

CONSULTATION WORKBOOK

To Help Define a VISION and Identify Key ISSUES

For The Next

NATIONAL FOREST STRATEGY 2003-2008

For All Canadians

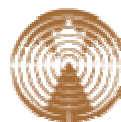
September 2002



**NATIONAL
FOREST
STRATEGY
COALITION**

**COALITION POUR
LA STRATÉGIE
NATIONALE
SUR LES FORÊTS**

**Canadian Council
of Forest
Ministers**



**Conseil canadien
des ministres
des forêts**

Foreword

Canada Has But One Forest - Help Us Shape Its Future

To help shape the future of Canada's forest and sustain its multiple benefits, Canadians are invited to complete this consultation workbook and to volunteer their time and energy in developing the fifth National Forest Strategy.

This workbook aims at enhancing public consultations between Canadians and for Canadians in an open, objective and transparent manner. This will be achieved with many diverse interests working together toward a common goal to make the new Strategy their own. This includes vision, values, priority issues and questions of the greatest importance to sustaining their forest heritage.

It is premature for us to determine how the new Strategy will integrate economic, social and environmental values prior to the consultations. Nevertheless, we wish to emphasize the need to balance these values in developing a Strategy that is much different from the current one. In fact, we need to consider how the new Strategy can be more visionary, shorter and more precise. It should address critical issues of the day and of the future. It should not try to satisfy everyone on all matters, but rather focus on a compelling vision and strong objectives to face priorities across our nation's forest. These are a few of the challenges, which we hope you and others will address in the next few months. This workbook captures some key issues and questions for your consideration; however, we do not intend to limit the number of issues or questions.

On behalf of the Canadian Council of Forest Ministers, the National Forest Strategy Coalition and all of our governmental and non-governmental partners, we look forward to working together with you in developing our next Strategy. Together, we will define our vision, identify our key priorities and adjust our progressive agenda to ensure that long-term benefits continue to accrue to Canadians, while contributing to the overall natural resources landscape here at home and abroad. This is the right thing to do for our forest and for this and future generations.

We are certain that your contribution will be of value and we look forward to working with you.

Mike Apsey, Chair
National Forest Strategy Coalition

Timothy A. Olive, Chair
Canadian Council of Forest Ministers

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1. BACKGROUND AND INTRODUCTION

1.1 Purpose

The purpose of this Consultation Workbook is to provide general background information and to initiate dialogue during the Fall of 2002 cross-country public workshops, Internet and mail consultations on Canada's renewed National Forest Strategy (NFS). It is designed to help you propose a vision for the next NFS and identify the key issues it should address.

You are invited to use this workbook to provide your vision for the future of Canada's forest and to comment on priority issues that in your view deserve greatest attention. The results, along with the input from other Canadians, will be synthesized and used to prepare the next NFS.

If you are attending one of the consultation workshops in October 2002, please bring your completed workbook to the workshop. If you cannot attend, or if you plan to participate via Internet and mail, please return your completed workbook to the National Forest Strategy Coalition, 8th floor, 580 Booth Street, Ottawa, Ontario, Canada, K1A 0E4.

1.2 Background

The next NFS will have significant implications for all Canadians, particularly those who rely on forests for a wide range of benefits.

The new National Forest Strategy represents another step in the evolution of Canada's national forest strategies (see figure 1). The *National Forest Strategy (1992-1997) - Sustainable Forests: A Canadian Commitment* presented a vision, values, strategic directions and commitments for the future. This strategy was further confirmed with the signing of the first *Canada Forest Accord* by 29 governmental and non-governmental organizations.

In 1998, this process was renewed and Canada's fourth *National Forest Strategy (1998-2003) - Sustainable Forests: A Canadian Commitment* was developed (see <http://nfsc.forest.ca/strategy4.html>).

The current Strategy's implementation started in May 1998 with the signing of the second *Canada Forest Accord*, which took place at the 8th National Forest Congress. Initially, 42 governmental and non-governmental organizations confirmed their commitment to work cooperatively. Since then, the number of signatories has increased to 52. Together, these signatories form the National Forest Strategy Coalition.

An independent evaluation of the current Strategy is underway. The evaluation will: assess overall performance for all of the

Strategy's commitments; report on activities; and identify further actions to face the long-term challenges ahead. This independent evaluation will be released in October 2002.

