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BUILDING RESILIENT NORTHERN ONTARIO COMMUNITIES THROUGH COMMUNITY-BASED FOREST MANAGEMENT



Workshop Report

by Lynn Palmer, Peggy Smith & Chander Shahi
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Workshop held May 17, 2011
Lakehead University
Thunder Bay, Ontario



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Canada

Workshop Summary

Faculty and graduate students in the Faculty of Natural Resources Management, Lakehead University and the Northern Ontario Sustainable Communities Partnership (NOSCP) hosted a one-day workshop for researchers and community representative to collaborate about research and practice regarding community-based forest management (CBFM) as a new forest management model to promote resilience in forest-based communities. The workshop was held in the context of a new forest tenure system being established for Ontario.

The workshop began with presentations from a range of speakers who provided an understanding of Ontario's new tenure system, the opportunities for and issues about the implementation of emerging CBFM initiatives in northern Ontario, research relating to these initiatives, and examples of community forest approaches in other jurisdictions. Speakers included a professor at Lakehead University, the Ontario Ministry of Northern Development Mines and Forestry representative responsible for forest tenure reform, a consultant who provided input into the new provincial tenure models, an economist, a post-doc, and a PhD student, all working on community forestry in northern Ontario, and two representatives from a B.C. community forest that is a partnership between a First Nation and a municipality. A graduate student poster session was held during the lunch break and followed by a facilitated community dialogue during the afternoon. The aim of the dialogue was for representatives from the community initiatives to meet and get to know each other, share experiences, including successes and challenges, identify priority areas for future research, discuss detailed tactics and ideas to help contribute to the development of forest policy that will support the implementation of CBFM in northern Ontario, and identify how and/or whether collaboration could be undertaken to achieve common goals.

Despite the historic isolation of municipalities and First Nations in northern Ontario, many communities are now finding common cause in the promotion of local economic development. The workshop focused on the emergence of First Nation/municipal partnerships for CBFM as a means to achieve sustainable forest-based economic development. Associated with these initiatives is the desire for local control of forests, employment, self sufficiency and best end use of forest resources. Participants discussed some of the alternative ways they are organizing, such as the example of the Green Timiskaming cooperative. Also discussed were examples of First Nations and municipalities benefitting from their interactions. Since First Nations face unemployment levels significantly higher than their neighbouring municipalities, such sharing of information can be a crucial step in fostering economic development. It was noted that First Nation/municipal relationships are not just about economic development projects, but equally about people getting to know each other, sharing in celebrations and working together as neighbours on common goals. Participants indicated ways that they are furthering the relationships among neighbouring First Nations and municipalities.

First Nation/municipal partnerships are leading to the establishment of new community-based forest enterprises based not only on timber but also on non-timber forest products (NTFPs). For many communities who have faced mill closures, loss of employment and dwindling populations, such ventures are the only alternative to ghost towns.

Participants expressed concerns that the continued focus on timber only in the new tenure system prevents these alternative enterprises from playing more than a secondary role. The Crown Forest Sustainability Act (CFSA 1994) addresses NTFPs only when they can be managed through the manipulation of tree cover. There are currently no regulations in Ontario governing NTFPs. Many NTFPs are part of the historic land use patterns of First Nations and therefore their harvesting is integrally tied to Aboriginal and treaty rights.

One of the main complaints raised by participants from both First Nations and municipalities is the lack of decision-making about wood allocations adjacent to communities. First Nations argue that they should have decision-making based on Aboriginal and treaty rights and both First Nations and municipalities see access to wood as essential to creating sustainable local economies.

In a few cases, such as that presented by Whitesand First Nation, a community has obtained a wood supply allocation through Ontario's recent Provincial Wood Supply Competitive Process. However, even this case, it was made clear that a simple allocation of cubic metres of wood does not address a community's broader interest of controlling the local land base in keeping with its values.

More common were examples where communities did not receive a wood supply and are therefore not able to proceed with their proposed initiatives. Green Timiskaming's proposal for district heating based on wood biomass managed through CBFM is a good example of where the province could provide the support to encourage the initiative but did not allocate the required wood supply.

Research needs highlighted that could help support CBFM initiatives included: where and how wood is being used, policies to support alternative forest products including NTFPs, development of databases for communities, social capital and social benefit assessments, and assessments of community input into policies.

Despite the concerns and challenges raised at the workshop, the descriptions of emerging initiatives indicate that there is hope for change in relation to forest management in northern Ontario. Many of these First Nation/municipal initiatives have taken place without government incentives. For the involved communities, the building of these relationships is as valuable as government policies, such as tenure reform. The Ontario Forest Tenure Modernization Act (2011), passed the day of the workshop, provides a small window for community-based forest initiatives. The changes in the new legislation are limited and further government incentives would strengthen these partnerships. It remains to be seen whether the revisions will be sufficient to support community forests. However, given that local communities are taking steps on their own

resulting in stronger relationships and innovative ideas, further influence on government policy is likely.

The workshop concluded with recommendations for strengthening the community forest movement and the relationships required for its support among communities, potential new allies and the provincial government. NOSCP will contribute by expanding the discussion through sharing of experiences, by expanding the opportunities through support for the development of new tools, and by expanding its leverage in the shared task of improving relevant policies.

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The entire workshop was livestreamed by Keewaytinook Okimakanak (KNET), a non-political Chiefs Council serving Deer Lake, Fort Severn, Keewaywin, McDowell Lake, North Spirit Lake and Poplar Hill First Nations.

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<http://noscp.greenstone.ca/>



Boreal Forest Teas organic, wild and local handcrafted northern teas were donated for the workshop: www.borealforestteas.ca

Copies of this report can be found on the NOSCP website <http://noscp.greenstone.ca>

TABLE OF CONTENTS

OPENING REMARKS

<i>Dr. Peggy Smith, Faculty of Natural Resources Management Lakehead University</i>	1
---	---

WELCOME

<i>Dr. Ulf Runesson, Dean, Faculty of Natural Resources Management Lakehead University</i>	1
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MORNING PRESENTATIONS

Community forests in India <i>Dr. Chander Shahi, Faculty of Natural Resources Management Lakehead University</i>	2
---	---

Where we are at with forest tenure reform? <i>Mark Speers, Director, Tenure and Pricing Review Ontario Ministry of Northern Development, Mines and Forestry</i>	3
--	---

Where is the science at with forest tenure reform? The new literature <i>Dr. David Robinson, Dept. of Economics, Laurentian University</i>	11
---	----

Emerging new forest tenure approaches in Ontario <i>Jeremy Williams, Arborvitae Environmental Services</i>	16
---	----

The resilience of (non) community forests in Northern Ontario <i>Dr. Ryan Bullock, Post Doctoral Fellow University of Saskatchewan</i>	22
---	----

Enabling community-based forest management in northern Ontario <i>Lynn Palmer, Faculty of Natural Resources Management Lakehead University</i>	26
---	----

A Likely Story <i>Robin Hood, Coordinator/Manager Likely/Xat'sull First Nation Community Forest, BC</i>	29
--	----

Likely/Xat'sull First Nation Community Forest <i>Erin Robinson, Research & Extension Coordinator Likely/Xat'sull First Nation Community Forest, BC</i>	36
---	----

COMMUNITY DIALOGUE 40

Exploring CBFM initiatives in Northern Ontario <i>Facilitator: Stephen Mitchell, Sustainable Forests Consulting</i>	
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APPENDIX I. List of Workshop Participants 57

APPENDIX II: Northern Ontario Community Forest Charter 59

Opening Remarks



**Dr. Peggy Smith, Faculty of NRM
Lakehead University**

The workshop came about as a result of an application made to Social Sciences and Humanities Research Council of Canada through work myself and Dr. Shahi have been doing with Lynn Palmer, a PhD student in the faculty whose research focuses on community forest initiatives across northern Ontario. The workshop is unique in that we're bringing researchers and community people together to share information and talk about how we can support each other and how as researchers we can be more effective in supporting community initiatives.

The dynamic planned for the workshop is to have participants talk with each other, share experiences, and learn from each other as well. We're in an interesting time in Ontario with the forest tenure reform process underway. We as NOSCP have been advocating a community forest model for the last three or four years. Although we don't think that the current approach goes far enough, we are going to be working within this new system, and we are also committed to pursuing the idea of community forestry, regardless of what the government is doing. So all participants in the workshop have signed SSHRC consent forms and are allowing us as researchers to use the workshop content towards our future work. We are also livestreaming the entire workshop so that people who are not able to be here physically can join online and send in questions and comments to have input. Jason Dampier, a PhD student is videotaping the session. We as researchers do things like conference presentations. Lynn will be presenting results from this workshop, including video clips, at the People in Places Coastal CURA conference in Halifax in June. In addition, we will be posting the workshop results with video clips on the NOSCP website. I'm hosting a dinner tonight at my home and all participants are welcome to attend.

Welcome



**Dr. Ulf Runesson, Dean of NRM
Lakehead University**

Dr. Runesson, welcomed participants to the workshop on behalf of Lakehead University President Dr. Brian Stevenson who was unable to attend. Dr. Runesson noted how good it was to see so many participants from so many communities in northern Ontario, and how much the president would be pleased at this attendance.

This university is embarking upon a new agenda of community outreach. We have a new strategic direction, part of which is to go to remote places to learn. The other agenda is Aboriginal involvement to make sure that we change the demographics of this

region by training Aboriginal high school students. We have never had a president who has gone out to communities like this one has. So far in his first year he has shown his commitment to this direction. It is exactly this type of gathering that he supports. In our faculty, this is how we want to make ourselves relevant, given the new and very controversial issues like Bill 151. We took a close look at not just changing out name, but what we might be missing in our product line. We now also have a new Vice President Academic who supports this very type of activity—real discussions and real engagement. This is key to our future. Community forestry may be one of the approaches in terms of how we take advantage of the new forest tenure. It's a challenge for a university to have teaching, research and service at an equal level. Some of this work may not be research, but may simply be a service to a First Nation or an economic development corporation. But that's part of our mandate too. The new president really believes that service is very important. On behalf of our president, I'd like to welcome you. Dr. Runesson wished the workshop every success, and encouraged more such community-based events to be hosted by the department.

Presentations

Community Forest Experiences in India



**Dr. Chander Shahi, Faculty of NRM
Lakehead University**

One of the greatest challenges being faced by developing countries is population. Alongside the growing population is deforestation, all over the world, but especially in developing countries where the net rate is 7 to 8 million hectares every year. This is one of the challenges I worked on in India in the Forest Service for 17 years. I will share my experiences about how we involved communities to help address these challenges.

Conditions

- Population in India is currently 1.2 billion
- 70% of people are living in very poor conditions
- Extreme dependence on forests (40-50%) whether for fuelwood or forage
- Forests are very degraded due to overgrazing by cattle

How Communities are Involved

- Initially Joint Forest Management was implemented
- Currently community-based forest management
- Communities were involved in the decision-making process regarding protection of village forests from deforestation by making a plan as to how to best manage the forests
- Communities were given a share (25-50%)

- If, through protection, forest produce was generated in the form of non-timber forest products and timber, forestry communities were given full rights to the minor forest products (fodder, medicinal plants, fruits, etc.)
- Established village forest protection committees
- Village meetings to make maps and discuss activities
- For government to get communities involved, it was important to win their confidence
- Entry point activities were undertaken involving women, since they are the ones who go to the forest to bring in fuelwood and graze cattle; so it was necessary to understand their needs
- Some income generating activities were created for women in particular (basketmaking, beekeeping and other technical activities); paid people for these
- Capacity development activities
- Reforestation activities (fruit trees) and establishment of grasses to make ropes, short-rotation crops and agroforestry (turmeric with poplar trees) and medicinal, all which very much increased incomes
- General meetings with many women involved
- Small family meetings where we went to each house to learn about their views
- What was most important was the sharing of information with the communities
- Success stories: after 10 years many forests were restored

Lessons Learned

- Individuals and communities bring skills, knowledge, experience, ethics, creativity, enthusiasm
- Inherent capacity in society is there to be utilized
- Collectively this can be a powerful force

Where are we at with Forest Tenure Reform?



