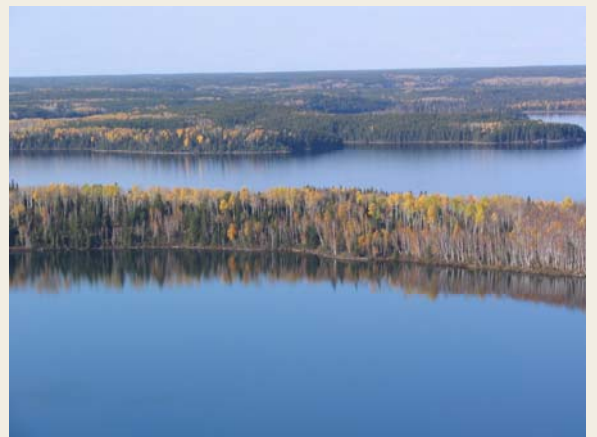




# Far North Planning Advisory Council

## CONSENSUS ADVICE TO THE ONTARIO MINISTER OF NATURAL RESOURCES

March 2009



**Far North Planning Advisory Council  
Consensus Advice to the Ontario Minister of Natural Resources  
March, 2009**

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## **PREAMBLE**

The Far North Advisory Council (AC) believes that Ontario's Far North Initiative, announced by the Premier in July, 2008, has the potential to transform this unique region in a number of positive ways that would make it a precedent-setting model for the world<sup>1</sup>:

- a) To provide the people who live in the region with an active decision-making role over planning their own future.
- b) To establish an internationally significant, connected network of culturally and ecologically important protected lands and waters within a still-intact boreal region of our world, which is experiencing global climate change.
- c) To accomplish long-term economic prosperity for northern communities based on the best environmental practices by business, and a new government-to-government resource-benefit sharing regime.

This combined end-result of local First Nation agreement to land use plans, ecological integrity, and sustained economic prosperity should be recognized from the outset as the ultimate goal of this initiative, and each step and decision along the way should be measured against the contribution it makes to this larger, shared vision.

## **INTRODUCTION**

The AC respectfully offers its input and advice to the Minister of Natural Resources, Hon. Donna Cansfield, in the context of government-to-government dialogue with the Nishnawbe Aski Nation (NAN) territory tribal councils and First Nations. The AC also recognizes that many communities have already undertaken planning activities upon which this initiative can build.

The Premier's July, 2008 announcement of the Far North Initiative is attached (in Appendix 1). Our advice therefore is focused on how the Premier's announcement can be effectively implemented in the Far North, and how its ambitious objectives can be met and sustained through a community-led and provincial government-enabled planning and implementation process. Our consensus advice is provided below. In addition, the AC has identified some areas for future discussion. These are presented in Appendix 3.

### **1. Building capacity**

We suggest that the resources required for Ontario's Far North Initiative should be regarded as a cost-effective return on investment, resulting in an overwhelming net benefit for local communities, the province, and the country as a whole (Appendix 2 provides an overview of economic opportunities). Through this initiative, a number of jobs associated with land use planning itself, and significant concurrent and follow-up economic opportunities for communities will be created for First Nations located in the Far North. This would aid in building immediate and long term economic prosperity for the region, and should be a key component of provincial and federal stimulus packages.

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<sup>1</sup> This advice is provided explicitly in the context of the Far North Initiative and the geography to which it applies.

Investment that supports an adaptive, long-term and self-replenishing planning system is required. We recommend adequate new and distinct multi-year provincial and federal funding, in the range of \$100 million for the first five years, to ensure successful initiation and implementation of land use planning.

Investment in building capacity and enabling planning should include:

- Efforts to resolve a number of existing local land-use policy issues and irritants for the Aboriginal Communities in the near term, in order to create an atmosphere of confidence in and support for future planning.
- Up-front resourcing for necessary information collection (ecological, geological, hydrological, cultural, economic etc).
- Setting regional and community goals and targets for economic development.
- Applying creative resourcing mechanisms that recognize and leverage the array of existing approaches to enable First Nation participation and partnerships.
- Establishing a regional support structure that would work flexibly and respectfully with individual communities, tribal councils, and others to advance planning and to address those goals that operate on a scale larger than individual traditional territories.
- Recognizing the potential for reinvestment through resource-benefit sharing, and the application of existing resource revenue streams.
- Seeking innovative partnerships and sharing of technical resources among communities, governments, businesses, universities, foundations, and non-governmental organizations (NGOs), to help support community planning in a cost-effective manner, including donated time and services.

