

UPDATING
THE FOREST
SYSTEM

SUMMARY

OF
PUBLIC
CONSULTATIONS

FALL 1998

Québec 

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A word from the minister

Friends and forest users,

The consultations concerning Québec's forest system, which began more than two years ago, are now moving on to a new phase with the publication of a summary of the briefs presented to us. Today, I am proud to report to the people of Québec on the results of this democratic exercise, held throughout Québec, thanks to the commitment and cooperation of the regional development councils.

Québec's forest system, introduced in 1987, is relatively young. Over the years, regardless of which Government was in power, the elected representatives have always tried to involve the general public, local communities, large corporations, small and medium-sized businesses and other users in the development of the system.

In the fall of 1998, more than five hundred organizations and individuals chose to take part in this new consultation process. They felt it was essential to submit their views on the future of forest management in Québec.

Next fall, thanks to their contributions, I will be presenting a draft bill aimed at improving the current system to the National Assembly. At that time, I will initiate another consultation process involving all stakeholders, through an extended parliamentary standing committee.

I sincerely hope that, together, we will be able to arrive at an updated forest system that will allow us to introduce a management framework better suited to the challenges of the next century. Ultimately, what we must do, together, is to ensure the perpetuity of the resource, work on the development of our communities and make the forest even more accessible to all users.

The forest is a true collective treasure that contributes to the economic well-being of our families and our communities. My own priority, in view of the inestimable value of Québec's forests, is to manage the resource prudently, develop it and promote access to it, while ensuring that all forest users are able to work side by side in harmony.

I invite you to read the document. You will find it extremely revealing, in that it expresses several viewpoints. I count on you, and hope you will take part in the parliamentary standing committee proceedings. Québec's forest is a priceless gift. It belongs to all of us, and we are all responsible for it.

A handwritten signature in blue ink, appearing to read 'Jacques Brassard', with a stylized flourish at the end.

Jacques Brassard
Minister of Natural Resources

Foreword

An exercise in transparency

The current forest system was introduced in 1987, and is therefore a relatively recent innovation. However, the social, economic and environmental context is evolving continuously, and the system must therefore be adapted if it is to satisfy new expectations and remain effective.

The ministère des Ressources naturelles wants to modify the forest system on the basis of a broad consensus. In 1996, as a means of achieving this consensus, it undertook a review of the forest system as it currently stands. The review process involved analyzing available technical data and obtaining additional data from its client base. The Department then targeted the new issues involved in forest management and established the objectives of a revised forest system. Lastly, it defined the means required to achieve the new objectives.

More than 500 briefs

In the fall of 1998, the Department invited the various regions and communities to validate and enrich the results of its work through a series of public consultations.

Accordingly, between October and December 1998, the regional development councils, at the Department's request, held consultations to hear the views of individuals and organizations with an interest in forest conservation and development throughout Québec. At the same time, the Department itself consulted the national forestry bodies and Native communities.

Several hundred individuals, representing a range of organizations and interest groups, attended the consultations. More than 500 briefs were submitted, and many participants commented verbally on the updating of the forest system, especially on the importance of ensuring the perpetuity of our forest resources.

The consultation document sent to participants presented the objectives of a revised forest system, together with approximately sixty recommendations on possible means of action. It addressed issues as diverse as public participation in forest management, conservation of biological diversity and optimal timber use. Some organizations and individuals limited their comments to the questions of most importance to them, while others commented on all the proposals.

The present document is a summary of the briefs received and the comments made by participants at the hearings. The Department's aim was to present, as clearly as possible, the key points raised during the consultations by the various interest groups. However, all the briefs received were analyzed, and all verbal contributions were documented. They provided fuel for the process of reflection on the updating of the forest system.

The first part of the summary reviews the objectives proposed by the Department for the updating of the forest system, and presents the comments of participants on those objectives. The second part summarizes and describes the four objectives submitted for consultation, together with the context and the means proposed by the Department, and presents the comments of participants divided by interest group (forest companies, research bodies, etc.) and by proposal. Several Native communities were also able to state their views on forest management. A third section summarizes comments of a more general nature, not related to the means proposed by the Department.

The Department's review of the current forest system is not treated separately. Generally speaking, the participants at the hearings thought the review was honest and painted an accurate picture of the situation that has prevailed since the system came into force.

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MAJOR POINTS FROM THE PUBLIC CONSULTATIONS

In 1996, the ministère des Ressources naturelles launched a revision of the current forest system, in cooperation with its partners.

In the fall of 1998, after reviewing the situation and proposing objectives and means of action, it undertook a series of extensive public consultation to give individuals, groups and organizations the opportunity to state their opinions of its plan to update the forest system. The regional development councils were responsible for most of the consultations, while the Department itself consulted national bodies and several Native communities.

More than 500 briefs were presented to the Department. The following pages contain a summary of the comments made during the consultation process.

1 MULTIPLE-USE OF FOREST LANDS

- Most of the participants at the consultations were in favour of **multiple-use of forest lands**, with a view to increasing the social and economic spin-offs from the development of forest resources.
- An integrated approach to forest use and forest resource management (timber production, leisure and tourist functions, ecological functions, etc.) should be applied to a **much larger area**. Some participants even proposed that all Québec's public forests should be managed in this way.
- To promote different uses, **resources management should be integrated** by introducing a **concertation mechanism from the beginning of the forest management plan preparation process** (harvesting and forest management plans prepared by forest companies and approved by the Department).
- The method used to prepare and approve forest management plans, as well as the form and content of the plans themselves, should be **reviewed in depth**.
- The industry thought integrated resource management should be developed with consideration for the roles, rights and responsibilities of all parties, and should be based on the **user pays** principle.
- **The Government's management of forest resources is too sector-based**. Some participants at the consultations recommended more interaction between the various government departments, while others suggested making a single government department responsible for managing all forest resources.
- Several participants took advantage of the opportunity to emphasize the importance of the **Forest Resource Development Program** for regional economic development. They wanted the program, which facilitates multiple-use of the forests to be maintained, and even asked for its budgets to be increased.

2 THE DEPARTMENT'S ROLE IN FOREST MANAGEMENT

- To restructure Québec's forest sector in light of the various forest management issues, the Department suggested that its own role **be refocused on the basic functions of the State**.
- All the participants at the consultations thought the Department should continue to be responsible for political aspects, legislation, regulations and knowledge development.
- The forest industry wanted to be made **responsible for planning forest activities** (including calculation of the allowable annual cut), as well as for operational control and monitoring.
- In contrast, the other participants thought the Department should establish production objectives and **continue to exercise its monitoring and control responsibilities**.

3 FORÊT QUÉBEC

- The Department also proposed **the creation of an organization that would be responsible for promoting partnership, in order to support the application of the forest system**.
- The industry asked for a minimum of **50% of the seats** on the board of directors of the new Forêt Québec organization. It also thought the Department should have a right of veto, and that other organizations should be allowed join the Forêt Québec board of directors only if the Department gave up some of its own seats in their favour. The industry asked also for the new body to be **independent of the civil service**.
- The other participants at the consultations thought they did not have enough information on the proposed structure to make enlightened or useful comments. Nevertheless, most thought Forêt Québec should **remain within the civil service**. Several interest groups also asked for **better representation** on the board responsible for establishing the new Forêt Québec structure.

4 CONTROL AND MONITORING OF FOREST ACTIVITIES

- Responsibility for controlling and monitoring forest activities should be entrusted to a **body independent of the industry** – for example, an external auditor. Some participants thought the Department itself should continue to exercise this responsibility.
- All the participants thought control and monitoring should focus more on the results achieved and less on the means used to achieve them.
- Several participants mentioned the importance of defining solid performance indicators.

5 BETTER PUBLIC INFORMATION ON FOREST MANAGEMENT

- The Department proposed that **forest management should become more transparent**.
- All participants thought **the general public was not sufficiently well informed** about forest management, and said **the information provided should be easier to understand**.

6 INCREASING TIMBER PRODUCTION : FROM SUSTAINED YIELDS TO INCREASED YIELDS

- Most of the participants thought **timber production should be increased**, especially on more productive sites, near inhabited zones and in the vicinity of the road network.
- A number of interest groups thought **steps should be taken to ensure compliance with sustained yields**, either before or at the same time as yields are increased. Compliance with sustained yields means ensuring that authorized harvests never exceed the volume of wood the forest is able to produce.

- The industry and forest workers thought increased timber production should be used **to consolidate existing companies and jobs**.
- The private forest sector representatives asked for their woodlots to be included in a comprehensive development strategy, and were anxious that the woodlots should continue to be **a priority supply source**.

7 PRESERVING BIOLOGICAL DIVERSITY

- The idea of improving the use of all forest resources **is inseparable** from the question of preserving biological diversity. This was a basic concern for all participants.
- In this respect, participants emphasized the importance of **increasing research and development**.
- With respect to northern ecosystems, all participants thought it was essential to know more about the effects of forest practices on these environments, to improve their preservation. Some **asked for a moratorium** on all new timber allocations in the northern forests, and even on all forest operations, until the effects of silvicultural practices on northern ecosystems can be established.
- It is vital to develop strategies **for the conservation of exceptional forest ecosystems and old forests**. The forest companies and private woodlot owners thought they should be compensated if the strategies led to a reduction in timber volumes or harvesting areas.
- The Native communities, for their part, asked **for recognition of their own knowledge, especially in the field of biodiversity**.

8 FOREST MANAGEMENT : DELEGATED RESPONSIBILITIES

- The Department proposed **delegation of certain management responsibilities** to the municipalities or Native communities, for example. The purpose of this proposal was to increase public participation in the forest management process.

- Most of the participants **refused the formula proposed** by the Department or **had serious doubts** as to its benefits.
- The industry **was against any form of delegation**, and thought participation mechanisms should be improved instead, especially as regards the Native communities.
- There was **no consensus** on the nature of the responsibilities that could be delegated, or on the level to which they might be delegated.

9 PROVIDING MORE PEOPLE WITH ACCESS TO TIMBER

- The Department proposed **to extend access to available timber volumes** in the public forests to **people other than processing plant owners**.
- The timber supply and forest management agreement holders were **firmly opposed to this proposal**. They were afraid of losing, at the very least, the flexibility they need to face up to unforeseen circumstances, such as market fluctuations. They felt this measure constituted **a threat to their competitiveness and to their existing rights**.
- The private forest sector representatives **were in favour of extending access to a broader range of individuals and organizations**. Some even supported the idea of privatizing portions of the public forest located in inhabited zones.
- Most of the participants at the consultations **were firmly against auction sales of available timber volumes**. The industry viewed this as a threat to its supply security, while local and regional representatives thought it would lead to an exodus of timber from their communities, and the private forest stakeholders said it was simply inadequate as a method, unless the quantities involved were very large.

10 THE INHABITED FOREST : A CONCEPT TO BE CLARIFIED

- As regards the possibility of an inhabited forest policy as a means of promoting the use of all forest resources, most of the participants at the consultations said **the concept was not precise enough for them to be able to form an opinion.**
- The industry thought respect for existing rights should be a basic condition of such a policy.
- Some private forest sector representatives and municipal authorities thought respect for existing rights **was inconsistent with the inhabited forest concept.**

11 FOREST WORKERS : AN IMPROVED STATUS

- The forest workers felt they had been **ignored in the forest system review process.** With the support of many other participants, they asked for **the value of their work to be recognized, and for better working conditions.** Several different aspects were addressed, including manpower training and development, salaries, fringe benefits, taxation, safety at work, training for new forest workers, etc.

12 THE NATIVE COMMUNITIES AND THE FOREST SYSTEM REVIEW

- The Native communities wanted the revised forest system **to acknowledge their status and specific values.** They asked to be **consulted** before changes were made to forest management on claim lands.
- They asked for **their share of the economic spin-offs** from forest development activities carried out on their lands.
- They also thought they should be given priority in development projects, and wanted to be able to deal with the Government on an equal footing.

13 RESEARCH & DEVELOPMENT AND TECHNOLOGY TRANSFER

- Several of the groups and individuals consulted thought the updating of the forest system should have **given specific consideration to the research & development component as well as to technology transfer.**
- Many participants emphasized the importance of clarifying the roles of the various players in this area, of obtaining concertation, and of specifying the means to be used to achieve the objectives set.

14 PRIVATE WOODLOTS : A NATIONAL FORESTRY FUND

- The private forest sector representatives thought the proposed revision did not give sufficient consideration to the specific features of their sector.
- Among other things, they asked for **the creation of a national forestry fund**, which would be used to apply an enhanced forest management program. They also requested a second fund, **to provide compensation for the victims of damage caused by natural disasters**, as well as a **tax agreement** between the Government and the woodlot owners.

THE OBJECTIVES OF THE REVISED FOREST SYSTEM

The forest and its resources are a national heritage. Recognizing their value means accepting the principle that present and future generations should be able to draw maximum advantage and benefit from them. Our forest resources must therefore be properly protected and used in a reasonable manner. The general public, aware of what is at stake, wants not only to be better informed about the fate of its forests, but also to play a broader role in forest management and development.

GENERAL INTENTION

The forest environment must be managed and developed in the best interests of the public; in other words, in accordance with the values and aspirations of the population. To achieve this, it will be necessary to introduce a participatory, transparent and sustainable management system.

REVIEW OF PROPOSED OBJECTIVES

The forests must be managed and developed in a way that allows the following general and specific objectives to be achieved.

1 Respecting the values of the population and satisfying its needs

The ministère des Ressources naturelles proposes to adopt measures that will allow the general public as well as the communities or their representatives to become involved in the process of establishing forest conservation and development objectives. The measures must also enable local and regional specificities and priorities to be taken into account when preparing policies, programs and standards.

More specifically, the forest system must :

- promote increased participation in forest management by the general public, local communities, Native people and local and regional institutions;
- generate more spin-offs from forest development at the local and regional levels as well as in the Native communities.

2 Preserving the viability of forest ecosystems

The Department proposes to introduce measures or mechanisms to preserve the diversity of forest ecosystems and species. It intends to protect ecosystems in order to maintain or even increase the benefits generated by their conservation and development.

More specifically, the forest system must :

- protect biological diversity;
- preserve the ecological functions of forest ecosystems;
- ensure economic resource use.

3 Increasing the socio-economic spin-offs from forest use

The Department proposes to improve forest production by developing its various potentials in an integrated way and by stimulating the resource uses that generate the most benefits for the population.

More specifically, the forest system must :

- enable resource production to be increased;
- allow for optimal use of the timber resource;
- improve the competitiveness of Québec's industry and promote better resource processing;
- ensure the State a fair return for the use of public forest resources.

4 Increasing the transparency of forest management

The Department proposes to strengthen the public reporting requirement for all public and private players concerned. It also advocates a clarification of the roles of the Government and of the various people and organizations involved, either in the public or the private sector.

More specifically, the forest system must :

- lead to an improvement in the reporting process;
- ensure transparency into the roles of every player in both the public and private sectors.

PARTICIPANTS' COMMENTS

Very few of the participants at the hearings spoke directly about the objectives of the revised forest system. Most of their comments concerned the means proposed to achieve those objectives.

Many participants thought the means were insufficient given the scope of the objectives. For example, the wildlife, leisure and tourist organizations as well as the environmental groups observed that although the objectives covered all resources (“increasing resource production”), the proposals often related exclusively to the timber resource. They felt the proposed updating of the forest system did not pay sufficient attention to resources other than timber, or to the related bodies and organizations.

Overall, the participants considered the objectives themselves to be adequate. However, some comments were made concerning their scope, and several new objectives were proposed.

The forest companies thought the foundations of the system should be maintained, and that the maintenance of existing rights should be an objective in itself. They said it would be necessary to seek a balance between social, economic and environmental considerations, which in their view meant maintaining a competitive industrial sector.

Some private sector organizations, however, thought the foundations of the current forest system should be questioned, and the industry’s control over the forests reduced.

The research bodies, for their part, asked for an in-depth review of the forest system.

The leisure, tourist, wildlife and environmental organizations, together with the professional associations and research bodies, thought integrated resource management should be an objective rather than simply a means of increasing resource production. Some of these participants asked for the objectives to be ranked, since they viewed the preservation of forest ecosystem viability as a mandatory basic condition rather than just another objective, for example.

The research bodies and professional associations thought the question of developing and disseminating knowledge on the biophysical and socio-economic aspects of the forest as well as on forest management and development should be raised to the level of an objective.

The private sector representatives and some leisure, tourist and wild-life organizations asked for sustainable management objectives specific to the private woodlot context.

The forestry workers, individual participants and some municipal authorities found it difficult to understand why the forest system review did not consider the question of job maintenance and creation, job enrichment and improved working conditions since they consider these matters to be vital objectives.

Some local and regional players wanted the objectives to take the inhabited forest concept into account.

The industry came down in favour of increased participation by local and regional communities and institutions in the forest management process. It also agreed that everyone involved should consider the need for transparency when playing their roles. However, it emphasized the necessity of defining roles and responsibilities clearly. Every player should accept its own economic, social and environmental responsibilities, and be accountable for its actions and decisions. In fact, the industry considered transparency not as an objective but as a basic condition for sound and reasonable use of the forests.

