

The Policies and Politics Governing Plantation Management



**Ben Cashore
Assistant Professor
Sustainable Forest Policy
Yale School of Forestry and Environmental Studies**

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Northwest

Assessment of Future Potential & Economic, Environmental and Social
Applications

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Two Questions Guide My Presentation



- How do we account for the rules and policies governing forest plantation management?
- What rules might be expected to emerge?

Four parts to presentation



- Present analytical framework with which to understand politics and power struggles behind plantation management
- Argue that environmental group and industry positions on plantations change when their institutional environments change
- Provide examples to illustrate argument
- Reflect on what these lessons mean for environmental group treatment of plantations under auspices of forest certification

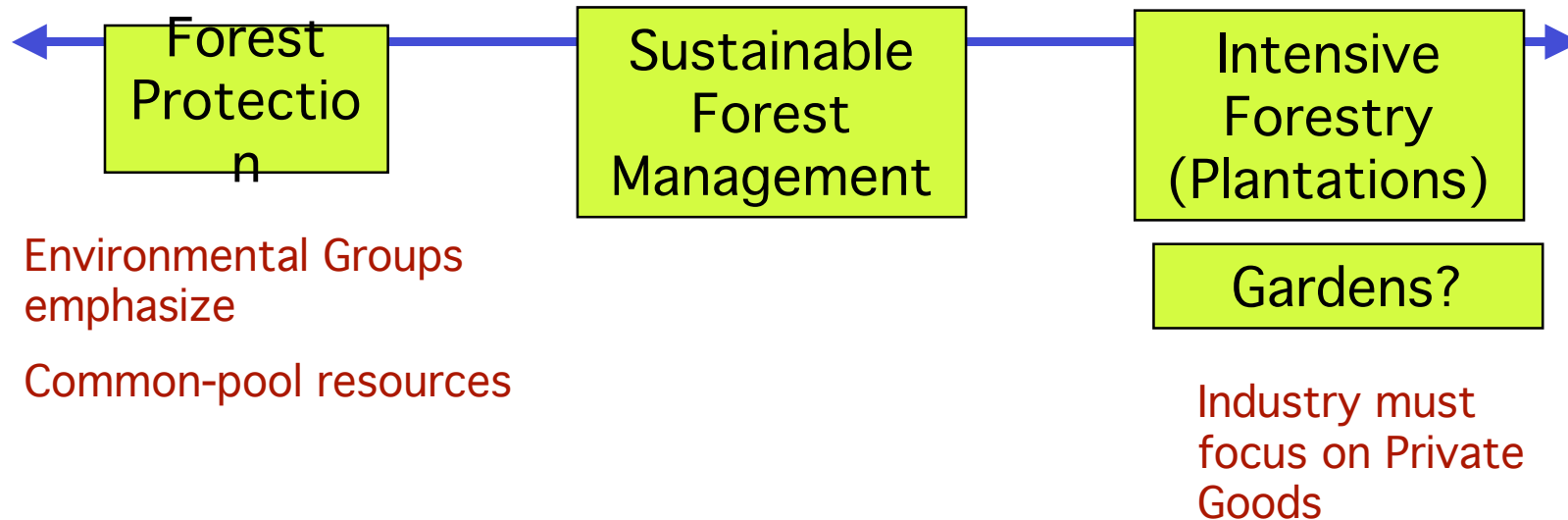
Analytical Framework: Ostrom's lense

The Nature of Goods and Services

		Excludability	
		HIGH	LOW
Rivalry (Does using it reduce it?)	HIGH	Private Goods Timber	Common-pool resources Endangered Species, fish
	LOW	Impure public goods Toll Roads, professional and industry associations	Public goods Air, water

Adapted from Prakash and Kollman (2000) and Gibson, McKean and Ostrom (2000)

Analytical Framework: A Continuum of Concepts and Definitions



Analytical Framework: An interest based account

◆ **How to define and regulate plantations in this context?**

Hypotheses everything else being equal

H1: It is in the interest of environmental groups to push forestry operations toward the preservation end of the continuum (and to advocate increased regulation at all levels)

H2: It is in the interest of industry to push operations toward the Intensive Forestry end of continuum (and to advocate decreased regulation at all levels)

Analytical Framework: An interest based account with institutionalized links

What happens when increased forest protection formally linked to increase in intensive forestry?

