

**National Report to the Fifth Session of the  
United Nations Forum on Forests**

**Finland**

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List of abbreviations and names of organisations and institutions:

Baltic 21	Agenda 21 for Baltic Sea Region
CLRTAP	Convention on Long-Range Transboundary Air Pollution
EFI	European Forest Institute
EU	European Union
FAO	United Nations Food and Agriculture Organisation
FFCS	Finnish Forest Certification System
FINAP	Finnish National Action Plan
FORAFIN	Forest Academy Finland
FSC	Forest Stewardship Council
GIS	Geographic information system
ICP Forests	International Cooperative Programme on the Assessment and Monitoring of Air Pollution Effects on Forests
IFF	Intergovernmental Forum on Forests
IPF	Intergovernmental Panel on Forests
ITTA	International Tropical Timber Agreement
IUFRO	International Union of Forest Research Organisations
LEP	Landscape Ecological Plans
MCPFE	Ministerial Conference on the Protection of Forests in Europe
MTK	Central Union of Agricultural Producers and Forest Owners
Metsähallitus	Finnish State Forests
Metsäteollisuus ry	Finnish Forest Industries Federation
Metla	Finnish Forest Research Institute
METSO	Forest Biodiversity Programme for Southern Finland 2003-2007
MS-NFI	Multi-Source National Forest Inventory
NFI	National Forest Inventory
NFP	National Forest Programme
NGO	Non-Governmental Organisation
NHS	Natural Heritage Services (managed by Metsähallitus)
NWRDP	Finnish-Russian Development Programme on Sustainable Forest Management and Conservation of Biodiversity in Northwest Russia
PEFC	Programme for the Endorsement of Forest Certification Schemes
SAVA	Assessment of the extent to which the existing network of protected areas covers all important areas in a gap analysis
SFM	Sustainable Forest Management
SYKE	Finnish Environment Institute
Tapio	Forestry Development Centre Tapio
UNECE	United Nations Economic Commission for Europe
WSSD	World Summit on Sustainable Development

## II. Progress and issues related to implementation of IPF/IFF proposals for action

### General

1. Please provide additional or new information on initiatives taken or lessons learned since 1997 further to the information on forests included in your national reports<sup>1</sup> to UNFF 2, UNFF 3 and UNFF 4, the Commission on Sustainable Development, and other international instruments and organizations on the following points:

- **assessment (including of the relevance, priority, status of implementation, planned actions) of the IPF/IFF proposals for action in the national context**

Both IPF and IFF proposals have been assessed in Finland, IPF proposals in 1998 and IFF proposals in 2001. For the assessment of IPF proposals, the Ministry of Agriculture and Forestry established a working group with representatives from the Ministry for Foreign Affairs, the Ministry of Trade and Industry, the Ministry of the Environment, Metla, the Central Union of Agricultural Producers and Forest Owners (MTK), Metsähallitus, the Finnish Forest Industries Federation and the Forestry Development Centre Tapio, the Finnish Environment Institute, the Finnish Association for Nature Conservation and WWF Finland.

Implementation of IFF proposals was assessed both in the national context and in the Finnish development cooperation contexts. As the Finnish assessment of the IPF proposals was performed in 1998, it was decided that this new assessment should concentrate only on recent developments (after 1998) and take a clear focus on IFF proposals. The assessment was performed by interviewing experts from the Ministry of Agriculture and Forestry, the Ministry of the Environment, the Ministry for Foreign Affairs, the Ministry of Trade and Industry, Metla, the Central Union of Agricultural Producers and Forest Owners (MTK), Metsähallitus, the Finnish Association for Nature Conservation and WWF Finland. The draft report was widely circulated for comments.

- **development and implementation of your national forest programme or similar national policy framework for forests**

Finland's National Forest Programme 2010 was prepared in the spirit of open and broad cooperation. The process applied several working groups with stakeholder participation and open ended public forums. The Government ratified Finland's National Forest Programme in 1999. In 1999 the Government appointed a Forest Council to support the Ministry of Agriculture and Forestry in the far-reaching and important forest policy issues. Different governmental sectors and stakeholders are represented in the Forest Council, its sub-groups and secretariat. The Forest Council also follows-up the implementation of the National Forest Programme 2010 and makes proposals on the development of the programme.

Lessons learned: There is evidence of strong political commitment and action, such as updating of the forest legislation and continuous and steady budget funding for the forest sector since the launch of the NFP. The management of such wide programme is a challenge; so far no major political conflicts have occurred concerning implementation of the NFP, but the balancing of economic and ecological

<sup>1</sup> National reports related to forests may be easily accessed on the CPF website at <http://www.fao.org/forestry/foris/webview/cpf/index.jsp?siteId=2461&sitetreeId=6947&langId=1&geoId=0> however UNFF4 report are available only at <http://www.un.org/esa/forests/reports-unff4.html> at the time of writing.

dimensions has been and still is challenging. Active participation by the private sector in the implementation of the NFP is essential in order to achieve the targets set in the programme.

- **international cooperation, including development and implementation of partnerships**

The forest sector has experienced rapid globalization, and global forest policy has an increasing impact on forest policy and practical forestry in Finland. Finland has therefore taken an active role in developing and implementing global forest policy.

### **Ministerial Conference on the Protection of Forests in Europe**

The Ministerial Conference on the Protection of Forests in Europe (MCPFE) is a high-level political initiative for regional cooperation. It addresses common opportunities and threats, related to forests and forestry and promotes sustainable management of forests in Europe. Since 1990, four Ministerial Conferences on the Protection of Forests in Europe have taken place. These are regarded as milestones in the application of international forest policy in the regional context. Finland was a member of the General Coordinating Committee of the MCPFE during 1990-1998.

### **Forestry issues within the European Union**

Finland takes part in developing the EU instruments which are related to forests. A Forestry Strategy for the European Union was prepared in 1998. The Commission is currently preparing the review of the progress made in implementing the Forestry Strategy. The review primarily focuses on actions taken in the framework of EU policies and initiatives. The review also presents the main results of a questionnaire sent to the Member States on the following issues: national forest programmes, forestry measures in rural development programmes, climate change / implementation of the Kyoto Protocol, and forest certification.

Forest Focus Framework Regulation concerning monitoring of forests and environmental interactions in the European Community was elaborated in 2003. Forest Focus attempts to combine legislation on these issues into a piece of legislation designed to cater for the wider environmental concerns affecting European forests. Forest Focus aims to monitor and combat the threats to forests from air pollution and forest fire, and studies issues such as biodiversity, impacts of climate change, carbon sequestration and soil protection. In addition to Natura 2000 Programme, Forest Focus addresses forest conservation issues within EU. Until 2007, the emphasis is on the planning and testing of new monitoring systems. The real benefits of the new regulation are likely to be seen during the next funding period, 2007 – 2013.

Few research projects concerning forests and forestry have been funded within the Sixth EU Framework Programme for Research and Technological Development.

### **Baltic 21 Action Programme**

Baltic 21 Action Programme for Sustainable Development in the Baltic Sea Region is a joint programme promoting sustainable development, emphasizing regional development and focusing on seven economic sectors, including forests, spatial planning and education. Finnish-Baltic cooperation projects have been implemented under the Baltic 21 Action Programme on Forests. (For more information, see [www.baltic21.org](http://www.baltic21.org))

### **Forest Academy Finland**

Forest Academy Finland (FORAFIN) is a Finnish initiative of a new forum aimed at supporting EU's commitment for sustainable forest management, and developing mutual exchange of views on forestry's role in socio-economic development, particularly in the new EU countries. The idea of Forest Academy Finland is to invite top-level representatives of the forest sector of new and applicant countries of EU to Finland, for open brainstorming and exchanging information and experiences between new and applicant countries of EU, and with core actors of the Finnish forest sector. Observers from other countries and international organisations are also invited to join.

### **Cooperation with Russia**

The second phase (2001-2004) of the Finnish-Russian Development Programme on Sustainable Forest Management and Conservation of Biodiversity in Northwest Russia (NWRDP) is based on the first phase of the Programme (1997-2000). During the first phase several bilateral projects were launched on both sustainable forest management and biodiversity conservation.

The geographic vicinity and similarity of the Northern natural environment provide a good base for further development of co-operation between Finland and Russia. Bilateral co-operation facilitates participation in international discussion and contributes to the development of the methods of conservation and rational management of the forests of the Taiga Zone

The Second Phase of NWRDP is coordinated with, and contributed to the Northern Dimension Forest Programme of the EU, which is elaborated in the frame of the Barents Euro-Arctic Council. In forestry cooperation emphasis has been on research, training and education on such themes as: forest management, forest management planning and information systems, model areas and forest certification.

In the third phase of NWRDP (2005-2007) cooperation will be concentrated on north-west Russia and on education of employees of forest organisations.

### **Cooperation with Mexico**

Finland has had bilateral cooperation with Mexico in the field of forestry for more than 20 years. In 2000-2001 the major joint effort was the preparation of Mexico's Strategic Forestry Plan 2025. Since then, the cooperation has been concentrated to support its implementation. Exchange of views and experiences of issues on international forestry agenda is also an important part of this cooperation.

