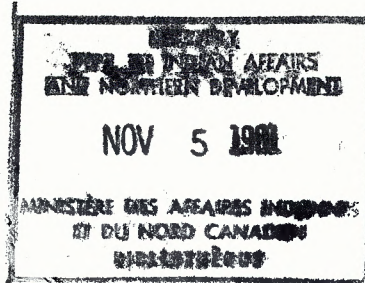


PME EVALUATION OF
THE LANSDOWNE HOUSE FORESTRY OPERATIONS
LANSDOWNE HOUSE, ONTARIO
(INDIAN-ESKIMO AFFAIRS)

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1972

CONFIDENTIAL



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LANSDOWNE HOUSE, ONTARIO
(INDIAN-ESKIMO AFFAIRS)

Program Management Evaluators:

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PME No. 3(S)-1972
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OPERATIONS

I. INTRODUCTION

1.1 Background

1. One of the objectives of the Forestry Program is to facilitate Indian endeavours to establish, own and operate viable primary extraction enterprises. In order to identify the effectiveness and efficiency of these enterprises, the Director of the Indian-Eskimo Economic Development Branch requested Program Management Evaluation to undertake the evaluation of certain of these forestry operations, including the one located at the Lansdowne House, Ontario.
2. The Indians located at Lansdowne House are of the Fort Hope Band, but their settlement is on Crown land rather than on the Reserve. The Reserve for the Fort Hope Band is located at Fort Hope Ontario, approximately 45 miles to the south of Lansdowne House, Ontario. Lansdowne House, Ontario is approximately 180 miles due north of Geraldton, Ontario (see Appendix "A"). The Lansdowne House settlement has a population of approximately 300 people. The settlement is completely isolated except by service from float or ski equipped aircraft and by a winter road over which a cat train brings in supplies from Pickle Lake, Ontario, during the winter months.
3. The mill is owned and operated by the R.C. Million of Lansdowne House, and other than it employs local Indians for the logging and sawmill operations, the sawmill is in no way connected

with the Department of Indian Affairs and Northern Development.

1.2 Scope

1. A Fort Hope Band Council Resolution had been submitted to the Nakina District Offices requesting that the Department provide the Lansdowne House settlement with their own sawmill. As the PME Team was evaluating other departmental and Band owned and operated sawmills in the Sioux Lookout and Nakina Districts, the Team was asked by the Superintendent, Nakina District, to examine the situation at Lansdowne House and make a recommendation as to the feasibility of proceeding further with the Fort Hope Band request. This report, while utilizing the format prepared by the Laurentian Institute, does not attempt to isolate the significant variables restricting maximum output at minimum costs or in any way to optimize output. Rather, the emphasis has been placed on determining the economic viability of establishing a second sawmill in the area. The Team made a detailed visit to Lansdowne House on September 20, 1972. During this visit the Team was accompanied by the Departmental Development Officer of the Nakina District Offices. Information concerning the wood supply was obtained from the Ministry of Natural Resources, Sioux Lookout, Ontario District Offices.

1.3 Acknowledgement

1. The PME Team wishes to acknowledge the assistance provided to it by the Toronto Regional Office, the Nakina District, the Thunder Bay Regional Offices of the Ontario Ministry of Natural Resources, and the Sioux Lookout District Office of the Ontario Ministry of Natural Resources.

II. DISCUSSION

2.1 Wood Supply

1. An estimate of the total forested area of the Lansdowne House settlement within a 10 mile radius of the mill was obtained from the Ontario Ministry of Natural Resources, Sioux Lookout District, based on an average square mile of area for that particular type of terrain. An average square mile of area consists of 60% productive forest, 10% non-productive land, and 30% water. Of the 60% productive forest, white and black spruce comprise 60% of the forested land, varying from young trees through immature to mature trees. Fifteen per cent of forest consists of jack pine and another 15-20% is covered with white and black poplar. The remainder consists of small stands of birch and fir. Of all of the above species, 98% of the trees cut by the Mission is mature spruce; the other 2% is mature jack pine. All timber is on Crown land but no attempt has been made by the Ontario Ministry of Natural Resources to collect stumpage

fees. For all intents and purposes the timber is free to the Mission for their use, and the Province has no plans at present to change this situation.

