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Financial incentives applicable to Small Forest Holdings and their impacts

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Financial incentives applicable to Small Forest Holdings

WP2, Task 2.4.2

Executive Summary

This report identifies and assesses the financial incentives available to small forest holders (SFHs) and related stakeholders within the forest value chain in Estonia. The aim is to evaluate the impact and accessibility of funding mechanisms that support sustainable forest management practices and activities linked to forestry ecosystems.

Estonia benefits from several EU-level funding mechanisms, notably the European Regional Development Fund (ERDF) and the Common Agricultural Policy (CAP). ERDF projects tend to focus on urban biodiversity, but it is not excluded that through some measuresprojects relevant to SFHs may be implmented in the future. Under CAP, Natura 2000 subsidies and climate change adaptation grants provide compensation and support to private forest owners for preserving biodiversity and mitigating environmental impacts. Additionally, CAP also includes funding for the development of private forest roads.

At the national level, a comprehensive suite of subsidies is available for private forest owners. These include grants for forest renewal, certification, inventory, consulting services, bark beetle prevention, and cultural heritage preservation. Special support is offered to forest cooperatives to promote collective forest management. Tax exemptions – such as income tax deductions and land tax relief – further alleviate financial burdens for forest owners. Estonia has also implemented a voluntary habitat protection program with compensation agreements for SFOs spanning 20 years, offering long-term conservation incentives.

Innovative financing is emerging in Estonia through projects such as Koosloodus, Arbonics, Everforest, and Carbon Offset OÜ, which use models like carbon credits, blockchain-based conservation, and crowdfunding. However, these mechanisms remain unregulated and are still in early stages, with limited insight into their efficacy for SFHs.

The desk research carried out for this report did not find any references to support schemes provided by local authorities, foundations and business associations.

In conclusion, Estonia provides a relatively well-developed mix of EU and state-funded financial incentives for SFHs. Innovative financing shows promise but requires greater transparency and regulatory oversight.

1. Financial incentives based on EU funding

1.1. The European Regional Development Fund

ERDF funding programme 2021-2027[1] in Estonia includes a specific objective no 4 “Promoting climate change adaptation and disaster risk prevention and resilience, taking into account ecosystem-based approaches”, which could be relevant for SFOs/SFHs (the total budget of the planned EU financial means is 16 289 202 eur (ERDF) and 98 475 441 eur (CF)). The activities of this objective are reflected in the measure 21.2.3.1 "Implementation of climate targets, protection of ambient air and radiation safety" (total budget including co-financing 50 000 000 eur[2]), under intervention 21.2.3.13 "Climate action and other adaptation measures by local authorities", and in the measure 21.2.3.2 "Conservation and use of wildlife" (total budget including co-financing 21 823 529 eur), under intervention 21.2.3.22 "Preparation and implementation of urban greening schemes, i.e. urban biodiversity enhancement, including additional creation of green areas" (no info on budget).

The measures include preparation of local development plans on climate and greening and implementation of activities related to these development plans. Most of the supported activities concern urban areas and are not relevant for SFOs/SFHs.

There is a support scheme for restoring traditional fennoscandian wooded meadows[3, 4], that could be relevant for some SFOs/SFHs (total allocated budget eur 5 000 000). The scheme is established under measure “Conservation and use of wildlife”, point 21.2.3.2, “Habitat restoration to increase preparedness for adaptation to climate change”. The intervention number is 21.2.3.21.

1.2. Common Agricultural Policy (CAP)

Under the CAP[5] funding, there is a support for promoting biodiversity in private Natura 2000 forests that is granted on the basis of regulation no. 78 of the Minister of Rural Affairs[6] and investment support for private forests for adapting to climate change that is granted on the basis of regulation no. 82 of the Regional Minister[7].

