
**AN ASSESSMENT OF THE POTENTIAL FOR ABORIGINAL BUSINESS
DEVELOPMENT IN THE ONTARIO FOREST SECTOR**

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PREFACE

The release in April 1994 of the Environmental Assessment (EA) Board's *Reasons for Decision and Decision on the Class Environmental Assessment by the Ministry of Natural Resources for Timber Management on Crown Lands in Ontario* and the new *Crown Forest Sustainability Act (CFSA)*, effective April 1, 1995, established a new policy framework for forest management in Ontario. The transition from the former *Crown Timber Act* to the *CFSA* is still underway as the Ministry of Natural Resources (MNR) develops manuals to regulate planning, operations, trust funds, enforcement and other matters. For example, the *Forest Management Planning Manual* was prepared in accordance with Section 68 of the *CFSA* and was released in final form with covering letter dated November 12, 1996. Other manuals include the *Forest Information Manual*, the *Forest Operations and Silviculture Manual* and the *Scaling Manual*, all of which have the force of regulations in accordance with Section 69 of the *CFSA*.

The *Forest Management Planning Manual* is of particular significance to Aboriginal people in that it responds to a number of conditions ordered by the EA Board. The manner in which the manual deals with such matters as the Native Background Information Reports (Condition 19) and the Native Consultation Program (Condition 57) is the subject of some controversy, as Aboriginal groups generally feel that the provisions do not meet the intent of the EA conditions.

With respect to Condition 77, which deals with the sharing of economic benefits provided through timber management planning, the MNR has developed draft *Implementation Guidelines for Term and Condition #77 of the Timber Class Environmental Assessment* (January 19, 1996) (Appendix 5). These draft guidelines were issued for discussion at a time when the MNR was undergoing considerable downsizing and the New Business Relationship was being proposed. In October 1995, the EA Board, after reviewing whether the MNR was meeting its terms and conditions, had instructed the MNR to *develop a framework for the implementation of Term and Condition No. 77 in consultation with Nishnawbe-Aski Nation, Grand Council Treaty #3, the Union of Ontario Indians, the forest industry and other aboriginal government bodies as may be appropriate*. In a letter to the MNR in April 1996, the National Aboriginal Forestry Association pointed out that the MNR's guidelines were drafted without consultation with Ontario Aboriginal organizations and recommended they do so. These consultations have still not taken place.

To assess the potential that Ontario forest policy offers for Aboriginal business development in the Ontario forest sector, this report should be read in conjunction with the above referenced documents and with correspondence filed by First Nation organizations to the Environmental Assessment Board and to MNR since April 1994. This report provides solid background information as of July 15, 1995.

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March 1, 1997

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INTRODUCTION

First Nations have struggled to gain access to decision making, employment and business opportunities to be generated through the harvest and management of forest resources in their traditional territories. Until recent years, the standard practice was for provincial governments to license access to timber supplies and authorize forest operations without reference to the interests and needs of the First Nations whose communities and traditional territories were surrounded by or were part of licensed areas. Access roads reached out like the tentacles of an octopus. Huge forest areas were clearcut with little reference to the wildlife habitats and traditional subsistence activities, let alone the employment needs of the Aboriginal communities. Then silence would fall as the loggers moved on and the lifestyles of Aboriginal communities were left with their traditional pursuits destroyed.

Since the affirmation of existing Aboriginal and Treaty rights in the Constitution Act of 1982, and court decisions that have begun to define what Aboriginal and treaty rights actually encompass, respect for the rights, interests and needs of Aboriginal peoples has been growing. Concurrently, provincial governments and the forest industry have been adopting policies of integrated sustainable management of forest resources which are intended to place more emphasis on non-timber values and ensure that forests remain viable for present and future generations. In effect, new rules for managing forests are emerging, though the manner in which forest policy and practices will accommodate Aboriginal and Treaty rights and the participation of First Nations as full partners, is largely uncertain.

A major barrier to First Nation participation in the forest sector is the lack of mutual understanding amongst the principal parties. Though there is evidence of progress in discussions of Aboriginal rights and in moving the yardsticks toward sustainable forest management, seldom are the two concepts mentioned in the same paragraph - they run parallel lines with no apparent convergence taking place. Despite the fact that both pertain to the same land base, integration of the two is an issue which no party seems prepared to come to terms with.

This paper attempts to bring out a better understanding of the positions of governments, industry and Aboriginal communities respecting the participation of First Nations in the forest sector in Ontario. In Part I it outlines some of the positions and commitments of the federal government, the Province of Ontario and the forest industry respecting relations with First Nations. Part II describes the new forest management policies of Ontario as they relate to Aboriginal communities. These new policies respond to the Class Environmental Assessment for timber management and include the new Crown Forest Sustainability Act. Part III includes a review and case examples of the real world situation facing Aboriginal communities in their participation in the forest sector. In conclusion, Part IV discusses some of the keys to successful First Nation involvement in the forest sector.

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PART I

PERSPECTIVES ON FIRST NATIONS PARTICIPATION IN THE FOREST SECTOR

1.0 International Considerations

Indigenous peoples in the Americas continue to be deprived of internationally recognized human rights: civil and political rights as well as economic, social and cultural rights. In Central and South America, disputes over the ownership of land and resources have been the basis for countless human rights violations against indigenous peoples. In defiance of existing laws and recognized rights, indigenous peoples are often denied the opportunity to use their traditional territories for subsistence purposes or for contemporary development to meet their basic needs.

Historically in Canada, state and commercial initiatives which have had the effect of marginalizing Aboriginal peoples through the unilateral expropriation of natural resources, have not been cast as violations of human rights. A fallout from this, no doubt, has been the welfare system and make-work projects offered to Aboriginal peoples by the Federal Government. These have served to placate Aboriginal communities and avoid the bloodshed and violence that have characterized land use and rights conflicts in other countries. Nevertheless, the effects of exclusion has been a major detriment to the development of Aboriginal communities as evidenced by the known results of their high dependence on social assistance. Today Aboriginal communities suffer the highest unemployment, highest rates of suicide and incarceration, and are generally regarded as the one group of people in Canada most economically and socially depressed.

The Canadian Human Rights Commission's 1994 report points out that the lives of non-Aboriginal Canadians have been enriched by the unilateral development, flooding, mining, logging and fishing of lands and water that once served the Aboriginal peoples. In effect, economic development in Canada has marginalized Aboriginal peoples by excluding them systematically from the natural resource sectors and, in the process, has minimized traditional land use activities. Officially, the position of the Canadian Human Rights Commission is *that the plight of Native Canadians is by far the most serious human rights problem in Canada, and that failure to achieve a more global solution can only continue to tarnish Canada's reputation and accomplishments.*

The image and competitive position of the Canadian forest industry in global markets are issues of grave concern to the Federal Government. Leading up to and since the 1992 United Nations Conference on Environment and Development (UNCED), considerable investment has been made by the Federal and Provincial governments under the auspices of the Canadian Council of Forest Ministers (CCFM), to position Canada as an international leader in sustainable forest

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management. As well, Canada was the first delegation at UNCED to advocate the recognition of indigenous people in Agenda 21, and was responsible for many of the references to the interests of indigenous people in other instruments such as the Rio Declaration, the Biodiversity Convention and the International Guiding Principles on Forests. As a signatory to these international agreements and conventions, Canada committed to addressing a range of issues, most particularly those inalienable rights of indigenous people to lands and resources.

1.1 The Federal Government

Within Canada, international commitments for sustainable forest management have been pursued in accordance with Canada's National Forest Strategy, *Sustainable Forests, A Canadian Commitment*. In 1992, the Federal and Provincial governments along with some thirty non-governmental organizations, including the National Aboriginal Forestry Association, signed the Canada Forest Accord, confirming their commitment to the strategy intended to improve the sustainability of all values from Canadian forests. One component of the National Forest Strategy (Strategic Direction Seven, see Appendix 1), deals specifically with Aboriginal issues and the need to increase the involvement of Aboriginal peoples in forest land management and in the process, ensure recognition of Aboriginal and Treaty rights. Although an objective agreed to by the CCFM, provincial governments have had difficulty coming to grips with an action plan which addresses the issue. No provincial government in Canada has taken steps to amend provincial forestry legislation with a view to giving recognition to Aboriginal and Treaty rights. In Ontario, the Ministry of Natural Resources' response has been to rely on input from an unfunded committee of First Nation representatives that has not met more than once since 1992.

Prior to its election in the Fall of 1993, the current Federal Government expressed the need to give substance to Treaty rights as a necessary condition to building and sustaining vibrant communities. As part of its platform, the Federal Government, in the *Liberal Plan for Canada*, went on to promise that co-management agreements would be promoted and that provinces would be engaged to redress the grievances of Aboriginal peoples over land and resource rights, including negotiating agreements for resource revenue sharing.

In the past two years, the Federal Government's major initiatives have included financial support to some Saskatchewan First Nations in their attempt to negotiate co-management agreements with the Saskatchewan Government and new policy to clarify the Federal role and responsibilities in the treaty-making process in British Columbia. In Ontario, the Federal Government has been non-intrusive and has left Crown/First Nations relations with respect to lands and resources in the hands of the Provincial Government.

Over the next few months, the Federal Government will be called on at least twice to make known its position on Aboriginal and Treaty rights and their relation to natural resource management. In the Fall of 1995, the Aboriginal Affairs Standing Committee will table its

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report on co-management and in early 1996, the Royal Commission on Aboriginal Peoples(RCAP) will submit its final report to Parliament. The RCAP, as part of its broad mandate, *to make recommendations promoting reconciliation between Aboriginal peoples and Canadian society as a whole*, will need to deal with issues of Aboriginal and Treaty rights and suggest how Canadian law and natural resource management policy might incorporate and give expression to these rights.

Within this framework of Canada's lofty international and national commitments to Aboriginal rights at the political level, but with continuing inertia at the operational level, this paper examines Aboriginal business development in the forest sector in Ontario.

1.2 Province of Ontario Perspectives

The position of the Ontario government toward Aboriginal peoples seems to be one of ambivalence, although it has become more responsive in recent years. For many years Ontario seemed bent on blocking attempts by First Nations to have treaty and Aboriginal rights addressed. In some instances Ontario refused to cooperate with the federal government when the latter finally recognized that certain rights, such as the provision of Indian reserves, had not been fulfilled. Sometimes court action was necessary before Ontario showed willingness to respond to First Nations' issues. For example, it took a court decision noting that the Crown had failed to meet some of its fiduciary obligations and pressures from local demonstrations before Ontario began to negotiate with the Teme-Augama Anishnabai over their land and resource demands in northeastern Ontario. Those negotiations led to the establishment in 1991 of the Wendaban Stewardship Authority providing for joint management of the natural resources in four townships of that First Nation's traditional land use area. The negotiations also led to a more comprehensive settlement package, but that package was voted down by the Teme-Augama Anishnabai people. The future for further negotiations is uncertain.

In another example, the Wabaseemoong Independent Nations (once known as the Islington Band) negotiated a co-management agreement with Ontario in 1993 covering some 3 600 square kilometres of the First Nation's traditional land use area. Under the agreement the Wabaseemoong and the Ontario Ministry of Natural Resources will jointly approve resource management operations in the area. But this agreement as well resulted from long outstanding obligations of the Province to compensate the First Nation for flooding of their original community and lands by hydroelectric dams in the 1950s and mercury pollution from a pulp mill in the 1970s.

Over the years, MNR has demonstrated a policy of committing timber harvesting rights to established companies with proven records in the pulp and paper or saw milling industries. The great majority of these licence arrangements contain renewable features which, while desirable to encourage capital investments and ensure stable business and employment in forest-based

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communities, produce long-lasting obstacles to the establishment of Aboriginal-owned forest businesses. In most regions of the Province there are only small amounts forest resources that are not already committed for the long term. New provincial policies to encourage existing licence holders to enter co-management or third-party licence arrangements with Aboriginal firms will be required if more business and employment opportunities are to materialize for Aboriginal people in the foreseeable future.

In what appeared to be a breakthrough in 1991, the Premier and the Minister Responsible for Native Affairs together with Ontario Chiefs-in-Assembly signed a *Statement of Political Relationship*. With the Statement, Ontario recognized the inherent right of First Nations to self-government as flowing from the Creator and from the First Nations' original occupation of the land. The agreement also provided that, within the Canadian constitutional framework, the relationship between Ontario and the First Nations must respect this right of self-government. While an important step, Merkel, Osendarp and Smith (1994) have suggested that the *Statement of Political Relationship* may have become an excuse for the Province and even some First Nations to avoid discussion of natural resource policy issues. On the one hand, Ontario has considered recent forums chosen for discussion of forest management policy and legislation development inappropriate for government to government debate; and on the other hand, some Aboriginal leaders have felt that self-government issues should be resolved before major natural resource issues are settled.

At the operational level, the Decision of the Environmental Assessment Board Regarding the Class Environmental Assessment for Timber Management on Crown Lands (1994) requires the Ministry of Natural Resources (MNR) to take the interests of Aboriginal communities into account in the forest resources planning process at the district level. The new *Crown Forest Sustainability Act* (1994) provides for this process. Aboriginal communities will be invited to assist MNR's planning through a "Timber Management Native Consultation Program". "Native Background Information Reports" are to be prepared describing past uses of timber and other natural resources by the Aboriginal communities, together with a summary of problems related to timber management encountered in the recent past. Maps depicting Aboriginal values and land uses are also to be prepared to assist in the planning process. Some assurance that Aboriginal interests will be incorporated in forest management plans is provided through a requirement that MNR must report annually to the Ontario Legislature.

