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## Actors in the Italian forestry sector arena: the two main Advocacy Coalitions

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## Advocacy Coalition Framework

The [Advocacy Coalition Framework](#) (ACF) is a **polymaking framework** developed to deal with intense public policy problems (Sabatier and Jenkins-Smith 1988, 1993, 1999).

It is best served as a **lens to understand and explain belief and policy change when there is goal disagreement and technical disputes involving multiple actors** from several levels of government, interests groups, research institutions, and the media (Hoppe and Peterse 1993).

The ACF has proven to be one of the more useful public policy frameworks (Schlager 1995; Schlager and Blomquist 1996; Johns 2003).

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## In simple words

- Most of the **policy problems** are associated to **conflicting values and interests** by the partners involved
  - In some contexts, these partners may be strong or weak, but generally they are interested **to find synergies with other partners** to promote their common values and interests
- Creation of **(temporary or strategic) alliances**

## The origin of the conflict

- **Before 2016:** *Min. Politiche Agricole, Alimentari e Forestali*: State forest policy making under the responsibility of the *Corpo Forestale dello Stato* (CFS)
- To reduce the no. of police corps (5) with **Decr. 177/2016** most of the CFS (7,781 people out to 7,177) is transferred to the **Carabinieri** with the creation of a **new forest unit (CUFA)**
- To reactivate a role in forest policy making, MIPAAF creates the **Direzione Economia Montana e Foreste** (DIFOR) and the former vice-Head of CFS is appointed as General Director

## Not only an Italian problem ...

There is a trend, which runs under the name of "**blurring**" and which after 11 September 2011 led to a progressive **blurring of the boundaries between** the mission and the characteristics of the **policing forces** with those of the **armed forces**.

The **militarization of police forces** and the use of the armed forces in policing tasks weakens constitutional guarantees and democracy itself.

**... even if:** there are no other European countries where the **Ministry of Defence** has such pervasive responsibilities in the forest sector: **forest policing**, the **management of the 130 State protected reserves** and of the **National Forest Inventory**

## 1<sup>st</sup> Avocacy Coalition

### AC dell'attivazione gestionale

**Valori di riferimento:** per essere protette le foreste devono essere attivamente gestite, anche perchè ci confrontiamo con il problema dei CC; per gestirle è fondamentale avere motivazioni economiche e sociali; se queste motivazioni sono scarse, devono essere trovati gli strumenti (volontari) per (ri)crearle.

**Modello di riferimento:** la foresta gestita in base a criteri di responsabilità («cura del creato» della LS; il «giardino»)

**Strumenti prevalenti di policy:** strumenti attivi, *bottom-up* ma anche *top-down*, di supporto e informativi (*carrots* e *sermons*)

### AC of the active management

**Reference values:** *to be protected, forests must be actively managed, also because we are dealing with the problem of CC; to manage them it is essential to have economic and social motivations; if these motivations are scarce, the (voluntary) tools to (re)create them have to be found.*

**Reference model:** *the forest managed on the basis of criteria of responsibility («care of creation» of the LS; the «garden»)*

**Main policy tools:** *active, bottom-up but also top-down, supportive and informative tools (carrots and sermons)*

## 2<sup>nd</sup> Avocacy Coalition

### AC of the (militar control) of natural resources

**Valore di riferimento:** per essere protette le foreste devono essere sottoposte a pervasive misure e azioni di vincolo. C'è quindi la necessità di norme cogenti e di una amministrazione sempre più operativamente organizzata per prevenire i danni ambientali.

**Modello di riferimento:** *wilderness*, la natura incontaminata

**Strumenti prevalenti di policy:** strumenti passivi e *top-down* di comando e controllo (*sticks*)

### AC of the (militar control) of natural resources passive protection

**Reference values:** *to be protected, forests must be subjected to pervasive measures and constraint actions. There is therefore the need for mandatory standards and an increasingly operationally organized administration to prevent environmental damage.*

**Reference model:** *wilderness, untouched nature*

**Main policy tools:** *passive and top-down command and control tools (sticks)*

## Leading institutions, key-values and their constitutional basis of the AC

DIFOR

Direzione Economia montana e Foreste del MISAF

**La governance del territorio**

**Art. 44 of the Constitution**  
«La legge dispone provvedimenti a favore delle zone montane».



"The law makes provisions for mountain areas"

MASE

CUFA

Ministero dell'Ambiente e della Sicurezza energetica + Carabinieri forestali

**L'azione di governo nella protezione della natura**

**New Art. 9 of the Constitution**

La Costituzione "tutela l'ambiente, la biodiversità e gli ecosistemi, anche nell'interesse delle future generazioni"



The Constitution «protect the environment, biodiversity and ecosystems, also in the interest of future generations»

## AC of the active management

Some of the objectives of the Italian National Strategy  
(art. 2 of the Forest Act – «TUFF»)

(...)

