



## Decentralised Forestry

**Forest Management of Public Forest in Kosovo  
with involvement of Municipalities and local  
communities**

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## Forest Management of Public Forest in Kosovo with involvement of Municipalities and local communities

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# 1. Introduction

This paper provides insights on the impacts and lessons learnt of the "Strengthening Sustainable Private and Decentralised Forestry; Promotion of economic development through capacity building in farmer based forest management in Kosovo and its region" project on decentralized forestry. The project is implemented by Connecting Natural Values and People (CNVP) with financial support from the Swedish International Development Cooperation Agency (Sida) and the Netherlands Development Organisation SNV and ran from 2009-2014. The main partners are the Ministry of Agriculture, Forestry and Rural Development in Kosovo, Association of private forest owners in Kosovo and municipalities with special on three pilot Municipalities (Suhareka, Nova Brde, Gjakova, Junik and Istog). As well as the National Associations in Albania and Macedonia and the regional network of REFORD regarding the regional component of the project.

This paper tells one of the eight stories on the project's impacts and lessons learnt. It provides insights in the concepts, project activities, the outcomes and impacts, the challenges and opportunities of decentralised forestry. The other seven stories include: 1) Organizational set up of the APFO network in Kosovo, 2) Gender & Forest, 3) Sustainable Forest Management practices, 4) Service provision by forest associations, 5) Development of regional networking with REFORD, 6) Wood biomass production and utilization with Private Forest Owners (PFO) and 7 Coppice forest in Kosovo.

Decentralisation is one of the main processes in Kosovo undertaken by the government to support development. It is a major aspect of the so called 'Ahtisari' agreement. Decentralisation is also addressed in forestry. In 2010 competences on forests protection and exploitation are delegated to Local Government through adapting the forestry legal framework. Currently the Law on Local Self-Government delegates to the local government the competence for forest protection and harvesting through; "Forestry protection on the municipal territory within the competencies are delegated by the central authority, including the granting of licenses for the felling of trees on the basis of rules adopted by the Government"<sup>1</sup>.

The Policy and Strategy Paper for the Development of Forestry Sector in the Republic of Kosovo (2010-2020) approved on 2010 by the Government, states that the forestry sector - with mandates and legal structures is not optimal, which makes a continued support for reforms and advancement of programs necessary. It also states that the forestry sector has to complete the decentralisation process, where the issues related to competencies and commitment of the municipalities for sustainable forest management are not clear enough. There is a low level of involvement of local government (municipalities) and communities in the forestry sector. This results in limiting regulation of forest management regarding the needs of these actors and restricts opportunities for economic development.

The decentralisation process was realized through delegating the competencies to the municipalities. It has been effected without ascertaining that the necessary capacity in terms of staff and professional competence in forestry management is available at the decentralised level. The competence delegated on the other hand are limited. This resulted in a difficult and complicated structure of forest management and governance between KFA (Kosovo Forest Agency) and the Local Government. Roles and responsibilities are not always clear and coherent.

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<sup>1</sup> Law no. 03/I-040 On local self-government 20 February 2008, article 18.1 point f delegated competencies

Within the framework of the CNVP forestry project pilots on joint forest management in certain municipalities were implemented in support of the decentralisation process in forestry and sustainable forest management (SFM). The piloting aimed to contribute in better communication between forest authorities and the local population, leading to improve forest management planning and finding effective solutions to illegal harvesting. The piloting process is done through multidisciplinary working groups contributing at elaborating forest management planning guidelines for Kosovo, with a balanced participation of individuals and organisations from the social, environmental and economic sector, including central government.

## 2. Pilot Approach

### 2.1 Decentralisation in forest management

The decentralisation process in Kosovo is a major aspect of the so called 'Ahtisari' agreement and has also its effect in forestry. This is implemented by the government of Kosovo through the delegation of some competencies to the local government (municipalities) related to forest management. The project approach was to involve the main stakeholders, analyse in detail the actual functioning of planning mechanisms and identify the optimum institutional set up between central, local government and local population.

Better understanding of decentralisation requires explaining why it is needed in forestry, what will be the particular form of forest management, and the relation between those forms and the outcomes. In general decentralisation is any act in which a central government formally cedes powers to actors and institutions at lower levels in a political-administrative and territorial hierarchy (Mawhood 1983; Smith 1985<sup>2</sup>). Democratic decentralisation aims to increase public participation in local decision making. Through greater participation, democratic decentralisation is believed to help internalise social, economic, developmental and environmental externalities; to better match social services and public decisions to local needs and aspirations; and to increase equity in the use of forest as public resources, in this case. Through entrustment of locally accountable representative bodies with real public powers, the ideals of public choice and participatory or community-based approaches to development converge. Many theorists and practitioners involved in decentralisation reforms are more interested in strengthening and building up local governance structures than in diminishing central powers (UNDP 1999; Romeo 1996; Roe 1995a:883). For this reason, decentralisation is more appropriately viewed as a relative term concerning central-local relations.

The objective of piloting approach chosen in the project is about strengthening the decentralisation to support the objectives of both national unification, democratisation, and greater efficiency, and equity in the use of forest resources and service delivery. A primary objective is to have forest policies and a forest administration to support and/or implement at the required levels the forest policies and strategy. In Kosovo this required appropriate roles at multiple levels. Decentralisation can be thought of as the strengthening of local institutions to play a more representative, responsive and constructive role in the everyday lives of local populations for sustainable forest management. Administrative and political decentralisation share equity and efficiency objectives and rely on some mix of mechanisms from the villages

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<sup>2</sup> Cited by Jesse C. Ribot, African Decentralisation 2002

to municipalities and central government to assure the incorporation of local needs and aspirations into decision making. Delegation of some responsibilities related to forest management and downward accountability to the municipalities as it is currently foreseen by law and implemented in Kosovo looks more, de-concentration or with other words "the *weak form* of decentralisation" having less-direct links between decision makers and local populations. With the pilots the goal is the democratic decentralisation, being based on local enfranchisement, as its *strong form*.

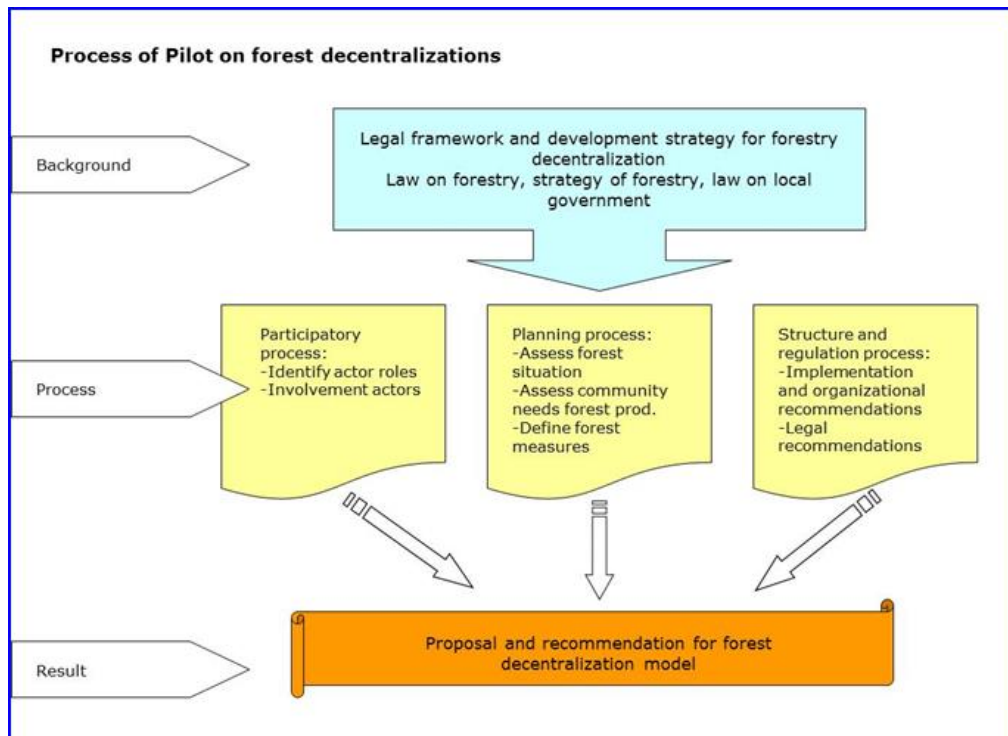
## 2.2 Process and technical approach

The approach adopted and approved for implementation is a mix of a process approach with technical approach. Important is the broad participation of DoF (Department of Forestry) from the Ministry of Agriculture, Forestry and Rural Development (MAFRD) and KFA at central level and the directorates of agriculture, economy finance, legal experts of the Municipalities, the Association of Private Forest Owners (APFO), Local Action Group (LAG) in municipality and selected villages a local level. The local level represented through their participation with local knowledge on forest management, actual use and needs for wood material. The process was further assisted by regional experts of KFA.

The focus of the process was the analysis of the actual planning approach and ways to improve this. It is compared with the participatory local planning approach. The hypothesis is that decentralisation will result in more efficiency through the better matching of supply and demand for local public goods. Decentralised decision-making can be quicker and more flexible, therefore more efficient; local knowledge and preferences can be drawn on to make decisions more relevant and effective; local knowledge and labour can facilitate implementation, management and evaluation; and because local actors will benefit from reducing the costs of their efforts, they are likely to spend their resources more efficiently.

The approach followed was discussed with all actors and prepared during local workshops. The final approach was shared in a national multi-stakeholders workshop. As agreed in the national workshop of 30 September 2009, the process was based on the actual legal framework for forestry sector and Policy strategy document for forest sector development and amended forest law 2003/3.

There are three main pillars of the study, which is based on the background the general legal setting in Kosovo. The three main pillars are: (i) broad participation of all the stakeholders in the process, (ii) analysis of the actual situation of the forest situated in the municipality, actual planning system linked with the annual demands of local population for wood products, and the way of realization, and study of the potential of the forest to fulfil in legal way the needs of inhabitants for wood materials, and (iii) analysis of the actual legal framework and propose improvements for institutional structure. This should leading to recommendations for sustainable forest management and the decentralised model (refer the figure). This approach was followed with the work of 6 working groups at municipality level. Work of each group was based in close cooperation of the work in selected villages in each pilot municipality. The discussions and brainstorming at village level was realized through development of a participatory management plan preparation at cadastral zone levels.



**Figure 1: Process of analysis for Forest Decentralisation in the pilots**

The aim was that each working group at municipality level, in parallel to bridge the central level (KFA and DoF) with villages and rural population, can use the actual annual plan for forest harvesting submitted by the Ministry (KFA) and compare with the real needs and the forest potential. The approach gives to all participants the opportunity to take into account from all levels the environmental, economic and social roles and importance of forest resources for the development of the municipality. The communication between the professional foresters and the village representatives was an important point of survey during the preparation of the forest plan in cadastral zone level.

