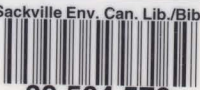


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ATLANTIC MIGRATORY GAME BIRD TECHNICAL COMMITTEE

Spring Meeting
Sackville, New Brunswick
April 10-11, 1995



REPORT

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I. Agenda

ATLANTIC MIGRATORY GAME BIRD TECHNICAL COMMITTEE

SPRING MEETING 1995, APRIL 10-11
CWS OFFICE, SACKVILLE, N.B.

Agenda:

Monday April 10, 1995

- 10:10:15 AM **Minutes of 1994 Fall (18 October) Meeting** - Al Smith
- Actions/recommendations from the fall meeting
- 10:15- 11:15 **New Directions** - Trevor Swerdfager and Bill Prescott
- 1.) Update on Environment Canada's program review and implications
 - 2.) Migratory Birds Regulations Setting - "new forum" - a proposal for a revised migratory bird management framework and minimum science requirements
 - 3.) Endangered Species - National Approach
- 11:15 - 11:30 **Presentation on the 1994 Labrador Harlequin surveys** - Scott Gilliland
- 11:30 - 12:00 **Report on Endangered Species Meetings in St Andrews** - discussion on status of Harlequin Duck and Barrow's Goldeneye - Pat Kehoe, Scott G
- 12:00 - 1:15 **Lunch** - *Note: Surveys Biologists to meet at CWS to discuss Minimum Science Requirements for Regulatory Management of Waterfowl* - lunch provided
- 1:15 - 2:15 **Reports from Technical Meetings**
- 1.) February - Atlantic Flyway Council Technical Section Meeting - Myrtle B
 - 2.) Summary of Black Duck Joint Venture(BDJV) Technical Meetings - Pat K
 - 3.) Results of the late March BDJV Mgt Board Meeting - Bill Prescott
- 2:15 - 2:45 **Black Duck surveys -- fixedwing vs helicopter** - a summary of recent discussions at the BDJV Technical Meeting - Pat and Myrtle
- 2:45 - 3 PM **Discussion of any regulations changes required for 1996** - Bill P
- Continue PEI delayed BD season?
 - Geese - any changes needed?
- 3:00 - 3:30 - Coffee Break
- 3:30 - 5PM **Sea Duck Session**
- 1.) Eider Surveys 1994 - 1995:
 - Labrador Eider surveys and winter Eider surveys in Newfoundland - Scott
 - Eider surveys in NB and NS - Pat, Randy M, Pete H
 - 2.) Seaduck Strategies - Atlantic - Peter Hicklin
 - 3.) Discussion on success of Scoter Regulation Changes - Richard E
- 8:30 PM **Mussels and Chat** - Al Smith's home - 92 East Main Street

Tuesday April 11, 1995

08:30 - 9:00 **Reports from the Wildlife Federation Meetings - re Migratory Birds**

- Prince Edward Island - Randy D and Myrtle
- Nova Scotia - Randy M and Myrtle
- New Brunswick - Pat K and Diane A

09:00 - 9:30 **Update on Atlantic Canada Wildlife Ecology Research Network**

- Staffing updates, research projects especially those with a waterfowl focus - Richard Elliot and Pete Hicklin

9:30- 10:00 **Belleisle Wetlands Evaluation (EHJV Project under the North American Plan)**

- Progress with the study and plans for field study in 1995 - Bruce Pollard

10:00 - 10 30 - **Coffee Break**

10:30 - 11:30 - **Provincial Reports Re. Activities on Migratory Game Birds**

- Newfoundland - Mike Cahill
- Prince Edward Island - Randy Dibblee
- Nova Scotia - Randy Milton
- New Brunswick - Pat Kehoe

11:30 - 12:00 **Other Items**

-
-

12:00 - 1:15 PM **Lunch**

EASTERN HABITAT JOINT VENTURE - Regional Technical Coordinating Committee

1:15 - 4:30PM

AGENDA:

- 1.) **Minutes of 7 November 1994 Meeting of the RTCC - Al Smith**
 - Actions items arising from the minutes
- 2.) **Concerns/problems with 96.1 proposal developments - Keith McAloney**
- 3.) **Change in Window Submissions from 3rd to 2nd**
 - problems, impacts on programs etc.
- 4.) **Review of Funding Allocations Within the Region Based on the 15 year Plan**
 - are the current percentage allocations still valid?
- 5.) **5 Year Accomplishments Report**
- 6.) **EARP Process under the new CEAA - are screenings being done where required?**
- 7.) **Impacts of 25% cut to Canadian (CWS) funding to NAWMP on the EHJV program**

II. Minutes of Fall Meeting AMGBTC

MINUTES

1994 FALL Meeting

ATLANTIC MIGRATORY BIRDS TECHNICAL COMMITTEE

CWS Office, Sackville, N.B.

18 October, 1994

Attending: Al Smith (chairman), M.Bateman (secretary), R.Milton NSDNR, R.Elliot , P.Hicklin, C.MacKinnon CWS, S.Gilliland, R.Dibblee PEIF&W, S.Bowes NBDNRE, A.Hanson, L.Thomson, R.Melanson NSDNR, B.Prescott CWS, and in the PM; K.MacAloney DU, P.Kehoe NBDNRE.

Correspondence: A letter from Shane Mahoney , Chief of Wildlife Research and Inventories for the Newfoundland Department of Natural Resources , was read to the meeting. Although the current reorganization of the department may change things, Wally Skinner remains the provincial representative to the AMGBTC. He was unable to attend this meeting.

1.) Minutes of the Spring Meeting April 19, Charlottetown, PEI: The Chairman reviewed the minutes of the spring meeting with updates and comments provided as appropriate:

---- the workshop on Dykeland Soils, sponsored by Wildlife Habitat Canada and being organized by John Bain is scheduled for Amherst in March 1995.

----the proposed endangered species workshop was not held.

----WAPPRITA has been proclaimed but regulations are not yet in place. The new WAPPRITA enforcement officer on the CWS staff, Les. Sampson, will be stationed at Queens Square, Dartmouth (902-426-8606).

----the ACWERN position at University of New Brunswick (Tony Diamond) was in place 1 September 1994. The developing research program there will give forestry-wildlife priority but research on conservation biology and seabird initiatives (out of Memorial University) will be included in the scope of the work. The position at Acadia University (Phil Taylor) will focus on landscape ecology and will be in place by Christmas. It is hoped that the position at Memorial will be in place by 1 January 1995. Neither of the incumbents in the two positions filled to date are waterfowl researchers, but there is much flexibility .

----the oil spill contingency plan is finalized. Tony Lock has organized a workshop in Sackville for all involved parties. SPCA and provincial wildlife people will be key participants.

----an update on the CWS and Environment Canada reorganization mentioned that Bruce Turner is now on staff in the St.John's office , Eric Hiscock no longer has responsibilities for Newfoundland.

----the latest survival rate calculated for the Atlantic Provinces population of Canada Geese was low (especially for 1992). Most recent information from Jay Hestbeck (20 October 1994) cautioned us against making regulation changes based on that survival rate because his calculations indicated that this survival rate may not be valid.

----the scoter bag limit reductions were put in place. A brochure is available for distribution to the public.

----the National Habitat Conference is scheduled for 14-16 August 1995 in Sackville at Mount Allison University and a first notice is to be mailed out in early November, 94.

-----the pre-experimental work being done by NBDNRE (Sue Bowes) was carried out at White Birch . It was decided not to work at Hampton because of the poor access in that area. One hundred and ten hunters were interviewed and 156 birds were harvested. Forty two crippled birds were retrieved. One more year of base line data may be required before implementing special regulations. The search for crippled birds using dogs went well but there was some interference by the CWS airboat. Preliminary compilations indicate that approximately 50 percent of the respondents were for noon closure and 50 percent were against. The area is still owned by DU but will be turned over to the Province and will probably become a provincial management area. -----the Murre harvest zones were modified to address concerns of hunters but bag limits did not change for the 94-95 season.

2.) Report on the Summer AFC Technical Section Meeting: Myrtle B gave an overview of the Atlantic Flyway Technical Section Meeting in July in Maryland (notes are attached).

3. Gazetteer of Marine Birds: Tony Lock's gazetteer of marine birds is available in draft form. It should be printed by mid-November. About 150 copies will be produced. The provisions for updates were discussed.