Most participants considered the objective of increasing the spin-offs from forest development at the local and regional levels as well as in the Native communities to be primordial. Most of the local and regional players thought the regions did not receive their fair share of stumpage dues to allow them to increase forest management activities. The forest companies, for their part, thought the spin-offs could only be increased by maintaining current activities and jobs, and by adding new activities to generate new wealth and new jobs. With respect to a fair return for the Government, the industry thought all spin-offs from wood use (taxes, tax-related issues, transfer of social programs, etc.) should be taken into account.

Furthermore, several forest companies thought the changes to the forest system should facilitate the forest management certification process.

Finally, the industry thought the Government should review its commitment in the forest sector, relax its legislation and regulations, and trim its administrative framework.

OBJECTIVE 1

RESPECTING THE VALUES OF THE POPULATION AND SATISFYING ITS NEEDS

The ministère des Ressources naturelles propose to adopt measures that will allow the general public and the communities or their representatives to become involved in establishing forest conservation and development objectives. The measures must also enable local and regional features and priorities to be taken into account when preparing policies, programs and standards.

1A

Participation by the population, the communities, Native people and local or regional institutions in the forest management process

As manager of the public forests, the Government is required to make decisions that take into account the concerns and priorities of the population. This consideration must be visible through all its actions. The same obligation is also incumbent on the holders of rights in the forests.

O R I E N T A T I O N

For forest management to be sustainable, the general public, institutions and companies must be able to participate in the process. The value of their participation is linked intrinsically to the quality of the information made public on forest management issues, as well as on the constraints and rules governing interventions by the various parties.

Accordingly, the Department's priority is to improve the quality of the information given to people who wish to take part in the public forest management process. The Department also intends to improve the means for such participation, and to ensure that everyone views its importance equally.

A range of measures was proposed to achieve these goals.

1 INFORMATION ON FOREST MANAGEMENT AND PROMOTING AWARENESS OF SUSTAINABLE MANAGEMENT

MEANS PROPOSED

The communities are unable to participate fully in the forest management process due to a lack of information on the main forest-related issues. The general public, its institutions and the Native communities all asked for the same thing: better information on public forest management activities. In addition, they thought more collective awareness was needed on sustainable development issues.

It was therefore proposed that the public right to information be included in the *Forest Act*, that awareness-raising activities for sustainable forest management be developed and introduced, and that municipalities and Native communities be better informed of the different aspects of forest management.

PARTICIPANTS' COMMENTS

Most of the people and organizations consulted agreed with the need for proper public information. However, the forest industry did not think the public's right to information should be included in the *Forest Act*, since it is already covered by the *Charter of Human Rights and Freedoms* and the *Act respecting Access to information*. However, due to the problems of applying the *Act respecting Access to information*, some regional bodies, including municipal representatives, supported the Department's proposal to include the public's right to information in the *Forest Act*. They asked for particular emphasis on information on harvested volumes of wood.

Generally speaking, the interest groups were in favour of public awareness-raising activities on sustainable forest management. They also felt it was desirable for the municipalities and Native communities to be informed about the different aspects of forest management. The forest industry, for its part, emphasized the fact that as manager of the public forests the Government was responsible for these aspects. Some organizations already involved in research, education and public awareness-raising asked for recognition, funding and official mandates in this area. Some private sector organizations suggested information and consultation sessions on land and resource management, while the Native communities asked for recognition of their own knowledge. Some suggested an awareness-raising program on Native rights for forest managers and forest companies. Not only did the Native communities want to be informed about forest management issues, but they asked for new joint management mechanisms that would allow them to become involved in the decision-making process.

2 DEFINING NATIONAL AND REGIONAL ORIENTATIONS

MEANS PROPOSED

The public forests are a national heritage that must be managed and developed in the best interests of the population. To ensure that the values and needs of the communities are upheld, the Department proposed that it should work with them in order to establish national and regional orientations for forest development and to determine the forest management results that should be reached.

PARTICIPANTS' COMMENTS

All the organizations consulted were in favour of establishing national and regional orientations for forest development and of determining the forest management results that should be reached, in cooperation with the communities. Almost all the interest groups wanted to be involved in this process. Some recommended the creation of a regional structure for this purpose, while others thought it would be better to use existing structures.

3 ESTABLISHING CONCERTATION MECHANISMS

MEANS PROPOSED

Logging operations and forest management activities can have major impacts on the development and use of other forest resources.

To ensure that the various needs and interests involved are considered, it was proposed that concertation mechanisms be established for forest management planning activities in the inhabited forest and, eventually, in all common areas.

PARTICIPANTS' COMMENTS

The vast majority of the forest companies were in favour of creating concertation mechanisms for planning forest management activities. They thought they themselves should be responsible for developing those mechanisms, according to the specific conditions of each situation, and in compliance with the following principles:

- every group should be responsible for its own actions and decisions as well as for the consequences of its claims, and it should be held accountable;
- the holders of rights should be able to agree on harmonization measures enabling them to exercise their respective rights simultaneously;
- all users and holders of rights must be able to fulfil their obligations and to contribute fairly to the cost of planning and carrying out forest management activities, especially those related to forest roads;
- the rights granted to timber supply and forest management agreement holders should not, in any circumstances, be called into question, and the holders of such rights should continue to fulfil their forest management planning, realization, control and monitoring responsibilities.

Most of the individuals and organizations consulted said they would like to be involved in forest management from the beginning of the plan preparation process. Many recommended the creation of concertation tables in the common areas, while others suggested using the regional sector-based tables for this purpose. Some regional county municipalities offered to help implement and oversee the tables.

Most of the participants at the hearings said a less sector-based approach by the Government would reduce conflicts between forest users and promote a better awareness of the various forest resources. Some suggested bringing together all forestry, wildlife and land-related aspects under the authority of a single Government department. Others asked for better coordination by the departments involved in integrated resource management.

The Native communities wanted to be involved in the preparation of forest management plans. They also asked for their ancestral rights, their needs and traditional values to be respected, and proposed that measures to harmonize their traditional activities with forest company activities be incorporated in the *Regulation respecting standards of forest management for forests in the public domain*. Finally, they asked for their agreements to be given official legal status.

A large number of organizations related to private forests, together with some other participants, thought responsibility for preparing and applying forest management plans should be entrusted to third parties specialized in integrated resource management and development, provided, that they do not own processing mills. Some participants even thought that timber supply and forest management agreements should be granted to these third parties rather than to mill owners.

A number of wildlife organizations proposed that all the players should work together to draw up integrated forest resource management plans. Others wanted to play an active role in the forest planning process in wildlife management areas (ZECs). A further recommendation concerned the adoption of a knowledge transfer and training mechanism for integrated management players and private woodlot owners.

Generally speaking, the participants were in favour of mandatory concertation, but did not think the process should be regulated by law. They felt it was up to the community to establish the process, based on its own specific needs. Most of the national organizations (professional associations, municipal representatives, etc.) wanted to be involved in the creation of concertation mechanisms. Several interest groups, especially wildlife organizations and municipal representatives, felt the government should provide technical and financial assistance to concertation, so that all stakeholders could take part. Some professional associations asked for their members to be involved in their respective fields. The forest industry thought the Department should clearly define the roles, rights and obligations of every stakeholder, and ensure that the “user pays” principle is applied. Lastly, a number of Native communities thought they were concerned the most by forest management issues, and should therefore be able to voice their opinions before a consensus is sought among stakeholders whose Government-granted rights infringe on Native rights.

4 CONSULTATION MECHANISM TAILORED TO THE NEEDS OF THE NATIVE PEOPLE

MEANS PROPOSED

The Native people carry out their traditional activities in the forests. The Government and the forest companies are being asked increasingly to consider Native values and involve Native people in the management and use of forest lands and resources.

It was therefore proposed that a consultation mechanism more suited to the needs and values of the Native communities be developed and introduced.

PARTICIPANTS' COMMENTS

Generally speaking, the Native communities wanted their own consultation mechanisms and information processes. Many of them thought the Department's proposal was insufficient, and asked that the way in which they are involved in the forest management process be changed. Overall, they were critical of the failure of the Government and the forest companies to take into account Native needs and interests. They wanted to be involved in forest management decisions, and asked for the new forest system to expressly recognize their special status, culture, titles, rights and values. They proposed a variety of ways of adapting the consultation mechanisms to their needs:

- allowing interaction from the initial plan design phase;
- simplifying and translating documentation;
- increasing the time set aside for consultation;

- providing the communities with the human and financial resources they need;
- introducing an intermediary structure between the agreement holders and the communities or providing proper support;
- appointing an independent organization to be responsible for holding public hearings.

Most of the forest companies supported the proposal to establish a concertation mechanism better suited to the needs and values of the Native communities. However, they did not want such a mechanism to have a legislative framework. Some suggested the creation of a fund to promote forest activities involving both the industry and the Native communities. Others thought the fact that Native land claims had not been settled would complicate the consultation mechanism. Some municipal representatives said they thought the consultation process should be orchestrated by the regional county municipalities or the Department's management units.

5 CONSULTATION ON THE GRANTING OF NEW RIGHTS

MEANS PROPOSED

The municipalities and Native communities wanted to be involved in decisions concerning the use of timber from the public forests. Various forest sector players and members of the general public asked for more transparency in forest management.

To ensure that the economic and social interests of the communities are protected, it was proposed that regional and Native communities be consulted before new rights are granted in the forests.

PARTICIPANTS' COMMENTS

The Native communities said their assent should be a mandatory condition for the allocation of new rights in the forests.

Some municipalities wanted to play a more active role in timber allocation decisions, and recommended that the allocations be granted after concertation.

A number of maple syrup producers wanted to be involved in the process of granting sugar bush management permits.

Finally, some forest companies were against consulting regional and Native communities before granting new rights in the forests, while others were in favour of creating a regional committee to analyze requests for timber allocations. Generally speaking, the forest industry was adamant that current rights and the rules governing them should not be called into question. It said the consolidation of existing mills should continue to be a criterion for the allocation of new rights.

6 PUBLIC INFORMATION AND CONSULTATION PROCEDURE

MEANS PROPOSED

Inconsistencies in the way the general public is informed and consulted in connection with forest management plans have resulted, among other things, in a very low level of public participation. Participants also mentioned that management plans are extremely difficult to understand. The Department thus proposes to improve the public information and consultation procedure in connection with forest management plans, in particular with regard to the promotion of the events and the simplification of technical contents.

PARTICIPANTS' COMMENTS

Everyone concerned agreed with the proposal to improve the public information and consultation procedure in connection with forest management plans. They also agreed on the need for better quality information and more accessible plan content.

Some wildlife, leisure, tourist and environmental groups wanted to be consulted automatically on forest management plans, as is the case for the regional county municipalities. They also asked for public consultations to be advertised more extensively, so that interested groups could participate. Some professional associations wanted their members to be able to contribute in their own fields of expertise. Most participants asked for consultations to begin in the first stages of the planning process.

The municipal community wanted its own role and responsibilities to be strengthened, and some municipal players were willing to act as unifying agents. Regional county municipalities thought they would be better able to fulfil their advisory responsibility if they could count on the services of forestry specialists, and asked for funding for this purpose. Some educational and research organizations suggested that an independent body be appointed to promote consultations and simplify plans.

Finally, the forest industry did not want the information and consultation process to be regulated. Some companies thought that informing and consulting the public are mainly the Government's responsibility, while others thought it was up to the companies themselves to organize the consultation process and adapt it to each specific situation. The other participants want the Department to be involved throughout the process and provide a kind of framework.

7 DELEGATING MANAGEMENT RESPONSIBILITIES

MEANS PROPOSED

Some rural and Native communities have asked to play a more extensive role in the management of public forests.

It was therefore proposed that agreements be signed to allow public forest management activities or responsibilities to be entrusted to municipalities and Native communities.

PARTICIPANTS' COMMENTS

Most of the participants concerned were unenthusiastic about this proposal, or had serious doubts about its potential benefits. The technical and financial capacity of the municipal authorities to take on public forest management activities and responsibilities was questioned. In addition, no consensus was reached on the level to which the work should be delegated – regional county municipality, municipality, or integrated resource management partner group – or the type of responsibilities to be delegated. Several proposals were made, including joint management, concertation, and limiting delegation to intramunicipal public lands.

However, several national associations (professional associations, municipal representatives, etc.) were in favour of entrusting management responsibilities to regional authorities on a voluntary basis, in compliance with the goals of sustainable management and within the framework of clear agreements. They thought decentralization and accountability were the mainsprings of real and enhanced community participation in the forest management process.

The municipalities thought the necessary financial resources should be provided along with the delegated responsibilities. At the very least, the municipalities wanted their role to be strengthened and defined more clearly, and they asked to be consulted on resource management issues. Some of the regional county municipalities thought the principle of delegation should apply to all forest resources, and that delegation should take place at their level. In fact, they thought the municipalities did not have the human and material resources required to tackle the task, and were not high enough in the decision-making chain to be able to accept responsibility for forest management. Some regional county municipalities felt delegation should be permitted at least for intra-municipal public land not covered by timber supply and forest management agreements. Others insisted on being involved in decisions concerning the management and development of the public forests.

The Native communities, for their part, claimed priority rights, and asked to be able to address the government on an equal footing. They thought the reallocation of responsibility should be discussed at central land negotiation tables, and did not want responsibilities to be delegated to regional county municipalities at the expense of the First Nations. They also felt the First Nations should be informed and consulted before any changes are made to forest management practices on claim lands. Lastly, they said the legal and contractual obligations of delegation should provide for the involvement of Native forestry committees.

Finally, the forest companies do not want the Department to entrust municipalities and Native communities with forest management activities or responsibilities. They said it would be better to improve the rules and processes governing community participation in forest management, especially in the case of the Native communities. They thought that making municipalities or regional county municipalities responsible for forest management and logging activities would be prejudicial to competent companies, and hence to employment, and would benefit non-viable companies. Several industry representatives were also opposed to a transfer of responsibility to the Native people until all land claim issues had been settled. Others were in favour of delegating responsibility on Indian reserves or equivalent territories, but nowhere else.

If the Department did decide to delegate certain responsibilities, the industry asked for the following conditions to apply:

- the assignees must be fully aware of the rights and obligations of the holders of rights and their role must be clearly defined;
- only assignees that have proved their competence may be entrusted with new responsibilities;
- delegation of responsibilities must result in less heavy administrative requirements and reduced costs for both the industry and the Government;
- in all cases, inter-region equity must be guaranteed, and methods must be standardized throughout Québec;
- some responsibilities, such as the allocation of timber volumes, have province-wide repercussions and should therefore not be delegated;
- the delegation process should take into account the assignee's ability to assume the new responsibilities. Assignees will be required to account for their actions and decisions, and will be held liable for the consequences;
- the decisions taken by the assignees will call the State's accountability into question;
- where the assignee fails, the State must be able to take over and carry out the delegated activities or responsibilities;
- delegation should not affect the supply guarantees of timber supply and forest management agreement holders.

1B

Increasing the spin-offs from forest development at the local and regional levels as well as for the Native communities

Forest development must bring benefits for the population, and those benefits must be enhanced and diversified.

ORIENTATION

For forest management to be sustainable, access to forest resources must be extended to allow individuals, companies, municipalities, Native communities and other interested parties to become involved in forest management and benefit from the direct and indirect spin-offs.

The Department intends to increase the spin-offs from forest development at the local and regional levels by promoting increased production of a broader range of goods and services. The Department also intends to extend access to public forest lands and resources.

A range of measures was proposed to achieve these goals.

1 USE OF FOREST LANDS FOR PURPOSES OTHER THAN TIMBER PRODUCTION

MEANS PROPOSED

Optimal use of forest resources will increase and diversify the production of forest-related goods and services, and will lead to additional economic spin-offs for the communities.

It was therefore proposed that the use of forest lands for purposes other than timber production be encouraged.

PARTICIPANTS' COMMENTS

Generally speaking, various interest groups agreed that the forests should be used for purposes other than timber production.

The municipal authorities asked for incentive measures to promote the development of other forest resources.

Several private sector stakeholders thought the continuation of existing rights would lead to an imbalance work in favour of the industry and delay the introduction of a truly integrated forest resource management system.

Several comments were made on the question of maple syrup production in the public forests. Some maple syrup producers, supported by private forest sector representatives, asked for a policy to protect and develop the maple production potential of the public forests. They were in favour of a fairer sharing of resources in areas covered by timber supply and forest management agreements. Some thought agreements to this effect should be negotiated with the forest companies. The regional county municipalities and municipalities asked for a moratorium on logging in maple groves, as well as new measures to reconcile the various forest uses.

The Native communities, for their part, wanted Québec to adopt concrete measures to promote agreements on forest resource development. They asked for their share of the economic spin-offs from activities carried out on their ancestral lands, and also demanded the introduction of measures to promote the development of Native projects in new niches.