Although these arrangements are being implemented at the operational level, they do not meet the requirements of many First Nations at the political level where full recognition in nation-to-nation partnerships is demanded.

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1.3 Ontario Forest Industry

Forest industries are on the front line, so to speak, in responding to Aboriginal concerns about the values and uses of their traditional areas and their wishes to profit from business and employment opportunities in the forest sector. While a great deal must be done to respond to these interests and aspirations, the industry has taken some steps in the right direction. For example, the "Ontario Forest Industries Association Guiding Principles and Code of Forest Practices" contains the statement that:

Member companies will be a major factor in the resolution of Aboriginal issues as they apply to forest management, and a proponent of cooperative ventures with Aboriginal groups.

It is also notable that the Ontario Environmental Assessment Board (1994) used an agreement negotiated by the Ontario Forest Industries Association, MNR and the Nishnawbe-Aski Nation and Windego Tribal Council as the basis for the "Timber Management Native Consultation Program" that it instructed MNR to adopt in its forest management planning process.

Although employment of Aboriginal persons in the forest sector remains very low, the advent of extensive forest renewal programs has seen some improvements in the situation. More may be expected now that Ontario's new Crown Forest Sustainability Act places the onus for reforestation on the forest industry. The industry in turn is contracting out many of its tasks relating to forest renewal and silviculture. There is also a trend to contract out harvesting and trucking operations. The opportunities for Aboriginal business and employment are growing, if only the Aboriginal community had a greater capacity to respond. Furthermore, there are now examples of companies entering into specific agreements with First Nations to provide employment for their members. For example, in 1993 Long Lake Forest Products Inc. made a partnership agreement with the Ginoogaming First Nation to provide priority employment opportunities in its milling operations, including on-the-job training for Ginoogaming workers. The agreement even provides for special work and training schedules to accommodate traditional Aboriginal pursuits, such as hunting, trapping and ricing. The climate for industrial-Aboriginal community relations is improving.

1.4 First Nations Perspectives

The perspectives of First Nations are complex. On the one hand, their interpretation of treaty rights for continuing use of their traditional areas differs from that of government. Many have unresolved land claims. Aside from land claims, First Nations seek direct and meaningful participation in the forest sector from the planning stages to business and employment opportunities.

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First, First Nations have complained for many years that the federal government was negligent in managing the forest resources on Indian reserves, permitting the timber to be harvested, usually by outsiders, while not making necessary reinvestments in forest renewal to assure sustainable harvesting. These problems are gradually being overcome since federal funding became available in the late 1980s for forest management planning and renewal. Most First Nations have subscribed to available funding which, in addition to restoring forest productivity, has provided much needed training and reforestation employment.

Second, First Nations seek a direct and decision-making role in forest management planning for their traditional use areas. Treaty rights to hunt, trap and fish on traditional lands are empty if logging practices continue to destroy wildlife and fish habitat as they have in the past. From the First Nations' perspective, they should be involved as co-managers with MNR in the forest management planning process to ensure that their Aboriginal and treaty rights are fully respected.

Third, First Nations seek access to timber licences and forest employment. As noted above, most of the economically accessible timberlands are licenses to non-First Nation firms. Among the many decisions of the Environmental Assessment Board in 1994 was Condition 77 ordering MNR to conduct negotiations with Aboriginal communities to identify and implement ways of achieving more equitable participation for their members through bush and mill operations, timber licences and third party licence agreements with existing licensees. Many First Nations have become uneasy over the lack of action by MNR in implementing Condition 77.

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PART II

**IMPROVED OUTLOOK FOR ABORIGINAL BUSINESS AND EMPLOYMENT
FROM NEW ONTARIO FOREST MANAGEMENT POLICIES**

2.0 Introduction

To improve their business and employment opportunities in the forest sector Aboriginal communities have been seeking:

- (a) Crown timber harvesting and management licences of sufficient size and duration to support viable forest businesses;
- (b) partnership agreements and third-party licences with forest industries holding large forest tenures;
- (c) forest renewal and silvicultural employment flowing from corporate and Ministry of Natural Resources forest management plans;
- (d) an enhanced non-timber business environment through incorporation of non-timber values in forest management planning; and
- (e) protection of sites of cultural importance.

Bearing directly on attainment of these objectives, Aboriginal communities have been seeking direct and meaningful management roles in forest resources planning and operations.

Two significant events occurred in Ontario in 1994 that will modify the Province's forest management policies and may improve the economic opportunities of Aboriginal peoples. First, the *Decision of the Environmental Assessment Board Respecting the Class Environmental Assessment for Timber Management on Crown Lands in Ontario* was published in April 1994. The Board's terms and conditions for timber management by the Ministry of Natural Resources (MNR) include requirements for MNR to improve employment and business opportunities in the forest sector for Aboriginal communities and require their involvement in the timber management planning process. Second, the new *Crown Forests Sustainability Act (1994)* shifts the focus of management from timber toward integrated resources management, places responsibility for forest renewal with the forest industry and provides for some involvement of Aboriginal communities in the forest management planning process. The following sections outline how the decisions of the Environmental Assessment Board (EA Board) and the *Crown*

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Forest Sustainability Act (CFSA) and their implementation by the Ministry of Natural Resources respond to the needs of Aboriginal communities.

2.1 Decisions of the Environmental Assessment Board

2.1.1 Aboriginal Community Involvement in the Planning Process

Decisions of the EA Board provide two potential avenues for Aboriginal community participation in the timber management planning process. In Condition 4 the Board requires MNR to establish Local Citizens Committees (LCC), at least one for each district or management unit, "to participate as an integral part of the timber management planning process" (EA Board p. 473). Although essentially advisory in nature, an LCC may strengthen its role by nominating a representative to serve as a member of the planning team. Timber management plans are to begin with a brief statement of an LCC's agreement or disagreement with the plan and the full report of the LCC is to form a part of the supplemental documentation of every plan.

LCC membership is to be drawn from a variety of local interest groups including business, forest-dependent workers, communities, and others. It would be quite possible for the LCC membership to include several Aboriginal people as representatives of sectors of interest; however, the process does not provide for the distinct government-to-government role sought by First Nations.

Aboriginal communities may also take advantage of a special Timber Management Native Consultation Program that was initially proposed to the EA Board by MNR. The concept of a Timber Management Native Consultation Program as defined by the EA Board provides an advisory role to Aboriginal communities; and this raises serious concerns with First Nations. Through their political processes, First Nations have insisted that their involvement in forest planning process be that of a partner with a decision-making role in accordance with the statement of political relationship already agreed to with the Government of Ontario.

Discussions with officials of MNR suggest that real partnerships for Aboriginal communities in the planning process may indeed be contemplated; but that such arrangements may be easier to implement at the operational level in cooperation with MNR's district offices rather than at the political government-to-government level. At this time it is not at all clear that adequate monies will be earmarked for the Timber Management Native Consultation Process.

2.1.2 Protection of Aboriginal Values

Condition 19 requires MNR, with the cooperation of Aboriginal communities in and adjacent to a forest management unit (in conjunction with the company's management plan author, where appropriate), to prepare a Native Background Information Report for use in the timber

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management planning process. The report is to contain a summary of past use of timber and other natural resources by the Native communities together with a summary of problems related to timber management that have arisen during implementation of any current five-year plan. A Native values map and listing is required to identify locations of specific natural resource features, land uses and values used by or important to Native communities. Items to be mapped include: traditional or recreational use areas; boundaries of trapline areas; fuelwood and building material harvesting areas; areas identified as required for Reserve lands or for economic or capital development projects of Aboriginal communities; and sites of archaeological, historical, cultural and religious significance.

Where Aboriginal communities have chosen to be involved in planning through the Timber Management Native Consultation Program, the Native Background Information Report is to be used in evaluations of alternative prescriptions for forest operations and roads for areas of concern associated with Aboriginal values. Preliminary and Final Reports on the Protection of Identified Native Values are to be produced by the planning teams. The EA Board did not prescribe such reports for situations where Aboriginal communities choose to be members of an LCC.

The EA Board has required (Condition 76) that MNR and timber operators consult with affected trappers and recreationists to identify traplines, trails and portage routes prior to beginning operations. Operators are to ensure that such routes are rehabilitated and unobstructed following timber operations. This requirement should result in some protection for Aboriginal trappers, but in itself, does not ensure protection of furbearers habitat.

2.1.3 Business and Employment Opportunities

The most important decision of the Board dealing with Aboriginal business and employment opportunities, referred to as Condition 77, requires MNR to negotiate at the local level with Aboriginal communities to involve them "more directly in timber management planning by giving them the opportunity to share in the social and economic benefits enjoyed by other residents of northern Ontario". (EA Board, p. 374). Specifically, the Board ordered that:

"These negotiations will include but are not limited to the following matters:

- (a) Providing job opportunities and income associated with bush and mill operations in the vicinity of Aboriginal communities.
- (b) Supplying wood to wood processing facilities such as sawmills in Aboriginal communities.

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- (c) Facilitation of Aboriginal third-party licence negotiations with existing licensees where opportunities exist.
- (d) Providing timber licences to Aboriginal people where unalienated Crown timber exists close to reserves.
- (e) Development of programs to provide jobs, training and income for Aboriginal people in timber management operations through joint projects with the Department of Indian Affairs.
- (f) Other forest resources that may be affected by timber management or which can be addressed in the timber management planning process as provided for in Condition 23(c)." (E.A.Board, p. 374-375)."

MNR is required to report on the district-by-district progress of these negotiations in its Annual Report on Timber Management to be submitted to the Legislature.

The Board also directed, in its Condition 75, that MNR shall ensure that tree planting jobs in the Area of Undertaking are advertised in Northern Ontario first so that Northern residents, particularly Aboriginals and students, will be considered for employment.

2.1.4 Discussion of EA Board Report

The Environmental Assessment Act binds MNR to meet the terms and conditions laid down by the Board. Progress in implementing Conditions 77 and 75 will be monitored by the Government and by the Legislature which will have the opportunity to debate MNR's Annual Report on Timber Management, which is required by Condition 82. The EA Board specified that the Annual Report shall include:

"results of negotiations with Aboriginal peoples pursuant to Condition 77 including statistics describing licences and resource allocation to Aboriginal people on a district basis."

With respect to the EA Board's order that MNR improve Aboriginal peoples' access to timber supplies, progress seems to have been slow. A letter from the Minister of Natural Resources to the Anishnabek News, dated March 21, 1995, states that: "The Ministry is also developing guidelines for negotiations on timber allocations that consider the availability of unallocated timber identified in management plans, in light of current obligations, allocation requirements of First Nations and allocation interests of non-Aboriginal licensees." The letter went on to say that the Ministry: "is developing guidelines for implementing Condition #77".

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MNR officials have advised that the guidelines are being prepared to assist district offices in their implementation of the Board's Condition 77, particularly with respect to some of the wording of the Condition which has raised questions of interpretation. For example, where the Board talked of facilitating "third-party licences", a form of licence not contemplated under the new *Crown Forest Sustainability Act*, the guidelines may be expected to suggest "third-party agreements". Similarly with respect to the Board's encouragement of licensing "unalienated" Crown timber to Aboriginal people, the guidelines are expected to point out that "unalienated" should be interpreted as "unlicensed".

The May 18, "final draft" of MNR's *Forest Management Planning Manual* relegated implementation of Condition 77 to an Appendix titled *The Future of Our Forest: New Developments and Directions*, where it is stated that "MNR is currently developing a draft framework for implementation of Term and Condition #77". Several First Nations organizations, including the Grand Council Treaty #3, the Sagamok First Nation, Windego First Nations Council and Nishnawbe-Aski Nation, have advised the Environmental Assessment Board of their concerns about the perceived slow pace of MNR's implementation of Condition 77. First Nations pin their hopes on the implementation of Condition 77, with its promise of job opportunities, third-party licences and MNR timber licences.

Noting that relatively few Order-in-Council licences or District Cutting Licences were issued to Aboriginal peoples, involving but 100,000 cubic metres in 1986, the Environmental Assessment Board recommended that:

"...Ontario should establish a committee to review its licensing policy as it pertains to Aboriginal peoples and report to the public on its findings. "

The Board further recommended that:

"If the committee determines that barriers do exist to providing timber licences to Aboriginal peoples, the committee should consider remedies for this inequitable policy including assistance to Aboriginal communities to obtain licensed areas of sufficient size to provide meaningful employment and income for their people,"

It will be important for Aboriginal communities to pursue and seek to participate in Ontario's implementation of this recommendation.

2.2 The Crown Forest Sustainability Act (CFSA)

The *Crown Forest Sustainability Act* (1994) and the four manuals that it provides for (*Forest Management Planning Manual*, *Forest Information Manual*, *Forest Operations and Silviculture Manual*, and *the Scaling Manual*), replaces the *Crown Timber Act* and reflects the Conditions

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laid down by the Environmental Assessment Board. The Act moves MNR toward an integrated forest resources management framework. The *Draft Forest Management Planning Manual* states that:

"The focus has shifted from sustaining the yield of timber (products) to attain an industrial objective to a focus on sustained ecosystems. This shift involves a consequent shift from timber management to forest management and incorporates an ecosystem approach to forest management."

This new approach should yield greater recognition and protection of the non-timber values important to Aboriginal communities in forest management.

2.2.1 Planning and Information

Part II of the Act, addressing management planning and information, contains provisions for advisory committees and for the preparation of management plans for each management unit in accordance with a *Forest Management Planning Manual*. The Timber Management Native Consultation Program described by the EA Board is not mentioned in the Act; but is provided for under s.14 which allows the Minister to establish advisory committees to advise on matters under the Act. The Program is specifically dealt with in the *Draft Forest Management Planning Manual*.

