

**International Research Seminar**  
***“Public participation: Apple-Pie or a New Mode of Governance?”***  
**Gérardmer (France), 26 – 29.06.2005**

**PUBLIC PARTICIPATION IN  
FOREST CERTIFICATION:  
practical examples in Italy**

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**Paper organisation**

- A. Our approach
- B. The driving forces
- C. Practical examples
- D. Lessons learned
- E. Future developments: toolkits
- F. Major open questions

## **A. Our approach (1/2)**

Because of the gap between theories and practical applications...

.... to analyse the Italian experiences  
in order to:

- 1) empirically confirm (or not) theories,
- 2) clarify reasons of (possible) failures,
- 3) identify research needs for going on

*A clarification: what forest certification requires is more related to "stakeholders consultation" than to PP*

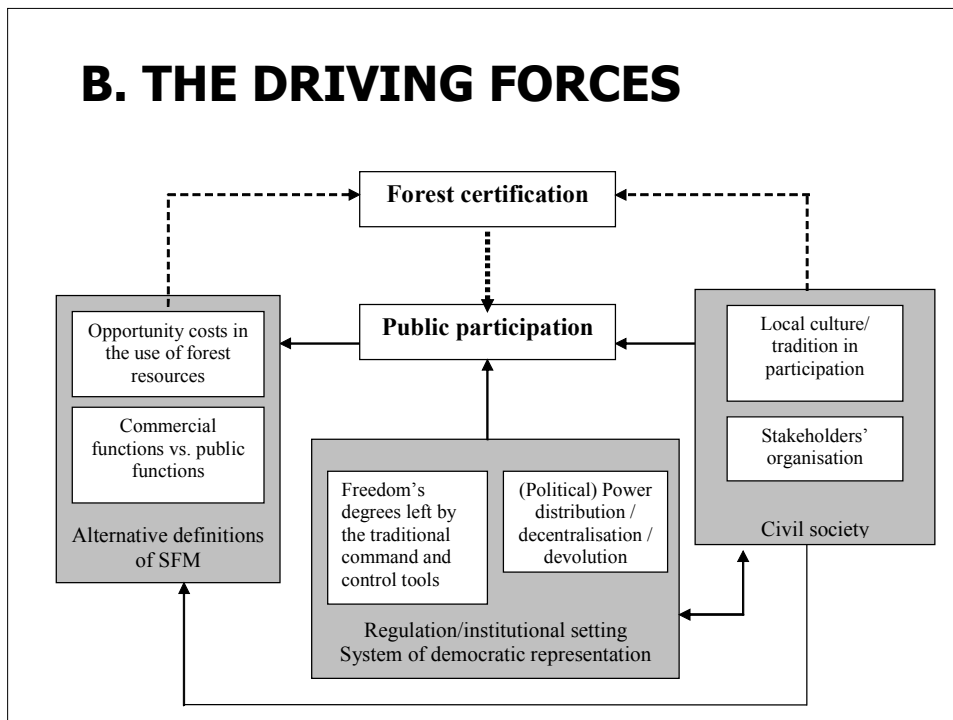
## **A. Our approach (2/2)**

Why participation in forest certification?

Participation experiences in Italy so far:

- Community NRs management  
→ *Regole, Magnifica Comunità Fiemme, ...*
- Agenda 21 Local Programs
- Public access to environmental info  
→ *European Directives 2003/4/EC and 2003/35/EC*
- **...the most advanced & structured:  
FOREST CERTIFICATION**

## B. THE DRIVING FORCES



## C. PRACTICAL EXAMPLES

(0/6)

Participation in forest certification is needed 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"

## C. PRACTICAL EXAMPLES

(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); 56 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

## C. PRACTICAL EXAMPLES

(2/6)

### 1) in SFM standards-setting processes *[continue]*

- **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 so far); 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

## C. PRACTICAL EXAMPLES

(3/6)

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

- **FSC: 6 certified f. – 15.500 ha**, at FMUL;  
*a private f.* = Bosco di Piegaro: 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

## C. PRACTICAL EXAMPLES

(4/6)