### **Cooperation with China**

Finland has had bilateral cooperation with China since 1980. The thirteenth session of Sino-Finnish Working Group for Forestry was held in October 2004 and cooperation plans for the years 2005-2006 were agreed upon. Four cooperation projects are being carried out: forest certification project, environmental education programme, study on the effect of afforestation on carbon sequestration and nursery demonstration construction project.

### **Cooperation with Indonesia**

Already in 1987 an agreement has been made between the Governments of the Republic of Finland and Republic of Indonesia on economic, industrial and technological cooperation. Finland-Indonesia Working Group on Forestry and Forest Industries was established in 1990. The aim of the Working Group is to provide a mechanism for information, analysis and counsel to the authorities, economic organisations and commercial enterprises in Finland and Indonesia.

### **Cooperation with Brazil**

In WSSD in Johannesburg 2002, Finland and Brazil agreed to start a partnership programme in the field of forestry. A Memorandum of Understanding on this partnership was signed in 2003. The topics mentioned in the Memorandum are technical cooperation to support the implementation of national forestry plans and promotion of programmes of sustainable forest management, strategies for development of rural areas and support to small and medium size forest owners, promotion of research and preparation of forest information systems.

### **Cooperation with Turkey**

The Ministry of Agriculture and Forestry of Finland and the Ministry of Environment and Forestry of Turkey signed the Memorandum of Understanding in 2004. The main objectives of this newly started cooperation are to increase the trade of forest products and forest sector technology between Finland and Turkey, to exchange information specifically on implementation of the National Forest Programme and to support the launching and implementation of mutual projects on commercial basis.

Also the Ministries recognised the potential for future cooperation in the field of forestry consultancy services. The Ministries will meet on a regular basis.

### **Development cooperation**

Forestry as a means for rural livelihoods and an instrument for poverty reduction forms one of the nine focal areas in the Development Policy (2004) of Finnish Government for the attainment of UN Millennium Development Goals (MDGs). Finland allocates some 6% of the total funding to Official Development Assistance (ODA) to forest sector. In absolute terms the Finnish contribution to forest sector development cooperation is around 10 million euros annually and projected to rise in the near future. Forestry cooperation also forms an important instrument for Finland to link the international forest policy to national level, by supporting the partner countries to advance in sustainable forest management and forest sector development.

Finland has provided detailed information on the support to developing countries on the IPF/IFF proposals for action in the report for UNFF2. Information contained in this report is provided as complementary.

- **mechanisms or initiatives to facilitate stakeholder participation, including indigenous and local communities, in forest sector planning, decision-making and/or forest management.**

### **National Forest programme**

In June 2002 the Government appointed a new Forest Council for the implementation and follow-up of the NFP. The new Forest Council also supports the Ministry of Agriculture and Forestry in extensive and crosscutting forest policy issues. The Council is chaired by the Minister of Agriculture and Forestry and the members (21) of the Council represent a wide range of different organisations and stakeholders of the forest sector in Finland (e.g. Ministry of the Environment, Ministry of Finance, Ministry of Trade and Industry, the Forest and Wood Workers' Union, the Central Union of Agricultural Producers and Forest Owners, Swedish-Speaking Agricultural Producers in Finland, the Union of Finnish Foresters, the Society of Finnish Professional Foresters, the Trade Association of Finnish Forestry Contractors, Regional Forest Committees, Finnish Scouts, Finnish Hunters, Finnish Nature Conservation Union, WWF Finland, Finnish Sawmills, Finnish Forest Industries Federation).

In December 2002 the Forest Council appointed a Secretariat for the Forest Council and seven follow-up groups of the NFP, which are regularly reporting to the Forest Council on their work. The chairmen of the follow-up groups are members of the Secretariat of the Forest Council. The follow-up groups are named according to the main chapters of the NFP, which are: 1. Good prospects for the forest industry to grow, 2. Forestry is profitable and creates employment, 3. Ecological sustainability will be secured, 4. The Forest will be well managed, 5. Forests provide recreation and nature's products, 6. Forest know-how will be strengthened, 7. Finland takes an active part in international forest policy. The follow-up groups of the NFP have broad representation of different interest groups in their respective subject areas.

### **Regional forest programmes**

At the end of 2003 the Ministry of Agriculture and Forestry appointed 13 new Regional Forest Committees, which follow-up and support the implementation of the regional forest programmes. Based on the recommendations of the mid-term evaluation of the NFP better co-operation and interaction between the Forest Council and the regional forest committees has been achieved. In addition, the general discussion and dialogue on sustainable forest management in Finland has increased considerably both at national and regional levels. The revision of the regional forest programmes has started in 2004.

### **Future Forum on Forests**

In April 2003 the Ministry of Agriculture and Forestry appointed the Future Forum on Forests which, as a part of the NFP, supports the development of national forest policy through the NFP and other

policies relevant to the future of forest sector. The Forum is a multisectoral and multidisciplinary meeting point aiming to generate information and knowledge on the issues affecting the sources of forest-based livelihoods in the future. The purpose of the Forum is to identify expected changes in the forestry environment in the next 10-20 years. The Future Forum on Forests aims to maintain and establish new partnerships and cooperation between different stakeholders. The multidisciplinary discussions will generate information and knowledge at the Forum. Different benefits from the Forum will be considerable for organisations actively taking part in the various Forum activities. As a result future-oriented thinking within the management of different forest organisations and forest-related stakeholders will be promoted.

### **Participatory planning of state forests**

Natural resource planning is Metsähallitus' process for planning the use of state-owned land and water areas in Finland. The aim is to reconcile the opportunities offered by the natural resources with the needs and expectations placed on them by different parties, to form an effective and well-balanced solution. Stakeholders and citizens have an opportunity to participate in the planning process. Cooperation groups representing local stakeholders play a key role in participation. These groups assess the current state of natural resources and their future management and use from different points of view. Individual citizens also have access to the plans and they can express their views on them, for example, in village meetings or via various network services.

In this general context member States may wish to refer also to the resolutions of UNFF relevant to the above elements, in particular resolution 3/4 paras. 1.-13., and provide information on the implementation of these resolutions or their contribution to facilitating the implementation of IPF/IFF Proposals for Action.

### **Implementation of the IPF/IFF proposals for action related to thematic issues of UNFF 2**

Please provide information on: activities undertaken since 1997, progress made, constraints encountered, lessons learned, and issues that have emerged, as well as relevant information related to means of implementation (financing, transfer of environmentally sound technologies, and capacity-building) related to the following elements:

#### *Combating deforestation and forest degradation*

#### **2 preparing diagnostic studies to analyse historical and underlying causes of deforestation and forest degradation, including processes outside the forest sector**

N.A.

#### **3 formulating and implementing national policies and strategies, through an open and participatory process, for addressing the underlying causes of deforestation**

### **Development cooperation**

Activities: Support to the formulation of national forest policy has been provided since 1997 in Tanzania and Namibia. Formulation of national forest strategies, national forest programmes or alike has been the object of support in Zambia, Tanzania and Vietnam. Participation of all relevant stakeholders has been emphasised in all of these. Finland also funds the UNDP-WB/PROFOR, which works for improving the nfp instrument and the the FAO NFP-Facility, which provides information on successful nfp formulation and implementation to a larger audience.

Progress: In all these countries the development of forest sector is currently being guided by the improved instruments.

Lessons learned: Participation is a key issue in formulating a policy or NFP. Participation is, however, time consuming and laborious. Sufficiently long time-spans for the formulation processes are hence recommended. Participation is also key in enhancing stakeholder commitment to the implementation of a national instrument, also financially. If the formulation process does not make it clear right from the beginning that not all forest sector financing should come from the government, but all stakeholders should be prepared to invest, the instrument is likely to be lacking funding for implementation.

Means of implementation: The processes for policy and NFP formulation and implementation have also been found to provide a vehicle for improved donor coordination and improved mechanisms for common forest sector financing, like Sector Wide Approach.

#### **4. raising awareness of the importance of issues related to deforestation and forest degradation and the multiple values of forests**

##### **Development cooperation**

Activities: Finland has successfully supported the development and implementation of integrated forest fire management in Namibia, Burkina Faso and Mozambique, where awareness raising is an important part of the work. The rural communities are encouraged to manage and control forest and bush fires through their own action. Benefits accrued, like improved grazing facilities for cattle and better production of minor forest products go directly to the communities. In all countries the community level promotion and guidance is combined with fire monitoring with remote sensing techniques and with support to formulation of a national forest fire policy.

Progress: In all three countries the fire management is gaining importance and momentum. The model of integrated, community based forest fire management, originally developed through the Finnish-Namibian forestry cooperation, is being adopted in other African countries and adapted to local conditions. Raising the awareness of the public on the harmful effects of fires, possible leading to complete deforestation and forest degradation are central elements in mobilizing the rural communities to manage the fires.

Constraints: Funding from national sources for the campaigning and incentives to rural communities to do practical fire management is often a major constraint.

Lessons learned: Women are key players in the awareness raising in rural Africa. They not only can control the use of fire in agriculture but also form an important influence in rural families. It has been found that if women of a community understand the harmful effects of forest fires, the whole community will soon be aware of the problem and often willing to act upon it to gain benefit from reduced fires and better forest quality.

