



©FAO/Richard Slaby

SUPPORT THE ELABORATION AND ALIGNMENT OF FOREST POLICY AND ACTION PLAN TO SDGs AND CLIMATE CHANGE AGENDA

April 2020

SDGs:



Countries:

Kyrgyzstan

Project Codes:

TCP/KYR/3603

FAO Contribution

USD 257 000

Duration:

1 February 2017 – 31 December 2019

Contact Info:

FAO Representation in Kyrgyzstan

FAO-KG@fao.org



Implementing Partners

State Agency on Environment Protection and Forestry (SAEPF).

Beneficiaries

State agencies and local administrations carrying responsibility for conservation and sustainable management of forest areas and resources; Non-governmental Organizations (NGOs), associations involved in natural resources management, biological diversity conservation and rural development fields; private sector involved in economic activities related to harvesting, processing, marketing of wood and non-wood forest products, utilization of environmental and social services of the forests; urban communities; and rural communities living in the neighbourhood of the forest regions, which are heavily dependent on the use and utilization of forest areas and resources.

Country Programming Framing Outputs

CPF Priority Area 3 – Improved resilience in responding to climate change, crises and disasters; Output 3.1: Sustainable land and forest management guidelines and standards drafted.



BACKGROUND

Although Kyrgyzstan is a country with little forest cover, its forests provide a wide range of goods and services and are particularly important for the local communities. More than 35 percent of the population lives below the poverty line. The poorer, more isolated rural communities tend to rely on forests as a source of consumables, energy, and, to an increasing extent, income-generating products. Indeed, many rural families depend on forest resources for their daily subsistence and income. However, forest degradation is a serious problem throughout the country, despite measures taken by the Government of Kyrgyzstan; owing to the unstable economic situation, urbanization and the encroachment of agriculture on forest lands. In addition, the lack of norms clearly defining tenure arrangements for infrastructure, agriculture and mining development on forest lands broadens the gap between the measures taken by the Government and the real situation locally. The low capacity of the local population, a lack of information on the decision-making process for forestry management, and inadequate funding also increase the number of problems affecting the forest sector. In this context, the National Forest Policy, comprising the Concept of forest sector development, the National Forest Programme, and National Action Plan for forest sector development were last revised and updated in 2005, and therefore risked becoming outdated and not relevant to current challenges. Against this background, the Government of Kyrgyzstan requested that FAO provide technical assistance to the State Agency on Environment Protection and Forestry (SAEPF) to improve the forest policies framework, and to create an enabling environment and guidance for country-driven forest sector development, with mechanisms for more participatory and intersectoral approaches, and strengthened institutional capacities for their implementation, towards a more efficient use of public resources and effective conservation and sustainable management of the country's forest resources.

IMPACT

The expected impact of the project is improved contributions of forests to the national economy, poverty reduction, environmental sustainability, and sustainable development of the country.

ACHIEVEMENT OF RESULTS

The project successfully conducted an assessment of forest policy implementation in Kyrgyzstan, formulated the new Concept of forest sector development, and developed a draft National Action Plan for forestry sector development. In addition, a number of experts from the SAEPF acquired new knowledge on using methods (developed by FAO) for forest policy assessment, and the development of strategic goals and objectives, among other things, as a result of the different workshops organized during the project.

The forest policy assessment was finalized, and stakeholders' goals and responsibilities were specified in relation to the forestry sector and natural resource management, in order to achieve sustainable development goals (SDGs) and global climate change mitigation in Kyrgyzstan. Following the assessment, a report was prepared, highlighting the goals and responsibilities of stakeholders in the development of the forest sector and natural resource management. It was presented to the SAEPF for information and further actions, such as the development and approval of the new Concept of forest sector development.

A number of activities were carried out in preparation for the formulation of the new Concept of forest sector development. This included a national workshop held in May 2017, in which the forest policy goals and objectives were discussed with national stakeholders, as well as the forestry sector development programmes for the next 7-10 years. In addition, four regional workshops on forest types were organized, to discuss the weaknesses and strengths of the forest policy during its implementation in different forest ecosystems (forest types); and new ideas and proposals for the revised forest policy and programme were collected. Thematic workshops were also carried out in Bishkek, addressing areas such as forest protection from illegal forest use and fires, forest use, and forest monitoring, among others.

