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CANADIAN ARCTIC MARINE CONSERVATION STRATEGY

The marine waters of the Canadian Arctic are vast and vary significantly in their physical and biological characteristics. They form a contiguous part of a larger circumpolar ocean covering the marine areas of Alaska, the Soviet Union and Greenland. Hunting, trapping, and fishing continue to be important sources of food and income in all communities in the region. These activities not only provide the maintenance of a high protein country food diet but are equally important to the cultural and social survival of the Inuit.

The area is also valued for the aesthetic quality of the Arctic seas, the growing northern tourism industry, the increased interest in the commercialization of renewable resource harvesting, the national interest in the exploration for and development of non-renewable resources, and marine shipping. Finally, the Arctic marine waters provide a focus for sovereignty and northern defense issues.

The Need for an Arctic Marine Conservation Strategy (AMCS)

The priority need for a conservation strategy in the Arctic Sea has been recognized for some time. While elements of a policy exist, the Government of Canada does not have a comprehensive conservation strategy for the North. The Task Force Report on Northern Conservation released in 1984, like the earlier World Conservation Strategy, advocated conservation planning and made numerous recommendations towards achieving a balance between conservation and development. The Department of Fisheries and Oceans lead in the development of the Arctic marine conservation strategy is a direct consequence of the Task Force recommendations.

The purpose of developing an Arctic Marine Conservation Strategy is to achieve consensus on the optimal use of natural resources and promote development patterns that are sustainable. The idea is to plan now for the present and future use of Arctic marine resources by the integration of conservation practices with resource uses.

Department of Fisheries and Oceans Role in AMCS

The Department of Fisheries and Oceans has assumed the role of coordinator and advocate in the cooperative development, through consultation and consensus, of a comprehensive policy to conserve and manage the Arctic Ocean.

A public discussion paper, drafted through consultations with various organizations and agencies with an interest in the Arctic, has been released for public comment. It is summarized below. It is the intention of the Department of Fisheries and Oceans to continue to seek views of a wide variety of people and organizations on the contents of the discussion paper.

The Department of Fisheries and Oceans will monitor the implementation of the AMCS, once it has begun, to ensure that the responsible groups are undertaking the necessary actions and a record is kept of what happens to stocks of resources, to the environment, and to people as the actions are put into effect. Department of Fisheries and Oceans will report annually on this information to an AMCS Steering Committee comprising senior representatives of the Native, nongovernmental and governmental organizations with interests in Arctic marine conservation. In addition to ensuring that the AMCS is implemented properly, it is necessary to ensure periodically that the AMCS is achieving its objectives. This requires an audit procedure which would culminate in a report to the Steering

Committee every five years outlining whether goals are being achieved, assessing the status of the renewable resources and the quality of the marine environment, and identifying any problems encountered in the Arctic marine environment. The Steering Committee would act to resolve any issues identified through the monitoring and audit process.

The AMCS and its associated action plans must evolve over time and should be modified whenever necessary. This could occur when new knowledge becomes available, through the monitoring or audit processes, or as a result of other developments. Again, Department of Fisheries and Oceans will continue to lead in amending the AMCS on the basis of information from other organizations with responsibilities for its implementation.

The Strategy

The Arctic Marine Conservation Strategy provides a framework for the conservation and management of Arctic marine ecosystems, to ensure the quality of the marine environment, and to conserve the renewable resources which are an integral component of it. The intent is to provide for an integrated regime which will allow the sustained consumptive and non-consumptive use of renewable resources, and the development of nonrenewable resources in harmony with that of renewable resources. The AMCS provides the overall framework within which Arctic marine resources should be managed but does not include, for example, species-specific management plans or a detailed system of protected areas. These detailed action plans will be developed to implement the management objectives of the AMCS.

What does the Strategy Say?

The stated purpose of the Arctic Marine Conservation Strategy is "to ensure the future health and well-being of Arctic marine ecosystems, thereby enabling Canada to fulfill its national and international responsibilities in the Arctic and provide for sustained utilization of Arctic marine resources, in particular, use by Arctic peoples." The Strategy outlines 10 guiding principles which will provide objective statements against which the implementation of the strategy can be measured.

Implementation Strategies

The discussion paper outlines six strategies which

will provide a basis for future action plans.

1. Science

The AMCS recognizes that scientific knowledge of the Arctic resources and environment are essential to the development of resource management policies and informed decision-making. The planning and development of scientific information should incorporate the knowledge and viewpoints of northern Native peoples.

