ENPI FLEG
Improving Forest Law Enforcement and Governance in European Neighbourhood Policy Countries and Russia

PROBLEMS OF RUSSIAN FORESTS

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Information Bulletin of ENPI FLEG Program
Improving Forest Law Enforcement and Governance in European Neighbourhood Policy Countries and Russia (translation of the Russian version)
Dear readers! In June 2012 the First phase of ENPI FLEG program was over. Now it is the right time to summarize its results and review those positive shifts in the Russian forest sector that have been triggered and facilitated by the Program. There is a fair chance that the second phase of the program will be approved for implementation in the nearest future. Thus at the pages of this issue we tried to present the most important and actual as we think priority areas of its work for the upcoming years.

We are pleased to realize that the Bulletin’s audience almost doubled over these years. It is read across 26 countries at the three continents. We will be glad to inform our readers about the most important and interesting events and processes of forest law enforcement and governance.

Sincerely Yours,
ENPI FLEG Russia Program Coordination Team members

Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Editorial</td>
<td>2</td>
</tr>
<tr>
<td>Events</td>
<td>4</td>
</tr>
<tr>
<td>Program results</td>
<td>8</td>
</tr>
<tr>
<td>Actual topic</td>
<td>10</td>
</tr>
<tr>
<td>Forest news</td>
<td>12</td>
</tr>
</tbody>
</table>
ENPI FLEG PROGRAM IN RUSSIA: RESULTS PROSPECTS FOR THE FUTURE.

M. Smetanina, E. Kulikova, A. Zaytsev - ENPI FLEG Russia Program Coordination Team members

According to Sankt Petersburg Declaration of Forest Law Enforcement and Governance in Europe and North Asia (ENA FLEG) adopted at the Ministerial Conference in 2005 Russia made some commitments on improving situation with law enforcement in the forestry sector. To support this initiative in 2008 the European Union developed and financed the program called “Forest Law Enforcement and Governance in European Neighborhood Policy Countries and Russia” (ENPI FLEG).

Its main priorities in Russia became increasing efficiency of the extremely complicated system of the forest legislation; increasing transparency of the forest logging, processing and trade chains; improving coordination between governmental agencies responsible for forest governance; support of rural livelihoods located in forests and securing their rights for access to forest timber and non-timber products; safeguarding access of citizens and other stakeholders to information about forest management and timber trade. We informed about aims and tasks of the Program in details in the first issue of the Bulletin.

Already three years passed since the launch of ENPI FLEG. Its first phase is about to finish. The agreement was made on launching the second phase of the Program. Now it seems the right time to analyze the perspectives of its development and priorities for the future.

Geography if the Program is very wide. Currently over 20 Russian regions concentration the majority of Russian forest resources are directly involved in implementation of its activities. Information campaign run within the Program has a national coverage.

ENPI FLEG Russia Program Coordination Team achieved significant results in its work with different stakeholders groups at different administrative levels. Recent consultations revealed their strong interest in finding ways out of the Russian forestry sector legislative and organizational dead end. This opens perspectives to disseminate Program results across the entire country.

The role of the National Program Advisory Committee (NPAC) has also significantly increased and achieved a different quality. NPAC became the full-scale partner in the Program implementation. NPAC consists of representatives of the Russian Federal authorities including Russian Federal Forestry Agency (RFFA), Ministry for Agriculture, Ministry for Industry and Trade, EU Commission Delegation in Russia, forest businesses and NGOs including. Some NPAC members also participate in the Russian Federal Forestry Agency’s Public Environmental Council. This helps to more effectively coordinate Program efforts and increase efficiency of the results dissemination among all stakeholders. At the recent NPAC meeting it was stated with recognition that tasks set within the Program in Russia have been fulfilled and that the Program delivered additional, originally not planned, success and benefits in many areas.