Furthermore, the forest industry was in favour of developing resources other than timber in areas covered by timber supply and forest management agreements, but on certain conditions. For example, existing rights must be respected, the allowable annual cut must be maintained, and the cost of integrated management must be shared. However, it was against changing the designated purpose of the land, especially if such a change would not generate additional economic spin-offs. Where land is reserved exclusively for the production of a resource other than timber, the industry suggested that the Government should promote and finance increased production on residual lands, so as not to affect allocated volumes and compensate for lost volumes or areas.

Finally, the industry asked the Government, before granting any new land, wildlife, forest or other rights, to ensure that this would not cause further activity integration problems for timber supply and forest management agreement holders, or between agreement holders and the holders of other rights. Some companies wanted to be consulted before new rights were granted. Others suggested clear zoning that would distinguish between priority uses and permitted uses. Lastly, other companies thought measures should be introduced to harmonize users' activities and divide costs fairly.

Many forest workers were afraid that the use of the forests for purposes other than timber production would lead to a drop in timber supplies, thus threatening jobs.

2 EXTENDED ACCESS TO AVAILABLE TIMBER VOLUMES

MEANS PROPOSED

Every year, the volumes of timber harvested, including those allocated by agreements, are less than the volumes available. Consequently, the economic and social spin-offs are not optimized.

It was therefore proposed that access to the volumes of timber available in inhabited forests be extended to individuals, companies or other bodies that do not have wood processing plant permits.

PARTICIPANTS' COMMENTS

Representatives of the private producers, on the other hand, were in favour of the Department's proposal. Some said private forest managers obtained better yields, and it would therefore be desirable, in inhabited areas, to privatize part of the public forest, confirm the termination of rights previously granted to timber supply and forest management agreement holders, and subject timber sales to joint plans.

Some Native communities asked for a percentage of timber volumes to be reserved specifically for them, in order to promote their economic development.

The Conférence des coopératives forestières said that extending access to available timber volumes would be beneficial if the additional volumes allocated permitted to consolidate forest cooperatives.

Some of the municipal authorities supported the Department's proposal, while others were in favour of consolidating existing mills or creating new ones. However, the proposal's feasibility was questioned, due to the small volume of timber available. The authorities in question also thought timber should be processed in the region in which it is harvested.

Other participants, including wildlife, leisure and tourist, organizations, suggested allocating available timber volumes to companies manufacturing high value-added products or optimizing, processing of the resource. They also recommended that the criteria used to allocate timber should be clearly defined, then publicized, and that the possibility of granting forest management contracts should be extended to all public lands.

Most forest companies strongly object to allowing individuals, companies or other bodies without wood processing plant permits to have access to available timber volumes in inhabited forests. They consider were that such a measure would reduce the industry's competitiveness and favour job substitutions, rather than the creation of new jobs. The companies also thought available volumes should be estimated every five years, rather than annually. Annual estimates prevent the companies from maintaining the flexibility they need to deal with periodical market fluctuations.

In the industry's opinion, new timber rights should be allocated to consolidate existing mills. Priority should be given to timber supply and forest management agreement holders that have invested in the forest, helped improve forest yields and increased the added value of their products. The industry also thought available timber volumes should not be sold through joint plans or by auction.

3 APPROVAL OF INHABITED FOREST PROJECTS AND MANAGEMENT OF FUNDS BY REGIONAL COMMUNITIES

MEANS PROPOSED

If the communities were able to participate more fully in forest management and development decisions, it would be possible to really orient land and resource development according to their needs and aspirations.

It was therefore proposed that regional communities be given the power to approve inhabited forest projects and manage the funds available to promote project startups.

PARTICIPANTS' COMMENTS

The Department's proposal that regional communities be given the power to approve inhabited forest projects and manage the funds available to promote project startups generated a number of comments concerning the application of the inhabited forest concept.

Some private forest representatives thought the adoption of an inhabited forest policy was important for rural development, while others felt it would be more realistic to incorporate the principles of the inhabited forest concept into the forest system. Many of this group maintained that the implementation of the concept depended on privatization of some public lands, and that it would lead to the creation of viable production units. They also thought that the implementation of the concept would necessitate abolishing the rights granted to timber supply and forest management agreement holders in inhabited areas. Furthermore, they wanted the timber from inhabited forest areas to be marketed under joint plans.

Some joint management organizations suggested redefining public forest management methods so as to be able to make specialized organizations responsible for management activities, while maintaining the rights of timber supply and forest management agreement holders to the volumes allocated.

Some regional agencies for private forest development said they would like to participate in the approval of inhabited forest projects.

A number of municipal authorities asked for the adoption of an inhabited forest policy. They believed that the application of the concept is incompatible with the rights granted to timber supply and forest

management agreement holders. Some thought blocks of intramunicipal land should be transferred to the regional county municipalities. Other municipal stakeholders thought the regional county municipalities should be the ones to approve inhabited forest projects as well as to manage the funds available to promote project startups and that they should also have the resources they need to fulfil these duties properly. Available funds should also be used to support the municipalities, in particular by creating a forest round table and by making forest-related information easier to understand.

Some participants said the Government should create a local multiple resource fund out of forest dues. The fund would be managed by forest users, and would be used to support all kinds of forest-related work.

Most of the wildlife, leisure and tourist organizations felt the inhabited forest concept and the areas to which it applied should be clarified. Some even asked for a moratorium on all projects until the concept and partnership formula are clearly defined. A number of participants, mainly from the wildlife sector, were firmly against the inhabited forest concept, fearing among other things that the projects might lead to a form of wildlife resource privatization.

Finally, some forest companies disagreed the inhabited forest concept, saying it was prejudicial to the interests of timber supply and forest management agreement holders. They were afraid of losing their land bases, and believed inhabited forest projects would lead to job displacement, not job creation. Others felt the concept needed to be clarified, and said that the respect of existing rights should be a basic condition for its application.

Opinions were divided as to which body should be responsible for approving projects and managing funds. Some regional development boards thought the local development centres should play a leading role in supporting resource development priorities. Certain participants also mentioned that the regional communities should have all the information and training they need to make informed decisions, while others felt it should be left to the municipalities to manage the funds and approve projects, with the support of the regional county municipalities.

Some wildlife sector representatives were concerned about the effects of the *Forest Resource Development Program* on regional approval for projects, especially those related to the inhabited forest concept. Others did not want the regional county municipalities to be responsible for fund management and project approval. Most of the wildlife, leisure and tourist organizations asked for a review of the funding criteria, and for depoliticization of fund allocation under the *Forest Resource Development Program*. They felt this would lead to better use of the money available, and promote research, management and knowledge acquisition projects based on integrated resource management.

Several organizations thought the *Forest Resource Development Program* had resulted in a significant increase in local and regional spin-offs. The program's long-term survival should be guaranteed, and its budgets increased. On the other hand, its terms and conditions should be made more flexible, to take into account the priorities and needs of the regions.

OBJECTIVE **2**

PRESERVING THE VIABILITY OF FOREST ECOSYSTEMS

The ministère des Ressources naturelles has proposed to implement measures and mechanisms that will help preserve the diversity of forest ecosystems and species. It intends to protect ecosystems, in order to maintain or even increase the benefits derived from their conservation and their development.

2A

Conservation of biological diversity

As manager of the public forests, the Department must ensure that forest management activities are respectful of biodiversity.

ORIENTATION

The adoption of silvicultural practices favourable to the conservation of biological diversity in developed forest areas constitutes a priority for the Department. The Department also intends to grant special protection to exceptional, representative and fragile forest ecosystems, and those sheltering vulnerable or threatened species.

A range of measures was proposed to achieve these goals.

1 GENERAL ASPECTS

Québec has adhered to the Convention on Biological Diversity, and has prepared its own implementation strategy for the convention. The Department has undertaken to help establish a network of protected areas representative of forest ecosystem diversity, and to prepare specific forest management measures for areas peripheral to certain protected areas. It has also been involved in the implementation of a program to protect vulnerable or threatened forest species.

In addition to the measures contained in the *Regulation respecting standards of forest management for forests in the public domain* and the Forest Protection Strategy, the Department has undertaken to develop indicators of changes in biological diversity, perfect knowledge of the effects of forest management practices on the conservation of biological diversity, and develop conservation measures for exceptional forest ecosystems.

PARTICIPANTS' COMMENTS

Generally speaking, the forest companies thought the measures and policies introduced to date by the Government and the Department had played a significant role in maintaining biological diversity. On the other hand, the wildlife organizations and environmental groups felt the current measures were insufficient, and some even went so far as to say that no concrete steps had been taken to protect biodiversity. However, all participants agreed on the need for more research & development.

2 EXCEPTIONAL FOREST ECOSYSTEMS

MEANS PROPOSED

In recent decades, and especially since the early 1990s, new environmental demands have been made at the international level. The prospect of declining biological diversity is viewed as a definite threat, and as a result, old-growth or rare forest and those sheltering vulnerable or threatened species have become focal points.

In the updating of the forest system, it was therefore proposed that legal recognition be given to exceptional forest ecosystems, that a conservation strategy be developed for exceptional forest ecosystems in the public domain, and that measures be introduced, in conjunction with the bodies concerned, to promote the conservation of exceptional forest ecosystems in private woodlots.

PARTICIPANTS' COMMENTS

All participants agreed that exceptional forest ecosystems should be legally recognized and protected. The forest companies and representatives of the private forest sector wanted to be involved in this process. They also asked for compensation (by way of money, taxes, volumes or land exchanges) if the protective measures had the effect of reducing their timber volumes or logging areas. The forest companies also suggested the holding of regional consultations and the granting of legal status by Government order for exceptional forest ecosystems. In agreement with the private sector representatives, they also recommend involving the regional agencies for private forest development in the application of protective measures put forward for exceptional forest ecosystems.

Most of the interest groups consulted asked for information on the criteria that will be used to establish the exceptional nature of ecosystems before the adoption of regulatory protective measures. The wildlife organizations were concerned that the criteria did not include any wildlife-related elements.

Some forest companies said reductions in supply territories should be considered only as a last resort, while others suggested interventions aimed at maintaining the exceptional nature of designated forest ecosystems, since the features that made them exceptional are subject to deterioration.

Some participants, including the forest research bodies, municipal authorities and forest companies, said conservation strategies and methods should take specific regional features into account. For example, in regions such as Abitibi, where old forests are not rare, some researchers suggested that these ecosystems be regarded as an integral part of the natural mosaic, to be maintained as part of a sustainable management strategy, rather than as exceptional elements of the boreal forest requiring strict conservation measures.

The wildlife, leisure and tourist organizations believed that protection initiatives should not be focused solely on exceptional ecosystems. Instead, they proposed that ecosystem and general biodiversity conservation measures should apply to the territory as a whole.

Lastly, some Native communities thought it was necessary to protect certain ecosystems of particular interest to the Native people, or those the Native people regarded as “threatened”. Some Native representatives asked for their ancestral lands to be given legal status as exceptional areas.

3 A SILVICULTURAL APPROACH AT THE LANDSCAPE LEVEL

MEANS PROPOSED

In natural environments, plant diversity depends not only on physical and climatic characteristics such as soils, topography, water and so on, but also on natural disturbances. On a vast area, all these factors combine to create a forest mosaic characterized by a specific plant composition, different development stages, a particular spatial layout, etc. The lives of animal species are closely tied to the plant community, and in some cases may be dependent on the ecosystem mosaic. The Department must ensure that diversity is maintained at this level.

It was therefore proposed that a silvicultural approach at the landscape level (hundreds of km²) be developed in areas under management, and that its applicability be verified.

PARTICIPANTS' COMMENTS

The forest companies did not object to a silvicultural approach at the landscape level, but they wanted it to be introduced gradually, on the basis of land access and logging sequences planned to standardize forest age categories. Some industry representatives underscored the lack of debate on the impacts of this method for society as a whole, and were wondering who would pay the cost.

Some educational and research bodies thought the application of the silvicultural approach at the landscape level should be admissible as payment of dues, while others emphasized the need to develop an approach more suited to the specific features of the hardwood zone.

The other participants did not voice their opinions on this proposal.

4 OLD FORESTS

MEANS PROPOSED

Old or overmature forests are ecosystems that have acquired their own particular structures and compositions over the years. The survival of some species depend on these habitats, and it is therefore essential to ensure that at least some of them are preserved, in order to maintain biodiversity.

Accordingly, it was proposed that the importance of old forests for biological diversity be assessed, and that objectives, orientations and forest management practices be adapted, if necessary.

PARTICIPANTS' COMMENTS

This proposal generated very few comments. The forest companies were in favour of research. They said concepts such as the West coast cathedral forests would have to be validated scientifically before being applied in Québec. The research and environmental groups, among others, wanted a certain percentage of old forests to be exempted from forest operations. Lastly, in areas with large areas of old forests, such as the North Shore, for instance, some forest companies asked for an assessment of the consequences of the proposal for forest operations.

OTHER COMMENTS ON THE CONSERVATION OF BIOLOGICAL DIVERSITY

All the Native communities believed that the new protection measures should take into account their own knowledge of both biodiversity and the effects of forest management activities on wildlife and habitats.

Some forest companies and wildlife organizations also emphasized the importance of achieving greater consistency between regulatory provisions and existing knowledge.

Research bodies, forest companies and municipal authorities mentioned the need to intensify research on the hardwood forests.

The wildlife, leisure and tourist organizations expressed concern about the preservation of landscape quality. Many of them recommended that logging areas should be designed so as to preserve visual landscape quality or increase the width of green strips along watercourses, roadways and leisure sites.

Some wildlife, leisure and tourist organizations suggested that wildlife management work, multiple resource management plans and expenses related to ecotourism should all be admissible as payment of dues.

Many participants thought the proposed updating of the forest system did not pay enough attention to wildlife and habitat concerns. For example, most of the Native participants, as well as the Association des biologistes du Québec, suggested that wildlife considerations should be included in management plans. Each management plan should include a chapter, prepared by a biologist, in which issues such as the identification and protection of the habitats of vulnerable or threatened species would be addressed, or an analysis of the impacts of the proposed forest operations on wildlife habitats would be made.

2B

Maintaining the ecological functions of forest ecosystems

As manager of the public forests, the Department is required to ensure that the ecological functions of forest ecosystems are maintained when forest management operations are carried out.

ORIENTATION

For forest management to be sustainable, the major ecological cycles must be maintained and the functions of forest ecosystems preserved. The Department thus intends to improve monitoring and control throughout the territory. It also wants to make the numerous users of the forests more accountable.

A range of measures was proposed to achieve these goals.

1 MONITORING AND CONTROL OF THE REGULATION RESPECTING STANDARDS OF FOREST MANAGEMENT FOR FORESTS IN THE PUBLIC DOMAIN AND MANAGEMENT BY RESULTS

MEANS PROPOSED

The *Regulation respecting standards of forest management for forests in the public domain* contains provisions concerning the reconstitution of the forest canopy and the protection of all forest resources. However, it seems that these provisions are not very effective and that they are not applied correctly. Moreover, timber supply and forest management agreement holders are not required to report on their compliance with the regulation. Furthermore, they have asked to be judged on the results they achieve, rather than the methods they use. This would be possible if results could be measured in the short term, and if control and monitoring costs did not increase.

It is therefore recommended that timber supply and forest management agreement holders be required to introduce control measures for their management activities, in compliance with the *Regulation respecting standards of forest management for forests in the public domain*, that they submit the results of the controls to the Department and, at its request, that they also produce the raw data on which the results are based. It was also proposed that monitoring and control mechanisms be developed, focusing on the expected results of the regulation.

PARTICIPANTS' COMMENTS

Most of the forest companies consulted thought the *Regulation respecting standards of forest management for forests in the public domain* had generated significant progress in terms of maintaining ecological functions.

Some participants, including a number of municipal authorities and Native communities, thought the standards of forest management should be reinforced to protect all forest resources. Many felt the *Regulation respecting standards of forest management for forests in the public domain* should give greater consideration to regional problems.

All the participants agreed that the normative approach to forest management should be replaced by a results-oriented approach. The private sector representatives, municipal authorities and wildlife, leisure and tourist organizations did not want the industry to be responsible for the control process. They thought responsibility for this task should be entrusted to the Department or to an external auditor. Forest companies accepted to introduce forest management control mechanisms, but wanted to work with the Department to define the objectives and indicators used in the monitoring process. Where offences were committed, the companies preferred mandatory corrective action to coercive rules.

2 IMPACTS OF FOREST PRACTICES AND DEVELOPMENT OF INDICATORS OF THE STATE AND PRODUCTIVITY OF FOREST ECOSYSTEMS

MEANS PROPOSED

Forest ecosystems, like all other environments, are subjected to certain stresses. Some are unable to regain their balance after disturbances, their functioning changes and their productivity declines in the longer term.

There are many different stress factors, including atmospheric pollutants, climatic change and human interventions, such as logging activities, for example. These phenomena are still not well understood and the knowledge available is often poorly disseminated.

It was therefore proposed that knowledge of the impacts of forest practices on the state and productivity of forest ecosystems be enhanced, and that indicators of the state and productivity of forest ecosystems be developed at the same time.

PARTICIPANTS' COMMENTS

All the participants agreed on the need to acquire more knowledge and develop indicators. The forest companies said they intended to continue to work with research bodies on these issues.

Some Native communities and wildlife organizations asked for wildlife issues to be taken into account in the process.

