



UNITED ANISHNAABEG COUNCILS
CHIPPEWA • MISSISSAUGA • POTTAWATOMI

RESEARCH REPORT ON THE
REVENUE GENERATION CAPACITY OF THE
UNITED ANISHNAABEG COUNCILS FIRST NATIONS

Prepared by:

The United Anishnaabeg Councils

DECEMBER 11, 1996



UNITED ANISHNAABEG COUNCILS
CHIPPEWA • MISSISSAUGA • POTTAWATOMI

December 11, 1996

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Dear Mr. Kingsbury and Chief Williams:

RE: First Nation Revenue Generation Research Project

Enclosed for your review and our discussion please find the final version of the above-noted research report. This report was completed by the undersigned in accordance with the mutually agreed-upon terms of reference, a copy of which is attached as Appendix I.

The enclosed report presents a detailed survey of the current and potential revenue-generation alternatives which may be drawn upon by the seven First Nations of the United Anishnaabeg Councils. It is the first comprehensive report to address these issues for the First Nations.

The research contained in this report clearly demonstrates that within their extremely limited current authorities, the First Nations have developed their fiscal capacity to the greatest extent possible. They continue today to develop this capacity with great difficulty.

The report concludes that future development of the First Nations' fiscal capacity will be greatly enhanced through the conclusion and implementation of the Anishnaabe government and claims negotiations processes, now ongoing between the First Nations and Canada.

Accordingly, we trust that this report, particularly its findings and conclusions, should make a

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PREFACE

The Research Report on the Revenue Generation Capacity of the United Anishnaabeg Councils First Nations was prepared by three advisors to the United Anishnaabeg Councils: Richard Aniol, Mel Jacobs and Alexandra Macqueen. As per the attached terms of reference (Appendix I), the researchers were asked to assess the First Nations revenue generation potential in three sectors:

- # Local revenue sources such as licenses, fees and leases.*
- # Revenues from natural resources.*
- # Economic development revenues.*

It is important to note what the researchers were not asked to do: The report contains no analysis of revenues derived from taxation in any form; and, there is no discussion about transfer payments to First Nations from either the federal or provincial governments. This is not an oversight. The United Anishnaabeg Councils are dealing with taxation in the context of the Anishnaabe government negotiation and will be addressing issues related to taxation mainly in that forum. Further research into the tax sector is not only possible but likely in the future.

With regard to intergovernmental transfers, which are clearly and demonstrably the largest current revenue source for all the First Nations, the United Anishnaabeg Councils have already undertaken a considerable amount of work both internally and with the federal and provincial governments. This has resulted in a comprehensive model for the financing of Anishnaabe government that has been liberally referenced from coast to coast by First Nations as the standard to which the governments should aspire. Financial support of First Nation governments by the federal and provincial governments is also a significant component of the Anishnaabe government negotiation.

This research report focuses on a relatively small component of First Nation fiscal capacity — revenues from all other sources. For the United Anishnaabeg Councils First Nations, recent figures show that discretionary revenues (those revenues with no specified use) amount to less than two per cent, on average, of total First Nation revenues. The report assesses the broad capacity of the First Nations to increase independent revenue generation in order to achieve a greater measure of fiscal autonomy and become increasingly self-reliant in the context of the development of Anishnaabe government.

INTRODUCTION and METHODOLOGY

The Research Report on the Revenue Generation Capacity of the United Anishnaabeg Councils First Nations describes and attempts to assess the ability of the seven First Nations to raise revenues for community purposes independent of either a potential revenue stream from taxation or financial transfers from the federal or provincial governments.¹

As noted in the terms of reference, which are attached as Appendix I:

The result of the research project will be a study report that ... should provide useful information for both the United Anishnaabeg Councils and the Department of Indian Affairs and Northern Development concerning the revenue generation potential of United Anishnaabeg Councils First Nations.

Due to the possibly sensitive nature of the information supplied by the First Nations to the researchers, the parties agreed the report and its conclusions would apply solely to the United Anishnaabeg Councils First Nations. The report is not intended for use as a model for other First Nations. Internally, the United Anishnaabeg Councils plan to use the information to inform and facilitate the negotiation of their Anishnaabe government agreement. Neither is the Anishnaabe government agreement proposed by these First Nations a model or an approach for other First Nations. With these mutually acceptable qualifications and understandings the First Nations agreed to participate in the project.

The project was jointly managed by the United Anishnaabeg Councils and Canada. Ed Williams, Chief of the Pottawatomi of Moose Deer Point First Nation, and W.R. (Bob) Kingsbury, Senior Research Manager, Department of Indian Affairs and Northern Development, acted as the project's steering committee. A work plan for the duration of the project was established at the beginning of the project, and the development of the report was undertaken in accordance with a report outline produced in the first month of the project. Changes to the work plan were only made with the concurrence of the steering committee. The steering committee ensured adherence to the terms of reference throughout the life of the project.

In addition, the Executive Committee of the United Anishnaabeg Councils (which is a committee of all the First Nation Chiefs) was kept apprised of the activities of the researchers at every stage of the report's development. Direct First Nation participation in the project was also sought by the researchers through two means:

- # Subject to their availability, interviews were conducted with one or more of the Chief, First Nation manager and economic development officer of each of the

¹ However, despite the fact that this report, by agreement of the parties, does not deal with taxation, many First Nation personnel referenced taxation as potentially the most significant new source of revenues in the short- to mid-term (i.e., within the next five to ten years).

seven First Nations to gather revenue generation information specific to that First Nation.

- # An all-First Nations meeting of Chiefs, First Nation managers and economic development officers was organized to review the first draft of the report and verify that the information supplied was used in an appropriate context, and to ensure that all pertinent information had been shared with the researchers.

Finally, the Executive Committee reviewed the final draft of the report with special emphasis on the findings and conclusions.

Part I, the Literature Review, describes the significant published and unpublished books, articles and reports which speak to the issue of First Nation revenue generation.

Part II, Fiscal Capacity Database, describes in detail the nature and source of the existing First Nation revenues with special emphasis on revenues other than transfers from the federal or provincial governments, and other than revenues contained in the revenue and capital accounts of First Nations held by the federal Crown in accordance with provisions of the *Indian Act*.

Part III, Revenue Generation Alternatives, describes the potential for revenue generation separate from intergovernmental transfers and taxation. It focuses on revenues from three sources: the development of natural resources on and off First Nation lands; local revenues from sources such as licenses, program and service fees, permits, leases, fines, etc.; and, revenues from First Nation economic development initiatives.

Part IV, Findings and Conclusions, analyses and discusses the potential of each revenue stream for the First Nations which make up the United Anishnaabeg Councils. Conclusions were drawn from this analysis.

Part V is an annotated bibliography which describes the publications used directly in the report's development.

EXECUTIVE SUMMARY

This research report addresses the revenue generation potential of the seven First Nations of the United Anishnaabeg Councils, in Ontario. This potential is assessed in the following three sectors: Local sources such as licenses, fees, and leases; revenues from natural resources; and economic development revenues.

The first section of the report, Part I, contains a comprehensive literature review which surveys current research regarding revenue generation and economic development in Aboriginal communities. This survey demonstrates that there is no one solution to the problem of generating revenues in First Nations; successful revenue generation strategies depend on many factors; and there are no “quick fixes” to the economic impoverishment facing First Nations.

Part II is a detailed database which provides information on the discretionary revenues, that is, revenues with no specified purpose, available to each of the First Nations during the fiscal years 1989-90 to 1991-92. This section concludes that discretionary revenues over the four years ranged from a low of zero per cent to a high of 5.4 per cent of one First Nation’s total budget. Maps and brief profiles of each community are also included in Part II.

Part III is a survey of revenue-generation alternatives, both current and speculative, identified by the First Nations in the three sectors listed above. This section was completed by interviewing key First Nations’ personnel and by reviewing community plans and economic development strategies. It demonstrates that the First Nations, while they have shown initiative and creativity in developing revenue generation strategies, face numerous barriers in their efforts. These barriers include lack of access to capital, the limits of the small land base and the fragmented nature of some communities’ land holdings, and political and legal constraints imposed by the federal and provincial governments.

Part IV provides findings and conclusions drawn from the first three sections. In summary, these are:

- # the trends established by unhealthy federal and provincial government policies are well-entrenched in the First Nations of the United Anishnaabeg Councils;
- # the First Nations have pursued or have plans to pursue almost every identifiable revenue source within their authority;
- # everything is owned or controlled by someone else, and power to effect change is distributed unevenly to the federal and provincial governments at the expense of the First Nations; and
- # fiscal autonomy is tied to political autonomy, and recognition of First Nation authority within their own spheres of jurisdiction is an idea whose time has come.

RESEARCH REPORT ON THE REVENUE GENERATION CAPACITY OF THE UNITED ANISHNAABEG COUNCILS FIRST NATIONS

PART I

FIRST NATION FISCAL CAPACITY LITERATURE REVIEW

1.1 Introduction and Methodology

Revenue generation and economic development in Canadian and American Aboriginal communities have been the focus of a great deal of attention over the past ten years, and as a whole First Nations in Canada and elsewhere have been very innovative in developing revenue-generation strategies. This section of the report reviews and summarizes current literature regarding revenue generation and economic development in Aboriginal communities in Canada and the United States and, to some extent, in Australia and New Zealand. The objective of this review is to place the situation and efforts regarding revenue generation of the First Nations of the United Anishnaabeg Councils in the context of the situations and experiences of other Aboriginal communities.

Literature sources considered in this review were identified using electronic key-word search strategies on the Internet and in several public and academic libraries, most notably the library at the Department of Indian Affairs and Northern Development in Hull, Quebec. Key words used in searching for relevant publications included “First Nation,” “Indian” and “Aboriginal” linked with “revenue generation”, “fiscal capacity” and “economic development.” Over 200 literature sources were examined in the course of preparing this review, including many unpublished works. The most relevant sources for the purposes of this research report have been summarized in the Annotated Bibliography (Part V of this report). Primary and secondary bibliographies are also included.

This literature review is organized into several broad themes: assessing revenue-generation capacity; identifying the range of revenue-generation alternatives in the literature; a focus on small businesses as potential revenue-generation alternatives; a focus on joint ventures as potential revenue-generation alternatives; and considerations of leasing, fees and licenses; industrial parks; gaming; and investment strategies. All studies mentioned in this part are included in the annotated literature review in Part V.

1.2 Assessing First Nations' Revenue-generation Capacity

Several sources provide lists of factors critical to the success of First Nations in implementing revenue generation strategies. Some sources argue that the presence of resource-based development opportunities for Aboriginal communities, or access to large markets, are necessary for success. Others suggest First Nations which are small, isolated, or lacking access to natural resource development opportunities should not consider these factors to be insurmountable barriers to successful economic development. Cornell and Kalt, for example, claim that other factors, such as the presence of a stable political infrastructure in the community, are of greater importance in determining whether or not an Aboriginal community can implement a successful revenue generation strategy.

The Cornell and Kalt study concludes that the single factor that best separates Aboriginal communities which are successful in economic development and revenue-generation strategies from unsuccessful ones is their institutional ability to effectively exercise their sovereignty. However, the Royal Commission on Aboriginal Peoples report on Aboriginal economic development and resources concludes that sovereignty alone is “not enough” to ensure good economic development: without a stable and appropriate system of government, economic development strategies cannot succeed.

There was widespread agreement amongst works surveyed regarding the need to clearly separate political and economic considerations in First Nations. Successful economic development depended on the separation of political decision-making from economic decision-making. Don Allen and Associates found that Aboriginal communities which have been successful in economic development ventures have built this separation into their financial structures.

Cassidy and Bish give a cross-Canada list of successful Aboriginal enterprises. White lists American Indian business endeavours that demonstrate a range of possible directions for economic development strategies in First Nations. For example, White documents the success of the Cherokee Nation of Oklahoma in reducing its reliance on federal funds and developing community income through various private sector initiatives.

The Royal Commission on Aboriginal Peoples' report on economic development and natural resources similarly contains many examples of successful community ventures, while the Policy and Management Consultants report presents examples specific to Ontario.

1.3 Identifying Revenue Generation Alternatives: Natural Resource Development

In general, the literature demonstrates that for many Aboriginal peoples in Canada, future revenue generation efforts will be focussed in the natural resources sector. Access to natural resources provides opportunities to continue traditional pursuits (such as hunting, ricing, and fishing); while the industrial development of renewable and non-renewable resources by Aboriginal peoples can provide opportunities for First Nations' economic development.

The literature also shows that as resources are fundamental in national Canadian economic culture, Aboriginal peoples have met and continue to meet fierce competition in their attempts to increase access to water, fish, land, minerals, forests, and wildlife. In years past, Aboriginal peoples were often explicitly prohibited from using resources in direct competition with non-Aboriginal users. Constraints have limited Aboriginal peoples' access to resources and increased access by their competitors, and constraints limit both the ability of Aboriginal communities to continue practising traditional activities and the range of resource-based economic development strategies available to Aboriginal people.

Today, a patchwork of international, national, provincial, regional and First Nations regulations, and Aboriginal, common law and statutory rights typically cover all resources in which Aboriginal people have an interest. As a result, jurisdiction over natural resources is very complex, depending on whether the resources are located on or off reserve, on the kind of resource and on the particular

circumstances of resource use (commercial versus “own use” game and fish harvesting, for example).

Notzke provides an excellent overview of natural resource development and Aboriginal communities, documenting Aboriginal rights to resources and discussing environmental considerations of resource development. She uses specific examples of Aboriginal management or co-management of natural resources. If resources are to be a vital ingredient in any Aboriginal peoples’ development plans, she argues, constraints to Aboriginal control will have to be accommodated, avoided, or eliminated. Across Canada, Aboriginal people are using all available options from provisions of the *Indian Act* to assertions of Aboriginal jurisdiction to accommodate, avoid or eliminate constraints in their search for increased power over lands and resources.

Some studies conclude that resource-based economies make Aboriginal communities vulnerable to a “boom and bust” economic cycle, and do not lead to long-term stability. They suggest that resource-based economies do not provide any long-term benefits, merely a short-term influx of cash. For example, the study by Hopwood on the social and economic returns from investments in forest management programs on Indian lands finds Aboriginal communities in general receive only a small fraction of the benefits from forestry programs carried out on their lands. To overcome this problem, he suggests First Nations must control natural resource development practices in forestry and other sectors.

1.4 Identifying Revenue-generation Alternatives: Small Businesses

Most of the literature makes direct or indirect reference to the need to provide goods and services to the on-reserve community. Too often, as the study by Douglas points out, the typical Aboriginal economic flow is off-reserve. To counteract this “leakage” of revenues off-reserve, small businesses can be established on-reserve to provide many of the services required by community members. Douglas argues that, through a process of community consultation, a positive business climate including consumer support can be developed on-reserve.

1.5 Identifying Revenue-generation Alternatives: Joint Ventures

In the case of non-renewable resource development opportunities, Aboriginal peoples have sought increased control over the kinds and pace of industrial development through joint ventures. In general, Aboriginal participation in joint venturing agreements requires acknowledged Aboriginal title or ownership of the resource in question. Accordingly, joint ventures are best suited to the development of non-renewable resources located on reserves.

Today, many First Nations have chosen joint venturing to enable their participation in resource-based ventures that would otherwise be out of reach. Numerous sources surveyed elaborate on the variety of joint venturing projects First Nations have established or could establish. Elias provides examples of specific initiatives to assist First Nations in considering joint venture initiatives.

Lewis and Hatton suggest that joint ventures can advance Aboriginal interests in non-renewable resource development by maximizing economic benefits while keeping risks low, and delivering profits, management experience, jobs, training, and small business opportunities to Aboriginal peoples.

1.6 Identifying Revenue-generation Alternatives: Leasing, Fees, and Licences

There are a variety of opinions about the advisability of leasing as a revenue-generation source. Notzke uses the Australian example to give contrasting views on leasing: In Australia, Aboriginal peoples typically lease their land to parks in exchange for clearly defined benefits, including revenues. However, one result can be the loss of opportunities to participate in the traditional economy, which is based on traditional hunting, gathering and fishing activities, due to the impacts of increased tourism.

Specific examples of leasing arrangements, including land leasing provisions contained in comprehensive land claims agreements, are also listed in Elias. None of the sources consulted discussed other local revenue sources, such as licenses and fees, in detail.

1.7 Identifying Revenue-generation Alternatives: Industrial Parks

Patrinos examines the effectiveness of industrial parks in terms of economic development for First Nations and enumerates their benefits to the community. He notes that many Aboriginal communities across Canada have established industrial parks, including joint ventures with non-Aboriginal interests.

1.8 Identifying Revenue-generation Alternatives: Gaming

One author notes that in the United States, gaming was the fastest-growing industry in the period from 1982 to 1992, and estimates that aggregate revenues from reservation-based gaming enterprises in the US in the early 1990s is in the billion-dollar range.

Some of the literature portrays the gaming industry as a revenue generator for Aboriginal communities, while others caution against gaming, claiming it can cause instability for the community. For example, White argues that unless revenues from gaming enterprises are “wisely invested” in other ventures that provide employment for community members, there is little long-term economic gain for First Nations from gaming. Corderio’s piece, in the Cornell and Kalt monograph, holds that the size of the market and the surrounding competition for gaming dollars are the most important factors in determining a successful bingo operation, and that these “critical success factors” can be extrapolated to other gaming activities as well.

1.9 Identifying Revenue-generation Alternatives: Investment of Land Claims Settlement Cash

Claims settlements in Canada have generally included cash transfers to the Aboriginal participants, and the literature demonstrates that most of the major investment and other commercial activities undertaken by Aboriginal communities in Canada have been carried out by the relatively small number of communities which have negotiated comprehensive land claims settlements (see particularly the study by Davis).

The Davis study finds that while financial resources from claims settlements are often managed by development corporations, returns on these investments, though they provide a source of funds for Aboriginal governments, do not ensure economic development for Aboriginal communities. For example, the Inuvialuit used funding from their claims settlement to establish a development

corporation.² However, the ARA Consulting Group found that the Inuvialuit Development Corporation has not invested these resources in local businesses, but rather in various external opportunities.

