soft law on forest use and protection in the Americas, examining recent developments in structure, implementation, and impact, as well as their relative influence, convergence, and coordinated overlap (i.e., co-regulation). The study includes cases from South America (Brazil, Peru, Uruguay), Central America (Costa Rica, Guatemala, Mexico) and the United States (North Carolina, Oregon, Wisconsin).

While the 1992 United Nations 'Earth Summit' in Rio de Janeiro did not produce a convention for forests, it did solidify the precepts of sustainable development and sustainable forest management (SFM) as the widely accepted paradigms for natural resource management and protection. Since then, most countries in Latin America have significantly revised their legal frameworks on forests to better achieve SFM. Yet, despite long-term efforts to advance govern-mental regulation of tropical forest management, inadequate enforcement and implementation resources, rampant corruption, extra-sectoral influences, and other entrenched stumbling blocks are rightly criticized for continuing rates of deforestation and forest degradation. These critiques of governmental capacity are not unique to the poorest developing countries, however, and have been leveled at countries in transition, and even developed countries.

More recently, a broader approach to forest governance that centers on national governments, intergovernmental entities, and hard laws (e.g., governmental regulation); communities, nongovernmental organizations, and soft laws (e.g., voluntary environmental programs (VEPs)); and the interaction of these policy participants and instruments has been suggested as an integrated institutional approach that can better achieve forest conservation and sustainable management goals. As such, based on theoretical underpinnings (e.g. Gunningham et al. 1998, McDermott et al. 2010) and empirical review, we analyze and compare the content, structure, and approach of forest law and its recent developments in the selected case study jurisdictions, and discuss the related challenges of implementation and the implications for achieving SFM in terms of environmental, economic, and social aspects. Similarly, we review developments in forest certification and corporate social responsibility (CSR) as model instruments of soft law (e.g., Cashore et al. 2005, Vogel 2008, Lister 2011). By and large, these institutions (and their related theories) have evolved from governmental regulation of public goods to non-state market driven policy approaches through to co-regulatory governance mechanisms for natural resource conservation and sustainable management.

We examine the merits of these theories based on current detailed reviews of policies and related directives and extensive field experience through the Americas. The case study jurisdictions represent a spectrum of ecological, social, economic, and political characteristics, providing a rich context for assessing the merits of different theories of forest policy and implementation and allowing practical inferences for other jurisdictions. Finally,

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we assess the transitions in forest governance from central government, to CSR/VEP programs, to co-governance among these hard and soft laws and policy actors, and identify the contexts and factors that have enabled or prevented them in achieving mutual SFM goals and benefits.

Improving forest governance: creating the right conditions for change

Godfrey Alumai[1], Tuukka Castren[1], Nalin Kishor[1], Ken Rosenbaum[1]

Abstract

Synopsis: *In the context of forest governance reforms, making the move from knowledge to action is a tough task, fraught with uncertainties and unknowns. Yet creating the right conditions for change is a challenge that needs to be confronted by governance practitioners. This paper proposes a set of principles which contribute to creating a climate conducive for change. It then assesses their importance by drawing upon World Bank experiences from a number of countries.*

The challenge of improving forest governance: It is true that poor governance frequently stands in the way of achieving positive development outcomes in forestry, and improvements in governance would have a transformational impact in reducing poverty, conserving biodiversity and preserving global public goods values associated with forests. With the recognition of the importance of improving governance also comes the realization of the difficulty of the task-especially so in states characterized by lack of respect for the rule-of-law, political fragility and prevalence of conflicts. While it is relatively easy to sense that there is a governance problem, it is much less easy to ascertain the critical problem areas and what it will take to correct these problems. And even when this is understood, there remains the challenge of how to move from diagnostics to implementation/action.

The constraints to ensuring that reforms will take root and continue unimpeded can arise from many factors. Ideally, governments should supply the driving force for governance reforms, but bureaucracies often suffer from huge inertia, and political leaders often give limited attention to the forest sector. Vested interests that benefit from the status quo will sabotage attempts at reforms. Stakeholders who will likely benefit from change may hesitate to speak up, being sceptical about success, worried about backlash, or weakly empowered to express support. The inertia, lukewarm support and outright and covert opposition combine to cripple any attempts at getting action. These and other constraining forces need to be considered and countervailing measures incorporated in any implementation plan.

Effecting a Change for the Better: Creating the right conditions for reform is an inexact science at best. No tried and tested recipes exist and clearly each case will have its own special characteristics and require customized approaches. Nevertheless, some general principles which will likely facilitate change and improve the chances that it will be sustained (in the forest sector) have been proposed. These include:

P1: Strengthen the political will for action. This principle recognizes that the state has to be serious about reforms and provide the driving force. However, without the right "entry points" and incentives, it is unlikely to provide this commitment.

P2: Encourage partnerships and promote participatory processes. Multi-stakeholder fora sharpen the analysis of the governance challenge and ensure that the best thinking goes into seeking solutions. Participatory processes help build consensus on key areas requiring attention, and sometimes on the specific actions to be undertaken. Even if people can only agree on broad points, dialogue and consensus can foster formation of coalitions for change.

P3: Ensure availability and access to information. This principle recognizes the power of high quality, publicly available information in promoting an informed debate and call to action.

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P4: Promote transparency and accountability in the implementation of reforms. This principle recognizes the need for horizontal and vertical accountability in implementation. As an example, some M&E responsibility can be devolved to stakeholders so that the impacts of changes are reliably tracked and widely shared. The use of "crowd-sourcing" and other available ICT approaches is opening up new options for public participation in accountability processes.

P5: Identify and promote "ambassadors for change". This principle recognizes the importance of involving high-profile individuals of impeccable credibility-leaders inside and outside of government-to support and promote the intended reform plan.

P6: Harness international initiatives to motivate national reforms. This principle recognizes the leverage provided by international forest governance processes (FLEG, FLEGT, VPAs, Lacey Act, etc.) to drive country level reforms.

Scope and empirical foundations: This paper will draw upon World Bank experience in this area over the last 10 years and will assess the importance of the above principles from an empirical perspective. Bank engagement in various countries (both, successful and not-so-successful) will be analyzed for lessons learned. The paper will discuss the role of political-economy analysis in designing an implementation plan. It will provide guidance on tailoring approach to context. It will also focus on the role of international development agencies as catalysts for change in forest governance.

Keywords: Governance reforms, political-will, participatory-processes, information, transparency, empowerment.

Factors changing the fragmentation of global forest governance: developing a multi-disciplinary methodology for its comprehensive analysis

Lukas Giessen[1]

Abstract

Introduction and theoretical background

This contribution will shed light on the change of global forest governance from little international forest policy in the 1980s to an evolving forest regime (Humphreys 1999) to a fragmented international forest regime-complex (Rayner et al. 2010). It aims at developing a methodological approach to the fragmentation of global forest governance, which acknowledges that multiple factors contribute to this fragmentation. It hence proposes a multi-disciplinary methodological approach to the analysis of fragmentation using the case of the international forest regime.

Global forest governance comprises all the formal and informal, public and private regulatory structures (i.e. institutions consisting of rules, norms, principles, decision procedures) and the interactions between public and private actors therein, which are concerning forests as an issue at global level (own definition inspired by Brown 2001, Glück et al. 2005, Chan/Pattberg 2008, Giessen 2010, Werland 2009, Böcher/Giessen/Kleinschmit 2009, Arts/Buizer 2009, Humphreys 2006, 2009, Giessen/Krott unpublished). This definition brings the concept of global forest governance close to what political science scholars refer to as an international forest regime. According to Krasner (1982, 186) international regimes are "sets of implicit or explicit principles, norms, rules, and decision-making procedures around which actors' expectations converge in a given area of international relations". In this vain Humphreys (2006, 190) based on Krasner's regime definition sees the following key elements of an evolving international forest regime: Hard legal instruments, such as the UNFCCC, CBD, GATT/WTO and CITES; Soft international law, like the UNCED Forest Principles, Agenda 21 Chapter 11, the IPF/IFF Proposals for Action, and UNFF resolutions and; Private international law, such as the legal chain of custody of the FSC.

Because, however, the forest regime is not based on a single regulatory framework, but consists of these multiple elements, recent scholarship has proposed to speak of an **international forest regime-complex** (IFR-C; Rayner et al. 2010, Glück et al. 2010, Howlett et al. 2010). This can be understood as a set of specialized regimes and other governance arrangements that are more or less loosely linked together, sometimes mutually reinforcing but at other times overlapping and conflicting (Keohane/Victor 2010 c.f. Rayner et al. 2010). As a consequence **fragmentation** is the main characteristic of the IFR-C (Giessen/Krott unpublished, similar Humphreys 1999, 253; 2001, 2006).

Political science scholars lately have advanced fragmentation as a research subject and developed it into an analytical concept. Biermann et al. (2009, 16) define fragmentation as being characterised by "a patchwork of international institutions that are different in their character (organizations, regimes, and implicit norms), their constituencies (public and private), their spatial scope (from bilateral to global), and their subject matter (from specific policy fields to universal concerns)". This understanding of fragmentation, however, does not pay due attention to the multi-dimensional aspects fragmentation is facing in the forest case. Fragmentation of global forest-related rules and norms may in fact stem from factors such the diversity of international institutions in an issue area, public and private actors and the subject

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matter (see Biermann et al.'s definition). But in addition to the factors derived from political theory it may also be influenced by international legal, economic, informational, historical and on-the-ground forest managerial factors. Such factors are politically relevant, but cannot be analysed by political science methodologies alone. By providing insights into politically relevant data derived from other research disciplines' methodologies these additional factors have the potential to enrich political analyses of fragmentation and even deepen their lines of argumentation. These additional factors, however, are only touched upon by Biermann et al. (2009), and their concept of fragmentation is somewhat over-demanding in order to facilitate analyses of fragmentation in other empirical fields (Giessen/Krott unpublished). Hence a broader methodological approach to fragmentation shall be proposed here for making the concept more easily applicable to other empirical cases and making it more compatible for multi-disciplinary analyses.

Fragmentation of the IFR-C and its specific analytical dimensions of fragmentation

Based upon the abovementioned critique this contribution proposes to focus a *comprehensive* analysis of fragmentation and its causes on factors derived from political theory as well as from politically relevant factors, such as legal, economic, informational, historical and forest managerial factors:

Purely political factors: Recent scholarly work shows that global forest issues and the IFR-C are influenced by the actors' policy ideas and discourses (Arts et al. 2010, Arts and Buizer, 2009; Kleinschmit et al., 2009, Giessen et al. 2009, Humphreys, 2009, Mert 2009, Medina et al., 2009). It is argued that forest policy discourses, understood as (dominant) ideas, concepts and categorisations in a society that give meaning to reality and that shape the identities, interests and preferences of individuals and groups, are an essential part of global forest politics (Arts et al. 2010, 57). But also nation sates and their representing bureaucracies are reported playing a crucial role in how forests are put on international agendas in different arenas (Singer 2008, Hofmann 2004, Gulbrandsen 2003, Werland 2009, Hogl 2000, 2002, Hogl et al. 2009, Davenport 2005, Hudson/Weinthal 2009, Giessen 2008, Giessen/Krott unpublished). And lastly different types and goals of forest owners (Krott 2005, Schraml/Volz 2003, Ziegenspeck et al. 2004) as influential non-state actors in the issue area of forests can be expected having an influence on the shape and even more importantly on the implementation of global forest policy. At least in the western countries private forest actors and institutions (e.g. ownership and the strongly protected right to private property) are crucial factors in the formulation and implementation of global forest policy (Pattberg 2007).

International legal factors: The system of international law in itself is highly fragmented (UN International Law Commission 2006). From a legal perspective the IFR-C is fragmented in two ways: i) between the trade/resource regimes and the environmental regimes and ii) within the environmental regimes (UNFCCC, CBD, UNFF, Stoll unpublished). Additionally, the primacies and more advanced nature of some international norms over others (e.g. international trade regulations over environmental norms; existence and strength of dispute settlement procedures and sanction mechanisms; degrees of concreteness of competing international norms) even enforce this fragmentation. Consequently, the fragmentation of international law is also a crucial determining factor for the political dimension of fragmentation.

