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DISCUSSION PAPER

A Comprehensive Conservation Policy and Strategy
for the Northwest Territories and Yukon

Draft

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Northern Environment Directorate

Northern Affairs Program

DIAND

October 1982

- Compendium Areas = N.S. & Yukon
Territories - all types
wildlife reserves
historic sites
11-42-2
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EXECUTIVE SUMMARY

HISTORY

DIAND has had limited success over the past ten years in dealing with proposals to establish conservation and recreation areas north of 60°. Seven major interests have submitted, or have indicated an intention to submit, extensive lists of areas which, in their view, merit special consideration.

Some reasons for DIAND's limited success, and how DIAND might resolve the situation can be obtained from a review of the corporate stance and policy initiatives of the department over the past twenty years. In the sixties, emphasis was placed on the role of the department as "trustee" or "Steward" of northern lands. It was envisaged, as part of this role, that there would be an "explosion" in park growth and in the establishment of wildlife areas. It was during this period that most of the ground work was laid for the establishment of a northern national parks network. In addition, many of the migratory bird sanctuaries were created.

By the late sixties, industrial activity in the northland advanced to the point that, in addition to specific conservation measures, there was a recognition of the need for broad environmental protection measures. The concept of "balanced development" was advanced to

characterize how DIAND would approach change in, or affecting, the north. The aim was to achieve a balance between resource development and environment protection, based on ecological principles. There was still to be aggressive land management regime, recognizing the importance of specific conservation, recreation and scientific research needs. It was envisaged that this regime would be composed of four elements: managed-use, protection, preservation, and restoration.

The commitment to a regime including preservation and recreation elements continued into the early seventies. However, the announcement of three northern national park reserves in 1971-1972 marked the beginning of an extended hiatus in the program. There were to be no ecological or historic sites, no wildlife reserves, and only one migratory bird sanctuary during the seventies.

A number of factors contributed to this lack of progress:

1. The transfer of the Canadian Wildlife Service in 1970, and subsequent transfer of Parks Canada, to DOE substantially reduced the influence of these conservation agencies on northern policies, programs, and plans, with the result that the protection and preservation elements tended to

be **de-emphasized** in **favour** of 'managed-use in the **land management** program;

- 2* **The** strong trend to **decentralization** within each of **the** three **agencies** (W, **Parks**, **DIAND**) during the seventies reduced the opportunity for effective coordinated action;

3. **The** withdrawal of resident **CWS** personnel **from** the **north** and **the** assumption of a **greater** role, on the part of the territorial **governments**, in the wildlife research and management field **contributed** to the loss of a clear voice for **wildlife** and **habitat conservation**;

4. **Allocation** of resources **within** **DIAND** focused increasingly **on** the assessment and regulation of industrial activity;

5. Observation began to be **considered more and more** as a sector specific interest , **in conflict** with accelerating frontier development activities. **DIAND's** response was to **favour** a **multiple-use** approach to land management rather than **be**

perceived to 'alienate' large areas of land from resource exploration;

DIAND without expertise / has attempted to retain control for all

not actions territorial act regional act local act

6. DIAND lacked both the comprehensive land use planning and the comprehensive conservation policies needed to provide the potential to resolve land use conflicts in a systematic fashion and guide the implementation of a northern conservation and recreation program;

are standing in the way of progress & action

7. Land claims negotiations had a dual effect on conservation initiatives: firstly, the politics of land claims negotiations became inextricably linked with a number of rigorous wildlife protection measures, and with new national park initiatives, and secondly, there was a concern that proceeding with some conservation programs might obstruct progress towards the settlement of claims;

disagreement

8. There was a lack of understanding amongst all interested groups of the objectives of various conservation and recreation programs, resulting in an undue preoccupation with process rather than action.

General of the Department of Northern Development
no responsibility
no room for
bill
no room for
no room for

*What happened
to selected people!*

DIAND'S MANDATE

To get back on track toward a comprehensive conservation and recreation program, DIAND must be clear on its roles and responsibilities in this area. There are three:

We don't do this.

1. DIAND is the federal agency responsible for the control, management and administration of public lands north of 60°;
2. DIAND is the agency charged with the responsibility for the coordination of government activities, programs and policies in the north;
3. DIAND has quasi-provincial powers for the NWT and Yukon and so is responsible not only for facilitating and coordinating government activities but for formulating and implementing general northern policies.

*what is left
of NWT?*

as land manager DIAND designates and must deal with proposals to designate areas for conservation and recreational purposes.

As coordinator of **government** activities **DIAND** must ensure that agencies with mandates for **conservation** and recreation **purposes can function** within a well defined **policy framework**.

As a department **DIAND** must develop a comprehensive **government policy** for **conservation and recreation** and a strategy for **implementing it**.

Together, these roles and responsibilities **constitute** the trusteeship and stewardship of **northern** lands that characterized **the department's** image **twenty** years ago. **They** are equally valid **now**, and there **should** be constant reinforcement of our intention to meet these responsibilities **and** pursue these roles.

*Department
stand still?*



DIAND' S CONSERVATION POLICY STATEMENT

An appropriate start is with the preparation of a **departmental** statement of **policy on** conservation and **recreation north** of 60". It is **proposed** that the policy statement:

1. In **fact** the **departments** long standing **commitment** to the concept of "balanced development". **The** concept requires an operational definition dispelling the **notion** that **"conservation"** and **"development"** are diametrically opposed and **narrowly** defined interests. Instead, a definition

of conservation should incorporate **the** view that it is a process to be **applied cross-sectorally**. A definition of development should incorporate **the** view that it includes all **change** taking place in, or **likely** to affect, **the north**, brought about through the social, cultural, economic and political evolution of the territories;

2. Adopt a conservation regime based on four conservation elements - protection, **preservation**, managed-used, and restoration. These elements represent an early **DIAND** initiative to adopt a **cross-sectoral** approach which is coincident with the concepts **now being** advanced in the world conservation strategy;

3. Contain a recognition of the need to be **truly comprehensive** - it must address all land, **freshwater**, and **marine environmental** conservation and recreation needs, recognizing the need for a flexible and dynamic **approach** which reflects our current understanding of **polar ecosystems**, the nature of the **northern** environment, and its capacity to **withstand** change and **perturbation**;

- 4. Place **conservation and recreation programs** in a circumpolar and continental context;
- 5. Recognize the need to involve all interested agencies, organizations and individuals, inside and **outside** of government in all **phases** of policy development **and implementation**;
- 60 **Contain** a carefully considered statement of principles to guide the implementation of conservation programs. These principles should include the general **objectives central to the world conservation strategy.**

but what level & who looks a few WWF resident need?

IMPLEMENTATION STRATEGY

The test of any conservation strategy is its capacity to deal with the types of **conservation** issues raised in a region such as Lancaster Sound. Here **there** are at least seven types of conservation proposals, ranging **from** the local to global in **scope**. These proposals are characterized by:

- considerable **areal** overlap;
- interagency **competition**;

- uncertainty **over** objectives;
- **opposition**, particularly from industry, to a **perceived** conservation "land grab";
- questionable **correspondence** between site **boundaries** and "sensitive" or "critical" habits or populations;
- substantial **marine components** with little indication of **how** these **components** might be protected;
- focus on a limited part of a **complex ecosystem** which embraces a large part of the eastern Arctic.

Most importantly though, even if DIAND approved of all of the proposals put forward by the various interests we would achieve only partial protection for the critical habits and populations identified in the Lancaster Sound Regional Study, in particular the highly productive offshore and ice-edge areas. Clearly, the strategy should focus on ensuring **not** just that all **proposals** are evaluated in **some systematic** fashion that all conservation **needs in the region are** thoroughly addressed **and** resolved.

However, it is obvious that a **conservation** strategy focussed at the **regional** level cannot **hope to** achieve the **goals** of our intended **policy** or meet the **principles we** intend to adopt. **The** strategy must logically address conservation needs in a hierarchical fashion, **beginning** with a global view of the **Arctic** and **sub-Arctic regions** and **their** resources, and proceeding **systematically** from a **circumpolar**

perspective - **the** Arctic basin-to **continental**, national, regional and local scales. **Accordingly**, the proposal strategy involves:

1. **Reviewing** all of the available information **with the** responsible agencies, non-government organizations , groups and individuals as **appropriate** to Wild-up a picture of **current knowledge** and conservation needs at the global, **circumpolar** , continental , national **and local** levels;
2. **Ensuring that we** have a clear understanding of the aims of **the various** conservation programs, **how** they meet **our policy** objectives and whether they **conform** to our principles;
3. Evaluating specific conservation initiatives against the background provided by #1 and #2. **DIAND** will then be in a position to fit together the appropriate array of parks, **wildlife areas**, ecological reserves , and so **on**, avoiding **some** of the problems of overlap, . competition (or duplication), **and** neglect of **some** critical areas;
- 4* Highlighting deficiencies in the legislative **framework** e .g. , in the offshore.

how about
app. potential
to our
principles

PROPOSED IMPLEMENTATION MECHANISM

The mechanism assumes two things: that much of the required information on the northern environment and on conservation needs already exists within government and amongst numerous conservation interests, and that these needs can be met without the creation of a large number of new management structures and a corresponding increase in resources .

v " ✓

The functions of the major elements of the mechanism are as follows .

Advisory Groups on Specific Conservation Programs

how about the rest of the world

DIAND will prepare a position paper for each major conservation or recreation program or initiative. These papers will make quite explicit how each program is to be handled in the context of DIAND's comprehensive policy and principles. These papers, in turn, will form the basis for the terms of reference for the advisory groups. These groups would be based on existing structures in many cases and would be broadly based to bring together the best available expertise inside and outside of government.

< DIAND will prepare a position paper for each major conservation or recreation program or initiative.

Conservation Program, Lands Division, Northern Environment Directorate

The Conservation Program will be the focus of all conservation and recreation work in the Northern Program and would have the responsibility for implementing the conservation strategy. This includes preparation of the position papers, formulation of terms of reference for advisory groups, the coordination of their work and the processing of recommendations on specific conservation measures. The Conservation Program will develop procedures for bringing together all of the necessary information on the northern environment and conservation needs through collaboration with all interested groups and agencies.

ADM's Committee on Conservation

This will be a senior committee at the ADM level involving all of the agencies concerned with conservation and recreation north of 60°. The committee would be responsible for monitoring the implementation of the comprehensive conservation strategy, for ensuring that agency mandates and goals are being met, and for recommending to DIAND on specific conservation measures, on appropriate procedures, and on policy development. This committee would be separate from, but related to, the Northern Land Use Policy Committee (NLUPC) proposed under the northern land use planning process. The NLUPC would be the committee through which the governments northern conservation policy and objectives are integrated into the regional planning process.

Circumpolar Council for Environmental Conservation and Canadian
Council of Resource and Environment Ministers

A Circumpolar Council is advocated to provide a focus for international cooperation and information exchange on conservation initiatives in the Arctic and sub-Arctic regions. At the national level, it is proposed that DIAND play a much larger role in the work of the CCREM. This will go a long way toward achieving the appropriate level of communication and coordination amongst governments and agencies north and south of 60°.

To anchor the polar conservation effort, consideration should be given to holding a major international conference on the subject within the next five years.

INTRODUCTION

Conservation Interests North of 60"

Over the past decade, **DIAND** has received proposals for the establishment of conservation and recreation areas **in the north** from both federal and territorial agencies and from international organizations. Parks Canada has submitted proposals for the establishment of terrestrial and marine **parks** and Canadian landmarks; the **Canadian Wildlife Service** has identified critical areas for designation as national wildlife areas or migratory bird sanctuaries; territorial governments seek to establish **parks** and reserves. **On the** international front, conservation proposals have been submitted by **groups** such as **UNESCO** (Biosphere **Reserves** and **World Heritage Sites**), **ICSU** (IBP ecological reserves) and **IUCN** (**World Conservation Strategy**). There are others.

In reviewing the governments achievements in **the** field of conservation and recreation **north** of 60° since 1972 it is apparent that relatively little progress has been made in dealing with **parks** proposals or in identifying, establishing and **protecting critical** or **special areas**. It is true that land was withdrawn for a **park** in **the northern** Yukon - the catalyst **was** a land claims agreement-in-principle. Land **was also** **withdrawn** to **allow** for **consideration** of a **proposal** to establish an ecological reserve **on Bathurst** Island. **One** migratory bird sanctuary

was created on Seymour Island. Provision was made for some recreation areas. Discussions have continued on the establishment of national and territorial parks. But this is of minor significance when seen in the context of past achievements and the long list of outstanding proposals.

Table 1 identifies the seven major interests in the field of conservation and recreation, and lists their mandates or authorities, the nature of their activities, their achievements to date, the proposals they have made and the extent of the areas involved. It is an extensive list and one which will grow considerably within the next few months. The Canadian Wildlife Service is expected to submit details of up to 146 new or extended areas of interest; the territorial governments will submit their proposals for wildlife conservation and habitat protection, the protection of historic sites, and creation of recreation areas. Many more historic parks, and terrestrial and marine national parks are in the planning stage. Furthermore, both DOE and DIAND have endorsed the world conservation strategy and DIAND will be expected to work with DOE over the next year in developing an action plan to implement priority international, and national actions and requirements.

TABLE 1 CONSERVATION INTERESTS IN THE NORTHWEST TERRITORIES AND YUKON

Interest	Mandate/Authority	Activity	Implementations - Proposals	km ²	Area
				km ²	km ²
Parks Canada	Protection of representative areas of natural and cultural significance for the benefit, education and enjoyment of Canadians. National Parks Act (1930) Historic Sites and Monuments Act (1973) DLAND Act (1970)	Establishment of terrestrial and marine national parks, national landmarks, national historic parks, co-operative heritage areas, heritage rivers and national historic sites.	National Parks - Wood Buffalo (1922)	9,454	3,650
			National Park Reserves		
			- Asquith (1972)	21,471	8,290
			- Nahanni (1971)	4,765	1,940
			- Klusne (1972)	22,015	8,500
			Land Withdrawals (T.L.A.) for parks		
			- Northern Yukon (1978)	38, III	15,000
			- East Arm, Great Slave Lake (1970)	7,407	2,860
			Park Proposals (1978)		
			- Bathurst Inlet	32, III	5,000
- Meager Bay	14,280	5,400			
- Ellesmere Island	36,260	14,000			
- Banks Island	8,415	3,300			
Proposed National Landmark					
- Pangos, Tuktoyaktuk	11, %	5			
Recent initiatives under discussion					
- Bylot Island/Ellice					
- Sound National Park	20,000	7,120			
- Prince Leopold Island					
- National Landmark	100	38.6			
- Yukon River Heritage Area	?	?			
Long range plans - At least one park in each of the 19 terrestrial and 3 marine natural regions	(360,000?)	(145,000?)	10?		
Canadian Wildlife Service	Protection and management of migratory birds; conservation of wildlife and wildlife habitat in the national interest and in co-operation with Y.T. and N.W.T. Migratory Birds Convention Act (1917) Canada Wildlife Act (1973) Government Organization Act (1979)	Establishment of migratory bird sanctuaries; co-operative wildlife areas and national wildlife areas.	Bird Sanctuaries		
			- 16	109,716	42,858
			National Wildlife Areas		
			- Polar Bear Pass	2,624	1,013
			Proposed - WWA's		
			- Campbell Lake, NWT	445	171
			- Northstar Yukon	-	-
			Proposed		
			- Queen Head Gulf	?	?
			Wetland Area		
- Polar Bear Pass	?	?			
- Great Plain of Koukdyuk					
- McConnell River					
Under Consideration by O6					
- NWT - 111 "new or extended interest Areas"	?	?			
- YT - 35 "new or extended interest Areas"	7	?			
Territorial Governments	Preservation and management of game Wildlife Ordinance (NWT) Game Ordinance (YT)	Establishment of sanctuaries, preserves, critical wildlife areas, reserves, wildlife management areas and areas, special management areas.	Sanctuaries		
			- McArthur	1,696	655
			- Klusne	4,222	1,630
			- Thelon	55,167	21,300
			- "Wain Islands"	143	55
			- Bowen Bay	1,075	
			- Mackenzie Basin	36,200	14, %
			- Fishing Branch m.	3,844	1,484
			- Peel River	18,907	7,300
			- N.W. McCheser	9.1	3.5
- James Bay	3,763	1,453			
- Weirder Grazing	38,080	17,900			
- m - on file Y. Y.	?	?			
- many new potential critical wildlife areas					
- N.W.T.		?			
Protection of historic sites; provision of recreation.	Designation and acquisition of lands or things of historic value.				
Historic Sites and Monuments Ordinance (YT)	Establishment of campgrounds and parks for recreation and conservation purposes.				
Historical Resources Ordinance (NWT)					
Territorial Parks Ordinance (NWT)					
- Rinkstone River (Established by Reservation) (2300 ha)					
- Campbell Lake, Do - Do Valley (Proposed)	7				
- Hidden Lake, Prince Leopold Island					
Long range plan in preparation - Y.T.					
?	?	?			
International Biological Program (Conservation Terrestrial)	Locate and describe the most outstanding and most characteristic examples of natural arctic and subarctic ecosystems for the purpose of study, special management, or protection.	Nomination of both representative and "unique" ecological sites for establishment and appropriate protection by DLAND.	IBP sites identified - 151 (1968-1974)		
			Secretariat established by NRC (1974-1978)		
			Concept approval-in-principle DLAND (1975)		
Submission of 7 sites to DLAND for consideration (1975)					
Withdrawal of land for a Polar Bear Pass Site for two years 1978.	2,634	1,013			
International Council of Scientific Unions in co-operation with 58 participating nations (1964).					
Polar Bear Pass National Wildlife Area established 1982					
Canadian Council on Biological Areas. Secretariat in DOE Established 1981					
Man and the Biosphere	Locate and describe representative areas of major biomes of the world/unique areas of special importance for conservation.	Nomination of representative and unique areas for establishment of Biosphere Reserves. (IBP sites very form the core of reserves)	Secretariat established in DOE (1971-1979)		
			Proposals for 4 ecological reserves approved by DOE 1975 - recommended to DLAND: Wood Buffalo - Great Slave Lake; Bathurst Inlet and Queen Head uplands; Rose Basin; Potholes Peninsula		
Secretariat established in Canada Council, Canadian Commission for UNESCO (1979-198)					
Potential Candidate Site - Lancaster Sound					
UNESCO 1971 (Recommended program)					
World Heritage Convention	Nomination of sites of outstanding international value by member countries.	Nomination of candidate sites to the World Heritage List.	Candidate Sites - Nahanni National Park		
			Potential Candidate Sites		
- Prince Leopold Island					
- Thosson River					
- Pingos, Mackenzie Delta					
- Northern Ellesmere Island					
- Baring Land Bridge Refugium					
Proposal for establishment of protected areas within the "tundra and barren arctic desert" biogeographical province.					
World Conservation Strategy	Promotion of conservation of living	Advocacy of national cross-sectorial conservation strategies.	Proposal for establishment of protected areas within the "tundra and barren arctic desert" biogeographical province.	?	?