## 2. The significance of Aboriginal culture in planning

The AC supports a comprehensive planning framework that includes all relevant sectors, and reflects the unique culture, geography, and global significance of this part of the province. We suggest:

- Giving first priority to identifying lands and waters that have specific cultural value to the community. We believe that preserving these areas will maintain and enhance traditional lifestyles and practises, future opportunities, and the core connection Aboriginal people have to their lands, waters and way of life. The AC expects that a significant component of broader conservation and ecological objectives would also be met by this approach.
- To the extent possible and practical, proactively integrating community, social and economic prosperity priorities and objectives concurrently with the identification of conservation lands.
- Incorporating significant ecological values and principles through the identification of lands and waters to be considered for conservation, such as:
  - Sufficient habitat to support viable, self-sustaining wildlife populations, and to maintain critical ecological processes such as fire dynamics and predator-prey relationships;
  - Ensuring that water quality and quantity are sufficiently sustained through the maintenance of healthy watersheds and source-water protection;

- Maintenance of key ecological services to support functional ecosystems (e.g., ecosystem capacity to adapt to and mitigate the effects of climate change); and
  - Conservation of areas of national and natural history, geological and geographical significance.
- Describing the contribution conservation lands can make to local, regional and provincial economies; and the contribution that areas identified for potential economic activity can make to cultural and conservation objectives.
  - In areas outside conservation areas, identifying industrial and/or commercial activities that will contribute to economic development and community prosperity, such as (but not limited to):
    - Mineral exploration and development;
    - Forestry;
    - Renewable energy and electricity;
    - Remote tourism; and
    - Carbon credits.
  - Encouraging and promoting development that is particularly respectful of the ecological, cultural, and social values of this unique boreal region.
  - In areas outside conservation lands and waters, ensuring clearly articulated rules for permitting economic development activity.

### 3. Community-based decision-making

The AC recognizes that decision-making authority in the Far North is held by First Nations and the Province, and that all planning and development activities require community agreement before they proceed. Our recommendations include:

- Supporting community-driven planning objectives while respecting the objectives of a broader land use framework.
- Where possible, identifying approaches to remediate lands and waters and address other community-related quality of life issues within the context of land use planning (e.g., safe water, contaminated sites, Mid Canada line sites, diesel dependency, winter roads, etc).
- Applying traditional knowledge and Western science to inform decision making. The AC supports investment in, and respect for, both systems of knowledge.
- Using best available, objective information in an open and transparent decision-making process is encouraged, so that communities are well-informed of the likely consequences of their land use decisions.
- Incorporating Aboriginal and alternative issue/dispute resolution mechanisms to enable effective and efficient decision-making processes.
- Acknowledging that the residents of Ontario and Canadians have a genuine interest in the sustainability of the Far North and in contributing to the realization of this goal.

- Acknowledging that the overall success of the Far North Initiative relies upon how community land use plans are integrated and contribute to addressing and/or accomplishing regional-scale social, environmental, and economic issues and goals.

#### 4. Cooperation and Adaptive Management

Individual community planning and planning outcomes may contribute to and have implications for broader regional, provincial, and First Nations objectives. The AC is confident that, through cooperation and collaboration among communities and others, the whole can be greater than the sum of its parts in satisfying cultural, conservation, and economic prosperity objectives. Consideration should be given to:

- Supporting communities' efforts to monitor, evaluate, and report on progress made towards producing and implementing community land use plans regularly to their members, neighbouring communities, NAN, the Government of Ontario, and the broader public.
- Facilitating a collaborative approach to assist in anticipating and addressing cumulative impacts and regional benefits during the development and implementation of planning and associated activities.
- Conducting a periodic review of planning documents, including progress on plan implementation as appropriate, and mechanisms for the Province and communities to amend plans as may be required.
- Recognizing that cultural, conservation, and economic values extend across the landscape and individual Aboriginal traditional land use areas. Therefore, collective actions to support planning, for example at the tribal council scale, should be enabled.

