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CONSULTATIONS
on the
PROPOSED WILDLIFE
ORDINANCE by
Frank S. Bailey

**A REPORT ON
CONSULTATIONS WITH THE PEOPLE
OF THE NORTHWEST TERRITORIES
ON THE
PROPOSED WILDLIFE ORDINANCE**

Prepared for
**NORTHWEST TERRITORIES
GAME ADVISORY COUNCIL**

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Frank S. Bailey
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November 27, 1976

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ABSTRACT

The Northwest Territories Game Ordinance is in the process of revision.

In order that the input of the people of the Territories might be considered, a series of public meetings were held in the settlements. A total of 78 meetings have been held to the writing of this report.

It was found that there is a general complaint that the existing game laws were not translated into native languages. All native people wish to preserve their indigenous hunting privileges, including the right to hold a General Hunting Licence that would allow privileges similar to those now bestowed. There was a general lack of knowledge of the contents of the Northwest Territories Act and a very considerable ignorance of the current Ordinance.

Native people wish to hunt for food in existing Preserves and Game Sanctuaries. they would also like changes to laws to allow hunting muskrat with shotguns, using lighter loads for caribou, eliminate restrictions on hunting from watercraft and snowmobiles, and no restrictions on the use of snares to take fur-bearers. They agree that hunting with an aircraft should be prohibited, and suggest that hunting of buffalo should be reserved to holder of General Hunting Licences. Hunters do not wish to carry bear tags while hunting, others would like to be able to use game meat for trap bait, and Hunters' and Trappers' Associations would like authority to change open seasons for fur-bearers and to have some influence when applications for hunting licences are received. Hunters wish to give meat of big game, lawfully taken to any person of their choice and not to be restricted to giving it to General Hunting Licence holders.

I. INTRODUCTION

The need for a major revision of the Northwest Territories Game Ordinance became apparent some five years previous to this report. The existing Game Ordinance is ineffective in many segments and contains errors, gross ambiguities, and internal conflicts.

Many sections of the current Ordinance must be revised in order to contend with the possibility of a large influx of people from southern Canada. Wildlife legislation must be able to contend with increased tourist traffic, and the problems which accompany the increased use of aircraft in the Northwest Territories. The Mackenzie Delta will soon be linked with the outside pending completion of the Dempster Highway. Increasing road traffic and the usual conflicts with wildlife should be anticipated. Enforcement must be made more effective, and simpler to achieve. All of the factors listed indicate that a revision of existing legislation is desirable, and this is recognized by the hunters and trappers of the Northwest Territories generally, although there are a few people who believe there is no

need to change the laws. These latter people are perhaps content because they have not faced a problem related to the present Ordinance.

The author, formerly a Regional Game Management Officer with the Northwest Territories Government, was engaged on September 15th, 1975, to conduct consultations with the people of the Northwest Territories regarding their concerns about the existing Game Ordinance, and the need for a revision.

The feelings and suggestions of the people were acquired through a series of public meetings, (78 meetings to date) in most of the settlements of the Northwest Territories. This reports is developed from the results of those meetings which were tape recorded.

In response to the need for providing the people of the Northwest Territories with a means by which they could express their concerns on wildlife matters, hunting privileges, etc., the Commissioner created an organization called the Game Advisory Council. The Council consists of "Inuit", "Dene", Metis, and non-native members. The Council functions in an advisory capacity to the Commissioner on wildlife legislation, and all matters respecting wildlife conservation, hunting and utilization of the resource.

During the May, 1975 meeting of the Game Advisory Council, it was resolved that the author should report to Council on the progress of the consultation meetings, rather than through the Fish and Wildlife Service, as per the initial agreement. This resolution was approved by the Commissioner, and subsequently, the project will be completed through the Game Advisory Council.

The purpose of this report is to outline the views and concerns of the people of the Northwest Territories respecting current game laws, the proposed changes suggested by them for consideration, and any other pertinent concerns which have been expressed in the various settlements which were visited.

II. GENERAL CONCERNS

The following is a review of the general concerns which were expressed by the people of the Northwest Territories, regarding wildlife legislation and related problems. They are summarized in point form.

1. The Inuit, and to a lesser extent, the Dene, have expressed the long standing complaint that no translations were made of the Game Ordinance. The people have been subjected to the controls and restrictions for approximately 20 years imposed by this legislation, and yet the laws were never distributed in the local language, and no consultation was carried out regarding changes. No input was solicited from the people most affected by the legislation.
2. There is a great difference in respect to social, racial, linguistic, and

economic make-up of the people dependent upon the wildlife resource. In addition to the difference in the people, there is considerable variance in the wildlife fraction of the ecosystem found in the various section of the Territories. This makes it very difficult for a single Ordinance to provide jurisdiction over the Territories as a unit.

3. The Inuit, Dene and Metis, are all, to a variable degree, intent on preserving the rights and privileges to hunt wildlife, that they now enjoy. The Metis would like to have certain basic rights held by the Dene and Inuit, given to themselves.
4. Almost all holders of the General Hunting Licence are very conscious of the possession and would be very unwilling to give up the privileges that it authorizes.
5. The Dene and Inuit would not wish to give up any rights awarded by the Northwest Territories Act. There was a general lack of knowledge of the contents or implications of this Act prior to the consultation project.
6. There is a desire by some people to have some of the ambiguities of the Northwest Territories Act clarified. An example is the definition of "Indian" and "game". There is a concern about the possibility of Indians far removed from the Northwest Territories being eligible to hunt in the Northwest Territories for food. The term is not qualified, and therefore the "intent" of the term's meaning when legislated is the only safeguard. The meaning of "game" is questioned, partly because it seems improbable that a reference to "right to fish without restriction" could have been omitted.
7. There is a general desire to delay any recommended changes to existing wildlife legislation until after a settlement of the Dene land claims with the Federal Government. There appears to be no formal objection to the consultation project from the Indian Brotherhood, however individual bands have stated they did not wish to contribute, and this resistance increased as time went on although all listened patiently to what the consultant had to offer.
8. Initially there was strong Metis opposition to the project based primarily on the rationale that the Federal Government only, be recognized for negotiations, and no other discussions held until after the settlement of the Associations' land claims. The opposition of the Metis Association diminished gradually, as the project went on.
9. Inuit co-operation with the project was quite favorable, although there was

some mistrust of the Governments' intention. This was strengthened prior to the commencement of the project when a trial draft of the Ordinance was distributed and erroneously considered by many people to be the new Ordinance. This draft contained sections which appeared to erode native hunting rights, and this contributed to the initial mistrust of the project by all native people.