[1] Operational programme for Cohesion Policy Funds for the period 2021-2027 (Ühtekuuluvuspoliitika fondide rakenduskava perioodiks 2021–2027) https://www.rtk.ee/toetuste-ulevaated-oigusaktid/euroopa-liidu-valisvahendid/rakenduskavad-ja-partnerluslepped

[2] Annex 1 to Order No 15 of the Government of the Republic of 9.01.2025 “Approval of the List of Actions of the European Union Cohesion Policy Funds for the Period 2021-2027” https://www.rtk.ee/toetuste-ulevaated-oigusaktid/euroopa-liidu-valisvahendid/rakendusperiood-2021-2027#meetmete-nimekiri

[3] Executive order of the Climate Minister 24.07.2023 nr 1-2/23/302.

[4] Wooded meadows are not considered as forest but some of the restoration activities may include removal of trees and transforming forest areas to wooded meadows.

[5] Euroopa Liidu ühise põllumajanduspoliitika strateegiakava 2023–2027 (An overview on EC Agriculture and rural development webpage: https://agriculture.ec.europa.eu/cap-my-country/cap-strategic-plans/estonia_en)

[6] Regulation no. 78 of 23.12.2022 of the Minister of Rural Affairs “Perioodi 2023–2027 Natura 2000 erametsades elurikkuse soodustamise toetus”

[7] Regulation no. 82 of 22.11.2023 of the Regional Minister "Perioodi 2023–2027 erametsade kliimamuutustega kohanemise investeeringutoetus"

Support for private roads in agricultural areas also include roads in forests, therefore support that is granted on the basis of regulation no. 45 of the Regional Minister[8] is relevant.

More detailed information are given below.

Natura 2000 subsidy

Support is granted for compliance with nature conservation restrictions on private forest land located in the area of the Natura 2000 network or located in the conservation zone of a protected natural object specified in § 4 (1) point 1 or 4 of the Nature Conservation Act or located in planned protection area within one calendar year.

Support is granted to a natural person, self-employed person or legal entity under private law, who owns or uses forest land.

Requirements for the land entitled to this support are stipulated in regulation no. 78. The land must meet the following requirements[9]:

1) The data must be entered into the Estonian nature information system.
2) The forest land must be located in the Natura 2000 area or in the special protection zone of the protected natural object specified in § 4 (1) point 1 or 4 of the Nature Conservation Act or in a planned protection area.
3) Forest land must be at least 0,3 ha in size.
4) Eligible forest land may include a road up to four meters wide, a ditch, a fire prevention zone and land in the protection zone of an electrical installation, as well as an open space up to 0,10 ha in size.

The subsidy rate is 160 euros per hectare in a Natura 2000 area or national protected natural objects conservation zone, in a forest habitat located in a Natura 2000 limited management zone or in a limited-conservation area, or in an area projected as a Natura 2000 conservation zone.

The subsidy rate is up to 60 euros per hectare (a reduced rate) in a Natura 2000 area conservation zone or in a limited-conservation area where there is no forest habitat and in an area projected for conservation zone or in a limited-conservation area, and in areas under 0,3 ha, when it is located in Natura 2000 area conservation zone, limited management zone or area projected for conservation zone, when it is located adjacent to a reduced rate area, together forming an area of more than 0,3 ha.

If the volume of applications exceeds the budget for the year, the subsidy rate for a reduced rate areas will be reduced accordingly so that all applicants receive a grant.

Budget allocated for the Natura 2000 subsidy in 2023 and 2024 was 6 200 000 euros per year. It was not possible to find information about the 2025 budget through desk research.

Climate change subsidy

[8] Regulation no. 45 of 04.07.2024 of the Regional Minister Perioodi 2023–2027 maaparandussüsteemi ajakohastamise, keskkonnakaitserajatise ehitamise ja eratee arendamise investeeringutoetus"

[9] The forest eligible for support can be found in the Land Board map application: https://xgis.maaamet.ee/xgis2/page/app/erametsakeskus

The purpose of the grant is to help private forests mitigate climate change and adapt to its effects by accelerating carbon sequestration – promoting the growth of young stands, preventing damage to forest trees, and regenerating damaged forests. Most grants can be applied for one-off basis (except those for the prevention of plant diseases, using repellent and maintaining of new forest culture).

