

# Remoteness Sells

A Report on Resource-based Tourism in Northwestern Ontario



**WILDLANDS LEAGUE**  
*A chapter of the Canadian Parks and Wilderness Society*

**Ontario  
Nature**   
FEDERATION OF ONTARIO NATURALISTS

# ACKNOWLEDGEMENTS

**Contributing Writers:** Sarah Lawson (University of Toronto) and Riki Burkhardt (Ontario Nature)

The authors, CPAWS–Wildlands League and Ontario Nature, would like to thank the following individuals for their generous contribution to this work by supplying data, providing research support, and/or reviewing sections of the report:

Julee Boan (CPAWS-Wildlands League/Ontario Nature)

Anna Baggio, Janet Sumner, Christopher Beck and Gillian McEachern (CPAWS–Wildlands League)

Justina Ray (Wildlife Conservation Society Canada)

Todd Eastman and Doug Reynolds (Nature & Outdoor Tourism Ontario)

Gregor Beck (Ontario Nature)

David Peerla (Nishnawbe Aski Nation)

Jim Antler (Ministry of Tourism and Recreation)

Glenn Warren (Ministry of Northern Development and Mines)

Jim Steele, Stephen Harvey, Ralph Wheeler, Trevor Park, and Pamela Dittrich (Ministry of Natural Resources)

Len Hunt (Wilfred Laurier University)

Phil Shantz (consultant)

CPAWS–Wildlands League and Ontario Nature extend their gratitude to the following tourist outfitters who donated their time and hospitality during the research phases of this report:

Rob Brodhagen, North Caribou Camps

Merle Cameron and Shelly Earl, Camp Lake St. Joseph and Oz Lake Lodge and Motel

Enid Carlson, Viking Outposts & Viking Island Lodge

Bill Coppen, Loon Haunt Outposts

Lynn and Bernie Cox, Canoe Frontier Expeditions and North Star Air

Rene and Adele Franczak, Sunset Lodge and Outfitters

Wendy Grace, Old Post and Village

Rick Heithoff, Trout River Lodge and Trailer Park

Pete Johnson, Pickle Lake Outposts

Hugh and Audrey McEwen, McEwen's Northern Shores

Andrew McGuire, Old Outpost and Lodge

Wade Mitchell, Sandy Beach Lodge

Bill Pryndik, Golden Hook Camp

Albert and Kelly Rogalinski, Goldseekers Outfitters

Ken Turner, Woodland Echoes Resort (Magnetawan, Ontario)

Lars Ohman, Slate Falls First Nation

We also thank Erin Horvath, and the Cat Lake Forest Guardians Team – Waylon Sakakeesic, Ryan Bunting, Iona Sakakeesic, Tiffany Sakakeesic, Mary Jane Ombash, Joe Loon and Irene Ombash, and group leaders Jerry Wesley and Roy Keesickquayash – for their help documenting important values in the Cat River system.

Finally, we thank the editorial expertise of Randee Holmes and Alison McAlpine for their assistance in pulling this all together and Green Living Communications for layout and design.

This project was done in partnership with the Canadian Boreal Initiative.



Andrea Maenza

## CONTENTS

Executive Summary .....	3
<b>Introduction .....</b>	<b>6</b>
<b>Study Description .....</b>	<b>9</b>
2.1 Study area .....	11
2.2 Study approach .....	11
<b>Resource-based Tourism in Ontario .....</b>	<b>12</b>
3.1 Defining resource-based tourism .....	12
3.2 Resource-based tourism infrastructure in Ontario .....	13
3.3 Resource-based tourism policy and planning framework in the Area of the Undertaking .....	14
3.4 Resource-based tourism in the Northern Boreal Initiative planning area .....	15
<b>Results .....</b>	<b>16</b>
4.1 Resource-based tourism in the case study area: Sunset Country, Northwestern Ontario .....	16
4.2 Economic impacts of resource-based tourism in Sunset Country .....	17
4.3 Tourism and forestry as conflicting land uses .....	20
4.3.1 Remoteness .....	23
4.3.2 The impacts of road access on tourism values .....	24
4.3.3 Aesthetics .....	27
4.4 Documenting resource-based tourism values .....	27
4.5 Trends in the resource-based tourism market .....	29
4.5.1 Changes in the angling and hunting market .....	29
4.5.2 Diversification .....	31
<b>Resource-based Tourism in the Northern Boreal Initiative .....</b>	<b>32</b>
5.1 The growing Aboriginal tourism market in Ontario .....	34
5.2 “Their tourist attraction is our way of life” .....	35
<b>Conclusions and Recommendations .....</b>	<b>36</b>
<b>Resources .....</b>	<b>38</b>
7.1 Contacts .....	38
7.2 Endnotes .....	38
7.3 Interviews .....	42
7.4 Additional References .....	43
<b>Appendix I: Policies, Programs, and Initiatives Aimed at Facilitating Resource-based Tourism .....</b>	<b>44</b>
<b>Appendix II: List of Acronyms .....</b>	<b>45</b>
<b>Appendix III: Satellite Image of the Earth at Night .....</b>	<b>46</b>

Front cover photo by James Raffan





## EXECUTIVE SUMMARY

**Ontario, and in particular the northern boreal region, has globally significant land, water, and culture. It is in an excellent position to provide travelers, including residents, with a world-class wilderness tourism experience. Research in Ontario has shown that in resource-based tourism (RBT) remoteness sells.**



Bruce Petersen

Ontario is well-positioned to attract travelers looking for high-value wilderness experiences in remote areas, but this competitive advantage could be lost without proper planning to protect remote landscapes.

**Within the industry, the remote sector appeals to** up-market clients who are willing to pay up to twice as much as clients of road-accessible tourism. In addition, Ontario research demonstrates that the quality of fishing is much higher in remote lakes than in road-accessible ones, and that when new roads are built to access previously remote lakes these lakes are “fished out” in a matter of weeks.



Bruce Petersen

Despite a clearly overwhelming interest in remote-based tourism, remote recreational opportunities across Ontario are shrinking as industrial development moves further into undeveloped northern landscapes. A vibrant provincial RBT industry requires that a continuum of recreational opportunities on the land

base be maintained, including remote-based recreational opportunities.

Although tourism plays a demonstrably important role in northern economies, it is still treated as a constraint to other commercial resource industries that rely on access to Crown lands in Ontario. The RBT industry is further challenged in that it has to justify its value repeatedly to the government to influence policy decisions dealing with resource-related issues.

For Ontario to remain a “world-class wilderness tourism destination,” significant changes must be made to the current approach to the protection of wilderness tourism values through appropriate land-use planning and access management.

# This report offers eight recommendations for provincial and First Nations governments and planners:

James Rafan

1. **Remoteness is a quantifiable economic value that can and should be managed.** Ontario should protect a range of resource-based recreational opportunities in the boreal region, including remote-based recreational opportunities.
2. **Given the difficulty of effectively controlling access,** roads planning should be integrated into community-based land-use planning and landscape-level planning in Ontario's globally significant northern boreal region.
3. **Impose a moratorium on resource allocation** until community-based land use planning and landscape-level planning in the northern boreal region are completed.
4. **South of the 51st parallel, plan to maintain remoteness at a landscape level** (beyond the scale of forest management units) by developing a policy for access management.
5. **Where roads are built, minimize road density, avoid sensitive areas, and plan carefully** for access controls. Use adaptive management to monitor the success of access controls and report on these measures annually to the public.
6. **Ensure that First Nations communities, partners, and governments agree** on tourism principles and best practices for Aboriginal tourism before development begins in the northern boreal region.
7. **Ensure that detailed tourism values inventories (including area and spatial values) and mapping are integral components** of land-use planning in the northern boreal region.
8. **Ensure that communities have adequate resources** to engage and lead land-use planning in their traditional territories in the boreal region.

# INTRODUCTION

**Canada's boreal is home to one of the three largest intact forests remaining in the world.<sup>1</sup> Canada's boreal region is part of a nearly continuous forest region that stretches across the entire globe.**

**At approximately 50 million hectares, the boreal region within Ontario spans the northern part of the province, from the Manitoba border in the west to James Bay in the east. Ontario's northern boreal forest is contiguous with the intact forests in Manitoba and together these form the largest intact forest region in Canada and in North America.**

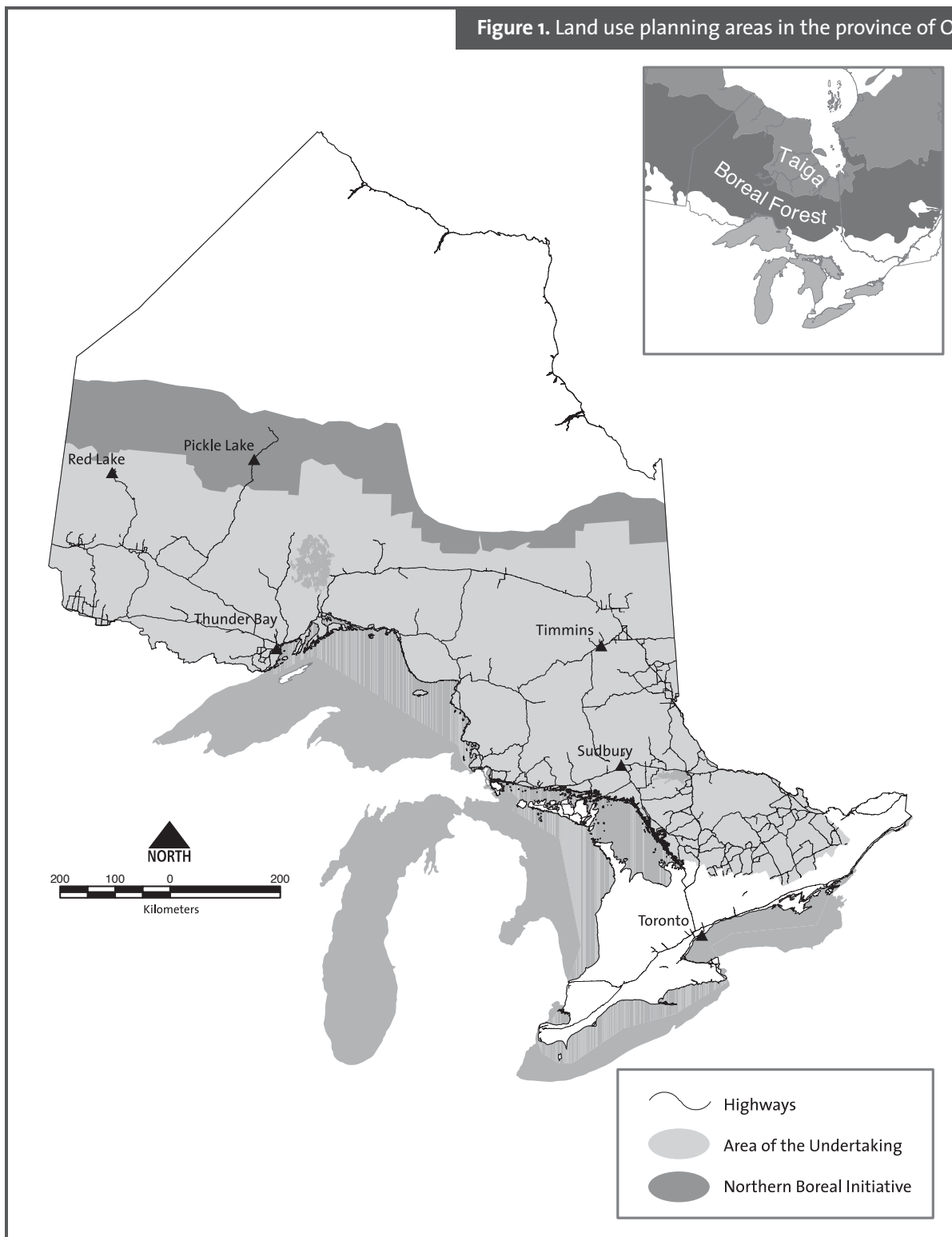
In Ontario, large-scale commercial development to date in the boreal forest has been primarily limited to the southern region – the land area south of the 51st parallel, known as the Area of the Undertaking (AOU) (see **Figure 1**). Across the country, however, industrial development of timber, mineral, and energy resources has been steadily creeping into the more northern boreal region, and, hence, into the traditional territories of Canada's remote Aboriginal communities. Even before full-scale development begins, networks of roads and infrastructure are



Bruce Petersen



Figure 1. Land use planning areas in the province of Ontario



Map produced by the Wildlands League and Ontario Nature with Data supplied under Licence by Members of the Ontario Geospatial Data Exchange (2004). Inset map: Boreal and Taiga Forest Regions provided by Global Forest Watch (2003).

Northern Boreal Initiative planning area is a generalized boundary provided in "Community Based Land Use Planning, Northern Boreal Initiative" (MNR, October 2002) available online at [www.mnr.gov.on.ca/MNR/nbi2002/mw\\_CLUPFinalbkp\\_ttf.pdf](http://www.mnr.gov.on.ca/MNR/nbi2002/mw_CLUPFinalbkp_ttf.pdf). This map is provided for context and descriptive purposes only.



being proposed to allow access to natural resources in the far north.

The challenge is to enable economic development in the northern region, while avoiding some of the damaging impacts of intensive development already witnessed in the southern boreal region. Resource-based tourism (RBT) may offer one solution.

According to the World Travel & Tourism Council, tourism and its related economic activities generate 11 percent of Global Domestic Product, employ 200 million people, and transport nearly 700 million international travelers per year. This figure is expected to double by 2020. More and more tourists are seeking out nature and the “thrill of exploring remote wilderness areas” around the globe. In the last decade, nature and adventure travel has emerged as one of the fastest-growing segments of the tourism industry.<sup>2, 3</sup>

In contrast to industrial development, which typically extracts resources, RBT depends on public lands remaining in a relatively natural state. The RBT industry requires intact forest areas, unspoiled waterways, plentiful fish and game, a range and diversity of access opportunities (including roadless areas) and abundant natural wildlife. In this respect, provided that it occurs in a controlled and responsible manner, RBT can help meet landscape conservation and economic development objectives by

1. diversifying livelihoods of local communities
2. providing an incentive to conserve intact forest areas by offering revenue-producing, lower-impact economic use
3. providing protected area managers with additional financial resources through visitor fees

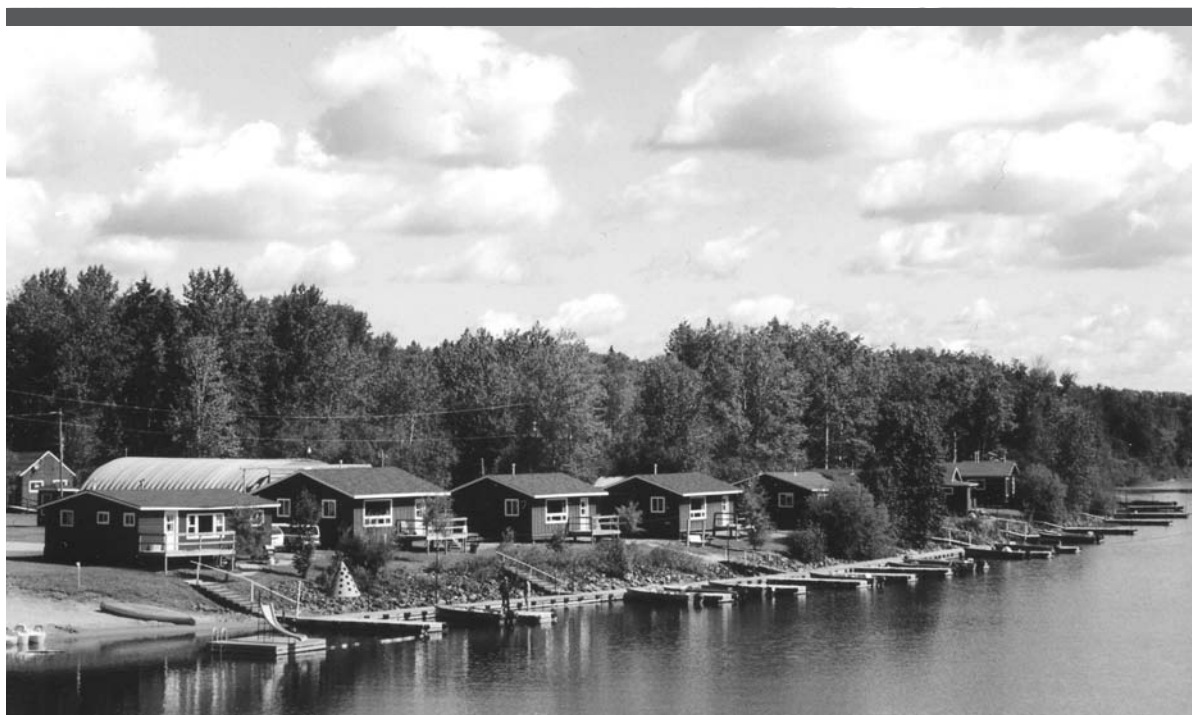
4. raising visitor awareness, promoting community involvement and interest in conservation issues, and generating political support for conservation through education during travel<sup>3</sup>

RBT has the potential to make important contributions to building resilient and sustainable economies in Ontario by providing jobs, increasing the tax base, and diversifying northern economies. At the same time, it is generally thought to leave a lighter footprint on the landscape than other resource-based industries.