10. There is a persistent desire to have more and more native persons recruited into the Fish and Wildlife Service for the purpose of development into Game Officers.

III. SPECIFIC CONCERNS

A. Hunting and Trapping Areas

Section 4(2)(a) of the existing Ordinance states that "no person shall hunt in a game preserve except as authorized."

1. The Dene of Fort McPherson and Arctic Red River wish to retain their hunting privileges in the Peel River Preserve. They wish it made known that it is unlawful for anyone, other than the holder of a General Hunting Licence, to hunt there. They consider this Preserve a product of Treaty 11. Reference to hunting on Game Preserves in the current Ordinance is complex and ambiguous.

It is suggested that reference to hunting on Game Preserves in the proposed Wildlife Ordinance should be clear and concise.

2. The Inuit of Baker Lake request the right to hunt for food and to trap in the Thelon Game Sanctuary.

The current Ordinance does not permit hunting of any kind in the Sanctuary. The Territorial Government's legal affairs submits that this Sanctuary is not "occupied" land and therefore Dene and Inuit may hunt for food other than endangered species. It is known that Baker Lake Inuit have hunted for food and trapped in this Sanctuary. It does not appear to be reasonable to prohibit this if the species hunted is not considered as endangered.

3. In reference to the Reindeer grazing reserve, and the control of Caribou hunting licences. These are issued to permit trappers to hunt caribou in areas south of Liverpool Bay and East of Kugaluk River within the Reindeer Preserve, and issued only to holder of General Hunting Licences.
Tukotyaktuk and Inuvik hunters would prefer to see a change in the area for which this licence is issued.

Inuvik people would like to hunt caribou in an area nearer the settlement.

They would like to see the Reindeer Preserve reduced in area, with the

southern boundary moved to the north of the Latitude of Inuvik.

A "Delta-Tuk" Hunters' and Trappers' Association meeting with the Reindeer Board of Directors has been suggested as a means of resolving this matter.

4. The current Ordinance restricts the holders of General Hunting Licences from hunting grizzly bear east of the Slave-Mackenzie Rivers except for the Reindeer Preserve.

Some people, mainly the Inuit hunt these bears for food, and since they are not listed as a species in danger of becoming extinct, they feel this can be done without any restrictions according to the Northwest Territories Act. N.W.T. Government Legal Affairs has indicated that this hunting could take place within the Thelon Game Sanctuary.

The Inuit of Baker Lake would like to have a quota set for the hunting of grizzly bear. They will continue to kill these bears in any case because they fear them, and therefore it is suggested that a quota be set to allow for legal killing of the bears, whether or not they are taken specifically for food.

5. The current Ordinance does not allow the holders of General Hunting Licences to hunt Musk-ox, and this has been pointed out to the people as an example of the many errors inherent in the existing Ordinance. It is intended that controlled hunting of musk-ox be permitted for G.H.L.'s and this hunting is being done. It is also noted that holders of General Hunting Licences may hunt wolves and coyote only on areas that are not trapping areas, Preserves, or Sanctuaries. This in relation to trapping areas, is another error which requires correction. The regulations contradict this section, however the whole subject requires clarification since the Ordinance is the enabling legislation

6. *The Inuit would like to see increased activity in the area of Polar Bear Research.*

Zonal and settlement quotas should be reviewed and raised, if the studies indicate that an increase is justified.

The Zonal distribution of the Polar Bear quota should be made as clear as possible. The Chesterfield and Rankin Inlet Inuit people would prefer to have the boundary between Game Management Zones 33 and 34 moved to the north along the coastal area. The present boundary creates complications in bear hunting for the Chesterfield people. Rankin Inlet people would like to hunt bears in this northerly extension of Zone 34.

7. There are 39 Game Management Zones established to facilitate the management of wildlife in a certain area.

The people of Fort Simpson would like all unessential Zones eliminated, or combined.

Ex.: #9, 10, and 11 into one Zone; eliminate #19 by distributing it between #12 and 20. The zones are primarily for big game management and not the control of fur-bearers.

B. HUNTING - METHODS, RESTRICTIONS, AND PROHIBITIONS

1. Methods

- (i) Section 4(5) of the existing Ordinance prohibits the hunting of muskrat or beaver with a shot gun unless specifically authorized.

The Dene, Metis and white holders of General Hunting Licences wish to allow the hunting of muskrat by means of a shot gun and with special permit, for the benefit of hunters with poor vision.

- (ii) Section 5(1) of the existing Ordinance prevents the use of a pump, automatic, or other shot gun that is capable of holding more than three shells in the magazine and chamber combined.

Metis and white bird hunters would prefer to hunt birds with a shot gun with a fully loaded magazine.

- (iii) Section 5(2) of the existing Ordinance outlines the legal loads required to hunt big game.

The Inuit believe it should be permissible to hunt barren-ground caribou with lighter loads than specified, particularly in that part of the N.W.T. that is north of the tree-line.

Mackenzie District Metis and Dene wish to use light calibres such as 25/35, which are now prohibited.