Support is granted for the implementation of the following activities:

1) maintenance cutting of stands up to 30 years old;
2) prevention of plant diseases and damage to forest trees and game damage and preventing their spread;
3) elimination of damage to the forest damaged by a natural disaster or fire and renewal of the damaged forest.

Support is granted to a forest cooperative, a micro-entrepreneur or a natural person.

The subsidy rate for maintenance cutting is 356 euros per hectare when the forest is owned by a natural person or 297 euros per hectare for land owned by entrepreneur or forest cooperative.

The subsidy rate for prevention of damage depends on the measure used. It is 286 euros per hectare (for natural person owned forest) and 239 euros per hectare (for entrepreneur or cooperative owned forest) for purchase and use of pesticides and the purchase and use of a waxed plant for the control of pine wood borer, 146 euros per hectare and 122 euros per hectare respectively for purchase and installing of trunk or canopy protection and for purchase, installation and use of repellents.

The subsidy rate for elimination of damage to the forest is 1719 and 1433 euros per hectare (here and below respectively for natural person and entrepreneur or cooperation owned forest), for reforestation 815 and 680 euros per hectare, for soil scarification 245 and 204 euros per hectare and for maintaining of new forest culture 232 and 164 euros per hectare.

The budget for maintenance felling is 1 200 000 euros, the budget for damaged forest renewal is 160 000 euros, and the budget for forest damage prevention is 40 000 euros. The subsidy is paid out after the works have been completed and documents have been submitted.

Private roads subsidy

The purpose of the grant is to support the construction, reconstruction and renewal of an access road or a facility forming part of an access road to private forest land. In addition to forest roads, the measure also covers access roads to agricultural land, buildings and installations, and land drainage systems.

Support is granted for:

1) a private road not intended for public usage;
2) a construction project that has been drawn up in accordance with the rules and it has load carrying capacity of 60-79 MPa;
3) a road that serves as access road to a forest area.

The forest land on which the supported activity is to be carried out must be owned by the applicant or its member.

If the applicant provides free access to the forest land and the access road on it, and this private road serves the purpose of multiple use of the forest, 100% of the expenditure incurred is eligible. If the applicant does not provide free access and the road doesn't serve the purpose of multiple use of the forest, up to 65% of the expenditure incurred is eligible.

The maximum amount of support per applicant is EUR 60 000 for the period of the strategic plan

1.3. LIFE and Horizon Europe

Not part of national analysis.

2. Financial incentives based on MS funding

2.1. State aid

There are no support schemes for SFOs/SFHs in Estonia that qualify as State aid. The Member State has not reported on the website any subsidies in the field of activity (NACE) *02 – Forestry and logging* as State aid[10].

Estonia keeps a register for state aid and *de minimis* aid[11]. Accessing and extracting relevant information from this register involves a level of complexity and time investment that exceeds the scope of the current assignment.

2.2. Taxes and tax exemptions, subsidies

Private forest owner's subsidies

The subsidies financed from the national budget for private forest owners are stipulated in the Forest Act[12]. Support may be granted to private forest owners, forest cooperatives or agricultural advisers (depending on the support scheme (see below)). Upon granting support, preference is given to private forest owners whose forest property is smaller.

The aforementioned subsidies are granted on the basis of the regulation[13] of the Minister of the Environment that sets out the conditions and requirements of the support schemes. The subsidies provided on the basis of this regulation are:

1) Subsidy for consulting private forest owners: The purpose of consulting support for private forest owners is to ensure forest management based on the best knowledge and more efficient use of forest resources. Consulting support can be applied for and received by forest cooperatives for consulting services provided to a private forest owner. The subsidy granted is up to EUR 100 per forest owner advised per year. The annual public expenditure is EUR 410 000.
2) Support for forest renewal: The purpose of forest renewal support is to ensure the improvement of the quality of forest resource and the more effective use of production potential of forest land after cutting or forest destruction. Forest renewal support can be applied for by forest cooperatives for the forest land that is owned by a member of the forest cooperative on the deadline for submitting the application. The grant rates are as follows: 1) land preparation up to EUR 96 per hectare; 2) purchase and planting of forest plants up to EUR 400 per hectare; 3) maintenance of forest regeneration up to EUR 96 per hectare. The annual public expenditure is EUR 1 400 000.
3) Support for preserving and exhibiting heritage culture: The purpose of providing support for the preservation and display of heritage culture is to ensure the