One monograph found that while resources from comprehensive land claim settlements may be intended for economic development purposes, in some cases funds must be redirected to address urgent social problems.³ Several texts also focused on “what can go wrong” when settlement monies are not used to support the long-term economic development of the community.

1.10 Summary

There is a wide range of material available to assist First Nations to in considering revenue generation alternatives. This material can offer solutions to perceived barriers (such as geographic isolation and isolation from major markets, lack of resources or access to resources); allow the opportunity to learn from other communities’ experiences in areas such as joint ventures or capital acquisition; assist in the development of a strategy that is inclusive and extensive in scope; or enhance the consideration of pros and cons in a difficult decision, such as resource extraction alternatives.

The similarities of American and Canadian experiences would suggest that valuable lessons may be drawn about the relative merits or drawbacks of particular approaches to revenue generation. The overall conclusions from the literature, however, are:

- # There is no one solution to generating revenues in Aboriginal communities in Canada and elsewhere. Rather, there are multiple paths suitable to different communities depending on their goals and their situation;

² The Inuvialuit Final Agreement in the western Arctic was the first comprehensive claim to be settled in Canada’s north. It provides the six participating Inuvialuit communities with fee simple absolute title to approximately 91,000 square kilometres of land, and a total of \$152 million in capital transfers over 14 years, ending in 1997. The Agreement also provided for one-time payments, made in 1984, of \$7.5 million to a fund to assist the Inuvialuit in social development and \$10 million to an Economic Enhancement Fund.

³ Eleanor Leacock (in Morrison and Wilson, eds.) describes how the Cree of James Bay and northern Quebec were forced to use \$2 million originally allocated for economic development purposes to provide clean water and health services to Cree communities affected by polluted water.

- # Successful revenue-generation strategies depend on numerous factors, including the institutional separation of political and business considerations, the presence of stable and appropriate governing structures, and the ability of the community to effectively exercise its political sovereignty; and

- # There are no “quick fix” solutions for the economic impoverishment facing Aboriginal communities inside and outside Canada.

RESEARCH REPORT ON THE REVENUE GENERATION CAPACITY OF THE UNITED ANISHNAABEG COUNCILS FIRST NATIONS

PART II

FISCAL CAPACITY DATABASE

2.1 Introduction, Methodology and Objectives

This section of the report reviews the significant amount of research and analysis undertaken by the United Anishnaabeg Councils First Nations to determine the exact nature and source of “other revenues” in the First Nations. *For the purposes of this report, “other revenues” includes money that can be and is collected and spent at the discretion of the First Nation.*

For further clarity, the category of “other revenues” does not include those monies, identified under Section 62 (Capital and Revenue) of the *Indian Act*, which are collected and held in trust and may be expended under the specific provisions of the *Act*. These funds are considered non-discretionary for the purposes of this research report, as expenditure control rests with the Minister of Indian Affairs. The “other revenues” category also does not include transfers to the First Nations from the federal or provincial governments.

The objective of this section of the research report is to determine if “other revenues” are generated in the First Nations, and the amounts of any “other revenues.” This section itemizes and analyses, on a First Nation by First Nation basis, the “other revenues” category shown in First Nation consolidated audits over a four-year period, from fiscal years 1988-89 to 1991-92. This category makes up the smallest portion of the First Nation cash flow.

The information contained in this Fiscal Capacity Database was prepared by the United Anishinaabeg Councils jointly with the Department of Indian Affairs in a project completed in March 1993. In preparing the Database, two research questions were identified:

- # For each of the four fiscal years under review and for each of the seven United Anishnaabeg Councils governments, what was the source of all moneys in the First Nations' budget?

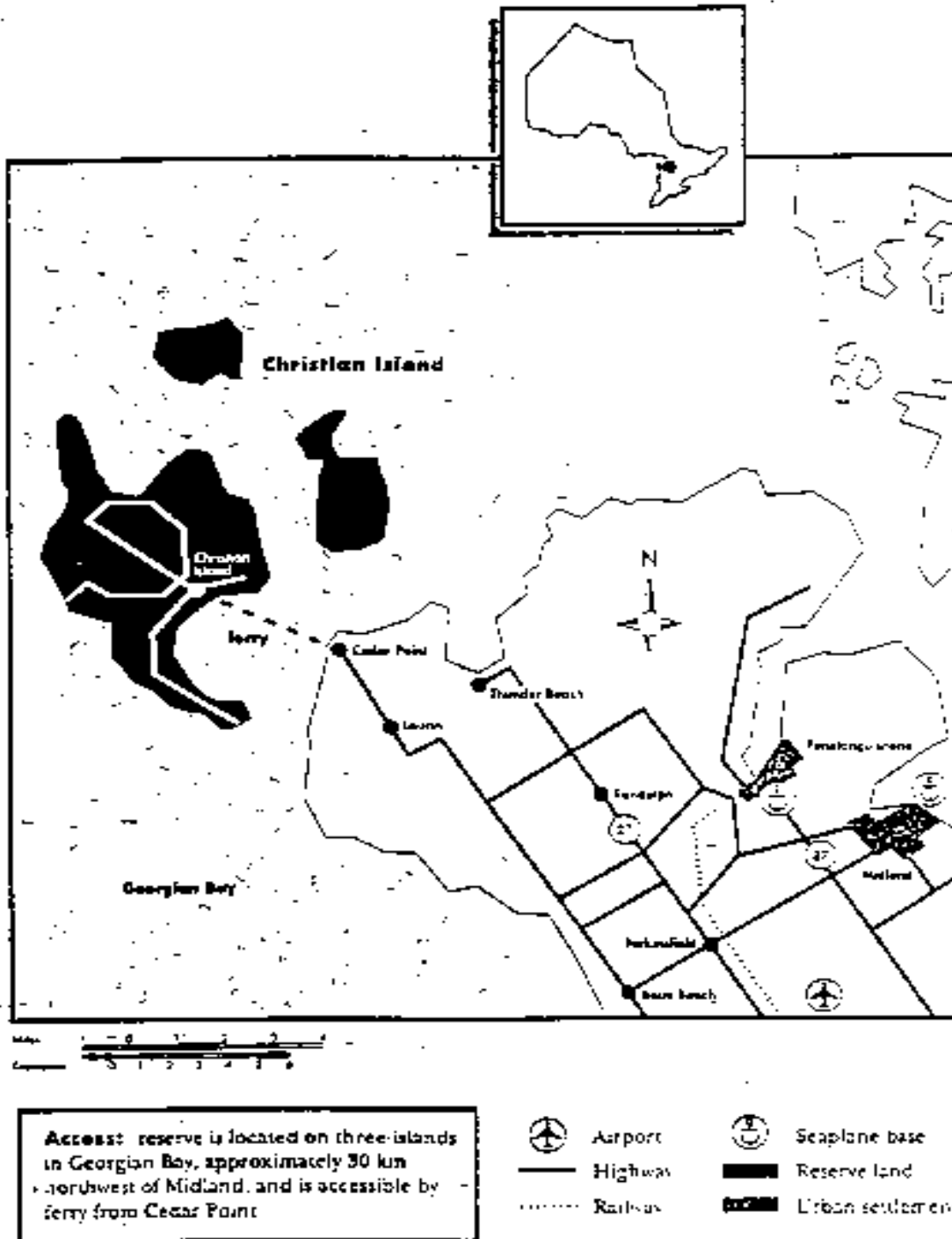
- # For each discrete revenue source identified over the four years in each First Nation, was there a specified use or could the revenues be identified as discretionary funding?

While the period covered by the Fiscal Capacity Database concludes in 1991-92, the general trends identified in the Database were confirmed during this research project through a review of audited financial statements for each First Nation for the fiscal year 1995-96.

In this section, information is presented on a First Nation by First Nation basis, and financial information has been rounded to the nearest dollar.

2.2 Beausoleil First Nation

2.2.i Map of Beausoleil First Nation



2.2.ii Community Profile

Beausoleil First Nation is located within Simcoe County and includes Christian Island, Beckwith Island, Hope Island, Chippewa Island, and the Watchers, all of which are located in Georgian Bay; and Cedar Point, which is located on the mainland in Tiny Township. Cedar Point is approximately five kilometres east of Christian Island, and 30 kilometres west of Penetanguishene.

Beausoleil identifies itself as a Chippewa/Ojibwa community. The community is a member of the United Anishnaabeg Councils, and is affiliated with the Union of Ontario Indians and the Ogemawahj Tribal Council. Historically, members of Beausoleil First Nation are descendants of a larger band known as the Chippewas of Lake Huron and Lake Simcoe. The Christian Islands were set aside as a reserve for this First Nation in the 1850s.

There are approximately 600 First Nation members living on-reserve.

2.2.iii Information on “Other Revenues,” 1988-89 to 1991-92

The following chart was developed from the First Nations’ financial statements for 1988-89 to 1991-92.

Years	One	Two	Three	Four
“Other Revenues”	\$46,200.00	\$84,370.00	\$104,312.00	\$129,575.00
Total Budget	\$3,571,800.00	\$4,096,200.00	\$4,893,300.00	\$6,033,000.00
% of Total	1.3%	2.0%	2.1%	2.1%

Table 1: “Other Revenues” in Relation to the Overall Cash Flow - Beausoleil

Year One

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Maple Syrup Sales	\$ 495.00	No
Housing Rental	10,641.00	NHA Section 95 mortgage ⁴
Interest Earned	2,042.00	No
Indian Maiden Fares	24,071.00	Ferry operations and maintenance
Hall Rental	4,901.00	Hall operations and maintenance
Beckwith Camp Fees	<u>4,050.00</u>	Campground security /maintenance
<u>Total</u>	<u>\$46,200.00</u>	

⁴ “NHA” refers to the *National Housing Act*.

The two “other revenues” without specified use total \$2,537.00 or .07% of the overall cash flow.

Year Two

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Housing Rental	\$46,193.00	NHA Section 95 mortgage
Passenger Ferry Fares	23,420.00	Ferry operations and maintenance
Beckwith Camp Fees	3,610.00	Camp security/ maintenance
Cottage User Fees	10,469.00	Cottage maintenance
Van Rental	<u>678.00</u>	Van operation and maintenance
<u>Total</u>	<u>\$84,370.00</u>	

There were no “other revenues” with unspecified uses.

Year Three

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Housing Rental	\$43,136.00	NHA Section 95 mortgage
Indian Maiden Fares	34,972.00	Ferry operation and maintenance
Hall Rental	14,311.00	Hall operations and maintenance
Beckwith Camp Fees	10,298.00	Camp security/maintenance
Donation	200.00	No
Topsoil Sales	<u>1,395.00</u>	No
<u>Total</u>	<u>\$104,312.00</u>	

The two “other revenues” with unspecified use totalling \$1,595.00 or .03% of the overall cash flow.

Year Four

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Housing Rental	\$71,131.00	NHA Section 95 mortgage
Interest Earned	6,394.00	No
Indian Maiden Fares	42,630.00	Ferry operations and maintenance
Beckwith Camp Fees	<u>9,420.00</u>	Camp security/maintenance
<u>Total</u>	<u>\$129,575.00</u>	

There was one “other revenue” with an unspecified use totalling \$6,394.00 or .1% of the overall cash flow.

Summary of “Other (Unspecified Use) Revenues” - Beausoleil First Nation

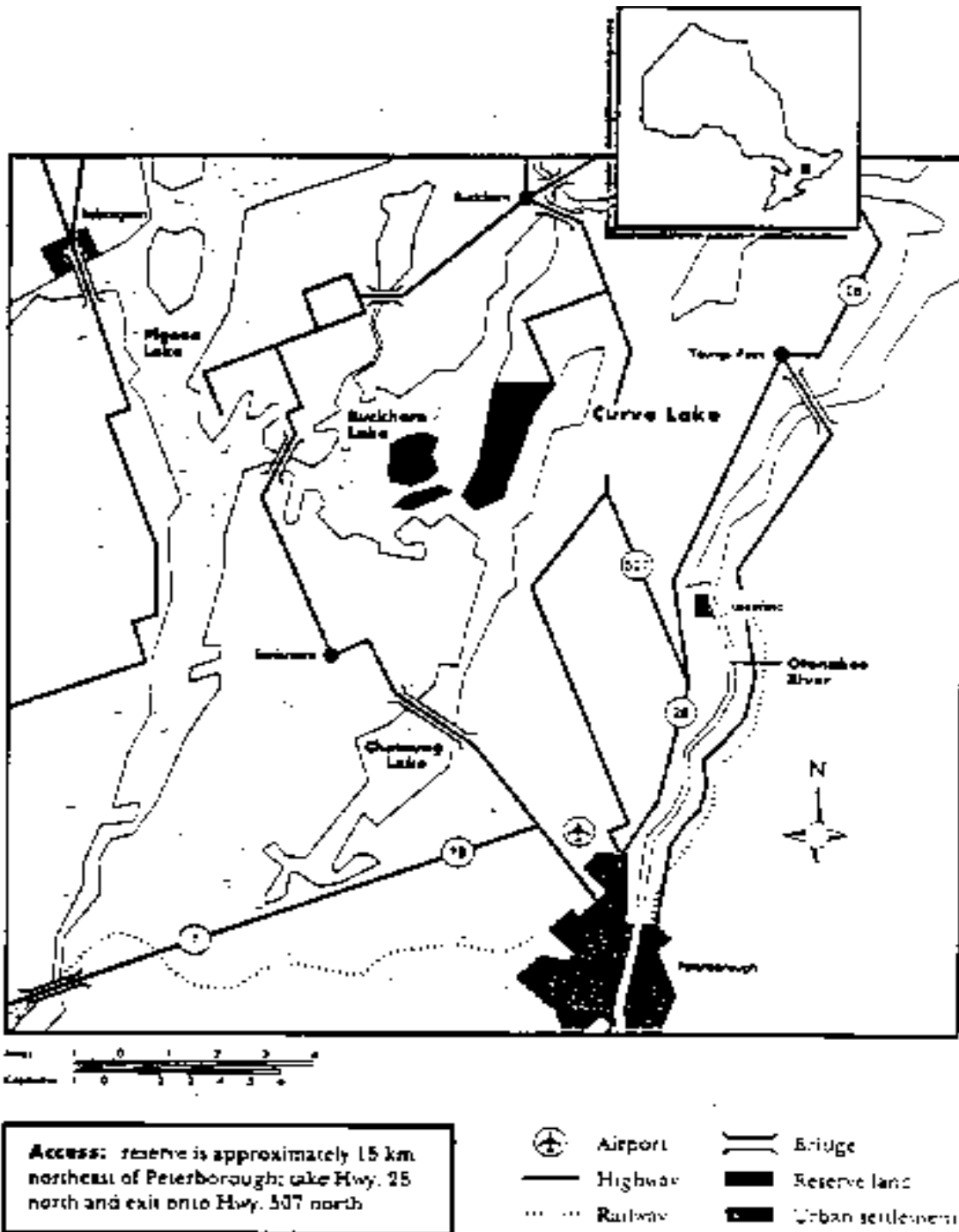
The “other revenue” generated by the Beausoleil First Nation which did not specifically have to go back to a project to repay a mortgage, or be set aside for ongoing operations and maintenance was negligible. In the four years reviewed, discretionary “other revenue” can be summarized as follows:

Years	One	Two	Three	Four
“Other (Unspecified Use) Revenues”	\$2,537.00	\$0.00	\$1,595.00	\$6,394.00
Total Budget	\$3,571,800.00	\$4,096,200.00	\$4,893,300.00	\$6,033,000.00
% of Total	0.07%	0.00%	0.03%	0.10%

Table 2: Beausoleil First Nation: “Other (Unspecified Use) Revenues” in Relation to the Overall Cash Flow, 1988-89 to 1991-92

2.3 Curve Lake First Nation

2.3.i Map of Curve Lake First Nation



2.3.ii Community Profile

Curve Lake First Nation was officially established as a reserve in 1889. Curve Lake is located in Southeastern Ontario in the Kawartha Lakes region. The reserve includes a peninsula of land and surrounding islands totalling 2,368 acres, situated between Upper Chemong Lake on the east and Buckhorn Lake on the west. Fox Island is included in the community's reserve land holdings. Curve Lake is situated in the northwestern area of Smith Township in Peterborough County.

The current population of Curve Lake First Nation is 1,526 in total. The on-reserve population, including non-members and lease-holders, is approximately 1,500.

2.3.iii Information on "Other Revenues," 1988-89 to 1991-1992

The following chart was developed from the First Nations' financial statements for 1988-89 to 1991-92.

Years	One	Two	Three	Four
"Other Revenue"	\$223,597.00	\$224,613.00	\$430,231.00	\$323,070.00
Total Budget	\$3,437,479.00	\$4,023,139.00	\$5,792,109.00	\$5,606,790.00
% of Total	6.5%	5.6%	7.4%	5.8%

Table 3: "Other Revenue" in Relation to the Overall Cash Flow - Curve Lake

Year One

Source	Amount	Specified Use
Interest Income	\$61,157.00	No
Lessee Service Charges	58,277.00	Landfill, fire protection, lease info, etc.
Office/Space Rental	2,923.00	Building operations and maintenance
Hall Rental	7,000.00	Hall operations and maintenance
Housing Rental	2,610.00	Housing maintenance
Equipment Rental	640.00	Equipment operations and maintenance
Senior Citizens' Centre	87,534.00	Centre operations and maintenance
Miscellaneous Revenues	880.00	No
Church Offering	2,576.00	Church operations and maintenance
<u>Total</u>	<u>\$223,597.00</u>	

There are two "other revenues" without specified use totalling \$62,037.00 or 1.8% of the overall cash flow.

Year Two

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Interest Income	\$31,998.00	No
Lessee Service Charges	77,867.00	Landfill, fire protection, lease info, etc.
Office/Space Rental	5,058.00	Building operations and maintenance
Hall Rental	5,835.00	Hall operations and maintenance
Housing Rental	6,425.00	Housing maintenance
Equipment Rental	175.00	Equipment operations and maintenance
Senior Citizens' Centre	94,620.00	Centre operations and maintenance
Miscellaneous Revenues	1,513.00	No
Church Offering	<u>1,122.00</u>	Church operations and maintenance
<u>Total</u>	<u>\$224,613.00</u>	

There are two "other revenues" without specified use totalling \$33,501.00 or 0.8% of the overall cash flow.

