

# Forestry policy

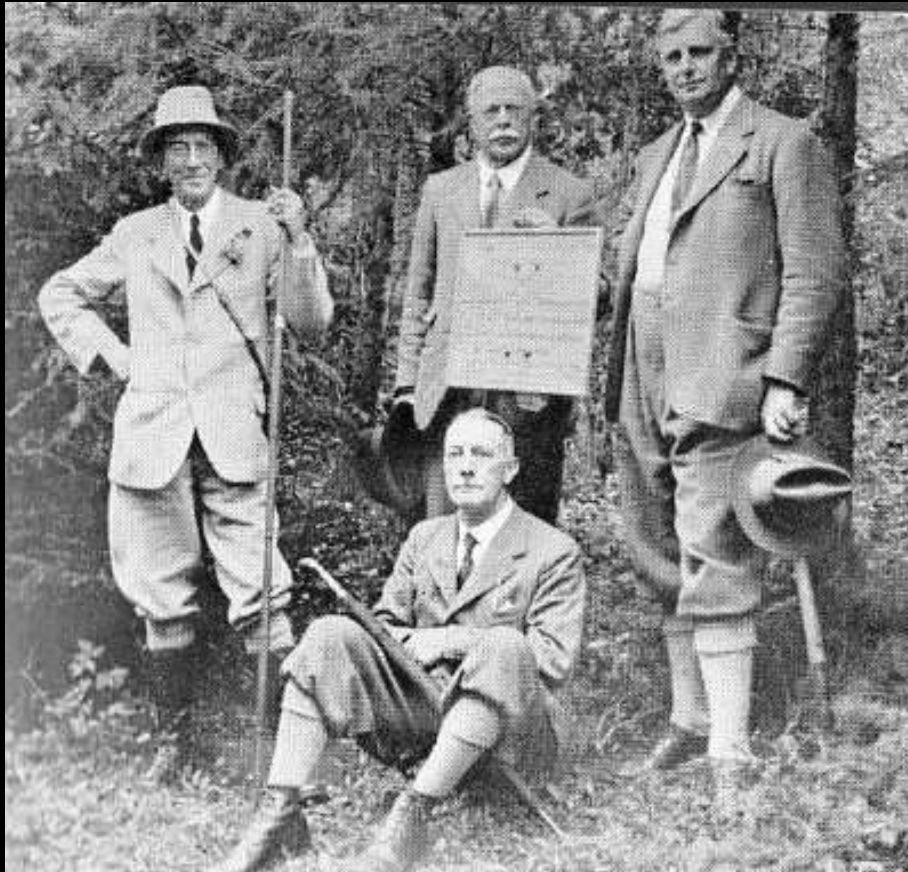
*Negotiating tradeoffs - Who's in charge?*



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# “Forestry Policy – Hindsight, Forethought and Foresight”

- Long forestry timeframes policies can result in forests which fail to benefit future society.
- How can we hone *forethought* for forestry *foresight*?
- Analyse past policy making and models.
- Society nature and discourses.
- Post-productive?
- Carbon production?



## Site of 1919 planting by Forestry Commission

Photographed in 1934. Acland , Murray, Robinson, Herbert

(Ryle, 1969)

# What is policy?

- “a policy ....consists of a web of decisions and actions that allocate... values”
- “An output of a political system ...is a political decision or policy.”

(Easton, 1957, quoted in Hill, 2005)

# The “Garbage Can Model”



“Independent exogenous streams flowing through a system”

(Cohen, March and Olsen, 1972)

# Solution

- “in January, 1886 I submitted to ..... Viceroy of Ireland...a pamphlet entitled “Afforestation in Great Britain and Ireland.”
- “a change of Government took place and my pamphlet was, I presume, shelved.
- “I went on, and at various periods published....”  
Etc etc.