The role of silvicultural practices such as cleaning, thinning, phytosanitary cutting coppicing, different forms of natural regeneration, are discussed with the village representatives. All these alternatives were compared with 'passive practices' - no planning in cadastral zones - and its impact to the multipurpose forest use and village needs.

The methodology was based on linking working groups in the municipality with the pilot village activities on; needs identification, assessment of the real potential of forest, the actual illegal use impact on degradation, opportunities for rehabilitation and how forest can secure more employment. This process support main stakeholders to diagnose the process of actual planning with real situation and compare the actual decision making, with potential offered by society and ecosystem. It aims in the same time to create opportunities to build relationships with local communities and how to realize their participation in forest planning and implementation. The aim is to add to the actual technical planning process, the needs of community for forest production and reconcile these needs and priorities with forest management objectives (see figure below). It is realized that this is often a long process to build the trust and normal communication between the village people, forest guards and KFA staff, related to the actual forest use, community needs, forest potential etc.

## From objectives to activities

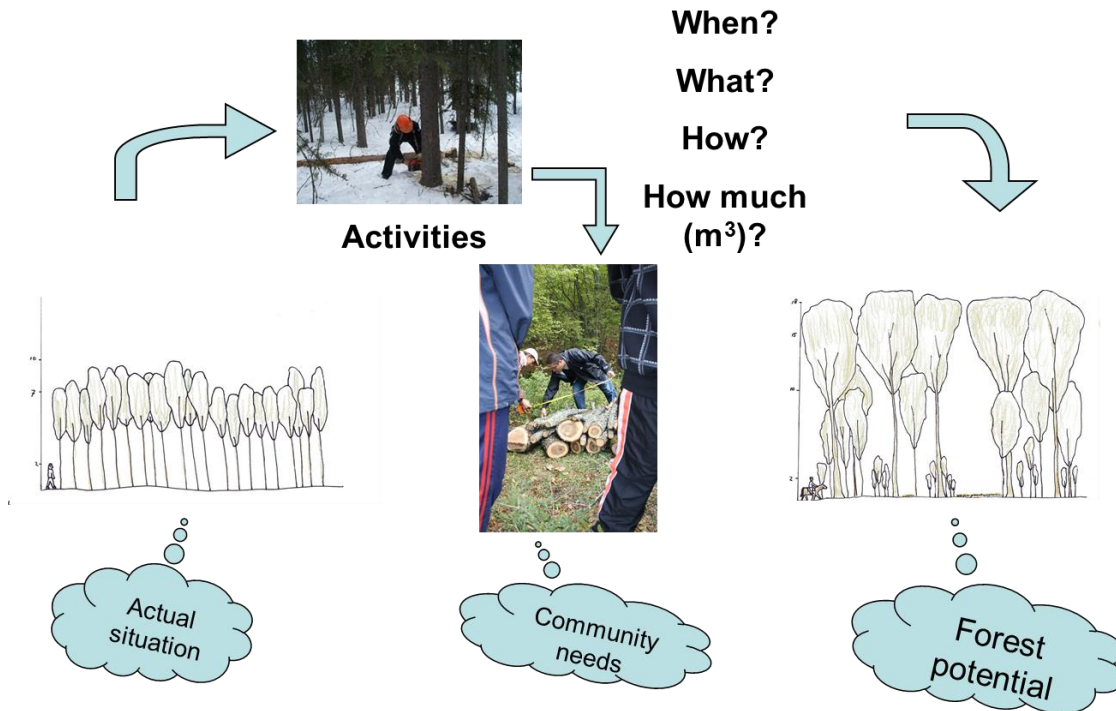


Figure 2: Planning; setting objective based on community needs and forest potential

### 3. Pilot implementation

Multi-stakeholder involvement a participatory approach was applied in pilot implementation. In the national workshop of 30 September 2009, the main stakeholders concluded that it would be best to start with a few pilots on forest decentralisation. These pilots would need to provide insight on how forest decentralisation can be implemented in the Kosovo context. Jointly with MAFRD the identification, setting selection criteria, preliminary study of the candidate municipalities and final decision was made.

#### 3.1 Time line

The project activities are planned and implemented through a close cooperation and consultation with the main stakeholders at central and local level. This started in the end of 2009 till the end of project in 2014. The main time activities are presented in the figure below, the detailed timeline is provided in annex 1. The main activities and their results are described shortly below.



## Timeline activities on decentralization

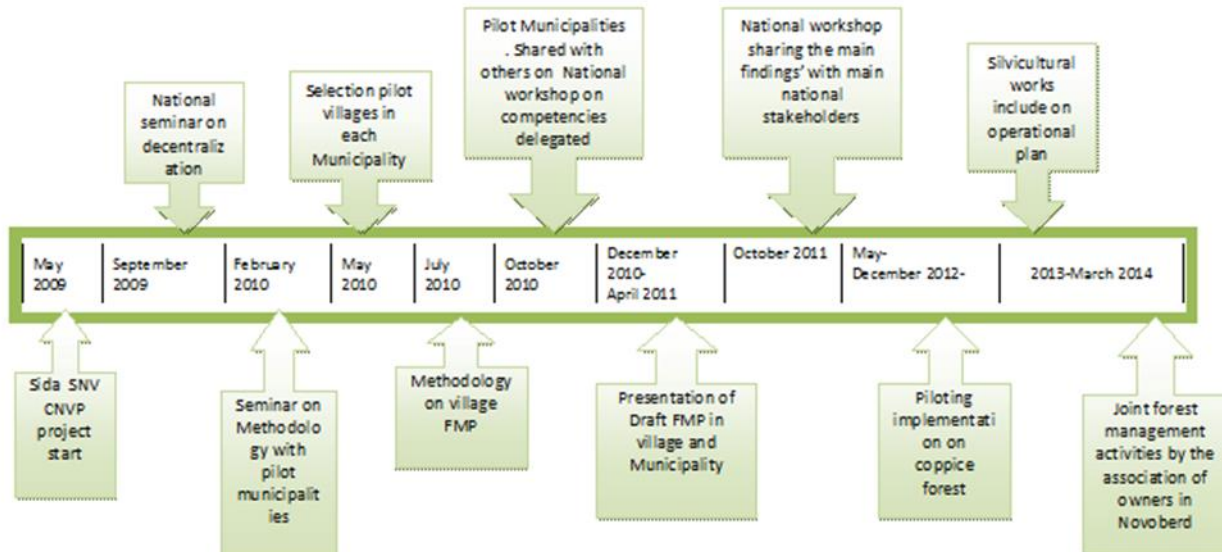
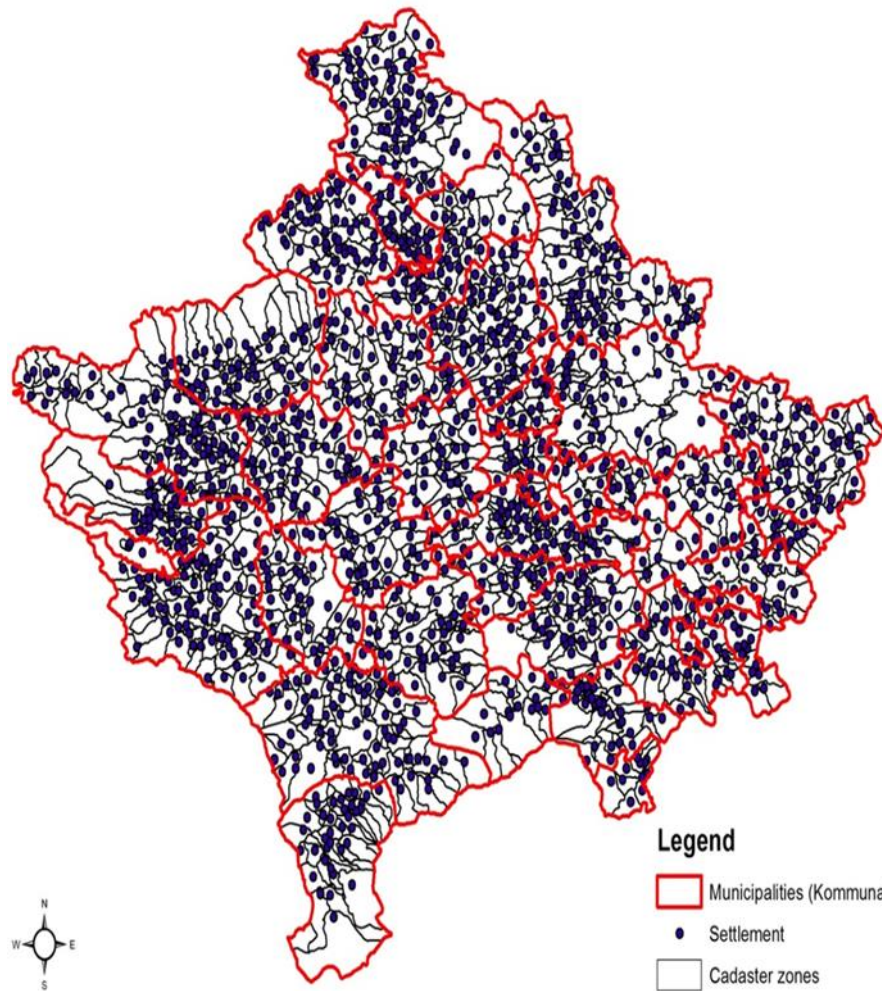


Figure 3: Main time line of the pilot process

## 3.2 Selection of pilot municipalities

### 3.2.1 Kosovo territorial and administrative organisation

Public Administration in the Republic of Kosovo is organized through central and local administration. The selection process was based on actual territorial organization and administrative system: Kosovo has five main regions; Prishtina, Gjilan, Peja, Prizren and Mitrovica, and two sub-regions Ferizaj and Gjakova. Kosovo is divided into two territorial levels: municipal (LAU 1) and settlement level (LAU 2) and has currently 37 municipalities and 1,467 villages (settlements).



**Figure 4: Territorial division in Kosovo**

At central level are the main political institutions, like ministries, agencies, independent regulatory bodies as well as public enterprises, while at the local level, there are the municipalities with the respective municipal administrations.

In Kosovo at the moment only municipalities are officially recognized and settlements have no official territory status. Forest management and use is however made at settlement, village level. It is at village level the people organise themselves, discuss and make decisions on using their resources around the village. In order to overcome this shortfall, alternative data sources are needed. In order to capture the existing differences between different zones, the most detailed official territorial boundaries, currently represented by the cadastre zones, are used. The cadastre zones are the basic units used within the cadastre for registering land and their land use. Therefore for each cadastre zone, the relevant settlement(s), their population, agricultural area and forest area, data are available in municipal office.

