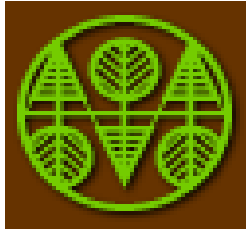


A Vital Process for Addressing Global Forest Challenges. The Montreal Process



## The Southern Cone Countries and the Montreal Process

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### Abstract: The Montreal Process, a Commitment to Sustainability

This report highlights the key role played by the Montreal Process to help South American Member countries, to meet the essential current and future challenges and opportunities for conservation and sustainable forests management. Whereas forests play an important and multifaceted role - as carbon sinks, habitat for most terrestrial species and as the main source of fresh water and biomass - permanent collaboration and coordination measures are required to meet the challenges of sustainable forest management, at the operational, national and international level.

Gradually each of our countries has taken steps to advance the implementation of sustainability in the global management of our forests. For example the unprecedented adoption of specific legislation for the sustainable management of native forests that has recently been enacted in the Republics of Chile and Argentina, and the efforts of the Eastern Republic of Uruguay to complement the high productivity wood biomass from forest plantations with the role of biodiversity conservation and soil and water protection that meet the native forests. In the same way, the Southern Cone countries had signed a cooperation common interest project with FAO to strengthening the capabilities of criteria and indicators monitoring and reporting, based on the Montreal Process.

This paper, in a very condensed form, refers to major arguments about the usefulness of sustainable forest management criteria and indicators for the decision-making process, showing examples of each country's major approaches and instruments of forest policy, for which the contributions of the Montreal Process are significant.

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**1. - Criteria and Indicators: communication, exchange, and stakeholder's consultation facilitators on sustainable forest management**

The concept of sustainable forest management has been widely accepted by forest agencies worldwide (FAO, 2005). However, this concept continues to develop mainly in the multilateral processes of formulation and implementation of criteria and indicators, both nationally and internationally.

The "sustainable forest management intergovernmental processes of criteria and indicators (C&I)" originated in the public sphere, have from the beginning an official character based on the participation and agreement between the governments (Brédif, Boudinot, 2001). From this perspective each intergovernmental C&I proposal, contains implicitly an official approach to the definition of sustainable forest management.

The formulation of C&I was promoted considering that each set should respond to the global goal of sustainable forest management and establish a principle, a law or a fundamental rule for discussion and action (CICI, 2003). In this context, a criterion describes the state of an aspect of forest ecosystems, and an indicator must correspond to a quantitative or qualitative parameter which can be evaluated in relation to a criterion.

Currently there are nine intergovernmental proposed sets of C&I developed multilaterally (FAO,

2001a). Among these initiatives, the Montreal Process is one of the forerunners in the presentation of C&I set for the conservation and sustainable management of temperate and boreal forests.

The Montreal Process on Criteria and indicators for the conservation and sustainable management of temperate and boreal forests originated in 1994 in response to the Forest Principles of the Rio Summit. The Montreal Process currently consists of representatives from 12 member countries: Argentina, Australia, Canada, Chile, China, Japan, Korea, Mexico, New Zealand, Russian Federation, USA and Uruguay. Globally, these countries account together 83% of temperate and boreal forests, 49% of all forests, 45% of wood products and 33% of the world population.

In February 1995, the Member Countries through the Santiago Declaration, identified their commitment to conservation and sustainable management of their forests and supported a set of 7 criteria and 67 indicators as a framework under which policymakers can assess national forest trends and progress towards sustainable forest management (MPCI, 2005). These criteria are:

1. Conservation of biological diversity
2. Maintenance of productive capacity of forest ecosystems
3. Maintenance of forest ecosystems health and vitality
4. Conservation and maintenance of soil and water resources

5. Maintenance of forest contribution to global carbon cycle
6. The maintenance and enhancement of multiple long-term multiple socioeconomic benefits to meet the needs of societies
7. The legal, institutional and economic framework for forest conservation and sustainable management

It is now widely accepted that these C&I are "useful" for the common understanding of sustainable forest management (SFM), to determine the evolution of the forestry sector, to facilitate decision-making, and to ensure monitoring and assessment of forest conditions and trends (FAO, 2003b).

