



ICRPS Day 11: Forest policy Developing Crown Forest Policy: a Public and Private affair

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Axiom

Good process is assumed to be more apt to produce good forest policy than a poor process

(Lasswell 1971)

Since laws affect Canada's forest, it is reasonable that the underlying processes by which policy is made are also important.

Overview



- Quick definitions
- Background & 4 policy cases
- Method
- Findings
- Conclusions

Issue

How is Crown forest policy developed?

- **Policy** – recent law e.g., protected areas, wood supply
- **Crown** – provincial level policy
- **Development** – process or activities by people over time, requiring resources, involving influence
- **Issue?** More research on development of policy processes (Howlett 2001)

Background

- **Policy analyses dominant**
- **In comparison, policy-making receives considerably less attention and resources** (Lasswell 1955, Howlett 2001)
- **This research examined**
 - Cdn cases w. actual policy makers

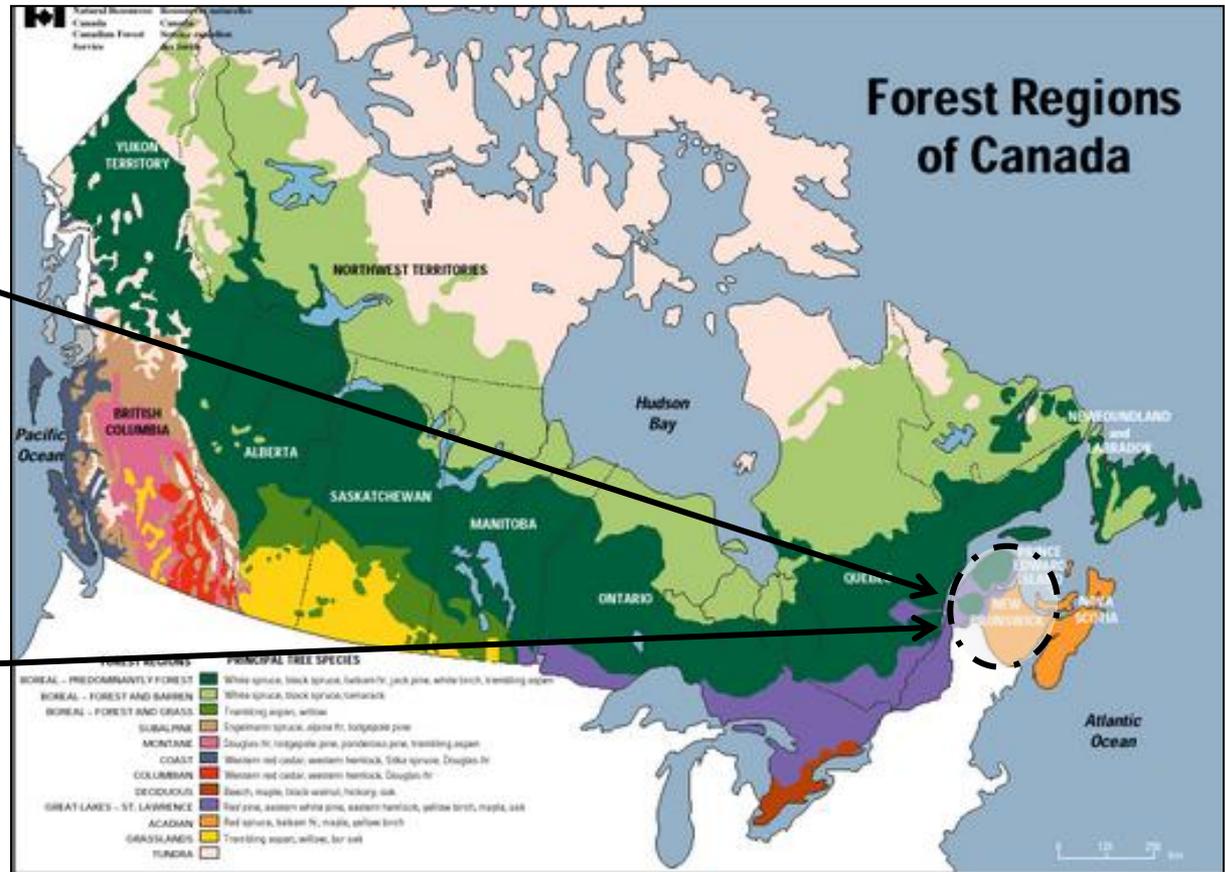
Background - Selected Policy Cases

NB protected natural areas

(NBPNA) 1997. Setting aside Crown land to protect eco areas, 10@ 150,000 ha

NB Softwood Fibre

(NBSWF) 2000. Wood supply debate, issues varied by stakeholder, FI wanted guaranteed supply