Economic factors: Timber is the primary commodity of forests around the globe and accounts for the largest share of international trade volume-wise. These enormous global trade activities indicate that a clear distinction exists between timber production and consumption, creating centres of high supply and others with high demand of timber and leading to distinct consequences in different countries' and region's forests (Kastner/Erb/Nonhebel 2011). The

markets and actors surrounding any of these centres can be assumed having distinct policy preferences and influence on the shape of the IFR-C, hence adding to its fragmentation.

Informational factors: Any political decision is based on the deciding actors' state of knowledge and information. Within international regimes in general and the IFR-C in particular information exist on some aspects (e.g. standing timber volume), while they are missing or still inaccurate for other aspects (e.g. sound methodologies and information on the state of forest biodiversity and CO_2 sequestration, see Mitchell 1998 and Tomppo et al. 2010). Additionally, competing information and knowledge claims exist on identical aspects of the state of the world's forests. These are either due to different methodologies used in generating the information or due to different levels of data accuracy and precision. This contradictory and hence fragmented information are then used by actors in political discourses to support their specific goals, thereby enhancing the degree of political fragmentation (Grundmann 2009, Lövbrand 2009, Klenk and Hickey 2010, Guldin 2003, Krott 2010).

On-the-ground forest managerial factors: Following the earlier argumentation regarding the role of different types of forest owners and their distinct goals in the formulation and implementation of forest policies (Krott 2005, Schraml/Volz 2003, Ziegenspeck et al. 2004)it becomes obvious that the diverse forest owners' approaches to forest management also have an influence on whether and how the IFR-C may be implemented on the ground. The diversity of silvicultural paradigms and underlying ideologies such as e.g. the Swedish vs. the German tradition of silviculture (Brukas/Weber 2009) and different silvicultural practices among different types of forest owners (e.g. the family forestry approach vs. the etatistic model of state forest service) all contribute to the fragmentation of the IFR-C especially during the implementation stage at national and local levels.

Historical factors: Finally, the different occurrences and degrees of fragmentation in international forest-related norms and regimes at different points in time are interesting from a comprehensive analytical perspective. In fact no historical factors per se exist. Rather, the abovementioned political, legal, informational, economic and managerial factors have been in place also in the past, yet at varying degrees of influence over time. Consequently, shedding light on each of these multi-disciplinary factors influencing the fragmentation of the IFR-C at present and selected points in the past also carries analytical value for a comprehensive analysis of fragmentation of the IFR-C. Especially it allows for comparison of intra-factor comparison of their contribution to fragmentation over time and for conclusions on the persistence and dynamics of regime fragmentation over a long period of time.

Conclusions: Multi-disciplinary methodology for an improved political science understanding of regimes fragmentation

This contribution finds that existing concepts of regime fragmentation are rather narrow and of a mono-disciplinary focus. By this their transfer to other empirical fields of inquiry are inhibited and more multi-disciplinary analyses are hampered. Thus, it is concluded that a wider methodological approach to fragmentation is needed for analyzing the fragmentation of the IFR-C. This multi-disciplinary concept of fragmentation proposed here will bring together researchers from multiple disciplinary backgrounds, who see forests and their interactions with humans as their primary research subject. This multi-disciplinary approach shall be subject to further discussions during the conference.

New modes of governance in the Bavarian Alps: symbolic change with unintended consequences

Kathrin Böhling[1], Monika Arzberger[1], Dominik Himmler[1], Klaus Wagner[1]

Abstract

In Germany, the state of Bavaria started more recently experimenting with new forms of governance in forest policy. In a number of pilot programs, early involvement of different stakeholders is now considered crucial to achieve intended objectives (e.g. protection of bio-diversity, avoidance of natural hazards, or adaptation to changed climate conditions). One of these experiments concerns the so-called "Mountain forest offensive" ("Bergwaldoffensive"). It was launched in 2008 by the Bavarian Ministry of Food, Agriculture and Forestry to restore the protective function of the vulnerable mountain forest in light of climate change. To achieve this aim and create a general sense of ownership in the overall process, the mountain forest offensive envisions involvement of different stakeholders at local level (e.g., local authorities, foresters, hunters, nature conservationists, tourism associations).

Involvement of stakeholders is organized in different ways by the locally-operating state offices for food, agriculture and forestry ("Ämter für Ernährung, Landwirtschaft und Forst"). Whereas in some areas steering committees were created to define and oversee the implementation of the specific measures, small and rather informal working groups emerged in others. Moreover, means for mediation have been made available to accommodate potential conflicts among the participating stakeholders. In practice, however, these means were not enacted. Finally, the forest mountain offensive introduced the role of project management to establish communication and cooperation, including conflict management, across the relevant sectors ("Bergwaldmanagement"). As the state offensive was progressing, the incumbents of project management turned out to play a core role in the overall process. To help the project managers in their task as facilitators, a special training program was created by outside experts in a complementary project. Participation of the managers in the training programs was voluntary.

The emphasis on participation and collaborative forest planning in the mountain forest offensive goes somewhat uneasy with the historically-grown, government centered top-down approach in this field (see Franz 2010; Suda 2002). Simultaneously, however, there was also the widely shared perception among foresters that different instruments than those of the past were perhaps more useful to successfully restore the protective function of the mountain forests. With a view on new modes of governance in forest policy (e.g. Hogl et al. 2008; Raitio 2011), the paper's major concern therefore revolves around possible impacts of the mountain forest offensive in the relevant state offices. Empirical evidence of research (2009-2011) conducted at the chair of forest and environmental policy at Technische Universität München (in co-operation with the Bavarian State Institute of Forestry/LWF) reveals mixed outcomes as to whether and how change was triggered upon implementation of the mountain forest offensive. The general trend is that the established 'policy arrangement' in this specific field with its prevailing discourse, coalitions and oppositions between the actors involved, their resources (e.g. authority, money, knowledge) and rules of the game (Veenman et al. 2009) dominates implementation of the mountain forest offensive at local level.

Apparently, decided measures in the mountain forest offensive center a lot of times on forest conversion and are locked into the age-old conflict between hunters and foresters to the neglect of other potential players and concerns in the field. Participatory elements are adopted

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in a changing environment of reduced government spending and the 'participatory turn' in environmental policy in order to strengthen the state's role in forest policy. They are 'ideology' of current Bavarian forest policy that tends to be decoupled from the established way of forest management in the Bavarian Alps (see Böhling 2009; Brunsson 1989). Symbolic rather than fundamental change is therefore the likely outcome of experimenting with stakeholder involvement in Bavarian forest management.

Yet, important differences seem to emerge as to the ways in which symbolic change is playing out at local level in the mountain forest offensive. Whereas in the eastern areas, a slow uptake of the offensive, frustration among project managers, and political pressure from the top to deliver results at the implementing levels dominates the picture, participating areas in the West of the Bavarian Alps act more entrepreneurial. The official stakeholder rhetoric of the state offensive is used strategically to further own interests and to alter the regional state office's image vis-à-vis other administrations and players in society.

Beyond these characteristic of symbolic change, however, and in contrast to the other regions, substantial re-orientation of forest management seems to be taking place as well. Although forestry in Bavaria is traditionally conducted in a top-down and hierarchical fashion with strong responsibilities for government actors and a view of policy addressees as mainly recipients of funding programs, co-decision making with an enlarged group of stakeholders is now frequently practiced in the Western Alps of Bavaria. That hierarchical steering is met by cross-sectoral partnering with stakeholders results in disputes among the relevant forestry administrations at regional level. Co-decision making with different stakeholders in mountain forest management and emergence of bottom-up practices resemble 'unintended consequences' (see Merton 1936) rather than initial goals of the mountain forest offensive.

Both, the efforts to make symbolic change work and the conditions under which unanticipated results occur require further attention in the field of changing governance forms in forest policy. To explore these, a cross-case analysis will be conducted with a focus on two exemplary areas: one in which the past clearly dominates the present and stakeholder involvement becomes relevant only upon pressure from above vs. one in which entrepreneurship from bottom-up fuels stakeholder involvement with unintended consequences for the substance and organization of regional mountain forest policy.

Empirically, the paper draws on extensive field work in the above mentioned projects and additional semi-structured interviews with project managers and staff in the locally-based state agencies for agriculture and forestry. It is framed within the more recent work on 'institutional entrepreneurship' of institutional theory in organization sociology (e.g. Dorado 2005; Lawrence and Suddaby 2006; Lawrence et al. 2009).

REDD, payments for environmental services (PES) and "carbon rights"

Alain Karsenty[1]

Abstract

Even though REDD has not received yet operational architecture and rules, it is likely that its governance will lie on two pillars: national policies/measures aiming at tackling drivers of deforestation; and PES/PES-like programs aiming at preventing individuals and communities to convert forests in other land-uses. Where communities are involved in the land-use change process, contracting for PES will lead to *de facto* recognition of some property rights on the forest land, namely management and exclusion rights, and the piece of land targeted should be mapped and, possibly, demarcated. Such *de facto* recognition will exacerbate the tension between the *de jure* public ownership of most forestlands and the recognition of property rights entailed in PES contracts, and will pave the way for a bottom-up process of progressive and collective privatization of such lands. Some analysts suggest enlarging this recognition of rights to the "carbon" stored, echoing the claim of low-deforestation countries to be remunerated for the carbon stock their forest contains. Such an approach in the name of the "environmental service" provided by the forests independently of the policies and practices of stakeholders, has received a large support, probably because it matches both the expectations of potential "carbon *rentiers"* and the agenda of communities rights' advocates who see in "carbon rights" allocation a case for land-tenure justice.

This communication argues that defining "carbon rights" to be allocated without regard to effective change of behaviour vis-à-vis the forest ecosystem is questionable. Economic rationality would argue that a stock (the forest biomass) cannot open upfront right to carbon payments, those last being derived from the difference between a "business-as-usual" scenario and the verified result of a new practice. "Carbon rights" are, therefore, strictly conditional, linked to efforts (involving opportunity costs) and cannot be recognized or allocated *a priori*. Any other choice would generate mere rent-seeking strategies and would lead to high inefficiencies with respect to the initial goals of the REDD mechanism (large amounts of payments will go to some who would have not deforested in any case), whatever its architecture. In that respect, any comparison with 'land rent' would be inappropriate, except if the agenda is not about efficacy but, indirectly, about radical changes in land ownership.

However, linking carbon rights to a positive opportunity cost to conserve the forest can be criticized from an equity standpoint: it would exclude from REDD payments some indigenous people whose lifestyle and productive practices does not represent a threat for the forest cover. There might, here, be a trade-off between efficiency and equity. This trade-off will be discussed based on the experience gained in PES programmes throughout the world.

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Plus ça change, plus c'est la même chose

Peter Edwards[1]

Abstract

In forest and forest-related governance, change has been and can still be seen as both a goal and a result, and is here understood as a consequence of the dynamics of discourses, actors, rules and resources in a specific forest policy area. The development of a Legally Binding Agreement (LBA) through Forest Europe has been heralded as a needed change in order for forestry to move forward and gain the public and political visibility that it needs and desires. In this proposed new forest governance regime, change is definitely a goal – a change in the way we think about forests. Will this be where change ends or will we actually go further and succeed in changing the way we work and play in forests; changing the way we manage forests?

In reflecting on governance processes in general, there can be substantial disconnect between the goals that are set and the change that is actually occurring. To further clarify, this disconnect between goals and results increases as the spatial and temporal scale of the governance 'initiative' increases. At the local levels, locally initiated goals and results are often well matched, appropriate for that specific context, and easy to understand. When and where there are disconnects at the local level, the possibilities for policy learning would appear to be greater and a more effective means to improve the next round of governance changes (hypothesized to be due to spatial and temporal closeness). At global levels, these disconnects are often difficult to unpack because they are more complex – more actors, interests and rules of the game. Even in these situations, policy learning is touted as the way to improve in the future.

