

## Glossary of Terms


- **Aboriginal Peoples** – The definition of “Aboriginal peoples” being used in this document is the legal definition contained in the Constitution of Canada. This includes Indians (on and off reserve Status Indians, First Nations, non-Status Indians, Treaty and non-Treaty Indians), Métis and Inuit.
- **Aboriginal Treaty Rights and Traditional Lands Impact Assessment** – It is necessary to determine the existence of Aboriginal rights and the implications of proposed resource management or development activities on those rights and on the continued use of traditional lands, and whether the approval of the proposal can co-exist with the Aboriginal rights and the continued use of the traditional lands.
- **Area Of Special Interest (ASI)** – These are areas being studied for possible future designation as “protected areas”. The studies, utilizing “enduring features” methodology, identify the combinations of soils, geology, climate and landforms (enduring features) that influence biodiversity. The methodology also assesses the contribution of each protected area or ASIs in representing biological diversity within a natural region, and designs study areas to fill gaps in enduring feature and natural region representation. Areas of Special Interest are used to focus consultations and are not protected in any formal manner. In most cases, ASI boundaries are flexible and can be changed to respond to new information.

According to a protocol established between the departments of Conservation and Industry, Economic Development and Mines, ASIs that meet predetermined criteria are requested in writing by the director of Parks to be placed in a “withdrawal pending” status, meaning that the Crown mineral rights in these areas are not available for new mineral dispositions, pending final resolution of the area's status and future designation of protected lands.

- **Assessment and Review of Effects** – This refers to an assessment and review of all sustainability factors such as environmental, economic, social, cultural and human health. The terms “assessment and review of effects”, “assessment and review process”, “assessment process”, “assessment and review”, and “effects assessment” will be used synonymously. The assessment process is generally guided by legislation (such as the Canadian Environmental Assessment Act or Manitoba’s Environment Act) which defines both the substantive and procedural requirements, including the scope of the project/undertaking, information requirements, matters to assess and public participation.
- **Biodiversity** – The variability among living organisms from all sources including, among other things, terrestrial, marine and other aquatic ecosystems, and the ecological complexes of which they are a part. This includes diversity within species, between species and of ecosystems (Convention on Biological Diversity, 1992).

Biodiversity has been seen as the total (and irreducible) complexity of all life, including not only the great variety of organisms but also their varying behaviour and interactions. One of the more broadly shared and economically defensible values for conserving wholesale biodiversity (rather than just the few components or 'biospecifics' with obvious high use value at present) may be seen to lie in ensuring continued possibilities both for adaptation, and for future use, by people in a changing and uncertain world (Natural History Museum, Biodiversity and Worldmap website).



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- **Boreal Forest (contiguous)** – Canada's boreal forest is the largest contiguous, intact forest left on earth, covering 35 per cent of the country's land mass and stretching across the north from Newfoundland to the Yukon. It includes the east side planning area. These northern forests are the breeding grounds for over 60 per cent of Canada's bird population with approximately three billion birds nesting there annually. The boreal is also home to the world's largest caribou herd, the second-highest wolf population, and polar, black and grizzly bears.

Thousands of species of plants, insects and animals – most of which have not been scientifically described but many of which have long been used by Aboriginal people for food and medicinal purposes – are found in boreal ecosystems.

- **Boreal Forest Conservation Framework** – The Boreal Forest Conservation Framework reflects the collective wisdom of the Boreal Leadership Council and is based on the best information currently available. The framework is based on a shared vision to sustain the ecological and cultural integrity of the Canadian boreal forest region, in perpetuity.