Section 15 gives the Minister authority to establish "forest management boards" for areas that he would designate, including community forests. These boards would have authority to advise the Minister on Crown forest management, prepare forest management plans and exercise authority of the Minister related to management planning and other functions as delegated by regulations.

Section 23 provides the Minister authority to enter agreements with First Nations (bands as defined by the *Indian Act*) for the joint exercise of any authority of the Minister pertaining to forest management planning, forest operations prescriptions and work schedules. This section may make it possible for First Nations to negotiate forest management partnerships with the Minister in their traditional territories.

Sections 15 and 23, particularly the latter, should be of key significance to First Nations seeking recognition as full partners in forest resources management for designated areas within their traditional territories. Section 23 provides the Minister the authority to enter joint stewardship agreements of the type that was negotiated with the Teme-Augama Anishnabai in northeastern Ontario in 1990 and 1991.

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2.2.2 Forest Resource Licences

Part III of the *CFSA* deals with forest resource licences, a subject of serious concern to Aboriginal communities and businesses that have complained about the lack of unoccupied timberland in Ontario that might be made available to them. The new legislation does not change the situation. The various forest management agreements and licences extant under the *Crown Timber Act* continue under the new legislation, although they will be renegotiated to take account of the new legislation's thrusts. This may make it difficult for MNR to meaningfully fulfil the EA Board's requirement that MNR negotiate timber licences for Aboriginal people on unalienated Crown land and ensure improved supplies of wood to Aboriginal wood processing facilities. On the other hand, the renegotiation of existing agreements offers the Province the opportunity, should it so choose, to encourage large licensees to involve Aboriginal firms as contractors on their licence areas.

There is one provision of the new *Act*, however, that may help to overcome this situation. Section 24 provides that forest resources are to be allocated through a competitive process unless another process is authorized by the Lieutenant Governor in Council. Such a process, of real significance to Aboriginal communities, has been authorized by a regulation dated March 29, 1995. Under that regulation, a licence or forest resources supply agreement may be granted to an applicant without competition if it:

"satisfies economic opportunities for Aboriginal people."

Not only should this regulation facilitate acquisition of licences and supply agreements on unoccupied Crown lands or for species not covered by existing licences or supply agreements, it may also make it possible for Aboriginal communities or firms to enter third party agreements with the cooperation of existing agreement holders. The full potential of the Regulation needs to be tested by Aboriginal firms seeking timber supplies.

2.2.3 Forest Renewal

A major policy change addressed by the new legislation is a shifting of responsibility for forest renewal from MNR to the industrial licence holders. New features of the *CFSA* include the establishment of a Forest Renewal Trust and a Forestry Futures Trust from which funds will be drawn to cover costs of forest renewal. Licensees will make forest renewal payments into the funds based on the volumes of timber harvested and their forest renewal and silvicultural expenditures incurred on harvested areas will be reimbursed from the Forest Renewal Trust. The Forestry Futures Trust will provide funding for forest renewal where forests have been damaged by natural causes such as fire, insect, diseases or wind, or where a licensee has become bankrupt. The Trust may also be drawn on to defray costs of intensive stand management and pest control in respect of Crown timber, or other purposes as may be specified by the Minister.

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The changes in responsibility for forest renewal means that Aboriginal organizations and firms in the forest renewal business will have to develop initiatives to forge forest renewal contractor or employment partnerships with the licensees and district offices of MNR. Operating policies for of the Forestry Futures Trust are not yet complete, but it appears that applicants for forest renewal project funding would be primarily licensees whose licence areas sustain natural disasters or from MNR district offices for renewal work on areas not subject to long term licences.

2.2.4 Discussion

The CFSA and the Regulation providing for negotiated licences and supply agreements appear to have put in place the necessary provisions for MNR to fulfil terms and conditions of the Environmental Assessment Board. MNR should now be able to respond meaningfully to many of the problems that Aboriginal communities face when seeking a full role in forest resource management planning including access to timber supplies. It is important now that Aboriginal communities and firms develop plans and explore new opportunities that may exist with MNR district offices.

The new legislation provides for the licensing of forest resource processing facilities in Ontario and, like the old law, does not require the timber licence applicant to be the owner of a processing facility. This provision could be advantageous to Aboriginal firms that do not have the capital or expertise to invest in processing facilities, preferring instead to deliver wood under contract to existing mills.

2.3 Financing Aboriginal Forestry Programs

The 1991 - 1995 Canada - Ontario Subsidiary Agreement on Northern Ontario Development (NODA) provided a total of \$12 million for the Aboriginal Forestry Program. Of this amount, \$7 million was contributed by the federal government for the Reserve Lands Forestry Program and \$5 million was contributed by Ontario under the Provincial and Agreement Lands Forestry Subprogram. Federal funding supported inventories, management plan updating and silvicultural projects on Reserve forests together with training and technology transfer projects to improve expertise of Aboriginal workers. The Ontario funding has supported Aboriginal forestry employment on Crown lands, as well as training opportunities for Aboriginal students and graduates of the Native Resource Technician Program at Sault College and other diploma and degree programs. Over three years, Ontario's subprogram has provided employment/training in some aspect of natural resource management for 80 Aboriginal students. The NODA expired March 31, 1995. No projects could be approved after that date and all approved projects must be completed by March 31, 1997.

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Future funding for initiatives to assist Aboriginal communities remains a question. A 1994 evaluation of the NODA Aboriginal Forestry Program indicated its successful implementation and a growing interest by Aboriginal people. The evaluation report contained a number of recommendations urging continuation of the subprograms. While NAFA has been negotiating with the federal government for some time seeking a new national Indian Lands Forestry Program, no concrete commitment has been received. Officials of MNR advised NAFA in April, 1995 that funding to renew Ontario's Aboriginal Forestry Program has not yet been arranged. New funding will be critical to maintain the momentum that has been achieved.

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PART III

WHAT IS HAPPENING TODAY?

3.0 Introduction

This part of the report highlights the responses received from a community profile survey administered by NAFA in the spring of 1995. The communities surveyed were selected to obtain representation from each region of the Province based on Ministry of Natural Resources administrative boundaries for the North West, North East, Central and Southern regions.

A total of 18 communities responded to the survey with the breakdown by region as follows, North West region - 7 communities (Wabaseemoong, Kingfisher, Wunnimin, Lac Seul, Rainy River, Grassy Narrows and Ginoogaming), North East region - 1 community (Constance Lake), Central region - 5 communities (Golden Lake, Wikwemikong, Garden River, Wausauking - Parry Island and Whitefish Lake) and Southern region - 5 communities (Kettle and Stony Point, Six Nations, Munsee-Delaware, Alderville and Akwesasne). The map on the following page shows the locations of the communities profiled. As can be seen from the map, the communities range from remote and sparsely populated northern locations to those in more urbanized southern settings.

The purpose of the survey was to obtain information on the current state of forest based activities in the various communities and to serve as a basis to identify both opportunities for, and restraints to, increased participation in the forest sector. To this end data were collected with respect to:

- (a) On-reserve Forestry Activities - size of productive forest land base on-reserve, presence of forest management plans, nature of forestry activities carried out over the last 5 years, presence of forest based businesses operating on-reserve, number of full time and seasonal jobs, and an estimate of the percentage of total community employment (wage) income from on-reserve forest based jobs.
- (b) Off-reserve Forestry Activities - number of full time and seasonal jobs in forest sector, percentage of total community employment wages and presence of First Nation owned forestry businesses operating off-reserve.
- (c) General Information Opportunities/Constraints - respondents were asked to identify current initiatives underway to increase First Nation participation in the forest sector, to describe opportunities for increased participation and highlight constraints to realizing those opportunities. Information was also sought on the

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current skill levels of the community's forest sector work force and human resource development requirements in light of perceived forest sector opportunities.

The detailed community profile summaries are found at the end of this part and the survey form used to gather the profile data is contained in Appendix 4.

3.1 On-reserve Forestry Activities

Table 1 summarizes the populations, total land area and the extent of productive forest for the communities. As can be seen from the Table, there is a wide range in terms of both the overall size of the land base and the extent of productive forest areas. The range is from the smallest community (Kettle and Stony Point) with a land base of 849 hectares (33 square miles) to Wikwemikong with a land base of 60,302 hectares (233 square miles) of which 42,000 hectares (162 square miles) is productive forest. In general terms the northern and central region communities tend to have both larger land areas and a higher percentage of productive forest lands.

Eleven of the eighteen communities (63%) have forestry management plans in place. On average the plans have been in force for six years, with the first plan being implemented in Munsee-Delaware in 1986 and the most recent being Kingfisher and Lac Seul's which were prepared this year.

With respect to on-reserve forest sector activities Table 2 summarizes the activities as indicated by the various communities into five categories namely, wood production, forest products, forest management, crafts and traditional products and tourism. As can be seen from a review of Table 2, the commonly occurring on-reserve forest sector activities are wood production (14 of 18 communities - 78%), forest management (13 of 18 communities - 72%) and crafts/traditional (11 of 18 communities - 61%).

The most common wood production activity was firewood gathering with 8 communities reporting this activity. Logging and non-firewood harvesting was mentioned as a wood production activity by the six communities. The most mentioned as a wood production activity by the six communities. The most frequently mentioned forest management activities were tree planting and site preparation.

TABLE 1 - Population and Land Area Summary

Community	Population	On-reserve	Land Area Total Area (hectares)	Forested Area (hectares)	% Forested	Forest Mgmt. Plan	Year Plan Imple- mented
North West Region							
Wabaseemoong	1316	818	11834	nd	nd	Yes	1988
Kingfisher	354	349	6963	6367	91%	Yes	1995
Wunnumin	410	403	9650	3795	39%	No	
Lac Seul	3100	750	24821	22768	92%	Yes	1995
Rainy River	700	275	2470	1925	78%	Yes	1991
Grassy Narrows	876	603	3853	3417	89%	Yes	1987
Ginoogaming	608	238	6978	nd	nd	No	
North East Region							
Constance Lake	1224	704	6219	3108	50%	No	
Central							
Golden Lake	1382	354	1745	nd	nd	No	
Wikwemikong	5520	2632	60302	42000	70%	Yes	1989
Garden River	1665	1002	14901*	nd	nd	nd	
Wausausking-Parry Is.	764	330	7874	5639	72%	Yes	1992
Whitefish Lake	639	245	17705	14809	84%	Yes	1987
Southern							
Kettle & Stony Point	1378	796	849	708	83%	No	
Six Nations	15392	7723	18174	5970	33%	Yes	1989
Munsee-Delaware	406	164	1054	nd	nd	Yes	1986
Alderville	826	270	1237	100	8%	Yes	1989
Akwesasne	12000	8128	29000	8799	30%	No	
Totals	48560	25784 (53%)	225629 ha	119405 ha	63%	11/18 (61%)	

Notes: nd = (no data provided)

Garden River recently regained 9946 ha for total reserve area of 24847 ha

TABLE 2 - On-Reserve Forestry Activity by Category

Community	Wood Production	Forestry Activity Forest Products	Forest Management	Crafts & Traditional	Tourism
North West Region Wabaseemoong	none	none	" tree nursery " silviculture (tending, releasing & planting)	" trapping " wild rice harvesting, traditional medicines	" game hunting (guiding)
Kingfisher	" firewood harvesting	none	none	" crafts, harvesting, hunting, trapping	none
Wunnumin Lac Seul	" firewood harvesting " firewood harvesting	none none	none " site preparation and tending " tree planting	" hunting & trapping " wild rice harvesting	none " trapping & guiding
Rainy River	" harvesting & logging	" dimensional softwood lumber (sawmill on-reserve)	" site preparation " tree planting & tending " inventory, regeneration & plantation surveys	" wild rice harvesting	none
Grassy Narrows	" tree harvesting	none	" site preparation " tree planting " conifer release & tending	" wild rice harvesting " trapping	" tourist camp/lodge " guiding
Ginoogaming	none	none	" tree planting " site preparation & forest thinning	" wild rice harvesting " trapping & hunting	none
North East Region Constance Lake	" limited forest harvesting	" non-Aboriginal owned sawmill operates on leased reserve land	none	none	none
Central Region Golden Lake Wikwemikong	" firewood harvesting " tree harvesting	none " log home & teepee company " wood products outlet	none " tree planting & timber cruising " pruning & thinning " stand tending	none " crafts/artisans " food gathering " hunting & fishing	none none
Garden River	" wood harvesting	" sawmill	" plantation management " timber cruising, tree marking & thinning	" trapping & hunting " traditional medicines	none
Wausauksing-Parry Island	" firewood harvesting	none	" stand improvement operations " tree planting & tree marking	none	none
Whitefish Lake	" hardwood & pulpwood harvesting	none	" tree planting & plantation tending " marking & improvement cutting	none	none
Southern Region Kettle & Stony Point	" firewood harvesting	none	none	" crafting " fishing	none
Six Nations	none	none	" site preparation, plantation & tending " nursery stock production " tree planting & forest inventory		" trail development " Six Nations eco-centre
Munsee-Delaware	none	none	" tree planting & inventory " site preparation & natural stand improvement " access roads & fire breaks	none	none
Alderville	" firewood harvesting	none	" reforestation 40,000 white pine & white spruce " plantation management " fire control	none	none
Akwesasne	" firewood harvesting	none	" silviculture (planting & thinning) " forest inventory " Model Forest Program	" basket weaving " medicine gathering " fruit/berry picking	none

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In terms of forest products three communities have sawmills located on-reserve. Long Sault Lumber Co., located at Rainy River, produces three million board feet per year of dimensional softwood lumber primarily for the wholesale market. At Constance Lake a non-Aboriginal owned sawmill operates on land leased from the First Nation and employs 65 members. Garden River's sawmill employs 6 members of the First Nation on a full time basis.