Mark Speers, Director of Tenure & Pricing Review, Ont Ministry of Northern Development, Mines & Forestry

Overview and Context

- Jurisdictional review of forest tenure systems
 - B.C., Alberta, Quebec
 - Washington State, Wisconsin, Minnesota
 - New Zealand
- March 2009
 - Spring budget announcement to review Ontario's tenure and pricing system
 - Wide consultation: forest industry, Aboriginal and other communities, and general stakeholders across the province
- Aug 2009
 - Discussion paper based on the consultations

- Scoped the range of things we would address for tenure and pricing: allocation of Crown timber, licensing and how that timber would be priced
- Presented paper to a number of communities across the province in the northeast and northwest
- Well received at that time; people were eager for tenure reform and wanted to see change in the system
- April 2010
 - Proposed framework developed based on discussion paper consultations
 - Public consultations around the province for a second time
 - Based on the proposed framework, to move forward on the creation of 5-15 Local Forest Management Corporations across the province as the new tenure system
 - Proposed framework was not as well received as was the discussion paper; met with lots of opposition, though some support as well
 - Listened very carefully during that second round of feedback from forest industry, Aboriginal and other communities
- December 2010
 - Policy approval for a modified approach to the proposed framework
- Jan. 13 2011
 - Minister announces proposed approach and plans to introduce legislation
 - Bill 151 to enable the implementation and moving forward with the tenure approach
 - Proposal was well-received by forest industry and many others across Ontario
- February 23rd, 2011
 - Bill 151 was introduced
 - Has since been going through hearings, public input and debate
 - This morning: 3rd reading of Bill 151

Challenges with Forest Tenure

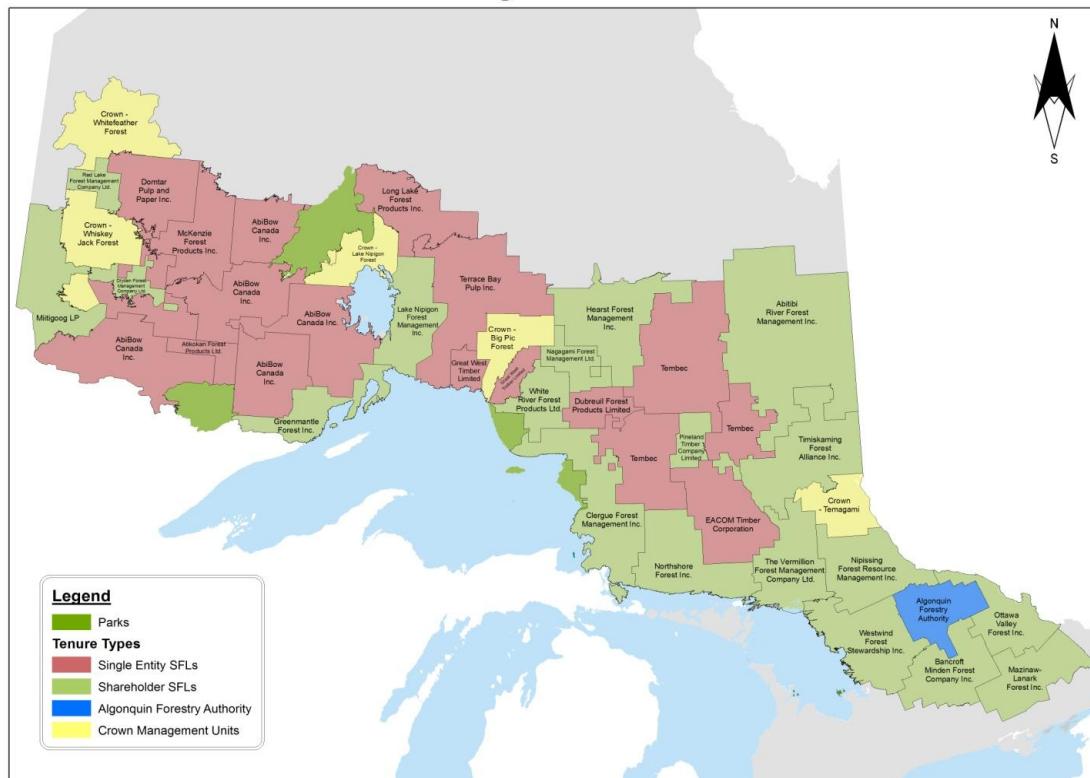
- Worked reasonably well in good economic times: lots of harvesting and forest renewal activities
- Some problems even then
- Problems were magnified with the economic crisis caused by the rise in the Canadian dollar, global competition and the crash in the U.S. housing market
- Challenges exposed with the current system:
 1. SFLs started returning to the Crown, where companies were closing their mills and going bankrupt
 2. Significant amount of underutilized timber in Ontario

- Typically cut between 22 and 24 million cubic metres of wood on an annual basis
- A couple of years ago that was down to almost half of this average
- Despite this, still had companies saying they couldn't get access to wood that might have been more affordable and accessible
- Furthermore, had new companies saying that they could use the wood but couldn't get access to it either, which limited economic development in Ontario
- 3. Not responsive to new players
 - All of the wood was already licensed to existing companies whether they used it or not
- 4. Administrative pricing system
 - Served us very well during disputes about softwood lumber with the U.S.
 - Was still being challenged internally as to how it was used
 - Not responsive to changing economic conditions and the supply and demand of Crown forest resources, to distance of wood to mills

Current landscape in Ontario

- A number of different tenure types in Area of Undertaking where forestry can occur
- Varying governance structures with two dominant types:
 1. Single entity SFLs (**purple**): large corporations hold a license
 2. Shareholder SFLs (**green**): a spectrum in terms of structure and organizational design
 - Miitigoog: unique design with a 50/50 partnership between forest industry and First Nations (Kenora area)
 - Hearst Forest Management Inc.: bringing in greater community and Aboriginal involvement into an existing company shareholder SFL
 - Westwind Forest Stewardship Inc.: not really a shareholder SFL; a not-for-profit organization; a company established with members; board of directors is made up of local community representatives and forest industry reps that take on the management of the forest in that area
 - Algonquin Forest Authority: a Crown agency managing activities inside Algonquin Park
 - Four (4) Crown management units: three (3) of these are areas where companies have either closed their mills or went into bankruptcy and the licenses were returned to the Crown leaving MNR with the responsibility to manage those forests

Ontario Management Units 2011



Objectives for a New Forest Tenure System

- More flexible and responsive to changing social and economic conditions
- Support an industry of top performers
- Based on sound economic principles
- Consider local circumstances
- Provide for the sustainability of Crown forest
- Adopt greater market forces to both allocate and price wood
 - Part of a greater separation between consuming mills and the management of forests
 - To help implement those greater market forces
- Improve access to forest resources
 - Make access to existing forest companies, both operators and mills,
 - Provide opportunities for new entrants subject to availability of Crown forests and forest management planning
- Establish competitive timber markets to:
 - Create a “benchmark” price
 - Provide opportunities for new entrants to acquire wood fibre
 - Redistribute un-utilized timber
- Establish mechanisms to discourage timber “hoarding”
- Provide opportunities for meaningful involvement by local and Aboriginal communities

What is going to change?

- Two new governance models for sustainable forest licences would emerge:
 - Local Forest Management Corporations (LFMCs)
 - Enhanced Shareholder Sustainable Forest Licences (ESSFLs)
 - Wide spectrum as to what these could look like; will work at the local level to design and develop on a case by case basis
- Introduced enabling legislation, Bill 151, which if passed [Bill 151 was passed on the day of the workshop, May 17, 2011], would permit the creation of LFMCs through regulation
- Proposed amendments to the CFSA to support meeting tenure modernization objectives
- In the next 5 – 7 years:
 - Establish up to 2 LFMCs
 - Significant shift from single entity & shareholder SFLs to Enhanced Shareholder SFLs
 - Maybe 1-2 single entity SFLs where there is only one company that is interested in managing a particular forest

Proposed Modified Approach

- 1) *Local Forest Management Corporations (LFMCs)*
- Enabled by Bill 151 by its subsequent regulations (the act itself doesn't create a LFMC)
 - Propose to establish two as Operational Enterprise Crown Agencies
 - Board of Directors / General Manager / Staff
 - Board would include Local and Aboriginal representation
 - Board members would have a suite of skills to be able to manage the affairs of the corporation and meet its fiduciary responsibilities
 - Subject to the normal conflict of interest regulations and guidelines
 - Boards would operate with "noses in and fingers out": not in the day-to-day business of the corporation; manage the corporation at a higher level (e.g. approving business and strategic plans, human resource management, corporation policies and bylaws); hiring general manager
 - General manager will be responsible for hiring staff in order to meet the terms and conditions of the SFL
 - Appropriately-sized management area to achieve efficiencies of scale, given the high cost of FMPs (over a million dollars in 3 years)
 - Hold Sustainable Forest Licence
 - Planning work schedules, silviculture and monitoring, audits
 - Market and sell Crown timber
 - Forest Renewal and Forestry Futures Trust charges would continue to apply to harvesting Crown forest resources
 - Retain revenue from the sale of Crown timber; if sufficient revenue generated, there might be a future dividend paid to the Crown as part of consolidated revenue
 - Objects in proposed legislation for what LFMCs would do

- Important because the revenues that these corporations generate, they are able to retain and spend to meet the objects of the corporation (a key feature of LFMCs)

Objects

- 1) Hold SFL to manage forests in accordance with the CFSA while promoting sustainable forest management activities
- 2) Provide economic development for Aboriginals
- 3) Manage their affairs to create a self-sustaining business entity that optimizes the value of Crown forest resources while taking into consideration the importance of local economic development opportunities within the management area for which they are responsible
- 4) Market, sell and enable access to a continuous supply of Crown timber that is competitively priced; to provide access to that to the forest industry

Because of some challenges with the Act when it went through committee hearings, based on one of the key amendments, only two LFMCs will be established. They will be reviewed in 5 years based on their performance using criteria that we will establish collectively from collaboration with the forest industry, Aboriginal groups and other stakeholders. We would evaluate those LFMCs and enhanced shareholder SFLs after a 5-year period before we go any further with additional LFMCs.

This is a very carefully crafted approach that we believe provides the right balance in government oversight while providing enough flexibility for the LFMC to run a financially self-sufficient business that's accountable to the government and the people of the region in which it operates. We feel it can be cost effective and efficient, self-financing. And we've got an example of one of these corporations on the landscape today—the Algonquin Forest Authority—that has been successfully operating for 35 years.

2) *Enhanced Shareholder SFL*

- Group of mills and/or harvesters that would collectively form a new company, an enhanced SFL, to manage an area of Crown forest under the terms and conditions of an SFL
- Convert “single” company & shareholder SFLs to “*Enhanced*” Shareholder SFL model with new features that include:
 - Shareholder board of directors with company representatives and harvesters and meaningful local and Aboriginal community involvement (e.g. Hearst is already including this)
 - Mechanisms to discourage the hoarding of timber
 - Provisions to allow for new entrants to get access to wood that is not being used
 - Appropriately sized management areas to maximize efficiency, e.g. with FMPs
 - some Crown timber sales would be based on an open market approach
- All Crown timber charges will continue to apply including payments to:
 - Forest Renewal Trust

- Forestry Futures Trust
- Consolidated Revenue Fund (CRF)

We plan to work through the details in the implementation plan with the forest industry, First Nation and other stakeholders groups we've been working with to obtain input into the detailed design of enhanced SFLs.

Pricing and Revenue Model

- Crown timber pricing system that exists today (forest renewal, forestry futures and consolidated revenue charges) will remain the same for all areas,
- Data will be collected from open market sales on LFMCs and Enhanced Shareholder SFLs over next 3-5 years
- Collect sufficient data to support the establishment of a new Crown timber pricing system, e.g. benchmark pricing system
- LFMCs will retain revenues generated from the sale of Crown timber with future dividend payments to CRF from net earnings

Proposed CFSA Amendments

- These components are instrumental to support tenure modernization objectives

Some examples:

- Section 24 – Ability to issue an SFL to LFMC without a competitive process
- Section 28 – Ability to prescribe conditions on licences, supply agreements and commitments by regulation; expanded and broadened the original CFSA to include the last two in order to level the playing field as to how those instruments for providing Crown commitments are dealt with
- Section 41.1 – Ability [of Minister] to cancel licences, supply agreements and commitments based on 3 grounds: (very controversial)
 - Facilitate issuance of an SFL to LFMC
 - To establish Enhanced Shareholder Sustainable Forest Licences
 - Not sufficiently and consistently using forest resource in order to make wood available to other users
- Section 41.2 – Consolidates and enhances existing immunity provisions, adds new limitation of liability for cancellations (S 41.1) and prescribed terms and conditions (S 28)
- Section 69(1) – Collecting information on pricing and purchases and sales transaction information (to support moving toward a market-based system in future)

Wood Movement out of Ontario

- Controversial subject, particularly regarding marketing of wood
- Very little moves out of Ontario, only 2-4%, and mostly to Quebec
- Current challenge is that half the wood in the province is not being utilized; if some of that wood is allowed to move it creates harvesting, transportation and silviculture jobs so helps to maintain employment levels where mills are closed and not using it
- Even in good times there was a flow of wood to Quebec and other provinces

- Necessary and often there was a reciprocal flow of wood back; often low quality wood would go into the U.S. and higher quality wood or specific species would flow into the province and there were beneficial arrangements with respect to that
- Some years Ontario has been a net importer of wood from other provinces and the U.S.
- Section 30 in the CFSA, “manufactured in Canada exemption”, has not been changed or amended so still applies
 - Restricts movement of wood out of Canada but it doesn’t deal with private land
- Regional Directors’ procedures with respect to wood flow to other provinces will continue to remain in effect; companies must make best efforts to market the wood in Ontario before other provinces

Forest tenure modernization is a very complex task. We want to implement a system that works for Ontario. We’ve consulted the forest industry, rural and northern Ontarians, Aboriginal communities. There is an overwhelming consensus about the need for a responsible and measured change. After years of talk, it’s time for action. We’ve listened, we’ve worked with some of the folks, we’ve tried to accommodate their interests, and we’ve made substantial modifications to the original plan. It’s not surprising that some established players fear change. They seek to delay the process and are aggressively arguing their interests. We understand that. However, we must balance these interests with the overriding public interest to put Ontario’s wood back to work.

Moving Forward

- Will take time to design and implement the new system; 5-7 years
- We will continue to engage all stakeholders and Aboriginal people on the development of detailed design and implementation of Enhanced shareholder SFLs and LFMCs
- MNDMF [Forestry was moved out of the MNDMF after October 2011 election and is back with the Ministry of Natural Resources], working with others, will establish criteria to evaluate LFMCs and Enhanced Shareholder SFLs
 - Results of this analysis will help inform future decisions

We will establish a solution for all Ontarians to put wood to work and improve the prosperity of Ontario’s forest sector.

