

**LEGISLATIVE ASSEMBLY OF THE
NORTHWEST TERRITORIES
5TH COUNCIL, 33RD SESSION**

**RECOMMENDATION TO
COUNCIL NO. 9-33**

TABLED ON NOVEMBER 7, 1966



24 October, 1966
Confidential - Not
for release before
tabling during the
33rd Session of
Council.

NORTHWEST TERRITORIES

RECOMMENDATION TO COUNCIL NO. 9-33
(Second Session, 1966)

Tabled on November 7, 1966

DESIRABILITY OF ADOPTING A NEW LICENSING
SYSTEM FOR HUNTING AND TRAPPING

DISPOSITION

Tabled	To Committee	Accepted as Read	Accepted as Amended	Deferred (to Session)	Rejected	Noted not Considered

DESIRABILITY OF ADOPTING A NEW LICENSING
SYSTEM FOR HUNTING AND TRAPPING

The purpose of any game management system is to rationally manage the game resources of a country for the maximum benefit of the greatest number of persons on a sustained yield basis. Although this concept of game management is basically the same in any country of the world, the individual systems differ to an enormous degree for each system has been tailored according to the economical and/or recreational requirements of the area for which it has been designed.

The backbone of any game management system is the Game Laws regulating the utilization of a renewable natural resource. Consequently, game laws must be changed accordingly. The Northwest Territories Game Ordinance, obviously, can be no exception and must be changed as circumstances may require to form a solid basis on which the structure of a northern game management system can be built. It is the consensus of those involved in game management that one aspect of the Game Ordinance in particular, the General Hunting Licence, is a serious obstacle to the future development of a wildlife resource utilization program. This General Hunting Licence, once so significant in its original concepts, has not only outlived its purpose but now constitutes a serious impediment to our endeavours of wise utilization of our game resources for those persons who depend on them for a livelihood. Furthermore, a continuance of the General Hunting Licence must ultimately clash with the changing economy of the Northwest Territories as a result of the extensive technological changes now taking place.

The main objections to the present General Hunting Licence are:

- (a) The Administration cannot design proper management plans because there is no proper control on the allowable take of game species in accordance with sound principles of game management programs.
- (b) The requirements and actual needs of those depending exclusively on the availability of game resources cannot be protected.
- (c) The proper utilization of certain species is rendered extremely difficult, and sometimes almost impossible. In certain instances, e.g., polar bear and barren-ground grizzlies, the kill may be excessive. This uncertainty may result in a need for complete protection of these species such as was necessary for the muskoxen (it now appears that a small percentage of muskoxen could now be harvested without any detrimental effects). As is evident, in both instances we have to work with extremes - overharvest or under-utilization. Both conditions are equally harmful and should not be allowed to continue.

(d) The present General Hunting Licence is frequently the source of fraudulent practices. There are indications that some individuals (ineligible for licences) are using the licences of others (often Indian women). Violations in this regard are difficult to prove.

It is felt that our inability - under the present circumstances - to protect those who depend on hunting and trapping for a livelihood, is a serious deficiency. A review of the present situation has shown that out of 3,647 holders of General Hunting Licences 481 (or 13%) were in full-time employment or owned their own business, but, 2,108 holders (58%) had no additional income at all. Some 590 (16%) were able to earn up to \$500 by seasonal employment; 220 persons (6%) earned from \$500 to \$1,000 per year and the remaining 248 (7%) succeeded in making more than \$1,000 a year by some sort of income (see appendix number 1).

It is realized that those gainfully employed throughout the year may not hunt or trap extensively. However, as they possess the same right to hunt and trap as any holder of a General Hunting Licence and frequently take advantage of this privilege, any take of big game or fur bearing animals by them must, in some measure, reduce the meagre income of those who have no other means of sustaining themselves.

Ratting after spring breakup is a good example. It is the practice for many holders of General Hunting Licences to take their annual vacation in order to engage in ratting to make an extra, easy dollar. Many argue that there is nothing wrong with this procedure because muskrats appear to be in abundant supply. However, the effect of the "holiday hunter" must be a reduction in the income of those whose sole livelihood depends on trapping.