Year Three

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Interest Income	\$190,655.00	No
Lessee Service Charges	72,719.00	Landfill, fire protection, lease info, etc.
Office/Space Rental	16,572.00	Building operations and maintenance
Hall Rental	4,743.00	Hall operations and maintenance
Housing Rental	9,133.00	Housing maintenance
Equipment Rental	283.00	Equipment operations and maintenance
Senior Citizens' Centre	130,506.00	Centre operations and maintenance
Miscellaneous Revenues	3,821.00	No
Church Offering	<u>1,799.00</u>	Church operations and maintenance
<u>Total</u>	<u>\$430,231.00</u>	

There are two "other revenues" without specified use totalling \$194,476.00 or 3.4% of the overall cash flow.

Year Four

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Interest Income	\$84,989.00	No
Lessee Service Charges	76,214.00	Landfill, fire protection, lease info, etc.
Office/Space Rental	22,162.00	Building operations and maintenance
Hall Rental	6,553.00	Hall operations and maintenance
Housing Rental	1,500.00	Housing maintenance
Equipment Rental	767.00	Equipment operations and maintenance
Senior Citizens' Centre	125,850.00	Centre operations and maintenance
Miscellaneous Revenues	3,236.00	No
Church Offering	<u>1,799.00</u>	Church operations and maintenance
<u>Total</u>	<u>\$323,070.00</u>	

There are two “other revenues” without specified use totalling \$88,225.00 or 1.6% of the overall cash flow.

Summary of “Other (Unspecified Use) Revenues” - Curve Lake

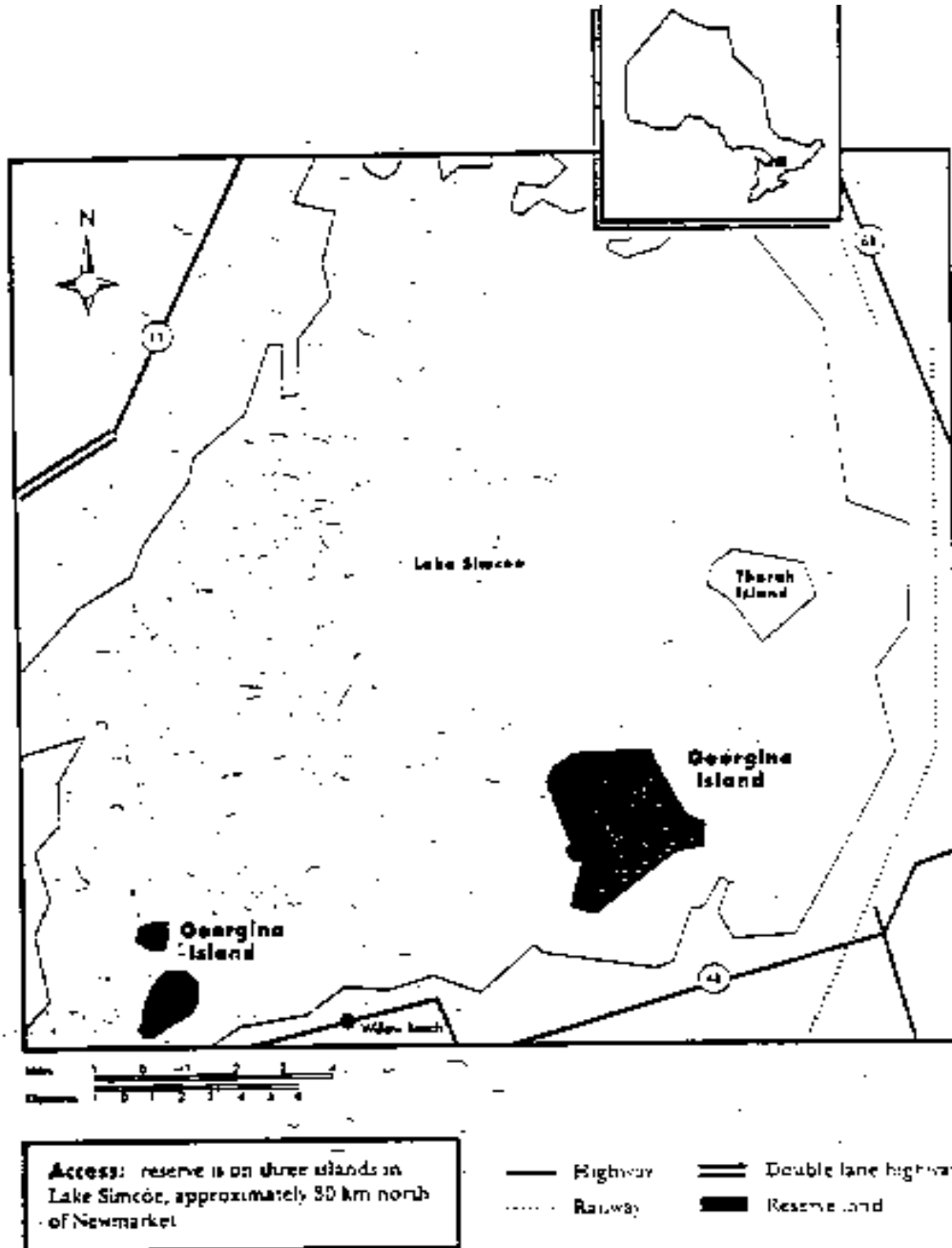
The “other revenue” generated by the Curve Lake First Nation that did not specifically have to go back to a project to repay a mortgage, or be set aside for ongoing operations and maintenance, was negligible. In the four years reviewed, discretionary “other revenue” was as follows:

Years	One	Two	Three	Four
“Other (Unspecified Use) Revenue”	\$62,037.00	\$33,501.00	\$194,476.00	\$88,225.00
Total Budget	\$3,437,479.00	\$4,023,139.00	\$5,792,109.00	\$5,606,790.00
% of Total	1.8%	0.8%	3.4%	1.6%

Table 4: “Other (Unspecified Use) Revenues” in Relation to the Overall Cash Flow - Curve Lake

2.4 Georgina Island First Nation

2.4.i Map of Georgina Island



2.4.ii Community Profile

The Chippewas of Georgina Island First Nation is located on three small islands in Lake Simcoe, and acreage on the mainland at Virginia Beach, approximately 30 kilometres north of Newmarket.

The Georgina Island First Nation was established under the leadership of Chief Joseph Snake in about 1838.

The total on-reserve population of Georgina Island is about 150. Georgina Island is a member of the United Anishnaabeg Councils and is affiliated with the Ogemawahj Tribal Council and the Union of Ontario Indians.

2.4.iii Information on “Other Revenues,” 1988-89 to 1991-92

The following chart was developed from the First Nations’ financial statements for 1988-89 to 1991-92:

Years	One	Two	Three	Four
“Other Revenues”	\$87,618.00	\$22,064.00	\$29,816.00	\$72,503.00
Total Budget	\$1,500,062.00	\$1,386,636.00	\$2,134,091.00	\$2,153,386.00
% of Total	5.8%	1.6%	1.4%	3.4%

Table 5: “Other Revenue” in Relation to the Overall Cash Flow - Georgina Island

Year One

Source	Amount	Specified Use
Ferry Fees	\$22,685.00	Ferry operations and maintenance
Membership Code Revenue	928.00	Membership Registration
Housing/Cottage Sale	64,005.00	Housing construction/maintenance
<u>Total</u>	<u>\$87,618.00</u>	

There are no “other revenues” without specified use that could be classed as discretionary.

Year Two

Source	Amount	Specified Use
Ferry Fees	\$21,664.00	Ferry operations and maintenance
Health Fair	400.00	Health Program
<u>Total</u>	<u>\$22,064.00</u>	

There are no “other revenues” without specified use that could be classed as discretionary.

Year Three

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Ferry Fees	\$29,816.00	Ferry operations and maintenance
<u>Total</u>	<u>\$29,816.00</u>	

There are no “other revenues” without specified use that could be classed as discretionary.

Year Four

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Ferry Fees	\$53,893.00	Ferry operations and maintenance
Donation	17,610.00	No
Donation	<u>1,000.00</u>	No
<u>Total</u>	<u>\$72,503.00</u>	

There are two “other revenues” without specified use totalling \$18,610.00 or 0.9% of the overall cash flow.

Summary of “Other (Unspecified Use) Revenues” - Georgina Island

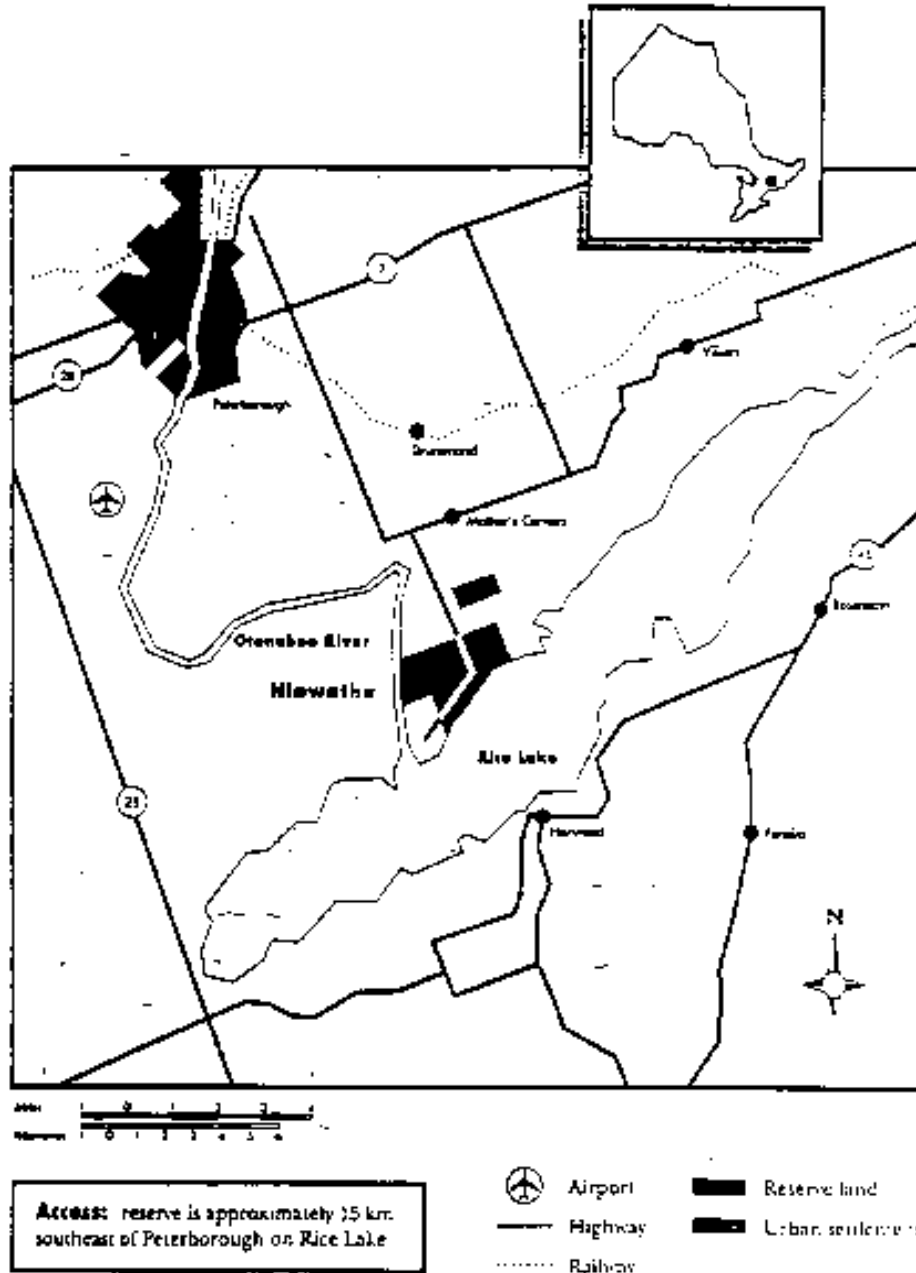
The “other revenue” generated by the Georgina Island First Nation that did not specifically have to go back to a project to repay a mortgage, or be set aside for ongoing operations and maintenance was essentially non-existent. In the four years reviewed, discretionary “other revenue” is summarized below:

Years	One	Two	Three	Four
“Other (Unspecified Use) Revenues”	\$0.00	\$0.00	\$0.00	\$18,610.00
Total Budget	\$1,500,062.00	\$1,386,636.00	\$2,134,091.00	\$2,153,386.00
% of Total	0.0%	0.0%	0.0%	.9%

Table 6: “Other (Unspecified Use) Revenues” in Relation to the Overall Cash Flow - Georgina Island

2.5 Hiawatha First Nation

2.5.i Map of Hiawatha First Nation



2.5.ii Community Profile

Hiawatha First Nation was established in 1828 on a land base of 1120 acres, and a deed for the land was granted in 1834. The name of the reserve was changed from Rice Lake to Hiawatha in 1963.

Hiawatha First Nation is located on the north shore of Rice Lake, east of Otonabee River, approximately 19 kilometres south of Peterborough. Hiawatha First Nation is a member of the United Anishnaabeg Councils and is affiliated with the Association of Iroquois and Allied Indians.

The current on-reserve population of Hiawatha First Nation is 175.

2.5.iii Information on “Other Revenues,” 1988-89 to 1991-92

The following chart was developed from the First Nation’s financial statements for 1988-89 to 1991-92:

Years	One	Two	Three	Four
“Other Revenues”	\$98,814.00	\$128,668.00	\$148,437.00	\$141,882.00
Total Budget	\$1,446,744.00	\$1,647,466.00	\$1,541,061.00	\$1,555,717.00
% of Total	6.6%	7.8%	9.6%	9.1%

Table 7: “Other Revenue” in Relation to the Overall Cash Flow - Hiawatha

Year One

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Interest Income	\$21,850.00	No
Lessee Service Charges	10,160.00	Landfill, fire protection, lease info, etc.
House/ Apartment Rental	10,587.00	House operations and maintenance
Park Rental	38,418.00	Park operations and maintenance
Miscellaneous Revenues	13,799.00	No
<u>Total</u>	<u>\$94,814.00</u>	

There are two “other revenues” without specified use totalling \$35,649.00 or 2.5% of the overall cash flow.

Year Two

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Interest Income	\$53,653.00	No
Lessee Service Charges	10,300.00	Landfill, fire protection, lease info, etc.
House/Apartment Rental	11,291.00	House operations and maintenance
Park Rental	41,340.00	Park operations and maintenance
Miscellaneous Revenues	<u>12,084.00</u>	No
<u>Total</u>	<u>\$128,668.00</u>	

There are two “other revenues” without specified use totalling \$65,737.00 or 4.0% of the overall cash flow.

Year Three

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Interest Income	\$75,293.00	No
Lessee Service Charges	8,523.00	Landfill, fire protection, lease info, etc.
House/Apartment Rental	11,898.00	House operations and maintenance
Park Rental	45,169.00	Park operations and maintenance
Miscellaneous Revenues	<u>7,554.00</u>	No
<u>Total</u>	<u>\$148,437.00</u>	

There are two “other revenues” without specified use totalling \$82,847.00 or 5.4% of the overall cash flow.

Year Four

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Interest Income	\$61,211.00	No
Lessee Service Charges	8,523.00	Landfill, fire protection, lease info, etc.
House/Apartment Rental	13,262.00	House operations and maintenance
Park Rental	43,926.00	Park operations and maintenance
Miscellaneous Revenues	<u>14,960.00</u>	No
<u>Total</u>	<u>\$141,882.00</u>	

There are two "other revenues" without specified use totalling \$76,171.00 or 4.9% of the overall cash flow.