Eleven communities reported crafts and traditional activities with basket weaving, wild rice harvesting, hunting and trapping, and medicine gathering identified as the current activities taking place on-reserve. Forest related tourism was mentioned by four communities with trail development and game hunting and fly fishing guiding identified as the activities.

With respect to First Nation owned businesses operating on-reserve twelve communities reported the existence of companies. The communities and the type of businesses reported are as follows:

- Rainy River** - sawmill (described earlier) and wild rice harvesting/marketing company
- Lac Seul** - log transport (water ferry) and fishing/hunting camp
- Grassy Narrows** - logging company and tourist camp
- Six Nations** - no details provided on company
- Wabaseemoong** - tree nursery and silviculture operation
- Golden Lake** - firewood service
- Wikwemikong** - log home company, crafts business, logging company, tee-pee business, wood products outlet business
- Garden River** - sawmill and commercial logging
- Whitefish Lake** - harvesting and silviculture
- Munsee-Delaware** - no details provided on company
- Alderville** - maple syrup production
- Akwesasne** - basket weaving company

3.2 Off-reserve Forestry Activities

3.2.1 Aboriginal Owned Companies

As reported in the surveys five communities recorded off-reserve forest activities which are carried out by Aboriginal owned companies. These activities are summarized in Table 3 on the following page.

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**Table 3
Off-Reserve Forest Activities
(Aboriginal Owned Companies)**

Community	Off-Reserve Forest Activities
Lac Seul	Forest harvesting (Obishikokaang Resources Corp.)
Wabaseemoong	Harvesting & silviculture (Islington Band Logging)
Constance Lake	Harvesting & silviculture
Golden Lake	Tree planting, cut and skid, plantation harvesting, timber cruising, guiding

3.2.2 Employment with Non-Aboriginal Owned Companies

The other off-reserve activities reported are undertaken by individuals either self-employed or working for non-Native owned companies. The eight communities reporting this category of off-reserve forest sector activity are highlighted in Table 3a.

**Table 3a
Off-Reserve Forest Activities
(Non-Aboriginal Owned Companies)**

Community	Off-Reserve Forest Activities
Rainy River	Not described but 1 full time and 4 seasonal jobs
Grassy River	Seasonal tree planting and harvesting
Ginoogaming	42 jobs with Long Lake Forest Products (have own employee association)
Wikwemikong	Fire fighting contract with MNR
Whitefish Lake	1 job at sawmill
Six Nations	Not described, 2 seasonal jobs (likely silviculture)

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Table 3a (cont d)

Munsee-Delaware	Seasonal jobs (exact number n/a) likely silviculture
Alderville	4 full time government funded environmental jobs

A review of Tables 3 and 3a indicates most of the off-reserve forest sector activities by both Aboriginal-owned companies, and individuals working for non-Native businesses, fall into the categories of harvesting (primary activity of Aboriginal companies) and silviculture (primary activity of Aboriginals employed by non-Native companies). The exception to this trend is Ginoogaming with 42 full time sawmill jobs at Long Lake Forest Products.

3.3 Forest Sector Employment Statistics

As part of the survey the communities were asked to identify the extent of forest sector based employment both on and off-reserve. Table 4 contains the summary of the survey results. Table 5 presents data for each community. In the eighteen communities profiled there are a total of 1039 forest sector based jobs. The breakdown of these jobs between on and off-reserve and full time/part time is as follows:

**Table 4
Employment Statistics Summary**

<u>On-Reserve</u>			<u>Off-Reserve</u>			<u>On & Off-Reserve</u>
# Full time	# Part time	Total	#Full Time	# Part Time	Total	Total
265	609	874	129	36	165	1039
(26%)	(59%)	(85%)	(12%)	(3%)	(15%)	(100%)

On-reserve employment accounts for the bulk (85%) of forest sector employment with the majority (59%) of the jobs being part time or seasonal in nature. Much of this employment is related to forest management projects, planting and silviculture, that has been funded by the federal government. Off-reserve employment accounted for only 15% of forest sector jobs with full time jobs representing 78% and part time work 22% of off-reserve employment. These statistics are consistent with the absence of on-reserve forest product manufacturing operations in most communities. The seasonal nature of on-reserve activities (tree planting, site preparation, etc.) is reflected in the high proportion of part time jobs. The higher proportion of full time off-reserve jobs may reflect the nature of the work (i.e. working in a sawmill providing year round operations).

TABLE 5 - Forest Sector Employment Statistics - Forest Based Employment

Community	First Nation Forestry Business (On or Off Reserve)	On-Reserve			Off-Reserve			Totals			Total	% of Work Age Pop.
		Full Time	Part Time	Total (On Res. % total)	Full Time	Part Time	Total (Off Res. % total)	Full Time (% of total)	Part Time (% of total)			
North West Region												
Wabaseemoong	Yes-On & Off	42	138	180 (100%)	0	0	0	42 (23%)	138 (77%)	180	37%	
Kingfisher	No	0	0	0	0	0	0	0	0	0	0%	
Wunnimun	No	0	0	0	0	0	0	0	0	0	0%	
Lac Seul	Yes-On & Off	0	10	10 (50%)	10	0	10 (50%)	10 (50%)	10 (50%)	20	5.2%	
Rainy River	Yes-On	15	9	24 (83%)	1	4	5 (17%)	16 (55%)	13 (45%)	29	18.4%	
Grassy Narrows	Yes-On	2	10	12 (55%)	0	10	10 (45%)	2 (1%)	20 (99%)	22	6.4%	
Ginoogaming	No	0	0	0	42 (100%)	0	42 (100%)	42 (100%)	0	42	29%	
North East Region												
Constance Lake	Yes-Off	65	0	65 (76%)	8	12	20 (24%)	73 (85%)	12 (15%)	85	21%	
Central												
Golden Lake	Yes-On & Off	0	1	1 (1%)	3	8	11 (99%)	3 (25%)	9 (75%)	12	10.7%	
Wikwemikong	Yes-On	95	200	295 (83%)	60	0	60 (17%)	155 (44%)	200 (56%)	355	21%	
Garden River	Yes-On	7	53	60 (100%)	0	0	0	7 (12%)	53 (83%)	60	5%	
Wausauksing-Parry	No	nd	nd	nd	nd	nd	nd	nd	nd	nd	nd	
Whitefish Lake	Yes-On	5	12	17 (94%)	1	0	1 (6%)	6 (33%)	12 (67%)	18	12%	
Southern												
Kettle-Stony Point	No	0	4	4 (100%)	0	0	0	0	4 (100%)	4	.8%	
Six Nations	Yes-On	1	50	51 (96%)	0	2	2 (4%)	1 (2%)	52 (98%)	53	1.0%	
Munsee-Delaware	Yes-On	1	2	3 (100%)	0	0	0	1 (33%)	2 (66%)	3	2.6%	
Alderville	No	0	45	45 (92%)	4	0	4 (8%)	4 (8%)	45 (92%)	49	28%	
Akwesasne	Yes-On	32	75	107 (100%)	0	0	0	32 (30%)	75 (70%)	107	2.2%	
Totals	12-On 3-Off	265	609	874 (84%)	129	36	165 (16%)	394 (38%)	645 (62%)	1039 (100%)	11.1% Avg.	

Notes: 1) nd = no data reported

2) employment as % of working age population treats part and full time jobs equally

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For some communities forest sector employment represented a significant percentage of the working age population (Wabaseemoong - 37%, Ginoogaming - 29%, Constance Lake - 21%, Wikwemikong - 21% and Rainy River - 18.4%), while for five communities it provided employment for 1% or less of the working age population. The overall average for all 18 communities surveyed was that the forest sector provided jobs for 11.1% of the total working age population. It should be noted that this average treats full time and part time jobs as equivalents.

In terms of employment or wage impact the communities reported an average of 11.4% of total community salary income as being derived from forest sector activities. This figure closely matches the employment percentage and would appear to indicate that a forest sector employment is similar to other sources of community wage income in terms of the relationship between employment levels and wages generated.

3.4 Opportunities and Constraints for Forest Sector Expansion

As part of the survey each community was asked to identify the opportunities they see to expand their forest sector activities both on and off-reserve, as well as highlight any constraints that may inhibit expansion. The opportunities identified contained common themes which have been categorized and summarized by community in Table 6. Constraints are also categorized and summarized below, but as they are more generic in nature they have not been highlighted by community.

3.4.1 Expansion Opportunities

From a review of Table 6 it can be seen that the majority of opportunities mentioned fall under the category of outside contracting/business opportunities. A total of sixteen communities identified specific opportunities to create or expand contracts with outside companies. Four of these opportunities will depend on the establishment of new facilities to create the increased demand for wood. (Rainy River and Wabaseemoong - potential OSB mill, Kingfisher and Wunnumin - opening of a mine). Four communities identified potential start-up businesses ranging from wood processing (Garden River), wood pellet manufacturing (Golden Lake), cabinet making (Wausauksing - Parry Island), to a wood pellet fired co-generation plant (Ginoogaming). Most of the other opportunities represent expansion of existing contracting arrangements with outside companies.

Six communities identified co-management related opportunities. Two of the communities (Wabaseemoong and Six Nations) already have co-management/forest management agreements in place, while Golden Lake saw potential for an agreement flowing out of a land claim settlement. Kingfisher and Wunnumin are developing a co-management plan for their traditional land use area in consultation with MNR. Grassy Narrows has proposed that a co-management

TABLE 6 - Forest Sector Expansion Opportunities

Comm unity	Outside Contracts/ Business Opportunities	Opportunities Co-Management	Land Claim	Joint Ventures	Employment Op portunities
North West Region					
Wabaseemoong	" expansion of seedling supply contract	" BORC co-management agreement in place by 1997, provided control over TLUA	none identified	none identified	" jobs at proposed OSB mill
Kingfisher	" supply wood to proposed OSB mill " supply lumber to mine if opened " supply lumber for on-reserve market (housing) (sawmill has to be reopened)	" in consultation with MNR developing a management plan for traditional use area	none identified	none identified	" employment if sawmill on-reserve reopened
Wunnumin Lac Seul	see Kingfisher " contracts with forest companies to supply wood	see Kingfisher none identified	see Kingfisher none identified	see Kingfisher none identified	see Kingfisher none identified
Rainy River	" contracts to supply wood to proposed OSB mill " expansion of on-reserve sawmill	none identified	none identified	none identified	" jobs at proposed OSB mill " harvesting jobs off-reserve
Grassy Narrows	none identified	" co-management agreement proposed by band council	none identified	none identified	none identified
Ginoogaming	" wood pellet co-generation on-reserve (sell electricity) " contacted forest harvesting	none identified	none identified	none identified	" potential for 60 jobs at proposed Long Lake sawmill expansion
North East Region					
Constance Lake	" harvesting contracts	none identified	none identified	none identified	" jobs at on-reserve saw-mill (agreement to hire band members)
Central					
Golden Lake	" potential wood pellet manufacturing co. on reserve	" co-management of traditional land use area	" settlement of land claim will create co-management opportunities	none identified	" jobs at proposed fibre board mill near reserve
Wikwemikong	" bidding on off-reserve silviculture contracts	none identified	none identified	none identified	" potential for on-reserve tourism activities and related jobs
Garden River	" wood processing (primary & secondary) " silviculture contracts	none identified	" land claim settlement has increased forest area	none identified	none identified
Wausauksing -Parry Is.	" sawmill, pallet manuf., wood products, cabinet making " lumber supplier " maple syrup production	none identified	none identified	none identified	" employment in businesses opportunities mentioned (sawmill, wood products, etc.
Whitefish Lake	" sawmill & fish hatchery	none identified	none identified	none identified	" potential in recreation development (golfcourse) and tourism
Southern					
Kettle & Stony Point	none identified	none identified	" settlement of land claim will increase opportunities	none identified	none identified
Six Nations	" contracts on private land for management " tree planting silviculture	" co-management agreement in place	none identified	none identified	none identified
Munsee-Delaware	" forestry harvesting and planting	none identified	" settlement of land claim will increase opportunities	none identified	" summer student programs " off-reserve employment with Hydro and forestry companies
Alderville	" maple syrup production " woodlot management	none identified	none identified	none identified	" employment in maple syrup production " community based forestry training
Akwesasne	" supply wood for crafts to other communities	" involvement in Eastern Ont. Model Forest Program	none identified	none identified	none identified

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agreement be established. The sixth community (Akwesasne) is a participant in the Eastern Ontario Model Forest program which contains elements of co-management.

Four communities indicated that potential settlement of land claim issues could lead to increased expansion opportunities through greater control over the resource base and access to a larger land area.

Ten communities saw potential for increased forest sector employment as an opportunity. Five of these were the communities mentioned previously that may see new facilities open in their immediate area creating additional jobs. Some communities indicated that potential on-reserve business start-ups could create increased employment. Two communities mentioned on-reserve forestry training programs as a means of expanding employment opportunities.

3.4.2 Constraints

The communities surveyed highlighted a number of constraints to increased participation in the forest sector. The constraints can be categorized into three broad types, resource based, financial and human resources.

In terms of resources-based constraints eleven of the eighteen communities (61%) mentioned the lack of access to, or control over forest lands. This was seen as a constraint both in terms of an inadequate on-reserve land base to sustain forestry operations and also the lack of guaranteed access to lands in traditional use areas.

Financial constraints were identified by nine communities and seemed to be evenly divided between those who saw lack of start-up capital funding to pursue business opportunities as an issue, and communities who identified lack of consistent government funding as a constraint to implementing forest management plans.

