

**Change in governance as Collective Learning Process: Management, Politics
and Ethics in Forestry. Nancy, 21 – 24 June 2009**

The changes in forestry governance and management of public forests in Estonia- a case for innovation study

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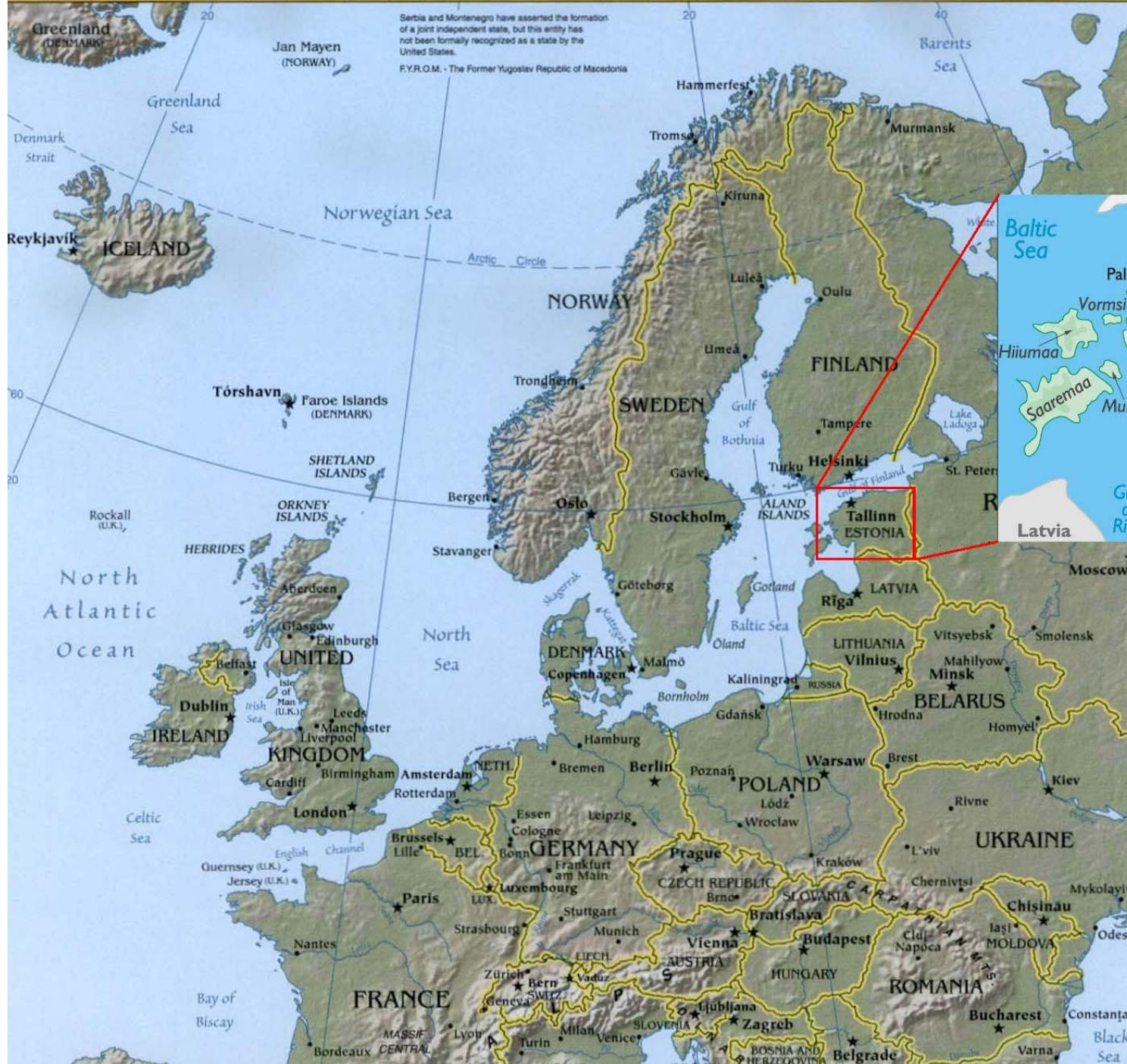


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EUROPE



Serbia and Montenegro have asserted the formation of a joint independent state, but this entity has not been formally recognized as a state by the United States.
F.Y.R.O.M. - The Former Yugoslav Republic of Macedonia



Forest ownership

Following political changes in the former USSR, Estonia regained political and economic independence in August 1991 and joined the European Union in May 2004. Those changes implied a rapidly changing economic legislative base for forestry. The restitution and privatization processes are not yet fully complete.