Summary of “Other (Unspecified Use) Revenues” - Hiawatha

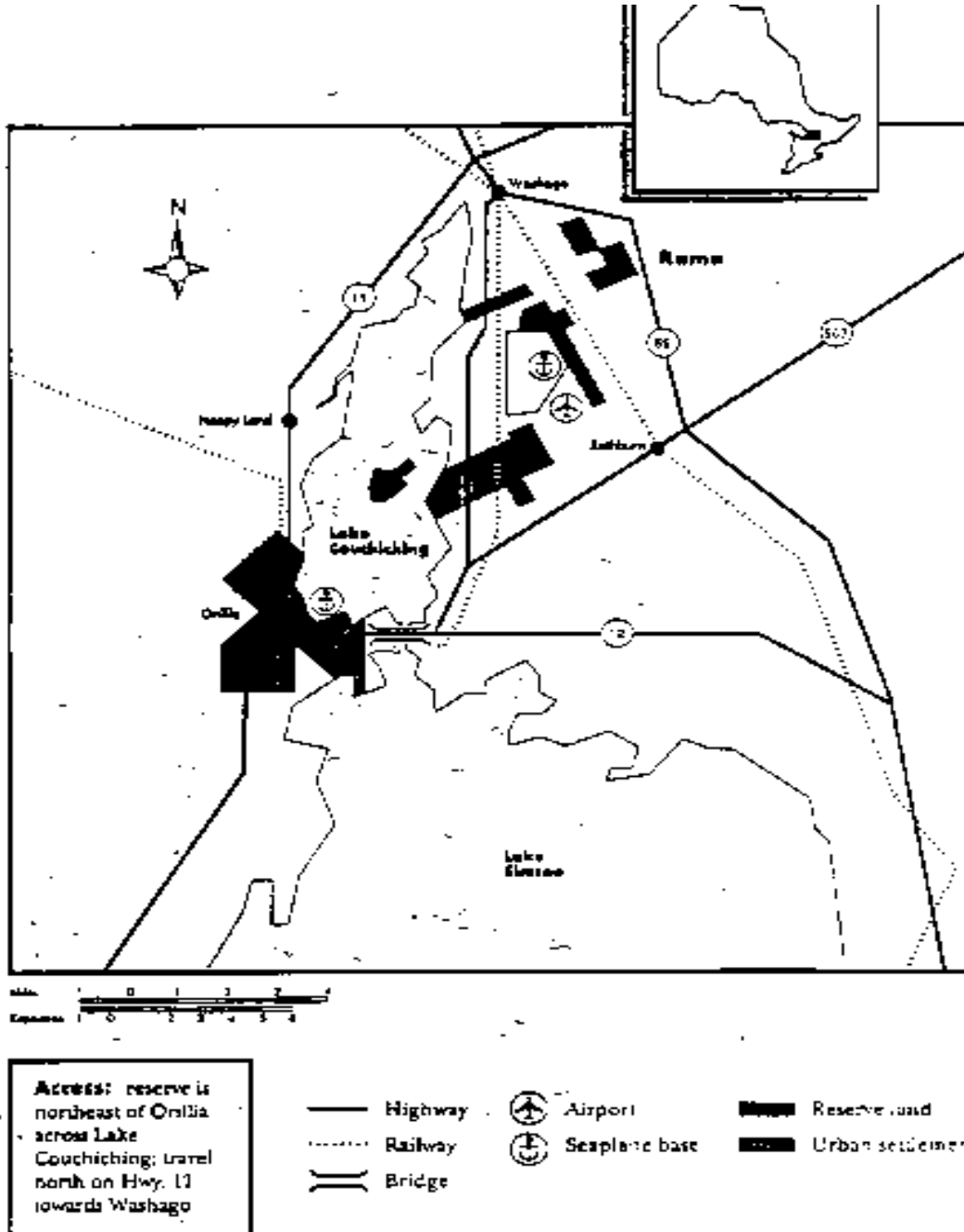
The "other revenue" generated by the Hiawatha First Nation that did not specifically have to go back to a project to repay a mortgage, or be set aside for ongoing operations and maintenance was of minor significance. In the four years reviewed, discretionary “other revenue” was as follows:

Years	One	Two	Three	Four
“Other (Unspecified Use) Revenues”	\$35,649.00	\$65,737.00	\$82,847.00	\$76,171.00
Total Budget	\$1,446,744.00	\$1,647,466.00	\$1,541,061.00	\$1,555,717.00
% of Total	2.5%	4.0%	5.4%	4.9%

Table 8: "Other (Unspecified Use) Revenues" in Relation to the Overall Cash Flow - Hiawatha

4.6 Mnjikaning First Nation

4.6.i Map of Mnjikaning First Nation



4.6.ii Community Profile

Members of the Chippewas of Mnjikaning First Nation are descended from a larger band known as the Chippewas of Lake Huron and Lake Simcoe. Their reserve lands are situated in the south-central part of Ontario, near the city of Orillia.

Mnjikaning First Nation is a member of the United Anishnaabeg Councils and is affiliated with the Ogemawahj Tribal Council and the Union of Ontario Indians. The total on-reserve First Nation population is approximately 500.

4.6.iii Information on “Other Revenues,” 1988-89 to 1991-92

The following chart was developed from the First Nation’s financial statements for 1988-89 to 1991-92:

Years	One	Two	Three	Four
“Other Revenues”	\$127,200.00	\$55,310.00	\$181,321.00	\$197,869.00
Total Budget	\$3,055,039.00	\$6,147,373.00	\$5,454,468.00	\$6,730,196.00
% of Total	4.2%	.9%	3.3%	2.9%

Table 9: “Other Revenue” in Relation to the Overall Cash Flow - Mnjikaning

Year One

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Housing Rent	\$21,702.00	Housing operations and maintenance
Resource Centre Rent	7,592.00	Centre operations and maintenance
Office Rent	7,620.00	Building operations and maintenance
Management Fees	50,000.00	No
Fire Protection	43.00	Fire Extinguishers/Smoke Detectors
Fines	54.00	By-Law Officer Costs
Housing Down Payments	2,385.00	Housing Construction
Community Van Rental	1,661.00	Van operations and maintenance
Coffee Machine	606.00	Coffee materials
Daycare Fees	11,837.00	Daycare operations and maintenance
Miscellaneous Revenues	<u>2,370.00</u>	No
<u>Total</u>	<u>\$127,200.00</u>	

There are two “other revenues” without specified use totalling \$52,370.00 or 1.7% of the overall cash flow.

Year Two

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Housing Rent	\$24,394.00	Housing operations and maintenance
Resource Centre Rent	7,556.00	Centre operations and maintenance
Office Rent	7,603.00	Building operations and maintenance
Management Fees	1,072.00	No
Fire Protection	1,999.00	Fire Protection
Fines	12.00	By-Law Officer Costs
Housing Down Payments	300.00	Housing Construction
Community Van Rental	982.00	Van operations and maintenance
Coffee Machine	619.00	Coffee materials
Daycare Fees	10,483.00	Daycare operations and maintenance
Miscellaneous Revenues	290.00	No
<u>Total</u>	<u>\$55,310.00</u>	

There are two “other revenues” without specified use totalling \$1,362.00 or .02% of the overall cash flow.

Year Three

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Housing Rent/Interest	\$15,487.00	Housing operations and maintenance
Resource Centre Rent	7,657.00	Centre operations and maintenance
Office Rent	4,692.00	Building operations and maintenance
Management Fees	2,080.00	No
Water Fees	3,502.00	Water System operations and maint.
Daycare Fees	10,283.00	Daycare operations and maintenance
Interest Income	137,620.00	No
<u>Total</u>	<u>\$181,321.00</u>	

There are two “other revenues” without specified use totalling \$139,700.00 or 2.6% of the overall cash flow.

Year Four

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Housing Rent/Interest	\$50,200.00	Housing operations and maintenance
Resource Centre Rent	10,765.00	Centre operations and maintenance
Office Rent	4,005.00	Building operations and maintenance
Management Fees	248.00	No
Water Fees	9,165.00	Water System operations and maint.
Daycare Fees	7,013.00	Daycare operations and maintenance
Interest Income	116,473.00	No
<u>Total</u>	<u>\$197,869.00</u>	

There are two "other revenues" without specified use totalling \$116,721.00 or 1.7% of the overall cash flow.

Summary of “Other (Unspecified Use) Revenues” - Mnjikaning

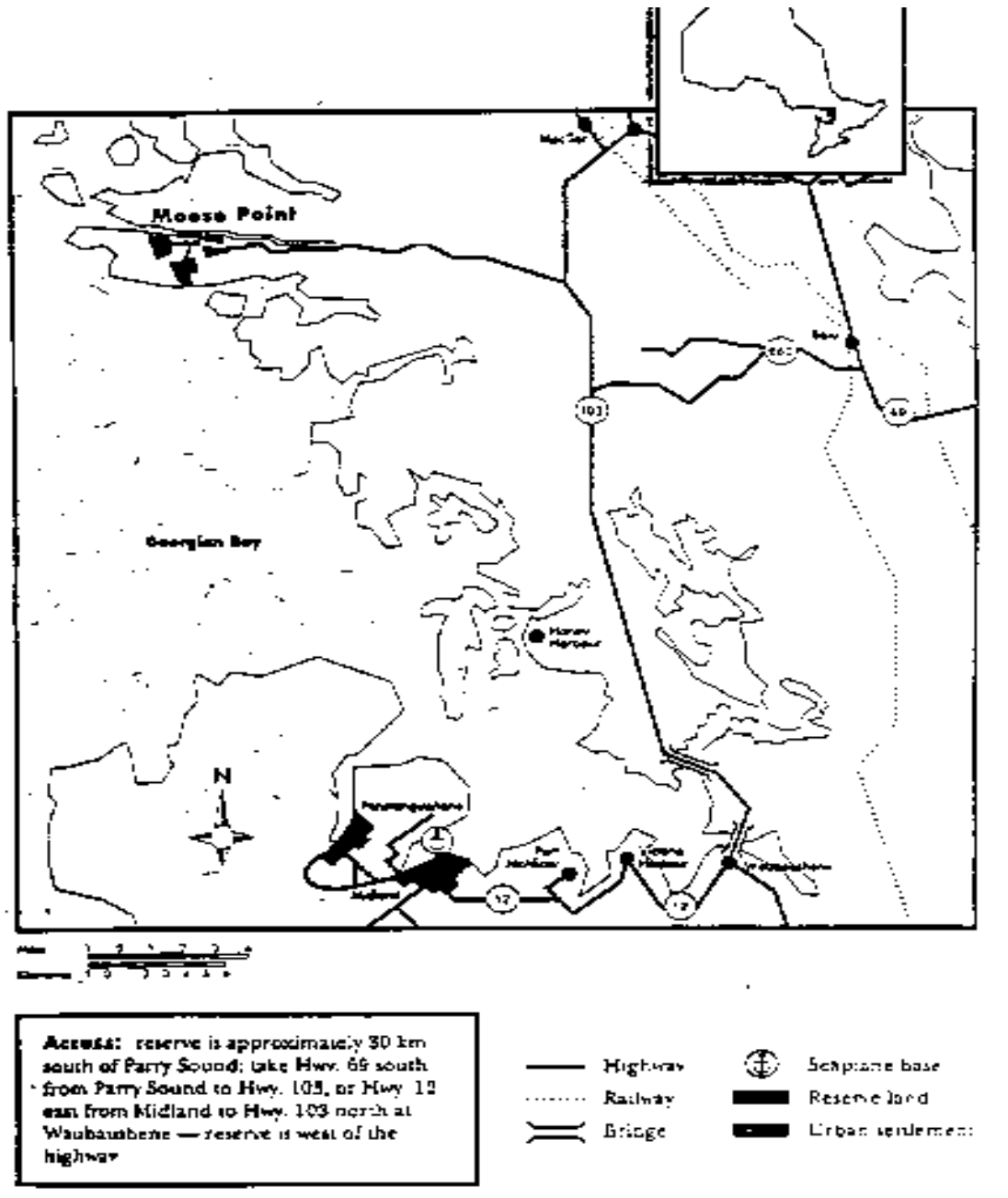
The “other revenue” generated by the Mnjikaning First Nation that did not specifically have to go back to a project to repay a mortgage, or be set aside for ongoing operations and maintenance was of minor significance. In the four years reviewed, discretionary “other revenue” was as follows:

Years	One	Two	Three	Four
“Other (Unspecified Use) Revenue”	\$52,370.00	\$1,362.00	\$139,700.00	\$116,721.00
Total Budget	\$3,055,039.00	\$6,147,373.00	\$5,454,468.00	\$6,730,196.00
% of Total	1.7%	.02%	2.6%	1.7%

Table 10: “Other (Unspecified Use) Revenues” in Relation to the Overall Cash Flow - Mnjikaning

4.7 Moose Deer Point First Nation

4.7.i Map of Moose Deer Point First Nation



4.7.ii Community Profile

The Moose Point reserve was first surveyed in 1917 and was confirmed as a reserve later that same year.

The Moose Deer Point First Nation is located on Georgian Bay, approximately 30 kilometres south of Parry Sound. Moose Deer Point is a member of the United Anishnaabeg Councils and the Ogemawahj Tribal Council, and is affiliated with the Union of Ontario Indians.

The total on-reserve population is approximately 100.

4.7.iii Information on "Other Revenues," 1988-89 to 1991-92

The following chart was developed from the First Nation's financial statements for 1988-89 to 1991-92:

Years	One	Two	Three	Four
"Other Revenues"	\$34,793.00	\$40,112.00	\$38,075.00	\$35,360.00
Total Budget	\$1,064,686.00	\$927,997.00	\$1,260,832.00	\$1,524,809.00
% of Total	3.3%	4.3%	3.0%	2.3%

Table 11: "Other Revenue" in Relation to the Overall Cash Flow - Moose Deer Point

Year One

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Interest Income	\$14,270.00	No
Miscellaneous Revenues	<u>20,523.00</u>	No
<u>Total</u>	<u>\$34,793.00</u>	

There are two "other revenues" without specified use totalling \$34,793.00 or 3.3% of the overall cash flow.

Year Two

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Interest Income	\$35,627.00	No
Miscellaneous Revenues	<u>4,485.00</u>	No
<u>Total</u>	<u>\$40,112.00</u>	

There are two "other revenues" without specified use totalling \$40,112.00 or 4.3% of the overall cash flow.

Year Three

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Interest Income	\$28,682.00	No
Miscellaneous Revenues	<u>9,393.00</u>	No
<u>Total</u>	<u>\$38,075.00</u>	

There are two "other revenues" without specified use totalling \$38,075.00 or 3.0% of the overall cash flow.

Year Four

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Interest Income	\$32,958.00	No
Miscellaneous Revenues	<u>2,402.00</u>	No
<u>Total</u>	<u>\$35,360.00</u>	

There are two "other revenues" without specified use totalling \$35,360.00 or 2.3% of the overall cash flow.

Summary of "Other (Unspecified Use) Revenues" - Moose Deer Point

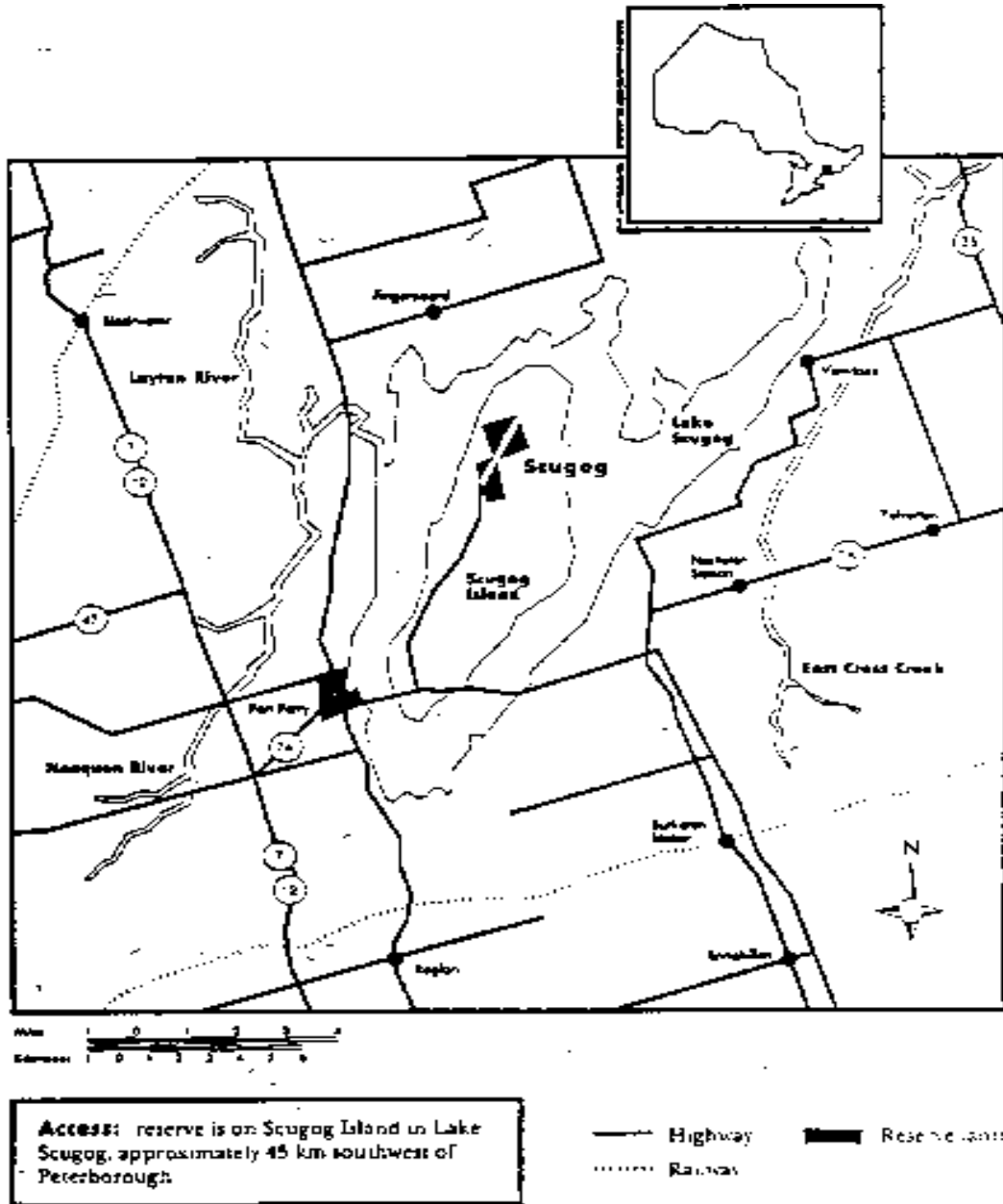
The "other revenue" generated by the Moose Deer Point First Nation that did not specifically have to go back to a project to repay a mortgage or to be set aside for ongoing operations and maintenance was of minor significance. In the four years reviewed, discretionary "other revenue" was as follows:

Years	One	Two	Three	Four
"Other (Unspecified Use) Revenues"	\$34,793.00	\$40,112.00	\$38,075.00	\$35,360.00
Total Budget	\$1,064,686.00	\$927,997.00	\$1,260,832.00	\$1,524,809.00
% of Total	3.3%	4.3%	3.0%	2.3%

Table 12: "Other (Unspecified Use) Revenues" in Relation to the Overall Cash Flow - Moose Deer Point

4.8 Mississaugas of Scugog Island

4.8.i Map of Scugog Island First Nation



4.9.ii Community Profile

The Mississaugas of Scugog Island First Nation is located on Scugog Island in Lake Scugog, approximately 45 kilometres southwest of Peterborough and near the town of Port Perry. In the 1840s the First Nation purchased approximately 800 acres of land on Scugog Island for its members. This land was later confirmed as a reserve by the federal government.

Scugog Island First Nation is a member of the United Anishnaabeg Councils, and is affiliated with the Ogemawahj Tribal Council and the Union of Ontario Indians.

The current on-reserve population is approximately 45 individuals.