4.) Harmonization of CWS Programs with the Provinces: George Finney discussed harmonization with the provinces as part of a major program review and noted that the CWS will experience up to a 30 percent budget cut in the next five years.

The NAWMP budget will be cut 25 percent in 95-96 with the Atlantic allocation of approximately 400K reducing to 300K. Delivery of the EHJV will be affected as well as the research and survey work under the BDJV. A Seaduck JV is a possibility but to date there is no funding, however, there is a great need for better data and we will have to decide if we make the limited \$ in BDJV available for work on seaducks.

The harmonization initiative will focus on areas of significant overlap between the provinces and DOE. The significant wildlife areas are migratory bird management and endangered species. In the area of migratory bird management, three things are being looked at: a better way to set regulations, hunting permits, and minor permits such as taxidermy . In New Brunswick, the management of conservation areas will be looked at.

A vocal NGO lobby on endangered species points out that endangered species conservation is not at present well done. The provinces have different criteria for listing a species. Recovery plans are only partly implemented. The provincial lists do not match the COSEWIC list. The Minister of Environment has indicated that she would like to see draft Endangered Species legislation very soon, however, that has now been changed to a Discussion Paper.

George advised that the Eastern Wildlife Directors Committee will meet in Sackville in early November and that there will be a Atlantic Wildlife Directors meeting as well.

5.) Non toxic Shot: The 1994 non-toxic shot program includes a non-toxic shot zone in Prince Edward Island using experimental provincial regulations. The PEI fish and Wildlife Division (Dibblee) distributed a lot of information on non-toxic shot and lead poisoning and held two workshops for hunters. There is no evidence of a problem with the regulations at this point. The hunter awareness sessions in New Brunswick are very successful (Bowes). A negative response

to non-toxic shot is often related to the added expense. Nova Scotia (Milton) has implemented a series of workshops on non-toxic shot. NSDNR is also doing more enforcement related to the use of non-toxic shot. BelleIsle provincial management zone requires non-toxic shot for hunting all species. The Musquodoboit area will probably be a provincial management zone by 1995 and also will require non-toxic shot for hunting.

6.) New Penalties Under the MBCAct: The new penalties allowed under the Migratory Bird Act were summarized by Lou Thomson. The allowable fines increased from a maximum of \$300 to \$50 000. There is now a difference between a summary offence and an indictable offence; and a distinction between individuals and corporations.

7.) Woodcock & Snipe: The woodcock program is considered by all provinces to be an important element of migratory bird management. All provincial biologists and M.Bateman agreed that the Singing Ground Survey should be reviewed and improved in light of changes in habitat since the routes were established. Some of the original routes have been replaced using the route selection criteria, but additional review is necessary. Of particular importance are the cutovers in NB and NS which now provide woodcock habitat but are not surveyed. There are also routes on PEI which need to be replaced due to changes in land use.

Quebec is considering reducing bag limits on Woodcock.

Action: In addition to redefining Woodcock singing ground routes there is a need to complete the Woodcock Management Plan

8.) Seaducks

P.Hicklin expects to have a draft of the regional seaduck management plan ready for review by the seaduck committee in the very near future. The scoter population will be monitored over the next five years to determine changes. What is required to supplement the USFWS survey? It was suggested that data could be collected in other areas of the AR which are not surveyed by the USFWS. It was suggested that frequent surveys of the spring migrants in northeastern NB would be useful because there is no information on numbers using the area or good information on timing of use by scoters.

Breeding eiders were counted in Maine, NS, NB, and Labrador in spring 1994. The total estimate was 14 866 breeding birds based on a count of adult males. This count should be done 15 days before hatch in order to get a good estimate of breeding birds.

P.Hicklin will attempt to survey wintering Harlequin ducks at The Wolves twice monthly during the 1994-95 winter.

Hicklin will address the scoter-mussel problem in PEI next year. The importance of this problem was emphasized by Dibblee. The Phoenix Wailer is recommended for scaring depredating scoters.

P.Hicklin will participate in the seaduck portion of the wing bee and initiate a seaduck hunter mail contact information system.