In addition, and possibly even more serious, is the fact that persons with a steady income usually have superior equipment and are, therefore, in a more advantageous position. A person equipped with a power boat can range farther and possibly clean out a large lake before a man with a canoe can take a significant number of rats. There is no comparison between the efficiency of a bombardier and a dog team or a person on snowshoes. This causes great concern.

Because eligibility for a General Hunting Licence is hereditary, the number of General Hunting Licence holders will increase from year to year at a constantly accelerating rate. Such has been the trend over the past years as indicated below:

Year 1957-58	2,274	holders	of	General	Hunting	Licences
Year 1958-59	2,641	"	"	"	"	"
Year 1959-60	2,548	"	"	"	"	"
Year 1960-61	2,467	"	"	"	"	"
Year 1961-62	3,274	"	"	"	"	"
Year 1962-63	3,355	"	"	"	"	"
Year 1963-64	3,647	"	"	"	"	"
*Year 1964-65	3,553	"	"	"	"	"

* Figures not yet complete

This continual increase in the number of licences results in the Administration facing an increasingly hopeless task in controlling and regulating the proper utilization of wildlife resources.

In assessing the present value of game populations in the economy of the Northwest Territories, it is obvious that a meaningful utilization program of game needs to be designed in order to:

- (a) provide a livelihood for a large segment of the northern population who have no other means of income;
- (b) make the best use of all game species including muskoxen, polar bear, buffalo, etc;
- (c) assure a continued availability of game populations to achieve the goals of a rational game management program; and
- (d) provide additional recreational facilities for as many northern residents as possible.

Surveys and observations show that there are substantial game populations, which due to restrictive legislation, are under-harvested in large areas, This is waste and mismanagement. It is a generally accepted rule that any expansion of big game hunting must be based on detailed information on game populations in specific areas, and on biological data indicating the physical conditions of the game species to be managed and hunted. However, because of the enormous area involved and the limited game staff available, it is not possible to collect the necessary data on which to base sound recommendations. Consequently, a practical method has to be found to permit a gradual easing of present restrictions without endangering animal populations but still achieving the goals enumerated above.

In order to achieve better utilization and control of game resources as indicated above, it is proposed to replace the General Hunting Licence by separate licences for trapping and hunting as follows:

TRAPPING LICENCES

Trapping licence eligibility of residents would be determined as follows, and on a strict priority basis in the sequence shown:

- (a) Family heads and widows who have no other means of income.
Licence fee: Indians and Eskimos NIL
Other persons \$5.00
- (b) Family heads and widows who have insufficient means of income.
(Eligibility to be based on duration of seasonal employment).
Licence fee: Indians and Eskimos NIL
Other persons \$5.00
- (c) Single male persons who have no other means of income.
Licence fee: Indians and Eskimos NIL
Other persons \$5.00
- (d) Single male persons with insufficient income.
(Eligibility will be based on duration of seasonal employment).
Licence fee: Indians and Eskimos NIL
Other persons \$5.00

(e) Other persons who are sincerely interested in trapping and who have a trapping area.

Licence fee: \$5.00

WILDLIFE CERTIFICATE

--- Instead of issuing separate Big Game Licences and Game Bird Licences, there are obvious advantages in issuing one "Wildlife Certificate" to each applicant regardless of whether he intends to hunt small or big game. A sample of the Wildlife Certificate is attached as appendix II. While this Certificate will authorize each holder to hunt game birds (excluding waterfowl), small game and predatory species, a special stamp must be purchased for each big game species and that stamp must be affixed to the Certificate. The stamp will also indicate in which Game Management Zone the animal must be taken. Different stamps will be issued to Residents and non-Residents. A non-Resident will be limited to the purchase of one stamp for each species (if a sufficient number of animals are available) while the abundance of game animals in each Zone will determine the quotas for resident hunters. If more than one animal can be made available to each resident hunter, one stamp for each animal will be required.