The definition of the rural areas used by the Kosovo Agency for Statistics for the Kosovo Population and Housing Census 2011 is based on settlement level - characterized by lower population density, and typically where much of the land is devoted to agriculture in comparison to surrounding areas. This means that in the Kosovo Census 2011 the settlement has been defined as rural by administrative decision of the municipality.

The size of settlements as the delimitation indicator was taken to define the rural areas in order to reflect the existing situation regarding rural areas in Kosovo from the socio-economic point of view and at the same time to use an approach which is in line with the current administrative situation. The outcome of this decision is that the settlements with a population above 30,000 inhabitants, which are the cities Pristina, Prizren, Gjilan, Peja, Mitrovica, Ferizaj and Gjakova, are classified as urban areas, while the rest of the territory of Kosovo is considered as rural areas.

### 3.2.2 Kosovo territorial and administrative organisation

The objective of using criteria is to represent the rural communities and their relation with forest. The following criteria were agreed:

- The municipality to be as much as possible representative of rural communities
- Represent the problem on illegal logging for heating
- Represent the minorities
- Have interest to participate
- Have high share with private forest

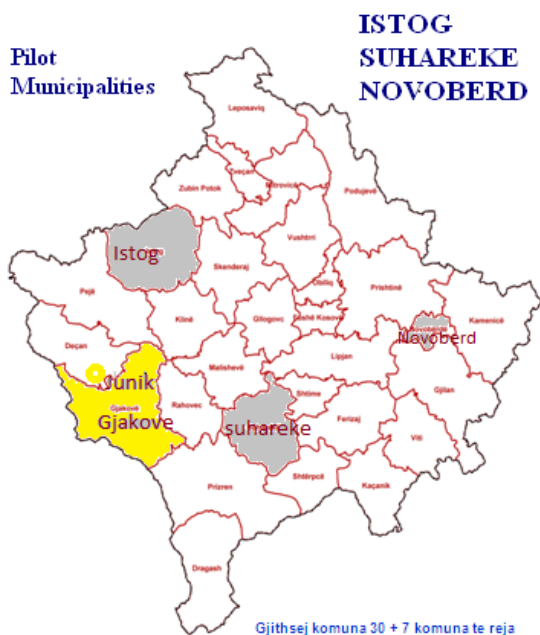


Figure 5: Pilot municipalities selected



Figure 6: Forest cover in Kosovo

Based on the results of data processing 5 municipalities were proposed as candidates. By MAFRD was recommended to have three pilots for beginning the process; Istog, Suhareka and Nova Brde. Gjakova and Junik were recommended as additional later on in the process. MAFRD in cooperation with the project in the framework for decentralized forestry started the process of piloting where the decision has been made for three municipalities.

### 3.3 Establishment of working groups in Municipality level

The selection of pilots and the methodology of piloting was shared and agreed with main stakeholders on the workshop organized on February 2010. The workshop's main objective was to present to the main stakeholders the approach of the pilots for forest decentralisation; share with the representatives of stakeholders in the working groups to lead and develop the forest decentralisation study, and familiarize them with the methodology. During the workshop also inputs from participants were obtained, allowing finalisation the proposed approach with participants input. The process started with identification of the main stakeholders linking central with local level, each of three municipality by indicating their particular role on planning and legal recommendation for the proposal of decentralisation model.

In each pilot municipality 6 working groups were established:

- (i) Coordinating group lead by the director of agriculture in the municipality has the main task to coordinate the other working groups in the municipality administration as well facilitating their communication with pilot villages in each municipality
- (ii) Working group on assessment of forest potential on timber, firewood and other services. The task of the group is based on the KFA documents and experiences in planning, to assess the potential of the forests situated in the boundaries of municipality on timber, firewood and other non-wood forest products
- (iii) Working group on assessment of demand (the population needs) and the small industry in municipality related to the timber and firewood
- (iv) The third group task was to assess the actual situation of forest stands and to identify the annual area for silvicultural works as: a) coppicing, b) cleaning, c) pre-commercial thinning, d) thinning; e) phytosanitary cutting, f) forest harvesting etc.
- (v) Working group on identification and propose the mechanism for proposed plan of the first three groups on implementation
- (vi) The sixth group main task was to identify the legal gaps and propose the legal framework for the municipality forest management, governance and works

The work schedule was divided in four main phases coordinated as iterative process (see the matrix in the annex 2: the organization and tasks of working groups in municipality.)

### 3.4 Selection of pilot villages

The coordinating group in cooperation with other groups in pilot municipalities agreed on the criteria for selection pilot villages.

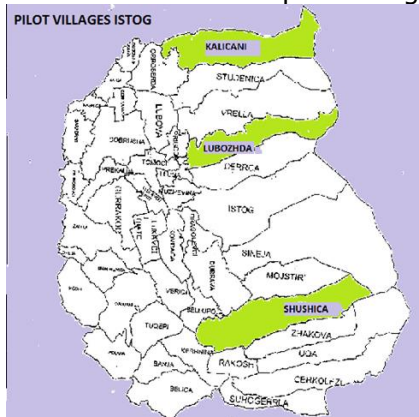


Figure 7: Pilot villages in Istog

The main criteria on the selection of the pilot villages (cadastral zones inside the pilot municipalities) was to represent the actual situation in municipality. The combination of the villages with high share of forest and with villages with limited forest resources was implemented by the Istog Municipality (refer figure above). In total 7 pilot villages were selected in three selected municipalities.

## **4. Forest Planning**

The actual planning in forestry in Kosovo is based on a top down approach. The basic planning is at the Forest Management Units with long term management plans. The priority in annual planning are high forest and production of big diameter timber and fuel wood. Related to the coppice forest the planned activities are limited. The main goal is to convert in high forest.

### **4.1 KFA practices and progress on preparation of new management plans**

Since 2006 development of new cost-efficient forest management plans (FMP) has been a priority for the Kosovo government. And with the aid of the Norwegian government, a total of 39 new management plans for 39 forest management units, have been prepared. The main priority was given to the preparation of management plans for high forests with destination of timber production.

Each forest management units covers a wide area (average 3,000 ha) including several settlements (villages and cadastral zones). The forest management planning method for Kosovo includes classification of forest stands according to management classes. All the process implemented is top-down and the management objectives or proposed interventions are not consulted with local people. Despite the efforts and progress on preparation of new management plans, the improvements on decreasing the gap between planning and forest potential is very limited. The actual annual planning remains very low and realization even lower. The improvements are reflected mainly in small scale forestry managed by family forest owners.

### **4.2 Piloting participatory planning**

#### **4.2.1 Village representatives**

In cooperation with representatives of the pilot municipalities the selected villages were informed and meetings were organized to share information and establish the village representative groups. From each village selected 3-5 people were proposed as village representatives to contribute to the forest planning. The working groups were established including the municipality representatives, KFA representatives and project experts. Training about the public forest boundaries, forest situation, forest use and the tradition on use of forest product for heating were organized with the working groups.

#### **4.2.2 Consultation**

The village representative structures with 3-5 people, facilitated the consultation process. Informal meetings and informal discussion with farmers were organised. The participants in

meetings expressed high interest for the forest around their villages. Most participants have knowledge on forest management and their main concerns are illegal logging and on how to protect forests that is almost destroyed by illegal loggings. The main contribution of the village representatives was regarding the village needs for firewood and other wood materials and objective setting for the future management system, opportunities to participate in the implementation of proposed forest activities.

### **4.3 Simplified guidelines on participatory forest planning**

The proposed guidelines follows the forest law and administrative guidelines on forest management. The aim is to add in parallel with technical and ecological components, the social component within the forest planning. And within the planning process sharing with the main stakeholders from the central and local governments the role of rural community in sustainable forest management. The approach of guidelines supports to implement the national strategy on forest development in coordination with the strategy for rural development. The guidelines were prepared to facilitate the participatory planning process and unify the format of data to be used at village level (cadastral zone).

The guidelines are divided in four main parts: (i) the village profile, population households organization and structure, agricultural, livestock, forest and pastures; land use and land tenure (ii) village tradition in forest management and annual needs for wood materials and other forest products; (iii) the actual situation of village (cadastral zone) and recommendations for forest management (the main interventions needed for forest). The guidelines using a participatory approach aim to engage the local community in the forest management, improvement of management, open the way to prepare simplified operative plans to implement forest works and activities. It is done in conformity to rules & regulations, as well as an opportunity to link with other policies, strategies, plans, with broad participation of stakeholders and increased understanding between central, local government and rural households.

### **4.4 Forest management plans at cadastral zone level**

Information of villages was realized based on a detailed work plan coordinated by the directorate of agriculture in municipality in cooperation with the local association of forest owners and the village representatives. In cooperation with the project professional foresters assisted in the preparation of the management plans at cadastral zone level. The process in Suhareka Municipality was supported by the Prizren Regional KFA. The old management plan for Budakove papaz cadastral zone was used to identify the parcel and sub-parcel system. For Nova Brde the cadastral zones of Llabjan and Malishince are included in the pilot.

The first step was the assessment of village actual situation related to socio economic conditions, agriculture and forestry. The actual situation in public and private forest and the relation with the local community was assessed. Community needs for firewood for heating are assessed based on interviews of household representatives. The management objectives are discussed with representatives of village based on the actual forest management systems, silvicultural conditions, and stand composition. The management plans prepared by KFA and Norwegian Forest Group (NFG) for 'Lugu i Bute' FMU (Forest Management Unit) were used as a basis for data on growing stock and general stand description on Kalican, Lubozhde and Shushice villages of Istog Municipality.

Most of Kosovo's forest species are include in the piloted cadastral areas. In Istog shade tolerant species as Beech, Spruce and Pine, in young stand forests are generally over-stocked. In some areas the density is so high that the stands are self-thinning, which means that trees die because of lack of light and loss of crown volume (the crown being the engine of the tree). The growth is well below optimum, basically because the high density has caused a reduction of the green crown size. A considerable portion of the growth is on low quality trees with little or no value as industrial wood. The volume of wood possible to cut in clearings and thinning to restore growing conditions is calculated case by case in 5 cadastral zones (Istog and Suhareka) based on best practices. The interventions are adopted to the species and management regimes, through thinning on broadleaves (Beech) and coniferous (Spruce, Fir and Pine) forest. The density will be reduced and the low quality trees be removed, allowing the growth to the trees with a higher quality and giving the trees a chance to develop a crown size, which optimizes growth. The calculations indicate that there are sufficient volumes of biomass and wood to meet the present and future demand for firewood.

The main results are summarized in table number 1.