The **seaduck management plan** is required before serious consideration can be given to a seaduck joint venture under NAWMP. A rationale for a **seaduck joint venture** was prepared by the ad hoc seaduck committee of the Atlantic Flyway Technical Section. It will be an advantage to have a regional management plan with recommendations prior to another request to the

NAWMP. The protocol for such a joint venture should be considered carefully because some of the species breed across the Arctic and migrate to both coasts.

Action: Peter Hicklin to give high priority to completing the Atlantic Region Seaduck Management Plan.

9.) Regulations Changes for 1995: The following changes to the migratory bird regulations for the 95 season are anticipated;

- deregulation of the federal non-toxic shot zone at Pisquid Pond because the area is now covered by the experimental provincial regulations.
- Victoria County, Nova Scotia will be added to the other (south) Nova Scotia zone at the request of the hunters at Cape North.
- the coordinates for the islands in Bathurst Harbour which are open to hunting require some modification as only two of six actually exist.
- the results of the changes in the hunting regulations in 1989 in both PEI and NS will be reviewed and recommendations made relative to future action or to maintenance of the status quo.
- change in Nfld???
- zonal, seasons and bag limits need to be in to CWS by Nov 25.

10.) Provincial Reports:

NEWFOUNDLAND: Report from the St. John's CWS (Scott): Harlequin duck observations on the Labrador coastal survey totaled about 6-700 birds. They appeared to be primarily adult males. The survey was conducted between 14 June and 6 July. About 200 were in St. Peter's Bay; 60 in Groswater Bay; a few at Nain; and 450 at Saglac. Origin of these birds is unknown.

NEW BRUNSWICK: NBDNRE Canada Goose release (Bowes, Kehoe): About 500 geese were released this year. Only 200 were banded. This may be the last year of releases or there may be one more release.

NBDNRE brood counts: Production on inland sites was about twice that of last year. DU sites out-produced the natural sites early but the natural sites were more productive later in the season. Breeding pair and brood surveys are planned for next year to compare with Renouf's study. In the NBDNRE banding, the Mallard:Black Duck ratio was the same as last year, but the proportion of hybrids was double that of 1993.

NOVA SCOTIA : NSDNR management plans (Milton): Management plans have been prepared or are in progress for Eddy Marsh, Missiguash, BelleIsle, Martinique/Musquodoboit. The Musquodoboit Harbour tubs are now crown-owned. There will be more regulations in place next year to control the problem in that area.

11.) Federal Wetlands Policy Workshop: There will be a one day (Nov 23, in Sackville) workshop on Federal Wetlands Policy following the New Brunswick (Nov 21) and Nova Scotia (Nov. 22) wetland evaluation workshops.

12.) EHJV & BDJV: Eastern Habitat Joint Venture update (MacAloney): There is a meeting

to discuss the communications plan on 8 December (end of five years). The US Wetlands Council will meet in the Atlantic Region (likely at Digby Pines) on 17 July 1995. Due to CWS cuts there will be little CWS dollars in communications in 95-96.

Proposals for the 95-3 submissions have to be in Washington by January 6th, The EHJV Board meets in Montreal on December 8th. A new Communications Plan is to be written and John Stone (DOE) will chair.

The EHJV Regional Technical Coordinating Committee will meet in Amherst at 2PM Nov 7, in association with the Atlantic Stewardship Workshop.

The Black Duck Joint Venture Technical Committee will meet in Halifax in November. Eight research proposals have been received for review. The form of the operational breeding ground survey will also be discussed at this meeting. The funding available for research in 95-96 is unknown because of funding cuts and undecided aspects of the breeding survey in 1995.

13.) Spring Meeting: The spring meeting of the AMGBTC will be held (tentatively) **5-6 April 1995 at the CWS office in Sackville** or other site if desired by the members.

Prepared by
M.C.Bateman (secretary)
1 November 1994

ATLANTIC MIGRATORY GAME BIRD TECHNICAL COMMITTEE

AGENDA FOR FALL MEETING - 1994:

October 18, 1994, 930AM - 5PM

Canadian Wildlife Service, 63 East Main St. Sackville, N.B.