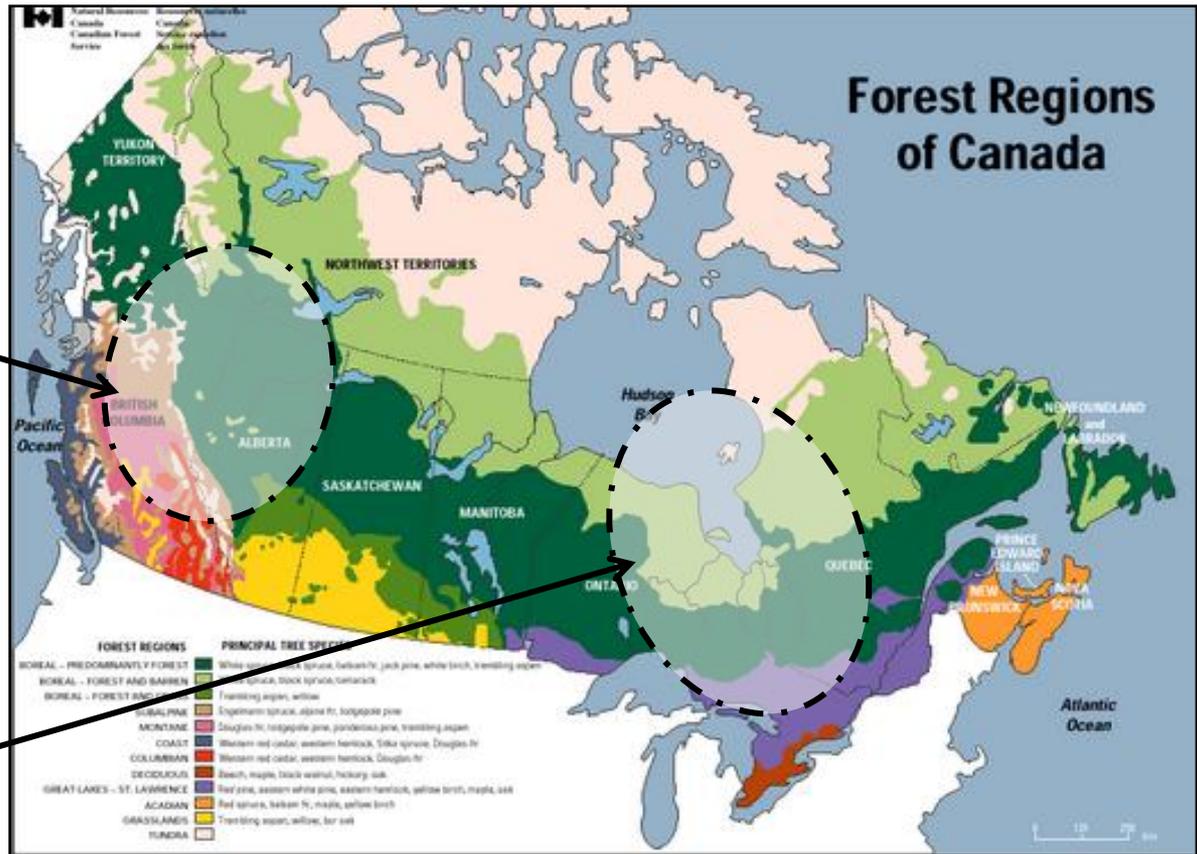
Background - Selected Policy Cases

BC Crown forestry revitalization

(BCFR) 2000. Industry in crisis, election platform- revitalize industry, coastal & interior different challenges

ON Land use issues

(ONL4L) 1997. Crown land policy review, 45% of ON land base



Method

Objectives

1. Identify policy groups
2. Determine and examine critical moments when developing policy
3. Discover strategies of groups
4. Identify improvements

Objectives 1 and 2 are the focus today

Methods

- Case study approach
- Qualitative methods
- Identify policy makers
- In-depth interviews
- Verbatim transcripts
- Thematic analysis
- Background materials

(Stake 1994, Johnson 2002, Yin 2003)

Method

33 in-depth interviews with the most influential policy makers in each case

| | Crown forest policy case interviews | | | |
|---------------|-------------------------------------|----------------|--------------------|------------------|
| Policy Groups | NB protected areas | NB wood supply | ON Land use issues | BC forest crisis |
| GOV | 3 | 3 | 3 | 3 |
| FI | 3 | 3 | 3 | 3 |
| ENV | 3 | 3 | 3 | 0 |
| Total | 9 | 9 | 9 | 6 |