Questions

Q: Will the conversion to enhanced SFLs be a competitive process? Can these entities self-organize and apply for the licence?

A: *It’s a process that will start with defining the area to be involved, and then within that area defining who the players are.*



Q: Who does the defining?

A: *A combination of industry coming up with some proposals and looking at what government's interests are in terms of that area. So it's a combination of things but I wouldn't characterize it as a competitive process but rather a collaborative process to establish these on the landscape. Some will be ready to go sooner than later and we're initiating discussions already.*

Q: Regarding the community involvement component, how will representation occur?

A: *We have not defined explicitly how community members would be identified. I think that we would want to sit down with the players on the landscape and talk about the process to have community members involved and to talk about governance practices and how those governance practices are supposed to be carried out. We also want to introduce some governance training to improve those governance practices for Enhanced Shareholder SFLs and to make sure the governance practices on LFMCs are well understood and properly implemented. We're open to suggestions about how those people will be selected and we believe that there needs to be turnover to bring in new ideas into the process, which typically happens on a board.*

Q: Do the board members for the LFMCs carry financial liability?

A: *The board has fiduciary responsibilities. There are certain protections for the board as long as they carry out their duties in a proper fashion.*

Where is the Science of Community Forestry?



**Dr. David Robinson, Dept. of Economics
Laurentian University**

It's really a privilege to get to talk to some of the most active people in forestry reform in all of Ontario. I've looked at the academic literature on community forests from around the world. I'm going to give you a 2000 foot overview of what that literature says. I come at this from a particular point of view. I'm primarily interested in economic development in northern Ontario. So I'm not really interested in the problems that are specific to other locations where there is more research being done than in Canada and certainly northern Ontario.

Goals: Social and economic development for Northern Ontario

Definition of economic development:

- Accumulation of human, social and physical capital; with development there is more to work with in terms of human abilities talents and connections among people
- Maintenance of renewable natural capital
- Bottom line: Development means increasingly productive, happy, self-governing people
- No other MEANINGFUL DEFINITION of development!

The current system has failed

- Has not been achieving the goals; thus we see outmigration of youth
- Reduces the number of managers, planners and thinkers that are participating since it works by exploiting economies of scale using technology to replace people

Community forestry is the leading contender as an alternative development strategy

- Theoretical reasons why
 - It involves lots of people
 - It decentralizes to a large extent
 - Engages more brains

Your mind is wealth.

International and Canadian evidence

- Tells us community forestry will work in hundreds and perhaps thousands of variations
- Based on extensive research in dozens of countries

There is no evidence that the current structures can work

- Rooted in the colonial period 300 years ago and remains a colonial institution
- Designed to capture resource rents and channel them to the colonial capital
- Last remnant of centralized colonial administration in the Canadian economy
- No one has presented anything resembling evidence that the current system in Ontario can become an effective way of promoting development, or that it is better than community forestry

The reason for no evidence is that no one has ever studied the current system to see if it is the best one to adopt if we could have a fresh start. As an economist who has looked at development strategy in dozens of industries for over 20 years, you would not adopt the system that's coming forward if you could start fresh; you would adopt some variant of community forestry. That's an assertion, but no one has done any research to contradict me!

Support for the current system is rooted in

- Protecting established economic interests
- Regulator capture: people who are already in the system vs. those who talk about changing it
- Inertia: change is difficult so move as little as possible, which is what the tenure reform proposed has done
- Ignorance: no knowledge of the alternatives
- Lack of imagination: room has been made for only 2 examples of something we already had
- Fear of change
- Incumbent bias: I'm king, you don't get to make any changes

There is no logical ground or economic arguments for suggesting that conventional practice is superior to community forestry.

What is the science for?

- To give us a sound basis for choosing the general corporate structure for forest management in Northern Ontario
- To identify specific features of a system that achieves our goals

Is there a science of community forestry?

- A little

Is there a science of the current kind of forestry?

- In terms of a social science studying organizational forms in terms of what they achieve for society, there is no such science of conventional forestry
- No recognized department of learning for community forestry in Canada
- A collection of facts have to be colligated by theory in order for it to be scientific and brought under general laws; we are not there yet

What kind of science would it be that deals with community forestry?

- A social science observing and collecting the truth about what's happened with community forests and conventional regimes around the world
 - How efficient they are
 - How well they accumulate human capital in each community
 - How well they promote human development
- Some kind of theoretical structure to determine how well each community forest does or how it doesn't do well
- We don't have anything like this; nobody has really tried to do it although there are a lot of very good researchers doing research that shows community forests in various places around the world making positive contributions; they don't always work, but then an awful lot of standard firms fail, as in our northern Ontario forest companies; it's to these failures which comparisons must be made – large numbers of failed conventional firms in tough times; that's the relevant measure; would community forests fail more often; would they do more damage to the environment than conventional approaches? Would they produce as little human capital in northern Ontario?

I feel there's not much question. Community forests are bound to do better.

What's the state of the science?

- Crummy
 - It's not being colligated
 - It's mostly case studies
- Need huge numbers of case studies unless geographically restricted
- Large numbers of variables identified by Wade, Ostrom, and Baland and Platteau as far back as the last century; have extracted the main lessons at least 10 years ago; the best paper that describes northern Ontario is from 20 years ago (Duinker et al. 1991); there hasn't been much discussion at the level of that paper since; we have not made huge progress
- Most studies U.S (very different from Northern Ontario)
- Most studies in less developed countries (very different from Northern Ontario)

Impossibility Theorem

- Even if there were more studies, there would still be a problem: in Canada the technology, markets, regulations, legislation, education and community structures have evolved to support the existing system
- Foolish to compare a mature technology system with the immature system that will replace it. Landline-cellphone-stereo-Ipod.
 - Community forests are essentially like the “breadboard models of Ipods”
 - If they are not kept down legally they will wipe out the existing forestry system
 - That’s why there are only 2 examples allowed for LFMCs under the new legislation and an awful lot of conditions on “who gets to play”; there will be a “brainwashing session” to make sure they can’t do anything in this structure and they’ve been selected to be sympatico; that’s not going to be where change comes from; the regime has done what it has done in most places where there has been decentralization with government control, large forest assets and players making a lot of money off of them- research has shown that in these cases the governments then undermine the decentralization by setting up rules and channeling it through mechanisms

Three Conclusions from Community Forestry Research

- Generalizing about ideal forms of community forestry from other countries tells us some things but it’s not of great use
- Have to study it because we have to show that there are lots of examples of success that we’ve managed to suppress in Canada; the Canadian examples are small, they have not evolved technologies that are appropriate, they don’t have training programs behind them that are appropriate, they have not gone through the thousands of failures needed to find out what works best which is what the forestry firms have done
- Experience we have with Canadian examples is promising, but will not take us very far in understanding what we can do; a couple more pilot projects won’t help (we did that in the 90s; the next government came along and killed them)
- CF has worked; it goes back hundreds of years; in at least one case it goes back 500 years, with various forms of community control, and mostly it is small-scale forestry
- CF is working around the world in lots of cases
- CF will work

Three Warnings from Research

Without real devolution of power, the goals of community forestry will be difficult to achieve; the changes we have seen in the new tenure system are pretty timid; they hand a small of power down to a very few areas; that is not devolution and it doesn’t solve the development problem.

Governments generally resist decentralization except for decentralizing the burden; they like to hand the costs down but not the benefits, except for the couple of pilot LFMCs where they get to keep the revenue; it is absolutely central that community forests keep the revenue; if not, you don’t invest it in the people, you don’t get to learn and you don’t

get development; we have a system that was set up to take revenue out of northern Ontario.

Even when there is community forestry, local elites tend to capture any gains; need to watch out for the people who already have power arranging things to keep it. Community forestry will not automatically solve underdevelopment in small communities, poverty and inequality, even though it often makes contributions, but, it's important to start with getting the power, and then work on achieving all the other objectives (development, poverty eradication, equity etc.).

Success, if it comes, will be the result of many attempts and many failures. An indication that the current tenure reform is very timid is that there is no room for failure. There is tremendous fear of failure built into this legislation in a government that wants to promote business and is supposedly pro-capitalist. Yet capitalism is a success because it permits huge numbers of failure—only the fit survive. Success will include much innovation and new technologies (we'll be solving new problems with new people, not old problems with the same old people), and new organization, and it will be unique to northern Ontario.

I look forward to the unique forms of community forestry that will develop, after we get through this timid stage of revisions that the government has underway

Questions

Q (from Mark Speers): How do you define community forests and how do LFMCs meet some of those elements?

A: *Community forestry is real local control. It's essentially handing the tenure rights over to communities and letting them do what they want. I agree that markets are important and that the communities, to make money, would have to find ways of producing wood for the mills, and for other purposes. I'm absolutely convinced that they would work very hard to start converting say 5% to local production. You don't have that built in as a requirement and it's hard to do.*



Read the objects.

A: *I have, but it's not actively encouraged, or part of the formula from the beginning; you haven't said "our goal here is to develop the people in northern Ontario to run the forests and all the businesses that they want to", but rather "we're going to very carefully manage the public forests with these particular structures". Even the language is very timid and I don't blame you, as you have been forced into making those concessions, and it's actually the fault of those of us who are proponents since we have not been organized enough and strong enough to make enough of a case to force ministers to tell you they don't care what the company says, make more room for this. The political pressure was not there. In principle I think you could get to what is generally seen as community forestry from those structures if you were to push it; OR,*

you could end up with a very restricted structure. When you can only do two experiments in five years, rather than being able to undertake a variety of approaches on various pieces of land with boundaries proposed by communities, you postponed the discussion and actually dampened the enthusiasm.

Comment: If we are to survive in the north, the public needs to be educated.

A: Let me add to that. Education happens when people are actually making decisions. People learn by doing. That's how all the forestry company people learned. That's how the community representatives will have to learn. Design a system where there is a lot of learning by doing happening as fast as possible. The proposed system is so fearful of failure that there are all kinds of restrictions such as, making sure that people who get involved are competent and accountable in every way. This restricts the learning. It would be much better to go to a very small scale and allow people to make mistakes. One of my recommendations would be permission for extremely small scale local community forests and to give every community a very local forest to start practicing on. I can't understand why that model wasn't considered, since it will develop competency.

Emerging new forest tenure approaches in Ontario



Dr. Jeremy Williams Arborvitae
Environmental Services

We (myself, Tom Clark and Chris Wedeles) responded to the request for consultations, ideas about what a new tenure system should look like by producing a report (2010) which is essentially our ideas of an appropriate tenure system going forward. We share the conclusions that Mark and David and others have that the current tenure system that we have may have worked well in the past, but it was becoming increasingly unhelpful for the industry itself as well as for the forest and the communities. The recession in 2007-2008 really exposed that weakness. With the forestry downturn, we began seeing forest licenses going back to the Crown in large numbers.

It was an unprecedented situation that provided a good opportunity to make some major changes in tenure that were appropriate. We were very pleased that many of the ideas we advanced in our paper were similar to those of the government. Many of these appear in somewhat similar form in Bill 151.

Concerns

The current tenure system creates the set of incentives for forest managers that are not in the long-term interest of the sector, the forest or communities:

- Ontario tends to have a one-size fits all mentality
- There is a wide variation in terms of communities, Aboriginal and non-Aboriginal, as well as forest conditions across the province;

- Decision making ranges from being driven by corporate interests to being community minded – difficult to generalize across the province in this respect. System has some degree of variation but limited by constrained tenure options
- Current system is not very dynamic – rigidities in wood flow and availability
- Difficult for new businesses to enter and existing ones to expand or change
- Not responsive to market and to emerging opportunities

Goals

- Greater variation in forest management to reflect local circumstances
- Strong local role in decision-making
- Greater economic development opportunity for Aboriginal peoples
- A more dynamic tenure system – responsive to opportunities and markets
- Change forest from cost centre (e.g. wood is seen as a cost to be minimized, creating the perception that our wood is worth very little) to value centre – more investment in the forest to enhance its value; get away from the concept of obtaining wood at the lowest possible cost

Local Forest Management Corporations

- Bill 151 provides the Minister with the authority to create LPMC's
- Crown corporations
- Objects of the corporation spelled out in 151
- Different funding model
- Will have boards that, while the legislation doesn't spell out what the composition will be, in our understanding will be dominated by non-industry people; there will be industry people on the boards (very important) but also important to have a much broader array of skills and perspectives and that these are dominant
- Limit of two during the five years following passage of Bill 151
- Recommend not ruling out LPMCs since they offer a number of opportunities

Our response to the criticism that the LPMC approach is untested:

- Algonquin Forest Authority (AFA) has been in existence since 1974 with a successful track record
- AFA has survived the downturn relatively well
- AFA describes itself as a commercially-oriented, self-financing operational agency— no provincial government meddling in operations

Bill 151 Objects

- Objects of a company are the reason for being
- Bill 151 has put good Objects in place for LPMCs; simple and clearly stated
- Only required for LPMCs but they could also be objects for an enhanced SFL corporation—and they can be added to
- Marketing, selling and enabling access to a predictable and competitively priced supply of Crown forest resources
 1. Holding forestry resource licences and managing Crown forests in a sustainable manner
 2. Providing economic development opportunities for Aboriginal peoples

3. Managing as a self-sustaining business entity and optimizing the value from Crown forest resources

Bill 151 Pricing

- Crown has indicated that the LFMCs can retain the base stumpage and if prosperity returns a dividend might come to the Consolidated Revenue Fund
- Forestry Futures and Renewal charges would continue to be paid
- Stumpage is no longer a big number but it would probably from \$500,000 - \$1 million/year/FMU
 - This is additional money that would go into the forest; for e.g. silviculture and hiring staff to do the management, depending on the interest of the board
- LFMC's would move to a mix of long and short term contracts and tendered sales
 - Mechanisms to adjust the prices according to market conditions or other factors deemed relevant
 - Penalties if the wood wasn't being used
 - LFMC manager would have the option of taking any wood not being used and marketing it
 - Incumbents would have access to wood and wouldn't be shut out, but there would be much more flexibility and mechanisms to ensure that the wood is used well

Enhanced SFLs

The Ontario Forest Industries Association (OFIA) has agreed that Enhanced SFLs are part of the path forward, as does the government. We feel that the greatest opportunities at this point in time are with them. The details have not yet been ironed out. There are likely differences between the OFIA view and the government view and the views of the people in the room.