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

- **FSC: 6 certified f. – 15.500 ha**, at FMUL;  
*a private f.* = Bosco di Piegaro: 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;
- **PEFC: 4 certified forests – 356.000 ha**;  
*private, groups* = Forest Consortium of Monte Amiata + Landowner Union Bolzano Autonomous Province;  
*mixed, regional* = Friuli Venezia Giulia

## C. PRACTICAL EXAMPLES

(5/6)

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

- **FSC: 6 certified f. – 15.500 ha**, 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...*

## C. PRACTICAL EXAMPLES

(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 Xiloimprese - limited participation of external, national level stakeholders, *pretty good local & internal participation*; 1 forester as Group Manager – no special skill on participation

- **PEFC: 4 certified forests – 356.000 ha;** "regional" and groups certifications; internal participation

*Are groups' members shareholders?*

## D. LESSONS LEARNED

(1/2)

- In general, roughly organised & poor-participated processes
- 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 P. (that is not fine): *tentatives-mistakes*  
→ "How to sabotage participation" list fully applied!
- Lack of knowledge on concepts & methods, as well as on costs & resources

## D. 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

## **E. FUTURE DEVELOPMENTS (1/4)**

### **RI.SELV.ITALIA research project:**

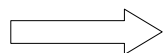
= the first research at national level seriously dealing with PP in forestry in our country

- 2 years, about 30 participants (scientists, experts, PA officials)
- Integration of C&I of SFM & of participatory approaches into a large scale FM planning common methodology
- Also because of forest certification!
- 3 pilot projects (Molise, Basilicata, Sardinia)

## **E. TOOLKITS (2/4)**

### 1. Definition of a "methodological framework" (procedurally well defined P process):

- basic operating rules
- minimum contents
- specific rules for communication



- CSA forest certification standard: *CSA-Z809-02 Sustainable Forest Management: Requirements and Guidance.*
- Catalunya NFP experience

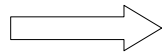


## E. TOOLKITS

(3/4)

### 2. Development of Criteria and Indicators for assessment PP:

- So far, Qualitative dimensions indicators more significant than Quantitative dimensions ones



- *Criteria and Indicators for the assessment of participation in NFPs* (Forestry Policy and Information Division – FAO)
- Experience from Developing Countries:
  - Indicators for measuring and assessing primary stakeholder participation: guidance note.* Dept. For International Development, UK (1995)
  - Tools for development.* DFID, UK (2002)

## E. TOOLKITS

(4/4)

### 3. Other ideas to go further on?

- Economics theories:



*Evolutionary economics* (Norgaard, 1981)  
*Information/communication economics* (Stigler 1961, Müller 1994, Adler 1996)

- ... suggestions ???

## F. (MAJOR) OPEN QUESTIONS (1/3)

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

→ **role of governments?**

*an actual, crucial topic also within forest certification arena  
how to shift from "government" to "governance"?*



In the past: command & control instruments



## F. (MAJOR) OPEN QUESTIONS (2/3)

2. 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?

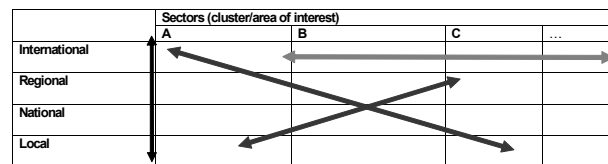
### Different approaches in forest policy implementation

	<i>In mountain areas</i>	<i>In plain areas</i>
<i>Stakeholders</i>	Few, rather passive	Many and active (→ conflict management)
<i>Role of forest administration</i>	Central	Partner with other institutions
<i>Prevailing instruments</i>	Control	Incentives, management agreements
<i>Involvement/ interest by politicians</i>	Low	High
<i>Management objectives</i>	Multifunctionality	Often more specialised use of the forest resource

## F. (MAJOR) OPEN QUESTIONS (3/3)

3. Participation has to be applied at different levels and scales, according to different planning and programming scales:

problems in coordinating PP are similar to those raised by coordinating sectoral policies?



horizontal, inter-sectoral coordination  
 infra-sectoral, vertical coordination  
 inter-sectoral, multi-level coordination

*If yes, how to use that know-how?*

*Participation as a tool for inter-sectoral coordination?*