When the restitution will be finished, then **Generally** one could say, that **40 % of the forest land will be state-owned** and **60 % is privately owned.**



Forest Policy

End of 1980ies/beginning of 1990ies

Economic reforms (decentralisation of decision making, market prices etc.) IME (*one meaning is Wonder*) – Self Managing Estonia

Regaining of independence 1991

First half of 1990ies

Restructurisation of Forestry Enterprises and Forest Administration, Privatisation, Restitution. **Forest Act 1993**



Forest Policy

Second half of the 1990ies: Formulation of National Forest Policy

- 1995-1997 Estonian Forestry Development Plan
- Estonian Forest Policy (approved by the Parliament in 1997)
- Forest Act II 1998



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Forest Policy

2000ies: Operationalisation (implementation) of
National Forest Policy

Estonian Forestry Development Programme until
2010 (approved by the Parliament in 2002)

Forest Act III was passed by the Parliament in June
2006, entered into force since 01.01.2007



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Estonian Forestry Development Programme until 2010

Describes the objectives, relevant activities, responsible ministries, budget for described activities, period of implementation

Monitoring in 2006:

- Area of forest land is increasing
- Harvesting volumes are decreasing
- Area of strictly protected forests is increasing (ca 9.3% of forests in 2006)



Forest Act - 1993

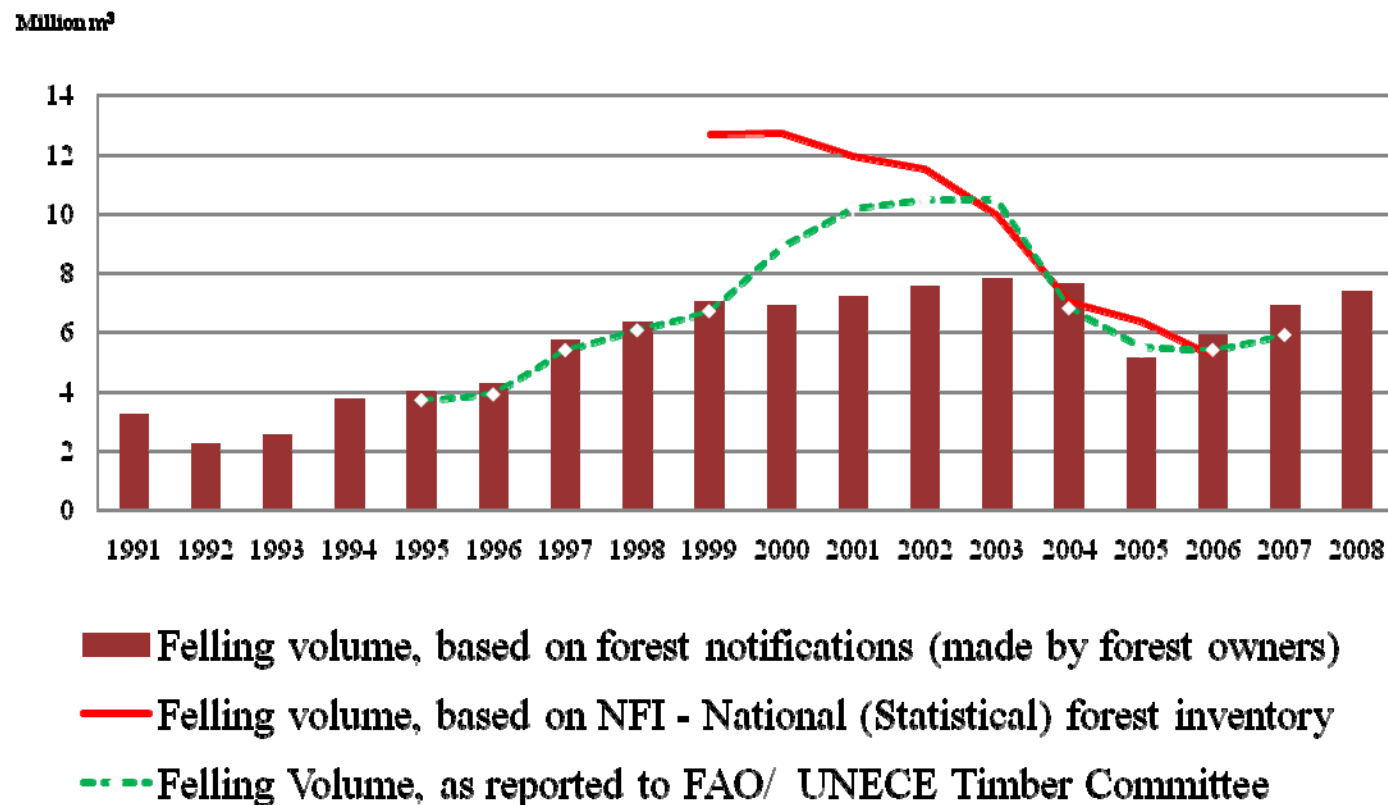
- The first Forest Act was approved by the Parliament in 1993. First time the forest was described as an ecosystem. Probably first time in Europe the term of forest use was expanded: the environment or nature protection with the help of forest was considered to be a forest use – so all the forest were in use.
- Notifications of forest owners activities was introduced.
- In 1993 was not foreseen the tremendous increase in fellings, so some illegal activities became possible in the forest.



