The purpose of this article is to present factors determining the sustainable forest management of timber harvesting for economic purposes in legal and administrative terms. The Polish legal standards and European regulations adopted system solutions in order to ensure proper forest management, especially in the area of timber harvesting for economic purposes. The basic elements of such a system include: (a) authorities responsible for the supervision and control system logging, institutions managing forests also authorities and institutions responsible for monitoring and assessing compliance with the rules of timber harvesting from legal sources while preserving the principles of sustainable forest management, (b) the principles of sustainable forest management and the rational management of forest resources, including a requirement to create forest management plan, a simplified plan / inventory and obligation of marking wood before the sale, (c) the rating system, risk management system, information flow, monitoring the process of acquiring and placing timber on the EU market, (d) types of sanctions for non-compliance with the principles of sustainable forest management, including responsibility for damages (civil law), penalties and administrative charges and sanctions in the form of penalties for offenses. EU law regulates in some detail the purposes, principles, criteria, forms and range of supervision and control of the legality of logging, which proves the importance of this kind of approach to ensure sustainable forest management. Polish regulations refer indeed to EU law standards, but some elements of the supervisory and control system are regulated too general. These include the lack of regulations concerning provisions concerning the conduct of the legality of timber harvesting, rules for supervision, directory admissible evidence, and rules of cooperation between authorities. On the other hand should be assessed positively adopted in EU law and Polish law in structure of the control and supervision of logging in terms of the subject. While creating this structure was used a suitable hierarchy of authority and were assigned the appropriate powers and tasks, maintaining praxeological principles of building structures. This system consists of the European Commission, Member State authorities (Minister for Environment, District Governor, and Customs Service) and external entities (monitoring organizations and operators who place timber and derived products on the market).

**Keywords:** Environment, control, timber, law

The purpose of this article is to present in terms of legal and administrative factors that determine the sustainable forest management logging for economic purposes. The Polish legal standards and European regulations adopted system solutions in order to ensure proper management of forests, especially in the area of timber harvesting for commercial purposes.

The law in Poland define permanently sustainable forest management as an activity aimed at shaping structure of forests and use their in a way and at a pace which ensure maintenance of biological diversity, high productivity and potential for regeneration, vitality and ability to fulfill, now and in the future, all important protective, economic and social functions at local, national and global level, without damaging other ecosystems.¹

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As aptly points out Bartosz Rakoczy, the concept of forest management and permanently sustainable forest management includes the one hand, the need to protect the forests, on the other hand economic use of wood as a raw material. There is therefore a kind of a conflict of values, which are protected and which are to serve forestry.²

The current Polish regulations require that sustainable forest management is conducted in a planned manner, based on rational use of timber and raw materials and by-products³. Systemic approach to forest management requires the preparation of forest management plan, which is a document containing, among others, description and assessment of the forest condition and the goals, tasks and methods of forest management. These plans should be created irrespective of the form of ownership, with the proviso that for private forests should be created simplified forest management plans, drawn up at the request of the competent local district administrator. For forests that are not managed by State Forests, with an area of less than 10 hectares are made while the inventory of the forest⁴. Forest management plans, which are the basis for forest management, should take into account basic rules from Article 8 of The Forests Act, which include general protection of forests, the principle of maintaining the sustainability of forests, the principle of continuity and sustainable use of all functions of forest resources and the principle of expansion of forest resources.⁵

Contained in the regulations of Polish law definitions of forest management in the field of harvesting and rules of conducting forest management correspond with the policy guidelines for sustainable forest management, among others, expressed in EU Forestry Strategy from 1998. The strategy provides for inter alia, the principle of subsidiarity and shared responsibility in actions to support sustainable forest management in the framework of political strategies and initiatives undertaken by the EU and Member States. Moreover, the EU Action Plan in the field of forestry for the period 2007-2011 identified four targets for the implementation of the forestry strategy, i.e.: competitiveness, environment, quality of life, coordination and communication.⁶ In the new EU Forestry Strategy for forests and forestry and timber sector paid extra attention to the need to establish clear mechanisms for monitoring, assessment and reporting. For this purpose, they formulated a series of "strategic directions" providing for cooperation between the Commission and Member States in the collection and flow of information about forests, strengthening protection mechanisms.⁷

Implementation of the policy of sustainable forest management is to introduce into the legal systems of the Member States of the European Union and the European Union law a number of legal, institutional and organizational solutions in the range of control and supervision of logging.