Current and past strategies have set the policy management agenda and direction for our forest. The development of the fifth strategy provides an opportunity to reflect on the progress that has been made towards meeting the commitments laid out in the last strategy and set new directions, as appropriate.

1.3 The New Strategy Development Process

The development of the National Forest Strategy will follow a number of steps:

Consultations (October-November 2002)

A series of six cross-country workshops are being held to consult a wide array of Canadians on the development of their new National Forest Strategy. This Consultation Workbook, which you are invited to complete, and the Final Independent Evaluation of the current National Forest Strategy, which will be released in early October, will serve as background documents.

REGIONAL WORKSHOPS

- October 21-22 -- Fredericton, N.B.
- October 21-22 -- City of Québec, Québec
- October 24-25 -- Sault Ste. Marie, Ontario
- October 24-25 -- Edmonton, Alberta
- October 28-29 -- Vancouver, B.C.
- October 28-29 -- Whitehorse, Yukon

Those unable to attend a workshop can get involved via the Internet and regular mail, for example, by sending in their completed

workbook to the Coalition, between late October and mid-November 2002. To participate through the Internet please visit the National Forest Strategy Coalition's Web site at: <http://nfsc.forest.ca>.

Strategy Draft I (December 2002 - February 2003)

Input received throughout the consultations will be synthesized into a "What You Said" document and analyzed to create a Vision and Issues Paper that will serve as input to prepare the first draft of the strategy. This first draft will be available on the Coalition's Web site, along with all other related documents, and distributed to all engaged Canadians for comment.

National Workshop (January 2003)

A National Workshop will be held in Winnipeg, January 20-21, 2003, as a "sounding board" for the review the first draft of the new Strategy among a limited group of forest experts and leaders representing a wide array of Canadians at the national level. The focus will be to discuss questions related to need, priority, do-ability, measurability and accountability.

Strategy Draft II (February-March 2003)

The second draft of the strategy will be prepared using comments from the first draft as well as those of the National Workshop. This second draft will be posted on the Coalition's Web site and distributed to all engaged Canadians to provide comments on, for example, its: completeness, choice of priorities, do-ability, measurability, accountability, time-frames; and, to ensure that all perspectives are addressed in preparation for its finalization.

Final Strategy (May 2003)

The new Strategy will be presented at the 9th National Forest Congress to be held in Ottawa, May 1-2, 2003. This is the place for Canadians to celebrate their accomplishments, address priority issues, and endorse new initiatives to face the long-term challenges ahead. As a result, Canadians will also be prepared to present their new Strategy at the XIIth World Forestry Congress being hosted by Canada in the city of Québec from September 21-28, 2003.

1.4 Canada's Forest

Canada is a forest nation. Covering nearly half the Canadian landscape, the forest is integral to our environment, our economy, our culture and our history. Our forest ecosystems provide habitat for wildlife, moderate the climate and provide clean air and water. They also provide an important source of jobs and economic benefits to hundreds of thousands of Canadians.

As a steward for 10% of the world's forest land and accounting for almost 20% of international trade in forest products Canada has a global responsibility to manage its forest sustainably. Canada's forest also represents a significant percentage of remaining natural forests in the world. Through international agreements, e.g. the Convention on Biodiversity, the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), the UNCED Forest Principles, Agenda 21, and the Montréal Process, Canada has assumed a number of responsibilities that will affect the way we manage our forest.

Canada's Forest Regions

In ecological terms, Canada has eight forest regions. These regions are differentiated by species composition, species abundance and climate. The largest region is the Boreal forest; it forms a continuous belt from Newfoundland and Labrador westward to the Rocky Mountains and northwestward to Alaska and can be found in some form in every province and territory except New Brunswick, Nova Scotia, Prince Edward Island and Nunavut. The Acadian forest dominates the Maritime provinces while the closely associated Great Lakes-St. Lawrence forest encompasses the southern regions of Quebec and Ontario. Southern Ontario is also the home to the Deciduous forest region in Canada. Moving west past the grasslands of the prairies, the forest regions associated with the Rockies are found. These coniferous regions include: the Subalpine; the Montane; and the Columbian regions, which are also associated with the interior of British Columbia. Finally, the Coast forest region runs along the British Columbian coast from north to south.