2. Shared Management Processes

Shared management is considered a prerequisite for conservation and effective management in the Arctic. The Strategy calls for the establishment of cooperative management structures and processes based on shared responsibility between governments, Arctic people, and other stakeholders, for making decisions about the use of renewable and nonrenewable resources.

3. Integrated Resource Planning and Management

The AMCS supports the development of an integrated regime which would reconcile the differences in objectives between resource users and between the various resource sectors. The cooperation of managers and legislators with the involvement of natural resource users is critical for effective implementation of the AMCS. The regime should ensure the present and future use of renewable resources with due consideration given to their economic, social, and cultural values, particularly to Arctic peoples. The regime should also recognize the benefits for all Canadians, including Arctic peoples, from nonrenewable resource development. Terms and conditions will be established through planning and environmental impact assessment, to allow for nonrenewable resource development but also minimize adverse effects on the Arctic marine ecosystem.

4. Marine Environmental Quality

It is important to ensure that industry and community development in the Arctic and developments outside of the Arctic region do not unacceptably affect the quality of the Arctic marine environment. In some cases, areas will require special protection to maintain natural conditions or preserve certain features for cultural, scientific, educational, aesthetic, recreational or biological purposes. The establishment of a system of protected areas can best be accomplished as a component of an integrated resource management system.

5. Public Knowledge

The AMCS advocates the development of a communication system to allow for the exchange of information and to promote understanding of the Arctic marine ecosystem and its importance to Canada. Awareness of the benefits of marine conservation and its relevance to everyday concerns enables policy makers, industrial proponents and the general public to see the need to achieve conservation objectives. The AMCS also encourages the sustainable use and management of renewable resources. Management will be most effective if it involves the resource users at the community level. If this is to happen, relevant education and training programs must be provided in a manner that is culturally acceptable to the trainee.

6. International Cooperation

The Canadian Arctic marine waters and its resources can be adversely affected by air and water pollution outside of Canada's jurisdictional boundaries. Migratory species which spend only part of their seasonal lifespan in Canada, may also be exploited by peoples from other countries. The AMCS encourages the development of a circumpolar conservation strategy for all Arctic marine waters. Bilateral management and research initiatives are also important in ensuring the sustainable use of renewable resources.

Where Would the Policy Apply?

The Arctic Marine Conservation Strategy applies to sea waters north of the Strait of Belle Isle, west of the boundary between Canada and Greenland and east of the northward extension of the boundary between Alaska and the Yukon. It includes Hudson and James Bays.

Other Policy Issues

The North is undergoing an evolutionary process as a consequence of Native land claims in Yukon, Northwest Territories, Quebec and Labrador; the division of the Northwest Territories; and political development in both the Yukon and Northwest Territories. The resolution of these issues will greatly affect and direct northern management and conservation. The AMCS principles recognize the particular rights of the Inuit and their special responsibilities for the management and use of the Arctic marine resources. The nature and extent of these rights are being defined through ongoing constitutional and Native claims negotiations. The

AMCS calls for their involvement now in decisions relating to the management and conservation of arctic resources.

In addition the Government of the Northwest Territories, the Yukon Government, and the Inuit Circumpolar Conference (ICC) are preparing conservation strategies. The AMCS will be closely linked with the Territorial Strategies and the ICC's Arctic Regional Conservation Strategy. Collectively these strategies will form components of a comprehensive northern Conservation Strategy for Canada and, with international cooperation, become part of a circumpolar conservation strategy.

Do You Wish to Comment?

Interested persons, groups and institutions are invited to provide constructive criticism on the comprehensive policy discussion paper that has been prepared by the Department. Copies of the complete paper may be obtained by writing to:

**Director
Arctic and Inland Fisheries
Department of Fisheries and Oceans
200 Kent Street
Ottawa, Ontario
K1A 0E6**

Copies are also available from the department's regional offices. Please specify if you require a copy in French, English or Inuktitut. Written comments may be forwarded directly to the Minister of Fisheries and Oceans in Ottawa. In addition, views may be made known directly to officials at one of the regional meetings to be arranged by the Department during the winter of 1987/88. Final deadline for the receipt of comments is May 31, 1988.

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The most positive impact upon Fort Simpson, Rae-Edzo and the communities they service will be from improved program delivery.

