

# FORESTRY DEVELOPMENT PRIORITIES IN FINNISH NATIONAL FOREST PROGRAMMES

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# NATIONAL FOREST PROGRAMME (NFP)

- ❑ Established by IPF to guide forestry development towards sustainability
  - Overarching national level strategy
  - Meant to be holistic and inter-sectoral
  - Considered as the core policy instruments of new forest governance based on policy networks and flexible policy instruments
  - Expectations to increase policy co-ordination not fully fulfilled
- ❑ Provide a basis for developing national forest goals and priorities



# FINNISH CONTEXT (1)

- ❑ Extensive forest cover (23 milj. Ha 2/3 of the land area)
- ❑ 62 % privately owned
- ❑ Forestry is important for national economy
  - Forest product exports 20% of total exported goods
  - Forest sector share of GDP about 3.6%, but in some regions over 10%
- ❑ Interest groups have a central role in forest policy
  - Traditionally: Forest industry and forest owners
  - NGOs since the 1990's

## FINNISH CONTEXT (2)

- ❑ Long history of national level forest planning and programmes
  - Since early 1960's
  - Four NFPs:
    - 1st NFP (NFP 2010) in 1999
    - Followed by NFP 2015 in 2008
    - NFP 2015 revised in 2010
    - National Forest Strategy 2025 in 2015
- ❑ NFPs have guided the overall development of the forest sector
- ❑ In international policy arenas Finland has actively supported NFP as a pathway for achieving SFM

# OBJECTIVES

- ❑ Uncover how the different dimensions of sustainability have been considered in forestry development priorities in the Finnish NFPs
- ❑ Uncover possible shifts in these priorities



# APPROACH

- ❑ Carol Bacchi's policy analysis framework
- ❑ Focuses on problematisations/problem representations
  - Central elements of governing processes
  - The way policy problems are framed and justified as well as the proposed solutions
  - Often involves simplifying the problem or presenting only part of the story  
What has been included and what has been left out?
- ❑ Analytical approach is based on research questions that focus on the different aspects of problematisations
- ❑ Qualitative document analysis on Finnish NFPs

## RESEARCH QUESTIONS:

- ❑ How have the main challenges or problems been represented in the iterations of the Finnish NFPs?
- ❑ What assumptions underlie these problem representations?
- ❑ What have been presented as the solutions to the problem(s) that need to be addressed?
- ❑ How the different aspects of SFM are included in the problematisations?
  - Problematisations vs. the Pan-European Criteria and Indicators for SFM

# MAIN CHALLENGES

- ❑ The social and ecological, aspects of sustainability have been to some degree included in all Finnish NFPs
- ❑ In the first NFP unemployment and social exclusion, increasing social disparities and a weakening rural population base and rural infrastructure
- ❑ Later, main focus on the availability of skilled labour for forestry
- ❑ Conserving forest biodiversity in southern Finland



# MAIN ECONOMIC CHALLENGES

- ❑ The main challenges have centered on the economic issues
  - NFP 2010 (1999): Development of a competitive and profitable forest cluster to take advantage of the growth prospects
  - NFP 2015 (2008): Changes in the forest sector operation environment
  - Revised NFP 2015 (2010): Continued changes in the operation environment and structural change in the forest industries, economic recession and financial crises, fast technological development and changes in the forest products demand
  - NFS 2025 (2015): Increasing dependency on global trends and markets and slow economic growth and trade deficit due to weak exports

# UNDERLYING ASSUMPTIONS

- ❑ NFP 2010, 1999: Competitive and profitable forest cluster is a prerequisite for sustainable development, preserving biodiversity and social and cultural values
- ❑ NFP 2015, 2008: Forest-based production can be expanded to increase welfare while securing social acceptability, ecological, social and cultural sustainability
- ❑ Revised NFP 2015, 2010: Bioeconomy provides the foundation for the success of the forest sector and forest sector has potential to reverse the effects of the economic recession
- ❑ NFS 2025, 2015: Forests based business and activities are a key part of bioeconomy and for increasing and diversifying welfare based on forests

# PROPOSED SOLUTIONS (1)

- ❑ In all NFPs: Increase the use of domestic wood and forest-based energy
- ❑ NFP 2010 (1999): Increase exports
- ❑ NFP 2015 (2008 and revised 2010): Ensure competitive operating environment for forest industry and forest management
- ❑ NFP 2015 (revised 2010) also: Strengthen forest-based business, increase value-added and profitability, increase entrepreneurship
- ❑ NFS 2025 (2015): Support the development and growth of new enterprises and business-like private forestry & increase investments, diversify forest-based business



## PROPOSED SOLUTIONS (2)

- ❑ Forest Biodiversity Programme for Southern Finland (METSO 2008-2016, extended to 2025) an integral part of the NFP 2015 and subsequent NFPs/NFS
  - Based on compensating forest owners' voluntary conservation
- ❑ SFM in commercial forests

- ❑ Problematisations have mainly focused on economic sustainability
- ❑ Ecological and social sustainability related issues have generally remained secondary concerns
- ❑ Economic sustainability has been seen to provide the foundations for ecological and social sustainability and increasing welfare
- ❑ Shifts:
  - Climate change mitigation: from carbon sequestration to substituting for non-renewable raw materials and energy
  - From competitive and profitable forest sector for sustainable development to forest sector as the key for developing bioeconomy to generate sustainable economic growth
- ❑ Trade-offs?

## Reference:

Katila, P. 2017. Forestry development priorities in the Finnish National Forest Programmes. *International Forestry Review*, Special Issue Shifting Global Development Discourses. Available online at:

<http://www.ingentaconnect.com/content/cfa/ifr/pre-prints/content-katila>