South of the 51st parallel, because of the high demands for resources in this region, tourism operators have faced a number of challenges as industrial development in the area rapidly proceeds. Conflicts between the RBT and forest industries have been frequent, often because neither party has appreciated the needs and concerns of the other. Until recently, there has been little in the way of coordinated planning to resolve, and, in future, avoid, such conflicts. In contrast, north of the 51st parallel in Ontario there is an opportunity for RBT to be highly compatible with existing communities, particularly those interested in maintaining traditional Aboriginal land-use activities.

Development planning for the northern region is moving ahead through the Ontario government's Northern Boreal Initiative (NBI).<sup>4</sup> Resources for tourism and mining operations have already been allocated, but licences for commercial forestry operations have yet to be issued. In the absence of licences to the forest industry, the NBI presents an opportunity to start from a relatively clean slate and to consider how different land uses, including RBT, can best be integrated from the outset.

# STUDY DESCRIPTION



CPAWS Wildlands League

This study looked at the experiences of both remotely based fly-in and drive-in tourism operators and the challenges facing the industry in Ontario.

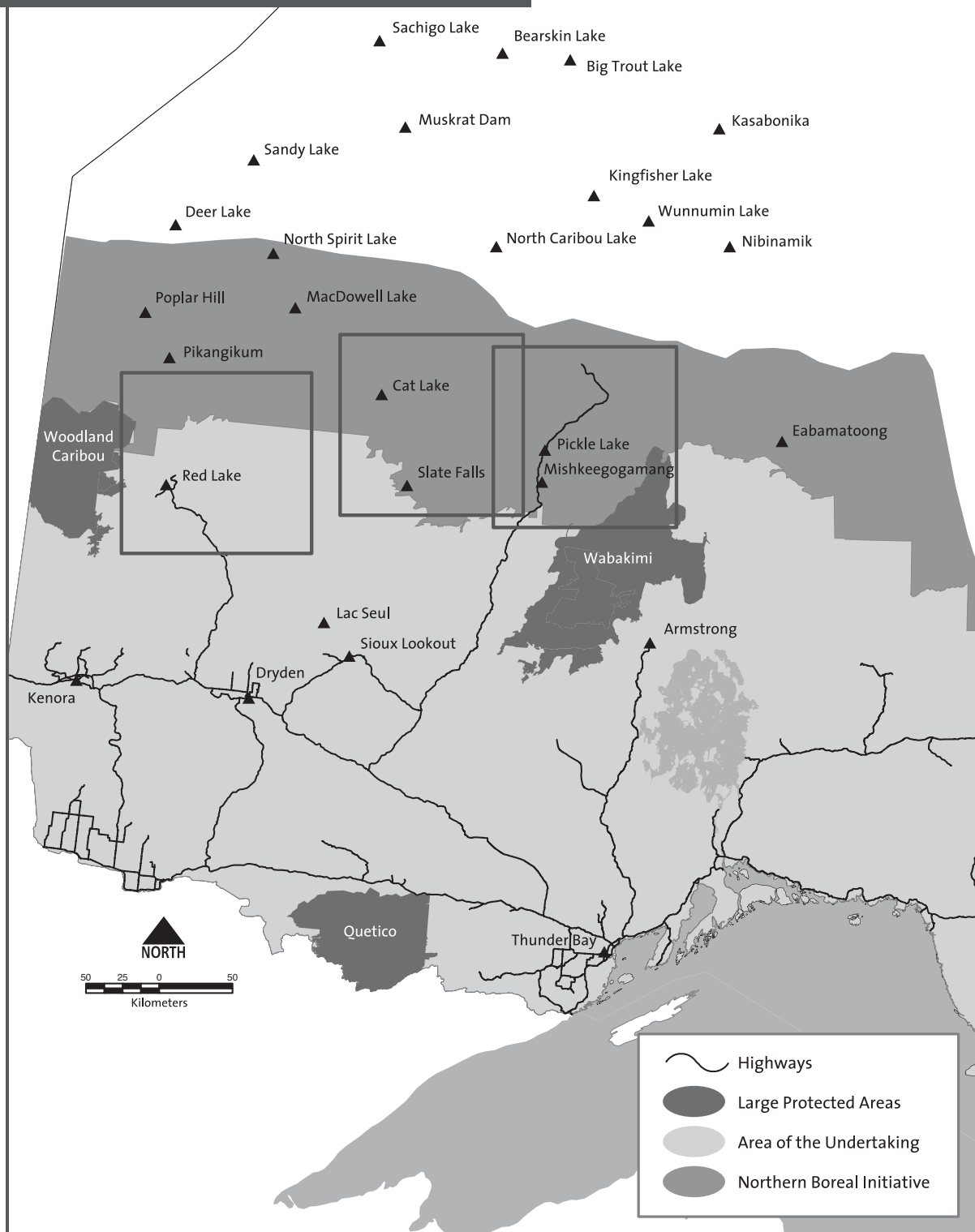
**In light of recent development opportunities north** of the 51st parallel, with the Ontario government's launch of the NBI, CPAWS-Wildlands League and Ontario Nature undertook a study to inform community-based land use planning and future tourism development in the area. The study had four objectives:

1. survey the existing RBT industry in Ontario's boreal region
2. examine the challenges facing RBT in this area
3. identify the land use requirements for a viable RBT industry in Ontario's boreal region
4. learn from past tourism experiences to ensure appropriate RBT planning in the northern boreal

The project used a case study approach, examining in detail three areas – two within the northern

boreal and one within the southern boreal. Data collection was focused on documenting the experience of tourism operators in these areas through a series of interviews. The information collected was complemented by additional data gathered from a literature review. Drawing on the learning of experienced tourism operators, the study provides conclusions and recommendations for appropriate tourism planning and resource allocation in Ontario's boreal forest.

A map of tourism values in the Cat Rivers system was developed (see section 4.4) to provide important inputs into land use planning north of the 51st parallel. They will also specifically aid two First Nations communities – Cat Lake and Slate Falls – as well as conservation organizations in building a conservation rationale for preserving the ecological and cultural values of the Cat River system.

**Figure 2. The three case study areas in Northwestern Ontario**

Map produced by the Wildlands League and Ontario Nature with Data supplied under Licence by Members of the Ontario Geospatial Data Exchange (2004).

Northern Boreal Initiative planning area is a generalized boundary provided in "Community Based Land Use Planning, Northern Boreal Initiative" (MNR, October 2002) available online at [www.mnr.gov.on.ca/MNR/nb2002/mw\\_CLUPFinalbkp\\_ttf.pdf](http://www.mnr.gov.on.ca/MNR/nb2002/mw_CLUPFinalbkp_ttf.pdf). This map is provided for context and descriptive purposes only.

**Table 1.** Summary of tourism operator and forest industry interviews in the study area

Location	Drive-to	Boat-in	Fly-in	Canoe Outfitter	Forest industry
Pickle Lake	0	3*	2	1	0
Red Lake	4	0	3	1	2
Cat River	0	0	11	0	0

\* Two boat-in operations were visited. At The Old Post, two interviews were conducted – one with a guide.

## 2.1 Study area

The study focused on three areas within or near what is known as Sunset Country Travel Region<sup>5</sup> in Northwestern Ontario (see **Figure 2**):

1. **Red Lake.** Red Lake is a small road-accessible community whose economy relies heavily on mining, tourism, and forestry. Red Lake is located south of the 51st parallel, close to the current limit of legal industrial logging, and near the end of the northern extent of paved roads in Ontario. Red Lake is close to Woodland Caribou wilderness provincial park.
2. **Pickle Lake.** Pickle Lake is located north of the 51st parallel. It is road-accessible and relies on mining and tourism. Pickle Lake is near Wabakimi provincial park.
3. **Cat River system.** The Cat River system encompasses the Cat Lake and Slate Falls First Nations communities. The Cat Lake reserve is approximately 179 kilometres due north of Sioux Lookout and is accessible only by winter road or by air. The reserve is approximately 215 hectares in size, situated on the north shores of the Cat Lake river system. It is home to about 450 residents of Cat Lake First Nation. Slate Falls First Nation is located approximately 80 km north of Sioux Lookout and has a population of approximately 200 people.

## 2.2 Study approach

Research for the study consisted of three parts:

1. In-person interviews with RBT operators and local industry foresters
2. A literature and policy review
3. Discussions with experts in the field of RBT policy and research

Drawing on promotional materials provided by the Sunset Country Travel Association, 34 RBT operators within the Red Lake and Pickle Lake areas were identified and contacted. A subset of the operators contacted agreed to participate in a two-hour face-to-face interview. Sixteen interviews were completed with operators and/or forest managers in the study area (**Table 1**).

On the Cat River system, 11 outpost camps operate north of Sioux Lookout in northern Ontario between Whitestone Lake (north of Cat Lake First Nation) and Bamaji Lake (south of Slate Falls First Nation). CPAWS–Wildlands League and Ontario Nature staff worked with youth and their group leaders<sup>6</sup> in the Cat Lake community to survey the four owners of the 11 camps, including one lodge, and to map values associated with existing remote tourism and other resource-based tourism on the Cat River system.

The purpose of the semi-structured interviews was to identify the main conflicts and concerns of tourism operators. Discussion themes that either arose from conversation or were intentionally raised included diversification, issues of remoteness and forest access roads, and Resource Stewardship Agreements (a new mechanism for conflict resolution that takes the form of business-to-business agreements between RBT operators and forestry companies). As part of an exercise to map tourism values, operators were asked to indicate, on topographical maps, features of the landscape important to them and their customers (such as lodges, outposts, travel routes, angling and hunting locations, wildlife viewing areas, and shore lunch sites).

A subsequent literature review was combined with observations made during fieldwork and with insights provided by tourism operators and others. The results of the qualitative content analysis include opinions expressed by individual operators who were interviewed.



# RESOURCE-BASED TOURISM IN ONTARIO



Gregor Beck

A high-quality experience for visitors depends on a high-quality resource base, including healthy fish and wildlife populations.

## 3.1 Defining resource-based tourism

Resource-based tourism (RBT) is a term used to classify a number of types of tourism, including nature-based tourism, ecotourism, adventure tourism, and sustainable tourism.<sup>7</sup> RBT includes tourism-related activities and experiences that depend on the attributes associated with natural and relatively undeveloped settings.<sup>8</sup> In the Ontario context, the term *resource-based tourism* has been officially adopted by the government and is used to describe the majority of tourism activity in northern Ontario.

RBT requires natural resources in a relatively undeveloped setting for activities such as angling and hunting, canoeing, visiting parks, viewing birds and wildlife, skiing, snowmobiling, hiking, camping, swimming, and other water sports.<sup>10, 36</sup> The RBT industry is important to Ontario for a

number of reasons. Specifically, it provides employment, revenue, and economic diversification to many northern communities.

According to the Ontario Ministry of Tourism and Recreation, tourism comprises the activities of persons traveling to and staying in places outside their usual environment for not more than one consecutive year for leisure, business, and other purposes. The province's definition of tourism excludes same-day travelers who, in order to reach their destination, traveled less than 40 kilometres (one way) away from home, and overnight travelers who traveled less than 40 kilometres and stayed in non-commercial accommodation.<sup>10</sup> CPAWS–Wildlands League and Ontario Nature acknowledge that there are limitations to using a threshold of 40 kilometres because it is not uncommon for residents to travel more than 40 kilometres for recreational purposes.

### 3.2 Resource-based tourism infrastructure in Ontario

The Ministry of Tourism and Recreation (MTR) licenses some RBT operations under the Tourism Act (Section 10–37). These licences are limited to establishments with fixed-roof accommodations that use Crown land. There are approximately 1,700 licensed RBT operations in Ontario,<sup>11</sup> as well as many additional tourism businesses that do not fall under the provincial licensing framework. These may include businesses such as canoe outfitters that may not operate fixed-roof accommodations but nonetheless contribute to the RBT economy in Ontario.

RBT operations can generally be divided into three different categories based on accessibility: remote, semi-remote, and road-accessible.<sup>12</sup> Remote establishments are accessed by floatplane; semi-remote establishments may be accessed by boat or train; and road-accessible operations have the most easily accessed facilities. Today, approximately 25 percent of the RBT businesses in northern Ontario are remote.<sup>12</sup>

A typical remote tourism business uses an extensive land base. It might have a number of boat caches, a main lodge that can accommodate a large number of guests, and outpost camps. Important values include natural features, such as spawning grounds for fish, islands for caribou calving, eagles' nests, and the surrounding forest. Great fishing spots, shore lunch sites, and wild rice are also important features of the landscape. The absence of roads and road access are critical to preserving the values that these operations rely on, such as world-class fisheries.

Semi-remote tourism businesses are usually accessed by boat and therefore require a launch that may or may not also provide public access. Although there are nearby roads, these operations are still relatively remote, and visitors remain at the camp for the duration of their stay. Semi-remote businesses may use local roads. However, operators want to ensure that access to the lakes where tourism businesses are located is minimized.

Road-accessible operations, by contrast, rely on roads to give tourists access to their operations. Nearby towns provide goods and services to guests through facilities such as restaurants, supply stores, and golf courses.

A vibrant provincial RBT industry requires that a continuum of recreational opportunities on the land base be maintained, including remote-based recreational opportunities.

RBT operations can be further differentiated by the type of accommodation they offer: main-base lodges and/or outpost camps, which may be spread across a large geographic area. Main-base lodges typically have several smaller cabins grouped around a main lodge.<sup>14</sup> The quality ranges from five-star to basic. Outpost camps are usually plywood or log cabins with very few amenities. However, many outpost camps in Northwestern Ontario offer freezers, satellite

phones, and electricity. An outpost camp is typically located by itself on a lake or on a secluded portion of a larger lake.<sup>14</sup>

Some RBT operations offer an “American plan” (three meals a day included), but most offer a “housekeeping plan” (do your own cooking) to visitors.<sup>16</sup> Most tourism businesses are small- to medium-sized operations, and many are family-owned.<sup>17</sup> This family-like atmosphere is an important draw for some tourists.<sup>18</sup>

Guest capacity at remote and semi-remote lodges and outpost camps is similar. The facilities surveyed tended toward an average lodge capacity of 32 to 36 beds, while outpost camps house six to eight guests at a time (**Table 2**).

**Resource-based tourism requires natural resources in a relatively undeveloped setting for activities such as angling and hunting, canoeing, visiting parks, viewing birds and wildlife, skiing, snowmobiling, hiking, camping, swimming, and other water sports.**

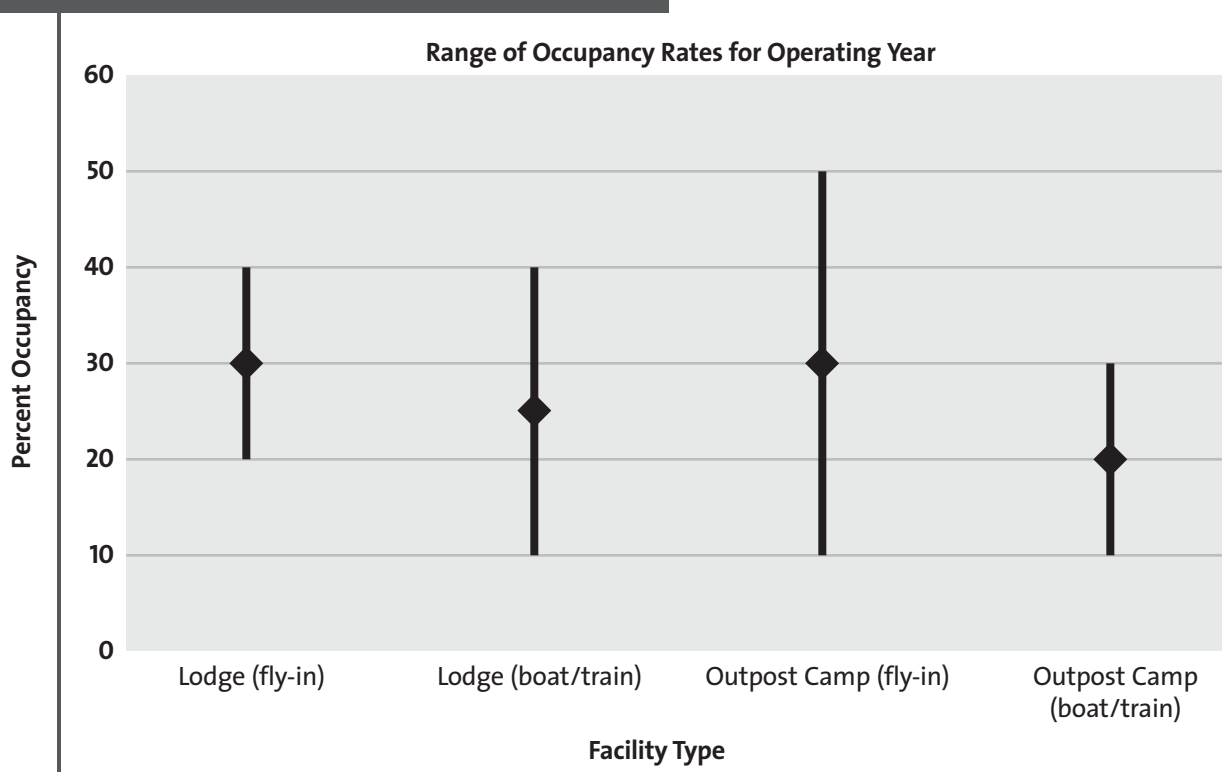
**Table 2. Average guest capacity by facility type<sup>19</sup>**

Facility Type	Average Guest Capacity
Lodge (fly-in)	32
Lodge (boat/train)	36
Outpost Camp (fly-in)	8
Outpost Camp (boat/train)	6

RBT in Ontario is a highly seasonal industry. Most remote business owners reported a 20-week annual operating season, while road-accessible operations averaged a longer season at 19 to 30 weeks per year. Approximately 15 percent of road-accessible facilities are open for 52 weeks of the year.