3 NORTHERN FOREST ECOSYSTEMS

MEANS PROPOSED

Québec's Northern forests lie between the 49th and 50th parallels, and belong to the mossy spruce stand domain. Their main species is the black spruce. Current knowledge of how these forests function and how they recover after disturbances is somewhat limited. There are concerns about the relevance of applying the same forest management practices here as in the more southerly forests.

Accordingly, it was proposed that the impacts of forest practices on Northern ecosystems be assessed, and that management objectives and practices be amended, if necessary.

PARTICIPANTS' COMMENTS

The forest companies, particularly those involved in the regions concerned, supported this proposal, but wanted the industry to be involved in the assessment. Some research bodies were worried about the effects of forest practices and natural disturbances on the future of Québec's black spruce stands and even on the species itself. They proposed a study of new conservation methods for black spruce stands, an increase in fire protection measures, and priority use of black spruce seedlings in reforestation work.

Some wildlife, leisure and tourist organizations, Native communities and environmental groups thought a moratorium should be imposed on forest operations and on all new timber allocations in the Northern forests, until more is known about the effects of silvicultural practices on these ecosystems. The Association des biologistes supported the idea of a moratorium on new timber allocations.

Lastly, a number of participants, including wildlife organizations, environmental groups, representatives of the educational and research communities, professional associations, Native communities and others, recommended that Québec's network of protected areas, be completed, especially in the boreal forest zone.

2C

Economic resource use

Economic resource use is one of the methods recommended by the Department to promote ecosystem preservation.

ORIENTATION

For forest management to be sustainable, resources must be used optimally. The Department intends to maintain its priorities in this respect, i.e. making full use of roundwood and by-products, promoting recycling, recovering residues, reducing waste and developing new technologies that will allow available resources to be used fully and economically.

Different measures were proposed to reach these objectives.

1 INDUSTRIAL DEVELOPMENT PROGRAMS

MEANS PROPOSED

The gouvernement du Québec and the ministère des Ressources naturelles have introduced a number of mechanisms and taken steps to promote economic resource use. The Department is involved in producing and disseminating economic and commercial analyses on subjects such as the recycling of secondary fibres, deinking and the use of forest residues as energy sources. It also contributes to feasibility studies for industrial projects aimed, for example, at using small-sized lumber or producing products from secondary species or timber residues.

Finally, the Department provides financial support for projects involving the development of processing techniques that are more efficient or intended for under-utilized timber categories or tree species.

It was therefore proposed that the various mechanisms introduced by the Government and the Department be maintained (industrial development fund, FAIRE Program, small sawmill adaptation program and technology mastery program).

PARTICIPANTS' COMMENTS

Most of the individuals and organizations concerned were satisfied with the methods introduced by the Department to ensure that resources are used economically.

However, the industry, the forest workers and private woodlot owners' representatives would like the FAIRE Program to be adapted to the small business context. Some research bodies suggested extending the small sawmill adaptation program to provide ongoing support for a wider client base. Some companies also thought it would be useful to publicize existing programs, while others proposed a series of less extensive programs better suited to specific regional situations. The professional associations and municipal authorities thought existing program budgets should be increased.

Many of the individuals and organizations attending the hearings thought economic timber use depended essentially on timber allocation decisions. For example, some forest companies suggested allocating timber volumes on the basis of mill performance. Other companies, and some municipal authorities, thought timber should be allocated to specific mills on the basis of quality.

The forest industry, forest workers and representatives of the private forest sector all thought that the creation of hardwood pulp mills should

be encouraged, and energy projects involving bark or other timber by-products should be supported. Several participants, including the forest companies, believe it is necessary to improve the efficiency of processing methods.

Some environmental groups and municipal authorities proposed the valorization of residues and the promotion of recycling.

The forest industry, forest workers and private woodlot owners' representatives thought improved worker training, especially in timber marking and cross-cut sawing, would help optimize timber use. Some environmental groups thought dissuasive measures were needed to limit timber wastage in the forests.

Finally, most participants at the consultations thought that additional research and development is needed to achieve optimal timber use and that new markets should also be developed.

OBJECTIVE 3

INCREASING THE SOCIO-ECONOMIC SPIN-OFFS FROM FOREST USE

The ministère des Ressources naturelles propose to improve forest production by means of the integrated development of the various forest potentials, and by encouraging the resource uses that generate the most benefits for the population.

3A

Increasing resource production

The socio-economic spin-offs from forest development will increase only if resource production also increases and resource use is diversified.

ORIENTATION

For forest management to be sustainable, maximum benefit must be derived from forest use. The Department's priority is to increase timber production and promote the use of other forest resources by managing the forest according to its potential. It also intends to develop forest management assessment tools. Monitoring mechanisms would provide input for an information system. All these tools would take into account the objectives pursued and the precise results to be achieved.

A range of measures was proposed to achieve these goals.

1 LARGE MANAGEMENT UNITS AND JOINED COMMON AREAS

MEANS PROPOSED

Timber supply and forest management agreements are granted in territories or common areas for which the allowable annual cut has been established. The allowable annual cut is the volume of timber that can be harvested year after year in a forest under management without reducing its production capacity.

However, the very large number of common areas complicates administration and this generates additional costs and might even prevent optimization of allowable annual cuts. At the same time, because of the changes to common area boundaries it is now difficult to check whether or not the allowable annual cut has been respected.

It is therefore proposed that Québec's forests be divided into large permanent management units that would be used as bases to establish socio-economic and forest-related objectives for the development of our territory. The number of common areas could also be reduced by joining some of them, after having obtained the agreement of a majority of timber supply and forest management agreement holders.

PARTICIPANTS' COMMENTS

The proposal to divide Québec into large management units and to join common areas received a mixed reception. Most participants wanted the notion of "large management unit" to be clarified, so that they could understand its scope.

Overall, the forest companies agreed with the proposal of joining common areas, provided the process takes place at the end of the five-year period earmarked for the revision of timber supply and forest management agreements, and provided existing decision-making processes are maintained. The industry also pointed out that joining common areas is not a goal in itself, but a means of helping improve forest management while maintaining the sense of belonging to an area.

Some companies, especially those with hardwood timber allocations, voiced their concern about this approach. They were worried about having to assume the consequences of their neighbours' mistakes if their historical areas were not maintained. Others did not agree with the prospect of sharing an area with other agreement holders using the same species and timber quality.

Some companies asked for a special status when they are allocated marginal species or timber qualities (peeling, poles, etc.). Such allocations could be made at the management unit level rather than the common area level.

The other participants at the hearings were worried that joining common areas would be detrimental to specific local and regional features, would remove the human dimension from the concertation process, and would complicate matters by increasing the number of people involved. Some expressed concern about the reliability of forest data on such a scale, and thought the new structure would make it difficult to check compliance with allowable annual cuts and the protection of biodiversity.

The regional county municipalities suggested basing the new boundaries on their own boundaries.

The Native communities asked for the boundaries of land reference units to be adjusted to those of their trapping areas.

In some regions, all the individuals and organizations concerned thought that common areas had already been joined, or that the current land division was adequate for forest management purposes.

Lastly, although some companies welcomed the increase in allowable annual cuts that would result from area amalgamations, some research bodies and other companies were worried about the possibility of artificial yield increases not due to improvements in forest management.

Some forest companies and forest cooperatives pointed out that available timber volumes could increase if exchanges between common areas were authorized for specific periods. Production could also be increased by developing new formulas based on the synergy between public forests and private woodlots.

2 INCREASING FOREST YIELDS

MEANS PROPOSED

It is difficult to apply the sustained yield principle to forests that have an unbalanced age structure, as is the case for many of Québec's forests. Consequently, respecting the sustained yield principle sometimes results in under-utilization of the production potential of certain sites or the available timber volumes.

It was therefore proposed that the development of management units be promoted, based on site potential and by standardizing the forest's age structure.

PARTICIPANTS' COMMENTS

Most of the participants at the hearings supported the idea of increased yields, especially on more productive sites and sites located near inhabited areas and roads. The forest companies thought the process of standardizing forest structures should be accelerated on sites where such an approach is appropriate.

Most of the Native communities agreed with the goal of increasing yields, provided their ancestral rights are upheld and their own needs satisfied. They were against development at any price, and thought the priority should be to maintain or even improve the health of the forests.

The representatives of the private forest sector felt they are particularly concerned when increased timber production is discussed. They thought the increased yield strategy should apply to the private woodlots as well as to the public forests. They also asked for legal reinforcement to ensure that the private woodlots continue to be a priority supply source.

Many stakeholders, including some forest companies and forest workers, felt it was vital to work towards producing better quality timber, while continuing to seek increased yields in terms of volume. The higher yields should be used first of all to consolidate existing companies and jobs. With this in mind, the forest cooperatives claimed that half the additional work should be entrusted to them.

The forest companies using hardwood supplies wanted the increased yield strategy to be adapted to their own situation. They also pointed out that intensive management work to produce softwood timber should not be carried out to the detriment of their own interests.

Some of the participants at the hearings, mostly forest companies and organizations related to the private forest sector, asked for increased yields to be clearly differentiated from sustained yields. Some of this group also said yield increases resulting from the methods used to calculate the allowable annual cut should be distinguished from increases obtained through additional management work.

The forest companies and forest workers emphasized the need to extend the range of work admissible as payment of dues, a step they said would encourage intensive management. Some of the work done in the private woodlots, such as intermediate thinning, for example, may also be of interest. Some forest companies and forest workers also proposed using genetically improved plants or fast growth species to increase yields.

To provide the forest workers with fair wages and to increase yields, many forest companies and forest workers thought it was vital to review the rates established for the various silvicultural treatments. Among other things, the rates in question should take into consideration the entire cost of the work (planning, access, execution, monitoring and control), and productivity studies should be carried out. Some participants thought good management practices should be rewarded by reviewing the dues payable.

Some of the companies that obtain their supplies in regions heavily affected by competing vegetation thought phytocide use should be allowed to enable them to achieve maximum yields until valid alternatives are developed.

Some individuals and environmental groups were worried that the Government, to promote increased timber production, would decide to shelve its commitment to eliminate chemical phytocides by the year 2001. Others were concerned about the impact the increased yield principle would have on biodiversity if it were applied over large areas.

The representatives of wildlife, leisure, tourist and environmental organizations were disappointed at the lack of emphasis on increasing the production of resources other than timber. They felt the range of products would have to be extended in order to create new wealth.

The same organizations and some research bodies, professional associations and individuals said the sustained yield principle should not be respected because of the increased yield principle. Part of the people in these groups feel that we should make sure the sustained yield principle is respected before we make any effort to increase yields, while the others believe that we should apply both principles at the same time. Several participants expressed concern about respect of the principle, sustained yield, asking questions about the effectiveness of control and monitoring mechanisms, among other things. Some suggested improving the allowable annual cut calculation in particular by considering the impacts of natural disturbances. They felt it was necessary to maintain a safety margin both when calculating the allowable annual cut and when making the subsequent allocations.

Some Native representatives emphasized the need to establish the forest's true potential in a sustainable development perspective.

A handful of participants suggested zoning the territory in order to establish the sectors to be managed more intensively.

3 FINANCING ADDITIONAL MANAGEMENT ACTIVITIES

MEANS PROPOSED

The current forest system does not encourage private investment in public forest management, and the Government's resources are dwindling.

It was therefore proposed that mechanisms be devised to finance the management activities required to fully develop the potentials of the forest.

PARTICIPANTS' COMMENTS

In the industry's view, private investors could finance additional silvicultural work. In exchange, they would receive an irrevocable guarantee that the additional volumes produced would be allocated to them, whether the timber became available immediately or at some point in the future.

Some forest companies and representatives of the private forest sector suggested financing increased yields out of the forest dues paid by timber supply and forest management agreements. Some companies proposed creating a personalized trust fund for each common area, to manage the reinvestment of dues in the forest. The private forest sector recommended the creation of a national forest fund.

The forest companies as well as local and regional representatives thought the dues should be spent in the regions, especially if they were used to finance forest management activities.

Lastly, a number of individuals and organizations, from the municipal community in particular, argued in favour of maintaining the *Forest Resource Development Program*, to finance increased yields or other activities aimed at developing the various resources of the forest environment.

4 ESTABLISHING FOREST YIELDS

MEANS PROPOSED

Sustained yield is achieved primarily through forest planning. Timber supply and forest management agreement holders are required to produce general, five-year and annual forest management plans, and the Department is responsible for approving them. However, this method does not allow the Department to exercise its responsibility as manager of the public forests to the full.

It was therefore proposed that the Department's responsibility for establishing forest yields and production objectives be confirmed.

PARTICIPANTS' COMMENTS

The Ordre des ingénieurs forestiers du Québec thought the Department should be responsible for establishing yields. It said the performance criteria and the means to obtain established yields should be developed jointly by the Department and the industry.

The vast majority of forest companies disagreed strongly with the idea that the Department should establish common area yields. They believe that the planning function cannot be separated from the executive function if the timber supply and forest management agreement holders are to maintain their sense of belonging, continue to be accountable and optimize forest yields.

The other participants at the hearings did not comment directly on this issue.

5 INTEGRATED RESOURCE MANAGEMENT

MEANS PROPOSED

Although integrated resource management is vital in ensuring that the best possible use is made of all forest resources, it is still marginal as an approach.

It was therefore proposed that integrated resource management be applied just in areas governed by forest management contracts, in the inhabited forests zone and in wildlife reserves.

PARTICIPANTS' COMMENTS

All participants thought it was time to apply an integrated forest resource management system.

The industry said the system should be respectful of the roles, rights and responsibilities of everyone involved. To achieve this, it recommended the application of the “user pays” concept.

Most participants other than the forest companies thought the area to which the system would apply, as proposed by the Department, is too small. Some even suggested applying integrated resource management to all the public forests. They also wanted an assurance that the organizations and individuals concerned would have real decision-making power in the new system.

The Native communities asked the Department to provide them with mechanisms and tools that would allow them to participate fully in the forest management process.

All participants, except the forest companies, were adamant that forest production objectives and plans, including the allowable annual cut calculations, should take into account all forest resources and be based on the sustainable development principles.

A number of wildlife, leisure and tourist organizations as well as municipal representatives and some forest companies, suggested that integrated management be financed out of forest dues. The wildlife, leisure and tourist organizations also suggested that the penalties paid by timber supply and forest management agreement holders for offences and the dues paid by other public forest users could be used for the same purpose. Most of the forest companies supported a proposal to make harmonization work admissible as payment of cutting dues.

Many of the wildlife organizations present at the hearings suggested including all structured wildlife territories (wildlife management areas and outfitters) in the integrated management area. Some pointed out the importance of upholding existing wildlife rights and of maintaining universal access to the forests, to provide users with quality hunting and fishing activities. Some forest companies and municipal representatives also wanted the Government to become more involved in road development and maintenance.

As was the case for intensive management, some participants, including private sector representatives and forest companies, pointed out the importance of zoning to establish the areas in which integrated forest resource management will be implemented.

Lastly, almost all participants criticized the Government's sector-based approach to resource management, and felt it was directly responsible for the conflicts related to land use.

6 CATEGORIES OF PERMITS

MEANS PROPOSED

The Department receives a large number of applications for permits not related to processing mill supplies. In its current form, the Act does not allow permits to be issued for the commercial harvesting of non-timber resources in the forests (yew, mushrooms, moss, etc.).

It was therefore proposed that the categories of permits not related to the supply of wood processing plants be reviewed in order to promote multiple use of the forest environment.

PARTICIPANTS' COMMENTS

The timber supply and forest management agreement holders did not object to the issuing of new permits, but asked to be consulted first. They also want a simpler procedure applicable to the issuing of permits for unallocated timber that had to be harvested, and for commercial firewood. They emphasized the fact that the Department alone should be responsible for managing and monitoring all these permits.

The other participants at the hearings did not comment on this issue.

7 IMPROVING FOREST MANAGEMENT PLANNING

MEANS PROPOSED

The preparation and approval process is made more difficult by the complex form and content of forest management plans, a situation that generates additional costs for both the industry and the Department. Besides, the people concerned with the implementation of the management plans also find their content to be somewhat hermetic.

It was therefore proposed that the form and content of forest management plans be improved, and eventually that their number be reduced from three to two.

PARTICIPANTS' COMMENTS

The vast majority of participants thought forest planning is one of the main problems of the current forest system. Nobody seemed completely satisfied with the current system.

The forest companies asked for an in-depth review of the framework established for forest planning activities, the production of reports and the granting of forest management permits. In their view, it must be simplified, and a more flexible and dynamic approach, better suited to the operational situation should be adopted. The companies also want the roles of everyone involved to be clarified and harmonized.

Several companies suggested ways of simplifying the current five-year and annual forest management plans, and making them more flexible. Many said one of the two plans should be abandoned, but no clear consensus emerged on this subject.

The industry did not like the fact that the Department blames the frequent modifications to the plans on a lack of competence on the part of the forest companies. It pointed out that many adjustments are inevitable because of market fluctuations, strikes, equipment breakdown and so on, and should be considered as legitimate.