In the references we can see a variety of important attributes for the C&I. Most of them emphasized mainly on its ability to facilitate the "common understanding" of the concept of sustainable forest management (CICI, 2003).

Meanwhile the Intergovernmental Panel on Forests (UNFF predecessor) in 1997 had already characterized that the principal and "most complete" role of the C&I was in helping "the formulation and evaluation of forestry policies" (FAO, 2003a). With regard to scientific and technical literature, there is also widespread recognition of the multiple roles of C&I. There is consistency in accepting that the "concept" of C&I was developed on the basis of political and scientific consensus aimed at promoting the implementation of SFM (Mendoza, Pravu, 2003; Mrosek et al., 2005,

Pokorny et al., 2004), to measure progress towards sustainable forest management (Mendoza, Pravu, 2003; Adamowicz, 2003, Gosselin et al., 2003; Wijewardana, 1997, ISCI, 1996), to collect and organize information on the sustainable management of forests (Purnomo et al., 2005; Hendricks, 2003; FAO 2003b, FAO 2001a, 2001b; UNFF 2001, CIFOR, 1999), and also to define and communicate the concept of sustainable forest management (Purnomo et al., 2005; Mrosek et al., 2005; MPCI, 2005, Collinot 2003, 2003b).

According Mrosek et al., (2005), the C&I, are the most advantageous tool for forest policy to monitor and assess the state of forests and the quality of its management.

Any summary of features and attributes defined from different sources suggests that the C&I fulfill three main roles in the context of forest policy:

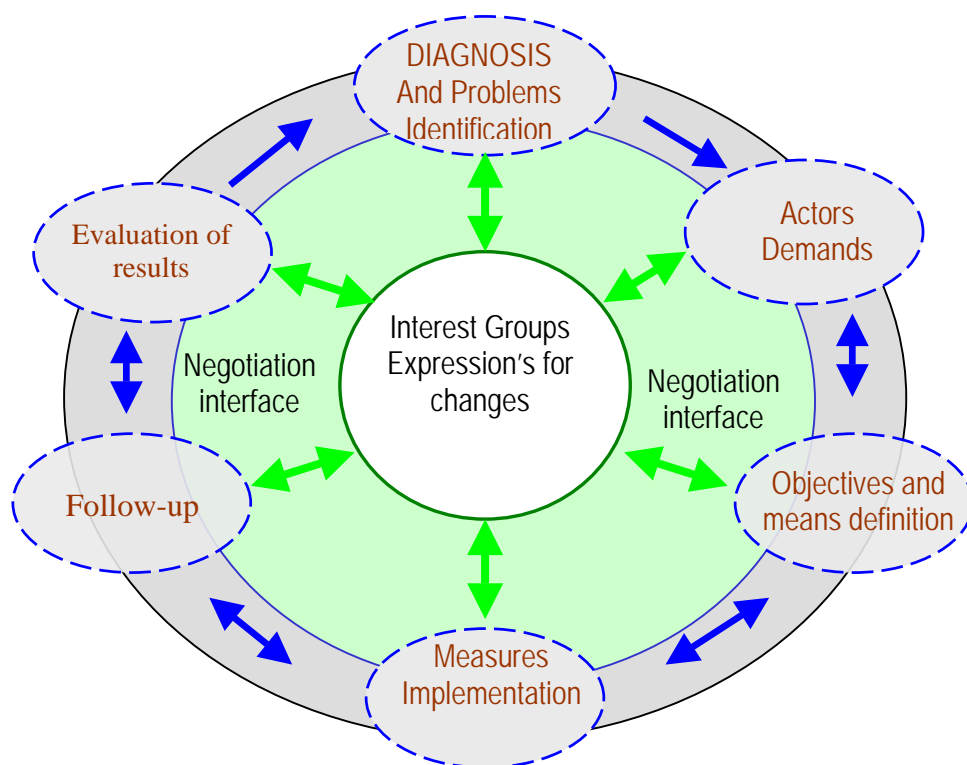
- The C&I, as a tool for planning development and management;
- The C&I, as a tool for communication and stakeholder dialogue;
- The C&I, as a tool to monitor and actions assessment

Each of these key three groups of roles (planning, communication and monitor) include a set of characteristics and attributes which allows determining the full potential of criteria and indicator as successful tool for sustainable forest management (Meza, 2005).