The new Concept of forest sector development, namely the Concept of forest sector development until 2040, was developed as the long and mid-term document of the national forest policy. FAO presented the final draft to the SAEPF for follow-up, in order to obtain confirmation by other ministries and approval by the Government.

The draft National Action Plan for forestry sector development for the period 2019-2023 was developed and presented to the SAEPF. This involved a number of activities, including a national workshop held in Bishkek in July 2017, in which the goals and objectives for the new National Action Plan were identified, based on a new policy and programme. In addition, the implementation of the regional forest policy was discussed in eight workshops organized in seven oblasts, taking into account the particularities of the regional action plan. In accordance with the new goals of forest policy, recommendations on the National Action Plan were proposed, in order to strengthen technical and organizational capacity. All activities of the action plan have estimated budgets, and 56 percent of these will be supported by the Government.

A review of the existing Forest Code was carried out, which revealed that more than 40 of its articles contradicted other forms of legislation; and 20 of them contradicted other articles of the Code itself. National experts analysed more than 20 legal acts and made recommendations on their improvement. The Government developed and approved a new procedure for using State Forest Fund (SFF) lands for lease and Community Forest Management ([CFM] No. 192, 10 April 2018); and the old provisions were repealed.

A final national workshop with stakeholders was conducted in Bishkek in March 2018, in order to discuss and finalize the draft amendments in forest legislation, in the light of the new Concept of forest sector development until 2040 and the National Action Plan for forestry sector development for the period 2019-2023. National experts presented the new Concept of forest sector development and the National Action Plan for forestry sector development, as well as recommendations on changing legislation (new Forest Code development). After passing all the approval procedures by the ministries concerned, the Concept of forest sector development until 2040 was approved by the Government of Kyrgyzstan in May 2019. It was published in Kyrgyz and Russian.



IMPLEMENTATION OF WORK PLAN

The start of the project was delayed, because the process of optimizing the structure of the SAEPF began in January 2017, and the forestry system and its functions were revised. In addition, Activity 4.4 (Publication and information) was not completed, owing to long approval procedures involved for the draft Concept by the Government, which held up the implementation of project activities. Thus, a no-cost extension was approved, until 31 August 2019, on an exceptional basis, in order to finalize project activities. A second no-cost extension was approved, also on an exceptional basis, until 31 December 2019, in order to complete the activities for Output 4 (Appropriate supplements and changes offered for forest legislation as a basic tool for forest policy implementation). As soon as the Concept was approved by the Government, the Office for Corporate Communication – Publications (OCCP) clearance process of the Concept was followed for printing it out.

FOLLOW-UP FOR GOVERNMENT ATTENTION

It is recommended that the Government actively seek funds to continue the implementation of Output 4 (Appropriate supplements and changes offered for forest legislation as a basic tool for forest policy implementation).

Once the Concept of forest sector development until 2040 has been approved by the Government, it is recommended that a sufficient number of copies be prepared and printed in Kyrgyz, Russian and English.

It is strongly advised that the SAEPF carry out workshops for four forest regions on the following topics: i) forest policy and forest legislation (concept information dissemination); and ii) legislation and mechanisms of intersectoral forestry cooperation at national and local levels.

SUSTAINABILITY

1. Capacity development

As mentioned above, a number of experts from the SAEPF improved their capacities, as a result of taking part in the different workshops organized on the assessment of forest policy and the formulation of the new Concept and Action Plan. This will ensure the sustainability of the results.

The Concept was prepared using a bottom-up approach, with the active participation of different stakeholders and main implementing partners, namely the SAEPF, the National Statistical Committee, the Ministry of Economy, the Ministry of Finance, the Ministry of Culture, Information and Tourism, and the National Academy of Science. These will develop intersectoral cooperation.



2. Gender equality

The project activities met the needs and priorities of women and men beneficiaries and stakeholders, as identified during the design stage. Women and men equitably benefited from taking part in the assessment of forest policy and the development of a Concept and Action Plan.

3. Environmental sustainability

The national Concept of forest sector development until 2040 has ecological priorities in forestry development. The goal of these priorities is forest conservation, which will provide environmental sustainability.