The Inuit contend that the larger calibres destroy more meat on the animals killed, and suggest that a .222 is an efficient calibre for barren-ground caribou when used by a good hunter. There is a general concensus that the .222 calibre is too light for polar bear hunting.

There is an almost total lack of understanding of the ballistics outlined in the existing Ordinance. It is thought to be ridiculous by the indigenous people, a thought shared by some white hunters as well.

- (iv) Section 5(6) prohibits the discharge of a firearm from a motor vehicle, or having one with ammunition in the chamber on a motor vehicle. The Inuit fail to understand the reasons for prohibitions of discharging a firearm from a fast dog team or a snowmobile.

The Inuit would like to have snowmobiles and watercraft exempt from the prohibition regarding discharging a firearm on these vehicles.

All Dene, Metis and Inuit concur that there should be no prohibition regarding firing from a watercraft. There appears to be agreement that firing from a moving aircraft should be prohibited.

There is a difference of opinion concerning the definition of a loaded firearm. A majority of the people believe that it should be legal to have a firearm with a loaded magazine (attached) in or on a motor vehicle, but that a firearm with a live round in the firing compartment, should be prohibited. There was near general agreement that the matter of carrying firearms in motor vehicles on roads should be strictly controlled.

- (v) Section 5(7) of the existing Ordinance prohibits the discharge of a firearm on or across any public road or highway.

The question raised in Mackenzie District settlements is whether this restriction applies only to the travelled portion of the road.

The existing Ordinance is vague in this regard and requires clarification. In the Mackenzie Delta the hunters and trappers would not oppose a strip established along each side of the road in which anyone is travelling by vehicle would not be permitted to shoot. Reference is to the Dempster Highway. The Yukon Government is experimenting with partial closure of a strip along the Highway perimeters for certain periods each day.

- (vi) The existing Ordinance prohibits the taking of game with a snare, except beaver, lynx, squirrel, wolverine, predatory animal or small game.

Trappers believe that there should be no restrictions on the use of snares to take fur-bearing animals.

Some hunters, Dene and Metis in particular, would like to snare moose, as in years past. A few Inuit mentioned the use of foot or leg snares for bears as being desirable. Many people in the Mackenzie District believe that the use of snares for nuisance bears should be allowed.

- (vii) Hunting from an aircraft is prohibited under the existing Ordinance. (Section 8(1)).

There is no open objections to the prohibition regarding hunting from or with an aircraft. The majority of the people agree that this kind of hunting should be prohibited and controls should be strengthened.

The general belief is that when an aircraft is used to take hunters into a hunting area and used to haul hunters and meat out of the area, the plane is considered to be engaged in hunting.

It was explained that this interpretation is not correct, and that only when game is flushed out of cover for a hunter, or when game is driven to a hunter, or where an aircraft assists a hunter on the ground to take game, or when game is shot from an aircraft is a person considered to be hunting from an aircraft. It is believed that the pilot of a plane, from

which a person is hunting, should like-wise be guilty. Dene, Inuit and others wish to retain the right to use aircraft, other than helicopters, for other than actual hunting activities. A small minority favor the use of helicopters for transportation of hunters and meat, whereas the majority understand the potential danger of a helicopter for illegal hunting and harassment of game.

(viii) Section 9 of the existing Ordinance prohibits a person from hunting by means of a motor vehicle.

Hunters and trappers question the reason for preventing the use of powered watercraft for hunting.

The explanation that it is unethical to kill an animal while swimming is not accepted. Many are hunting for food and it is doubtful that the N.W.T. Act prohibits Inuit or Dene from hunting by watercraft or snowmobile for species of wildlife other than those in danger of becoming extinct.

(xi) Section 10(1) of the current Ordinance prevents the use of dogs for hunting except for the purpose of hunting game birds and polar bear.

This section in effect forbids using a dog team to hunt game and this is a contradiction to Section 9 which only prohibits hunting game by means of a motor vehicle.

There are no apparent objections to applying this section to loose dogs or dogs temporarily out of the master's control.

C. LICENCES - HUNTING AND TRAPPING

1. Hunting Licences

- (i) Section 20 of the existing Ordinance deals with the matter of licence issue.

The holders of General Hunting Licences continue to request a durable licence which would require re-issue once every few years. They also continue to request a licence for youths under the age of 16 years.

Native children must learn to assist their parents on traplines and in general hunting activities. Officers have been compelled to permit this as a matter of policy. The people desire the law to be flexible in future.

- (ii) Section 22 requires every person to carry on his person while hunting, the proper licence and produce it on request for inspection by an Officer.

Many holders of G.H.L.'s prefer not to carry the current flimsy paper licence, now issued.

If a licence is returned at the end of the year in good condition it establishes either the licensee did not carry his licence or did not hunt very often. Paper licences will not stand up to heavy usage. The hunters say they can produce their licence on return to the settlement, if necessary. Hunters usually hunt in the vicinity of their settlements and the Officers know them.

- (iii) Schedule "A", item 1 of the current Ordinance deals with the eligibility of General Hunting Licences.

The holders of general hunting licences generally do not wish to see any major changes to the existing licence, and do not wish any licensee or eligible person, regardless of sex to lose the right to obtain the licence.

A small number of people would like to see females lose the right to hold a licence, and many declared that natives employed as wage earners on a steady basis should lose some of the right to hunt and trap according to previous suggestions.

It appears that there were many people in the Delta area and elsewhere, who believe that licence holders with wage employment should not trap. With a few exceptions this group did not strongly articulate this view at the meetings. Fort Liard was the only settlement to come out in favor of having a distinct licence for employed people now holding regular general hunting licences. The holders of general hunting licences are very jealous of the rights given under this licence, however particularly among the Inuit, there appears to be a desire for an option in the law to grant this

licence to a white person on long residence, and who is acceptable to the people of the community in which he lives. The Hunters' and Trappers' Association would authorize the issuance of a licence to these individuals. Many licencees would agree with any provision which would bar any eligible person of long residence outside the N.W.T. from retaining his eligibility if this was based on the "eligibility list" of 1938.