**2. - The criteria and indicators for public policy and forest management, a key tool for decision makers and stakeholders on sustainable forest management**

The participation of stakeholders in forest policy decisions and establishing long-term commitments are two fundamental pillars to effectively support the implementation of sustainable forest management. Each set of criteria and indicators is a structural framework that facilitates the adoption of sustainable forest management commitments with a broad "range" of actors, forest and non-forest institutions, and forest stakeholders (Meza, 2005).

The universal "language" provided by C&I, is essential in the forest diagnosis level (analysis, critical review) which is the first step in forest planning. Generally this level corresponds to an available information review on environmental, social, and economic issues in a particular forest context. The set of 7 criteria provided by the Montreal Process, allows the organization of every important forest issue addressed in the diagnosis. A diagnosis, structured according to these seven criteria, is easily communicated, and has the advantage of automatically enrolling in a globally and officially accepted sustainable forest management concept.



**Figure 1.** Overall framework for forest planning based on a "mixed model" which is based on both rationalist and communicative action theories. The dimension of "participation" is expressed through the involvement of different forests stakeholders in the definition of each planning level while precision of general objectives of forest policy remain a task of public authority (Buttoud, Samyn.1999; Meza, 2005).

In a participatory approach as presented in Figure 1, the key fact is the participation of actors from the initial diagnosis and the subsequent prioritization of the main forest challenges. In this framework the use of MP C&I along with all stages of the planning process have an automatic consequence that decisions are framed within the concept of sustainable forest management as defined by the set of 7 criteria and indicators. One of the most common problems in forestry planning is the mean availability. In this model, the sequence of decisions from the criteria defined in a participatory diagnosis ensures that resources allocated for each action, is consistent with the main prioritized problems and expectations of the actors.

In each level the criteria for sustainable forest management play a key role in articulating and structuring decisions. Not only the criteria can show in which component is taking each action decisions but also its articulation from the diagnostic phase, facilitating the communication of strategic decisions to the general public.

### **3. - Criteria & Indicators - Monitoring and Evaluation of Forest Sustainability**

Follow-up and evaluation of the effect and result of actions implemented through the use of criteria and indicators, allow a structured way to organize the data generated, and has actualized information about the sustainability of policies and forest management

measures. The indicators in turn acquire their full potential through an "information system" necessary for the monitoring of sustainable forest management. Indeed, one indicator is a variable that should be measured periodically showing the results of a respective action over time. The trend observed in successive measurements, shows the direction of change, which may be positive or negative, regarding the "direction" you want.

So whenever the implementation of a specific action is determined it is necessary to simultaneously define what the "expected target" of such action is at the end of the planning period. The practical utility of this parameter is that it allows interpretation of the trend of the corresponding indicator (*Meza, 2005*). The basic structure of a "monitoring system" consists of three main elements:

The Actions: Forces ("drivers") of possible changes, and whose evolution can be measured in time

The Indicators: Variables that measure the changes

The Expected Target: Reference point for future changes (goal).

The periodic measurement of indicators and the overall analysis of trends in terms of expected outcomes, allows the overall framework of sustainable forest management to assess the work accomplished, to adopt if necessary and appropriate corrective actions to ensure continuous improvement and adaptability of forest management.

## 4. - Cases

### 4.1 C&I - ARGENTINA



#### Conservation and sustainability in forest management

The Republic of Argentina's new law on protection of native forests was adopted in 2007 and is the result of growing awareness and concern of society by the increase conversion of forests to agricultural land. In recent years it was estimated that the preliminary conversion rate, including 5 provinces between 2002 and 2006, reached 267.000 Ha / year (*EDB, 2006*). To regulate this conversion the law establishes thresholds to authorize the conversion of forests, and incorporates various environmental standards for forest management in all provinces of Argentina.

This legislation also considers incentives to conserve ecosystem services. Owners of these natural resources, both the provinces and the private sector, will qualify for these incentives. From a social context this law takes into account the rights of native peoples.

