

IMPLEMENTATION OF THE INUVIALUIT FINAL AGREEMENT

ANNUAL REVIEW 1997-1998



Indian and Northern
Affairs Canada

Affaires Indiennes
et du Nord Canada

Canada

Acrobatics

Helen Kalvak (1901 – 1984)

stonecut

Holman Island Collection, 1972/73, no. 1

Helen Kavlak, one of the major graphic artists from Holman Island, has made a unique contribution to the visual history of the Inuvialuit people. Inspired by the vast store of legends she learned from her mother, she created some 3,000 drawings, prints of which have appeared in Holman annual collections since 1965. Kalvak's work has been exhibited throughout Canada the United States and Europe. She was elected a member of the Royal Canadian Academy of Arts in 1975 and appointed a Member of the Order of Canada in 1978. "The Dance", a Kalvak print, was reproduced on a Canadian postage stamp in 1979.

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FOREWORD

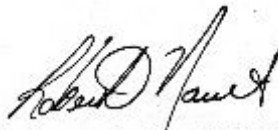
1997-1998 marked the completion of the 14th year of implementation of the Inuvialuit Final Agreement. This Agreement has provided opportunities for the Inuvialuit and the governments of Canada, the Northwest Territories and Yukon to participate in a co-operative relationship to attain valued objectives: "a) to preserve Inuvialuit cultural identity and values within a changing northern society; b) to enable Inuvialuit to be equal and meaningful participants in the northern and national economy and society; and c) to protect and preserve the Arctic wildlife, environment and biological productivity."

The 1997-1998 Annual Review of the Implementation of the Inuvialuit Final Agreement is based on information provided by key stakeholders.

Accomplishments included the following.

- The Inuvialuit Game Council developed criteria for the Inuvialuit Harvesters Assistance Program as well as curriculum to introduce wildlife management to all grade levels in schools within the Inuvialuit Settlement Region.
- The six Hunters and Trappers Committees were actively involved with several monitoring projects and surveys as the Beluga Monitors Contract and the Pease Point Char Tagging Program.
- The Joint Secretariat assisted in the development of the Arctic College (Aurora Campus) Natural Resource Training Program and the Centre of Excellence proposal for the Aurora Research Institute.

The achievements identified in this annual review are the results of partnerships and goodwill which have been developed and strengthened over the last 14 years. I am sure that this co-operation will ensure the continuing implementation of this important Agreement.



The Honourable Robert D. Nault, P.C., M.P.
Minister of Indian Affairs and Northern Development

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Glossary of Acronyms and Abbreviations

CEAA	Canadian Environmental Assessment Agency
CWS	Canadian Wildlife Service
DFO	Department of Fisheries and Oceans .
DIAND	Department of Indian Affairs and Northern Development
DEW	Distant Early Warning
EIRB	Environmental Impact Review Board
EISC	Environmental Impact Screening Committee
FJMC	Fisheries Joint Management Committee
FOL	Forward Operating Location
GIS	Geographic Information System
GNWT	Government of the Northwest Territories
HRRC	Human Resources Development Canada
HTC	Hunters and Trappers Committee
IFA	Inuvialuit Final Agreement
IGC	Inuvialuit, Game Council
ILA	Inuvialuit Land Administration
IRC	Inuvialuit Regional Corporation
ISR	Inuvialuit Settlement Region
MMPA	<i>Marine Mammals Protection Act</i>
NAMMCO	North Atlantic Marine Mammal Commission
NAP	Northern Affairs Program (DIAND)
NEB	National Energy Board
NHS	National Historic Site
NWT	Northwest Territories
PWGSC	Public Works and Government Services Canada
PWNHC	Prince of Wales Northern Heritage Centre
RAC	Research Advisory Council
RRC	Renewable Resource Council
RWED	Department of Resources, Wildlife and Economic Development (GNWT)
SHEBA/JOIS	Surface Heat Budget of the Arctic Ocean - Joint Ocean Ice Studies
SOVOPS	Sovereignty Operations
WMAC-NS	Wildlife Management Advisory Council - North Slope
WMAC-NWT	Wildlife Management Advisory Council - Northwest Territories
YTG	Yukon Territorial Government

1 FEATURES OF THE AGREEMENT

The Inuvialuit Final Agreement (IFA) came into effect in July 1984. The Agreement was signed in June 1984, at the time the enabling *Western Arctic (Inuvialuit) Claims Settlement Act* was passed.

Land Ownership

The IFA provides the Inuvialuit with:

- Fee simple absolute title to approximately 91,000 square kilometres of land in the Western Arctic the Inuvialuit Settlement Region (ISR). The ISR includes other North Slope of the Yukon Territory, the eastern half of the Beaufort Sea, part of the Arctic Ocean, Banks Island, much of the western part of Victoria Island and some of the Parry Islands (see map, Appendix 1).
- Title is provided to surface and subsurface rights on some 13,000 square kilometres.

Financial and Economic

- Under the IFA, the Inuvialuit received a total of \$152 million over 14 years, ending in 1997, plus a one-time payment of \$7.5 million to assist social development and \$10 million that was paid to the Economic Enhancement Fund in 1984.
- The Economic Enhancement Fund was established to provide for Inuvialuit participation in the northern Canadian economy, Inuvialuit integration into Canadian society through economic development and long-term investments to build a solid base for future development.
- The Inuvialuit Regional Corporation (IRC), Department of Indian Affairs and Northern Development (DIAND) and Department of Tourism and Economic Development of the Government of the Northwest Territories (GNWT) established the Economic Measures Steering Committee. Its purpose is to identify the types of issues and data required for a public review addressing the economic development of the ISR scheduled for the year 2000. The Inuvialuit, the GNWT and DIAND jointly fund this Steering Committee

Inuvialuit Corporations

Section 6 of the IFA sets up a series of Inuvialuit corporations with the responsibility for administering and managing settlement funds, lands and other benefits. The following organizations are included.

- The IRC is responsible for co-ordinating Inuvialuit implementation activities. Direction is provided by six Inuvialuit community corporations.
- The Inuvialuit Land Corporation administers settlement lands.
- The Inuvialuit Development Corporation and the Inuvialuit Investment Corporation are responsible for carrying on business activities and investing settlement funds on behalf of the Inuvialuit.

Wildlife and the Environment

Sections 14 and 18 of the Agreement provide the Inuvialuit with extensive wildlife harvesting rights and a dispute resolution mechanism to establish financial or remedial measures for developers as compensation for harvest losses.