Promuovere la **gestione attiva e razionale del patrimonio forestale** nazionale al fine di garantire le funzioni ambientali, economiche e socioculturali.

**Promuovere e tutelare l'economia forestale**, l'economia montana e le rispettive filiere produttive nonché lo sviluppo delle attività agro-silvo-pastorali attraverso la protezione e il razionale utilizzo del suolo e il **recupero produttivo** delle proprietà fondiari frammentate e dei terreni abbandonati (culturalmente), sostenendo lo sviluppo di **forme di gestione associata**

(...)

*Promote the **active and rational management of national forest resources** in order to ensure environmental, economic and socio-cultural functions.*

*Promote and protect the **forestry economy**, the mountain economy and the respective supply chains production as well as the development of agroforestry activities pastoral care through protection and rationality land use and productive recovery of fragmented land and land ownership abandoned (culturally), supporting it development of forms of **associated management***

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## AC of the of natural resources passive protection

Gen. Antonio Pietro Marzo, Commander in chief of Forest Carabinieri (his speech during the official inauguration ceremony)

La Nostra Missione istituzionale qualifica e giustifica **la nostra fierezza di essere interpreti autentici ed esclusivi** in Italia delle esigenze particolari del nostro territorio e del bisogno dei cittadini di oggi e delle generazioni future, di vivere in **un sistema che garantisca salute, sicurezza** ed equi rapporti sociali.

E' questa la nostra sfida: **tutelare il paesaggio, fermare il degrado ambientale e l'inquinamento del territorio, garantire qualità e sicurezza** nel settore agroalimentare, promuovere l'adozione di comportamenti corretti e responsabili.

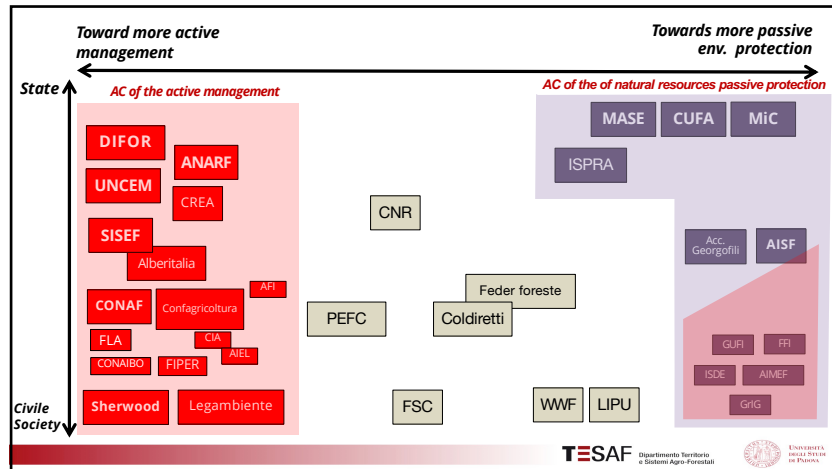
*Our institutional mission qualifies and justifies **our pride in being authentic and exclusive interpreters in Italy of the particular needs of our territory** and of the need of today's citizens and future generations, to live in a system that guarantees health, safety and fair social relations. This is our challenge: to protect the landscape, stop environmental degradation and pollution of the territory, **guarantee quality and safety** in the agri-food sector, promote the adoption of correct and responsible behaviour.*

Source: <https://www.assomil.it/cambio-al-vertice-dei-carabinieri-forestali-il-gen-marzo-e-il-nuovo-comandante/>