Human resource related constraints were highlighted by seven of the communities. The most frequently identified constraint was the lack of trained or skilled forestry workers and the lack of suitable training programs. The requirement of union membership for some jobs was mentioned as a barrier by three communities.

It is interesting to note that three communities identified mainstream forest companies as a constraint or barrier. The issues identified included a reluctance of forestry companies to contract-out with First Nations and the competition they create as a barrier to the establishment of First Nation owned companies.

An internally generated constraint was mentioned by three communities, namely the conflict between increased forest operations on-reserve and traditional beliefs with respect to resource

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utilization. The specific issue identified was the belief that the forest resource should only be used to sustain the community's needs or traditional activities and not exploited non-community based forestry uses.

It is interesting to note that only one community (Ginoogaming) perceived no barriers or constraints to increased forest sector opportunities.

3.5 Human Resource Development

The final item to be profiled is the status of human resource development within the various communities as it relates to forest sector activities. The information provided by the respondents included their perceptions of forestry staffing and training requirements and an overview of the current education, experience and skill levels of the workforce. Table 7 provides a summary of the human resources information for each community.

From a review of Table 7 it can be seen that the most frequently mentioned staffing and training requirement is for forestry management, forestry technicians and silviculture/positions. This requirement was mentioned by 16 out of the 18 communities. Another theme which emerges is the desire for training to be community based, have a youth focus, and to draw upon the naturalized knowledge available within the communities.

With respect to current training and skill levels there is a range within the communities. In areas of strong forest activity there is a solid base of both formal training and practical experience. Seven communities reported a member with formal training including Forestry Management and Forestry Technicians. The practical experience was concentrated in the areas of sawmill operators, heavy equipment operators, chain and brush saw use and silviculture activities (tree planting, thinning, etc.).

TABLE 7 - Human Resources Summary

Community	Staffing & Training Requirements	Existing Training & Skill Levels
North West Region		
Wabaseemoong	Firefighting, forest technicians, heavy equipment operation, resource mgmt. & conservation	Tree planters & harvesters, sawmill operators, firefighters & silviculturists, guides & heavy equipment operators
Kingfisher	Silviculture & forestry resource management	Some members trained chainsaw operators and loggers
Wunnumin	Silviculture & forestry resource management	Some members trained chainsaw operators and loggers
Lac Seul	Forestry management, silviculture & forest technicians	No community members have forestry based training
Rainy River	Forestry management and forestry technician training	Loggers, machine operators, brush saw operators, chainsaw operators and tree planters
Grassy Narrows	Forestry management, silviculture & forest technicians	People trained in chainsaw & brush saw operation, timber cruising & control, tree planting & forest management
Ginoogaming	Silviculturists, forest technicians, forest & management planners	Equipment operators, mill workers, tree planters & harvesters & skidder operators
Whitefish Lake	Forest resource officer Silviculture, fish & wildlife, & safety	People trained or certified in various areas such as fire fighting, silviculture & forest harvesting
North East Region		
Constance Lake	Forest management & safety Extensive training in all forestry occupations	High skill level in harvesting, silviculture & sawmill operations No community members with formal forestry training
Central		
Golden Lake	Forest management training	3 community members with forestry technician diplomas 2 sawyers, 16 chainsaw operators & 34 heavy equipment operators
Wikwemikong	Trained silviculturists	Forest managers & technicians, saw mill operators, silviculturists, tree marking, planting, harvesting & scaling
Garden River	Forest technicians	Certified tree markers and forest technicians & members with naturalized knowledge/experience
Wausauksing-Parry Island	Forest technician Environmental specialists	Forest technician and heavy equipment operators Log home building & contracting experience
Southern		
Kettle & Stony Point	Forestry management, silviculture & forest technicians Community education & focus on youth training	Knowledge of subsistence wood cutting
Six Nations	Integrated co-operative resource management training program	Forester, Arborist Certificate, Native resource technician Youth summer programs in place
Munsee-Delaware	Forest management Community based training	Community members experienced in tree planting, site preparation, woodlot improvement & species identification
Alderville	2 full time forestry management positions	3 certified forestry managers 1 certified fish & wildlife manager 43 people trained in chainsaw & brush saw operation, fire cruising & control, silviculture (thinning & planting)
Akwesasne	Forestry management, silviculture & forest technicians positions	Forestry management & biology degrees & naturalized knowledge

Profiled First Nation Communities

1. WABASEEMOONG
2. GRASSY NARROWS
3. RAINY RIVER
4. LAC SEUL
5. KINGFISHER LAKE
6. WUNNUMIN LAKE
7. GINOOGAMING
8. CONSTANCE LAKE
9. GARDEN RIVER
10. WIKWEMIKONG
11. WHITEFISH LAKE
12. WAUSAUKSING-PARRY ISLAND
13. CHIPPEWAS OF KETTLE & STONY POINT
14. MUNSEE-DELAWARE
15. SIX NATIONS OF THE GRAND RIVER
16. ALDERVILLE
17. ALGONQUINS OF GOLDEN LAKE
18. AKWESASNE



3.6 Profiled First Nations

AKWESASNE MOHAWK TERRITORY

ON-RESERVE FOREST ACTIVITIES

Forest-based activities carried out on reserve over past 5 years:

- %I Tree planting and transplanting
- %I Shoreline restoration and collecting medicines
- %I Forest inventory and forest thinning
- %I Fuel wood harvesting
- %I Basket weaving and fruit/berry picking

Employment on-reserve:

- %I 25 full-time and 75 part-time basket weaving, 7 forest management and 12 fish hook manufacturing jobs.

Business on-reserve:

- %I Basket weaving businesses and fish hook manufacturing company operating on the Reserve.

OFF-RESERVE FOREST ACTIVITIES

Employment activity off-reserve:

- %I 1 Full-time and 5 seasonal jobs are generated through a hunting/fishing resort near Cornwall.

Forest-based businesses operating off-reserve:

- %I There is an Aboriginal owned hunting and fishing resort business operating near Cornwall.

FOREST SECTOR IMPACT

- %I 1.75% of the total income is derived from forest-based business operating on-reserve.

HUMAN RESOURCE DEVELOPMENT

Current skill levels of workforce:

- %I The community has forest management, biology degrees and "naturalized knowledge."

Staffing and training needs:

- %I Forest management, silviculture and forest technicians are needed in the community.

Total Population	12,000
On Reserve Population	8,128
Working Age Population	4,958
Traditional Land Base	29,000 Ha
Forest Area	8,799 Ha
Forest management plan established	No
Location: Cornwall Island on St. Lawrence River at Cornwall, St. Regis Village and Islands in Quebec	
MNR District: Kemptville District	
Association: Hodenosaunee Confederacy	

BARRIERS AND OPPORTUNITIES

Special Initiatives:

Highlights of Eastern Ontario Model Forest include:

- %I Planting 15,000 beechnut and black ash trees.
- %I Forest Inventory of Sheik Island that can be used as a plan when reforesting other sites in the traditional territory.
- %I Restoration of the shoreline along the St. Lawrence River.
- %I Improved relationship with Domtar.

Opportunities Identified:

- %I Individuals with a "naturalized knowledge base".
- %I A program sponsored by University of Ottawa links Akwesasne with the communities of Opaskwayak First Nation, Tobique First Nation, Little Red River First Nation and Kitigan Zibi First Nation. Highlights of this program include:
 - The communities identify and supply black ash trees to Akwesasne for planting and the basket weaving trade.
 - A working committee established to look at traditional medicines and their uses.

Barriers Identified:

- %I Lack of sustainable funding
- %I Lack of good land base
- %I Lack of skilled people

ALDERVILLE FIRST NATION

ON-RESERVE FOREST ACTIVITIES

Forest-based activities carried out on- reserve over past 5 years:

- %I Thinning of the trees
- %I Planting 40,000 white pine and white spruce trees on abandoned agricultural lands.
- %I Harvesting firewood
- %I Joint surveys with MNR and CFS has resulted in a database on ecological systems.

Activities in the last year:

- %I Plantation management
- %I Forest fire control
- %I Consultation with private woodlot owners

Employment on-reserve:

- %I There is no full-time employment. 45 seasonal forest-based jobs have been created over past 5 years.

Business on-reserve:

- %I Woodlot system in place.
- %I Production of maple syrup providing employment in tourism and maple products.

OFF-RESERVE FOREST ACTIVITIES

Employment activity off-reserve:

- %I There are 4 full-time government funded environmental jobs.
- %I There are no seasonal forest-based jobs.

Forest-based businesses operating off-reserve:

- %I There are no Aboriginal owned forest-based businesses operating off-reserve.

FOREST SECTOR IMPACT

- %I 2.25% of the total community income is derived from forest-based employment and businesses operating either on-reserve or in locations near the community.

Total Population	826
On Reserve Population	270
Working Age Population	177
Reserve Land Base	1,237 Ha
Forest Area	100 Ha
Forest management plan established	1989
Location:	East Shore of Rice Lake, 21 km SW of Peterborough
MNR District:	Tweed District
Association:	U.O.I - South West Region.

HUMAN RESOURCE DEVELOPMENT

Current skill levels of workforce:

- %I 3 Certificates (forest management) and 1 certificate (fish and wildlife management).
- %I 43 individuals trained in chainsaw and brush saw operation, fire cruising, fire control, silvicultural thinning and tree planting.

Staffing and training needs:

- %I There is an identified need for 2 full-time employees to manage reserve forest lands.

BARRIERS AND OPPORTUNITIES

Opportunities Identified:

- %I Thinning and management of woodlots.
- %I Planting forest vegetation to enhance wildlife habitat.
- %I Community-based training in forest development and management as well as traditional Anishnabe wisdom and experience.
- %I Cultural enhancement through respect for forest.
- %I Increased production of maple syrup, eco-tourism.

Barriers Identified:

- %I Lack of financial resources to implement forest management plan.
- %I Lack of access to off-reserve forest lands.
- %I Lack of input into provincial and federal policy.

CONSTANCE LAKE FIRST NATION

ON-RESERVE FOREST ACTIVITIES

Forest-based activities carried out on- reserve over past 5 years:

%I Limited forest harvesting on-reserve.

Employment on-reserve:

%I Lecours' work force is made up of 65 band members living on-reserve.

Business on-reserve:

%I Lecours Lumber Company operates a sawmill on leased reserve land.

OFF RESERVE FOREST ACTIVITIES

Employment activity off-reserve:

%I 8 members work full time and 12 seasonally in forest sector jobs. Further employment is obtained in guiding, trapping, hunting and occasional forest fire fighting.

Forest-based businesses operating off-reserve:

%I There are 2 Aboriginal businesses operating off-reserve; band member owns harvesting company and band contracts with Hearst Management Board for tree-planting and other silviculture work.

FOREST SECTOR IMPACT

%I Trapping, sawmill, tree-planting and fighting forest fires are principal sources of employment for the members of the Constance Lake First Nation. Close to 40% of the total community income is derived from forest-based activities.

Total Population	1,224
On Reserve Population	704
Working Age Population	412
Reserve Land Base	6,219 Ha
Forest Area	3,108 Ha
Forest management plan established	None
Location:	30 Km W of Hearst on Hwy 11
MNR District:	Hearst District
Association:	Nishnawbe-Aski Nation

HUMAN RESOURCE DEVELOPMENT

Current skill levels of workforce:

%I First Nation has achieved a high level of skill in harvesting, silviculture and in sawmill operations. There are no members with formal forestry training.

Staffing and training needs:

- %I Extensive training in all occupations is required in the logging sector.
- %I Forest Management and safety programs.

BARRIERS AND OPPORTUNITIES

Opportunities Identified:

%I The Constance Lake First Nation is involved in a third party harvesting agreement with Hearst Forest Management Board and an employment agreement with Lecours whereby 50% of sawmill jobs will go to band members.

Barriers Identified:

- %I Most logging operations are located considerable distances from the community.
- %I The community is not aware of existing associations or resources. This leads to a sense of isolation.
- %I There are different unions for First Nations and non-Native members in the workforce.
- %I Resources such as equity, business plans, trained work force, equipment, etc. are needed to establish third party agreements and spin-off businesses.

GARDEN RIVER FIRST NATION

ON-RESERVE FOREST ACTIVITIES

Forest-based activities carried out on- reserve over past 5 years:

- %I Lake surveys
- %I Plantation management - planting and thinning
- %I Timber cruising, tree marking and site preparation
- %I Traditional activities include trapping, hunting, fishing and traditional medicines.
- %I Medicinal plant study

Employment on-reserve:

- %I First Nation employs 1 full time forestry officer, 1 part time fish and wildlife co-ordinator and 34 seasonal forest sector workers.
- %I On-reserve sawmill employs 6 full time and there are approximately 6 commercial loggers with seasonal crews totalling 18.

Business on-reserve:

- %I One sawmill and 6 commercial loggers.

OFF-RESERVE FOREST ACTIVITIES

Employment and Business activity off-reserve:

- %I None

FOREST SECTOR IMPACT

- %I 7.5% of all employment activity generated in the Garden River First Nation community is in the forest sector.

HUMAN RESOURCE DEVELOPMENT

Current skill levels of workforce:

- %I 11 certified tree markers (old standards, have to be upgraded); 4 graduated forestry technicians; 4 forestry technicians still in studies; 1 graduate student from the University of Ottawa studying medicinal plants; 34 certified chainsaw operators; 4 loggers participated in our Careful

Total Population	1,665
On Reserve Population	1,002
Working Age Population	638
Reserve Land Base	14,901 Ha (plus)
Forest Area	Unknown
Forest management plan requires updating	
Location:	3 Km NE of Sault Ste. Marie, on north bank of St. Mary's River
MNR District:	Sault Ste. Marie District
Association:	U.O.I - Robinson-Huron Region

Logging Course; 1 person participated in a Native only Ontario Scaler's course; 20-30 naturalized/experienced forest workers.