#### ***Forest conservation and protection of unique types of forest and fragile ecosystems***

#### **5. creating or expanding protected areas to safeguard forest and related ecosystems and their full range of values and, developing and applying criteria and methodologies for assessing the conditions and management effectiveness in protected forest areas**

Already from the 1970's, there has been a practice of assessing the gaps in the protected area network and filling them by habitat-specific conservation programmes which have been endorsed by the Government and then implemented, e.g. by purchasing the lands for the state. Since 1997 the Finnish

Environment Institute has assessed the extent to which the existing network of protected areas covers all important areas in a gap analysis (SAVA) covering the whole national system of protected areas and various habitat types and threatened species. The SAVA reports are written mainly in Finnish, partly scattered in various scientific journals, and available from the Finnish clearing house of the CBD at the Finnish Environment Institute (SYKE) (For more information, see <http://www.ymparisto.fi/eng/orginfo/publica/publica.htm>).

Along with the national legislation, the Natura 2000 Programme of the European Union and its implementation direct the planning and implementation of the national system of protected areas in Finland. Finland has a relatively comprehensive network of protected areas established under the Nature Conservation Act (1096/1996) (national parks, strict nature reserves and other protected areas) and the Act on Wilderness Reserves (wilderness areas). The most valuable eskers have been protected by the Act of Soil Resources and the landscape values of shorelines by the Land Use and Building Act (132/1999). Several valuable forest site types are protected by the Forest Act (1093/1996). The whole network of protected areas has been developed in a systematic way by implementing and financing protection programmes for various habitat types since 1970s. New national parks have been established on the basis of more detailed investigations.

The Natura 2000 Programme has detailed guidelines, criteria and targets adopted to support especially the selection of protected areas. National legislation supports the establishment of protected areas. The management of protected areas is supported both by national legislation and systematic management planning for which there are guidelines available in Finnish and occasionally in English.

Even though there has not been a comprehensive assessment of threats in Finland, the threats to individual protected areas have been assessed case by case as part of the management planning process. The threats to Finnish animal and plant species, including the threatened species living in the protected areas, have been thoroughly assessed in the three subsequent, comprehensive red data books. Nation-wide analyses of the threats to different habitat types have been conducted as part of the habitat conservation programmes.

In Finland, almost all state-owned protected areas are managed by the Natural Heritage Services of Metsähallitus, and its regional units (see <http://www.metsa.fi/natural/protectedareas/>). One National Park is managed by Metla. To guarantee that protected areas are managed in a wider regional context, each Natural Heritage Service unit has a regional responsibility of the whole network of protected areas in the region and on the cooperation with other stakeholders in surrounding areas in other use. Most of the protected areas lie on state-owned areas, but the establishment and management planning of protected areas always include the broad participation of all relevant stakeholders. With a broad participation of various stakeholders and using the GIS, the natural resource planning of Metsähallitus assesses, province by province, the land use of all state-owned areas, the main emphasis being in forest resources. It also assesses the needs to establish new protected areas and recreational areas on state-owned lands and the needs and opportunities to increase spatio-temporal connectivity in the network of protected areas.

The Land Use and Building Act and physical planning are the similar key mechanisms on private lands. Also the Forest Act and forest planning on private forests contribute to the wider regional framework where the management of protected areas takes place.

In addition to the large state-owned protected areas, there are plenty of small privately-owned protected areas in Finland. Private landowners can ask the governmental bodies to establish privately-owned protected areas on the basis of the Nature Conservation Act. To an increasing degree, and on the basis of voluntary agreements, private landowners can also be in charge of the site management of those protected areas. In a few cases, also non-governmental organisations have privately-owned protected areas. In the Repovesi National Park, a paper company (UPM Kymmene corporation) donated 560 hectares of forest land to the state in November 2001 to enable the establishment of the

national park. The corporation has furthermore promised to conserve 1 400 hectares of its own forests in the area surrounding the new national park.

The forest area in strictly protected areas is 0.8 million hectares, which is 4.1% of the forest area. In addition to the strictly protected forests, biodiversity is conserved in other special areas (e.g. wilderness reserves, high-altitude forests, state recreational areas, key biotopes of commercial forests). Forest conservation areas are mainly in northern part of Finland and in the south the share of strictly protected forests is only about 1-2 %. In 2002 as a part of the NFP Forest Biodiversity Protection Programme for the southern part of Finland (METSU) was established to promote forest biodiversity on voluntary basis with the help of Government incentives.

Lessons learned: Even though the available resources have considerably increased during the recent years, there are clear needs and shortfalls in full implementation of the protected areas network. The needs include the need of a more scientific basis and more comprehensive ecological information on the habitats and species of the forests in southern Finland. However, inventories and research projects to meet the needs are going on. The resources of protected area management lag clearly behind the very rapid increase in the numbers and area of protected areas. Although the financing of site management has increased, there are still gaps in the visitor services of the parks, especially in southern Finland. In general, the technical work associated with the establishment, real estate practices, marking of borders and management planning cannot be properly carried out with the present resources in any due time. On the other hand, the threats involved in the time lag are not considered to be very serious. At the moment, active management of habitats, especially restoration of some special features of natural boreal forests, basic scientific inventories and development/maintenance of visitor facilities and services are considered to be the priorities.

#### **Development cooperation**

Activities: In Eastern Usambara mountains of Tanzania Finland has supported a long exercise of forest conservation, which included the establishment of forest conservation areas and piloting joint forest management as a tool for participatory protected area management. Forest conservation has been supported also in the Peruvian Amazon areas and in Namibia.

Progress: In Tanzania a major achievement was the declaration of a Man-and-Biosphere reserve by UNESCO in the East Usambaras. In Namibia the foundations of a network of forest conservation areas were laid and in Peru the cooperation advanced considerably the political support to establishment of protected forest areas in the Amazon.

Constraints: Forest conservation tends to attract less attention in public forest administration which is constrained with lack of human and financial resources. The returns from the investment are often intangible and long term, which may reduce the interest on conservation activities.

Lessons learned: In case of multiple priorities in developing the forest sector of a country, practical forest conservation should not be forced to be a first priority. Its' turn will come naturally later, when the most urgent issues of sector development have been dealt with. However, forest conservation should be firmly in the policy and strategic agenda so that legal provisions for practical work are in place when needed.

#### **6. developing and implementing partnership mechanisms to engage forest owners, private sector, indigenous people and local communities in the planning and management of forest conservation areas and developing and implementing a range of innovative mechanisms for financing and encouraging forest conservation**

The Forest Biodiversity Programme for Southern Finland 2003-2007 (METSU), which is coordinated by the Ministry of Agriculture and Forestry and the Ministry of the Environment, is an operational

element of the NFP for the part of biodiversity. In METSO Programme, new, innovative ways of protecting the forests on a voluntary basis will be tested. The decisions on the means to be applied in the protection of forest biodiversity after 2007 will be decided on the basis of the results of these experiments.

The METSO Programme aims to preserve valuable forest habitats while also allowing forests to be commercially utilised to the benefit of rural economies and livelihoods, thus helping to promote sustainable development in rural regions of Finland. The pilot projects tested are known as natural values trading, competitive tendering, forest biodiversity co-operation networks and nature management areas.

Natural values trading allow forest owners to commit themselves through voluntary contracts to maintain or enhance valuable natural features in their forests over a certain period, typically for 10-20 years. In exchange, the forest owner receives compensation from the authorities.

Competitive tendering provides a way for landowners to offer to rent or sell ecologically valuable areas of forest to the authorities at an agreed price. The authorities then compare tenders from different landowners, and select the best sites for conservation by weighing up the financial costs and ecological benefits of each tender.

Forest biodiversity co-operation networks allow landowners, local environmental and forest authorities and other local interest groups to share their ideas and experiences related to conservation. Networks operate in specific areas and their main aim is to encourage forest owners to conserve biodiversity through various arrangements.

In nature management areas forestry and other land uses would be carefully planned to promote nature conservation, with forest owners fully compensated for any losses they incur.

Lessons learned: The preliminary experiences have been very promising and shown that there is clear willingness among private forest owners to conserve on voluntary basis ecologically valuable sites in their forests.

For more information, see <http://www.mmm.fi/metso/international/index.html>

### **Development cooperation**

Activities: The work of PROFOR, which Finland supports, on financing sustainable forest management includes also innovating financing mechanisms for forest conservation. Joint forest management has been piloted with Finnish support in Zambia and Tanzania as a modern tool for involving rural communities in the conservation of protected forest areas of different categories.

Progress: Finnish forestry cooperation has achieved to support piloting JFM on both countries and contributed to the establishment of technical guidelines and appropriate legal framework. This pioneering work enables the partner countries expand the use of the instrument in the future.

Constraints: Joint forest management is a relatively new concept and although it is gaining popularity in discourse, its practical piloting and implementation runs often aground with constraints caused by inappropriate legal framework, reluctance of government officials to let go of control and conflicts over sharing of benefits accrued between the government and rural communities.

Lessons learned: If the existing legal framework does not allow for partnership based JFM to happen, piloting under a special legal arrangement is needed. Such a special provision may be difficult to achieve but is worth the trouble, as it paves the way for wider changes in legislation favourable to JFM be applied in forest conservation at large scale. In developing countries such establishing even such provisions may be time-consuming and should be initiated at the earliest possible stage.