- (iv) Resident big game licences may be issued to any person who has been resident for six months.

The native people consider this six month period residency to be too short and suggest from one to ten years with no definite concensus on the specific time period.

- (v) Regarding the different classifications of bison licence, (Schedule A, Item 6) several points of view were expressed.

The holders of general hunting licences at Fort Resolution suggest that the "sport" hunting of bison should be prohibited in view of the scarcity east of the Slave River.

It was expressed that the people would like to see an enforcement program launched in the Pine Point area, particularly in respect to bison hunting. The Dene and Metis request that an area around Buffalo River be closed, establishing a zone which would be open only to the holders of general hunting licences, for hunting and fishing.

They believe that white people are hunting on the river under the guise of fishing.

- (vi) The hunting of Polar Bear is mostly confined to the Inuit, and some suggested changes to existing laws were brought out at the various meetings.

Almost all hunters prefer not to carry bear tags when hunting. About half the hunters would prefer not to tag the bear hides until after the hide is placed on a stretching frame. About half the hunters would prefer to have no "allotment" of tags to specific individuals until only five or six tags remain, and then the Hunters' and Trappers' Association would allot the remainder. Three or four settlements felt that the system of immediate tagging was acceptable.

The initial "no allotment" of tags suggestion was requested as in this way most settlement hunters would have a chance to obtain a bear and it would prevent any preference being shown at the outset in the allotment of tags. Immediate tagging it was felt, would give some protection to the bears by preventing illegal hunting. Some of the Hunters' and Trappers' Associations

consider the task of distributing the tags a thankless burden.

2. Trapping

(i) Section 15 of the existing Ordinance, prohibits the setting of traps, etc., for taking predators between the first of April to the 31st of October. It is proposed in the new legislation to include predators in the definition of both big game and fur-bearers. There will be no reference to "predators". *The Trappers fail to see any purpose in the section as it now stands. It should be possible to take wolves and coyote at any time during the year on the trapline. Many think wolverine should be included.*

(ii) Section 16 of the existing Ordinance prohibits the spoilage or abandonment of big game or game bird meat that is fit for human consumption. It also prohibits feeding good meat to animals and allowing fur pelts to spoil or be destroyed.

The hunters and trappers have problems with the prohibition regarding feeding meat to dogs, as they believe this kind of use is sometimes necessary when travelling on the land by dog team. Often the law has been ignored because of necessity.

Hunters realize that caribou wastage is often great in this age of the snow-mobile, but console themselves by thinking of the lack of need to feed dogs which are now few in number. They realize control is necessary and would agree with being compelled to identify in some manner, meat caches left on the land. A few Inuit realize the possibility of the need for establishing a quota for caribou.

In subsection (c) of Section 16, there is also a prohibition regarding the use of game, other than bear, that is fit for human consumption as bait for hunting or trapping, or to be fed to any animal.

Trappers are opposed to the prohibitions, particularly regarding the use of meat for trapping bait.

The reasons they provide for this opposition refer to traps set near cached meat to take fox or other animals that may devour the cache. They feel this should be permitted, and further, that small amounts of meat should be permissible to use at trap sets when necessary.

This section as it is now written appears inflexible, and perhaps this was not the intent.

Trappers would like to see some modification of the law.

Regarding subsection 2 of the same section, whereby bear meat is permitted for use as trap bait or to be fed to animals.

It has been suggested that in view of this permissiveness it should not be

laid down that a hunter is guilty of a violation if he is unable to haul in a bear carcass or doesn't wish to do so.

- (iii) Section 44 of the existing Ordinance gives a game Officer power to settle disputes regarding hunting or trapping.

Some hunters consider this too vague, and some trappers of the Delta group would like to see an officer with more authority respecting allotment of areas to members of the group, or with authority to enforce the group leader's allotment of individual lines.

Allotments should be decided in agreement with Hunters' and Trappers' Associations, but the Officer should have authority to restrain the trapper to the area allotted, not simply to settle disputes when they arise.

- (iv) In reference to the privilege of any person to buy furs from a trapper or fur-buyer on condition that they are for personal use only and not re-sale, refer to Schedule B 1(c) and 2. If a person wishes to buy and sell, he must obtain a licence to do so.

A number of white and Metis people believe that this law should not be applied to tanned furs, or to furs used in manufactured articles. The establishment of lawful possession of the furs should be the only requirement.

It is contended that processed furs are manufactured articles. If a person buys a number of furs, and then obtains a Trappers Licence, that person should be able to tan and re-sell. If that person didn't wish to get a Trapper's Licence, he could export the furs to a tanner and when received, re-sell without the requirement of any licence issued under the Game Ordinance.

- (v) In the existing Regulations there is a prohibition regarding hunting big game by any means other than with a firearm.

The Dene and Metis believe that a snare or even a dead-fall should be permissible in some cases for big game.

- (vi) Section 12 of the existing Ordinance prevents any person from cutting, destroying, or breaking open, a beaver house or dam unless permission is given by an Officer.

Trappers believe that this law interferes with normal beaver trapping procedure in that beaver dams are damaged or interfered with sometimes in order to trap them. The law should not prevent this activity.

- (vii) Section 29 of the existing Ordinance refers to Trading and Trafficking Licences.

Many trappers, mainly in the Mackenzie District would prefer to see a provision made in the licencing system for travelling fur-buyers.

Currently the holder of the licence may not buy in any place other than the one specified in the Trading Post Licence.

(viii) In reference to the setting of open seasons for trapping.

The majority of Hunters' and Trappers' Associations wish to have the authority to set open seasons for fur-bearers.

(ix) In reference to the licencing of fur-buyers.

The Dene and Metis in the Mackenzie District and a few Inuit in the east believe it would be to their advantage to allow any person to buy fur if properly licenced.