At all scales of governance, there is a substantial focus on policy learning. Policy learning though, places a large emphasis on the *process* of getting from the goals for change to the results. At the local level, this use of policy learning, where interaction with all actors is feasible and meaningful, can be an appropriate way to move forward. At the regional or global level, meaningful interaction with even greater numbers of actors over spatial and temporal distance is extremely difficult, and costly. The success of changes in forest governance being both goals and results may therefore be in part due to actions and responsibilities by the actors being undertaken at real locations.

As we move to regional and global levels, it may even be said that change can be neither a goal nor a result. There would appear to be a substantial focus on process and policy learning rather than the goals and results (and results matching the goals) desired from the forest governance regime. This process-oriented focus at the regional and global levels may be described as a 'buzz word' to simply hide the fact that the goals for change in forest governance are/were neither reasonable, nor feasible in the first place. There is certainly change, but only change in process and learning "how to do it better next time" rather than any actual meaningful change from the anticipated and neglected results.

In light of the power struggle that can be glimpsed in the Forest Europe domain where regional and global organizations are reinventing themselves for goals that are vaguely defined, and national governments are initiating activities aiming for quicker and more immediate results, the actual outcomes remain to be seen. Through labels associated with the neo-liberal discourse we fear that the use of terms such as communication, knowledge management, ongoing process, partnerships, participation, transparency, capacity building etc.

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distort the responsibilities to locations not accountable for the causes motivating the change as a goal in the first place. In addition, through the focus on process, this responsibility for not meeting stated goals or attempting to hide the fact that the goals and desired results failed, is removed.

The Fifth Forest Europe Ministerial Conference in Warsaw in 2007 introduced several vague, general goals for the parties – to reconcile economic development and protecting the environment, raising the visibility of forests and the forest sector and promoting Sustainable Forest Management (SFM). Additionally, there was a call to look at new ways of moving forward, and in 2008 this resulted in a working group being convened to look at the possibility of an LBA as a way to implement these goals (and other more specific goals). The working group decided that an LBA was the best way to go forward and consequently a second working group was convened to investigate options for the LBA.

At the recent Sixth Forest Europe Ministerial Conference in Oslo in 2011, the signatory countries approved going forward with negotiations towards an LBA for forests in Europe. At this time, a basic process for completing the negotiations was approved (developed during the time of the second working group), however in the recent lead up to the first International Negotiating Committee meeting, a number of actors involved objected to the process, forcing negotiations to be postponed until early 2012 (at this stage). It is this focus on changing and refining the process where the original goals are not met and all actors and organizations can then blame 'the process' for failing to achieve any results or results commensurate with the original goals.

This paper analyses how the parties involved in the preparations for an LBA focused on process, and further how the regional/international organizations involved in the secretariat are again focusing on the process, rather than setting in motion the beginnings of a new forest governance regime that could produce the desired change. In order to conduct this analysis, extensive document analysis of the rules of the game (i.e. process) has been undertaken on 56 publicly available documents on the lead-up to negotiations. As further documents on the negotiations themselves become available, a thorough document analysis will be undertaken. Analysis of these documents will be supported by details from narrative interviews conducted with a number of actors involved in the lead-up process and the actual negotiations (when they start).

The methods used will be primarily qualitative, however there will be some quantitative elements introduced to show the extent to which actors concentrate on process rather than driving the goals to results.

To illustrate the differences between local spatial scales and those at the regional or global level, empirical evidence from previous research in natural resource governance (in water) at the local level will be used. This evidence consists of document analysis and extensive narrative interviews with local actors.

POSTERS

Ignoring a context of change: Sitka spruce and the atom bomb (or how British foresters refused to worry about the bomb)

Alec Dauncey[1]

Abstract

A major programme of mainly coniferous afforestation was initiated in Britain in 1919, in order to establish a forest area as a strategic reserve, capable of supplying timber during a period of submarine blockade such as that experienced during the First World War. This dominant objective in British forestry policy was reconfirmed in policy proposals developed in the midst of another submarine blockade during the Second World War. "Post-war Forestry Policy" was published in February 1943 (Forestry Commission 1943), and embodied in an act of Parliament of June 1945. The policy also included other subsidiary social and economic objectives. The fundamental purpose however was the creation of a "strategic" reserve of timber of 2 million hectares, of which 1.2 million hectares were to be from new afforestation.

In August 1945 the use of atomic bombs against Japan transformed the likelihood of any future war involving the use of submarines to blockade the British Isles. However, no change, or even formal examination of a forestry policy with a wartime reserve of timber as its main objective, was undertaken until 1957. After the Zuckerman Report on *Forestry, Agriculture and Marginal Land*, (Zuckerman 1957), the change in objective was made explicit. The actual afforestation policy was in effect reaffirmed under the changed objectives. This essentially productivist project was then continued until the late 1980s, when environmental concerns moderated and effectively halted it.

A number of issues of interest arise. It is possible that the "strategic argument" in the original policy was less significant than assumed. Content analysis of the policy and associated debates explores the possibility that actual underlying thinking was based on different values. The role of a productivist mindset in the afforestation effort throughout the period may be underestimated.

Approach

The progress of the ideas associated with forestry policy during the period as expressed in parliamentary debates can be quantified. The current work involves computer aided text analysis of debates and other parliamentary business such as Parliamentary Questions, as well as associated policy statements. The period examined spans the outbreak of the Second World War in 1939 to the ministerial statement on new priorities in 1958. Text analysis explores the nature of the progressive change in stated objectives and the political policy positions adopted. The level of questioning and challenge of existing policy is quantified. The frequency of concepts related to productivism, and social and strategic objectives is assessed. A review of coverage in news media provides context. Archival research allows some understanding of the positions of institutional and political actors and the pressures exerted behind the scenes by other stakeholders.

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Basic Empirical Evidence

The word "forestry" appears in 2,665 texts in Hansard, the record of parliamentary business, between the outbreak of the Second World War and the policy statement following the Zuckerman Report. (3 September 1939 to 24 July 1958.)

Keywords: Forest policy, afforestation, content analysis, productivist, Hansard, parliamentary.

Beyond forest governance: focus on tropical forest land use change in the context of land governance in Kibaale district, Uganda

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Abstract

Governance concerns in the forestry sector have received increasing resonance in the international arena. The 2001 Ministerial Meeting held in Bali (Indonesia) which launched a Forest Law Enforcement and Governance (FLEG) initiative in Asia, emphasizing on the importance of good forest governance is one of several notable developments on the international agenda aptly advocating for good forest governance. While combating illegal forest activities such as illegal logging, illegal trade and inherent corrupt tendencies through good forest governance is paramount, forest-cover change is an issue of land governance; a concept often beyond the purview of many traditional foresters. As the relevance of good forest governance cannot be downplayed, this paper argues that limiting focus to the forest sector is a narrow view; while underlying factors are enmeshed in land governance as has been the case in Kibaale district in Uganda. The direct drivers of forest loss in Kibaale district are clear: agricultural expansion, excessive wood exploitation, and wildfires. However, these are predominantly conducted in full contravention of the governing policy and regulatory frameworks through encroachment on public and private land, and wide-scale illegal pitsawying. Indeed, Kibaale district is a mix of wanton forest destruction and increasing marginalization of the already vulnerable population due to poor institutional capacities and break-down of institutional control, the historical legacy (absentee landlords), disjointed policy directions, and corruption among others. These manifest through weak security of land tenure and increasing trends of forest crimes. Therefore, land and forestry issues are intimately bound together to the extent that treating them in isolation is to misunderstand the extent of the problem, the intricacies and magnitude of its impact.

The National Forest Authority study 2006, reveals that between 1990 and 2005 alone, Kibaale district approximately 49 percent of the total forest-cover – thereby superseding the national deforestation rate of 2 percent. As a result, Kibaale was ranked Uganda's leading rural district in deforestation (NEMA, 2008). The study analysis (from which this paper is derived) across four epochs 1986, 1995, 2002, and 2010 reveals that the natural forest-cover plummeted to 30% in 2010 of the total forest-cover in 1986. Unfortunately, forest destruction is not compensated with adequate investment in forest restoration. While the national government initiated reforms to revamp the performance of the land and forestry sectors; the situation on the ground remains technically the same. In practice, the reforms are incomplete and at best unrealistic, yet land users are disenfranchised as service delivery is hampered by bureaucratic trammels, favoritism, capacity constraints and political patronage. This paper is guided by the following research questions: What is the state of forest-governance? In which context should forest land use change be perceived as a product of the broader land governance problems? What can be done to remedy the problem?

Methods and Materials

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Chosen for the simultaneous occurrence of the land question and destructive clearance of forest, the study on Kibaale district coupled problems entailed a methodical process to establish the extent of the research problem. This was part of the doctoral research process which involved the household surveys, review of the existing literature, Key Informant/elite interviews, and the spatial temporal analysis to establish the trajectory and extent of the forest cover change.

The study was qualitative and quantitative in design – approaches used as complementary methods to establish the relative frequencies of occurrence of the primary drivers of forest change, and the actual qualitative problem analysis. Through the triangulation approach, participant observation, focus group discussions, documentation, and group interview methods were harmonized to establish the concrete information on the problem. Area selection entailed cluster, multi-stage, multi-stage, simple random and purposive sampling methods. Questionnaire survey was guided by systematic sampling method tailored to the local conditions, while key-informant interviews were conducted on the basis of purposive sampling. The analysis combines reinforcing descriptive and inferential statistics and the construction of reality from the text; through qualitative analysis.

Keywords: Forest Land Use Change, Land Governance, Forest Governance, Sustainable Forestry

Systemic tools and actors empowerment: the hold up of territory charters by the forest-owning communes in France.

Christophe Chauvin[1]

Abstract

The "forest territory charters", participative strategic processes at a local scale, were instituted France by an article of the forest law of 2001.They were conceived as a policy tool (i) to open the forestry to the principles of sustainable development, emphasized in other articles of the law after the UNCED world summit of Rio (1992), and (ii) to adapt forestry to the ongoing French decentralization. Ten years later, it becomes relevant to study how the different stakeholders at all scales have seized this tool to adapt it to their own strategies, and how this has served or not the sustainable development principles aimed. This paper will show how the CFTs, targeted on the local level, have modified in return the regional and national institutional landscape, through the rise of new actors and the conclusion of new alliances. Constrained by existing policies and credit lines, the CFTs have nevertheless influenced these policies in the long run, across and even although changing economic conditions and governments.

The analysis will focus on the forest-owning communes, as an emerging main actor. According to the French forest code, the forests belonging to the communes are managed by the National Forest Office (ONF). This monopole is made acceptable by the low cost of the service, mainly state-financed. For the discussions with ONF, the forest-owning communes are represented by their federation (FNCoFor). This bilateral negotiation has been re-founded by the decentralization, the FNCoFor being empowered by the expected role of the public forest in the rural development, while ONF had to withdraw to technical matters notably due to the costs of participation.

A first step of empowerment of the FNCoFor was directly issued from the institution of the CFTs. In a context of competition between the state and the region and county levels, the FNCoFor appeared as a relevant intermediate to develop the CFTs as a bottom-up approach. A mission of national coordination of the CFTs, given to the FNCoFor by the ministry of agriculture, allowed new alliances with the land management authorities and with the territorial authorities. It induced a dramatic development of the FNCofor, evolving from a simple political representation, in a state-steered device, to a strong lobby system, shaped as a technical support network with qualified technicians in forestry and local development.

A second step of empowerment was the opening towards the energy sphere, with the programme "1000 boilers in rural area" directly contracted by the FNCoFor with the Energy and Environment Agency (ADEME) on the topic of fuel wood. This was notably an opportunity to develop "Resource provision plans" (PAT), mapping the fuel wood resource and its use to optimize its allocation and the planning of new collective equipments, more or less at the scale of CFTs and with the same partners.

If CFTs have been an emancipation and empowerment tool for the communes and their federation, enlarging their audience, the PATs now represent a true political power, as a specific information tool from original data, notably for the allocation of local resources between regional energy plants and local heating systems.