7. **giving high priority in national forest programs to the rehabilitation and sustainable management of forests and trees in environmentally critical areas, recognising the linkage between forest protection and sustainable development and improving the coordination among such policies and programmes**

The regulations concerning forest management activities in environmentally critical areas are included in the Forest Act. The northernmost part of Finland is considered as so called timberline forest area, where special preservation of forest is needed to prevent the retreat of the timberline. Tree felling in this area is permitted only in accordance with a felling and regeneration plan approved by the local forestry centre. The only exception is felling for domestic use, but in special circumstances it can also be restricted or prohibited completely. Majority of forests in the timberline forest area are owned by the Government, and they are under different conservation and nature protection programmes. Even in commercial forests, both publicly and privately owned, multiple use of forests including reindeer herding and recreation, is taken into account.

*Rehabilitation and conservation strategies for countries with low forest cover*

8. **expanding forested area, establishing and managing plantations to enhance production of forest goods and services, while avoiding the replacement of natural ecosystems, and recognizing the role of imports in satisfying the needs for forest products and services**
9. **promoting the regeneration and restoration of degraded forest areas including through partnerships and building capacities to promote effective participation in decision making, and development and transfer of environmentally sound technologies**
10. **improving the efficiency of international cooperation to support the management, conservation and sustainable development of all types of forests and building capacity to monitor forest resources**

N.A. in Finland. See the answer to question 11.

*Rehabilitation and restoration of degraded lands and promotion of natural and planted forests*

11. **promoting the creation of new forest resources through plantations and recognizing their role in rehabilitation of degraded lands and forests in environmentally critical areas**

In Finland deforestation or serious forest degradation are not problems as 22 mill ha (72%) of Finland's land area is forest. There are 4 ha forest per each inhabitant in Finland (compared to global ratio of 0.6 ha forest per person). The regeneration of harvested areas is required by Forest Act and it is supervised that regeneration takes place within a reasonable time.

Some afforestation activities take place in lands not needed for agricultural production or peat industry any longer, but in general their area is very small.

12. **promoting policies to meet increasing demand for wood and non-wood forest products and services, through sustainable forest management.**

See the answer to question 11. In Finland the Government has launched programmes to increase the consumption of wood based products as environmentally friendly and sustainably produced products. In general, the whole forest sector in Finland applies the principles of sustainable development.

In addition, member States may wish to refer to the resolutions of UNFF relevant to the above elements, i.e. resolution 2/2 A paras. 1.-7., 2/2 B paras. 1.-6., 2/2 C paras.1.-3, 2/2 D paras. 1.-4., respectively, and provide information on the implementation of these resolutions or their contribution to facilitating the implementation of IPF/IFF Proposals for Action.

### **Implementation of the IPF/IFF proposals for action related to thematic issues of UNFF 3**

Please refer to your national report if appropriate, or provide new or updated information on: activities undertaken since 1997, progress made, constraints encountered, lessons learned, and issues that have emerged, as well as relevant information related to means of implementation (financing, transfer of environmentally sound technologies, and capacity-building) to support the following actions:

#### *Economic aspects of forests, including trade*

- 13. valuation of forest goods and services (this may include, among other things, the development and use of new valuation methodologies, valuation of a wider range of goods and services, and policy decisions that reflect a more comprehensive assessment of forest values)**

Metla, which is responsible for Finnish Statistical Yearbook of Forestry, has put a lot emphasis during last years for developing the account system of non-wood products and services. The outlook and illustrations of Statistical Yearbook of Forestry were renewed totally in 2002. The present Statistical Yearbook covers a comprehensive evaluation of wood based industry and services in the national economy as well as non-wood products. The non-wood product statistics include aspects like recreation, wild berries, edible mushrooms and lichen, hunting, reindeer husbandry and peat production. Attempts to develop "green statistics", together with the Finnish Statistical Centre has been made.

The value of the material and non-material benefits and services that protected areas provide have been assessed in several case studies covering individual protected areas. The ecological, economic and socio-political impact of both the Natura 2000 network and the conservation programme of the forests in southern Finland were assessed according to the environmental impact assessment procedure as required by the legislation.

Lessons learned : More research is required to incorporate non-wood services with national account system. Emphasis should also be put on the research of life cycles of wooden products in comparison to competing non renewable materials and on the research of wood productions and manufacturing chains from forest to products.

#### **Development cooperation**

Activities: In 2002 Finland organised an international workshop Tuusula on Forests and Poverty Reduction Strategies. This meeting gathered together high-level government officials from ministries responsible for poverty reduction strategies and forestry from the Finnish partner countries. International organisations also were represented. The workshop was a part of the process of forests and poverty related meetings initiated by FAO in 2001. Finland also organised a side event on the results of Tuusula workshop in the UNFF3. The results of the meeting were also visible in the background documentation prepared for the UNFF3 by the Secretariat.

Progress: The Tuusula workshop delivered important results by highlighting the fact that forestry sector has a high potential to contribute to the implementation of national poverty reduction strategies, but this potential is practically wasted. Forestry is seldom visible in the PRS documents, the reason being that most of the economic contributions of forests in developing countries are not valued at all and hence macroeconomists do not grasp their importance to national economy. Since the Tuusula meeting the issue of forestry and poverty has been addressed in other fora. Some countries are currently working on mainstreaming forestry issues into the PRS -processes and hence taking a better advantage of the potential offered by the sector. However, the progress on the PRS integration has been slow.

Constraints: A major constraint for the valuation of full range of forest goods and services in developing countries is not really the lack of valuation methods but lack of basic forest assessment data. If minimal forest inventory data existed, combined to good estimates on the use of forests by the rural poor, public forest officials should be able to present the case of forests to ministries of finance. The problem is often aggravated by lack of advocacy skills among the public forest administration which should be the one promoting the use of forests as a tool to implement PRSs.

Lessons learned: A major lesson learned in Tuusula meeting was that discussing the issues of forestry is much more fruitful when other sectors, like finance is involved in the discussion. Tuusula workshop would not have achieved such excellent results without the participation of high level officials from ministries of finance. Problems of the forest sector often lie outside its limits and can not be solved by internal discussions only.

#### **14. the amount, scope, or quality of market data and information for wood and non-wood forest products and their substitutes**

Data on timber markets, including information on volumes, prices etc, are collected and published by Metla, the Forest Industries Federation and the Central Union of Agricultural Producers and Forest Owners (MTK).

Metla estimates and collects information on some non-wood products such as estimated crops of wild berries. Annual game quarries are surveyed by the Finnish Game and Fisheries Research Institute, the reindeer husbandry is surveyed by the Association of Reindeer Herding Co-operatives. The market supply of foremost wild berries and edible mushrooms are collected by Food and FarmFacts Ltd. Also other information concerning non-wood products and social functions of forest are gathered by various organisations, but not systematically.

#### **15. use of economic and policy instruments to facilitate progress toward sustainable forest management (these may include improved tax policies and forest revenue collection systems)**

The principle of sustainable forest management is integrated into forest policy and legislation and it is implemented through all forestry related programmes and action plans at different levels.

Regional forest programmes are planning instruments for enhancing sustainable forest management at the sub-national level. There are 13 Forestry Centres, which are responsible for drawing up these programmes in cooperation with environmental authorities, forestry organisations and other relevant parties including NGO's. The programmes contain an overall description of forests and forestry and of the needs and objectives for development. In addition they contain a description of biological diversity of forests, needs for wood production, description of forestry enterprises and recommendations for promoting employment opportunities created by forestry. An assessment of the economic, ecological and social impacts of the implementation of the Regional Forest Programme is also included in every programme. The Regional Forest Programmes will be continuously revised.

Private citizens own most of Finland's forests. There are some 440 000 private forest holdings in Finland, and nearly 900 000 individual citizens own forests. Finnish forestry is commonly termed family forestry: small-scale forestry run by ordinary families. Private persons' role is important, as they own about 60 per cent of all Finnish forests and supply more than 80 per cent of the industry's raw material in Finland. Private forest holdings are usually quite small, on average about 30 hectares. Finnish forest owners have easy access to expert advice relating to the management of their forests. There are 158 forest owners' associations, which are governed and financed totally by their members. The associations provide forest owners with advice for example on forest management, forest taxation and biodiversity conservation. The association's task, stipulated by law, is to promote private forestry by securing economic, ecological and social sustainability of forests.

Planning of forestry operations has always played an important part in steering the sustainable forest management of both in private and state forests. A forest management plan is usually a ten-year programme drawn up by forestry professionals for the management of a forest holding. It contains information e.g. on the tree species, volumes, ages and biodiversity of the forest including valuable ecological sites and species. The regional forestry centres and forest owners' associations draw up the forest management plans in private forests in cooperation with the forest owners. The forestry centres and forest owners' associations provide forest owners with training and other advisory services for the implementation of their forest management plans.

In 2003 altogether 68 million euros of Government support and 259 000 euros of Government loan funds were used for forest management and improvement work in private forests. Forest owners' investments in silviculture and forest improvement were more than 130 million euros. Government funds are used mainly for supporting such activities as tending of young stands, forest regeneration mainly in northern Finland, maintenance of forest drainage and basic improvement of forest roads.