**Table 1: Forest data of forest management plans at cadastral zone level**

Pilot municipality	Management plan for Cadastral zone	No of HH	Annual needs on Fire Wood m <sup>3</sup>	Total forest area ha	High forest	Low forest	Growing stock	Stand composition Main forest species	Potential firewood production for
<b>Suhareka</b>	Budakove-Papaz	320	2240	446	380	66	130	Beech, Poplar	1800
<b>Istog</b>	Shushice	305	2220	680	120	497	87.7	Beech, Spruce, Fir, Mountain Pine, Oak, Hornbeam	2572
<b>Istog</b>	Lubozhde	293	2133	882	520	388	99	Beech, Spruce, Oak, Hornbeam	2366 <sup>3</sup>
<b>Istog</b>	Kalican	252	1835	1071 <sup>4</sup>			47.7	Beech, Spruce, Mountain Pine, Oak, Hornbeam	1625
<b>Nova Brde</b>	LLabjan	210	1470	416		416	31.6	Oak, Hornbeam	1060
<b>Nova Brde</b>	Malishince	15	105	22		22	65	Oak	110
<b>Gjakova</b>	Lypovec	280	1960	230		230	19	Oak	437

From the social assessment resulted that the Llabjan forest is used not only for firewood for heating and cooking. It is also the main resource for producing charcoal for the market. Most firewood is produced in an illegal way. The Lypovec cadastral zone is part of Gjakova municipality. This additional municipality was selected as representatives of municipalities with large resources of degraded oak coppice forest.

In the piloted municipality a huge area of degraded oak forest and many young and middle-aged forests are in an urgent need for interventions ranging from rehabilitation of degraded

<sup>3</sup> From these 292 m<sup>3</sup> can result on high quality and can be used as timber

<sup>4</sup>An additional 617 hectare are classified as bare lands and pastures

forest, to pre-commercial thinning/cleaning, or commercial thinning. The operative planning for each forest plot in each cadastral zone is labour intensive. KFA seem not to have the capacity for managing these operations. It is important to harmonize the share of investments funds available for forestry by KFA between the strategic planning and silvicultural interventions. Actually 100% of the investment funds are used for strategic planning, making long term forest management plans. It would be highly needed to establish the operative planning system in each cadastral zone of the country and start implementing silvicultural interventions according to the management plans. The actual staff of KFA can be supported by external expertise (the same way as is used currently for strategic planning).

## **4.5 Forest Planning at Municipality level**

### **4.5.1 Actual planning practices**

Actually the forest planning is based on the Forest Management Units (FMU). The plan is prepared by KFA with shared tasks in regional and central level. The task of KFA based on the forest law, is to prepare plan and submit it to the municipalities. Based on the law, the Municipality has the right to make comments and propose changes in the plan.

The annual plan is prepared by KFA central and regional offices, each regional office covers 3-5 municipalities. The annual plans are prepared in some stages: the first draft prepared by KFO, submit it for comments to the municipalities. The plan is drafted by the qualified staff of regional offices. The recommendation and the data of forest management plans (old or revised) are used for harvesting plan calculation for each municipality.

There are no legal procedures to assure preliminary consultation with local population or other stakeholders. Following the rules, annual harvesting plan is submitted to the municipality in standard forms not accompanied with forest maps, or details related to the villages or forest plots where activities are planned. As matter of fact, this is considered more as formal communication between KFA and local offices. It is used as source of information according the annual wood cutting volume, without explanations or comparisons on the needs of local population, or on the actual situation of forest and needs for forest improvements and interventions, such as pre-commercial thinning, coppicing and other forest operations.

### **4.5.2 Alternative for improvement**

With the project support, in each of the pilot municipalities the working groups established calculated the forest potential, based in the actual cadastral zones system inside the municipality territory. The calculations are realized for each forest stand situated in the cadastral zone part of the municipality. The results of the pilot cadastral zones (villages) are used for calculation of average needs on annual firewood for one rural/agricultural family.





**Figure 8: National Workshop on presentation of management plans**

The annual silvicultural activities are proposed based on the actual status of the forest priorities and the actual firewood needs. Three working groups related to the forest assessment, the annual needs for wood materials and the forest potential in each of the pilot municipalities Istog, Suhareka and Nova Brde, presented the study results in the national workshop of 12 October 2011. It was concluded that in each of the municipalities studied there is potential to cover the annual needs for firewood considering all silvicultural works as cleaning, pre-commercial thinning, thinning, phytosanitary cutting and degraded Oak coppice rehabilitation.

**Table 2: Potential and needs**

Indicators for each village	Shushice	Lubozhde	Kalican	Total
Potential for firewood production, resulted by silvicultural works m <sup>3</sup>	4134	3702	4663	12499
Annual needs of families for heating m <sup>3</sup>	2220	2133	1835	6188
The amount for selling m <sup>3</sup>	1913	1569	2828	6310
Mandays for implementation in one year	1590	1424	1794	4808

Participatory planning resulted as a very good tool to start this process. The representatives from KFA and municipality presented to the village representatives the objectives at municipality level and agreed with participants on the objectives at municipality, cadastral zone level, followed by the discussion on the objectives at forest stand level (sub-parcel).

#### **4.6 Forest Planning at central level**

Forest law attributed the forest planning function to KFA. Planning is done at long term and annual operative planning all managed and approved by the KFA. The first category is long term planning based on FMU. As a rule the long term plans are reviewed each 10 years. Plans

are realized by private companies following the guidelines<sup>5</sup> prepared in the frame of NFG project and approved by KFA. The second category of planning is annual planning. The annual plan contains about 8 templates (i) harvesting plan with detailed data on FMU and forest parcels planned to have interventions during the year; (ii) forest cultivation; (iii) annual plan according municipalities; (iv) forest protection; (v) annual plan for afforestation's; (vi) production of forest seedlings; (vii) production plan and (viii) plan of activities in private forest.

Most of the annual state budget of KFA is used actually for development of long term new management plans for high forest and afforestation's. There are no human resources in KFA to realize an annual plan in conformity with AAC. The budget for investments is not utilized on forest rehabilitation, maintenance and silvicultural works. Due to this the annual plan of wood material production from public and private forest is 5-6 times lower compared with the real demand and actual annual harvesting.

The Sida-CNVP project has proposed to include more activities in young Beech forest as well in the degraded Oak coppice forest. In the last two years this is reflected in the annual plans of KFA. The planned activities on silvicultural works are gradually increasing. Some rehabilitation works on degraded Oak forest are planned for the Gjakova municipality. The Ministry of labour has contributed during 2012-2013 to implement some of planned silvicultural works.

## **5. Main pilot findings in decentralized forestry**

### **5.1 Participation**

The main lessons from the piloting process are that to get participation and partnership with local communities it is very important as starting point to analyse the situation regarding illegal logging and informal forest harvesting. Local people were for a long period under oppression of forest guards and influenced by the propaganda: "Do not touch the forest". This has resulted in confusion about the forest management and use. The judgment of forest inspectors in the cases of first year coppiced coups are considered as 'butchering forest' leading to high fines and social conflicts. The local people regard this as a normal traditional forest practice to secure an annual production of firewood. Long term propaganda for not entering in public forest, is maybe the reason that people in these discussions also perceive or discuss for forests as static nature reserves, museums that will somehow stay that way without management.

If the representatives of villages are invited to value public forest around their village, they need to understand them and we need to perceive how they understand them in a very open discussion and explanation. The process applied showed that this is feasible.

Most intensively used are private forests. And according to the owners private forests have survived this far and are in a better situation compared with public forest, because they have had a continuing value for the families owning and managing these forests.

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<sup>5</sup> KFA-NFG Methodology for preparation of forest management plans Guidelines for field works version 6, Prishtina 2009

## 5.2 Local people, forest and legal framework: dilemmas on relations between coppice and SFM

The prevalence of legal restrictions and prohibitive obligations have created a unique rapport between the public institutions that regulate this sector and the local population (forest users/owners). This is leading to a situation where there is greater focus on control of the local population than on mutual collaboration. Public forest administration and state forest enterprises traditionally have a strong position in the eyes of private forest owners and the rural population in general<sup>6</sup>. Private owners' interests are mainly in the hands of public forest administration. On the other side the local population (forest users/owners) are used to the existing situation, having a powerful public forest administration that takes decision and develops laws, regulations and guidelines and implements the forest regulations.

Despite the new era of climate change and the re-assessment of coppice forest for renewable energy, as well the acknowledgment that traditional management forms contribute to the maintenance of forest biodiversity (Criterion 4), and have a valuable role with regard to social aspects such as maintaining traditional knowledge and practices (Criterion 6 both part of European criteria for SFM, MCPFE, 1998) the Kosovo's new forest law under preparation keeps the same prohibition attitude towards traditional coppice management.

The legal ban is based on the deep roots and myths against clear cutting in coppice forest. The law does not allow clear cuts, hence coppice management is restricted. Also the coppice practice by private forest owners cutting in very small strips and coupes is regarded illegal. Due to this forest law implementation, it forces most private forest owners to illegal management practices (violating the forest law). This contributed to the gap on management approach between forest owners and the forest administration related to Oak forests.

It seems one of the main reason for difficulties of people living in villages, not expressing openly their thoughts related to the objectives in public forest management. They discuss in meetings using slogans for public forest protection, in the same line with forest administration. It is not clear if the private forest owners are sure if they are right or wrong in the way they manage their private forest through clear cutting each year with small part of their forest (0.05 -0.1 ha). They are not sure if it is really clear cut. They use the word cut by strips ('konop' or 'poteze' in Albanian). Most of the people participating in discussions know that in this way they can produce more firewood for their annual needs and in the other side they are sure for the good regeneration, since the stools are young.

The private forest owners and forest administration experts do not discuss this issue open and do not recommend the management system 'implemented illegally in their private forest', to be applied in public forests. Despite the limited experiments implemented by the Sida-CNPV project in Nova Brde and Gjakova, demonstrating the impact of intervention in forest rehabilitation and productivity, leading to some modifications on the standard annual planning formats and formally planning this strip coppice for 2013, 2014 as intervention as part of forest cultivation; coppicing remains from the policy makers until now a taboo, similar with some other Balkan countries.

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<sup>6</sup> Private Forest Owners in Western Balkans –Ready for Formation of their Interest Association; Coordinating Lead Author Peter Glück; European Forest Institute Research Report 25, 2011

The proposed new forest law keeps the same ban towards this system through an unclear article on definition related clear cutting<sup>7</sup>. The last NFI (National Forest Inventory) shows that coppice forests cover 38% of the total Kosovo area, while are only a small fraction of the harvesting (7%) carried out according to forest legislation<sup>8</sup>. The rate of degradation in public coppice forest calls to raise awareness that this is a national property, and the challenges for society and foresters is the rehabilitation of the degraded public oak forest.

The first step accepted by all stakeholders is to remove the degraded vegetation and open the way for regeneration. The other steps depends on the selected alternative for the future as simple coppice, coppice with standards, or conversion in high forest through planting seedlings. There is only one solution for rehabilitation: through work on degraded forest. It is good for forest and people. The main priority for rural people is employment, and it is in the other side the solution for the problem of degrade forest. It is a real challenge, and a good opportunity to re-engage local people with their local forest.