4.9.iii Information on “Other Revenues,” 1988-89 to 1991-92

The following chart was developed from the First Nation’s financial statements for 1988-89 to 1991-92:

Years	One	Two	Three	Four
“Other Revenues”	\$250.00	\$646.00	\$6,025.00	\$55,099.00
Total Budget	\$33,029.00	\$128,034.00	\$234,411.00	\$425,874.00
% of Total	.8%	.5%	2.5%	13.0%

Table 13 “Other Revenue” in Relation to the Overall Cash Flow - Mississaugas of Scugog Island

Year One

Source	Amount	Specified Use
Equipment Rent	\$250.00	Equipment operations and maintenance
<u>Total</u>	<u>\$250.00</u>	

There were no “other revenues” without specified use from the overall cash flow that could be classed as discretionary.

Year Two

Source	Amount	Specified Use
Interest Income	\$646.00	No
<u>Total</u>	<u>\$646.00</u>	

There is one “other revenue” without specified use totalling \$646.00 or .5% of the overall cash flow that could be classed as discretionary.

Year Three

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Interest Income	\$2,425.00	No
House Rent	<u>3,600.00</u>	House operations and maintenance
<u>Total</u>	<u>\$6,025.00</u>	

There are two “other revenues” without specified use totalling \$2,425.00 or 1.0% of the overall cash flow that could be classed as discretionary.

Year Four

<u>Source</u>	<u>Amount</u>	<u>Specified Use</u>
Interest Income	\$6,334.00	No
Band House Rent	4,645.00	House operations and maintenance
Housing Rent	<u>44,120.00</u>	<i>NHA</i> Section 95 mortgage
Total	\$55,099.00	

There is one “other revenue” amount without specified use totalling \$6,334.00 or 1.5% of the overall cash flow.

Summary of “Other (Unspecified Use) Revenue” - Mississaugas of Scugog Island

The “other revenue” generated by the Mississaugas of Scugog Island First Nation that did not specifically go back to a project to repay a mortgage or to be set aside for ongoing operations and maintenance was insignificant. In the four years reviewed, discretionary “other revenue” was as follows:

Years	One	Two	Three	Four
“Other (Unspecified Use) Revenues”	\$0.00	\$646.00	\$2,425.00	\$6,334.00
Total Budget	\$33,029.00	\$128,034.00	\$234,411.00	\$425,874.00
% of Total	0.0%	.5%	1.0%	1.5%

Table 14: “Other (Unspecified Use) Revenues” in Relation to the Overall Cash Flow - Mississaugas of Scugog Island

4.10 Summary of “Other (Unspecified Use) Revenues” - United Anishnaabeg Councils

The following table provides a summary of the analysis and provides the percentage of actual discretionary funds in relation to the overall cash flow of the seven First Nations of the United Anishnaabeg Councils.

First Nation	Year One	Year Two	Year Three	Year Four
Beausoleil	0.07%	0.00%	0.03%	0.10%
Curve Lake	1.80%	0.80%	3.40%	1.60%
Georgina Island	0.00%	0.00%	0.00%	0.90%
Hiawatha	2.50%	4.00%	5.40%	4.90%
Mnjikaning	1.70%	0.02%	2.60%	1.70%
Moose Deer Point	3.30%	4.30%	3.00%	2.30%
Scugog Island	0.00%	0.50%	1.00%	1.50%

RESEARCH REPORT ON THE REVENUE GENERATION CAPACITY OF THE UNITED ANISHNAABEG COUNCILS FIRST NATIONS

PART III

REVENUE GENERATION ALTERNATIVES

3.1 Resource-based Revenues

3.1.i From First Nation Lands

Every First Nation identified the limited quantities of reserve lands as a significant, likely insurmountable, barrier to the generation of revenues from First Nation lands. For example, Hiawatha First Nation has indicated the land area available for residential, commercial and recreational use is less than 10 per cent of the total land base.

Some communities are experiencing tension over plans for the development of remaining land. For example, at the Mnjikaning First Nation there is a quarry which could be further developed. At the same time, there is a tremendous unfulfilled demand for housing in the community.

Hiawatha First Nation has indicated that tourism and recreational uses are viable alternatives for making use of natural resources (such as woodlands, furbearing animals, and fish) on First Nation land. The First Nation has noted the past abundance of wild rice (*manomin*) as a natural resource. The construction of dams associated with the Trent Severn Waterway and fluctuating water levels on Rice Lake to facilitate boat travel have, however, caused irreparable damage to the wild rice beds. There are currently no significant wild rice beds, and development of this resource for commercial or even subsistence purposes is not feasible.

Hiawatha First Nation members have indicated that some community-owned lands should be reserved for recreational development and forestry; a small portion of First Nation-owned land can be set aside for industrial use; and a recreational facility is planned for one lot. Finally, one area

within the First Nation-owned lands (Herkimer Point) has been surveyed and contains 16 lots, all of which are community-owned. This area has potential as a resort, housing sub-division or for commercial use. The highest priority of the community is to ensure some lands are preserved in their natural state.

There are two sandpit (quarry) areas at the Moose Deer Point First Nation, one of which produces very high quality materials. However, the business development of these quarries is limited in that neither generates sufficient material for sale. Instead, the materials are used for local building purposes. There is no mining or forestry potential at Moose Deer Point First Nation, and there is insufficient land for additional cottage development. While some potential for a commercial fishery exists, the provincial Ministry of Natural Resources is buying out existing licences and closing the fishery down.

At Beausoleil First Nation, there are several sandpits which are used for local purposes, but these are nearly exhausted. The Beausoleil First Nation now brings in gravel. The Georgina Island First Nation has some gravel on First Nation lands, but is unable to develop a commercial gravel-crushing enterprise due to the costs associated with transporting gravel off the Island. The Hiawatha First Nation has a gravel pit, but it is nearly exhausted and no gravel has been sold from the pit for many years. There is some peat development potential at Hiawatha First Nation, but a portion of the land in question is under a Certificate of Possession (the remainder is communally-held).

At Beausoleil First Nation, there is significant forestry development potential. Currently, there are uncontrolled sales of existing forest resources, and the issue of sales of forestry resources by holders of Certificates of Possession has been the source of tension within the community. At this point, the community has not developed a policy regarding forestry revenues. There is also an active commercial fishery at Beausoleil, with approximately 20 community members employed part-time as commercial fishers.

There is some forestry potential at Georgina Island First Nation, but research is required into the forestry potential and the market for raw and finished wood products. The Georgina Island First

Nation has identified a fish hatchery as a possible future development project, but considers this a “low priority” item due to lack of seed funding.

At Scugog Island First Nation, there are simply no natural resources to develop: no forest resources, no water access, no aggregate resources.

3.1.ii From Traditional Territories

Few of the First Nations have considered development opportunities in traditional territories, defined to include those territories covered by land treaties signed by United Anishnaabeg Councils First Nations. All First Nations identified significant political and legal barriers to the development of lands within their traditional territories.

In general, when First Nations have considered the potential for generating revenues from their traditional territories, it has been in the context of ongoing claims negotiations. Initiatives within their traditional territories which may form part of future claims settlements include taking over the management of local provincial and national parks or co-managing parks with other governments; access to additional lands for cottage developments; access to forestry resources; and joint venturing or other partnerships within their traditional land use areas.

Many of these initiatives have been discussed in the context of the claim relating to the 1923 Williams Treaties, in which six of the seven United Anishnaabeg Councils First Nations participated. The conclusion of this claim through a settlement negotiated by the participating governments (the First Nations, Canada and Ontario) would bring greater certainty to the question of revenue-generation for the First Nations from traditional territories, and may provide specific opportunities for First Nation revenue-generation.

The Beausoleil First Nation is now working to regain land surrendered to the Department of Fisheries and Oceans for a lighthouse. The lighthouse has been abandoned, and the Department has leased the land to cottagers. The land at stake is not large (approximately 50 acres), but it contains several buildings, including houses, which are becoming run down.

3.2 Local Revenue Sources

The small on-reserve population of Scugog Island First Nation was identified as a barrier to generating revenues from local sources: First Nation representatives surveyed felt the costs of collecting fees would exceed the amounts collected. Similarly, at Moose Deer Point and Georgina Island First Nations, the small on-reserve populations mean that local revenue sources are limited at best.

With the development of the Great Blue Heron Entertainment Centre, a charitable gaming facility located on-reserve, the Scugog Island First Nation will obtain lease and rent revenues through the Mississaugas of Scugog Island First Nation Community Association, the members of which are members of Scugog Island First Nation. Similarly, economic spin-offs from the Great Blue Heron Entertainment Centre may create opportunities for licensing fees, leasing revenues, partnership/joint venture profits, and other opportunities.

The Curve Lake First Nation identified several possible sources of local revenue for future consideration. These included: fees for cable, telephone and hydroelectricity services on First Nation lands; income from rental properties; income from renting-out public works equipment and staff; levying charges for public parking and for public parks; service charges for services on First Nation lands; selling fishing licenses; licensing dogs; road tolls during special events which attract considerable road traffic; and user fees for cottage lot lessees.

The Moose Deer Point First Nation's main source of revenues is tourism-related. However, tourism-related initiatives are largely seasonal, marginally profitable, and the community feels it may have reached the outside limits of tourism-related initiatives. At the same time, First Nation personnel feel that Moose Deer Point's location is suitable for tourism but not suitable for other business endeavours, such as general retail or a charitable casino.

The Moose Deer Point First Nation has developed a First Nation-owned cottage rental facility beside the First Nation marina. The revenues generated by this initiative are directed to operating costs.

Moose Deer Point First Nation is also now planning for the development of a First Nation-owned trailer park with up to 200 sites. Few projections are available at this stage with respect to expenditures and revenues. However, it is noteworthy that when workers were clearing survey lines at the First Nation boundaries to determine the location for the trailer park, a local cottage owner immediately and incorrectly disputed the First Nation's property lines.

At Beausoleil First Nation, the local store (now privately-owned) was initially a First Nation-owned enterprise. However, the store experienced financial difficulties, as have other First Nation-owned enterprises, and the Council has not explored any further First Nation-owned initiatives.

At Beausoleil First Nation, there is a small, private marina. Beausoleil is now exploring the potential for eco-tourism initiatives focussing on two of the First Nation's island properties, both of which are unoccupied and which have natural beachfronts. The First Nation considers those people occupying boats in waters adjoining the islands trespassers, but is unable to enforce an \$8 per boat fee. Beausoleil is also exploring the potential for parks and additional marina developments.

At Beausoleil First Nation, there are approximately 200 cottages which are leased under 15-year agreements which expire in 2009. There is limited space for additional development, but the First Nation has not marketed this opportunity to potential lessees. Revenues generated through housing developments (i.e., rent and mortgage payments) are directed back into additional housing and renovation of existing stock. There are local fees for water, sewer and garbage services, but the revenue base is small and there is resistance on the part of community members to these fees.

The Georgina Island First Nation owns a marina on a small plot of reserve land on the mainland. There have been discussions for several years about expanding the marina facilities to include a conference hall or a business facility.

At Georgina Island First Nation, which includes Snake and Fox islands, there are approximately 300 leased cottages. The First Nation charges fees to non-member cottagers for garbage, policing, fire, road maintenance and water services; however, fees are set at a cost-recovery basis. With the development of the proposed federal Indian lands management legislation, which will apply to

Georgina Island, the First Nation will be able to set its own lease rates and play a greater role in the management of on-reserve resources.

The Hiawatha, Scugog, Beausoleil and Mnjikaning First Nations have mortgage-rental structures in place to generate revenues from housing. There has been a freeze on the development of new housing at Mnjikaning for the last three years. Revenues from existing housing developments are directed back to operations and maintenance of housing stock and administration of the housing program.

There are 29 year-round cottage leases and 43 seasonal leases at the Hiawatha First Nation. However, all of the leases are held by individual Certificate of Possession holders. The First Nation does not hold any leases. There are also numerous leased cottages at Curve Lake First Nation, but none of the leases are held by the First Nation.

3.3 Economic Development

The seven First Nations of the United Anishnaabeg Councils have a variety of perspectives on economic development, ranging from generation of wealth for the community now, to creating long-term job opportunities for First Nation members. Georgina Island First Nation indicated it is impossible to separate the twin goals of revenue generation and community development when discussing economic development for First Nations.

In general, members of all United Anishnaabeg Councils First Nations have plans and ideas for economic development initiatives, but are limited by constraints including lack of access to capital. The Beausoleil First Nation is now preparing an economic development strategy for completion in 1996-1997. Each of the remaining First Nations has completed an economic development strategy within the last two years.

The Georgina Island First Nation has developed a First Nation-owned hockey stick manufacturing operation which has, the Council feels, "tremendous potential." Expansion plans include the eventual employment of 10 staff members. Revenues generated by this manufacturing facility will be returned to support operations. There are also approximately 15 other small, privately-owned

businesses on the Island, some of which are seasonal (i.e., winter ice-fishing huts; summer housekeeping cabins).

Other economic development initiatives identified by Georgina Island community members include a First Nation-owned store, a resort/recreation complex, a golf course facility, a conference centre, a radio station and a housing sub-division. Some discussions have taken place with a Toronto-based development corporation regarding outside sponsorship of one or more of these initiatives. First Nation ownership and control is also being considered.

At Scugog Island First Nation, the limited land base was identified as a barrier to economic development initiatives. For example, economic ventures such as “estate houses” for rent or lease, as in an initiative pursued by one First Nation in British Columbia, would have to be preceded by a land use plan which would ensure adequate land for housing and business ventures for First Nation members.

The development of the Great Blue Heron Entertainment Centre at Scugog Island First Nation may generate revenues for charitable purposes. Such purposes could include supporting non-profit advisory committees to the First Nation government.

Curve Lake First Nation identified barriers facing First Nation contractors, which are generally small, unable to bid on larger contracts or to benefit from economies of scale. The Moose Deer Point First Nation identified the lack of access to capital for business start-up and operation as a significant barrier, especially with regards to larger initiatives (i.e., those requiring over \$250,000 in start-up funding). Moose Deer Point, Scugog Island, Mnjikaning, Georgina Island and Beausoleil First Nations offer small business start-up loans (up to \$5,000) through the Ogemawahj Tribal Council.

The Curve Lake First Nation identified several economic development ventures which could be pursued in the future. These include: developing profit-oriented First Nation-owned businesses; developing partnerships with profit-making First Nation businesses; pursuing on- and off-reserve joint venturing arrangements with non-Indians; developing corporations (identified as a method of

separating business and political concerns at the First Nation level); developing cultural, tourist and educational attractions; developing a summer camp for First Nation members and others; developing a hotel or motel facility; developing retail outlets for wild game and fish; food processing facilities; developing a golf course on First Nation territory (ie., Fox Island); developing an incinerator for First Nation and off-reserve waste disposal; fuel wholesaling; developing a building outlet; developing modular or prefabricated housing; developing a nursing home for First Nation and other clients; developing special events and festivals (i.e., cultural, music and art festivals); developing First Nation businesses located off-reserve; developing a correctional facility; and business and program employment from United Anishnaabeg Councils initiatives.

The approach to economic development taken by the Moose Deer Point First Nation has, until recently, been focussed on creating employment for First Nation members as opposed to generating revenues. Accordingly, revenues from economic development ventures have been directed to paying wages. No ventures to date have generated sufficient revenues for additional programs or services.

The Moose Deer Point First Nation has also encouraged training as a component of economic development. However, once First Nation members are trained, they are often forced to leave the community to find jobs. The First Nation is unable to offer employment to individuals who have received training.

Training was also identified as a significant component of economic development by the Beausoleil First Nation, in that community members have ideas for economic development initiatives but lack skills. Beausoleil First Nation also identified the lack of “aftercare” services for new businesses (i.e., ongoing support for new businesses) as a barrier to economic development. Further, training initiatives must include allowances for travel and living expenses off-reserve to allow community members to take part. In summary, the community is “doing what they can” to encourage and support training for community members by accessing existing dollars to the greatest extent possible.

A significant economic development initiative at Moose Deer Point First Nation is the First Nation-owned marina, which was built 25 years ago. All revenues generated from the marina are spent on

staff wages and marina operations, i.e., increasing dockage, storage space, equipment, etc. It is interesting to note that: first, the Department of Indian Affairs initially wanted to subdivide the area on which the marina is located into cottage lots, but the First Nation did not agree; and secondly, the Department supported the initial marina construction with an economic development loan.

Since its construction in 1969, the marina has expanded to a 200-boat facility from the original 17-boat facility. Today, the marina offers gasoline sales, equipment and boat repair services, a snack shop, convenience store and boat and canoe rentals. In addition to this marina, there are two other privately-owned marinas run by First Nation members, and a small, privately-run trailer park.

The Moose Deer Point First Nation is also in the very early planning stages of developing an on-reserve manufacturing facility sponsored by an outside entrepreneur. The facility, if developed, would be aimed at generating profits and employing First Nation members.

The Mnjikaning First Nation has pursued several economic development initiatives, including the recently-opened Casino Rama and a First Nation-owned marina and industrial park located on First Nation lands. While the casino development is still very new, at this stage it is clear that the Casino Rama development has had some unanticipated, negative effects. These include legal battles with the provincial government and with other First Nations and Aboriginal groups over the distribution of profits from the casino. In addition, although the First Nation's budget has increased, costs associated with running the First Nation have outstripped the budget increase. In general, realizing the revenue-generation potential of the gaming developments at the Mnjikaning and Scugog Island First Nations must be viewed as a mid- to long-term objective.

The Hiawatha First Nation has generated several directions for economic development, including a year-round grocery or variety store, a gas bar, a restaurant or snack bar, and a marina to meet the demand of boaters, First Nation members and visitors to Rice Lake. Community members have indicated that any development must optimize the limited land base available, and minimize capital and maintenance costs and negative environmental impacts. In 1996, the community began operating Serpent Mounds Park at the site of a former provincial park operation. The park land is First Nation-owned and had been leased to the Ontario government, which felt the park was no

longer economically viable. At this point, the long-term revenue-generation effects of the park are unknown.