NPAC constantly monitors success of the Program work and results implementation in the practice.
ENPI FLEG helped to strengthen the position of Russia at the international negotiation process within EU-Russia Dialogue of the environment. The achieved results analysis performed by the WB, WWF and IUCN experts together with RFFA, businesses and civil society representatives showed that most of the selected priorities of work for the Program remained actual. However some adjustments and updates are proposed for the next program phase to comply with the modern situation and forest sector needs.

The following priorities seem to be most actual for the second phase of the program:

• Improving the FLEG planning and monitoring at the national, regional (local), and interagency levels;
• Development and introduction of the tutorial program on FLEG for forestry sector specialists;
• Development of measures of forest fires prevention and illegal forest use in Russia;
• Initiation of the process of development and discussion of the Russian Forest Policy.

These suggestions have been submitted to the ENPI FLEG International program Management Team and the EU for further consideration. The Program participants are sure that ENPI FLEG will deliver even more positive results and impacts for the Russian forest sector. Its products and expertise will be in demand for implementation within the forest law enforcement practices.
NPAC REVIEWED ENPI FLEG RESULTS IN RUSSIA

On January 24, 2012, the Sixth Regular Meeting of the National Program Advisory Committee (NPAC) was held at the World Bank Moscow Office to review the implementation of ENPI FLEG over the past six months and to take stock of the progress of the Program since its start.

NPAC evaluated the work of the Country Program Coordination Team as satisfactory and the results as fully in line with the working plan or in some cases even exceeding the expectations. The resolution of the meeting praises the Program for being able to raise attention on FLEG issues in Russia and at international meetings under the Russia-EU dialogue, as well as at the level of the top management of the RFFA, Chamber of Commerce of the Russian Federation and regional governments/administrations.

NPAC identified the following priorities for the Program’s work until its completion (June 2012): dissemination of information about issues related to law enforcement and forest governance, in particular about forest fire prevention; elaboration of national forest policy in Russia; and monitoring of developments in the forestry sector and of positive impacts of the ENPI FLEG Program.

A FIRE THREAT ASSESSMENT METHODOLOGY WAS PRESENTED IN KHABAROVSK

On February 16, 2012, a working meeting of subordinated authorities of the Forest Management Department at Khabarovsk Krai Government was held to discuss preparedness for the fire hazardous season of 2012. The meeting, which was attended by 48 representatives of Khabarovsk Krai forest districts, the RFE Forest Aviation Base and Dallesproyekt, the RFE branch of Roslesinforg, included a presentation and training on the use of the “Methodology for Assessing Fire Threats From Various Social Groups Within a Forest District/Range”. This methodology, developed by a team of World Bank consultants under the ENPI FLEG Program “Improving Forest Law Enforcement and Governance in the European Neighborhood Policy East Countries and Russia”, will help forest sector professionals to more effectively target fire prevention measures. Andrei Zakharenkov, a member of the team, described in detail the goals and objectives of the methodology and the possible areas where the results of such assessments may be applied; and also provided step by step instructions on how to fill in special assessment forms.
The Head of the Forest Management Department at Khabarovsk Krai Government Mr. V. Boltushko, as well as other participants in the meeting, highly evaluated the usefulness of the work accomplished by the World Bank team. Following the results of the presentation and training, a decision was passed to conduct such assessments in all forest districts/ranges before the beginning of the fire hazardous season of 2012 and use the outcomes of these assessments for working out guidelines on specific forest prevention measures.