Inuvialuit participation in wildlife management and conservation and in environmental protection is ensured under the IFA. Inuvialuit Hunters and Trappers Committees (HTCs) were set up in each community, with each represented on the Inuvialuit Game Council (IGC).

The IFA established five joint advisory bodies with equal government and Inuvialuit representation.

- The Environmental Impact Screening Committee (EISC) assesses whether proposed developments require detailed environmental impact assessments.
- The Environmental Impact Review Board (EIRB) carries out public reviews of development proposals deemed necessary by the EISC.
- The Fisheries Joint Management Committee (FJMC) advises the Minister of Fisheries and Oceans on matters relating to fisheries and marine mammals in the ISR.
- The Wildlife Management Advisory Council - Northwest Territories (WMAC-NWT) advises government and other appropriate bodies on wildlife conservation matters in the Northwest Territories portion of the settlement region.

- The Wildlife Management Advisory Council - North Slope (WMAC-NS) advises government and other appropriate bodies on wildlife conservation matters in the Yukon North Slope.

Other Provisions

- The enrolment authority, established by section 5 of the IFA, determines the beneficiaries of the Agreement. This authority is composed of two Inuvialuit representatives and one federal government official. The IRC maintains the official beneficiary enrolment list.
- Socio-economic initiatives are a key element of the IFA.

2 INUVIALUIT, WILDLIFE MANAGEMENT

2.1 Inuvialuit Game Council

The Inuvialuit Game Council, as referenced in section 14 of the IFA, represents the collective Inuvialuit interest in wildlife. The Council is composed of two representatives from each of the six Inuvialuit HTCs. Each HTC elects a director (voting member) and an alternate to the IGC. Both directors and alternates attend all regular and special meetings of the IGC.

Council members review wildlife research proposals for projects within the ISR. Proposals are put forward by the Canadian Wildlife Service (CWS) and the renewable resource departments of both the GNWT and Yukon Territorial Government (YTG). The IGC then sets funding priorities for these projects and other initiatives that relate to wildlife and the environment.

The co-management process, established by the IFA, is beginning to be recognized internationally for its merits. The IGC works closely with the co-management committees and boards, often relying on their advice and expertise.

The IGC continues to be involved with many organizations at the local, regional, national and international levels, representing the Inuvialuit on a broad range of matters relating to wildlife and the environment. Increasingly, greater time allocations are required to cover national and international issues. Demand for IGC participation far exceeds planned activity levels. In order to meet growing demands and stay within budget, the number of IGC meetings in 1997-1998 was reduced from five to four.

Local and Regional

Activities included these.

- Development of criteria for the Inuvialuit Harvesters Assistance Program: the GNWT is matching the Inuvialuit, dollar for dollar, to establish a permanent source of funds for access by Inuvialuit harvesters. The intent is to maintain the initial investment in this fund, while contributing only a portion of the interest earned each year to assist harvesters.
- A curriculum to introduce wildlife management to all grade levels in schools within the ISR is under development.

- Work related to the Yukon Development Process and amendments to the *Yukon Wildlife Act* continues.

National and International

The IGC was actively involved nationally and internationally with numerous events, initiatives and organizations. These included the:

- Convention on the International Trade of Endangered Species;
- World Council of Whalers;
- Polar Bear Technical Committee;
- International wildlife law;
- North Atlantic Marine Mammal Commission;
- Arctic Goose Joint Venture; and
- Transborder water agreements.

A notable event was the signing of the agreement in principle for the Management of Beaufort Beluga Whales with the Inupiat of Alaska.

2.2 Hunters and Trappers Committees

HTCs are established in the six major Inuvialuit communities: Inuvik, Aklavik, Tuktoyaktuk, Holman, Paulatuk and Sachs Harbour. The HTCs focus on ongoing issues affecting hunters and trappers within their areas, camp registrations, land use applications and information dissemination to members. Administrative and operational costs of HTCs are the responsibility of the GNWT.

HTC highlights for 1997-1998 are profiled below.

Inuvik HTC

- During the winter, two caribou hunts were successfully carried out providing employment for approximately 20 hunters, an abundant supply of meat for distribution within the community and an opportunity for young hunters to learn from the Elders.
- The Beluga Monitors Contract was carried out.
- Tumitchiat Outfitters Ltd., a small business arm of the HTC, was created and registered. This business provides employment to HTC members through

contract work. In 1997-1998, Tumitchiat was awarded contracts to provide two environmental monitors for the Ikhil Gas Project and four bear monitors for the Japex Project.

- A wildlife compensation agreement was signed with the Ikhil Gas Project, which is being carried out by the Inuvialuit Petroleum Corporation.

Aklavik HTC

- The Aklavik HTC was actively involved with issues pertaining to the Yukon North Slope and Herschel Territorial Park.
- Grizzly bear problems were a continuing focus during the year.

Tuktoyaktuk HTC

- Tuktoyaktuk HTC members participated in the herring study in Tuktoyaktuk Harbour, the joint Fisheries Canada and FJMC study; the Beluga Tagging Project; and beluga monitoring during the harvesting season.
- Two environmental monitors were provided to Northwest Transportation Company Limited for oil spill clean-up and for salvaging work to float a dry dock sunk in Tuk Harbour.

Holman (Olokhatomiut) HTC

- The Holman HTC ran into financial problems and was forced to close its office from July to December. A new board was subsequently established and monthly meetings resumed. The needs of members are being addressed.

Paulatuk HTC

- Guides were provided for sport hunts for polar bears, grizzly bears and muskox during the spring.
- During the summer, members were involved in the Beluga Monitoring and Sampling Program, the Pearse Point Char Tagging Program and char monitoring in the Hornaday River System, where spawning grounds were identified.

Sachs Harbour HTC

- Financial audits were updated to allow for continuance of funding and operations.

- The annual commercial harvest of muskox was carried out. Due to weather conditions and other mitigating circumstances, however, only 1,200 animals out of the total request of 2,500 were harvested.
- Sport hunts were conducted for HTC clients.

3 JOINT IMPLEMENTING BODIES

3.1 Joint Secretariat

The Joint Secretariat was established to provide technical and administrative support to the IGC and the following Inuvialuit Renewable Resource Committees (RRCs):

- Environmental Impact Screening Committee;
- Environmental Impact Review Board;
- Wildlife Management Advisory Council - Northwest Territories; and
- Fisheries Joint Management Committee.

The Secretariat also administers funding for these institutions, co-ordinates communications and disseminates information on activities, and performs the library and data collection duties of the Research Advisory Council.

Board Meetings

- Annual general meeting and regular meeting were held in Dawson, September 1997.
- Other regular board meetings took place in Yellowknife and Calgary.