The Georgina Island First Nation has generated a list of several possible projects which could be developed by entrepreneurs from the First Nation. These include a gas station on the Island, a garage with auto repair services, a Laundromat, tourism initiatives, a convenience or video store, a water taxi service (charging “minimum but profitable rates”), a craftshop, a motel or hotel, community farming or greenhouses and a bakery.

Several First Nations identified their location as a significant barrier to economic development. For example, Moose Deer Point First Nation is located approximately 19 kilometres along a cottage road; and the Beausoleil First Nation lands consist largely of islands, only one of which is inhabited, which are not close to any large population centres. Both Beausoleil and Georgina Island First Nations require ferry services to transport people and goods from the mainland to the community. During the winter freeze-up and the spring thaw, transportation between the communities and the mainland is often suspended for weeks at a time. The island locations of Georgina Island and Beausoleil First Nations also add expenses to any construction or other developments on First Nation lands.

Georgina Island First Nation expressed concern that forestry developments in their community could not compete with other forestry developments, given the additional costs associated with transportation to and from the community’s island location, and given basic, unmet infrastructure needs in the community, such as safe and efficient transportation to and from the island.

Currently, the ferry services at Beausoleil and Georgina Island are working to capacity with no immediate improvement anticipated. The Georgina Island First Nation has considered developing a First Nation-owned shuttle boat taxi service, but has not determined whether such a project would be economically feasible.

Interestingly, the Georgina Island First Nation also mentioned that their island location offers advantages for tourism-based development ventures; and that future developments could be based

on “virtual enterprises” (such as home shopping and Internet-based businesses) which do not require “storefront” operations.

Finally, most of the First Nations mentioned the limited infrastructure on-reserve as a barrier to economic development. For example, the Beausoleil First Nation is also limited (at the time of writing) by the existing single-phase hydroelectric power supply.

RESEARCH REPORT ON THE REVENUE GENERATION CAPACITY OF THE UNITED ANISHNAABEG COUNCILS FIRST NATIONS

PART IV

FINDINGS AND CONCLUSIONS

This section outlines the findings generated by the first three parts of this report, and draws some major conclusions regarding the revenue generation potential of the United Anishnaabeg Councils First Nations.

4.1 Discussion of Findings

4.1.i Findings From the Literature Review

First, the literature review demonstrates the broad range of experiences Aboriginal communities have encountered in identifying, planning and implementing revenue generation strategies. This broad range corresponds to the range of socioeconomic conditions faced by Aboriginal communities surveyed in the literature, including large communities which are close to major markets, with significant land holdings, or with resource-rich land holdings; as well as small or isolated communities, without significant land holdings or without land which includes commercially valuable natural resources, such as minerals.

Similarly, the Aboriginal communities surveyed face a variety of political and legal conditions: some have benefitted from modern comprehensive land claims settlements, others have participated in the treaty-making process associated with the original colonization of Aboriginal homelands by European powers, while others have not ceded title to their original lands through treaty or claims settlement. The literature review shows that most of the major investment and other commercial

activities undertaken by Aboriginal communities in Canada have been carried out by the relatively small number of communities which have negotiated comprehensive land claims settlements.

In general, the literature shows that many factors determine to what extent Aboriginal communities can develop their fiscal capacity. The literature is divided on the nature of barriers to the development of revenue generation strategies, and whether these barriers can be dismantled. Some authors conclude that all barriers can be overcome given the presence of “outside” funding, while others draw a distinction between large communities close to major markets and small, isolated communities which can lack an adequate economic base.

As this research report has been completed in the context of the Anishnaabe government negotiations initiative of the United Anishnaabeg Councils, it is particularly interesting to note that the Cornell and Kalt study concludes that the single greatest asset of Aboriginal communities bring to developing their fiscal capacity is political sovereignty. In other words, the single factor that best separates Aboriginal communities which are successful in economic development and revenue-generation strategies from unsuccessful ones is their institutional ability to effectively exercise their sovereignty.

However, the Royal Commission on Aboriginal Peoples report on Aboriginal economic development and resources concludes that sovereignty alone is “not enough” to ensure good economic development: without a stable and appropriate system of government, control over natural resources will not lead to economic development.

One of the objectives of the United Anishnaabeg Councils’ Anishnaabe government negotiations is to develop new governing structures and systems. These structures and systems will be more appropriate for the First Nations and, it is hoped, more stable than current *Indian Act*-based structures and systems. Accordingly, the conclusion of the Anishnaabe government negotiations and the implementation of a United Anishnaabeg Councils Anishnaabe Government Agreement will form part of the necessary groundwork for the development of additional revenue generation capacity among the First Nations.

4.1.ii Findings from the Fiscal Capacity Database

The Fiscal Capacity Database, which forms Part II of this report, describes in detail the “other revenues” and other revenues with unspecified uses available to the United Anishnaabeg Councils over a four year period, from 1988-89 to 1991-92.⁵

This database clearly demonstrates that the United Anishnaabeg Councils have virtually no discretionary funding available for community development purposes, including the development of fiscal capacity and economic development purposes. During the period surveyed, the single highest amount of “other (unspecified use) revenues” reported by any of the First Nations was a total of 5.40 per cent of the First Nation budget (reported by Hiawatha First Nation in 1990). In contrast, an amount of zero “other (unspecified use) revenues” was reported five times by three separate First Nations during the period surveyed. In summary, “other (unspecified use) revenues” for UAC First Nations averaged at 1.69 per cent of the total First Nations budget. Other (unspecified use) revenues for all UAC First Nations averaged 1.34 per cent for 1988-89; 1.37 per cent for 1989-90; 2.20 for 1990-91; and 1.86 per cent for 1991-92.⁶ The data trends identified in this Database have been confirmed for subsequent years through a review of audited financial statements from each First Nation for 1995-96.

4.1.iii Findings From the Revenue Generation Alternatives Section

Part III describes the revenue-generation alternatives which have been explored or proposed by the First Nations. These include opportunities relating to the development of revenues from natural resources on First Nation reserve lands and within UAC traditional territories (those lands covered by treaties signed by UAC First Nations), local revenue sources such as licenses and fees, and economic development experiences and possibilities.

⁵ Refer to Part II for a detailed description of the “other revenues” and “other (unspecified use) revenues” categories in First Nation budgets.

⁶ These figures were jointly derived and verified by the United Anishnaabeg Councils and by Canada. For further information, refer to the *Financial Database Report, 1988-89 - 1991-92* prepared by Indian and Northern Affairs Canada and the United Indian Councils, March 1993.

Several First Nations reported the presence of resources which could be developed from the existing reserve land base (see Appendix III for a listing of revenue generation alternatives identified by each First Nation). As demonstrated by the Fiscal Capacity Database, however, none of the First Nations are now involved in natural resource extraction or development projects which produce significant revenues without specified uses for the community.

Many of the resource development alternatives identified by the First Nations are constrained by external factors which First Nations cannot control. For example, while there is some potential for a commercial fishery operation at Moose Deer Point First Nation, the provincial Ministry of Natural Resources is in the process of buying up existing commercial fishery licenses and thereby foreclosing on this alternative. At Georgina Island First Nation, there is some forestry potential, but the First Nation is unable to determine the nature of this potential revenue generation alternative due to lack of funding to carry out market and other research. As well, Georgina Island First Nation expressed concern that forestry developments in their community could not be competitive with other forestry developments, given the additional costs associated with transportation to and from the community's island location, and given basic, unmet infrastructure needs in the community, such as a requirement for safe and efficient transportation to and from the island.

Natural resource opportunities from within traditional territories have not been the subject of extensive consideration by the First Nations. All of the First Nations identified significant legal and political barriers to the development of opportunities, such as resource revenue sharing agreements, to generate revenues from resources within their traditional territories. The 1923 Williams Treaties claim by seven First Nations (six of whom are UAC First Nations) has been validated by the governments of Canada and Ontario. The settlement sought by UAC First Nations includes, but is not limited to, cash, land, and economic opportunities. The conclusion of the Williams Treaties claims through settlement may include opportunities for generating revenues from natural resources contained within the traditional territories of the First Nations. At present, however, no First Nations are generating revenues from these sources. At the same time, the First Nations do not control the outcome of the claims negotiations process, and any benefits from a potential claims settlement will only become apparent in the mid- to long-term.

All First Nations have made significant attempts to generate revenues from local sources, such as licenses and fees. Most of the First Nations identified existing local revenue sources, ranging from cottage lease fees to service charges for cottagers, tourism, and mortgage-rental arrangements for local housing. However, as demonstrated by the Fiscal Capacity Database, these local sources did not produce a significant amount of revenue with unspecified uses for any of the First Nations. Most of the revenues generated through fees for services and for housing, for example, were collected on a cost-recovery basis or were directed back to operations and maintenance costs for the service in question. The Mississaugas of Scugog Island First Nation noted that, due to their small on-reserve population base, the costs associated with collecting fees and service charges would exceed the amounts collected. In all First Nations, many of these local revenue sources are now at their limits and the research carried out for this project demonstrates that there are no substantial sources of local revenues which are not being explored.

All of the First Nations are active in the field of economic development, including economic development for revenue-generation purposes. Many of the economic development initiatives listed by First Nations are future-oriented. All of the First Nations identified constraints to the further development of economic ideas and opportunities, including lack of access to capital, the small size and the isolated geographical location of First Nations' reserve land holdings, and the small on-reserve population base of the First Nations. In short, while the First Nations have what one Chief described as an "encyclopaedia of ideas" regarding economic development, most of these ideas are not realities now and those opportunities which have been developed are not producing revenues for the First Nation.

For example, profits from the provincially-licensed casino at Mnjikaning First Nation were scheduled to begin flowing to First Nations in Ontario at the end of the second year of operations, and a profit-sharing agreement was reached amongst all First Nations in Ontario. However, that agreement is now in question. Agreement also has not been reached on the Government of Ontario's imposition of a reduced profit-share for First Nations. As well, a 1996 lower-court ruling supported a position that profit-sharing from Casino Rama must include other Aboriginals in Ontario, not just First Nations. Accordingly, the amount of revenues flowing to the Mnjikaning First Nation and other First Nations in Ontario from this initiative will be delayed and decisions

about how and to whom revenues will be distributed will likely be settled in forums outside Ontario First Nations (i.e., the Ontario courts). Best estimates are that significant revenues are likely to become available only in the mid- to long-term (i.e., after at least five years from this writing).

At the same time, the Government of Ontario is exercising its authority, pursuant to a federal-provincial agreement over gaming, to open a gaming operation in Niagara Falls, Ontario, in December 1996. This new casino will likely have effects on the revenues from the casino at Mnjikaning. Ontario has not produced any long-term, publicly available official plan regarding its future development of the gaming sector, so First Nations such as Mnjikaning First Nation are unable to conclusively assess the long-term benefits of their gaming initiatives.

4.1.iv Overall Findings

The situation of the UAC First Nations in terms of revenue generation can be summarized as follows:

As demonstrated by the literature review, in contrast to other Aboriginal groups which are active on a large scale in the commercial economy, the First Nations of the United Anishnaabeg Councils have not benefitted from modern land claims settlements, but instead have been alienated from what is now the richest industrial area in Canada by the 1923 Williams Treaties.

For example, two centuries ago the Mississauga alone controlled some of this land, the so-called “Golden Horseshoe,” but today they no longer occupy any land along the shoreline of Lake Ontario, and, from St. Catherines to Kingston over five million newcomers live in their former hunting and fishing grounds. Once these First Nations’ proprietary interest in their traditional lands and resources ceased to be recognised by other governments, they became “paupers in their own land.”⁷

⁷ Assembly of First Nations, *Fiscal Transfers, Programs and Services: The End of the Line? A Brief Survey of Crown-Indian Fiscal Relations*. (Ottawa, 17 September 1996), page 3.

The fragments of lands “reserved” for UAC First Nations from within these traditional territories, while they are contained within this commercially productive area, do not contain exploitable resources available to some other Aboriginal communities in Canada, such as mineral resources or gas and oil.

At the same time, attempts by UAC First Nations to support their traditional economy and to sustain their Anishnaabe culture by drawing on resources outside their reserve bases have increasingly been criminalized by non-Native governments. For example, the federal and Ontario governments have interpreted the 1923 Williams Treaties as “extinguishing” the off-reserve harvesting (hunting and fishing) activities of all members of the First Nation signatories, and First Nation members have been prosecuted criminally for off-reserve harvesting activities, with these convictions confirmed by the Supreme Court of Canada.

- # The UAC First Nations are pursuing a land claim to redress the lack of adequate compensation for the “extinguishment” of their Aboriginal title to lands contained within the 1923 Williams Treaties. A settlement may include financial compensation, including moneys directed specifically towards economic development in six of seven UAC First Nations and/or for the purchase of additional lands. However, negotiations have not been finalized, and UAC First Nations do not control the pace or the outcome of negotiations.

- # The seven UAC First Nations are also negotiating an Anishnaabe Government agreement with the Government of Canada, with the Government of Ontario participating as an observer. Because economic development and the renewal of First Nation economies is an essential part of Anishnaabe Government, and because the long-term fiscal security of the First Nations cannot depend only on transfers from other governments, the development of a United Anishnaabeg Councils Economic Development Corporation was proposed by the First Nations in 1990 as an element of an Anishnaabe Government Agreement. The objective of the corporation would have been to contribute to economic self-sufficiency in the First Nations through business development, human resource development, and equity-

building through an investment fund. This proposal was not accepted as a component of negotiations by the other governments.

The greatest barrier to the development of fiscal capacity identified by the First Nations is the limitations of their current land base. The size of the reserve land base affects every other component of revenue generation: from the amount and nature of natural resources available for development, to the population base available to support revenue generation through licenses and fees, to the land base available for industrial and commercial development, to the human resources available within the community. The reserve land bases are simply too small and fragmented to allow for the appropriate development of growing and thriving communities and, by extension, the development of healthy and growing economies.

Most lands in southern Ontario are either held privately by third-party interests or by the Ontario Crown. Accordingly, the ability of United Anishnaabeg Councils First Nations to add to their reserve bases for social, economic, cultural, or political reasons is severely limited. In contrast, in non-First Nation communities, needs for additional land are met on an ongoing basis through the simple activity of expansion. Villages, towns and cities can, depending to some extent on external circumstances, expand into their immediate geographical surroundings. First Nations, however, are at a serious disadvantage as reserve boundaries constrain the natural development and growth of United Anishnaabeg Councils communities. The current federal policy on additions to reserve lands is also highly restrictive.

In the context of Anishnaabe government negotiations, the current land base could be insufficient for the assumption of programs and service-related authorities and responsibilities, and for the development of special, enhanced, or new programs and services. In addition, the sometimes isolated and fragmented nature of the First Nations' reserve holdings works against the development of basic infrastructure and capital requirements. The development of roads, sewers, waterways, lighting, sanitation facilities,

water supply, housing and public buildings is difficult on land bases that are constrained by reserve boundaries and geographical limitations.

4.2 Conclusions

This research report confirms that the trends established by unhealthy federal and provincial government policies are well-entrenched among the First Nations of the United Anishnaabeg Councils. This is not surprising, given that these First Nations are among those with the longest history of contact with European settlers and their descendants in the country. Today, they continue to live in close association with the densest concentration of non-Anishnaabe population in Canada.

The Royal Commission on Aboriginal Peoples tabled its findings as this report was being finalized. After reviewing the Commission's "Highlights" report, the researchers concur with its historical and current affairs perspective. The dependence of these First Nations on intergovernmental transfers is rooted in the history of conscious and unconscious assimilationist strategies on the part of successive federal and provincial governments. The current federal and provincial focus on Anishnaabe economic renewal and self-sufficiency — the mantra of the 1990s — is acknowledged and treated with deserved suspicion by these First Nations.

A magic "Fiscal Capacity Wand" does not exist among the First Nations of the United Anishnaabeg Councils. Independent of one another, and as noted in the previous sections, the First Nations have pursued or have plans to pursue almost every identifiable governmental revenue source within their authority. The most highly publicized and "90's sexy" initiatives are the two gaming initiatives at Mnjikaning and Scugog Island. The bottom line, however, is that neither initiative has done anything to date for these First Nations -- except to accumulate debt. The revenue-generation potential of these developments is assumed to be staggering, but will not become apparent for at least five to 10 years. In short, though one enterprise is up and running and the other is planned to open by the end of 1996, associated revenues to the communities are by no means assured in the manner assumed by outsiders.

Both enterprises, and other, less noticeable initiatives among all the First Nations, underline an essential axiom of Anishnaabe life in Southern Ontario: everything — natural resources, authority, laws, land, etc. — is owned or controlled by someone else. In other words, nothing comes to these First Nations without a significant financial, political or social cost. Every initiative, large or small, must be negotiated -- and First Nations are in a disadvantaged position at the negotiating table. There is no potential without problems because of another essential axiom understood by the First Nations: there is no free lunch.

The Royal Commission has helped to focus governments' attention on the obvious once again. That is, despite all efforts by the governments, it is not possible to reduce the "Indian problem" to essential elements that can then be dealt with directly or simply. Power to effect change is unevenly distributed to the federal and provincial governments at the expense of the only social and political entity that can, in fact, effect change: Anishnaabe First Nations. It has long been obvious to these First Nations, as it is now becoming obvious to at least some elements of the federal and provincial governments, that recognition of First Nation powers within their own spheres of jurisdiction is an idea whose time has come.

There appears to be an emerging understanding among federal and provincial leaders and policy makers that there is a strong connection between political autonomy, addressed through Anishnaabe government negotiations, and fiscal autonomy, also addressed through Anishnaabe government negotiations. Within their extremely limited current authorities, the First Nations of the United Anishnaabeg Councils have developed fiscal capacity to the extent possible. The First Nations continue to develop that capacity with great difficulty, as evidenced by the gaming enterprises.

The inescapable conclusion is that history is against quick solutions. In Southern Ontario, it has taken roughly two centuries to reach the point where a First Nation's own-source revenues represent as little as zero per cent of all revenues. Though it is hoped that recovery does not take another 200 years, reality would seem to indicate that it may take longer than the time horizons dictated by federal and provincial election mandates. At this point in time, the only certainty is the

potential of the negotiation processes between the First Nations, Canada and, to some degree, the Ontario government. All else is at the margins, and is owned or controlled by others.