DIAND' S Policy on Conservation Since 1960

To understand DIAND's apparent inability to deal decisively with conservation and recreation programs , it is necessary to look back beyond the events of the past decade, to the policy environment of the sixties.

Twenty years ago Arthur Laing was Minister of a department which included the Canadian Wildlife Service and Parks Canada as well as what is now known as Indian Affairs and Northern Development. He spoke frequently and emphatically on the need for conservation programs throughout the early and mid sixties. Laing used the terms "trusteeship" and "stewardship" to describe his responsibilities for northern lands:

. . .it is the function of a trustee which binds together what may seem to be diverse elements in DIAND - trustee for national parks -- the future of native people; management of migratory birds.

In 1967 he declared that a foundation had been laid for an "explosion in park growth, in new parks . we have made great strides in the last five years" . And so, in the 1960s, great efforts were made to establish national parks in the north and to protect wildlife, especially migratory birds, and species such as caribou, muskox and polar bear . Non-renewable resource exploration was at a relatively low level. When Jean Chrétien succeeded Arthur Laing in 1968 he

inherited and subscribed to **what he described** as his predecessor's "aggressive" **conservation policy**; he also inherited **the results** of an upswing in industrial activity. **He recognized that, in parallel with** the establishment of parks and protection of wildlife, measures had to be taken to protect the natural environment. Given the transitory nature of oil and mineral exploration activity at **that** time, the **appropriate approach** was **through** land use regulation and other environmental protection legislation. **The** concept of "balanced development" was introduced.

In his address to **the Canadian Wildlife Federation** in **March 1969**, Jean **Chrétien** said:

As Minister, I am **committed** to **pursuing the** ideal of conservation, of creating a balanced environment. I am **convinced that** our mechanisms for **conserving** the quality of our **natural environment** are incomplete and **inadequate**. **Unless** we direct **ourselves now** to **improving these mechanisms** and roping with this question, we will have to **pay** the price **tomorrow**, and **we** might **not** be able to **meet** the bill.

In **the** sixties therefore there is **considerable** evidence that DIAND had a clear conservation policy based on national parks and wildlife protection. It was during this period **that most** of the sixteen migratory bird sanctuaries in the **NWT** were established, additional measures taken to **protect the Thelon Game Sanctuary**, and preliminary work for the **establishment** of three national **parks** was **completed**. There was also the realization that the surge in industrial activity

had to be met with stronger environmental **protection** and **conservation** **measures**.

In **looking forward** to the seventies, Jean **Chrétien** framed DIAND's objectives succinctly **and** clearly:

One of the greatest challenges to the federal **government** and to my department is to achieve **the** right balance between resource development and protection of **the northern** environment. **Such** a balance requires deep ecological insight coupled with appreciation of **the** practical realities of industry. **I am determined that we shall achieve that balance.**

Having described proposed land and water use regulations and hydrological **and** ecological research program he went on to say:

.... the steps I have outlined above give only **the** barest essentials of **the** action I intend to take. **The problems** that face us are critical but we have an almost unparalleled opportunity to exercise an ecological conscience in how we develop our **northern** resources. **Laws** and regulations, after all, are only tools to achieve a desired **ob** jective. They are **important** Of **course**, but so is the wise stewardship of **the** land and the resources it supports. We also have an obligation to exercise wise stewardship for **the** benefit of **indigenous peoples** , **who** presently depend **on** wildlife and fishery resources, and for future generations of all Canadians **who** will want to study and to enjoy the **northern** environment. **Apart from the** rather general **environmental** protection I have been discussing above, I plan to increase **the number** of land reserves in **the north** for a variety of **purposes** . National parks are part of **our Canadian** scene and I hope **to be** able to establish **northern parks** which will be representative of **the** Arctic and Sub-Arctic landscape. Long term research on **northern** ecology requires land **that** is undisturbed by **human** activity. **Such** land need **not be** large in area but it is important that such areas are set aside and I propose, after careful study has been made , to do that. --Significant historic sites must **be** preserved and such land will **therefore** be protected.

It is evident that the department intended there to be a northern lands program concerned with administration of surface and sub-surface rights and managed-use - the protection of terrain and wildlife habitat through regulation of individual activity. But this was not to be to the detriment of conservation measures: national parks, reserves, historic sites, and what were to become ecological sites were specifically mentioned.

This statement of policy was translated into a proposed land management regime composed of four elements: managed-use (defined above), protection, preservation and restoration. Protection was defined as "maintaining the quality of the biosystem to prevent degradation of life-sustaining elements" - unlike managed use where some disturbance is accepted as inevitable, the focus is on preventing irremediable degradation of the environment e.g. the Arctic Waters Pollution Prevention Act. Preservation was taken to include areas of "unique aesthetic and recreational value" - "a positive force in maintaining, through parks and wilderness areas, the intrinsic values of the land". As an adjunct to this was the need to identify sites of historic and archaeological importance and areas of importance for scientific research - the so called "ecological reserves or sites". It was envisaged that "such areas, although relatively small, should be maintained in a relatively unmodified state".

Initially, progress was made on all of **these** fronts: a strong regulatory regime was developed and **three** national parks were established. **But** their creation represented the -elusion of **many** years of preparatory **work** and did **not** herald a major new initiative to set aside lands for **parks purposes**. **The** momentum gained toward the establishment of an arctic wildlife range in **the northern** Yukon was **lost** and **never fully** regained. **No** ecological or historic sites or wildlife reserves were established **during** the seventies.

Obstacles to Progress

Contributory to the lack of progress **were** a **number** of factors, **which** while **not** always of major significance in **themselves** **combined** to pose a formidable **obstruction** to action:

1. **The balance between the regulatory** (managed-use, protection and restoration) and preservation elements of **the** resource management regime was maintained **through** the cabined influence, **within DIAND**, of National Parks, the Canadian Wildlife Service and Northern Affairs **on the** evolution and **implementation** of northern programs, **policies** and plans. **When DOE** was created in 1970, **the Canadian** Wildlife Service was transferred **to that** department. **Parks Canada** was transferred **sane** time later. **The** influence of these

observation agencies on DIAND declined as the focus of the latter activities became **managed** - use: economic development and environmental protection through regulation. **Regionalization** within each of **the** three agencies during the seventies further reduced **the** opportunity for effective **coordinated** action;

2. **While** clearly under territorial **jurisdiction**, the Canadian Wildlife Service undertook much of the wildlife research and **management** in the **north** for many years. **The** withdrawal of resident **CWS** research staff **from** the Territories, beginning in 1970, and the assumption of a greater role **in** wildlife research and **management** by territorial wildlife agencies, resulted in confusion over their respective roles and **the** loss of a single, clear voice for wildlife conservation. At the same time, territorial governments began to **pursue** **their own** parks **planning** activities;

 3. Oil and mineral exploration, hydropower development, road construction, and the advent of the "mega-projects", required the allocation of **considerable** resources within **DIAND** to develop appropriate administrative mechanisms, **environmental** assessment procedures and protection **measures**. Increasingly, the
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principles of wildlife conservation, and **the** need to undertake **preservation** measures, **came under close** scrutiny by government officials and industrialists alike, with the onus tending to fall **on the** often ill-prepared biologist, **historian**, archaeologist or conservationist to **demonstrate the impact** of industrial activity on **northern** ecosystems: in short, the sought after balance was **tipped in favour** of a **multiple** land use regime. A managed-use **approach** assumes that if land use activity is properly regulated **the value** of the land to any given user group will **not** be diminished in **the** long term. It is clear in practice **however that detrimental changes may well occur**, especially - in an insidious fashion - given the incremental impacts of numerous, but individually **relatively inoffensive**, actions. **Fundamental** to DIANDS **approach** to land **management** in the early seventies was **the** recognition of **the** difference between controlling the activity which takes place **on the** land and **controlling the** uses to **which** land is **put**. **The latter action was** seen to be the role of a **comprehensive** land use planning process. It was **not** until 1981 that a land use **planning** policy was announced, providing **DIAND** with the potential to resolve land use conflicts **in a systematic fashion**, and

in particular to give appropriate weight to conservatism and recreation proposals;

4. Concomitant with the increased level of industrial activity, with the attendant prospect of multibillion dollar development initiatives and possibilities, came an increase in the concern amongst native people that their traditional use of the land and wildlife resources would be jeopardized. In response to these concerns DIAND has, over-past decade, prevented oil and mining companies from working in certain areas (e.g. the Old Crow basin, the Bathurst Peninsula area near Tuktoyaktuk, and the southwest half of Somerset Island) and has imposed a 'preferred-use policy for areas near Tuktoyaktuk and Baker Lake for various lengths of time . Essentially this was a holding action, an attempt to safeguard the rights of native people while land claims negotiations got underway by excluding or severely restricting resource exploration activity in areas which included but were not limited to key habitats, migration routes and hunting, fishing and trapping areas. The size of the areas involved, the use of environmental protection legislation for these purposes, and the draconian measures imposed brought considerable criticism from industry and from those

seeking an orderly solution to land use conflicts and a rationally considered **conservation** program.

Giving one group (the native people) primacy **over others** (industry and research establishments) for ostensibly environmental protection purposes has inevitably linked the politics of **land claims** negotiations with legitimate **environmental conservation** proposals . **The** situation is exacerbated by the perception, by industry, of **the close link between** current park proposals (Northern Yukon, Northern Ellesmere, and Bylot Island) and **comprehensive** claim.

All of this has tended to reinforce the view of industry, and - other interests, of **conservation** as a sector-specific **activity** - as a discrete, **exclusive** land use - **which may not** have a sound scientific basis and **may not be in** the best interests of the wildlife involved. **This** view finds **some** support **amongst** certain conservation groups who feel **that** the **parks** system in **particular** may **not be the** ideal vehicle to achieve their goals, and **that** better **protection** can be achieved through the use of other instruments **without** the necessity of **preventing** all other activities;

5. The government, industry, special interest groups and the public at large are all poorly informed about conservation needs, the nature of the interests involved, their proposals and activities and who is responsible for meeting these needs. Nowhere is this more apparent than in the continuing debate over IBP and the proposals to establish ecological reserves in the north. Canada joined the International Biological Program in 1955 and in 1969 IBP began work north of 60° to locate and describe examples of unique and representative ecosystems. The program concluded in 1974 and the following year details of 151 selected IBP ecological sites were published. From the discussion above it is clear that, in the late sixties, the department supported IBP and envisioned a network of sites in the north. Formal recognition of the concept of ecological sites came in 1975 with a ministerial announcement of approval-in-principle. An interdepartmental working group was just concluded almost seven years of work on the first of the sites (Polar Bear Pass) amid controversy and confusion. The difficulties can be traced to a lack of understanding, and of agreement, amongst industrialists, academics, government officials, conservationists and officials of

IBP on what the program is all about and what its context is in the development of a northern conservation program. In a lucid account of the ecological reserves program in Canada over the past seventeen years, E.B. Peterson points out that there has developed an expectation that all nominated sites are special or unique, rather than representative of a widespread bioclimatic zone. He remarks :

The proposed IBP site at Polar Bear Pass on Bathurst Island is an example; those who will decide whether this nominated site will become the first legally established ecological reserve on federal lands north of 60° expect the proponent to prove that there is no other site like Polar Bear Pass in the Queen Elizabeth Islands - a hypothesis that is probably indefensible and, in my opinion, irrelevant. There is as much reason to establish Polar Bear Pass as an ecological reserve if it were decisively shown that it was broadly representative of well vegetated lowlands in the islands north of Barrow Strait as if it were proven to be a lowland ecosystem not repeated elsewhere.

Lacking an operational definition of **the program** and a context for it, there has been extensive debate on process and procedure. Yet Peterson **makes the point** that providing **there is some** legislative base that **embodies** the objectives of ecological reserves it is action that counts in achieving **progress**, not a preoccupation with the **legislation** itself. **This** pre-occupation with process is also **apparent** in interagency discussion on parks and wildlife areas. **The wholesale** confusion resulting from **consideration** of just **one** site has had the positive effect **however** of **focussing** attention on **the** need for a **comprehensive** review of **DIAND's role**, responsibilities and policies.

To summarize, **DIAND** has made halting progress over the **past** decade in dealing with numerous proposals to establish a wide variety of conservation and recreation areas. **This** is in **marked contrast** to the accomplishments of **the sixties**: the **momentum** gained in those years was quickly lost. Yet **DIAND's policies** for the seventies were unequivocal in their **commitment** to the concept of "balanced development", a **concept which** allowed for progress **in social**, economic and **environmental** sectors. A **management** regime **was** elaborated **which** made provision for elements of managed-use and preservation: regulated use of the land **was to be complemented** by **the** structuring of a system of parks, historic and archaeological sites, wildlife reserves and ecological sites. **The** regime was never fully implemented.

ROLES AND RESPONSIBILITIES OF DIAND IN CONSERVATION AND RECREATION

If DIAND accepts the concept of a conservation regime concerned with regulation and preservation, then it will be relatively straightforward to get back "on track".

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people
conservation

The starting point is clearly defining DIAND's roles and responsibilities in the conservation and recreation field and then implementing policies to direct the discharge of these responsibilities and ensure that due weight is given to them.

The roles and responsibilities of this department are clear. DIAND is concerned with environmental conservation, and the provision of recreational opportunities for three reasons.

1. DIAND is the federal agency responsible for the control, management and administration of public lands north of 60° - 40% of the land area of Canada.
2. DIAND is the agency charged with the responsibility for the coordination of government activities, programs and policies in the north.
- 3* As a department, DIAND has quasi-provincial powers for the NWT and Yukon, and as such is responsible not only

for facilitating **but** for formulating, **coordinating** and **implementing** general northern policies.

As land manager, **DIAND** is responsible **for** dealing with proposals **from** many different groups , at **the** international, **national** and regional levels, to designate areas for **conservation** and recreational **purposes** and to recognize **the** need to take action, or to assist **other** groups to act, to protect areas of **significance**.

As **coordinator** of **government** activities **DIAND** is charged with the responsibility of ensuring that agencies with mandates to protect natural resources , **archaeological** and historic sites, or to provide recreational **opportunities** to the @lie, can function efficiently and effectively **within** a **well** defined and understood **framework** of development **and** conservation policies.