Finally CFTs and PATs have balanced powers between ONF and FNCoFor, about their political audience and the control of the resource. In return, this balanced power is also profitable for ONF and then to the whole existing forestry system, through the political

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support of an empowered FNCoFor, to maintain the financings of the state to ONF for the management of communal forests. Whether this solidarity could block or foster evolutions towards a more sustainable forestry, this could depend on the commitment of other stakeholders, such as natural parks or urban communities, at the local level notably through the CFTs.

Keywords: Local strategies, participation, decentralisation, communes, empowerment, communes

Rethinking regulatory barriers to communities and smallholders in Asia earning their living from timber

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Abstract

Introduction and background

In recent years the rights of communities to access the forest in their vicinity have been strengthened through devolution processes in numerous countries (e.g. White and Martin 2002, Dahal et al. 2011). These supposedly clear, stronger and enforceable rights are expected to translate into concrete benefits for these communities (e.g. Molnar et al. 2007, Devkota et al. 2010). However, in reality the benefits are often not being delivered (Larson and Ribot 2007). This is largely based on over-regulation (e.g. timber harvesting, possessing or operating forest machinery, prohibitive transport regulations regarding logs and processed timber, and complicated and rigid management planning requirements) (Molnar et al. 2006, Larson and Ribot 2007, Molnar et al. 2008), as well as technical and financial limitations (Pokorny et al. 2010). In addition there are also issues such as having to compete with illegal operations and trade, and a globalizing market that prefers consistent supply of cheap, uniform (i.e. plantation) material.

Many regulations and institutions are not compatible with changing economic conditions brought about by agrarian change and rural transformation. Additionally arbitrary policy changes, complexity in forest management, fees, and other requirements are imposing significant costs on forest users and are preventing local communities from participating in forest management. Slow service delivery and corruption may further distort the economics of community and smallholder forestry.

In the above context the aim of the work is the identification, and in-depth analysis, of the regulatory barriers to communities and smallholders attaining their livelihoods from the sale of timber and timber products. Specifically identifying the fundamental formal (e.g. regulations) and informal (e.g. corruption) constraints to local communities and smallholders exercising rights regarding selling timber, what are the economic costs of these, and to what extent can they be systematically addressed?

Material and methods

The work is based on an analysis of the regulatory barriers in six Asian countries (Cambodia, Indonesia, Nepal, Philippines, Papua New Guinea and Vietnam). These countries were selected based on their differing development of community forestry (RECOFTC 2010), as well as differences in the regulatory barriers in each of the countries as reported in the literature (e.g. Molnar et al. 2006, Masipiqueña et al. 2008, Pulhin et al. 2010, RECOFTC 2010), and their situations they present regarding ownership and forest types (Figure 1). In order to capture a comprehensive view of the situation in the six countries the work follows three stages:

1. Literature and policy review. The review will focus timber regulations (i.e. detailing the regulations and capturing the quantifiable costs, as well as the number of steps required). This should also give a perspective on why such regulations have been imposed and reflect on whether they are actually achieving what they are intended to.

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2. Experts' workshop. 10-12 national experts will gather for a workshop to discuss the issues related to local communities and smallholders harvesting and selling timber. The workshop will build a thorough understanding of the issues, and in turn, to use this understanding to identify the barriers to local communities and smallholders to participate in the market, from their access to the timber to their ability to profit by selling it on the market. The selection of participants will be based on their expertise and experience (including government, and those trying to harvest, transport, process, and sell the timber and timber products).
3. Focus group meetings at two sites. A series of focus group meetings at two sites in each country will be held to collect detailed information from a broad range of community stakeholders (e.g. timber growers, merchants and processors, government officials) on site-specific issues and costs regarding local communities and smallholders harvesting and selling their timber and timber products with optimal profitably.

Anticipated results and implications of work
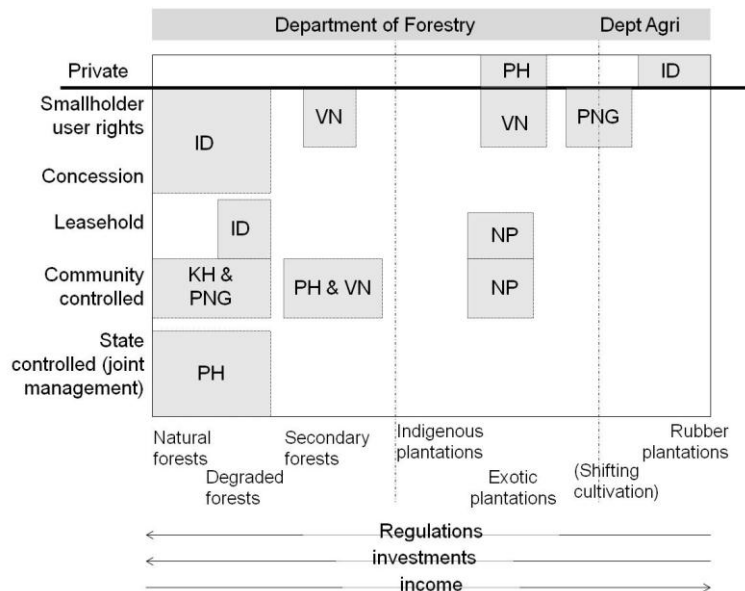
Figure 1. Examples of expected results regarding regulations, investments and income for harvesting and for differing ownership and forest types in the six countries studied (ID=Indonesia, KH=Cambodia, NP=Nepal, PH=Philippines, PNG=Papua New Guinea, VN=Vietnam). Vertical axis illustrates the differing types of rights and tenure arrangements (based on Deschamps and Hartman 2005, Potter 2008, Tan 2005), horizontal axis presents the forest types.

The results are expected to highlight the challenges facing communities and smallholders in the whole chain of using their rights to the forest resource at their legal disposal. The anticipated results and their implications include (see also Figure 1):

- An overview of constraints facing local people and smallholders managing forests and raised awareness of their detrimental economic impacts in the studied countries.
- Categorization of different constraints according to timing and stage in the value chain (from requirements for formulation of forest management plan, to harvesting, transportation, processing, and selling, as well as the challenges facing buyers

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purchasing the timber and timber products), level of regulation and enforcement, economic impact, monetary or in-kind costs, linkage with other constraints, etc.

- Mapping the landscape of actors and interest groups in the context of the study
- A solid analytical approach and methodologies for assessing relevant parameters limiting the exercising of forest rights.
- Case studies of specific constraints in particular situations, including mapping procedures/processes and associated costs and revenues.

A likely conclusion is that by limiting the optimum use of forest resources essential investments such as creating forest access and forest protection is economically not viable. Sustainable forestry by small users requires both a legal and technical framework to enable economically viable harvesting of timber. This is also significant in the context of poverty alleviation as well as the viability of community forestry in natural forests.

Enhancing governance and quality of forest management in Mediterranean protected areas: case study of the QUALIGOUV project

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Abstract

Purpose of the project

It is widely recognised that Mediterranean forests and wooded lands are rather specific, not only by their bio-geographic characters (climate, soil, flora, fauna), but also by their social and economic context. In these territories, wood production has often relatively little importance; on the other hand, non-wood products (including pasture), social uses, cultural values and environmental services, related with water, soils, climate, biodiversity, are often of major importance. In parallel, these ecosystems are faced to increasing threats as effects of climate change: fire, erosion, pest damages, etc. Related to processes of territorial planning, sustainable management of Mediterranean forests requires active involvement of all sectors concerned by forests: thus, it is far more complex than plain wood production management and must integrate multiple uses, quality stakes and stakeholders. For these reasons, establishing good governance practices is a major challenge to progress towards a more sustainable management of forests and wooded territories.

Protected areas are numerous all around the Mediterranean. Their territories often include large areas of forests or of wooded lands. They are managed under different patterns: state administrations, local government administrations, public agencies, NGO, private organisations but in all cases, they are generally managed by highly educated and motivated staffs.

The project

QUALIGOUV project is based on the idea that protected areas including forests and wooded lands are very good places to experiment better governance practices in forest management, and to implement pilot projects.

Eight partners joint together in the QUALIGOUV project, with different local expectations and needs and different local pilot projects, but with a common will to improve governance:

Region de Murcia, in South-eastern Spain, leader of the project, with a specific focus on ecological and socio-economic management of the Sierra Espuña natural park. Generalitat Valenciana in Eastern Spain, with focus on fire prevention in several regional protected areas. Alpilles regional natural park in Southern France, with focus on involving local population in fire protection and land management. Luberon regional natural park in Southern France, with focus on involving local population in forest management and sustainable development.

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French national forestry office, with focus on developing multipurpose management in the Mont Ventoux area, a hotspot of biodiversity. Province of Taranto in Southern Italia, with focus on establishing and developing a natural park approach around *gravine* (a special type of canyon). WWF, with focus on integrated sustainable management in protected areas, in Southern Portugal, Tuscany and Sardinia, Italy. AIFM (International Association for Mediterranean Forests) as technical coordinator.

The project is funded by the ERDF under the MED programme, from EU's territorial cooperation policy, and by national and local organisations. It began in 2009 and was scheduled for 3 years. It is, classically, managed by a steering committee. A more innovative feature is a permanent Peer Group in charge of on-going evaluation and capitalization of local pilot projects. Six local seminars were organised to analyse the local situations.

The purpose of the poster (or of the paper) is to describe the QUALIGOUV project as a learning process. At the beginning, partners have relatively different ways to consider the questions related to sustainable forest management, to quality practices, to public consultation and participation; to the integration of multiple uses and rights, i.e. about governance… Then, seminar after seminar, they raised to more common views, exchanging about good practices and ways of innovation towards better governance. Our proposal is to show how this partnership approach is fruitful to build enhanced governance on Mediterranean rural territories, i.e. collective participation during all stages of forest action.

Keywords: Sustainable forest management, protected areas, rural territories, cooperation, peer review, evaluation, the Mediterranean, participatory approach

Policy directions for formulating governance of non-wood forest product clusters in Korea

Hyun Deok Seok[1]

Abstract

Advanced forest oriented countries have promoted forest product clusters to strengthen their competitiveness in the forest fields. However, Korea does not have introduced the cluster policy to the forest fields for the same purpose yet, and has only focused on supplying more facilities without reflecting regional distinctions. This study aims to reveal problems of forest products based regions, analyze their potential abilities, and finally propose strategies for developing forest product (mainly non-wood forest product) clusters by way of establishing governance. Generally, the formations and emergences of the clusters are carried through several steps by the degree and level of formulation of governances, such as steps of a geographical proximity, a specialized area, an industrial district, a collective learning milieu, and an innovation milieu. Based on this method, the results of the analysis show that the dwarfed plants(usually called bonsai) and the garden trees stay on the geographical proximity step, major non-wood forest products (such as chestnut, oak mushroom, and wild vegetables) stay on the early or developing industrial district step.

The study indicates that, considering our current circumstances, we need to formulate a certain type of governance for the individual forest product clusters and be distinguished from those of the agricultural product clusters. Moreover, in the development governance of forest product clusters, the three issues of differences, specialties, and potential innovations should be distinguished from those of the industrial cluster in agriculture.

As a result, we selected five potential regions for developing non-wood forest clusters in Korea based on economies of scale and collaborative partnerships. Also, these clusters are defined as forest complex clusters which consist of various non-wood forest products, and possible strategies are proposed mainly for formulating governance, constructing collaborative networks, developing functional products, supporting enterprises related to forestry food, and connecting to local prosperities.