The framework's goal is to conserve the cultural, sustainable, economic and natural values of the entire Canadian boreal region by employing the principles of conservation biology to:

- protect at least 50 per cent of the region in a network of large interconnected, protected areas; and
- support sustainable communities, world-leading ecosystem-based resource management practices and state-of-the-art stewardship practices in the remaining landscape

The Boreal Forest Conservation Framework represents a national vision and goal for the region as a whole, rather than a formula to be applied on a unit-by-unit basis in a particular part of the boreal. In promoting a conservation approach for the entire boreal, the framework recognizes that conservation challenges and opportunities will vary. (Canadian Boreal Initiative website)

- **Boreal Shield** – At 195 million hectares the Boreal Shield is the largest ecozone in Canada. It is almost 80 per cent forested and much of the ecozone remains in a wilderness condition. Most of this ecozone is covered with an immense coniferous forest, consisting primarily of black spruce, white spruce, jack pine, balsam fir and tamarack. Further south, red pine, jack pine and eastern white pine occur, along with some hardwoods, such as white birch, yellow birch and trembling aspen. Black ash, mountain maple and eastern white-cedar also grow in some places. Characteristic mammals of this ecozone include woodland caribou, moose, white-tailed deer, black bear, wolf, marten, snowshoe hare, fisher, Canadian lynx and bobcat. Common bird species include the common loon, boreal owl, great horned owl, yellow-rumped warbler, blue jay, evening grosbeak and white-throated sparrow. (Natural Resource Canada website)
- **Broad Area Planning (BAP)** – This is an integrated and coordinated planning that is based on the sustainability of the ecosystem, to ensure future land, resource and development decisions address the environmental, social, health, cultural and economic needs of the public, local communities, First Nations and various stakeholders and interest groups.

- **Canadian Boreal Forest Initiative** – The Canadian Boreal Forest Initiative, or the Canadian Boreal Initiative (CBI), is an independent organization working with conservationists, First Nations, industry and others to link science, policy and conservation activities in Canada's boreal region. On December 1, 2003, the CBI released the Boreal Forest Conservation Framework. The framework was developed in concert with leading conservation organizations, resource companies and First Nations. Convened by the CBI, this group forms the Boreal Leadership Council, committed to the conservation and sustainable development of Canada's boreal forest region. (Canadian Boreal Initiative (CBI) website)
- **Co-Management (Share-management)** – Share-management is a tool that helps address resource management issues and opportunities between government and users by negotiating shared roles and responsibilities, such as involvement in decision-making and monitoring. (Manitoba Conservation)
- **Consultation** – As perceived by COSDI, consultation is the provision of meaningful opportunities for the public, other governments and stakeholders to influence government or other decisions about matters of concern to them. The concept of meaningful consultation is being more specifically defined by the courts as it applies to the nature of the opportunities for Aboriginal people.
- **COSDI** – The Consultation on Sustainable Development Implementation (COSDI) was a multi-stakeholder, consensus-based process commissioned in 1997 by the government to “consider and make recommendations... on how Manitoba can best implement Sustainable Development Principles and Guidelines into decision-making, including environmental management, licensing, land-use planning and regulatory processes”. An 18-member core group and 60-member advisory committee collaborated on the preparation of a report with recommendations. The COSDI Report was submitted to government in June 1999. After an election, the current government adopted the report as a central component of its Sustainable Development Strategy in 2000.
- **Double Majority** – In the context of the East Side Broad Area Plan, double majority is a method for decision-making that allows communities to have a strong voice in decisions affecting the areas they live in. In a vote about a decision affecting a particular community, the decision would require both the vote of the community and a majority of the East Side First Nations Council.
- **Ecological Integrity** – Ecological integrity refers to the quality of a natural, unmanaged or managed ecosystem in which the natural ecological processes are sustained, with genetic, species, and ecosystem diversity assured for the future. Ecosystems have integrity when they have their native components intact, including: abiotic components (the physical elements, e.g., water, rocks), biodiversity (the composition and abundance of species and communities in an ecosystem, e.g., tundra, rainforest and grasslands represent landscape diversity; black bears, brook trout and black spruce represent species diversity) and ecosystem processes (the engines that make ecosystems work; e.g., fire, flooding, predation) – Parks Canada website
- **Ecosystem** – A community of all plants and animals and their physical environment, functioning together as an interdependent unit. (forestry)