[10] The support schemes national regulation states state that the schemes lay under de minimis aid according to the article 3 of Commission Regulation (EU) No 2023/2831. See more details under the next chapter.
[11] https://rar.fin.ee/rar/providedAidsByRecipientAndMeasureReviewPage.action?fromMenu=true
[12] Metsaseadus RT I 2006, 30, 232, (in English: https://www.riigiteataja.ee/en/eli/ee/503012025001/consolide/current)
[13] Regulation no. 10 of 14.04.2014 of the Minister of the Environment "*Erametsanduse toetuse andmise alused, taotluse kohta esitatavad nõuded, toetuse taotlemise ja taotluse menetlemise kord, taotluse hindamise alused ning toetuse tagasinõudmise kord*"

preservation of the heritage culture object located on private forest land and to present it to the public and ensure access to it. The support for heritage culture can be applied for by forest cooperatives and private forest owners. The annual public expenditure is EUR 10 000. The grant rate is up to 80% of the eligible costs, but not more than EUR 2000 per heritage cultural object per calendar year, including: 1) Own work up to EUR 800 per heritage cultural object; 2) consultancy evaluation up to a maximum of EUR 200 per heritage cultural object.

4) Support for forest inventory of private forest owners: The purpose of forest inventory support is to promote the collection of data on forest resources and the sustainable use of forest resources. Only forest cooperatives can apply for and receive support for forest inventory. The subsidy rate is up to €10 per hectare of forest area inventoried and it can be applied for once in every 7 years. Annual public expenditure is EUR 200 000.
5) Forest cooperative support: The purpose of the forest cooperative grant is to support the organisation of joint forestry activities and forestry works. This support is for forest cooperatives. The support for forest cooperatives is up to €40 per member of the forest cooperative, including: 1) for group advice for private forest owners, up to EUR 500 per group, but not more than EUR 2 000 per year; 2) for the organisation of silvicultural work, up to EUR 100 per hectare; 3) for the operating subsidy for forest cooperatives up to EUR 10 per forest cooperative member per calendar year; (4) for the establishment of a school forest and the organisation of its activities, up to EUR 3196 per forest cooperative per calendar year. Annual public expenditure is EUR 410 000.
6) Support for forest land improvement works: The purpose of providing support for forest land improvement works is to improve the water regime of forest land, the conditions of access to forest land, and the economic use of the forest. The support for forest land improvement works can be applied for by forest cooperatives and private forest owners. Support will be provided for the cleaning of sediment from existing drainage ditches and headwaters, the construction of a ditch and the replacement of a culvert. The support is up to €10 000 per private forest owner, with a number of restrictions on the maximum amount of individual work sections. When renewing drainage ditches, at least 70% of the drainage ditches must be located on forest land. Annual public expenditure is EUR 210 000.
7) Support for forest certification: Forest certification support is given for the certification of sustainable forest management. The purpose of the grant is to contribute to the implementation of the principles of sustainable forestry in private forests through joint forestry activities. The support may be granted to forest cooperatives that fulfil the conditions set out in the regulation. Forest certification support is up to €30 000 per forest cooperative per calendar year.
8) Support for the prevention of bark beetle damages: The purpose of the support is to prevent damage caused by bark beetles in private forests. The support may be applied for and received by forest cooperatives by submitting information on the prevention of bark beetle damages. For the purchase and installation of pheromone traps and for the repair of storm damage, a private forest owner may also apply for

and receive the support. The use of trap trees, the purchase and installation of pheromone traps and the repair of fresh storm damage will be supported. The rate of support per one private forest owner per calendar year is: 1) for the use of trap trees, up to EUR 500 per parcel, but not more than per two parcels; 2) for the purchase and use of pheromone traps, up to EUR 40 per set of pheromone traps, but not more than 10 sets of pheromone traps; 3) up to EUR 500 per cadastral parcel, but not more than two cadastral parcels, for the repair of fresh storm damage. Annual public expenditure is EUR 60 000.