IX. EXECUTIVE COUNCIL CONCLUSION

After reviewing the consultant's report and recommendations, the Executive Council has:

1. accepted the concept of three area centres and specifically the program department centres of Fort Smith, Fort Simpson and Rae-Edzo.
2. appointed Gary Black to develop implementation plans for Executive Council review by March 31, 1987 including:
 - a) distribution of communities among area centres;
 - b) two centre concept for service departments and the recommended locations;
 - c) relocation of personnel as recommended;
 - d) detailed financial implications;
 - e) any policy considerations such as the review of the staff housing policy to safeguard employees who own their own homes.

V. ORGANIZATIONAL OPTIONS

The consultant considered basically two options, each having two variations: Firstly to move the current regional office in Fort Smith to either headquarters in Yellowknife or another community in the existing Fort Smith Region; secondly to strengthen existing area offices or enhancing area centres.

VI. RECOMMENDED ORGANIZATION

The consultant has recommended organization structures on two levels:

1. establish service departmental centres at two locations within the geographic areas of the existing Fort Smith Region. The consultant has recommended Fort Smith and Yellowknife as the locations.
2. establish program department centres at three locations within the geographic area of the existing Fort Smith Region. The consultant has recommended Fort Smith, Fort Simpson and Rae-Edzo as the locations.

The consultant also recommends the distribution of communities being serviced by the program and service centres.

VII. COST

The consultant concluded that the major portion of personnel resources necessary to establish area centres would come from service departments. Because the recommended organization establishes are centres for the service departments where these resources are already present, and substantial, the cost of implementing the new organization would be minimal. By building upon the substantial service resources already located in Yellowknife and Fort Smith, and by establishing some offsets from the existing Regional office as a result in lowered volume or scope of activity, the proposed organization could be introduced with no new person years.

VIII. SOCIO-ECONOMIC IMPACT

The consultant recommends 24 positions be relocated from Fort Smith to area centres. The consultant concludes that because the reduction in personnel assigned to Fort Smith would be minimal, less than 7% of Territorial personnel and less than 1% of community population, the introduction of the new organization should have minimal effect upon that community.

The community will benefit over the long run because of the stability resulting from a government organization based upon rational factors in which communications and transportation work in favor of the organization rather than against it.

The local economies of Fort Simpson and Rae-Edzo will benefit from an increase in government presence. Residents of those communities, and the communities they service will benefit from more responsive, more accessible and more efficient program delivery.

It is revealing that the Region in closest proximity to Headquarters with the most highly developed municipal government, and best transportation and communications facilities and systems, should have the greatest number of intermediate organizational levels and the largest number of staff assigned to co-ordinating and support functions.

IV. ORGANIZATIONAL NEEDS

In applying the organizational objectives for the review, and basic organizational principles related to intermediate organizational levels, a number of needs are clearly apparent.

- reduce the number of organizational levels to avoid duplication and increase the efficiency and speed of operational direction and decision-making.
- provide adequate authority and financial support and capability to the intermediate level to allow most operational decisions to be made close to the scene of operations.
- centralize service departments to enable greater economies of scale and allow personnel resources to be allocated to program departments servicing the public.
- decentralize program departments to allow program delivery to the public to be more accessible and decisions made more quickly.
- ensure that intermediate levels of organization are located to take advantage of geographical proximity to the communities served, and accessible to direct communications and transportation links.
- ensure a more efficient utilization of the pool of operational personnel based at the Yellowknife headquarters.
- recognize that each department has different organizational requirements. Departments with large and technically varied personnel complements require a more complex, hierarchical organization. Departments with a small complement, and low volume of major transactions in terms of financial implications, may require a simpler organization that emphasizes direct links to headquarters.
- recognize that the requirement for co-ordination is sometimes over emphasized in terms of its general application. Generally speaking the principal requirement for interdepartmental co-ordination of operations occurs between service departments rather than program departments. Co-ordination between program departments is more important at the headquarters level where policies and programs are formed, and planning occurs.

- the growth of municipalities and regional councils, and the expansion of the Legislative Assembly to the point where seven MLA's (two of whom are Ministers) are elected from within the Fort Smith Region, decrease the importance of the Regional executive as a source of independent advice and information to Ministers.
- the devolution of other Federal responsibilities such as Health and Forestry, is occurring, organizationally, outside of the Fort Smith Region. The devolution of Territorial programs such as school services, will create agencies operating outside of the Regional structure.

III. CURRENT ORGANIZATION

There are currently five program and four service departments represented within the Regional office. Co-ordination is exercised by a Regional executive staff.