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- **Ecozone** – Canada has been divided into 15 terrestrial ecozones. Each represents areas of the country which can be easily identified by their general living (biotic) and non-living (abiotic) characteristics. The east side of Lake Winnipeg falls within the Boreal Shield ecozone.
  - **Effect** – This is a neutral term including positive and negative impacts of a plan or project.
  - **Endangered Species** – Manitoba’s Endangered Species Act provides for the minister to designate species as endangered, extinct, extirpated or threatened, depending on their number and status. The different designations allow for different levels of protection.
  - **Environmental Thresholds** – The environment, as an integrated system, is healthy as long as its components and their interactions are maintained in a state where they can continue to perform their natural functions. If significant changes are made to any components of the system, the efficiency of the system is affected and the environment is thrown off balance. The environment has a degree of resiliency built into it, which gives it the ability to cope with, or adapt to, some change without damaging effects. Environmental thresholds define those allowable changes. Used in planning or assessment purposes, they help decision-makers know what change to the environment will be within the threshold and therefore acceptable, and what change should be avoided. A common threshold is the assimilative capacity of a waterway. How much of a specified substance can be added to a river without altering the characteristics of the river to a degree that it will adversely impact biota, fish, people, etc.? The thresholds can be developed in advance of development, as a part of the planning process, or in response to a proposed development, as a part of the environmental assessment process.
  - **Forest Stewardship Council** – The Forest Stewardship Council (FSC) is an international, non-profit organization founded in 1993 to support environmentally appropriate, socially beneficial and economically viable management of the world's forests. It supports the development of national and regional standards to be used to evaluate whether a forest is being well-managed.

It is an association of members consisting of a diverse group of representatives from environmental and social organizations, forest and product industries, Indigenous People's organizations, community forestry groups and certification bodies from around the world. With its head office in Bonn, Germany, FSC is governed by an elected board.

- **Fragmentation** – Fragmentation occurs when a large region of, in this case, forest has been broken down or fragmented into a collection of smaller patches of habitat. Fragmentation typically occurs when land is converted from one type of habitat to another. For example, a forest habitat may become fragmented when a highway is built across the forest. The highway would split a single, large, continuous patch of forest into two smaller patches. The greater the degree of fragmentation, the greater the effect, as the once large, continuous forest habitat becomes a series of small, disconnected habitats. Because the characteristics of small forests differ from those of large ones, the characteristics of habitat and its suitability for the pre-existing species can change as well.

- **Genetic diversity** – Genetic diversity refers to variety within individuals within a species or a population, or more specifically, the variety of DNA within a species or population.
- **Great Lakes Indian Fish and Wildlife Commission (GLIFWC)** – The GLIFWC is an inter-tribal, co-management agency committed to the implementation of off-reservation treaty rights on behalf of its 11 Ojibway member tribes. Formed in 1984, and exercising authority specifically delegated by its member tribes, GLIFWC's mission is to help ensure significant, off-reservation harvests while protecting the resources for generations to come.
- **Guidelines** – They refer to instructions provided to the proponent for the information requirements and the conduct of an effects assessment in Manitoba.
- **Habitat** – 1. Those parts of the environment (aquatic, terrestrial, and atmospheric) often typified by a dominant plant form or physical characteristic, on which an organism depends, directly or indirectly, to carry out its life processes. 2. The specific environmental conditions in which organisms thrive in the wild.
- **High Conservation Value Forest** – All forests contain environmental and social values, such as wildlife habitat, watershed protection or sacred sites. Where these values are considered to be of outstanding significance or critical importance, the forest can be defined as a High Conservation Value Forest (HCVF). The idea of HCVFs was developed by the Forest Stewardship Council (FSC) and first published in 1999. This concept moves the forestry debate away from definitions of particular forest types (e.g., primary, old growth) or methods of timber harvesting (e.g., industrial logging) to focus on the values that make a forest important. By identifying these key values and ensuring that they are maintained or enhanced, it is possible to make rational management decisions that are consistent with the maintenance of important environmental and social values.

