

International Meeting  
 "Forest certification and participation study cases:  
 towards sustainable use"  
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## PUBLIC PARTICIPATION IN THE FORESTRY SECTOR: myths and realities in Italy

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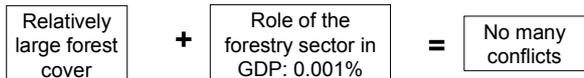
## Paper organisation

- A. Introduction
- B. Two case studies
- C. The driving forces
- D. Discussion and open questions

## A. Introduction

Participation experiences in Italy so far:

- Community NRs management  
 → *Regole, Comunale, Università agrarie, Comunanze, ...*
- Agenda 21 Local Programs
- Leader Projects
- Advisory Councils/roundtables
- Single events/location connected with some special conflicting issues
- ...



**New *small scale* demands = new *local* conflicts → some participation experiences**



Participation experiences in Italy so far:

- ...
- forest certification: the most advanced & structured process
- National Forest Programme: the most challenging experience

A correct terminology should be used

- Passive information
- Active participation
- Consultation
- Participation with delegation
- Direct participation
- (Self mobilization)

**Types of public involvement in forestry .** **From: (mod.)**  
 FAO ECE/ ILO Joint Committee Team of Specialists on Participation In Forestry.  
 Public participation in forestry in Europe and North America. MCPFE Paper 2, April 2002

	1. Forest policy programmes, plans	2. Promotion of afforestation	3. Public audits of private enterprises	4. Advisory boards / permanent councils
National level	- National forest programmes or strategies - Definition of national standards - Forest Council	- Forest education and awareness raising projects	- Environmental or/and social impact assessment - Nature complaints board - Public audits of private enterprises	- Forest council and advisory boards or commissions - Round tables
Sub-national level	- Longer term regional forest, landscape or natural resources planning	- Planning and implementation of afforestation programmes/projects	- Allocation of public grants and subsidies for specific forestry operations	- Regional forestry commission - Permanent advisory councils
Local level	- Management planning at forest management until level - Nature protection and recreation planning - Management of community woodlands	- Groups of private forest owners - Creation of new forest zones in urban areas - Partnership for the provisional of local amenities - Prevention of forest fires	- Allocation of public grants and subsidies for specific forestry operations	- Partnership with users' organizations - Cases of public discontent - Community based management

## B. TWO CASE STUDIES

### B1. SFM certification

### B2. National Forest Programme

**(0/6)**

Participation in forest certification is organised at least in 4 cases:

- 1) in SFM standards-setting processes
- 2) in developing a forest management system which comply with SFM standards
- 3) as part of FM assessment carried out by CB for issuing a certificate
- 4) in organising/managing a "FM group certification"

**(1/6)**

#### 1) in SFM standards-setting processes

- **MILANO FORUM:** 1997, SFM standards for Italian forests, as a common basis for all cert. schemes; scientists' initiative
- **FSC-ITALY:** National Initiative, since 2001, but active in Italy since 1999 (NCP); 58 members (representatives of all interested parties & individuals): into 3 Chambers (E,E,S) + 1 Chamber (*observers: public forest authorities*); **FSC standards for SFM of Italian Alpine regions' forests & plantations**; several meetings + e-mails to collect comments

**(2/6)**

#### 1) in SFM standards-setting processes [continued]

- **PEFC-ITALY:** National Initiative, since 2001; 45 members, mainly representatives of forest owners and their associations, public forest authorities (*Regions - strong institutional support*) & wood industries (no representatives from environmental organisations); 1 person/1 vote; **PEFC standards for SFM of Italian forests**; several meetings + experts panel + electronic consultation
- **SAM:** national - Scientists' panel (*Accademia It. Scienze Forestali*) + electronic public consultation + 2 meetings

**(3/6)**

#### 2) in developing a forest management system which comply with SFM standards

- **FSC:**  
*a private f.* = Bosco di Piegara: FM plan created *ex novo*, stakeholders consultation – limited participation of local FPA;  
*a community f.* = Magnifica Comunità di Fiemme – FM already existing, reviewed - tradition in participation;
- **Monti Simbruini pilot project:** not certified yet, 3 Communal forests; 1 forest workers & owners association as manager; 2 meetings: participation decreased after the first; strong conflicts between forest managers & local WWF

(4/6)

## 2) in developing a forest management system which comply with SFM standards

- **PEFC:**

*private, groups* = Forest Consortium of Monte Amiata + Landowner Union Bolzano Autonomous Province;

*regional/provincial (public o mixed public and private)* = Friuli Venezia Giulia, Trento, Veneto

(5/6)

## 3) as part of FM assessment carried out by CB for issuing a certificate

- **FSC:** at local level;

CBs **must** organize and carry out a **stakeholders' consultation** during the assessment of forest organisation's performances;

*but they are free in choosing methods:* direct interviews, phone interviews, open meetings, face-to-face meetings, questionnaires/checklists, etc.