2. Logging is conducted during June and July because of the severe cold weather of December, January and February. A constraint to the logging operation is that by the time the weather is suitable for logging, the snow is usually 5 to 6 feet deep, making it extremely difficult to get the logs out of the bush and down to the frozen surface of the Lake. The Mission does not have the heavy equipment which will permit them to haul logs from any great distance in the bush. Therefore, the Indians have been forced to cut the timber within 200 to 300 feet of the water's edge. Mature timber is still available along the shores of the Lake although the Indians now have to go approximately 10 miles distance from the mill to obtain it. It should also be borne in mind that each year the Indians have to go further away to get the timber they need. In order not to lose the perspective of the wood supply situation, it should be further noted that good stands of timber, sufficient to satisfy the settlement's needs for the next five years, are still available within economic distances.

2.2 Organization and Management

1. The mill is owned and operated by the R.C. Mission of Lansdowne House and is financed through the R.C. Mission's operating budget. However, as the Mission cuts and sells lumber in excess of its

own requirements, the drain on its operating budget for the Lansdowne House sawmill is small. With the exception of Father Vezina, who conducts all the administration with respect to the sawmill operations, and the "Brother", who manages and is also the sawyer, all other employees of the mill (10 to 16 men), are local Indian people. The Mission is maintaining a par stock of approximately 200 M f.b.m. of finished lumber and sells good seasoned lumber to the Department of Indian Affairs and Northern Development and other Government departments for \$200.00 per M f.b.m.

2. The Mission pays \$60.00 per M f.b.m. for cutting and hauling logs to the mill. All sawmill operations are carried out by Indian labourers who are paid \$2.00 per hour. The Sawyer is the "Brother" who does not include his wages in the cost of producing lumber. However, on being questioned as to the rate he would pay a sawyer if such became necessary, he suggested that \$3.50 to \$4.00 per hour would be the rate depending on the experience and proficiency of the sawyer.
3. Once the logs reach the sawmill, the remaining operations are all mechanical. Manual labour as such, is reduced to the minimum. Production figures average approximately 3500 f.b.m. per day for sawing, and 5,000 f.b.m. per day for planing. The mill has been averaging between 50 M f.b.m. and 100 M f.b.m. per year depending on orders received from outside sources and the Mission's own needs.

2.3 Facilities

1. The sawmill is located on the shore of the Lake. The sawmill itself plus its power units and various items of equipment are all located within one building. The planer is located outside the main building, but is powered from the same source as the rest of the mill. The size of the mill is slightly smaller than the sawmill at Fort Hope, but considerably larger than the average sawmill of other Ontario Indian Reserve or settlement operations observed by the PME Team.
2. Although the current value of the R.C. Mission mill was not solicited, the PME Team would assess the mill at approximately \$25,000. The majority of the equipment is not new, but owing to the expertise of the "Brother" the mill is fully operational and well capable of producing satisfactory finished lumber. It is also possible to step up production to handle larger orders by extending the number of months of operation of the mill.

2.4 Markets

1. The major market for lumber produced by the mill is that required for house construction. There is also a requirement for lumber used for the construction of docks, sheds, warehouses, fences and boardwalks. At the time of evaluation there was an estimated 200 M f.b.m. of planed lumber undergoing seasoning. There were approximately 75 logs at the mill site awaiting sawing.

2. An average of ten houses will be constructed each year at Lansdowne House settlement, and the District does not expect this number to increase in future years. A school is planned for the 1974-75 FY which will take an additional 175-200 M f.b.m. for its construction. This would indicate a market of 100 M f.b.m. per year except for 1974-75 when the market could be as high as 300 M f.b.m. In addition, there is an estimated 10 M f.b.m. of rough lumber required each year for other reserve needs. The total market for lumber in this area is, therefore, assessed at approximately 150 M f.b.m. per year.