Sir William Schlich (1904)

# Problem

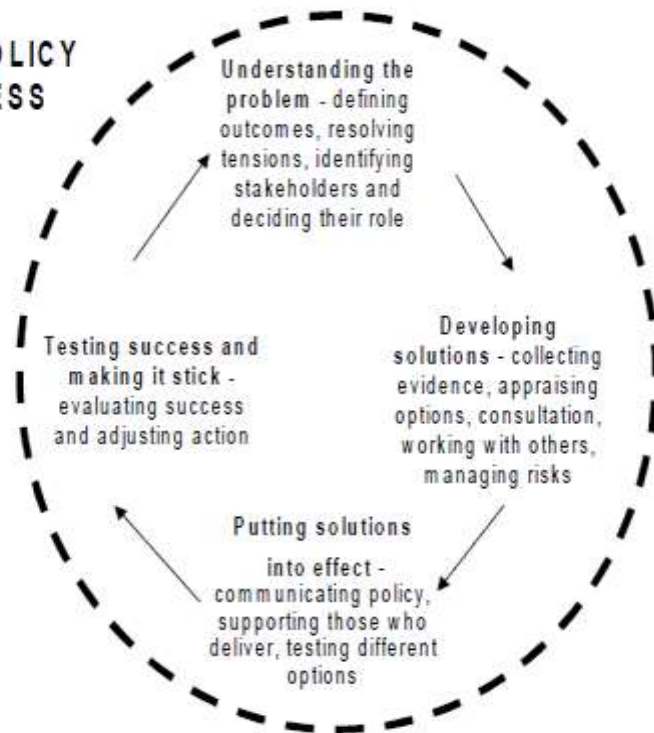
**“Dependence on imported timber has proved a serious handicap in the conduct of the war. The United Kingdom cannot run the risk of future wars without safeguarding its supplies”**

**(Ministry of Reconstruction, 1918)**



# Policy Cycle

## CORE POLICY PROCESS



“We found in our discussions with policy makers, however, that policy making rarely proceeds as neatly as this model suggests.”

PROFESSIONAL POLICY MAKING FOR THE TWENTY FIRST CENTURY  
(Cabinet Office, 1999)

# Evidence Based? Rational?

“the selection being made following a comprehensive analysis of all the alternatives and their consequences”

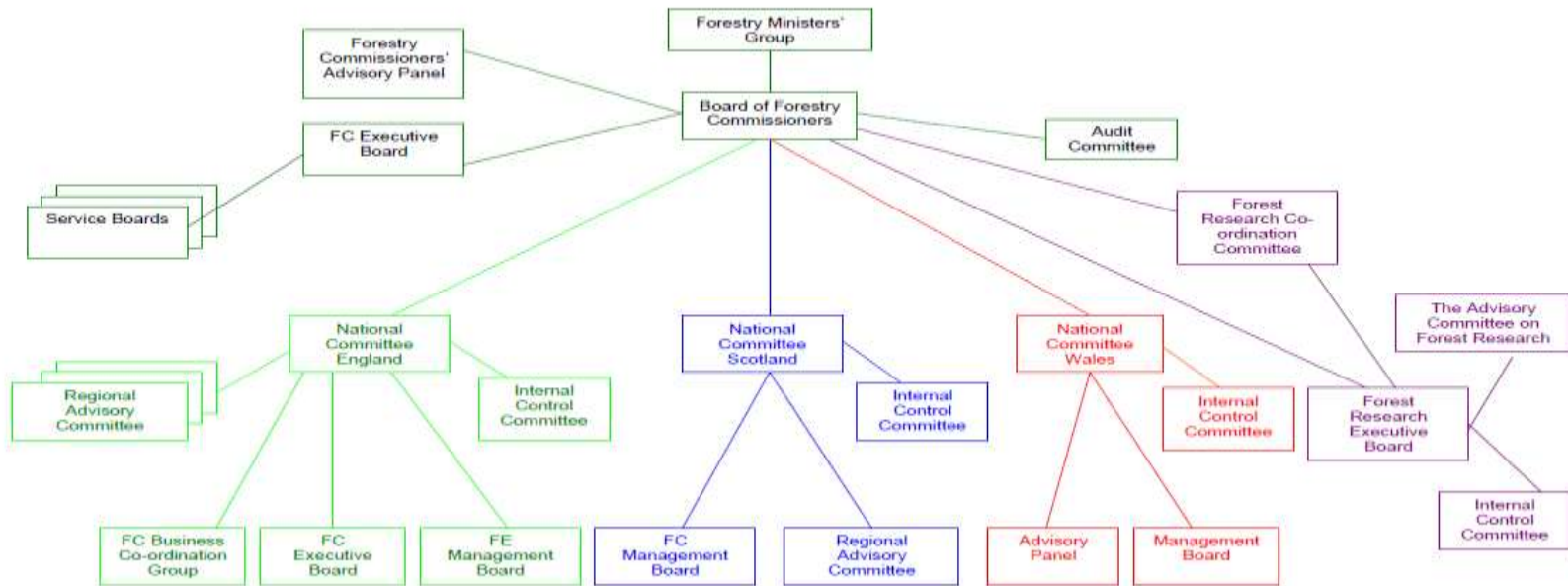
(Hill, 2005)