We think that the Boards should be constituted in the same manner as LFMC Boards and organized in the same manner. Instead of the provincial government selecting who is on the Board, the first Board would be selected by a committee including reps from MNR, MNDMF, local communities (including Aboriginal) and local business (including but not limited to the forest sector). Thereafter, a Board nominations committee would oversee Board membership. We think that all SFLs should be required to constitute Boards within a two year period.

New entrants are required to prepare a business plan, secure access to timber and then apply for a facility licence. The provincial government makes all of the decisions and approvals here. We believe that where there is available timber, after the competition, that the Board should have a major role in deciding how to deal with this timber. We think that Aboriginal businesses and communities should have meaningful opportunities to develop proposals, including having time to line up financing. We think that the Board should also make decisions, with guidelines, regarding putting timber up for tendered sale.

The following table compares and contrasts key elements for each type of arrangement. It also indicates for the Enhanced SFL where there is a lot of room to play in the model.

	Single Entity SFL	Co-op SFL	Enhanced SFL	LFMC
Licensee	Forest products company	Forest management company	Forest management company/other	Crown Corporation
Board	Company board	Wood users; but there is considerable variation and some have community and First Nation representation	Open for consideration; could be a forest management company or another organization, i.e. community group, community-industry partnership, Aboriginal organization; lots of potential for different types of entities to be the licensee; could have very broad representation; as per LFMC?	Range of skills including local and First Nations communities
Chain of Command	Forest manager Senior staff Board	Forest manager Board	Forest manager Board	Forest manager Board Government
Selection of Board Members*	Co-shareholders	Individual companies	Board – by committee	Appointed by provincial government
Management Goals**	Good wood @ low cost	Good wood @ low cost	Depends on objects and Board's orientation and long term strategy (so there's play here to perhaps take the LFMC objects and expand on them)	Meet corporate objects (Bill 151)
Where the Wood Goes	Spruce-Pine-Fir to SFL-holder; hardwood by commitment	Shareholders' mills (typically a mixture of hardwood and conifer users whose mills get most of the wood by commitment)	Up for debate; could be a mix of commitments like in co-op SFLs to what will occur for LFMCs	Traditional mills by contract negotiated with forest management company; some tendered sales
Payments to Crown	All charges	All charges	All charges (although not 100% determined if it could be like the LFMCs)	Dues = 0, Renewal & Forest Futures Trust paid
Revenue	Cost paid by company; some management fees	Wood users pay management fee	Wood users pay management fee; revenue will be based on what gets paid by users but hopefully opportunities to seek additional markets to enhance revenue	Contract, sales price & other

*Board composition is extremely important in that it will have a lot of influence in how the forest is managed and the decisions that are made in terms of: initiatives, where the wood flows, how the wood might be priced, what kind of mechanisms are made available to move wood, how much money goes back into the forest.

In a technical company there's a nominating board that's a subset of the broader board and they are in charge of nominating board members whose terms are normally staggered and there is a cycling of new board members into the existing board. There is

an opportunity for an Enhanced SFL to operate as a normal corporation and in effect select their own board members, which would be different than any of the other models.

****Management goals always include meeting the terms of the CFSA, maintaining certification if held, etc – the listed goals are additional.**

Key Questions

- What is the legal mechanism to recognize an ESFL?
- What incentive is there for an SFL to convert to an ESFL?

Recommendations for Measuring LFMC Effectiveness

- Compare all management entities fairly
 - LFMCs, ESFLs, Coop SFLs, Single Entity
 - Use more than an IFA type review
 - Appropriate audit companies assigned, with a protocol to look beyond the books
- An impossible comparison “scientifically”
 - Tenure is not the sole driver for outcomes
 - Too many moving parts; will be difficult to isolate results due just to tenure
- Regular comprehensive management audits
 - Indicators prescribed
 - Financial performance
 - Compliance with Objects

Indicators

- Should be broad
 - Adjacent forests probably have the most value as benchmarks
1. Conventional
 - Harvest volume, value per cu m wood, amount of funding spent on renewal
 2. Social
 - Employment, incomes, investment
 3. Unconventional
 - New forest-based companies, especially Aboriginal
 - Bump ups (should go down)
 - Inclusiveness of decision-making process
 - Number of revenue streams /retained earnings
 - Community use of the forest

Questions



Q: The impetus of this [reform] is going from a cost centre to a value centre in our forests in northern Ontario. Based on that, I'd like to ask a series of questions. Under the new models that the government wants to institute in some areas, how are they going to fund the forest renewal trust funds?

A: (from Mark Speers): *We want to establish an LFMC as a profit centre and will try to the extent that it can to at least cover its operational costs and generate any additional profits that it can, which will be reinvested into the forest, which will include things like renewal, research, supporting Aboriginal and*

local community economic development with respect to forest businesses etc.

Q: What is the government going to do with the current forest renewal funds that are not completed and not up to the minimum balance still?

A: (Mark) *It will be required for the forest companies that hold those licences to meet the minimum balance requirements.*

Q: Is the ministry going to get the minimum balance in there before they transfer over the licence?

A: (Mark) *Those will be some of the issues we'll have to work through.*

Q: In your own experience, has there ever been a forest corporation that has had to do a needs assessment to determine how a community wants its forest to be used?

A (Jeremy): *They all do actually, technically. The planning process requires the planning team that has the SFL representatives on it to have desired forest and future benefits objectives. They do that in various ways. Some of the more inclusive ways involve meetings, such as in Hearst, where there were a series of meetings with professional facilitation to talk about what they wanted the forest to be like. Then it's up to the planning team to take that and translate that into a series of objectives and targets for the forest, which is where the challenge is because there is a wide range of objectives, which must be prioritized and ranked appropriately.*

Comment: A lot of First Nations don't like to be a part of those planning teams because a lot of things that are decided there are considered consultation. Communities often see it like that. Aroland doesn't sit on the planning team because our community is worried that on a planning team there's not much weight for Aboriginal ideas or issues. So I'm hoping that with this new tenure that the plans become more open for First Nations to take part in and that we don't feel we're being cornered into consultation.

A: *I agree with you. We would be looking to the boards to provide that direction and the objects of the corporation to enforce that.*

The resilience of (non) community forests in northern Ontario: Insights & experiences



Dr. Ryan Bullock, School of Environment & Sustainability, Univ of Saskatchewan

I am a post-doc working with Dr. Maureen Reed at the University of Saskatchewan. My research over the past eight years has focused on social conflict and social learning and community forestry in emerging organizations. Many foresters and biophysical scientists ask me where the science is in my research. I'm OK with that because I'm from a geography department. I thank the Northeast Superior Forest Community program, the Northeast Superior Regional Chiefs Forum and NORDIK Institute at Algoma University for their support of my research.

Two Guiding Research Themes

- a) Lessons from experience with community forest groups in Ontario (& Canada)?
- b) How can forest communities become more resilient?

Community Resilience?

- Discussion in the policy and other literature about what this means
- Many of us here are talking about responding to the forestry crisis in an organized manner to promote community forestry for resilience
- Magis (2010) definition: “existence, development, and engagement of community resources by community members to thrive in an environment characterised by change, uncertainty, unpredictability, and surprise”
- Some very important things:
 - a) Ability to learn & endure amidst changing conditions (*experiment, reflection*)
 - b) Maintain/recreate identity (system structure & function) without ongoing external inputs (*sense of community, placed-based decision making & dev*)
 - c) Intent & wherewithal to affect change (*commitment, vision, empowered*)

Community Forest?

“A public forest area managed by the community as a working forest for the benefit of the community” (Teitelbaum et al. 2006)

- a) Public forest access and use
- b) Managed locally by residents & representatives for multiple uses
- c) Return most benefits to geographic constituents & partners

It has been argued that this approach can make communities more resilient.

Examples of Community Forests in Ontario

Name	Mean* or total ⁺ land holdings (Ha)	Land Ownership	Enabling legislation /agreement	Governance Model	Primary Funding Sources
Agreement Forests	2000+	Private land	RA 1921; CFSA 1994	Municipal-provincial partnership; staff manager, local steering committee	Provincial funds
Conservation Authorities	143000+	Private land	CAA 1946	Municipal-provincial partnership; incorporated body with appointed board	Provincial & federal transfers; municipal levy; fees
Algonquin Forest Authority	288 886 ⁺	Crown (park)	AFAA 1974; CFSA 1994	Crown corporation with appointed board	Logging revenues
Wendapan Management Authority	130 000 ⁺	Crown & park	MOU with Crown 1990	Shared stewardship board of provincial (2/3) and First Nation (1/3) appointees	Various licences, permits, fees from land/resource use
Westwind Stewardship Inc	360 000 ⁺	Crown land	CFSA 1994	Non-profit corporation with board of elected at-large community and interest group members	Charity, forest industry, logging and services
Ontario Pilot Projects	323 500*	Crown land, uncaded reserve lands	CFSA 1994	Mixed: partnerships and non-profit corps; appointed & elected interest group representation; land & resource committee accountable to Chief & Council	Provincial funds; logging; programs/services

From: Bullock and Hanna (2012)

There are many existing examples of community forests in Ontario that are advanced and provide lessons. There is a need for in-depth case studies because each one is different. So if a common metric to measure success is developed, some of the “failures” might not be viewed as failures by others. Community forests on private land, e.g. agreement forests and conservation authorities, tend to persist. Community forests that are backed by legislation and provincial programs where there is funding for training and project support, and a partnership with the province for technical support, tend to persist. Others fall off because they are not backed by legislation, like the provincial pilots.

Important Differences in Purpose of Models

1. Restoration of degraded lands
 - Reforestation in S. Ontario private land models
 - They were also intended to create economic development, which many have
 - Now that the population has become more urban, these community forests have increased in importance for recreation and flood control
2. Conflict Resolution
 - AFA, Westwind, Wendaban Management Authority
 - Social conflicts to address in “cottage country” and parks
3. Crown land in northern Ontario
 - Different control structure in terms of power relations in these vast areas of unorganized territories

Perceptions of Power & Benefit Distribution

- Small survey of specialized informants in the northeast Superior region, a collection of six municipalities and six First Nations (Bullock 2009)
- Non-probability sample based on 28 respondents with specialized understanding

Results from question: who *should benefit* the most?

- Ranked in order from who should benefit the most to the least
 1. Local residents
 2. Industry = local government (equal weight to both)
 3. Provincial government

Results from question: who *should have* the most power?

- Province to remain lead
- ↑Role for local governments (municipalities and bands)
- ↓ Role for environmental groups, tourism operators, recreation groups, federal government (likely due to social conflict among the various groups)

Results from the question: who *has* the power?

Power Source	Actor
Authority/Position	<i>Province/OMNR – landlord, CFSA, 1994</i> <i>Industry – licensed timber rights</i> <i>First Nations – Treaty and Aboriginal rights</i>
Expertise	<i>Industry – certified professionals in forest business, economics, science, engineering, biology, GIS</i>
Resources	<i>Industry – capital, equipment, personnel, info</i>

Framing Conventional Identities

- Resource/mill towns: resource dependent; industrial; extractive
- Forest workers: practically skilled; uneducated; illiterate; dependent; options limited
- Forestry professionals: forest experts; managers of forest for the Crown; professionals; tough decision makers; providers
- First Nations: unorganized; withdrawn; dependent

All of those who do not have decision-making power are described as being dependent by a certain community of practice, that being, forestry professionals.

One's identity and a community's identity frames how problems and solutions are viewed.

Fostering Resilience in Community Forest Groups

Lessons based upon master's research on four emerging community forest organizations in B.C.