III. CONCLUSIONS

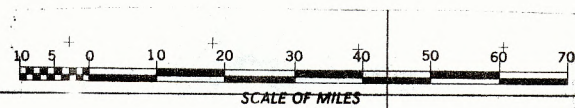
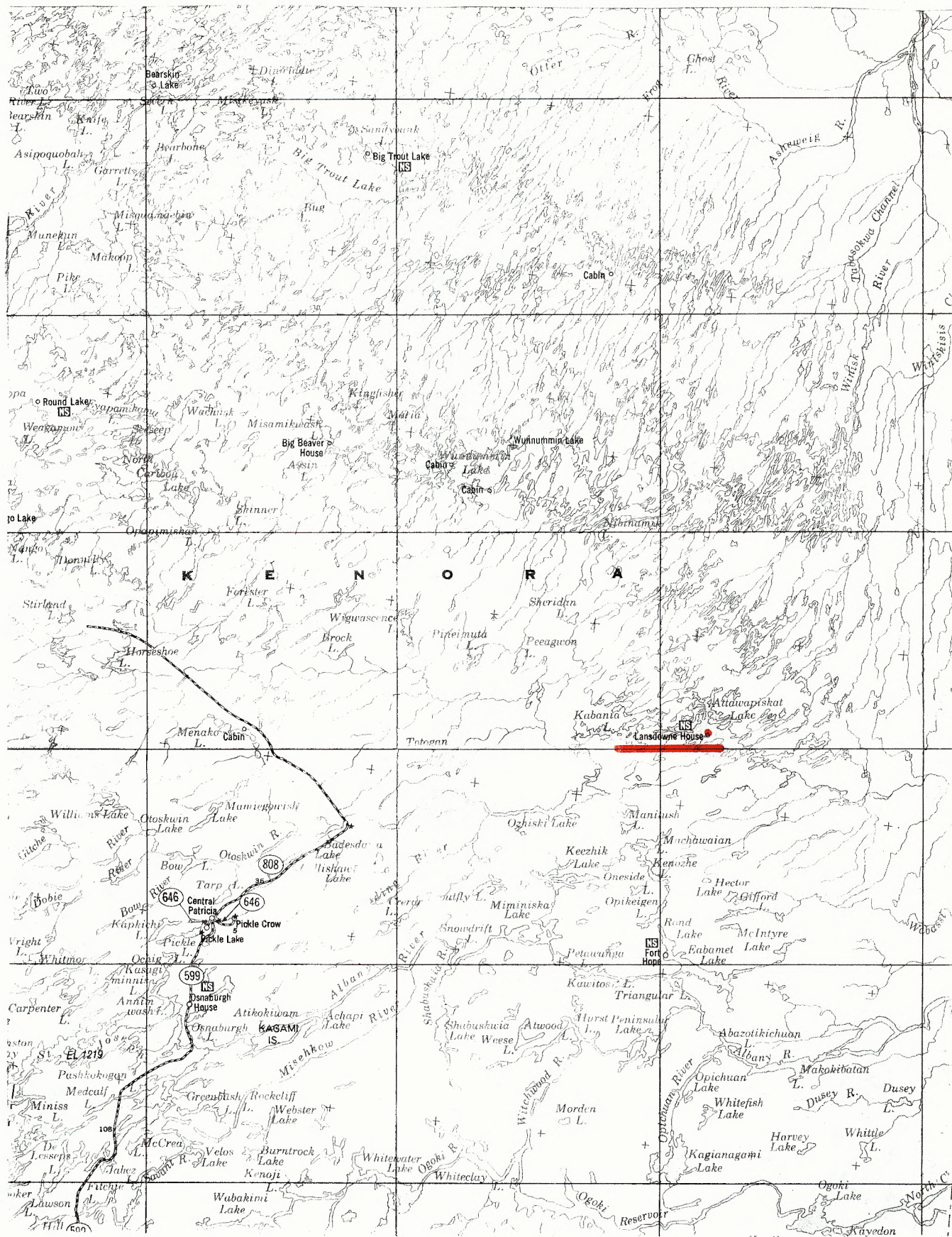
1. Forest surveys have not been conducted in the Lansdowne House area. However, personal observation by the PME Team indicates that there are sufficient stands of good mature white and black spruce within a ten mile radius of the mill site to fill any known requirement of this settlement for the next five years.
2. The Indians are forced to cut logs within 200-300 feet of the water's edge because of the lack of heavy equipment to haul the logs out of the forested areas to the water's edge. This constraint requires the Indians to go further afield each year to obtain good timber. Nonetheless, there is sufficient timber

along the shoreline of the Lake to fulfill the Band's needs for the foreseeable future.