#### 5. Contribution to broader regional and provincial goals

In order to meet the overall goals of the Far North Initiative, we recommend that community plans have regard for broader regional and sub-regional objectives (social, economic, environmental) that transcend traditional land use areas. We also recommend ecosystem-based approaches to planning and the use of natural boundaries to delineate planning areas. Key elements should include:

- i. Local, regional, and landscape-level cultural values required to ensure cultural priorities are represented within the portion protected as conservation lands and maintained across the entire region, such as:
  - Traditional and contemporary land use by Aboriginal peoples and long-term residents of the Far North Planning Region;
  - Traditional and contemporary travel routes, portages and associated viewsheds;
  - Sites of archaeological or historical significance;
  - Hunting, fishing, trapping and gathering areas;
  - Sites or areas of spiritual significance;
  - Areas with significant aesthetic value; and
  - Areas of recreational or tourism activities.



- ii. Local, regional, and landscape-level ecological values required to ensure that ecological priorities are represented within the portion protected as conservation lands and maintained across the landscape, such as:
  - Functional connectivity, including how to incorporate access crossings and needs while maintaining ecological function, across the network of conservation lands and waters;
  - Connectivity to Ontario's southern Boreal Forest, Hudson and James Bays and Manitoba's east side of Lake Winnipeg;
  - Conservation needs of terrestrial, marine and freshwater species whose ecological requirements transcend community or First Nations territorial boundaries;
  - Maintenance of the health of Far North regional watersheds in terms of both water quality and quantity;
  - Protection of globally significant carbon sinks and reserves, including the potential role for peatlands, forests and wetlands; and
  - The degree of linear disturbances across the broad landscape.
- iii. Local, regional, and landscape-level contributions to Ontario's efforts to address climate change and reduce greenhouse gas emissions, such as:
  - Store carbon through protection of peatlands and wetlands;
  - Sequester carbon through sustainable forest management; and
  - Reduce and offset greenhouse gas emissions through production of renewable energy.
- iv. Local, regional, and landscape-level socio-economic needs, such as:
  - Community and regional economic targets that, if accomplished, would achieve certain levels of local and regional prosperity within specified time lines;
  - Infrastructure such as transmission corridors, pipelines, and other forms of rights-of-way, as well as transects for aerial or ground based mineral/oil exploration, or wildlife surveys, etc;
  - Transportation networks such as seasonal and winter roads;
  - Sustainable wildlife and fish harvest levels;
  - Fire management;
  - Remediation of contaminated sites such as the Mid Canada line sites; and
  - Provincially Significant Mineral Potential and geological sites.
- v. Local, regional, and landscape-level information and knowledge needs, such as:
  - The use of best available, objective information in open and transparent decision-making process;
  - The assessment of cumulative impacts and benefits of multiple proposed developments and preservation decisions at the appropriate scale; and
  - Land use approvals having regard for both the broad scale land use strategy and community land use plans.

## 6. Supporting Implementation Mechanisms

The AC believes that best practices in land use planning are moving from being reactive and periodic, to becoming increasingly proactive and adaptive. The AC also notes the prominent role that Aboriginal people play in land use planning elsewhere in Canada. We recommend the establishment of a government-to-government entity (e.g., regional support structure) composed of equal numbers of individuals selected by First Nations and the Province, together with dedicated budget and staff responsible for the implementation of the Far North planning process. We recognize that Ontario and First Nations are best placed to determine the appropriate structure for such a body and mechanisms

for approving and implementing broad-scale strategies and local plans. We recommend the inclusion of the following roles and responsibilities:

- Coordinating the development of the broad-scale strategy and integration of the broad-scale strategy at the local level;
- Providing guidance and support to First Nations and government departments and agencies involved in land use planning;
- Reviewing and making recommendations to Ontario and to First Nations concerning draft plans and the conformity of draft plans and any proposed developments, with legislation, with any existing approved plans, and with the broad-scale strategy;
- Compiling relevant Far North scientific, economic and social reports, relevant maps and other studies, and commissioning any new data collection, studies, etc., necessary to support effective planning;
- Providing guidance and materials to support regional and sub-regional planning;
- Providing guidance and materials to identify and protect ecological values and ensure application of ecological principles within local planning processes;
- Reporting regularly to the public on progress (i.e. annual reports), status and implementation of land use plans;
- Facilitating public consultation on draft land use plans;
- Housing and maintaining accessible data on all proposed projects and land use plans (completed and in progress) in a manner respectful of restrictions determined by communities around sensitive cultural information;
- Publishing relevant materials in the language(s) used primarily in the communities; and
- Undertaking relevant public education and engagement.

We also believe that an effective dispute resolution process will be required to adjudicate disputes which may arise between First Nations, or between First Nations and Ontario, concerning the development and implementation of the Far North Planning Framework. A process for independent arbitration, in the event that parties are unable to resolve the disputes, may be needed.