Most of the forest companies thought the General Forest Management Plan should be maintained, but the respective roles and responsibilities of the Government and the industry should be clarified to simplify the preparation and approval of this document.

The wildlife, leisure and tourist organizations thought the plans were changed too frequently, and did not reflect their own concerns.

8 A SINGLE FOREST MANAGER

MEANS PROPOSED

Forest management activities are not sufficiently integrated, in particular at the planning stage. This can result in under-utilization or over-utilization of some timber qualities and tree species.

It was therefore proposed that the provisions of the Act requiring the integration of forest management activities be improved by stipulating that timber supply and forest management agreement holders must officially appoint a single forest manager, recognized by the Department.

PARTICIPANTS' COMMENTS

Most of the forest companies suggested that, rather than appointing a single forest manager, the timber supply and forest management agreement holders appoint two agents per common area, one to be responsible for coordination and the other for operations. The coordination agent would take care of planning, public consultation and the coordination of operational mandates, while the operations agent would be responsible for forest management activities in one or more specific sectors.

The companies using hardwood supplies have reservations about the idea of a single forest manager. Their concern was that the person in question would give priority to softwood timber production, at the expense of hardwood production.

Many companies were also convinced that the appointment of single forest managers would not solve all the integration problems. Some proposed other solutions, including an active search for new products and new markets for pulpwood.

Other participants, including certain environmental groups, municipal representatives and forest workers, felt the distinction between management and processing is fundamental. Hence, responsibility for preparing forest management plans and carrying out work in the forests should be entrusted to an organization entirely independent of the industry.

9 BROADENING KNOWLEDGE

MEANS PROPOSED

At the present time, the Department is unable to measure to what extent the sustained yield objective has been reached. This is due to a lack of knowledge (unclear forest survey data and insufficiently tested hypotheses

in the calculation of the allowable annual cut). Additional knowledge is also required to ensure that the right activities are carried out in the right areas and at the right time.

It was therefore proposed to include in the general forest management plan a section in which the data to be acquired would be stipulated, and to require that surveys of operations be carried out for the preparation of five-year and annual plans, and after operations.

PARTICIPANTS' COMMENTS

The industry did not feel there was any point in requiring systematic surveys. In its opinion, new data should only be sought if existing data are insufficient, for example, where a forest is very diversified. Some companies thought the responsibilities of the Department and the industry with regard to knowledge acquisition needed to be clarified.

The industry said it would be interested in working in partnership with the Department, provided their respective roles were complementary.

The other participants at the hearings did not express opinions on this issue.

10 MONITORING AND CONTROL MECHANISMS, AND COMPENSATION FOR UNSUCCESSFUL WORK

MEANS PROPOSED

Not all timber supply and forest management agreement holders systematically monitor their silvicultural work. However, information on this work is needed to check compliance with the allowable annual cut.

It was therefore proposed that timber supply and forest management agreement holders be required to adopt a reliable, standardized operations monitoring and control mechanism to allow their results to be assessed. It was also proposed that compensation be obtained from agreement holders who do not comply with the requirements concerning silvicultural treatments.

PARTICIPANTS' COMMENTS

The wildlife, leisure and tourist organizations, environmental groups and certain individual participants were concerned about some of the self-regulatory mechanisms implemented for the industry. They thought the Department should test the mechanisms in question and validate their results. The other forest users said they would like to be involved in the control and monitoring process.

Some environmental groups, wildlife, leisure and tourist organizations and municipal authorities expressed doubts about the effectiveness of the Department's control over harvested volumes.

The forest companies thought they should work closely with the Department to prepare and implement control and monitoring mechanisms for forest management activities. In their view, the mechanisms should consider the results achieved rather than the methods applied.

Some companies, especially those using hardwood supplies, were critical of the frequent regulatory amendments that make the process of executing, controlling and monitoring silvicultural work much more complex.

The industry thought it was unfair to demand compensation for failure to comply with silvicultural requirements. The current system stipulates that dues credits are not granted if the work does not meet predetermined standards. Moreover, if the work does not produce the anticipated yields, the allowable annual cut, and hence the timber allocations, are reduced. The companies are therefore the first to suffer the effects of lower yields. To remedy this situation, they suggested corrective work or, where this is impossible, compensation for lost yields in the form of additional work.

The other participants at the hearings did not comment on the subject of compensation for silvicultural work that does not meet requirements.

11 FIRE MANAGEMENT POLICY

MEANS PROPOSED

The fire protection system is not well integrated to forest management. The system has not been considered globally, as was the case for protection against insects and diseases. If the system were reconsidered as a whole, it would be possible to establish protection objectives well suited to the current forest, ecological, social and economic problems.

It was proposed that a true fire management policy be prepared that would, in particular, establish the objectives of direct control operations.

PARTICIPANTS' COMMENTS

The forest companies said they wanted to work with the Department on the preparation of a fire management policy. The Société de protection contre les feux, composed of industry and Department representatives, appeared to be the best organization to lead the process of reflection.

The other participants at the hearings did not comment on this issue.

12 PARTICIPATION IN SPECIAL SALVAGE PLANS AND REVIEW OF GENERAL PLANS FOLLOWING NATURAL DISASTERS

MEANS PROPOSED

When a natural disaster occurs, only part of the damaged timber is salvaged. In addition, although natural disturbances can have a significant impact on the allowable annual cut at the local level, the scheme established to review the allowable cut has not been clearly defined.

It was therefore proposed that following natural disasters, all timber supply and forest management agreement holders be required to take part in the implementation of special salvage plans for damaged timber. The need to review the general forest management plan whenever a natural disaster causes significant destruction in forest stands should also be clearly stipulated.

PARTICIPANTS' COMMENTS

To be able to carry out special salvage plans, the industry thought it should receive financial assistance covering all the additional expenses involved in the timber salvage operation. Such expenses would include the cost of logging, as well as transportation and processing costs.

The companies also asked for a clear and simple salvage incentive policy, as well as a less cumbersome administrative procedure for special salvage plans.

The companies responsible for common areas damaged by natural disasters are sometimes unable to salvage the timber. In such cases, some companies and forest workers said that special salvage plans should contain incentives to attract outside stakeholders.

The forest industry also thought the general forest management plan should not be revised between five-year periods, except in very unusual circumstances. It also thought the review should be made with the approval of all the timber supply and forest management agreement holders concerned.

The other participants did not comment on this issue.

3B

Optimal timber use

The socio-economic benefits derived from forest development will increase only if the processing of timber and other resources is optimized.

ORIENTATION

If forest management is to be sustainable, maximum benefits must be drawn from forest development. The Department's priority is to allow optimal use of the different forest resources.

A range of measures was proposed to achieve these goals.

1 VOLUMES ALLOCATED BUT NOT HARVESTED, AND VOLUMES NOT ALLOCATED

MEANS PROPOSED

Agreement holders who do not harvest the totality of their allocated volumes within a year are allowed to spread the unused portion over subsequent years, but not beyond the end of the five-year period after which their agreement will be reviewed. Even then, however, they cannot increase the total volume of timber harvested by more than 15 % in any one year. Furthermore, if an agreement holder does not carry out harvesting activities during a year, another plant permit holder may be authorized to harvest the timber that becomes available as a result.

Despite these measures, a certain percentage of allocated volumes are not harvested each year. These volumes could be used to satisfy new needs. At the moment, though, the Department has very little power to allow harvesting on a case-by-case basis.

It was therefore proposed to review the provisions of the Act that authorize timber supply and forest management agreement holders to delay the harvesting of unused portions of allocated timber from one year to subsequent years. It was also proposed that the sale of timber be permitted, for example by auction, for volumes allocated but not harvested, and for volumes not allocated, in areas covered by one or more timber supply and forest management agreements. Lastly, information on available timber volumes in the public forests could be published.

PARTICIPANTS' COMMENTS

The forest companies said they needed the flexibility of being able to spread unused allocated timber volumes over time, so as to face up to unexpected situations and take advantage of market opportunities. They suggested extending the period considered to five years rather than one year.

According to many companies, some of the Department's other actions have more serious consequences at the socio-economic level. Among these is the annual limit on timber harvests in public forest, to promote the use of priority supply sources.

Several of the organizations and individuals present at the hearings, including the forest companies, objected vehemently to the sale of timber by auction. The industry was firmly against this measure, which it said would adversely affect its supply security and make it more difficult to integrate forest management activities and harmonize them with the activities of other forest resource users.

Some forest companies mentioned the technical difficulties inherent in this type of marketing, particularly, since it necessitates very precise survey of the stands to be harvested.

Some small sawmill owners and forest cooperatives thought auction marketing, particularly, since it necessitates very precise survey of the stands to be harvested.

Several municipal representatives were worried that auction sales would lead to an exodus of timber from their communities.

Some representatives of the private forest sector believed that the auction approach would be effective only if it was used to sell large volumes of timber.

Lastly, the industry agreed with the idea of publishing information on available timber volumes in the public forests. The other participants at the hearings did not comment on this subject.

2 CALCULATING RESIDUAL VOLUMES

MEANS PROPOSED

The public forest is a residual source of supply for timber processing mills. The mills are first required to obtain supplies from so-called “priority” sources, i.e. private woodlots, chips, shavings, sawdust and recycled wood fibres. Currently, the residual volume that may be harvested from the public forests is reviewed once every five years. However, mill requirements may decline during this period, due to economic cycles or market trends, and as a result the priority supply sources may be under-used.

It was therefore proposed that the calculation of the residual volume be modified to take into account the average annual volume of timber used during a five-year period of application of the timber supply and forest management agreement.

PARTICIPANTS' COMMENTS

Very few participants commented on this proposal. Those who did so thought it was not clear enough for the effects to be measured.

3 EXPORTS OF CHIPS AND PARTIALLY PROCESSED WOOD

MEANS PROPOSED

Pulp hardwood (convertible into chips) is difficult to sell, and there is very little demand for forest areas where pulp hardwood species are growing. As a result, the quality hardwood and softwood species that grow in those areas are often not harvested because of the high costs involved.

It was proposed that exports of chips and partially processed wood be simplified by enabling terms and conditions to be fixed, especially with respect to volumes and duration, in order to ensure the economic development of Québec.

PARTICIPANTS' COMMENTS

The forest companies were in favour of exporting chips and partially processed wood.

The other individuals and organizations concerned, including the municipal representatives, were worried about the possible job losses they thought would result from this measure.

4 MARKETING TIMBER HARVESTED UNDER FOREST MANAGEMENT CONTRACTS

MEANS PROPOSED

The timber supply and forest management agreement is the main mechanism provided by the Act to obtain access to forest resources for processing purposes. Agreements are granted exclusively to the holders of wood processing plant permits. At the same time, the Department can promote the use of timber from the public forests by granting forest management contracts to individuals, organizations or companies that do not hold wood processing plant permits. However, the wood harvested by contract holders is not taken into account when establishing the residual volumes allocated to timber supply and forest management agreement holders, a fact that may hinder its sale.

It is therefore proposed that timber harvested under forest management contracts be taken into account when calculating the residual volume.

PARTICIPANTS' COMMENTS

Organizations related to the private forest sector were in favour of any provision that would reinforce the basic residual volumes principle which obliges processing mills to obtain their supplies in priority from sources other than the public forests.

The industry did not think it would be relevant to consider timber harvested under forest management contracts when calculating residual volumes, since such timber is cut on a case-by-case basis. On the other hand, it could be considered in long-term agreements.

5 TIMBER EXCHANGES

MEANS PROPOSED

The current rules do not allow forest companies to exchange timber harvested in the public forests, even if the exchange would optimize timber use.

It was therefore proposed that exchanges of timber between timber supply and forest management agreement holders be facilitated.

PARTICIPANTS' COMMENTS

The forest companies were in favour of timber exchanges between timber supply and forest management agreement holders, provided the Department allows them to enter freely into agreements for this purpose.

The representatives of the private forest sector were strongly opposed to this measure, which they said would encourage the use of timber from the public forests, to the detriment of wood harvested in private woodlot.

6 SUPPORT FOR REGIONAL COMMUNITIES

MEANS PROPOSED

The range of companies using and developing forest resources is not broad enough to achieve optimal resource use.

It was therefore proposed that support be given to regional communities wishing to explore possibilities for developing their industrial structure and, in cooperation with local development boards, that assistance be given for the implementation of industrial projects.

PARTICIPANTS' COMMENTS

All the individuals and organizations concerned were in favour of new measures to enrich the regional industrial structure.

However, the forest industry wanted its own views to be considered. The other players asked for clarification of the various roles, and stipulated that specific regional features should be taken into account.

OTHER COMMENTS ON THE SUBJECT OF OPTIMAL TIMBER USE

Some forest companies said timber should be allocated in priority to the most efficient mills, but this proposal did not receive unanimous support from the forest industry, far from it.

Other companies suggested reintroducing the notion of quality into timber supply and forest management agreements, to ensure that the right logs are sent to the right mills.

In an attempt to trim its regulatory structure, the Department also proposed to abolish the authorization process for new mill constructions or capacity increases at existing mills. However, several sawmills and peeling mills owners thought the Department should continue to issue authorizations, to ensure that available supply sources are taken into account.

The research organizations said that any measures introduced to promote optimal timber use should be based on more complete timber salvaging.

3C

Improving the competitiveness of Québec's industry and resource processing

The forest products industry is vitally important to the economic development of Québec and its regions. The industry exports a large percentage of its production.

However, as new producers enter the world stage and trade is liberalized, competitiveness is becoming a key element in the vigour and survival of the sector.

O R I E N T A T I O N

For forest management to be sustainable, it must be directed at increasing and diversifying the benefits derived from forest development. This means that conditions must be favourable to industrial development. The Department's priority in this area is to increase the socio-economic spin-offs from timber processing. To achieve this, it intends to speed up the development of added value products in primary processing plants, and to promote the creation and expansion of secondary processing plants. The use of leading-edge technology and the diversification of products and markets should also help maintain the industry's competitiveness.

A range of measures is proposed to reach these goals.

1 INDUSTRIAL DEVELOPMENT PROGRAMS

MEANS PROPOSED

The range of industries using forest resources is not sufficiently broad, and timber processing has not been optimized. The Government and the Department have introduced a number of programs aimed at diversifying the industrial structure and improving timber processing.

It was proposed that major investments be made, aimed at increasing added value and competitiveness. It was also proposed that the implementation of the industrial development fund, the FAIRE Program, the sawmill technology adaptation programs and the technology control program be extended. Financial incentives to encourage the development of expansion projects and the creation of new secondary processing mills should also be maintained, as should funding to research bodies.

PARTICIPANTS' COMMENTS

The proposals concerning industrial development were all focused on the maintenance of existing programs. While the individuals and organizations concerned thought this was important, many of them also felt new programs were needed.

For example, the forest industry thought new programs should be introduced to allow for better use of hardwood pulpwood, and for the optimization of industrial operations in general (promoting the development of cogeneration plants, for example).

According to some companies new allocations of commercially sought-after species should be used to consolidate existing mills, leaving the species and categories in less demand for new activities.

Other participants, including the municipal representatives, asked for a range of incentive measures to promote secondary and tertiary processing mills. Their proposals included tax measures and priority allocations for the mills in question.

Some research, wildlife, leisure and tourist organizations believed that the Government's measures to promote the competitiveness of the processing industry should be extended to the wildlife, leisure and tourist industries. They also said the Department should encourage companies to obtain environmental certification, as a way of improving their competitiveness.

Several participants, including forest companies, forest workers and organizations in the private forest sector, thought it was vital to invest in research and technology as well as in market diversification.

2 NATIONAL AND INTERNATIONAL PROMOTION

MEANS PROPOSED

It has become necessary to create a context that will allow the industries using forest resources to become more competitive both nationally and internationally.

It was therefore proposed to maintain support and funding for activities aimed at promoting Québec's forest products industry in Canada and abroad. It was also proposed that secondary wood processing plants products from Québec be promoted in the United States, and that efforts be made to improve the image of Québec forestry abroad.

PARTICIPANTS' COMMENTS

The industry did not want the promotion of secondary processing products to be limited to the United States only, and asked that foreign promotional programs be coordinated with its own advertising efforts.

The other participants did not comment on these proposals.

3D

Guaranteeing the State a fair return from the use of public forest resources

**The dues payable on timber harvested
from the public forests constitute a sale price
for a much sought-after collective resource.**

**The dues must therefore be fair
for the people of Québec,
who are entitled to demand that prices
reflect the value of the resource. They must also
be fair for the forest companies – in other words,
they must take into account variable
harvesting conditions – and also for
woodlot owners attempting
to sell their own production.**

O R I E N T A T I O N

The Department intends to maintain the principle stating that forest dues must correspond to a market price that is fair for the population, forest companies and private producers.

A range of measures is proposed to reach this goal.

1 IMPROVING QUÉBEC'S TARIFF SYSTEM

MEANS PROPOSED

Under the *Forest Act*, the rates used to calculate harvesting dues for timber from the public forests must correspond to the stumpage value of the timber. This value is established using the parity technique – that is in relation to the price of timber harvested in private woodlots.

