

# **EUROPEAN FORESTRY COMMISSION**

## **NATIONAL FORESTRY REPORT OF TURKEY**

# 1. FOREST POLICIES AND LEGAL ARRANGEMENTS

## 1.1 Forest policies

Policies, principles and strategies for the forestry sector are provided in the forest laws, first and second forestry sector master plans, five year development plans prepared by the State Planning Organization, special expertise commission reports (prepared every five year as guiding documents for the five year development plans) and in the First National Forestry Forum Report (1993). While the policies, principles and strategies provided under these different sources generally show close similarity and conformity, basic change and developments in the recent documents (VI and VII th Five Year Development Plans, special expertise commissions reports and the First Forestry Congress Report) have been the increasing attention and emphasize given for protective and environmental aspects and for partnership and participatory approaches. The forest policies and strategies of the Turkish forestry sector in these documents are formulated as follows.

- a. Forest resources should be managed and utilized to provide multiple products, economic, social and environmental functions and benefits on a sustainable basis for the present and future generations of the country;
- b. Necessary measures should be undertaken for effective protection of the existing natural forest resources against damaging interventions and agencies (fire, illegal cuttings and grazing, encroachment and unplanned settlements, insects and diseases);
- c. Reforestation programs and activities should be given special importance and support for establishing productive forest cover on the existing large degraded forest lands. Afforestation activities by both the state and private sector should also be supported for expanding forest
- d. National parks, nature reserves, nature parks, conservation forests and other protected areas should be expanded and managed for more effective conservation of special natural and cultural values in forest areas;
- e. Necessary support should be provided for the programs towards improving living conditions of the forest village communities and for development and implementation of appropriate social forestry models.
- f. Private sector involvement and support in forestry activities and in particularly private forest plantation establishments should be supported by necessary legislative, financial and technical assistance supports,
- g. Necessary awareness creation programs and campaigns about the roles and importance of the forest resources should be developed and implemented,
- h. Development and adjustment of institutional framework changing conditions and expectations from the forestry sector and strengthening of staff capabilities should be given special importance.

Although this set of policies and strategies with minor changes take place in almost all existing relevant documents (forest legislation, development plans, special expertise reports, forestry sector master plans and the First National Forestry Congress Decisions Report), interpretation and given weights have shown differences in different documents and periods.

## 1.2. Legal arrangements

Forest resources and lands are protected, managed and utilized according to the rules, principles and guidelines set by the forest legislation which comprises a number of laws, regulations, instructions and circulars in the Turkish forestry.

The first forest decree of the Republic of Turkey enacted in 1924 (the Law about Scientific Management and Utilization of All Forests) concentrated on economic utilization from the forest resources and had provisions for long term contracting forest management and utilization to large national and foreign companies. The Forest Law No. 3116 enacted in 1937 made first legal definition of forest and introduced the first set of forest policies. The Forest Law No. 4785 accepted in 1945 nationalized the all forests and forest lands in Turkey. The Forest Laws No. 5653 and in 5658 were enacted in 1950. Law 5653 re-defined the forest and excluded the maquies from the forest areas. Forest Law No. 5658 included articles permitting return of the nationalized forest areas of certain conditions to their previous private owners. However, with its implementation until 1956, the area returned to their previous owners was extremely limited, due to extremely limited time period and complicated procedures given for application. In 1956 present Forest Law No. 6831 was enacted. With several amendment laws accepted during the following years (Law no. 1744, 1973; Law no. 2896, 1983; Law no.3302, 1986, Law no. 3373, 1987; Law no. 3493, 1988) various changes were made in different articles of the present law no. 6831.

Two Articles, Article 169 and Article 170, in the Turkish Constitution of 1982, deal directly with the overall framework of the management and development of forestry issues.

The Article 169 states that forest boundaries shall not be a subject to restricting and shifting to any land use purposes other than forest and state forests shall be managed and utilised by the state so as to meet public demands in today and in the future. Additionally, the article states that offences committed to intention of any kind of damage to forests such as burning, destroying or reducing forest areas and also political propaganda leading such actions shall not be included within the scope of amnesties or pardons on other occasions.

The necessity of effective co-operation between state and the inhabitants of forest villages is dictated by the Article 170 of the Constitution. Article 170 indicates that suitable measures shall be introduced by law in terms of surveillance and utilisation for the purpose of improvement of the living conditions of forest villages.