“does not necessarily mean ‘objective’ policies....devoid of principles, priorities or preferences.” (Dorey, 2005)

- **Incrementalism** - “The Science of Muddling Through” (Lindblom, 1959)
- **Pluralism** - ‘multiple centers of power, none of which is wholly sovereign, will help (may indeed be necessary) to tame power, to secure the consent of all,...’ (Dahl, 1967)

FORESTRY COMMISSION – GOVERNANCE STRUCTURE

Appendix 1



“A search for the responsible party leads through an endless maze of committees, bureaus, offices, and anonymous bodies.”

(Schaar, 1984)

# Bureaucracy

“The question is always who controls the existing bureaucratic machinery. And such control is possible only in a very limited degree to persons who are not technical specialists. Generally speaking, the trained permanent official is more likely to get his way in the long run than his nominal superior, the Cabinet minister, who is not a specialist.” (Weber, 1964)

“politicians in few countries place as much faith in bureaucrats as do the British.”

(Campbell and Wilson, 1995, in Hill, 2005)

# Capitalist Society



“The executive of the modern state is but a committee for managing the common affairs of the whole bourgeoisie.” (Marx and Engels, 1848)

“...the state in these class societies is primarily and inevitably the guardian and protector of the economic interests which are dominant in them.”

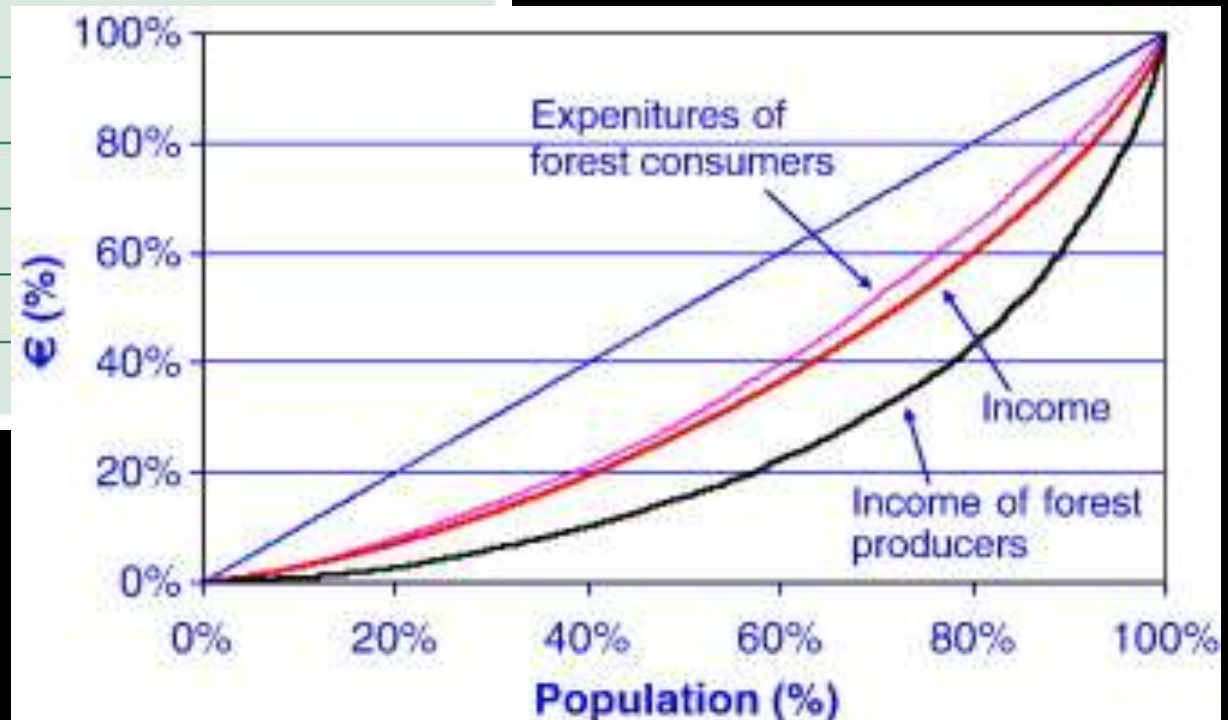
(Miliband, 1969)