The reason for this stamp arrangement is to maintain control over eligibility to hunt. There are too many people eligible to hunt who are not dependent on game and this is working to the disadvantage of those who depend entirely on hunting and trapping for a livelihood. Concern has been expressed in regard to the use of motor toboggans and power boats by persons in full time employment who are thus able to make larger kills to the detriment of the hunters and trappers who cannot afford this type of equipment.

Proposed fees for the Wildlife Certificate and for the individual big game stamps are recommended as follows:

	<u>Resident</u>	<u>Non-Resident</u>
Wildlife Certificate	\$ 2.00	\$ 20.00
Black Bear (Spring)	2.00	10.00
Black Bear (Fall)	2.00	10.00
Grizzly Bear	15.00	50.00
Dall Sheep (Ram)	10.00	50.00
Mountain Goat	10.00	50.00
Moose	10.00	25.00
Woodland Caribou	10.00	25.00
Barren Ground Caribou	2.00	10.00
Buffalo	50.00	100.00

In the initial stages of the program, it is proposed that no restrictions be placed on the number of big game animals that could be taken by former holders of General Hunting Licences but that the General Hunting Licence will eventually disappear. In other words, the new Wildlife Certificate would be the only form of hunting licence issued with "unlimited" stamps for former holders of general hunting licences.

This proposed licensing system, which has proved to be very satisfactory in other provinces and/or states, holds many advantages over the present system. The more significant aspects are briefly outlined and explained hereunder:

1. Big game hunting can be expanded without the otherwise mandatory intensive surveys and studies. The Administration will be able to obtain most of the necessary data through the hunters themselves. This, however, does not preclude the necessity for further surveys respecting the availability of game species as well as for the present harvests by indigenous hunters.
2. By establishing conservative quotas for sport hunting in each Game Management Zone, the Administration will be able to control the annual take thus avoiding any excessive kills.
3. This proposed system will be prerequisite for the continuance of sport hunting in Game Management Zone 12. Despite the fact that big game hunting by Residents and non-Residents is permitted in this area, the Administration has no assurance that an increased hunting pressure will not have detrimental consequences on the game populations, in particular on grizzly bear. It could happen that sport hunting under the present system might have to be discontinued, and as a result of this, the improved economic situation of the area would suffer a serious setback.
4. By quotas, as the basis of the recommended system, the requirements of the persons depending on game resources for their livelihood can be better assured for the future.
5. The proposed change of the present system and the establishment of quotas will result in an increased revenue for the Government without detrimental effects on game populations.
6. Increased hunting activities will mean a boost to be the northern economy.
7. The promotion of tourism will be facilitated by offering more hunting opportunities to prospective visitors.
8. A liberalization of the present hunting restrictions will be a necessity if the recommendations for creating separate trapping and hunting licences should be accepted. Persons with full time employment might not object to losing their trapping rights. However, considerable resentment can be expected if their right to hunt big game animals is curtailed or drastically reduced.
9. More recreational opportunities for all residents will be created. This in turn could influence some persons to come north and assist in the development of the North.
10. The present waste resulting from not properly harvesting a natural resource will be greatly reduced.

Recommendations

Considering the advantages of the proposed system, the disadvantages of the program consisting solely of an increased administrative workload appear to be minimal.

The Commissioner, therefore, recommends:

1. Separate trapping and hunting licences be authorized.
2. A new Wildlife Certificate for hunting be authorized to eventually replace the present General Hunting Licence.
3. That stamps be issued to the holder of a Wildlife Certificate authorizing the take of big game animals in each General Management Zone in accordance with the availability of game animals.
4. That stamps be issued to present holders of general hunting licences in accordance with individual needs.