## 7. Science and Socio-Economic Information

The AC suggests that the Far North Science Panel provide its expertise and advice to Ontario, communities, tribal councils, NAN, and the proposed government-to-government regional body or board on matters such as:

- Key ecological and conservation design questions;
- What factors influencing boreal conservation and economic activity are best considered at broad scales;
- The contribution of community plans to achieving regional goals and addressing regional interests in the broad scale strategy;
- Carbon (sinks/storage, markets, accounting etc.);



- Connectivity to the marine environment of Hudson and James Bays; and
- Science-based considerations for the upcoming proposed Far North planning legislation.

The AC recommends that there be a commitment to on-going advice to address information needs associated with socio-economic activities. Such issues are beyond the purview of the Science Panel. Additional resources should be focused on socio-economic information and analysis to support planning on matters such as:

- Determining Provincially Significant Mineral Potential, including investment through the Ontario Geological Survey;
- Improved assessments of energy and electricity potential;
- Marketing and development of tourism values and opportunities;
- Forestry;
- Valuing carbon;
- Assessing natural capital and ecosystem values; and
- Biomass.

## 8. Transition Strategy

The AC recognizes that ideally, land use *planning* should precede land use *decisions*. We also acknowledge the reality of existing and emerging economic, social, cultural, and environmental objectives of Far North communities and the Province. We therefore suggest a transition strategy that emphasizes proactive, iterative planning as a new way of doing business in the North. Elements of such a strategy could include:

- Encouraging and supporting the acceleration of planning, in response to individual “drivers” (economic and ecological), so that planning and individual projects proceed concurrently if required;
- Providing for community choices to temporarily defer decisions on land use (both for economic and preservation objectives) as one of a number of options within the planning process. This could be particularly applicable when there isn’t enough knowledge about a particular activity or value within a planning region;
- Providing for community decisions to preserve certain lands, or to allow economic activity, in the absence of a completed and approved land use plan in certain circumstances. Such decisions are expected to be based on community approval, consistent with the anticipated and expected outcomes of a community land use plan, and consistent with the outcomes of the overall Far North Initiative;
- Determining a way forward so that decisions made during transition contribute to, but do not compromise the planning process; and
- Emphasizing activities that address community-identified quality of life issues (e.g. providing all-weather transportation, reducing diesel dependency, ensuring safe water).

## **APPENDIX 1 – Premier’s Announcement of the Far North Initiative**

### **PROTECTING ONTARIO’S NORTHERN BOREAL FOREST**

#### **Area One-And-A-Half Times the Size of the Maritimes Set Aside For Permanent Protection**

<http://www.premier.gov.on.ca/news/Product.asp?ProductID=2353>

## **NEWS**

For Immediate Release

July 14, 2008

Ontario will protect at least 225,000 square kilometres of the Far North Boreal region under its Far North Planning initiative.

Scientists, First Nation and Métis communities will collaborate to map and permanently protect an interconnected network of conservation lands across the Far North. The McGuinty government will work with all northern communities and resource industries to create a broad plan for sustainable development.

As well, local plans will be developed in agreement with First Nations. And new mining development in the Far North would require early consultation and accommodation with local Aboriginal communities.

Ontario's Northern Boreal region is one of the last truly wild spaces on the planet. It is home to over 200 sensitive species of animals — such as polar bears, wolverines, and caribou — many of which are threatened or endangered. Preserving these spaces will help ensure Ontario's biodiversity.

Permanently protecting these lands will also help a world wrestling with the effects of climate change, as they are a globally significant carbon sink. Protecting this region is a key part of the Ontario government's plan to fight climate change.

## **QUOTES**

“Although the Northern Boreal region has remained virtually undisturbed since the retreat of the glaciers, change is inevitably coming to these lands. We need to prepare for development and plan for it. It's our responsibility as global citizens to get this right, and to act now,” said Premier Dalton McGuinty.

## **BACKGROUNDER: PROTECTING A NORTHERN BOREAL REGION ONE-AND-A-HALF TIMES THE SIZE OF THE MARITIMES**

<http://www.premier.gov.on.ca/news/Product.asp?ProductID=2358>

### **Ontario Fights Climate Change by Protecting Carbon-Absorbing Forests**

Ontario's Far North Boreal Forest is one of the last, great, undeveloped spaces on the planet and a vital carbon sink. The forests and peat lands in the Far North store about 97 billion tonnes of carbon dioxide and absorb around 12.5 million tonnes of carbon dioxide a year.