Management of Forests in Canada

Canada's forest is overwhelmingly publicly-owned (94%). The balance, approximately 6%, is in private ownership, including both large operators and over 425,000 family-owned woodlots.

Provincial constitutional authority over natural resources originates in section 92 of the *Constitution Act, 1867*, which gives provinces authority over the management and sale of the provincial lands including the "timber and wood thereon." The *Constitution Act, 1982* further clarified

provincial powers relating to forest via section 92A and made them subject to Aboriginal and treaty rights protected in section 35. Provinces have the authority to make laws relating to the “development, conservation and management of forestry resources,” including “laws in relation to the rate of primary production.” These powers also include the ability to set stumpage fees and regulate exports to other areas in Canada. Every province has developed its own legislation, regulations, standards and programs for allocating public forest harvesting rights and management responsibilities. In the Northwest Territories, the responsibility for resource management, including that of forests, has been transferred from the federal government to the territorial government.

The federal government is responsible for external affairs, such as trade, commerce, treaties and conventions related to forests and forest products. As such, the federal government has a clear mandate to promote trade of Canadian forest products and to monitor the implementation of international trade regulations. The trans-boundary nature of our forests also provides for a federal role in forest research, focusing on strategic issues that require long-term studies, and developing nationally applied programs. The federal government provides leadership in the development and articulation of national forest policies, develops knowledge, tools, and technologies to manage Canada’s forest sustainably, and provides strategic advice to Canada’s forest sector. The monitoring and reporting of the state of Canadian forests and forestry practices as it affects public and international debates, is also a responsibility that the federal government shares with the

provinces.

The Canadian Council of Forest Ministers (CCFM) is comprised of all federal, provincial and territorial ministers responsible for forests. Established in 1985, it provides an important forum in which governments work cooperatively to address major areas of common interest. The CCFM stimulates the development of policies and initiatives to strengthen the forest sector, including the forest resource and its use. It provides leadership, addresses national and international issues and sets the overall direction for the stewardship and sustainable management of Canada’s forest.

The forest is uniquely important to Aboriginal peoples as most Aboriginal communities are located in forested regions. As a result, the forest has important spiritual and economic dimensions for the Aboriginal peoples who use it for subsistence activities like trapping and hunting. Consequently, forest policy has a direct impact on the lives of Aboriginal peoples throughout the country. Canada and the international community have acknowledged that “national forest policies should recognize and duly support the identity, culture and the rights of indigenous people, their communities and other communities and forest dwellers” (UNCED, Forest Principle 5a).

The forest is also directly connected to constitutionally-protected Aboriginal and treaty rights, as it is very often the place where these rights are exercised. By virtue of section 35 of the *Constitution Act*, 1982, Aboriginal and treaty rights are constitutionally protected. Aboriginal

rights, which exist whether or not there is a treaty, refer to practices, traditions and customs practised prior to European contact that distinguish the unique culture of Aboriginal peoples. Treaty rights refer to aboriginal rights that are set out in a specific treaty. Canadian courts have recognized and affirmed that Aboriginal and treaty rights are part of Canadian law and that they are linked to natural resources and forest policy. Courts have also outlined how the Governments of Canada have a fiduciary responsibility to honour Aboriginal and treaty rights.

Forest Benefits

The forest benefits all Canadians. Therefore a NFS must consider and address all forest values; these include economic (e.g. forest sector, eco-tourism, subsistence uses, clean water and air), social (e.g. culture, recreation, aesthetics) and environmental (e.g. wildlife, biodiversity) values.

The forest products industry is a major contributor to Canada's standard of living. It employs over 250,000 Canadians directly and over 770,000 indirectly, is the economic backbone of a large number of communities in several provinces including Quebec, Ontario and British Columbia and is responsible for approximately 10% of Canada's exports. It is also contributed more than half of Canada's 2001 \$64 billion trade surplus. While Canada's position in the world trade of forest products is large, it has recently been declining. Forest productivity, superior timber quality (species, size, form, soundness), managed flows of forest products, and innovative product development are necessary for a

competitive forest products sector and the stability of many rural communities.

In addition, Canada's forest supports many non-timber products and activities. Canadian forests support diverse forest products and activities such as: recreation, tourism, the fur trade, Christmas trees and maple products.