Reported occupancy rates in a given year vary somewhat by facility type (**Figure 3**). Fly-in lodges and outpost camps have the highest reported median occupancy rates at 30 percent each. This compares to 25 percent and 20 percent, respectively, for boat- and/or train-accessible lodges and outpost camps.<sup>20</sup>

**Figure 3. Reported median occupancy rates by facility type<sup>21</sup>**



### 3.3 Resource-based tourism policy and planning framework in the Area of the Undertaking

In 1997, the Ontario government developed a new Resource-Based Tourism Policy. This policy recognized the importance of the RBT industry and its contribution to the economic base of northern Ontario. Its goal was to “promote and encourage the development of the Ontario RBT industry in both an ecologically and economically sustainable manner.”

The RBT policy examined resource allocation and various options to increase the benefits and responsibilities of RBT operators. It also set the stage for RBT industry involvement in Lands for

Life. The Lands for Life process encompassed all Crown lands in Ontario roughly south of the 51st parallel, also referred to as the Area of the Undertaking. It had four objectives:<sup>22</sup>

1. to complete Ontario’s system of parks and protected areas
2. to recognize the land use needs of the RBT industry
3. to provide forestry, mining, and other resource industries with greater land and resource use certainty
4. to enhance angling and hunting and other Crown land recreation opportunities

The land use planning outcomes are documented in Ontario’s Living Legacy (OLL) Land Use Strategy (1999). Through OLL, approximately

70 percent of the Area of the Undertaking was designated as “general use,” where forest industry operations would occur in combination with other activities. Land was not allocated specifically for RBT, however, 2.4 million hectares of land were allocated as new parks and protected areas where tourism activities could continue. Although tourism operators were involved in the Round Tables that led up to the land use strategy, no RBT associations were signatories to the Ontario Forest Accord. The Ontario Forest Accord was an agreement between the MNR, the forest industry and the Partnership for Public Lands (CPAWS-Wildlands League, Ontario Nature and World Wildlife Fund) signed at the conclusion of the Lands for Life process.

Following Lands for Life, the RBT and forestry industries in Ontario signed a Memorandum of Understanding with the Ontario government, which led to the development of Resource

Stewardship Agreements (RSA).<sup>24</sup> RSAs are business-to-business agreements designed to reduce conflict between forestry and tourism industry interests that share the same land base. According to the MNR, “Serious investments of time and goodwill in the RSA process should pay off in a quicker, cheaper, and less adversarial forest management planning process.”<sup>24</sup>

In 2001, the year after the Memorandum of Understanding and Guide to Resource Stewardship Agreements was published, the Management Guidelines for Forestry and Tourism were revised and reissued.<sup>24</sup> The guidelines outline a number of techniques and strategies to be used to protect tourism values from some of the negative impacts of forestry operations.

A policy on roadless wilderness areas is lacking in Ontario even though its development was mandated in 1994 by the Class Environmental Assessment on Timber Management.

**Table 3. Recent policy timeline**

Year	Policy
1987	First Management Guidelines for Forestry and Tourism
1997	Resource-Based Tourism Policy
1999	Ontario’s Living Legacy Land Use Strategy Ontario Forest Accord
2000	Tourism and Forest Industry Memorandum of Understanding
2001	Guide to Resource Stewardship Agreements
2002	Updated Management Guidelines for Forestry and Tourism Northern Boreal Initiative (posted on Environmental Bill of Rights)

### 3.4 Resource-based tourism in the Northern Boreal Initiative planning area

During Lands for Life, the MNR was simultaneously moving forward with the Northern Boreal Initiative, a community-based land use planning approach for Crown lands north of the Area of the Undertaking. The MNR established the Northern Boreal Initiative in part to address

the “expressed interest of several northern First Nations communities in new, sustainable commercial forestry opportunities.” Under the Northern Boreal Initiative framework, consensus on economic development and conservation objectives will be built from within the community. Moving forward with development will require communities to rationalize proposed new commercial activities with traditional land uses.



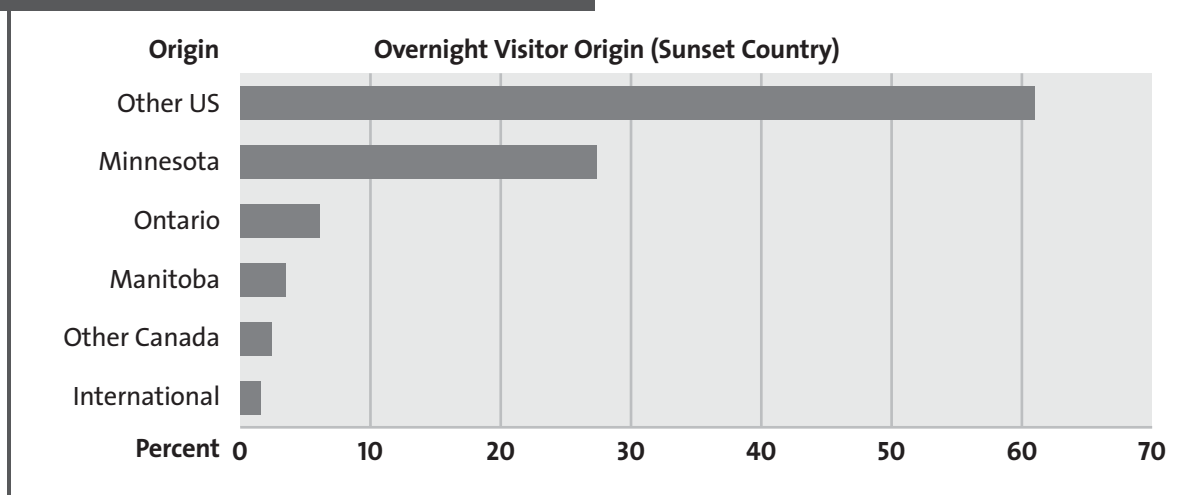
# RESULTS

## 4.1 Resource-based tourism in the case study area: Sunset Country, Northwestern Ontario

Since the 1960s, the ranking by origin of visitors to Ontario who engage in RBT has remained the same.

Most visitors are from Ontario, followed by the United States, other provinces, and a small percentage from overseas.<sup>27, 10, 36, 114</sup> However, visitor origin varies significantly by region. Moving north-west toward Sunset Country, an increasing proportion of visitors is from the United States (**Figure 4**).

**Figure 4.** Origin of overnight visitors to Sunset Country<sup>28</sup>



Remote operations are especially dependent on U.S. customers. Tourism operators interviewed in the case study area confirmed that approximately 70 to 99 percent of their customers were of U.S. (especially Midwest) origin. Canoe outfitters had a more diverse client base in terms of origin and slightly less reliance on U.S. customers.

RBT businesses are also highly dependent on repeat customers.<sup>29</sup> For example, Booi's Fly-in Lodge and Outposts advertises "89 percent of guests return."<sup>30</sup> Interviews indicate that across our sample base approximately 70 to 99 percent of visitors are repeat customers who return each year or every few years.

The primary reason tourists frequent RBT businesses in Sunset Country is fishing. Northwestern Ontario is considered one of

Canada's premier fishing destinations.<sup>29</sup> The lakes contain abundant populations of fish species – such as walleye and northern pike – that are popular with anglers.<sup>18</sup> However, there is increasing interest by government, conservation groups and RBT operators in diversifying operations to include non-consumptive activities, such as wildlife viewing.<sup>16</sup>

**Table 4** shows the range of activities currently offered by fixed-roof accommodation operators in Sunset Country. Among the top five are angling, hunting, boating and related guiding/outfitting services. American visitors tend to participate more in consumptive RBT activities, such as fishing, while overseas visitors are more likely to visit parks and/or friends and relatives.<sup>16</sup>

**Table 4.** Activities and services offered by fixed-roof accommodation operators in Sunset Country<sup>29</sup>

Activity	Percentage of Operations Offering Service
Angling	88%
Boating (all)	69%
Hunting	65%
Fishing/Hunting Outfitter	55%
Guiding Service (personal)	54%
Eco/Adventure/Wildlife Tourism	18%
Fly-in Outfitter	14%
Snowmobiling	13%
Canoe Outfitter	9%
ATV Trails	8%
X-Country Skiing/Snowshoeing	5%
Golfing	4%
Tour Operator	4%
Scuba Diving	2%
Industrial Touring	1%

## 4.2 Economic impacts of resource-based tourism in Sunset Country

The RBT industry provides jobs, income, and tax revenue, and helps to diversify the economies of many resource-dependent communities. In Northwestern Ontario, RBT is a particularly

important component of some local tourism economies. For example, in the Kenora Census District, approximately 83 percent of tourist spending is directed toward RBT activities.<sup>36</sup>

Despite the significance of resource-based tourism to the provincial economy, little quantitative economic information is available about RBT in Ontario. The scarcity of data is a recurring theme in the available tourism literature.<sup>19, 2, 29</sup> As a result, the RBT industry faces a situation in which it has to justify its value repeatedly to the government to influence policy decisions dealing with resource-related issues.<sup>29</sup>

In 2002 and 2003, an ongoing Comparative Economic Resource-based Tourism (CERT) project at the Centre for Northern Forest Ecosystem Research (CNFER) produced two reports that begin to fill some of the information gaps. Drawing on these reports and the results of a 2003 Sunset Country study undertaken by Northwestern Ontario Tourism Association,<sup>39, 109</sup> it is possible to construct rudimentary economic profiles of RBT operations across

Ontario and, more specifically, within the case study area.

According to the 2001 statistics for Ontario's resource-based tourism region, RBT was the third most important industry in northern Ontario, after forestry and mining, and accounted for 3.3 percent of total employment (**Table 5**).

**Table 5.** Resource-based employment in Ontario's RBT region<sup>40</sup>

Industry Group	Number of Jobs	Percentage of Jobs
Total Forestry Products & Services Industries	29,700	5.7%
Mining & Related Manufacturing	22,200	4.2%
Resource-based Tourism	17,525	3.3%
Agriculture, Fishing & Hunting	10,000	1.9%
Oil & Gas Extraction	2,900	0.6%

On a regional level, RBT is a very important component of the Northwestern Ontario economy. In the Sunset Country Travel Region, RBT provides<sup>41</sup>

1. 9,898 full-year jobs
2. \$306 million in economic activity
3. \$202 million in wages and salaries
4. \$185 million in federal, provincial and municipal taxes

It is estimated that between 60 and 70 percent of these tourism revenues were retained in the region in the 2001 operating year. This high proportion of revenue remaining in Northwestern Ontario distinguishes RBT from other industries.

Within the RBT segment, visitors who participated in fishing and hunting spent the most per person visit (\$206), followed by visitors who

visited national/provincial parks (\$171), visitors who went camping (\$117), and visitors who engaged in winter sports, such as snowmobiling and skiing (\$109). The Northwestern Ontario Tourism Association report (2003) shows that angling is the top attraction in this region, and that small, independent accommodation providers (such as RBT outposts and lodges) are especially important in Northwestern Ontario.

**Table 6** summarizes the significant economic contribution of nine tourism operators to the economy of Northwestern Ontario annually and over the five-year forest management plan period for the Trout Lake Forest (Sustainable Forest Licence holder: Weyerhaeuser).

**Table 6.** Summary of RBT revenue in the Trout Lake Forest Management Unit generated by nine operators in Block 23A (Block 23A is intact boreal forest in Northwestern Ontario)<sup>42</sup>

	Annual	5 year plan term
Gross revenue	\$1.17 million	\$5.86 million
Total taxes (federal, province, municipal)	\$421,587	\$2.11 million
Dollars spent in NWO	\$862,091	\$4.31 million

There are 443 distinct fixed-roof commercial accommodation providers in Sunset Country, offering visitors a combined inventory of 6,459 units. Accommodation operators employed 3,785 people. A total of 767 jobs, or 20 percent, went to members of First Nations. These figures translate to an estimated 2,145 full-year equivalent jobs, of which 650 are First Nations full-year equivalent jobs. In terms of ownership, 82 percent of accommodation operations are owned by Canadian citizens and landed immigrants, 17 percent by U.S. citizens, and 1 percent by members of First Nations.

Operators were asked to provide information regarding the cost of a week-long fishing package for a single guest in a party of four (**Table 7**). Responses indicate that fly-in lodges with American plans command the highest price for a week-long fishing package (\$1,500). That is three times the amount charged by semi-remote operations with housekeeping plans (\$500). Road-accessible facilities with housekeeping plans have the lowest price (\$474).

**Table 7. Week-long fishing package price per guest by facility type**

Facility Type	Price Before Tax*
Lodge (fly-in) American Plan	\$1,500
Lodge (boat/train) American Plan	\$1,300
Lodge (fly-in) Housekeeping Plan	\$1,000
Lodge (boat/train) Housekeeping Plan	\$500
Road-accessible American Plan	\$763
Road-accessible Housekeeping Plan	\$474

\* Adjusted to Canadian dollars (prices are often quoted in U.S. currency).

The average revenue generated per unit varies with the size of the facility, with 11- to 19-unit operations showing the highest revenue per unit (\$45,040) during the 2001 operating season. The average facility size in Sunset Country is 15 units,

which compares to the provincial average of 33 units. About half of RBT operators' revenues derive from accommodation costs, with the rest filled in by other package allocations and food and beverage services.

**Table 8. Average revenue per unit for the 2001 operating season<sup>29</sup>**

Facility Size	1–10 Units	11–19 Units	20+ Units
Accommodation	\$20,930	\$23,244	\$19,832
Food & Beverage	\$3,457	\$4,094	\$5,228
Retail	\$6,493	\$5,109	\$1,885
Guest Services	\$4,489	\$8,124	\$4,749
Other Revenue	\$6,544	\$4,469	\$3,733
<b>Total</b>	<b>\$41,913</b>	<b>\$45,040</b>	<b>\$35,427</b>

Comparing average revenue against reported operating expenses provides an estimate of net revenue per unit by size of facility within the Sunset Country study area (**Table 9**). Once again, the results show that the 11- to 19-unit operations

generate the highest net revenue per unit at about \$6,500 annually, with the 1- to 10-unit and 20+ unit facilities trailing at approximately \$5,000 per unit per year.

**Table 9. Average net revenue per unit for the 2001 operating season<sup>29</sup>**

Number of Units	1–10 Units	11–19 Units	20+ Units
Net Revenue/Unit	\$5,072	\$6,481	\$4,974



Reported occupancy rates were higher in the Sunset Country study area than in other regions. Based on the typical operating period of 231 days, facilities experienced 55 percent occupancy in 2001. While the study did not differentiate among remote, semi-remote, and road-accessible facilities in this case, it is fair to assume that the same trend of higher occupancy rates with increasing remoteness would apply in Sunset Country as elsewhere.