Forest Act - 1998

- The next Forest Act was approved by Parliament in 09.12.1998. Since that time the Act was **changed 12 times**, the last change was 08.12.2005.
- Step by step more limits to different forestry activities were introduced
- In that time some international green organizations announced in world press that the share of illegal logging in Estonia was more than 50 %. From forestry and foresters point of view the previous statement was not fully true, but some illegal activities in forestry were existing.

Fellings



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Forest Act - 2006

- New Forest Act (III) was approved by Parliament in June 2006 and is valid from 1st of January 2007.

Problems to be solved by the Act:

- Forest inventory and quality of forest management plans
- Sustainable forest use (harvesting volume) on micro and macro level
- Illegal logging
- Regeneration of clear-cutting areas
- Tasks of State Forest Management Centre



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Forest Act - 2006

- New Forest Act was approved by Parliament in June 2006 and is valid from 1st January 2007.
- This act has been changed 4 times - 24.01.2007; 10.12.2008; 11.12.2008; 18.12.2008. Last changes were adopted by Parliament in December 18th, 2008, entered into force from February 01, 2009.
- One could say that the year 2008 changes to the year 2006 Forest Act is the result of political changes, as a representative on new (another) political party became the Minister of Environment.



Forest Act - 2006

- The aim of this act was the reducing of the harvesting volumes. In general political terms the aim of the act is to turn the Estonian forestry more towards multiple use and sustainable management
- One of the innovative changes in 2006 forest act was a deposit of money before clear-cutting from the **three** fertile **spruce site types**, (which are **bigger than 2 hectares**). All private forest owners had to pay a deposit of not less than 192 EUR and no more than 1278 EUR per hectare.
- Other regulative documents how to proceed with deposit were not prepared and it was not used. **In December 18, 2008 this part of the Forest Act was cancelled.**

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Forest Act - 2006

Other changes in forest Act in December 2008

- Selective cuttings (selection felling) were allowed again
- The terms of forest categories (commercial forest, protection forest and protected forests) are removed from Act. In forest inventory data or Forest management plan (FMP) more detailed **restrictions on right to use forest** are given.
- FMP is not obligatory any more. Forest inventory data as minimum are needed for forest owner. In 2007 – 2008 the forest owner was allowed to carry only that type of fellings which were stated in FMP. Now fellings stated in FMP are not obligatory for forest owner.





Forest Act - 2006

Other changes in forest Act in December 2008

- Additional rights to were given to State Forest Management Centre (RMK)
 - As a representative of state RMK can establish or became a shareholder in privately owned businesses.
- Structural reforms in Ministry of Environment. On the base of county environmental departments (15) and State Nature Conservation Centre (started in 2006) **the new organisation - State Environmental Department was created.**
- State forestry officers are not dealing any more with advisory services, which are fully given to the foundation Private Forest Centre.



Sample of Estonian Forest Register

- To avoid the illegal activities in forestry, the limitations to the forest inventory have been stipulated
- According to the current Forest Act: forest inventory and management planning field-persons should be acknowledged (licensed forest surveyors), and company can apply the licence, if it employs the appropriate persons. In March 2009 ca 139 persons had that type of acknowledgement and 12 companies had the licence.
- After the forest management plan has created the digital data as well as paper report has to be checked and “validated” by special state officer. The digital data goes directly *Metsaregister* (Forest register). The max time limit for validation is 30 days.



Sample of Estonian Forest Register (2007-2008)

- Forest inventory company will send the validated forest management plan to forest owner, the copy will be sent to the local (county) environmental service
- If the forest owner wants to carry out some forest operation based on the forest management plan, he has to ask permission from county environmental service. Owner can start the activities after permission from the forestry specialists of the environmental service
- If the activities are finished, owner must send report to the county environmental service (e.g. after cuttings the quantity of assortments sold from each stand, etc)



Forest Acts, restrictions and Innovation

The control measures have created innovative solutions in public organisation; for example, a Forest Register was implemented to account for forest resources. This GIS (Geographic Information System)-based information system includes different mapping solutions (Land cadastral data, aerial photos, basic map, maps of protected natural objects, woodland key habitats), stand-wise forest inventory data and different IT based solutions, e.g. internet-based E-notification, through which a private forest owner can submit the required notifications of planned activities in his forests. In the public sector it is used by various forestry administrative and monitoring authorities, allowing specialists with GPS (Global Positioning System)-equipped field computers and mobile telephone-based internet connections to verify the reported and actual situations in forests. In addition, other innovative ideas have been used in implementation of forest regulations, e.g., analyzing illegal fellings by use of satellite photos.