4. Human Rights-based Approach (HRBA) – in particular Right to Food and Decent Work

The project was implemented with the active participation of different stakeholders, whereby human rights were promoted according to the principles of participation, accountability, non-discrimination, transparency, human dignity, empowerment and rule of law (PANTHER). The project successfully contributed to the implementation of the Right to Food Guidelines adopted by FAO in 2004. The National Action Plan has many activities involving the creation of gainful employment and entrepreneurship opportunities for rural youth, women and other targeted groups, and on improving labour conditions in rural areas.

DOCUMENTS AND OUTREACH PRODUCTS

- ❑ Procedure for using SFF lands for lease and CFM (No. 192, 10 April 2018). V. Surappaeva, A. Burhanov, A. Temirbekov and U. Raimov. Bishkek, 30 September 2017. 23 pp.
- ❑ Concept of forest sector development until 2040. V. Surappaeva, A. Burhanov, A. Temirbekov, U. Raimov, M. Rajapbaev, N. Kerimalieva and G. Kaalykova. Bishkek, 30 November 2017. 40 pp.
- ❑ Action Plan of forest sector development for period 2019-2023. V. Surappaeva, A. Burhanov, A. Temirbekov, U. Raimov, M. Rajapbaev, N. Kerimalieva and G. Kaalykova. Bishkek, 30 November 2017. 20 pp.
- ❑ Budget of Action Plan. V. Surappaeva and A. Abdyrazakova. Bishkek, 25 August 2018. 25 pp.
- ❑ Review of the Forest Code and forestry legislation. V. Surappaeva and U. Raimov. Bishkek, 30 September 2017 and 31 October 2018. 38 pp.
- ❑ Standing order for cooperation between the leskhozoes and the local self-governing bodies. V. Surappaeva. Bishkek, 31 October 2018. 7 pp.
- ❑ Memorandum of cooperation between the leskhozoes and pasture committee. V. Surappaeva. Bishkek, 31 October 2018. 3 pp.
- ❑ The procedure for carrying out land zoning of the SFF on the types of forest use. V. Surappaeva. Bishkek, 31 October 2018. 3 pp.
- ❑ The procedure for monitoring forest use on the lands of the SFF. V. Surappaeva. Bishkek, 31 October 2018. 7 pp.
- ❑ Publication of the Concept of Forest Sector Development until 2040 and Action Plan for 2019-2023 at FAO in Kyrgyz and Russian.



ACHIEVEMENT OF RESULTS - LOGICAL FRAMEWORK

Expected Impact	Improved contributions of forests to the national economy, poverty reduction, environmental sustainability and sustainable development of the country		
Outcome	Improved forest policies framework providing an enabling environment and guidance for country-driven forestry sector development, with mechanisms for more participatory and intersectoral approaches and strengthened institutional capacities for their implementation towards more efficient use of public resources and effective conservation and sustainable management of the country's forest resources		
	Indicators	<ol style="list-style-type: none"> Report on the assessment of forest policy implementation and recommendations. Finalized forest policy and forest sector development programme. National Action Plan for Development of Forestry. Recommendations on the amendments to the Forest Code and a list of regulations. 	
	Baseline	<ol style="list-style-type: none"> Last assessment of policy implementation was made in 2004. The long and mid-term policy priorities were last defined in 2004-2005 and may lose their actuality. National Action Plan for Development of Forestry is currently lacking. Forest legislation standards do not meet the forest policy's new requirements. 	
	End Target	<ol style="list-style-type: none"> Get a clear picture on the gaps in policy implementation mechanisms. Forest policy development complying with the country's sustainable development in the light of new challenges, such as climate change. Development of the national action plan for the implementation of priority issues on the forest policy for the next five years. Recommendations on legislation standards for the successful implementation of forest policy. 	
	Comments and follow-up action to be taken	<ol style="list-style-type: none"> The report on the assessment of forest policy implementation and recommendations was presented and approved by stakeholders. The final drafts of the policy statement and programme were presented during the national conference. The final draft of the action plan was presented to the Government. Recommendations were presented to the Government. 	
Output 1	Assessment of the forest policy's current implementation and recommendation for updating is completed		
	Indicators	Target	Achieved
	Report on the assessment of forest policy implementation and recommendations.	Get a clear picture on the gaps in policy implementation mechanisms.	Yes
Baseline	The last assessment of policy implementation was made in 2004.		
Comments	The assessment of the strategic directions implementation of the old Concept of forest sector development was carried out in accordance with the methodology approved by the Ministry of Economy. The total score was 723, the average score was 30.1. According to the recommendations of the methodology, if a strategic document scores up to 50 points, then this document does not meet the requirements of the methodology and should be recommended for deletion or be radically revised.		
Activity 1.1	Inception workshop		
	Achieved	Yes	
	Comments	The inception workshop was held on 24 April 2017. The forest policy assessment was finalized; and stakeholders' goals and responsibilities were specified in relation to the forestry sector and natural resource management, in order to achieve sustainable development goals (SDGs) and global climate change mitigation in Kyrgyzstan.	
Activity 1.2	Report on the assessment		
	Achieved	Yes	
	Comments	The report on the assessment, highlighting the goals and responsibilities of stakeholders in the development of the forest sector and natural resource management, was prepared and cleared by the Lead Technical Officer (LTO) in May 2017. It was presented to the SAEPF for information and further actions, such as the development and approval of the new Concept of forest sector development.	