In institutional conception the system of supervision and control of wood harvesting can be defined as ensemble of authority’s institutions and operators which in appropriate way control / monitor and / or participate in harvesting or trading wood. They are interrelated in terms of

² B.Rakoczy, Usuwanie drzew i krzewów, LexisNexis 2013
³ Art. 6 paragraph 1 point 1 a, art. 7 paragraph 1 point 5 of The Forests Act from 28th September 1991. (Journal of Laws of 2015., Pos. 2100)
⁴ http://bip.lasy.gov.pl/pl/bip/dg/rdlp_lublin/nadl_janow_lubelski/plan urzadzania lasu
⁵ Art. 8, Journal of Laws of 2015, Pos., 2100, see also the adjudication of the Provincial Administrative Court in Warsaw from 21st November 2008 r IV SA/Wa 1410/08
⁷ The Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions "A new EU Forestry Strategy for forests and timber sector", COM (2013) 659 final
institutional or organizational, established or running in order to combat illegal harvesting wood and conduct proper forest management with the principle of sustainable development. The structure of this system and the goals are established for both: European standards and national laws. An important element of such system is supervisory powers of authorities of the Member States in ensuring the proper forest management, the obligations of operators who place wood on the market and the powers and duties of the so-called. "Monitoring organizations".

Analysis of Polish law and EU law shows that in terms of legal and institutional system can indicate authorities monitoring to observe the principles of sustainable forest management, authorities and institutions managing forests and the authorities monitoring and assessing the correctness of forest management conducting.

In Polish law supervision over the observance of the principles of sustainable forest management in forests owned by the State Treasury belongs to the Minister of the Environment. Supervisory authority over the forests which are not property of the State Treasury belongs to District Governor. A special role in the system, the State assigned to The State Forests national Forest Holding. It is a state unit without legal personality, which is appointed to represent of the State Treasury in terms of managed assets. The main task of the State Forests in the field of forestry is: arranging, protection, management, maintenance and expanding resources and forest crops. As part of the State Forests separated (except the Forest Service) Forest Guards also equipping in number of competencies, such as:

a) carrying out inspections of entrepreneurs engaged in the trading and processing of wood and other forest products, in order to verify the legality of the origin of raw wood and other forest products,

b) use of coercion,

c) Conducting investigations and support the indictments, if the object of the crime is a tree or wood from forests owned by the State Treasury.

The State Forests under the above-mentioned tasks runs also commercial activity, manufacturing activity and manages funds for the protection and development of forests. State Forests can also conduct issues of the supervision of forest management, including issue administrative decisions in the first instance based on an agreement with the District Governor and on behalf of the District Governor.

Competencies and tasks of the Polish public authorities and other institutions in the supervision and control of wood harvesting are governed primarily by the regulations of European Union law with which national law is related to. Such norms of the European Union include Regulation of the European Parliament and of the Council (EU) no 995/2010 from 20 October 2010, establishing the obligations for operators who place wood and wood products on the market, Implementing Regulation of Commission (EU) no 607/2012 from 6 July 2012 on the detailed rules concerning the due diligence system and the frequency and nature of control for monitoring organizations provided for in the Regulation of the European Parliament and of the Council (EU) no 995/2010 establishing the obligations for operators who place wood and wood