It is also important to note that fixed-roof, or licensed, accommodations represent a subset of the economic activity generated by RBT in Ontario. People on informal trips organized without the help of an outfitter also spend money on all types of equipment, food, and transportation. Research from other countries has found that informal travelers – backpackers, for example – have a greater economic impact and spend more money in the communities they visit than travelers who have purchased a package from a tour operator.<sup>7</sup>

### 4.3 Tourism and forestry as conflicting land uses

There is a long history of conflict between the tourism and forestry industries operating on Ontario's public lands. This has been highlighted in many provincial planning processes, as well as in numerous environmental assessment bump-up requests (when a citizen or group asks for the whole forest management plan to be subject to a full environmental assessment).<sup>46</sup>

Timber operations have two distinct effects on RBT: perceptual effects and resource effects.<sup>47</sup> Perceptual effects include, for example, aesthetics, noise, and competition for resources. Resource effects include increased access that leads to an increased strain on fish and wildlife resources. RBT operations are highly dependent on the natural environment and on abundant populations of fish and wildlife. Land uses that interfere with these resources will inevitably

result in conflict among forest users. While conflicts arise with mining interests, resident anglers and even cottagers in some locations, interviews suggest that the main conflict is with the forest industry.<sup>29, 110, 101</sup>

Fourteen of the tourism operations included in this study are within the boundaries of two forest management units: the Red Lake and Trout Lake Forests (**Figure 5**). Survey respondents were asked about their experiences with RSAs and/or RSA-like agreements between themselves and the forest industry. Responses were mixed. Of the eight operators who had experience with negotiating agreements, four felt that RSAs contributed positively to the protection of the tourism values required for their business. According to these operators, the concept of a RSA is not new; they have been making handshake deals with the forest industry for many years.

Forestry in Northwestern Ontario is generally managed by large corporations, which operate on Crown lands under the authority of a Sustainable Forest Licence. Most tourism operations in Sunset Country, by contrast, are small, family-owned businesses. According to some of the operators, this creates an unequal playing field in which the lack of unification among operators contributes to their lack of clout as an industry.

RSAs allow tourism operators to have formal input into the FMP process and provide continuity because agreements stand even when businesses change hands. According to some respondents, the agreements also facilitate more effective business-to-business negotiations. These operators note that the MNR's previous involvement was frustrating and did little to address problems practically.

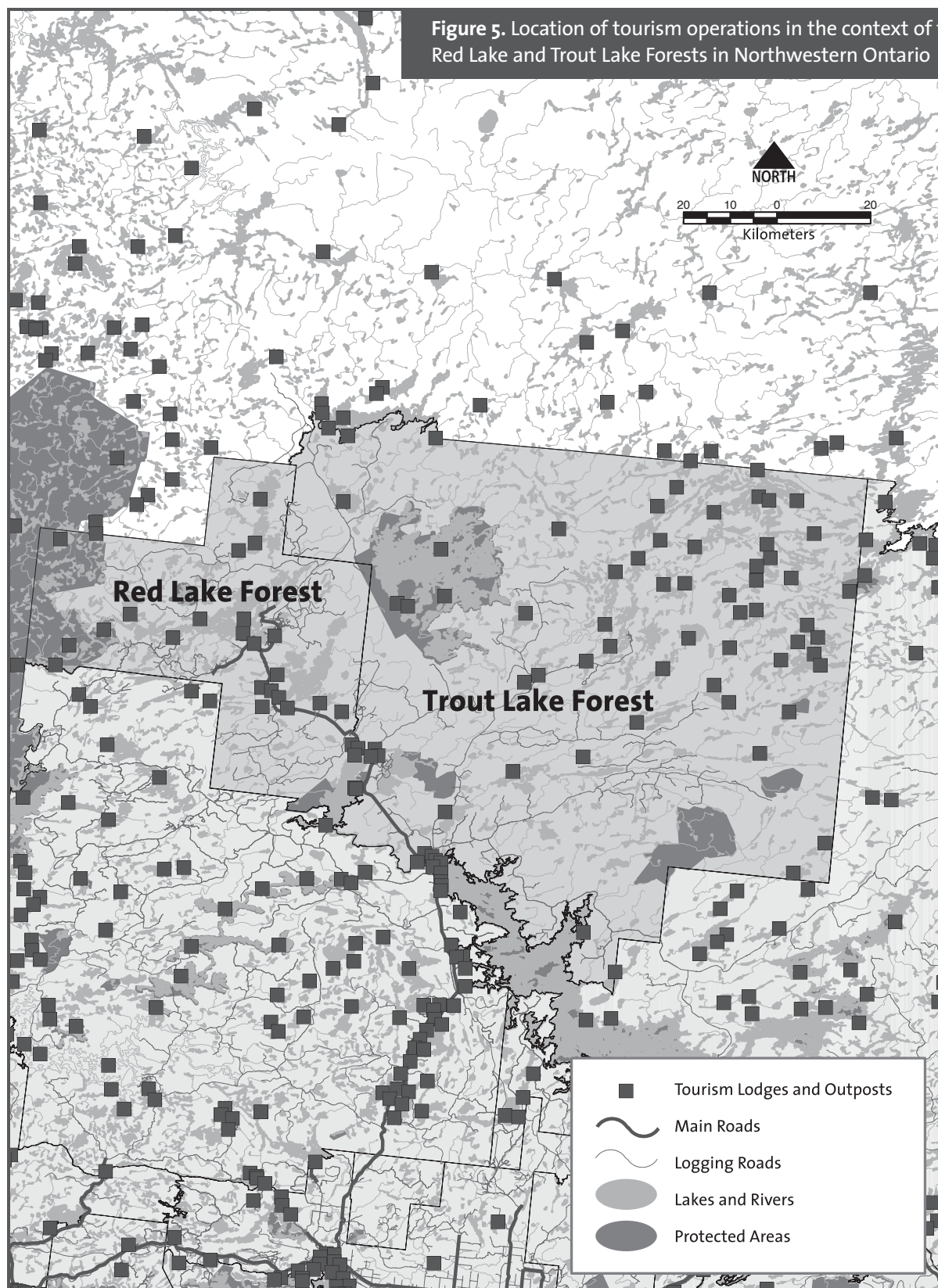
Some operators indicated that RSA-like agreements signed in the past were not always enforced. Also, measures included in RSA-like agreements were described as insufficient to address the problems noted by operators (e.g., harvesting to shoreline occurred, and access

---

**Research from other countries has found that informal travelers – backpackers, for example – have a greater economic impact and spend more money in the communities they visit than travelers who have purchased a package from a tour operator**

---

**Figure 5.** Location of tourism operations in the context of the Red Lake and Trout Lake Forests in Northwestern Ontario



Map produced by the Wildlands League and Ontario Nature with Data supplied under Licence by Members of the Ontario Geospatial Data Exchange (2004).

controls were not enforced). One respondent observed that it is ultimately the Forest Management Plan (not the RSA) that is approved by the MNR and that determines what will occur on the land base.<sup>49</sup>

Within the Red Lake and Trout Lake Forests, 69 operators were eligible to participate in the RSA process, and four RSAs had been signed.<sup>50</sup> One RSA was negotiated between a remote operator in the Trout Lake Forest Management Unit (northeast of Red Lake) and Weyerhaeuser, the Sustainable Forest Licence holder. These two businesses have a long history of conflict and provide a good example of the typical forestry/tourism relationship in northern Ontario. The details of this relationship illustrate the types and range of mitigation measures used by the forest industry to protect tourism values. There are, however, outstanding conflicts on the Trout Lake forest regarding new road access to remote lakes with high tourism value.

In the late 1990s, an operator in the Trout Lake Forest Management Unit requested issue resolution through the MNR and then made an environmental assessment bump-up request to the Ministry of Environment regarding the Trout Lake 1999 forest management plan. The request was denied. At issue was potential road access to the lake, as well as aesthetics and noise. More recently, an RSA has been signed, demonstrating how formal agreements may help to reduce the impact of forestry operations on tourism values. As a result of the agreement, the following mitigation measures are now in place:

1. 200-metre shoreline reserves surrounding the lake
2. no roads or landings within 120 metres of the shoreline reserves
3. forestry operations restricted to the fall and winter seasons
4. roads to be site-prepared<sup>51</sup> and regenerated
5. prompt regeneration to follow harvesting

Communication between the parties is ongoing and may result in the seasonal restrictions on forestry operations being lifted during slow tourism periods.<sup>52</sup> The agreement provides an example of how formal measures to protect tourism values can assist in reducing conflict between RBT operators and the forest industry.

The foresters interviewed indicated that over the past 10 to 15 years the relationship between

the tourism and forestry industries has shifted from adversarial to more cooperative. In the past, forestry companies essentially “had the run of the land”; there was not the same push by government agencies for stakeholder consultation that is seen today. In the past, also, many tourism operators were completely opposed to forestry operations; now, more are willing to negotiate and provide input into forest management.

Communication between the two industries has improved, and this is key to the success of the RSA process. RSAs can facilitate a better understanding between the industries and are helping to build “social capital” in the case study communities. The RSA process benefits both parties by encouraging communication, building trust, and increasing knowledge and data through RSAs, inputs into Forest Management Plans, and, potentially, maps.

This sentiment was echoed in interviews with company forest managers, who identified two main problems related to the MNR’s role in managing the relationship between the tourism and forest industries:

1. access management following the completion of forestry operations
2. the timely development of tourism values maps (see next section)

Currently, the Sustainable Forest Licence holder is responsible for planning, constructing, and maintaining roads, while the MNR is responsible for enforcing any restrictions placed on a given road’s use.<sup>54</sup> The MNR may use signs to limit road access, but this approach is often ineffective. Lack of enforcement contributes to the perception that agreements have been breached, resulting in conflicts between RBT operators and the forest industry.<sup>54, 62</sup>

Since 1998, the MNR’s forest management field staff has been reduced by 50 percent, and the number of forest-related field inspectors has been reduced by 67 percent.<sup>55</sup> This limits the development and implementation of effective RSAs in areas where the MNR plays an integral role, including enforcing compliance with approved access plans. It is important for the MNR to increase its effectiveness in enforcing access controls. That said, there appears to be some progress through RSAs. However, it is difficult to evaluate their effectiveness broadly since RSAs are a fairly recent initiative in Ontario.



The potential for clashes between RBT operations and forestry activity increases as timber harvesting encroaches on remote landscapes. When new roads cut through the forest, road-based users, such as prospectors, anglers and hunters, gain open access to remote areas. Remote operators identified both forestry operations and increased motorized access to areas that previously had no roads as their two biggest concerns for their businesses over the next five years. Recurring themes in interviews included concerns about landscape and shoreline aesthetics, remoteness, and healthy fish stocks. All of these concerns relate directly or indirectly to the impact of forestry activities on the landscape.

RSAs may be helpful in addressing site-specific, small-scale concerns, but they are not effective in addressing big picture or large landscape access issues in Ontario's boreal forest.

#### 4.3.1 Remoteness

In the tourism context, "remoteness" is defined by the MNR as "a tourism resource that is not accessible by road and is based on a remote wilderness experience where access is only gained through air, water or rail. The important attributes of this product include inaccessibility, isolation from visual and auditory impacts, and high quality environmental resources (e.g., fish and wildlife)."<sup>56</sup>

Problems therefore arise when forestry operations approach tourism areas and infringe on visitor expectations of peace, quiet, and a wilderness experience. One operator whose sentiments were echoed repeatedly in interviews said, "Pristine, unaccessed wilderness is a big selling point." Out of province visitors and residents who pay for a remote fly-in experience may be disturbed by the visual effects of logging roads and recently harvested forest areas, and by the noise that accompanies forest industry activities. According to one respondent, tourism wilderness and resource values drop due to road access and over-use. Another operator had boat caches on a remote lake. The area was once isolated, but now there are logging buffer zones with skidder trail access, which allows drive-in access by the general pub-



Bruce Petersen

Despite the proven value of remoteness to attracting visitors, Ontario still does not have an effective roadless areas policy.

lic. Clients still fly to the boat cache on day trips, but it is a harder sell now that there is so much logging and the atmosphere has changed.

This anecdotal evidence is supported by a 1998 Centre for Northern Forest Ecosystem Research study,<sup>57</sup> which revealed that remote and semi-remote tourism establishments charge significantly more for accommodation packages than road-accessible establishments do. Some survey respondents indicated that they have moved north of the Area of the Undertaking to escape the negative effects of the forest industry on their tourism operations.<sup>58</sup>

The Tourism and Forest Industry Memorandum of Understanding described how "remoteness" as a value will be protected in forest management planning and RSAs:<sup>56</sup>

Where the [RBT operation] has identified remoteness as a value to be protected, then the prescriptions identified in the *Tourism Guidelines* shall be applied to maintain a *reasonably similar level of remoteness* as existed prior to forest management operations. The prescriptions to be considered will include, but are not limited to: no harvest areas; *functionally roadless* strategies; modified operations.

A "reasonably similar level of remoteness" means that the tourism value(s) have the same level of remoteness on the ending benchmark date as on the beginning benchmark date.<sup>60</sup>





CPAWS Wildlands League

Controlling access to existing road networks has proven difficult, which highlights the need for comprehensive access planning.

“Remoteness” refers to accessibility; in other words, access to the tourism value(s) should be limited to the same methods, and be similarly easy or difficult, on the ending benchmark date as on the beginning benchmark date.<sup>56</sup>

In “functionally roadless” areas, roads are generally discouraged and may be prohibited except for forest management purposes. Any roads that are permitted are generally constructed to the lowest possible standard (for example, tertiary roads or winter roads), located to facilitate decommissioning, and/or restricted to specific activities and uses. Functionally roadless areas are normally maintained to protect and promote a tourism value or values that might be negatively affected by permanent, public road access.

The concept of functionally roadless areas may be useful to protect semi-remote tourism operations from the negative effects of forestry operations. However, weak enforcement of access restrictions has limited their effectiveness in Ontario. A 2003 study conducted by CPAWS–Wildlands League and Sierra Legal Defence Fund in the Temagami District, based on field inspections, revealed a 55 percent access control violation rate. Similarly, MNR inspection records suggest a conservative estimate of violation frequency of 45 percent in the 14-year period between 1977 and 2000. These high violation rates appear to be due partly to the inherent difficulties of limiting access, and partly to inadequate road planning and access control strategies. The CPAWS–Wildlands League and Sierra Legal Defence Fund study concluded that the evident

challenge of implementing effective access controls is a strong argument for keeping areas road-free, and, where roads are built, for minimizing road density, avoiding sensitive areas and carefully planning access controls.<sup>62</sup> Unfortunately, a significant gap in Ontario's forest management is an adequate provincial policy regarding the maintenance of roadless wilderness areas and the protection of remoteness on the intervening landscapes and waterscapes outside parks and protected areas where forest management occurs. This policy is still lacking,

even though its development was mandated in 1994 by the Class Environmental Assessment on Timber Management.

In 1997, the MNR produced Ontario's Approach to Wilderness: A Policy (Version 1.0). However, this policy fails to meet the requirements of the Class EA because it focuses on using parks to meet roadless wilderness objectives, whereas the requirement was to develop a provincial roadless policy for the managed forest.