However, since harvesting conditions differ greatly in the public and the private forests, the Department must make several adjustments in the calculation. Moreover, sales of timber harvested in private woodlots have decreased in recent years and this situation does not simplify matters. The Department must therefore consider other comparable elements to make sure that the value of the timber harvested in public forests is fair.

In addition, not all forest permit tariffs are based on the merchant value of the resource.

It was therefore proposed that studies of different techniques and mechanisms to improve Québec's tariff system should continue. A standardized tariff approach based on stumpage value could also be applied to all forest management permit holders. Lastly, it was proposed that the prices obtained at auctions of timber from public forest be used as a basis of comparison when establishing stumpage values.

PARTICIPANTS' COMMENTS

The industry thought Québec's tariff system should be improved as part of an ongoing process, and felt its own contribution was vital in this process, as regards the introduction of a standardized tariff approach for all forest management permit holders, for instance.

The industry also reiterated its objection to all forms of auctioning for timber allocated but not harvested and timber not allocated in the common areas. It pointed out that the prices obtained at auction could not be used to establish overall supply costs. In support of its argument, it said marginal acquisitions of this type would generate equally marginal profits that would in no way reflect fixed production overheads.

The other participants at the hearings did not comment on these proposals.

OBJECTIVE 4

INTRODUCING TRANSPARENT FOREST MANAGEMENT

The ministère des Ressources naturelles proposes to strengthen reporting requirements for all public and private sector players. It also wishes to clarify the roles of the Government and the various public and private stakeholders.

4A

Improving the reporting procedure

The rendering of accounts is one of the tools used by the Department to ensure that the public and private forests are managed in a transparent way.

ORIENTATION

If forest management is to be sustainable, the population must be informed of the activities of managers and the holders of rights. The Department's priority in this respect is to improve its own reporting performance and it believes the holders of timber supply and forest management agreements and forest management contracts should have the same objective.

A range of measures was proposed to achieve these goals.

1 GENERAL ASPECTS

The population is entitled to be informed about the state of Québec's forests and how they are managed (use of public funds, dividends collected, benefits obtained, compliance with legislation and regulations, etc.). Overall, the reporting procedure has been improved by the publication of various reports, but it is still made difficult by deficiencies in the Department's monitoring and information management systems.

PARTICIPANTS' COMMENTS

All the participants at the hearings thought the population was not sufficiently informed about forest management, and agreed that the information provided should be easier to understand. Most of the Native communities were particularly critical of the paucity of information made available to communities affected by forest management activities. They suggested the adoption of a communications strategy based on simple, easy-to-understand documents. They also recommended that an independent body be made responsible for the production of reviews and surveys of the state of the forests. The wildlife organizations and several other forest users thought the reporting aspect was important enough to form one of the foundations of the revised forest system. The research organizations, for their part, emphasized the importance of knowledge as a prerequisite for improved reporting.

2 ASSESSMENT FRAMEWORK AND INFORMATION MANAGEMENT SYSTEMS

MEANS PROPOSED

The forest management monitoring process could be improved. At the same time, the Government's objectives in managing the forests are not sufficiently precise, and not sufficiently well-known.

It was therefore proposed that an assessment framework be established for the forest system, based on sustainable forest management criteria, and that the Department's information management systems be improved.

PARTICIPANTS' COMMENTS

Most of the individuals and groups consulted said they wanted to be involved in defining the forest system assessment framework (objectives, indicators, etc.), and asked for the results of the assessment process to be published.

Most of the professional associations, trade unions and municipal authorities present at the hearings thought the entire system should be subject to assessment, as well as all resources, and they proposed that specialists from different fields should be involved in the process.

The industry recommended the creation of a permanent mechanism to be responsible for assessing the results of the forest system. It wanted to be involved in identifying the objectives, indicators, verification mechanisms, monitoring processes and public information tools used in the assessment framework, as well as in dividing up responsibility for the various tasks, and establishing a schedule. It also thought the framework improvement process should be an ongoing effort.

Some companies and environmental groups recommended a public environmental impact assessment of forest management programs and plans, to ensure that decisions are based on scientific information.

3 MANAGEMENT OBJECTIVES AND CONCERTATION MECHANISMS

MEANS PROPOSED

As mentioned earlier, the Government's objectives in managing the public forests are not sufficiently precise, and not sufficiently well-known. The general public and various forest sector players also want to be involved in the forest management process.

It was therefore proposed that public forest management objectives be clarified and mechanisms established to promote the participation of all the individuals and groups concerned in the process of establishing those objectives.

PARTICIPANTS' COMMENTS

All the participants at the consultation agreed on the importance of setting management objectives and introducing mechanisms to involve as broad a range of stakeholders as possible in the process of establishing those objectives. They also emphasized the need for information that is easier to understand.

The industry thought it was the responsibility of the ministère des Ressources naturelles to involve the general public, while some of the regional county municipalities thought they were better placed to do so. The research bodies pointed out that sustainable management objectives should be applicable to all public forests and private woodlots if forest management activities are to be integrated.

Some municipal authorities felt it was essential to consider the forest system updating process as the occasion of clarifying the importance of the private forest sector, so as to protect the interests of local communities. They also suggested the creation of concertation tables as a means of improving management transparency. Lastly, the representatives of the private forest sector recommended greater emphasis on timber quality.

4 REPORTING

MEANS PROPOSED

Neither the timber supply and forest management agreement holders nor the forest management contract holders are required to report to the public, even though their responsibilities increased when the *Forest Act* came into force.

It was therefore proposed that timber supply and forest management agreement holders and forest management contract holders be required to report publicly on the achievement of their public forest management objectives, and especially on their application of the provisions of the *Regulation respecting standards of forest management for forests in the public domain*.

PARTICIPANTS' COMMENTS

Most of the individuals and groups consulted agreed with this proposal, provided the assessment is carried out by independent bodies. The industry recommended the production of reports once every five years, by an independent auditor under the authority of the Government. It said the results achieved by every operating agent in a common area should be assessed, using an assessment grid prepared jointly by the ministère des Ressources naturelles and the industry. It added that the conditions for publication of the information should also be agreed between these two parties, and that the audit should be compatible with the certification processes. However, several forest companies were against mandatory public reports on the application of the *Regulation respecting standards of forest management for forests in the public domain*.

Most of the professional associations, trade unions and municipal authorities taking part in the consultation thought the impacts of a target control made by an independent audit or should be assessed. They wanted the process to be tested first, and then compared with current government controls. They also asked for reporting to be a legal requirement. The James Bay Advisory Committee on the Environment (JBACE) recommended improvements to the control and monitoring procedure, with particular attention to the execution of management plans, and suggested that all monitoring reports be made available. Some municipalities, regional county municipalities and wildlife organizations also wanted harvested timber volumes to be known and disclosed.

Lastly, the representatives of the private forest sector and most of the organizations representing the forest industry, forest workers and the forest protection community recommended the creation of a reporting mechanism applicable to the regional agencies for private forest development.

5 IMPROVING OFFENCE MANAGEMENT

MEANS PROPOSED

The obligations imposed on the State and the holders of rights should be directed more towards achieving results than towards complying with standards and rules. However, the way in which forest management permit holders apply the Act and the regulations is deficient.

It was therefore proposed that the management of offences be improved, in particular by the publication of sanctioned activities.

PARTICIPANTS' COMMENTS

The research organizations, private forest sector stakeholders and the forest industry wanted the results achieved to be given greater importance than compliance with standards and directives. The industry thought the objectives of the regulations should be defined, indicators and verification methods established, and preference given to corrective action rather than coercion. It also recommended making professionals in the forest sector more accountable for their actions.

The wildlife, leisure and tourist organizations, environmental groups, many Native communities and the municipal representatives were in favour of the publication of offences. Several Native communities added that too many court cases ended in out-of-court settlements.

Most of the forest companies were against the publication of sanctioned activities, fearing possible repercussions for the image of Québec's forestry sector abroad. Some were in favour of a comprehensive report describing the results achieved, both good and bad, while others proposed that only positive results should be made public.

Some wildlife, leisure, tourist and environmental organizations recommended proper and even mandatory training, for forest workers. They also asked for the introduction of a simple offence management system (such as an offence report), and wanted wildlife managers to be involved in supervising the territory. Some companies also asked the ministère des Ressources naturelles to exercise tighter control over illegal logging in the public forests.

6 REVIEW OF PENALTIES AND OTHER SANCTIONS

MEANS PROPOSED

The sanctions stipulated by law appear insufficient to have a real dissuasive effect on offenders.

It was therefore proposed that the penalties and other sanctions stipulated by law be reviewed in order to make them more dissuasive.

PARTICIPANTS' COMMENTS

Many of the Native communities, some private forest sector stakeholders, wildlife, leisure and tourist organizations and environmental groups agreed with this proposal. The wildlife, leisure, tourist and environmental organizations suggested to impose higher penalties, and to make sure that they are applied. They also wanted the money paid in penalties to be used to constitute a fund for land and resource restoration and worker training.

Several Native communities asked for termination of the automatic renewal process for timber supply and forest management agreements where the holders had committed offences. They also said the allocations of offending agreement holders should be reduced, and deserving holders encouraged by the granting of certain benefits.

The industry also thought the Department should have effective means of dealing with repeat offenders. It wanted penalties to be targeted, and asked for responsibilities to be clearly established, so that everyone involved would be accountable for their actions.

4B

Transparency of roles

At the same time as it is updating the forest system, the Department is also undertaking to modernize Québec's entire forest sector.

The goal of this is to create synergy in the forest sector and to provide it with a permanent, effective structure.

The structure, tailored to the context and issues of forest management, would have greater public visibility.

ORIENTATION

For forest management to be sustainable, effective structures and institutions, respectful of social values, are required. The Department, in collaboration with its partners and the community, intends to restructure Québec's forest sector in light of the different forest management issues at stake. In particular, it intends to clarify its own responsibilities and those of other public and private sector players involved in the management of forest resources.

A range of measures is proposed to reach these goals.

1 REFOCUSING THE DEPARTMENT'S ROLE ON THE BASIC FUNCTIONS OF THE STATE

MEANS PROPOSED

The departmental organization is beginning to run short of breath, for a variety of reasons. The Department now has to innovate in new fields of intervention, such as integrated resource management and sustainable forest development. The number and variety of users has also increased, imposing new management demands. The Department's new responsibilities and obligations come on top of its regular activities related to timber allocation and forest husbandry. At the same time, the Department's managers must deal with constant cutbacks in their financial resources and workforce.

It was therefore proposed that the Department's role be refocused on the basic functions of the State, i.e. studying and monitoring major socio-economic trends, defining Government orientations and policies, preparing bills and regulations (particularly concerning standards of forest management and the fixing of timber values), allocating resources and reporting.

PARTICIPANTS' COMMENTS

Most of the professional associations, trade unions and municipal authorities at the consultation reasserted the role of the Department as the representative and manager of Québec's forests. They said it should be given sufficient resources to be able to carry out its basic duties adequately (policy, monitoring, control, research, protection, reporting, collection of dues, calculation of allowable annual cut, fixing of production objectives, etc.).

The research organizations recommended that the Department should continue to exercise its responsibility of defining major problems in the forest sector, establishing regulations, preparing strategic planning and carrying out control activities. They thought the Department should be involved in forestry research as well as knowledge acquisition and transfer, in particular by providing research sector organizations with proper financing. They also thought the Department should maintain its own research unit, among other things to support the orientation of the forest system and act as a knowledge depository. Some wildlife, leisure and tourist organizations also wanted the Government to provide more knowledge-related tools.

The industry felt it was up to the Québec Government, as trustee of the public domain, to manage the public forests and their resources. This would involve responsibilities connected with territorial and resource-related knowledge, public land use, and the management of the various forest resources. The Government would fulfil these responsibilities by allocating rights over the territory and its various resources, establishing rules to regulate their use, and passing legislation and regulations to promote sustainable forest development. The industry's role would involve planning (including calculation of the allowable annual cut), carrying out forest management activities, and fulfilling control and monitoring responsibilities.

2 THE CREATION OF AN ORGANIZATION TO PROMOTE A CONSTRUCTIVE PARTNERSHIP

MEANS PROPOSED

As mentioned earlier, forest management is often sector-based, and this has led, in recent years, to the creation of a variety of tribunes and organizations, such as the forest protection corporations and the agencies for

private forest development. Without judging the performance of these various structures, their very proliferation has generated a situation in which the resources of both the Department and the forest products industry have become fragmented.

On the national stage, forest management and timber processing do not have the level of visibility they should normally receive, given the issues at stake. In addition, the population's confidence in the Department as a forest manager is limited. A review of Québec's forest sector structure has therefore become necessary. In May 1998, the Department took a first step towards reorganizing the sector by creating an independent service unit known as Forêt Québec. At the request of the Minister, a council composed of representatives of the Department, the forest industry and the private woodlot owners is currently working on a proposal for the new organization. The main function of the organization would be to support the application of the forest system, and it would also be required to promote constructive partnerships by integrating existing structures. It would be expected to demonstrate flexibility, and would be subject to high standards of transparency.

PARTICIPANTS' COMMENTS

With the exception of the forest industry, all the other groups and individuals present at the consultation said they did not have enough information on the nature, role, powers, composition and mandate of Forêt Québec to be able to make enlightened or useful comments.

Most of the wildlife, leisure, tourist and environmental organizations suggested suspending the creation of Forêt Québec and holding a debate on the subject. They asked for greater representation on the board of partners responsible for defining the new Forêt Québec structure. They did not want the Department to abdicate its control and monitoring responsibilities. If it does not carry out these tasks itself, the Department should delegate them to an independent auditor reporting either to the

Department or to the Auditor General, and should then carry out a counter-audit. These same organizations also did not want the decision-making process to be separated from the executive function. Some wildlife organizations said they were concerned that the creation of Forêt Québec would provide the opportunity for timber users to consolidate their privileges at the expense of other resource users. They wanted the Department to maintain its leadership.

Most of the professional associations, trade unions and municipal authorities present at the consultation thought Forêt Québec should be attached to the civil service. Several municipal representatives did not think the services provided by the new structure would be any better than those currently offered by the Department.

A large number of individuals from different circles (education, leisure, tourist, etc.) did not want forest management to be entrusted to a body other than the Department. They felt the Department was best able to manage the public forests, and should continue to be in charge of them. They objected to the presence of industry representatives on the Forêt Québec board of directors. Many thought the creation of a partnership between the Department and the industry would cast doubt on the Department's capacity to enforce the *Regulation respecting standards of forest management for forests in the public domain*. Given the circumstances, they thought a third party should be appointed to monitor standards.

Several participants from different sectors (municipal, wildlife, leisure, tourist, environment, etc.) felt the creation of a new body would prevent a closer relationship from being forged between the various stakeholders and the general public, and might actually lead to greater fragmentation of the forest management process. They were concerned that responsibilities and decision-making centers would be dissipated to such an extent that it would be difficult to consider all forest resources in the management process.

The industry thought the future Forêt Québec permanent organization should have the following objectives:

- ongoing improvement of the industry's competitiveness, by means of less cumbersome administrative requirements and more efficiency in forest management, less cumbersome and simpler participation mechanisms, savings reinvested in the forest, maintenance of timber supply and forest management agreements in their entirety, a form of operation that maintains access to markets, and a grouping of the various related bodies (SOPFIM, SOPFEU);
- an improved brand image for forest management in Québec, by means of clearly established Departmental powers, transparent management and reporting mechanisms.
- management by results;
- creation of a real partnership, by means of a true board of directors with decision-making powers, representatives appointed by the industry, a clear definition of financial commitments;
- industry participation in the definition of Forêt Québec's activities and responsibilities.

The industry also thought Forêt Québec should be a non-profit corporation created pursuant to the *Companies Act* or the *Civil Code*, with the industry holding at least half the seats on the board of directors. The Minister should have a right of veto. Other organizations should be able to join, provided the Department gives up one of its own seats in their favour. Forêt Québec should also be able to finance itself out of forest dues, adopt a transparent reporting mechanism, have union accreditation separate from the civil service, and be exempt from the *Public Service Act*. The industry felt the measures proposed by the Department would help improve forest management, provided a true partnership can be developed between the Department and the industry, based on the complementary nature of their respective roles. However, some companies were worried that the arrival of Forêt Québec would increase the gap between Québec, which establishes the legislation and regulations, and the regions.

3 MANAGEMENT-BY-RESULTS APPROACH

MEANS PROPOSED

The forest management and development objectives do not provide enough information on the results to be achieved. They have been translated into a range of regulatory standards, and this hinders the development of solutions adapted to specific local features. The standards in question are often based on the methods to be applied rather than the results to be achieved. Moreover, forest management activities are monitored only partially, and the process lacks transparency. Forest management itself is often sector-based and poorly integrated.

It was therefore proposed that priority be given to a management-by-results approach that is both provident and transparent, so that methods can be simplified and the responsibilities of forest users and professionals reinforced.

PARTICIPANTS' COMMENTS

All participants considered verification of results to be a priority, but also wanted objectives to be clearly defined and accompanied by firm performance indicators. Besides, some research sector stakeholders are worried about the long term results assessment.