- 1. Minutes of Spring Meetings in Charlottetown, PEI April 18-19,1994**
- actions and recommendations arising from the minutes - Al S
- 2. Report on Atlantic Flyway Council - July Technical Section Meeting - Myrtle B**
- 3. Gazateer of Marine Birds of Atlantic Canada** and discussion of coastal survey (populations) data - needs, cooperation, inputs and outputs. Tony Lock
- 4. Non toxic Shot-** open discussion on 1994 zones, problems associated with Bismuth shot, etc.
- 5. Woodcock & Snipe** - status trends, research and survey needs? - Myrtle B
- 6. Seaducks ;** - Scoter Populations in AR - Peter H
 - discussion re monitoring needs - Peter H
 - Seaduck Sub - Committee - need to activate
 - Seaduck JV under NAWMP?
 - Seasons and baglimits - Myrtle Bateman
- 7. Harmonization of CWS Program with Provinces - George Finney**
- 8. Migratory Bird Regulations** - proposed changes for 1995-96 season M. Bateman
- 9. Provincial Reports-**
- 10. Project Updates-**
- 11. Other Items-**
 - BDJV Proposals
 - EHJV items
 -
 -
- 12. Spring Meeting** - time and place

17 Oct 1994,

A.Smith

III. Minutes of November 7 Meeting RTCC

EHJV

REGIONAL TECHNICAL COORDINATING COMMITTEE - EHJV

November 7, 1994 2:00 - 5:00 pm, Wandlyn Inn, Amherst, Nova Scotia

Attending: Randy Dibblee, Rosemary Curley - PEI
Andrew MacInnis - DUC
Keith McAloney - DUC/EHJV Coordinator
Marilyn Squires - NFLD
Reg Melanson, Randy Milton - NSDNR
Pat Kehoe - NBDNRE
Al Smith, Colin MacKinnon - CWS

AGENDA:

Al Smith briefly reviewed notes from the spring meeting held on the 18 April in Charlottetown, PEI.

Keith advised that the EHJV Procedures Manual was done and passed out at September Board Meeting. Comments are to go into Davis Christie and Ontario is to finalize.

1. STATUS OF THE 15 YEAR PLAN

Keith advised that a draft was supposed to be sent to the Board by 31. Oct. but it is not done yet. There are a number of reasons for the delay:

- some additional data is needed from New Brunswick and Newfoundland and PEI has some revisions.
- he has an outline done but needs acres by category and budget required by category
- he would like some 5 yr accomplishments to plug into the 15 yr. plan
- the report will be sent out 20 - 25 Nov. with or without revised NFLD figures, Keith now has the NB figures worked up.

It is essential that we get this out to the Board by the December meeting:

Action: Newfoundland to get \$ amounts by category and PEI to advise of revisions/adjustments. That info must be into Keith by November 18, 1994.

2. NATIONAL REPORTING SYSTEM (NRS)

Keith discussed the problems with the NRS system and acknowledged that he was not as familiar with the details as the provincial coordinators. Rosy noted that the main problem with the NRS was that "it could not add, do a summary". Apparently this was a part of the NRS design as some partners were concerned with confidentiality of information. Danielle sent Keith a set of data to be checked by the provinces and returned by December. Rosy has sent her corrections in already. Marilyn was having problems with the data re "contributions". Apparently the NRS does not portray recent figures. Most advised that they have not put recent figures in the system

due to the "not adding and other problems". Danielle has advised that the revised format of the NRS will allow the accounting throughout all years.

Reg warned that when the new disc is loaded it will erase the old file and rearrange to new format. Back up files if you have concerns!

Keith requested the revised data by December.

Reg noted that 60% of the computer data did not match his NS figures. Keith/Al asked if the provinces could provide a manual 5 year summary (to 1 April,94) by all categories. It does not have to be broken down by sponsors. **Keith needs the data by 1 Dec., 94** (for 7 Dec. Board meeting).

Action: Keith will prepare a an outline of a summary table for 5yr accomplishments data and fax it out to the Provinces to fill in. Pat, Mike, Rosy and Reg are to fill in the table and fax it back to Keith by Dec 1,94

Marilyn asked about the possibility of a workshop and Keith advised that it would depend on the number of requests received by Danielle.