1. Define clear vision and objectives early
2. Formalize "the group" early (e.g. corp., society, co-op) – adds legitimacy and provides an inward and outward sign of progress
3. Foster & demonstrate positive relationships with other social groups
4. Prioritize resource/info needs & partner for exchanges (e.g. other local groups, NGO, universities, private)
5. Create/customize social-ecological info on forests & communities (e.g. local land use, resource inventories, socio-demographic, infrastructure, local histories)
6. Maintain active communication/engagement with policy networks
7. Create local forums for public engagement (e.g. accountability, ideas, support)
8. Seek professional consultation (e.g. expertise & accreditation ↑ legitimacy)

Fostering Resilience across Community Forest Groups

Coordination

- Formalize regional coordinating body for community group networking, info exchange, service/product support, advocacy – e.g. NOSCP, but need funding and staff person
- Online data sharing portal
- Foster post-secondary-community-NGO action research agenda; include advocacy research with specialized targeted outcomes to politicians or other outlets to effect change

Research

- a) Survey attitudes/awareness of CF & related themes – a gap here in the Ontario literature about what people want to see in the future
- b) Identify cost-sharing & service alliances for CF organizations
- c) Regional quantitative analyses of social-ecological factors known to support/hinder CF performance

Questions

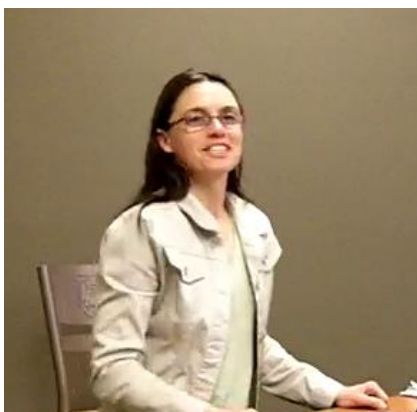
Q: What is your perception of some of the language that we've heard coming from the province about tenure reform concerning things like "providing opportunities to Aboriginal communities"? What you've got here is fantastic in terms of self-organizing and generating opportunities and self-determined action, but we [would like to] hear a lot about community involvement as well.



A: One of the things I've been impressed with is the self-generation of capacities at the local level and the willingness of community groups, with much leadership that has arisen from First Nations, and municipalities taking lessons there and following suit, the willingness to just press on and say, we don't care where things are at right now, this is where we want to go, and to keep moving in that direction, and getting people to sit down at tables to discuss issues. I think partly the creating of those opportunities involves the generation of your own information, e.g. maps. It's a really powerful negotiating tool to go in and say, here's our resource inventory, and to put up a map that's really current on the wall. As far as

the language goes, it's very important to create a discourse around community forestry. The successful organizations and groups that refuse to use other people's language, and who talk about the ideas that they want to advance. It's not that I'm calling for more studies because I'm an academic, I'm a community-based researcher, and a carpenter and musician, and what I want to see is solutions to problems.

Enabling Community-based Forest Management in Northern Ontario



Lynn Palmer, PhD Student Faculty of NRM, Lakehead University

I've recently returned to Lakehead to do my PhD after doing my Bachelor and Master's degrees in forestry here some years ago. I'm very interested in what is going on in northern Ontario. I'll talk about the research I'm focusing on for my PhD which relates to the community forest initiatives many of you are working on.

Study Goal: Raise the voices of forest-dependent communities in northern Ontario regarding their visions for future management of their local forests.

How? Make recommendations for new provincial forest tenure policy that best supports communities based on research findings.

Study Objectives

1. Explore developing CBFM initiatives as case studies of forest tenure policy alternatives
 - Assess community values and perceptions of local forests
 - Assess community visions for proposed CBFM initiatives
2. Develop a framework for a new forest tenure model in northern Ontario that incorporates CBFM

Foundational Theories

1. Common Property Resource Management

- The Commons: general term for shared resources in which each stakeholder has an equal interest (International Association for the Study of the Commons)
- Research shows CPR management to be successful when robust common property institutions are in place where local users can make, enforce, monitor and adapt management rules

2. Community-Based Forest Management

- Research indicates success when there are appropriate institutions for sustainable forest governance
- Key: tenure security, local decision-making power

3. Decentralization

- Formal transfer of powers from central authorities to actors and institutions at lower levels
 - accountable local authorities able to make and implement decisions
- *Democratic Decentralization*:
 - Demand for participation from below through social movements that challenge the centralized approach to public policy
- Theoretical premise: decision-making closer to local people is more equitable, efficient, participatory, accountable and ideally, ecologically sustainable

4. Social Capital

- Networks, trust, shared norms, understandings & values that facilitate cooperation within/among groups
 - Communities (FN, non-FN), government, industry, NGOs, academia
- Central to equitable and sustainable local development

Study Methodology

- Qualitative research approach
- Methodological Approach: Participatory Action Research
- Multiple case study approach: exploration of 5 CBFM initiatives

What is most important for this research is to obtain YOUR perspectives.

Participatory Action Research

- Co-generative inquiry: researcher and local participants formulate solutions of major relevance to participants
- Follow REB requirements and Indigenous methodology
 - CREE: capacity-building, respect, equity and empowerment (Harvey Lemelin, Faculty of Outdoor Rec. Parks and Tourism, Lakehead University)
- Input by participants to research results through workshops, publications, conference presentations

Case Studies

- Whitesand Community Sustainability Initiative
- Hearst/Mattice Val-Côté/Constance Lake FN CF
- Green Timiskaming CF
- Northeast Superior Initiative
- Matawa Forest Tenure Model
- Nawiinginokiima Forest Management Corp LFMC has been added subsequent to workshop

Data Collection

- Interviews: face-to-face, audio-recorded
- Research workshops; possible conference
- Document review

Timetable

- May 2011 – Jan. 2013: interviews, research workshops
- Analysis and writing: by fall 2013

Research Themes

1. Governance
 - Structure, e.g. Board
 - Legal entity: corporation, co-op, non-profit society, authority, limited company
 - Representation
 - How? elected, appointed
 - Who? Community reps, government, other stakeholders (industry, NGOs)
2. Support for and Collaboration with First Nations
 - Meaningful and respectful partnerships
 - Recognition and respect for Aboriginal and treaty rights
 - Contribution to Aboriginal Economic Development
 - Preservation of First Nations culture and values
 - Control over First Nation traditional territories and decision-making at both the operational and strategic levels
3. Community-based Forest Enterprises
 - Products: timber & non-timber
 - Partnerships
 - Knowledge exchange, research, capacity building, technical expertise,
 - Markets: local, regional, national

A Likely Story



**Robin Hood, Coordinator, Likely/Xat'sull
First Nation Community Forest**

I am the president of B.C. Community Forest Association (BCCFA) and I manage our community forest. I don't have a degree but I'm a good community forest president because I'm a social butterfly, I'm good at time management, and I don't think inside of the box. I've lived in Likely 32 years where I own and manage two 640 ha woodlots. I was a lead on our application for the community forest. So I don't work for a community forest, I live community forestry. And it's the best job in the world.

The BCCFA produced a community forest video which has six stories of community forests in B.C. It's available on the website: www.bccfa.ca. I will

share the Likely story.

- Community forest pilot projects offered by the B.C. government had to have available AAC in the area
- Asked for 23,000 m³ AAC (which was available when we applied)
- We were offered a 12,500 m³ AAC in April 2003
- 10,000 ha. operating area heavily constrained with higher level plans – that's why industry backed off, since most CFs are in contentious areas where they have a hard time operating in
- Community Forest Pilot Agreement (5 years)
- The two communities are about 105 km apart
- There was very little interaction between the communities before the CF pilots
- The community forest is in the traditional territories of five First Nations

Likely and Xatsu'll formed a partnership

- Holds the license only
- Work is contracted out
- Part-time coordinator/manager runs operations
- Policies developed by the LXCF Board of Directors
- All major variances are addressed by the directors
- Holds Community Forest Agreement, "K1L"
- Owned equally by the communities of Likely and Xatsu'll –one share each
- Six directors – three from each community- make up the limited company's board of directors (LXCF)
 - originally started with 7 person board
 - dropped the independent from outside the communities
- Goal of directors is to reach consensus on all issues.



Likely Community Forest Society

- Represents the Community of Likely – holds the share
- Likely Community Forest Society memberships cost \$1.00 annually
- Society has seven elected directors of which three are appointed to represent the society on the LXCF Board of Directors
 - must be on second term as a society director before can be on the LXCF board

Xatsu'll First Nation

- Chief and Council of the Xatsu'll First Nation holds the licence
- Represents the “Soda Creek Indian Band”.
- Chief and Council appoint 3 representatives to the LXCF Board of Directors.

Mission Statement

Through the collaboration of community members both in Likely and Soda Creek we intend on creating a model multi-use forest that ensures environmental quality, while creating economic opportunities. This forest will become the focal point for community pride.

At the first meeting you could almost cut the air with a knife. One band councillor finally broke the ice: this is a business and let's run it as a business. Everyone knew how to do that so could do that. So from then on, it was run like a business. If you do so with respect, out of that the friendships develop. Stick with what you know first and do everything fairly. We do everything 50:50

Short Term Measurable Goals

- 1) To stabilize local employment through contracting, sub-contracting and the development of new business
- 2) To promote high forest management standards to ensure the protection of environmental values, particularly water, wildlife, fish and biodiversity
- 3) To create opportunities for input on the management principles, from the inside of our communities, from other communities, and from affected corporations

Long Term Measurable Goals

- 1) Maximize the AAC and maximize revenue through logs sales, both locally and provincially while targeting forest health and salvage opportunities; in 7 years most volume harvested was health related
- 2) Invest the profit from log sales in projects that benefit both partnering communities, individually or jointly
- 3) Strive for education and awareness of community members on community forest operations

Mid-term Report

- B.C. Forest Service asks for mid-term report
- Measure against application, management plan and goals both short and long term

- Community support
- Financially viable operation
- If we pass they will offer a long term license before the end of the 5 year pilot

Long Term Licence Awarded

- 25 year license April 1, 2007
- Allowable Annual Cut of 25,000 m3
- Expansion area and Forest Stewardship Plan must be passed by Ministry and First Nations

Work Sharing to 2009

Likely	Soda Creek
<ul style="list-style-type: none"> • Harvest 111,765.4 m3 • Approx. 2,235 man days 	<ul style="list-style-type: none"> • Harvest 91,558.07m3 • Approx. 1,831man days

2nd Cut Control Period

- Allowed to cut 25,000 cubic metres/year
- Have cut barely 4,000 cubic metres in 3 years; market driven
- Can cut 125,000 in 5 years or cut it all at once
- Waiting for markets to improve: leave the trees to get bigger

75% of the harvested wood still goes to the major forest companies because we need that constant revenue. Because when you sell to the little guys you get burned once in a while, but we still try to support as many as we can

Projects

Forest Health

- 2003/2004
- Single tree selection, with Site Plan Exemptions

Timber Harvest of 2005/2006

- As in 2004/2005 we continued to harvest small areas of pine beetle attacked trees using single tree selection
- Applied for and received a 150,000m/3 AAC uplift
- Larger pine areas were identified, layed out and harvested as Development Plan blocks
- These larger areas were harvested as clear cuts with reserves. Residual trees other than pine were left standing

Clearcut Logging

- Harvesting in age class 2/3 stands
- Chilcotin type wood
- Mechanical harvesting is the only way
- High level of residual to be better than industry: residual trees left have high probability of blowing down

Blow Down

- Residual fir blow down
- Salvaged blowdown
- Blew down again!

- Cleaned up before planting

Pine and Fir Beetle Removal

Stocking Surveys

- Surveyed all single tree select harvested blocks
- Identified any openings that need to be planted
- No openings were found
- 460 ha. total

Tree Planting

- Out of town contractor (when no local available)
- 25% of crew are locals
- 100,700 fir
- 90,000 pine
- 95,700 sp
- 286,400 total

Douglas Fir Trap Tree Program 06/07

- Fir beetle is on the rise in pine beetle-killed forests
- 24 trap tree sites were felled in late June early July
- Trees were then picked up in the fall

Sort Yard

- Peeler and better logs only
- Sort for maximum value and local needs
- Creates a couple of extra jobs, can make money
- Not stable

World of Wood

- Hired one or two labourers for most of the year
- Cutting high value dry timbers
- Logs purchased from LXCF and local salvage loggers

Joint Community Projects

1. Cone collection
 - No low elevation lodgepole pine seed available
 - Members of both communities (including school kids) picked 186 bags of cones
 - Seed was separated and stored
 - 3,000,000 plus seeds
2. Mining cleanup
 - Cleaned up Russell Brown mining mess
 - Received a License to Occupy 3.5 ha
 - Logged, burned and built access
 - Received funding from local mining company
3. Plant Ecology Research
 - \$528.00 each
 - Two jobs
 - One from each community

Cedar Dam

- We monitor and maintain Cedar Dam (an earth dam)
- Partnership with Ministry of Environment

Fish Channels

- Donated \$5,310

- Partner with Department of Fisheries and Oceans

Olympic Podium

- 18 out of 24 podiums
- 2000 fbm of clear Douglas fir
- Podium #4 was used for all the Curling Metal Ceremonies

Chinese Ghost Town Campsite

- In partnership with Ministry of Forests

LXCF Newsletter

- Continue to deliver monthly
- Over 200 hard copies delivered by mail in Likely
- Electronic versions sent to Soda Creek, District, Regional and Senior Forestry Staff, including the Minister, MLA and other interested parties

Community Tourism Plan

- Work with Vancouver Island University (Malsapina) tourism course in Nainamo
- Pay \$5000 for six students room and board to write the plan

Low Mobility Trail

- Put in or upgrade existing trails with wheelchair access
- \$12,000.00 FIA

Soda Creek Projects

- LXCF Funded the purchase of a snow plow blade for the Band's Case 580 back hoe
- \$4000.00 for a 4-way plow blade
- Remove snow from residents driveways and community buildings
- Attend pow wow and elder meetings that were not previously affordable
- \$125,000 on health centre