As a department **DIAND** is responsible for **putting** in place a comprehensive **conservatism** policy **and** a strategy for **implementing** it.

DIAND, then , still has the function of "trustee" or "steward" described by **Laing** over twenty years ago. It **can be** argued that **much** has changed wer the past twenty years; that northern **conditions** have changed, are dynamic and **demand** a Changing approach and a need for flexibility. **The roles and responsibilities** of **DIAND** elaborated above, **however, are not in dispute, have not** altered substantially

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over the years, ~~and are not negotiable.~~ These roles and responsibilities ~~need to be restated~~ constantly to ensure that everyone concerned fully understands the departments position. This should not be interpreted as meaning that DIAND's role is simply one of facilitation and ordination; it extends beyond that to include the development of a comprehensive northern policy on conservation and recreation to provide the basis for these two functions.

Environment Canada has recently elaborated on its roles and responsibilities for observation in northern Canada. A recent draft DOE paper describes DIAND's role in the following terms:

Within the Government of Canada organization, the Department of Indian Affairs and Northern Development (DIAND) has the central role and responsibility for the northern territories. It acts in many respects as the equivalent of a provincial government in the North . Its Minister has all the powers, duties and functions of a provincial government, save those that have been delegated to the territorial governments. In addition, DIAND, through its Northern Affairs Program, is responsible for coordinating the activities and programs of all federal departments in northern Canada.

In brief, DIAND is the "lead actor" or "landlord" in all aspects of northern resource development and environmental management. It administers directly, or through its agencies, the disposition of all surface and subsurface rights in the North's natural resources. It determines how the northern lands, waters, forests, minerals, and hydrocarbons are to be used and managed.

And in carrying out its administrative duties, it designs and enforces most -- but not all -- of the resource development and environmental protection regulations applicable to the North.

DIAND's mandate also requires that Department to formulate and to coordinate the implementation of general northern development policies. The policy development task is an ongoing process that

is intimately tied to a host of interlocking and constantly changing matters including general economic and social conditions, political development, native claims, environmental matters, and renewable and nonrenewable resource development.

The effective implementation of these comprehensive policies is dependent on DIAND, other federal departments and agencies, and the territorial governments adapting and coordinating their programs to meet the policy requirements. In the case of the other federal organizations, it means that programs which are mandated under national policies and objectives for application throughout the country must be tailored to meet the special conditions and policies bearing in the north. In order that direction for this is forthcoming, DIAND is mandated and required to establish coordinating mechanisms and strategies to ensure that all responsible government bodies can play their roles effectively in working towards the general northern policy objectives.

NORTHERN CONSERVATION POLICY

A comprehensive conservation policy should reflect DIAND's long standing commitment to the concept of "balanced development". It is a concept that has recurred at intervals over the past fourteen years and one which has come to be identified with DIAND's corporate stance on resource management north of 60°.

Most recently the concept was articulated by the Minister of DIAND in the context of the debate on Bill C-48. In October 1981 he spoke of the need to maintain the "balance between using the land and resources and conserving them, and balance between protecting the environment and developing the natural resources available to us". There is a temptation to interpret "balanced development" as placing reservation and development in adversarial roles. In developing a statement of

policy **DIAND** should **promote** an **operational** definition of **"balanced development"** which avoids portraying development as meaning **non-renewable** resource exploitation on the **one hand**, and **conservation** as meaning **the** setting aside of lands to satisfy a narrow **sectoral** interest on the other. John **Naysmith** defined **conservation** in terms of a management regime **comprised** of preservation, protection, managed-use, and restoration. In **doing** so, **DIAND**, in the late sixties, **was** actively considering a **cross-sectoral** view of conservation - the adopting of an ethic applying to all **change** taking place in or likely to affect the **north**¹ while reinforcing the need to **move** immediately, as an **element** of that approach, to establish specially protected areas in advance of further change. **Arnd Dasmann**, in his introduction to a recent Sierra Club **publication**, expressed **the** need for a **cross-sectoral**, broadly based conservation approach **particularly** well. He wrote in **part**:

-ecologists and **biogeographers** have been **working on** studies of insular ecology that examine the relationship between **the** size of an isolated, protected reserve and **the likelihood** for survival of the species it is intended to protect. **These** studies are related to **the** expectation that nature reserves will eventually end up as islands surrounded by seas of land used intensively for other **purposes** and hence unsuited to wildlife. Their **conclusions**

1 "Development" is defined here as the **change** brought about through the social, cultural, **economic** and **political** evolution of **the** territories. **The DOE** position on **the** future of Lancaster Sound suggests that development is change **that** is beneficial to people - "sound **development** is in harmony with **the environment**, **the physical**, the social and the cultural environment".

confirm **what we** usually do **not** want to **think about**. Our largest national parks and wildlife refuges **are not large** enough, in isolation, to do the job of nature conservation **we had once hoped** they **would** accomplish **Why** then have we **not** lost **more** species of **American** wildlife? Our list of endangered **species** in the United States, while depressing, is **not overly long**. All considered we have been doing **an effective job** of **wildlife** conservation.

The reasons for our success are **not** difficult to find. In the United States we have **not** had to depend solely on **the** national parks and wildlife refuges to protect our wildlife. We have always been able to **count on the country in** between . We **have** always **been** able to **count** on the relatively good **behaviour** of the **American** people **toward** wild animal life, and **their** relatively good **management** of lands **not** specifically set aside for wildlife protection. **Most** of our national parks and reserves are surrounded by **wildlands** managed **most** often by **the** Forest Service or the Bureau of Land Management. Even though **these may** be used for **timber** harvesting, livestock grazing, or other **purposes**, they form an effective buffer.

--It has been a half century since **Aldo Leopold** **pointed** out that the future of wildlife in **America** depends largely **on** the attitudes and **behaviour** of **landowners** and land managers. If these **people** protect **the** land and its habitat, wildlife will continue to thrive. If they destroy habitat, wildlife will **not** survive, despite all the game laws and regulations intended to protect it.

Given **that** virtually all of **the** lands in the Northwest **Territories** and Yukon are in **the** federal **domain** we have a very real opportunity to develop an effective environmental **conservation program**. From the foregoing quotation and discussion it is clear **that** a land **management regime** composed of such elements as managed use, preservation, protection and restoration is **appropriate**. A **complementary** offshore regime is, **however** , **also** needed. It is clearly **not** enough to **protect** a **seabird** colony **and** ignore the **marine** area that supports it.

The nature of the northern environment , our limited understanding of it, and the nature of development itself demands a flexible and dynamic approach. As our knowledge of the northern environment improves we must respond to ensure that the appropriate protection measures are taken . As new pressures are brought to bear, ways and means will have to be devised to deal with them. By the same token , as the impacts of industrial activity and other changes become better understood, unduly restrictive environmental protection measures should be relaxed. It is not sufficient then, just to Withdraw₁ or give special status to, x examples of one type of reserve and y examples of another. The picture is not static; "balanced development" is a concept that requires a continuing response to rapidly changing circumstances. The strategy outlined later in this discussion paper sets out DIAND's approach to achieve this goal.

It is not the intention here to suggest that DIAND simply pick up where it left off ten years ago. A statement of policy must go beyond parochial considerations of conservation needs and, instead, have as its starting point a global and , more particularly, a circumpolar dimension. It is obvious from what has been discussed above that it must go beyond responding to the wish lists of interested groups and organizations and provide the initiative, momentum and framework within which these organizations can function to ensure what needs to be preserved or protected is given that protection. Furthermore, it must recognize the need to actively involve not only the government

agencies and organizations with mandates and programs in the conservation field, but **the** necessity and desirability to involve the public in all **phases** of the development of conservation policy, **implementation** strategies and programs. Without **the** benefit of the **expertise** to be found outside **the** government, we **would** lack the resources, and **the** support base to **implement** an effective **conservation** effort. **The** approach and **ob jectives** advocated here are in many respects closely attuned to the ones advanced in the world conservation strategy and endorsed by **the** Government of **Canada**. The concept of "balanced development" finds considerable support **amongst** international organizations concerned both with conservation and development. With the **support** and **endorsement** of **UNEP, FAO, UNESCO** and **WI?**, **IUCN²** has **advanced** a strategy **which** represents:

in a statement of agreed **conservation requirements** and priorities, around **which** conservationists and development practitioners alike could rally, and to adopt a perspective unconfined by **the** boundaries that **separate** but do **not** insulate nation from nation, sector from sector, or **interest from interest**.

The strategy goes on:

Thus conservation is positive, embracing preservation, maintenance, sustainable utilization, restoration and enhancement of **the** natural environment ..." . " . . . conservation is a process to be applied **cross-sectorally** - not an activity sector in its **own** right.

² **International Union for Conservation of Nature and Natural Resources (IUCN) ; United Nations Environment Program (UNEP) ; Food and Agriculture Organization of the United Nations (FAO) United Nations Educational, Scientific and Cultural Organization (UNESCO); World Wildlife Fund (WWF)**

Principles

Central to development of the world conservation strategy are three general objectives:

1. **To maintain** essential ecological processes and **life-support** systems;
2. **To preserve** genetic diversity; and
3. **To ensure** the sustainable **utilization** of species and ecosystems.

These objectives closely resemble **principles for northern development** advanced by, and enjoying a broad **constituency Of Support amongst government** agencies, native groups, advocacy groups, industry, the universities and **the** general public. **For** example, **the** need to maintain biological productivity and **enviro**mental quality is **common** to several of them. Principles elaborated by **the Canadian Arctic Resources Committee**, in the context of Lancaster **Sound**, **the** Department of **the Environment** in the **context** of **northern** environmental **management** and a wildlife **policy** for Canada, **DIAND**, in **the context** of land use **planning**, **the** Government of the **NWT** in the context of regional **plarming**, and COPE and **ITC** in **the context** of land claims settlements, are **set** out in the **appendices** to this paper.

DIAND' S **statement** of policy should set out **the** principles **that** will **guide** our **conservation** programs and **should** **incorporate** the three general objectives **listed** above.

In summary, it is suggested that DIAND's comprehensive conservation policy should take the following form:

1. It should be based on the concept of "balanced development";
2. The concept of "balanced development" requires an operational definition: this should reflect the view that conservation is a process to be applied cross-sectorally and is not an activity sector in its own right. Development should be considered to include all change taking place in, or likely to affect, the north resulting from social, economic, cultural and political development;
- 30 An appropriate management regime could be based on NaySmith's four conservation elements - preservation, protection, managed-use, and restoration;
4. It should recognize the need to be truly comprehensive: it must address all land, freshwater, and marine environmental conservation needs, recognizing the need for a flexible and dynamic approach reflecting the nature of the northern environment, our limited knowledge of it and its capacity to withstand change and perturbation;

5. It must place conservation programs for northern Canada in a global and, Particularly, a circumpolar context;
6. It should recognize the need to involve all interested agencies , organizations and individuals, inside and outside of government, in all phases of policy development and implementation;
7. It should contain a carefully considered statement of principles to guide the implementation of conservation programs " These principles should include the general objectives central to the world conservation strategy and endorsed by the government .

Scope

The need for a discussion paper on a comprehensive conservation policy grew out of a concern that DIAND was making relatively little progress in dealing with a wide variety of proposals for the establishment of conservation and recreation lands in the north (Table 1) . These proposals fall generally under the "preservation" element of our suggested management regime. In place these in context it would be useful to define the scope of this element of DIAND's policy. This seems an appropriate task for discussion amongst all interested groups , agencies and individuals. Helpful in this regard though is a

list prepared by a Committee of Inquiry in an attempt to define the National Estate, in Australia, for the purposes of a comprehensive conservation policy. A scheme for conserving the National Estate was presented in the Royal Australian Planning Institute Journal in 1971 and is reproduced in Figure 1.

Components of the National Estate in Australia

Components of the cultural and natural environment forming the National Estate are those which are:

- (a) of such outstanding world significance that they need to be conserved, managed and presented as part of the heritage of the world.
- (b) of such outstanding national value that they need to be conserved, managed and presented as part of the heritage of the nation as a whole.
- (c) of such aesthetic, historical, scientific, social, cultural, ecological or other special value to the nation or any part of it, including a region or locality, that they should be conserved, managed and presented for the benefit of the community as a whole.

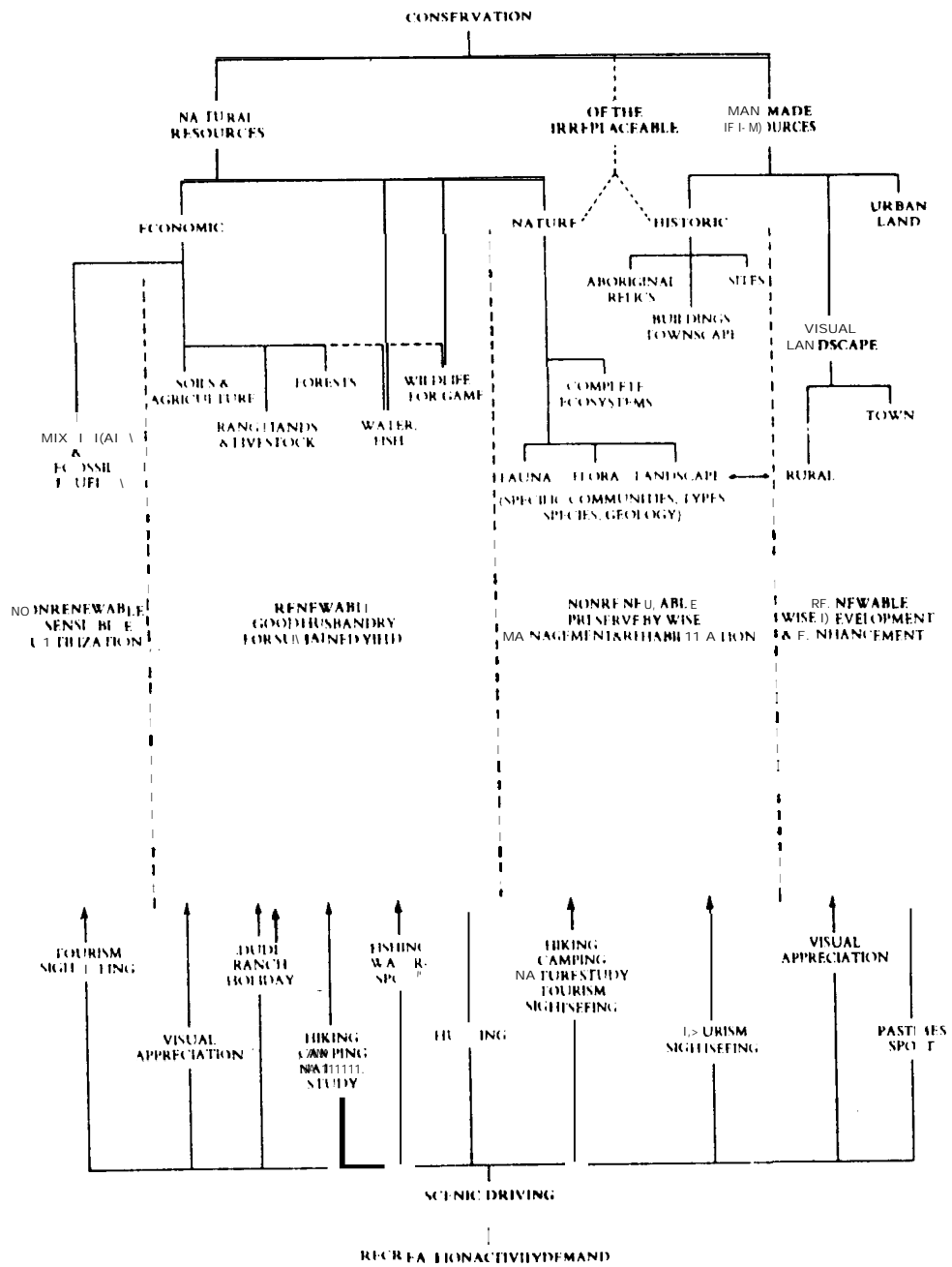
These components include:

- (a) The natural environment

National parks, nature reserves and other places for the protection of wildlife, both plants and animals.

FIGURE 1 SCHEME FOR CONSERVING THE NATIONAL ESTATE IN AUSTRALIA

What we have and how we can use it.



Source: Royal Australian Planning Institute Journal, Jan. 1971

The coastline and islands.

Inland water expanses, rivers, lakes and other **wetlands** in addition to **those to** be designated as national parks and nature reserves.

Landscape or scenic areas not otherwise included in **the** above categories.

Lands **which** may provide extra-urban recreation resources for present **and** future urban **populations**.