The conservation of forest ecosystem health through sustainable management can lead to large economic, social, and environmental benefits. Forests have an important moderating effect on climate, act as a filter for air and water, provide habitat for wildlife, prevent erosion, and establish and maintain soil.

Focusing on a Vision and Key Issues

The forest is continually changing. To ensure its values and benefits are maintained, certain key issues need to be addressed. Your responses in section 2 below will help develop the vision for our forest and identify the key issues that need to be addressed.

2. VISION AND ISSUES

Based on a review of current forest management activities and preliminary discussions with National Forest Strategy Coalition members, and others, there is general agreement that the new strategy should:

- Provide a description of the desired future state of the forest;
- Focus on priority issues;
- Establish objectives that are results or outcome-oriented;
- Stimulate tangible results and outcomes while remaining flexible;
- Establish social, environmental and economic indicators to measure progress;
- Balance various interests and perspectives;
- Be an effective communication tool; and
- Link to other sectors and strategies.

2.1 VISION

Canadians' collective vision of the forest, for the next 25 years and beyond is important to identify and adjust actions that are required for the long term. This vision should:

1. provide a common reference point to focus efforts and decisions;
2. facilitate co-ordination by providing a common understanding among the individuals and organizations involved in forest management; and
3. stimulate motivation by ensuring that the same ideas are present in the hearts and minds of all stakeholders.

"Our goal is to maintain and enhance the long-term health of our forest ecosystems, for the benefit of all living things both nationally and globally, while providing environmental, economic, social and cultural opportunities for the benefit of present and future generations".

1998 Canada Forest Accord

A list of the possible elements in a vision statement is provided below. This list is not necessarily complete; not everyone subscribes to all these elements and some are inherently contradictory. You are free to use the elements noted or add to them in formulating your own vision.

Elements of a Vision for Canada's Forest could include:

- Canada's forest cover is at least as large as today.
- The Canadian forest is healthy, well-adapted, and at least as productive as today in terms of: wood and fibre, water conservation, wildlife habitat/biodiversity, recreation and aesthetic enjoyment.
- Representative forest types are protected or restored.

- The diversity of forest ecosystems is safeguarded including through a system of protected areas.
- Canada is the world leader at managing and maintaining the integrity of its natural forest.
- The forest is increasingly valued as a provider of ecosystem services (e.g. clean water and air).
- Forest polices should recognize and duly support the identity, culture and rights of Indigenous Peoples, their communities, and other communities and forest dwellers
- Local people and those with a direct interest (shareholders, cottage owners, etc.) are primarily involved in the forest management planning through extensive public consultation.
- There is broad social/political consensus on the use of the forest.
- The forest remains primarily publicly owned.
- All forest operations are conducted and verified to Sustainable Forestry Management standards.
- The forest provides support to economically diverse and healthy communities.
- Intensive management for fibre production takes place on some portions of the land base.
- The forest supports a highly skilled professional workforce
- The forest provides more value added production, including non-consumptive uses.

Based on your knowledge and experience, please provide a brief vision statement that reflects what you see as the desired condition or state of Canada's forests in 25 years and beyond.

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2.2 ISSUES

In order to meet the Vision over the next 25 years, we need to identify the key issues to address within the five-year time frame of the next Strategy. We have clustered these issues below into five broad categories:

1. Protecting forest health;
2. Promoting forest knowledge;
3. Governance, decision-making and the role of communities;
4. Balancing multiple benefits; and
5. Ensuring forest sector economic prosperity.

We recognize that forest issues can be classified or grouped in many different ways. In drafting the next strategy, these categories may change as a result of the input received during the consultations.

In the following sections, you will find a brief description of each issue category. The description is followed by a list of example issues identified through discussions with numerous individuals involved in the National Forest Strategy process. The list is provided to illustrate the kinds of issues falling under each category; it is *not* an exhaustive list. Feel free to add to it!

After the list of issues, space is provided for you to identify the issues you think are most important in the category. These issues can be drawn from the example list provided or they can be any others you consider a priority.