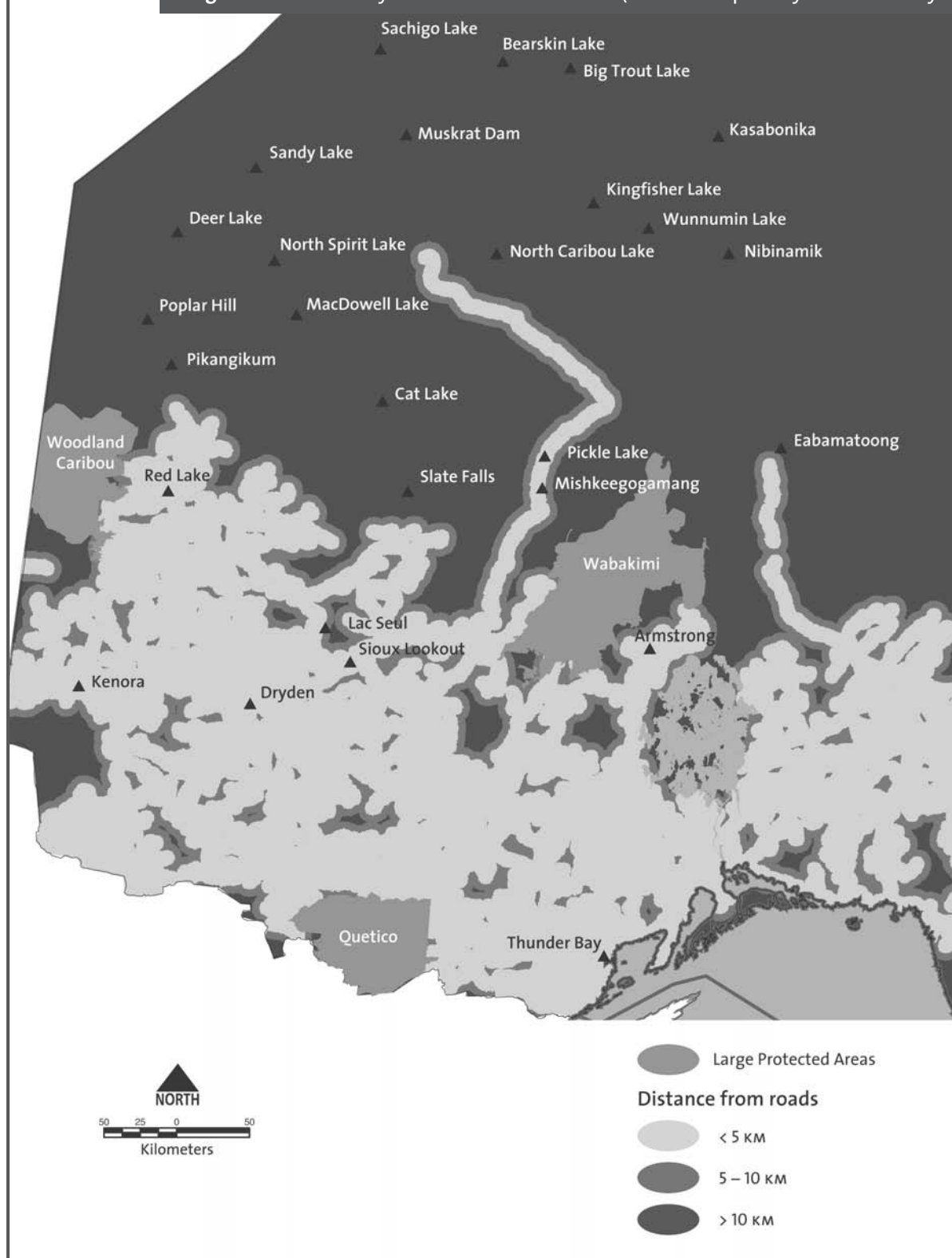
Opportunities to enjoy a remote landscape are increasingly rare in the southern boreal forest of Ontario as roads are constructed to access more lakes and forests (see **Figure 6** for road density in Ontario). Visitors and residents who value remote recreational opportunities are not looking for exclusivity; they want to ensure that, like them, others access remote areas by plane, hiking, or canoe.

#### 4.3.2 The impacts of road access on tourism values

The number of road-free areas in Ontario is decreasing. At the same time, several groups argue that road access should be increased and/or maintained in the province. Some angler and hunter groups have traditionally lobbied to keep logging roads open by stating that it is a civil right to have free road access to all Crown lands.

Road-accessible operators were less concerned about increasing road access than remote operators, since they use roads to move customers from site to site. However, even road-accessible operators commented that there was a need for better road planning, suggesting that roads should be

**Figure 6.** Road density in Northwestern Ontario (includes all primary and secondary roads)



Map produced by the Wildlands League and Ontario Nature with Data supplied under Licence by Members of the Ontario Geospatial Data Exchange (2004). Distance to roads provided for primary and secondary roads.

designed to cross rivers only once. The Woman River, for example, has multiple road crossings, which decreases the quality of the wilderness experience for canoeists, even in places where the shoreline landscape remains intact.

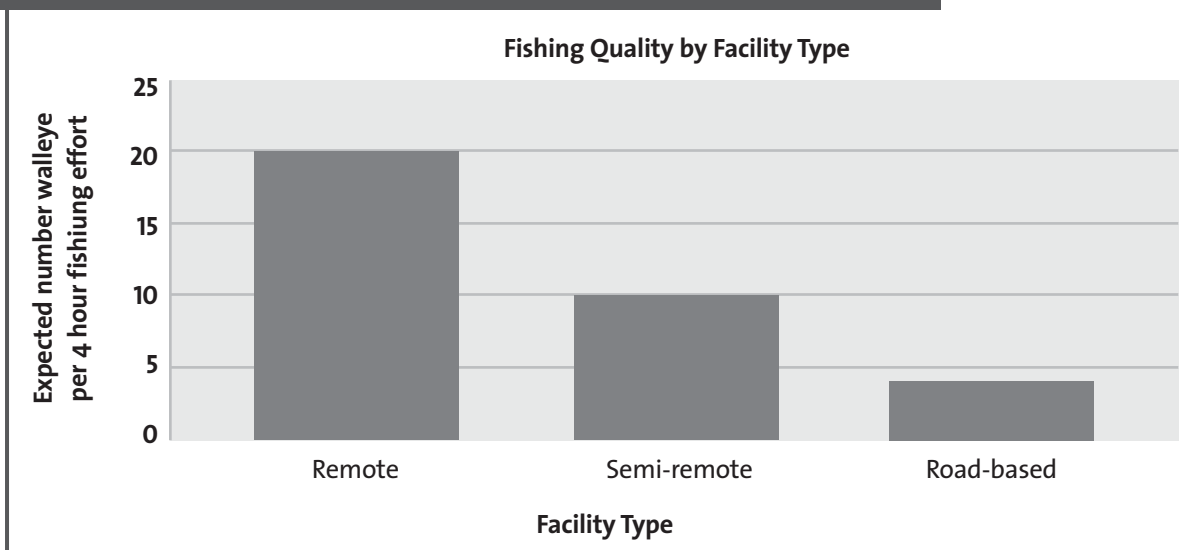
Remote operators were concerned that roads reduce remoteness and may eliminate the economic viability of remote operations.<sup>63</sup> One remote operator described a remote fly-in lodge that hosts 150 people, seven days a week, all season long. If it were road-accessible, this respondent reported, the lodge would require 600 guests – four times the current number – to produce similar revenues, but the fishery could not sustain this number of people.

Road-access operations, too, worry about losing control of the fishery with increased road access.<sup>64</sup> One operator interviewed in Red Lake is concerned

that Ontario is developing a “two-tier tourism industry” – protecting fly-in camps at the expense of road-accessible operations. There is a clear need to balance protection for fly-in lakes with protection for road-accessible ones. Operators pointed to the need for more careful management of roads and access points to lakes, as well as improved protection for the remaining remote areas in Ontario. Doug Reynolds of Nature, Outdoor Tourism Ontario (NOTO) noted that an adaptive management program with a requirement to report to the people of Ontario is needed to monitor the success of access controls. It would also be helpful in monitoring road-based recreational opportunities.

According to RBT operators, fishing quality, as measured by reported catch rates, declines dramatically as lakes become more road-accessible<sup>19, 109</sup> (Figure 7).

**Figure 7.** Expected walleye catch rate for an average angler per four hours of fishing<sup>19, 109</sup>



A 2000 study provides further evidence to substantiate the concerns expressed by operators. The study examined the effects of exploitation of the lake trout fishery following improved road access on Michaud Lake in Ontario.<sup>67</sup> The new road meant that anglers could access the lake in the winter via snowmobiles and all-terrain vehicles, and in the spring using trucks and boats. Less than three weeks after road access was improved, the estimated maximum sustainable yield was exceeded. Within five months, the adult lake trout population had been reduced by 72

percent.<sup>67</sup> The study concluded, “Forest access roads and the increase in angling pressure that they create may have a far greater impact on Boreal Shield lake trout populations than spawning habitat loss due to sedimentation.” RBT business owners are aware of the link between access and the health of the fishery resource, and remote establishments work hard to keep roads from reaching the lakes where they operate.

Furthermore, there are signs that the attitudes of user groups may be changing. In a 2001 survey, Thunder Bay moose hunters identified access as



James Raffan

Logging activities may have a direct impact on fish and wildlife populations and reduce the aesthetic quality of the wilderness experience by increasing noise and reducing forest cover.

an important issue. Many moose hunters, for example, recognized the importance of RBT and did not necessarily expect that currently road-free areas should all become road-accessible to hunters.<sup>69</sup> Recent talks between Nature, Outdoor Tourism Ontario and the Ontario Federation of Anglers and Hunters have also explored the need for a range and diversity of access opportunities in the province, especially given increases in road density across the province.<sup>70</sup>

#### 4.3.3 Aesthetics

Interviews with operators suggest that there is a certain level of acceptance of the forest industry as an economic reality, which does not demand that all forestry operations be hidden from tourism clients (who may see operations while driving or flying to the RBT business). Road-accessible operators were more likely to rank aesthetics over road access as their main concern regarding forest industry operations.

Common concerns about aesthetics emerged, regardless of the type of operation. Business owners want shorelines, and especially the views from their camps, to be free of logged areas. Where harvesting is visible, operators want the

sites “greened up” as quickly as possible; the aesthetics of even a young forest are more appealing than those of a freshly logged area. Early green-up is also one of the suggested measures in the Management Guidelines for Forestry and Tourism.<sup>71</sup>

Some comments addressed the inadequacy of shoreline reserves and noted that there are areas with visible cuts behind 50-metre buffers. It was suggested that at least 500 metres may be required to create an adequate buffer. One respondent felt that forestry companies were “pushing the limit,” and that clients should not see cutovers, roads, or pulp trucks once they are on the lake.

#### 4.4 Documenting resource-based tourism values

Inventories and maps are important tools for understanding landscape requirements, as well as the potential impacts of tourism development. During the RBT operator interviews, participants were therefore asked to contribute their local knowledge to a tourism values mapping exercise.

**Table 10.** Resource-based tourism values as identified by survey respondents

Identified Resource-based Tourism Values
Good fishing*
Sand beaches (often used for shore lunches)
Wildlife viewing and hunting areas
Waterfalls
Historical sites (such as old Hudson's Bay Company sites)
Undeveloped shorelines
Remoteness
Bear management areas & minnow blocks
Eagles' nests
Northern lights
All-terrain vehicle (ATV), Snowmobile, and portage trails
Wild rice patches
Other lakes (accessible by portage or other means to supply fishing opportunities)
Lodges and outposts
Boat caches
Canoe routes

\*Good fishing was the most frequently emphasized value.

The goal was to map the natural resources and landscape values that operators deem critical to the continued success of the RBT industry (e.g., lodges, outposts, lakes and creeks, and fish and wildlife areas).

The mapping exercise and a review of existing guidelines led to some insights regarding the current approach to inventories and mapping in tourism planning. According to the operators, some of the most important features of the landscape are beauty, undeveloped shorelines, abundant fish and wildlife, and the peace and quiet associated with remote wilderness areas (Table 10). Some of these attributes are spatially explicit — that is to say they can be identified as a point on a map (e.g., important shoreline locations, good walleye lakes, waterfalls, and old-growth stands). Other features, however, add immeasurably to the tourism experience but cannot necessarily be captured as points on a map (e.g., remoteness, peace and quiet, and the northern lights).

The lists of important values identified by operators differed, since they ultimately reflect the interests of the clientele using a specific area and the operator's local knowledge of which sites appeal to guests. It is important to note that some values are protected under existing provincial guidelines. For example, the Timber Management

Guidelines for the Provision of Moose Habitat protects moose aquatic feeding areas, which may also provide good locations to view wildlife. In this way, many important tourism values may already be captured through forest management planning in the MNR's Natural Resource Values Information System (NRVIS), and protected through existing forest management guidelines and/or policies.

However, there are other values for which this is not the case. For example, prescriptions to increase moose habitat may actually erode important habitat for other species, such as woodland caribou. In particular, the delineation of area-based attributes (such as remoteness and wilderness) has not been particularly well addressed in the current planning process, despite the fact that the Tourism and Forest Industry Memorandum of Understanding recognizes that remoteness and wilderness are highly valued by segments of the tourism industry. In its Criteria for Mapping Tourism Values for the Ministry of Natural Resources NRVIS (mapping guidelines), the MNR defines tourism values as "natural or cultural resources found in the forest which are important to a tourism activity or experience in which tourists participate."<sup>56</sup> For the purposes of proposing forestry prescriptions in an RSA, a tourism



value is further defined as a “feature on a map.” The MNR sets out nine criteria for mapping tourism values:<sup>56</sup>

1. the value must be capable of being defined spatially
2. the mapped information must be accurate
3. the information must be verifiable
4. the information must be timely
5. the value must be related to the operation of a tourism business
6. the value must be expressed in terms readily understood by both industries and the Ontario government
7. lake edge, or high water mark, is an important reference point in the establishment of measures for protecting tourism values
8. a forest value requiring special consideration as a tourism value is a value that does not receive consideration in any of the other guidelines
9. every tourism value map must be in support of one or more of the following resource-based tourism interests, as stated in the Tourism and Forest Industry Memorandum of Understanding:
  - natural aesthetics
  - remoteness, including maintenance of traditional means of access
  - maintenance of the perception of wilderness
  - sustainability and enhancement of fish, game, and wilderness opportunities necessary for tourism operations
  - maintenance of the perception of Ontario as a world-class wilderness tourism destination

In practice, mapping as it is currently carried out does not address area-based values, such as remoteness, wilderness, or the “perception of Ontario as a world-class wilderness tourism destination,” even though these values are identified as resource-based tourism interests in the Tourism and Forest Industry Memorandum of Understanding. According to the MNR, however, “this in no way diminishes their significance.”<sup>56</sup>

This highlights one of the challenges of mapping tourism values: the existing inventory methods focus primarily on site-specific resources and lack specific consideration for overall usage patterns over larger areas. Another shortcoming of the criteria is that they do not take into account

cultural values around which Aboriginal people and others may wish to build tourism opportunities (see Section 5.1 for a discussion of the emerging Aboriginal tourism market).

Another problem raised in interviews pertains to the MNR’s role in producing the tourism values maps that are used for RSAs and as an input into Forest Management Plans. The MNR is responsible for developing these maps, and guidelines for mapping tourism values are laid out in the 2001 Memorandum of Understanding. However, some operators (and forest managers) noted that tourism values maps were either inadequate or not produced at all for a given planning area. In the case of the Red Lake Forest Management Plan approved in 2003, for example, the tourism values map was never produced. This contributes to the difficulty of developing appropriate management prescriptions for known tourism values.

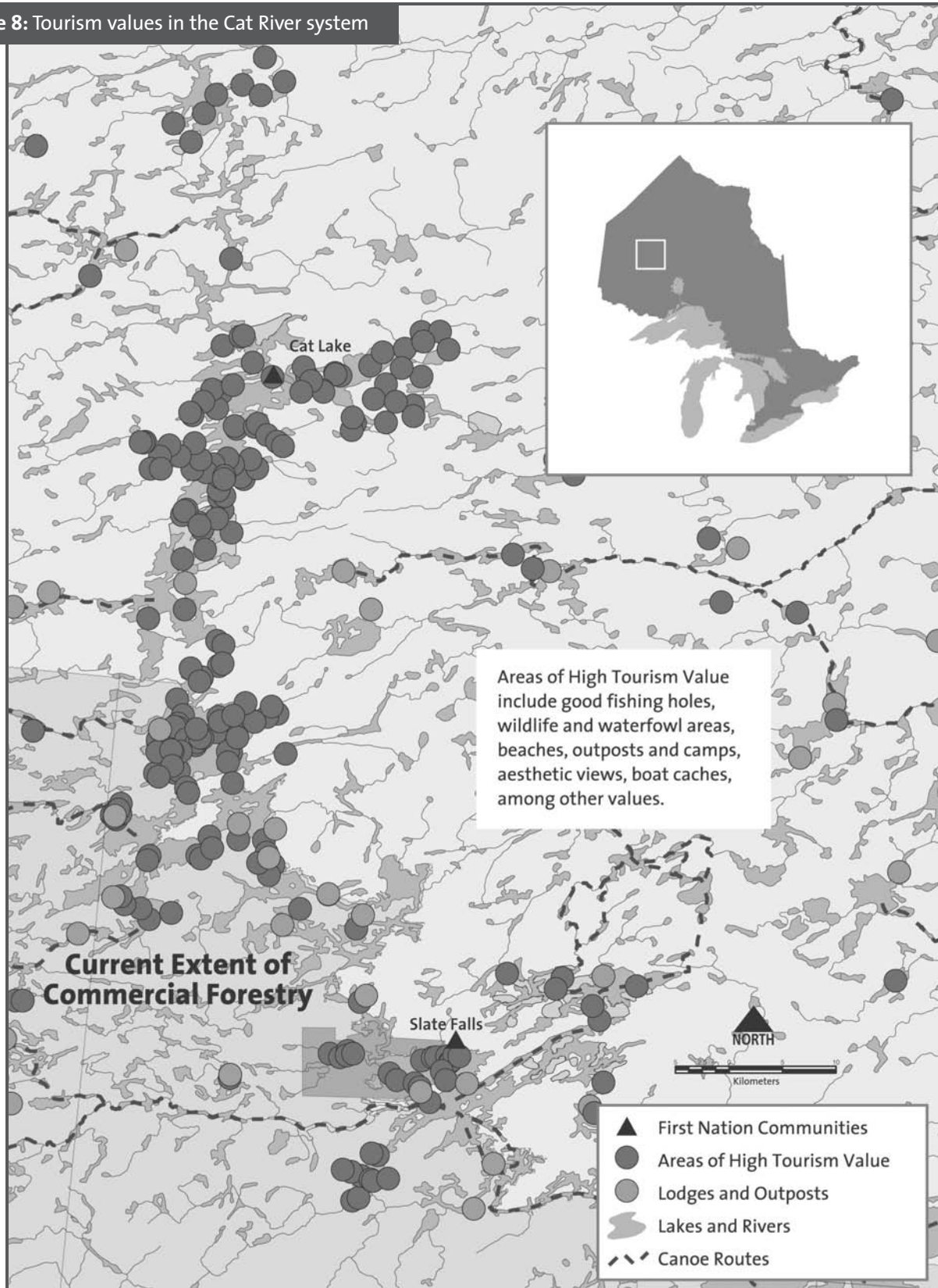
To identify key tourism opportunities and constraints in landscape planning, it is critical to use local knowledge, community input, and a complete tourism values resource inventory with appropriate mapping products. **Figure 8** provides an example of a mapping product that was an output of the tourism values inventory exercise. It has the potential to provide important input into community-based land use planning and forest management planning to ensure the protection of high-potential tourism areas in the Cat River system.