In 2004 the forest plantations in Argentina reached 1.2 million ha (*SAGP, 2004*). In late 2008 when it was updated and expanded to promote forest plantation forests the area reached about 1.4 million ha throughout the country. The native forests area in Argentina in 2006 reached 29 million ha. (*EDB, 2006*).

In this context, Argentina's current

challenge is to make protection projects compatible with the production activities by ensuring the sustainable management of forests. This objective is promoted through various programs such as Model Forests, certification processes for sustainable forest management, and development of Best Practice Codes for forest management.

Of particular relevance to sustainable forest management is voluntary certification processes which focus mainly at improving the social and environmental management within forests units. Forests Stewardship Council standards (FSC), for example which was designed for managing forests units, is consistent with the Montreal Process criteria and indicators for sustainable forest management. Notably it is this forest management approach that allows forest owners to adopt measures with clear environmental economic and social benefits both for their own economic enterprise and for local communities.

A good example is a forestry company in Puerto Esperanza, Misiones province, where the certification process identified the need to maintain public recreation areas and implement education programs and conservation campaigns. In the province of Salta, about 80,000 hectares of native forests that have been certified consider the application of unprecedented social and environmental quality standards. In the same way in Argentinean Mesopotamia, the largest forest region in the country, great areas of plantations have been certified, which results in significant progress towards sustainable forest management, including subtropical native forest relicts.

#### 4.2 C&I - URUGUAY



### **Complementing Timber Production and Soil and Water Conservation**

Forest policy and legislation, in the Oriental Republic of Uruguay poses the challenge to develop forest plantations considering both the production of wood products and protection of soils and water.

Based on the Montreal Process criteria and indicators for sustainable forest management analysis, and through a process of consultation with industry stakeholders - with the understanding that the country is already in full Industrial Forestry Complex phase development, and that the afforestation process is continuous - was acted in the Law N° 18,083 of 27 December 2006, incentives for planting forests (Criterion 7 of Montreal).

The goal is the production of quality solid wood, and the development of plantations for the conservation of natural resources. The case of planted forests for wood products, are no longer considering this kind of incentives.

Currently, in the Eastern Republic of Uruguay the total forest area is 1.5 million ha, of which about 808,195 ha, equivalent to 53% of the total area is native forests and 47%, are forest plantations (716,702 ha). The 90% of this forest plantations area (646,032 ha)

were established during the period 1975 to 2001 .

The total forest area for the timber production reaches 46% (701.453 ha), 99% of which this surface corresponds to forest plantations. Meanwhile the total area of primarily for protective functions managed forests is 822,016 ha, of which 810,816 ha are the native forest (99%) and 11,200 ha to forest plantations (*Uruguay, 2005*).

From the global perspective of sustainable forest management the Uruguay choice leans clearly to strengthening the role of production on the basis of forest plantations (Criterion 2 of Montreal Process).

Tax incentives for plantation development for conservation purposes are maintained in the law, Criterion 4 of Montreal. Nevertheless this function is performed mainly by the surface with native forests, whose coverage has increased by 23% since the implementation of policies for their protection during the past 40 years. That also has improved the situation on biodiversity conservation (Criterion 1 of Montreal) in the country native forest land.

The increase in forest area, both native and planted forests improved the country's position with respect to Criterion 5 of the Montreal Process. Uruguay went from being a net emitter of greenhouse gases to have a negative emission due to the effect of forests as carbon sinks.

### 4.3 C&I - CHILE



#### **Promoting the management and protection of native forests to improve forest sustainability**

During 2008 the new Law 20.283 on recovery of native forests and forest development (July 2008) was enacted. One of the main objectives of this law is the protection, restoration and enhancement of native forests in order to ensure forest sustainability and environmental policy.

This law was the result of extensive negotiations between a variety of interest groups, organizations, landowners, industry representatives, government institutions, NGOs and representatives of the Academy. This regulation provides incentives for activities that promote the regeneration, recovery or protection of xerophytic formations of high ecological value and preservation native forests, which are intended to maintain biodiversity. This law considers silvicultural activities aimed at obtaining wood and non wood products.