This would allow buyers from outside the N.W.T. to come in and buy fur. An alternative to this would be to legalize travelling buyers that are residents of the N.W.T.

Other trappers suggest that the N.W.T. Fur Marketing Program permit 100% payment for furs by the authorized Officers.

D. BIG GAME

1. Commercial Hunting

- (i) Reference to Section 17(4) of the existing Ordinance allows the consumption of commercial caribou meat in the N.W.T. only.

The holders of general hunting licences cannot see why caribou meat covered by a commercial tag, cannot be sold for export.

The present law allows them to export caribou meat simply taken under authority of the General Hunting Licence; so why is there a restriction on the export of commercial meat? Generally the people realize the need for control of the export of meat, and suggest control by weight of the amount shipped.

2. Hunting of Gain or Reward

- (i) Section 17(1) of the existing legislation does not allow any person to buy or sell or kill big game or game birds for gain or reward.

Many Dene and Inuit have supposed that big game meat may be sold. Hunters would like to sell moose meat, and would prefer that tags for the commercial hunting of caribou be given to all settlements where caribou are available in quantity.

Hunters contend that if meat could be sold in the settlements it would not be necessary to issue as many big game licences.

The holder of general hunting licences wish to retain the privilege of selling caribou meat to other licencees.

The present legal requirements for the sale of caribou meat was outlined where misunderstanding existed, and it was pointed out that only caribou meat could be legally sold.

3. Dressing of Big Game

- (i) The current regulations, for a short time, contained a provision which made it necessary to have a big game carcass dressed within one hour of killing.

Inuit and Dene have traditionally left big game for short periods, in cold weather, without dressing the carcass. They wish to be allowed to continue this practise.

There are many good reasons for enacting such a law but it is extremely difficult to apply. The regulations were amended to eliminate this requirement.

4. Musk-ox Quotas

- (i) *It has been suggested that where there is a reasonable population of*

musk-ox; the settlements nearest the animals should be granted a quota to hunt them.

(ii) The Inuit of Sachs Harbour would like to be allowed to sell the meat of musk-ox.

These people have a quota of 25 per year.

The existing Ordinance does not provide for the sale of musk-ox meat and only caribou meat can be legally sold.

The Sachs Harbour residents would like a relatively large quota for musk-ox. Some people are asking for an unlimited quota in order to reduce the species and thereby allow the caribou to increase. This is an example of native perception and is perhaps an indicator that the caribou population of Banks Island will decline if the harvest of musk-ox does not increase.

The same thinking applies to the Parry Peninsula north of Paulatuk.

5. Big Game Meat as a Gift

The current Regulations (Section 21(3)) do not permit the holder of a General Hunting Licence to give meat of big game to a person not in possession of a similar licence.

This regulation in effect, prevents a G.H.L. almost in an absolute manner, from providing a white person with gifts of big game meat.

Residents of all status consider this as an insupportable restriction and ask for it's removal or modification. Most residents concerned believe that the amount of gifts of meat should be only in minimal quantity or weight.

E. WILDLIFE - RIGHT OF OWNERSHIP

1. The Current Game Ordinance does not deal specifically with this important topic.

There are some native people who object to Government ownership of wildlife. The majority of the people however, do not contest this fact, but wish to lay claim to hides, furs and meat where wildlife is lawfully taken.

There is a current problem with the ownership of bear hides, (grizzly and polar bear) when killed for food or to protect life or property. A legal opinion on this matter is required.

The people are asking for a fair share in the value of these hides when they are taken by the Crown.

F. SURVEYS AND USE OF AIRCRAFT

1. Surveys

Many people of all status do not wish scientific surveys to take place until

the Hunters' and Trappers' Association concerned has reviewed any application or permit.

2. **Minimum Altitude of Aircraft**

All hunters concerned with caribou would like to have harassment by low-flying aircraft stopped, particularly in calving areas.

It is believed that aircraft should be compelled to fly at a reasonable height during May, June, and July. The harassment from helicopters is particularly resented.

G. MIGRATORY BIRDS CONVENTION ACT

1. The M.B.C. Act prevents taking of migratory birds to prevent starvation.

A majority of hunters and trappers resent the lack of logic in this application of the Act.

It was explained that the Act does not concern the Game Ordinance except that it does supersede the Ordinance. The consultant, in all cases, listened to and recorded all criticisms and suggestions received.

H. CAPTIVE WILDLIFE AND EX OFFICIO OFFICERS

1. **Captive Wildlife**

Many Inuit have a desire to capture wildlife and hold wildlife in captivity. The current Ordinance does not permit this.

2. **Ex Officio Officers**

National Park Officers are regarded with disfavor when they hold appointments under the Game Ordinance by the people of Fort Smith. It is claimed that they are harassed by these Officers in the N.W.T.

I. OUTFITTERS AND CONSTRUCTION CAMPS

1. **Outfitters**

(i) *In reference to Outfitters Licences, the Dene of Fort Wrigley mainly, are opposed to the activities of outfitters and believe that their clients (usually non-residents) should slowly be reduced in number to a point where no licences are issued to outfitters or to non-resident big game hunters.*

This they feel is justified since too much meat is abandoned in the Mackenzie Mountains and little meat is delivered to settlements. They also resent the failure to hire all guides within the N.W.T. (residents).

(ii) Referring to Section 4(2)(c) of the Ordinance, no person can act as an Outfitter and let out for hire equipment for use in hunting unless authorized.

The Dene and Metis of the Mackenzie District wish to be able to let out equipment to resident big game hunters.

The current Ordinance actually permits this but if this activity is to be permitted the section dealing with it must be clearly written.

2. Construction Camps

Reference is made to Section 5(8) and (9) which prevents anyone other than the person in charge of the camp from having a firearm in his possession.