It is also one of the world's largest intact ecosystems. The Northern Boreal region contains more than 200 sensitive species of animals — including polar bears, wolverines and caribou — as well as many species of migratory birds.

Although it is 43 per cent of Ontario's landmass, the region is home to just 24,000 people living in 36 communities. Most of these people are First Nations, living in remote communities far beyond the end of Ontario's road and infrastructure network.

The Far North Boreal Forest has remained virtually undisturbed by humans since the glaciers retreated. But as pressure for new resources and new places to live increases, that will likely change. We need to take this opportunity to guide and plan for that development. It is our responsibility as global citizens.

We will only get one chance to get this right.

That's why the Ontario government is launching a Far North Planning Process —bringing together various experts and groups to create a plan for the Northern Boreal Forest.

### ***What is Being Protected?***

Scientists have said that in order to preserve a healthy ecosystem in the Far North, a minimum of half of the land be protected while allowing carefully managed sustainable development in remaining lands.

The Ontario government will be protecting more than 225,000 square kms — or more than half of the Northern Boreal lands — in an interconnected network of conservation lands. Priority will be given to protect lands with key ecological features such as habitat for endangered species or important carbon sinks. These lands will be permanently protected through the Far North planning process. Activity on these lands will be restricted to tourism and traditional Aboriginal uses.

Preserving these lands also protects the core cultural connection of the Aboriginal people who live there — their connection to the land, clean water and abundant hunting and fishing.

### ***How Will The Plan Be Developed?***

Our goal is to strike the right balance between conservation and development.

Later this year, we'll engage with First Nation and Métis communities, northerners, the resource sector and scientists to create a broad framework for our plan, which will be completed by the spring of 2009.

At the same time, we will also work with individual Aboriginal communities to begin a local land-use planning process.

Each year, a number of communities will complete these local plans. To ensure proper planning and community input, new forestry and the opening of new mines in the Far North would require community land use plans supported by local Aboriginal communities.

To support this planning, the Ontario Government is undertaking scientific mapping of the region's biodiversity, carbon sequestration potential, Aboriginal cultural heritage and mineral and natural resource potential.

The entire process will be completed in the next 10-15 years.

### ***A New Role for First Nations in the Far North***

This planning process for the Far North will enshrine a new respect and working relationship with First Nations. In addition to a much greater say on the future of their communities and traditional lands, the process also creates opportunities for economic development in these remote communities.

Planning at the community level will be a true partnership. Because any decision on development has the greatest affect on communities, local planning will only be done in agreement with First Nations.

### ***Resource Benefits Sharing***

We will create a new system of Resource Benefits Sharing and we will consult with Aboriginal communities immediately on ways to provide greater economic benefit to Aboriginal communities from resource development. This fall, we will provide details on a down payment to be made by the Ontario government towards Resource Benefits Sharing.

### ***Reforming and Modernizing Ontario's Mining Act***

Our plan will ensure that mining potential across the province is developed in a sustainable way that benefits and respects communities.

We will ensure that our mining industry remains strong — but we also need to modernize the way mining companies stake and explore their claims to be more respectful of private land owners and Aboriginal communities. The Ontario government believes exploration and mine development should only take place following early consultation and accommodation of Aboriginal communities.

To ensure that mining practices are up to date in the far North and across the province, we will review the Mining Act.

Consultations will begin early next month. We will introduce legislation in the upcoming session and new rules would be in place for later next year.

## **APPENDIX 2 – Initial Investment Strategy - Northern Prosperity through Land Use Planning**

In July 2008, Premier McGuinty committed to a First Nations-led land use planning process as the way to map out lands for sustainable development while protecting more than 50% of Ontario's Far North. What's needed now is an investment strategy to make this happen. Land use planning will provide clarity on what lands to develop and which to protect, and will lead to jobs and a sustainable economy.

To complete this planning process over the next 10-15 years, First Nations and the province will require significant funds and capacity. If this Initiative is effectively funded, through this planning, Ontario can move into a global leadership position on land preservation and responsible development.

Aboriginal community-led land use planning supports "northern preparedness". It increases certainty for the resource, energy and tourism sectors, and protects traditional cultural sites and practices within the context of a proactive strategy for the environment. It preserves healthy ecosystems and wildlife populations. Planning lowers investment risk for industry, and contributes to strong northern communities.