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Sample of Estonian Forest Register

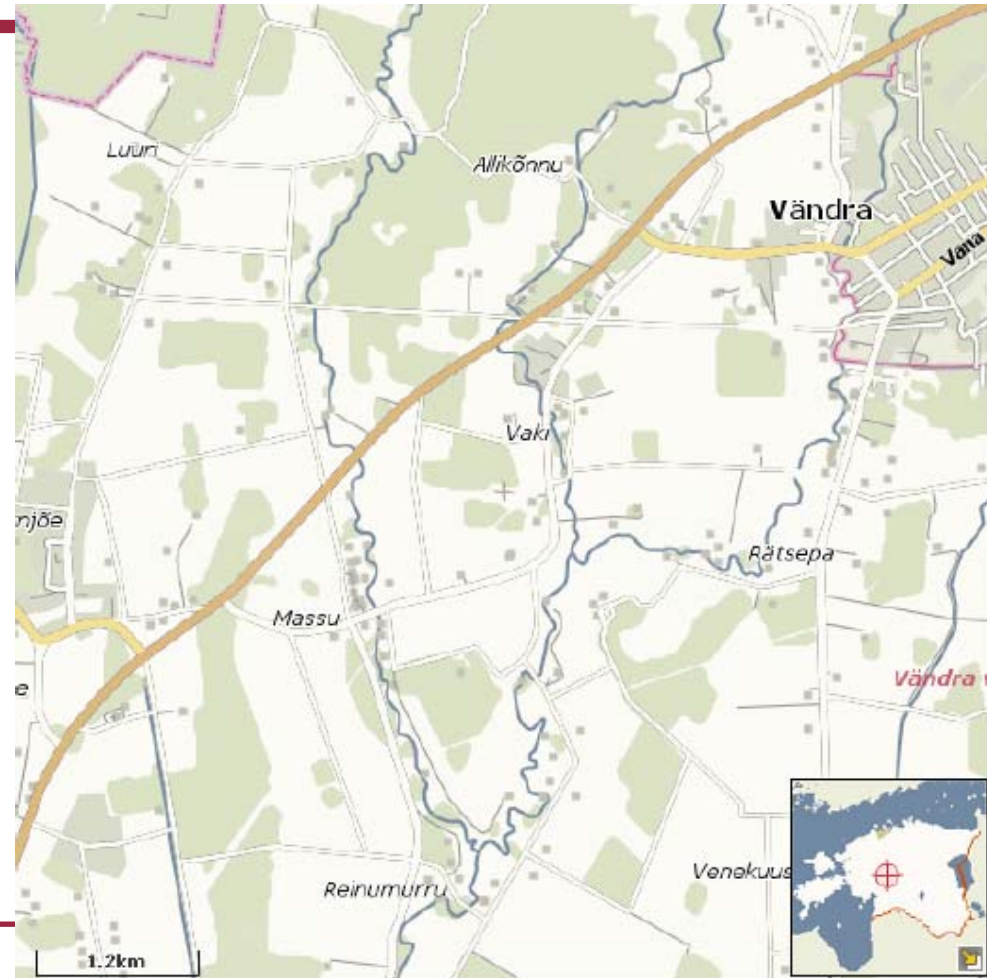
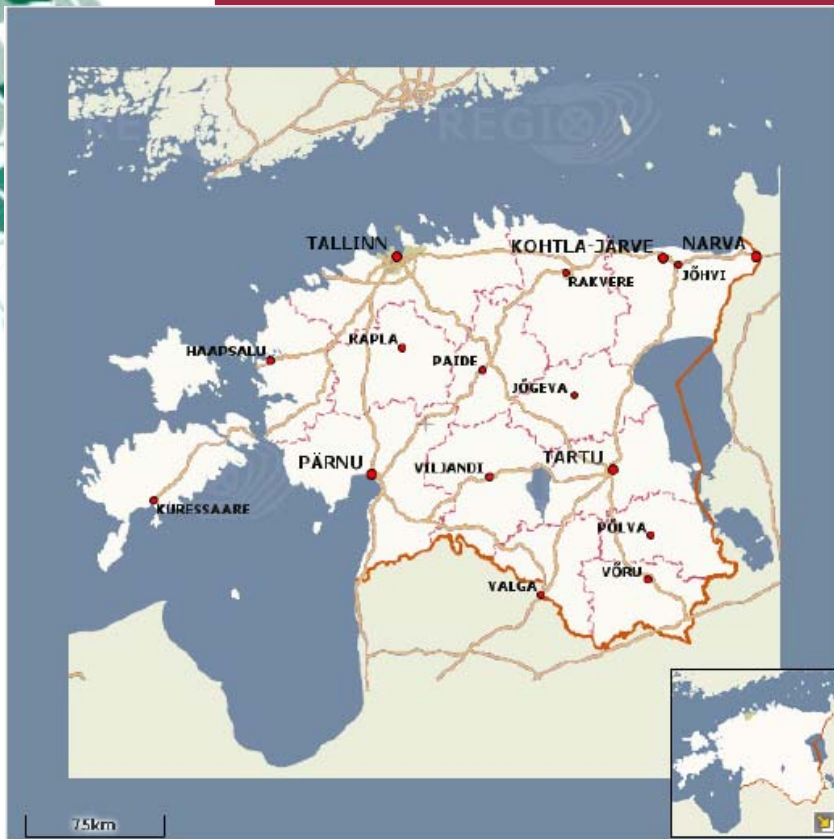
- If the forestry specialist of environmental department is going to the forest with the field computer, equipped with GPS, he can find his exact position in the forest, then he will open the online connection (GPRS) with Forest Register Database - he can see the forest map and all database information –
- Ownership information
- Detailed map with limitations (if they are applicable);
- Detailed information from the forest management plan, what kind of activities have been done in that stand and what is allowed (e.g. if there are going on some thinning cutting activities, he can control – is it allowed?)