For further encouraging and supporting of local communities, involvement of private sector and state institutions and agencies in afforestation and erosion control activities in forests, other state lands and private lands, as well as for proving sustainable revenues to the Afforestation Fund the National Afforestation and Erosion Control Mobilisation Law No.4122 was enacted in 1995.

The National Parks Law No. 2873 came into force in 1983, sets principles and guidelines for designation, establishment, planning, management and conservation of national parks and other protected areas (nature parks, natural monuments, nature reserves, wildlife reserves) being implemented by the Ministry of Forestry.

Under the forest laws, various regulations, instructions and circulars are prepared and implemented by the Ministry of Forestry for providing detailed principles and guidelines for the implementation of different forestry programs and activities. Amongst the important regulations are the Forest Management Planing Regulation, Revolving Capital Budget Regulation, Forest Cadastre Regulation, Forest Villages Development Regulation, Afforestation Fund Regulation, National Parks Fund Regulation, The Regulation about Duties and Working for Central and Field Organisation of Ministry of Forestry etc.

## **2. INSTITUTIONAL FRAMEWORK**

### **2.1. State forestry organization (Ministry of Forestry)**

The Ministry of Forestry was re-established in 1991. Since then, it has been the unique organisation responsible for conservation, management and sustainable development of all the state forest resources in conjunction with legal norms, management plans and the development goals of the State in the overall Country. The Ministry of Forestry (MOF) is headed by a Cabinet Minister, an under-secretary and four deputy Under-secretaries. It has six ancillary units dealing with legal, administration, research and inspection activities at headquarters (See chart).

The Ministry of Forestry carries out its responsibilities through well established central and provincial organisations. The organisation structure is composed of headquarters and four General Directorates at the central level, Ankara, and regionally founded subject- basis field units such as regional directorates (9), nursery directorates (46), chief engineers (145), research directorates (12) engineers (553), other directorates (51) in its field organisation.

One of the four General Directorates is the General Directorate of Forest (OGM) which is responsible for the overall economic management (protection, production, transportation, storage and marketing) of the state forests set out in the Law No. 3234 (amended in 1985). OGM has 10 departments and 50 divisions in its central organisation and 27 regional directorates, 244 Forest districts, 1316 chief offices (sub-district office) in the provisional organisation.

The General Directorate of Afforestation and Erosion Control (AGM) has the primary responsibility for afforestation of all classes of land, particularly eroded and degraded forest areas, and including sand dunes, urban green belts, eroded gullies and shelterbelts.

The General Directorate of Village and Forest Relations (ORKOY) was established 30 years ago with the aim of reducing the conflicts between forestry sector and forest villages by assisting them through credits, loans facilities for income generating and small-scale enterprises. The ultimate function of the ORKOY's activities are to increase the life standards of forest villages and so as to reduce forest-dependence and pressure on the state forests.

The fourth General Directorate is the General Directorate of National Parks and Hunting-Wildlife (MP) is responsible for establishment, planning and management of national parks and other protected areas with the aim of creating an awareness of the natural and cultural environment and of conservation on the country's biodiversity, and providing facilities for entertainment, education and science, relaxation in a natural environment.

### **2.2. Forest education institutions**

Forestry education has a long history and starts with the establishment of the first Forestry School in Istanbul in 1857, which became the first Faculty of Forestry under the Istanbul University (IUFF) later on. In addition to four year university education in three specialization fields ( forest engineering; forest industry engineering; and landscape engineering), post graduate studies are provided under different 20 programs at the IUFF presently.

Forestry Faculty of the Black Sea Technical University was specialized on forest industry at its establishment in 1971. Presently it also provides four year education in the same three specialization fields as the IUFF (forestry, forest industry and landscape engineering).

After 1993, seven new Forestry Faculties were established in different regions of the country.

There is no middle level forestry technician school in Turkey presently.

### **2.3. Forest village communities institutions**

The main institutions of the forest village communities are as follows.

- Forest village cooperatives (1 593) and the Forest Cooperatives Union;
- Forest Workers Trade Union;

### **2.4. Non-governmental institutions (NGOs)**

There are several NGOs involved in the fields related to the protection and development of forest and other natural resources and rural development.

Chamber of Forest Engineers and Turkish Foresters Association and Forestry Faculties are the important institutions providing valuable advisory, training and awareness creation contributions in all fields of the forestry sector.

### **2.5. Private sector**

Limited number of private companies are involved in forest and tree plantation establishment activities in Turkey. On the contrary number of private nurseries and their production of especially ornamental and fast growing species has shown a significant increase during recent years. In line with the increase in contracting to private sector of different forestry activities (i.e. preparation of forest management, national park, nature park and forest road plans, construction of forest roads), the number of small-medium size private forestry firms and the staff involved in these activities have shown an increase during recent years.