## 4.5 Trends in the resource-based tourism market

### 4.5.1 Changes in the angling and hunting market

The current RBT industry in Ontario relies primarily on angling and hunting; these are Ontario’s “premier products,” and RBT operators have been successful at marketing them, especially to Americans.<sup>75, 16</sup> Although angling and hunting markets have, in general, seen very little growth in recent years,<sup>16, 112</sup> practices and approaches are changing. For example, “Catch-and-Release” (CAR) fishing is becoming increasingly popular.<sup>16</sup> Discussions with tourism operators revealed two interesting trends within the angling market. The first is increased promotion of conservation methods, such as CAR fishing, and conservation licences.<sup>78</sup> The second is the introduction of more special regulations, or initiatives led by tourist

Figure 8: Tourism values in the Cat River system



Map produced by the Wildlands League and Ontario Nature with Data supplied under Licence by Members of the Ontario Geospatial Data Exchange (2004). High Tourism Values data collected by the Forest Guardians Team, Cat Lake First Nation (Summer, 2003).

outfitters to encourage conservation measures. Examples of special regulations include the Lake St. Joseph Accord and self-imposed regulations adopted by the Gullrock Lake Camp Owners Association.

Lake St. Joseph is located south of Pickle Lake, off Highway 599. The Lake St. Joseph Accord was created in 1989 by the MNR and RBT operators on the lake to control the number of people fishing through the use of a tag system. Over the years, more and more regulations have been introduced, including the mandatory use of single, barbless hooks. In addition to going beyond the government regulations, the operators themselves do not allow anglers to take oversized fish. All of the operators pay into the tag system, and the money collected is used for research.

The most positive effect of the Lake St. Joseph Accord is that it is teaching anglers to be conscientious and conservation-minded. One operator, who has acted as a guide on Lake St. Joseph for six years, has observed an increase in fish sizes as a direct result of the accord.<sup>79</sup>

Meanwhile, outfitters on Gullrock Lake encourage customers to use a conservation licence by offering to pay for the licence. They also offer golfing packages, which take pressure off the fishery, and have implemented mandatory CAR for trophy-sized fish.<sup>80</sup>

Interviews with operators revealed that small incentives can reduce the impact of anglers on the fishery and are easily sold to customers.<sup>81</sup> These measures may include providing conservation licences for free or running CAR contests – for example, win a hat for releasing the largest trophy fish. Lake St. Joseph had the strictest fishing regulations encountered during this study, yet operators reported that customers had a positive experience of the restrictions: “they appreciate them.”<sup>82</sup>

#### 4.5.2 Diversification

Non-consumptive tourism and eco-tourism are types of RBT that are on the rise and have huge market potential in North America. Researchers

believe Ontario has the necessary, world-class resources to cater to this expanding demand.<sup>16, 75</sup>

Currently, most RBT business in Ontario comes from the U.S. and Ontario. Over 1.5 million Ontarians engage in wildlife viewing annually, and nature-related expenditures totalled over \$4 billion in 1996.<sup>84</sup> North Americans are interested

in a number of non-consumptive activities, such as wildlife viewing and hiking.<sup>84</sup> Preferred activities tend to be low-risk, non-motorized, and non-consumptive (visiting parks, viewing wildlife, etc.) and preferred settings are natural forests with the fewest human or industrial alterations.<sup>86</sup> The interviewed operators identified a trend of people coming to fish, but spending more time doing non-consumptive activities, such as resting, reading, or playing golf.<sup>87</sup>

Some RBT operators are interested in increasing their capture of this non-consumptive market and have already started to offer non-consumptive activities to their guests. One example is provided by an operation in Magnetawan, Ontario, that was originally a lodge for anglers. Concerned about an unsustainable fishery, the owner looked for other ways of developing revenue. He now advertises the resort as an “outdoor recreation activity” destination and offers unique trips on the Trans-Canada Trail on dog sled and horseback.<sup>88</sup> In interviews, the owner described the process of diversification. He explained that although the resort still has all the amenities of a fishing lodge, it now participates in niche markets, such as trail sightseeing and weddings. The resort also installed hot tubs, an investment that paid off in less than two years because rates were significantly elevated and demand was high. Today, fishing has become the secondary focus of the resort. Reynolds of NOTO added that he is seeing more operators offer new non-consumptive activities to their guests. He said that this development is important because an upswing in non-consumptive activities puts less pressure on the resource – the fishery.

**Non-consumptive tourism and eco-tourism are types of RBT that are on the rise and have huge market potential in North America. Researchers believe Ontario has the necessary, world-class resources to cater to this expanding demand.**

# RESOURCE-BASED TOURISM IN THE NORTHERN BOREAL INITIATIVE



CPAWS Wildlands League

Currently, tourism operations in the northern boreal forest are accessible only by air and offer a true remote wilderness experience in an intact forest area.

**From a tourism perspective, the Northern Boreal** Initiative planning area presents a unique opportunity because of its relatively undeveloped character. The current abundance of intact forest areas has the potential to provide a world-class remote travel experience to interested visitors. Few other areas in the world retain high-calibre, large wilderness areas equivalent to those found in Canada's northern boreal region.

A review of land use planning across Canada shows that every province and territory has some sort of land use planning or major resource development initiative underway.<sup>90</sup> British Columbia uses the Tourism Zonation System (TZS), a planning approach that uses zoning to characterize the tourism potential of different areas of the province as urban, frontcountry, midcountry, or backcountry.<sup>91</sup> Within Canada's developing northern landscapes, the backcountry zone is identified

as a rapidly diminishing resource. At the same time, it is an aesthetically attractive and internationally appealing tourism image.

Given its shrinking availability elsewhere in the world, and growing demand from an affluent traveling public, wilderness promises to play an increasingly important role in the RBT industry. The Northern Boreal Initiative planning process will be critical in determining the future of a tourism resource of international significance. Additionally, planning to maintain remoteness in the Northern Boreal Initiative area will be important to residents and visitors who value remote recreational opportunities, intact forests, and world-class fisheries.

As an economic objective, remote RBT can be a good fit for developing economies in the Northern Boreal Initiative planning area because

1. it is a high revenue generator



2. it relies on the pristine attributes that are characteristic of the Northern Boreal Initiative planning area
3. it is one of the few industries that may complement many of the traditional land use activities practised by First Nations communities in the northern boreal region (e.g., fishing, hunting, and trapping)

Distance is often seen as a disadvantage to northern economies. In this respect, RBT has an edge over other forms of economic activity. When it comes to RBT, “remoteness” is a positive attribute that sells.<sup>92</sup> “No commercial fishing on this 10,000 acres of water and with the nearest logging road 30+ miles away, access is limited to airplane year-round!” That’s the sales pitch for one remote operation in the Sunset Country Travel Region. Furthermore, it has been proven that the remote sector appeals to an up-market client who is willing to pay more.<sup>93</sup>

A 2003 Centre for Northern Forest Ecosystem Research study supports these findings: remote and semi-remote tourism establishments charged significantly more for accommodation packages than road-accessible establishments. NOTO has begun to recognize just how unique remoteness is. In a recent newspaper article, NOTO Executive Director Doug Reynolds contrasted northern Ontario with nearby U.S. cities: “Our remoteness experience in the North is everything that a city is not...if you have a road, you don’t have remoteness.”<sup>94</sup>

To date, RBT in the northern boreal region remains relatively free of the intense land use conflicts that challenge operators in the Area of the Undertaking. However, RBT operators interviewed in the Cat River system identified many of the same concerns about future development in the northern boreal that are the basis of present conflict in the Area of the Undertaking. Road access, overfishing, loss of remote character, and negative impacts from the forest industry ranked high on their list of concerns related to impending development. From an Aboriginal perspective, ownership of Crown lands is also a contentious issue, since a lack of consensus remains between the Government of Ontario and First Nations concerning the interpretation of Aboriginal and treaty rights.

RBT operators north of the Area of the Undertaking were generally aware of the policy

initiatives affecting their businesses, such as the Northern Boreal Initiative and the development of RSAs between operators and forestry companies in the Area of the Undertaking. There is a fear that as commercial development moves into the northern boreal region, tourism will again take a back seat in land use planning, and operators will have to fight to maintain the remote landscape attributes their businesses require, in the face of pressure from other commercial users. One operator expressed the need for controlled planning and development, and stated that government was not taking a clear stance or providing enough direction in regard to the tensions that exist between conservation, economic interests, broad public demand, and First Nations rights on the Northern Boreal Initiative land base. The lack of documentation and mapping of tourism values in the planning area to date were also highlighted as problems.

Existing policy direction through the Northern Boreal Initiative suggests that future commercial resource allocations will consider First Nations economic objectives, and that development will be consistent with community-based land use plans. However, tourism licences in the northern boreal region have already been allocated, and many licences are held by non-Aboriginal operators.

The 2004 Process Guidelines for the Disposition of Crown Land to the Resource-based Tourism Industry apply province-wide, as does the application review process. One paragraph on page 2 provides direction on the disposition of tourism resources in the far north:

Careful consideration has historically been given to all applications for development in the northern area of the province. Remote First Nations communities are located throughout this area. Tourism and other economic opportunities are essential to local economic well-being and development. Proposals which do not have the support of potentially affected First Nations could face significant delays and uncertainty. This support could be in the form of a Band Council Resolution, or in other forms of demonstrated Band support. Consultation with First Nations is to be undertaken as per PL 4.02.01 and other relevant Ministry direction.

However, while the guidelines highlight the



importance of First Nations support for tourism proposals, interested Aboriginal applicants still have to meet province-wide requirements to qualify for licences. At present, studies in the Sunset Country Travel Region show that a total of just 1 percent of accommodation operations are Aboriginal-owned. It remains to be seen how future dispositions of tourism opportunities unfold in the Northern Boreal Initiative planning area.

Finally, Crown lands currently remain open to staking under the *Mining Act*. Staking of mineral claims across the broad landscape is occurring pre-emptively, independent of the community-based land use planning processes that are underway. Despite commitments by government to ensure that First Nations communities have control over what happens on their traditional lands, the net outcome of unrestricted staking is that it reduces land use options at the outset, before decisions about appropriate landscape-level development can be made. This may mean lost opportunities for identifying and preserving areas of high tourism potential in the Northern Boreal Initiative planning area.

## 5.1 The growing Aboriginal tourism market in Ontario

The Northern Ontario Native Tourism Association (NONTA), founded in 1987, facilitates Aboriginal involvement in the tourism industry. A recent market analysis completed for NONTA revealed that significant opportunities exist for Aboriginal RBT. Although the main draw for tourists headed to northern Ontario is the outdoors, cultural and heritage activities can augment the experience of visitors.<sup>75</sup>

There have been a number of recent developments in Aboriginal tourism. For example, NONTA and its subsidiary Moccasin Trails Inc. Fishing Adventures are offering new fishing vacation packages that combine “access to newly opened lakes” and “exceptional service.” Nine project partners, including an airline, trucking service, and four new outpost camps – all owned and operated by Aboriginal entrepreneurs – offer vacation packages that include a flight directly from Thunder Bay. Revenues in the first year of operation were approximately \$450,000. Spin-off effects include the sale of refreshments and crafts

in the communities, and jobs maintained and created. The Northern Stores in the communities of Webequie and Bearskin Lake have collectively increased their revenues by \$50,000 by providing services and supplies to the camps.<sup>96</sup>

NONTA’s 2002 analysis showed positive trends and a growing demand for cultural tourism experiences, particularly in the European market. The report identified specific product development needs in the field of Aboriginal tourism, including

1. more Aboriginal-themed major demand-generating attractions, or “flagship” facilities that raise interest and draw attention to the market
2. significant upgrades to accommodation to tap into the “soft,” or non-consumptive, tourism market by offering higher-quality facilities in attractive natural settings
3. significant additional packaging themed around Aboriginal culture and traditions

So opportunities exist to improve existing facilities and develop new ones. A 1993 Nishnawbe Aski Nation/Ministry of Tourism and Recreation report concluded that tourism development in native communities should take different forms depending on access. The report recommended that road-accessible communities develop facilities to attract the mass tourism market, while fly-in communities focus on specialty markets by accommodating community stays, fishing, hunting, and canoeing.

The potential strengths of an Aboriginal tourism market in the northern boreal region, according to the report, include vast areas of globally significant, “untouched” wilderness, heritage and provincial park river systems, historic settlements, internationally significant wildlife viewing opportunities, and world-class fisheries. A world heritage site in Northwestern Ontario led by First Nations was recently proposed and this would also be a significant strength of an Aboriginal tourism market. Among the weaknesses identified were the high cost of transportation, the need to diversify a traditionally hunting- and fishing-based market, a short summer season, lack of training of some community members in running tourism operations, difficulty in accessing capital, and competition with similar products in neighbouring provinces.

## 5.2 “Their tourist attraction is our way of life”

In land use planning, it is critical to consider the social, as well as economic, impacts of Aboriginal tourism. There is a fine line between spirituality, marketing, and exploitation; not all aspects of Aboriginal culture are appropriate to share with tourists.<sup>97</sup> Experience in other jurisdictions has shown that traditional resource uses and users can be seriously affected by attempts to preserve areas for tourism. Depending on the scale and location of development, for example, tourism can result in indigenous and local communities losing access to their land and resources, as well as sacred sites. Tourism can also have a complex impact on cultural values.<sup>98</sup> Community members and leaders will have to decide to what extent they are comfortable sharing their culture or way of life. Northern Boreal Initiative planners, as well as community leaders, must ensure that this issue is properly addressed through land use planning and subsequent tourism planning.

A 2003 RBT conference in Thunder Bay shed light on this challenge from a local perspective. In his address, Deputy Grand Chief Alvin Fiddler

recognized the global importance of the tourism industry, which is increasingly targeting the lands of the Nishnawbe Aski Nation as a destination for tourism development and parks. On the one hand, this is “good news.” On the other hand, Chief Fiddler reminded his audience, “their tourist attraction is our way of life.” Citing the need to define Aboriginal tourism rights, the Chief maintained that First Nations must be “active agents in the tourism industry, have control over tourism initiatives, become successful partners with governments or industry, and take part in the decision-making process and policy-making regarding tourism.”

Recognizing that tourism can be beneficial for communities when it is based on and enhances self-determination, Nishnawbe Aski Nation laid out some Aboriginal tourism principles for discussion (Box 1). Finally, Chief Fiddler suggested that instead of asking how First Nations can use sustainable tourism to preserve or protect their culture, a better formulation would turn the question around to ask, “How can the tourism industry/tourists become unique partners in enhancing and preserving our culture and lands and resources for future generations?”

### Box 1: Nishnawbe Aski Nation Tourism Principles

#### Consultation:

First Nations are not mere “stakeholders,” but constitutionally recognized holders of Aboriginal and treaty rights, including the rights of self-determination, informed consent, and effective participation. All First Nations whose traditional territories are used for tourism activity should have the right and opportunity to participate in decisions that concern them.

#### Respect:

Both host and visitor should have respect for the culture, lands, and resources of the First Nations of the Nishnawbe Aski First Nations. First Nations must be the natural resource and wildlife managers of our own lands, including parks.

#### Transparency:

Tourism businesses and parks should establish mechanisms of accountability to First Nations. Ownership of tourism businesses must be clearly defined. First Nations should be able to access information on tourism and park development that concerns them.

#### Sustainability:

The tourism businesses must be sustainable. This includes increased knowledge through First Nations capacity building, improved use of available First Nations resources through networking and partnerships, economic viability through responsible use of lands and resources, and building local economies through local purchasing and employment.