The way to get a clear vision for Kosovo forest planners for appropriate management systems for the degraded Oak coppice forest can easily be paved by the surveys, experiments, comparisons on local traditions and recommendations towards SFM. Whereas the future of coppice forestry seemed about to be doomed in Western Europe, two recent trends tend to advocate for maintaining it. In the understanding of sustainable forest management (SFM) according to Forest Europe, the Ministerial Conference on the Protection of Forests in Europe (MCPFE) issues such as coppice forests are explicitly considered within the Pan-European criteria for SFM (MCPFE, 1998). It is acknowledged that traditional management forms contribute to the maintenance of forest biodiversity (Criterion 4), and have a valuable role with regard to social aspects such as maintaining traditional knowledge and practices (Criterion 6)<sup>9</sup>.

Helping people to see the richness of particularity their own or public forests and learning from them what they find significant will encourage real involvement locally and set off quests of comparisons. Sharing knowledge is a first step to implemented joint forest management recommended by forest development strategy, from learning how to identify every forest stand and its ecological specifics, teaching the art of coppicing, sharing it with the members of owners association, discussing in a biomass group how to produce chips and use for bioenergy. This focus on renewable energy from wood biomass is the second trend in support of sustainable coppice forest management. It is very important to have a strategy on communication and training local communities, to understand their perception and needs and to build trust to them.

### 5.3 Main stakeholders and decentralised competences

The first forest law no 2003/3 was approved in 2003. It was amended in 2011, aiming the support the overall decentralisation process. The delegation of competencies was realized for all Kosovo production forests. The meaning of decentralisation in forest management was not

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<sup>7</sup> The proposed new forest law art: **1.32. "Clear cutting"**: is cutting of all the trees where there is no change of the use of land class and referred to the field where the average distance between standing woods is greater than the height of a fully grown tree in that place, or remaining of the forest with less than 40% of forest cover; **Article 36** : 1. In order to protect forest and forest land unless otherwise stipulated by this law the **following shall be banned**: Clear cutting of forests unless otherwise foreseen in the management plan as a regular form of regeneration....

<sup>8</sup> Tomter S. M., Bergsaker E., Muja I., Dale T. and Kolstad J. 2013. Kosovo National Forest Inventory 2012. Kosovo Ministry of Agriculture, Forestry and Rural Development/Norwegian Forestry Group.

<sup>9</sup> *Bernhard Wolfslehner at al*, Framing stakeholder and policy issues for coppice forestry in selected central and south-eastern European Countries; Silva Balcanica, 10(1)/2009

based on the decision-making related to the small scale forestry; with other words forestry for the needs of the rural community and with management objectives in function of their needs. The planning competencies - long and short term planning - remain with KFA. The implementation and felling licenses was delegated to the municipalities in block for all the forest area situated in the physical boundaries of municipalities. Later on 2013 the forest area situated in two main national parks was transferred from the municipalities and are managed by the National Environment Agency.

This kind of delegation of competencies created a situation that needs a close cooperation between stakeholders. The needs for accountability increase significantly since the abandonment of the autocratic, techno-centric forest management of former times confronting the forest sector with widespread economic demands and societal expectations.

MAFRD and its DoF, the National Board of Forest Management with representatives from private forest owners, local government and different ministries, KFA, Ministry of Environment (ME), Kosovo Agency of Environment, National Association of Private Forest Owners and the association of wood processing industry all need to cooperate at national level. At local level the municipality administration are main stakeholders with its Directorate of Agriculture, juridical office, procurement office, emergencies office and prosecution/court offices. Private harvesting wood processing companies, APFO are important local stakeholders as well. In settlements the main representatives are rural families and village leaders. In relation with their interest related to the public forest there are families that own forest and families without private forest. The second having in general a higher demand of firewood from public forests.

## 5.4 User rights

The discussion about user rights were present in the consultation process during preparation of management plans in the pilots. Most of coppice forests in Kalicani village about 680 ha are divided between families. The head of village explained that this division of the forest is based on an old transaction between village representatives and government. All the families have well defined boundaries between each other. They maintain and harvest normally "their forest". In relation with cadastral titles, no one has a formal ownership title.

The growing stock in the forest called 'in use' is 80.1 m<sup>3</sup>/ha. For the part of the forest not being 'in use' by any family the actual growing stock results 44.18 m<sup>3</sup>/ha. The non-divided part is degraded and dominated actually by shrub trees. The head of Shushica village explained that this legal constrain generates pressure on the forest resources, and more illegal activities in the public forest around villages. In Kalicani village there is an internal agreement between villagers sharing the user right in half of the public forests. It is used and maintained in the same way as private forest. According to some of the interviewed municipality staff, about 50-60% of the illegal acts could be avoided if villagers had the right to gather firewood or to buy it at a convenient price. In the Lubozhda village is another case when a part of public forest is in use of a family. The growing stock and annual increment results double compared with the public forest without defined user.

## 5.5 Not just planning leads to a plan

Top down central planning in Kosovo forestry has a long history and deep roots leading to a situation where there is greater focus on control of the local population than on mutual collaboration. A changed and improved planning process needs careful and a flexible step by

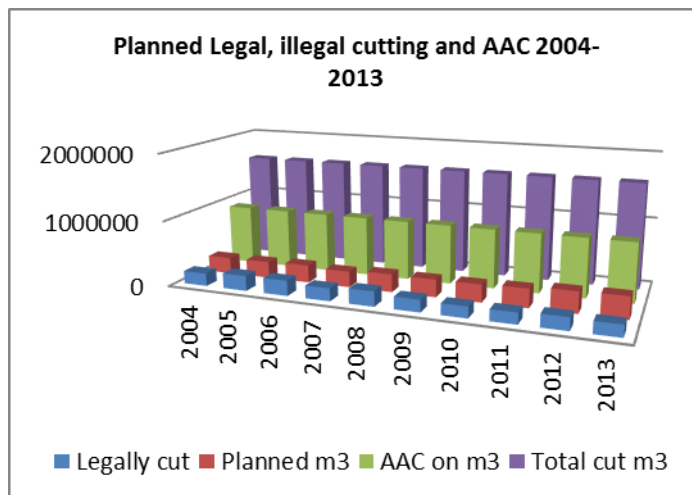
step approach, putting the forestry staff of KFA and municipal structures as driving part in consultation with the local communities and keeping in mind “not just planning leads to a plan.”

There has been a large discrepancy between planned targets and the actual realization of forest harvest during the last years 2004-2013 (table 3). The harvesting plan in the last 10 years was consistently many times under the accepted level of AAC (Annual Allowable Cut). The low quotas in annual plans, is already rule of Kosovo forestry. Frequently it was interpreted broadly from forestry experts as safety margin, and as an indicator of sustainability, showing the orientation of the government to invest in increasing the forest resource base. On the other side, based on the different surveys and studies, the total annual consumption of firewood in Kosovo, is estimated in the order of 1,600,000 m<sup>3</sup> (NFI 2012)<sup>10</sup>.

**Table 3: Data on AAC, plan and realisation on wood production 2004-2013**

Year	Total cut m <sup>3</sup>	AAC on m <sup>3</sup>	Planned m <sup>3</sup>	Legally cut	Legal cut %
2004	1600000	900000	247,416	192953	12%
2005	1600000	900000	250,169	229016	14%
2006	1600000	900000	265,348	230840	14%
2007	1600000	900000	240,304	192242	12%
2008	1600000	900000	270962	225745	14%
2009	1600000	900000	266344	186527	11%
2010	1600000	900000	268779	171332	11%
2011	1600000	900000	285455	170446	11%
2012	1600000	900000	323500	192619	12%
2013	1600000	900000	334135	180125	11%

In the figure four planning indicators and their trends in last decade are shown. The gap between AAC, annual planning and implementation has a constant more or less the same difference for each surveyed year. It shows a big gap between the firewood production outside of the planning and management system in the last ten years.



**Figure 9: Wood harvest in Kosovo, gap between plan, potential and actual**

<sup>10</sup> Tomter S. M., Bergsaker E., Muja I., Dale T. and Kolstad J. 2013. Kosovo National Forest Inventory 2012. Kosovo Ministry of Agriculture, Forestry and Rural Development/Norwegian Forestry Group.

Actually there is a huge gap between wood productions coming from regulated forest management compared to those coming from illegal harvest, often leading in forest degradation. A problem, brought up by forest stakeholders, e.g. local communities, firewood users or wood processing industry, is the limited availability of legally harvested wood. The reason for this problem is, according to KFA, a lack of resources and manpower to make annual harvesting plans, implement the plans and to mark the trees in the field for private and public forest. The delay of finished annual harvest plans, prepared by the state forest institution, KFA, are not ready for implementation until late into the year or as late as in June-August, leaving a too limited period to implement.

## 5.6 Small versus large scale

The contribution of public (large scale, industrial) and private (small scale) forestry in Kosovo's legal national wood production is not proportionate with the forest area and quality. Despite the fact that small-scale forestry is a new term not familiar in Kosovo, in the last years its contribution is higher than industrial large scale forestry. The terms 'small-scale forestry', 'private forestry', 'family forestry' and 'farmer forests' are all related and despite their differences often used rather synonymously to separate this type of forestry from industrial or public large-scale forestry. Small-scale private forestry differs in many ways from large-scale forestry. For example, in aspects such as motivations for the establishment and management of forests, social and economic objectives of forestry and the likely markets for wood and non-wood forest products<sup>11</sup>. Small scale forestry has been recognized as a promising tool in achieving the multiple forest-related objectives of society, as well as in addressing the various global environmental issues of today.