9) Support for compensation for nature conservation restrictions in private forest areas outside the Natura 2000 network area: The purpose of the support for compensation for nature conservation restrictions on private forest areas located outside the Natura 2000 network areas is to preserve and improve the ecological condition of these areas and to compensate private forest owners for income loss resulting from compliance with the restrictions. All valid applications will be accepted. No information about annual budget was available.

   Private forest owners may apply for and receive this support.

   The support can be applied on the basis of the eligible map layer recorded in the Estonian nature information system, for forest areas of at least 0,3 ha that meet the following conditions:

   - The area is located outside the Natura 2000 network areas approved by the government;
   - It is located in the restricted zone of a protected natural object specified in § 4 (1) point 1 or point 4 of the Nature Conservation Act or in the special protection zone area specified in § 4 (1) point 2 or in an area for which the procedure for taking under protection has been initiated within the meaning of § 9 (1) of the Nature Conservation Act;
   - It is located outside a park and an arboretum referred to in § 28 subsection 2 of the Nature Conservation Act;
   - It meets the requirements for the height of woody plants and the union of tree crowns set forth in § 3 (2) point 2 of the Forest Act or the trees have been cut as specified in § 28 (4) point 1, 2, 3 or 6 of the Forest Act or have died as a result of a natural disaster.

   The subsidy rate is up to 60 euros per hectare in a year.

Key habitat protection contracts

A key habitat is a vulnerable habitat where there is a high probability of occurrence of narrowly adapted, threatened, endangered or rare species. In order to protect such an area, the owner of a private forest can sign a contract with the Estonian Environmental Investment Center (Keskkonnainvesteeringute Keskus, KIK), which will compensate the damage and costs caused by the restrictions on forest use.

In privately-owned forests, the protection of a key habitat is voluntary. At the request of the forest owner, a specialist from the Environmental Board will check the existence of a key habitat in the forest, adjust the boundaries if necessary and prepare an accurate price calculation.

The private forest owner can then sign a notarial contract with KIK for the protection of the key habitat, which encumbers the property with a personal right of use in favour of the state for 20 years. The notary fees will be paid by KIK. The conservation of the key habitat will be monitored by the Environment Board. The fee is calculated on the basis of the foregone costs associated with a particular habitat. The fee is paid annually and spread over a 20-year period.

The agreement prohibits the removal of timber from the forest, forest drainage, construction of forest roads, reforestation, camping, campfires and felling of the forest, and the felling of trees (except in cases of emergency felling authorised by the Environmental Board).

Support financed from environmental use tax – forestry programme

A variety of forestry-related activities are funded from revenue from environmental user charges collected under the Environmental Charges Act[14] through the application of the forestry programme. The forestry programme[15] aims to implement long-term forestry development objectives, ensure reforestation, promote the protection of forest ecosystems, promote training, information and research on sustainable forestry, ensure the maintenance of the hunting population as a renewable resource, reduce the extent of damage caused by game and improve the practical skills and hunting knowledge of hunters. In the 2025 call for applications, support could be requested for the preparation of analyses necessary to ensure the sustainable development of forestry, the launch of international training and study exchange programmes for forestry students and lecturers, forestry and hunting research, the training of private forest owners and compensation for game damage.

Only certain actions are open for applications in each round. The number of rounds depends on the budget allocated to the forestry sector each year. In 2025, the annual public expenditure will be EUR 408 992. The eligible beneficiaries depend on the topics of the rounds open on the corresponding year. Depending on the actions open in the call for proposals, local authorities, companies, non-profit organisations, foundations, legal persons governed by public law and self-employed persons can apply for support.

Income tax exemption

A sole proprietor may deduct up to 5000 euros per tax period from income earned through the sale of timber cut from immovable property they own, and from the transfer of the right to cut the standing crop growing on that property. This deduction also applies to Natura 2000 support for private forest land and is available after all certified business-related expenses incurred by the taxpayer have been deducted.