Keywords: policy, governance, Non-wood Forest Products, cluster, stage of governance, collaborative partnership

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Towards modern governance in forestry and forest policy development in Ukraine

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Abstract

The forest sector in Ukraine is still in transitional stage and bears an enormous potential for improvement in economic efficiency. Forest policy is strongly state-oriented and follows the top-down approach. Although market instruments have been increasingly applied and certification efforts have been intensified, there is still room for deliberately involving governmental, civil society and private sector actors. There are some legislative contradictions and gaps. Division of powers and responsibilities between authorities is not always clearly formalized. The systems of financing and taxation should be improved to stimulate sustainable forestry. Previous administrative reforms in Ukraine have only partially settled forest sector problems. Still there is luck of forest policy coordination, management control, forest planning, statistic data collection and analysis because distribution of Ukrainian forests to different ministries and agencies. Forest land tenure system still requires a clarification. All these facts are pointing to the necessity of a forest policy better coordination, stakeholders' co-operation and communication in Ukraine.

The role of Ukrainian forests is very important for ecosystem services delivering, in particular soil protection, water regimes regulation, creating more favourable microclimate conditions for agriculture (especially in the south region), recreation, and cultural heritage conservation. The location of the Carpathian mountain forests has global environmental significance for the densely populated and highly urbanized landscapes. One of the most important recent developments in the protection of the Carpathian ecological region has been the creation and signing of the Carpathian Convention and further activities towards its implementation. The forest ecosystem services of Polissya region have a high value because of high share of the rich on biodiversity wetlands. National forest policy should take into account this regional peculiarities thorough formulation of regional strategies. Environmental requirements and the needs of local communities urgently call for new forest management practices that will put emphasis on sustainable and multipurpose use of forests, and on their proper integration with other land uses into an overall landscape context.

The situation in Ukrainian forestry didn't allow involving fully the sector in market economy relations, but at the same time, for opinion of most of national experts, it's saved the forests from too intensive logging and environmental destruction. Therefore further forest legislation should be redesigned for conditions of market economy taking into account at the same time recent trends of the strengthening forest sector contribution into green economy. Also stakeholders' communication should be enhanced with the aim to ensure the broad public interest in forestry and with the rest of a country legal infrastructure in mind.

Forest policy should show the adequate and efficient reaction on globalization processes, international policy tendencies and transformational processes in economy of country. Current Ukrainian forest policy does not fully correspond to these demands. The analysis of the legislative, environmental, and economic preconditions for its development has been done in the chapter. The scenarios based on critical evaluation of the experiences of other countries

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and principles of reforms in the forest sector are considered. Expert evaluations have been used to make analysis of forestry sector development scenarios. The experts were represented by forest policy scientists and forest policy decision makers. The main scenarios are not the blue print from the existing models, but adaptations of the main ideas in the field of economic mechanism (taxation and financing systems) and institutional transformation of the governance system) to the specific circumstances of the national institutional environment and forest management traditions.

Institutional transformations in Ukraine's forestry have started, but the rules of the game and the arrangements have not changed substantially so far, administrative and financial decentralization has been achieved neither. Democratization, market oriented reformation, and decentralization should be considered as main blocks of policy measures to stimulate institutional transformation of forestry sector.

The evolution of forest policy as a science and as a process analysed from different perspectives. It is concluded the principles of ecological economics should be considered as theoretical foundation for creation of effective international, national and regional forest policies. The conditions defined according which forest policy would correspond to the national interests of Ukraine and its international responsibilities towards SFM.

Good governance (stakeholder participation; cooperation and knowledge generation; cross-sectoral policy coordination; better policy coordination inside the forest sector, institutional arrangements, participatory policy, transparency), fair rent distribution that support local socioeconomic development, and SFM which takes into account the multifunctional value of forest landscape, natural capital stock, potential of ecosystem services and defines the scale of forestry activities are core tools for forest resource decision making.

The implementation of the results of international cooperation projects should bring more benefits thorough better interregional cooperation. For example Ukrainian-Swish forest development project FORZA contributed to practical implementation of the mechanisms for community involvement in decision making and forest planning (two level forest decision making planning) introducing close to nature forestry methods as a tool for forest sustainability approaching. ENPI-FLEG Program project not only improved the forest governance system legal basis but also strengthened regional collaboration of Ukraine with Armenia, Azerbaijan, Georgia, Moldova and Russia in the field of supporting rural forest dependent communities' social well-being and ecological sustainability.

Today's forest policy should be closely connected and integrated to the environmental, agricultural, regional policies where each of them makes the contribution to implementation of the idea of sustainability and building a green economy.

Participatory forest policy can serve as instrumental mean for conflicts resolution and for transformative purposes, as tool for improving the lives of people, fairness and balance. The challenge is to create effective institutional mechanisms for the involvement of all stakeholders in the planning and decision-making processes related to the implementation of environmentally, economically and socially sound forest policy.

Good governance also require a new modes in many specific fields of forest decision making, like forest disaster management, forest management planning, wood logistic chain optimization, fair access of business and local communities to forest resources, access to information about the state of the forests, increase the use of modern technologies both for efficient decision- making, control of forest resource management and forest protection.

Key words: forest policy, stakeholders, sustainable forest management

Overview governance in Serbian protected areas

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Abstract

Governance is emerging as a key concept in protected areas management. Governance comprises the traditions, institutions and processes that determine how power is exercised, how citizens are given a voice, and how decisions are made on issues of public concern. The quality and type of governance is seen as a key to increasing the ecological connectivity across landscapes, facilitating greater participation of civil society in protected areas management, and enhancing the long-term sustainability of protected areas. Governance has become a 'hot' topic as evidence mounts on the critical role it plays in determining societal well-being.

This paper provides an overview of the current situation in protected areas governance in case two national parks in Serbia, it is about power, relationships and accountability: who has influence, who decides, and how decision-makers are held accountable. While sound governance can be seen as an end unto itself, it is also a process which can be undertaken by any number of actors, and is distinct from the institutions of government. Recognizing these distinctions makes it easier to see the variety of social actors and roles that are important to governance.

Key words: governance, protected areas, social actors, national park

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Negotiation on a legally binding agreement of forests in the pan-European region – challenge for the Europe?

Katerina Ventrubova[1], Vilém Jarský[1], Luděk Šišák[1]

Abstract

Brief summary

The political commitments of the participating Forest Europe countries have advanced development of national forest policy and resulted in implementation of sustainable forest management throughout the continent. But new challenges like climate change need robust forest policies. A legally binding agreement on forests in Europe is considered as one option for addressing challenges and strengthening cooperation on forests throughout Europe.

Today, Europe's forests provide a wide range of environmental, economical and social benefits. However, they face new and increasing challenges through climate change, land use changes, increased demand for renewable energy and commodities, global competition and other social and economic factors. This requires effective means and a strengthened policy framework on forests in the pan-European region. At the last Ministerial Conference of the Forest Europe process in 2007, in Warsaw, Poland, it was therefore proposed to examine the potential of a legally binding agreement on forests in the pan-European region.

Keywords: Forest Europe process, legally binding agreement, ministerial resolution, holistic approach, sustainable forest management, forest convention, pan-European region

Background information

A legal framework could be an effective policy option for addressing the challenges and opportunities for the forests and forest sector in Europe. The main objective for a legally binding agreement on forests in Europe should support and enhance sustainable forest management and the multifunctional role of forests and to enhance cooperation at European level to this end. Future work on a possible legally binding agreement should aim towards achieving a framework agreement that contains broad European objectives and obligations. At the same time such an agreement should provide the flexibility for parties to develop standards and measures at a national level in order to reach the overall objectives. A legal agreement would not necessarily replace FOREST EUROPE as a voluntary process, but could be complementary

Forest Europe was created in the nineties as the Ministerial Conference on the Protection of Forests in Europe or the MCPFE. It is a high level political initiative for the "protection and sustainable management of forests in Europe", supported by more than 45 European countries. Since 1990, 19 resolutions have been adopted at five ministerial conferences.

Forest Europe claims it has defined and continuously developed the concept of sustainable forest management at a pan-European level through its "commitments," which serve as a framework for implementing sustainable forest management in European countries.

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Goals and approach

Main goal of the paper is to identify potential impacts of a legally binding agreement (LBA) on forests in Europe and to assess the whole process of the Forest Europe on the basis of ministerial resolutions adopted at the ministerial conferences since 1993.

In order to understand the difficulties inherent in coming up with the LBA, it is important to understand the state of forests in Europe today, to understand the serious threats that they face. Human activities and intensified forest management practices have had a negative impact on Europe's forests and led to a serious decline in biodiversity. The first part of the paper is focused just on understanding of the state of forests in Europe.

The second part deals with the Forest Europe process, its development since the first ministerial conference in Helsinki and ministerial resolutions. Main goal of this part is to summarize changes in forest sector, especially in governance field caused by the ministerial resolutions, and to define key elements to be taken into consideration during the LBA negotiation.

Main goal of the last part is going to answer a question: "Can a legally binding agreement for forests make a difference?" A short subpart is focused on differences between a "legally binding" and a "non-legally binding" term and what could it bring to the European forests.

Forest policy consolidation in Ukraine

Liubov Poliakova[1], Petro Lakyda[2], Sergiy Zibtsev[2]

Abstract

The forest sector in Ukraine is still in transitional stage and bears an enormous potential for improvement in economic efficiency. Forest policy is strongly state-oriented and follows the top-down approach. Although market instruments have been increasingly applied and certification efforts have been intensified, there is still room for deliberately involving governmental, civil society and private sector actors. There are some legislative contradictions and gaps. Division of powers and responsibilities between authorities is not always clear. The systems of financing and taxation should be improved. Previous administrative reforms in Ukraine have only partially settled forest sector problems. Still there is a distribution of Ukrainian forests to different ministries and agencies. Forest land tenure system still requires a clarification. All these facts are pointing to the necessity of a forest policy consolidation in Ukraine.

Keywords: forest policy, country in transition, sustainable forest management

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Communication and governance agenda in urban forestry planning in Macedonia
Case study: urban forestry in municipality Skopje

Makedonka Stojanovska[1], Vaska Nedanovska[2], Biljana Stojanova[2]

Abstract

The traditional use of 'governance' and its dictionary entry define it as a synonym for a government. Yet in a growing work on governance there is a redirection in its use and import. Rather governance signifies 'a change in the meaning of government, referring to a new process of governing; or a changed condition of ordered rule; or a new method by which society is governed' (Rhodes, 1996).

A key aspect of governance is how citizens, leaders and public institutions relate to each other in order to make change happen. Without communication structures and processes which enable the two-way exchange of information between state and citizens, it is difficult to imagine how states can be responsive to public needs and expectations. Crucially, two-way communication allows citizens to monitor the states' activities, to enter into dialogue with the state on issues that matter to them, and to influence political outcomes. Many political scientists believe this encourages the development of trust between state and society, and is a foundation of state legitimacy over the long-term.

The relationships between society and nature, including forests are changing, and forestry as structural intervention in forest ecosystems has had to adapt itself to changing societal pressures and demands. Therefore, urban forestry is now firmly established as a key focus of forest policy and management in EU countries. Rising levels of inequality, persistent under-development within deprived urban communities, and the need for viable responses to the pressures of climate change are all seen as problems where urban forestry can make an important and positive contribution.

Green space governance can be described as those efforts to direct human action towards common goals, and more formally as the setting, application and enforcement of generally agreed to rules. Governance takes place at different hierarchical levels, from city policy making and planning to place making and place keeping at the site level. From a tradition of public authority led urban forestry and urban greening (governance by government), a shift has been occurring to shared decision making and involvement of a wide range of actors (governance with government, and in some cases even governance without government). Important changes have also been occurring in terms of discourses (such as the compact vs. the green city) and an increasing focus on green space quality and standards (C. Konijnendijk, Governance in Urban Forestry & Urban Greening).

The goal of this study is to review the communication (participation, transparency and accountability) in governance agenda in urban forestry planning in municipality Skopje.

In order to achieve the goal, the study has following objectives:

Description of current situation related to governance principles in urban forestry;

Analyzing participation on stakeholders (NGOs, citizens, local government, foresters, urban planning engineers….) in planning and implementing processes; Determining how transparent are local governmental bodies and institution in planning and managing urban forests;

Defining accountability of relevant authorities for urban forest management in the city. To ensure these objectives the following research question is set up:

How communication is implemented in governance agenda in urban forestry planning? Governance theory will provide a theoretical framework for the research.