(b) The man-made or cultural environment:

Buildings and structures, by ~~themse~~ives or in groups, and urban conservation areas, **which** should be conserved for historical, architectural, social or other reasons. Urban **parks**, including botanical gardens, **and** other **urban areas** for **the purpose** of recreation and amenity or for the enhancement of the urban **landscape**.

(c) Archaeological or scientific areas:

Areas of archaeological interest including Aboriginal sites and historic sites and relics. Areas of special scientific interest, **including** caves **and** other geological formations.

(d) Cultural property:

Museum collections
Industrial artifacts
Archives
Aboriginal artifacts.

A COMPREHENSIVE CONSERVATION STRATEGY

Setting out the **elements** of a **comprehensive conservation** strategy in terms of the **policy** and principles discussed above can **best** be done with reference to a specific region - one **which** exhibits **most** of the **problems** currently encountered and **where most** of the interest groups are represented. **The** area that meets **these** requirements, and the **one** we **know most** about, is Lancaster **Sound**.

Conservation Issues in the Lancaster Sound Regional Study Area

Within an area of 120,000 square miles (315, 000 km²) the **following** conservation interests have **been** identified:

1. Parks Canada - Parks **Canada** proposes **to** establish a national park within one of the three terrestrial "Natural **Areas** of Canadian Significance" (**NACS**) identified in the region. A national **marine park** is being **considered** within one of several **marine NACS** and **marine** "areas of interest", while a **national** landmark is contemplated, within an "**exceptional** natural site of Canadian significance".

The terrestrial **NACS** vary in size from 9,600 to 20,000 **sq.** km; the marine **NACS** vary from 3,300 to 7,000 **sq.** km. A national landmark **would** probably occupy less than 100 **sq.** km*

2. Territorial **Government** - The territorial **government** **proposes** to establish at least **one** historic site; **only** a small area **would** be set aside for the purpose.
3. International Biological Program - Fifteen potential ecological reserves **were** identified under **the** International Biological Program, ranging in size **from** 155 k^2 to 17,920 km^2 .
4. **Man and the Biosphere** - The entire Lancaster Sound area is a candidate site for a **world biosphere** reserve under the **Man and the Biosphere** program of UNESCO.
5. **World Heritage Convention** - A site **approximately** the size of the national landmark is **proposed** under **the UNESCO World Heritage Convention**.
6. **World Conservation Strategy** - Lancaster Sound **has** been identified as part of a **biogeographical** province accorded high priority for the establishment of **protected** areas

under the **World** Conservation Strategy. No specific proposals have been received.

In addition to these specific proposals are **plans** for the establishment of national and cooperative wildlife areas and migratory bird sanctuaries by the **Canadian** Wildlife Service, **DOE**. These plans are currently in preparation. **The GNWT** may propose **the** establishment of parks , reserves **and** sanctuaries in the **region**.

In summary there are at least seven programs concerned with sane aspect of **conservation** in the Lancaster Sound **region**, ranging from regional to **global in scope**; in terms of area they range from the small, discrete sites to the **region-wide** all **encompassing** reserves (Figures 2 and 3).





There is **no question** that there is a very real **need** to ensure that this biologically and historically important region is adequately protected; the question, rather, is **how DIAND** will handle the **medley** of proposals to ensure that the **job** is done properly.

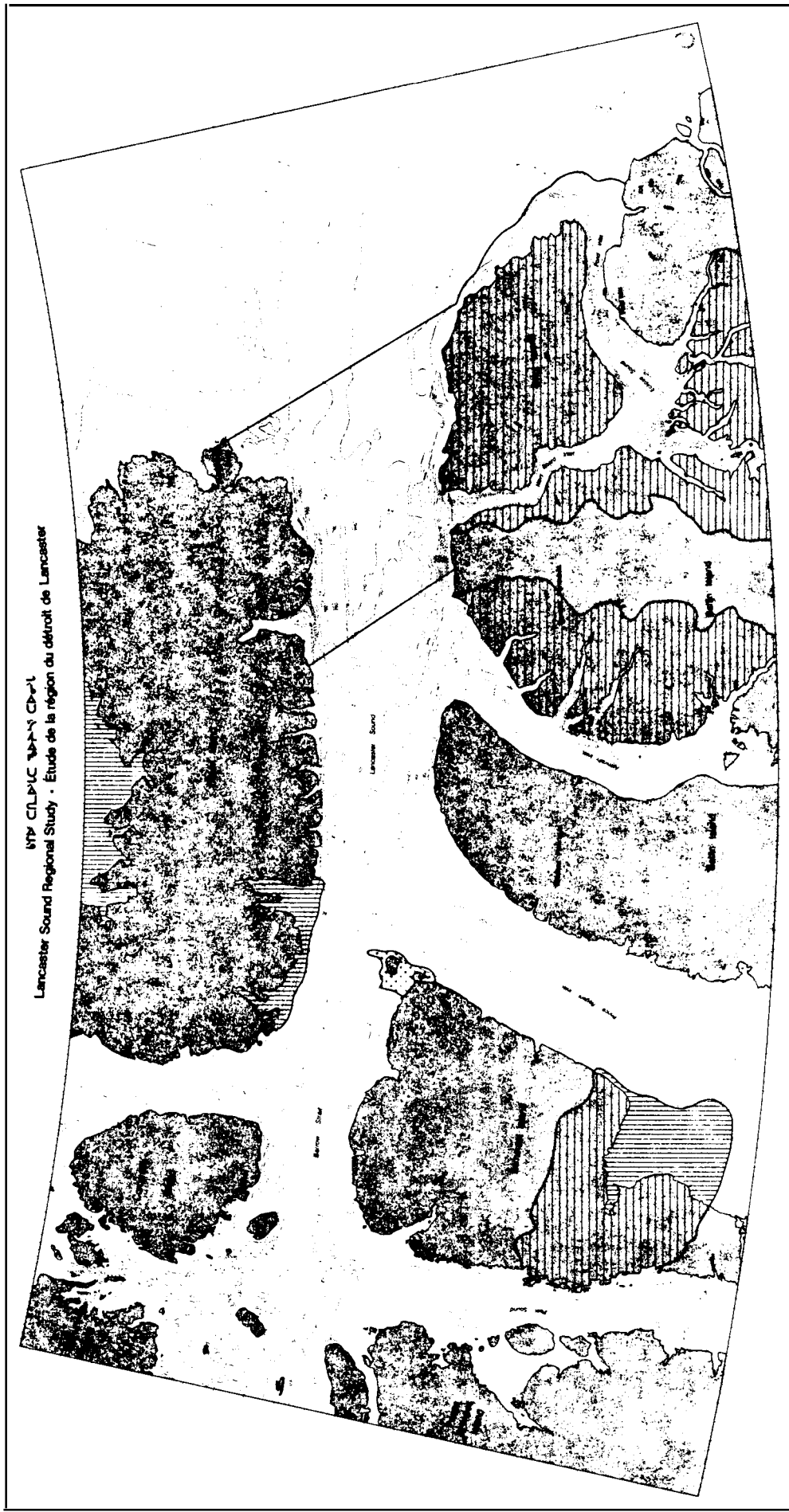
DIAND's work in this area is made difficult for the following reasons.

1. **There** is considerable **overlap** amongst **the** various proposals:
Bylot Island for example is already part of a migratory bird

FIGURE 2

Parks Canada's Areas of Interest • Zones naturelles d'intérêt
Régions d'intérêt de Parcs Canada

- 
 Terrestrial Natural Areas of Canadian Significance • Zones naturelles d'importance nationale
- 
 Natural Site of Canadian Significance • Sites naturels d'importance nationale
- 
 Marine Natural Area of Canadian Significance • Zones naturelles marines d'importance nationale
- 
 Preliminary Marine Areas of Interest • Zones marines d'intérêt préliminaire



This map was prepared by the Canadian Wildlife Service, Environment Canada. It is a reproduction of the original map, which was prepared by the Canadian Wildlife Service, Environment Canada. The map is a reproduction of the original map, which was prepared by the Canadian Wildlife Service, Environment Canada.

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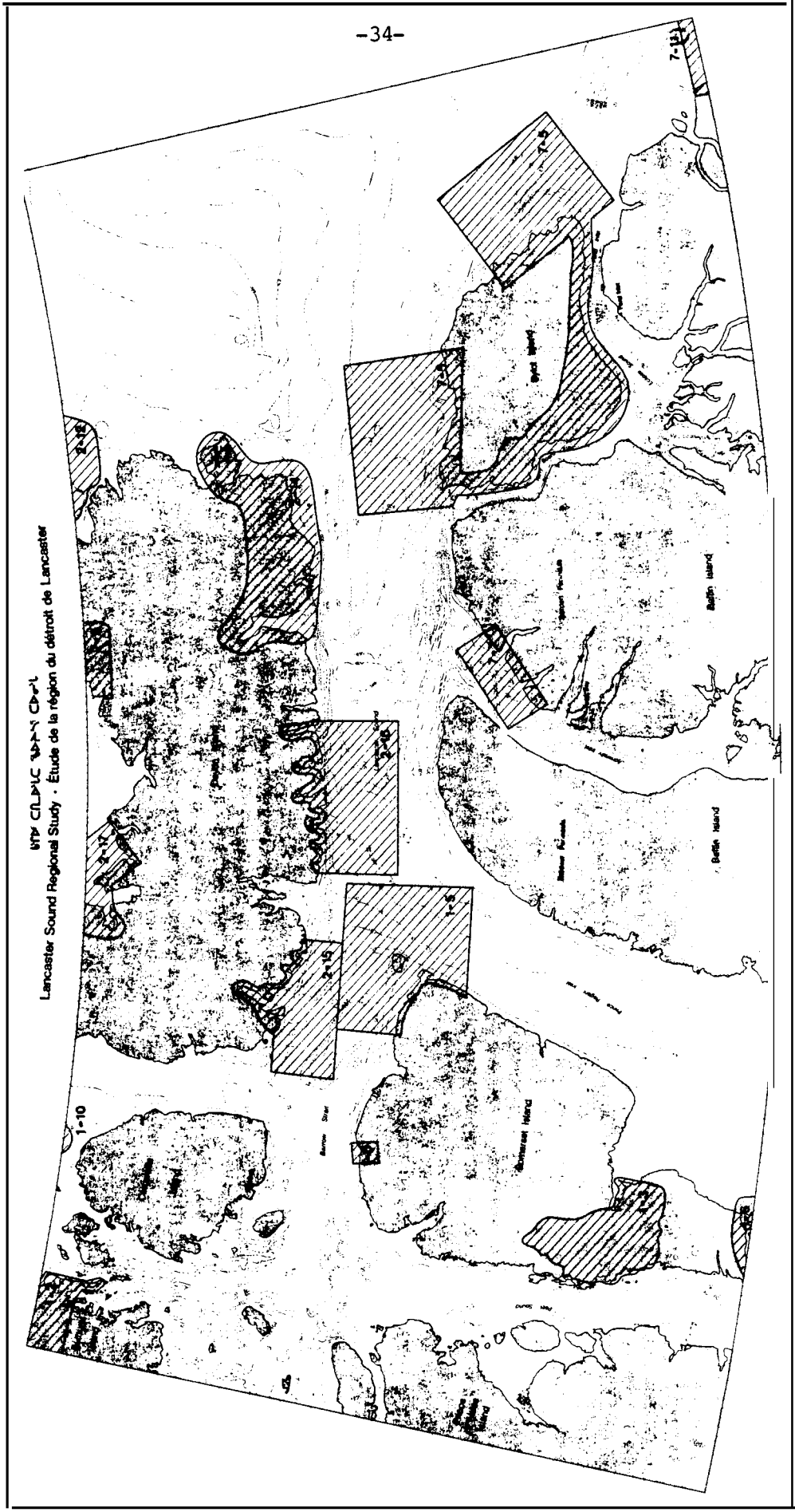
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FIGURE 3

Ecological Sites (I.B.P.) • مهم مواقع بيئية (P.B.I.) • Sites écologiques

- Significant Ecological Sites • مهم مواقع بيئية
- IBP Designated Numbers • 1-5 / 1-5 • Nombres désignés par le PIBI



This map was prepared by the Department of the Environment, Planning and Lands, Government of the Northwest Territories, Yellowknife, N.W.T., Canada. It is based on the map of the Lancaster Sound Region, prepared by the Department of the Environment, Planning and Lands, Government of the Northwest Territories, Yellowknife, N.W.T., Canada, in 1982. The map is a reproduction of the map of the Lancaster Sound Region, prepared by the Department of the Environment, Planning and Lands, Government of the Northwest Territories, Yellowknife, N.W.T., Canada, in 1982. The map is a reproduction of the map of the Lancaster Sound Region, prepared by the Department of the Environment, Planning and Lands, Government of the Northwest Territories, Yellowknife, N.W.T., Canada, in 1982.

sanctuary; the sanctuary forms **the basis for** a proposed **national park**, while a large **part** of **the** island has been identified as a possible **IBP** site. The "nesting" of conservation proposals in this manner has caused considerable uncertainty and **confusion** regarding **the goals** of the various programs, all of **which seem** valid.

2. There is a **concern** that there is a **element** of **competition** amongst various conservation interests: Prince Leopold Island, the location of **an important bird colony**, has been the subject of **proposals from the** Canadian Wildlife Service, Parks Canada, **IBP** and UNESCO.
3. There **is considerable confusion** over the aims of **IBP** within government, within **industry**, within special interest groups and, significantly, within **IBP** and its successor groups. For **example**, of the 15 **IBP** sites (Table 2) in the region, 10 are **major** breeding areas **for** migratory **birds**; would it **not** be **more** appropriate to propose **the** establishment of migratory **bird** sanctuaries? If **so**, **how would** these relate to the concept of ecological reserves?
4. There is **considerable** uncertainty concerning the **application** of global **conservation** program to the **region**.

TABLE 2

**ECOLOGICAL SITES IN OR ADJOINING THE
LANCASTER SOUND REGIONAL STUDY AREA**

<u>Number</u>	<u>Location</u>	<u>Features</u>	<u>Area</u>	
			<u>km²</u>	<u>miles²</u>
1-3	Stamen-Fletcher Lake , Somerset Is.	Diverse Habitat Archaeological Site	2970	1160
1-5	Prince Leopold Is. and Cape Clarence	Seabird Colonies	5620	2190
1-6	Bellot strait	sea Mammal Concentrations	512	200
1-8	Cunningham Inlet	White Whale Calving Area	154	60
1-10	Baillie-Hamilton Is. (Washington Point)	Seabird Colony	287	110
2-5	cape Sparbo , Devon Island	High Arctic Lowland Research Area	860	355
2-11	Cape Vera and St . Helena Is.	Seabird Colony	3460	1350
2-12	Coburg Is.	Seabird Colony	3980	1555
2-14	Lancaster Sound Marine Area	Seabird and Sea Mammal Feeding Area	6040	2360
2-15	cape Liddon , Devon Island	Seabird Colony Polar Bear Dennin g and Summer Sanctuary	3700	1450
2-16	Hobhouse Inlet, Devon Island	Seabird Colony	4200	1640
2-17	Skruis Point , Devon Island	Seabird Colony	2360	920
7-5	Bylot Island	Seabird Colonies Waterfowl Nesting Area	17715	6900
7-7	Baillarge Bay Baffin Island	Seabird Colony	1555	600
7-11	Buchan Gulf, Baffin Island	Seabird Colony	2150	830

5. **The** plethora of **conservation** proposals in areas such as this appears **to** sane groups to represent a "land grab", the purpose of **which** is to prohibit **economic** activity **from** **taking place** over **much** of the region.

6. **Many** of the **proposals** extend **over** land and **marine** areas; in the case of **IBP** sites the boundaries are invariably rectangular, **while those** of the proposed national **park** are arbitrarily drawn offshore at the **twelve mile** limit; it is not clear **how** these boundaries relate to sensitive or critical habitats or wildlife **populations**, or **how** the of **fishore** areas delimited could be **protected**.

7. **The** Lancaster **Sound** Regional Study determined **that** the ice edge, the junction between land fast and sea ice **which** varies **in** location considerably **from** year to year, is the major determinant of the distribution, movements and abundance of many species of birds and **mammals** in **the** region. **The** numerous site specific proposals **put** forward by Parks Canada and **IBP** do not address this critical relationship; Fisheries and Oceans, the department responsible for marine life and habitat has **not** defined a policy for the **conservation** of these resources, while the Canadian Wildlife Service has yet to **submit** details of critical areas for wildlife **under** its jurisdiction.

8. **Conservation** needs in **the Lancaster Sound region** cannot be resolved in **isolation from those** of adjacent areas; many of the birds and **mammals** found in **the** region are migratory and are there for **only** a **short** time during **the year**. This wildlife **forms part** of a **complex** ecosystem **which embraces** a large part of the eastern Arctic.