*scarces results in activating/motivating stakeholders...*

(6/6)

## 4) in setting up/managing a "FM group certification"

- **FSC: 1 certified group, 17 forests – 1.800 ha;**

*14 private + 3 public f.* = Forestry Consortium Xiloiemprese - limited participation of external, national level stakeholders, *pretty good local & internal participation*; 1 forester as Group Manager – no special skill on participation

- **PEFC: ... certified forests – 350,000 ha;** "regional" and groups certifications; internal participation

*Are groups' members **shareholders**?*

## LESSONS LEARNED (subjective evaluation) (1/2)

- In general, roughly organised (un-clear rules & expectations), poor-partecipated processes
- Almost total failure of on-line consultations (electronic fora on special web sites) – used even for limiting costs...
- Experiences carried out by foresters (that is fine) ... but without any competence/professional skill on PP management: *tentatives-mistakes*  
→ *"How to sabotage participation" list fully applied!*
- Lack of knowledge on concepts & methods, as well as on costs & resources

## LESSONS LEARNED (2/2)

- ...but in any case: forest certification has been the first practical experience for the Italian forestry sector to deal with participation:

### a Trojan Horse for PP in forest policies?

*Thinking to negative examples...*

- *forest management plans*
- *Nature 2000 sites*

## B2. CASE STUDY: NFP (1/2)

### 1st NFP (1985):

- the plan has been prepared by a team of economists from NOMISMA,
- discussed inside the Ministry,
- presented to the public,
- approved by CIPE (with no implementing regulations), published and presented in a national congress

**a pure "top-down" process, with no concrete results**

## B. CASE STUDY: NFP (2/2)

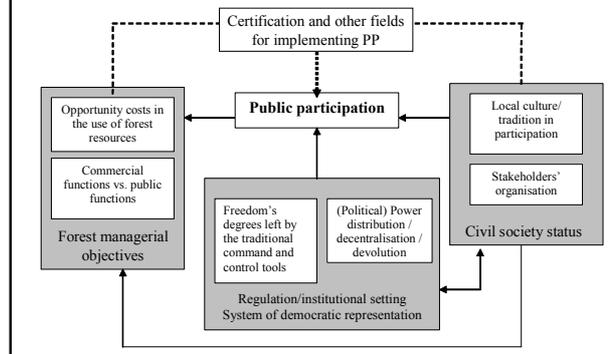
TFAP, FAO, MCPFE, UNFF, EC resolutions, methodologies, proposals, ... on NFP: moral obligation

2nd NFP (budget law 2007):

- the plan is going to be prepared in short time by 3 experts internal to the Ministry,
- no clear methodological approach (but no links with the 3° National Congress on Silviculture)
- an initial negative reaction from Regions (ANARF seminar at CNEL on 18.9.2007)

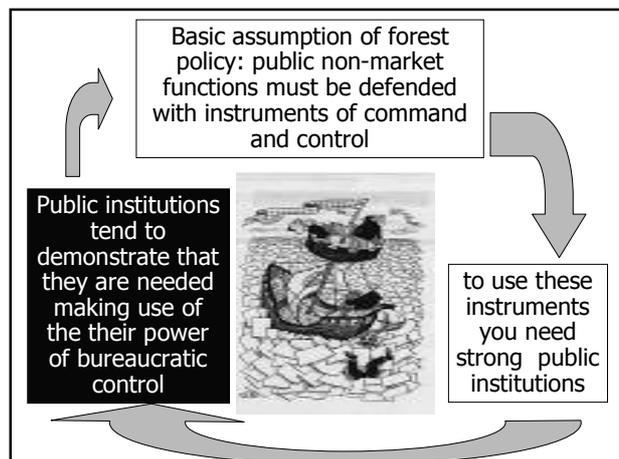
a new arena for inter-institutional conflict!

## C. THE DRIVING FORCES OF PP



## D. (MAJOR) OPEN QUESTIONS

1. Lack of a real power-devolution from traditional public forest authorities to the civil society



## (MAJOR) OPEN QUESTIONS

2. The problem of the power-devolution is exacerbated from a *de-facto* unresolved problem of power delegation from the State to the Regions:

→ **role of governments?**

*an actual, crucial topic (not only as far as forest certification is concerned): how to shift from "government" to "governance"?*

### Italy: the last State-controlled country in Europe?

- One fourth of the land owned by public bodies
- No significant examples of forest concessions
- 75,000 forest workers
- The only case of a State forest police
- Forest nursery activity totally managed by public agencies
- 98% of the forest cover under quite strong land use prescriptions
- Production and service activities under direct public control (sawmill, FM plans preparation, certification agencies, game enterprises, land restoration enterprises, environmental education activities, ...)

### (MAJOR) OPEN QUESTIONS

3. Even if focus is shifting:  
mountain forests → plain forests, &  
commercial functions → public functions  
...command and control instruments are still prevailing:

especially in Mediterranean countries...

... what is going to be the "content" of PP (P of civil society) if everything has already been defined by laws/regulations at institutional level?

There is no participation without freedom to express and influence the process by stakeholders = empowerment

There is no participation without power delegation

With "heavy" institutions not open to power delegation, no room for the civil society participation



Slides can be downloaded from: [www.tesaf.unipd.it/pettenella/](http://www.tesaf.unipd.it/pettenella/)