3. ALLOCATION (%) OF US FEDS and CDN FEDS WITHIN THE ATLANTIC REGION

Present allocation formula is 40/29/11/20 (NB,NS,Nfld,PEI) . Do we need to revise this 5 yr original allocation? 25% of EHJV funds come to the region. Randy Milton asked if all the provinces have met their allotments (been able to use their funds)? Keith advised that mainly they have (with some exceptions e.g. 91 Ont.\$ for NB/NS land acquisition. Generally all have kept to the formula.

Al advised that recent changes allowed for more flexibility in moving \$ around between grant agreements. The EHJV currently gets 17% of the funding from the US wetlands act..

Q. is everyone OK with the current allotments? Marilyn asked if it could be revised and asked how this breakdown was originally devised. Keith explained that each province put in a 90-94 plan of what they thought they could realistically do. These figures were rolled together for a regional plan. Al added that the overall EHJV breakdown is Ont.50%, Que. 25% and Atlantic 25%. Maybe these ratios are flexible? Al suggested that we can look at this question again when the draft plan (15 year) is ready for the next meeting.

4. EVALUATION PLAN

Sent to the Continental Evaluation Team (CET) in May and they had more comments. At the EHJV Board meeting it was agreed that we had gone as far as we could and Keith and Henry

Murkin were instructed to finalize the Plan. Keith made a presentation to Council in August but CET would not approve the plan only endorse it as a strategy. At the September EHJV Board it was requested that Henry M revise the Evaluation Plan to try to satisfy the requirements of the CET. The next step will be to review Henry's suggestions and put it to the evaluation committee. The plan is to use existing sources of data. Details are: what needs to be done, what will it cost and what hypothesis. to test. Randy Milton questioned if it would be better to reduce the number of priorities from 15 to say 6.

5. COMMUNICATIONS PLAN

Plan is being prepared by Jon Stone, EC. Al noted that the details of what is required must be put together for the 6 Dec. Board meeting. We are presently in the 5th year of the existing Communication Plan and the board wanted a new plan for the next 5 years. The plan is to emphasize clients and products (committee: Mansell, McAloney, Stone, Wishart, WHC and Reg). A preliminary report will be presented at the board meeting with a discussion outline being sent out to the provinces for comment. Al asked the committee what is really needed, e.g. signage? Reg compared western approach to promote NAWMP while east uses EHJV. Who is our target audience? Need to have more information out to the public (via magazines or hunting summaries etc.). There will be less money for communications in future (25% cuts next year).

Jon Stone is working on a special edition of the newsletter with success stories, this will use most of the regular budget.

Promotional material such as hats and mugs were suggested. Q. what logo to use (NAWMP/EHJV). It was also suggested that perhaps we should look at letting a "Marketing" contract to see where we can get the maximum "bang for the buck".

Action: All partners are to send suggestions for Communications components for the new Plan to Keith by 15 Nov,94.

The US Council Meeting will be held in the region next year (17 July, 1995). the proposed site is the Digby Pines (relatively close to Belleisle Marsh). There should be about 20 Americans (10 on Council plus staffers). Will probably have an official opening of the Belleisle Project. A Committee consisting of ; Reg Melanson, John Stone, George Finney, Pat Kehoe and Keith are to be responsible for arrangements. Reception on 16 July and a time for presentations from the other Provinces. There will be a BBQ and bus tour for field trips after the Council meeting.

EHJV is reprinting the "Control the Access" brochure (7,000E 3,000F).

6. ROLE OF EHJV COORDINATOR

Keith's time is stretched between DUC and EHJV, hard to do two full time jobs at once. George Finney clearly wants a regional coordinator for the EHJV. We need to look at options prior to 1

April 95. Andrew asked if the work load has changed in recent years. Keith noted we are still behind with some deadlines (e.g. 15 y plan). All agreed a coordinator is needed the details of who and how to be worked out! Perhaps we should look at a 60% DUC, 40 % EHJV Atlantic Coordinator - but who would do national coordination?

Action: Al Smith Keith and George F to meet with Al Glover in the very near future to look at possible administrative scenario for the Coordinator.

7. PROPOSED CWS 25% BUDGET REDUCTIONS ON NAWMP FUNDS.

25% cut in funds next year with no change for remaining 4 years. A 25% reduction = 65k. Propose to reduce coordinating to 55k and communications to 15k, also reduce research and halve assessment \$.