Activities

- External funding for the Beluga Telemetry (satellite tagging) and WMAC-NWT Curriculum Development projects was administered.
- Liaison and co-operation with the IRC on environmental legislation, regulations, Inuvialuit Harvester Assistance Program occurred.
- The Secretariat assisted in the development of the Arctic College (Aurora Campus) Natural Resource Training Program and the Centre of Excellence proposal for the Aurora Research Institute.
- Major modifications to the Inuvialuit Harvest Study (e.g., emphasis on HTC data collection, staffing changes) were made.

- Management of the geographical information and computer systems in support of the Joint Secretariat, IGC and Renewable Resource Committees: this work emphasizes the development and implementation of effective digital data management, standardization initiatives, data procurement, vegetation mapping and the geo-referenced traditional names database.
- Hard copy maps for a variety of purposes (e.g., community conservation plans) were produced.
- Presentations, conferences, seminars - including the co-management presentation to the congressional caucus, Washington; Contaminants Workshop, Inuvik; North Slope Conference, Dawson; CITIES, Harare; and the Alaska Beluga Whale Committee Meeting, Fairbanks -- occurred.
- The Joint Secretariat's computer equipment and systems were upgraded.

3.2 Arbitration Board

Pursuant to section 18, the 11-member Arbitration Board was established as a quasi-judicial body to resolve disputes among the Inuvialuit, Canada and industry resulting from the IFA. The Board also has jurisdiction to arbitrate enrolment disputes arising from the publication of the official beneficiary enrolment list. There were no disputes brought before the Arbitration Board during 1997-1998.

3.3 Environmental Impact Screening Committee

The Committee, established pursuant to section 11 of the IFA, screens all development proposals within the ISR to determine the need for environmental impact assessments. If assessments are required, proposals are referred to the EIRB and/or other review bodies for a public environmental impact assessment.

Thirty-five project descriptions were screened during the eight meetings that the EISC held during 1997-1998. Of these, the EISC decided that 32 would have no significant negative impact. The remaining three project descriptions were deemed to be deficient. None of the developments, therefore, were referred to the EIRB for further impact assessment or review.

The Committee decided that a number of the projects were exempt from screening by resolution. For example, 25 projects submitted by the FJMC were exempted because they had gone through the IFA co-management process, and two monitoring projects from Parks Canada were considered to be fundamental to park management.

3.4 Environmental Impact Review Board

The Board, established pursuant to section 11 of the IFA, is responsible for carrying out the public environmental review of development projects. The EIRB recommends whether development projects should proceed and assigns terms and conditions. For example, the Board recommends measures to minimize the negative impact on wildlife harvesting. If wildlife compensation is an issue, limits of liability are recommended for the developer.

In February 1998, the Honourable Christine Stewart, Minister of Environment, agreed that the EIRB review process could replace the review process provided for in the *Canadian Environmental Assessment Act* for developments affecting the ISR (on a case by case basis). At year-end, the Memorandum of Understanding between the EIRB and the Minister of the Environment addressing substitution remained under discussion.

The Board completed its review of operating procedures and approved issuance in October 1997. These procedures were revised to incorporate comments from the co-management groups that arose following the Driftwood Lumber Salvage Proposal review, Parks Canada and DIAND.

During 1997-1998, the Board was also involved in the following activities.

- Recognizing the Board's use of study data for financial compensation determinations, \$6,000 was provided to the Inuvialuit Harvest Study.
- The Board reviewed progress in implementing the screening and review processes of the Gwich'in and the Council of Yukon First Nations land claims.
- Comments were provided to the IGC on the amendments to the IFA that deal with the screening and review process (as requested).

3.5 Wildlife Management Advisory Council - Northwest Territories

The Wildlife Management Advisory Council - Northwest Territories provides wildlife management advice pertaining to the Western Arctic region of the Northwest Territories to officials and organizations, including the federal and territorial ministers responsible for wildlife management, the EISC and the EIRB. It prepares wildlife conservation and management plans for the Western Arctic and recommends appropriate wildlife harvest quotas. The WMAC-NWT was established pursuant to section 14 of the IFA.

Community Conservation Plans

The Council continued to participate in implementing recommendations from the December-1994 Inuvialuit community conservation plan implementation workshop on protected areas in the ISR, the development of educational programs and a project to digitize all the land-use maps in the six community conservation plans.

A project to digitize the maps from the community conservation plans for retrieval through a computerized geographical information system (GIS) will be included in this process. The computerized GIS will enable much more efficient use of information on Inuvialuit land use, wildlife harvesting, wildlife management and environmental impact assessment. This project will assist several institutions of public government to fulfill their mandates more effectively.

The Council is also responsible for monitoring the implementation of all recommendations delegated to the organizations that attended the 1994 workshop. A status review of the implementation of the workshop recommendations was completed. It showed that numerous recommendations have yet to be addressed by the organizations responsible for them. In 1998-1999, the Council will encourage responsible organizations to implement these recommendations.

By-Law Development for Wildlife Harvesting

The IFA requires that the Inuvialuit be involved in managing wildlife in the ISR. To this end, the Agreement gives HTC's the authority to regulate Inuvialuit subsistence harvesting rights through the by-laws enforceable under the NWT Wildlife Act. While the Minister has jurisdiction and retains ultimate authority for wildlife management, this authority is usually limited by that of the HTC's. The Council has developed a co-operative process through which information is exchanged between the Department of Resources, Wildlife and Economic Development (RWED), Government of the Northwest Territories and the Inuvialuit HTC's to help develop wildlife management by-laws and to incorporate them into the RWED's regulations.

This process also involves the IGC which is responsible for review and approval of by-laws passed by HTC's to assure their uniform application to all Inuvialuit. While this process for incorporating these HTC by-laws into the regulatory process for wildlife management in the NWT continues to evolve, it has already contributed substantially to the creation of internationally recognized management regimes for grizzly and polar bears throughout the ISR.

During 1997-1998, no new HTC wildlife management by-laws were reviewed by the WMAC-NWT. Minor amendments were made to polar bear, grizzly bear, muskox, barren-ground caribou and wolf by-laws.

The polar bear quota for the Southern Beaufort Region was raised from 39 to 40 animals, with the additional tag allocated to Inuvik. This was the only quota amended.

Commercial Harvesting of Wildlife

The IGC and the community of Sachs Harbour conducted a federally approved commercial harvest of muskox. In total, 1,254 muskox were taken, producing commercial meat and qiviut for export (34,360 kg for export). The Council will work with commercial harvesting interests on Banks Island and monitor the impact on muskox and caribou populations.