Many of the representatives from the educational sector, wildlife organizations, research bodies and the forest industry said management by results should lead to a form of management more suited to specific regional and local features, with greater flexibility for forest managers. They thought forestry professionals from the public and private sectors should be more accountable for their actions. The professional associations, trade unions and regional authorities emphasized the need to create a working framework and mechanisms that would allow forestry professionals to make maximum use of their expertise.

Most of the participants at the consultations remarked on the lack of integration in the forest resource management process. Some recommended better interaction between the government departments concerned, while others suggested bringing together all forest resource management activities under the authority of a single department. Several wildlife organizations asked for better management tools, to allow for improved coordination between the different forest users. The private sector stakeholders thought the private forest sector should be involved more closely in the overall forest management process.

In the industry's opinion, market globalization will force the entire forest sector to adjust. It asked for the roles and responsibilities of the various stakeholders (ministère des Ressources naturelles, companies, Forêt Québec and other users) to be clarified. Finally, if the Government hands over management responsibilities to a regional body, the industry wanted a clear explanation of the elements delegated, and thought the body in question should be entirely accountable for its actions.

GENERAL COMMENTS *

* This section presents comments not related to specific objectives.

Comments on the updating of the forest system

1 RESEARCH, DEVELOPMENT AND TECHNOLOGY TRANSFER

Many participants at the consultations were surprised that research, development and technology transfer had not been addressed separately in the review of the forest system. The research bodies thought it was vital to clarify the roles of the various players, and to publicize the methods used to achieve the goals. They thought the *Forest Act* should contain real incentives for developing research.

Several individuals and organizations asked the Government to coordinate the work of the various players, and to stimulate their commitment.

Several regional organizations wanted research budgets to be decentralized. Some forest companies thought priority should be given to local research focused on the imminent needs of the industry – for example, research to identify ways of reducing fibre costs.

Some forest companies and stakeholders of the private forest sector thought research and development should focus mainly on the results of silvicultural work yields and the maintenance of productivity as part of a more intensive management approach. Some research and educational bodies thought priority should also be given to research on multiple resource approaches. The research bodies also asked the Department to stimulate research on the socio-economic aspects of the forest.

2 THE PRIVATE FOREST SECTOR

The stakeholders of the private forest sector thought the forest system review did not give sufficient consideration to the specific aspects of the private woodlots. They said they were once again facing a divisive system that keeps the public and private sectors separate.

They asked for the creation of a national forestry fund that would provide adequate and stable funding for an enhanced forest management program. They also asked for a compensation fund to underwrite investments by woodlot owners and rebuild forests destroyed by natural disasters, along with a taxation agreement between the Ministère des Ressources naturelles and the woodlot owners, to ensure the development of the private woodlots.

The participants related to the private forest sector asked the Government to reinforce the requirement for forest companies to obtain their supplies in priority from the private woodlots. They also asked it to speed up production of the private woodlot protection and development plans, enforce the sustained yield principle in the private woodlots, and control the cutting methods used.

Some participants wanted municipal by-laws concerning tree felling to be harmonized within a legal framework, while others were critical of the excessive logging carried out by some woodlot owners.

The industry wanted woodlots belonging to owners with processing plant permits and status as forest producers to be recognized as private industrial forests. It thought the timber produced in such forests should not be subject to joint plan regulations.

The forest companies also asked the Department to allow the markets to operate freely by abolishing the provision of the *Forest Act* that requires them to obtain their supplies from so-called priority sources (chips, private woodlots, etc.) rather than from the public forests.

3 EMPLOYMENT

The forest workers felt they had been ignored in the forest system review. They said the Department's review did not mention the poor working conditions in the forests. Supported by municipal representatives, forest companies and some individual participants, they asked for their work to be recognized at its true value, and for better working conditions. A number of aspects were addressed, including manpower training and development, salaries, fringe benefits, taxation, safety at work, training for new forestry workers, and so on.

Some participants wanted new jobs to be created, and almost all were worried about the maintenance of existing jobs.

To promote job creation while providing fair compensation, some forest companies, regional organizations and forest workers proposed, among other things, that the Department compensate performance losses due to the use of conventional as opposed to automated methods.

The Native people wanted to be involved fully in current activities. They asked for priority to be given to training and employment for Native workers.

Comments on the public consultation method

Some participants thanked the Department for giving them the opportunity to comment on the proposed updating of the forest system. However, most were critical of the short time frame set aside for the consultation.

Some forest companies said they had not been able to state their views satisfactorily at the hearings. Other participants said they had neither the time nor the resources to react adequately and participate actively in the process. They said the short time frame had been detrimental to the consultation. More time should have been allowed for preparation, to reflect the scope, complexity and repercussions of the issues at stake. Some participants also expressed concern about the omnipresence of civil servants, who were involved in producing the review, identifying the proposed changes, preparing the consultation and reporting on the results. The experience caused several participants to question the Department's willingness to involve the general public more extensively in forest management.

The Native communities thought the consultation method and time frame raised doubts about the Government's intention to involve them in forest management. Some Native people even regarded the process as an insult to the First Nations. Besides, the Native communities were careful to point out that their participation in the consultations did not mean that they accepted any form of Québec government authority over their ancestral lands. They stipulated that their participation, and the comments they made, should not be prejudicial in any way to the negotiations currently in progress.

C O N C L U S I O N

The large number of briefs submitted during the public consultations on the updating of the forest system provides clear evidence of the Québec public's interest in the forests, and of the commitment of the various stakeholders involved in its sustainable development.

An important consensus emerged on several key elements of the forest system, including the need to promote multiple forest use, to establish concertation mechanisms for forest planning, and to preserve exceptional ecosystems. Opinions were divided on certain other aspects, such as increasing access to available timber volumes and creating a new body to be responsible for applying the forest system.

All the participants at the consultations said they expected a great deal from the revised forest system. The main challenge now facing the ministère des Ressources naturelles is therefore to reconcile their sometimes contradictory expectations and to present final recommendations on the objectives to be retained and the changes to be made to the current system.

A bill will be presented to the National Assembly during the fall 1999 session. The bill, together with a public policy paper, will be examined by an extended parliamentary standing committee, at which all stakeholders will once again have the opportunity to state their views.

LIST OF BRIEFS AND OPINIONS SUBMITTED

NATIONAL CONSULTATIONS

MUNICIPAL PARTICIPANTS

Union des municipalités du Québec
 Union des municipalités régionales de comté
 et des municipalités locales du Québec

FOREST WORKERS

Conférence des coopératives forestières du
 Québec
 Comité sectoriel de main-d'œuvre
 en aménagement forestier
 Communications, Energy and Paperworkers
 Union of Canada
 Fédération des travailleurs et travailleuses
 du Québec

PRIVATE FOREST SECTOR PARTICIPANTS

Fédération des producteurs de bois du Québec
 Regroupement des sociétés d'aménagement
 du Québec

WILDLIFE, LEISURE AND TOURIST ORGANIZATIONS

Conseil québécois du loisir
 Fédération des clubs de motoneigistes
 du Québec
 Fédération des pourvoyeurs du Québec
 Fédération des trappeurs gestionnaires
 du Québec
 Fédération québécoise de la faune
 Fédération québécoise des gestionnaires
 de ZEC
 Fédération québécoise du canot et du kayak
 (canot-camping)
 Fédération québécoise pour le saumon
 de l'Atlantique
 Fondation de la faune du Québec
 Société des établissements de plein air
 du Québec

FOREST COMPANIES

Association Déroulage et sciage de feuillus
 du Québec
 Association des industries forestières du Québec
 Association des manufacturiers de bois de
 sciage du Québec

Association des mesureurs de bois licenciés
 du Québec

Chantier de l'économie sociale

ENVIRONMENTAL GROUPS

Union pour le développement durable
 Union québécoise pour la conservation
 de la nature

EDUCATIONAL AND RESEARCH BODIES

Centre d'enseignement et de recherche
 en foresterie de Sainte-Foy inc.
 Centre for Northern Studies, Université Laval
 Conseil de la recherche forestière du Québec
 Consortium de recherche sur la forêt boréale
 commerciale
 Forintek Canada Corporation
 Groupe de recherche appliquée en macro-
 écologie
 Groupe de recherche en écologie forestière
 Institut canadien de recherche en génie forestier
 Université Laval, Dominic Aubé
 and colleagues
 Université Laval, Geneviève Guay
 and colleagues
 Université Laval, Integrated Management
 Laboratory
 Université Laval, Jean Bégin and Guy Lessard
 Université Laval, Jean-François Lamarre
 and colleagues
 Université Laval, Philippe Boutin
 and colleagues
 Université Laval, Solange Nadeau
 and colleagues, Economics and Forestry
 Policy Research Team
 Université Laval, students of forest
 management and environment

OTHER ORGANIZATIONS

Association des aménagistes régionaux
 du Québec
 Association des biologistes du Québec
 Fédération des producteurs acéricoles
 du Québec
 Les clubs 4-H du Québec
 Ordre des ingénieurs forestiers du Québec

Ordre des technologues professionnels du Québec
 Société de protection des forêts contre le feu
 Société de protection des forêts contre les insectes et les maladies
 Solidarité rurale du Québec
 Syndicat de la fonction publique du Québec
 Syndicat des professionnels et professionnelles du gouvernement du Québec

NATIVE CONSULTATIONS

Attikamek Nation Council
 Gesgapégiag Micmac Band Council
 Grand Lac Victoria
 Huron-Wandat Nation Council
 Innu Takuaikan Uashat Mak Mani Utenam Council
 James Bay Advisory Committee on the Environment
 Kitigan Zibi Anishinabeg Band Council
 Listuguj Mi'gmaq Nation Council
 Mamit Innuat Tribal Council
 Mamiutum Tribal Council

REGIONAL CONSULTATIONS

REGION 01: BAS-SAINT-LAURENT

MUNICIPAL PARTICIPANTS

Basques RCM
 LDC of Témiscouata RCM and Témiscouata RCM
 Lower St. Lawrence RCDC
 Matane RCM
 Matapédia RCM
 Municipal corporation of Lac-des-Aigles
 Municipal corporation of Saint-Juste-du-Lac
 Municipality of Luceville
 Municipality of Packington
 Municipality of Price
 Municipality of Sainte-Paule
 Municipality of Saint-Valérien
 Rimouski-Neigette RCM
 Town of Dégelis

FOREST WORKERS

Aboiteaux Forestry Cooperative (Conférence des coopératives forestières du Québec)
 Donohue-Matane Employees' Union
 Employees of Produits-forestiers Alliance-Mitis, Lac-des-Aigles mill
 Employees of Produits forestiers Alliance-Mitis, Price mill
 Fédération des organismes de gestion en commun du Bas-Saint-Laurent Inc.
 Groupement agroforestier de la Restigouche
 Matapédia Forestry Cooperative
 SER des Monts Inc.
 Union of employees of the Dégelis sawmills and the Produits forestiers Alliance-Guërette Inc. processing mill

PRIVATE FOREST SECTOR PARTICIPANTS

Office des producteurs de bois de la Côte-du-Sud
 Syndicat des producteurs de bois du Bas-Saint-Laurent

WILDLIFE, LEISURE AND TOURIST ORGANIZATIONS

Association des pourvoyeurs du Bas-Saint-Laurent et de la Gaspésie
 Bas-Saint-Laurent ZEC
 Conseil régional de la faune du Bas Saint-Laurent-Gaspésie-Îles-de-la-Madeleine (Fédération québécoise de la faune)
 Matane Wildlife Preserve
 Regroupement régional des gestionnaires de ZEC-01
 Rimouski Wildlife Preserve

FOREST COMPANIES

Bégin et Bégin inc.
 Clôture Témis Inc.
 Damabois Inc.
 Deniso Lebel – Saint-Joseph Division
 Deniso Lebel – Squatec Division
 Donohue Matane Inc.
 Groupe Cédrico Inc.
 Groupe GDS Inc.
 Groupe Huard Inc.
 Lulumco inc.
 Muti-Cèdres d'Esprit-Saint inc.

Norampac – Cabano Division
 Produits forestiers Alliance Guérette Inc.
 Produits forestiers Alliance-Mitis – Mitis
 Division and Lac-des-Aigles Division
 Produits forestiers Anticosti
 Richard Pelletier et fils Inc.
 Scierie COOP de travail l’Ancêtre
 Scierie R. Desjardins Inc.
 Scierie Saint-Adelme
 St. Laurent Paperboard Inc. – Matane Division
 Uniboard Canada – Sayabec Division

ENVIRONMENTAL GROUPS

Conseil régional de l’environnement
 du Bas-Saint-Laurent

EDUCATIONAL AND RESEARCH BODIES

Université du Québec à Rimouski

OTHER ORGANIZATIONS

Coalition Urgence rurale du Bas-Saint-Laurent
 Corporation exportation des ressources
 forestières (CERF) Saint-Charles-Garnier
 Fédération de l’UPA, Bas-Saint-Laurent
 Groupement acéricole de l’Est Inc.
 Havre de Parke, C.E.M.U.R. management
 Les Entreprises Trans-Forêt Inc.
 Société d’aide au développement
 des collectivités de la Mitis
 Syndicat des producteurs acéricoles de la
 Côte-du-Sud
 Syndicat des producteurs acéricoles
 du Bas-Saint-Laurent-Gaspésie
 Trinité-des-Monts Development Corporation

INDIVIDUAL PARTICIPANTS

André Simard (Model Forest sharecropper),
 Nadia Vaillancourt
 Jacques Michaud
 Lise Chouinard, PQ candidate
 René Bérubé (Model Forest sharecropper)
 Roméo Bouchard

REGION 02 :
 SAGUENAY-LAC-SAINT-JEAN

MUNICIPAL PARTICIPANTS

Domaine-du-Roy RCM
 Lac-Saint-Jean Est RCM
 Larouche Municipal Corporation
 Maria-Chapdelaine RCM
 Municipality of la Doré
 Municipality of Saint-Edmond-les-Plaines
 Municipality of Saint-Fulgence (Anse-aux-
 foins Development Corporation)
 Municipality of Sainte-Hedwidge

FORESTRY WORKERS

Association des propriétaires de machinerie
 forestière du Saguenay-Lac-Saint-Jean ltée
 Centrale des syndicats démocratiques
 Corporation d’aménagement Forêt
 Normandin
 Energy and Paperworkers Union of Canada,
 Saint-Félicien
 Reboitech-Multiforêts
 Syndicat des employés sylvicoles (CSN)
 Syndicat des travailleurs forestiers du
 Saguenay-Lac-Saint-Jean (FTQ)

PRIVATE FOREST SECTOR PARTICIPANTS

Syndicat des producteurs de bois
 du Saguenay-Lac-Saint-Jean

WILDLIFE, LEISURE AND TOURIST
 ORGANIZATIONS

Ashuapmushuan Wildlife Preserve
 Association des sauvagiers
 du Saguenay-Lac-Saint-Jean
 Conseil régional de la faune
 du Saguenay-Lac-Saint-Jean
 Lac-Saint-Jean-Chibougamau Outfitters
 Regroupement régional des gestionnaires
 de ZEC
 Société d’aménagement, de conservation
 et d’exploitation des ressources fauniques
 de la Lièvre
 Visites forestières Saguenay

FOREST COMPANIES

Abitibi-Consolidated Inc. – Saguenay–Lac-Saint-Jean Division
 Donohue Saint-Félicien
 Panneaux Chambord Inc.
 Produits forestiers Alliance Dolbeau-Mistassini
 Produits forestiers Petit-Paris
 Scierie Girard
 Scierie P. H. Lemay inc.
 Scierie Thomas-Louis Tremblay
 Scieries Saguenay ltée
 Uniforêt

EDUCATIONAL AND RESEARCH BODIES

Laboratory of Ecology and Plant Physiology,
 Université du Québec à Chicoutimi
 Saint-Félicien CEGEP

OTHER ORGANIZATIONS

Association des acériculteurs et des acéricultrices du Saguenay–Lac-Saint-Jean
 Association régionale des biologistes du Québec
 Gerfaut inc.
 Petit-Saguenay Economic Development Cooperative (inhabited forest)
 Serres CFG

INDIVIDUAL PARTICIPANTS

Rosaire Gagnon

REGION 03: QUÉBEC

MUNICIPAL PARTICIPANTS

Portneuf RCM

FOREST WORKERS

Fédération des travailleurs et travailleuses du Québec (FTQ) and Communications, Energy and Paperworkers Union of Canada
 Syndicat des employés de la société sylvicole du Saguenay (CSN) and Regroupement des travailleurs forestiers de Charlevoix
 Syndicat des travailleurs forestiers de Québec-Nord

PRIVATE FOREST SECTOR PARTICIPANTS

Syndicat de base de l'UPA, Portneuf-Ouest
 Syndicat des producteurs de bois, Québec region

WILDLIFE, LEISURE AND TOURIST ORGANIZATIONS

Association des gestionnaires de territoires fauniques Charlevoix–Bas-Saguenay
 Association des pourvoyeurs de Charlevoix
 Conseil régional de la faune, Québec region (Fédération québécoise de la faune)
 Fédération des clubs de motoneigistes du Québec Inc.
 Fédération des pourvoyeurs du Québec

FOREST COMPANIES

Abitibi-Consolidated Inc. – Saint-Maurice Division
 Daïshowa Inc. – Scierie Leduc Division
 Donohue Inc. – Charlevoix Division
 Gérard Crête et fils Inc.
 TSFMA holders, Portneuf-Duschesnay management unit

ENVIRONMENTAL GROUPS

Conseil de l'environnement de la région de Québec
 Les Amis de la Terre de Québec

EDUCATIONAL AND RESEARCH BODIES

Comité d'aménagement de la Forêt Montmorency
 Group of graduate students from the integrated management laboratory, Forestry and Geomatics Faculty, Université Laval
 Group of student researchers in silviculture, Université Laval
 Research Team in Forest Economy and Policies, Forestry and Geomatics Faculty, Université Laval

OTHER ORGANIZATIONS

Association forestière du Québec Métropolitain
 Club de qualité acéricole de Portneuf
 Comité multisectoriel de la Forêt de Portneuf
 Interface-Forêt, consultant

Josée Pâquet CAP Naturels, consultant in forest landscape management

Mireille Despons, consulting biologist

Pierre Hallé, Consulfor, consultant

Table de concertation touristique de Portneuf

INDIVIDUAL PARTICIPANTS

Gilbert Paillé

Marie-Annick Amyot

REGION 04: MAURICIE

MUNICIPAL PARTICIPANTS

Haut-Saint-Maurice RCM

Mauricie RDC

Mékinac RCM

FOREST WORKERS

Coopérative des travailleurs de la scierie Jos St-Amant inc.