Likely Projects

- Use funds as seed money when applying for Government grants
- Have been successful in receiving up to \$10 to \$1 funding
- Projects create employment and improve infrastructure
- Community input for spending the money
 1. Recreation
 2. Tourism
 3. Industry
 4. Environment
 5. Training
 6. Infrastructure
- Community Hall
 - LXCF gave \$12,000.00 to help complete the Community Hall project
- Likely & District Volunteer Fire and Rescue
 - Continue to finance fuel for First Response Vehicle
- Likely School
 - Students paid to do annual roadside garbage pickup in the spring
 - \$500.00 is given to the school annually
- Support of Fishing Derbies
 - May Day Fishing Derby
 - Neufeld Fishing Derby
- Likely Cemetery Society

- Cemetery maintenance (modern and historical)
- Likely Airport
 - Runway repairs
- Firewood
 - To both communities
 - Delivered annually to about 23 homes
 - Targeted seniors, single women and handicapped
- First Response Vehicle
 - LXCF gives LDVFRS \$11,000.00 for a new ambulance
- Northern Development Initiative for Sign Project
 - Wells/Barkerville
 - Bullion Lookout
 - Quesnel Forks
 - Quesnel River
 - Likely info
- Job Creation Project
 - LCFS in partnership with Cedar Point Park and the Likely Chamber of Commerce job creation project grant
 - Supply construction work experience for people that were on, or have been on, employment insurance in the past three years
 - First projects were at Cedar point Park
 - Re-finish the park entrance sign.
 - Construct roofs over the entrance sign and the new horse drawn wagon
 - Put new siding on the park caretaker's house
 - Install cultured rock on house foundation
 - Stain new siding and trim
 - Crew spent two days installing more parts on the steam drill
 - Log reconstruction of historically important building: Quesnel Forks #6 Long Kuey's Cabin
- Public Washroom
 - Installed lock block retaining wall, wheel chair ramp and traffic bumper, hand rail
 - 12.5 man days
 - \$2075.00
- Job Opportunities Program, Historical
 - \$399,000.00 to create jobs for displaced resource workers
 - Run through Cedar Point Park
- Community Work Crew
 - Built 9 new, and repaired 4 old picnic tables for Cedar Point Park
 - \$3,500.00
- Door and Window Training
 - Purchased lumber for a W.E.D. door and window building course

Products

Custom Timber Frame Blanks

- Our number one product

Value Added

- Local artisans; cedar strip boats, rocking chairs

Wild Berry Jams

- \$55 for a six pack of jam (vs. \$34 for a cubic metre of wood)

Picnic Tables

- For provincial parks

Wreath & Garland

- \$1,935.50

Dream Big, Work Together

Totals from 2003 to Aug 31/10

• Revenue	\$10,150,937.00
• Stumpage	\$ 411,200.00
• Net Rev.	\$ 9,739,737.00
• Local Harvest Contractor wages	\$ 6,668,468.00
• Dispersed	\$ 564,729.00
• Harvested	173,315.5 /M3

Conclusion

- Completed pilot and have received long term license
- We have been and will continue to be aggressively dealing with forest health issues
- We have delivered financial support to all community groups and associations
- Have injected *10 million dollars* into the local economy over the past six years
- Remain financially in the black

Questions

Q: How many times did the people who are working on our [Ontario] forest tenure reform consult with you?

A: *None. But I went to Hearst last year to speak at Constance Lake and the MNR District Manager there is keen. She's cool, she's an ally. But you guys need to drag some of your government guys to B.C. for a meeting. We have 50 community forests in B.C. and 22 are operating. Most are 22,000 cubic metres annual cut, with the largest one being 65,000 AAC. When I see the maps of what is being proposed here I wonder why are they not breaking them up, to give more people a chance. The problem with community forestry in B.C. is that it is so small. It takes more wood than what we cut to support a cut-to-length harvester with 4 employees (economies of scale). But you*



can do things if you get government grants.

Q: So because of the beetle kill, you're actually harvesting at a higher level than what you were allocated?

A: *Lots are. We did it once. We're lucky because we have a diverse stand where pine is a small component. Burns Lake cut 800,000 the last two years in a row. They are logged flat. So that has to be dealt with, starting from the ground up.*

Q: Is the government looking at creating more community forests?

A: We're pushing hard to expand community forests and their size. But industry is in the way. And the B.C. government's pet thing is B.C. timber sales because they are scared of softwood. We are negotiating with the government for ways to expand by buying AAC from industry, trying to make a deal where we can use the B.C. timber sales wood, supply the same data to the government. The other thing that is tying it up is with Treaty negotiations, the government has to settle with First Nations first. Especially south of Kamloops and on Vancouver Island where there's no land left. We are working on it, but it will take political will.

Likely Xatsu'll Community Forest



**Erin Robinson, Research & Extension Coordinator,
Likely/Xat'sull First Nation
Community Forest**

I live in the community of Likely and I sit on the Community Forest Society Board. I did my academic research—an Interdisciplinary Masters In Natural Resource Management and Cultural Anthropology at the University of Northern BC—through the Community Forest Agreement Program using the Likely Xatsu'll Community Forest as a case study (Robinson 2010). What I'm going to talk about today isn't only informed through my academic research but through living in a community forest and being an active member in it.

It's a challenge to come up with one definition of community forestry, because there are as many definitions as there are communities trying to implement them.

Factors that tie together the social and the forestry initiatives

1. Structural: on-the-ground view of how people in a location are making it work; what policies they are coming up with at the local level.
2. Ideological: contestation over what land means, place, and who has power over lands and resources

Participation/Inclusiveness

Participation

- Lots of participation from both communities during proposal stage
- Not a high level of active participation currently, but:
- Communities are supportive, interested in the resulting developments in the communities
- People know they have ways to stay informed and provide input through
 - meetings
 - monthly newsletter
 - workshops
 - open door policy with community forest staff members

- word of mouth

Inclusiveness

- Broad representation of stakeholders from cross-section of each community
 - Tourism, woodlot owner, small sawmill owner, environmental advocate/academic (myself), hard rock miner, forest worker, economic officer, natural resource manager, registered professional forester
- Manage using expertise, experience, leadership
- Govern using views from an inclusive group of individuals

Indicators of Success

1. Local Control

- We have gained power and autonomy over the land base, however;
 - Participants in community forests have really tended to *adopt* rather than *challenge* state control
 - Haven't engaged lengthy political struggles
 - Haven't significantly altered legal foundations of state control
- Struggle with the state has been over
 - Expansion of CF boundaries
 - AAC
 - Re-evaluating stumpage appraisal system to be fair for small tenure holders
- We also struggle with unique challenges not dealt with previously by government and industry
 - Cross-cultural work at the local level
 - Keeping volunteers
 - Building capacity
 - Keeping people employed
 - Keeping people in our communities
- We have had to adapt and change directions right away
- On a constant learning curve

2. Local Benefits

- Seeing both tangible and social benefits within our communities we didn't with industrial management
- Beyond providing jobs we've been able to carry out projects that we didn't have the funds to do so before the CF
- Within Likely
 - Firewood, purchase a stretcher and first-responder vehicle, help build the Likely Museum and improve recreation sites
- Within Xat'sull
 - Elders from the community to the National Elders Gathering
 - Summer work program for students
 - Purchased a blade to plough every Xats'ull resident's driveway in the winter
 - Built fish-camp smokehouses and restored the road to some fishing sites

3. Diversifying beyond timber

- Allows employment opportunities to be created in fields beyond forestry

- Fisheries enhancement, recreation, tourism, NTFPs, education
- 4. Testing Innovative Harvesting Practices
 - Goal to have more retention in our forests
 - Alternative practices in an ecosystem-based management approach where the landscape itself dictates how we harvest
 - Fir reserve, selective harvesting, mule deer winter range, harvesting blow down
- 5. Non-timber Forest Resources
 - 2009 NTFP inventory
 - Support expansion to markets beyond timber
 - Wreath and garland-making enterprise
 - Purchased a wreath and garland making machine
 - Instructor from New Brunswick to train community members
 - Good but challenging first year
 - In the red last year, but....
 - Unlike a traditional business, not making a profit, but keeping people employed is considered valuable
 - Will work toward making profit and employ more people

Local Policy

- Policies developed at the local level to deal with land management and social issues
- Open communication
 - Needed at proposal stage to determine if a CF possible; communities didn't know each other
 - Major contributing factor to start-up and operating phases
 - By speaking openly and honestly, conflicts have been kept to a minimum
 - Treaty talks are recognized as important but not dealt with since there is potential they could derail CF management
- Running the CFA as a business
 - Separation of business from politics
 - Chief and Council and Likely Chamber of Commerce do not take part in the everyday operations of the CF
 - Act in an advisory capacity, not in management
 - Separate board of directors to manage the CF and develop policies and regulations specific to the project
- Environmental Sustainability
 - Communities are concerned with long-term integrity of the forests for ecological reasons
 - Without ecology, no economic benefits
 - Treat the CF as a "farmer's market" of forestry
 - Helps link the ecological and economic factors
 - Keeps our rural resource communities going
- Well-being
 - Linked to people's employment, social amenities, and a community's ability to respond to change and be resilient
 - Employment opportunities and community improvement projects are giving people in both communities a sense of living in an active place

- Also adds to attachment to the land and neighbouring communities

Our Common Ground

- Criticism of Community Forest Agreement in academic literature
 - Simply junior partners in an industrial system
- However as CF tenure holders we manage for different values than industrial forestry
- We see more tangible benefits within our communities



Local groups are living within the industrial forest regime while at the same time forging new ground by developing local policy and responding to the unique challenges that the landscape dictates. In the case of the Likely/Xats'ull Community Forest, that land has become a Common Ground both literally and ideologically. The board is managing the land-base as equal partners by acknowledging the past and accommodating the rights of the Xats'ull Nation. Although our board of directors manage the project as an economic venture, they perceive the land-base as a diverse ecosystem to

which both communities have historical and contemporary connections. We perceive the forest as more than a place to harvest merchantable timber.

Questions

Q: Is it a for profit corporation?

A: *We (Likely) hold one share and Xat'sull holds one share. A unique situation: a limited company for profit, but because we have a First Nations partner, there's three cases before the taxation court of Canada that won, that because we disperse all of our funds into community organizations, we don't have to pay tax. So we've never challenged it, but we're in year 7, and after three years they can't come back on you. We put the tax money away every year; it goes into our nest egg and in three years we pull it out. You've got to be very careful. Where municipalities in B.C. have a community forest, where there's a logging contract, they are hundreds of thousands of dollars. There's a new fair trade thing with Alberta, and it may go to Saskatchewan, where any contract let by a municipality in B.C. has to be advertised three provinces wide. So it defeats the whole purpose of the CF. So you've got to really look into the details when you are deciding what [structure] to choose.*

Q: Who do you use for legal and financial advice?

A: *An accountant and a lawyer.*

Q: Is the lawyer specialized?

A: *Yes both are for the logging industry.*

Q: One of the things about the LFMCs is the objects of the corporation spelled out in the legislation. Do you have any formalized objectives for the corporation?

A: *The list that Robin put up of policy directions (recreation, tourism, environment) is what we focus on, depending on community preference. That's where our guidance comes from. It's unique based on the application. Basically the goals are what we manage by (long and short term).*

Community Dialogue

A community dialogue during the afternoon of the workshop was facilitated by Stephen Mitchell of Sustainable Forests Consulting based in Callander, Ontario. The aim of this session was for representatives from emerging community-based forest management initiatives and community representatives interested in CBFM to: 1) meet and get to know each other, 2) share experiences, including successes and challenges, 3) identify priority areas for future research, 4) to discuss detailed tactics and ideas to help contribute to the development of forest policy that will support the implementation of CBFM in northern Ontario, and 5) to identify how and/or whether the suggested approaches could be undertaken in a collaborative manner.

Participation from northern Ontario included representatives from First Nations and municipalities, and organizations supporting communities in advocating for greater local control in forest management. These included Matawa Tribal Council, Nishnawbe Aski Nation, Northeast Superior Forest Community, Mushkegowuk Environmental Research Centre (MERC), and NOSCP.



Stephen Mitchell facilitating the community dialogue while Peggy Smith takes notes.

The dialogue format involved roundtable discussion among participants based on four questions:

1. What is the most exciting thing happening in your initiative?
2. What barriers are you facing in implementing/operating your initiative?
3. How are you fostering better relationships between Aboriginal communities and municipalities?
4. If you were to identify your number one research need, what would it be?

1. What is the most exciting thing that is happening in your initiative?

Aroland First Nation

- Contractor willing to train/help
- Persistence – still going
- Growth – purchased grader
- Started from nothing



Matawa Tribal Council

- Focused on enhanced SFL
 - Early stage of discussions with province



Making Ground Forest Products:

- Laid off workers formed a company
- Partnered with Ginoogaming First Nation
- Purchased the former Kruger mill in Longlac
- Focused on various value-added products

Northeast Superior Forest Community (NSFC)

Blueberry partnership between private industry/First Nations/municipalities

- First harvest on private land to occur this fall (Wawa)
- Have identified sites in both Chapleau and Dubreuilville to expand the project
- Good example of partnership/cooperation



Hearst

- Struggle with industry has allowed drawing people together
- Creativity and imagination in spite of industrial setting
- Strong relationships/energy

There's a lot of uncertainty about what will happen with the government and whether or not the CBFM initiative that the communities have developed will actually move forward. But we won't have lost



anything because the relationships that we've built and that energy and that kind of synergy that's going on, is something that is worth far more than any structure.