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This research will be descriptive and explanatory because the study will describe and explain communication process in governance agenda in urban forestry. For the research purposes the deductive approach will be used because the research is based on theory. Governance is a new concept in urban forestry in our country. Research on this topic has not been done yet and therefore results will provide information how communication is involved in governance agenda in urban forestry; or it will stress the fact are we approaching a new, modern way of governance or we still need to work on that field if we want to become a part of European family.

Keywords: urban forest, urban forest governance, participation, transparency, accountability

Role of NGO`s in the implementation of the habitats directive

Marko Lovrić[1], Ivan Martinić[1], Nataša Lovrić[2], Matija Landekić[1], Mario Šporčić[1]

Abstract

The Council Directive 92/73/EEC on the Conservation of Natural Habitats and of Wild Fauna and Flora (the EC Habitats Directive) is, alongside the EC Birds Directive, the legislative basis upon which the EU-wide network of protected areas (Natura 2000) is built. The Habitats directive is implemented through designation of Special Areas of Conservation (SPA`s). The designation process of SPA`s requires multilateral negotiations in a series of biogeographic seminars and bilateral negotiations between representatives of the Directorate General for the Environment of the European Commission and representatives of the member states. Although the proposal of designated areas in made by the member states its sufficiency is assessed on the biogeographic seminars through wide public participation of civil society, which is organized in two groups: the European Habitat Forum and the European Landowners' Organization Natura 2000 Forum. The national proposals should be based just on scientific data and with respect to the criteria set in the Annex III of the Habitats Directive. Some national proposals are done without participation of the civil society, and in these cases their comments are heard for the first time in the biogeographic seminars. In some instances the comments of the NGOs are structured into alternative national proposals – *Shadow lists.* These proposals often significantly diverge from the official national proposals, which then might lead to a decrease of the sufficiency index. The sufficiency index of national proposals spans from 16% to 100%.

This paper argues that the level of sufficiency index of a member states` proposal is in association with the level of inclusion of civic society in the preparation of national proposals and with the level of capacities of the civic society. The sufficiency index is generated by member state for all habitats and species, and separately for forest habitats and species. The inclusion of civil society (specifically national NGO`s affiliated with European Habitat Forum) is assessed from secondary data, and the capacities of civil society are assessed from a model of network of NGO`s affiliated with European Habitat Forum and from secondary data. Network model is also made for the organizations affiliated with European Landowners' Organization. The paper also argues that the national capacities of civic society is in association with the number of accepted comments in the biogeographic seminars, with comments related to reporting obligations (Article 17 of the Habitats Directive) and with the number of rulings of the European Court of Justice related to Natura 2000 per member state.

No association is found between the favourable conservation status of habitats and species of Community interest and the national capacities of civic society. The primary data source for calculation of sufficiency indexes, elements of favourable conservation status (structures and functions; future prospects; overall assessment) and for analysis of comments on biogeographic seminars is the EIONET (European Environment Information and Observation Network) data base. Romania and Bulgaria are not included in the analysis due to the lack of data.

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Promoting community-based natural resources management in central Italy

Matteo Vizzarri[1], Bruno Lasserre, Di Martino P., Marchetti M.

Abstract

The CBNRM is a strategic approach in management of natural resources to identify local needs and capacities, and to allow the participation of different stakeholders to local development and sustainable use of natural resources (The World Bank 1999). The CBNRM approach engages the Communities ideas, experiences, values and capabilities on behalf of resource conservation objectives. The importance and necessity of including community perspectives in natural resource management has encouraged the development of a range of approaches and methodologies (Arrow 1951, Campbell and Luckert 2002, Chambers 1992, Nazarea et al. 1999, Nemarundwe and Richards 2002, Pavlikakis and Tsihrintzi 2003). Considering the forest resources, Community forestry refers to the management of forest lands and natural resources by local people, for commercial and non-commercial purposes (RECOFTC 2004). Efficient and effective management of ecosystems (living natural capital) can sustain the provision of vital ecosystem services such as climate stabilization, drinking water supply, flood alleviation, crop pollination, recreation opportunities and amenity and cultural assets (Westman 1977; Holdren and Ehrlich 1974; Daily 1997; Balmford et al. 2002; Turner et al. 2003; Millennium Ecosystem Assessment 2005). The Ecosystems and human wellbeing synthesis report (Millennium Ecosystem Assessment 2005) describes Forest ecosystems, among the other definitions, as a source of ecosystem services essential for human well-being. Since the United Nations Conference on Environment and Development (UNCED) in Rio de Janeiro (1992), different efforts have been made at international level to define, develop and adapt Sustainable Forest Management Criteria and Indicators (SFM C&I) (The Montréal process, 1999; MCPFE, 2002; MCPFE, 2003a; Millennium Ecosystem Assessment 2005). Evidence from a number of studies of community-based resource management have indicated, for example, that local resource users might be able to regulate access to key common resources (e.g. grazing lands, forests, wildlife) under the right circumstances and enforce such regulations through a range of community institutions and resource management practices (Pomeroy 1996; Johannes 2002; Ostrom et al. 2002). In Italy, collective properties had a strategic importance in the socio-economic development of Italian rural and mountain communities. Not only they acted as regulators of the resources use, but superintended to all the aspects of the community life, building productive structures and related infrastructures, offering loans and financial incentives to its members, supporting welfare, social and cultural activities and acting as safety-net in times of food shortage, famine and natural disasters (Gatto et al. 2011).

Nevertheless, how the management of forest resources by Communities and the SFM C&I interact is not well known. In such way, this project research has been conceived to promote and improve the sustainable role of Community-based management of forest resources. The methodological approach foresees:
- studying and defining the indicators to characterize the case-study areas, both in ecological and in economic features;
- comparing the current forest management activities with the effective benefits from forests for local communities;

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- measuring the performance of indicators in areas under centralized and community-based management;
- building guide-lines based on indicators analysis to promote the role of CBNRM in order to guarantee the sustainable forest management, in contradiction with a centralized-management of natural resources.

The project aims to study the relationships among local forest management activities and practices, and the variation of forest products and services provisioning. The project activities encompass different analyses about indicators performance, comparing forest areas under different forest management approach: centralized versus community-based. Thus, the project integrates a comparative analysis between forest and economic indicators. The indicators have been grouped into: (1) Extent of Forest Resources; (2) Conservation of Biological Diversity; (3) Forest Health and Vitality; (4) Productive functions of forests; (5) Protective functions of forests; (6) Forest-related economic and social benefits (ITTO 1992; Montreal Process 1995; Helsinki process 1995; Millennium Ecosystem Assessment 2003; CBD 2010).

The case-study areas are located in Molise region (Italy). The considered forest stands are strictly linked to the economic and historical framework of local communities. Besides the fuel wood, these forests provide NWGs (*e.g.* mushrooms, truffles, berries, etc.), and other important services, such as recreation activities (*e.g.* hunting, trekking, skiing, etc.) or more important benefits, such as protection against hydrological risks, and preservation of water quality and availability, protection of biological diversity. The main outcome of presented project is to justify and support the CBNRM, as the most sustainable management tool to maintain rural livelihood and economic wellbeing, especially considering the people who live close-to-nature, use daily its products and goods, and take important advantages from forest resources protection against environmental risks.

Keywords: SFM, CBNRM, Rural development, Forest ecosystem services, Participatory approach

Governance processes of sustainable forest management: from core markets to resource peripheries

Moritz Albrecht[1]

Abstract

Natural resource exploitation and its related product flows are embedded into transnational or even global processes and are subject to increased privatization and diversification as are its governance networks. This paper/poster focuses on such shifting governance processes in the realm of environmental sound and sustainable forest management as well as its multiplicity of related trade, production and material flows in their socio-economic contexts. An emphasis is on the spatiality and hybridity of environmental governance processes and especially on the enabling and constraining properties of local socio-ecological milieus. Integration of environmental criteria and standards into forest management, thus the raise of the notion of sustainable forest management, originates from an increasing scrutiny of these aspects due to NGO campaigns in the western core markets. As these campaigns created a reflexive relationality of core market consumers towards products, imported from resource peripheries, they widened and changed networks of transnational forest governance which are the scope of this study. This paper presents a partial summary of the research project "Transnationalization of forest governance" (2008-2011) of the University of Eastern Finland. Thereby, its findings will be presented twofold. First, the transnationalization of sustainable forest governance, its networks and processes are displayed on an abstract, theoretical level. Second, this abstract level is illustrated by a row of tightly knitted case studies with a focus on environmental aspects of forest governance, specifically forest certification. Thereby, the paper critically evaluates processes of forest governance, their networks and shifting characteristics.

Governance is conceptualized from a strongly relational perspective highlighting the positionality of actors, thus their embeddedness into their socio-ecological/economical milieus. Involved actors are enrolled in a multiplicity of changing relations (social and bio-physical) which guide their rationalities and decision-making. Following, governance networks are in constant re-production and stability is merely a temporary phenomenon. Transnational forest governance is a process influenced and shaped by a vast myriad of actors and aspects. Regarding environmental aspects of forest management, for instance the varying definitions or claims about needs and criteria to achieve sustainability, the networks of knowledge production by means of governmentality, are highlighted. These aim to maintain the involved actors' rationalities, or challenge other, often competing regimes to address the problem of unsustainable forest management. Thus, the paper presents and conceptualizes governance networks framed by the positionality of actors and their related knowledge networks in relation to environmental aspects of forest management.

Forest governance in accord with private forest certification systems are prime examples of consumer or business customer driven processes to foster sustainable forest management. This being the point of departure, the empirical section of the paper critically evaluates how aspects of sustainable forest management are mediated by entities related to the supply chains and by political influences from the 'green' European core markets to the North European resource peripheries. For this end, a series of qualitative case studies including actors and institutions from the economic, social and political realm; for instance forestry and paper companies, printing and publishing companies, Environmental NGOs, as well as forestry associations and state institutions, have been integrated. The case of the two forest

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certification systems PEFC and FSC is employed to display these (knowledge) discourses alongside, and related to the supply chains and markets of wood based products in Europe, and substantial to environmental forest governance. Case studies in Germany, as a main market, and Finland, as an exporting resource periphery, highlight the positionality of actors in their socio-ecological and economical milieu, and stress often neglected external aspects influential to forest governance processes. Thus, certain shifts towards market-driven aspects are acknowledged, yet they fall short to display the heterogeneous processes of forest or resource governance such as evaluated by this study. For instance boycott campaigns, as a driver for improved sustainable forest management on the one hand, often neglect existing relations in the resource areas criticized, thus provide only a partial, often naive picture of forest governance. Hence, this study does not claim to provide an all-inclusive portrait of forest governance, yet it unfolds relationalities of forest governance and its ever shifting networks, based on a specific aspect of sustainable forest management. Thereby, it provides a deeper understanding of the underlying governance processes, and highlights the heterogeneity which has to be taken into account to avoid the trap of drawing universal conclusions on modes of global or transnational governance.
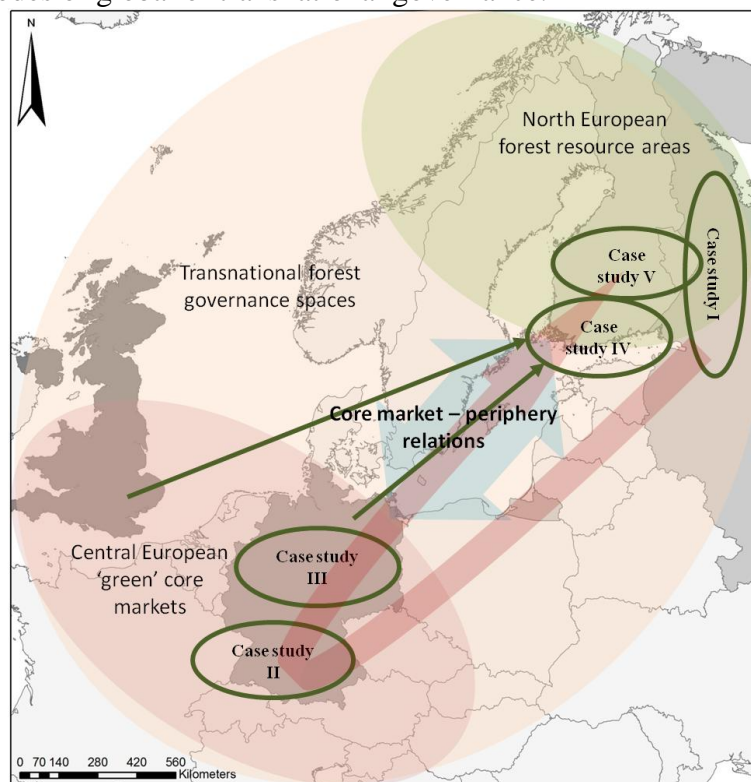
Fig 1: Conceptual and empirical framework of the study

Case Study I: Sustainable forest management through Forest Certification in Russia's Barents Region.
Case study II: Company positionality and its effects on transnational forest governance: Two German companies and their approach to forest certification.
Case study III: Public Procurement and Forest Certification: Governmental influences on market-driven governance systems from a German perspective.
Case Study IV: Environmental customer demands: market relations, knowledge networks and their effects on (forest) governance and practices.

