IMPROVING FOREST LAW ENFORCEMENT AND GOVERNANCE IN THE RUSSIAN FEDERATION

Textbook
(2nd edition, updated and enlarged)
This textbook on Improving Forest Law Enforcement and Forest Management in the Russian Federation is an output of the training component of the Country Workplan for Russia to implement the regional program aimed at Improving Forest Law Enforcement and Governance in the European Neighborhood Policy East Countries and Russia (ENPI FLEG).

The textbook is designated to provide knowledge about forest governance and forest management which is critical for administrative decision-making in forest use, renewal and protection to prevent, eradicate or minimize illegalities and corruption. Such knowledge is vital for managers and specialists of federal and regional forest agencies to perform their functions and provide public services. The 2nd edition (updated and enlarged) was necessitated with changes in the regulatory and legal frameworks. This edition (2015) contains revised Modules 1, 2, 3 and 6.

The textbook is expected to be also useful for executives and specialists of private businesses who partner with government in forest relations.

The textbook is recommended for use under secondary and higher vocational education programs, designated to train bachelors of forestry and middle-level managers as well as for retraining and professional development under continuing education programs.
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INTRODUCTION

This textbook on Improving Forest Law Enforcement and Forest Management in the Russian Federation is an output of the training component of the Country Workplan for Russia to implement the regional program, aimed at Improving Forest Law Enforcement and Governance in the European Neighborhood Policy East Countries and Russia (ENPI FLEG).1

The Country Workplan to implement the program in Russia includes the development and implementation of standard training modules (including those for distance learning) on forest law enforcement for the WB-supported professional development program, targeting managers and specialists from forest agencies.

The textbook consists of different modules, and such a modular structure enables to use its selected chapters as training resources under higher, secondary and continuing vocational forest education programs.

The modules were selected in view of the challenges that are to be addressed to help improve the forest legislation and establish a regulatory framework for preventing illegal logging and illegal timber trade.

The authors were selected out of the most skilled specialists with vast knowledge in the areas, covered by the modules.

The contents of the modules were tested in two groups under a 72-hour program; those who successfully completed the training were eligible for a nationally recognized certificate pursuant to the effective regulations on continuing education in the Russian Federation. The experimental groups consisted of managers and specialists from federal and regional forest authorities as well as representatives of private forest business.

The testing resulted into adaptation of the training modules to meet the teaching and learning requirements, including those to the delivery through distance learning.

1 The EU-financed ENPI FLEG Program supports governments of its participating countries (Armenia, Azerbaijan, Belarus, Georgia, Moldova, Russia and Ukraine), civil society and the private sector in the development of sound and sustainable forest management practices, including prevention of forest illegalities. It is designated to back up the FLEG Process in Europe and North Asia. The program was implemented in 2009–2012 in the Russian Federation by the World Bank, World-Wide Fund for Nature (WWF-Russian) and International Union of Nature Conservation (IUCN).
Both managers and teachers of higher, secondary and continuing vocational forest education intuitions deemed the training modules praiseworthy. Each of the modules provides knowledge for making decisions in respective forest management segments to prevent forest illegalities and corruption.

**Module 1** reviews law enforcement practices, based on laws and regulations, governing forest use and renewal in the Russian Federation. In addition, it covers a set of measures aimed at developing such a legal and regulatory framework for forest management which could preclude law offences, conducive to illegal activities. Inspection and oversight become crucial to prevent illegal logging and illegal timber trade in the context of decentralized forest administration and management and PPP-based forest use.

**Module 2** examines legal and institutional issues related to federal forest inspection as well as prospects for reforms in this area while maintaining the balance of interests of the Russian Federation and its regions.

Lease-based forest use implies that access rights are granted through auctions, and places timber scaling and recording among the most important processes, designated to remove factors conducive to the emergence of corruption risks and, hence, illegal timber trade.

**Module 3** describes activities which were tested and customized to come up with new modalities of interaction between forest authorities and private businesses at timber harvesting and processing sites through avoiding conflict and possible financial abuses.

Being a tool to promote the EU principles in this area, forest certification should play a big role in combating illegal logging and illegal timber trade. This objective is addressed through applying the forest certification procedures outlined in **Module 4** and meant to verify legality of timber origin and certify the chain-of-custody.