Output 2	The national forest policy and a programme for the next 7-10 years developed		
	Indicators	Target	Achieved
	Finalized forest policy and forest sector development programme.	Forest policy development complying with the country's sustainable development in the light of new challenges, such as climate change.	Yes
Baseline	The long and mid-term policy priorities were last defined in 2004-2005 and may lose their actuality.		
Comments	The new Concept of forest sector development of Kyrgyzstan until 2040 was developed as the long and mid-term document of the national forest policy. The concept was approved by the Government on 27 May 2019 by Decree No. 231.		
Activity 2.1	National workshop		
	Achieved	Yes	
	Comments	The national workshop was carried out on 29 May 2017. The forest policy goals and objective were discussed with national stakeholders (workers of <i>leskhoz</i> es [forest management units], forest users, employees of national and regional state forest management bodies, science institutes, private sectors and NGOs, etc.); as well as the forestry sector development programmes for the next 7-10 years.	
Activity 2.2	Regional workshop (four) under forest types		
	Achieved	Yes	
	Comments	<p>Four regional workshops on forest types were carried out:</p> <ul style="list-style-type: none"> - Chui-Talas oblasts, 29-30 May 2017; - Issyk-Kul-Naryn oblasts, 1-2 June 2017; - Jalal-Abad oblasts, 20-21 June 2017; - Osh-Batken oblasts 22-23 June 2017. <p>The weaknesses and strengths of the forest policy during its implementation in different forest ecosystems (forest types) were discussed. During the workshops, new ideas and proposals for the revised forest policy and programme were collected.</p>	
Activity 2.3	Thematic workshops and processing of materials for national and regional workshops		
	Achieved	Yes	
	Comments	<p>Thematic workshops were carried out in Bishkek, addressing the following thematic areas: i) forest protection from illegal forest use and fires; ii) forest protection from insects and diseases; iii) reforestation, afforestation; iv) forest use; and v) forest monitoring. Institutional mechanisms to achieve political goals with the participation of all stakeholders (workers of <i>leskhoz</i>es, forest users, employees of national and regional state forest management bodies, science institutes, private sectors and NGOs, etc.) were formulated.</p>	
Activity 2.4	Draft of national forest policy statement and forest programme		
	Achieved	Yes	
	Comments	FAO presented to the SAEPF the final draft of the new Concept of forest sector development until 2040 for follow-up, in order to obtain confirmation by other ministries and approval by the Government.	