High Conservation Value Forests are those that possess one or more of the following attributes:

- a. forest areas containing globally, regionally or nationally significant :
    - i. concentrations of biodiversity values (e.g., endemism, endangered species, refugia);
    - ii. large landscape level forests, contained within, or containing the management unit, where viable populations of most (if not all) naturally occurring species exist in natural patterns of distribution and abundance;
  - b. forest areas that are in or contain rare, threatened or endangered ecosystems;
  - c. forest areas that provide basic services of nature in critical situations (e.g., watershed protection, erosion control); and
  - d. forest areas fundamental to meeting basic needs of local communities (e.g., subsistence, health) and/or critical to local communities' traditional cultural identities (areas of cultural, ecological, economic or religious significance identified in co-operation with such local communities).
- **Impact Benefit Agreement** – Often arising out of a consultation process, agreements can be developed between a proponent of a development and the host community/region, often an Aboriginal community. The agreement can address one




issue, or can be an umbrella agreement covering all the issues respecting the proposed development – environmental, social, and economic.

- **Land-Use Planning** – This refers to the systematic assessment of land and water potential, alternative patterns of land and resource use and other physical, social and economic conditions, for the purpose of selecting and adopting land and resource use options that are most beneficial to land users, without degrading the resources or the environment. Land-use planning also helps with the selection of measures most likely to encourage such land uses. Land-use planning may be at international, national, district (project, catchment) or local (village) levels. It includes participation by land users, planners and decision-makers and covers educational, legal, fiscal and financial measures.
- **Manitoba Model Forest** – The Manitoba Model Forest is a non-profit organization representing over 25 diverse forest interests. The Model Forest brings together environmentalists; industry; all levels of government; local communities, including First Nations; economic development groups; unions; universities; and Aboriginal organizations, to share their knowledge and resources in their mutual quest for sustainable forests. The Manitoba Model Forest comprises 1.05 million hectares of boreal forest that stretches eastward from Lake Winnipeg to the Manitoba-Ontario border.  
  
Activities in the Manitoba Model Forest include research, development, education and communications on a wide range of subjects, such as:
  - migration patterns of woodland caribou with the purpose of designing a harvesting plan that will protect the animal's habitat;
  - improving inventories of forest resources; and
  - building lasting partnerships among diverse stakeholders.
- **Manitoba Minerals Guideline** – In May 1998, a process was initiated by the Province of Manitoba's Energy and Mines department (now Manitoba Industry, Economic Development and Mines) to bring together representatives of First Nations, Métis Nation, Northern communities and the Manitoba minerals industry to begin a relationship-building process. The purpose of this process continues to be to strengthen the links between parties, learn about common aspirations, cultural values and communication needs, and to create a climate for mutually beneficial opportunities in the building of a strong minerals industry within Manitoba. The document is a guide to facilitate relationship-building between those involved in, or affected by, minerals activity within the province.
- **Manitoba Principles and Guidelines of Sustainable Development** – These are the principles and guidelines of sustainable development as adopted by Manitoba and set out in *The Sustainable Development Act*.
- **Memorandum of Understanding (MOU)** – A *Memorandum of Understanding* is one form of written agreement signed by two or more parties. In the case of ESPI, the MOU is preliminary to the negotiation of a protocol that will guide the future relationship between the First Nations on the east side of Lake Winnipeg and the Government of Manitoba with respect to the matters of the east side.
- **Non-Timber Forest Products** – These are all forest products, except timber, including other materials obtained from trees, such as resins and leaves, as well as any other

plant and animal products produced by the forest. In the boreal forests of Canada, there are many commercial enterprises based on non-timber forest products, such as hunting and fishing lodges, trapping operations, outfitting, remote tourist operations and youth camps