### **Invest in Northern Prosperity, Deliver on Premier's Far North Vision**

The total funds needed over 10-15 years range between \$250 - \$300 million to support community planning, Aboriginal government support, and creating a new Ontario/First Nation government-to-government implementation body. Averaged over 15 years, that's between a \$16-\$20 million per year – a relatively modest upfront cost to support a strengthened northern economy that will bring literally billions to Ontario and northern communities.

The bulk of the funds are needed to support the over thirty First Nations communities to develop land use plans. Many plans could be ready within 5 years through an upfront investment now. An average cost is \$3-5 million per community to complete a land use plan over a minimum of 3 to 5 years. The sooner community planning ramps up, the sooner Ontario will realize the return on its investment through greater certainty on the landscape.

A gap analysis of current funding sources should be done to maximize support for northern land use planning and a strong environmentally-responsible northern economy.

***We recommend an investment in the range of \$100 million over the next 5 years to launch the land use planning process right – included in the 2009/10 budget, or as a year end contribution. These funds, which should be a new investment, would enable land use planning and its strategic support through a new joint Ontario/First Nations body.***

## **Background – Jobs and the Far North Economy**

Northern jobs will benefit significantly from the certainty that comes from land use planning, and any major new projects that arise from it. For First Nations, securing economic opportunities and maintaining traditional activities are vital.

### **i) Renewable Energy**

About 2000-2500 MW of the proposed 3,000 new MW of waterpower for Ontario could come from projects in the Far North.<sup>2</sup> An estimated 18,000-30,000 jobs could be created contributing \$5.5 - \$8.5 billion to the economy in the province. Annual Crown Resource revenues are estimated at \$35-\$45 million. Renewable energy projects are also integral to Ontario's climate change strategy and can help northern communities phase out reliance on diesel power. According to the Ontario Waterpower Association, actual figures will vary depending on investment levels, First Nations relationships, and commodity and raw material costs.

### **ii) Mines and Exploration**

The Ontario Mining Association projects a potential ten new mines in the Far North would create 4,800 direct and 18,000 indirect jobs, provide \$840 million per year in tax revenue, and contribute \$2.8 billion per year towards the provincial GDP.<sup>3</sup> The two existing mines (Musselwhite and Victor) have a value of production exceeding \$450 million annually and employ 850 people directly.<sup>4</sup> According to the Ontario Mining Association and MNDM, 43% of mine supplies are sourced locally with a further 43% sourced provincially.

The discovery and development of new mines is technically highly challenging and capital intensive. Only 1 in 10,000 prospects (known mineralization) or 1 in 1,000 deposits (with resources and reserves identified) will become an operating mine (i.e. a 98% failure rate). Maximizing the chances of discovering deposits that can be mined requires access for exploration to the largest possible areas of land. Any mines that could result would occupy less than 1% of the land base, as is the case for Canada as a whole.

Even in this tough economic climate, mineral prospecting expenditures exceeded \$40 million in 2008 and \$38 million in 2007. Exploration has been spurred on by the successful development of new mines. The commitment to preservation of more than 50% of the Far North land base still leaves a significant area for exploration and development.

### **iii) Forestry**

The Far North represents a significant opportunity for economic development in the forest sector. Projected rebounds in existing markets combined with the potential for new domestic and international markets (e.g. biofibre) put forestry in an ideal situation to supply Ontario and northern communities with high-paying jobs. Ontario currently consumes more wood than it produces.

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<sup>2</sup> see Ontario's Integrated Power System Plan (IPSP)

<sup>3</sup> projects based on research and data from services areas in Ontario

<sup>4</sup> Does not take into account exploration costs estimated at \$250 million per mine and development costs of \$250 million to \$1 billion (Victor) per mine.



According to *The Economic Contribution of the Primary Forest Products Industry to Northwestern Ontario* 3.1 person-years of employment are created/provided per 1,000m<sup>3</sup> of wood utilized. The value of direct forest sector salaries in Northwestern Ontario is \$624 million per year.<sup>5</sup> The overall average annual wages and salaries in the forestry industry is 54% higher than the overall average earnings in Northwestern Ontario.