# Distributional Analysis

TABLE 5.2: INCOME RANGES BY QUINTILE OF EQUIVALISED GROSS INCOME

| £ per week                           | Single with no children | Couple with no children | Single with child aged 5-7 | Couple with child aged 5-7 | Single with two children aged 5 & 11 | Couple with two children aged 5 & 11 | Single with Pensioner | Pensioner Couple |
|--------------------------------------|-------------------------|-------------------------|----------------------------|----------------------------|--------------------------------------|--------------------------------------|-----------------------|------------------|
| Quintile of equivalised gross income |                         |                         |                            |                            |                                      |                                      |                       |                  |
| 1                                    | 0 to 129                | 0 to 214                | 0 to 174                   | 0 to 259                   |                                      |                                      |                       |                  |
| 2                                    | 130 to 189              | 215 to 314              | 175 to 254                 | 260 to 379                 |                                      |                                      |                       |                  |
| 3                                    | 190 to 269              | 315 to 444              | 255 to 364                 | 380 to 534                 |                                      |                                      |                       |                  |
| 4                                    | 270 to 394              | 445 to 644              | 265 to 529                 | 535 to 779                 |                                      |                                      |                       |                  |
| 5                                    | 395 plus                | 645 plus                | 530 plus                   | 780 plus                   |                                      |                                      |                       |                  |

HM Treasury "Green Book"



(Riera et al, 2006)

# Interests or Discourse

“interests determine the actions people take, they constitute one of the most important factors describing the political process.” (Krott, 2001)

“history and humans are not so much ‘driven’ by objective interests, rational calculations, social norms or overt power struggles, but by knowledge production and (collective) interpretations of the world.” (Arts et al, 2008)

# “Ancient Woodland”

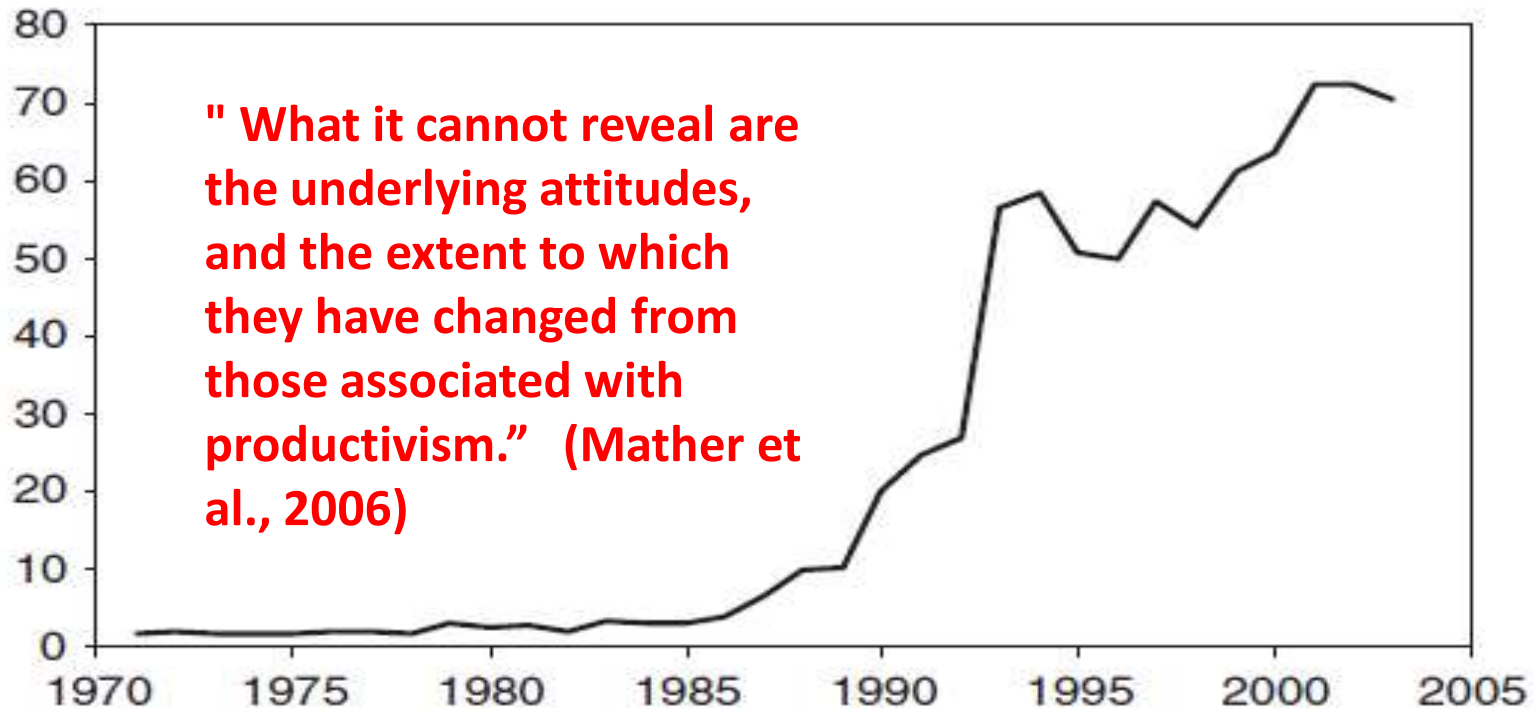
“they could not see ancient woods because in their place they saw ‘derelict woods’ or ‘scrub’”