In closing, though the authors were not asked to make recommendations, we feel it is important to note three basic points for future research and development in the revenue-generation sector:

- # Current efforts to level the political playing field and recognize that First Nations have law-making capacity within their territorial spheres of influence is movement in the right direction, in terms of enhancing the revenue-generation capacity of the First Nations.

- # Concurrent efforts to right historical wrongs related to the size of the territory available to the First Nations (that is, their reserve land bases), and First Nations' access to land and resources within their traditional territories (that is, the territory surrounding the reserves), is a related movement in the right direction.

- # Finally, given the limited scope for further development of the existing fiscal capacity of the First Nations, we recommend that further research focus on the taxation sector.

RESEARCH REPORT ON THE REVENUE GENERATION CAPACITY OF THE UNITED ANISHNAABEG COUNCILS FIRST NATIONS

PART V

ANNOTATED BIBLIOGRAPHY

Ambler, Marjane. *Breaking The Iron Bonds: Indian Control of Energy Development*. Kansas: University Press of Kansas, 1990.

Examines the efforts of Aboriginal peoples in the United States to increase tribal control over energy development including coal, uranium, oil and gas.

Only 40 of 300 US Indian reservations have energy resources, and some individual Indians, rather than the tribe, own much of the potential wealth. While mineral revenues did not substantively assist Native economies in the 1960s and 70s, by the late 1980s this situation was changing as the US Supreme Court recognized Native authority to impose taxes on energy producers. Aboriginal groups which were able to profit from this decision subsequently invested in banks, resorts, service stations, stores, and real estate.

Federal studies show obstacles to reservation economic development include poor management skills, and the rapid turnover of tribal governments. As well, tribal-owned businesses often unsuccessfully focus on providing employment and sharing benefits rather than profit-generation. The greatest obstacle to development, says Ambler, is the lack of business on reservations. As a result, on-reservation moneys “leak” to off-reservation banks, clothing, liquor and grocery stores.

Ambler recommends that:

- # tribal business must be separate from tribal politics to create a stable business climate, and

- # tribal control of development projects is essential to success (The lowest failure rate for reservation businesses surveyed by Ambler was among Indian-owned, resource-based initiatives).

The author also includes other study findings that advocate agricultural cooperatives, as well as increased subsidization of small, labour-intensive traditional occupations.

Ambler concludes that studies carried out in the United States show hurdles to economic development can be overcome, and as long as there is “outside” funding, tribes can be self-sufficient even without the resources that were available to them in centuries past.

A.R.A. Consultants. *Social and Economic Impacts of Aboriginal Land Claim Settlements: A Case Study Analysis (Appendices)*. Victoria, BC: Ministry of Aboriginal Affairs, July 1995.

The appendices document information used in the case study analysis, including a literature review and reports from reviews of land claim agreements. The appendices list impacts relating to resource development, business development, employment and income, education and training, social services and administration, and lifestyle.

The issue of settlement cash inflow into Aboriginal communities has generated a great deal of attention. Aboriginal participants in land claims settlements have chosen varying methods of “coping with the cash”:

- # The Inuit party to the James Bay Agreement created various companies with their settlement capital, including an airline and a local fishery initiative.
- # The Cree also invested in a regional airline, a construction company, real estate, a fur brokerage and arts and crafts industries. Profits from these investments were returned to the communities. However, some authors have argued “too much money” was spent on administrative structures in Cree communities.
- # In contrast, no local investment has been made in local business as a result of the Inuvialuit settlement.

Settlement monies have also benefitted non-Native communities. Between 1971 and 1981, the Cree spent \$4 million on consumer items, such as snowmobiles and televisions, that had not previously been used in the community. Aboriginal peoples in Canada’s north have also purchased specialized hunting technology to maintain traditional hunting lifestyles.

Cassidy, Frank and Robert L. Bish. *Indian Government: Its meaning in Practice*. Halifax: The Institute for Research on Public Policy and Oolichan Books, 1989.

Through case studies of 19 Aboriginal governments, the authors examine the creation of new Aboriginal public administrations, including community development and sustainable economies.

Cassidy and Bish contend that the economic bases of various Indian governments vary tremendously. Reserves of sufficient size and suitable location can experience significant economic development, while remote, small reserves can lack an adequate economic base.

Barriers to economic development include:

- # the lack of a corporate identity for First Nations,
- # the inaccessibility of capital (due to the legal status of reserve lands),
- # the taxation of reserve leasehold lands by other governments without the provision of adequate services, and
- # the loss of traditional natural resources which are not contained within reserve boundaries.

The authors find that economic development programs in First Nations generally focus on the development of First Nation-owned enterprises and member-owned small business, as well as projects intended to reduce unemployment. The authors contend that this strategy often offers only short-term benefits with no long-term economic viability.

Cross-Canada examples of successful First Nation enterprises provided by the authors include:

- # a large shopping mall,
- # the manufacture of factory-built houses,
- # tree farm licences,
- # fisheries,
- # hunting and fishing permit sales,
- # guide services,
- # a large farm,
- # a production machine shop, and
- # agricultural endeavours (feed lots, rodeos, irrigation projects).

Cornell, Stephen and Joseph P. Kalt. *Reloading the Dice: Improving the Chances for Economic Development on American Indian Reservations*. [Boston]: Malcolm Wiener Centre For Social Policy, Harvard University, March 1992.

Part of the Harvard Project on American Indian Economic Development, this report assesses economic underdevelopment on reservations in the United States and considers strategies for implementing self-determined economic development.

Obstacles to reducing reservation poverty identified by the authors include:

- # lack of access to financial capital,
- # lack of human capital or the means to develop it,
- # lack of effective planning,
- # “too much planning and not enough action”,
- # poor natural resources or lack of control over resources,
- # distance from markets and high costs of transportation,
- # lack of investors,
- # discriminatory government practices,
- # outside interference or neglect of reservation development,
- # inadequate reservation government structures, and
- # the undermining effects of racism, alcoholism and other social problems.

The authors focus on enumerating the key ingredients to successful development. They suggest three major components of success:

- # *external opportunity*, including political sovereignty, market opportunity, access to financial capital, and proximity to markets;
- # *internal assets*, including natural resources, human capital, institutions of governance and culture; and
- # *development strategy*, including overall economic system, and choice of development activity.

These strengths are interdependent, and the authors conclude a surplus of one factor may compensate for a shortage of another. Also, the authors believe Aboriginal communities which

build these strengths can overcome many of the listed obstacles to economic development such as proximity to markets, or lack of natural resources.

The authors conclude that the greatest development asset of Indian Nations is sovereignty: In other words, the single factor that best separates successful tribes from unsuccessful ones is their institutional ability to effectively exercise their sovereignty.

Cornell, Stephen and Joseph P. Kalt, ed. *What Can Tribes Do? Strategies and Institutions in American Indian Economic Development*. Los Angeles: Los Angeles American Indian Studies Centre, University of California, c.1992.

A collection of essays examining the current economic conditions of Aboriginal peoples in the United States, with suggestions for strategies and opportunities for change.

One monograph of particular note is Cordeiro's piece on the economics of bingo operations. The author says gaming has been the fastest-growing industry in the US in the last decade, and some estimates have placed aggregate reservation gaming revenues in the early 1990s in the billion-dollar range.

Cordeiro concludes that the size of the market and the surrounding competition for bingo dollars are the most important factors in determining a successful bingo operation, and can be extrapolated to other gaming activities as well.

Davis, Tim C. *Aboriginal Self-Government: Is This the Answer?* Kingston, Ontario: National Defence College, 1992.

A broad-based examination of Aboriginal self-government, including revenue generating potential of Aboriginal governments.

Davis asserts that most of the major investment activities undertaken by Aboriginal peoples in Canada have been carried out by the small number of Aboriginal groups which have negotiated land claims agreements.

The financial compensation paid to Aboriginal groups as part of comprehensive land claims agreements is often managed by development corporations which engage in investment and commercial opportunities. Returns on these investments provide a source of funds for Aboriginal governments but do not ensure economic development.

Many comprehensive claims settlements make provisions for the sharing of fees and royalties from oil and mineral development. Davis notes that questions surround the suitability of this option for generating revenues. In particular, the “boom and bust” nature of oil and mineral development means it is an unstable revenue source.

Comprehensive land claims agreements often include fee simple title to lands. In those communities which have not negotiated claims settlements, Davis points out that the inability to use reserve lands as collateral to obtain capital is one of the major impediments to economic development.

Davis cites a 1986 federal study which concluded that the average First Nation in Canada had a population of 500, with isolated locations limiting market access and employment. The on-reserve work force had fairly low skill levels and education, and the majority of revenues came from federal transfer payments. The study also concluded that there was development potential in the areas of agriculture, forestry, mining and wildlife management.

Don R. Allen & Associates Consultants Ltd. *Case Studies of Results-Oriented First Nations Organizations*. [March, 1994.]

Case studies of four Aboriginal groups, examining the economic base of the groups and identifying policy and legislative changes to support economic development.

This report documents business endeavours and economic activity in the four groups surveyed. Factors contributing to the success of economic development initiatives are noted, and include:

- # Effective community consultation, including strategic planning.
- # The separation of politics and business wherever possible.
- # A critical evaluation of any proposed business initiatives to ensure they meet long-term goals of viability, not just short-term employment objectives.
- # High-quality management arrangements, with committed individuals and effective structures in place.
- # Flexible funding arrangements, such as Alternative Funding Arrangements, and the presence of other (i.e., provincial) project funding.

The report also contains specific recommendations from Aboriginal community leaders for changes in federal programs and arrangements, and makes suggestions for follow-up field work, business lists and databases.

Douglas, David J.A. *Community Economic Development in Canada*. Toronto: McGraw-Hill Ryerson Ltd., 1994.

A theoretical look at community economic development with specific reference to Aboriginal communities.

Douglas charts the economic flow on many Aboriginal communities and concludes that much on-reserve funding “leaks” off-reserve through: private sector supplies purchasing, consumer spending on goods and services by reserve households, and public sector equipment and supplies purchasing. He also observes that Aboriginal communities are often dependent on a single sector or industry.

Douglas suggests that through a process of community economic development, First Nations can reap long-term benefits. Community economic development corporations have been successful as development agencies in First Nations, and can provide a variety of benefits including employment, community self-reliance and the fostering of a healthy entrepreneurial and investment climate.

Establishing a community vision is essential to community economic development. Douglas points out that regaining cultural identity and traditional land-ownership, as well as reducing external economic dependency is often a hallmark of the Aboriginal vision. Strategic planning must incorporate Aboriginal traditions, such as consensus decision-making, if it is to be successful.

Douglas makes reference to some specific examples of Aboriginal economic activities. He points out that natural resources have been a mainstay of many Aboriginal communities. Despite evidence that reliance on a single industry makes a community vulnerable to economic setbacks, if the industry takes a dramatic downturn, often the tendency is to look around for another industry to take its place rather than to diversify the economy. Through community economic development organizations, some Aboriginal communities have diversified their economic vision.

Finally, Douglas details external funding and programs which support community economic development. These include the Calmeadow Foundation and its First Peoples Fund. The Calmeadow Foundation has worked with Aboriginal communities to develop appropriate credit management programs and services, such as peer-group lending.

Elias, Peter Douglas. *Northern Aboriginal Communities: Economies and Development*. North York, Ont.: Captus Press Inc., 1995.

A collection of case studies examining diverse economic development projects in northern Aboriginal communities, as well as an in-depth analysis of the economic development strategy of the Nipissing First Nation.

The case studies include the economic development strategy of Nipissing First Nation. The main thrust of this strategy is negotiating a joint venture with de'Medici & Co. of Italy to establish a fur-dressing and dyeing operation.

The revenue-generating initiatives pursued by the Nipissing First Nation between 1985-89 are summarized, as follows:

1. *Leasing*: revenue from residential lots, mostly summer cottages or year-round residences included yearly leasing fees, road levies, and garbage collection levies. Capital costs for major road improvements or electrical infrastructure were shared with the province.

The focus of industrial park leasing was to attract light industry to provide jobs on-reserve, and consequently leasing fees were kept low. Expansion plans included hiring a media firm to promote the park internationally and the production of a promotional video.

A 65-acre campground was leased to First Nation members for a percentage of sales, which was not considered profitable. Plans included facilities upgrading and expanding the park/number of sites.

2. *Fox farm*: a small family operation employed First Nation members on a part-time basis.
3. *Logging operations*: based on a projection of pulpwood shortage after the year 2000, an expansion of existing logging operations was planned to include a tamarack plantation that would be sold to pulpwood buyers. Other potential revenue generating businesses included Christmas tree farming, charcoal production, and cedar for docks, furniture, shingles and boats.
4. *Arts and crafts*: production ranged from those First Nation members producing for profit to others producing for themselves or family members.
5. *Peat*: peat deposits were found but no testing had been carried out to determine the depth and quality of the sites. The potential existed to develop Northern Ontario peat as an industrial fuel.
6. *Garden plots*: available land was deemed suitable for garden or cash crops.
7. *Fish-farming*: a pickerel stocking programme and trout raising were considered for Lake Nipissing.

8. *Landfill*: The city of North Bay expressed interest in establishing a landfill site on reserve lands, and a private company approached the band for a joint venture operation. Revenue would accrue to band members in tipping fees and jobs.
9. *On-reserve stores*: convenience stores operated on-reserve and a mini-mall was considered.
10. *Fur dressing and dyeing operation*: the presence of the North Bay Fur Sales and the availability of an industrial park gave support to the promoters of this joint venture. It was felt that the human and financial resources available to status Indians would be of interest to investors. The negotiations are described in great detail and financial statements are included.

Other case studies include:

- # a small fishing camp which has a partnership with a expedition company to gain access to clients;
- # a mini-mall operation in Alberta (convenience store, coin laundry and self-serve gas bar) which provides needed services to a 700-member Metis settlement; and
- # a small connector airline that also offers an exploration charter service and a tourist charter business.

Grodinsky, William S. *For the Benefit of All: Report on Aboriginal Business Management Development*. [Ottawa]: Aboriginal Industries Committee, November 1991.

This report focuses on entrepreneurial Aboriginal activity, with recommendations concerning training, government support and overall adjustments in business attitudes.

This Committee found that many First Nations have no adequate economic base, particularly First Nations in remote areas. First Nation-owned businesses have been increasing over the 15 years prior to the report, from small businesses, to community-run corporations with millions of dollars in assets, to joint ventures with major national and international companies. These businesses include developments in the agriculture, natural resources, manufacturing, real estate, transportation, retail and finance sectors.

Barriers to economic development identified in the report include:

- # a lack of entrepreneurial experience within Aboriginal communities,
- # difficulty in obtaining funding from Canadian banks,
- # lack of seed or venture capital funding,
- # lack of basic infrastructure,
- # inability to separate community government from development corporations or community enterprises,
- # ineffective or unstable Aboriginal governmental infrastructure preventing business confidence, and
- # a general lack of appropriate facilities and services such as commercial buildings, communications, housing, insurance, training, transportation, education, office space and support staff.

In addition, Aboriginal people have little experience in management, either in the professions or as self-employed individuals.

The Committee identified the need for communities and groups to assess their resources and values in determining an economic base. Aboriginal development corporations can play a role in this strategic planning process. Integration of the wider market economy and community values and traditions was also felt to be necessary for business survival. Finally, the Committee strongly suggested education was a key to the future development of both Aboriginal development corporations and broader economic self-reliance goals.

Haberfield, Steven, and others. *A Self-Help Manual for Tribal Economic Development*. Boulder, Colorado: Native American Rights Fund, 1982.

A manual developed to assist American tribes in determining the course of their economic development including: the identification of economic potential on reservations, internal planning and organization, and development of businesses.

The manual identifies most reservations as poor and remote, with basic resources and capabilities in short supply. The manual also makes a clear distinction between economic development and business development, and says that often the two will be at odds. Economic development relies on the development of infrastructure including roads, utilities, water and waste systems, communications systems, fire and police protection, banks, training schools, a skilled labour force, entrepreneurs, and social and health services. Business development, in contrast, involves servicing the internal and external needs of a business, including capital, equipment personnel, markets, and technicians.

The manual concludes that while businesses are integral to tribal economic development, as they provide income, meet market demand for goods and services, and attract other businesses, they should be structured to meet the long-term needs of the community. Past experience of Aboriginal communities with resource extraction have provided money but did not lead to the development of the reservation economy.

Lewis, Mike and William J. Hatton. *Aboriginal Joint Ventures: Negotiating Successful Partnerships*. Vancouver: Centre for Community Enterprise, 1992.

A “how-to” manual for Aboriginal communities that wish to explore community economic development through joint ventures. This manual identifies the perceived advantages of joint ventures, and outlines a strategy for the planning and negotiation phases. The manual includes real-life examples from Aboriginal communities.

Joint ventures can be an important facet of an Aboriginal community economic development strategy. Through joint venturing, First Nations can participate in ventures in which they have no business or management experience, which are of a size or scale that dwarf their available resources, or for which they lack the capital to initiate.

This manual assists Aboriginal groups in considering joint ventures as a way to build a self-reliant economic base. It explains joint ventures from a technical perspective and in terms of how joint ventures can promote community economic development; outlines the planning, research, organizational work, negotiations, and agreements involved in the ventures; and concludes with a review of issues related to drafting shareholders and management agreements, checklists, summaries and other related issues.

The authors contend that joint ventures can deliver long-term economic benefits to low-income and underdeveloped communities, and can subsequently advance Aboriginal interests. In an environment where time, talent and resources can be in short supply, and when there is a need to quickly maximize economic benefits while keeping risks low, joint ventures can deliver profits, management experience, jobs, training, and small business opportunities to Aboriginal communities.

Lewis and Hatton caution that joint ventures will not solve all the challenges facing Aboriginal communities and suggest that organizations focus on becoming experts at managing the development process, through strategic planning and successful negotiations, rather than develop expertise in any particular business area.