- **Precautionary Principle** – “The Precautionary Principle” is Principle No. 15 of the *1992 Rio Declaration on Environment and Development*. It states, in part: “Where there are threats of serious or irreversible damage, lack of full scientific certainty shall not be used as a reason for postponing cost-effective measures to prevent environmental degradation.” Although generally accepted, since that time governments and industry have been striving to understand the implications and fine-tune the meaning and application of the principle.
- **Proponents** – Proponents are any persons, including the government, interested in proposing a plan, a significant resource allocation or a development.
- **Protected Area** – This is a parcel of land that is protected from most industrial or commercial activities to preserve its natural features or diversity. This is usually land that is designated by law, or Order in Council, as protected. In Manitoba, *The Parks Act* and other legislation allows for the creation of protected areas. Usually, only non-consumptive recreation is permitted in protected areas. Treaty and Aboriginal rights can be exercised in protected areas.
- **Protected Area Accord** – The *Protected Areas and First Nation Resource Stewardship: A Cooperative Relationship Accord* is a March 2002 accord between Poplar River, Pauingassi, Little Grand Rapids and Pikangikum to create a network of linked, protected areas on ancestral lands, and apply for its designation as a world heritage site. Since 2002, Bloodvein has also signed the accord.
- **Protected Areas Initiative (PAI)** – Manitoba's Protected Areas Initiative is a government program dedicated to building a network of protected areas that contains the tremendous biological diversity found in Manitoba's varied landscapes. Since the start of the PAI in 1990, the area of protected lands has increased from 350,000 hectares to just over 5.4 million hectares in 2004. Approximately 8.4 per cent of Manitoba's lands are protected.
- **Protected Area Network** – This refers to the total network of places and locations, protected by various means within a forest or an area, including riparian reserves, habitat reserves, parks and all other protected areas.
- **Protocols of Agreement** – The COSDI report recommended: “Manitoba work in partnership with Aboriginal peoples to develop a co-operative protocol to address the involvement of Aboriginal peoples where their land and resource use planning, significant resource allocation, development assessment and review and regulatory mechanisms, including effects assessment tools and documents, are affected.” The ESPI has been instrumental in negotiating a *Memorandum of Understanding* to guide the development of a more comprehensive agreement – the *Protocols of Agreement*, specifically for the east side First Nations. The protocols will contain an official procedure or set of rules for working towards negotiation and consensus. It is a guide that parties must adhere to in attempting to establish working relationships and share management arrangements. The protocols would focus both on the process and contents of agreements that will meet the objectives of both parties.





Similarly, efforts will be made to negotiate *Protocols of Agreement* with the members of the Métis Nation resident on the east side of Lake Winnipeg. These protocols will govern the relationship between the parties with respect to resource and environmental decision-making on the east side of Lake Winnipeg, including consultation mechanisms and practices.

- **Public** – “The public”, for the purposes of this report, has two uses. For notice provisions and a variety of other matters, “the public” means the entire public. In other cases, especially related to participation in effects assessment or planning, “the public” means all those persons whose interest in involvement is neither frivolous nor meant to cause difficulties.
- **Public Participation Process** – This is a formal process of public involvement as a part of a decision-making process. Public participation processes range from relatively passive opportunities for information sharing and comment, to interactive processes which ordinarily involve a defined membership, established ground rules and expectations, opportunities for interaction among participants and the provision for ongoing involvement.
- **Resources** – For the purposes of this report, resources refer to Manitoba’s natural resources, air, water and land, unless otherwise indicated.
- **Stakeholder** – Although the normal legal definition relates to the holder of the “stake” during a bet or wager, the word is used quite differently in the context of public consultation processes, especially relative to government decision-making. In this context, “stakeholder” refers to a party with a “stake” or legitimate interest in the outcome of a decision to be made. The word, stakeholder, generally includes non-government entities, usually the ones that have a desire to influence the decision. Thus, stakeholders in a planning process would include the land-users, property owners, non-governmental associations, interest groups, potential developers and individuals. The parties that are governments or decision-makers are not considered stakeholders.
- **Sustainable Development** – This is defined in *The Manitoba Sustainable Development Act* as “meeting the needs of the present without compromising the ability of future generations to meet their own needs”. The definition is supplemented by the inclusion in *The Manitoba Principle and Guidelines of Sustainable Development Act*.
- **Sustainable Development Components** – The use of the phrases “sustainable development components”, “sustainable development”, “sustainability”, and “sustainability factors” in recommendations all include economic, social, environmental, human health, and cultural considerations.
- **Tenure** – Tenure refers to socially defined agreements held by individuals or groups, recognized by legal statutes or customary practice, regarding the “bundle of rights and duties” of ownership, holding, access and/or usage of a particular land unit or the associated resources there within (such as individual trees, plant species, water, minerals, etc.).
- **Terms of Reference** – This refers to instructions provided to hearing panels, such as the Clean Environment Commission, for the conduct of such activities as public hearings.