Government funds are also used for supporting conservation and enhancement of biological diversity in private forests. In 2003 a total of 4.4 million euros were used for environmental incentives/support and forest ecosystem management. Environmental support can be provided to a forest owner when the maintenance of the biological diversity of the forest is taken into account more extensively than what is provided in the Forest Act as the responsibility of the forest owner. Government funds can be given to ecosystem management projects concerning habitat restoration, landscape management, habitat surveys and prevention of watercourse damage caused by forest improvement work.

#### **Development cooperation**

Activities: The Tuusula 2002 meeting (see the answer to question 13) highlighted the importance of larger national frameworks in advancing sustainable forest management.

Progress: Forest sector has traditionally been arguing against deforestation on the basis of a myriad of resulting environmental damages. While this is true, the current global discussion has moved on from the environmental concerns, which is now a regular issue. Argumentation based on the ill effects of deforestation to natural resources do not carry far unless they are presented in the language of the current paradigm. Deforestation should be presented in terms of lost jobs, budgets needed to repair damages from floods or increasing number of people falling below poverty line.

Constraints: The idiosyncrasy of forests being important for their own sake is a major obstacle. Forests should be seen as a resource which can help to achieve human development.

Lessons learned: Forestry sector should be willing to change its approach and present itself as an opportunity and resource to advance human and economic development.

#### **16. efforts to reduce negative impacts of trade**

See answers to questions number 17 and 18.

## **17. participation in forest certification and labelling schemes and work toward mutual recognition and comparability of such schemes**

Most of Finland's forests (95%) are certified by Finnish Forest Certification System (FFCS), which is based on Pan-European criteria and indicators for sustainable forest management. The development of FFCS was launched by forest owners and forest industries, and involved a wide range of stakeholders. FFCS has been endorsed under the label of the Programme for the Endorsement of Forest Certification Schemes (PEFC). FFCS criteria has been evaluated and revised and new standards will be introduced in 2005.

Finland's national Forest Stewardship Council (FSC) standard has been developed and it is now awaiting the accreditation by the international FSC.

Forest certification is a voluntary market-based tool. Governments can facilitate the mutual recognition processes but should not be involved e.g. in decision making on different certification schemes.

## **18. efforts to reduce illegal trade (exports from or imports into your country) in wood or non-wood forest products. Please indicate achievements made, lessons learned, constraints encountered, and planned initiatives.**

The European Commission published an EU Action Plan for Forest Law Enforcement, Governance and Trade (FLEGT) in 2003. The core components of the Action Plan are support for improved governance in wood-producing countries, and a licensing scheme to ensure that only legal timber enters the EU. A regulation for the licensing scheme is currently under preparation.

Government of Finland is involved in two projects which aim to clarify the extent of illegal logging and to find solution to reduce the amount of illegal logging in Europe. The project *"Impacts of reduction of illegal logging in European Russia on the EU and European Russia forest sector and trade"* is financed by Finland and UK and carried out by European Forest Institute in collaboration with Russia. Finland has also participated to the EU financed preparatory phase of INTERREG project *"Transparent timber flows in the Baltic Sea Region"* and will be involved also with preparation of larger INTERREG project under the same theme.

When importing timber, the Finnish forest industry applies the means at its disposal to eradicate illegal logging. Forest industry enterprises can promote legal operations in many ways.

All the major Finnish companies have fibre tracking systems in place, whereby the fibre can be traced back through the supply chain all the way to forest. These systems are result of several years' development work. Tracking systems are based on ISO (14001 and 9002) and EMAS management systems, which are widely used in industries. With these traceability systems companies can verify legality of imported roundwood. Tracking systems are certified by independent third party certification bodies.

Finnish companies have developed policies and guidelines to select reliable and credible suppliers of imported wood. Companies are aiming for long term partnerships, and wood is not bought from unknown suppliers. Another aim is to shorten the supply chain by minimizing the number of middlemen.

Creating the tracking systems has helped to choose right partners. This has led to the discontinuation of those wood suppliers that have not been able to show satisfactory commitment to the requirements. This has helped the industry to reach its aims: to concentrate the wood supply to reliable long term suppliers and the shortening of the supply chain. Both steps are essential in securing the reliability of wood suppliers. Furthermore, long-term business relations help suppliers to develop their operations and activities.

Forest industry can also give expert assistance to the public administration in both national and international processes.

### *Forest health and productivity*

- 19. If damage to forests from air pollution is a significant problem in your country, please provide information on recent national strategies or programmes to minimize damaging air pollution. Please indicate if your country is involved in any international cooperation efforts aimed at strengthening scientific knowledge, increasing information access or reducing the impacts of long-range air pollution on forests, as well as your views on the role of enhanced cooperation at the regional and international levels to facilitate such work.**

Acid emissions – notably of nitrogen and sulphur – have decreased in the past 20 years owing to anti-air pollution measures. Sulphur emissions in Finland had dropped by more than 80 % in 1995 from 1980; the corresponding figure for nitrogen was 10 %. The reduction of nitrogen emissions was achieved by structural changes in industrial production, reduction of emissions from energy production, cuts in the use of industrial fuel oil, the shift towards the use of nuclear power, and improved production methods in the pulp and paper, metal and chemical industries. The reduction targets for sulphur emissions were achieved effectively. The targeted 30 % reduction in nitrogen oxide emissions is likely to be reached in 2004. However, reduction of national emissions of sulphur and nitrogen oxide has a relatively slight mitigating effect on acid deposition on the national level, since, for example, only 12 % of sulphur and 20 % of nitrogen deposition originate from Finland.

Since 1985, Finland has been participating in the International Cooperative Programme on the Assessment and Monitoring of Air Pollution Effects on Forests (ICP Forests), which is based on the UNECE Convention on Long-Range Transboundary Air Pollution (CLRTAP). The health and vitality of forests are assessed annually on 460 permanent sample plots. The relationships between the condition of forests and atmospheric pollutants as well as other stress factors is monitored on 31 forest stands in various parts of the country.

Forest Focus of the EU attempts to bring together the old Forest Regulations on Forest Pollution (Regulation 3582/1986) and Forest Fire (Regulation 2158/1992). The Forest Pollution Regulation was a result of the findings in the 1970s that air pollution was having an increasingly negative impact on the health of trees.

According to the results of the Health Condition of Forests Research Programme (1992-96), the health of Finnish forests is satisfactory and there is no foreseeable immediate danger of deterioration, at least not due to pollutants of domestic origin. To date, the harmful effects of air pollution on forests have been slight, except for some local forest damage in the vicinity of industrial plants.

The greatest economic losses in forests are caused by fungus diseases and climatic factors, such as storms. The vitality of forests is maintained by managing forests in a way which ensures that the threats are minimized, like by timing harvesting to prevent the spread of insects and diseases. Mitigating forest damage and maintaining the vitality of forest is also controlled by relevant legislation.

As the effects of air pollution on forest ecosystems are estimated to be of minor importance (particularly after reductions of emissions in recent past), special forest management techniques that reduce the impacts of changing environmental conditions have not been developed so far.

## *Maintaining forest cover to meet present and future needs*

- 20. Please indicate progress made and lessons learned in efforts to harmonize or to make compatible policy frameworks in your country (e.g. national forest programme or a similar policy framework for forests, biodiversity strategies and action plans, national action plans to combat desertification, etc.) that collectively address the full range of forest values.**

In Finland cross-sectoral linkages, coordination and cooperation are given a strong emphasis. In the formulation of policies, strategies and programmes in forestry, all relevant administrative sectors and stakeholders are involved.

### **Sectoral responsibilities**

In the public sector the National Forest Programme affects the activities of many ministries. Forestry and the rural development is basically the responsibility of the Ministry of Agriculture and Forestry. The overall regional development is the responsibility of the Ministry of the Interior. Forest conservation issues belong to the Ministry of the Environment. Energy prices, the development of small and medium sized enterprises and issues of competition belong to the Ministry of Trade and Industry. Education and research belong to the Ministry of Education, but forest sector research is, in addition, spread among the Ministry of Agriculture and Forestry, the Ministry of Trade and Industry and the Ministry of the Environment. The development of the employment is a matter for the Ministry of Labour, and the maintenance of the road network belongs to the Ministry of Transport and Communications. Multiple use of forests is shared by the Ministries of Agriculture and Forestry, Education, Environment and Trade and Industry.

### **National Forest Programme 2010**

The vision of the National Forest Programme is "Sustainable welfare courtesy of diverse forests". The programme's aims are directed towards securing employment and income based on forestry, assuring the diversity and health of forests and allowing people the special kind of recreation and leisure that only the forests can offer. During the development of the Finnish NFP the proposals made in the National Action Plan for Biodiversity in Finland 1997-2005 were taken into account.

See also the answer to the question 1.

### **National Action Plan for Biodiversity in Finland 1997-2005**

Ministry of the Environment appointed a National Commission for Biological Diversity, comprising a wide body of representatives from all ministries, key sectors of trade and industry, land owners as well as environmental organizations. The Commission drafted Finland's national action plan for biological diversity for years 1997-2005. The action plan is partly based on biodiversity reports drafted by the ministries for their respective spheres of jurisdiction. In the action plan it is proposed that Finland would formulate a programme for national forest policy, which would reconcile the needs of various forest users.