The test of any **conservation** strategy should be its capacity to deal with the types of **conservation issues raised in** a region such as **Lancaster** Sound. Here **there** are at least seven types of conservation proposals, ranging **from the** local to **global** in **scope**. **These have** been **outlined** above. In **summary** these **proposals are** characterized **by:**

considerable **areal** overlap;

interagency **competition;**

- **uncertainty over** objectives;

- opposition , particularly from **industry**, to a perceived conservation "**land grab**";

- questionable correspondence **between** site **boundaries** and "sensitive" or "critical" habitats or **populations;**

substantial marine **components with** little indication of **how** these **components** might **be** protected; **and**

focus **on** a limited part of a **complex** ecosystem which **embraces** a large part of the eastern Arctic.

Most importantly though, even if DIAND approved all of the proposals put forward by the various interests only partial protection would be achieved for the critical habitats and populations identified in the Lancaster Sound Regional Study, in particular the highly productive offshore and ice-edge areas. Clearly, DIAND's strategy should focus on ensuring not just that all proposals are evaluated in sane systematic fashion but that all conservation needs in the region are thoroughly addressed and resolved.

DIAND will do this by:

1. Establishing a clear understanding of our current knowledge of the temporal and spatial distribution of critical habitats and plant and animal populations;
2. Establishing a clear understanding of the location of significant features such as archaeological and historical sites, geologic phenomena etc., landscape or scenic areas;
3. Determining what must be done to conserve these habitats, populations and features and what must be done to fill the gaps in our knowledge, in conformance with the policy and principles derived above;

Handwritten notes:
- A circle around the first item of the list.
- "D.A. 10/30/80" written across the list.
- "All of the proposals" written across the list.
- "What about" written across the list.
- "any other" written across the list.
- "else" written across the list.

4. establishing **the** appropriate legislative approach **to meeting conservation needs; and**
5. applying the appropriate measures, including interim **measures, pending** evaluation.

The aim is to insure that in addressing **conservation needs** in an area, **DIAND** is truly **comprehensive in its approach**. To do the work effectively all **parties** must have a clear understanding of the mandates, policies and programs of the **various conservation** interests, **and how DIAND** intends to deal with them.

Accordingly, **DIAND's** strategy will involve:

1. Reviewing all of the available information with the **responsible** agencies. In the **case** of wildlife populations and habitats **DIAND** will consult with **DOE** (Canadian Wildlife Service, Lands Directorate, etc.) **DFO**, National **Museums, EMR**, territorial agencies, **non-government** organizations, **groups and** individuals as appropriate to **build up** a picture of current **knowledge and conservation** needs;
2. Evaluating specific conservation initiatives against the background provided by #1, **DIAND** will then be **in a position** to fit in the appropriate array of **parks, wildlife areas,**

ecological reserves and so on, avoiding some of the problems of overlap, competition (or duplication), and neglect of some critical areas;

3. Highlighting deficiencies in the legislative framework e.g. in the of fshore; and
4. Ensuring that the department has a clear understanding of the aims of the various conservation programs, how they meet the department's policy objectives, and whether they conform to the principles set forth above.

so far, the strategy has been discussed in a regional. context, how the biological and cultural resources of Lancaster Sound can be conserved through the application of appropriate measures in a coordinated and systematic fashion, and through the development of additional conservation measures and legislation where necessary.

A key consideration is that the Arctic is characterized by marked seasonal variations in the distribution and abundance of certain wildlife resources; many terrestrial and marine species are migratory and when in an area are frequently highly mobile. Their range extends well beyond the artificial boundaries of a region such as Lancaster Sound. No conservation measures applied solely at this scale can hope

to achieve the goals of a comprehensive conservation policy, or to meet DIAND's adopted principles. To be successful it is mandatory to have an understanding of the complex ecosystems that support the rich resources of a region such as this - ecosystems that extend throughout the eastern Arctic marine region. In this context, the DIAND strategy will be to logically address conservation needs in a hierarchical fashion beginning with a global view of the Arctic and its resources. The next logical step is a consideration of the circumpolar north - the polar basin and its enclosing land mass. From here, conservation needs in the Canadian context are isolated, followed in turn with a consideration of regional conservation issues.

The global view will provide a broad picture of the Arctic and sub-Arctic regions in terms of major biomes, watersheds, physiographic units, the gross features of productive areas and the location and movements of major populations - it allows for a consideration of conservation initiatives from an international perspective. Considered here would be such initiatives as the Ramsar Convention (Wetlands of International Importance), World Heritage Convention, Migratory Species convention, Man and the Biosphere (MAB), and certain classes of protected areas such as those suggested under the World Conservation Strategy (e.g. Biosphere Reserves), and wilderness areas. The requirements of the Migratory Birds Convention Act might also be covered at this level,

The **circumpolar** perspective involves a detailed analysis of the **conservation requirements** of the entire Arctic **Basin**, its marine and terrestrial components - the **holarctic** species, populations, **productive** areas and habitats, the isolated, endemic and endangered forms . **Considered** here **would** be all major **conservation** initiatives **focussing on** Arctic and sub-Arctic ecosystems such as ecological reserves, wildlife areas, sanctuaries, marine reserves, some categories of **parks** etc. **The** need for this perspective stems **from the** nature of the **polar** environment; the Arctic ocean is to a large extent landlocked and is fed by major rivers **from the surrounding** continental land masses. **The** Northeast Searoute is heavily used **while** indications are that the Northwest Passage could **be** opened to year-round use within the next ten or **twenty years** . A review of mining, oil and gas exploration and other developments in the **circumpolar north** is a **reminder that** a **considerable amount** of activity is taking place along the shores of the Arctic Ocean and offshore. While **the continental** shelves off **Scandinavia**, Alaska, Greenland and Canada are being actively explored, the USSR with a shelf extending **to** perhaps 30% of the entire ocean has **yet** to seek oil and gas reserves in that frontier. once the technology does **become** available, all of the **circumpolar** nations **will** have a stake in ensuring that the consequences of this activity does not **impact on ma** jor arctic ecosystems .

IMPLEMENTATION OF A COMPREHENSIVE CONSERVATION STRATEGY

A mechanism for **implementing** a conservation strategy is **shown** in Figure 4.

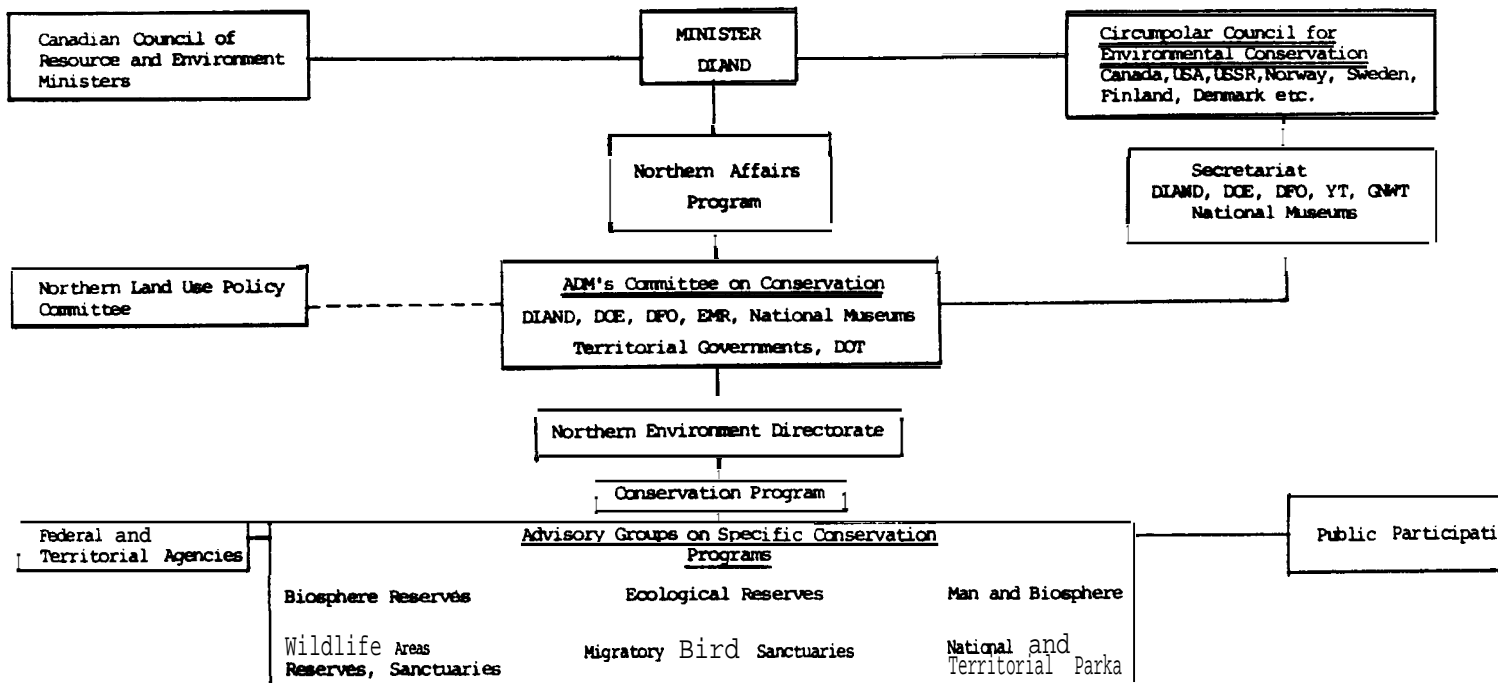
The mechanism is predicated **on** the need **to** arrive at a clear understanding of conservation and recreation needs **north** of 60° and the need to arrive at a clear **understandin**g of **how** these **needs** can be met **in** the context of **DIAND's policy** and **principles** for **northern** conservation, the mandates of other agencies, the interests of **conservation** groups and the **@lie**, and **the policy environment** of **DIAND**. **The** mechanism assumes that a great deal of the information **on** conservation needs exists within **government** and **amongst the** numerous conservation interests. It also assumes that these needs can be **met** without the creation of a large number of new **management** structures and a **corresponding** increase in resources.

The functions of the **major elements** of **the** mechanism are as follows:

Advisory Groups on **Specific Conservation Programs**

The role of these groups is to provide **DIAND (Northern Environment Directorate)** with advice **on** specific conservation proposals. These **proposals** are **generated** by various organizations and are listed **in** **Table 1**. **Terms** of reference **for** these advisory groups will be **based**

FIGURE 4 MECHANISM FOR THE IMPLEMENTATION OF A COMPREHENSIVE CONSERVATION STRATEGY



a1 position papers developed by the department for each conservation program or initiative. Examples of position papers for ecological reserves (stemming from outstanding proposals made under the former International Biological Programme) and for national parks are attached. These papers are a reflection of DIAND's conservation policy and principles. The papers will make quite explicit to all concerned precisely how a particular program is to be addressed within the comprehensive framework proposed here. The advisory groups will wherever possible be based on existing structures or will formalize existing informal communications. Membership will be broadly based to take advantage of particular expertise inside and outside of government and will ensure a high level of public participation at the working level. In the case of ecological reserves, the group will advise on nominations in terms of conformance to site establishment criteria, size, management, priorities and interim measures.

In the case of national parks, the group will work toward completing the parks network in the north.

Conservation Program - Northern Environment Directorate

The focus of all conservation and recreation work in the Northern Program will be the Conservation Program which is based in the Lands Division. This unit will have broad responsibility for policy

development, the preparation of position papers, and implementation of the strategy. This involves:

1. Coordinating the work of the advisory groups, and receiving their recommendations;
2. Working towards the identification of northern conservation and recreation needs through contact with appropriate agencies, groups and individuals;
3. Determining how specific proposals should be integrated into a comprehensive conservation strategy that avoids the types of problems identified in regions such as Lancaster Sound and ensures that all conservation needs are identified and thoroughly addressed; and
4. Preparing position papers and recommendations on specific conservation programs to the ADM's Committee.

The Conservation Program will be responsible for disseminating information on conservation and recreation north of 60°, and will have functional links with regional planners in the Northern Environment Land use Planning Branch of DIAND.

ADM's Committee on Conservation

This will be a senior committee of assistant deputy ministers from all of the agencies concerned with conservation and recreation with a membership of 60. A precedent for such a committee was established during the review of the Interdepartmental Working Group report on the Polar Bear Pass ecological reserve proposal. The committee proposed here would not weigh conservation interests against others interests however, but will be responsible for assessing the options and recommendations prepared by the Conservation Program on the establishment of conservation areas, and the development of policy and procedures. The committee will be instrumental in the preparation of final recommendations to the Minister of DIAND to proceed with the establishment of a conservation area or related actions. The committee will be responsible for monitoring the implementation of the comprehensive conservation strategy, for ensuring that agency mandates and goals are being met, and for recommending to DIAND on appropriate procedures and policy development.

This committee will be separate from, but related to, the Northern Land Use Policy Committee (NLUPC) proposed under the northern land use planning process. The NLUPC will be the senior committee through which the government's northern conservation policy and objectives are integrated into the regional planning process.

Circumpolar Council for Environmental Conservation and Canadian Council Of Resource and Environment Ministers

As **Figure 4** indicates, the Minister of **DIAND** has the ultimate responsibility for broad conservation policy and principles and for bringing before cabinet related issues for resolution. **The Minister provides direction to the mechanism set out on the chart.**

A **circumpolar council on environmental conservation is proposed to provide a focus for international action and political accountability. The council would be made up of representatives from each of the circumpolar nations, preferably at the ministerial level. The council would provide a forum for cooperation and information exchange on conservation initiatives in the Arctic and sub-Arctic. In a sense, this council would function in the interests of environmental conservation in the Arctic Basin in the way that signatories to the Antarctic Treaty³ do in fulfilling obligations for the "preservation and conservation of living resources in Antarctica" . In 194, Agreed Measures for the Conservation of Antarctic Fauna and Flora were produced, which provided for the setting aside of **Specially Protected Areas** .**

³ **Argentina, Australia, Belgium, Chile, France, Japan, New Zealand Norway, South Africa, USSR, U. K., USA, Bulgaria, Czechoslovakia Denmark, inland, East Germany, Netherlands, Brazil, Romania.**

to anchor the polar conservation effort, DIAND should sponsor a major international conference on the subject within the next five years.

In 1979, a major international conference, sponsored in part by DIAND, was held in Edmonton. It was known, familiarly, as the "Tundra Conference" and represented the first attempt to bring together scientists, bureaucrats, interested groups and the public to discuss polar conservation issues. The Conference on Productivity and Conservation in Northern Circumpolar Lands provided an opportunity to review the state of the Arctic, as well as the countries of the northern circumpolar world, in terms of environmental conservation, and to define future needs and directions. At the time of the Tundra Conference, DIAND was at the point of launching major legislative initiatives (TLA, NIWA, AWPPA)⁴ to achieve environmental protection goals. It is proposed here that, as part of DIAND's comprehensive conservation strategy, a second conference be held, possibly in 1984. The purpose would be to review progress in this field, from a circumpolar perspective, over the past sixteen years. Perhaps more important, however, is the opportunity for DIAND to demonstrate its intention to play a vigorous part in the conservation and development of the circumpolar north, and also, the conference would serve as a target for the achievement of major conservation initiatives.

who
causes!
pollution
change
legislation
region

⁴TLA - Territorial Lands Act
NIWA - Northern Inland Waters Act
AWPPA - Arctic Waters Pollution Prevention Act

Why??

At the **national** level, **DIAND** should play a **much** larger role in the **work** of the **Canadian Council of Resource and Environment** Ministers. This **would** go a long way toward achieving the appropriate level of **communication** and coordination **amongst governments** and agencies **north and south of 60°** .

DRAFT POSITION PAPER - NATIONAL PARKS

In a sense, the national parks program is at the same time one of the most straightforward of the conservation and recreation programs DIAND has to deal with and yet the most difficult. This apparent contradiction can be explained with reference to the 1979 Parks Canada policy and to recent parks proposals in the Lancaster Sound region.

Parks Canada has a clear, longstanding mandate, set out in the National Parks Act, to protect those places of natural and cultural significance which constitute the national heritage. Policies were set out, in 1979, to guide activities related to the designation of national historic sites, national historic parks, national parks, heritage canals, agreements for recreation and conservation, Canadian landmarks, heritage rivers and buildings. It is national parks that are of particular interest to us here. National parks are designed to:

. . protect for all time representative natural areas of Canadian significance in a system of national parks, and to encourage a better understanding, appreciation, and enjoyment of this natural heritage so as to leave it unimpaired for future generations.

