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EUROPEAN POLICIES AND MEASURES FOR PROTECTION, MANAGEMENT AND DEVELOPMENT OF MOUNTAIN AREAS AND MOUNTAIN FORESTS

Pantić M., Gajić A., Bezbradica Lj.

Institute of Architecture and Urban & Spatial Planning of Serbia, Serbia.

E-mail: marijanap33@yahoo.com

Abstract

European countries have already a tradition in taking care of mountain area resources. As mountain areas have multiple functions – ecological, economic, social – the main challenge is finding a balance between their colliding roles, but also between extensive use and complete negligence. Even though the areas are multifunctional, their prevailing role is ecological because mountains store most of drinking water sources, ore, biodiversity, as well as they are shelters for forests world-wide.

For successful actions it is necessary to build comprehensive framework in order to tackle different issues at once and prepare a base for sectoral solutions. Therefore, this article will focus on overall national policies and measures developed in European mountain countries, but with particular attention on how they influence protection, management and development of mountain forests. This will include review of existing legislative, institutions, financial, strategic and participatory instruments and measures.

Key words: mountain areas, forests, forest management, forest protection, spatial development

Introduction

Mountains and forests are highly correlated topics. They share the same roles – environmental, economic and social functions – and due to the remoteness of mountain areas, caused by terrain inaccessibility and building costs, higher altitude regions have remained shelters for forests (Messerli, Ives, 1997; van Ginkel, 2004; Bryden, et al., 2005). Therefore, the aim of this article is to interpret as excessive research on mountain area problems in context of forests and forestry.

Policy instruments

Some of the challenges and problems that mountain forests encounter are illegal construction, clear-cutting for ski-slopes, uncontrolled exploitation of woods, forest fires, irresponsible management, air pollution, and increase of phyto-mass followed by decrease of biodiversity. However, unprofessional conduct in nature could also cause environmental problems, such as the case with drainage of ground water as a consequence of afforestation using allochthonous species. In order to deal with these problems, mountain countries have developed different policy

instruments: legislation, institution building, financial management, strategic and spatial planning, and local community participation; and measures (Pantić, 2014).

Legislation

Eight out of over 30 mountain countries in Europe practice mountain specific legislation: Austria, Bulgaria, France, Greece, Italy, Romania, Switzerland and Ukraine. Among them, France and Italy have developed and adopted legislative acts directly dealing with forests in mountains. The system used in France is stipulation of mountain acts to other acts of high importance for mountain areas; therefore, one of the stipulations is existing sectoral act – the Forestry Code. In Italy the relation is even more explicit and can be recognized through the Act 991 on Woods, Forest and Mountain Areas.

Another group in aforementioned list of countries does not perform national legislation contributing to forests directly, but rather dealing with topics such as agriculture, human settlements or administrative delineation. Similarly, the Law on Forestry in Serbia does not relate to mountains/mountain areas, while a law on mountains is not even in existence.

Besides national legislation, international agreements are of exquisite relevance for development of mountain resources (Milijić, 2015). Coming from soft-to legally-binding level, the Alpine Convention represents the first and the most successful international project that functions on bases of protocols. Two of the protocols deal with forests: (1) Protocol on Mountain Forests and (2) Protocol on Conservation of Nature and Landscape Protection. Using the Alpine Convention as a role model, there has been established the Carpathian Convention, which is still not legally-binding, but still actively working on protocols. Among other results there are (1) Protocol on Sustainable Forest Management and (2) Protocol on Diversity.

Institution building

Some of the mountain countries have established institutions for dealing with mountain areas. The institutions are built at the national, regional or local level, and besides governmental, they can also be research institutes or NGOs. France established the National Mountain Board and, at the regional level, Range Committees. Forests and forestry are not in primary focus of those bodies, but their regular practice is involvement of various stakeholders, which potentially include actors from forestry sector. In Romania exists the National Agency for Mountain Regions established within the Ministry of Agriculture, Forestry and Rural Development, which also indicates relations between mountain and forest management and development. It is similar in Ukraine that has the Council of Ministers dealing with agriculture, forestry, soil urbanization, tourism, heritage and public transport. Unfortunately, in case of Serbia special purpose spatial plans for some mountain areas impose establishment of councils, but with no realization in practice.

Financial management

Mountain specific funds usually follow mountain specific legislative. In some countries the funds are ran independently from other funds, in other cases they are partially integrated (e.g. mountain and agriculture fund), or are being part of the overall national budget. The last option is the least explicit, even more than international funds established within the Alpine and Carpathian Convention country members.

The funds are used in form of direct or indirect subventions to (1) families, households, individuals or (2) mountain regions, provinces, municipalities. Unfortunately, their common characteristic is that they have no implicitly declared relation to forest funding.

Strategic and spatial planning

Spatial and spatial planning are mid-term and long- term horizon policy instruments. The greatest benefit coming out of them are integrative and holistic approach, because, by rule, they should consider all environmental aspects in relation one to another. Consequently, forest and forestry are also seen as beneficiaries, starting for the international level (e.g. spatial plan of the Alpine Convention region), over national (Mountain Farmer's Special Program to improve all mountain related activities, including forestry, in Austria, spatial purpose area plans in Serbia) or local level (one local administrative unite equals one strategy approach).

Local community participation

Using bottom-up approach adds to the value of top-down approach. Therefore, Alpine countries has the longest tradition among mountain countries when it comes to local level and participation of local community in decision-making. Local agenda 21 and endogenous development in Austria, or direct democracy in Switzerland. The most important aspect these countries stress is involvement of communities through all phases of planning and implementation: in creation, in adoption and in realization.

Measures. In general, mountain countries use two types of measures: incentives – to invoke certain behaviour – and prohibitions – to discourage unwanted behaviours. By frequency criteria, recognized measures can be divided into one-time, periodical or permanent.

Most of social measures deal with gaining or preserving existing inhabitants in mountain areas, but when it comes to identity/culture preservation, non-commercial activities are being supported (often financially). Since the sustainable forestry is one of the traditional activities, it is also supported in this case. More directly, support to activity diversification in the field of economic measures also help forestry development. Some of them is purchasing of forestry products by government beyond the market price.

The strongest relation between forests and mountain development exists in the field of environmental measures. Even though they can be implicit, application of each of them would positively contribute to forests, too. Measures belonging to this group are: establishment of nature protected areas and their zoning; financial support for adaptation of production process to environmental standards; charge of extra taxes for caused erosion or pollution; and clear delimitation of building land.

Conclusions. The longest practice in mountain legislation and most of other policy instruments and measures aimed to mountain and forest management have countries with least extent of problems: Alpine countries. Existing policy instruments created for mountain areas bring benefits to the forest protection and development, too, in some cases directly visible, but in other rather implicitly. The most direct relation is within the legislation, slightly less regarding institutions built and strategic and spatial planning, and the most indirect are financial management and local community participation. However, an open topic concept allows that, for example, local strategies elaborate forest management and development if the community considers it relevant.

All detected measures are rather indirectly connected to forests and forestry. This is particularly the case in social sphere, but to some extent more correlated regarding economic measures, and the most when it comes to the environment. However, mountain areas are major shelters for forests; mountains and forests play the same roles – environmental, economic and social; therefore, they are inseparable regardless on existing practices.

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