Public involvement is deemed to be key to improving forest law enforcement, and this is reflected in a special section of the textbook. **Module 5** provides convincing arguments for public involvement in forest administration and management. It also describes activities to provide a legal and regulatory framework for public involvement in the forest sector. In particular, a (local) regulation on public involvement procedures was drafted.

A policy measure to prevent forest illegalities is the development of laws and regulations against corruption in the forest sector. **Module 6** identifies corruption factors and corruption risks with references to specific articles of the effective Forest Code of the Russian Federation which helps to define negative economic and environmental implications of some legal norms. In addition to the analysis of negative implications, the Module provides recommendations on amending the legal requirements related to access to forest use and eligibility for funding of forest
management from the public budget.

The 2nd edition (updated and enlarged) was necessitated with major changes in the regulatory and legal frameworks. This edition (2015) contains thoroughly revised Modules 1, 2, 3 and 6.

This training manual is called to provide knowledge of forest administration and management to inform administrative decision-making on forest use, renewal and protection while preventing, eliminating or minimizing illegal and corrupt practices. Such knowledge is needed for managers and specialists of federal and regional forest authorities to enable them to execute their public functions and provide public services.

The textbook is expected to be also useful for executive officers and specialists of private businesses who act as partners of government in the forest sector, and are inevitably affected with illegal and corrupt practices.

The textbook is recommended for use under secondary and higher vocational education programs, designated to train bachelors of forestry and middle-level managers.

It is expected to be particularly useful for retraining and professional development under continuing education programs.

The Introduction and Module 6 were prepared by Professor A.P. Petrov, Dr. of Economics; Module 1 was prepared by Professor E.P. Kuzmichev, Corresponding Member of the Russian Academy of Sciences, Doctor of Biology, with inputs from Assistant Professor S.E. Gryaznova and Yu.P. Shuvaev; the author of Module 2 is Assistant Professor N.V. Lovtsova; Module 3 was prepared by A.K. Kuritsin, Director, Lesexpert Company, PhD in Technical Sciences; Module 4 was written by R.V. Sungurov, Lead Auditor, GFA Consulting Group GmbH, and A.S. Zakharenkov, PhD in Agriculture, Chairman, Board, Centre of Forest Certification, Lead Auditor, SGS Qualifor; Module 5 was prepared by A.S. Karpov, Director, Ecom Review Centre. The overall academic editing rested with A.P. Petrov. The work to deliver training courses to test the modules and to prepare the textbook was coordinated by Zh. E. Gerasimova.

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About FLEG II (ENPI East) Program

The Forest Law Enforcement and Governance (FLEG) II European Neighbourhood and Partnership Instrument (ENPI) East Countries Program supports participating countries’ forest governance. At the regional level, the Program aims to implement the 2005 St. Petersburg FLEG Ministerial Declaration and support countries to commit to a time-bound action plan; at the national level the Program will review or revise forest sector policies and legal and administrative structures; and improve knowledge of and support for sustainable forest management and good forest governance in the participating countries, and at the sub-national (local) level the Program will test and demonstrate best practices for sustainable forest management and the feasibility of improved forest governance practices at the field-level on a pilot basis. Participating countries include Armenia, Azerbaijan, Belarus, Georgia, Moldova, Russia, and Ukraine. The Program is funded by the European Union.

http://www.enpi-fleg.org

Project Partner

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, EuropeAid promotes good governance, human and economic development and tackle universal issues, such as fighting hunger and preserving natural resources.
http://ec.europa.eu/index_en.htm

WORLD BANK
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IUCN
IUCN, International Union for Conservation of Nature, helps the world find pragmatic solutions to our most pressing environment and development challenges. IUCN’s work focuses on valuing and conserving nature, ensuring effective and equitable governance of its use, and deploying nature-based solutions to global challenges in climate, food and development. IUCN supports scientific research, manages field projects all over the world, and brings governments, NGOs, the UN and companies together to develop policy, laws and best practice. IUCN is the world’s oldest and largest global environmental organisation, 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
WWF is one of the world’s largest and most respected independent conservation organizations, with almost 5 million supporters and a global network active in over 100 countries. WWF’s mission is to stop the degradation of the planet’s natural environment and to build a future in which humans live in harmony with nature, by conserving the world’s biological diversity, ensuring that the use of renewable natural resources is sustainable, and promoting the reduction of pollution and wasteful consumption.
www.panda.org