Case study V: Perceiving sustainable forest spaces: governance aspects of private and company owned forests in North-Karelia, Finland.

Reforestation and erosion control induced externalities investments: the case of Balikesir in Turkey

Mustafa Cetin[1], Süleyman Cetin [2]

Abstract

Externality; any person / firm's production or consumption and not pay a claim does not make any other person / persons / companies in a positive or negative effects. Afforestation work to contribute to the improvement of agriculture in the basin is an example for positive externality. The increasing importance of environmental values is more important in recent years, externalities. In addition, externalities, it is important for watershed management and environmental issues.

Positive and negative externalities, positive or negative way, as well as important in terms of people affected, in terms of forestry sector is also important. Forestry sector in Turkey will be useful to evaluate in terms of externalities. Forest resources cannot be considered all the benefits offered may be considered. But to do this with all non-wood forest products from forests that have the required identification and evaluation of externalities. Forest externalities in many countries around the world, regional, national and international levels to determine the effects of work continue to be increasing.

In this study, the Aegean Sea coast in the province of Balikesir in two forestry organization, the Forest District Office and the Provincial Directorate of Environment-Forest reforestation and erosion control projects, investments will be determined by externalities.

Keywords: Externalities, afforestation, forest, forest non-market benefit, Balikesir

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Conflict of rights-a gap between governance and management

Samajder Papia[1]

Abstract

India is one of the 12 "megadiverse" countries in the world, known to hold within them unique wildlife, flora and fauna. India has about 19% under forest cover. The forest sector is the second largest land use after agriculture. Forests in India are also a habitation, home to various indigenous scheduled tribes and other communities. 300 million tribal and other local people depend on forest for their subsistence and livelihood and about 70% of India's rural population depends on fuel wood to meet its domestic energy needs. For about 100 million of them, forests are main source for livelihood and cash income from fuel wood, non-timber forest products (NTFP) or construction materials.

Pre colonial rulers had policies governing forests, which took the needs and requirements of the forest dwellers, thus forests, forest dwellers and the state is known to co exist. In the past two centuries, there have been legislatures and policies dedicated to manage the forests and forest resource only. Colonial Era and the years after independence looked upon forests as economic resources to boost their selfish interest. The Raj needed wood for their ships, and India after independence, needed forests for large scale development, thus vast tracts of land under forest were felled to make space for power plants, factories, industries etc. The forest dwellers remained neglected and were pushed further towards poverty, most of the time subjected to eviction, harassment and torture on account of encroachment and trespassing.

Community Forest Management is a traditional way of managing forests, which is devised by the community. This includes conservation, management, and sustainable economic development. This however has never found any place in the legal framework governing the forests in India. The villagers and the tradition itself is vulnerable to get crushed under the bureaucracy surrounding the forest management.

The Forest Rights Act(FRA) was enacted in 2006, as a path to undo the historical injustice done to the forest dwelling communities. This act grants the forest community the recognition of the right to live, protect and make their livelihood from the forest resources. After six years of its enactment, only 1.6 percent of the community rights have been granted. Even then, the right to harvest, collect and dispose minor forest produce, the major revenue collector has been neglected.

At the policy level, the FRA is an ideal legislature which would recognize the rights of these people over the forests. However the ground reality tells a different tale.

My paper is to look at the conflicts between the two stakeholders, the forest department and, the forest dwellers and management formulas that both parties advocate. I would like to look at the existing gaps at the policy level and the ground level, which makes policies redundant and poor even poorer.

My paper would like to do a comparative study of the changing policies with changing time and agendas. It will aim to look at policies and their implementations, how have the policies evolved, and what has been the subsequent results. The paper would try to look at what are the issue from bottom upwards which has hampered the implementation of the FRA, by the very people who would benefit from the act the most. Looking at their community forest management, how it has evolved through the various policies and laws, where it stands now, and how is it in conflict with the state and the law.

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Decentralisation of the administration and management function in the forest sector of Federation B-H in the context of forest governance

Sabina Delić[1], Mersudin Avdibegović[1], Dženan Bećirović, Bruno Marić[1], Senka Mutabdžija[1], Amila Brajić[1]

Abstract

Bosnia and Herzegovina consist of two entities Federation of Bosnia-Herzegovina (hereinafter F B-H) and Republic of Srpska (hereinafter RS); that are amenable for policy of environmental protection as well as usage of natural wealth where forest resources belong to. Forest ownership structure in B-H is following: 81% are state and 19% are privately owned forests. Owners of the forests and forest land are responsible for administration that includes activities on monitoring, control and management planning. In B-H entities are owners of the forests and forest lands, and their ownership rights are represented by ministries of agriculture, water management and forestry.

In the RS, administration and management of the forests is centralised through presence of only one state company on the entity level. In F B-H, according to the Law on Forest from 2002, Federal Forest Office (entity level) and Cantonal Forest Offices (that are established in the cantons) are in charge for administration of state forests and forest lands. In the existing administration model certain obscurities that were confirmed in practice are present. Federal Forest Office transfers its competence to the Cantonal Forest Offices, as a consequence of abstruseness and inexactness formulations in the Constitution; therefore owner lose possibility to create umbrella forest policy as well as functional management with this resources. Unclearly defined vertical coordination leads to the overlapping of jurisdiction and responsibilities. All above mentioned have significant consequences on strategic planning, where owner´s dominant influence is decreasing.

Federal Ministry for Agriculture, water management and forestry, by contract transfers all activities related to management of state forests to the cantonal ministries responsible for forestry. Cantonal Forest Offices consigns forests and forest lands for managing to state forest enterprises, which are established as legal subjects to manage state forest on the territory of one canton.

Management of forest resources on the territory of F B-H is facing with many problems which are mostly related to the ineffectiveness and inefficient organization of forest sector. The analysis shows that the forest management areas, as well as areas of some cantons are different from the aspects of forest structure and forest land; which is certainly reflected on their economic and reproductive ability and different needs for investment in biological reproduction. The forest sector in F B-H is characterized by redundancy of labour, which negatively affects the efficiency and effectiveness of the business. Number of employees in the forest sector in relation to the size of forests that are managed by public enterprises is far above other countries in transition. Therefore, without necessary reduction of labour, the forest sector cannot be competitive and it will not be able to survive future competition on the international market. Reduction of labour should result in increased operational efficiency in order to achieve profitability. To overcome problems in organization of forest sector, it is necessary that Law on Forests clearly define way of organization of the forest sector with aiming at its effectiveness and efficiency, as well as strengthening other institutional capacities that are directly connected to the forest sector. Organizational structure is necessary to synchronize in a way to keep as much as possible productivity level

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comparing to other countries; which is the only guarantee to ensure the wood processing at competitive prices for the domestic industry, as well as achieving competitiveness in international markets. In order to define functional model of administration of forest resources in F B-H, as well as efficient and effective organisational model of the forest enterprises, qualitative research have been conducted for the purposes of this paper. Through direct interviewing, of all key forest policy decision makers in F B-H, opinions and attitudes about these questions were collected. Based on analysis of interest groups importance as well as influence and involvement in the process of creation of the functional forest administration model in F B-H - functional administration model has been proposed with clear emphasis of advantages in regard to present model. Principles of sustainable administration and management of forest resources, assurance of participative approach in the process of decision making and transparency were basis for definition of functional administration model for management of forest resources For provision of optimal model of organisation of forest sector in F B-H, it has been crucial to define ecological, sociological, economical and other criteria, that user of forest resources should respect. The optimal number of organisational units which manage forest resource on the territory of F B-H depends from the achievement of the established criteria and real capacities for establishment of the enterprise. This would lead to further decentralisation in management of forest resources in F B-H; that would have its positive effects.

Keywords: forest governance, model of functional administration, sustainable administration, decentralisation, participation, transparency

Changes in Serbian forestry sector and their effects on private forests ownership

Vladimir Nikolić[1], Dragan Nonić[2], Nenad Ranković[2], Aleksandar Radosavljević[3], Jelena Nedeljković[2], Predrag Glavonjić[4]

Abstract

Changes on the political scene in Serbia did not bypass forestry sector too, but although changes in forestry sector started in 1991 with adoption of Law on forests, main changes started to happen after the year 2000, when political system in Serbia passed from socialism to democracy. These changes includes: changes in resource use, legislative changes, institutional changes and changes in financial aspects. With these changes new trends emerge in forestry sector, and new topic that need to direct our attention to, is forest governance. Aim of this paper is to show which are the main changes that happened during the last decade, as well as are the principles of forest governance recognized in forestry sector? For this overview text analysis of relevant Laws and documents, as well as related scientific papers is used.

According to the last forest inventory (Banković et al. 2009), private forests occupy 47% of forests and forest land. Private forests are characterized by small property size, high fragmentation, and high numbers of owners, but these forests are very important, because they have significant potentials in production of wood and non-wood forests products, carbon storage, and biodiversity protection

A big change in forestry legislation started to happen after the year 2000, and in 2006 *Forestry Development Strategy of the Republic of Serbia* has been adopted. This Strategy represents basic strategic and development document of the Serbian forestry sector. Related to status and concern for private forests, as declared in the Strategy: "*...the responsibility of the State in resolving almost all major issues about the growing stock, from the assessment of the state of the forest to the organizations of forest owners, requires the State initiative undertaken especially when the owners' initiative is lacking, and a decisive executive role, to create a uniform attitude to forests regardless of their ownership form. The objective is the enhancement of private forests and the sustainable development of private forestry within rural development*"(2006:19)[5].

During the 2010 new Law on forests was proclaimed, and this law brought certain changes in defining of rights and duties of private forest owners toward their forests. It defines two types of ownership and predicts some new features like private forest owners associations. New Law on forests kept some provisions from the old Law (Law on forests, 1991) concerning private forests, including tree and timber marking, issuing of delivery notes, and payment for cuttings. Law from 2010 predicts subsidies for private forest owners associations for silvicultural works, protection of forests as well as for constructing of forest roads. Also, Law predicts developing of small and medium enterprises for providing of technical support in private forests, and establishment of new bodies like Chamber of Forestry Engineers, which is established in November, 2011.

Law on the restitution of property to Churches and religious communities is adopted in 2006 and during the implementation of this Law, ownership structure of forests and other forest

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[5] Forestry Development Strategy of the Republic of Serbia. Official Gazette of the Republic of Serbia №. 59/06

land has been changed. This law regulates only part of the restitution, the one that concerns only one category of subjects, churches and religious communities, their endowments and societies, and after the adoption of this Law, church forests appear in the category of private forests. In September 2011, Law on Restitution and compensation is adopted and now one can expect further increasing of number of private forest owners.