*Nishnawbe Aski Nation, 2003*

# CONCLUSIONS AND RECOMMENDATIONS



Bruce Petersen

Remote tourism needs to be treated as a valuable land-use rather than an afterthought in resource management and land-use planning.

**Ontario, and in particular the northern boreal region,** has globally significant land, water, and culture. It is in an excellent position to provide travelers, including residents, with a world-class wilderness tourism experience. More and more tourists are seeking out nature and the “thrill of exploring remote wilderness areas around the globe.” In fact, in the past decade, nature and adventure travel has emerged as one of the fastest-growing segments of the tourism industry.

Research in Ontario has shown that, in resource-based tourism, remoteness sells. Within the industry, the remote sector appeals to more up-market clients

who are willing to pay up to twice as much as clients of road-accessible tourism. In addition, Ontario research demonstrates that the quality of fishing is much higher in remote lakes than in road-accessible ones, and that, when new roads are built to access previously remote lakes, these lakes are “fished out” in a matter of weeks. Despite a clearly overwhelming interest in remote-based tourism, remote recreational opportunities across Ontario are shrinking as industrial development moves further into undeveloped northern landscapes. If remoteness is not planned for and maintained at a landscape

scale, then the risk is that all of Ontario's forests and lakes will be accessed by roads.

The World Tourism and Travel Council's Blueprint for New Tourism (2003) suggests that "incoherence in planning" is one of several factors that inhibit a vibrant tourism industry. It states that governments have a particular role in ensuring the sustainability of key tourism assets, including the natural and cultural resources that preserve the attractiveness of tourism destinations and the competitiveness of tourism businesses. In the northern boreal region, this applies as much to provincial resource management agencies as to the First Nations governments who must play a key role in ensuring that tourism assets are sustained into the future. Although tourism plays a demonstrably important role in northern economies, it is still treated as a constraint to other commercial resource industries that rely on access to Crown lands in Ontario. The RBT industry is further challenged in it has to justify its value repeatedly to the government to influence policy decisions dealing with resource-related issues.

For Ontario to remain a "world-class wilderness tourism destination," significant changes must be made to the current approach to the protection of wilderness tourism values through appropriate land use planning and access management.

This report offers eight recommendations for provincial and First Nations governments and planners:

1. Remoteness is a quantifiable economic value that can and should be managed. Ontario should protect a range of



Gary McCuffin

resource-based recreational opportunities in the boreal region, including remote-based recreational opportunities.

2. Given the difficulty of effectively controlling access, roads planning should be integrated into community-based land use planning and landscape level planning in Ontario's globally significant northern boreal region.
3. Impose a moratorium on resource allocation until community-based land use planning and landscape-level planning in the northern boreal region are completed.
4. South of the 51st parallel, plan to maintain remoteness at a landscape level (beyond the scale of forest management units) by developing a policy for access management.
5. Where roads are built, minimize road density, avoid sensitive areas, and plan carefully for access controls. Use adaptive management to monitor the success of access controls and report on these measures annually to the public.
6. Ensure that First Nations communities, partners, and governments agree on tourism principles and best practices for Aboriginal tourism before development begins in the northern boreal region.
7. Ensure that detailed tourism values inventories (including area and spatial values) and mapping are integral components of land use planning in the northern boreal region.
8. Ensure that communities have adequate resources to engage and lead land use planning in their traditional territories in the boreal region.



# RESOURCES

## 7.1 Contacts

### **Centre for Northern Forest Ecosystem Research (CNFER)**

955 Oliver Road  
Thunder Bay, Ontario P7B 5E1  
Phone: (807) 343-4000  
Fax: (807) 343-4001

### **Ministry of Natural Resources (MNR)**

Jim Steele, IM Coordinator, Forests — Business Solutions Services — Forests Section  
Phone: (705) 945-5938  
Fax: (705) 945-6638  
Email: jim.steele@mnr.gov.on.ca

### **Ministry of Northern Development and Mines (MNDM)**

Glenn Warren, Coordinator, Resource Based Tourism Diversification Program  
Phone: (705) 564-7513 or (866) 326-7526  
Email: glenn.warren@ndm.gov.on.ca

Stephen Harvey, Senior Policy Adviser — Forest Policy Section  
Phone: (705) 945-6713  
Email: stephen.harvey@mnr.gov.on.ca

Ralph Wheeler, Operations Manager — Northwest Region  
Phone: (807) 475-1263  
Fax: (807) 473-3023

### **Ministry of Tourism and Recreation (MTR)**

Jim Antler, Resource Stewardship Agreement Coordinator  
Phone: (705) 494-4159  
Fax: (705) 494-4086  
Email: james.antler@mczcr.gov.on.ca

### **Nature and Outdoor Tourism Ontario (NOTO)**

Todd Eastman, Research Analyst  
Phone: (705) 472-5552  
Email: todd@noto.net

### **Northern Ontario Native Tourism Association (NONTA)**

Mitchell Diabo, Partnership Development Advisor  
Phone: (807) 623-0497  
Fax: (807) 623-0498  
Email: mitch@nonta.net

### **Northwestern Ontario Tourism Association (NWOTA)**

Cindy Miller, Secretary  
Email: nwota@ff.lakeheadu.ca

### **Wilfred Laurier University**

Len Hunt, PhD Candidate  
Phone: (519) 747-4324  
Email: hunt5510@wlu.ca

## 7.2 Endnotes

1 World Resources Institute. 1997. Last Frontier Forests: Ecosystems and economies on the edge. Washington.  
URL: [http://pubs.wri.org/pubs\\_description.cfm?PubID=2619](http://pubs.wri.org/pubs_description.cfm?PubID=2619) (retrieved June 2003).

2 Eagles, P.F.J. 2001. *International Trends in Park Tourism: Task Force on Tourism and Protected Areas*. Matrei, Austria: World Commission on Protected Areas, IUCN. Prepared for Europarc 2001.  
URL: [www.wilderness-tourism.bc.ca/trends.html](http://www.wilderness-tourism.bc.ca/trends.html).



- 3 Christ, C., Hillel, O., Matus, S., and J. Sweeting. 2003. *Tourism and Biodiversity: Mapping Tourism's Global Footprint*. Washington, D.C.: United Nations Environment Programme & Conservation International.  
URL: [www.conservation.org](http://www.conservation.org).
- 4 Community-based Land Use Planning. Ontario Ministry of Natural Resources, 2002.  
URL: [www.mnr.gov.on.ca/MNR/nbi2002/mw\\_CLUPFinalbkp\\_ttf.pdf](http://www.mnr.gov.on.ca/MNR/nbi2002/mw_CLUPFinalbkp_ttf.pdf).
- 5 Sunset Country Travel Region comprises three regions of Northwestern Ontario: Patricia Region, Rainy River Region, and Lake of the Woods.
- 6 Participants in the Forest Guardians project, sponsored by CPAWS-Wildlands League.  
URL: [www.wildlandsleague.org/bigwild/firstnationscatlake.html](http://www.wildlandsleague.org/bigwild/firstnationscatlake.html).
- 7 Ceballos-Lascuráin, H. 1996. *Tourism, Ecotourism and Protected Areas: The State of Nature-based Tourism Around the World and Guidelines for Its Development*. Switzerland & Cambridge: IUCN.
- 8 Ewert, A. 1997. Resource-Based Tourism: Introduction and Overview. *Journal of Applied Recreation Research* 22(1):3-7.
- 10 Ministry of Tourism and Recreation. 1998. *An Economic Profile of Resource-based Tourism in Northern Ontario*.  
URL: [www.tourism.gov.on.ca/english/tourdiv/tourism/resource.html](http://www.tourism.gov.on.ca/english/tourdiv/tourism/resource.html).
- 11 Antler, J. 2003. Personal communication, June 10. Ministry of Tourism and Recreation.
- 12 Haider, W., Anderson, D.A., Daniel, T.C., Louviere, J.J., Orland, B., and M. Williams. 1998. Combining Calibrated Digital Imagery and Discrete Choice Experiments: An Application to Remote Tourism in Northern Ontario. In *Shaping Tomorrow's North: The Role of Tourism and Recreation*, eds. M.E. Johnston, G.D. Twynam, and W. Haider, 257-278. Thunder Bay: Centre for Northern Studies, Lakehead University.
- 14 Haider, W. 1993. A Comparison of Remote and Road-Based Anglers: A Case Study in North Algoma. In *Communities, Resources and Tourism in the North*, eds. M.E. Johnston and W. Haider, 199-220. Thunder Bay: Centre for Northern Studies, Lakehead University.
- 16 Ministry of Northern Development and Mines. 2002. *Ontario Resource-based Tourism Diversification Opportunities Report: Overall Study Report*. Economic Growth Solutions Inc. (December).
- 17 Ministry of Tourism and Recreation. 2003a. *Ontario Tourism Facts & Figures (winter) 2(1)*.
- 18 Hunt, L. and W. Haider. 1998. Pricing and Packaging Strategies of Remote Fly-in Operations in Northern Ontario. In *Shaping Tomorrow's North: The Role of Tourism and Recreation*, eds. M.E. Johnston, G.D. Twynam, and W. Haider, 126-147. Thunder Bay: Centre for Northern Studies, Lakehead University.
- 19 Centre for Northern Forest Ecosystem Research. 2002. *Views About Forest Management in Ontario: Highlights from Surveys with the Ontario Public*. Technical Report TR-010 (December).
- 20 The study cautions that the small survey sample size should be considered when extrapolating occupancy rates for all tourism operations.
- 21 Centre for Northern Forest Ecosystem Research. 2001. *Thunder Bay Moose Hunters: Environmental Characteristics and Choice Preferences*. Technical Report TR-007 (July).
- 22 Ministry of Natural Resources. 1999. *Effective Release Techniques for Muskellunge*. Toronto: Queen's Printer for Ontario.
- 23 Partnership for Public Lands: a coalition of World Wildlife Fund Canada, CPAWS-Wildlands League, and Ontario Nature (formerly Federation of Ontario Naturalists).

- 24 Ministry of Natural Resources. 2001. Management Guidelines for Forestry and Resource-based Tourism, Version 1.0. Tourism Guidelines Working Group (July). Toronto: Queen's Printer for Ontario.
- 27 Ontario Department of Tourism and Information. 1968. Northwestern Ontario Tourist Industry Study Project 25055. Kates, Peat, Marwick & Co.
- 28 Northwestern Ontario Tourism Association. 2003. The Economic Impact of Tourism in Sunset Country, Ontario. PFK Consulting and Canadian Tourism Research Institute.
- 29 McKercher, B. 1992. Tourism as a Conflicting Land-Use. *Annals of Tourism Research* 19:467-481.
- 30 Red Lake District Publicity Board. 2002. Red Lake District Canada: Free Map.
- 36 Ministry of Tourism and Recreation. 2002. An Economic Profile of Resource-based Tourism in Northern Ontario, 1999. Research Resolutions & Consulting Ltd.  
URL: [www.tourism.gov.on.ca/english/tourdiv/tourism/resource.html](http://www.tourism.gov.on.ca/english/tourdiv/tourism/resource.html).
- 39 Brown, S.A., Hunt, L.M., Boxall, P.C., Haider, W., and J.E. Englin. 2003. Highlights of Ontario's Road-accessible Resource-based Tourism Industry. Thunder Bay: Ministry of Natural Resources. Centre for Northern Forest Ecosystem Research Technical Report TR-011.
- 46 Ministry of Natural Resources, 2003; submission to the Minister of the Environment and Energy of "A Review by the Ministry of Natural Resources Regarding the Class Environmental Assessment for Timber Management on Crown Land in Ontario (MNR's Timber Class EA Review)."
- 47 Centre for Northern Forest Ecosystem Research. 1998. Northern Ontario Remote Tourism Decision Support System (NORT-DSS) Manual. Technical Report TR-004 (December).
- 52 Mitchell, interview, 2003; Blackett, interview, 2003.
- 54 Cameron and Cameron, interview, 2003.
- 55 Winfield, M.S. and H .J. Benevides. 2003. Industry Self Inspection and Compliance in the Ontario Forest Sector. Pembina Institute for Appropriate Development, Alberta. 91 p.
- 58 Cox and Cox, interview, 2003.
- 60 The beginning benchmark date is a date agreed to by the parties. It may be the beginning date of the five-year term of the next Forest Management Plan or some other date, but it may not be earlier than the date the RSA is signed. The ending benchmark date is any later date agreed to by the parties. It may be the ending date of the Forest Management Plan term or some other date.
- 62 CPAWS-Wildlands League and Sierra Legal Defence Fund. 2003. "The Road Less Travelled? A Report on the Effectiveness of Controlling Motorized Access in Remote Areas of Ontario: A Global Forest Watch and Global Forest Watch Canada Report."  
URL: [www.wildlandsleague.org/temagamiaaudit.pdf](http://www.wildlandsleague.org/temagamiaaudit.pdf).
- 63 Carlson, interview, 2003.
- 64 Pryndik, interview, 2003; Heithoff, interview, 2003.
- 67 Gunn, J.M. and R. Sein. 2000. Effects of Forestry Roads on Reproductive Habitat and Exploitation of Lake Trout (*Salvelinus namaycush*) in Three Experimental Lakes. *Canadian Journal of Fish and Aquatic Science* 57 (Suppl. 2): 97-104.
- 75 Northern Ontario Native Tourism Association. 2002. Aboriginal Tourism Development Strategy for Northern Ontario: Final Report. Economic Growth Solutions Inc.

- 78 In Ontario, resident and non-resident anglers can choose between sport fishing and conservation fishing licences. Conservation fishing licences cost less and have a lower possession limit. For example, in the study area, a conservation fishing licence permits the capture of two walleye in one day, compared to four walleye with a sport fishing licence (Ministry of Natural Resources, 2003).
- 79 Cameron and Earl, interview, 2003; Grace, interview, 2003; McGuire, interview, 2003.
- 80 Pryndik, interview, 2003; McEwen and McEwen, interview, 2003.
- 81 Franczak and Franczak, interview, 2003; McEwen and McEwen, interview, 2003; Pryndik, interview, 2003.
- 82 McGuire, interview, 2003.
- 84 Environment Canada. 1996. *The Importance of Nature to Canadians: The Economic Significance of Nature-related Activities*. URL: [http://www.ec.gc.ca/nature/index\\_e.htm](http://www.ec.gc.ca/nature/index_e.htm). (retrieved September 2004).
- 86 Robinson, D., Twyman, D., Haider, W. and L. Hunt. 1998. Identifying Desired Ecotourism Activities, Settings and Experiences. In *Shaping Tomorrow's North: The Role of Tourism and Recreation*, eds. M.E. Johnston, G.D. Twynam, and W. Haider, 98-125. Thunder Bay: Centre for Northern Studies, Lakehead University.
- 87 Coppen, interview, 2003; Franczak and Franczak, interview, 2003; McEwen and McEwen, interview, 2003; Pryndik, interview, 2003.
- 88 Louiseize, K. 2003. Industry Jogging Along at Steady Growth Rate. Northern Ontario Business (May), online.
- 88 Turner, interview, 2003.
- 90 Ethos Environmental Inc., 1998.
- 96 Ontario Native Affairs Secretariat. 2003. Unique Angling Brings Success to NONTA and Its Partners. Press release (February 19), online.
- 97 Eco-North. 2002. Eco-North 2002 Ecotourism Conference Web Site. URL: [www.eco-north2002eco-nord.ca](http://www.eco-north2002eco-nord.ca) (conference proceedings available online; retrieved June 2003).
- 98 Convention on Biological Diversity, 2003. Biological Diversity and Tourism. URL: [www.biodiv.org](http://www.biodiv.org).
- 99 Government of Ontario, 1997. Resource-Based Tourism Policy. Toronto: Queen's Printer for Ontario.
- 100 Ministry of Northern Development and Mines. 2003a. RBT Diversification Program website. URL: [www.mndm.gov.on.ca/MNDM/nordev/rbt/default\\_e.asp](http://www.mndm.gov.on.ca/MNDM/nordev/rbt/default_e.asp) (retrieved June 2003).
- 101 Warren, G. 2003. Personal communication, June. Ministry of Northern Development and Mines.
- 102 Ministry of Northern Development and Mines. 2003b. Northern Ontario Heritage Fund Corporation website. URL: [www.mndm.gov.on.ca/nohfc/Default\\_e.asp](http://www.mndm.gov.on.ca/nohfc/Default_e.asp) (retrieved June 2003).
- 103 Ontario Tourism Marketing Partnership. 2003. Ontario Tourism Marketing Partnership website. URL: [www.tourismpartners.com](http://www.tourismpartners.com) (retrieved June 2003).
- 104 Ministry of Culture. 2003. Cultural Strategic Development Fund Web Site. URL: [www.culture.gov.on.ca/english/culdiv/arts/csdf.htm](http://www.culture.gov.on.ca/english/culdiv/arts/csdf.htm) (retrieved June 2003).