Public information about every forest stand

<http://register.metsad.ee/avalik/>

Sample of Estonian Forest Register – public information available in internet



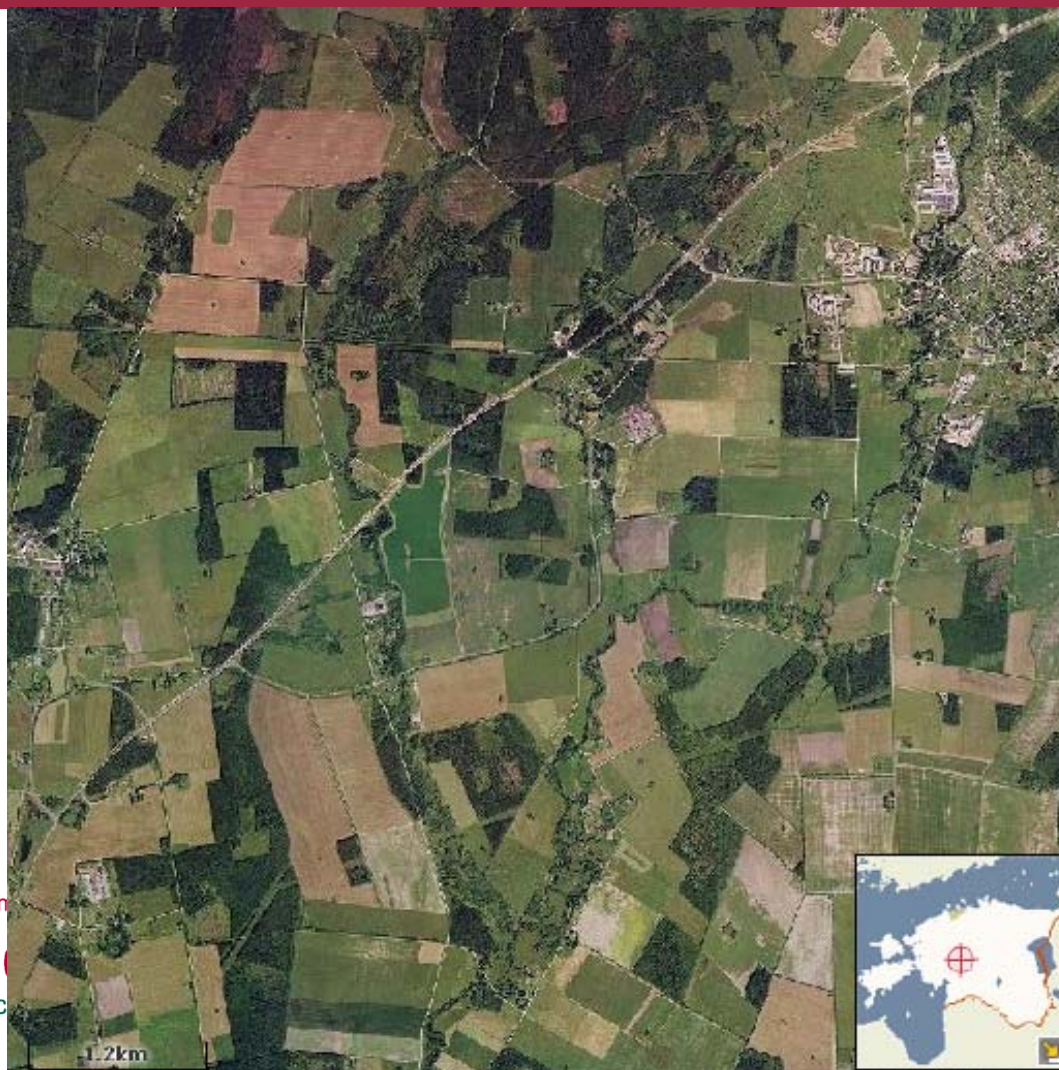
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Sample of Estonian Forest Register – public information available in internet