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8 See definition of system, M. Jełowicki: Podstawy organizacji administracji publicznej – zagadnienia teoretyczne, Warszawa 1998, s.72.
9 See the adjudication Appeals Court in Wroclaw from 23rd April 2012 r., I ACz 709/12.
10 Art. 5 paragraph 1 point 2 and point 3 Journal of Laws of 2015 , Pos.. 2100.
11 The Regulation of the European Parliament and of the Council (EU) no 995/2010 from 20th October 2010, establishing the obligations for operators who place timber and timber products on the market.
products on the market\textsuperscript{12}, Decision no 1600/2002/WE of the European Parliament and of the Council (EU) from 22 July 2002 establishing the sixth community action program in the field of the environment, Commission Communication from 21 May 2003. "Forest Law Enforcement, Governance and Trade (FLEGT)" and also Council Regulation (WE) no 2173/2005 from 20 December 2005 establishing a licensing system for imports of wood into the European Community FLEGT.\textsuperscript{13}

The European Commission plays special role in the system of control and supervision of wood harvesting in the EU. The Commission has an executive power to adopt detailed rules concerning the frequency and nature of control of monitoring organizations by the competent authorities, as well as due diligence systems, with the exception of those relating to further appropriate risk assessment criteria. At the same time The Commission is entitled to adopt delegated acts (according to Art. 290 of the Treaty on the Functioning of the European Union) concerning the procedures for the recognition and withdrawal of recognition of monitoring organizations, further appropriate risk assessment criteria that may be necessary to substitute those has already provided for in the Regulation of the European Parliament and of the Council (EU) no 995/2010, and on the list of wood and wood products for which the above Regulation has apply, as well as technical support.

An important role of the European Commission is also to ensure the proper functioning of the FLEGT licensing system regulated by Council Regulation (WE) no 2173/2005 from 20 December 2005 on the establishment of a licensing system for imports of wood into the European Community FLEGT (Acts. Office. EU L 347 from 30.12.2005) and partnership agreements concluded between the Commission and the Member States on the implementation and realization of the system. The FLEGT licensing system requires that imports of wood products into the Community to be subject of control in order to guarantee the legality of such products (art. 4 of the Regulation).

In order to ensure the proper functioning of the system competent authorities in the Member States are obliged to provide the Commission or units designated by the Commission the appropriate documents and data in case when it is problem in effective functioning of the FLEGT licensing system.

The role of the competent authorities in the Member States in the light of the EU law is primarily monitor whether units which participate or which control the extraction and trade of wood effectively fulfill the obligations contained in the above standards. The duties of the above authorities belong planned and ad hoc inspections, including on-site inspections, as well as keeping records of inspections and share appropriate information according to Directive 2003/4 / WE of the European Parliament and of the Council from 28 January 2003 on public access to environmental information, and also due to the international character of illegal wood harvesting and associated trade, cooperate with each other and with administrative authorities of third countries and with the Commission.\textsuperscript{14} In addition, the authorities of the Member States

\textsuperscript{12} The Implementing Regulation of Commission (EU) no 607/2012 from 6 July 2012 on the detailed rules concerning the due diligence system and the frequency and nature of control for monitoring organizations provided for in the Regulation of the European Parliament and of the Council (EU) no 995/2010 establishing the obligations for operators who place timber and timber products on the market.

\textsuperscript{13} The Decision no 1600/2002/WE of the European Parliament and of the Council (EU) from 22 July 2002 establishing the sixth community action program in the field of the environment, Commission Communication from 21 May 2003. "Forest Law Enforcement, Governance and Trade (FLEGT)" and also Council Regulation (WE) no 2173/2005 from 20 December 2005 establishing a licensing system for imports of wood into the European Community FLEGT.