All departments have a form of Area organization although the form, number, and location of these offices vary between departments. Field staff reporting to the Regional executive are placed in some locations and carry out a variety of administrative functions on behalf of other departments, in addition to a co-ordinating role. Below the Regional level there is no standard organizational format.

The function of Area offices is direction and supervision and the provision of administrative and technical support to a group of communities. Limited financial and management authority are provided at these levels, and they lack the financial resources and systems necessary to increase the authority. As a result considerable duplication exists with the Regional office in terms of direction and supervision, administrative support and co-ordination.

A high percentage of personnel resources within the Region are allocated to the functions of direction, supervision, co-ordination and administration and at these two levels of intermediate organization. Within the total personnel complement of the Region (583) 37.7% of the person years are allocated to the Regional and Area levels of organization. This compares with 26% in the Baffin Region which has a similar level and personnel complement (557).

The duplication of function between Regional and Area offices, limited decision-making capability at Area offices, and delays and difficulties in communication and transportation between communities, Area offices and Regional offices result in considerable delays in decision-making, and result in considerable inefficiencies with regard to service and program delivery.

Because of the distance from headquarters it was necessary to ensure co-ordination through an executive officer. Because all activities of the Department fell within the ultimate responsibility of the Minister, the organization was hierarchical. The executive officer at each level of the organization directed the activities of functional units at that level and reported to the executive officer at the next level, ultimately to the Minister.

When the Territorial Government assumed the responsibilities formerly exercised by the Department of Indian and Northern Affairs, and most particularly when responsible government as de facto introduced, the circumstances leading to the original organization concept altered significantly.

- the distance between headquarters and regional offices, in the west, decreased significantly.
- the headquarters became closer geographically, and in terms of communications and transportation, to many of the communities in the central Mackenzie, than the regional office.
- the introduction of Ministerial responsibility, a prerequisite of responsible government, required the removal of executive authority from Regional Directors.
- a sizeable program and service delivery staff was developed within the headquarters community to service the departments at that location, and to deliver programs to the public within that community.

Developments over the ensuing years led to a substantial erosion of the regional organization as originally conceived.

- increased growth and development led to an expansion of the public service that allowed the placement in communities of personnel previously located at intermediate levels of the organization.
- increased personnel within the communities, and the distance of those communities from the regional office (geographically and in terms of transportation and communications service) led to the establishment of Area offices at geographically central locations close to a group of communities.
- a number of agencies of the Territorial Government were located within the Fort Smith Region but operated independently of the Regional organization.
- other departments of the Territorial public service, without field personnel, operated directly from headquarters.

Other events have a bearing on eroding the traditional function of the Fort Smith Regional office.

SUMMARY OF COTTERILL REPORT
PREPARED FOR EXECUTIVE COUNCIL

I. INTRODUCTION

The purpose of the study was to consider alternative organizational structures to the existing Fort Smith Region, which would allow for more efficient program and service delivery within the current and projected organizational needs of the Territorial Government.

Three organizational objectives were determined by the consultant to guide the determination of a new structure.

1. To provide more efficient and effective program delivery to the public in the communities served by the current regional organization.
2. To provide an organization that is cost-effective by ensuring:
 - the optimum use of available human resources;
 - the optimum use of existing financial resources and physical infrastructure.
3. The minimum number of changes to the existing organization consistent with the achievement of the first two objectives.

II. BACKGROUND

The existing Fort Smith Region is patterned on the organization of the Federal Department of Indian and Northern Affairs when it carried out those governmental responsibilities currently exercised by the Government of the Northwest Territories. The concept behind its organization was to ensure overall co-ordination of departmental responsibilities by placing each of the departmental units responsible for specific programs or services in one location under the direction of a resident, senior, executive officer. That senior executive officer was responsible, ultimately, to the Minister of the Department.

A number of factors led to this particular organizational concept.

- the scarcity of skilled professional and technical personnel within the communities, and therefore the need to pool them at an intermediate level of organization that was geographically central in terms of transportation and communications.
- the efficiencies resulting from the centralization of administrative, financial and other service and support personnel.
- the geographic distance from Ottawa and the need to ensure an effective level of operational planning and decision making close to the field of operations.

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SUMMARY OF COTTERILL REPORT
PREPARED FOR EXECUTIVE COUNCIL

Tabled at the Legislative
Assembly October 28, 1986
by the Honourable Nick Sibbeston