Exploitation forestière Sélect inc.

Les forestiers Rébec inc.

PRIVATE FOREST SECTOR PARTICIPANTS

Syndicat des producteurs de bois de la Mauricie

WILDLIFE, LEISURE AND TOURIST ORGANIZATIONS

Association des trappeurs Mauricie-Bois-Francis

Conseil régional de la faune de la Mauricie-Centre du Québec (Fédération québécoise de la faune)

FOREST COMPANIES

Abitibi-Consolidated Inc. – Saint-Maurice Division

Commonwealth Plywood Company Ltd.

Gérard Crête et fils Inc.

Industries John Lewis ltée

Kruger Inc. Parent sawmill

St. Laurent Paperboard Inc.

ENVIRONMENTAL GROUPS

Conseil régional de l'environnement Mauricie

OTHER ORGANIZATIONS

Syndicat des producteurs acéricoles de la Mauricie

REGION 05: ESTRIE

MUNICIPAL PARTICIPANTS

Eastern Townships RDC

Granit RCM

Saint-Romain Development Committee

PRIVATE FOREST SECTOR PARTICIPANTS

Eastern Townships regional agency for private forest development

Société d'aménagement de l'Estrie

Syndicat des producteurs de bois de l'Estrie

FOREST COMPANIES

Association pour le droit des scieries de l'Estrie

Domtar inc.

Industries manufacturières Mégantic inc.

J. A. Fontaine et fils inc. and Multibois F. L. inc.

Les Billots Sélect Mégantic inc.

EDUCATIONAL AND RESEARCH BODIES

Le Granit Training Centre

OTHER ORGANIZATIONS

Érablières Bertrand and Rachel Pépin

REGION 06: MONTREAL

MUNICIPAL PARTICIPANTS

Montreal Island RDC

WILDLIFE, LEISURE AND TOURIST ORGANIZATIONS

Fédération québécoise des clubs Quads (FQCQ)

FOREST COMPANIES

Abitibi-Consolidated Inc.

Domtar Inc.

Donohue Inc.

Kruger Inc.

Produits forestiers Alliance Inc.
Produits forestiers La Tuque Inc.
St. Laurent Paperboard Inc.

ENVIRONMENTAL GROUPS

Mouvement Au courant
Union pour le développement durable

EDUCATIONAL AND RESEARCH BODIES

Applied research group in macroecology

OTHER ORGANIZATIONS

Bell Canada

INDIVIDUAL PARTICIPANTS

Harold Geltman

REGION 07: OUTAOUAIS

MUNICIPAL PARTICIPANTS

Municipality of Mulgrave and Derry
Municipality of Sainte-Marie Inc.
Outaouais RDC
Papineau RCM
Pontiac RCM
Town of Aylmer
Vallée de la Gatineau RCM

PRIVATE FOREST SECTOR PARTICIPANTS

Office des producteurs de bois de la Gatineau
Office des producteurs de bois du Pontiac
Syndicat des producteurs de bois de l'Outaouais et des Laurentides

WILDLIFE, LEISURE AND TOURIST ORGANIZATIONS

Conseil régional de la faune de l'Outaouais (Fédération québécoise de la faune)
Fédération des associations de lacs et rivières de la Vallée de la Gatineau

FOREST COMPANIES

Commonwealth Plywood Company Ltd.
Domtar Inc.
Emballages Stone (Canada) Inc.
Entreprises Pro-Folia ltée
Forex Maniwaki Inc.

Industries James MacLaren Inc.
Les industries Davidson Inc.
Manifor Inc. subsidiary of Bowater Inc.
Produits forestiers Coulonge Inc.
Produits forestiers Turpin Inc.
Sylvio Brunet et fils

ENVIRONMENTAL GROUPS

CREDDO

EDUCATIONAL AND RESEARCH BODIES

Cœur des Vallées school board
Institut québécois d'aménagement de la forêt feuillue

OTHER ORGANIZATIONS

Centre d'interprétation de l'histoire de la protection de la forêt contre le feu
Forêt de l'Aigle management corporation (inhabited forest)
Les Amis du Centre éducatif forestier de l'Outaouais

INDIVIDUAL PARTICIPANTS

Ann Cheedleigh
Geof Burbidge
Guy Caron, maple producer
Noha Fuad

REGION 08: ABITIBI-TÉMISCAMINGUE

MUNICIPAL PARTICIPANTS

Abitibi-Ouest RCM
Abitibi-Témiscamingue RDC
Conférence des préfets de l'Abitibi-Témiscamingue
Municipality of Rapide-Danseur
Témiscamingue RCM
Town of Senneterre
Vallée de l'Or LDC
Vallée de l'Or RCM

FOREST WORKERS

Comité sectoriel de main-d'œuvre en aménagement forestier
Communications, Energy and Paperworkers Union of Canada, Section 3057, Taschereau mill

Employees of Tembec, TKL Division of Local Section 3057 of the Energy and Paperworkers Union of Canada

Fédération des travailleurs et travailleuses du Québec (FTQ) and Communications, Energy and Paperworkers Union of Canada

Rouleç 95 Inc.

Tembec Béarn and Temlam millworkers' union

PRIVATE FOREST SECTOR PARTICIPANTS

Société d'exploitation sylvicole de Rousseau Inc. and Regroupement des sociétés d'aménagement du Québec (RESAM)

Syndicat des producteurs de bois d'Abitibi-Témiscamingue

WILDLIFE, LEISURE AND TOURIST ORGANIZATIONS

Conseil régional de la faune de l'Abitibi-Témiscamingue (Fédération québécoise de la faune)

Fédération des pourvoyeurs du Québec Inc.

Société des établissements de plein air du Québec

FOREST COMPANIES

Commonwealth Plywood Company Ltd.

Domtar Inc.

Donohue Inc. Abitibi

Industries Norbord

IPB international Inc.

Scierie Senco ltée and Coopérative forestière du Nord-Ouest

Tembec Inc.

ENVIRONMENTAL GROUPS

Conseil régional de l'environnement de l'Abitibi-Témiscamingue

EDUCATIONAL AND RESEARCH BODIES

Harricana Training Centre

NSERC + UQAT + UQAM Industrial Chair and Abitibi-Témiscamingue Forest Research and Development Unit (URDFAT)

OTHER ORGANIZATIONS

Association forestière de l'Abitibi-Témiscamingue inc.

INDIVIDUAL PARTICIPANTS

Jacynthe Chateauvert

Richard Lefebvre

REGION 09: CÔTE-NORD

MUNICIPAL PARTICIPANTS

Baie-Comeau Chamber of Commerce

Côte-Nord RDC

Municipality of Île d'Anticosti

Manicouagan RCM

Port-Cartier Chamber of Commerce

FOREST WORKERS

Fédération des travailleurs et travailleuses du Québec (FTQ) and Communications, Energy and Paperworkers Union of Canada, local sections 20-22-26Q

PRIVATE FOREST SECTOR PARTICIPANTS

Syndicat des producteurs de bois, Québec region

WILDLIFE, LEISURE AND TOURIST ORGANIZATIONS

Association des pourvoyeurs de la Côte-Nord Inc.

Conseil régional de la faune de la Côte-Nord (Fédération québécoise de la faune)

FOREST COMPANIES

Abitibi-Consolidated Inc. – Port-Alfred Division

Boisaco Inc.

Kruger Inc. – Scierie Jacques Beaulieu Division

Kruger Inc. – Scierie Manic Division

Produits forestiers Alliance – Mitis Division

Produits forestiers Anticosti Inc.

Produits forestiers Donohue, Côte-Nord sector

Uniforêt Scierie Pâte Inc. – Scierie Port-Cartier Division

EDUCATIONAL AND RESEARCH BODIES

Baie-Comeau CEGEP

INDIVIDUAL PARTICIPANTS

Ghislain Fournier

REGION 10: NORD DU QUÉBEC

MUNICIPAL PARTICIPANTS

James Bay RDC
 Town of Chibougamau
 Villebois, Val Paradis and Beaucanton
 Economic Development Corporation

FOREST WORKERS

Conférence des coopératives forestières
 du Québec

**WILDLIFE, LEISURE AND TOURIST
 ORGANIZATIONS**

Fédération des pourvoyeurs du Québec (FPQ)

FOREST COMPANIES

Barrette-Chapais ltée
 Domtar inc.
 Donohue inc. Abitibi
 Norbord inc.
 Tembec inc.

OTHER ORGANIZATIONS

Association forestière de
 l'Abitibi-Témiscamingue inc.

INDIVIDUAL PARTICIPANTS

Jacques Racicot

**REGION 11:
 GASPÉSIE-ÎLES-DE-LA-MADELEINE**

MUNICIPAL PARTICIPANTS

Pabok RCM

FOREST WORKERS

Association coopérative de Saint-Elzéar (forest
 cooperative, TSFMA holder)
 Association coopérative forestière régionale
 de la Gaspésie

PRIVATE FOREST SECTOR PARTICIPANTS

Fédération des groupements forestiers
 de la Gaspésie
 Syndicat des producteurs de bois
 de la Gaspésie

**WILDLIFE, LEISURE AND TOURIST
 ORGANIZATIONS**

Association des pêcheurs sportifs de la
 Bonaventure Inc.
 Association des pêcheurs sportifs des rivières
 Cascapédia Inc.
 Conseil régional de la faune du Bas-Saint-
 Laurent-Gaspésie-Îles-de-la-Madeleine
 (Fédération québécoise de la faune)
 Société de gestion du saumon de la rivière
 Cascapédia Inc.
 Société de restauration et de gestion de la
 Nouvelle Inc.

FOREST COMPANIES

Abitibi-Consolidated Inc. Chandler
 Deniso Lebel (Cap-Chat)
 Donohue Matane Inc.
 Groupe Cédrico Inc.
 Groupe de scieries G.D.S. Inc.
 Les Entreprises E. C. Boulay Inc.
 Les Entreprises forestières
 Pointe-à-la-Frégate Inc.
 Les mesurages Landry Inc.
 Les Routiers de Saint-Omer Inc.
 Mr. Brian Powers, owner of the
 Gaspésien Inc. sawmill
 Philippe Day Inc.
 Production JAS Inc.
 Rosario Poirier Inc.
 Tembec Inc.

ENVIRONMENTAL GROUPS

Conseil régional de l'environnement
 Gaspésie-Îles-de-la-Madeleine
 Environnement Vert Plus

OTHER ORGANIZATIONS

Acériculture Forêt Mine Matapédia Inc.
 Forêt habitée de la Haute-Gaspésie

REGION 12: CHAUDIÈRE-APPALACHES

MUNICIPAL PARTICIPANTS

Chaudière-Appalaches RCDC
 Lotbinière RCM

PRIVATE FOREST SECTOR PARTICIPANTS

Office des producteurs de bois
 de la Côte-du-Sud
 Syndicat des producteurs de bois de la Beauce
 Syndicat des producteurs de bois,
 Québec region

WILDLIFE, LEISURE AND TOURIST
 ORGANIZATIONS

Association du Petit lac Saint-François

FOREST COMPANIES

Bois Daaquam Inc.
 Domtar Inc.
 Gestion FORAP Inc.
 Industries Maibec Inc.

ENVIRONMENTAL GROUPS

Conseil régional de l'environnement,
 Chaudière-Appalaches region

OTHER ORGANIZATIONS

Syndicat des producteurs acéricoles
 de la Côte-du-Sud

INDIVIDUAL PARTICIPANTS

Maryse Pelletier, maple producer
 Michel Pelletier, maple producer

REGION 13: LAVAL

No briefs submitted

REGION 14: LANAUDIÈRE

MUNICIPAL PARTICIPANTS

Matawinie RCM
 Montcalm RCM
 Municipality of Saint-Michel-des-Saints

PRIVATE FOREST SECTOR PARTICIPANTS

Syndicat des producteurs de bois, Montréal
 region

WILDLIFE, LEISURE AND TOURIST
 ORGANIZATIONS

Association professionnelle des pourvoyeurs
 de Lanaudière

Fédération québécoise de la faune
 Rouge-Matawin Wildlife Preserve

FOREST COMPANIES

Forex St-Michel Inc.
 Guy Baril et fils Inc.
 Jean Riopel Inc.
 Lanaudière TSFMA holders
 Marcel Belleville Inc.
 Produits forestiers Lachance Inc.
 Scierie Saint-Jean-de-Matha
 Simon Lussier Itée

ENVIRONMENTAL GROUPS

Conseil régional de l'environnement
 de Lanaudière

OTHER ORGANIZATIONS

Comité de foresterie Saint-Donat, inhabited
 forest
 Fédération de l'UPA, Lanaudière
 Le Château de Sucre Inc.
 Ressources forestières biotiques
 Syndicat des producteurs acéricoles de
 Lanaudière

REGION 15: LAURENTIDES

MUNICIPAL PARTICIPANTS

Antoine-Labelle RCM
 Town of Saint-Jovite

FOREST WORKERS

Comité de stratégie des ouvriers sylvicoles
 Coopérative forestière des Hautes-Laurentides
 Les entreprises RRF Perrier Inc.

PRIVATE FOREST SECTOR PARTICIPANTS

Laurentides regional agency for private forest
 development
 Syndicat des producteurs de bois de
 l'Outaouais et des Laurentides

WILDLIFE, LEISURE AND TOURIST
 ORGANIZATIONS

Association de chasse et pêche Maison
 de Pierre Inc.

Association des trappeurs
 de Laurentides-Labelle
 Loisirs et sports Laurentides
 Papineau-Labelle Wildlife Preserve
 Régionale Laurentides-Lanaudière des
 gestionnaires de zecs Inc.
 Rouge-Matawin Wildlife Preserve

FOREST COMPANIES

Centre de services aux réseaux d'entreprises
 du secteur forestier (association of companies
 and cooperatives)
 Claude Forget Inc.
 Forex St-Michel Inc.
 G. M. Dufour Inc.
 Henri Radermaker et fils Inc.
 Industries MacLaren Inc.
 Industries manufacturières Mégantic Inc.
 Jean Riopel Inc.
 Manifor Inc.
 Max Meilleur et fils Ltée
 Produits forestiers Bellerive Ka'N'Enda Inc.
 Produits forestiers B et B Inc.
 Produits forestiers Laurentiens enr.
 Scierie Bondu Inc.
 Scierie Carrière ltée

ENVIRONMENTAL GROUPS

Conseil régional de l'environnement
 des Laurentides

OTHER ORGANIZATIONS

CERFH de Chute-Saint-Philippe,
 inhabited forest

INDIVIDUAL PARTICIPANTS

Andrée Gagnon and Normand Foisy
 Dany Bigras
 Pierrette Guertin and Jean-Claude Blais

RÉGION 16: MONTÉRÉGIE

MUNICIPAL PARTICIPANTS

Montérégie CRD
 Rouville RCM

PRIVATE FOREST SECTOR PARTICIPANTS

Syndicat des producteurs de bois, Eastern
 Townships region
 Syndicat des producteurs de bois, Montréal
 region

WILDLIFE, LEISURE AND TOURIST
 ORGANIZATIONS

Conseil régional de la faune de Montréal-
 Montérégie (Fédération québécoise de
 la faune)
 Loisirs et sports Montérégie

REGION 17: CENTRE-DU-QUÉBEC

MUNICIPAL PARTICIPANTS

L'Érable CRD

PRIVATE FOREST SECTOR PARTICIPANTS

Agence forestière des Bois-Francs
 Groupement forestier Nicolet-Yamaska Inc.
 Société sylvicole Arthabaska-Drummond Inc.
 Syndicat des producteurs de bois, Québec
 region