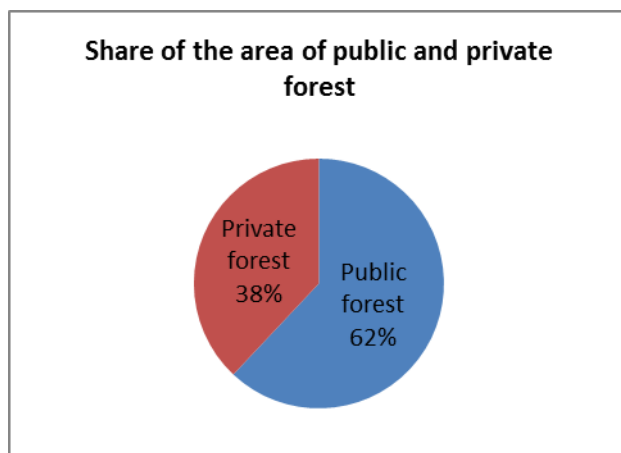
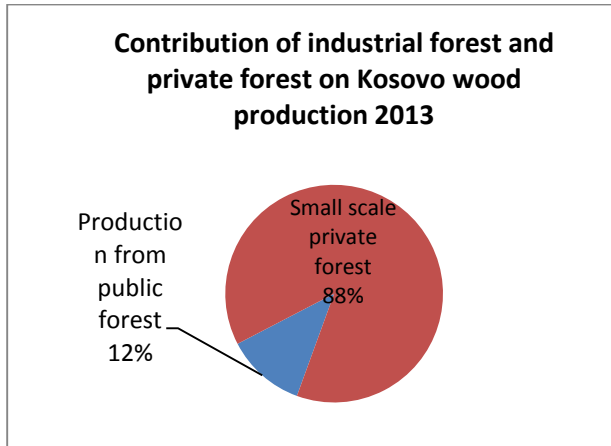


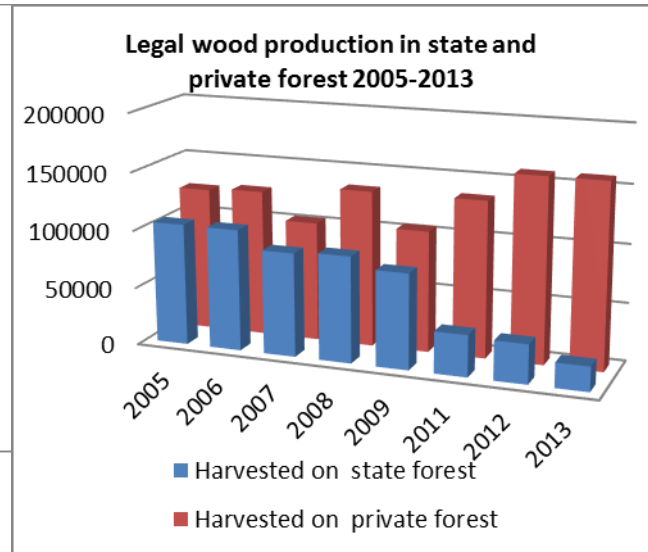
Figure 10: Share of private and public forests

Private forestry in Kosovo shares 38% of total forest area (figure 10), with forest stands predominated by low coppice forest. Yet, in the last years it contributed with more than 70% of legally harvested wood (figure 11 and 12). The wide range of social, economic, and ecological objectives of forest management are seen to be better met by small-scale forestry rather than by large-scale forest management. With support of Sida-CNVP project in Kosovo private forest owners have established voluntary one national and 16 local, associations of family forest owners (AFPO), to promote sustainable, small scale forest management, to serve as a link between rural family forest owners, and to represent them in forest policy-making.

<sup>11</sup> P Hyttinen, Small scale forestry, Joensuu, Finland & 2004, Elsevier Ltd. All Rights Reserved.



**Figure 11: Share of Private forest in wood production**



**Figure 12: Trend of wood production between public and private**

## 5.7 Make Kosovo's forestry work

Supporting the improvements in forest planning system through a participatory approach and joint forest management systems contribute to the economic, social and ecological functions of forests. The joint forest management with involvement of the local communities, an improved forest planning and actual implementation with silvicultural works can enrich local lives, especially in rural and mountain areas with positive impact in the following areas:

- **Increased employment:** in the villages rich with forest resources the priority for silvicultural works in young forest as well rehabilitation of degraded Oak forest are assessed and covering in next ten years the 70% of public forest area, creating high employment opportunities from which will benefit the rural population where the unemployment rate today is the highest (in areas up to 70 %).
- **Reduced illegal logging:** it can be expected that the illegal activities will decrease substantially with a more active presence of local communities in the forest under the new management scheme. Many of those today without employment and practicing illegal logging as a way to survive, can be offered a work as daily labourers through joint forest management, thus reducing the incentive for illegal activities.
- **Improved household economy:** The implementation of joint forest management will generate employment opportunities, higher quality and production of public forest and lower prices on firewood. All of this will be beneficial to the household economies. Finally, improved quality of firewood can reduce the household consumption in the order of 15–20% corresponding to a saving in the order of 5 million Euro per year.
- **Positive impact on carbon biodiversity and climate change:** Improved forest growth and quality lead to higher sequestering carbon. Beyond firewood production, transforming degraded Oak forest land to high productivity coppice forest provides carbon sequestration is actually higher on short rotation coppice forest.



## 6. Lessons learned

Judging from the results in Kosovo, the decentralisation experiment in forestry has only taken timid steps in the direction of de-concentration. Despite the efforts and acknowledgement by the forest administration formalized in Administrative guidelines of law (UA no 14/2011) the high demands of local population for bioenergy, the actual planning approach remains far away from a sustainable solution. Many reforms are taking place in the name of decentralisation, but they still did not realize in a basic institutional infrastructure resulting to positive outcomes. The decentralisation in forestry has resulted in a complicated division of competences between KFA and municipalities. This has been further complicated with the Kosovo Environmental Agency regarding national parks.

Uncontrolled forest management remains the main challenge for Kosovo forestry in the last years. The lesson learnt is that the forest sector needs an overall review and harmonized legal framework for forest development. Proper planning guidelines are needed accounting for the actual social and ecological situation in the country. A realistic planning approach followed by logical procurement of forest works is the first step to begin the step by step changes in forestry sector.

There are a lot of discussion on the impact of delegation of competences in municipalities in the quality of forest management in Kosovo. The government has approved the document on policy and strategy for forest sector 2010-2020, which proposes joint forest management for the areas with priority on firewood production. To enable the implementation of joint forest management based on the Public Private Partnership law, further analyses and solutions need to be realized with DoF in MAFRD, KFA and interested Municipalities. Many local communities, farmers and their associations in municipalities are interested to implement the silvicultural works and use the firewood or other biomass products resulted from the implementation of management plans. This needs to be based on well prepared plans with clear conditions for SFM and long term agreements between KFA, municipality and the local communities to follow proper management instructions. It can be assumed that the communities will be interested in both trying to protect the area for which they have been given a management right and also to carry out the harvest in such a way that they do not destroy their source of firewood supply. The management of their private forest in a sustainable way proofs that they are able to do so properly.



**Figure 13: Project publications on piloting with forest decentralisation**

As a matter of the fact the forest management and planning bottom up approach is not touched by the current delegation of competencies or so called actual decentralisation approach in forestry. In an optimal decentralisation approach for the Kosovo situation, all the structures in central and local level have their role to implement successfully sustainable forest management. This is not the case currently. Sustainable forest management can be achieved if responsibilities, goals and benefits are shared between main stakeholders, including the local community. It can then balance the offer with demand through realistic management objectives considering the wood production in harmony with the ecological and social factors.

The forest administration has exercised for a long time a top down and authority based approach; considering the local population as the main reason for forest degradation. As trees grow slowly, changes can be realized step by step, with frequently communications. This is

the only way to move in direction of SFM by better understanding the situation on public forest, to increase communication and understanding of stakeholders as well their motivation to implement improved forest management.

Local Family Forest Owners Associations (APFOs) are new institutions set up in the last years in Kosovo. These associations potentially can support the preparation and implementation of forest management plans. From the legal point of view, it needs to explore and adopt the main document for the future of Kosovo's forestry and the public private partnership law, allowing joint forest management. The document of policy and strategy paper in forest sector development calls for joint forest management and the law on PPP support the participation of public to rehabilitate degraded forest. The priorities proposed, in most of the management plans at village level in the pilots for the next years, are ranked; (i) forest works for pre-commercial thinning and (ii) degraded Oak forest rehabilitation. The practice in the pilot shows that this gives good opportunities for engagement of local communities and their associations for forest management in cooperation with municipalities and KFA.

There seems to be little communication between forest authorities and the local population, which can affect negatively forest management and prevent the forest administration from finding effective solutions to illegal harvesting. One way of improving this aspect is the formation of a working group aimed at elaborating forest management planning standards for Kosovo, with a balanced participation of individuals and organizations from the social, environmental and economic sector, including government. The village representatives and consultation process is proposed to formally included in forest management planning and proper records should show clearly the contacts and consultation on need identification and management objective setting with the representatives of villages.

The development of management plans at the cadastral level showed that there are insufficient capacities of the cadastral offices for the development of the data base and map interpretations. There is also no regular cooperation with the cadastre of the central level and insufficient communication with the public. The study showed the potential as well insufficient capacities of the APFO for potential development of forest management models with inclusion of the local community. The forest management models optional for low forest and for the firewood production can increase the forest surface with biomass and effective use of wood biomass.

Municipality cadastral possesses the detailed data in land destinations, for each cadastral unit (villages), but this data are not free accessible by the forest experts and forest owners. There are no legal arrangements for sharing this data between the municipality, cadastral, agricultural and forestry staff and KFA, as a way to update the changes in the field and use as supporting tools in planning. Forest management unit definitions and practices are not accommodated with the municipality staff practices. Municipalities lack the qualified forest staff, as well the technical documentations to understand and verify the planning figures coming from up, and generally do not comment on the submitted draft annual plan by KFA.

In forestry, a large portion of the existing professional staff has been working in the socially owned forest enterprises bringing with them the traditions and attitudes of socialist era. To break with the past, sharing and explaining the forest strategy document must be given highest priority. To increase understanding of new policies adapted to the principles of social forestry, sustainable forest management, forest certification and open market economies training need to be used in changing the process.

## 7. Recommendations

The results and recommendations provided are still being discussed in order to find the best model of the decentralization process in Kosovo. This is an ongoing process to achieve sustainable management of forestry and to stop the illegal logging. Therefore, it is important to close the gap between the potential, needs and planned forestry products. The actual difference is not yet rationalized and results in the high level of illegal logging and unsustainable management of forests. The functional system and forest structures should allow sustainable forest production with reasonable costs. The role of Ministry, KFA, local government and local communities (families and private owners) require further development and clarifications. Most required solutions are part of the new strategy of forest sector. The implementation will be realized after step by step changes recommended. It would be good to enlarge the joint forest management practices with involvement of local communities:

- Review and reflect toward changes on actual forest planning approach is the first proposed step for the forest sector in Kosovo. The proposed approach is to combine existing practices