The holders of general hunting licences in some settlements would prefer to exclude any but themselves and the person in charge of the camp from possessing a firearm in the camps.

The holders of G.H.L.'s wish to have the privilege of hunting while living in the camp unless the management objects to possession of firearms. Some control has been extended in the possession of firearms in camps to those camps which come under the jurisdiction of the Land Use regulations. It has been proposed that firearms in a camp be sealed, except for those who possess valid hunting licences.

J. RESIDENTS AND RESIDENT HUNTING

1. Residents

Presently the definition of a resident is one who has lived continually in the N.W.T. for a period of 6 months.

There is a concensus that this time period is not satisfactory. The majority of people suggest that the period of residency should be between one to five years. The average would be two years.

This stand is supported by long term residents who feel that there may be many people coming into the N.W.T. and they feel they should not be allowed to hunt unless they remain here for a long term, since hunting pressure would be too great and the rights of native people would be eroded.

2. Resident Hunting

In reference to the hunting of barren-ground caribou under the authority of big game licences.

The majority of native hunters believe that the quota for five caribou is too large except for white people married to native women and of long term residence in the Northwest Territories.

K. POWERS OF THE COMMISSIONER

1. Regulations

The majority of the people realize that the powers of the Commissioner are important.

They also believe that these powers should only be used in an emergency and for matters relating to "house-keeping". All other matters should be referred to the various Hunters' and Trappers' Associations or to the Game Advisory Council for consideration prior to amendments being made.

2. Permanent Camps

The people do not wish permanent or semi-permanent camps to be established without prior consultation with the Hunters' and Trappers' Associations or Band Councils. They also wish to be consulted before any biological sites or wildlife reservations are established.

CONCLUSION

This report is submitted with the anticipation that it will be accepted as the indication of the wishes of the majority of the hunters and trappers of the Northwest Territories.

In some instances it is an indication of thinking of a certain sector of the people.

There is the possibility of the omission of some minor points received from the people in this report. If so, these points will be covered at a later time.

A number of settlements have not yet been visited by the consultant. (Refer to Appendix A). There may be a certain feeling of resentment in these settlements if they are not allowed to make a contribution.

It is doubtful that many new suggestions will be forthcoming.

APPENDIX A

Settlements not visited as yet by Frank S. Bailey, Consultant.

MACKENZIE DISTRICT

1. Fort Good Hope
2. Colville Lake
3. Lac La Martre
4. Snowdrift
5. Coppermine
6. Bathurst/Chimo
7. Rae Lakes

KEEWATIN DISTRICT

1. Coral Harbour
2. Repulse Bay

FRANKLIN DISTRICT

1. Holman Island
2. Pelly Bay
3. Gjoa Haven
4. Crise Fiord
5. Clyde River
6. Spence Bay

A FURTHER REPORT ON
CONSULTATIONS WITH THE PEOPLE OF THE
NORTHWEST TERRITORIES ON THE PROPOSED WILDLIFE ORDINANCE

Prepared for
NORTHWEST TERRITORIES GAME ADVISORY COUNCIL

by

Frank S. Bailey,
Consultant

February 23, 1977.

ABSTRACT

The Game Ordinance of the Northwest Territories is in the process of being reviewed through co-ordinated efforts by the Game Advisory Council, the public, and the Fish and Wildlife Service. Final review of the proposed revision will be the prerogative of the Council of the Northwest Territories.

It has been considered proper and advisable to obtain input from all settlements of the Territories by having a consultant meet with the public of the communities and reporting the outcome of the meetings to the Game Advisory Council. For many years many of the hunters and trappers of the Territories have desired to be consulted before changes would be made in game laws.

Two reports have previously been submitted to the Game Advisory Council by the Consultant entrusted with the responsibility of conferring with the public for the purpose of obtaining input for consideration. Further reports are considered necessary to assist in proper conclusion of that Councils deliberations and this will, in part, satisfy this need.

INTRODUCTION

Because of the need to allow for additional input of the concerns of the people of the Northwest Territories the Consultant visited all the communities of the Central Arctic, except Bathurst, during late January and early February of 1977. A meeting was held in each community visited for the purpose of learning the concerns of the people. These concerns voiced in the Central Arctic had not been specifically included in previous reports given to the Advisory Council by the Consultant.

Mr. David Kaomayuk, member of the Game Advisory Council, travelled with the consultant and was present at meetings held at Pelly Bay, Spence Bay, Gjoa Haven and Cambridge Bay. He was not present at meetings held later at Coppermine, Holman Island and Bay Chimo.

Attendance at the seven meetings varied between 4 and 42 hunters, the former number was present at Bay Chimo, the balance of the 10 hunters resident there were cut on the land when the meeting was held. Attendance at Coppermine and Cambridge Bay was minimal, being 13 and 17 respectively. Other meeting attendance varied between 23 and 42, not inclusive of women.

This report should be considered in conjunction with the two reports previously submitted by the consultant. When overall consideration is given to concerns and suggestions, when projecting a new Ordinance and regulations.

GENERAL CONCERNS

The concerns expressed by the Central Arctic hunters and trappers generally coincides with those voiced by other Inuit of the Arctic. Each and every settlement has concerns about the quota of polar bear allotted to it and in almost every instance requests a greater quota. There is almost unanimous desire to retain the hunting authorization provided by the general hunting licence in unchanged manner and a wish to have all Inuit considered eligible to obtain it, whether wage employed on a steady basis or dependant upon hunting or trapping income. These concerns are simply examples of the main interests of the Central Arctic people when the Ordinance is considered.

Usually the people of the Arctic, and this applies to most people of the Northwest Territories, are concerned with the applicability of game laws to their specific settlement area; they rarely wish to consider legislation from the point of view of its applicability to the N.W.T. as a whole or to another Region. This is a reasonable approach when the vastness of the N.W.T. is considered but it does cause game law development and legislation to be quite difficult. Many Inuit realize that this approach creates difficulties but at the same time believes that unique settlement concerns can be taken care of by approaching the problem by means of specific legislation for small zones or settlement areas. Not too many of the voiced concerns are unique.