107 FedNor. 2000. Ecotourism and Adventure Tourism Discussion Paper from the Eco-tourism Industry Focus Group. EEI & ECO study for FedNor.  
URL: [strategis.ic.gc.ca/SSG/1/fn00776e.html](http://strategis.ic.gc.ca/SSG/1/fn00776e.html).

108 Canadian Tourism Commission. 2000. Adventure Travel and Ecotourism Best Practices Tour 2000: Leading Ontario and Quebec Operators Share Their Exemplary Practices.

109 Hunt, L., Haider, W., Boxall, P., Englin, J., and S. Browne. 2002. Highlights of Ontario's Non-road Accessible Resource Based Tourism Industry with Emphasis on the Fishing Product. Thunder Bay: Ministry of Natural Resources. Centre for Northern Forest Ecosystem Research Technical Report TR-009.

110 Hinch T.D. and R.W. Butler, 1993. "Tourism Development Concerns in Northern and Eastern Ontario: A Survey of Professionals" in Margaret E. Johnston & Wolfgang Haider (Eds.), *Communities, Resources and Tourism in the North*, Ed. pp.117-134. Centre for Northern Studies, Lakehead University: Canada.

112 Hunt, L. and W. Haider. 2001. Fair and Effective Decision Making in Forest Management Planning. *Society and Natural Resources* 14:873-887.

114 Ministry of Tourism and Recreation. 2003b. An Economic Profile of Resource-based Tourism in Ontario, 2001.  
URL: [www.tourism.gov.on.ca/english/tourdiv/tourism/resource.html](http://www.tourism.gov.on.ca/english/tourdiv/tourism/resource.html).

### 7.3 Interviews

Blackett, Shelley. 2003. Face-to-face interview with Weyerhaeuser operations planner in her office at Ear Falls Sawmill, 11 August.

Brodhagen, Rob. 2003. Face-to-face interview with owner of North Caribou Camps at North Caribou Camps office in Pickle Lake, 13 August.

Cameron, Merle and Shelly Earl. 2003. Face-to-face interview with owners of Camp Lake St. Joseph and Oz Lake Lodge and Motel at Oz Lake Lodge and Motel office off Highway 599, 12 August.

Cameron, Richard and Tammy. 2003. Face-to-face interview with consultants employed by the Red Lake Forest Management Company in their office in Red Lake, 19 August.

Carlson, Enid. 2003. Face-to-face interview with owner of Viking Outposts & Viking Island Lodge at Viking Outposts office in Red Lake, 8 July.

Coppen, Bill. 2003. Face-to-face interview with owner of Loon Haunt Outposts at Red Lake Public Library, 19 August.

Cox, Bernie and Lynn. 2003. Face-to-face interview with owners of Canoe Frontier Expeditions and North Star Air at North Star office in Pickle Lake, 13 August.

Franczak, Adele and Rene. 2003. Face-to-face interview with owners of Sunset Lodge and Outfitters in their home at Sunset Lodge in Red Lake, 20 August.

Grace, Wendy. 2003. Face-to-face interview with owner of Old Outpost and Lodge at Old Outpost and Lodge on Lake St. Joseph, 12 August.

Heithoff, Rick. 2003. Face-to-face interview with owner of Trout River Lodge and Trailer Park in Trout River Lodge office off Highway 105, 22 August.

Johnson, Pete. 2003. Face-to-face interview with owner of Pickle Lake Outposts at Pickle Lake Outposts office in Pickle Lake, 13 August.

McEwen, Audrey and Hugh. 2003. Face-to-face interview with owners of McEwen's Northern Shores in their home at McEwen's Northern Shores off Highway 105, 18 August.

McGuire, Andrew. 2003. Face-to-face interview with guide at Old Outpost and Lodge at Old Outpost and Lodge on Lake St. Joseph, 12 August.



Mitchell, Wade. 2003. Face-to-face interview with owner of Sandy Beach Lodge in Sandy Beach Lodge main lodge on Trout Lake, 21 August.

Pryndik, Bill. 2003. Face-to-face interview with owner of Golden Hook Camp at Golden Hook Camp off Highway 105, 18 August.

Rogalinski, Albert and Kelly. 2003. Face-to-face interview with owners of Goldseekers Outfitters in their home in Red Lake, 19 August.

Turner, Ken. 2003. Telephone interview with owner of Woodland Echoes Resort in Magnetawan, Ontario, 16 July.

## 7.4 Additional references

Centre for Northern Forest Ecosystem Research. 2000. Ontario Resource Based Tourism Operators and Forest Management: Highlights of an Operator Survey. Technical Report TR-005 (March).

Eagles, P.F.J., McCool, S.F., and C.D. Haynes. 2002. Sustainable Tourism in Protected Areas: Guidelines for Planning and Management. IUCN Gland, Switzerland and Cambridge, UK. xv + 183pp.  
URL: [www.unep.org/pc/tourism/library/sust\\_prot\\_areas.htm](http://www.unep.org/pc/tourism/library/sust_prot_areas.htm).

Eastman, T.C. OFAH and NOTO Meet to Discuss Resource Access. *Winter Outfitter*, 33.

Fiddler, A. 2003. Speaking notes from conference on resource-based tourism in Thunder Bay. Deputy Grand Chief of Nishnawbe-Aski Nation.

Haider, W. and L. Hunt. 1997. Remote Tourism in Northern Ontario: Patterns of Supply and a Motivational Segmentation of Clients. *Journal of Applied Recreation Research* 22(1):49-78.

Harvey, S. 2003. Personal communication, June. Ministry of Natural Resources.

Hunt, L. 2003. Personal communication, June. Wilfred Laurier University.

Hunt, L., Twynam, G.D., Haider, W., and D. Robinson. 2000. Examining the Desirability for Recreating in Logged Settings. *Society and Natural Resources* 13:717-734.

Lynch, M. 2002. "Remoteness" unique to North. Northern Ontario Business Website.  
URL: <http://www.nob.on.ca/NewNOB/searchResults.asp?-lid125pn=&keywords=Remoteness&topCategory=0&RSID=0&view=17030#log17030>  
(retrieved June 2003).

Ministry of Natural Resources. 2003. *Recreational Fishing Regulations Summary*. Toronto: Queen's Printer for Ontario.

Ministry of Sustainable Resource Management. 2000. Tourism Resource Analysis for LRMP: Resource Analysis Guidelines. British Columbia.

Nishnawbe Aski Nation and Ministry of Tourism and Recreation. 1993. Community-based Tourism Opportunities for Remote Native Communities: Final Report. Marshall Macklin/Mattawa First Nations Management.

Post, J.R., Sullivan, M., Cox, S., Lester, N.P., Walters, C.J., Parkinson, E.A., Paul, A.J., Jackson, L., and B.J. Shuter. 2002. Canada's Recreational Fisheries: The Invisible Collapse? *Fisheries* 27(1):6-17.

Reader, M. 2002. Access to Fish and Wildlife Resources Very Significant Issue. *Ontario Federation of Anglers and Hunters* (winter): 7.

Wall, G. 1997. Is Ecotourism Sustainable? *Environmental Management* 21(4):483-491.

Wheeler, R. 2003. Personal communication, August. Ministry of Natural Resources.

World Travel & Tourism Council. 2003. Blueprint for New Tourism. URL: [www.wttc.org](http://www.wttc.org).

# APPENDIX I: POLICIES, PROGRAMS, AND INITIATIVES AIMED AT FACILITATING RESOURCE-BASED TOURISM

A number of policies, programs, and initiatives encourage the maintenance and development of RBT on Ontario's Crown land. Many of the following resources provide funding and/or training to RBT operators.

The Government of Ontario's **Resource-Based Tourism Policy**, released in 1997, has the goal of promoting and encouraging the development of the Ontario RBT industry in both an ecologically and economically sustainable manner. It is aimed at addressing issues such as consultation with the RBT industry, allocation of resources, and security of tenure.<sup>99</sup>

Ontario's Living Legacy Land Use Strategy, developed in 1999, created a mechanism for the holders of Sustainable Forest Licences and Ministry of Tourism and Recreation-licensed tourism operators to work together: **Resource Stewardship Agreements** (RSAs). RSAs are contractual agreements between the two industries aimed at reducing conflict. They provide input into Forest Management Plans (FMPs), and are mandated for FMPs in 2004 and future years.

The Ministry of Northern Development and Mines has a **Resource-based Tourism Diversification Program** (RBTDP). It is designed to assist the Ontario RBT sector in identifying and effectively accessing alternative tourism markets based on Crown natural resources in Ontario.<sup>100</sup> The program has three components:

1. business planning program for operators, with about 20 businesses involved
2. capital assistance of up to \$10,000 to help secure a loan
3. business enhancement workshops

The workshops have been the most successful component. To date, four have occurred, with approximately 100 people (about 70 businesses) attending. There will be more workshops in the fall of 2003. RBTDP is scheduled to sunset in March 2004, with no likely extension.<sup>101</sup>

The **Northern Ontario Heritage Fund Corporation** (NOHFC) helps northern communities generate short- and long-term employment important to their economic viability and quality of life. It is funding projects such as the Northern Ontario Trails Program, which supports the development of a wide range of trail projects — including the Trans Canada Trail, all-terrain vehicle (ATV) trails, cross-country skiing trails, biking trails, dog sledding trails, outdoor nature viewing trails, all-season trails, and multi-use trails — that demonstrate added economic value to the tourism sector.<sup>102</sup>

The **Ontario Tourism Marketing Partnership Corporation** (OTMPC) “collaborates with tourism partners and colleagues at home and internationally to develop and deliver exciting, integrated, research-driven marketing programs that reinforce Ontario as a strong tourism economy and a premier, four-season travel destination.”<sup>103</sup> In the field of RBT there are a number of unique marketing partnerships — such as “Paddling Ontario” ([www.paddlingontario.com](http://www.paddlingontario.com)) and “Arts in the Wild” — that market non-consumptive, upscale vacation packages offered by businesses throughout the province.

The Ministry of Culture has established the **Cultural Strategic Development Fund**, which is a tool used by ministry consultants to support strategic projects that help advance the arts, heritage, and cultural industries sector. Projects must be developed in partnership with at least one other organization and be able to serve as models for use by other groups.<sup>104</sup>

**Eco-North** was a conference and trade show held during the International Year of Ecotourism (2002). The focus of the conference was to foster excellence in ecotourism, nature-based heritage, and adventure tourism in northern Ontario. The proceedings have been published on the Eco-North website. There are plans for another

conference in 2004.<sup>97</sup>

The Northern Ontario Native Tourism Association (NONTA) has recently completed a large study of Aboriginal tourism in northern Ontario, including analysis of both existing facilities and market potential. NONTA has developed an **Aboriginal Tourism Development Strategic Plan for Northern Ontario**, which has five strategic areas of focus: community involvement, infrastructure and product development, partnerships and packaging, training and quality assurance, and marketing and promotion.<sup>75</sup>

Other initiatives aimed at facilitating RBT include

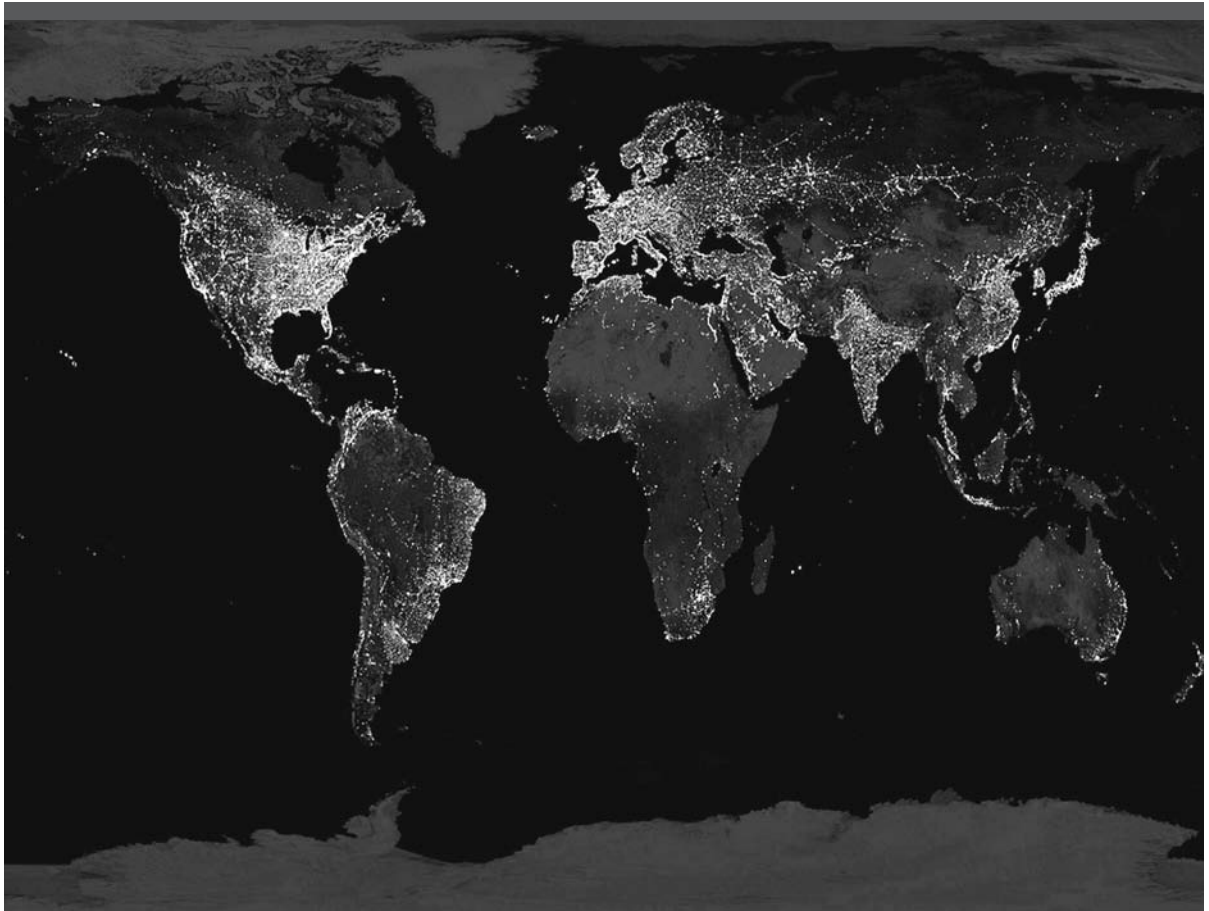
1. expansion of parks and protected areas through Ontario's Living Legacy, and potential
2. expansion in the future via Room to Grow
3. development of a "tourism strategy" over the next few years by the Ministry of Tourism and Recreation
4. Federal Economic Development Initiative for Northern Ontario (FEDNOR) (see the Ecotourism Industry Focus Group and subsequent report)<sup>107</sup>
5. Canadian Tourism Commission (CTC) Best Practices Tours (in 1999 and 2000), which provided small business owners with an opportunity to experience similar successful operations first-hand<sup>108</sup>
6. many websites, brochures, and maps that allow visitors to gain information and businesses to advertise their services

## APPENDIX II: LIST OF ACRONYMS

### Acronym      Meaning

CAR	.....	Catch-and-Release (fishing)
CNFER	.....	Centre for Northern Forest Ecosystem Research
CO	.....	Conservation Officer
CPAWS	.....	Canadian Parks and Wilderness Society
CTC	.....	Canadian Tourism Commission
FEDNOR	.....	Federal Economic Development Initiative for Northern Ontario
FON	.....	Federation of Ontario Naturalists
LCC	.....	Local Citizens Committee
MNDM	.....	Ministry of Northern Development and Mines
MNR	.....	Ministry of Natural Resources
MTR	.....	Ministry of Tourism and Recreation
NAN	.....	Nishnawbe Aski Nation
NONTA	.....	Northern Ontario Native Tourism Association
NOTO	.....	Northern Ontario Tourist Outfitters Association/ ..... Nature and Outdoor Tourism Ontario
ON	.....	Ontario Nature
RBT	.....	Resource-based Tourism
RSA	.....	Resource Stewardship Agreement
WL	.....	Wildlands League

## APPENDIX III: SATELLITE IMAGE OF THE WORLD AT NIGHT



Satellite image of Earth at night shows the increasing rarity of areas without significant human impact, particularly in North America and Europe.





**WILDLANDS LEAGUE**

*A chapter of the Canadian Parks and Wilderness Society*

Wildlands League  
Suite 380, 401 Richmond St. W.  
Toronto, ON M5V 3A8



Ontario Nature  
355 Lesmill Rd.  
Don Mills, ON M3B 2W8