A few Bluenose caribou were harvested for local sale under the existing commercial quota. The amount was within the established quota and was not significantly different from previous years.

Migratory Bird Convention

- The WMAC-NWT continued its active role in supporting changes to the Migratory Bird Convention to legalize the spring hunting of migratory birds by Aboriginal peoples.
- The protocol to amend the Migratory Bird Convention as signed by Canada and the United States in December 1995 has been ratified. Final exchange of documents to put amendments into force is expected in 1998-1999. In anticipation of this, the Council is participating in activities to facilitate changes to migratory bird management.

Legislation Affecting Wildlife Management

The Council commented on Bill C-65, *An Act Respecting the Protection of Wildlife Species in Canada from Extirpation or Extinction*. The proposed bill died when Parliament was dissolved in June 1997 for the federal election. The federal government has since indicated that new legislation will be put forward for public consultation. The Council continues to monitor developments.

Development of Species Management Plans

All six Inuvialuit community conservation plans made strong recommendations identifying the need for species management plans. In response, the WMAC-NWT placed a high priority on their development. Two species management plans were dealt with during 1997-1998: the Bluenose Caribou Management Plan and the ISR Grizzly Bear Management Plan. Work has begun on multi-species co-management plans for Banks Island and Northwest Victoria Island.

The Bluenose Caribou Management Plan details requirements for maintaining the Bluenose caribou herd throughout its range. The final plan will have a similar format to the existing Porcupine Caribou Management Plan and will include a work plan for research and management tasks. The plan will affect four land claim settlement areas: Inuvialuit, Gwich'in, Nunavut and Sahtu. Therefore, all the wildlife management organizations representing these settlement areas agreed that the RWED should assume the lead role for developing the plan.

The ISR Grizzly Bear Management Plan was completed and approved. This plan has a similar format to the Porcupine Caribou Management Plan and includes a work plan for research and management tasks.

3.6 Wildlife Management Advisory Council - North Slope

The Wildlife Management Advisory Council - North Slope (WMAC-NS) for the Yukon North Slope is the counterpart of the WMAC-NWT. The Council's responsibilities include establishing harvest quotas, advising Inuvialuit and government agencies on all North Slope wildlife and habitat conservation issues, reviewing proposals for IFA funded research projects related to wildlife management, making recommendations to the IGC and advising the appropriate government ministers regarding management of parks in the North Slope. The WMAC-NS was established pursuant to section 12 of the IFA.

3.7 Fisheries Joint Management Committee

The FJMC, established pursuant to section 14 of the IFA, assists the Minister of Fisheries and Oceans in the management of fisheries, and provides advice on all matters affecting settlement region fisheries.

The FJMC works closely with government agencies, renewable resource user groups in the Inuvialuit communities and other renewable resource boards in Canada and Alaska which oversee common migratory stocks. In keeping with the co-management philosophy of the IFA, consultation with local HTC's, the IGC, Department of Fisheries and Oceans (DFO) and other government agencies was an important part of the Committee's activities in 1997-1998.

4 GOVERNMENT OF THE NORTHWEST TERRITORIES

Under the terms of the IFA, the Government of Northwest Territories is responsible for:

- Appointing the chairperson and GNWT members and providing a secretariat for the WMAC-NWT;
- Administrative and operational costs of the IGC and the six community HTC's;
- Designating a member to each of the EISC, EIRB, Arbitration Board and the Research Advisory Council (RAC); and
- The budget for the operation and maintenance of the RAC.

An agreement has been struck whereby the RAC funding is now provided to the Joint Secretariat for the supply of library services. The GNWT provides funding to the Joint Secretariat which then accords technical and administrative support to the various IFA boards.

4.1 Ministry of Aboriginal Affairs

Throughout the fiscal year, the Ministry worked closely with GNWT program departments and the Joint Secretariat to promote effective administration of GNWT implementation funding by co-ordinating the annual contribution agreement process and implementation audits and by recommending funding reallocations between approved implementation tasks. The Ministry was also responsible for preparing the GNWT component of this annual report and for co-ordinating the nomination process for the GNWT members on the EISC and EIRB.

Significant efforts were made by ministry officials to resolve the long outstanding issues of general access to Inuvialuit lands and municipal requirements for Inuvialuit lands. These issues arise from the interpretation of Article 7(61) of the IFA and the fact that GNWT infrastructure such as solid waste sites and water pumping stations were on lands selected by the Inuvialuit. Access to, and use of, these sites is still in dispute.

An inter-jurisdictional claims implementation conference was hosted by the Ministry from August 19 to 21, 1997. Participants included representatives from British Columbia, Ontario, Quebec, Newfoundland and the Yukon. A variety of

implementation topics were discussed and all parties agreed to continue meeting regularly to discuss issues and share ideas.

In addition to regular meetings with departmental implementation co-ordinators, the Ministry held its annual workshop for all GNWT implementation personnel from September 2 to 5, 1997. These meetings provide an opportunity to discuss implementation activities, potential issues and the status of implementation funding.

4.2 Resources, Wildlife and Economic Development

The Department of Resources, Wildlife and Economic Development worked closely with the IRC and the Inuvialuit communities, encouraging Inuvialuit participation in employment opportunities and economic self-sufficiency within the ISR. The department provided business advice, counselling and support, and assisted Inuvialuit businesses and individuals to access financial support from RWED, other GNWT departments and the private sector.

As part of the community economic development process, Inuvialuit beneficiaries participated in a Future Search Conference. The department and community leaders worked co-operatively toward community economic and business development. In co-operation with the IRC and the Joint Secretariat, the department created and staffed an HTC co-ordinator position to liaise with the Inuvialuit organizations and co-management bodies and provide logistical support to the HTCs in the areas of administration and wildlife management.

The Department also consulted with the IGC, WMAC-NWT and the local HTCs on all matters regarding wildlife management in the ISR. Wildlife studies represent a significant part of the GNWT's operations.

Inuvialuit Harvest Study

Harvest data were collected, verified on a monthly basis and summarized by community, month and species.

Banks Island Caribou and Muskox

Composition surveys were done in June/July 1997 to get calf:cow and yearling:cow ratios for caribou on Banks Island and muskox on the southern third of the island. An attempt was made to survey the whole island population of caribou and muskox, but the survey could not be completed due to poor weather conditions.

The final year of the range study was completed. Data on summer and winter range conditions, seasonal patterns of range use and body conditions of caribou and muskox were collected over a five-year period. Snow conditions were monitored in

the vicinity of caribou and muskox feeding craters on the winter range and forage quality, quantity and availability on summer and winter ranges was assessed. Final reports summarizing all data collected during the range study (1993-1994 to 1997-1998) will be prepared in 1998-1999. A vegetation and habitat map will be produced in 1998-1999.