A key goal guiding the formulation and implementation of the national action plan has been the need to safeguard Finland's biological diversity by preventing the diminishment and genetic depletion of habitats and natural organisms, including stocks of cultivated and domesticated species. A further aim is to create jobs and promote business and industry. The action plan was formulated in line with the provisions of EU nature conservation directives and the obligations laid down in the Convention on Biological Diversity and other international agreements.

The Ministry of the Environment has set up a Committee for the national action plan and appointed expert groups to help with the monitoring of the implementation of the plan and to coordinate the measures taken in their respective fields. Their work is designed to support and develop cooperation between the administrative and business sectors on biodiversity. The National Committee will draft

progress reports summarizing the results of the monitoring of the various stages of the national action plan. The national action plan is currently under a review, which will be finished by February 2005.

**21. Please provide information on recent efforts to assess long-term trends in national supply and demand for wood, non-wood forest products and services and whether your country's national forest programme or similar policy framework for forests takes into consideration future needs for forest goods and services. Please provide views on how enhanced cooperation at the regional and international levels, including through UNFF, could further facilitate implementation of the IPF/IFF proposals for action**

In Finland long-term timber trend analyses have been prepared since early 1960s when the first national wood production programme was prepared. The next step was to include also considerations of other forest values in the first national forest programme in mid 1980s. Finland has good experience and long tradition on studies on future scenarios and long-term trends in forestry. However, there is also need to strengthen the research on long-term trends of non-wood forest products.

A new innovation in the current National Forest Programme is the Future Forum on Forests. The aim of the Forum is to create a think tank, which would give new ideas, innovations and tools to support the strategic planning of different stakeholders in forestry. The Forum is coordinated by the University of Joensuu and it is organised through studies on future scenarios, expert group workshops, open seminars, detailed analysis of long-term trends and internet based database.

Answering the future needs, considering wood and non-wood forest products, is one of the main functions of the National Forest Programme and the regional forest programmes.

In addition, member States may wish to refer to the resolutions of UNFF relevant to the above elements, i.e. resolutions 3/1 paras. 1.-12., 3/2 paras. 1.-7., 3/3 paras. 1.-13, , respectively, and provide information on the implementation of these resolutions or their contribution to facilitating the implementation of IPF/IFF Proposals for Action.

**Implementation of the IPF/IFF proposals for action related to thematic issues of UNFF 4**

Please refer to your national report if appropriate, or provide new or updated provide information on: activities undertaken since 1997, progress made, constraints encountered, lessons learned, and issues that have emerged, as well as relevant information related to means of implementation (financing, transfer of environmentally sound technologies, and capacity-building) related to the following elements:

*Social and cultural aspects of forests*

**22. promoting the fair and equitable sharing of the benefits arising from the utilization of forest genetic resources and addressing the issue of intellectual property rights, including the identification of the origins of forest genetic resources, taking into account work undertaken by the Convention on Biological Diversity and other international agreements**

In Finland, 61% of forest are owned by private families, who have gained income, employment and wood from their forests for many generations. Regardless of the land ownership, all people have a free right to pick non-protected wild berries, mushrooms and flowers in forests and wilderness according to the traditional Everyman's Right.

Finland has no legislative regulations of access and rights to genetic resources.

The Finnish Ministry of Agriculture and Forestry has appointed an Advisory Board for Management and Sustainable Use of Plant Genetic Resources in 2003. The Advisory Board will follow the implementation of international commitments and national strategies related to management and sustainable use of plant genetic resources.

As a follow-up to "the Strategy for Conservation of Genetic Resources in the Nordic Region 2001 - 2004", a project group was established to submit proposals on how the Nordic region is to interpret the provisions in international legal instruments within the framework of co-operation on genetic resources (A Nordic Approach to Access and Rights to Genetic Resources, ANP 2003:717). The group's main recommendations and conclusions were used as basis for a declaration by the Nordic Council of Ministers (fisheries, agriculture, forestry and food issues, and environmental questions) on the access and rights to genetic resources in the Nordic region. The Council recommends the Nordic countries to determine the legal status of their forest tree genetic resources. The Council concludes that there are no convincing reasons to suggest regulations regarding the exchange of forest trees genetic resources in the Nordic countries.

### **23. strengthening the role of women in sustainable forest management, including through capacity building and greater participation in community-based forest management**

In Finland, 40 % of the forest owners are women. However, in only every fourth forest holding woman actually makes the decisions concerning forests. In many cases husbands take care of the forests or the forests are jointly owned. Since Finnish women tend to outlive men, half of the female forest owners are already retired from active working life. To this elderly group of female forest owners - many of who have not earlier been making decisions concerning forests - guidance is very important. Regional forestry centres and forest owners' associations provide special courses for female forest owners.

In 2002 a working group for female forest owners was established within the Finnish Central Union of Agricultural Producers and Forest Owners (MTK). The objective of the working group is to encourage women to active forest ownership as well as increase the number of women for instance in the councils and administrative boards of the forest owners' associations.

Nowadays 20 % of the professional foresters are women. Since the majority of the retiring foresters is men and half of the graduating foresters are women, this ratio is changing rapidly. In the field of more practical forest work there are only few female students.

The law concerning the equality of the gender demands that in the working groups set by the Government and authorities a minimum of 40 % of both sexes must be presented. This promotes women to get an equal standing in the planning and decision-making concerning forests and forestry.

#### **Development cooperation**

Activities: Promoting gender equality is a high level goal of Finnish development policy. All the forestry cooperation funded with ODA is geared to address gender issues. In a recently performed evaluation of the Finnish forestry development cooperation in the 1990's the sector was, however, found to have performed less than optimally in enhancing the role of women. This has been identified as an area for further development.

### **24. integrating local and indigenous communities in sustainable forest management programmes, particularly as regards**

#### **(a) recognition and respect of the customary and traditional rights and privileges of indigenous and local communities,**

In Finland land ownership guarantees the following rights: the right to sell timber and extractable soil resources and hunting rights. However, all people in Finland have the right to use forests for recreational purposes. The traditional everyman's right gives all people a free right to use land and water areas owned by others for hiking, picking wild berries and mushrooms, angling and ice fishing. According to the Forest Act, the maintenance and adequacy of recreational aspects of the environment must be secured whenever forest management operations are undertaken. Although hunting right is usually tied to land ownership, in northern Finland, local inhabitants may hunt freely on state land, except when some restrictions are placed on the use of the areas (e.g. in strict nature reserves). On state land and on land owned by major cities, in the preparation of management plans for forest close to or in built-up areas, the inhabitants, village committees and other local organisations participate in the process in its various stages.

The reindeer husbandry area is located in the northernmost areas of Finland and it covers one-third of the entire area of the country. Reindeer herding has maintained its position well and is an integral part of Sami culture. Some 30 % of the reindeers are owned by the Sami people. The Government has worked to ensure the Sami's rights as an indigenous people to maintain and develop their culture and traditional livelihoods. Reindeer husbandry is regulated by legislation, which was passed for the first time in the 1930s. According to the Reindeer Husbandry Act (1990), Metsähallitus and the other Government authorities must negotiate with the reindeer-grazing associations before any action that may essentially affect reindeer husbandry. The Act on Metsähallitus (1993) also states that natural resource management in the Sami Homeland area (the areas of the municipalities of Enontekiö, Inari and Utsjoki and the northern part of the municipality of Sodankylä) must be done in a way that does not cause harm to the traditional livelihood and culture of the Sami.

#### **(b) participation in decision making regarding the management of forests,**

The preparation of large-scale forest projects or programmes in Finland generally takes place within working groups, in which the various interest groups are represented. Such interest groups include forest owners, forest industry, forestry employee organisations, trade unions, hunters, reindeer husbandry and tourist industries, environmental organisations, local people and public authorities. For example, in the preparation of the National Forest Programme 2010 in 1998-1999, national public forums were attended by nearly 3 000 citizens. An opportunity to participate in the preparation of the programme over the Internet was also made available. In the continuing development of the NFP (revision and updating) citizens will again have an opportunity to participate, because in addition to the National Forest Council, its ad-hoc working groups and the Future Forum on Forest, public forums will also be a part of the programme's reorientation. Furthermore, the Regional Forest Programmes were prepared in an open process of co-operation with interest groups and stakeholders. There are 13 Regional Forest Committees with wide stakeholder participation following the implementation of the regional forest programmes. According to the Forest Act, regional forest programmes are updated at regular (max. 5 years) intervals.

Another example of participation is the planning process for state forests, which counter about a quarter of the country's forest area, i.e. some 5.5 million hectares. Of this, about 3.5 million hectares used for commercial forestry. Metsähallitus, which is responsible of managing these forests, has adopted participatory methods to ensure that citizens' views are heard in the process. Metsähallitus applies regional Natural Resource Plans for the state-owned land area. Metsähallitus tries to draw the plans in an open and interactive way. The objectives of citizen participation are to avoid conflicts or handle them constructively, and to improve the quality of plans by enhancing the information sources. Metsähallitus includes stakeholders and local people in the planning process by organising stakeholder meetings, establishing monitoring and steering teams, and by delivering information on the planning process.

#### **Development cooperation**

Activities: Community forestry is one of the common themes financed by Finland. Integration of local communities into sustainable forest management through community forestry practices has been financed by Finland in Vietnam, Tanzania, Namibia, Central America, Peru and Lao PDR.