H3: It is in the interest of environmental groups to support forestry operations to the *right* end of the pendulum, and have an interest in *limiting* regulations of plantations to their externalities (effects on water, air)

Why?: Environmental groups would not want regulations imposed that might reduce (private good) timber yield on plantations, as any reduction could break the formal compromise agreement and result in reduced protection of (common pool) goods in protected areas.

Analytical Framework: An interest based account with institutionalized links



What happens when increased forest protection formally linked to increase in intensive forestry?

H4: It would be in the interests of industrial firms to support forestry at the *left* end of the pendulum, and to support rules to keep these forests in their “protected” status

Why?: they would not want to risk worsening state of common-pool goods in protected areas for fear of breaking the formal agreement and reducing their (private goods) high yield timber.

Illustrating the argument: 2001 Ontario Forest Accord

- Ongoing debates in 1980s and 1990s over forest resources use
- Concern over common-pool goods
- Concern over timber supply
- Agreement among government, industry and conservation groups
- Increases protected areas
- Strategy for enhancing cut on identified intensive forested areas. Tim Gray, Wildlands League:
- quote
 - “The Forest Accord marked the first time in Canada that a group of environmental organizations linked efforts to protect wild areas to commitments to mitigate the impacts on industrial wood users. It was also the first time that the forest industry agreed that future increases in wood use will have to go hand-in-hand with increases in protected land”


Illustrating the argument: 2001 Ontario Forest Accord

- Result:
- Abitibi-consolidated
 - “The war in the woods took up so much time, energy and resources. Now our foresters spend more time on managing the forests better. We are going for win-win rather than win-lose” Don Hopkins
- Federation of Ontario Naturalists
 - “It forces all of us around the table to talk about our interests....The result is going to be better conservation and better forestry” Ric Symmes


Illustrating the argument: New Zealand Forest Accord

- Grant Rosoman, Greenpeace Forests Campaign
- “plantations are not forests but we have learnt to live with them to achieve destructively sourced wood substitution and native forest restoration and protection”
- “(FSC) Certification is a civil society movement to assess and guarantee plantation and forest management, where governments and international institutions have failed.”
- (Note: Greenpeace was not among those conservation groups who formally supported the New Zealand forest accord)

What does this mean for US and Pacific Northwest?

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- Protected areas developed in different context
 - Wilderness act, roadless area initiatives, ecosystem management/spotted owl
 - Presence of private lands facilitated preservation initiatives but was done in absence of negotiations over intensive use
 - But absent any formal agreement
 - Hence if hypotheses are correct, we would expect strong criticism of plantations and calls for increased regulations on part of environmental groups in the Pacific Coast while we would expect strong support from industry and calls to limit regulations

What does this mean for US and Pacific Northwest?

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- Appears to be what is happening
 - Increased environmental group demands for regulation of private land, not reduced
 - Increasing use of plantations appear to be seen largely in negative terms by environmental groups and advocates
 - Industry seeing plantations increasingly in positive light, and no advocating of increased rules
 - Question: Can steps be taken in Pacific Northwest to formally link plantations and protected areas?


What does this mean for certification issue?

- Would expect environmental groups supported certification efforts to take a rather negative view of intensive forestry that would attempt to reduce use of plantations
- Turns out we do see this approach overall on part of FSC (the certification program most supported by environmental groups).
- Originally FSC would not certify plantations at all
- Then said when done in a way that moved toward natural generation and reclaimed non-forested areas could be planted
- But still said any land converted to plantations after 1993 could never be certified

FSC's regional standards: Pacific Coast

- Pacific Coast FSC standards process took interesting direction
- Permits widespread use of forest plantations under FSC certified forests (could be as high as 70% of forest operations).
- Encourages integration of plantation management with natural forest management (formally linking plantations with natural forest management).
- Key question is how plantations are defined
- The more operations under private forest lands are already considered to be plantations, the more the impact of the FSC would be to increase lands under natural forest management.

Conclusions

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- Debates about defining plantations are in part owing to political struggles over their use
 - Ideas about the proper role of plantations can be altered by thinking about institutions governing forestry generally
 - More work needs to be done on how such institutions might evolve in the Pacific Coast context