Samples were collected from hunter-harvested caribou to determine age, diet and body condition of adult male caribou on Banks Island. Tissue samples collected from caribou harvested over the last five years were organized and prepared for studies comparing DNA of caribou on Banks Island with those on other arctic islands and the mainland.

RWED worked with the Sachs Harbour HTC and the IRC to assess the economic feasibility of conducting a large-scale commercial muskox harvest on Banks Island. Departmental staff attended the harvest to monitor activities and to collect biological samples and information from harvested muskox.

Draft management plans were prepared in consultation with the Sachs Harbour and Holman HTCs for caribou, muskox, arctic wolves, snow geese and small herbivores on Banks Island, and for caribou, muskox, arctic wolves and small herbivores on northwest Victoria Island, respectively.

Bluenose Caribou

A draft management plan was prepared that included information on the status of the herd, maps showing the seasonal ranges of the herd and land management within the range of the herd. The draft plan was sent to the HTCs, RRCs and HTOs in communities within the range of the herd and to the co-management boards and government agencies responsible for wildlife management in the Inuvialuit, Gwich'in, Sahtu and Nunavut land claim areas.

The second year of the Bluenose caribou satellite-collaring program was completed. The collared caribou were located during the post-calving period to determine if they had calved. Maps showing the location and movement of the 15 satellite-collared caribou were provided on a regular basis to the 12 user communities and wildlife co-management boards.

Data from the first year of satellite tracking supported the idea that there were actually two herds within the range of the Bluenose caribou herd. One herd calves in the headwaters of the Rae-Richardson rivers, ruts in the Caribou Point area of Great Bear Lake and winters from Kugluktuk south along the east and south shores of Great Bear Lake. The other herd calves in the western ISR, the Gwich'in Settlement Area and the northern Sahtu Settlement Area. Tissue samples were collected for DNA analyses from caribou harvested in the Kugluktuk, Deline, Fort Good Hope,

Paulatuk, Tuktoyaktuk, Inuvik and Horton Lake areas. The Yukon Department of Renewable Resources provided samples from the Porcupine caribou herd. The Porcupine caribou herd was used as a benchmark for the DNA work because it is a well-defined herd. The University of Alberta is doing the DNA work. The second year of satellite tracking and the preliminary results of the DNA analysis further support the idea that there are two herds. This project was funded by RWED, WMAC-NWT/IGC, Gwich'in Renewable Resources Board, Sahtu Renewable Resource Board and the Nunavut Wildlife Management Board.

Plans were made to work co-operatively with Parks Canada to classify vegetation and habitat types in Tukut Nogait National Park and adjacent areas west of the Park.

Mainland Muskox

Fecal samples collected during the 1996-1997 population survey were analyzed to determine diet. This work complemented similar work done in the Sahtu Region.

Anderson-Horton Grizzly Bear

Radio-collared grizzly bears were located to determine reproductive status. The bears were captured and radio collars removed. Productivity and survival data were summarized. A draft report on the results of the study was prepared. Preliminary work was completed to determine sustainable harvest rates.

Richardson Mountain Grizzly Bear

Radio-collared female grizzly bears were located in June 1997 to determine reproductive status. The sex and age composition of the harvest was monitored. The Gwich'in Renewable Resources Board and the WMAC-NS helped fund this project.

Grizzly Bear Harvest

The grizzly bear harvest and problem bear occurrence/kill database for the Inuvik region was maintained. Quotas and harvest information for each community hunting area were reviewed. Results of the review were presented in the annual Summary of Harvest Data for Species Under Quota in the ISR report prepared for the WMAC-NWT and WMAC-NS.

Grizzly Bear Management Plan

The grizzly bear management plan for the ISR was completed and recommended by the WMAC-NWT and WMAC-NS. Copies of the plan were sent to the HTC's, IGC,

WMAc-NWT and WMAc-NS. The plan will be published in 1998-1999.

Arctic Island Wolf

Wolf skulls and carcasses purchased from hunters and trappers on Banks Island were analyzed to determine age, sex, incidence of disease, diet and general body condition of harvested wolves. File reports summarizing this information are being prepared. Tissue samples collected from wolves harvested over the last five years were organized and prepared for DNA work. Available information on arctic wolves was summarized and presented in the draft management plans prepared for Banks Island and northwest Victoria Island.

Dall's Sheep

The NWT portion of the Richardson Mountains population survey was completed in early August 1997. The portion of the range in the Yukon could not be completed due to poor weather conditions. The survey was funded by the WMAc-NWT, the Gwich'in Renewable Resources Board and the YTG.

4.3 Education, Culture and Employment

Work progressed on the department's Tuktoyaktuk Traditional Knowledge Project. This initiative is intended to provide information to the Inuvialuit Land Administration (ILA) and other agencies responsible for the protection of heritage sites in the ISR. Archaeological permits were routinely referred to the ILA and the EISC for their review. The Prince of Wales Northern Heritage Centre initiated discussions with the Inuvialuit Social Development Program to develop museum exhibits on Inuvialuit culture and history.

4.4 Justice

The department continued to contribute to the ongoing implementation of the IFA by offering legal advice and assistance, particularly in the areas of access to Inuvialuit lands and the application of legislation in relation to the Agreement.

The completed plans of survey for all of the 7(1)(a) and 7(1)(b) Inuvialuit lands, comprising 173 survey plan sheets, were registered in the Land Titles Office. The process to issue certificates of title to all Inuvialuit owned lands may now proceed. In addition, a plan of survey for the Wynniatt Region Adjustment Area was submitted for review.

The Legislation Division worked on various amendments to the wildlife regulations necessitated by the realignment of the boundaries of the wildlife management units, zones or areas to conform with the ISR.

5 YUKON TERRITORIAL GOVERNMENT

The Yukon Territorial Government is responsible for:

- Appointing the chairman and a Yukon member to the Wildlife Management Advisory Council - North Slope;
- Designating a member to each of the EISC and EIRB, Arbitration Board and RAC;
- Managing and operating Herschel Island Territorial Park; and
- Co-ordinating the Yukon North Slope Conference.

The YTG also allocates implementation funding to ongoing wildlife research on the Yukon North Slope and for participation on the EISC, the EIRB and the Arbitration Board.

5.1 Fifth Yukon North Slope Conference

The fifth Yukon North Slope Conference was held in Dawson City, Yukon, from September 29 to October 1, 1997. The theme of the conference was "Building Bridges Across Borders", recognizing the importance of inter-jurisdictional co-operation. About 120 participants spent two days discussing a number of topics related to cross-border co-operation in environmental protection and community sustainable development. A summary of the conference has been produced and is available on request from the Yukon Secretariat.