Upon transfer of the right to cut standing crop and cut timber, certified expenses related to forest management are also deemed to be expenses related to the transfer and the taxpayer has

[14] Environmental Charges Act (*Keskkonnatasude seadus* RT I 2005, 67, 512) passed on 07.12.2005, available in English: https://www.riigiteataja.ee/en/eli/ee/519082024016/consolide/current

[15] Regulation no. 10 of 31.01.2020of the Minister of Environment Keskkonnaprogrammist toetuse andmise kord ja tingimused"

the right to deduct the expenses from the income derived from the transfer of the right to cut standing crop and cut timber.

A natural person may additionally deduct up to 5000 euros per tax period from income derived from the transfer of timber cut from immovable property they own, as well as from the transfer of the right to cut the standing crop growing on that property, and from Natura 2000 support for private forest land – the last deduction applies after the deductions specified above have been made.

Land tax exemption

Land tax[16] is not imposed on land (including forest land) located within strict nature reserves, special management zones of protected areas, or special management zones of permanent habitats.

Land tax at 50 per cent of the standard rate of land tax is payable on land within limited management zone, limited conservation area, limited management zone of permanent habitat, limited management zone of an individual natural object, and land situated in shore or coastal water protection zone.

2.3. Funding provided by regional and local authorities

There are no regional and local authorities funding in Estonia for SFOs and/or SFHs.

2.4. Funding provided by foundations, business associations, educational or other institutions

There were no sources of funding for SFOs and SFHs found in desk research provided by foundations, business associations, educational or other institutions.

2.5. Innovative funding sources

There are several initiatives in Estonia that fall under innovative financing. These are relatively new initiatives, the guarantees they provide are unregulated and it is not known how widespread their impact on small forest owners and holdings will be. Below are four examples of the different kinds of financing initiatives.

- Koosloodus[17] is a foundation set up in 2018 to collect donations for the purchase of forest land, with a commitment to preserving it as a healthy, natural forest. Preference will be given to growing natural forest, but clear-cuts and young forest will not be excluded. The aim is to develop diverse mixed forest, planting mainly broadleaved trees. The foundation is said to be cooperating with local universities. Funds are also being raised for the installation of bird nest boxes.
- Arbonics[18] is a company established in 2022 that provides forest owners the possibility to offer carbon credits. The forest owner will be contracted and supported to develop a

[16] Land Tax Act (*Maamaksuseadus*, RT I 1993, 24, 428) passed on 06.05.1993, available in English: https://www.riigiteataja.ee/en/eli/506022025004/consolide
[17] https://koosloodus.ee/tooted/metsamaa/
[18] https://www.arbonics.com/

forest management plan that postpones felling, favours selective harvesting over clear-cutting or leaves the forest entirely to natural development. A carbon sequestration analysis will be carried out on the forest, with the landowner's return depending on the forest type. There is also the possibility to provide carbon credits through afforestation. The company uses Verra standard (Verified Carbon Standard) for calculations.

- Everforest[19] is a company established in 2022. The *startup* has created a novel technological way to protect forests - through a digital nature reserve created by using blockchain technology, backed by real forest units that will never be clear-cut. Supporters of the project obtain a unique digital or physical certificate (NFT - Non Fungible Token), demonstrating in real-time how much value their contribution adds to nature. Each NFT is tied to a specific location and reserve size, meaning that every participant in the project can verify their impact.
- Carbon Offset OÜ[20] is a company established in 2021, who makes contracts with forest owners to sell carbon credits to the companies. Allegedly they have a cooperation with Estonian top universities.

The homepages of the initiatives don't allow reliable insight what their actual market share or verification system is. Public opinion and forest cooperations in Estonia recommend caution when joining such initiatives[21].

2.6. Other funding sources

No other sources of funding were found.

[19] https://everforest.com/index.php?l=en#banner

[20] https://www.carboncredits.ee/en

[21] An article on a webpage of a forest cooperative. "Carbon credit - a get-rich-quick scheme or a slippery slope?" In Estonian: https://metsauhistu.ee/susinikukrediit-kas-kiire-rikastumine-voi-libe-tee/

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