Category 1: Forest Health – Ecological Integrity, Biodiversity and Global Processes

A healthy forest is one that maintains biodiversity, resiliency, wildlife habitat, aesthetic appeal and resource sustainability. Broad issues related to forest health include the conservation of biodiversity (including genetic, species and ecosystem diversity); maintenance and enhancement of forest ecosystem condition and productivity (e.g. building ecosystem resilience, limiting disturbance and stress, and improving extant biomass); and the conservation of soil and water resources within and beyond the forest ecosystem. With almost half of Canada's land mass covered by forests, the health of Canadian forest is also important in the maintenance of global ecological systems (e.g. carbon cycling).

Issues in this category include, but are not limited to:

- Impacts on forests from the forest industry, other industries (e.g. mining) and other human activities (e.g. recreational uses)
- Forest fragmentation and loss of habitat
- Deforestation as it relates to land use change and climate change
- Impacts of global warming
- Disturbances such as fire, insects and disease
- Biodiversity and the introduction of exotic species
- Genetically modified organisms
- International commitments that relate to forest health
- Fire smart landscapes
- Maintained forest productivity
- The forest's role in water purification

While work is currently underway on each of these issues, which of these in your view deserve greatest attention over the 5-year span of the new NFS? Please provide your comments and rationale below:

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Category 2: Forest Knowledge – Information, Research and Awareness

Industry, government and the public should have access to comprehensive national, regional and bioregional, up to date information detailing the state of the forest as well as any trends in harvesting and forest health. Inventories, databases and public reports should provide Canadians with the necessary information to participate in public consultation and decision-making for effectively. Canada must also enhance institutional capacity to continue innovative research on forest management practices and to enhance understanding of ecological processes and relationships. Adequate training to ensure a capable and knowledgeable work force able to respond to new management and harvesting requirements, and implementation of best practices that are openly shared among the industrial community are also important. Local and traditional knowledge must also be incorporated into forest management.

Issues in this category include, but are not limited to:

- Gaps in scientific knowledge for management and measuring progress
- Access to information and data
- Standards for measurement, data collection and classification to support national, regional and ecoregional¹ inventories with information on ecosystems, stand dynamics (e.g. age class and species distribution), diversity and habitat
- Inventories of private woodlot resources and land use
- Indicators that are consistent with existing international systems
- Generation, validation and dissemination of local and traditional ecological knowledge
- Criteria and Indicators research and implementation related to community and economic sustainability
- Criteria and Indicators data relating to Aboriginal and Treaty rights
- Investment in research
- Educational services to woodlot owners
- Urban disconnect from forest issues and rural forest communities
- Public awareness and communication of all forest issues, including the reporting of forest information
- Government and non-government capacity to be learning organizations
- Enrolment in forestry programs at academic institutions

While work is currently underway on each of these issues, which of these in your view deserve greatest attention over the 5-year span of the new NFS? Please provide your comments and rationale below:

¹ An ecoregion is an ecological land classification unit characterized by a distinctive climate as expressed by vegetation and/or distinct patterns of responses to climate as expressed by soils, hydrology, vegetation, and fauna.

[illegible]

Category 3: Governance, Decision-making and the Role of Communities

Governance and management approaches have an impact on all issue categories. To ensure that Canada's forest is managed effectively and forest health is provided for, policies, regulations, laws and other instruments must be in place. These instruments operate within the context of a multitude of decision makers, stakeholders and interests. Decision-making processes must provide for input from all members of the forest community so that institutional arrangements and instruments are developed to ensure sustainable use of forest resources and partnerships and cooperative relationships can be fostered between members of the forest community. Public demands for transparency and accountability must be met, and management objectives, roles and responsibilities must be clearly defined and communicated.

Issues in this category include, but are not limited to:

- Identifying roles and responsibilities of industry and government
- Common national approach for meeting the legal obligations associated with Aboriginal and treaty rights
- Role of Aboriginal peoples in forest policy development, forest management, decision-making
- Role of local communities in resource management
- Role of urban residents and influence on governance and decision making
- Partnerships and cooperation among all stakeholders to accomplish agreed upon goals
- Regulatory flexibility to accommodate regional differences
- Regulation of professional foresters, technologists and other forest professionals
- Resources/funding for government programs
- Transparency and accountability in decision-making to the public
- Third party verification and certification
- Community involvement in forest management and decision-making
- Trade agreements (e.g. softwood lumber)
- Tenure² structure (e.g. community held vs. industry held)
- Security of tenure or access to resources

While work is currently underway on each of these issues, which of these in your view deserve greatest attention over the 5-year span of the new NFS? Please provide your comments and rationale below:

² Tenure refers to agreements held by individuals or groups, recognized by legal statutes or customary practice, regarding the "bundle of rights and duties" of ownership, holding, access and/or usage of a particular land unit or the associated resources there within (such as individual trees, plant species, water, minerals, etc).