Lewis, Mike and Frank Green. *Strategic Planning for the Community Economic Development Practitioner*. Vancouver: Westcoast Development Group, 1993.

A guide for communities wishing to carry out strategic planning, this manual focuses on native development practice. The process used by the Nisga'a people serves as a running commentary throughout the text, and the experiences of Dana Naye Ventures and the Kitsaki Development Corporation are included.

Lewis and Green estimate there are over 200 development corporations based in Native communities, along with other organizations working in training, lending and investment. This manual teams up strategic planning with community economic development in a “how-to” format. Two Native development organizations -- the Kitsaki Development Corporation in Saskatchewan and Dana Naye Ventures in the Yukon -- are presented to provide real-life experience with planning decisions. The Nisga'a of northwestern British Columbia are also featured in terms of their community economic development work from 1985.

The authors state that strategic planning is effective only if implementation is likely. Otherwise it may lead to a sense of powerlessness or hopelessness within a community.

Practical advice is given on how to determine the existing resources and future goals of a community, including an internal and external assessment checklist. A case study of the Mechako Narrows First Nations (with an on-reserve population of 1100) is included in the appendices.

The additional planning resources listed in Appendix 8 outline a number of other Westcoast Development Group publications, including the companion facilitators manual.

Morrison, Bruce R. and C. Roderick Wilson, ed. *Native Peoples: The Canadian Experience*. Toronto: McClelland and Stewart Ltd., 1986.

A wide-ranging collection of monographs examining the past and present situations of Aboriginal peoples, primarily from an anthropological perspective.

In her study of the Montagnais-Naskapi of the Labrador Peninsula, Eleanor Leacock uses the James Bay Cree to illustrate how monies intended for economic development must sometimes be diverted to address urgent social problems. As a result of a problem with polluted water supplies, the Cree were forced to use two million dollars allocated for economic development to provide clean water and health services.

In addition, Leacock says the industrial activity on Cree lands did not lead to expected long-term employment. Instead, the Cree were hired as short-term unskilled workers or used as guides and woodcutters.

Harvey Feit examines the impact of the James Bay and Northern Quebec Agreement from the perspective of the Cree's traditional hunting lifestyle. As a result of the takeover of administrative services and programs under the Agreement, employment opportunities have increased, growing from a pre-Agreement level of 30 full-time administrators to over 800 administrators and employees. These numbers will increase, Feit argues, as the Cree develop the skills to fill positions such as teachers, nurses and administrators.

However, these opportunities cannot employ all those in the growing population who do not hunt as a way of life, so the Cree are looking to expand the range of community economic enterprises. Feit says new enterprises often combine elements of modern business with structures adapted from the traditional hunting society.

Notzke, Claudia. *Aboriginal Peoples and Natural Resources in Canada*. North York, Ont.: Captus Press Inc., 1994.

Explores the management and use of natural resources by Aboriginal peoples, including water resources, fisheries, forestry, wildlife, land, and non-renewable resources. Also discusses protected areas and environmental impact assessment.

Notzke examines eight areas of utilization and management of natural resources by Aboriginal peoples.

Water: includes information on Aboriginal and treaty rights to water and waterbeds, the regulation of water rights, and wild rice harvesting.

Fisheries: examines the economic and socio-cultural importance of fishing, the legal basis of fishing rights, the quality and quantity of fish and their habitat in various regions, the economics of fishing, the development of aquaculture, and fisheries co-management.

Forestry: provides an overview of the forestry industry as well as a regulatory framework, uses select examples from across the country, examines Native access to off-reserve forest lands, and presents problems and solutions, on a province-by-province basis.

Wildlife: outlines hunting rights examines commercial fur harvesting, game hunting, and the management and co-management of wildlife.

Land: problems and issues surrounding Indian reserve lands are explored.

Non-renewable resources: the Canada-Ontario Indian Reserve Lands Agreement is among the provincial examples provided in this chapter.

Parks and protected areas: many aspects of park planning, co-management and other issues are addressed. Included is a detailed description of Australian parks.

Issues surrounding the Environmental Impact Assessment process are also explored in detail.

Patrinos, Harry Anthony. *Aboriginal Economic Development and Industrial Parks: A Preliminary Assessment*. Indian and Northern Affairs Canada, October 1989.

Assesses the economic impact of industrial parks on four Ontario reserves, including Mnjikaning. The report concludes that industrial parks contribute to the economic development of reserves but cautions that more research must be conducted before definitive conclusions can be drawn. Also makes recommendations regarding these research priorities.

Patrinos concludes that industrial parks contribute to First Nations' economic development through the establishment of an economic infrastructure. Benefits include the industrialization of Aboriginal communities and employment for First Nation members.

Considered as a whole, the four Aboriginal-owned parks (near Sault Ste. Marie, Sarnia, North Bay, and Orillia, Ontario) provide employment for about 141 employees, generate approximately \$3.5 million in wages annually, and house 28 operational firms. The parks range in size from 28 to 87 acres of developed industrial land and have been in business between 6 and 17 years.

Patrinos found it difficult to generalize about the effectiveness of the parks as their priorities, objectives, development strategies and philosophies were so varied. He concludes that the parks contributed to on-reserve economic development but did not present a solution to all of the social and economic problems associated with development on reserves.

Policy and Management Consultants Inc. (J. Phillip Nicholson) and Onchiota Inc. *Towards a Framework for Native Economic Development Policies and Programs in Ontario*. Ontario Native Affairs Directorate, Government of Ontario.

An overview of existing levels of economic development in Native communities. Assesses current constraints and makes recommendations on opportunities for future development.

The authors caution that economic development opportunities do not necessarily ensure economic success, as many factors determine to what degree an opportunity can be developed. The report stresses the need for adequate consultation to ensure First Nation goals and aspirations are considered in any economic undertaking.

The authors consider seven factors which affect the economic development potential of First Nations:

Land: opportunities include leasing land for residential, commercial, industrial or recreational purposes, and the use of renewable and non-renewable resources on those lands.

Capital: capital transfers to Aboriginal communities from land claim agreements can provide opportunities to invest in community or commercial infrastructure that will assist in its economic development; may allow the provision of loans or loan guarantees to First Nation members for business ventures; and can be used to enter in joint ventures with non-Aboriginal commercial interests.

Labour costs: the findings of this study indicate that Aboriginal peoples in Ontario have lower wage rates compared with other workers in the province. This can be viewed as a competitive advantage.

Community cohesiveness: community involvement in planning and decision-making can make First Nations attractive to external businesses. A cohesive community can respond faster to demands for infrastructure construction and development plans.

Strength of family: many Aboriginal businesses and joint ventures rely on the involvement of extended family. This can act as an added strength in terms of back-up and expansion.

Aboriginal traditions: a favourable reputation and moral legitimacy gives Aboriginal groups a competitive advantage in certain industries, such as the fur trade.

Special knowledge: knowledge in particular areas such as fishing, hunting, trapping, tanning, arts and crafts, environmental sensitivity and resource conservation, or in geographic regions allow many Aboriginal individuals to pursue career opportunities or businesses as outfitters, guides, tourism operators, conservation officers, surveyors, community leaders, development workers and artisans.

Royal Commission on Aboriginal Peoples. *Sharing the Harvest: The Road to Self-Reliance*. Report of the National Round Table on Aboriginal Economic Development and Resources. Ottawa, 1993.

Report contains verbatim keynote presentations, summaries of discussion papers presented, and summaries of daily discussion sessions. Many specific Aboriginal community examples are included.

Selected excerpts from this extensive report include a presentation by Thomas R. Acevedo, director of the Enterprise Office for the Salish and Kootenai Tribes and CEO for tribally-owned businesses. Economic activities of these tribes include hydroelectric production under a co-licensee agreement, timber harvesting, electronics manufacturing, a tourist resort hotel, construction company, electric utility management distribution, and agricultural leasing. In addition, the tribes are seeking to develop a gambling casino. Acevedo claims that gaming operations have achieved for other tribes what the federal economic development programs have failed to do, and have proven to be the single most successful revenue generating endeavour.

A report from Joseph Kalt elaborated on the Harvard Project on American Indian Economic Development described a reservation in which unemployment was lower than in surrounding communities. The study found that a strong and independent tribal justice system led to economic development, while political instability and factionalism in Aboriginal communities could discourage investors. The type of tribal government was immaterial as long as it was stable and clearly defined.

White, Robert H. *Tribal Assets: The Rebirth of Native America*. New York: Henry Holt, 1990.

The successful economic development of four Aboriginal communities in the United States is depicted in a narrative style, accompanied by a general introduction and conclusion.

White declares that many Aboriginal communities hold the raw materials of self-determination in their hands, as some of the most valuable natural resources in the United States are on Indian land. These include uranium, coal reserves, natural gas, and forests.

The report includes narrative descriptions of various Indian-owned operations, ranging from auto-parts factories, hydro-electric projects, resorts, agribusiness and cement factories.

White maintains that the private sector offers a “better way” out of poverty and powerlessness than the public sector, and believes that a good idea, in combination with a good manager and market, will attract private capital to Aboriginal communities.

White also points out that certain ventures can lead to instability. For example, about 100 tribes bring in \$400 million annually in gaming revenue with little employment involved. He says unless monies are wisely invested in other ventures that provide employment, there is little long-term economic gain.

Barriers to success in economic development identified by White include the myriad of regulations, permits and licences required to establish a business, vagaries of the local economy, and isolation from markets and customers.

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APPENDIX I: Terms of Reference

PROPOSED RESEARCH PROJECT UNITED ANISHNAABEG COUNCILS FIRST NATIONS' REVENUE GENERATION POTENTIAL

RESEARCH PREMISE:

United Anishnaabeg Councils (UAC) First Nations have indicated their interest in pursuing a research project concerning the potential for revenue generation in their communities. At this point they have recognized that a high level (perhaps as much as 90%) of revenues entering UAC First Nations comes in the form of government transfers. In this regard, the federal government is working with the UAC in Indian Government negotiations to support their desire for increasing self-reliance over time.

It is important to distinguish at least two major forms of increased revenues that could become available to UAC First Nations, i.e., tax and non-tax. The subject of First Nation taxation powers is complex and ongoing in other venues. Therefore, it has been agreed that this project will deal only with non-tax measures.

RESEARCH QUESTION:

What are the non-tax possibilities and mechanisms that have the potential to elevate community revenue generation significantly in UAC First Nations, in subject areas as follows:

- # On-reserve revenues through mechanisms such as First Nation business ventures, corporations, licenses, fees, leases, etc;
- # On-reserve resource-based revenues;
- # Resource-sharing revenues in traditional territories; and,
- # Economic development initiatives.

MANAGEMENT OF THE RESEARCH:

It has been agreed that this research could usefully be undertaken utilizing a joint-management structure. The benefit of joint-management is that ownership of the outcome would also be shared and be mutually beneficial. The most straight-forward mechanism would be for the Department of Indian Affairs and Northern Development (DIAND) to contract the work to an outside organization, acceptable to both the Department and the UAC. The scope of work would be developed, monitored and validated by a steering committee composed of representatives from both parties. DIAND would assume all costs associated with the project.

OUTPUT/RESULTS:

The result of the research project will be a study report that addresses the research question. This should provide useful information for both the UAC and DIAND concerning the revenue generation potential of UAC First Nations. Importantly, it is emphasized that the results of the study would be applicable specifically to UAC First Nations and not intended for use as a model for others.

RECOMMENDATION:

It is recommended that the project proceed as described above. This would be consistent with the government's commitment to building a new partnership with Aboriginal peoples based on mutual respect, trust and partnership in the decision-making process.

APPENDIX II: Map of all United Anishnaabeg Councils First Nations



APPENDIX III: Revenue Generation Alternatives identified by United Anishnaabeg Councils First Nations

Natural Resources: From First Nation Lands	Natural Resources: From Traditional Territories	Local Revenue Sources	Economic Development
<p>Beausoleil First Nation</p> <p><i>Current initiatives:</i></p> <p># several sandpits for local purposes</p>		<p># 200 cottages</p> <p># housing developments (i.e., rent and mortgage payments)</p> <p># local fees for water, sewer and garbage services</p>	
<p><i>Potential initiatives:</i></p> <p># some forestry potential</p>	<p>in the context of ongoing claims negotiations:</p> <p># lighthouse site</p> <p># management/co-management of local parks</p> <p># access to additional lands for cottage developments</p> <p># access to forestry resources</p> <p># joint venturing or other partnerships</p>		<p># potential for eco-tourism initiatives?</p> <p># potential for parks and additional marina developments</p>

Natural Resources: From First Nation Lands	Natural Resources: From Traditional Territories	Local Revenue Sources	Economic Development
<p>Chippewas of Georgina Island</p> <p><i>Current initiatives:</i></p> <p># some gravel</p>		<p># First Nation-owned marina</p> <p># fees to non-member cottagers for garbage, policing, fire, road maintenance and water services</p>	<p># hockey stick manufacturing facility</p>
<p><i>Potential initiatives:</i></p> <p># some forestry potential</p>	<p>in the context of ongoing claims negotiations:</p> <p># management/co-management of local parks</p> <p># access to additional lands for cottage developments</p> <p># access to forestry resources</p> <p># joint venturing or other partnerships</p>		<p># First Nation-owned store, resort/recreation complex, golf course facility, conference centre, radio station</p> <p># housing sub-division</p> <p># gas station on the Island, garage with auto repair services, Laundromat, tourism initiatives, convenience or video store, water taxi service</p> <p># craftshop, motel or hotel, community farming or greenhouses</p> <p># bakery.</p> <p># “virtual enterprises”: home shopping and Internet-based businesses</p>

Natural Resources: From First Nation Lands	Natural Resources: From Traditional Territories	Local Revenue Sources	Economic Development
<p>Curve Lake First Nation</p> <p><i>Potential initiatives:</i></p>	<p>in the context of ongoing claims negotiations:</p> <p># management/co-management of local parks</p> <p># access to additional lands for cottage developments</p> <p># access to forestry resources</p> <p># joint venturing or other partnerships</p>	<p># fees for cable, telephone and hydroelectricity services on First Nation lands;</p> <p># income from rental properties;</p> <p># income from renting-out public works equipment and staff;</p> <p># levying charges for public parking and for public parks;</p> <p># service charges for services on First Nation lands;</p> <p># selling fishing licenses;</p> <p># licensing dogs;</p> <p># road tolls during special events which attract considerable road traffic;</p> <p># user fees for cottage lot lessees.</p>	<p># FN businesses, including off-reserve/ partnerships with FN businesses;</p> <p># joint venturing;</p> <p># corporations;</p> <p># cultural, tourist and educational attractions/ special events and festivals/ summer camp;</p> <p># hotel or motel facility;</p> <p># wild game/fish retail;</p> <p># food processing;</p> <p># golf course;</p> <p># incinerator;</p> <p># fuel wholesaling;</p> <p># building outlet;</p> <p># modular/prefab housing;</p> <p># nursing home.</p>

Natural Resources: From First Nation Lands	Natural Resources: From Traditional Territories	Local Revenue Sources	Economic Development
<p>Hiawatha First Nation</p> <p><i>Current initiatives:</i></p> <p># woodlands, furbearing animals, fish</p> <p># a gravel pit</p>		<p># Serpent Mounds Park</p> <p># 29 year-round cottage leases and 43 seasonal leases on Certificate of Possession lands</p> <p># Hiawatha Tent and Trailer Park</p>	
<p><i>Potential initiatives:</i></p> <p># some peat</p>	<p>in the context of ongoing claims negotiations:</p> <p># management/co-management of local parks</p> <p># access to additional lands for cottage developments</p> <p># access to forestry resources</p> <p># joint venturing or other partnerships</p>		<p># year-round grocery or variety store,</p> <p># gas bar,</p> <p># restaurant or snack bar,</p> <p># marina,</p> <p># resort,</p> <p># housing sub-division,</p> <p># industrial/commercial development</p>

Natural Resources: From First Nation Lands	Natural Resources: From Traditional Territories	Local Revenue Sources	Economic Development
<p>Mississaugas of Scugog Island First Nation</p> <p><i>Potential initiatives:</i></p>	<p>In the context of ongoing claims negotiations:</p> <ul style="list-style-type: none"> # management/co-management of local parks # access to additional lands for cottage developments # access to forestry resources # joint venturing or other partnerships 	<p>With the development of the Great Blue Heron Entertainment Centre:</p> <ul style="list-style-type: none"> # lease and rent revenues through the Mississaugas of Scugog Island First Nation Community Association # licensing fees 	<p>With the development of the Great Blue Heron Entertainment Centre:</p> <ul style="list-style-type: none"> # partnership/joint venture initiatives # revenues for charitable purposes

Natural Resources: From First Nation Lands	Natural Resources: From Traditional Territories	Local Revenue Sources	Economic Development
<p>Mnjikaning First Nation</p> <p><i>Current initiatives:</i></p> <p># gravel pit</p> <p># sand pit</p>			<p># Casino Rama</p> <p># marina</p> <p># industrial park</p> <p># Black River Wilderness Park</p>
<p><i>Potential initiatives:</i></p>	<p>in the context of ongoing claims negotiations:</p> <p># management/co-management of local parks</p> <p># access to additional lands for cottage developments</p> <p># access to forestry resources</p> <p># joint venturing or other partnerships</p>		

Natural Resources: From First Nation Lands	Natural Resources: From Traditional Territories	Local Revenue Sources	Economic Development
<p>Moose Deer Point First Nation</p> <p><i>Current initiatives:</i></p> <p># two gravel pits</p>		<p># cottage rental facility</p>	<p># First Nation-owned marina</p>
<p><i>Potential initiatives:</i></p> <p># some commercial fishery potential which the Government of Ontario has negated</p> <p># sport fishery?</p>	<p>in the context of ongoing claims negotiations:</p> <p># management/co-management of local parks</p> <p># access to additional lands for cottage developments</p> <p># access to forestry resources</p> <p># joint venturing or other partnerships</p>	<p># development of a trailer park</p>	<p># on-reserve manufacturing facility?</p>

NOTES