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| Üldised takseerandmed | | | |
|------------------------------|-------------------------------|----|----|
| Asukoht | | | |
| Maakond | Pärnu | | |
| Vald | Vändra | | |
| Majandusüksus | TIIDU | | |
| Eraldis | | | |
| Omandivorm | Eramets, füüsilise isiku | | |
| Katastritunnus | 93002:002:0211 | | |
| Kvartali nr. | | | |
| Eraldise nr. | 4 | | |
| Pindala (ha) | 3,4 | | |
| Kaitsealuse ala pindala (ha) | 0,0 | | |
| Kasvukohatüüp | naadi | | |
| Korraldaja | Eesti Metsakorralduskeskus OÜ | | |
| Taks. aeg | 22.12.2000 | | |
| Otsuse kpv | 8.04.2005 | | |
| Esimene rinne | | | |
| Liik | % | A | H |
| LV | 90 | 20 | 12 |
| KU | 5 | 20 | 12 |
| HB | 5 | 20 | 12 |
| A - puistu keskmine vanus | | | |
| H - puistu keskmine kõrgus | | | |

General inventory data

Location

Tiidu – name of the property/ farm

Private Forest

4 – sub-compartment nr

Area – 3.4 ha, 0.0 ha of protection zones

Naadi - forest site type

Name of the company, which made FMP fieldworks 22.12.2000

Tree Species - % - Age - Height

LV – 90 % Grey alder, - 20 years - 12 m

Ku – 5 % Spruce – 20 Years – 12 m

Hb – 5% Aspen – 20 years – 12 m



Structural changes in the State Forest Management Centre - RMK

- March 04, 2007, the new parliament was elected. As a result new government started in April 2007.
- By the 28 June 2007 Order of the Government of the Republic, the new RMK Supervisory Board was appointed
- 29.08.2007 - The supervisory board of the RMK removed the chairman of the management board
- On 26 October, the Supervisory Board of the State Forest Management Centre (RMK) approved Aigar Kallas (born 1973) as the new Chairman of the Management Board of the organisation. Mr Kallas was removed from the same position at the end of 2003.



Structural changes in the State Forest Management Centre - RMK

- The total staff of RMK in 01.01. 2008 was 1118 (incl 348 workers). In 01.01.09 the same corresponding figures were 836 and 361
- The operational centres of the new structure started to work on 1 July 2008. **RMK switched from territory based management to functional management scheme.**
- 6 main operating areas are defined: 1) Forest administration; 2) Forest management; 3) Timber marketing; 4) Seed and Plant management; 5) Nature management and 6) Hunting management



Problems related to RMK reform

- Formerly ranger of forest district managed the forest, he was responsible for everything. Now representatives of 3 different sub organisations are doing something in the same territory. Sometimes it causes problems.
- Big management areas, a lot of computer work, in some positions sometimes no time to visit the forest.

Ministry of Environment, forestry related structure as Dec 2008

- 1. Forestry department of ministry** (policy formulation)
2. Since the end of 1990-ties (1997) **15 county environmental departments.** (policy implementation) In each of them as an average 6 forestry specialists were working.
3. At end of 2006 (acting beginning of 2007) former nature conservation organisations – national parks, etc were merged to **State Nature Conservation Centre** (started in 2006)
4. **Environmental inspectorate** – “green police” (control and supervisory function)
5. **Centre of Forest Protection and Silviculture** (some policy implementation – NFI, Forestry statistics, electronical database of the forests)

From 01 February 2009 on the base 2nd and 3rd organizations a new organisation was created - **State Environmental Department**