Accordingly, Parks Canada has divided the country into 48 natural regions of which 39 are terrestrial and 9 marine. There are 19 terrestrial natural and 3 marine natural regions in the north; 9 of the terrestrial regions are completely north of 60°, the others

partially so. Within each of these areas, Natural Areas of Canadian Significance (NACS) are identified according to defined criteria. Potential national parks are selected from amongst these NACS with a view to having at least one national park in each natural region. Details of parks representation in the NWT and Yukon are given in Tables 1 and 3 and Maps 1-3. To complete the parks system in the north, Parks Canada has identified 11 areas of interest, 3 of which are combined terrestrial and marine parks, for a total of 6% or more of the land area under DIAND's jurisdiction. Given that the procedures used to determine candidate areas are well established, and that over 98% of lands in the NWT and Yukon are under the management of DIAND, it appears to be a simple matter to complete the northern parks network in an expeditious fashion. All that is required on DIAND's part is the establishment of appropriate coordinating and consultation mechanisms, in line with other conservation and recreation interests, and the adoption of interim measures to ensure that the integrity of potential park reserves is maintained while discussions on their establishment proceed. Parks Canada has demonstrated in recent years that the agency can work effectively in concert with ongoing land claims negotiations.

To that extent then, the situation is clear cut. A number of things make the implementation of the program rather less so.

TABLE 3

PARKS CANADA - NATURAL REGIONS AND PARKS REPRESENTATION NORTH OF 60°

1. Natural Regions exclusively **north** of 60°
Total - 9 NOS. 9, 10, 15, 16, 26, 36,
37, 38, 39
Parks established in: 26 (Auyuittuq)

Parks interests in: 9/10, 15, 16, 26/37' (Northern **Banks** ,
36, 38, 39 Caribou Hills,
Northern Yukon,
Bathurst Inlet,
wager Ray,
Northern **Baffin**,
Bjorne Peninsula,
Northern Ellesmere)

2. Natural Regions **mainly north** of 60°
Total - 2 NOS. 8, 11

Parks established in: 8, 11 (Nahanni,
Wood Buffalo)

Parks interests in: 11 (Horton/
Anderson River)

- 30 Natural Regions in part north of 60°
Total - 8 NOS. 6, 7, 12, 17, 28,
25, 24, 23
Parks established in: 6, 7, 12 (Kluane Nahanni
Wood Buffalo)
Parks interests in: 17, 28 (East Arm, Great
Slave Lake
Southampton Island)

No parks representation in: 23, 24, 25

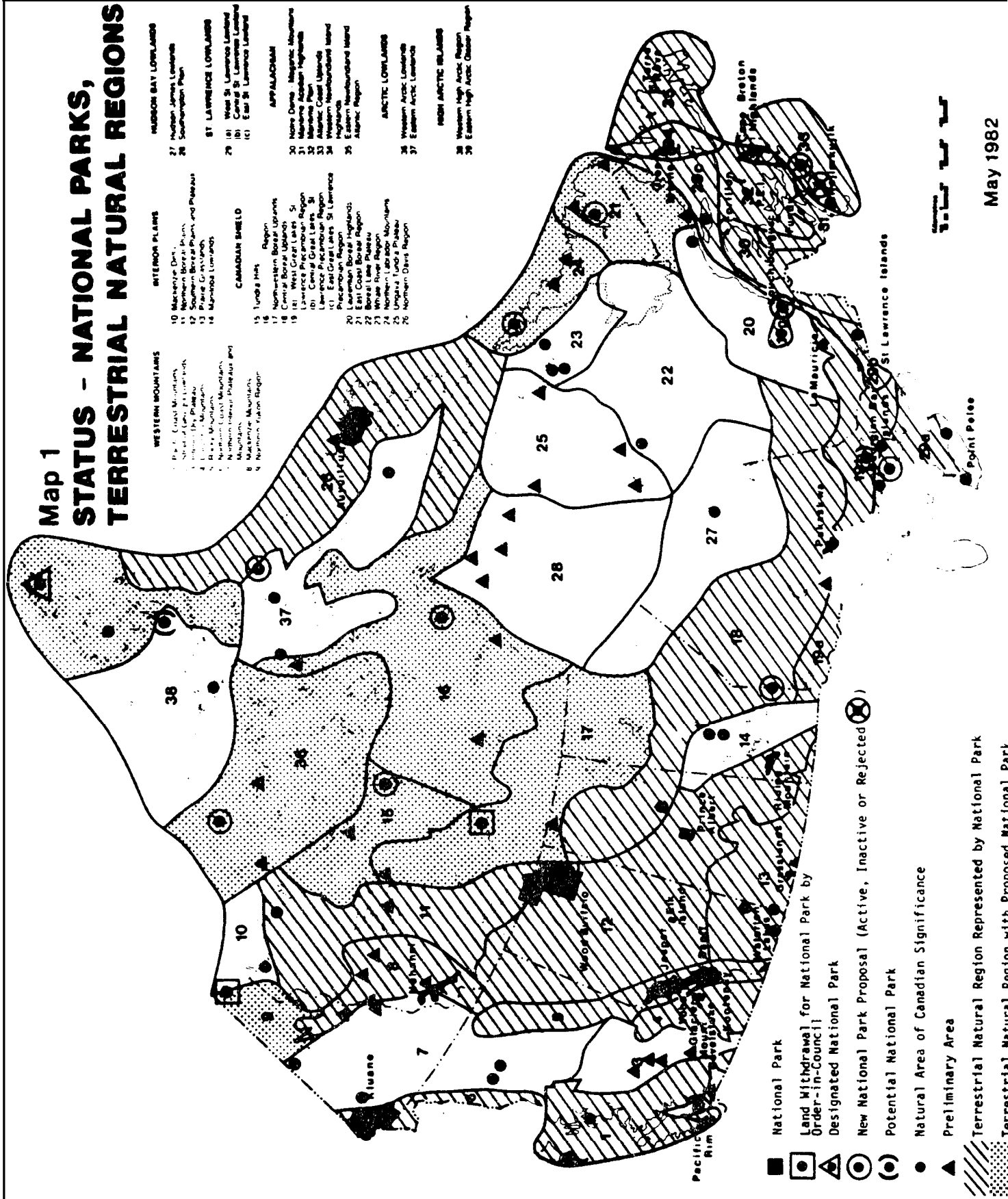
4. Marine Natural Regions
No. 4 Arctic Archipelago - several preliminary
areas of interest

No .5 Eastern **Arctic** - **proposal (Lancaster Sound)**
and **preliminary** areas of interest

No. 6 Hudson **Bay** Inland Sea - preliminary area
of interest (**Southampton** Island)

Map 1 STATUS - NATIONAL PARKS, TERRESTRIAL NATURAL REGIONS

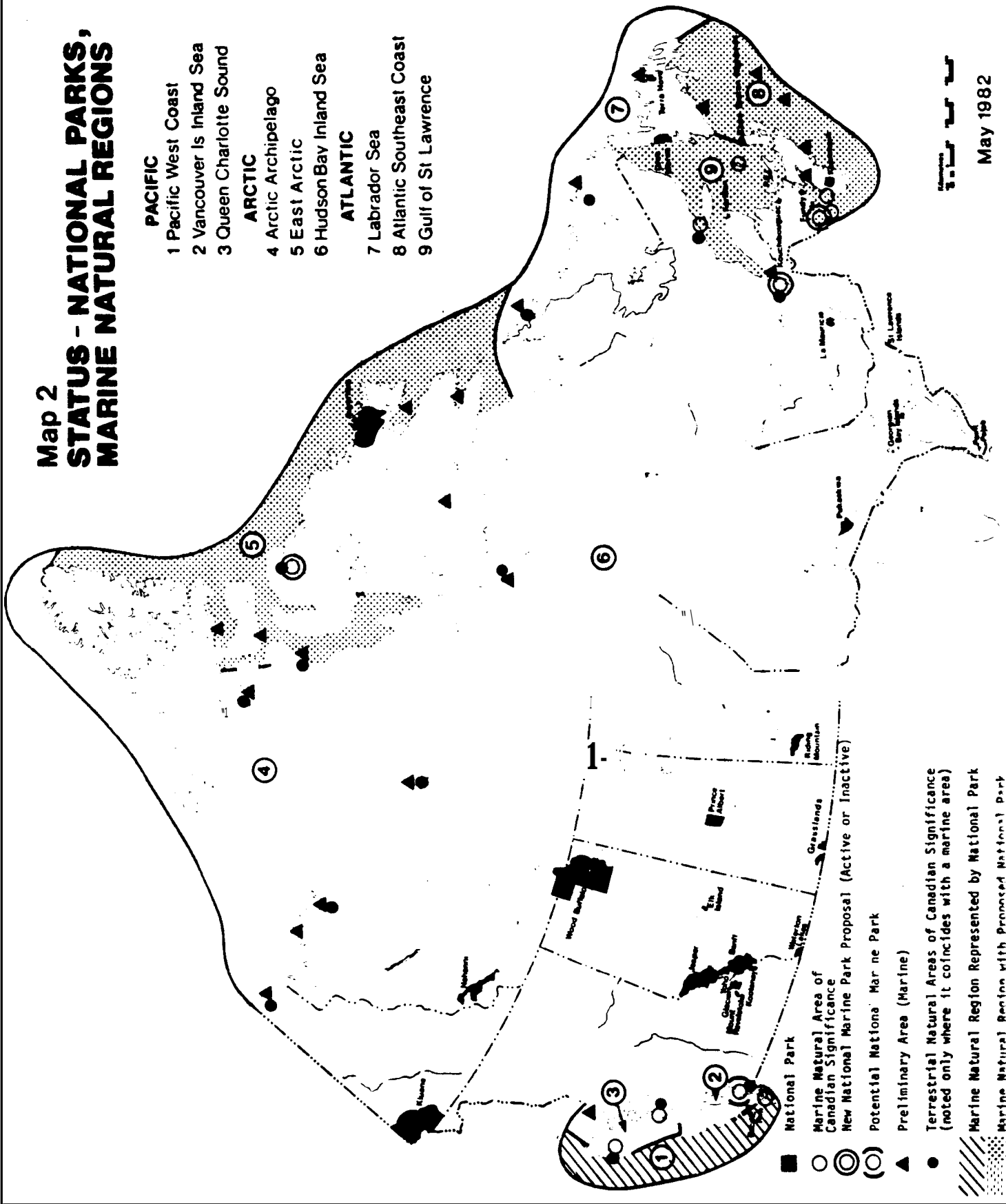
- | | | |
|---|---|--|
| WESTERN MOUNTAINS | INTERIOR PLAINS | HUDSON BAY LOWLANDS |
| 10 Mackenzie District | 10 Mackenzie District | 27 Hudson James Lowlands |
| 11 Front Range Mountains | 11 Northern Boreal Plains | 28 Southwestern Plains |
| 12 Wind River Mountains | 12 Southern Boreal Plains and Plateaus | |
| 13 Teton Mountains | 13 Prairie Grasslands | ST. LAWRENCE LOWLANDS |
| 14 Rocky Mountains | 14 Manitoba Lowlands | 29 (a) West St. Lawrence Lowlands |
| 15 Canadian Shield | | (b) Central St. Lawrence Lowlands |
| 16 Mackenzie Mountains | CANADIAN SHIELD | (c) East St. Lawrence Lowlands |
| 17 Northern Cordillera Mountains and Plateaus | 15 Tundra Hills Region | |
| 18 Mackenzie Mountains | 16 Northwestern Boreal Lowlands | APPALACHIAN |
| 19 Northern Yukon Region | 17 Central Boreal Lowlands | 30 Notre Dame - Magpie Mountains |
| | 18 (a) West Great Lakes St. Lawrence Precambrian Region | 31 Mackenzie-Abitibi Highlands |
| | (b) Central Great Lakes St. Lawrence Precambrian Region | 32 Mackenzie Plateau |
| | (c) East Great Lakes St. Lawrence Precambrian Region | 33 Mackenzie Plateau |
| | 19 (a) West Great Lakes St. Lawrence Precambrian Region | 34 Mackenzie Plateau |
| | (b) Central Great Lakes St. Lawrence Precambrian Region | 35 Mackenzie Plateau |
| | (c) East Great Lakes St. Lawrence Precambrian Region | 36 Mackenzie Plateau |
| | 20 Laurentian Boreal Highlands | 37 Eastern Newfoundland Island Atlantic Region |
| | 21 East Coast Boreal Region | |
| | 22 Boreal Lake Plateau | ARCTIC LOWLANDS |
| | 23 White River Region | 38 Western Arctic Lowlands |
| | 24 Northern Labrador Mountains | 39 Eastern Arctic Lowlands |
| | 25 Ungava Lake's Basin | |
| | 26 Northern Davis Region | WEST ARCTIC ISLANDS |
| | | 30 Western High Arctic Region |
| | | 31 Eastern High Arctic Outer Region |



- National Park
- ◻ Land Withdrawal for National Park by Order-in-Council
- ◻ Designated National Park
- New National Park Proposal (Active, Inactive or Rejected)
- Potential National Park
- Natural Area of Canadian Significance
- ▲ Preliminary Area
- ▨ Terrestrial Natural Region Represented by National Park
- ▩ Terrestrial Natural Region with Proposed National Park

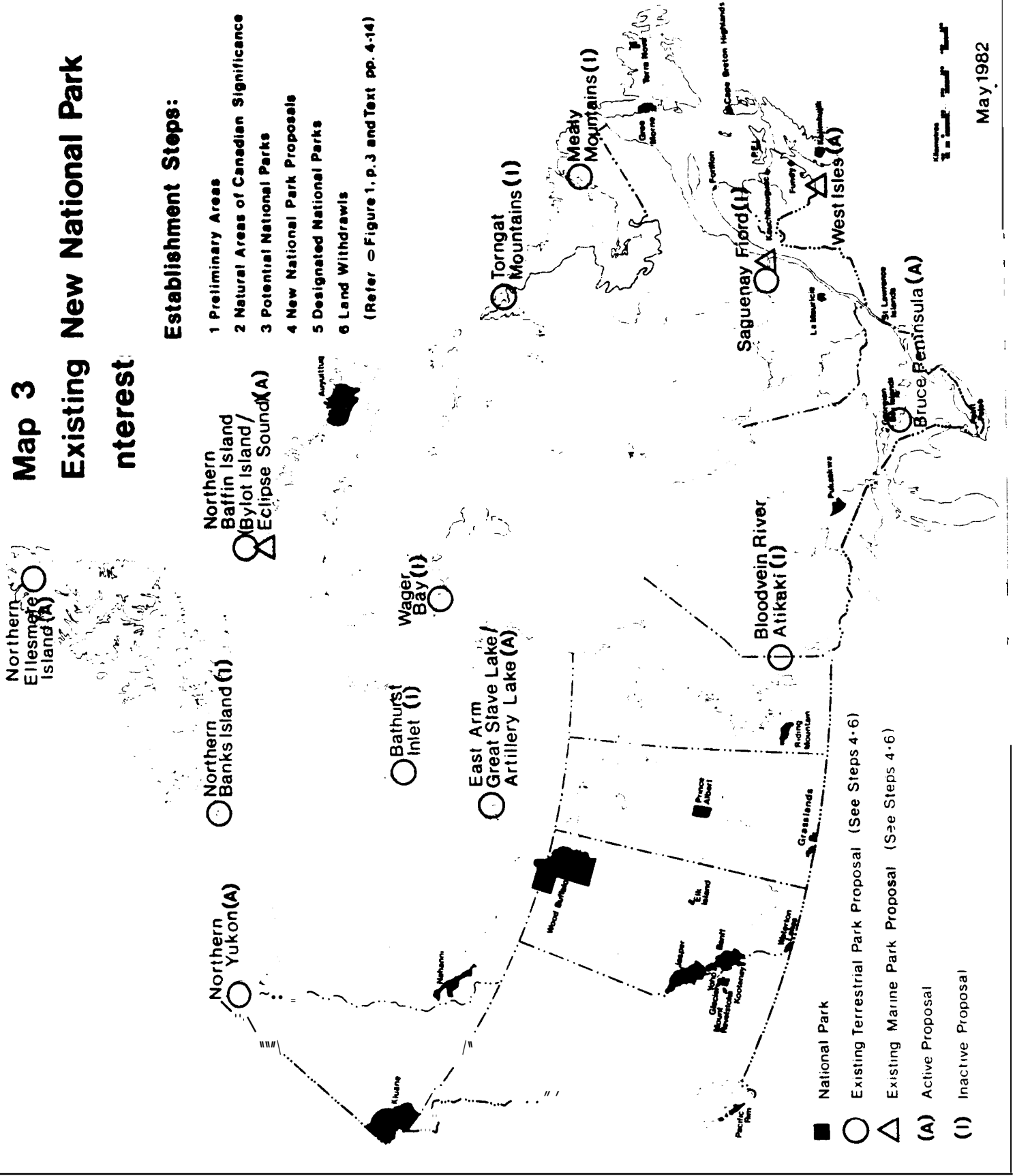
Map 2 STATUS - NATIONAL PARKS, MARINE NATURAL REGIONS

- PACIFIC**
- 1 Pacific West Coast
- 2 Vancouver Is Inland Sea
- 3 Queen Charlotte Sound
- ARCTIC**
- 4 Arctic Archipelago
- 5 East Arctic
- 6 Hudson Bay Inland Sea
- ATLANTIC**
- 7 Labrador Sea
- 8 Atlantic Southeast Coast
- 9 Gulf of St Lawrence



Map 3 Existing National Park Interest

- Establishment Steps:**
- 1 Preliminary Areas
 - 2 Natural Areas of Canadian Significance
 - 3 Potential National Parks
 - 4 New National Park Proposals
 - 5 Designated National Parks
 - 6 Land Withdrawals
- (Refer to Figure 1, p.3 and Text pp.4-14)



Fundamental to the establishment of a national **park north** of 60" is that Parks **Canada** seeks clear title **to the** lands in question. Existing surface and subsurface rights are extinguished in **one way or another** . This is, in itself, not a major **problem**. **However, the** Parks Program is the **only one which requires complete control over the lands** involved in every case and so represents a single sector **approach** to conservation as **opposed** to the cross **sectoral approach** advocated herein. In other **words**, for each **park** area, a single **agency** is given the mandate to govern areas according to its **own** set of rules. Irrespective of the degree of protection required, the **maximum** degree of **protection** of the environmentt afforded **by** law is **automatically** available. **On** the one hand **many** uses are prohibited, **particularly** those involving resource extraction activities, **while on the other hand** sane types of activities are encouraged, particularly recreation. **This** situation inspires resistance **on** the **part** of **some** other interest groups, a resistance **which** can probably be **overcome** if answers to the **following** questions can **be found**: **how** many **parks** should there be? **how** do parks relate to other **conservation** and recreation proposals?; **how** large need parks be?