SPECIFIC CONCERNS

- general hunting licence
- white man's eligibility for G.H.L.
- spring hunt for migratory game birds
- prior advise re activity on the land
- muskox quota
- lawful calibre for big game
- increase in polar bear quotas
1. All settlements agree that any Inuit of the Territories should be eligible for a general hunting licence and that the authority to hunt that it gives should not be changed in any way. That the eligibility for this licence should not be influenced by the actual need of the applicant to hunt and that women should be considered as eligible for the licence.
 2. Pelly Bay, Holman Island, Cambridge Bay and Gjoa Haven thought that no white man, regardless of length of residence, should be eligible for a general hunting licence. Nothing specific was said in this respect at the other three settlements.
 3. The seven settlements all wish to be allowed to hunt migratory game birds during the spring season, prior to the nesting period.
 4. Pelly Bay's and Spence Bay's main concern was the people's wish to be advised of any prospecting, development, exploration, wildlife survey project before it is launched. It was said that they had never been consulted concerning activities of this kind.
 5. Three settlements - Coppermine, Spence Bay, and Pelly Bay wish to have a muskox quota; each in an area not too far from the settlement and where there are muskox to be found in the open season. Specifically these areas would be preferred set up as follows:
Pelly Bay - Hayes River Area
Spence Bay - South of Spence Bay or on Prince of Wales Island
Coppermine - west of the settlement
 6. All seven settlements agreed that rifles of .222 should be permitted for hunting caribou in that part of the Territories that lays north of the tree-line. There was fairly general agreement in each of these communities that this calibre is unsatisfactory for other big game.
 7. Six settlements asked for an increase in polar bear quota. Bay Chimo did not appear interested in a quota as bears are rarely seen in the area. There seemed to be the belief in the other six communities that bears are increasing. Holman Island hunters spoke of the possibility of hunting for the Melville Island quota of 12 bears.

- value of seized skins to H.T.A. 8. There was a general desire to have at least part of the market value of bear or other hides and pelts of animals killed to protect life and property or to prevent starvation returned to the community concerned for the H.T.A. and/or the hunter that took the skin. Holman Island believes it should be optional re: surrender of hides.
- more authority to H.T.A.'s 9. There is some belief, perhaps more emphatic than actually indicated, that the H.T.A. should have more authority, particularly in the field of issuing big game hunting licences, establishing quotas and open seasons, etc.
- tagging of big game hides 10. The six settlements concerned with hunting of polar bear wish to carry on with what seems to be the past and current manner of tagging bear and muskox hides, that is tag the hides when they have been stretched for drying. The H.T.A. distributes the tags for a certain period of time to a certain hunter; some Associations retain the tags until the hunter is successful.
- hunting of gulls 11. Pelly Bay wishes to have permits available for hunting of gulls when they are a nuisance. There seems to have been, for many years, a very persistent desire amid northern people to remove some of the abundant numbers of these birds.
- tagging and drugging of wildlife 12. Pelly Bay opposed the tagging and drugging of wildlife; and the tagging of fish.
- short chains on currently manufactured traps 13. There was a general opposition to the very short chains that manufacturers provide with leg-hold traps and they wish to know why their trapping efficiency should be lessened without prior consultation with them. They contend that ultra-short chains cause loss of fur due to early death of the trapped because of mobility to move around. Traps are difficult to set and also to keep operative when chains are too short.
- residential qualification for big game licence 14. A fairly general belief (six settlements) that the present requirement of six months, actual residence in the N.W.T. to qualify a person for a residents big game licence should be changed. Holman Island and Gjoa Haven qualified its assessment: 6 months would be sufficient for an "outsider" in the Territories with their family but others should reside here for a longer period of time. Chimo was not concerned with the subject. Pelly Bay, Cambridge Bay, Coppermine consider one year residence is sufficient and Spence Bay "much longer than 6 months."

- barren ground caribou quota for big game licences
15. There was little objection to the quota of 5 caribou for a holder of a big game licence except at Spence Bay where it was said that 5 was too many. Pelly Bay considered 5 as satisfactory for a white man with a native family but excessive for a single person.
- use of helicopter
16. There was realization at Pelly Bay of the possible threat to big game by improper use of helicopters but the hunters had no first hand knowledge of this kind of use. There was no comments elsewhere on this subject.
- use of tags on hides
17. At Holman Island there was concern expressed over tagging methods used and also over the use of metal tags. Some thought ear tags could be used for big game. They were specifically worried over manner of tagging capes when separated from balance of hide, etc. This subject requires consideration and decision. They are concerned over manner of tagging muskox hides. (2 small slits on hide, recommended).
- sport hunting of bear
18. There was no objection voiced at any of the seven settlements to the continuation of the provision for sport hunting of polar bear.
- Holman re counts of muskox/ muskox quotas
19. Concern was expressed at Holman Island over rapid muskox surveys which they claim would not account for all muskox present. Holman wishes an increase in the quota on Victoria Island but there was no other request for muskox quota increase. Chimo's five hunters said they were fully satisfied with their quota of five (5).
- trafficking in muskox meat
20. Cambridge Bay and Holman Island wish to be able to sell muskox meat. Chimo expressed no interest when it was explained that the meat could not now be sold.
- gifts of meat
21. There was agreement that it should be possible for G.H.L. holders to give gifts of big game meat to those without G.H.L.'s but in small quantity only.
- prohibition of leg-hold traps
22. Apparently all trappers of the Central Arctic would oppose prohibition of the currently used leg-hold spring traps.
- grizzly bear
23. The five hunters spoken to at Chimo wish to hunt grizzly bears. It was explained that the hides of any killed for food would be the property of the Government of the N.W.T. It should be noted that they requested that the turnover of hides be optional to the hunter.