Output 3	The national action plan developed for forestry sector development		
	Indicators	Target	Achieved
	National Action Plan for forestry development.	Development of the National Action Plan for implementation of priority issues on the forest policy for the next five years.	Yes
Baseline	National action plan is currently lacking.		
Comments	The new National Action Plan for forestry sector development for the period 2019-2023 was developed. All activities of the action plan have estimated budgets, and 56% of them will be supported by the Government. In addition, about 32% of the total action plan budget has already been secured from funding from external organizations, leaving a financial gap of 12%.		
Activity 3.1	National workshop		
	Achieved	Yes	
	Comments	The national workshop was held in Bishkek from 20 to 21 July 2017. The goals and objectives for the action plan were identified, based on a new policy and programme.	
Activity 3.2	Regional workshops in seven oblasts		
	Achieved	Yes	
	Comments	<p>The following regional workshops were carried out in seven oblasts:</p> <ul style="list-style-type: none"> - Chyi oblast, 20-21 July 2017; - Issyk-Kul oblast, 24-25 July 2017; - Naryn oblast, 31 July-1 August 2017; - Talas oblast, 14-15 August 2017; - Jalal-Abad oblast (Aksy region), 17-18 August 2017; - Jalal-Abad oblast, 21-22 August 2017; - Osh oblast, 24-25 August 2017; - Batken oblast, 28-29 August 2017. <p>The implementation of the regional forest policy was discussed during these workshops, taking into account the particularities of the regional action plan.</p>	
Activity 3.3	Thematic workshops and processing of materials for national and regional workshops		
	Achieved	Yes	
	Comments	In accordance with the new goals of forest policy, recommendations on the national action plan were proposed to strengthen technical and organizational capacity.	
Activity 3.4	Draft action plan for forestry development		
	Achieved	Yes	
	Comments	The SAEPF was presented with a draft National Action Plan for forestry sector development for the period 2019-2023.	

Output 4	Appropriate supplements and changes offered for forest legislation as a basic tool for forest policy implementation		
	Indicators	Target	Achieved
	Recommendations on the amendments to the Forest Code and a list of regulations.	Recommendations on legislation standards for successful implementation of forest policy.	Partially
Baseline	Forest legislation standards do not meet the forest policy's new requirements.		
Comments	<p>The review of the existing Forest Code revealed that more than 40 of its articles contradicted other forms of legislation (Constitution, Land Code, Budget Code, Subsoil Law, etc.); and 20 of them contradicted other articles of the Code itself (e.g. articles 9, 13, 14 contradict articles 48, 62; or article 18 contradicts articles 42, 48, 51, 62, 63, etc.). National experts analysed more than 20 legal acts and made recommendations on their improvement. The Government developed and approved a new procedure for using SFF lands for lease and CFM (No. 192, 10 April 2018); and the old provisions (No. 482, October 19 2007 and No. 377, July 27 2001) were repealed.</p> <ul style="list-style-type: none"> - It is recommended that the Government actively seek funds to continue the implementation of Output 4. - After the Concept of forest sector development until 2040 has been approved by the Government, it is recommended that the Government prepare and print a sufficient number of copies in Kyrgyz, Russian and English language. - It is strongly advised that the SAEPF carry out workshops for four forest regions on the following topics: i) forest policy and forest legislation (concept information dissemination); and ii) legislation and mechanisms of intersectoral forestry cooperation at national and local levels (this was proposed to stakeholders during workshops on planning the goals, targets and activities of the Concept of forest sector development). 		
Activity 4.1	National workshop		
	Achieved	Yes	
	Comments	The discussion and collection of ideas and proposals on changing and supplementing forest legislation in the light of the new Concept of forest sector development until 2040, and the National Action Plan for forestry sector development for the period 2019-2023 took place during the national workshop held in Bishkek in March 2018.	
Activity 4.2	National workshop		
	Achieved	Yes	
	Comments	The final national workshop with stakeholders for the discussion and finalization of draft amendments in forest legislation was conducted in Bishkek on March 2018. After passing all the approval procedures by the ministries, the Concept of forest sector development was approved by the Government of Kyrgyzstan in May 2019.	
Activity 4.3	National conference		
	Achieved	Yes	
	Comments	The final workshop was carried out in Bishkek in 2018. The participants comprised the Parliament, the Government, the National Statistical Committee, the Ministry of Economy, the Ministry of Finance, the Ministry of Agriculture, the National Science Academy, the private sector and NGOs. National experts presented the new Concept of forest sector development until 2040 and the National Action Plan for forestry sector development for the period 2019-2023; as well as recommendations on changing legislation (new Forest Code development).	
Activity 4.4	Publication and information		
	Achieved	Yes	
	Comments	The Concept of forest sector development until 2040 was published in Kyrgyz and Russian.	

Outreach, Marketing and Reporting Unit (PSRR)
Business Development and Resource Mobilization Division (PSR)

For more information please contact: Reporting@fao.org