\textsuperscript{14} Regulation of the European Parliament and of the Council (EU) No 995/2010 of 20 October 2010. Establishing the obligations for operators who place timber and timber products on the market.
carry out the tasks arising from Council Regulation (WE) no 2173/2005 from 20 December 2005. In particular they are required to verify that each shipment is covered by a valid license prior to releasing the shipment covered by a FLEGT license for free circulation in the Community. For Authorities of the Member States are granted the power to decide whether there is a need for further verification of shipments based on risk assessment, and in case of doubt as to the validity of the license the competent authorities have right to apply to the authorities for additional verification and seek further clarification in accordance with the partnership agreement with the country of the exporting.\(^\text{15}\)

In institutional conception the control system of trade of wood also provides control by units not belonging to the public sector. The other entities involved in the control of the wood trade may include monitoring organizations and operators who place wood on the market. An important role play also non-governmental organizations, including social organizations are actively involved in efforts to protect forests through among others information projects and participation as a party in administrative proceedings relating to the removal of trees.

The granting of control powers for monitoring organizations is expression of the social participation approach, increasingly noticeable in the activities of public authorities.\(^\text{16}\) It has directly reflection in the regulations of the European Parliament and of the Council of the EU (Regulation No 995/2010), which underlined the importance of organizations in wood sector which representing the interests of this sector due to its knowledge and capability which in the premise should make possible to analyze legislation and serve its members support in their observance. Organizations that establish, among others, due diligence requirements referred to in Regulation no 995/2010 may be granted the status of monitoring organizations, provided that these organizations cannot use their power to dominate the market.

The organization can apply for it to be recognized it as a monitoring organization if it has legal personality and runs legally within the Union, it has appropriate knowledge and the ability to maintain and regular assess of the due diligence system, and also ensure that its activity does not bring to any conflicts of interest. Status as monitoring organization is recognized by the Commission, after consulting the Member State. These regulations concerning the status of the monitoring organization indicate that the recognition made by the Commission has a declaratory nature. The entity obtains permission for the monitoring organization after meeting the requirements specified in § 8 paragraph 2 of the Regulation. In the Regulation also it is indicated that the organization is entitled "by law" and the Commission merely confirms the fulfillment of legal requirements.\(^\text{17}\)

According to art. 8, paragraph 1 of Regulation no 995/2010, monitoring organizations can be attributed to three functions: standardization, inspection and repair. The first is to maintain and regular assessment of the due diligence system. As part of the control function is verification that entities actually apply the due diligence system. Repair function is exercised however the entity does not use its due diligence system properly, especially when a significant or repeatedly fails to fulfill its obligations. Control activities of these organizations belongs to competent authorities of the Member States under whose jurisdiction the above-mentioned organizations operate, in special cases control should be carried out after receiving information including the justified objections of third parties, or observing the shortcomings in the implementation by

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\(^{16}\) More information on social participation, Iwona Niżik-Dobosz, Partyecypacja jako pojęcie i instytucja demokratycznego państwa prawnego i prawa administracyjnego [w:] Partycypacja społeczna w samorządzie terytorialnym, B.Dolnicki (red.), Lex Wolters Kluwer business, Warszawa 2014 r.

\(^{17}\) J.Filipek, Prawo administracyjne. Instytucje ogólne, cz. II, Zakamycze 2001, s. 66
operators of the due diligence system established by monitoring organizations. In the case of confirmation of these findings, the Commission may withdraw the awarded organization status.

Operators, who place wood and wood products on the market are in turns obliged to regular assessment applied by self the due diligence system, except where the operator will use the due diligence system established by a monitoring organization.

The subject of the control exercised by the monitoring organizations is the due diligence system. European regulations, as stated above, refer to the systemic approach to ensure the lawful placing for the first time on the internal market of timber and timber products. System approach envisages proceeding of entities involved in trading timber with the behavior of the due diligence and the use of measures and procedures in order to minimize the risk of irregularities in this activity. It should be noted that European regulations allow use as a basis for the due diligence system existing under national legislation, supervision and any voluntary mechanisms of control that meet the requirements of Regulation no 995/2010.