### iii) Nature-based Tourism

With its river systems and natural beauty, the strong foothold nature-based tourism has will only increase over time. In 2001, nature-based tourism (also known as resource-based tourism<sup>6</sup>) accounted for 3% of total employment and over 17,000 jobs in northern Ontario.<sup>7</sup> In 2001 alone, nature-based tourism in one travel region in Northwestern Ontario provided 9,898 jobs, \$306 million in economic activity and \$185 million in taxes.<sup>8</sup>

Fly-in tourists typically pay 2 to 3 times more than for road-accessible experiences. International tourists, in particular, seek opportunities to learn about Aboriginal cultures. Tourism can create sustainable jobs with a relatively small environmental impact, and is one building block for a sustainable Far North economy.

### iv) Carbon and Natural Capital

Think of Ontario's Far North as a Boreal carbon "bank". Boreal ecosystems which span Canada, Alaska, Russia and Scandinavia, are the world's largest storehouse of land-based carbon. Ontario's Far North region stores an estimated 97 billion tonnes of CO<sub>2</sub>, most of it in peatlands and wetlands, and absorbs every year about 12.5 million tonnes. Maintaining carbon in the land will reflect positively on the province and partners as the world gears up on climate change solutions.

Across Canada's Boreal region, an estimated \$93.2 billion annually in ecosystem services – a non-market value of about 2.5 times greater than the net market value of resource extraction. Ecosystem services with the highest annual economic value are flood control, water filtration, pest control, ecotourism and hunting, and carbon sequestration.<sup>9</sup>

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<sup>5</sup> See *An Economic Impact Analysis of the Northwestern Ontario Forest Sector* (2006).

<sup>6</sup> Activities include visiting national and provincial parks, fishing, swimming, engaging in other water sports, hunting, walking and hiking, camping, skiing and wildlife viewing.

<sup>7</sup> *An Economic Profile of Resource-Based Tourism in Ontario*. Ontario Ministry of Tourism and Recreation. 2003.

<sup>8</sup> *Remoteness Sells: A Report on Resource-Based Tourism in Northwestern Ontario*. Wildlands League and Ontario Nature. 2005.

<sup>9</sup> Anielski, M., and S. Wilson. 2005. *Counting Canada's Natural Capital: Assessing the Real Value of Canada's Boreal Ecosystems*. Canadian Boreal Initiative and the Pembina Institute.

### **APPENDIX 3 – Areas for future discussion**

**The Issue of the need for broad access to land for mineral staking and assessing mineral potential in the context of the Premier's announcement and the relationship to conservation lands.**

Mineral exploration industry concerns:

- The Ontario government announcement on protecting Ontario's northern boreal forest states that the planning process creates opportunities for economic development in remote communities. Mineral explorationists are concerned that the implementation of the Far North Planning Framework could reduce opportunities for discoveries and thereby limit community economic development by removing lands from mineral exploration without adequate knowledge of the mineral potential.

## **APPENDIX 4 – Advisory Council Members**

**David de Launay, Chair**  
Assistant Deputy Minister  
Ministry of Natural Resources

**Larry Innes,**  
Executive Director  
Canadian Boreal Initiative  
(A) Mary Granskou

**Rachel Plotkin,**  
Biodiversity Policy Analyst  
David Suzuki Foundation

**Jamie Fortune,**  
Director of Regional Operations  
Ducks Unlimited

**Gillian McEachern,**  
Senior Campaigner, Boreal and Climate  
ForestEthics  
(A) Catherine Grant

**Caroline Schultz,**  
Executive Director  
Ontario Nature

**Janet Sumner,**  
Executive Director  
Wildlands League  
(A) Anna Baggio

**Monte Hummel,**  
President Emeritus  
World Wildlife Fund

**David Butters,**  
President  
Association of Power Producers of Ontario

**Doug Reynolds,**  
Executive Director  
Northern Ontario Tourism Outfitters  
(A) Todd Eastman

**Jamie Lim,**  
President & CEO  
Ontario Forest Industry Association  
(A) Scott Jackson

**Chris Hodgson,**  
President  
Ontario Mining Association

**Garry Clark,**  
Executive Director  
Ontario Prospectors Association

**Paul Norris,**  
President  
Ontario Water Power Association

**Philip Bousquet,**  
Director, Regulatory Affairs  
Prospectors and Developers Association of  
Canada

Note: (A) Alternate

## **APPENDIX 5 – Far North Advisory Council Meetings**

	<b>Date</b>	<b>Location</b>
1.	September 30, 2008	Whitney Block, Toronto
2.	October 16, 2008	Whitney Block, Toronto
3.	October 30, 2008	Whitney Block, Toronto
4.	November 26 - 27, 2008	Earth Rangers, Kortright Conservation Area
5.	December 11 - 12, 2008	MacDonald Block, Toronto
6.	January 15, 2009 <i>Met with Oski-Machiitawin Land Use Planning Technical Table</i>	Legislative Bldg, Queen's Park, Toronto
7.	January 26, 2009	MacDonald Block, Toronto
8.	January 30, 2009	Conference Call
9.	February 4, 2009	Conference Call
10.	February 5, 2009	MacDonald Block, Toronto
11.	February 5, 2009 <i>Progress report meeting with the Minister of Natural Resources</i>	Whitney Block, Toronto
12.	February 20, 2009	MacDonald Block, Toronto