3. There is an adequate supply of labour. It is classed as skilled for logging, and for the sawmill operation.
4. The lumber currently being produced at Lansdowne House is good lumber and the finished material is suitable for house construction. However, specialty lumber is not produced by the mill and therefore, the Department will have to continue to import lumber from outside sources to make up for whatever cannot be produced at Lansdowne House.
5. The equipment is in good condition and is capable of producing good finished lumber. There is a lack of heavy equipment, especially for the woods logging operation. This results in the heavy use of manual labour for hauling the logs, and places a severe constraint on the use of mature timber within the close proximity of the mill site.
6. An annual average market of 150 M f.b.m. exists at Lansdowne House for the next five years.
7. The present agreement between the R.C. Mission and the Department to purchase finished lumber for house construction which meets the specifications of size and seasoning, should continue, thus ensuring employment for local Indians engaged in the lumbering operations and also by keeping down the price of the finished building through high transportation costs.

8. The establishment of an additional sawmill at Lansdowne House is not recommended for the following reasons:

- (a) The market does not justify the addition of a second mill at this location.
- (b) The present mill is only operating at 25% of its capability due to insufficient demand for its products.
- (c) All employees of the R.C. Mission sawmill are local Indians, exclusive of the sawyer and the Administrator.
- (d) Indians employed by the R.C. Mission are not discriminated against due to religious affiliation. The criteria for employment is the willingness of the Indian to produce a good day's work for his pay.
- (e) The lumber being sold to the Department of IA&ND is being sold at a price that is fair and reasonable considering the isolation of the settlement.
- (f) The Band has all the advantages of a well run, well managed, medium sized sawmill, without any of the disadvantages of conducting an operation for which they do not have the managerial expertise.
- (g) It is unethical for the Department to condone any suggestion by the Band to establish an additional sawmill in this area.



LANSDOWNE HOUSE, ONTARIO

QUESTIONNAIRE AND MODEL TO ASSESS ECONOMIC VIABILITY
OF DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT'S
OWNED AND/OR OPERATED FOREST ENTERPRISES

ECONOMIC VIABILITY OF DEPARTMENT OF INDIAN AFFAIRS
AND NORTHERN DEVELOPMENT'S OWNED
AND/OR OPERATED FOREST ENTERPRISES

I. WOOD SUPPLY (POTENTIAL)

1. On-Reserve

(a) Total forested area acres

(b) Total accessible forested area acres

(c) Forest distribution (acres)

Cover Type	Mature Acres	Immature Acres	Young Acres	Total
Softwood				
Mixedwood				
Hardwood				
Total				

(d) Species composition -- percentage estimates from mill run if inventory not available.

Black Spruce	}	45 %
White Spruce		
Jack Pine		30 %
Balsam Fir		1 %
White Poplar		11 %
Black Poplar		3 %
White Birch		10 %
		<hr/> 100 % <hr/>

- (e) Cords per acre: estimates using forest distribution table in (c).

<i>Cover Type</i>	<i>Mature Acres</i>	<i>Immature Acres</i>	<i>Young Acres</i>	<i>Of Productive Square Mile</i>
<i>Softwood</i>	<i>Not available by acreage</i>			<i>60%</i>
<i>Mixedwood</i>	<i>distribution. Estimated</i>			<i>25%</i>
<i>Hardwood</i>	<i>only by average square mile of which only 50% is</i>			<i>15%</i>
	<i>productive forest.</i>			
<i>Total</i>				<i>100%</i>

- (f)

	<i>White & Black Spruce</i>	<i>Jack Pine</i>	<i>White Poplar</i>
<i>Age at Maturity</i>	<i>110</i>	<i>70</i>	<i>60</i>
<i>Height at Maturity</i>	<i>70</i>	<i>70</i>	<i>65</i>
<i>Mean Annual Increment, cu.ft./acre</i>	<i>30 cu.ft. per acre (softwoods)</i>		

- (g) Estimate in acres any significant losses due to fire, insects, blowdown, etc. and the year of occurrence.

-- *No records kept*

- (h) Estimate annual cut in past 5 years.

-- *Return from Reserves too inaccurate for proper analysis*

(i) Estimate annual cut for next 5 years.

-- *As above*

2. Off-Reserve (information based on the average square mile)

(a) Ownership -- Crown ALL square miles
 -- Private NIL square miles
 -- Water 30%

(b) Is there a possibility of obtaining cutting rights, and if so, what would be the contractual basis?