One of the most important innovations this law envisioned is the creation of an Advisory Council, composed of representatives of public and private organizations, that aims to ensure the full participation of key community stakeholders in the country's major decisions on forest policy. It also emphasizes the allocation of resources

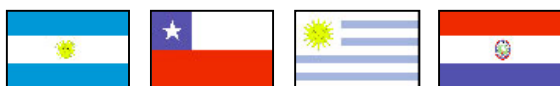
to promote research on native forests and to promote an increased knowledge in matters related to forest ecosystems, their management, protection, conservation and sustainable management.

In Chile the total area of forests and forest plantations is about 16.2 million ha. About 14.1 million ha are temperate native forests of which about 4 million ha are in areas under public protection. Meanwhile, the area of forest plantations reaches about 2.1 million and has been used mainly to supply the forest industry (*CONAF, 2009*).

The Montreal Process has provided, especially since the Declaration of Santiago signing in 1995, an effective tool for dialogue and the generation of new instruments for sustainable forest management. It takes on a reinvigorated importance after enacting the new law in 2008. Indeed forest monitoring systems in the country should be able to meet the new demands of an increasingly wide variety of actors and give an organized account of the changes in all range of forests ecosystems and other wooded land in the country.

Our finding now is that the Montreal Process criteria and indicators has been and will remain a useful tool for designing forest policies and monitoring the state of forests and forest ecosystems including biological diversity and the range of social aspects that are fundamental to ensure sustainable forest management.

#### 4.4 C&I - Southern Cone



#### Working together on sustainable forest management at regional level

The Southern Cone countries of Latin America have in their territory significant and valuable forest resources with great potential to substantially contribute to the development of their people in political, economic and ecological aspects, all within the premise of sustainable.

Countries recognize that, to boost the sustainable development of forest resources, national forest programs should implement criteria and indicators and prioritize the Montreal Process, in which these four countries are participating. However, the problem of data and updated information is still a barrier to facilitate technical and political decisions about forests.

Recently, the southern Cone countries have requested FAO technical assistance to carry out a technical cooperation project to strengthen national capacities of these countries. The FAO TCP/RLA/3203 project aims

to strengthen national capacities of countries in the Southern Cone of Latin America for the implementation of sustainable forest management. The project will promote cooperation between these countries for the implementation of criteria and indicators and develop a strategy for interregional cooperation based on information technologies that generate data and information needed by different users (FAO, 2008).

The participation and institutional commitment of the Governments of Argentina, Chile, Paraguay and Uruguay, is expected to identify and update the information needs on forests in different institutions considering different users in each country. And in particular, participation will define strategies for public policies reflecting the country's implementation of criteria and indicators for SFM.

At the same time the project seeks to develop and implement a strategy for interregional cooperation (based on Information Technologies) to generate data and information needed by different users and stakeholders of the Southern Cone forest sector, and serve as a tool for decision making, monitoring and evaluation in the context of forest policies and strategies of this region countries.



## **5. - Conclusions**

The participation of the Southern Cone countries in the Montreal Process on Criteria and Indicators for Sustainable Forest Management, is gaining relevance. The increasing demands and pressures on forests worldwide and the need for countries to work together on issues of common interest is also increasing.

The Montreal Process is an example of this collaboration. It has helped all 12 member countries to identify shared goals and enhance their capacity to assess and report on forests sustainability. Simultaneously it creates confidence and certainty among Member Countries, possessing diverse forest ecosystems, and different patterns of land ownership as well as socio-economic conditions of forest-related communities.

The participation of the Southern Cone countries in the Montreal Process on Criteria and Indicators for Sustainable Forest Management has facilitated communication, consultation and

dialogue on global and local forest sustainability between different actors, for example in political and technical exchanges on forests, among the 12 Member Countries.

It has helped to incorporate the concept of sustainable forest management in the formulation and implementation of public policy instruments and forest management, especially in the case of new laws and regulations for the conservation and sustainable management of native forests, recently enacted in Chile and Argentina.

Simultaneously it has also helped promote the development and implementation of tools for monitoring and evaluating the impact of measures taken to implement the sustainable management of all types of forests, both at each countries and regional levels. A good example of this is that the FAO project seeks to implement a strategy for interregional cooperation to generate data and information needed by different users of the forest sector of the Southern Cone countries.

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