- trapping of fox 24. At Chimo and Cambridge Bay they believe the open season should be extended to April 30 of this year. There is a general belief that the H.T.A. should establish open seasons for fox.
- identifying caches of meat left on the land 25. At Coppermine there has been a problem concerning wastage of caribou meat. The meeting agreed that caches of meat left on the land must be identified by tags or other means of permitting the hunter to leave his name and licence number on the meat left out on the land.
- Coppermine re: caribou waste 26. The Coppermine meeting came up with ideas respecting wastage of caribou meat.
- a) more field checks by game officers and R.C.M.P. are required.
 - b) that members of the H.T.A. should religiously report violations.
 - c) a quota for caribou should be established
- It should be noted that the only quota (c) requested was thirty (30) per year, for each hunters! This would be very high for many hunters but it was said that the H.T.A. should not establish the quota.
- scientific research on bear 27. At Cambridge Bay it was requested that polar bears be tagged only in warm (relatively) weather in order to lessen the danger of infection to the animal. They also believe that drugging in cold weather could be detrimental.
- tags for nuisance bears 28. Cambridge Bay and Spence Bay believe that nuisance bears taken in or near settlements should be covered by tags not considered as part of annual quota.
- no white trappers 29. Holman Island and Cambridge Bay Inuit do not want non-Inuit trapping in the settlement areas.
- wolf bounty 30. There appears to be no dominant desire to re-introduce the wolf bounty system.
- no marine mammal quota wanted 31. Spence Bay does not want a quota for narwhal or walrus.
- use of big game meat for trap bait 32. A fairly general belief that big game meat should be lawfully used for trap bait but in very small quantity or to make it lawful to sue when it is necessary to set traps to protect a meat cache on the land.
- ailing seals 33. Only at Pelly and Spence was it said that a very few wounded or sick seals had been taken. There seemed to be no great concern about this.

- Holman fish quota 34. Holman Island wishes to have a commercial fish quota.
- firarms Bill re: Commons 35. Two hunters worried regarding the Bill (Commons) that was intended to control public use of firearms.
- commercial caribou tags wanted 36. All of the seven settlements that do not have a commercial caribou quota wish to be provided with one.
- a) Gjoa Haven asked for 200 (on mainland). The population of Gjoa Haven is increasing fairly rapidly and this is the main reason for the request.
 - b) Holman wants a quota for Victoria Island.
 - c) Cambridge wants a quota for Victoria Island when caribou census has been completed.
- request to sell caribou meat through co-op 37. Gjoa Haven, Spence Bay, and Pelly Bay have requested that they be permitted to sell meat through their respective co-op at the present time and without commercial tags. The reason given is that they can sell to one another and the co-ops have storage facilities, particularly in the warmer weather.

CONCLUSION

This report is intended to present the concerns of the hunters and trappers of the Central Arctic. The Consultant has summarized that which appeared to be the majority opinion on various subjects that were in evidence at meetings.

Certain Regional summarizations remain to be presented to the Game Advisory Council by the Consultant.

The following communities have not yet been visited for the purpose of consulting with the people on their concerns over Game Ordinance revision into a Wildlife Ordinance:

Keewatin District

1. Repulse Bay
2. Coral Harbour
3. Chesterfield Inlet

Baffin District

1. Clyde
2. Grise Fiord

Mackenzie District

1. Snowdrift
2. Rae Lakes
3. Snare
4. Lac La Martre
5. Fort Good Hope
6. Colville Lake
7. Kakisa
8. Edzo

It had been considered that it would be unnecessary to visit Snare and it was thought that Edzo would have attended the Rae meetings that were held. The other

settlements in the Mackenzie District that were not visited were dropped from the Consultant's list because of difficulty experienced in obtaining information about the concerns of Indian settlements on the Mackenzie River.

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111. Ընթացիկ Դրություն

A. Պարտավորությունների Բնութագրում

Լեւոն Ընթացիկ 4 (2), Դ Երկրակազմի ԱԼԻ "Բաժնեմաս" Պարտավորություն
Ընթացիկ Դրությունը Բնութագրում է Պարտավորությունները

1. Դրությունը ծագում է Բնութագրումից և ունի նախ և հետո Պարտավորություն

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1. Գրառույթ (ճանաչողական) ընդհանուր
 ընդհանուր ընդհանուր ընդհանուր ընդհանուր
 ընդհանուր ընդհանուր ընդհանուր ընդհանուր
 ընդհանուր ընդհանուր ընդհանուր ընդհանուր

2. Փոփոխական (կենտրոնական)

3. Փոփոխական (կենտրոնական) ընդհանուր
 ընդհանուր ընդհանուր ընդհանուր ընդհանուր
 ընդհանուր ընդհանուր ընդհանուր ընդհանուր
 ընդհանուր ընդհանուր ընդհանուր ընդհանուր

ՀԱՅԿԱՆԵՆԻ ԳՐԱԳՐԱԿԱՆ ԿԵՆՏՐՈՆԻ ԿՈՄԻՏԵ ԸՆԹՈՒՆԱԿՆԵՐԻ ԿՈՄԻՏԵ

ԲՐԱՆՏԻ ԲՆԴՈՒՄ

1. Գրքի թիվը
2. Թիվը և ամիսը
3. Հեղինակը
4. Գրքի շարքը
5. Գրքի անունը
6. Գրքի քանակը և արժեքը
7. Ինչպե՞ս

ԲՐԱՆՏԻ ԲՆԴՈՒՄ

1. Ընթացիկ
2. Գրքի անունը
3. Գրքի անունը
4. Գրքի անունը
5. Գրքի անունը
6. Գրքի անունը

ԲՐԱՆՏԻ ԲՆԴՈՒՄ

1. Կոմիտե
2. Կոմիտե