-- *Yes - Ontario Provincial Government
 Short Term Timber Lease*

(c) Total forested area.

-- *50% Productive; 20% non-productive (muskeg, brush, rock, etc.)*

(d) Total accessible forested area.

-- *Only accessible to Reserve by water*

(e) Forest distribution (acres)

Cover Type	Mature Acres	Immature Acres	Young Acres	Average Sq. Miles
Softwood	<i>Not available by acreage distribution. Estimated by average square mile of which 60% is productive.</i>			60%
Mixedwood				25%
Hardwood				15%

(Note: Reserves cut only mature spruce.)

- (f) Species composition -- percentage estimates from mill run if inventory not available.

Black Spruce	}	45%
White Spruce		
Jack Pine		30%
Balsam Fir		1%
White Poplar		11%
Black Poplar		3%
White Birch		10%
		<u>100%</u>

- (g) Cords per acre: estimates using forest distribution table in (e).

<i>Cover Type</i>	<i>Mature Acres</i>	<i>Immature Acres</i>	<i>Young Acres</i>	<i>Average Net Merchantable Cords per Productive Acre</i>
<i>Softwood</i>				18
<i>Mixedwood</i>				18
<i>Hardwood</i>				18
<i>Average</i>				18

- (h)

	<i>Black & White Spruce</i>	<i>Jack Pine</i>	<i>Poplar</i>
Age at Maturity	110	70	60
Height at Maturity	70	70	65
Mean Annual Increment, cu.ft./acre	30 cu.ft. per acre (softwoods)		

- (i) Estimate in acres any significant losses due to fire, insects, blowdown, etc. and the year of occurrence.

-- *No records kept*

- (j) Estimate annual cut in past five years.

-- *Returns from Reserve too inaccurate for proper analysis ***

- (k) Estimate annual cut for next five years.

-- *As above*

** *Osnaburgh records show that 85,000 f.b.m. was cut in 1971.*

II. FOREST MANAGEMENT (ON-RESERVE)

1. Inventories & Plans

	Completed		In Process	
	Yes	No	Yes	No
(a) Photo - reconnaissance	Yr. Completed 1948 & 1968		Yr. to be Completed	
(b) Survey - with field work		XX		
(c) Management plans and/or recommendations		XX		
(d) Operating plans		XX		
(e) Sponsoring Agency				

Fed. Govt. _____ Prov. Govt. _____ Band _____ Private _____

2. Silviculture -- past five years

(a)

Treatments	Acres Treated	Species Involved	Age Trees	Year Treated	Objectives of Treatment	Est. Cost Per Acre
Seeding						
Planting						
Cleaning						
Thinning			- - -	N I L	- - -	
Pruning						
Fertiliza- tion						
Other -- specify						

(b) Sponsoring Agency

Fed. Govt. _____ Prov. Govt. _____ Private _____ Band _____

(c) Are treatments required on the reserve at the present time?

-- N/A

(d) If so, what are the priorities?

-- N/A

(e) If so, what is the purpose of this treatment?

-- N/A

- (f) Are there any treatments schedules for the next five years?
If so, fill out table as in (a).

-- NO

Treatments	Acres Treated	Species Involved	Age Trees	Year Treated	Objectives of Treatment	Est. Cost Per Acre
Seeding						
Planting						
Cleaning						
Thinning						
Pruning						
Fertiliza- tion						
Other -- specify						

- (g) In your opinion, what sectors of a forest management plan should receive short term priority?

- i) Growing Stock: (LAST PRIORITY)
- protection _____
- regulation _____
- silviculture _____
- ii) Transportation: (SECOND PRIORITY)
- road development _____

iii) Markets: (FIRST PRIORITY)

product research _____

promotion advertising _____

iv) Other:

please elaborate _____

III. WOOD PROCUREMENT

1. Questions

(a) Where is the wood being cut at the present time?

-- On-reserve _____ distance from point of sale*
_____ miles.

-- Off-reserve XX distance from point of sale*
10 miles.

(b) If wood is extracted from off of the reserve, what arrangements regarding cutting rights have been made with the owners and who are the owners? What are the terms of the contract in respect of:

-- *Crown Land*

Stumpage fees NIL per annum

Tenure (length contract) _____ years

Date commenced _____ mo./yr.