**FLEG ISSUES DISCUSSED AT THE ARKHANGELSK INTERNATIONAL FORESTRY FORUM**

On April 12, 2012, a roundtable “Forest Management and Legislation Improvement in the Sphere of Forest Fire Prevention and Elimination” was held during the International Forestry Forum in Arkhangelsk. It was organized jointly by the World Bank with support from the Arkhangelsk Ministry of Natural Resources and the Timber Complex. The participants in the roundtable discussed the issues of improving the legislation, expanding law enforcement and making forest management more efficient as related to increasing the efficiency of measures to counteract illegal forest management practices and enforce law more effectively in the sphere of preventing, monitoring and protecting forests from fires. The round table was moderated by A.V. Panfilov, State-Secretary, Deputy Head of the Federal Forestry Agency (RFFA), and N.S. Krotov, Deputy Head of the Federal Forestry Agency. The discussions were joined by WB experts, representatives of forestry federal and regional authorities from Arkhangelsk, Krasnoyarsk and Khabarovsk regions, the Russian Federation Chamber of Commerce and Industry, the Arkhangelsk Regional Chamber of Commerce and Industry, member states of the ENPI FLEG Program (Azerbaijan and Ukraine), Finland and Germany, NGOs, the scientific community, timber companies, and other stakeholders.

The attendees of this meeting noted that the existing practice of carrying out ENPI FLEG Program activities was instrumental in competently analyzing forest law enforcement and governance issues that are of much importance to the Russian Federation; and also in providing systemic guidelines for addressing these issues. The FLEG effort is supportive of the political initiative of the Russian Federation and a number of other countries aimed at reducing the threat of deforestation from illegal logging and associated trade, corruption and poaching.
ECOTOURISM INFRASTRUCTURE IMPROVED IN POLISTOVSKY NATURE RESERVE

The initiative of Polistovsky Nature Reserve to develop ecotourism as a legal alternative forest management system is being successfully furthered with support from the ENPI FLEG Program. The reserve is located on Europe’s largest raised bog and has a capacity of receiving up to 200 visitors this year, which is four times more than last year.

“200 guests do not seem unrealistic to me, because we have just finished renovating a hotel located near the reserve. It has all required amenities. And, besides, community members create souvenirs and provide tourists with locally produced food products,” said the director of the reserve Mikhail Yablokov. The cost of such cost-intensive activities as modernizing the hotel was covered by the Russian Federation Ministry of Natural Resources. The local administration and the reserve are actively involving community members into hospitality services provided to incoming tourists.

Visitors now have a chance to become acquainted with the unique water, bog and forest ecosystems that are preserved in the nature reserve by following three specially developed routes of various lengths. This effort did not go unnoticed – a story that has recently appeared on the website of RIA Novosti News Agency материал, describes how legal and economically attractive mechanisms of the alternative use of forest resources are being introduced in Polistovsky Nature Reserve by IUCN under the ENPI FLEG Program.

Over 10 reserves, members of the Association of Nature Reserves and National Parks of Northeastern Russia, have already expressed an interest in replicating this model.

A FLEG MANUAL SUCCESSFULLY TESTED IN PUSHKINO

A three-day extended target seminar “Forest Law Enforcement and Governance in the Curricula of Higher and Extended Forestry Education Institutions” held from April 4 to 6, 2012, in the city of Pushkino, Russia, was sponsored by the World Bank with support from the All-Russia Institute of Continuous Education in Forestry (VIPKLH) and under the educational component of the ENPI FLEG Program Country Plan. This event was attended by 37 educators and experts, including 9 from Armenia, Azerbaijan, Belarus, Moldova and Ukraine and 28 representatives of higher professional education institutions from 11 regions of the Russian Federation.

The manual “Improving Forest Law Enforcement and Governance in the Russian Federation” recently written by World Bank consultants was presented to the audience which discussed the format and areas of using this book in training and retraining forest sector personnel.

The participants expressed their satisfaction with the results of the World Bank’s effort of implementing the educational component of the ENPI FLEG Program and also their appreciation for the development and publication of the manual. One of the results of the seminar included a proposal to appeal to the Russian Federal Forestry Agency to prioritize forest education during designing and approving the country’s national forestry policy.
WWF PRESENTED THE NEW EU LEGISLATION ON TRACKING TIMBER ORIGIN

At the recently held Arkhangelsk International Forestry Forum, the most critical issues facing the forest sector were discussed and solutions for them were sought. The forum was joined by representatives of federal and regional forestry authorities, scientific and public organizations and the timber industry, as well as by delegations from NIS countries and leading European states, including Germany, Finland, the Netherlands and the Czech Republic.