Pursuant to the provisions of Regulation 995/2010 the due diligence system includes three elements appropriate to risk management.

The first element of the system is the access to information about the sources and the suppliers of the timber and timber products placed for the first time within the internal market, in particular the measures and procedures providing access to the following information concerning the operator's supply of timber or timber products placed on the market, including a description (trade name and type of product, the common name / scientific tree species) country of harvest, the amount (volume, weight or number of units), the name and address of the supplier to the operator, the name and address of the trader, for which supplied timber and timber products and documents or other information indicating that the wood and wood products meet the requirements of applicable legislation. Legislation is thereby defined as the applicable laws in the country of harvest on the rights to harvest timber within legally delineated boundaries, payments for timber rights fees, wood, including duties related to timber harvesting, timber harvesting, including legislation on the environment and forests, including forest management and biodiversity conservation, where directly related to timber harvesting rights of third parties concerning use and tenure that is affected by timber harvesting, as well as trade and customs legislation, in which they relate to the forestry sector. The second element of the due diligence system is a risk assessment carried out on the basis of the above information on the sources of timber and suppliers. The science and practice of management, it is assumed that the risk assessment, which is an integral part of the risk management process, it includes activities such as risk analysis serving to determine the degree of uncertainty organization, hierarchy of risk, and risk evaluation. The assessment may involve risks not only related to the nature of the controlled activities (inherent risk), but also the risk of any events that could adversely affect the achievement of the objectives of control, such as the risk of undetected significant errors and irregularities and the risk of failure of internal control systems to eliminate irregularities.

It should be noted that in the regulations of EU law concerning the trade of wood risk assessment is formalized largely, reflecting the particular importance of this kind of preparatory

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19 J. Płoskonka (red.): Glosariusz terminów dotyczących kontroli i audytu w administracji publicznej, Warszawa 2005, s. 25, 60-61.
activities in control. Formalization in the form of Regulation No 995/2010 included, among others, risk assessment criteria, which included:

- ensuring compliance with applicable legislation, which may include certification or systems verified by third parties relating to compliance with applicable legislation,
- prevalence of illegal harvesting of specific tree species,
- prevalence of illegal harvesting or illegal practices in the country of harvest or in region in particular country, including consideration of the prevalence of armed conflict,
- sanctions imposed by the UN Security Council or the Council of the European Union with regard to the ban on imports and exports of wood,
- complexity of the supply chain of wood and wood products.

The third element of the due diligence is associated with the desire of entities to reduce the risk in order to prevent placing on the internal market illegally harvested timber and timber products. Reducing risk should take place through procedures involving a set of appropriate and proportionate measures and procedures designed to minimize effectively that risk and which may include requiring additional information or documents or undergo verification by third party.20

Analysis of the Regulation no. 995/2010 indicates that not only monitoring organizations, but also other entities involved in the control of the wood trade, i.e. The Commission, the competent authorities, monitoring organizations and operators who place timber on the market are obliged to carry out an appropriate risk assessment.

It should be noted that the European Commission, in conjunction with Regulation no 995/2010, issued the Implementing Regulation no. 607/2012 from 6 July 2012 on the detailed rules concerning the due diligence system and the frequency and nature of control of monitoring organizations (…) in which clarifies the disclosure obligations of entities and the requirements for certification systems, i.e. Commission stipulated that the systems should provide for the control (no less than once every 12 months) and the application of measures to track timber harvested and the products derived from such timber, at any point in the supply chain before such timber and timber products are placed on the market. The implementing regulation also specifies the frequency, nature and principles of inspection of monitoring organizations.21

One of elements of control and supervision in Poland in on timber harvesting according to the principles of sustainable forest management is the duty of marking wood. Marking wood is placed logo, lettering or digital sign and the next number or the number of the stack of wood on harvested wood in durable way. Forest Act provided for in Article 14a, that the obligation for marking the wood rests with the owners of forests, with the proviso that wood harvested in forests constituting property of the State Treasury will be mark by the District Governor, who issued the owner of the forest a document confirming the legality of timber harvesting. The implementing regulations to the Act clarify the rules while marking the wood.22