5.2 Yukon Wildlife Act Amendments

There are several aspects of the *Yukon Wildlife Act* that conflict with the IFA. In 1997-1998, a working group with representation from the IGC, WMAC-NS and YTG was established. Assisted by independent legal counsel, the working group developed a package of proposals to amend the *Wildlife Act* and bring it into conformity with the IFA. Legal drafting will be completed in 1998-1999.

5.3 Wildlife Projects

The Porcupine Caribou Adopt-a-Collar Program was initiated using refurbished satellite collars. Contributors to this program are YTG, CWS, the Porcupine Caribou

Management Board, the Gwich'in Renewable Resource Board and the U.S. Fish and Wildlife Service.

The Northern Richardson Mountains Dall's Sheep census was carried out again in 1997. This survey was done as part of the ongoing monitoring program established under the IFA as recommended following the 1984-1986 Northern Oil and Gas Action Program studies. The survey interval was to be every five years. The first survey was in 1991 but poor weather conditions prevented a survey in 1996. Based on the results of these two surveys, the Richardson Mountain sheep population is considered to be stable or increasing.

Other activities included:

- Pre-implementation of the educational component of the Draft Muskox Management Plan. A school unit was developed to assist students in the communities to learn more about muskox (e.g., diet, growth, breeding and movements on the Yukon North Slope). The set of muskox distribution maps, compiled in 1995-1996, was published. These maps show the distribution of the muskox on worldwide, North American and Alaska/Yukon/NWT scales. The fourth map shows all the reported sightings on the Yukon North Slope. The reverse sides of these maps contain educational information on muskox biology and management.
- The contribution of equipment to the Firth River Water Survey Station located within Ivavik National Park (part of the ongoing Ecosystem Monitoring Program).
- Biological submissions of wolf heads were purchased from Aklavik hunters and trappers. These were collected to gain information on the age of wolves being harvested and to collect samples for DNA testing. The submissions will also be tested for tuberculosis and rabies.

YTG was involved in, and contributed funds to, a number of projects which were administered by other agencies. These were:

- Evaluation of the Inuvialuit Harvest Study;
- Yukon North Slope Long-Term Research Planning Workshop;
- Muskox and moose on the Yukon North Slope count;
- Community-Based Monitoring Program; and
- Status of traditional knowledge on the Yukon North Slope.

5.4 Herschel Island Territorial Park

Herschel Island Territorial Park celebrated its 10th year of operation in 1997-1998, which was one of the busiest summers on record. The Park received between 700 and 800 visitors, with about one third arriving via cruise ships.

Activities included the following.

- Yukon Ministers of Renewable Resources and Tourism along with some senior officials conducted an orientation tour of the ISR in the Yukon, including a visit to Herschel Island which coincided with Park's Day celebrations.
- The Elder Host Program, a voluntary program established in 1993, continued in 1997-1998. Inuvialuit Elders are stationed at Herschel Island for approximately six weeks during the Park's peak operating season. The Elders act as ambassadors, greeting visitors and sharing their life experiences. Most have used Herschel Island on a traditional basis or lived on the island before the Park's establishment.
- Traditional foods such as muktuk, caribou and char are often donated by local hunters and trappers to the Elders, who in turn may invite visitors to share in the local cuisine. Sharing the area's history on a first-hand basis along with the introduction to country foods has proven to be the most effective portion of the interpretive program for the Park.

In 1997, the Department of Tourism, Heritage Branch, helped to return a collection of human remains from the University of Iowa that had been taken from Herschel Island and other locations along the Yukon north coast at the turn of the century. The Heritage Branch is also taking steps to arrange the return of other historic Inuvialuit remains currently held in Ottawa and at a number of U.S. institutions.

During the winter months, a polar bear got into a number of the historical buildings at Pauline Cove resulting in extensive damage to the buildings and their contents. It is estimated that the repairs to the buildings and equipment will cost \$20,000 to \$30,000 in the coming fiscal year.

6 GOVERNMENT OF CANADA

6.1 Department of Indian Affairs and Northern Development

Claims Implementation Branch

The Claims Implementation Branch serves as liaison on IFA implementation issues for the Inuvialuit, territorial governments and other federal government departments. The Branch negotiates funding authorities and monitors federal implementation activities. It also seeks the compliance of federal departments in outstanding implementation issues. The Branch is also responsible for processing the Canada, GNWT and YTG appointments to the Arbitration Board, EIRB and EISC, leading federal negotiations on proposed amendments to the IFA and preparing the annual implementation review. In 1997-1998, an appointment to the EISC was approved by Governor in Council.

Northern Affairs Program

The Northern Affairs Program (NAP) of DIAND administers legislation concerning the disposition and use of Crown lands, inland waters, offshore and non-renewable resources, and overall environmental protection in the Yukon and Northwest Territories.

As the main recipient of decisions and recommendations from the EISC and EIRB, NAP administers funding and monitors the implementation of screening and review processes to ensure that issues are dealt with in a timely manner. Through its regulatory authorities, NAP is also involved in the implementation of measures countering the impact of industrial development.

NAP also administers implementation funding provided for conducting granular (sand and gravel) inventories. During 1997-1998, granular implementation activities focused on continuing preparatory work needed for the development of a granular resources management plan for the ISR.

Such work included:

- Completion of preparations for a preliminary planning framework, including a suggested plan outline, potential participants, information requirements and their availability, and recommendations on using the computerized models;
- Consolidation and mapping of existing information on surficial geology features

in the region as part of an assessment of the overall potential of the region to provide granular resources; and

- Initiation of a new contract to identify potential stakeholders through compilation of a directory of organizations, companies and individuals involved with any or all aspects of the identification, exploration, regulation, development, management and use of granular resources in the ISR.

This work will continue in 1998-1999 for use in preparation of granular management plans, initially on a prototype basis for areas of greatest need.

6.2 Department of Fisheries and Oceans

The DFO is responsible for making policy and regulatory changes to accommodate Inuvialuit rights respecting the harvest, trade, transport and co-management of fish and marine mammal resources in the ISR. The department is also responsible for supporting the FJMC established under the IFA.

The FJMC was formed in 1985 and became fully operational in 1986. The Committee is made up of two members appointed by the IGC, two members appointed by DFO and a chairperson who is appointed by the four members. The FJMC assists the Minister of Fisheries and Oceans in the management of fisheries, and gives advice on matters relating to the ISR.