Desneiges Larose, Sustainable Development Coordinator, Hearst Economic Development Corporation

Whitesand First Nation

Increased involvement in forest management

- Successful in competitive wood supply
 - 149,000 cubic metres for next 10 years allocation
 - Negotiating additional volumes
- Challenges ahead for community sustainability initiative
 - Exercising control in traditional territory
 - Desire multiple use of forest
- Working toward incorporating municipal partnerships



Whitesand First Nation

We're starting to open the doors as to how we could include municipalities and go at it as a regional initiative. Clifford Tibishkogijig, EDO, Whitesand First Nation

Green Timiskaming

- Proposed regional district heating based on European model
- Long-term strategy for series of district combined heat and power plants throughout region
- Compatible with forest harvesting occurring now
- Manufacturing, engineering and operation of plants locally
- 400,000 cubic metres waste wood proposal
- Would generate highest level of employment in region
 - 50,000 people
- Create 4 billion dollars of energy we currently buy outside the province
- A more sustainable strategy than conventional forestry
- More money to rebuild the forest
- Complementary: links community-based forest management with community-based resource (energy) management
- Support for proposal from local MNR

I think the thing that worked very well with the Community Conversations is when we asked where they would like to be in one year, 5 years. Ambrose Raftis, Green Timiskaming

Atikokan

1. Good News Story

- Potential new investor bought the bankrupt FibreTech mill in 2007
- Conversion to make wood pellets underway
- Received wood allocation



2. Potential Good News Story

- Atikokan Forest Products employed 225 for 40 years
- Potential buyer after the mill went bankrupt
- But no wood supply available; so exciting possibility but still a challenge

Seine River First Nation

- Long tradition of forestry in the community
- Now have a management plan for 2500 ha in the community (reserve land)
- Working with KBM resources and Pikangikum Dev. Corporation to develop a model for community district heating
- Goal to increase involvement in Sapawe Forest
 - Manage the area directly with local groups
- Currently have an allocation of 50,000 cubic metres per year
 - in the Crossroute Forest
 - four independent contractors
- Pellet making initiative that Atikokan Renewable Fuels is undertaking
 - Partnership through Rainy Lake Tribal Development Corporation
 - Hope to be the delivery agent for the wood supply
- Conversion of Atikokan Generating Station to burn wood
 - Partnering again with the Tribal Development Corp. to supply the wood

Nipigon

New investment potential based on community forests

- Support to two communities
 - Red Rock Indian Band: new sawmill with cogeneration; market strategy
 - Red Rock: existing, closed pulp mill
- But no wood supply available for either
- Nipigon Council will take on a new leadership role
 - Attract new business opportunities based on high-end value-added products from softwoods
 - Develop new initiatives based on CBFM
 -



James Foulds, Councillor, Nipigon

Miitigoog

- Co-op SFL for Kenora Forest
- 50/50 partnership First Nations/industry
- Wincrief Forestry Products – pole peeling
- Wood allocation
- New business opportunities

Common Ground-Kenora

- Grand Council Treaty No. 3 & City of Kenora
- Governance model a joint resource management situation
- City council has agreed to proceed without a dispute resolution mechanism
- Spring feast to celebrate the Common Ground May 28th

We understand that neither the municipality nor the First Nations are going away. We are all in this together and we always will be. We will find ways to deal with it. It was that commitment about that forever relationship that was a real breakthrough. Cuyler Cotton, Common Ground



Mushkegowuk Environmental Research Centre (MERC)

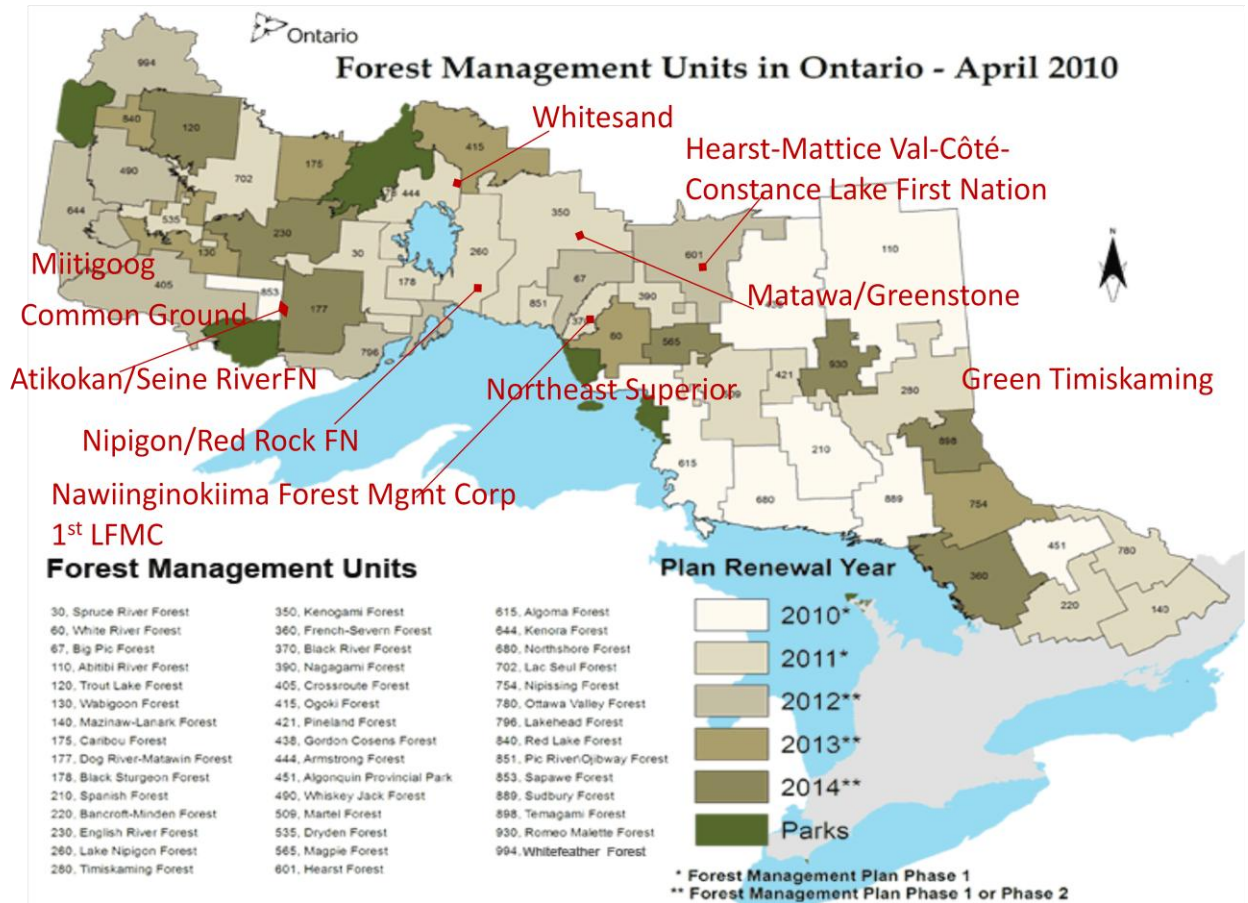
- Doing more and more forestry training
- Learning from Innu First Nation initiative
 - Focused on a similar Forest Guardian program
- Working with Northeast Superior Forest Community
 - Opportunities for relationship building

True North Community Co-op

- Distribution of local foods
- Connect local farmers and wild harvesters with customers
- Help provide the needed structure for primary producers
- Thunder Bay Bay Street storefront (now on Algoma)
- Ability to subsidize traditional forest products
- Opportunities to market NTFPs; emerging models that work
 - Aroland blueberries
 - Boreal Forest Teas; helped connect to blueberry supplier in Aroland
- Qualified for Nutrition North; replacement for Food Mail through INAC



Emerging CBFM Initiatives in Northern Ontario



2. What barriers are you facing in implementing/operating your initiative?

Aroland

- Some projects fail due to lack of capacity, mismanagement
- Instability in community: 2 year election cycle
 - trying to change this
- Aroland Industrial: separation of business and politics
 - Dealing with major player Buchanan Forest Products
 - Hard to hold onto operators for such a small company
 - Training costly; once trained people leave for higher pay at big businesses
 - High employee turnover and youth outmigration as a result
- Difficult for so many different communities to work together on such a large forest unit (Kenogami)
 - Lack of efficiencies of scales
 - A problem if MNDFM amalgamates current units to make them even larger

Matawa Tribal Council

- Wood supply allocated by the province
 - Given away to someone else not the First Nations
 - No wood supply left

How to get back the wood supply? Paul Capon, Matawa Tribal Council

Northeast Superior Forest Community

- Want a strong initiative
- Want to try to carve out a place in the market for NSFC product
- Starting to do so with blueberry project
- Difficult to focus on long term before product ready
- Tenure a challenge; tenure for NTFPs not clear
- How to establish NTFP ventures on Crown land?
 - Looking at land use permits and leasing issues
 - No precedent for blueberries other than wild picking
 - Looking at existing rights (e.g. maple syrup tapping)
 - Discussing with Ministry of Agriculture

We need to keep the pressure on to establish a precedent. Angela St. Michael, Forest Sector Project Specialist, NSFC



Hearst

- Starting with the legislative framework
- Issue with scale
 - Bigger is favoured
 - Forestry, food and energy
 - Revenues not being returned to local community
- Land being taken up by large producers
 - Affecting access to our own lands and resources
- Transportation an issue
 - Difficult to get products to markets
 - Rail won't take local goods for international markets
 - High cost to use trucks instead
- Divide and conquer mentality
- Lack of regional co-operation and planning
- Lack of support for small local initiatives e.g. 10-20 jobs
- Pressure on First Nations to engage in multiple development initiatives with little capacity
- Now the municipality is having discussions regarding all natural resource development
- Want to actually do local/regional planning together in the future

There's just no space right now in the policies to allow for local ownership in energy and forestry. It's a whole system of centralized control making it difficult for

communities to move forward and take control of their future. Desneiges Larose, Sustainable Development Coordinator, Hearst Economic Development Corporation

Whitesand First Nation



- Began in 1992 with a clear vision
 - Achieve a greater stake on the Armstrong Forest
- Have persisted with this direction
- Presented initiative to government again during tenure reform
 - Identifying areas to make changes in provincial policy to fit with vision
 - Need to be strategic
- Challenges
 - Having to modify our vision to fit with government approach (square peg in round hole)
 - Getting government to see our view

and listen

- Getting everyone in same room

We are making some headway in terms of establishing local control at the community level by having the government recognize this proposal. But the challenge is that we have a long way to go to achieve our overall objective. Clifford Tibishkogijig, EDO, Whitesand First Nation

Green Timiskaming

- Lack of support for district heating proposal from MNDMF
- Lack of line capacity for combined heat and power projects
 - Paid for by local people
 - Multimillion dollar value given to a foreign (Chinese) firm for “virtually nothing”
- standards for heat and power projects out of date
 - Operated by Technical Services and Standard Assembly
 - Different provincial ministries not responsive to our suggested changes



The government doesn't get it. They just don't see the issue and I find that very frustrating. Ambrose Raftis, Green Timiskaming

Atikokan



- Unfair wood allocation system
- Monopoly on wood supply
- Smaller companies are shrinking and the wood is going elsewhere
 - Need to establish a local forest management group for our area
 - Explore the new tenure models
 - Perhaps an enhanced SFL

That wood was taken away from the mill without anybody knowing about it. We found out about it from the Receiver. I think the communities and local people should have some say. Dennis Brown, Mayor of Atikokan

Nipigon/Red Rock

- The forest tenure process is completely flawed
- No meaningful consultation with local communities about wood supply or tenure after mill closure in Red Rock
- FMP process inefficient, costly, onerous, repetitive
- We are trying to promote tourism initiatives
 - Paddle to the Sea
 - Lake Superior Discovery Place potentially coming with Parks Canada (Lake Superior Marine Conservation Area)
 - Hunting, fishing, blueberry picking etc. in forests
- Caribou guidelines an issue for tourism
 - Decommissioning roads needed for tourism for non-existing caribou
 - Large contiguous clearcuts that will impact other wildlife – devastating!



We make these deputations and talk to the ministry people but it just goes nowhere. Gordon McKenzie, Councillor, Nipigon

Miitigoog



- Overall decline of the forest industry
- Overlap with other First Nations territory

Grassy Narrows First Nation is our neighbour. We recognize that they have concerns. Marvin McDonald, Whitedog First Nation

Nishnawbe Aski Nation

- Big problem is the Ontario government
- No real desire to work at political level with First Nations on Aboriginal and Treaty rights issues
- Documentation of concerns ignored
- Consultation process flawed
 - NAN's consultation protocol ignored
- FMPs and tenure affect Aboriginal and treaty rights
 - Government will not address them
- Since the Class Environmental Assessment 17 years ago First Nations have been advocating for community forests
- New tenure reform act does not include recognition of Aboriginal and Treaty rights
- LFMCs and Enhanced SFLs are not community control
- Ministerial promise to consult on Bill 151 broken
- Resolutions made at NAN level not upheld at local First Nations level
- Divide and conquer among First Nations; a few support the government process
- Censorship; government trying to bury First Nations

When Bill 151 was being passed, we tried to get Aboriginal and treaty rights considered, but not a chance. First Nations have not been consulted. Terry Wilson, NAN

MERC

- Shrinking funds for capacity building

3. How are you fostering better relationships between Aboriginal communities and municipalities?

- Fairness and honesty, trust and sharing
- Be inclusive
- Work as a team to reach a common goal, e.g. economic development

If you want to scare government, have a Mayor and Chief show up together. Robin Hood, BC Community Forest Association

Aroland First Nation



As Economic Development Officer, I got to go in and talk to some businesses for clean energy that Greenstone brought in. So I was able to benefit from that and make some relationships there and bring some potential projects to our community. Just through initiatives that Greenstone had, it ended up sparking 2 or 3 ideas that Aroland can do on our own. So we were able to feed off what they were doing and get our own ideas, as well as working with Greenstone too.