Staffing and training needs:

- %I Lack of funding to employ trained people.
- %I Business development

BARRIERS AND OPPORTUNITIES

Special Initiatives:

- %I There is an ongoing medicinal plant study which began in 1994. This project is partly sponsored by NODA/MNR/NCB. The natural habitat and growing patterns of 12 traditional medicine plants are being examined. The findings will be published in booklet form for community members.
- %I Garden River has negotiated a land agreement (not claim) through which an additional 24,577 acres regained reserve status. Total land is now 61,383 acres.

Opportunities Identified:

- %I Wood processing in primary and secondary sectors are actively being pursued.
- %I Silviculture contracting opportunities are being sought.

Barriers Identified:

- %I MNR initiatives currently underway could pre-empt any meaningful negotiations for potential

GINOOGAMING FIRST NATION

ON-RESERVE FOREST ACTIVITIES

Forest-based activities carried out on- reserve over past 5 years:

%I A limited amount of tree planting, site preparation, and forest thinning. Traditional activities include hunting, fishing, trapping and wild rice harvesting.

Employment/Business on-reserve:

%I There is limited focus on the on-reserve forest resources.

OFF-RESERVE FOREST ACTIVITIES

Employment activity off-reserve:

%I A significant amount of training has been acquired for jobs in the Long Lake sawmill. Forklift operators, loader operators, trimmer operators, in feed, heavy equipment, sawfilers, graders are some of the trades. 42 positions with Long Lake are now filled with potential for more.

FOREST SECTOR IMPACT

%I Approximately 60% of all employment activity generated in the community is in the forest sector.

HUMAN RESOURCE DEVELOPMENT

Current skill levels of workforce:

%I Equipment operators, mill workers, tree planters, tree harvesters and skidder operators.

Staffing and training needs:

%I Silviculturists, forest technicians, forest and management planners.

Total Population	608
On Reserve Population	238
Working Age Population	146
Reserve Land Base	6,978 Ha
Forest Area	Unknown
Forest management plan established	No
Location: NE shore of Long Lake, 40 Km E of Geraldton, 1 Km S of Long Lac	
MNR District: Nipigon District	
Association: Nishnawbe-Aski Nation	

BARRIERS AND OPPORTUNITIES

Special Initiatives:

- %I Ginoogaming First Nations have a partnership agreement with Long Lake Forest Products. The agreement states that the Ginoogaming First Nation will secure people to work at the mills owned by Long Lake Forest Products.
- %I The Long Lake Employees Association has been established for members of Ginoogaming First Nation community. On May 25, 1995, the association successfully negotiated a 3 year open ended collective agreement with the company.

Opportunities Identified:

- %I Long Lake Forest Products have secured the timber limits from MNR. Within 2 years, a second line will be established at the current sawmill and another 60 members from the Ginoogaming community will be hired.
- %I A feasibility study has just been completed that looks at establishing a wood pellet co-generation plant on reserve. Waste products from the sawmill will be converted into electricity which will then be sold to neighbouring communities, etc.
- %I A speciality mill is scheduled to open in 2 years. It will be located 70 km from the reserve.
- %I Contracting in forest harvesting.

Barriers Identified:

- %I No barriers have been identified by this community.

ALGONQUINS OF GOLDEN LAKE FIRST NATION

ON-RESERVE FOREST ACTIVITIES

Forest-based activities carried out on- reserve over past 5 years:

%I Fuel wood harvesting

Employment on-reserve:

%I One seasonal in fuel wood harvesting and servicing.

Business on-reserve:

%I A fuel wood service operates on-reserve.

OFF-RESERVE FOREST ACTIVITIES

Employment activity off-reserve:

%I Four members work in local sawmill off-reserve and eight work seasonally in businesses operating off-reserve.

Forest-based businesses operating off-reserve:

%I There is a firewood service, guiding operation, and two forest harvesting businesses.

FOREST SECTOR IMPACT

%I Approximately 7% of all community income is derived from forest-based activities.

HUMAN RESOURCE DEVELOPMENT

Current skill levels of workforce:

- %I 3 members have forest technician diplomas.
- %I Currently there are 2 sawyers, 48 chainsaw operators and 34 heavy equipment operators (some licensed).
- %I There are 8 members currently enrolled in the Aboriginal natural resource program at Sault College.
- %I 6 members scheduled to enroll in Sept 95.

Total Population	1,382
On Reserve Population	354
Working Age Population	112
Reserve Land Base	1,745 Ha
Forest Area	N/A
Forest management plan established	None
Location:	South shore of Golden Lake, 45 km south of Pembroke
MNR District:	Pembroke District
Association:	Non-allied

Staffing and training needs:

%I Forest management training.

BARRIERS AND OPPORTUNITIES

Opportunities Identified:

- %I Land claim negotiations could result in increased access to resources over time.
- %I Medium density fibreboard mill near Pembroke could potentially provide jobs for the community if employment equity guidelines are observed.
- %I Community has identified forest based opportunities on-reserve which are subject to evaluation and feasibility assessment. For example, the community is looking into establishing a woodpellet manufacturing company on-reserve.

Barriers Identified:

- %I A large portion of the land base in the Algonquin territory is privately owned.
- %I There is competition from larger established forest companies.
- %I A need has been identified to develop a forest management plan for the land base as an interim measure.

GRASSY NARROWS FIRST NATION

ON-RESERVE FOREST ACTIVITIES

Forest-based activities carried out on- reserve over past 5 years:

- %I Site preparation
- %I Tree harvesting
- %I Tree planting
- %I Tending
- %I Guiding
- %I Wild rice harvesting
- %I Trapping
- %I Conifer release and tending

Employment on-reserve:

- %I There are 2 full-time and 10 seasonal jobs.

Business on-reserve:

- %I There is a logging company and a tourist camp lodge business operating on-reserve.

OFF-RESERVE FOREST ACTIVITIES

Employment activity off-reserve:

- %I Approximately ten members work in seasonal tree planting and forest harvesting.

Business off-reserve:

- %I There are no Aboriginal owned forest-based businesses operating off-reserve.

FOREST SECTOR IMPACT

- %I Trapping, wild rice harvesting and guiding are the principal occupation in the Grassy Narrows First Nation. 10% of the total income of the community is derived from forest sector jobs.

Total Population	876
On Reserve Population	603
Working Age Population	344
Reserve Land Base	3,853 Ha
Forest Area	3,417 Ha
Forest management plan established	1987
Location:	40 Km NE of Kenora
MNR District:	Kenora District
Association:	Grand Council Treaty # 3

HUMAN RESOURCE DEVELOPMENT

Current skill levels of workforce:

- %I There are members in the community trained in chainsaw, brush saw operation, timber cruising, fire control, tree planting and forest management.

Staffing and training needs:

- %I Forest management, forest technical training and silvicultural worker training are needed for community members.

BARRIERS AND OPPORTUNITIES

Opportunities Identified:

- %I Members of the community feel there are, "No opportunities because of the lack of commitment from the government of Ontario with funding".
- %I A co-management agreement has been proposed by Council.

Barriers Identified:

- %I Rainy River Forest Products claims Grassy Narrows traditional land use area is theirs.
- %I Securing contracts with local forest-based companies is difficult.
- %I Contractors are hired out of province for local forest-based employment positions.

WUNNUMIN LAKE AND KINGFISHER FIRST NATIONS

FOREST ACTIVITIES

Wunnumin Lake and Kingfisher First Nations are remote access communities making the hauling timber to any market non-viable thus there is little potential for commercial development. No wage employment or business development generates any significant income for the communities. For the people of these communities there is little distinction between the reserve land base and the traditional territory in terms of forest use. Hunting, fishing, trapping and gathering are the basic forest activities with some timber harvesting for fuel wood and community uses.

In the 1970's and 1980's, a small sawmill at Wunnumin Lake provided lumber for the domestic housing market. This activity was discontinued after Indian Affairs imposed national housing codes which called for graded lumber.

FOREST SECTOR IMPACT

%I Traditional forest use provides significant benefit to the communities.

HUMAN RESOURCE DEVELOPMENT

Current skill levels of workforce:

%I Former sawmill provided experience for chainsaw operators and loggers.

Staffing and training needs:

%I Silviculture, sawmill operation and forest resource management training is needed.

KINGFISHER

Total Population	354
On Reserve Population	349
Working Age Population	220
Reserve Land Base	6,963 Ha
Forest Area	6,367 Ha
Forest management plan established	1995
Location:	360 Km NE of Sioux Lookout. Accessible by air.
MNR District:	Sioux Lookout District
Association:	Nishnawbe-Aski Nation

WUNNUMIN

Total Population	410
On Reserve Population	403
Working Age Population	255
Reserve Land Base	9,650 Ha
Forest Area	3,795 Ha
Forest management plan established	No
Location:	385 Km NE of Sioux Lookout. Is only accessible by air.
MNR District:	Sioux Lookout District
Association:	Nishnawbe-Aski Nation

BARRIERS AND OPPORTUNITIES

Special Initiatives:

%I The Shibogama Interim Planning Board was established jointly by the Shibogama First Nations Council, Kingfisher and Wunnumin Lake First Nations. Through an agreement with MNR, the Board has a mandate to develop a forest management plan for the two communities. The Board is developing a plan for the traditional land use area (9,700 sq. km), which will be based on Aboriginal knowledge and traditional management practices. Emphasis is being placed on local skill development and the capacity to expand and build on existing resources.

Opportunities Identified:

%I An opportunity for supplying rough lumber for a domestic housing market has been identified.
%I Musslewhite Mine has agreed to purchase mining timber from an Aboriginal sawmill, should one be put into operation.

Barriers Identified:

%I No guaranteed access to wood supplies outside the reserve boundaries exist.
%I High transportations costs are prohibitive for commercial development.
%I The community is divided on the issue of harvesting resources for anything other than traditional and community needs.
%I There is a reported lack of confidence in the community to undertake new initiatives.

LAC SEUL FIRST NATION

(OBISHIKOKAANG)

ON-RESERVE FOREST ACTIVITIES

Forest-based activities carried out on-reserve over past 5 years:

- %I Site preparation and tending
- %I Tree planting
- %I Trapping and guiding
- %I Wild rice harvesting
- %I Harvesting fire wood

Employment on-reserve:

- %I On-reserve forest management activities has provided 10 seasonal jobs.

Business on-reserve:

- %I There is a ferry that operates as a water link that brings logs through the reserve en route to Thunder Bay. Fishing and hunting camp and wild rice business also operate on-reserve.

OFF-RESERVE FOREST ACTIVITIES

Employment activity off-reserve:

- %I There are 10 full-time forest harvesting jobs with Obishikokaang.

Forest-based businesses operating off-reserve:

- %I Obishikokaang Resources Corporation is a local forest-based business currently operating off-reserve.

FOREST SECTOR IMPACT

- %I Tapping, forestry, wild rice farming, guiding are major occupations on-reserve. 10% of community income is derived from forest-based activities. 1991 statistics show that the unemployment rate for Lac Seul First Nation is 70-80%.

Total Population	3,100
On Reserve Population	750
Working Age Population	383
Reserve Land Base	24,821 Ha
Forest Area	22,768 Ha
Forest management plan established	1995
Location:	56 Km NE of Dryden, on central south shore of Lac Seul
MNR District:	Sioux Lookout District
Association:	Grand Council Treaty # 3

HUMAN RESOURCE DEVELOPMENT

Current skill levels of workforce:

- %I There are a limited number of members in the community that have forest-based skills.

Staffing and training needs:

- %I Forest management, silviculture and forest technicians positions have been identified as necessary by the community.

BARRIERS AND OPPORTUNITIES

Opportunities Identified:

- %I Third party agreements with Buchanan and Avenor to provide wood for their mills are currently being explored.
- %I The community believes that a lot of economic opportunities exists but no funding sources for start up costs have been identified.

Barriers Identified:

- %I Lack of financial resources to start up businesses.
- %I Lack of training opportunities.
- %I Only unionized workers get employment. Very few community members belong to forest-based unions.

MUNSEE-DELAWARE FIRST NATION

ON-RESERVE FOREST ACTIVITIES

Forest-based activities carried out on-reserve over past 5 years:

- %I Tree planting
- %I Site preparation
- %I Forest inventory
- %I Natural stand improvement
- %I Recreational development
- %I Access roads and fire breaks

Activities in the last year:

- %I Site preparation
- %I Tree planting

Employment on-reserve:

- %I One full-time and two seasonal forest sector jobs on-reserve.

Business on-reserve:

- %I There is one forest-based business currently operating on-reserve.

OFF-RESERVE FOREST ACTIVITIES

Employment activity off-reserve:

- %I There are a few individuals working off-reserve in the forest sector. The exact numbers are not available.

Forest-based businesses operating off-reserve:

- %I There are no forest-based businesses operating off-reserve.

FOREST SECTOR IMPACT

- %I Due to the lack of forest-based businesses, there is little economic impact on the Munsee-Delaware First Nation community.

HUMAN RESOURCE DEVELOPMENT

Total Population	406
On Reserve Population	164
Working Age Population	114
Reserve Land Base	1,054 Ha
Forest Area	
Forest management plan established	1986
Location:	West bank of Thames River, 24 Km W of St. Thomas
MNR District:	Aylmer District
Association:	U.O.I. - Southwest Region

Current skill levels of workforce:

- %I There are members of the community that are experienced in tree planting, site preparation, woodlot improvement and species identification.