“it was with the invention of the ancient woodland category by Oliver Rackham and George Peterken...that the struggle...began.”

(Tsouvalis, 2000)

# Post-productivism

*A.S. Mather et al. / Journal of R*



**" What it cannot reveal are the underlying attitudes, and the extent to which they have changed from those associated with productivism." (Mather et al., 2006)**

Fig. 3. Broadleaved (new) planting as percentage of total (new) planting. Source: Forestry Commission (2003a).

# How post-productive are we?

“All of the Forest Enterprise interviewees acknowledged that forestry was moving, or being driven, towards a social agenda. There was, however, a widely held view that timber production must remain the core business of forestry.” (Kitchen et al., 2002)

“Re-imagining forests requires much more than a return to old models of productivism.”

(Slee 2009)

# Climate Change, Carbon and a return to Productivism?

| Species              | Spacing (m) | Yield class (m <sup>3</sup> ha <sup>-1</sup> year <sup>-1</sup> ) | Management regime                              |
|----------------------|-------------|---|--|
| Eucalyptus           | 2.0         | 36  | No thinning (short rotation forestry)          |
| Eucalyptus           | 2.0         | 20  | No thinning (short rotation forestry)          |
| SAB                  | 1.5         | 6   | Standard thinning                              |
| SAB                  | 1.5         | 8   | Standard thinning                              |
| SAB                  | 1.5         | 4   | No thinning                                    |
| SP                   | 3.0         | 4   | No thinning                                    |
| SS/DF mix            | 2.0         | 16  | Standard thinning (synchronised for 2 species) |
| DF                   | 2.0         | 20  | Standard thinning                              |
| OK/SAB/DF/<br>JL mix | 1.5         | 4/4/14/10   | ACF (selection)                                |
|                      |             |   | Standard thinning (synchronised                |

# Different Productivity Trade-offs?

| Cumulative abatement to 2100                                  |       |     |
|---|-------|-----|
| Unmanaged Broadleaves   | YC 4  | 854 |
| Sitka and Douglas<br>(including substitution and<br>products) | YC 12 | 899 |

(tCO<sub>2</sub> ha<sup>-1</sup>)

# Further exploration of where the power lies

- Forestry in Britain may have special features, particularly institutional power.
- Post-productive turn seems clear but its slow arrival, and depth, still deserves investigation.
- Carbon “productivism” emerges from the garbage can?

# Hindsight in Perspective

Sir Humphrey: Minister, aren't we making a little too much of this, possibly blighting a brilliant career because of a tiny slip made thirty years ago? After all it's not such a lot of money wasted.

Minister: *Forty million pounds?*

Sir Humphrey: Well not compared with Blue Streak, TSR2, Trident, Concord, high rise council flats, British Rail, British Leyland, British Steel, Upper Clyde Shipbuilders, the Atomic Power Station Program, comprehensive schools, the University of Essex.

Yes Minister - The Skeleton in the Cupboard (Lynn and Jay, 1984)

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