Progress: The use and methodologies of community forestry in different countries are advancing steadily.

### **(c) the attainment of secure land tenure arrangements,**

In Finland land tenure was defined in the general parcelling out of land done in the 18th and 19th century. At present, 61 % of forestland is owned by non-industrial private forest owners, 9 % by companies, 25 % by the State (governed by Metsähallitus) and 5 % by others (e.g. municipalities, parishes).

A part of the indigenous Sami people are private land owners. 90 % of the Sami Homeland area is owned by the State. There are also Finnish private landowners in the Sami Homeland area. The Finnish Constitution guarantees the Sami people a right for cultural autonomy in their homeland area. It does not mean that the land should be transferred to the Sami people. Because the Sami Parliament sees that the Sami should have the rights for the area, the Ministry of Justice has ordered a research study from the Universities of Oulu and Lappeenranta to clarify the ownership matters. The study will be finalised in 2005. Several other attempts to resolve the question have been made in cooperation between the Government and the Sami Parliament.

### **(d) capacity building and technology transfer for sustainable forest management directed at indigenous and local communities**

Advisory and information services help forest owners in their decision-making as they seek to manage their forests in a way that ensures that the various aspects of sustainability are taken into account. There are about 440 000 private forest holdings in Finland, and nearly 900 000 individual citizens own forests. The nation-wide network of forest owners' associations - 158 associations with offices in 339 communes and a permanent staff of circa 1,750 forestry professionals - ensures on statutory basis forest advisory services for all forest owners. Advisory and training services for forest owners are also provided by the regional forestry centres and several other organisations, including Metla, forest polytechnics and schools, and forest industry companies.

Advisory and information services are provided in the forms of publications, newspaper articles and other printed material, personal consultation, and constantly developed by introducing new forms and procedures, such as Internet services designed for forest owners. Information on forestry is also distributed through consultation and service offices established in cities and built-up areas, as well as in conjunction with courses and other training events.

The forest owners' associations provide individual consultation for over 70 000 forest owners every year. The forest centres also provide personal consultation funded with the government grants for over 30 000 owners annually, and organise about 700 seminars every year, with participation by over 30 000 forest owners. In accordance with the target of the National Forest Programme 2010, the amount of government funding used for advisory services for forest owners has been doubled.

## ***Traditional forest-related knowledge***

- 25. inventorying, cataloguing, and applying traditional forest related knowledge for sustainable forest management and promoting research on TFRK with the involvement of the knowledge holders**

Evaluation of this issue has proven to be difficult in Finland. The concept of forest ownership was established during the general reparcelling of land in the 17<sup>th</sup> and 18<sup>th</sup> centuries and thus forest ownership has a long tradition. Forest property has often stayed in the possession of the same family for centuries. Therefore, the private forest owners' role in issues concerning TFRK, in addition to that from indigenous people, must be emphasised. The viewpoints of forest owners are taken into account in connection with all issues related to forest management. Metsähallitus is practising participatory forest planning and thereby giving local communities the opportunity to participate in planning the management of state owned forests. Representatives of private forest owners' organisations and Sami people took part in the preparation of the NFP and are involved in the evaluation processes.

**26. supporting the application of intellectual property rights and/or other protection regimes for traditional forest related knowledge, and the fair and equitable sharing of benefits arising from the use of traditional forest related knowledge, innovations and practices**

Not applicable (see the previous answer).

*Scientific forest-related knowledge*

**27. disseminating scientific knowledge to all interested parties, including through new and innovative ways, and strengthening capacity and mobilizing funding for national and regional research institutions and networks**

National and international networking has rapidly increased in educational and training activities. Objective oriented management in use at all the universities has resulted in changes. The role of the polytechnics has focused towards the training of practically oriented university level personnel and practically oriented research. The possibilities of modern IT have been realised through virtual and distance education. The Virtual University of Finland and the European Virtual Faculty of Forestry are good examples of international networking between forestry universities through the European Silvanetwork. Good examples of networking at a national scale are the graduate schools and the centres of excellence, which also endeavour to enhance international networking.

The Centres of Expertise Programme in Finland apply the utilisation of top-level regional knowledge and expertise as a resource for business operations, for improving employment and for regional development. This is aimed through building joint strategies between partners such as universities and research institutes, science parks, companies, regional administration and cities as well as municipalities. Forestry issues are related into several fields of national expertise, such as forest expertise, material technology, paper production, wood products and energy. The programme includes both regional and national networks.

Technology Centres are efforts of the municipalities to increase the knowledge and technology transfer into industrial production and investments. Despite the regional scope they also support the network of the industry at national and European levels.

Many of the political processes and programmes are related to structural and regional development programmes in the European Union. The European Union development funds have an important role in the realisation of the Centres of Expertise Programme and Technology Centres in Finland. Special forest programmes have also been created inside of the Barents Euro-Arctic Council ([www.barents.no](http://www.barents.no)) and An Agenda 21 for the Baltic Sea Region. The Barents Euro-Arctic Council has also initiated the Forest Sector Task Force for the Northern Dimension which aims at creating the necessary conditions for development of forestry, environmental care and wood-based industries through co-operation, mutual concrete actions, projects and programmes within the forest sector of the Barents region. Agenda 21 has been realised as the Baltic 21 Action Programme for Sustainable Development of the

Baltic Sea Region – Sector Report on Forests that aspire to strengthen economically, ecologically and socially sustainable forestry through international co-operation in the Baltic region.

The Scandinavian countries have taken new initiatives aiming for more strategic co-operation in forestry. The Finnish Forest Cluster Research Programme, Wood Wisdom, was established to raise the competitiveness of forestry and the forest industry in Finland. The second phase of the program consists of two sub-programmes: the Wood Material Science Programme and the Transfer of New Knowledge and Technology from its Producers to the Users. The goal of the international Wood Material Science Programme is to establish a sound knowledge base in order to enable the development of innovative forest-based products and to add value to the wood product industry. The programme starts as a Finnish-Swedish joint programme. The intention of funding organisations is to expand the co-operation to a European level and even beyond that to encompass North America and Japan. The Wood Wisdom Programme served as a model to the international WoodWisdom-Net Programme (Networking and Integration of National Programmes in the Area of Wood Material Science), which is funded within the EU ERA-NET Programme.

The new research strategy of the Academy of Finland, the main funding organisation for academic research, outlined for the years 2003-2007, aims at promoting research focused on a defined subject area or set of problems in close co-operation with other funding bodies and end users of research results. By combining different organisations complementary funding profiles, it is possible to cover the different research aims from high quality basic research (the main role of the Academy) to technology research and forestry know-how (the financing role of the Ministry of Agriculture and Forestry) in a way, that activates the whole innovation chain of forest cluster.

The cooperation between international networking organisations, like IUFRO, and research organisations like the European Forest Institute (EFI), and strong domestic research organisations like Metla form a fertile basis for international networking disseminating scientific knowledge.

## **28. enhancing interaction between scientific research and policy processes, including priority setting of research, addressing of knowledge gaps and using scientific knowledge to support decision-making**

Finland has a long tradition of applying national forest programmes as a basis of national goal setting in the forestry sector. The present National Forest Programme 2010 forms the basis for the national forest policy of Finland and aims to ensure the future of forestry related livelihoods, incomes, biodiversity and vitality of forests, as well as guarantee the non-wood goods and services from forests for all the citizens. In addition to the NFP, the regional forest programmes combine the information and regional aims from all the interest groups. The research community has participated in the forest programme formulation at both national and regional levels.

Networking is taking an important role for funding and priority setting in forestry related research. The research donors are aiming for larger research entities by funding a great deal of research through joint specific research programs. In forestry related research, good examples are: The Value Added Wood Chain, which is a technology programme launched by the National Technology Agency, and the Sustainable Use of Natural Resources, by the Academy of Finland. There are also several forestry-related networks created by research organisations, such as the NORNET, which is a co-operation network of the northern Finnish environmental researchers that aim to support, integrate and profile northern research, expert and laboratory services and education.

The Forest Forum for Decision-Makers is a good example of interaction between science and policy processes and between different sectors. It is an intensive training course and discussion forum on forest issues, directed at top-level decision-makers throughout the society. Since 1996, the Government has funded and the Finnish Forest Association has organised 17 forums, with 25-30 participants on each of them. The Forum aims at improving the readiness of the participants to make far-reaching decisions on multi-dimensional and international forest issues. Additionally, the Forum

aims at motivating and discovering new methods for the forest sector to support the resolution of societal problems of general importance. The decision-makers at the regional level plan to adopt the same working model.

Another example of a link between forest science and decision-makers are the councils of the research stations in Metla. They are formed by the representatives of the different forestry interest groups in the region of each station. They work for targeting research and strengthening co-operation between different research bodies, and between research and practice. The similar councils are also working for the Technology Centres.

The Future Forest Forum is a new initiative, aiming to enhance future research in forestry. The time scope of the forum is 10-20 years and it is supporting the long-term forest policy making and future planning of the forestry organisations in Finland. At an International level, the Baltic and Barents region initiatives have similar objectives in a broader international context.