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Accademia dei Geografili: <https://www.geografili.it>  
 AFI: Associazione Forestale Italiana <http://www.associazioneforestaleitaliana.eu>  
 AIEL: Associazione Italiana Energie Agroforestali <https://www.aielenergia.it>  
 AIMEF: Associazione Italiana di Terapia Forestale <https://www.aimef.net>  
 AISF: Accademia Italiana di Scienze Forestali <https://www.aisf.it>  
 ALBERTITALIA: <https://www.alberitalia.it>  
 ANARF: Associazione Nazionale delle Attività Regionali Forestali <http://www.anarf.org>  
 CIA: Agricoltori Italiana <https://www.cia.it>  
 CONAIBO: Coordinamento Nazione delle Imprese Boschive <https://www.facebook.com/conaibo/>  
 Confagricoltura: <https://www.confagricoltura.it/ita/settori-produttivi>  
 CNR: Consiglio Nazionale delle Ricerche <https://www.cnr.it/it/dipartimento/501/scienze-del-sistema-terra-e-tecnologie-per-l-ambiente>  
 Coldiretti: <https://www.coldiretti.it/taq/foreste>  
 CONAF: Consiglio Ordine Nazionale Dottori Agronomi e Dottori Forestali <http://www.conaf.it>  
 CREA: Consiglio per la Ricerca in Agricoltura e l'Analisi dell'Economia agraria <https://www.crea.gov.it/web/foreste-e-legno> ;  
<https://www.crea.gov.it/web/politiche-e-bioeconomia>  
 CUFA: Comando unità forestali, ambientali e agroalimentari <https://www.carabinieri.it/chi-siamo/oggi/organizzazione/tutele-forestale-ambientale-e-agroalimentare>  
 DIFOR: Direzione Economia Montana e Foreste del MASAF  
<https://www.politicheagricole.it/flex/cm/pages/ServeBLOB.php/L/IT/IDPagina/15157>


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FFI: Fondo Forestale Italiano <https://www.fondoforestale.it>  
 Federforeste: Federazione Italiana delle Comunità Forestali <https://www.federforeste.it>  
 FIPER: Federazione di Produttori di Energia da Fonti Rinnovabili <https://www.fiper.it>  
 FLA: FederLegnoArredo <https://www.federlegnoarredo.it>  
 FSC: Forest Stewardship Council <https://it.fsc.org/it-it/>  
 GrIG: Gruppo di Intervento Giuridico <https://gruppodinterventogiuridicoweb.com>  
 GUF: <https://www.gufitalia.it>  
 ISDE: Associazione Italiana Medici per l'Ambiente <https://www.isde.it>  
 ISPRA: Istituto Superiore per la Protezione e la Ricerca Ambientale <https://www.isprambiente.gov.it/it>  
 Legambiente: <https://www.legambiente.it>  
 LIPU: Lega Italiana Protezione Uccelli <http://www.lipu.it/>  
 MASAF: Ministero dell'Agricoltura, Sovranità Alimentare e Foreste <https://www.politicheagricole.it>  
 MASE: Ministero dell'Ambiente e della Sicurezza Energetica <https://www.mite.gov.it>  
 MiC: Ministero della Cultura <https://www.beniculturali.it>  
 PEFC: Programme for the Endorsement of Forest Certification <https://www.pefc.it>  
 Rete Clima: <https://www.reteclima.it/>  
 Sherwood - Compagnia delle Foreste: <https://www.rivistasherwood.it> <https://www.compagniadelleforeste.it>  
 SISEF: Società Italiana di Selvicoltura ed Ecologia Forestale <https://sisef.org>  
 UNCEM: Unione Nazionale Comuni, Comunità ed Enti Montani <https://uncem.it>  
 WWF: World Wildlife International <https://www.wwf.it/cosa-facciamo/foreste/>

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### Some concrete examples of clashes between the two ACs

	<i>AC of the active management</i>	<i>AC of the of natural resources passive protection</i>
Management of new forests from spontaneous naturally regeneration (see TUF)	Conversion of forests to previous farm use is allowed without compensation	On an ordinary basis the new forests cannot be converted; if the conversion is allowed, compensation is needed
Voluntary market of carbon removals	A national initiative by CREA-MASAF has been planned, with the creation of a national Registry	MASE and ISPRA are blocking this initiative. Only ISPRA should deal with the Registry.
Aged coppices	They can be harvested getting back to a regular coppice management system	If the coppice are very old, conversion to highforest is the only option
Urban and peri-urban plantations (and related nursery policy)	Coordination between State and Regions in seed collection, with the involvement of all private nurseries in seedling production	Central control of seed collection by the two CUFA seed centres with only one nursery (Umbrador) involved
Fire control policy	Focus of fire prevention, civil (voluntary) defence, forest management and prescribed burning	More funds are needed to reinforce air fighting (Canadairs and Viking Air); no prescribed burning

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