Mark Bell, EDO, Aroland First Nation

Common Ground

- Nobody is going away

The inevitability helps. The Grand Chief of Treaty 3 said to the Mayor of Kenora, you bastards have clearcut all the trees. We can't even build a boat to send you back. So we're here together. Cuyler Cotton, Common Ground

Hearst

- There is a reflex to meet when they have a business item and a set agenda
- Need to meet on a personal basis, create space, feast just to have conversation to create meaningful relationships
- We have held community roundtables
 - First one helped to educate municipal community members about Aboriginal and treaty rights

We need to stop concentrating on that whole agenda of having to set goals, because in my experience it's been what has actually detracted from our capacity to build something that has meaning. So stop concentrating on that objective of setting a business agenda and just get to know each other and actually act like neighbours.

We went to a blockade road for the first time two weeks ago with the mayor; a get together on the road by Constance Lake First Nation about the mining activities going on. The mayor and some councillors actually came and sat with them and hung out, which was the first time. Desneiges Larose, Sustainable Development Coordinator, Hearst Economic Development Corporation

With these multi-stakeholder things, groups go in with their own interests but then they can inspire/teach each other. Stephen Mitchell

Matawa Tribal Council



We're going to be starting with the First Nations in the Kenogami, with Greenstone, with Terrace Bay, not only the First Nations within the license but also the First Nations outside the license as well. Some of it is a real balancing act in terms of bringing people to the table some of who have not been brought to the table before with different initiatives so that's going to be a challenge and how to shape that structure. Paul Capon, Matawa Tribal Council

Green Timiskaming

- Community conversations
- Discuss problems in the community, values, what we like and don't like about the community
- Learn from other communities around the world to give a sense of hope
- Ask where would you like to be in one, 5, 10, 20 years?
 - More effective than introducing plans directly (e.g. district heating); too overwhelming

Seine River First Nation/Atikokan

It's about working as a team to reach a common goal. Within our area we're looking at economic development and Atikokan is looking at the same thing. We're looking at protecting our traditional territory and yet pursuing economic development as a team when you approach the government to get what you want. John Kabatay, EDO, Seine River First Nation

The communities of Seine River and Atikokan have been working on the challenge of wood supply. Because that benefits all of us. It benefits the First Nations people and it benefits the people in the Atikokan area. We've actually had meetings on that. And hopefully we're going to keep meeting and develop a solution. Dennis Brown, Mayor of Atikokan



Mushkegowuk Environmental Research Centre (MERC)



- We make sure there's enough time to share experiences during training sessions in addition to the main agenda
- Sharing circles with municipalities and First Nations about personal issues e.g. how has climate change affected you?
- Important just to have people relate to each other one on one
- Often effective to meet in smaller groups to help make connections

Carly Armstrong, MERC

Something that has been really powerful is the ceremonies—the spring and fall feasts. The ability for everyone to gather to share food, but it's more than sharing food; it's also sharing an understanding of the relationship; the relationship in those ceremonies is that it's the earth that takes care of us, not the other way around. And that we all as human beings share a place and depend on the well-being of the earth to take care of all of us. It's that reminder spring and fall of that sort of relationship that provides a kind of common language.
Cuyler Cotton, Common Ground



The degree of collaboration between communities and First Nations across northern Ontario has just gone way up. There are real conversations going on right across the north. And that's an astonishing piece of progress. The fact that there's even a discussion on community forestry is actually a big accomplishment. Dr. David Robinson, Dept. of Economics, Laurentian University

4. Research Needs

- How the wood is being used
 - 12 sawmills in northwestern Ontario are closed
 - Only 4 paper mills are operating
 - Said there's not enough wood to go around
 - Is the wood currently allocated all being used?
 - Why not enough wood to go around?
 - Why does a big company need more?
- Access to sound data with real depth for community development
 - Need easily shared information, not owned by private sector or controlled by government and restricted access
 - Energy, forest resources, biodiversity

- Overview of research going on in our forests
 - Access to genetic resources/TEK
- Alternative tenures for community forests outside of provincial forestry regulations
 - BCCFA investigating agriculture policies and fee simple
- Policy development for NTFPs
- Impacts of herbicides
- Best end use of forest resources
 - How to avoid sending saw logs to pulp mills
 - Break individual trees into parts

There needs to be some kind of discussion that looks at maximizing the use of our resources for value, not just producing something, what's cheapest or easiest to do right now. And there are different grades when you look at a tree. So you could have different companies using different parts of a tree for different products. We're so inefficient.

Desneiges Larose, Sustainable Development Coordinator, Hearst Economic Development Corporation

In B.C. we're developing a database to indicate how the right log can get to the right place. Robin Hood, BCCFA

- Look at input by First Nations and whether/how this has been incorporated into policy
- Flow-chart of decision-making
 - How communities, First Nation and non First Nation, can input to that process
 - Representation
- Social capital/social benefit assessments
 - Government decisions often not in the public interest
 - Need to bring them to task on this

Next Steps

- NOMA and FONOM as possible allies

In B.C. the union of municipalities has been very effective in supporting community forestry. If you have 30 mayors and 30 chiefs it's very powerful. Robin Hood, BCCFA

- First Nation Provincial Territorial Organizations as possible allies
- Meet with province
 - Engage government on their playing field, but
 - Be cautious not to undermine local initiatives
 - Goal to promote more community-based approaches
- NOSCP
 - Identify partners
 - Identify what can we do to support each other's initiatives and policy change at the provincial level
 - Formalize structure through incorporation

- Website as portal, point of coordination
 - Put CBFM initiatives on website if communities are willing and with permission
- Further communication with workshop participants about ongoing interest to promote CBFM
- Maintain momentum, coordination
- Develop and promote alternative models to LFMCs and Enhanced Shareholder SFLs
- Promote regional partnerships for CBFM

There are many examples already that are on the landscape in terms of building and fostering relationships between municipalities and First Nations. In the area of forestry there's a real opportunity for the two parties to come together including the educational faculties within this region to participate in really developing an overall partnership to meet our objectives on how we view community-based initiatives. Clifford Tibishkogijig, EDO, Whitesand First Nation

- Keep pushing through the barriers at the grassroots level
- 5-year strategic plan
 - Assess new models (LFMCs, enhanced SFLs)
 - Provide evaluation criteria
 - Develop alternatives
 - Have several (3-5) key points
 - Be prepared to lobby
 - Make community forestry an *irresistible* movement by promoting the initiatives
- Use local media to promote discussion about CBFM
 - Community newspapers
 - Education of a broad range of people
- Consistent, repeated messages, i.e.
 - Give biomass to communities
 - Allocate wood around communities to communities
 - Use NOSCP Charter principles: Get support from NOMA, FONOM, Chiefs

With a group this broad across the north, we can use the media to do some pretty powerful things.

Ambrose Raftis, Green Timiskaming

- 2011 Provincial election messaging/questions for candidates
- Promote CBFM concept with other government ministries
- Establish a Community Forest Working Group with MNDMF
 - Ongoing engagement about CBFM
 - Promote our vision
 - Stay informed from the inside
 - Mechanism to help fund NOSCP
 - No secrecy agreements; continue to share within network

- Clarify vision for “community forests”
- Establish a national community forest organization?

The policy makers are in this room not in government. Dr. David Robinson, Dept. of Economics, Laurentian University

We're in a really special place in time because now we have the legislation that can do things it couldn't before. It's very flexible now. They can take licenses away. So now they need the pressure so they can start using this legislation which they didn't have before. So there's some real potential there & what our role would be is to push them along in that direction. I think there can be progress, not just in 5 years but during the 5 years. Ambrose Raftis, Green Timiskaming

We will keep the momentum going, and keep in touch with everyone who has attended this workshop to see how our loose partnership further develops. I agree that we have come a long way and we can be a very powerful force and make a big difference in the end. I'm willing to work hard on that and I hope everyone is going to join us to do that.
Dr. Peggy Smith

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Appendix I: List of participants

Name	Affiliation
Ulf Runesson	Dean, Faculty of Natural Resources Management, Lakehead University
<i>Organizers/Presenters</i>	
Peggy Smith	Faculty of Natural Resources Management, Lakehead University
Chander Shahi	Faculty of Natural Resources Management, Lakehead University
Lynn Palmer	Faculty of Natural Resources Management, Lakehead University
<i>Presenters</i>	
Ryan Bullock	School of Environment & Sustainability, Univ. of Saskatchewan
Robin Hood	Likely Likely Xatsu'll Community Forest, British Columbia
Erin Robinson	Likely Likely Xatsu'll Community Forest, British Columbia
David Robinson	Department of Economics, Laurentian University
Mark Speers	Ministry of Northern Development, Mines and Forestry
Jeremy Williams	Arborvitae Environmental Services
<i>Community Dialogue Facilitator</i>	
Stephen Mitchell	Sustainable Forests Consulting, Callander, Ontario
<i>Participants</i>	
Carly Armstrong	Mushkegowuk Environmental Research Centre
Mark Bell	Economic Development Officer, Aroland First Nation
Vicki Blanchard	Economic Development Officer, Greenstone
Dennis Brown	Mayor, Atikokan
Paul Capon	Policy Analyst, Matawa Tribal Council
Bobby Jo Chenier	Regional Director, Union of Ontario Indians
Cuyler Cotton	Common Ground, Kenora
Paul Filteau	Northern Ontario Sustainable Communities Partnership
James Foulds	Councillor, Nipigon
Natalie Hughes	Northern Ontario Bio-economy Corp. (NOBEC)
Lavern Jack	Economic Development Corp, Dalles First Nation/Miitigoog
Lucas Jewitt	Papasay Management Corp, Sand Point First Nation
Jane Johnson	
John Kabatay	Economic Development Officer, Seine River First Nation
Mary Kenny	Independent First Nations Alliance Technical Services
Earl Klyne	Chief, Seine River First Nation
Genevieve Knauff	GCK Consulting
Desneiges Larose	Hearst Economic Development Corporation
Sarah Lewis	Economic Development Officer, Nipigon

Gordon Mackenzie	Councillor, Nipigon
Marvin McDonald	Whitedog First Nation, Miitigoog
Edgar Lavoie	Northern Ontario Sustainable Communities Partnership
Becky Merritt	Namaygoosisagagun (Collins) First Nation
Joy Neill	Armstrong
Hans Paulsen	Red Rock
Sheldon Plummer	Councillor, Manitouwadge
Doug Pronger	Economic Development Officer, Ignace
Ambrose Raftis	Green Timiskiming
Adolph Rasevych	Ginoogaming First Nation, Rocky Shore Dev. Corp
Peter Rosenbluth	Ontario Nature
Georgina Scott	Whitedog First Nation
Angela St. Michael	Forest Sector Project Specialist, NE Superior Forest Community
Bill Taylor	Aboriginal Relations, Ontario Ministry of Natural Resources
Tyronne Tenniscoe	Councillor, Seine River First Nation
Clifford Tibishkogijig	Economic Development Officer, Whitesand First Nation
Darcy Waboose	Economic Development Officer, Long Lake #58 First Nation
Margaret Wanlin	Consultant, Wanlin & Company
Terry Wilson	Lands & Resource Policy Analyst, Nishnawbe Aski Nation

*Graduate Students, Faculty of Natural Resources Management, Lakehead University
(provided technical and other assistance throughout the workshop)*

Jason Dampier
Denise Golden
Krishna Homagain
Brendon Johnson
Ryan Milne
Joseph LeBlanc
Cassia Sanzida-Baten

Appendix II: Northern Ontario Community Forest Charter

The Northern Ontario Sustainable Communities Partnership (NOSCP) offers the Northern Ontario Community Forest Charter to promote community-based decision-making for the publicly-owned forests of northern Ontario. The charter was drafted between June and August 2007 and approved and released for wider endorsement on August 20, 2007.

The people and forests of Northern Ontario are intimately connected. The forests of Northern Ontario provide crucial environmental services, as well as significant social and economic benefits, for the region, the province of Ontario, Canada and the world. Recognizing the contribution of and challenges to existing forest-based industries, northern communities are ready and willing to assume responsibility for the shared stewardship of northern forests in light of growing environmental, economic and social challenges. Therefore, these residents and communities, including Aboriginal peoples and communities, have the rights and responsibilities laid out in this Charter.

1. To localize control of forest management to maintain environmental sustainability while supporting the social and economic health of the people of the region.
2. To ensure governance mechanisms that provide effective management of community forests.
3. To ensure the separation of forest management from any one specific user group (e.g. mills).
4. To recognize, respect and help to resolve Aboriginal and treaty rights by working with Aboriginal communities.
5. To maintain public ownership and shared decision-making for all Crown forested lands.
6. To direct the resources of the forests to the economic and social development of the people of the region
7. To co-operate and organize regionally to promote healthy forests and communities.
8. To have the support of provincial and federal governments in promoting diversified local/regional economies, especially value-added production, based on a variety of forest-based businesses and activities, both timber and non-timber.
9. To have government investments directed towards community-based forest management.
10. To promote a strong working relationship with government departments, federal and provincial, including scientific and management support.
11. To ensure best end use and highest value forest products are produced from forested lands.
12. To advocate for fair trade policies that ensure communities receive full value for their resources and labour.