Staffing and training needs:

- %I To compliment existing naturalized knowledge of the community, forest management and forest programs are needed. Community based training would benefit the people.

BARRIERS AND OPPORTUNITIES

Opportunities Identified:

- %I Some potential for off-reserve employment with Ontario Hydro, lumber and forest companies.
- %I Land claims are currently under review and will lead to an expanded land base for the Munsee-Delaware First Nation. This will provide opportunities in forest harvesting, planting and trapping.
- %I Student summer programs enable the knowledge to be passed on to the future generations.

Barriers Identified:

- %I Lack of consistent funding, therefore making a sustainable forest management plan unattainable.
- %I Existing land base is inadequate.

RAINY RIVER FIRST NATION

ON-RESERVE FOREST ACTIVITIES

Forest-based activities carried out on- reserve over past 5 years:

- %I Site preparation (50 ac/yr)
- %I Harvesting trees
- %I Inventory, regeneration and plantation surveys
- %I Tree planting (50 ac/yr)
- %I Sawmill operation
- %I Tending
- %I Wild rice harvesting

Employment on-reserve:

- %I There are 15 full-time and 9 part-time forest sector jobs on-reserve. The number of people working in the wild rice harvesting business is not available.

Business on-reserve:

- %I Long Sault Lumber produces dimensional softwood lumber. There is also a wild rice harvesting and marketing business operating on-reserve.

OFF-RESERVE FOREST ACTIVITIES

Employment activity off-reserve:

- %I There is 1 full-time and 4 seasonal forest sector jobs.

Forest-based business off-reserve:

- %I There are no Aboriginal owned forest sector businesses operating off-reserve.

FOREST SECTOR IMPACT

- %I Forestry and wild rice harvesting are some of the principal occupations in Rainy River First Nations. 13% of the total community income is derived from forest sector activities.

Total Population	700
On Reserve Population	275
Working Age Population	158
Reserve Land Base	2470 Ha
Forest Area	1925 Ha
Forest management plan established	yes
1991 Location:	35 Km W of Fort Frances on Rainy River bordering Minnesota.
MNR District:	Fort Frances District
Association:	Grand Council Treaty # 3

HUMAN RESOURCE DEVELOPMENT

Current skill levels of workforce:

- %I People trained as loggers, equipment operators, brush saw operators, chainsaw operators, tree planters and sawmill operations.

Staffing and training needs:

- %I Forest management and technician training have been identified as human resource needs.

BARRIERS AND OPPORTUNITIES

Opportunities Identified:

- %I Expansion of on-reserve sawmill is being considered.
- %I An oriented strand board mill is to be built within 5 miles of the reserve boundary which may create business spin-offs and harvesting off-reserve.

Barriers Identified:

- %I Inability to use Treaty 3 land base.
- %I Inability to get contracts with the Rainy River Forest Products.
- %I Little opportunity for on-reserve due to the limited land base.
- %I Limitation of skilled work force impact the opportunities of the community.

SIX NATIONS OF THE GRAND RIVER

ON-RESERVE FOREST ACTIVITIES

Forest-based activities carried out on- reserve over past 5 years:

- %I Tree planting and forest inventory
- %I Insect and disease control
- %I Site preparation, planting tending and marking
- %I Nursery stock production and trail development

Activities in the last year:

- %I Tree planting and forest inventory.
- %I Site preparation, plantation and tending.
- %I Nursery stock production and trail development.

Employment on-reserve:

- %I There is one full-time and 50 seasonal forest-based jobs.

Business on-reserve:

- %I There is one forest-based business operating on-reserve.

OFF-RESERVE FOREST ACTIVITIES

Employment activity off-reserve:

- %I There are 2 seasonal forest-based jobs.
- %I There are no full-time forest-based jobs.

Forest-based businesses operating off-reserve:

- %I There are no Aboriginal owned forest-based businesses operating off-reserve.

FOREST SECTOR IMPACT

- %I Less than 1% of all community income is derived from forest-based activities.

HUMAN RESOURCE DEVELOPMENT

Current skill levels of workforce:

- %I Community members receive awareness training from Six Nations Forester. Arborist Certificate, Native Resource Technician and youth summer training programs are currently in place.

Total Population	15,392
On Reserve Population	7,723
Working Age Population	5,823
Reserve Land Base	18,174 Ha
Forest Area	5,970 Ha
Forest management plan established	1989
Location:	8 Km SE of Brantford
MNR District:	Aylmer District
Association:	Independent

Staffing and training needs:

- %I An integrated co-operative resource management training program has been identified.

BARRIERS AND OPPORTUNITIES

Special Initiatives:

- %I Six Nations Eco-Centre established for sustainable development and ecosystem management of unique Carolinian forest.
- %I Carolinian Canada program has stimulated a nursery for Carolinian tree species.

Opportunities Identified:

- %I Protocol agreement between OMNR, local municipalities and Six Nations of the Grand River could result in contracting with the private sector on private land for management projects.
- %I Agricultural land being reclaimed for forestry purposes.

Barriers Identified:

- %I CP system results in inability to manage large area as a whole.
- %I Indian Act is inappropriate for forest management particularly in Southern Ontario because of CP system.
- %I Need for management and awareness education to occur to ensure existence of natural areas.
- %I Sporadic funding makes forest management difficult to co-ordinate.

CHIPPEWAS OF KETTLE & STONY POINT

ON-RESERVE FOREST ACTIVITIES

Forest-based activities carried out on-reserve over past 5 years:

- %I Fuel wood cutting
- %I Fishing
- %I Crafting

Activities in the last year:

- %I Fishing
- %I Crafting
- %I Fuel wood cutting

Employment on-reserve:

- %I There are 4 seasonal and no full-time forest sector jobs.

Business on-reserve:

- %I There are no forest-based businesses operating on-reserve.

OFF-RESERVE FOREST ACTIVITIES

Employment activity off-reserve:

- %I There are no full-time forest-based jobs off-reserve.

Forest-based businesses off-reserve:

- %I There are no Aboriginal owned forest-based businesses operating off-reserve.

FOREST SECTOR IMPACT

- %I Less than 1% of total community employment income was generated from forest-based activities.

Total Population	1,378
On Reserve Population	796
Working Age Population	505
Reserve Land Base	849 Ha
Forest Area	708 Ha
Forest management plan established	None
Location:	50 Km NE of Sarnia , on east shore of south end of Lake Huron
MNR District:	Aylmer District
Association:	U.O.I - Southwest Region

HUMAN RESOURCE DEVELOPMENT

Current skill levels of workforce:

- %I Members in the community have knowledge of subsistence wood cutting, recreation, hunting and fishing.

Staffing and training needs:

- %I Community education and focus on youth training has been identified as a priority.
- %I Forest management, silviculture and forest technicians degrees are needed.

BARRIERS AND OPPORTUNITIES

Opportunities Identified:

- %I There are more opportunities for the community now that the land claim is to be settled.
- %I Tourism, recreational activities, hunting and fishing have been identified as opportunities for the First Nation community.

Barriers Identified:

- %I Lack of information about forest management.
- %I Forest lands received through land claim settlement will require forest management support.
- %I No networks established with other First Nation communities.

WABASEMOONG FIRST NATION

ON-RESERVE FOREST ACTIVITIES

Forest-based activities carried out on-reserve over past 5 years:

- %I Wild rice harvesting and traditional medicines.
- %I Tending, releasing and planting.
- %I Seasonal clean up crews that maintain existing sites and clean under brush.
- %I Nursery business

Employment on-reserve:

- %I Over the years the band has developed plantations through on-going silviculture operations on-reserve.

Business on-reserve:

- %I AGA-MA-KI-MI-SA-BAI, a tree nursery operates on-reserve. Islington Band Logging conducts on-reserve silviculture operations subject to funding availability.

OFF-RESERVE FOREST ACTIVITIES

- %I Islington Band Logging has contracted with MNR and Ontario Hydro for silviculture services and holds a number of harvesting licences in the Traditional Land Use Area (TLUA).
- %I Seasonal fire fighting, guiding and lodge work.

FOREST SECTOR IMPACT

On a yearly basis, there are approximately 42 full time and 138 seasonal jobs accessed by community members in the forest sector. 30% of all income is generated by natural resource or forest-based jobs.

HUMAN RESOURCE DEVELOPMENT

Current levels of workforce:

- %I Tree planting, forest technicians, guiding, heavy equipment operators, sawmill operations, harvesters, firefighters and silviculturists.

Staffing and training needs:

- %I Firefighting, forest technician, guiding, heavy equipment operation resource management and conservation.

Total Population	1316
On-Reserve Population	818
Working Age Population	484
On-Reserve Land Base	11,834 Ha
Traditional Land Use Area	7,000 Km
Forest management plan established	1988
Location:	48 Km N of Kenora
MNR District:	Kenora District
Association:	Independent, Treaty # 3 Area

BARRIERS AND OPPORTUNITIES

Special Initiatives:

- %I Starting 1997, a co-management agreement between the Islington band, MNR and third parties will be implemented. This agreement gives the band joint approval on all resource development proposed in the TLUA. The area is 7,000 km in size.

Other Opportunities:

- %I The nursery markets are expanding. They have sold 750,000 seedlings to MNR and are attempting to secure contracts with Rainy River Forest Products for 300,00 in 1996 and possible 4 million by the year 2000.
- %I There is a possibility of an Orientated Strand Board manufacturing operation to be located in Kenora. 15% of the poplar needed is located inside the TLUA. The majority of this is located in the Scot River Area where the band holds exclusive timber rights.
- %I There is some potential for new operations in hunting, fishing and eco-tourism.

Barriers Identified:

- %I Employment opportunities off-reserve are limited because of distances to other forest-sites in the Region.
- %I Softwood harvesting is limited in the area due to a "blow down" (wind storm), that occurred in 1991 which eliminated a substantial amount of the soft-wood timber in the TLUA. Over harvesting due to several years of forest fires in the adjacent harvest blocks outside of the TLUA has also depleted accessible timber.
- %I Barriers to securing a contract with the Oriented Strand Board manufacturing company include; a) lack of time to organize and co-ordinate activities, b) cost of heavy equipment needed to harvest the poplar and c) lack of trained workforce.

WAUSAUKSING - PARRY ISLAND

ON-RESERVE FOREST ACTIVITIES

Forest-based activities carried out on- reserve over past 5 years:

- %I Stand improvement operations
- %I Tree planting
- %I Tree marking
- %I Fuel wood processing

Activities in the last year:

- %I Tree marking and stand improvement.
- %I Fuel wood processing

Employment on-reserve:

- %I Forest management activities on-reserve has provided seasonal work for a few people.

Business on-reserve:

- %I Fuel wood processing on reserve.

OFF-RESERVE FOREST ACTIVITIES

- %I Neither band nor band members engage in off-reserve forest activities.

FOREST SECTOR IMPACT

- %I The impact of the forest sector on the community is negligible at the present time.
- %I Applied for funding through NODA.

Total Population	764
On Reserve Population	330
Working Age Population	166
Reserve Land Base	7,874 Ha
Forest Area	5,639 Ha
Forest management plan established 1992	
Location: Reserve is on Parry Island in Georgian Bay, directly southwest of Parry Sound	
MNR District: Parry Sound District	
Association: U.O.I Waabnoong Bemjiwang	

HUMAN RESOURCE DEVELOPMENT

Current skill levels of workforce:

- %I Forest technician and heavy equipment operators.
- %I Log home building and contracting experience.

Staffing and training needs:

- %I The First Nation Council would like to hire a forest technician to pursue forest based opportunities. Environmental science and other specialists are required to ensure environmental protection goals.

BARRIERS AND OPPORTUNITIES

Opportunities Identified:

- %I First Nation feels there is some potential for sawmill, pallets and other wood products.
- %I Some potential to act as a lumber supplier for the area.
- %I Cabinet making and maple syrup production.

Barriers Identified:

- %I Funding resources are limited for feasibility or start-up costs.
- %I Market orientation and skills training must be acquired.

WHITEFISH LAKE FIRST NATION

ON-RESERVE FOREST ACTIVITIES

Forest-based activities carried out on-Reserve over past 5 years:

- %I Hardwood harvesting
- %I Tree planting and plantation tending
- %I Marking and improvement cutting

Activities in the last year:

- %I Tree planting - red and jack pine
- %I Improvement cutting
- %I Pulp wood harvesting

Employment on-reserve:

- %I On-reserve forest management and harvesting has resulted in 5 full time and 12 seasonal jobs.

Business on-reserve:

- %I 2 - 3 band members act as contractors for silviculture work and others obtain permits for forest harvesting.

OFF-RESERVE FOREST ACTIVITIES

Employment activity off-reserve:

- %I One member works in a sawmill.

Forest-based businesses operating off-reserve:

- %I None

FOREST SECTOR IMPACT

- %I It is estimated that 13.2% of the community income is generated from forest sector activities.

Total Population	639
On Reserve Population	245
Working Age Population	150
Reserve Land Base	17,705 Ha
Forest Area	14,809 Ha
Forest management plan established	1987
Location:	15 km southwest of Sudbury on hwy. 17, access hwy. 549 south
MNR District:	Sudbury
Association:	North Shore Tribal Council and U.O.I.

HUMAN RESOURCE DEVELOPMENT

Current skill levels of workforce:

- %I There are approximately 20 people trained or certified in various areas such as fire fighting, silviculture and forest harvesting.

Staffing and training needs:

- %I Forest resource officer is needed at the community level.
- %I Training is required for band members in silviculture, fish and wildlife and safety.