8. UPDATE ON PEI IMPOUNDMENT STUDY

Postponed to the spring meeting. Rosy McFarlane is to sent a two page update to Randy Dibblee for distribution to the RTCC.

9. OTHER BUSINESS

none

Colin MacKinnon
Canadian Wildlife Service
8 Nov., 1994

Regional Technical Coordinating Committee - EHJV:

November 07, 1994 2-5 PM (half day just prior to the 2-day Atlantic Stewardship Workshop)
Wandlyn Inn, Amherst , N.S.

AGENDA :

Monday November 7, 2- 5PM

1. Status of the 15 year Plan
2. National Reporting System:
 - Will it work with the proposed revisions?
 - Can we close off 1993 by December?
 - Need data for the 15 yr Plan and the 5 year Accomplishments Report - if not from NRS how do we get those data?
3. Allocation (%) of US Fed \$ and Cdn Fed \$ within the Atlantic Region:
 - Should we review and revise?
4. Evaluation Plan:
 - What needs to be done and how?
5. Communications Projects:
 - Needs with reference to the Dec 6 Board Meeting.
 - Update on existing projects (Control the Access - reprinting, EHJV Success Stories, EHJV Newsletter, etc.
6. Role of the EHJV Coordinator?
 - Is it necessary still for CWS to fund this position or are patterns established and staff experienced enough to proceed without it? (Note: be prepared to fully discuss the pros and cons - , and refer to the attached outline of the duties of the coordinator for 1994-95)
7. Proposed CWS 25% budget reductions on NAWMP funds:
 - How will that reduction impact programs starting in 1995?
8. Update on the PEI Impoundment Study (Rosy McFarlane& John McMillan)
9. Other Items:
 - Further discussion of the 5 year Accomplishments Report.
 -
 -

IV. Notes on AFC Technical Section Meeting, February 1995

Notes on the Atlantic Flyway Technical Section
Worcester Mass. 13-17 1995

prepared by M.C. Bateman

State Reports

Connecticut: Chose the 40 day season instead of the increase in bag (to 4). Do not expect the harvest to increase due to mild weather. Number of immature geese was high in the early flight. More geese were inland than normal in the MWI due to the mild weather. The contaminant study on scaup is continuing and eggs from Alaska are being tested. A study on reproductive biology on resident Canada Geese is being undertaken by Utah State U. Connecticut River estuary was designated by RAMSAR.

Delaware: Chose the 40 day option. The number of ducks was high throughout the season. Record snow goose levels were recorded on the MWI. C. Goose numbers were up from last year.

Florida: Chose the 4 bird bag option. An informal pole indicated that hunters were evenly divided on the larger bag or longer season question. An extremely high scaup count was recorded on MWI.

Georgia: The fall was wet, warm with flooding. Chose the 40 day season. Low counts in the MWI. An experimental resident goose season was implemented in 1994-95. Will be on the Mig Hvst Program in 96-97.

Maine: Chose the 40 day option. Very mild hunting season. Relatively good hunting but no major movements of C. Geese. The Mig Bd Hvst Mgmt program will be on line in 1996-97. No coastal ice during the MWI and twice the number of blacks; 3-4 times the number of mallards recorded in last ten years. Eider numbers average, scoter numbers low; high numbers of C. Geese.

Maryland: The mild weather during the hunting season led to mediocre success. Diving duck numbers in the MWI were up; C. Goose numbers were the same as last year; snows were high but harvest was low. Harvest information Program was on line in 1994-94 for first time --ran well and well supported by the hunters.

Mass: Hunters had mixed success due to mild weather and late migration. Large numbers of geese were inland. Unusual distribution of birds because there was no ice. Wood Ducks had exceptional high production ----due to decimation of the raccoon population by rabies.

New Hampshire: Chose the 40 day option. It was a fair season for hunters --no ice kept the birds scattered. MWI numbers were high and there was lots of open water.

New Jersey: Chose the 40 day option. MWI had average numbers---Black Ducks were up.

hey are doing a reassessment of lead poisoning and the illegal use of lead shot is being evaluated.