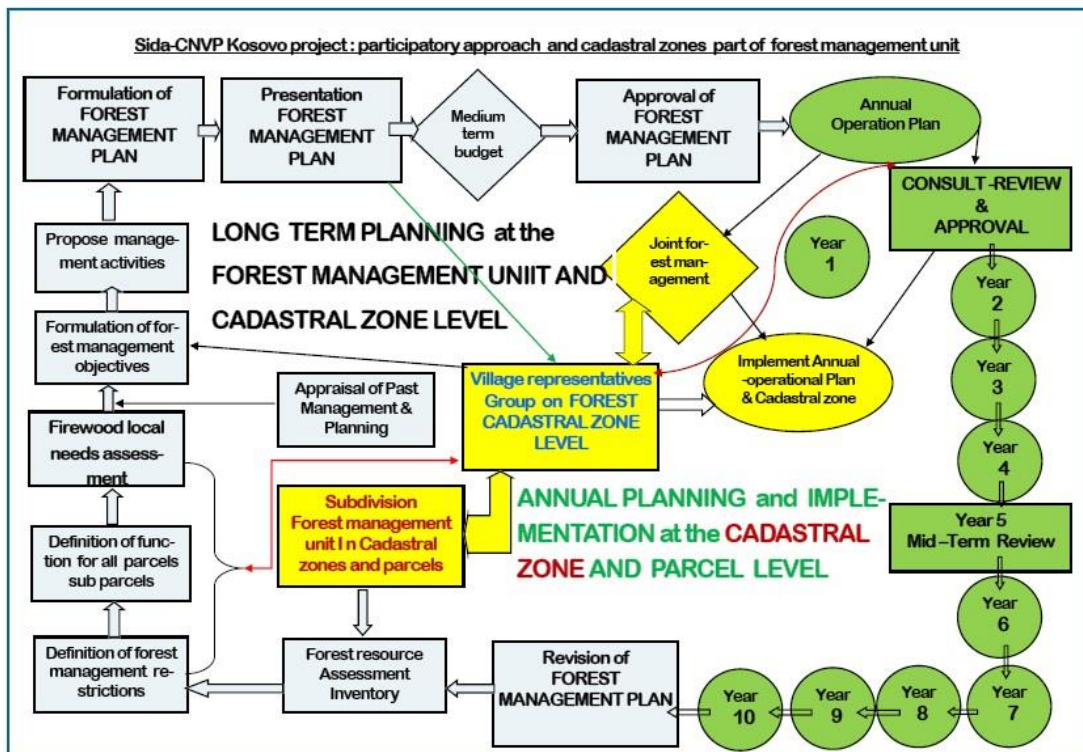


Figure 14: Planning scheme

in preparation of management plans (FAO-1995) with some modifications piloted by the Sida-CNVP project. The goal is to use the gained experiences from the cooperation with NFG<sup>12</sup> related to the sampling in field inventory as well GIS, and combine it with consultation on objective setting and implementation with rural population (see scheme in figure 14). Based on the field data on forest parcels and FMU level, an additional layer can share the data according the cadastral zones. The last are the base of cadastral system in

<sup>12</sup> Support to Forest Management Planning with Geographic Information System NFG KFA project 2006-2014.

Kosovo. In each cadastral zone some additional work is needed in establishment of local structures, consultation and define the priorities of forest management and activities in cadastral zone level.

- The flexibility in tree marking according to the selected management system, harvesting methods and the stage of development of forest stand is another way to reduce the current bureaucratic system that needs to be followed by the KFA. Step by step replace marking of all the trees in the cases of pre-commercial thinning with demonstrative models of thinning inside the forest stand, and carefully training of workers engaged on thinning, or avoid marking in cases of coppicing by delineation of coppicing area in the field, are some recommendations to increase the effectiveness of forest experts and increase the legal activities.
- Review the procurement practices especially for the silvicultural works. Actually the tender is the only practice delegated to municipalities in the last two years as part of decentralisation process. As resulted by pilot management plans initiated and supported by the project, the small dimension trees on young forest as the main source of firewood or innovative heating systems are not part of the planning and procurement practice. The forest strategy calls for joint forest management systems, especially in the areas with high demands for firewood. The project tested the establishment of the village representatives group and their cooperation with municipality and forest administration working groups.
- A close cooperation between KFA and municipalities to realize the implementation of the approach of joint forest management model; first of all in delineating suitable management areas to be handed out to organized local people in cooperation with forestry experts and elaborate management guidelines for the area is required. A contract type of agreement should be entered into between KFA and the local community for joint forest management. This should guarantee the management instruction elaborated, but also that silvicultural works are realized and the protection of the area from intrusion by other loggers. The time horizon for such an agreement (as foreseen in PPP law) must be discussed, but the shorter, the less interesting.
- The implementation of joint forest management in order to gradually transform the degraded Oak coppice forests to high producing forests. The area of intervention is estimated to be in the order of 60.000-100,000 ha. The basic principle of such a model is that individual farmers, village associations, municipalities or other suitable groupings should be given the right to manage a certain area of low volume, low/bush forest in accordance with management guidelines specifically issued for that area. Extension and control are exercised by the KFA. This management approach is probably the only way to quickly restore these types of forests. Its implementation, however, draws on already limited KFA resources (for planning and supervision/control) and the model should be developed gradually and through increasing the capacities of the association established and delegate some responsibilities to them.
- The review of the actual scheme to allocate annual resources focused actually mainly in long term planning and afforestation, to be shared to support more detailed preparation of annual and operative planning in cadastral zone level, at least in the short-term perspective, which would allow more extensive operations, employment and wood production in these forests. Since firewood will continue to be required, the cutting will also continue. Rather than this be made illegally and un-controlled, it would be in all parties interest that these forests were managed in a proper way, gradually achieving a regeneration which can lead to rehabilitation and provide better future yields.

- The format of annual operative forest planning used need to be reviewed and adopted better for joint forest management. Actually it is a very detailed document, heritage by the previous social system oriented in timber production. It needs to be reviewed and adopted to be more easily used in accordance with actual forest situation, the people needs and main priorities on forest intervention as rehabilitation or maintenance and improve of young forest through different cuttings.

## Annex 1: Time line of activities related to the pilot on decentralized forest management

Phases/ Workshops	Problems	Main activities realized
September 30, 2009	National workshop: Looking for decentralisation approach based on the forest strategy, forest law and law on local government.	Piloting the process in some municipalities Criteria on selection pilot communes
February 24, 2010	Methodology on piloting process, proposed and approved by the pilot municipalities	Six working groups to be established in each commune dealing with: (i)Coordination participation; (ii)Forest assessment; (iii)Needs on wood material identification; (iv)Define the main intervention on the municipality forest (v)Define the management structures and financial mechanisms for forest management Legal improvements group
May 11, 2010	Selection of pilot villages, and agreed steps on organizing village structures, as counterpart to prepare forest management plans	Criteria on village selection; Select pilot villages and village representatives on project implementation; Inform villages about the project
July 14, 2010	The methodology for preparation of participatory management plans in cadastral zones (village level)	Establish working groups led by forestry experts, prepare maps and background information, organize fieldworks on forest assessment, in cooperation with municipality cadastral and regional KFA The guidelines for study of the village and for preparation of simplified management plans were prepared and presented. The parcel description form linking the ecological situation, forest potential, objectives and activities were presented and approved to use
October 5, 2010	Three pilot communes shared the progress and problems on competencies delegation with the representatives from all Kosovo municipalities	Suhareka mayor in cooperation with Istog and Nova Brde, invited the representatives from agricultural directorates in each municipality to share the information on delegation competencies on forest protection and management. One common declaration was prepared and approved to be presented in national workshop with central government representatives
October 12, 2010	MAFRD, communes and private forest owners association presented the progress and problems on decentralisation process and delegation of competencies	The ongoing decentralisation process on delegation of competencies was presented.
December 2010- April 2011	Presentations of the draft management plans in pilot villages and municipalities	Small workshops were organized in pilot villages and municipalities presenting the actual situation on forest situated in the cadastral zones, inside the village natural boundaries, and the management objectives and activities in the next ten years were presented The forest potential to produce firewood through silvicultural works, the employments and cost profit analysis were presented in pilot municipality levels workshops Six management plans presented The models were used to prepare a general annual forestry plan for all the territory of municipality in village bases

June 15, 2011	Workshop with working groups of three pilot communes, reporting on project progress	The progress on the main components of piloting as participation, forest planning and needs on wood material, as well as proposed financial and management mechanism, with legal improvements was presented by the working groups of three pilot municipalities
October 12, 2011	National workshop with the central and local stakeholders sharing the main findings and recommendations on decentralisation process	The pilot municipalities shared the main findings on participation, planning, management structures and financial mechanism as well as legal improvements for sustainable forest management
October 25, 2011	The challenges to implement the forest management plans in cadastral zone scale	Ministry of Labour in cooperation with MAFRD and pilot communes were informed about the implementation projects prepared and the financial needs for implementation. The models of mini projects on forestation and pre commercial thinning were presented.
April 20, 2012	Identification of the appropriate management systems for degraded oak coppice forest	The experiment for rehabilitation of degraded oak forest established in Malishince. The participants shared the design of the interventions proposed for rehabilitation of degraded oak forest in Nova Brde.
June 20, 2012- October 2012	Study analyses and prepare the methodology to include the main findings of pilot project on the actual system of operative planning from KFA	KFA, Forest department and three regional directorates agreed on step and methodology preparation The annual management plans prepared for all cadastral zones in three pilot municipalities
October 2012	Degraded oak coppice forest	Survey and measurements in sample plots to compare growing stock and increment in different regimes of coppice oak forest in Gjakova
December 2012	Degraded oak coppice forest in "Pashtriku"	Prepare management plans and implement as part of it Experiment on rehabilitation of degraded oak forest
December 2012	Management plan for 2013	The annual plan of 2013 have include the coppicing in strips for degraded public oak forest
2013- March 2014	Joint forest management	Identify the municipalities and pilot villages to implement the joint forest management approach

## Annex 2: Matrix on approach tasks and team work organization in 4 phases

Approach proposed for the joint study for piloting decentralisation process: (management structures, developing and implementing the annual plan for the forests and legal proposals for improvements. Activities proposed by the fields and phases and the expected results.						
Phase	Coordination /participation	Planning Process on three main working groups			Identification, Recommendations and Proposals	Analysis, and
	Establishing Working Groups, KFA, Municipality, Community	Assessment of forest potentials on timber, fuel wood and other services	Assessment of needs of the population of the municipality for wood materials	Necessary interventions	Mechanisms for implementation	Regulatory legal framework
<b>I</b>	Establish Working Group; Contacts with key partners	Identification of forests likely to be delegated to the municipality protection. Identification of existing documentation that can be used for planning	Survey for socio-economic situation of the municipality. The number of villages, families. Preparation of questionnaire for households and wood industries in the municipality	Identification of cadastral zones and management units and the list of delegated municipal forest plots	Listing of current mechanisms for the implementation of interventions in the forest	Listing of existing legal acts and administrative guidelines with which will be performed management of forests.
Workshop of the working groups with all stakeholders: the presentation of findings and their involvement and comments in the programme of the second phase						
<b>II</b>	Selection and training of potential partners, Local Action Groups, the Association of forest owners. Local groups will be involved throughout the planning process and proposed solutions	Development of the approaches, assessment of current status and potential of the forest. Determination of objectives and functions in consultation with communities. Evaluation of annual growth of trees. The possibility of development of forest management models and calculation of potential firewood output. The adjustment part that is removed with the next planning. Evaluation of potential of firewood output	Realization of questionnaires. Survey on heating system. Survey on raw materials used by the processing industry. Study of the traditional boundaries of villages, and concordance with cadastral areas. Connections with territorial forest of the villages that are located in areas	Identification and classification of high quality production forests, degraded forests and lands that can be used for afforestation. Identify scenarios for forest management on high value and low value intervention for degraded forest restoration. Pre-commercial thinning. Forestation. Study of best practices, opportunities and obstacles for their implementation	Description of current alternatives for providing firewood. Current options for the implementation of forestry works. Their analysis. Traditions of the villages in the use of forest. Proposal of amendments to the inclusion of forests in rural development strategy	Analysis of identified activities and their place in the existing legal framework, advantages, obstacles, strengths and weak. Analysis of administrative acts and guidelines for forest management. Comparative analysis of forest laws with laws on local government and finances