DFO is promoting the principle of co-operative management of the fishery resources in the ISR, with full co-operation from the Inuvialuit. In the last year, a total of 24 programs were conducted through joint efforts between DFO and the FJMC.

During the past year, the FJMC held six regular meetings and several Teleconferences in order to plan and conduct its programs. The FJMC met with each HTC on its annual tour, to discuss current programs and to identify community concerns. The Committee met with the senior managers and scientists of DFO's Central and Arctic Region to review progress and plan several issues including: support for harvesting of whales, participation in NAMMCO, support in Treasury Board process, Surface Heat Budget of the Arctic Ocean - Joint Ocean Ice Studies, (SHEBAMOIS project) and the proposed Beaufort Sea Conference scheduled for September 1999.

In 1997-1998, mechanisms were established for the management of shared populations. This involved negotiating a beluga management agreement between the Inuvialuit and Inupiat of Northern Alaska, which covers the management of the Beaufort Sea beluga whale stock and the development of an Inconnu Draft Management Plan with the Gwich'in and Sahtu land claims group.

The FJMC also authorized and sponsored a number of specific research, assessment and monitoring projects designed to provide the necessary biological information regarding fishery resources in the ISR. For a number of years now, two of these projects have been administered directly through the FJMC and conducted by Inuvialuit harvest monitors and field workers.

Other projects conducted by DFO scientists and biologists, consultants and the Sachs and Tuk HTC's included:

- Scanning analysis of bionomics to examine habitat and general stock structure of inconnu from the Beaufort Sea coast and the Mackenzie River;
- Inconnu migration study of the lower Mackenzie and coastal areas;
- Commercial fishery by-catch of lake whitefish, inconnu and northern pike over the last five years; and
- The cisco in Tuk Harbour Project, dealing with concerns about stocks and seeking an explanation for the changes in catch levels.

Inuvialuit implementation funding for 1997-1998 was \$423,400 under the Contribution Agreement and \$399,600 for program and support, totaling \$823,000.

6.3 Environment Canada

Environment Canada, through the CWS, is represented on the wildlife management advisory councils which deal with all significant wildlife issues in the ISR.

The CWS is a member of the WMAC-NWT and the WMAC-NS for the ISR, and provides technical input into the Inuvialuit Harvest Study which is documenting the numbers of birds, mammals and fish taken by Inuvialuit. Information gathered during the study is intended for use in wildlife management, for calculating a compensation regime for loss of wildlife and habitat caused by industrial development in the ISR and for determining the subsistence wildlife use and requirements of the Inuvialuit. In co-operation with the Inuvialuit, the CWS is carrying out a number of studies of migratory birds in the region which are being used in the management of this important resource. The Harvest Study will help guarantee that populations are not over-harvested and that habitat birds receive adequate protection.

6.4 Parks Canada

Parks Canada is responsible for the protection of natural and cultural resources, including the wildlife populations and habitat of the two national parks in the ISR:

Ivvavik National Park (in the western portion of the North Slope) and Aulavik National Park (on Banks Island).

Activities in 1997-1998 included the following.

- Further to the Tuklut Nogait Agreement, a park management board was appointed, held three meetings in Paulatuk and hosted a research priorities workshop in Inuvik during 1997-1998. Progress was made in establishing a park office in Paulatuk and a chief park warden was recruited.
- Section 44 of the *Public Services Employment Act* (Aboriginal preferred hiring through the Public Service Commission) was used to hire six Inuvialuit beneficiaries as term patrol persons for the three national parks in the ISR. Paulatuk employees worked in Aulavik National Park, pending start-up of Tuklut Nogait National Park.
- Staffing was undertaken for three full-time indeterminate positions based in Inuvik: cultural resource management officer, and chief park wardens for Ivvavik and for Tuklut Nogait National Parks. Unfortunately, there were no successful candidates for the chief park warden positions. The Ivvavik National Park position has been re-advertised.
- Further to the Aulavik National Park establishment agreement, significant progress was made in the development of an archaeological artifact custody agreement with the IRC, and the Aulavik National Park Market Study/Tourism Development Plan was completed as part of the Aulavik National Park management planning exercise. The latter plan was completed and is in the process of formal sign-off by Inuvialuit and federal government representatives.

6.5 Public Works and Government Services Canada

Public Works and Government Services Canada (PWGSC) continued to advertise procurement opportunities on the electronic tendering services, MERX at <http://www.merx.cebra.com/> and to meet the requirements of the IFA by notifying the IRC of procurement opportunities within the ISR.

6.6 Department of National Defence

Headquarters Canadian Forces Northern Area communicates frequently with the IRC and local communities, as required, in advance of Junior Canadian Ranger, cadet and southern-based Canadian military-unit training and exercises.

Most exercises performed in the ISR are in the form of Ranger patrols, Junior Ranger programs and cadet corps activities. Current strengths are as follows:

Aklavik	14 Rangers
Holman	14 Rangers and 6 Cadets and Cadet Instructors
Inuvik	27 Rangers and 27 Cadets and Cadet Instructors
Paulatuk	22 Rangers and 25 Junior Rangers
Sachs Harbour	15 Rangers
Tuktoyaktuk	8 Rangers and 42 Junior Rangers

Each patrol conducts Ranger training annually. Each exercise lasts two weeks and consists of a training phase within the local community followed by a four-day exercise in the local area. Exercises are conducted in different areas each year. For 1997-1998, the following Ranger exercises were scheduled:

Aklavik	February 1997 and September 1998 (nil during reporting period)
Holman	November 1998
Inuvik	November 1998
Paulatuk	February 1998
Sachs Harbour	February 1998
Tuktoyaktuk.	March 1998

Patrol leader training consists of a four to seven-day classroom session in a designated community in the Western Arctic (not necessarily the ISR) conducted every two years. This training was last conducted within the ISR at Inuvik during June 1997.

Cadets conduct local field training up to three times yearly. Cadet zone exercises include a number of cadet corps. A cadet zone exercise and drill competition took place the previous year within the ISR.

Sovereignty operations (SOVOPS) are conducted five times a year. These consist of local Ranger patrols augmented by up to 120 personnel from southern-based units. A very successful SOVOPS exercise was conducted at Holman in January, 1997. No SOVOPS were carried out in 1997-1998 in the ISR.

Flying exercises are conducted from Forward Operating Locations (FOLs) which include Iqaluit, Rankin Inlet, Inuvik and Yellowknife. Up to six aircraft and 200 personnel are deployed for large exercises while smaller exercises involve two aircraft and 50 to 60 personnel. Fighter Group conducts one FOL exercise annually at the Inuvik FOL. The last exercise was conducted in April 1997.