The Number of Parks .

Mention was made above of the 19 terrestrial and 3 marine "natural regions" **that have** been delimited in the **north**. Parks **Canada's** goal is to have each of these natural regions represented in the **national**

park system. To what extent should DIAND question the division of the north into these terrestrial and marine regions? Does DIAND agree that there should be one park per region? The following example helps to clarify the situation. There are parts of six natural regions within the Lancaster Sound area. There is a park in one of them (26) and proposed parks in three others (16, 36, and 39). Parks Canada propose to create a national park within the area representative of the Eastern Arctic Lowlands (37). Three of the four NACS identified in region 37 fall within the Lancaster Sound area. The NACS currently favoured by Parks Canada is one which includes all of Bylot Island, a narrow strip of eastern Borden Peninsula and an area surrounding the fiord system south of Eclipse Sound. At least half of the area of interest is therefore outside of region 37 and is properly included in region 26, which is well represented by Auyuittuq National Park. A guideline on the principle of establishing one or more parks per region would be helpful in resolving this issue. There can be little confidence in the parks planning process, and our conservation strategy, on the part of industry, in the absence of the application of a systematic approach to the location of new parks areas. Given the small area of region 37 included in the present park proposal, it is not difficult to foresee another NACS being nominated for national park status in region 37 at a later date.

Relationship of National Parks to Other Conservation and Recreation Proposals .

The proposed Bylot Island - Eclipse Sound national park has received considerable support from sane interest groups, and especially from the communities in the Lancaster Sound area, on the grounds that the wildlife resources of the park area would be pint-ted and that the area would be available to Inuit for traditional hunting, fishing and trapping activities. The linking of wildlife conservation with National Parks in the context of the withdrawal of a very large area of land, gives rise to the impression in the eyes of the public that wildlife conservation is a major thrust of the parks program and that conservation needs are being adequately met. In fact, neither of these impressions are correct as the discussion above reveals. The results are that comprehensive conservation objectives are more difficult to achieve; industry objects to additional areas being designated While the general public is less likely to press for additional conservation measures once a park has been created.

The problem may be that, While national parks are supposed to be established on the basis of their representativeness of a region, the areas selected reflect a bias toward the most spectacular scenery -the preference for mountain landscapes, coastlines and water - and toward areas where there is popular support for conservation measures. The key to the establishment of a parks system is @lie acceptance -

In the case of **Bylot Island - Eclipse Sound**, the extension of the park into region 26 **adds** considerable visual **appeal to a park, while promoting** inherent wildlife protection features meets the **public demand** for the **conservation** of the wildlife resources of **Lancaster Sound** and the **demand** for **the** protection of hunting, fishing, and trapping rights for residents of the area.

While there can be **no** doubt that national **parks do contribute** to nature **conservation**, it is also clear that this is **not** their **only, or major, purpose**. **The** unintended result, as pointed **out** above, may be to **the** detriment of a Conservatism strategy for the region. There is already a major migratory bird sanctuary on **Bylot Island**, and a variety of other wildlife **conservation measures** are envisaged **which** take into account the **complex biotic environment** of the region. **Much more** will have to be done **however** to insure that this environment is adequately protected.

The adage "parks are for people" must be kept in mind **when** viewing parks proposals in the **context** of a **conservation** strategy. **The** desire to "preserve in a natural state areas **which** are representative of the major natural **environments** of **Canada**" and at **the** same time to offer "a range of opportunities to learn about and enjoy the natural environment" is a **fundamental dilemma** for **parks** staff. This **dilemma** is reflected in the **statement**:

Self interest
to help him in
the wilderness!

An appropriate balance must be maintained between the rights of the @lie to understand and enjoy Canada's natural heritage, the rights of local people to continue certain traditional uses and - ement to protect the wilderness of the area .

DIAND has advanced similar views, in the context of northern land management, and it could be argued that in the context of northern conservation, it is desirable to consider national parks as a form of economic development, with important implications for renewable resource protection through the application of a system of zoning: this is likely to be true as long as park visitation is as important in program justification as the number of visitors through the turnstile is to the continued funding of museums and galleries.

The Northern Ellesmere park proposal can be used as an example where the foregoing interpretation appears valid. Parks Canada is promoting the park as an opportunity for native participation in guiding, together with other "soft" development advantages. There would be an infusion of visitors and traditional activities into an area where very few people venture at present and which is described by one authority on Northern Ellesmere as:

An exceptional environmentt koth in its importance to High Arctic ecology and in its extreme vulnerability to long term, cumulative disturbance. Consequently, it may appear that so many limitations are required that there is an obvious conflict between the concept of parks for people and the concept of parks for the preservation of the wilderness we initially realized was so unique . Ironically, for such a park, this is the very problem. The unavoidable fact in this environmentt is that the limitation an visitor numbers will have to be so severe that it likely precludes the usefulness of a park in the first place.

Park cap!
When you go
to visit it's
mostly
to see
the
park
and
the
wilderness!

Vertical scribbles on the right margin.

Does "no development" conservation require "separate position" or "subwise"?

From the nature conservation viewpoint, it might have been advantageous either to do nothing at all, or to examine alternative arrangements to ensure continued wilderness status for the area. This raises the question of the need for a DIAND position on the designation of "wilderness areas", and is the subject of a separate position paper.

mining interests
to be kept
in parks

The Size of Northern Parks

There is a perception particularly in the mining industry, that the northern parks and parks reserves are extremely large, particularly when compared with those in southern Canada. They are certainly amongst the largest in the system and it would not be difficult to envisage between 5-10% of the land north of 60° included in national parks. The criteria for determining the boundaries are set out in general terms in the 1979 Parks Canada policy.

The area will be of a size and configuration so as to:

- (a) include a definable ecological unit(s) whose long term protection is feasible; and
- (b) offer opportunities for public understanding and enjoyment; and

(c) result in **minimum** long term disruption of **the** social and **economic** life in the **surrounding** region; and

(d) exclude **existing permanent communities**.

Other **considerations** are taken **into account** and extensive consultation with all interested **groups** takes place before the boundaries **are** finally settled . In **the end however,** the **decision** is a subjective **one** **reflectin**g the interplay of many factors. **To** reduce the degree of uncertainty, there may be **some merit in** adopting an arbitrary figure, such as 7%, as a guide to Parks, or **in** gritting such a figure forward for discussion. **There** are **many precedents for choosing** a figure such as this. It is essential that it is clearly understood - that is, that it does **not** represent the **sum** total of **conservation** interests in **the north,** but rather **the** contribution of a **well defined Parks Canada program** to a cunprehensive **conservation and recreation** strategy.

DIAND's Strategy for National Parks North of 60°

1. Actively support and encourage Parks **Canada's** efforts **toward** **completing the northern parks** system, based **on** the concept Of establishing one national park representative of each of the natural areas of the **north,** and extending to a **total** of 5-10% of the total area of the Yukon-NWT. Parks **would** be viewed as **promotin**g **development in** a region **through** recreation and tourism

Parks are representative of unique (not there are alternatives)

while making a significant contribution to environmental conservation and sustained hunting, fishing and trapping for indigenous peoples.

2. Review, with Parks Canada and other interested groups, the basis for the designation of 19 **terrestrial** and 3 **marine** natural regions in the **NWT** and **Yukon**, to ensure that **the parks** system will be truly representative of sub-Arctic and Arctic environments # and **conform** to national and international **park planning** objectives.

3. Review with Parks Canada the definition of **NACS** in each of the natural regions of the north.

Back to hand
4. Ensure that effective interim measures are adopted at the earliest opportunity to protect the environmental integrity of candidate areas **pending** withdrawal for parks purposes.

5. Ensure, by working with Parks Canada and interested groups, that boundaries are drawn according to a set of agreed procedures, **for example** by watersheds rather than heights of land, with the aim of producing manageable units **where environmental** integrity of the area withdrawn for a park can be maintained.

6. **Ensure that** mineral resource evaluation **of proposed park** areas does not detract from **the** value of the area to **the** parks system. ✓

7. **Coordinate the** activities of **the** relevant agencies to **ensure** that wildlife and wildlife habitat **management** and **environmental protection measures** inside and **outside** park boundaries are **compatible and** appropriate and **conform** to the policies and principles set out above. ✓

8. **Ensure** full **consultation with all** agencies, organizations, groups and individuals affected by **or interested** in the **development** of the parks system. ✓

9. **Communicate to the public** full details of **DIAND's** role in park planning and its relationship to a **comprehensive** observation and recreation **program**.

but
we have
done a good
job.

DRAFT POSITION PAPER - ECOLOGICAL RESERVES

Resolving the impasse over the establishment of a network of ecological reserves in the north requires an understanding of DIAND'S policy on the matter, an understanding of the mandate and purposes of the International Biological Program and an understanding of how the ecological reserves concept might fit in the broader context of DIAND'S comprehensive conservation strategy.

DIAND'S past policy on ecological reserves, discussed above, is quite clear on the subject: as early as 1969, at the time the northern IBP-CT panels were being formed, the department made a firm commitment to the concept of ecological reserves:

Long term research on northern ecology requires land that is undisturbed by human activity. Such land need not be large in area but it is important that such areas are set aside and I propose, after careful study has been made, to do that (Jean Chrétien).

The concept received approval-in-principle in 1975 from Judd Buchanan.

The objectives of IBP have been variously stated by groups and individuals not directly involved with IBP and so continue to be the subject of much debate and confusion. In any discussion of the conservation subprogram (CT) of IBP the objectives never seem to be expressed the same way twice and, quite understandably, various

interpretations are advanced in support of action (or inaction), according to the interests of the group involved.

McLaren and Peterson defined the mandate clearly and succinctly in 1975:

The mandate of IBP-CT was to identify and preserve samples of the world's biological communities for research, demonstration and education, and as baselines for assessing human impact on the world. Canada was one of many nations that adopted this mandate

The national sub-committee for CT translated this mandate into a program designed to protect a series of areas across the country for the following basic purposes:

1. Protection and maintenance of ecological and genetic diversity;
2. Outdoor laboratories for basic and applied research on natural ecosystems ;
3. Environmental "bench marks" with which to compare changes elsewhere.

Each of the ten panels interpreted and approached the selection of potential ecological reserves in a slightly different way, and this is

reflected in **the** results that have been achieved in the **provinces**. It seems a reasonable **approach:** to **adopt** a flexible definition of ecological reserves to achieve a **"best fit"** with the **conservation** regimes **in place** or planned. An **operational** definition, which DIAND will adopt, is provided by McLaren and Peterson, based on work done by the **Maritimes** Panel:

An ecological reserve is a legally protected natural area where human influence is kept to a minimum. Change, itself a natural phenomenon, is not interfered with, but is allowed as far as possible to proceed uninterrupted by man. Natural areas are segments of a regional landscape - samples of environmental systems or ecosystems " They contain examples of characteristic or rare plant and animal communities, or are areas of biological or physiographical importance. Though most natural areas comprise ecosystems with a history of relatively little human disturbance, ecosystems that have been modified by man have value for scientific research. Such areas offer an opportunity to study distinctive habitats, soil conditions and plant associations that result from mans influence.

"Ecological Reserves are established for scientific research and educational use. They are not another type of recreational area. The term "reserve" is used rather than "preserve" to emphasize the productive use of these areas for scientific and durational purposes, and to indicate the function these areas perform as natural reservoirs of living material ."

The first basic purpose ("protection and maintenance of ecological and genetic diversity") equates with the principles advanced in DIAND's policy statement. Ecological reserves nominated for this purpose

will be coincident with, or **complementary** to, the **comprehensive system** of protected areas established **under the** policy.

The *second* and third basic **purposes** are **in** clear accord with the mandate of **IBP-CT**; they are **both** logical and acceptable in **the** context of **DIAND's conservation** interests.

The northern panels set **themselves**, or **where** instructed by the sponsoring **body**, the National Research **Council**, to **complete** the **following** tasks:

1. **To** locate and describe representative **examples** of natural **arctic** and **sub-arctic ecosystems** **in** co-operation with local residents, industry, and **the Federal, Northwest and Yukon Territorial Governments** ;
2. **To demonstrate how** the biological values of each **potential** site **may equal or** outweigh all other values of that site;
and
- 3* **To** aid the **three** governments in providing for **the preservation** of these biologically important areas in **the** form of **Ecological Sites**.

Where we have run into difficulties with the northern panels is in attempting to evaluate whether or not they have achieved these tasks, rather than whether the sites nominated conform to the concepts advanced by IBP, and objectives of our conservation program, in establishing ecological reserves north of 60° .

The second task was, and is, probably unachievable, and should not have been emphasized in the identification of IBP ecological sites, particularly those areas selected as representative of natural arctic and sub-arctic ecosystems . To ask an interdepartmental working group to assume this task as part of the screening process rather than assessing the nominations against the policy, concepts and objectives outlined above, has been described by one opponent of conservation programs as "mission impossible".

More appropriately, IBP ecological sites in the NWT and Yukon should be viewed as the result of a "labelling", or "flagging", process, to meet the three basic purposes set out for the CT sub-committee. IBP workers, and successor groups were and are best equipped to nominate candidate ecological reserves; our responsibility, following a clearly defined assessment and approvals procedure, is to ensure that the values of the proposed reserves are properly protected. DIAND's position to date has been that existing legislation will be used to extend the appropriate degree of protection to candidate areas approved by the department. In the case of Polar Bear Pass IBP

ecological site, the decision of the Minister of **DIAND** is to protect the site under **the** Canada Wildlife Act as a **National** Wildlife Area, with joint **management** by **DIAND, DOE** and **GNWT**. Other legislation **that could** be used to protect such areas includes the National Parks Act, Territorial Lands Act, Migratory Birds Convention Act and territorial **ordinances**. **This policy** of using existing legislation **means** that candidate areas must conform to the **requirements** established for ecological reserves and the **requirements** of the relevant legislation. **For example**, where a bird **nesting** area is **nominated** as an ecological reserve, **DIAND** will collaborate with **DOE** to evaluate **the** proposal with a view to establishing **the** area as a sanctuary under the Migratory Birds Convention Act and Regulations. **Where** an area has been **chosen** on the basis of its representativeness of an ecosystem, **we may** find that it is sufficient to continue to apply the Territorial Land Use Regulations to achieve the **desired** level of "legal protection" .