By *governance* we mean *"the interactions among structures, processes and traditions that determine how power and responsibilities are exercised, how decisions are taken, and how citizens or other stakeholders have their say"* (Lockwood, 2009). International forest governance principles have to be properly integrated into the national forest policies and consistently implemented in practice. Further development and implementation of forest policy, depends in which extent are governance principles recognized and applied in forestry sector.

Institutional changes in Serbia started in 2002 when Directorate for forests was formed within the Ministry of natural resources and environment. Directorate is responsible for formulation and implementation of State forest policy, appropriate legislation on national level as well as for international cooperation, and now it is within the Ministry for Agriculture, Trade, Forestry and Water Management.

The most important institution in the process of restitution of confiscated property is Directorate for Restitution, which is formed under the Law on Restitution of Property to Churches and Religious Communities. Its main task is to keep the actions and decisions on applications for return of property or payment of monetary compensation or damages, provides technical assistance to applicants, etc. (Glavonjić et al. 2010). The requirements for restitution of forest and forest land from Churches and Religious communities are in amount of 33867 ha, and 99,8% of this area is required by Serbian Orthodox Church. By the end of 2010 with the process of restitution of property to churches and religious communities, a total amount of 23195 ha or 68,49% of required forests and forest land has been returned. This is the amount of cca 0,9% of total area under the forests and forest land.

As a result of UN/FAO projects (2003-2008), formation of Private Forest Owners Associations (PFOAs) has started in the 2006, and now, in Serbia, exist 19 PFOAs on local level. PFOAs are formed in order to advance the status of private forest owners, representing their interests and solving certain problems. Umbrella organization of PFOAs on national level is Serbian Federation of Private Forest Owners Associations, which is formed in May 2009.

Forestry sector in Serbia is in process of changing for more than 10 years, and obvious changes happened, including adoption of new legislative framework, restitution of forests to churches and religious communities, as well as reform of State forest administration, and one can conclude that after more than a decade from the beginning of changing process, reforms in forestry sector are still present. One can notice that the biggest changes happened in the field of legislation, which was the precondition for further development of forestry sector. In this field National Forest Action Program, which should serve as action plan for implementation of the Strategy is missing, but it is in process of preparation and should be adopted in forthcoming period. Major improving in applying of governance principles is shown through transparency of decision making process, and inclusiveness of all interest stakeholders in process of policy formulation.

Keywords: forestry, private forest owners, legislative changes, institutional changes, restitution, Serbia

Innovation governance in forestry in Republic Macedonia

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Abstract

This paper analyzes the innovation governance in forestry in Republic of Macedonia. The main focus of the paper is how innovation policy is understood in forestry in Macedonia. The aims of the research are: roles of the actors in innovation policy and processes; which innovation measures are used; and which are fostering and limitation factors for innovation in Macedonia. In the analysis innovation system approach is used as theoretical framework. Innovation system approach analyses institutional framework, the relevant actors and their interrelations. At the moment due to the globalization, new researches and countries developments, modern technologies and techniques influence, understanding of innovation policy to be different and changed. At the moment doesn't exist unique understanding for innovation policy but the practice shows two dominating approaches.

Traditional science and technology policy approach understand innovation processes as linear one (in one line) from laboratory to final applicants.

Systemic innovation policy approach understands the innovation processes as complex. These innovation processes taking place in interactive environment of actors and institutions[4], having multiple sources and through multiple feedback loops between different stages. Under term interactive environment of actors is understand coordination among state (public) administration, stakeholders from private sector and scientific (research) community.

Systemic innovation policy applies a broad range of support measures. They include: Research and development; Diffusion of innovation; Human resource development; Promoting interaction/ managing interfaces, Public demand creation for innovation and Institutional environment and surrounding. Following a systemic understanding of innovation, the OECD Oslo Manual recognizes four types of innovation:

a) product innovation;
b) process innovation;
c) marketing innovation; and
d) organizational innovation.

The methodology of this paper relies mainly on qualitative data and combines a deductive and an inductive approach. For paper purposes two methods for data collection were used.

Content analysis of two main policy documents relevant for forestry in Macedonia (Law on Forest[5] and Strategy for sustainable development of forestry in Republic of Macedonia[6]). At the begging keyword searching in the documents was done. After that the documents were read and further analysis were done.

The second type of qualitative data was in-depth interviews with the policy makers. The interviews were conducted with representatives from Ministry of Agriculture, Forestry and

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[4] Institutions: as set of habits, routines, rules, laws and regulation that regulate the relations and interactions between individuals, groups and organizations .
[5] Official Gazette of RM No 64/2009
[6] Ministry of Agriculture, Forestry and Water Economy, 19. June 2006

Water Economy, Ministry for Economy, Agency for Entrepreneurship, P.E. Macedonian Forest, Forest Faculty, NGO active in forest sector and two members of Macedonian Parliament which has finish Forest Faculty (forest engineers).

The results show that the word „innovation" and synonyms for innovation (new, innovative, first time) are practically not used in the policy documents. Some form of innovation can be recognized in Forest strategy in the goals, unfortunately no forms of innovation in afterwards.

First results from the research relate to the question how innovation is understood in the Macedonian forest policy. The interviews with policy makers and stakeholders show that forestry strongly relies on the traditional working methods. Innovation is hardly seen as an issue, and if yes, then a traditional understanding of innovation as a linear process prevails. This is one of the impediments for innovations in forestry. The interviews has presented that on innovation is looking mainly as linear innovation (from laboratory to the final consumer/user) instead of systemic innovation (where innovation took place in interactive environment of actors and institutions).

Interviews indicate that in state organizations relevant for fostering innovation (in forestry and general: Agency for Entrepreneurship, Ministry for Agriculture, Forestry and Water Economy, P.E Macedonian Forest) there is lack of suitable organizational structure and lack of finance. Certain innovation support measures are foreseen in the strategy but because of lack of financial means, the measures are not implemented.

It is stressed by representatives from the Ministry of Agriculture, Forestry and Water Economy and Public Enterprise Macedonian Forests fully support policy documents and they consider that these two documents are holistic and relevant for our forestry. They pointed out that there is no need of product innovation because P.E. Macedonian Forest sells the fuel wood without any problem (only one has mentioned that they need to focus more in the future on non-timber forest products (NTFPs)). On the contrary the representatives from Forest Faculty, forest engineer's members of the Parliament, NGO, P.E. Macedonian Forest pointed out that this is very important and forestry sector has to take into account this type of innovation. All of them emphasized that there is no need of process innovation because the forestry has a tradition longer than 60 years and during this period they have adopted the most suitable processes for fuel wood. But, they did not mention other services which can be provided from the forests. About marketing innovations it was again stressed that there is no need because PE Macedonian Forest is the"only" seller of fuel wood in the market (the percentage of private forests is very small) and even one of the respondents considered marketing as "losing money". With regard to the forth type of innovation, organizational innovation, the most of respondents consider that something has to be done in that area because the PEMF is large company and it does not work efficient. Even the representative from the NGO pointed out that it is high time for taking action in direction of changes in organizational structure because that is the main reason why the image of the enterprise is so bad.

The research work is ongoing and further results will be incorporated in the paper. It will study the roles of actors in innovation policy and in the innovation processes, will analyze which innovation support measures are used and how they are implemented, and it will ask which are the main fostering and hampering factors for innovations in the Macedonian forestry sector.

Key words: governance, innovation, types of innovations, innovation policy, forestry, Former Yugoslav Republic of Macedonia.

Associations of non-state forest owners as a new phenomenon after the restitution process in central Eastern Europe

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The important factor influencing the current state of ownership structure in Central Eastern European (CEE) countries was restitution. Restitution of forests is a process of returning user's rights to forest land back to original owners. This process started in 90s after the fall of the communist regime and it brought many problems and new situations.

Within the framework of the EFI CEEC projects "Review of the forest owner organizations in selected Eastern European countries" and "Innovation and Sustainability of forestry in Central-Eastern Europe: Challenges and Perspectives" forest owners associations in 9 selected Central East European Countries were investigated.

The forest owners associations or other forms of collective action are or should be one possibility how to manage issues deriving from the ongoing land restitution processes.

The aim of the paper is to describe and analyze forest owners associations (FOA) in in the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Macedonia, Romania, Serbia and Slovakia is given. This includes a description of all types of FOA existing in the countries. For accomplishing this goal, all national level organisations are described, and regional or local associations are partly included (e.g. regional level co-operatives or regional sub-units of larger organisations). The main selection criteria for them are the representativeness and to include – as far as possible – an active and successful example.

To identify the similarities and differences of FOAs in the participating CEE countries, two methods were combined. Country descriptions are based on country reports prepared on the basis of common terms of reference where literature review and expert knowledge were used. Based on qualitative, semi-structured interviews with representatives of FOAs, the selected FOAs were analyzed in detail (reasons for establishment, government involvement, services provided to the members, operating system and organizational structure etc.).

To summarise the information regarding to question, how and when FOAs in the CEE countries started and what are the main drivers for their start-up and development we could say:

The majority of new FOAs were founded in the context of socio-economic changes in first half of 1990s. Some of them had roots in the history, for instance, types of communal forests in Romania, Serbia, or Slovakia. Because of the interruption of their operation after 1948, some problems with the reestablishment of cooperation between forest owners occurred, partly due to external environment – legal regulations in Lithuania or Romania, partly due to internal conditions – the unwillingness to cooperate because of experience from top down pressure during communistic time.

The initial idea for regional or local FOAs came from bottom up. The connecting factors could be territorial – e.g. for common management (in Romania), or ownership (common problems with restitution of the same type of estate in Slovakia).

Main supporting factor of the associative movement for all countries, except Serbia, was the political change - returning private property and starting of restitution or reprivatisation process. This normally led forest owners to organize themselves in associations, which mission is defence of their common interests (against timber robbery, or for defending the property rights of non-state forest owners vis-à-vis the state).

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An international support for creation of FOA is important in Serbia and Macedonia, but also other countries mentioned some international influence (e.g. at least some consultation was referred in Lithuania or Slovakia).

Later on, demand by forest owners for relevant information, representing their interest in the higher-level institutions or consultation and education gained more importance. All FOAs include in their description one or more tasks regarding support to consultancy and training activities for the members; these reasons together with providing information from the national level to the local level are the major reasons for membership.

The favourable policy outcomes obtained from participation in the forest policy process seem to have been supporting factors in the development of these organizations (development of legislation and forestry-related documents, participation in specialized undertakings organized by the state institutions etc.). Associations solely developed common marketing activities as a start up of their entrepreneurship. Direct support from the state to establish these organizations is rather rare, because lack of financial sources. The government role in establishment FOAs is mentioned only in case when the ministry wanted an umbrella organisation (Slovakia). The higher added value from associating is using the support measures, financial and technical support and increase of market power. Despite the fact that there are some examples of economical groups, the current state of FOAs in the CEE countries is that they do not have any significant intervention in the trade of timber or other forest products. One of the reasons is that they cannot get revenues from these activities because of status of non-profit organisations (Lithuania), but in many cases the main problem is the trust between forest owners and timber sellers. Differences among countries can be traced to many different points. In the Czech Republic there was a support from the state to these organisations in an early stage; in Serbia, a joint international project provided a support for associating of forest owners. In other cases public incentives did not play a very visible role. Regarding the tasks and aims of FOAs, some examples of bottom up cooperation towards sharing of information, or advocating of common interests can be identified. However, there is only little evidence of real integrated management, and no example of equipment sharing or financial cooperation. The involvement in cooperation at national or international levels differs from country to country, depending on local interests and possibilities.

Even though forest owners' organizations in CEE countries may have focused in a limited type of activity (representing their members, provide the support during the restitutions) in their initial stages, as they grew, they aspired to expand the scope of their activities. It appears that the new strategy is leading to further structural changes like providing services to the members, being in touch with international policy processes and influencing forestry-related policies, especially rural development. Concluding, since the political changes in the 1990s, the position of the FOAs in the CEE counties is changing very slowly. They still do not represent the majority of forest owners (or forest land) and do not have a direct impact on the management of the members' forests.