■ **Traditional Ecological Knowledge** – Traditional ecological knowledge (TEK) is the knowledge base acquired by indigenous and local peoples over many hundreds of years through their direct contact with the environment. This knowledge includes an intimate and detailed knowledge of plants, animals and natural phenomena, the development and use of appropriate technologies for hunting, fishing, trapping, agriculture and forestry, and a holistic knowledge, or “world view”, which parallels the scientific discipline of ecology. When TEK and western scientific knowledge are used in an appropriate and complementary fashion, the two knowledge systems provide a powerful tool for managing natural resources and achieving sustainable development. (Newsletter – Centre for Traditional Knowledge, Canadian Museum of Nature)

■ **Traditional Ecological Mapping** – The use of mapping technology is being expanded to accommodate TEK. Most GIS applications have been traditionally concerned only with scientifically derived data. The spatial analytical capabilities of this technology offer great potential to aid in land-oriented decision-making. The quantifiable nature of GIS output supports First Nations positions within political negotiations and legal contexts.


The challenges are with respect to the informal nature of traditional knowledge. There are several ways to address this issue. First of all, by its very nature GIS has the potential to be more reflective of a holistic world view than static analogue maps. The ability to layer diverse themes, variables and landscape characteristics can more closely approximate a less reductionist, more encompassing environment. The update capabilities of GIS, moreover, can incorporate dynamic conditions in the real world into the analysis.

■ **UNESCO – World Natural and Cultural Heritage Site** – The United Nations Educational, Scientific and Cultural Organization (UNESCO) seeks to encourage the identification, protection and preservation of cultural and natural heritage around the world, considered to be of outstanding value to humanity . This is embodied in an international treaty called the *Convention Concerning the Protection of the World Cultural and Natural Heritage*, adopted by UNESCO in 1972. Cultural heritage refers to monuments, groups of buildings and properties with historical, aesthetic, archaeological, scientific, ethnological or anthropological value. Natural heritage refers to outstanding physical, biological and geological formations, habitats of threatened species of animals and plants, and areas with scientific, conservation or aesthetic value. UNESCO's World Heritage mission, among a lengthy list of objectives, is to encourage countries to sign the 1972 *Convention* and to ensure the protection of their natural and cultural heritage, as well as encourage States Parties to the *Convention* to nominate properties within their national territories for inclusion on the World Heritage List.

■ **Watershed** – This is the area that drains to a common waterway, such as a stream, lake, estuary, wetland, or even the ocean. (EPA)

■ **Wetlands** – Wetlands are areas where water covers the soil, or is present either at, or near, the surface of the soil all year or for varying periods of time during the year, including during the growing season. Water saturation (hydrology) largely determines how the soil develops and what types of plant and animal communities are living in and on the soil. Wetlands may support both aquatic and terrestrial





(both water and land) species. The prolonged presence of water creates conditions that favour the growth of specially adapted plants (hydrophytes) and promote the development of characteristic wetland (hydric) soils.

Wetlands vary widely because of regional and local differences in soils, topography, climate, hydrology, water chemistry, vegetation and other factors, including human disturbance. Indeed, wetlands are found from the tundra to the tropics and on every continent except Antarctica. (EPA)