For example, a typical forest-tundra area may **be nominated**, probably on the basis of available research information. **The** selection of that area fulfills the **objective** of finding a representative example of this **ecosystem which can** be used as an **environmental** benchmark **and**, as an outdoor laboratory. **For** these representative areas, the **group** assessing the **proposals** will **ensure** that in **the** absence of any unique characteristics or special features , the areas do not conflict with existing **or potential** land uses. If that can be done, then

maintaining the integrity of these areas through the use of land use regulations will be satisfactory.

The use of existing legislation does mean that ecological reserves, as a legally defined class of conservation area, will not exist in the NWT and Yukon . The setting aside of land for the purposes of an ecological reserve would require withdrawal tier section 19(e) of the Territorial Lands Act, Where "ecological reserve" is taken to be included in the meaning of that section . Under this section the Governor-in-Council may:

set apart and appropriate territorial lands for use as forest experimental areas, national forests, game preserves , game sanctuaries, public shooting grounds, public resorts or for any other similar @lie purpose .

Alternatively, new legislation, similar to that introduced by several provinces, will have to be promulgated in the event that there are areas with features which cannot be adequately protected under existing legislation.

The responsibility for screening proposals for ecological reserves and for recommending appropriate action to the department will be the responsibility of a broadly based Ecological Reserves Advisory Group. The group will work under terms of reference based on DIAND's position on reserves, outlined here, and will deal directly with the Conservation Program. In addition to interdepartmental

representation, there will be provision for representation **from** the public **on the** Group. Included will be individuals active in **ecological** research and with extensive knowledge of the **northern** environment and ecological reserves program, together with representatives **from** interest groups etc. **The object** is to have the best available advice to **DIAND** on establishing a **network** of ecological reserves in the **NWT** and **Yukon** and ensuring that they enjoy the **appropriate** level of protection. **The Advisory Group** can draw **on** the **expertise** and **work** of the **Canadian Council on Ecological Areas** **on** all matters relating **to** assessing proposals and defining appropriate reserve **boundaries**.

Interim Measures

In addition to establishing a mechanism for identifying, evaluating and protecting sites as ecological reserves, **DIAND** has undertaken to ensure that ecological sites identified during the International Biological Program **continue** to be fully protected. At present, **the** integrity of these sites is maintained **through** application of the Territorial Land Use Regulations, pending **their** final **disposition**.

It is proposed that a small **working** group should be established, **consisting** of H.Q. and regional land use administrators **together with** individuals **familiar** with **the work** of **IBP** Panels 9 and 10, to quickly review interim protection **needs** for all 150 **oustanding** **IBP** ecological

sites. **This** will ensure that **the** appropriate **terms** and renditions are applied to any land use permit that may be issued **for** activities in, or adjacent **to, the** sites. **This** group **would be** responsible for the production of an **information** booklet **containing details** of **each** site **and outlining** these interim **measures**. In this **way**, the @lie will be kept informed, and **have an opportunity to comment**, on **the** protection afforded to these areas. In addition, the **booklet** will explain the mechanism to be used to **complete** the evaluation of the proposed ecological sites.

APPENDIX A

ENVIRONMENT CANADA AND THE NORTH: A STATEMENT ON ENVIRONMENT CANADA'S
ROLES AND GOALS IN CANADA'S NORTH DRAFT

DOE, NOVEMBER 1981

The Guiding Principles

One additional factor has influenced the nature of the Department's northern priorities and plans for the eighties. Environment Canada has adopted ten "Principles on Northern Environmental Management" to ensure that its northern activities are guided by a sound ecological perspective. This set of principles serves as a "touchstone" or reference base against which the relevance of the department's northern policy approaches and program proposals can be tested and validated. The principles, as outlined below, express the department's basic positions and attitudes on environmental and resource management in the north.

The Principles Guiding Environment Canada's Approach to Northern
Environmental Management

1. Maintenance of biological productivity and environmental quality during and subsequent to any human activity in the north, the biological productivity and the viability of the ecosystems shall be maintained. In particular, no species of vertebrate shall suffer extinction, or serious or

irreversible reduction in its **numbers** or in its ability to renew its population, as a consequence of human intervention.

2. **Protection** of Human Life **and** Property

Knowledge and **information on** the **north's** weather, climate and **other environmental conditions** must be forthcoming in **formats** and **time** frames required to identify and assess the risks **posed** by the North's harsh environment for the safety of **human life and property** involved in northern operations.

3. **Protection** of Special Northern Areas and Species

Special areas, including wildlife habitats and species or **components** of **northern** ecosystems, that require **particular** measures to ensure their continued existence and viability shall be designated and protected by appropriate legislative or other means. **There** is a need as well to **promote** the appreciation of these areas **and** species.

4. **Protection** of Canada's Natural and Cultural Heritage

It is necessary to protect for all time those **northern** places which are significant examples of **Canada's** natural and **cultural** heritage, and to **encourage** **greater understanding, appreciation** and enjoyment of this heritage in ways that leave it **unimpaired for future generations.**

5. **Research**

Sound knowledge of northern environmental **conditions** and resource characteristics is required to design wise **northern** policies and programs, and to guide development. It is essential that adequate support be given to **pure** and applied scientific research, both within **and outside** government, to increase the understanding of the **north**. It is **also important to seek** and utilize the native peoples intimate **knowledge on** the **north** and its ecosystems, and to involve interested native groups in **northern** research activities.

6. **Technology Assessment, Mitigation and Monitoring**

The impact of the environment **on** the effectiveness and performance of new technology in the **north**, and the **impact** of the technology on the northern environment should be assessed in the early planning stages of any major development project. Of equal importance is the requirement **to design and apply mitigating measures to minimize adverse environmental consequences**. **similarly, the monitoring of all aspects** of project construction **and** operation **to ascertain changing environmental effects** is an essential requirement, as **is the** need to act instructively **on the** feedback **information** produced by such monitoring.

7. *Transboundary Aspects*

Federal-Provincial-Territorial and/or International cooperation should be fostered to help protect and to **promote** wise use of the arctic and sub-arctic environments, **particularly in those** situations Where **transbound^{ary}** flows of resources or pollutants are involved*

8. *Integrated Environmental Quality Perspective*

The varied, cumulative or synergistic effects of all activities shall be considered in **management** and protection schemes **for** regions **or** any part of **the** regions of the north, so **that** specific environmental stresses and **problems** are **not** considered in **isolation**.

9. *Public Information and Consultation*

Canadians in northern communities and in southern **Canada** should be provided with sound scientific and technical information and be made aware of issues about **the northern environment**. It is equally important that systematic, ordered access to **the department** be provided for **the** and private interest groups, professional associations, and **the** general **the**, in order **to** take fully into **consideration** their opinions, perspectives, information and expertise as part of the departments **decision-making** process.

10. **Comprehensive Policy Formulation** and Decision-Making

Decisions on the **maintenance** and **protecti'on** of ecosystems and the introduction of industries **or technical** operations in the North should be based on comprehensive northern policies that **recognize** and take into **account** local, regional, **national** and - **where** applicable - international interests and implications. In formulating these policies, consideration shall **be** given to identifying and assessing future options that may be foreclosed in adopting a particular course of **action**; care shall be taken to ensure that short-term benefits do **not** result in long-term losses. Because of the close relationship between the health and productivity of the **northern environment** and the welfare of the northern people, the interests of **northerners must be** given special consideration in formulating northern environmental policies.

APPENDIX B

GENERAL PRINCIPLES FOR DEVELOPMENT OF THE LANCASTER SOUND REGION AND

PROTECTION OF ITS ENVIRONMENT

Canadian Arctic Resources Committee

Maintenance of
biological
productivity
and environmental
quality

During and subsequent to any human activity in the Lancaster Sound region, the basic biological productivity and the resilience and viability of the ecosystem shall be maintained . No species or component of the biological system shall be seriously disturbed, endangered, or extirpated by human actions.

Integrated
environmental
management

The environmental stresses or threats caused by petroleum-related or mining operations, industrial developments, or any other human activity in the Lancaster Sound region should not be considered in isolation; rather, the varied, cumulative, or synergistic effects of all activities should be considered in management and protection schemes for the region or any part of it.

Interrelationships
between biological,
technical, and
social **concerns**

In considering the need for knowledge and the concerns that are taken into account in making decisions for formulating policies affecting the Lancaster Sound region, attention **must** be given to three distinct types of problem:

1. Those related to knowledge of the ecological **requirements** of living **things** and the effects **on** biological systems of artificial (man-caused) or natural perturbations of the environment.
(mainly biological problems);
2. *Those* related to increasing the feasibility, safety, and efficiency of any industrial or technical **operations** under consideration for the region
(mainly technical and physical problems);
3. **Those** related to **social, cultural, and community development, and the needs, values, and aspirations of the human inhabitants of the region**
(**socio-economic and cultural problems**).

It is important that **the** interrelationship between these types of problems be given adequate **attention**.

Rights and responsibilities of **northern** residents

Northern residents and **communities** have special but not exclusive rights and responsibilities with respect to the use of Lancaster Sound and the protection and **management** of its resources. It is important that they be **given the** information and **means** to exercise those rights and responsibilities, to a degree at least equal to the rights and **powers** that citizens in other parts of **Canada** have with respect to areas where they live.

Protection of special areas

Some specific areas (possibly extensive areas) , and some species or **components** of the ecosystem in the Lancaster Sound region, deserve - and will require - special protection to ensure their continued existence and viability. **This protection** may be needed to prevent damage **from** the effects of a **continuation** or **expansion** of those

activities **that** have been carried **on** in the past, and from cumulative social and **non-consumptive** developments, as **well** as **from** the effects of current and future **economic** industrial activity.

Regional and long-term management

A regional and long-term approach, with due awareness of local and temporal variations and instabilities, must be taken regarding decisions on the use and management of the Lancaster Sound region. The regional problems and strategies should be addressed in the context of northern policies in general, and of national or regional policies for renewable and non-renewable resources.

Accident prevention and mitigation of environmental damage

The techniques and mechanisms used to prevent accidents that will affect the environmentt, or used to prevent serious damage to the environmentt in the event of accidents or unplanned incidents, should be an integral **part** of the evaluation of the benefits, risks, and **costs** of activities in the Lancaster Sound region. **The** degree to

which such techniques or mechanisms are proven or **demonstrated must** be taken into account at the time that permission to proceed with any industrial development is being **considered**, or **that** plans for new settlements or **extensive** changes to present settlements are under review.

source : Lancaster Sound: Issues and Responsibilities. Environmental Science Workshop for the Lancaster Sound Region.

Canadian Arctic Resources Committee, November 1979.

APPENDIX C

REGIONAL PLANNING - BASIC ASSUMPTIONS

Government of **the Northwest Territories**

1. **Recognize that economic potential** and its development **must** be related **to** social, political development.
2. **Recognize the need for local governmental participation and decision making** at a regional level with **power** and **freedom** to act.
3. **Recognize that development must be so** ordered to reflect a **particular** awareness of local problem.
4. **Recognize that** responsible self **government** and self respect at the local level is strongly related **to** self support, and develop direct financial **support** to territorial and local institutions **from** the non-renewable and renewable industrial resources.
5. *Recognize that natives must be* included **in** the potential wealth and **growth** of the region and program in order to ensure their participation.

6. **Recognize** the right of the native to remain in his traditional way of life and accordingly provide for proper ecological **protection**.
7. **Recognize** the need to protect the integrity of the natural **environment** as a resource in its **own** right.
8. *Recognize the need to reduce* **the cost** of **basic** services to **people** and business, **to** assist industrial development and close the **cost** gap between north **and** south.
9. **Recognize** that the timing for development of **many** non-renewable resource activities are [**sic**] largely **controlled** by **national** interest and the **world economic** situation. **Where** feasible **timing** should be adjusted to **recognize** the need for **compatibility** with local needs and capabilities, **and** to minimize social disruption.
10. **Recognize** that the **present level of services and programs** is inadequate for sustained growth and should **be expanded** **proportional to development to cope** with **increased** need.
11. **Recognize** that **incremental public programs and services** required to cope with the impact of development will require

additional funding **beyond** existing levels, and **outside** the present financial agreement.

12. Recognize that the plan **must not** be so rigid **in** structure, scope and detail **as to** stifle future responses to change which originate outside the plan.
13. **Recognize** that the **implementation** and **conditions** of a lands settlement will affect regional planning.

Source: Keith, R.F. and Wright, J .B. **Eds.** 1978. Northern Transitions
Vol. 2. Proceedings of the Second National Workshop on
People, Resources and the Environment North of 60° -
Ottawa, Canadian Arctic Resources **Committee.**

APPENDIX D

A WILDLIFE POLICY FOR CANADA DRAFT

Canadian Wildlife Service, Ottawa, August 11, 1981

Guiding Principles for Wildlife Policy

The formulation of a wildlife policy for Canada is a new step, but the elements of wildlife policy and relevant aspects of resources policy have long been the subject of serious consideration. Principles which have emerged from that process and certain basic principles of Canadian society need to be re-stated so that, together with the goals stated above, they may form the essential framework of wildlife policy.

Such principles are:

1. Wildlife is an integral component of the environmentt within which Canadians sustain and enhance their lives;
2. The way in which land is managed determines the quality and quantity Of habitat upon which wildlife depends;
- 3 . The maintenance of natural wildlife stocks must always take precedence over human use.

4. **Canadian** are the temporary **custodians, not the owners,** of their wildlife heritage;
5. **Canadians** are free to enjoy and use wildlife in **Canada,** subject to laws aimed at securing its sustainable enjoyment and use. In addition, native **people** have certain special hunting privileges;
6. **The cost** of **management** essential to conserving wildlife should **be borne** by all Canadians; special **management** measures required **to** permit intensive uses should **be** supported by the users ;
7. **Conservation** of wildlife relies **upon** a **well-informed** public.

APPENDIX E

NORTHERN LAND USE PLANNING DISCUSSION PAPER

DIAND, 1981

Objectives: Example Policy Statement

- (1) It is the objective of the Government of Canada to manage the land and resources of the Yukon and NWT that are under federal control in such a way as to:
 - (a) Maintain and protect the quality of the northern natural environment, with particular sensitivity for rare and unique features and for the susceptibility to degradation of northern ecosystems and permafrost terrain;
 - (b) Conserve and protect the renewable resources of water, forests, fish and wildlife;
 - (c) Maintain habitat for the continuation of the native traditional pursuits of hunting, **fishing and** trapping;
 - (d) Maintain the northern land and resource base as required to protect native rights;

- (e) Support *the* land using **requirements** of the National **Energy** Program;
 - (f) Provide **optimum** access for mineral exploration **and** development;
 - (g) Provide for the **infrastructural** needs of **northern** economic development (roads, rail, airstrips and **transmission lines**) at suitable locations;
 - (h) Provide opportunities for outdoor recreation and tourism;
 - (i) Provide for human **settlement and** development of lands for **food and** fibre **production.**
- (2) In exercising its responsibilities for managing federal lands in the north, the **government** of **Canada** will, undertake land use **planning** to:
- (a) avoid or minimize land use **conflicts** arising **from** the inability of different land uses, as reflected in (1), to be **accommodated on any area of northern lands;**

- (b) ensure the integration of the management of northern land resources;
- (c) enable northern lands to be allocated and used in an optimum way, taking into account local, regional and national interests and concerns and the physical and biological characteristics of northern lands and the resources they support;
- (d) enable local participation in the decision-making process concerning allocation and best use of northern lands .

APPENDIX F

ITC LAND CLAIM - WILDLIFE PROVISIONS OF AN AGREEMENT-IN-PRINCIPLE

October 27, 1981

Principles

The wildlife provisions of the agreement recognize and reflect the following principles:

- (a) Inuit are traditional and current users of wildlife;
- (b) the legal rights of Inuit to harvest wildlife flow from their traditional and current use;
- (c) the Inuit population is steadily increasing;
- (d) a long-term, healthy, renewable resource economy is both viable and desirable;
- (e) there is need for an effective system of wildlife management that complements Inuit harvesting rights and priorities;
- (f) there is a need for systems of wildlife management and land management that provide optimum protection to the renewable resource economy;

- (g) the wildlife **management** system and the exercise of **Inuit** harvesting rights are governed by and subject to the principles of **conservation**;
- (h) there is a need for an effective role or **Inuit** in all aspects of wildlife **management**, including research; and
- (i) **Government** retains the ultimate responsibility for wildlife **management**.

Conservation

A **statement of** the principle or principles of conservation shall **be** inserted in the **agreement**.

Definitions

"**Conservation**" means **the management** of the wildlife populations and habitat **to ensure the maintenance** of the quality (Which includes **the principle** of long term **optimum** productivity) of these resources and to ensure **the efficient utilization of the** available **harvest.**