There are eight unmanned north warning sites and one logistic support site within the ISR. The operation and maintenance of the north warning site is a joint venture between Frontec Logistics Corporation of Edmonton and Pan Arctic Logistics

Corporation, an organization made up of four Inuit groups one of which is the Inuvialuit people.

6.7 Natural Resources Canada

Natural Resources Canada has completed all surveying activities. The final activity, the adjustment area survey, has been carried out and the plan recorded in the Canada Lands Surveys Records. At year-end, the plan was with the Land Titles Office for registration. The Inuvialuit may now convey the excess area and request certificate of title for their lands.

6.8 Human Resources Development Canada

Human Resources Development Canada (HRDC) is providing funding in support of human and institutional initiatives through the national Framework and Regional Bilateral agreements. The allocation to Inuvialuit under the current agreement is \$1,001,704.

6.9 National Energy Board

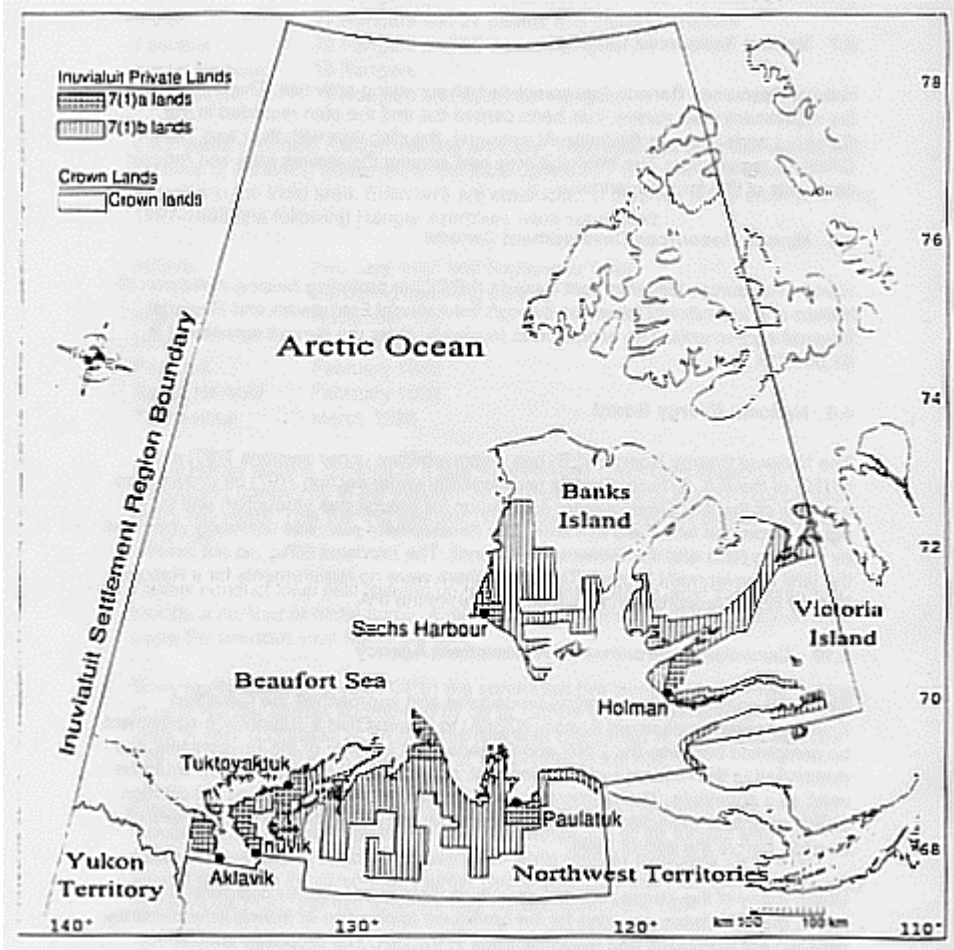
The National Energy Board (NEB) has responsibilities under sections 7(97) and 11(29) of the IFA. It discharged its responsibility under section 7(97) by undertaking a review of the Ikhil Development Application for natural gas production and for a pipeline from the Ikhil Field to Inuvik. The development plan was ultimately approved by both the NEB and the Governor in Council. The Inuvialuit EIRB did not assess the Ikhil Development Project. Therefore, there were no requirements for a National Energy Board response under section 11(29) of the IFA.

6.10 Canadian Environmental Assessment Agency

The EIRB completed its operating procedures and approached the Canadian Environmental Assessment Agency (CEAA) to request that a substitution agreement be completed between the EIRB and Canada. The Minister of the Environment has responded to the request by indicating that, in principle, the EIRB process could be used as a substitute. The Memorandum of Understanding establishing substitution arrangements is expected to be signed between the EIRB and the Government of Canada before the end of 1998.

Unlike many of the claims negotiations which were subsequently completed in the North, the IFA clearly provides for the continued application of federal environmental assessment legislation and responsibilities in the ISR. The proposed substitution agreement will reduce overlap and duplication in environmental assessment processes.

Appendix 1: Map of Inuvialuit Settlement Region



**Appendix 2:
Schedule of Capital Transfer Payments, 1984 to 1997**

Year	Payment
1984	\$12,000,000
1985	\$1,000,000
1986	\$1,000,000
1987	\$1,000,000
1988	\$5,000,000
1989	\$5,000,000
1990	\$5,000,000
1991	\$5,000,000
1992	\$5,000,000
1993	\$20,000,000
1994	\$20,000,000
1995	\$20,000,000
1996	\$20,000,000
1997	\$32,000,000
Total	\$152,000,000

Note:

Annex N of the IFA provides that capital transfer payments shall be made to the Inuvialuit on the last business day prior to December 31 of each following year.

**Appendix 3:
Cumulative Costs of Implementation (1984-1985 to 1997-1998)**

Fiscal Year	Amount
1984-1985	\$1,595,882.00
1985-1986	\$1,795,812.00
1986-1987	\$6,854,165.00
1987-1988	\$6,330,236.00
1988-1989	\$7,250,518.00
1989-1990	\$6,878,202.00
1990-1991	\$6,878,858.00
1991-1992	\$7,362,633.00
1992-1993	\$9,512,215.00
1993-1994*	\$10,632,825.00
1994-1995*	\$5,850,000.00
1995-1996*	\$5,967,000.00
1996-1997*	\$6,086,340.00
1997-1998*	\$6,208,066.00
Total	\$89,202,752.00

* Figures for these years represent funds allocated for implementation purposes, as actual expenditure figures are not available.