BARRIERS AND OPPORTUNITIES

Opportunities Identified:

- %I Some potential for small sawmill and fish hatchery.
- %I Agreement is in place with MNR to train two people through the Sault College Aboriginal Resource Technician Program.
- %I Members see opportunities in fish and wildlife management and recreation development (golf course) and tourism.

Barriers Identified:

- %I Contractors require access to off-reserve forest resources.
- %I Working arrangement with E.B. Eddy would be desirable.
- %I No available funding for business start-up.

WIKWEMIKONG FIRST NATION

(Note: Data Incomplete)

ON-RESERVE FOREST ACTIVITIES

Forest-based activities carried out on- reserve over past 5 years:

- %I Pruning, thinning and winter/summer harvesting
- %I Tree planting and timber cruising
- %I Stand tending
- %I Crafts/artisans and food gathering
- %I Hunting, fishing and recreational activities

Employment on-reserve:

- %I There are 95 full-time jobs and 200 seasonal jobs currently on-reserve.

Business on-reserve:

- %I Log home company, small scale crafting businesses, tee-pee business, logging company, wood products outlet business, trappers and silviculture work.

OFF-RESERVE FOREST ACTIVITIES

Employment activity off-reserve:

- %I 60 full-time forest sector jobs.

Forest-based businesses operating off-reserve:

- %I No Aboriginal owned forest sector business.

FOREST SECTOR IMPACT

- %I 10% of all community income is derived from forest-based activities.

HUMAN RESOURCE DEVELOPMENT

Current skill levels of workforce:

- %I Forest management planning, technicians, sawmill operations, silviculture, tree marking planting, harvesting and scaling.

Staffing and training needs:

- %I Need for trained silviculturists.

Total Population	5520
On Reserve Population	2,632
Working Age Population	1,679
Reserve Land Base	60,302 Ha
Forest Area	42,000 Ha
Forest management plan established	1989
Location:	Eastern part of Manitoulin Island in Northern Georgian Bay
MNR District:	Sudbury District
Association:	U.O.I- Robinson-Huron Region

BARRIERS AND OPPORTUNITIES

Special Initiatives:

- %I Wiki is a site for the "Community Forest Program". This project sponsored by MNR gives community control over natural resources. This project examines the impact on sustainable resource development and local economies.
- %I Fire fighting agreement with MNR to send out crews. This provides 60 seasonal jobs to the community.
- %I The Wiki Development Commission sponsors a hide program. This program collects the hides from local trappers and sends them to be tanned and then returned in the spring.

Opportunities Identified:

- %I Development of tourism activities on-reserve.
- %I Wilderness area 6,500 acres of virgin forest.
- %I Aboriginal Loggers Association on-reserve.
- %I Opening a small tannery.
- %I Bidding on off-reserve silviculture contracts.
- %I Expansions of reforestation program.

Barriers Identified:

- %I Traditional land use vs. reforestation
- %I Land base privately owned
- %I Trying to initiate a tree marking course but presently MNR can only do the training.

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PART IV

**KEYS TO SUCCESS FOR ABORIGINAL FOREST INDUSTRIES
AND EMPLOYMENT**

4.0 Introduction

This review of forest management issues related to First Nations and their participation in the forest sector has underlined a number of key elements, the presence of one or more of which can lead to successful penetration of the forest industry by Aboriginal-owned firms and/or Aboriginal employees. One element is a shift in provincial forest policies toward more intensive and sustainable forest management. Intensive forest management requires labour intensive activities related to forest renewal and silviculture. A second major element is the start-up of new or expanding forest businesses drawing on under utilized timber species, such as poplar and birch. New demands for wood supplies or a manufacturing plant labour force, may offer employment and business entry opportunities not otherwise available in a mature industry with a shrinking labour force. A third factor is the development of agreements between First Nations and individual forest businesses.

4.1 Intensive Forest Management

As described in Part II, Ontario's new forest management policies requires the forest industry to practice sustainable forest management which will involve considerable employment opportunities in labour intensive reforestation and silviculture work. Many of the First Nations profiled in this report have developed trained work forces through the federally funded Indian Forest Lands Program that has begun the restoration of forest productivity on reserves. This training should bring returns through silviculture businesses and employment with contractors doing forest renewal work for forest licensees. One example is the Constance Lake First Nation that contracts with the Hearst Management Board for tree planting and other silvicultural work.

Another example is the Wabaseemoong First Nation which operates a tree nursery and is negotiating contracts with Rainy River Forest Products to supply some of its seedling needs. The First Nation also owns the Islington Band Logging Company that has contracted with MNR and Ontario Hydro for silvicultural services.

4.2 New Industrial Developments

The recent increase in demand for lumber products in general and oriented strand board (OSB) in particular has led to plans by several large firms to establish plants in Ontario where hardwoods, such as poplar and birch, have been underutilized by the existing pulp and paper and

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lumber industries. At least two OSB manufacturing plants, a hardwood sawmill and a hardwood veneer plant are anticipated in the Treaty #3 region of northwestern Ontario. In announcing the potential developments, the former Ontario minister of Northern Development and Mines stressed that the involvement of Aboriginal people was to be considered as critical to the implementation of the business plans for each of these projects.

In anticipation of the expected opportunities for First Nations businesses and employment, the Grand Council Treaty Three has begun discussions with the companies involved to determine how the First Nations in the area may benefit from the impending developments. Two particular opportunities have been identified. Industry officials have indicated that major opportunities will arise for businesses in the trucking sector, to haul logs to the mills and finished product to the market. A second opportunity would entail the establishment and operation of one or more log sorting depots which will be required to respond to an MNR regulation requiring the industry to utilize harvested wood on the basis of highest and best use. The Chiefs' Committee on Economic Development is studying these alternatives to generate a cooperative approach with industries operating on First Nations' traditional lands.

As a more specific example of expected opportunity, the Wabaseemoong First Nation may have opportunities to supply wood from its timber licence in the Kenora Crown Forest Management Unit to a proposed OSB mill in the Kenora area.

4.3 Partnerships with Industry

While many agreements between First Nations and government and/or industry deal with the management of forest resources, few deal with the wood products manufacturing industry and employment therein. In November 1993, the Ginoogaming First Nation entered a unique partnership agreement with Long Lake Forest Products Inc., a company owning and operating a sawmill in the town of Longlac, Ontario.

Under the partnership agreement, Long Lake Forest Products has undertaken to provide priority employment opportunities in its milling operations to citizens of the Ginoogaming First Nation, including on-the-job training and retraining that may be required for employment and apprenticeship eligibility. The agreement recognizes the company's need to hire experienced workers to operate efficiently and to run training and apprenticeship programs; therefore, some employees, particularly during the first years of operation, have been drawn from the available labour force. The objective, however, is to develop a labour force drawn from the Ginoogaming First Nation.

A special feature of the Ginoogaming First Nation-Long Lake Forest Products Inc. partnership agreement recognizes the importance of traditional hunting, fishing, trapping and ricing activities of First Nations employees. The agreement provides for special work and training programs

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schedules to accommodate mill employees, except those in certain designated positions, wishing to continue such traditional harvesting activities.

As part of the agreement, the Ginoogaming First Nation has undertaken to assist directly or indirectly with arrangements between the company and the Ministry of Natural Resources to obtain a wood supply for the mill.

The Ginoogaming First Nation has taken a second major step toward self-determination by establishing the Long Lake Employees Association that received accreditation in 1995 to serve as the employees' representative in collective bargaining with Long Lake Forest Products Inc.

4.4 Concluding Comment

The future for First Nations in Ontario's forest industry is finally beginning to show promise. There is growing understanding by the Province and industry that there must be respect for Aboriginal values in the traditional land use areas and cooperation with First Nations when forest resources are exploited so that they may receive some of the benefits therefrom. Ontario's sustainable forest policies and responses to the orders of the Environmental Assessment Board should also help secure the future of First Nations forest businesses. New and expanding forest industries offer opportunities for active participation of First Nation businesses and worker employment. The federal government will have a significant role to play in ensuring successful grasping of these opportunities through its training and financial support programs.

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APPENDIX 1

**SUSTAINABLE FORESTS
A CANADIAN COMMITMENT
STRATEGIC DIRECTION SEVEN**

**AN ASSESSMENT OF THE POTENTIAL FOR ABORIGINAL BUSINESS
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APPENDIX 2

ENVIRONMENTAL ASSESSMENT BOARD

REASONS FOR DECISION AND DECISION

**CLASS ENVIRONMENTAL ASSESSMENT BY THE MINISTRY OF NATURAL
RESOURCES FOR TIMBER MANAGEMENT ON CROWN LANDS IN ONTARIO**

SOME KEY TERMS AND CONDITIONS

Condition 4

- (a) The Ministry of Natural Resources shall establish a structure of committees to review, advise, guide and improve the timber management planning process and to increase the level of public input to and public scrutiny of timber management planning in the province.
 - (I) In addition to the public consultation provisions set out in Condition 8 to 12, a number of local citizens representing a range and balance of interests shall be afforded expanded opportunities to participate in the timber management planning process through membership in a Local Citizens Committee (LCC). MNR shall establish at least one LCC for each district and where needed, one for every management unit in the Area of Undertaking.

Condition 19

MNR and the Native communities in or adjacent to the forest management unit (in conjunction with the company's Plan author, where appropriate) shall produce a Native Background Information Report for use in timber management planning.

Condition 57

In those cases where the Native community has chosen to be involved in the Timber Management Native Consultation Program, during the development of the Timber Management Plan the timber management planning team shall produce a Report on Protection of Identified Native Values.

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Condition 76

MNR shall provide in the Code of Practice for Timber Management Operations in Riparian Areas, that operators ensure that trails used for accessing and working traplines, and portage routes used for recreational purposes be rehabilitated and unobstructed following timber operations. MNR and operators shall consult with affected trappers and recreationists prior to operations in order to identify such trails and portages.

Condition 77

During the term of this approval, MNR district managers shall conduct negotiations at the local level with Aboriginal peoples whose communities are situated in a management unit, in order to identify and implement ways of achieving a more equal participation of Aboriginal peoples in the benefits provided through timber management planning. These negotiations will include but are not limited to the following matters:

- (a) Providing job opportunities and income associated with bush and mill operations in the vicinity of Aboriginal communities.
- (b) Supplying wood to wood processing facilities such as sawmills in Aboriginal communities.
- (c) Facilitation of Aboriginal third-party licence negotiations with existing licensees where opportunities exist.
- (d) Providing timber licences to Aboriginal people where unalienated Crown timber exists close to reserves.
- (e) Development of programs to provide jobs, training and income for Aboriginal people in timber management operations through joint projects with the Department of Indian Affairs.
- (f) Other forest resources that may be affected by timber management or which can be addressed in the timber management planning process as provided for in Condition 23(c).

Condition 75

MNR shall ensure that tree planting jobs in the Area of Undertaking are advertised in Northern Ontario first so that Northern residents, particularly Aboriginals and students, will be considered for employment.

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APPENDIX 3

CROWN FOREST SUSTAINABILITY ACT

SOME KEY PROVISIONS

Part II

Management Planning and Information

- S.15 (1) The Minister may establish forest management boards for such areas as are designated by the Minister, including forest management boards for community forests designated by the Minister.
- (2) A forest management board shall,
- (a) advise the Minister on matters relating to the management of Crown forests;
 - (b) prepare forest management plans on the request of the Minister;
 - (c) exercise any authority of the Minister under this Part that is delegated to the board by the regulations; and,
 - (d) perform such additional functions as are prescribed by the regulations.
- S.23 The Minister may enter into agreements with First Nations for the joint exercise of any authority of the Minister under this Part.

Part III

Forest Resource Licences

- S.24 (1) If the Minister is of the opinion that forest resources in a management unit should be made available to be harvested or to be used for a designated purpose, the Minister shall give public notice in such manner as he or she considers appropriate of the intention to make resources available.
- (2) The Minister shall not enter into an agreement under section 25 or grant a licence under this Part except in accordance with a competitive process.
- (3) Subsection (2) may not apply if,

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- (a) another process is required by an agreement under section 25 or by a forest resource licence; or
 - (b) another process is authorized by the Lieutenant Governor in Council.

- S.25 (1) The Minister may, with the approval of the Lieutenant Governor in Council, enter into an agreement to supply a person with forest resources from a management unit.
- (2) An agreement shall not be entered into under subsection (1) unless it is consistent with the applicable forest management plan.
- (3) An agreement under subsection (1) is subject to such terms and conditions as may be specified in the agreement.

- S.26 (1) The Minister may, with the approval of the Lieutenant Governor in Council, grant a renewable licence to harvest forest resources in a management unit that requires the licensee to carry out renewal and maintenance activities necessary to provide for the sustainability of the Crown forest in the area covered by the licence.
- (2) A licence under this section may be granted for a term of up to 20 years and the term shall be extended in accordance with subsection (4)

- S.27 (1) The Minister may, without the approval of the Lieutenant Governor in Council, grant a licence to harvest forest resources in a management unit or to use forest resources in a management unit for a designated purpose.
- (2) The term of a licence under this section shall not exceed five years.
- (3) The Minister may enter into an agreement with a licensee in respect of the renewal and maintenance activities necessary to provide for the sustainability of the Crown forest in the area covered by a licence under this section.
- (4) If the harvesting or use of the resources authorized by a licence under this section is not completed before the licence expires, the Minister may renew the licence for one term of one year, subject to such terms and conditions as may be specified by the minister.

APPENDIX 4

**FOREST SECTOR IMPACT AND
OPPORTUNITIES PROJECT
QUESTIONNAIRE**

APPENDIX 5

**IMPLEMENTATION GUIDELINES
FOR TERM AND CONDITION #77
OF THE TIMBER CLASS
ENVIRONMENTAL ASSESSMENT**