APPENDIX I

General Hunting Licence Holders

1963 - 1964

Area	Total Licences	Full Time Employment	Part - Time Employment			Depending in Full on Land
			Under \$500	\$500 - \$1,000	Over \$1,000	
Inuvik	151	43	40	15	10	43
Yellowknife	137	44	29	21	12	31
Fort Smith	100	18	22	16	31	13
McPherson	161	22	18	14	11	96
Rae	278	11	--	--	1	266
Simpson	149	13	91	18	27	--
Rankin Inlet	206	37	46	6	2	115
Arctic Red River	29	2	1	7	8	11
Eskimo Pt.	189	19	--	--	1	169
Tuktoyaktuk	84	3	25	14	18	24
Cape Parry	29	5	--	--	--	24
Resolute Bay	23	6	6	4	7	--
Resolution	197	17	--	--	2	178
Hay River	180	50	95	2	--	33
Aklavik	177	21	67	23	24	42
Fort Norman	153	15	5	2	12	119
Igloolik	170	15	29	4	2	120
Sachs Harbour	21	2	--	--	--	19
Cambridge Bay	151	22	15	12	2	100
Spence Bay	158	11	7	--	--	140
Good Hope	107	4	--	--	--	103
Baker Lake	128	16	74	6	10	22
Fort Liard	65	4	--	6	--	55
Clyde River	44	5	2	2	--	35
Coral Harbour	67	8	5	3	7	44

APPENDIX I (Cont'd.)

Area	Total Licences	Full Time Employment	Part - Time Employment			Depending in Full on Land
			Under \$500	\$500 - \$1,000	Over \$1,000	
Grise Fiord	14	2	--	--	1	11
Pond Inlet	72	9	2	--	1	60
Cape Dorset	104	22	11	20	51	--
Pangnirtung	186	20	--	25	6	135
Coppermine	117	15	--	--	2	100
	3647	481 13%	590 16%	220 6%	248 7%	2108 58%

APPENDIX II

FRONT

N.W.T. Wildlife No.
Crest Certificate Fee - Resident
Non Resident

Government of the Northwest Territories
Game Ordinance

Name
Address
Height Weight Sex Age

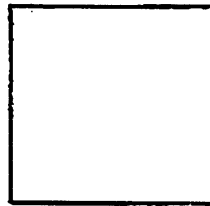
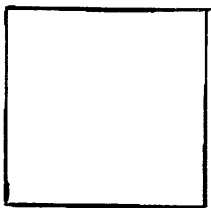
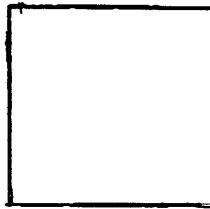
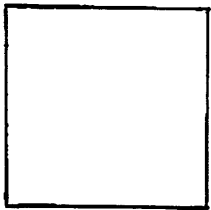
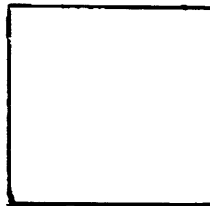
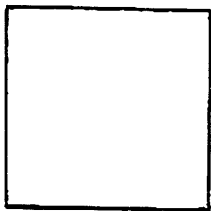
is authorized to hunt small game, game birds, predatory animals
and big game, for which the appropriate stamps are affixed, in
the zone specified on the stamps.

This certificate expires June 30, 19...

.....

Signature of Licensee

Game Officer



Appendix II (Continued)

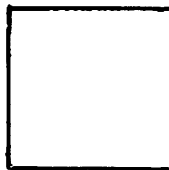
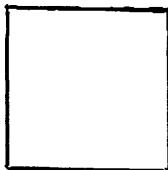
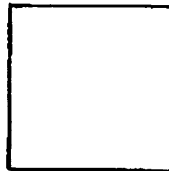
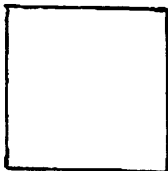
Sample of Stamp

\$25.	Non Resident	\$25.
Woodland Caribou		
Zone No.	
No.	
Certificate No.	

Appendix II (Continued)

BACK

Upon conviction of an offence under the Game Ordinance, hunting privileges may be suspended for one year.



DECLARATION

I, of
.....

declare that under the authority of this licence I have killed the following game:

<u>Species</u>	<u>Number</u>	<u>Locality Game Taken</u>
Spring Bear
Fall Bear
Grizzly Bear
Woodland Caribou
Barren Ground Caribou
Moose
Sheep
Goat
Ptarmigan
Wild Duck
Wild Goose
Grouse

Date

Signature of Licensee