Reliability of data: 1) each policy maker recommended by 2 different grps, 2) no new policy makers identified after interviews, policy makers reviewed case analysis for accuracy, 3) suggested bkgnd material incorporated

Validity of results: results found across very diverse policy issues from different jurisdictions with varied forests and forestry practices, and different policy-makers

Findings - Actors

GOV:

- Senior management
(Deputy Minister, policy staff)
- Elected (Minister, Premier)
- 2 Branches
(Wood supply, Conservation)

Forest Industry:

- CEOs
(Presidents, VPs, Chief Forester)
- Forest industry association
(NBFPA)

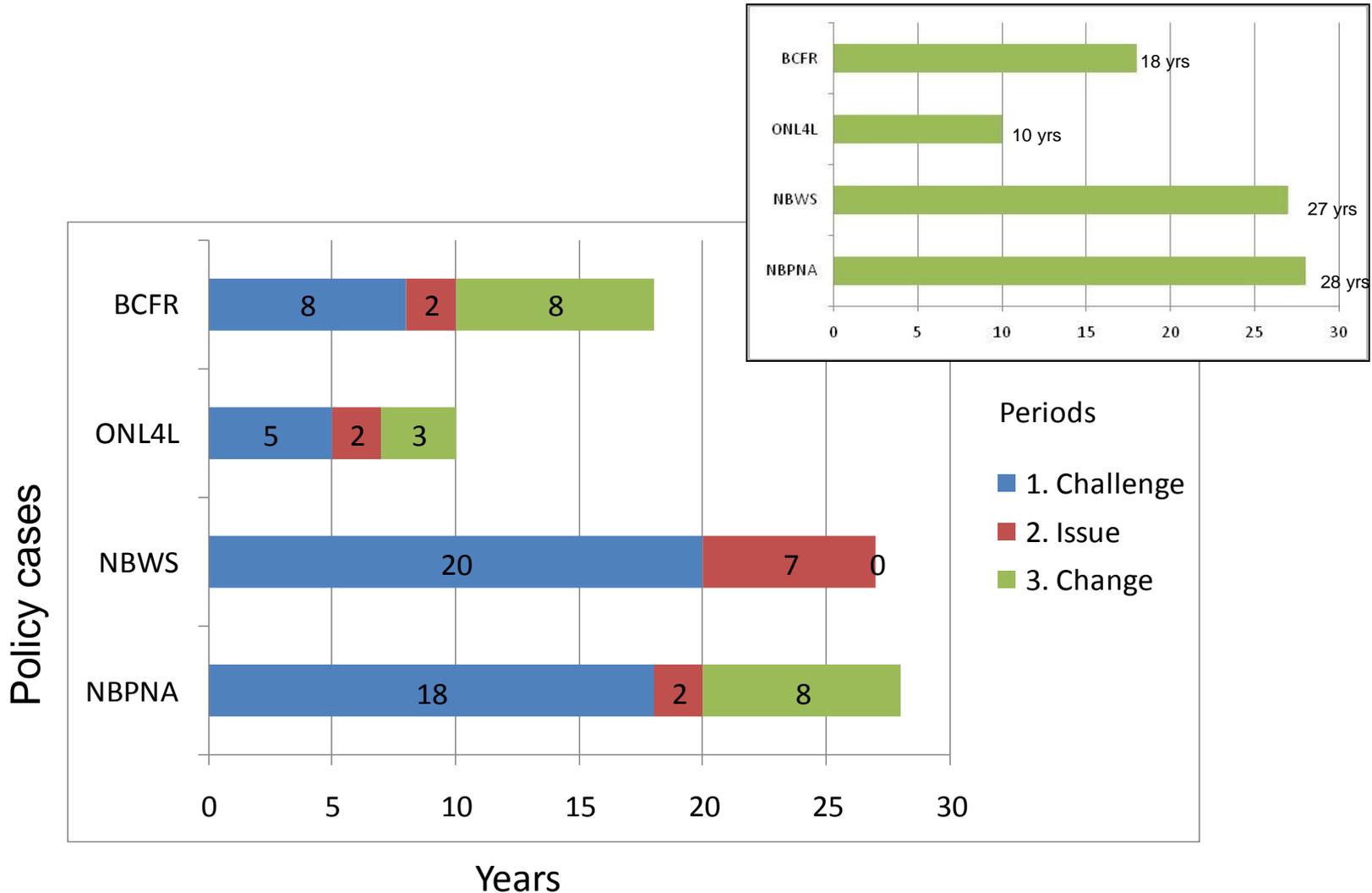
ENV:

- Senior officials
(Presidents, Policy Directors)
- Coalition
(ON: Partners for Public Lands)

Secondary Groups:

- Concerned but little influence
- Consultants, temporary influence
- Arms-length financial (ONL4L)
- Unexpected influence (NBPNA - McAdam, NB)

Findings - Chronology



Findings – Process Revealed

| Policy process | Evidence from cases | | | |
|--|-------------------------------------|--------------------------------------|-------------------------------------|---|
| | NBPNA | NBWS | ONL4L | BCFR |
| Period 1 Challenge 1. Judge inadequate | CCNB protest on Christmas Mountains | NBFPA request new wood supply policy | Wildlands League take govt to court | Industry lobby govt, costly Forest Practices Code |

Findings – Process Revealed

| Policy process | Evidence from cases | | | |
|--|----------------------------|-------------------------------|---|--|
| | NBPNA | NBWS | ONL4L | BCFR |
| Period 2 Define issue 1. Gather information 2. Release study, Feedback 3. Seek info to gauge support | Hire local consultant | Hire international consultant | Appoint chairs to 3 regional round tables | Opposition leader chair regional mtgs |
| | Release study, public mtgs | Release study, news media | Release study, Env'al registry | Release policy platform |
| | Gov mtg with grps | All party cmt hold hearings | Mtgs among Gov, FI, Env | Provincial election <i>continued...</i> |

Findings - Continued

| Policy process | Evidence from cases | | | |
|------------------------|-------------------------------|------------|--|--|
| | NBPNA | NBWS | ONL4L | BCFR |
| Period 3 Change | | | | |
| 1. Written agreement | Stakeholders' Cmt report | No new law | Ontario Forest Accord | Forestry Revitalization plan |
| 2. New law | New Act and regulations | | Many laws and regulations | Many laws and regulations |
| 3. Implement | New cmts, compensate industry | | 300+ new parks, new intensive forestry areas | Take back 20% volume, compensate individuals |

Findings – Public and Private Affair

| | Public | Private |
|-----|--------|---------|
| GOV | | |
| FI | | |
| ENV | | |

Findings – Public and Private Affair

| | Process as public affair | Process as private affair |
|------------|--|--|
| GOV | <p>Period 1. Challenge Observe, ltd action e.g. NB Sign Canada Forest Accord</p> <p>Period 2. Define issue Announce consultant, release study, seek feedback e.g. 2 exceptions: ON Env'al registry, BC General election</p> <p>Period 3. Change New law, taking actions e.g. New cmts (except NBWS)</p> | <p>Period 1. Challenge Mtg FI regularly, as expected Mtg ENV infrequently</p> <p>Period 2. Define issue Mtg FI regularly, Gauge strength of '<i>social contract</i>' and opposition</p> <p>Period 3. Change Mtg FI regularly, Mtg ENV more frequently (except BCFR)</p> |

Findings – Public and Private Affair

| | Process as public affair | Process as private affair |
|----|--|--|
| FI | <p>Period 1. Challenge Observe, frustrated by ‘<i>war in woods</i>’</p> <p>Period 2. Define issue In public mtgs sway govt of interest and good stewards</p> <p>Period 3. Change Reluctant participant, except BCFR</p> | <p>Period 1. Challenge Mtg GOV regularly, avoid ENV e.g. ‘<i>the enemy</i>’</p> <p>Period 2. Define issue Mtg GOV regularly, influence choice of consultant and activities eg. ONL4L</p> <p>Period 3. Change Mtg GOV regularly, interact with ENV</p> |

Findings – Public and Private Affair

| | Process as public affair | Process as private affair |
|-----|--|---|
| ENV | <p>Period 1. Challenge Public attention to gain support for issue and research</p> <p>Period 2. Define issue Coalition takes action, legitimise issue and coalition eg. Ontario Env'al registry</p> <p>Period 3. Change Full participating member, only downpayment to more actions except BCFR</p> | <p>Period 1. Challenge Forming coalition(s)</p> <p>Period 2. Define issue Mtg GOV and FI to legitimize dispute resolution process suggestions</p> <p>Period 3. Change Mtg GOV and share info Mtg with FI usually in context of new law and regulations</p> |

Conclusions

- GOV and FI dominate policy negotiations, and joined by ENV
- Each group consists of sub-groups, more complicated
- Developing policy takes a long time
- Early parts of process planned, rest unscripted, action/reaction
- Process evident with hind-sight (researcher)
- Perceptions of process varies between groups and within a group





Thank You and Questions