21 The Implementing Regulation of Commission (EU) no 607/2012 from 6 July 2012 on the detailed rules concerning the due diligence system and the frequency and nature of control for monitoring organizations provided for in the Regulation of the European Parliament and of the Council (EU) no 995/2010 establishing the obligations for operators who place timber and timber products on the market.
22 The Regulation of the Minister of Environmental Protection, Natural Resources and Forestry from 24th February 1998 on detailed rules for marking wood, design of equipment for marking and rules for their implementation and the model of a document confirming the legality of timber harvesting (Journal of Laws of 1998 no 36 Pos. 201).
An important factor in the proper management of forests in terms of harvesting is also the introduction of liability for damage in the forests on the principles of the Civil Code, as well as the introduction of administrative penalties for non-compliance with the rules and standards of entry into the tree market from illegal source, as well as penalties for removing trees without permit.

In the Forests Act has been implemented regulations regarding among others the imposition of administrative penalties for:

a) import to Poland timber products exported from partner countries, where their supply is not covered by a FLEG permission,

b) place on the market illegally harvested timber and timber products,

c) measures and procedures to ensure access to information, procedures of ratings and risk reduction referred to in Regulation No 995/2010,

d) failure to comply with the due diligence system,

e) failure to store for at least 5 years of information to identify the operators or the traders who supplied him the wood or wood products, and entrepreneurs who supplied the timber and timber products.

Polish Penal Code also provides for criminal liability for the illegal logging of forest resources, in particular for the crime of article 290 K. K. felling trees in the forest in order to misappropriation. For criminal liability for violation of the standards of forest management is particularly important the definition of forest. In the literature, it is assumed that the concept of a forest is determined by four criteria, i.e. natural criterion, spatial criterion, criterion of purpose and criterion of forest management, soil retains the characteristics of the forest when temporarily soil is deprived of forest vegetation and if other criteria are met.

Summary

In order to ensure proper management of forests especially in the area of logging for commercial purposes in the Polish legal standards and European regulations have been adopted system solutions to guarantee the proper functioning. The basic elements of such a system include: the authorities responsible for the supervision and control logging system, institutions managing forests also authorities and institutions responsible for monitoring and assessing compliance with the rules of harvesting wood from legal sources while preserving the principles of sustainable forest management,

a) the principles of sustainable forest management and the rational management of forest resources, including a requirement to draw up management plan, a simplified plan / inventory and obligation of marking wood before the sale,

27 W. Radecki, Ustawa o lasach. Komentarz, Warszawa 2012, s. 36.
b) the rating system, risk management system, information flow, monitoring the process of acquiring and placing on the EU timber market,

c) the types of sanctions for non-compliance with the principles of sustainable forest management, including responsibility for damages (civil law), penalties and administrative charges and sanctions in the form of penalties for offenses.

EU law regulates in some detail the objectives, principles, criteria, forms and range of supervision and control of the legality of logging, which really proves the importance of this kind of approach to ensure sustainable forest management. Polish legislation, although refers to the provisions of European Union law, but some elements of the supervisory and control system are regulated too general. These include the lack of provisions concerning the conduct of the legality of timber harvesting, rules for supervision, directory admissible evidence, and the rules of cooperation between authorities.

Summing up at the end, should be assessed positively adopted in EU law and Polish law in structure of the control and supervision of logging in terms of the subject. While creating this structure was used a suitable hierarchy of authority and were assigned the appropriate powers and tasks, maintaining praxeological principles of building structures. This system consists of the European Commission, Member State authorities (Minister for Environment, District Governor, and Customs Service) and external entities (monitoring organizations and operators who place timber and derived products on the market.