WWF Russia took an active part in this event. At the plenary meeting devoted to the subject “State Governance Priorities in the Forest Sector”, Elena Kulikova, Forest Program Director of WWF Russia, presented the latest information about the introduction of the new European Union Legislation No. 995/2010 that prohibits the placing of illegal timber on European markets.

WWF is now conducting an active communications effort under the ENPI FLEG Program to explain the new legislation to the private and government sectors in Russia at a broad range of meetings and events. Elena Kulikova also noted that the new EU Legislation carries into effect a due diligence system that includes a set of measures companies exporting timber to Europe are required to undertake in order to minimize the risk of placing illegal timber on EU markets.

The Legislation will come into force on March 3, 2013, which means that operators in Russia have less than a year to prepare for the new conditions and retain their share on the European market. This is especially important considering that nearly one-fourth of all timber exported from the country is intended for the European Union. Russia may use, for example, the currently available mechanism of verifying the legality of timber through the voluntary certification system. A process of coordinating the Regulation’s requirements and FSC principles is already under way.

Another measure that may be of use in this context is the development by Russian Federal Forestry Agency (RFFA) of a draft federal law “On State Regulation of Round Timber Trade”. However, it will not be an instrument of automatically granting compliance of exported Russian timber projects with the requirements of the EU Regulation, though it will create conditions for their fulfillment. WWF commentaries to this draft law have already been forwarded to RFFA.
SUMMARY OF THE MANUAL

Improving law enforcement and governance in the forestry sector of the Russian Federation

This book consists of several modules. This allows to use separate manual chapters as stand-alone didactic materials in the programs of higher, secondary of extra-curricular professional forestry. Six modules are available in total:

- Regulatory and legal frameworks for combating illegal logging and its associated timber trade;
- Organization and implementation of governmental forest inspection and oversight;
- Timber scaling and recording under different forest tenure arrangements;
- Forest certification and independent legality verification – marketbased tools to promote legal use of forests;
- Civic engagement in forest law enforcement process;
- Corruption risks arising from the legal framework of the forest sector, and their economic, environmental and social implications.

The Educational and Methodological Association on Forestry Education, to which the manual was presented for consideration, has recommended it for students of higher educational institutions specializing in the following standard subjects: 250000 group - Forest Resources Reproduction and Processing (including 250100.62, 250100.68 Forestry; 250201.65 Forest Management; 250400.62, 250400.68 Technology and Equipment in the Timber Harvesting and Wood Processing Industry; and 250401.65 Forest Engineering). The manual can be used in the programs of higher and secondary professional education during Bachelors preparation and training medium-level forestry managers. It is also applicable for the courses of professional reorientation and continuous education within extra-curricular programs.
It provides detailed accounts of the specifics of timber customs control methods of categorizing timber by species and grades; timber measuring procedures during customs clearance; the principles of classifying timber products; and the rules of licensing and declaring timber. The authors also provide case studies from the customs practice of classifying forest goods. The manual was produced under the ENPI FLEG Program and with support from a WWF-IKEA Forest Partnership project.

RECOMMENDATIONS
CREATING AND DEVELOPMENT OF INFORMATION WEB RESOURCES


These recommendations are targeting regional and local forest management authorities representatives responsible for the public relations, information work and securing civic rights for access to information about forests. In the easy to understand form they contain typical structure, sequence of actions on opening and maintaining websites at the level required by the Russian legislation in terms of the information updates and comprehensiveness.

Electronic versions of these publications are available enpi-fleg.org, «Resources» section, «Publications» subsection.
RUSSIAN FOREST POLICY – IS THERE A LIGHT IN THE END OF THE TUNNEL?

Authors: members of the Russian Forest Policy development workgroup

UN FAO provides the following definition of the forest policy: “adopted by the national government document based upon the agreement achieved in the result of negotiations process between the government and stakeholders on defining directions and principles of forest sector development actions, sustainable forest use and conservation for the benefit of the society in accordance with the national socio-economic and environmental policies”.