Date to be terminated _____ mo./yr.

Renewable options - elaborate _____

* If wood utilized on reserve, distance will be to mill site.

(c) Is the current operation conducted on a seasonal basis?

-- *Yes - June and July*

(d) What has been the average number of months in operation over the past five years?

-- *Two*

(e) Do you think that the operation could be improved by further mechanization or modernization?

-- *NO*

(f) If yes, what type of changes would you recommend?

-- *N/A*

(g) How would you expect this to affect employment and production?

-- *N/A*

(h) What in your opinion are the most significant variables working against minimizing production costs on this operation?

Check below: --

Labour:

- | | | |
|-----|--------------------------|-----------------|
| i) | Skill level - low | _____ |
| | - medium | _____ |
| | - high | _____ <i>XX</i> |
| ii) | Low wages or rates | _____ |

- iii) Lack of motivation _____
- iv) Unavailable on a continuous basis _____
- v) Other - specify _____

Management:

- i) No or poor leadership GOOD
- ii) No incentives given to labour ... _____
- iii) No training provided On-the-job
- iv) No cost control XX
- v) No production control XXX
- vi) Other - specify _____

Equipment:

- i) Antiquated equipment thus high maintenance costs and low productivity _____
- ii) Non-integrated system _____

Logging Chance:

- i) Terrain VERY GOOD
- ii) Small Wood _____

iii) Bad environment - specify _____

iv) High transportation cost _____

v) Other - specify _____

(i) What is your estimate of the potential output per month if the two most significant constraints were eliminated?

-- 50 M f.b.m.

(j) Is it feasible to eliminate these constraints?

-- No - Not sufficient market

(k) If so, what should be done and what would be the approximate cost?

(l) Estimate how this would affect production, operating costs, and employment.

IV. WOOD PROCESSING

(a) Where is the wood being acquired for the mill at present?

-- On-reserve %

-- Off-reserve 100 %

(b) If the wood is acquired off the reserve, from whom is it purchased and at what price?

-- Crown Land - Free

- (c) Is the present operation conducted on a seasonal basis?
Specify months in operation.

-- Yes - July, August

- (d) What is the average number of months worked per annum?

-- One and three-quarters

- (e) Do you think that the operation could be improved by further mechanization or modernization?

-- NO

- (f) If yes, what type of changes would you recommend?

-- N/A

- (g) How would you expect these changes to affect employment and production?

-- N/A

- (h) What in your opinion are the most significant variables working against minimizing production costs on this operation?

Check below: --

Labour:

- i) Skill level - low
- medium
- high XX
- ii) Low wages or rates

- iii) Lack of motivation _____
- iv) Unavailable on a continuous basis .. _____
- v) Other _____

Management:

- i) No or poor leadership VERY GOOD
- ii) No incentives given to labour _____
- iii) No training provided On-the-job training
- iv) No cost control XX
- v) No production control XX
- vi) Other _____

Equipment:

- i) Antiquated equipment thus high maintenance costs and frequent downtime Antiquated, but in good condition
- ii) Non-integrated system Except for firewood
- iii) Other _____

Sawing Chance:

i) Large wood GOOD

ii) Small wood _____

iii) Bad environment - specify _____

iv) Other _____

- (i) What is your estimate of the potential output per month if the two most significant constraints were eliminated?

-- 50 M f.b.m.

- (j) Is it feasible to eliminate these constraints?

-- NO

- (k) If so, what should be done and what would be the approximate cost?

-- N/A

- (l) Estimate how this would affect production, operating costs, and employment.

-- N/A

- (m) What do you think or understand were the objectives of setting up the operation in the first place?

-- Supply the needs of the R.C. Mission.

(n) Do you think these objectives are good or sound objectives?

-- *Yes*

(o) If no, what do you think the objectives should be?

-- *N/A*

(p) If yes, do you think that the objectives are being met?

-- *Yes*

(q) Are there other opportunities which would employ as many or more people at the same level of capital investment? Please elaborate.

-- *NO*

(r) Do you think that the current operation or investment represents the best opportunity in lieu of the benefits (monetary and social) received by the people involved?

-- *Yes*

(s) If answer to (r) is yes, what improvements could be made in the current operation? Please elaborate.