Reforms in forestry administration

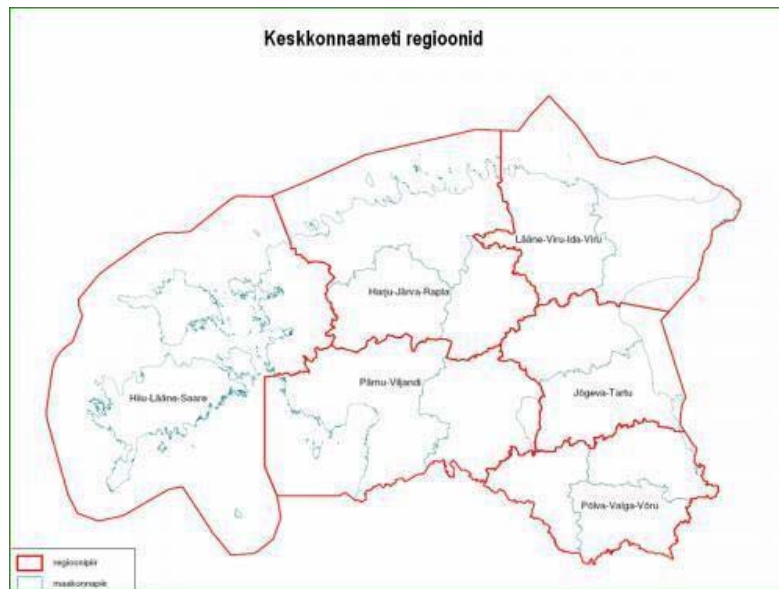
Why was created **State Environmental Department** ?

- **Make the environmental related communication with state to be clear and efficient.**
 - Ministry of Environment is represented in every county by different institutions. Which organisation to communicate in case of problems?
 - A lot of official correspondence the within the different sub organizations of the Ministry of Environment
 - The use of different electronic databases, GIS, etc – not so many specialists are needed
-

Reforms in forestry administration

Instead of 15 counties and different organisations 6 regional offices

Comment: It is a general tendency, that different state institutions are closing down the county level top management offices and starting the regional (4-5 as average) offices



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Reform related surveys

- In June 2008 (before the reforms in RMK – State forest management Centre) the 1st questionnaire about the forecast of survey results were sent out.
- In June 2009 a year after reforms nearly the similar questionnaire about the first results is going to be sent out. The first results are expected in August 2009.



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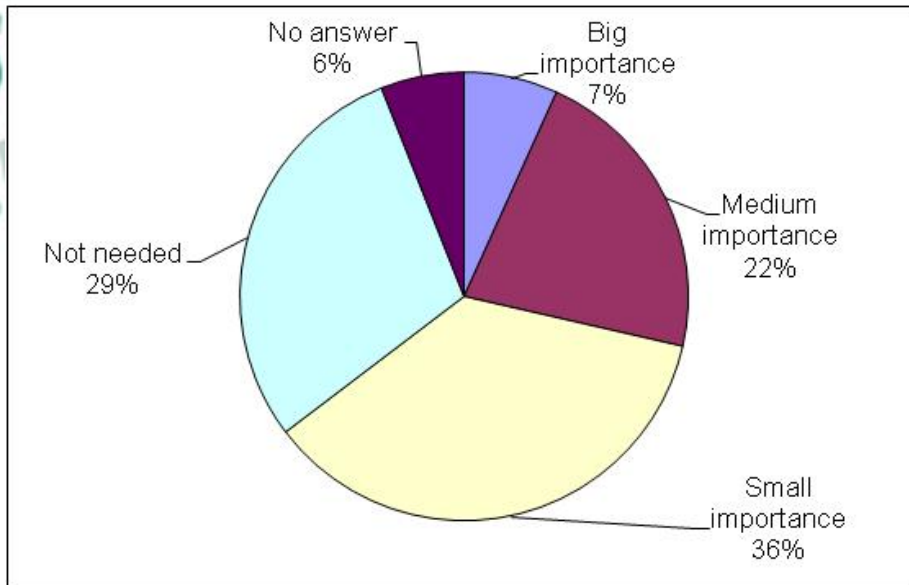
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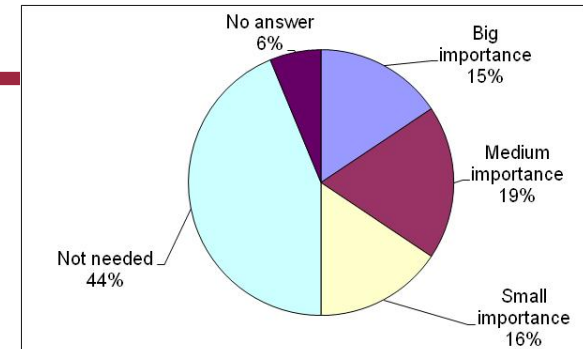
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Sample of some 2008 survey results: Q: The need for reforms in State Forest Management Organisations (RMK)