Thus a national forest policy represents the consensus document adopted by the state as the framework guidelines used as a basis for forest legislation development and forest law enforcement and governance.

It was not until now when general principles of forests governance, forest use, protection, conservation and renewal which would reflect consolidated interests of the state, forest businesses and the civil society could be developed.

Global biosphere services, biodiversity and tremendous economic potential of Russian forests as well as an important role of forests in the life of Russian citizens obliges Russian Federation to develop a long-term forest policy. This policy should be implemented by the state and be transparent and easy to understand to both forestry sector stakeholders and each Russian citizen, and the society in general. It should determine major ways of the Russian forest sector development in the XXI century.

The ongoing reform of the Russian forest legislation system and the major reconstruction of the forest sector in the country require pre-agreed principles of approaches to improving forest governance and conservation.
Forest policy should have a higher status than the other existing federal laws related to the forest sphere and not mechanically reflect its statements. It can be recognized as a sort of the Russian Forest Constitution. As the experience of the most recent Forest Code introduction demonstrated many of its articles are modified or vanished from the current acting version. Forest policy in turn without conflicting with the Constitution of Russian Federation will help to set a strategically justified vector for the process of forest legislation improvement.

The draft Russian forest policy development was initiated at the meeting of the Russian Federal Forest Agency Public Environmental Council on November 28, 2011. The meeting participants agreed to prepare the resulting document for approval in October 2012. Its open and broad public review with attracting a wide range of stakeholders was planned. Those included federal and regional forestry authorities, forest businesses representatives, environmental NGOs, education institutions, forestry industry experts and international partners. For example right now consultations with the civil society is performed with attracting a large number of national and regional environmental NGOs and socially oriented organizations including small and indigenous people associations.

The discussion platform is provided simultaneously at the three websites: Greenpeace, All-Russian Research Institute of forestry and forest industry mechanization, and “Greenpress” information agency. Discussions at all three of them are mainly joined by experts. Critical comments without any constructive input prevail. Most part of the comments consider minor details which despite all their importance cannot be incorporated into such a framework document as a forest policy. However there is quite a number of constructive suggestions. The working group will review all comments received which contribute to improving the quality of the document.

Only now the discussion is also developing in the Russian regions on the basis of the regional forestry authorities. Adaptation of very general and statements of the forest policy to local conditions in such geographically diverse and contrasting country as Russia is quite resource-consuming.

The document’s text should be considerably improved after integrating positive experience accumulated in the Russian regions sometimes at the very high price. We would like to express our hope that more stakeholders from the most remote areas of the country will participate in the policy discussion within these few months left before its adoption. Only in this case the Forest policy will turn into a document of public consensus and will reflect interests and needs of Russian people.
LESSONS IN ASSESSING FOREST GOVERNANCE IN RUSSIA PRESENTED IN ROME

Lessons from a series of diagnostic exercises and workshops held in Russia in the first half of 2012 were presented at an expert group meeting on data collection at the FAO in Rome on June 6-7, 2012. Experts and representatives of forest governance assessment initiatives (FAO, PROFOR/World Bank, UN-REDD, World Resources Institute, Chatham House, etc.), as well as field practitioners involved in data collection and indicator development, gathered to share experiences, identify possible needs for guidance to practitioners on forest governance data collection, propose setting up a clearing-house for information sharing, and create a community of practice around this theme. The World Bank Russia team included Ms. Marina Smetanina, Mr. Evgeny Kuzmichev and Ms. Vladislava Nemova.