[illegible]

Category 4: Balancing Multiple Benefits of Canada's Forest

Canadians need to make choices regarding the use of the forest. Management decisions must recognize the economic benefits provided by the forest (e.g. stumpage fees, employment, community development, tourism), as well as non-timber and historically non-market benefits (e.g. environmental services, carbon sequestration, wilderness, and the importance of maintaining a cultural connection to the forest). Benefits to society need to be balanced among competing interests and values, and decisions need to recognize the importance of maintaining a diversity of timber, non-timber and non-market uses for both present and future generations.

Issues in this category include, but are not limited to:

- Striking a balance between timber, non- timber (e.g. pharmaceutical, maple syrup etc.) and non-consumptive (hiking, canoeing, camping etc) forest uses
- Valuing environmental services from forests (e.g. clean water, carbon sequestering)
- Addressing land use conflicts (e.g. eco-tourism vs. industrial forestry)
- Balancing trade-offs between competing uses
- Impacts of industrial forestry on Aboriginal communities
- Community economic development
- Aboriginal community capacity development and sustainability
- Diversification of forest-based communities
- Aboriginal peoples' unique cultural and economic connections to the forest
- Strengthening Canadian cultural identity with the forest

While work is currently underway on each of these issues, which of these in your view deserve greatest attention over the 5-year span of the new NFS? Please provide your comments and rationale below:

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Category 5: Forest Sector Economic Prosperity

The forest sector is a significant contributor to the Canadian economy with total sales over \$58 billion, and is a key player in the global market. As trade becomes more internationally oriented, competitiveness and access to markets are of paramount concern. A key to competitiveness lies in research and the development of new products, technologies and services. Security of access to forest resources is a critical element for all those participating in the forest sector, and a balance must be struck between competing industries. The forest sector as a whole includes all those deriving direct and indirect economic benefits from the forest, such as: equipment suppliers, biomass producers, Aboriginal peoples, the timber industry, the construction industry, remote sensing companies, maple syrup producers, drug companies and ecotourism operators.

Issues in this category include, but are not limited to:

- International competitiveness
- Improved supply of raw material
- Access to markets
- Fair access to markets for woodlot owners and a fair return on their investment in silviculture.
- Co-operation between woodlot owner associations, industry and government for sustainable timber supplies from woodlots.
- Aboriginal peoples participation in the benefits from economic opportunities:
 - by revenue sharing (e.g. stumpage fees)
 - as forest licence holders
 - ability to hold forest tenure
- International forest product trade and the recognition of Aboriginal and Treaty rights
- Managing for more intensive production (e.g. fertilization, pruning genetically modified organisms)
- Forest sector science and technology
- Capitalization and increasing technology requirements
- Research and development of primary, secondary and tertiary forest products
- Adding value to the forest products and the forest value chain
- Forest industry diversification
- Stable, educated and interested workforce
- Export of forest expertise

While work is currently underway on each of these issues, which of these in your view deserves greatest attention over the 5-year span of the new NFS? Please provide your comments and rationale below:

[illegible]

2.3 General Comments on Vision and Issues

Please use the following space to provide any other comments you have:

[illegible]

3. FOLLOW-UP

If there are any further issues you wish us to consider, please provide your comments in the space below.

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Thank you for your contribution. The information received during the consultations will be analyzed and synthesized into a final Vision and Issues paper in December 2002. This paper will be used to prepare a first draft of the new Strategy. A national review of the draft will take place via Internet and mail, as well as through a National Workshop in Winnipeg, January 20-21, 2003.

We encourage you to continue to stay involved in the development of the new Strategy. If you would like to receive further information please provide your contact information below. Please print clearly:

Name:		
Street:		
City:	Province:	Postal Code:
E-mail:		

Alternatively, you may wish to visit the National Forest Strategy Coalition's Web site at: <http://nfsc.forest.ca> for periodic updates.

FIGURE 1: CANADA'S NATIONAL FOREST STRATEGY
An Evolving Process