### **2.6. Other institutions**

Among the other institutions involved especially in tree planting activities important ones are the municipalities. Contribution of the municipalities in seedling production and tree plantation activities in urban areas have been gaining significance during recent years.

## **3. RECENT DEVELOPMENTS AND ACHIEVEMENTS**

Forestry profession itself undergoing rapid change from sustained yield forestry to sustainable forest management. Emphasis is being given that the concept of sustainability can not be achieved unless social, economic and ecological dimensions are taken into consideration.

Hopefully, significant changes have taken place all over the world recently in the concepts of nature and forests particularly through the interest reflected in UNCED resolutions in 1992.

Turkey has relatively long experience of forest management and advances made in recent decades together with a rapid increase in the number and quality of international contacts. MOF is hosting a number of international and regional forestry organisations, meetings workshops and conferences etc.

Turkey is giving increased importance to the social and environmental functions forests. The demand for protection, conservation and recreational services has increased and this trend is likely to continue.

Recently, Turkey has also started to become involved in forestry development in European, Near East, Central Asia, Caucasian and Balkan regions, and has been exchanging consultants, advice and development assistance with the countries in these regions.

Necessary technical, administrative and legal arrangements for the implementation of national commitments on the sustainable management of national forests under the international arrangements were initiated.

The following developments have recently been achieved by the Turkish forestry in national and international levels.

### **Forestry Sector Review**

With the assistance of the World Bank, the Ministry of Forestry of Turkey has carried out forestry sector review between 1997, and 2000. The main objectives of the review is to (i) develop strategies to improve the standard of living of 7.2 million low-income forest dwellers who largely depend for their livelihood upon forest resources, and (ii) foster rehabilitation of forest resources and their sustainable management which may conform major economic and environmental benefits including conservation of biodiversity.

The forestry sector review is largely based on technical analysis of data and experts opinions on the problems facing the sector. The review assesses that challenges facing Turkey's forestry sector, sets those challenges in the larger context of Turkish development policy, proposes an analytic framework that can guide design of forest policy, recommends a vision for Turkish forestry, and outlines ways the Government of Turkey to use forestry more directly in an assault on rural poverty and environmental degradation.

The findings and recommendations of the review would be form the basis for formulating the proposed development activities of the forestry sector.

### **8 th Five-Year Development Plan**

Sectoral based State development Plans have been prepared and published for every five year period since 1963 in Turkey. Achievements on the strategies and the targets stated in these Plans are published in their Annual Development Reports. Up to now, seven Development Plans were implemented and Eighth one is now being prepared for the period of 2001-2005. This plan consist of Special Expertise Commission Reports which are designed, arranged and reviewed by each sector under the co-ordination of State Planning Organisation.

As a part of the Development Plan, Forestry Special Expertise Commission Report is a product of a collective work comprising subject matter specialists from the forestry sector in particular and different institutions, universities, NGOs and private sector.

Development Plan comprise macro level sectoral goals, strategies and principles for the five-year development period reflecting central planning approach and do not include regional plans whilst Forestry Sector Expertise Commission Reports are composed of overview of the past period achievements, new policies, strategies and targets of the upcoming period laid down by specialised experts on different aspects of forestry.

## **National Forest Programme**

It is known that, the Forest Principles, and the other forest-related chapter of the Agenda 21, invites countries and request governments to operate and implement as appropriate, national forest programmes and/or plans for management, conservation and sustainable development of forests such a way that integrated land use types and harmonisation of activities with in a global, intersectoral framework should easily be achieved.

The Forest Principles of the UNCED states that national strategies should provide a framework for increased efforts, including the development and strengthening of institutions and programmes for management, conservation and sustainable management of forests in accordance with their development needs and socio-economic level through rational land use policies. The IPF, IFF and particularly FAO and other global forestry institutions and dialogues paid also special attention and developed a wide range of guidance including basic principles and strategies of National Forest Programme.

NFPs often aim at promoting the conservation and sustainable use of forests so as to meet local, national and global needs through managing, protecting and restoring forest and other land resources for the benefit of present and future generations in a sustainable basis. They also provide a global framework addressing the planning, implementation and monitoring of forestry and related activities.

Turkey has a Forestry Master Plan (FMP) prepared for the period of 1973-1993 firstly and for a 20 year period. 1990-2009. However, it should be stretched over a larger range of topics than existing and covered forest utilisation as seen an economic, ecological and cultural perspective.