-- *None*

(t) If answer to (r) is no, what alternate investment would you recommend?

V. QUESTIONS CONCERNING THE PRODUCTION MANAGEMENT VARIABLE

(a) How is the present operation organized?

- i) cooperative _____
- ii) partnership _____
- iii) government supervision - yes _____
 (specify who and
 sources of funding) - no _____
- iv) entrepreneurial (people working
 for and paid by a leader other
 than a government official) _____
- v) other (specify) _____

(b) What are the motives of present management?

- i) maximize profits _____
- ii) supply domestic needs XX _____
- iii) employ as many people as possible ... _____
- iv) training _____
- v) supply open market _____

VI. MARKETING

(a) What per cent of total production (annual) is sold off the reserve?

-- 75%, 80%

(b) To whom is this sold and at what price per 1,000 f.b.m.?

-- *To IA&ND and H.B.C., NH&W at \$200.00 per M f.b.m.
finished lumber.*

(c) Do you anticipate a potential (next five years) market off the reserve?

-- *No - other than that stated in (b) above*

(d) If answer to (c) is yes, where and at what price per cord or M f.b.m.?

-- *N/A*

(e) Who are or would be competitors?

-- *N/A*

(f) Can the proposed operation compete without government subsidization?

-- *Yes*

(g) If no, list main reasons why it cannot compete.

(h) Are there institutional constraints restricting sales off the reserve? If yes, please specify.

-- *No*

(i) Do you think local industry would guarantee purchases of wood or timber on an annual or monthly basis?

-- *No*

(j) What are the estimated requirements for wood?

		Volume (f.b.m.)	
		<u>1971-72</u>	<u>1973-75</u>
i)	<u>Local</u> (reserve or settlements)		
	houses	100 M	Average 100M per year
	docks		
	fishing camps		
	other		
ii)	<u>Other Government Agencies</u>		
	education - schools		200M f.b.m.
	health and welfare		1974/75
	-- hospitals		
	other		
iii)	<u>Export</u> (off-reserve)		
	industry - mines		
	- mills		
	- tourists		
	consumer - briquettes,		
	decorations		
Total five year requirements - volume (f.b.m.)			700 M f.b.m.
Total value of requirements (estimated)			\$140,000.00

The following questions relate to marketing management.

(a) Has there been any attempt to market the product via advertising, promotion or other commercial media?

-- NO

(b) If yes, what are the approximate costs?

-- N/A

(c) In your opinion, has this promotion been effective?

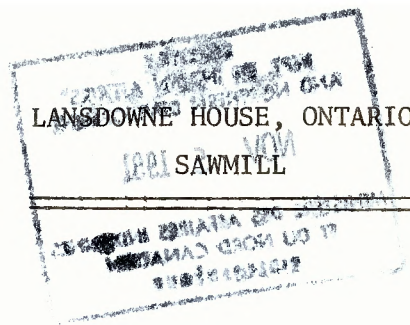
-- N/A

GENERAL INFORMATION

The purpose of this section is to yield information on the physical and cultural setting within which the forestry operation exists.

1. Area Name: *LANSDOWNE HOUSE*
2. Agency: *NAKINA DISTRICT*
3. Total Area: *60 ACRES (VILLAGE)*
4. Population: *356*
5. Number of Family Units: *58*
6. Number Children Per Family: *5*
7. Labour Force: *65*
8. Ethnic Origin: *OJIBWAY*
9. Net Income Per Family: *\$1,800.00*
10. Net Welfare Income Per Family: *\$300.00 PER MONTH*
11. List the present area of employment: *FISHING, MISSION SAWMILL, HOME INDUSTRY
ARTS AND CRAFTS, VARIOUS GOVERNMENT
BUILDING PROJECTS.*
12. List the potential areas of employment: *AS ABOVE PLUS TOURISM*
13. What are the more significant problems of the Band: elaborate:

-- ECONOMIC NATURE



Picture in vicinity of Fort Hope and Lansdowne House showing percentage of water to accessible forested area.



Closer view of forested area around Lansdowne House. Lighter trees are poplars turning colour.



Logs awaiting sawing at Lansdowne House Sawmill. Note size of logs by comparison with "Brother". Larger logs are 22" to 24" in diameter 14' to 16' long.