## **APPENDIX 6 – Terms of Reference**

### **Mandate for the Far North Advisory Council (The Council)**

To provide advice and input to the Minister of Natural Resources which will inform discussions with First Nations and provide content on legislation to govern land use planning in the Far North, including:

- A broad framework on principles and processes for land use planning in Ontario's Far North which will meet the government's policy goals of:
  - Protecting more than half of the northern boreal region in an interconnected network of conservation lands; and
  - Balancing social, economic and environmental priorities where :
    - Priority is given to conserving special ecological systems and functions;
    - Aboriginal people play a significant role; and
    - Environmentally sustainable economic development is permitted where it is compatible with special features and species, and there is benefit to aboriginal communities.
- Broad scale strategy including policies to address critical matters such as carbon, caribou, all-weather roads and transmission corridors.

### **Relationship to First Nations in the Far North**

- The planning process will enshrine a new respect and working relationship with First Nations. Planning at the community level will be a true partnership. Because any decision on development has the greatest effect on communities, local planning will only be done in agreement with First Nations.
- The government will work with the First Nations representatives (such as Nishnawbe Aski Nation) to develop a broad framework on principles and processes and a broad scale strategy and policies with the input and advice from the Advisory Council.

### **Responsibilities**

- To work cooperatively to present solutions and proposals in response to Far North challenges and opportunities.

### **Membership**

- Membership shall include representation from environmental and conservation interest groups, and resource-based development industries including forest, mining, exploration, and energy.
- Members may continue with their normal bilateral engagements with government, but as members of the Council they need to be respectful of their access to information provided confidentially to Council members.
- Potential Aboriginal membership and collaboration to be determined through discussions with Nishnawbe Aski Nation

### Term

- The Council shall be established for a period of up to ten months. An extension of this term, or the requirement and membership for an ongoing Advisory Council beyond this term shall be assessed periodically.

### Chair

- The Council shall be chaired by the Assistant Deputy Minister, Science and Information Resources Division, Ministry of Natural Resources.

### Reporting

- The Chair shall report on behalf of the Council, to the Minister and Deputy Minister of Natural Resources on a regular basis.

### Methods

- The Council shall:
  - Focus on problem solving and finding solutions.
  - Assemble every two weeks.
  - The frequency of meetings will be re-evaluated in Jan. 2009.
  - The option of linking in via conference call will be provided when agendas permit.
  - If Council members are not able to participate at a meeting, alternates are acceptable.
  - Council will seek to achieve consensus, where possible.
  - Meeting agendas and background material will be provided to committee members in advance of the meetings.

### Report Back

- After each meeting a "report back" will be prepared by the secretary and provided to Council members. The report back will include the following.
  - Summary of areas of agreement;
  - Council will work to achieve consensus; however, in recognition that consensus will not always be possible, the areas of agreement and advice of Council members will be summarized and included in the report back;
  - Summary of action items; and
  - Every effort will be made to circulate the report back to committee members the day following the meeting

### Confidentiality

- The Council chair will serve as the official spokesperson for the Council.
- Council members may discuss with their constituents the areas of agreement and advice of Council members (as per section on Report Back above).
- Conversations at the Council table will be kept confidential.



### Administration

- The Ministry of Natural Resources shall provide technical and clerical support to the Council.
- Members shall be reimbursed for their out-of-pocket expenses based on government policies and procedures.

### Science Panel

- A Science Panel will be established that includes representatives internal and external to the Ontario government. The Advisory Council will provide advice and input as to what matters may be addressed by the Panel. The chair of the Panel may be asked to provide updates to the Council. Similarly, members of the Panel may be asked to make presentations to the Council.

### Municipal advice and input

- Municipal advice and input shall be sought through existing mechanisms and networks such as the Northern Development Councils and northern municipal associations.