The National Forest Programme of Turkey will be the continuation of the present Forestry Master Plan through revision previous forest programmes. In addition to domestic demands, the programme is designed to meet the new international forest policy norms. The NFP is a process that it will be implemented and revised according to changing demands and incoming feedback.

MOF decided to provide a National Forest Programme or revise the existing Forestry Master Plan in line with the guidelines and principles set out by related tools and mechanisms. FAO will also be assisting the Ministry of Forestry through a proposed project on this matter.

## **International and Regional Cooperation**

Turkey is actively involved in the international forestry issues and has actively participated in Silva Mediterranean, the Helsinki Process and the Near East Process. Ministry of Forestry maintains close relationships with important institutions such as FAO, UNDP, the International Fund for Agriculture Development and the World Bank.

Turkey signed all resolutions of the Ministerial Conference on the Protection of Forest in Europe. Second expert follow-up meeting was held in Antalya /Turkey in 1985 and 6 criteria and 20 indicators were accepted.

Turkey is a signatory of the UN Convention on Combating Desertification and the Convention on Biological Diversity which are prepared within the frame of the Rio Conference and both are ratified by parliament. Preparation work of National Action Plan for desertification has started.

Turkey is a part of Bern, CITES, and Ramsar Agreements regarding the protection of endangered flora, fauna and habitats.

National Agenda 21 was prepared with the participation and contribution from national actors at all level aiming to coordinate and implement the aspects of Rio decisions and the general recommendation of Global Agenda 21.

National Environmental Action Plan (NEAP) with the support of World Bank was also prepared identifying priority initiatives concerning environmentally sustainable development.

The Turkish National Biodiversity Strategy and Action Plan has been developed as a guide for the implementation of United Nation Convention on biodiversity agreements. The National Plan for in-situ Conservation of Plant Genetic Diversity was prepared under the GEF Project in 1997. A new regulation is being formulated concerning the establishment and management of gene management zones.

In order to facilitate the implementation of the UN Combating Desertification and Drought Convention, a National Committee was established. The Turkish National Action Program to combat desertification is being prepared to identify the factors contributing to land degradation and practical measures.

The Eastern Anatolia Watershed Development Project has been implemented by the support of the World Bank (1993-2000). The objectives of the project are the conservation and development of vegetative structure and water resources, the prevention of erosion, the rehabilitation of range lands and the improvement of the living conditions of villagers. The specific aim of the project is to involve the local population as active participation in planning, designing and implementation.

Turkey participates in the process of Intergovernmental Panel on Forest (IPF) and IFF to pursue on consensus on promoting management, conservation and sustainable development of all types of forests. Turkey hosted a Regional Workshop on international instruments and mechanisms on Category III of IPF in 1999.

There have been a number of finished or ongoing forestry projects which are technically and financially assisted by related international agencies ensuring the Turkish forestry to adapt recent forestry approaches and achievements with a wider content in the field of forestry.

### **Protected Areas and Sustainable Resources Management Project (GEF II)**

The overall goal of the project is the sustainable management of the protected areas in selected forest, wetland, steppe and alpine ecosystems in four major biogeographic zones in Turkey. The project will develop and implement management plans at four sites and support the capacity building to ensure that the plans can be replicated at other Turkish sites. A significant aspect of the design is the involvement of national and local government groups as well as non governmental organizations, such as community groups, foundations and the private sector. The project design team has taken an integrated, holistic approach to project design, examining socio-economic, institutional, and legal factors in addition to ecological issues. The design was participatory and involved stockholders throughout the process to ensure that sitespecific conditions are understood and solutions tailored to local needs and capacities. The project will be implemented between 2000-2004.

### **Completed and On-going Projects**

In recent years, several participatory integrated watershed rehabilitation, social forestry and community forestry projects have been put implementation by the Ministry of Forestry. The overall objectives of these projects are to achieve sustainable management, protection and development of the forests, soil and water resources and establish the resource



management systems to improve the socio-economic levels of forest village populations, thereby reducing the pressure on natural resources and, in particular, on forests.

By implementing a FAO TCP project, forest fire prevention and control strategies were developed and a new master plan on forest combatting fires was prepared. Forest fire data collection and management systems have been reviewed and compatibility studies have been initiated to adapt the systems to relevant international and regional processes.

Awareness raising and training programmes for rural population, forestry staff and general public have also been paid more attention. The mass media facilities such as TV, radio, press etc. have increasingly and effectively been utilised for these purposes during recent years.