Russia’s boreal forest has the largest stock of harvestable timber in the world. In spite of significant efforts in recent years, Russian forest reforms have been difficult to implement. In particular, many Russian regions have faced problems when trying to execute delegated powers. In the diagnostic exercise, launched with World Bank support and DFID funding, the quality of forest governance was assessed from the perspective of four pilot regions: the Voronezh and Arkhangelsk Oblasts, and Krasnoyarsk and Khabarovsk Krays. In each of the regions, experts represented their forest administrations and regional governments, forest business, forest NGOs, and research community. A total of 106 people participated in the four regional workshops. A final Moscow Conference summarised key regional findings. This project builds and supports directly the work currently being undertaken by the EC funded ENPI FLEG program in Russia and its pilot regions.

The main conclusions were as follows:

The study demonstrated the fairly good quality of Russian forest governance and identified its strengths and weaknesses.

The Forest Governance Assessment Framework (the product of a joint FAO and PROFOR/World Bank effort) was successfully tested as a diagnostic tool in Russia.

It helped identify important aspects of forest governance which should be specifically addressed by public authorities and properly reflected in Russian forest policy.

The Framework can be instrumental for improving forest governance.

It is also a good tool for strengthening cooperation and developing partnerships among public authorities, management entities, civil society and the business community.

The diagnosis procedure provides a venue for sharing of experience and opinions among various civil society groups and forest stakeholders; it enables them to come to a common vision of certain forest governance aspects, discuss problems of concern for both specialists and society and raise them at the federal level.

The key success factor of the project was the very fruitful cooperation and endorsement of the Federal Forestry Agency and regional bodies in the four pilot regions.
In an official letter to the World Bank, Mr. Alexander Panfilov, Deputy Head of the Russian Federal Forestry Agency, noted: “We consider that the implementation and successful completion of this project was one of important steps on creation in Russian Federation the modern system of forest management and will promote further modernization and clarification of bases of forest policy in our country”.

Based on the materials of enpi-fleg.org

UN AWARDS A PRESTIGIOUS PRIZE TO THE RUSSIAN ECOLOGIST

The official closing ceremony of the International Year of Forests held on February 9, 2012, at the United Nations Headquarters in New York also included a special ceremony of awarding Forest Heroes, individuals who nurture and protect forests and contribute to their sustainable management.

Anatoly Lebedev, a prominent environmentalist from Russia and an IUCN consultant under the ENPI FLEG Program in 2011 became one of the 15 winners who were awarded the title Forest Hero, and this became a pleasant surprise for his ENPI FLEG colleagues. Anatoly is an energetic and competent professional who helped preserve many hectares of virgin forests in the Russian Far East and who was also instrumental in the adoption by the regional legislature of several regulations on sustainable forest management and the prevention of the destruction of local national parks.

We are glad to congratulate our colleague on this prestigious international award and wish him many new professional and creative successes.

Based on the materials of the UN News Center.
Events resolutions described in this Bulletin can be found at:
http://www.enpi-fleg.org

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About ENPI FLEG Program

The ENPI FLEG Program supports governments of participating countries, civil society and the private sector in the development of sound and sustainable forest management practices, including the prevention of illegal forestry activities. Participating countries include Armenia, Azerbaijan, Belarus, Georgia, Moldova, Russia and Ukraine. This Program is funded by the European Union with a contribution from the Austrian Development Cooperation. www.enpi-fleg.org.

European Commission

The European Union is the world’s largest donor of official development assistance. EuropeAid Development and Cooperation, a Directorate General of the European Commission, is responsible for designing European development policy and delivering aid throughout the world. EuropeAid delivers aid through a set of financial instruments with a focus on ensuring the quality of EU aid and its effectiveness. An active and proactive player in the development field, we promote good governance, human and economic development and tackle universal issues, such as fighting hunger and preserving natural resources.

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IUCN, International Union for Conservation of Nature, helps the world find pragmatic solutions to our most pressing environment and development challenges. IUCN is the world’s oldest and largest global environmental organization, with more than 1,200 government and NGO members and almost 11,000 volunteer experts in some 160 countries. IUCN’s work is supported by over 1,000 staff in 45 offices and hundreds of partners in public, NGO and private sectors around the world. www.iucn.org

WWF

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