		from agroforestry (Hunting and medicinal plants)				
	Workshop of the working groups with all stakeholders: the presentation of findings and review of the work program for the third phase					
<b>III</b>	Analysis of current structure of forest management. KFA current roles, municipality, MAFRD Proposed alternatives, legal and financial obstacles	Classification of forests of the municipality's according to the objectives , manufacturing, protection, recreation Classification of sources of the firewood that can be provided: The amount of silvicultural cuts The amount of adjustments to regulatory systems of agroforestry Possibility of annual cutting of the forest parcels	Shelving needs by category and rural development strategy, fire wood, technical wood , tourism, biodiversity Total needs for wood for heating for families Heating needs for municipal bodies, schools, Heating needs for businesses Needs for wood industry Balance ,needs and opportunities relevant to the proposals	Project Preparation The calculation of basic material cost and labour force Preparation of technical models	Proposals for implementing structures of the works Funding sources and ways	Proposals for changes to be made to laws, administrative and the current guidelines
	Third Workshop: Recommendations for the inclusion of community and private owners in the planning and implementation process in the forest. The proposed framework agreements Ministry, Municipality, Community. Recommendations for guidelines for the design and implementation of participatory process ; recommendations for improving the legal framework					
Phase IV	National Workshop: The role of central and local government for sustainable management of forests and decentralized. Key findings from the pilot project. Recommendations for further steps. Working groups of the three pilot municipalities in collaboration with MAFRD, supported by SNV					

## Annex 3: Annual needs and offer for firewood in the Istog cadastral zones

Cadastral zone Settlement/village name	No of households	Public forest ha	Private forest ha	Agroforestry ha	Annual needs for firewood m <sup>3</sup>	Forest potential (public+ private +agroforestry) m <sup>3</sup>	Annual opportunities to sell firewood m <sup>3</sup>	Annual needs to buy firewood m <sup>3</sup>
Banjë	277	0	0	0	1,696	0		1696
Banjicë	105	0	28.24	25	1,032	175.46		857
Belicë	10	59.37	499	44	144	2402	2258	
Bellopojë	27	0	123.48	17	408	536.42	128	
Carrallukë	94	0	39.65	21	1,184	211.1		973
Cerkolez	50	530	187.39	93	928	3632.06	2704	
Cerrcë	215	524.89	484.11	42	2048	4665.89	2618	
Dobrushë	242	0	285	93	2,696	1372.5		1324
Dragolec	72	0	9.34	37	1,288	129.86		1158
Drejë	122	0	21.31	10	640	110.24		530
Dubovë e Vogël	49	9.7	100	12	496	478.5		18
Dubravë	124	0	175.28	45	1,992	813.62		1178
Gjurakoc	410	0	135.9	76	4,504	733.6		3770
Istog	992	1320	249	133	6,512	7928.5	1417	
Istog i Poshtëm	106	0			2,376	0		2376
Kaliqan	149	1423.57	69	80	1,552	7593.85	6042	
Kashicë	86	0	15.26	21	1,120	113.54		1006
Kërninë	77	60.57	273	33	1,200	1477.35	277	
Kosh	36	0	297	51	336	1315.5	980	
Kovragë	124	0	58.88	47	1,576	353.02		1223
Lubovë	138	0	7.11	21	896	80.94	815	
Lubozhdë	165	0	38.35	40	1,712	253.4		1459
Llugë	89	0	84.66	43	480	446.14		34
Llukac i Begut	192	0	235.17	46	1,584	1055.68		528
Llukac i Thatë	32	1012.72	130.6	58	1,960	5731	3771	
Mojstir	37	625.52	233.94	39	448	4160.86	3713	
Muzhevinë	110	0	5.96	31	1,296	101.34		1195
Orobërdë	196	240	129	49	1,408	1838.5	431	
Osojan	28	0	356.39	44	912	1535.56	624	
Polanë	2	0	426.62	16	136	1746.48	1610	
Prekallë	63	0	44.13	33	904	259.02		645
Prigodë	97	0	6.48	23	1,016	83.42		933
Rakosh	137	0	140.27	31	1,200	638.58		561

Serbobran	53	0			408	0		408
Sinajë	40	62	169	27	544	1053.5	510	
Staradran	256	945.37	384.37	105	2,512	6526.83	4015	
Studenicë	242	2018.2	439	165	792	12259.5	11468	
Suhogërlle	133	0	31.34	47	2,328	242.86		2085
Shalinovicë	18	1340.25	73	113	2,320	7275.75	4956	
Shushicë	240	124.67	46.94	56	1,424	951.11		473
Tomoc	132	0	3.4		2,072	13.6		2058
Trubuhoc	141	0	28.77	29	1,200	187.58		1012
Tuçep	3	0	113.93	32	504	535.72	32	
Uçë	121	1019.73	57.91	76	1,680	5520.29	3840	
Veriq	71	0	166.5	34	800	751		49
Veriq i Ri	5	0			32	0		32
Vrellë	472	788.45	234.4	87	3,776	5097.35	1321	
Zabllaq	79	0			712	0		712
Zallq	89	0	227.87	67	1,256	1078.98		177
Zhakovë	51	381	178	57	752	2759.5	2008	
Istog	6.738	12.640,9	6516.71	2180	67,920	95109.54	55538	28470

## Annex 4: Annual plan for silvicultural works in cadastral zones of Istog Municipality

	Cadastral zone, settlement, village	Management unit	Public forest ha	Cleaning ha	Biomass volume	Pre-commercial thinning ha	Biomass production m <sup>3</sup>	Commercial thinning ha	Biomass production m <sup>3</sup>	Annual area for intervention ha	Potential for annual production of biomass m <sup>3</sup>	Work days
1	Banjë		0	0	0	0	0	0	0	0	0	0
2	Banjicë		0	0	0	0	0	0	0	0	0	0
3	Belicë		59	0	0	59	297	0	0	59	297	114
4	Bellopojë		0	0	0	0	0	0	0	0	0	0
5	Carallukë		0	0	0	0	0	0	0	0	0	0
6	Cërkolez	Stropc	530	0	0	530	2650	0	0	530	2650	1019
7	Cerrcë	L. Butë	525	0	0	525	2624	0	0	525	2624	1009
8	Dobrushë		0	0	0	0	0	0	0	0	0	0
9	Dragolec D		0	0	0	0	0	0	0	0	0	0
10	Drejë		0	0	0	0	0	0	0	0	0	0
11	Dubovë e Vogël		10			10	49			10	49	19
12	Dubravë		0	0	0	0	0	0	0	0	0	0
13	Gjurakoc		0	0	0	0	0	0	0	0	0	0
14	Istog Istok	Radusha	1320	0	0	396	1980	924	4620	1320	6600	2538
15	Istog i Poshtëm		0	0	0	0	0	0	0	0	0	0
16	Kaliqan	L. Butë	1424	285	1424	1139	5694	0	0	1424	7118	2738
17	Kashicë		0	0	0	0	0	0	0	0	0	0
18	Kërrninë		61	0	0	61	303	0	0	61	303	116
19	Kosh		0	0	0	0	0	0	0	0	0	0
20	Kovragë		0	0	0	0	0	0	0	0	0	0
21	Llugë		0	0	0	0	0	0	0	0	0	0
22	Llukac i Begut		0	0	0	0	0	0	0	0	0	0
23	Llukac i Thatë		0	0	0	0	0	0	0	0	0	0
24	Lubovë		0	0	0	0	0	0	0	0	0	0
25	Lubozhdë	L. Butë	1013	0	0	304	1519	708	3545	1013	5064	1948
26	Mojstir	Radusha	626	0	0	626	3128	0	0	626	3128	1203
27	Muzhevinë		0	0	0	0	0	0	0	0	0	0
28	Orrobërdë	L. Butë	240	0	0	240	1200	0	0	240	1200	462
29	Osojan		0	0	0	0	0	0	0	0	0	0
30	Polanë		0	0	0	0	0	0	0	0	0	0
31	Prekallë		0	0	0	0	0	0	0	0	0	0
32	Prigodë		0	0	0	0	0	0	0	0	0	0
33	Rakosh		0	0	0	0	0	0	0	0	0	0
34	Serbobran		0	0	0	0	0	0	0	0	0	0
35	Shalinovicë		62	0	0	62	310			62	310	119
36	Shushicë	Radusha	945	0	0	473	2363	473	2363	945	4727	1818
37	Sinajë	Radusha	2018	0	0	1009	5046	1009	5046	2018	10091	3881

38	Staradran		0	0	0	0	0	0	0	0	0	0
39	Studenicë	L.Butë	1340	0	0	1340	6701	0	0	1340	6701	2577
40	Suhogërlë	Strope	125	0	0	125	623	0	0	125	623	240
41	Tomoc		0	0	0	0	0	0	0	0	0	0
42	Trubuhoc		0	0	0	0	0	0	0	0	0	0
43	Tuçep		0	0	0	0	0	0	0	0	0	0
44	Uçë	Strope	1020	0	0	306	1530	714	3660	1020	5099	1961
45	Veriq		0	0	0	0	0	0	0	0	0	0
46	Veriq i Ri		0	0	0	0	0	0	0	0	0	0
47	Vrellë	L.Butë	788			237	1183	552	2760	788	3942	1516
48	Zabllaq		0	0	0	0	0	0	0	0	0	0
49	Zallq		0	0	0	0	0	0	0	0	0	0
50	Zhakovë	Strope	381	0	0	381	1905	0	0	381	1905	733
	Total		12486	285	1424	7821	39105	4380	21993	12486	62430	24011

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## Abbreviations

AAC	Annual Allowable Cut
APFO	Association of Private Forest Owners
CNVP	Connecting Natural Values and People Foundation
DoF	Department of Forestry
FMU	Forest Management Unit
KFA	Kosovo Forest Agency
LAG	Local Action Group
MAFRD	Ministry of Agriculture, Forestry and Rural Development
MCPFE	Ministerial Conference on the Protection of Forests in Europe, now called 'Forest Europe'
ME	Ministry of Environment
NFG	Norwegian Forest Group
PFO	Private Forest Owner
PPP	Public Private Partnership
REFORD	Regional Centre for Forestry and Rural Development, network of Balkan forestry associations
SFM	Sustainable Forest Management
Sida	Swedish International Development Agency
SNV	Netherlands Development Organisation SNV



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