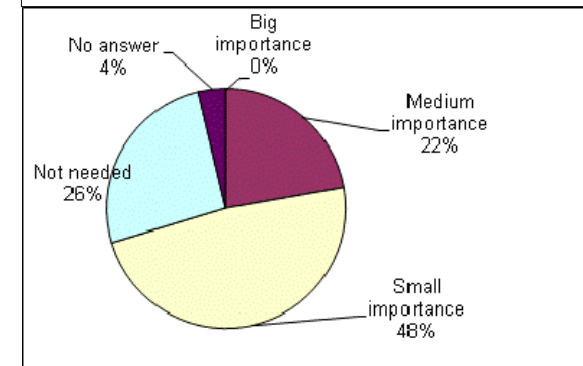
All answers



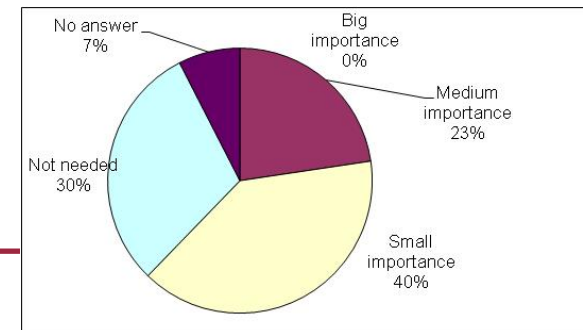
RMK staff



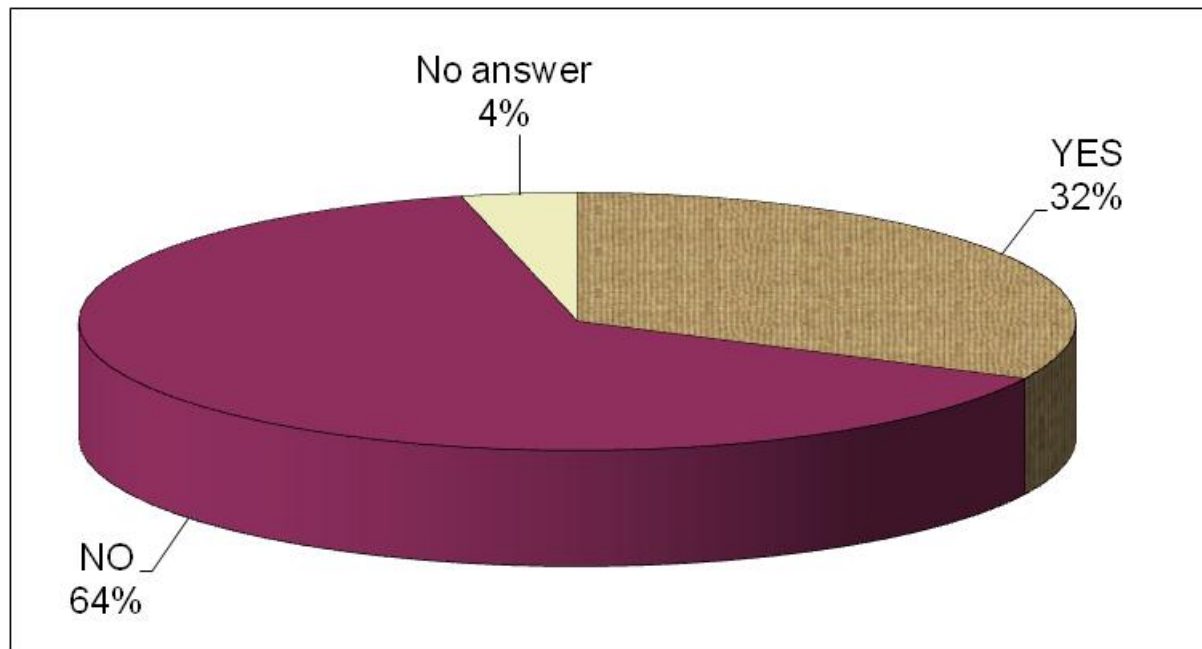
Civil servants in forestry



Local municipalities



Sample of 2008 some survey results: Q: Can the structural reforms in RMK be considered as an innovation?





Conclusions

- Since 1991 the Estonian Forest Act has been changed ca 20 times, sometimes the changes had forestry related practical need, in other times the political will was very important
- Estonian forestry is well governed, a lot of restrictions in practical forestry
- Not all the (innovative??) ideas have been successfully implemented
- Seems that the structural reforms in RMK were done in right time, just before the economical crisis
- I am looking for scientific co-operation with the representatives of the countries, where the forestry related laws have been changed so much

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Thank you!



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