### *Monitoring, assessment and reporting, concepts, terminology and definitions*

#### **29. improving information on national forest resources, making the information widely available, assisting other countries in their related efforts**

##### **National Forest Inventories**

The Finnish National Forest Inventory (NFI) is one of the world's oldest inventories based on sound statistical design. The first inventory was carried out 1921-1924. The complete results were published in 1927, as the first in the world. The inventory is under continuous development and, e.g., satellite images were taken into operational use as first in the world, in 1990.

The 10th NFI (NFI10) was launched in 2004. NFI10 is, like the earlier inventories, based on systematic cluster sampling. The field data is planned to be collected in years 2004 – 2008. The total number of field sample plots in NFI10 will be appr. 60 000. The field data consist on two main categories: stand description and measured tree data. Stand description variables describe the forest stand where the field plot is located. If a field plot is divided into several stands, all stands are described. For tree measurements, the sample plot is a restricted Bitterlich (relascope) point with a maximum radius of 12.52 m (12.45 xx m in North Finland). The main thematic groups of variables observed in the field are as follows.

##### Stand data

- Administrative data: owner group, restrictions for forestry etc.
- Site description: land use class (both national and FAO definitions), main forest type, site productivity class, soil type, soil texture etc.
- Growing stock: crown storeys, species composition, crown cover, development class, age, mean height, damages etc.
- Accomplished and Proposed Measures: accomplished and proposed cuttings, silvicultural measures, soil scarification, draining.

##### Tree data

- tally tree data: diameter, species, quality class, crown class
- sample tree data (every 7<sup>th</sup> tally tree) : height, diameter at 6 m height, age, increment, etc.
- dead tree data, only on permanent plots.

The main difference between NFI10 and previous inventories is that NFI10 is covering the whole country each year where as the previous inventories have been done district by district. Also, the cycle of NFI10 has been intensified to 5 years from 8 years of the previous inventories.

The forest inventory results are computed and reported immediately by regions (Forestry Centres) after the measurements have been carried out in Metla's journal *Metsätieteen aikakauskirja / Folia Forestalia*, see 1998/2B - 2003/2B, in Finnish Statistical yearbook of Forestry (also on web, [www.metla.fi/metinfo/index-en.htm](http://www.metla.fi/metinfo/index-en.htm)), and the municipality level results also on web under Metinfo, see above. The main results appear also in FAO's books and databases.

The official country level or Forestry Center level statistics produced in NFI are based on the field sample data. For smaller areas, e.g. municipalities or single forest estates, forest resource estimates are produced with so-called multi-source NFI (MS -NFI) technique based on combining field data, satellite images and digital map data.

Finland participates in many international activities in this area. One of them is the European level ENFIN process, which was established in 2003. The purpose of the process is to harmonise European level national forest inventories in such a way that they can provide comparable forest resource information. The ENFIN process has led to establishment of COST Action E43: Harmonisation of National Forest Inventories of Europe – Techniques for Common Reporting.

### **Monitoring of wildlife**

The Finnish Game and Fisheries Research Institute is responsible for monitoring large mammal species and game birds. The sustainable management of game species is based on these statistics. The populations are managed by enforcing closed seasons and hunting quotas, which are set by the Ministry of Agriculture and Forestry.

The wildlife triangle census is the main tool for monitoring forest wildlife populations. The census, started in 1988, has three main objectives: 1) To improve sustainable harvest using bag recommendations based on annual census data. 2) To obtain in depth knowledge on habitat requirements of different wildlife species and their response to changes in the environment. 3) To incorporate as many wildlife species as possible into the same monitoring scheme. The wildlife triangle is a triangle-shaped census line. The side of a triangle is 3 km, thus giving a total line length of 12 km for each triangle. The triangles are mainly located on forest land, and on one sheet of a topographic map (1:20 000). Borders of the triangles are permanent, and marked for easy orientation during census. The field work in this extensive monitoring scheme is done entirely on a voluntary basis. Some 5 000 hunters participate in the census work. The 900 triangles are counted twice each year.

Another basic task of the Finnish Game and Fisheries Research Institute is to increase our understanding on the biology and state of reindeer stock, state of reindeer pastures and other factors affecting the reindeer population. This information is used to promote sustainable reindeer husbandry in Finland.

See [www.rktl.fi/english/index.html](http://www.rktl.fi/english/index.html) for further details on monitoring forest wildlife and reindeer populations.

### **Monitoring of berries and mushrooms**

Since 1997, Metla has collected nation-wide information about the yields of wild berries and mushrooms. Metla has 1250 permanent research plots in 250 different forests and peatlands. Inventory is done on these plots 3 times per growing season. 160 people participate in this work. Based on this information, Metla gives nationwide as well as regional forecasts about the yields of berries and mushrooms. The annual production of wild berries is 200-400 million kg. Approximately 2 million Finns pick berries for their own use every year. However, only some 5-10% of the yield is picked. For mushrooms this figure is even smaller; only some 6 million kg of edible mushrooms is picked annually while the production is 350-1 000 million kg.

For Metla's webpages on yield forecasts and re-creational use of forests, see [www.metla.fi/metinfo/monikaytto/index-en.htm](http://www.metla.fi/metinfo/monikaytto/index-en.htm).

### **Development cooperation**

Activities: Forest resource assessment is a strong Finnish expertise. National forest inventories have been supported in Mozambique and Namibia, both in development of methodology as well as implementation of the inventory.

Progress: With Finnish support Namibia has been able to make a comprehensive inventory of most of its forest areas. This has involved development of a suitable methodology of national forest inventory for the Namibian conditions. In Mozambique the focus has been on the methodological development. Inventory of two provinces has been supported. Other sources of external funding are now being used by the Government of Mozambique to continue the inventory work in other provinces.

Constraints: National forest inventories are often constrained by lack of technical capacity and funding. Despite of the use of modern remote sensing technologies, the inventories always involve significant fieldwork, which is time consuming. However, no major unexpected constraints have been encountered.

Lessons learned: Outsourcing of forest inventory fieldwork has been found to work well in Mozambique. This enables the public forest administration to implement larger inventories, without the need to invest in training and maintaining large field teams, which would not have use in between the inventories. On the other hand, Namibia adopted a strategy where the field teams were integrated into practical forest management planning at local and regional level, where the inventory skills are useful.

### *criteria and indicators of sustainable forest management*

#### **30. developing and using criteria and indicators of sustainable forest management (at national level and/or subnational level and for policy, planning, management and/or monitoring purposes), and participating in regional and/or international C&I processes**

In Finland, work on the preparation of the first set of national criteria and indicators for sustainable forest management was launched already in 1994, and the first report was completed and published in 1997. The Pan-European criteria and indicators for sustainable forest management developed within the follow-up of the Helsinki Ministerial Conference on the Protection of Forests in Europe provided a framework for the development of national criteria and indicators. The Pan-European criteria were adopted as such but much more indicators were developed to meet the national needs.

The first revision and further development of the Finnish indicators were initiated in August 1998 as new scientific information and practical experiences of the applicability of the criteria and indicators became available. It was also important to take into account the development of international forestry processes (e.g. IPF/IFF proposals for action, the Lisbon Resolution L2). Representatives from 13 different organisations such as ministries, research organisations, forest industries, forest owners, universities and non-governmental environmental organisations took part in this work. The work was finalised at the beginning of 2001, when the report "The State of Forests in Finland 2000 – Criteria and Indicators for Sustainable Forest Management in Finland" was published (see [www.mmm.fi/english/publications](http://www.mmm.fi/english/publications)).

The Pan-European Criteria and Indicators for Sustainable Forest Management were last updated and revised at the Ministerial Conference in Vienna in 2003. Consequently, the latest revision of the indicators for sustainable forest management in Finland was started in autumn 2003. The revision is being made by work group consisted of representatives of different interest groups. The results and renewed set of indicators are due to be presented to the Forest Council by the end of 2005.

Lessons learned: In Finland, criteria and indicators for sustainable forest management have contributed considerably on building national consensus concerning the content of sustainable forest management. Criteria and indicators have also been useful in the formulation of the National Forest Programme and its implementation. Some biodiversity indicators are used in the monitoring of the regional forest programmes. Special emphasis in the current revision work is put to make a better linkage between the criteria and indicators for SFM and the monitoring of the NFP and regional forest programmes.

### **Development cooperation**

Activities: Finland has supported national processes for the formulation of criteria and indicators in Namibia and Lao PDR.

In addition, member States may wish to refer to the resolutions and decision of UNFF relevant to the above elements, i.e. resolutions 2/2 E paras. 1.-4., 4/1 paras. 1.-16., 4/2 paras. 1.-8., 4/3 paras. 1.-18, respectively, and provide information on the implementation of these resolutions or their contribution to facilitating the implementation of IPF/IFF Proposals for Action.

### **III. Preparation of the Report**

31. Describe the process of preparing this report, including which government agencies and stakeholder groups were involved, and the extent to which they contributed. Provide information on successes, challenges and lessons learned in the preparation of this report.

The preparation of this report has been coordinated in the Ministry of Agriculture and Forestry. Considerable contributions to the writing of the report were made by Metla, the University of Joensuu and the Ministry for Foreign Affairs. The draft report was commented on by the members of the UNFF-Interministerial Working Group on Forests and the Committee on International Forest Policy, which includes representatives of different stakeholders.