New York: Budget reductions and staff layoff will reduce the program delivered. Warm weather delayed migration and caused lower hunter success. C. Goose numbers on the mWI were average (possibly more migrants). A comparison of ground surveys and the MWI showed most species trends similar.

North Carolina:

Pennsylvania: Chose 40 day option. The early season harvest was average but the late season harvest was down due to the mild weather. In the MWI the blacks and mallards were up and the geese were down. The HIP program will be on line in 1996-97.

Rhode Island: Chose the 40 day option. Hunting was fair and inland water was open due to the mild weather. Goose hunting was poor due to unavailable birds.

South Carolina: Total ducks on the MWI was down. There was no winter weather and lots of water.

Vermont: Chose the 40 day option. The harvest is expected to be down due to the mild weather. Budget reductions has impacted the program.

Virginia: Chose 40 day option. MWI was up a little but hunter success was down. They are proposing to expand the resident goose seasons to the whole state. MWI goose numbers were the same as last year -- lower than the long term average. MWI scoter and oldsquaw numbers were the same as in past years.

West Virginia: Chose the 4 bird option. MWI numbers down from last year but up from the long term average.

USFWS report

C. Goose numbers in the MWI were down 5 percent.

Seaduck survey is being done this week. Amendments to the Mig. Bd. Treaty meetings started last week between Usc Canada and Mexico. Downsizing in the federal government will result in staff cuts and program cancellations (for example, the high arctic flyby for geese). The captive-reared mallard action is waiting completion of the study in Md. The 94 regulation process may have damaged the process because of conflicts between USFWS and Flyway Councils. To improve the situation for the 95 regs the USFWS has proposed options and wants input from the states. The options are basically 1) restrictive 2) moderate and 3) liberal.

NBS report

An experiment is underway to improve the band reporting rate-----1-800 number is planned for

1995. The name has changed to National Biological Service.

CWS report

Summary of regulation changes for the 1995 season:---prairie duck liberalization; restrictions on goldeneye in eastern Quebec to reduce harvest on Barrow's; non-toxic shot province wide in Quebec in 1997; NWA's in Quebec in 1996; expand resident goose season in Ontario in September; non-toxic shot in larger zone at Wye Marsh and PresQ'Isle in Ontario; non-toxic shot in larger Oak Hammock in Manitoba; non-toxic shot in all BC in 1995. the harvest survey estimates have been updated and recalculated .

Wetlands Habitat Manual

The document is being printed now and will be available in March. It is very different from the 1972 one. The current document should be updated periodically. It includes the current conditions of wetlands by state and province; where funding is available ; permitting process details in the US; multi species management. 1000 copies are being printed and it will be distributed to state, provincial, federal offices, contributors, etc.

Breeding Mallards in New York (Malecki and Shaeffer)

Very low survival due to predation. Recovery rates 3.8 ad F and 4.6 ad M; survival 53% ad F and 65% ad M. Suggests a 7.5% decline annually.. BUT ground breeding pair surveys for the state show an increasing population for the state.

Black Duck Band Analyses (Charles Francis)

Banding reference areas used were the same as Pendleton and Saur.---6 groups 1) Atlantic Provinces + eastern Quebec 2) coastal US 3) Quebec 4)? 5) Ontario and NY 6) Ontario west. Two time periods were used--1967-1982 and 1983 -1993. There was still a small sample size in some reference areas over 15 years. Preseason recovery rates between the two periods was significantly different (over all regions ad M -33 percent; ad F -37 percent; im ~ -30 percent). Winter banding shows same declines in recovery rates. SURVIVAL RATES SHOWED NO CHANGE between the time periods. The expected change in survival calculated using the shown change in recovery rates did not happen--highly significantly less change in survival than expected. Possibilities for reasons for results include 1) recovery rates not representative (eg reporting rates changed between time periods). 2) increase in non-hunting mortality --no controls 3) compensatory mortality. Management implications include changes in hunting regs unlikely to restore population, blacks may be at habitat capacity, increased harvest may not be wise except as part of a controlled experiment.

Committee Reports

C. Goose:

Many states are planning to increase or implement early seasons on resident geese. The usefulness of measurements to distinguish *B.c.canadensis* from *interior* was discussed. I

pointed out that measurements of C. Geese are not considered very good indications of sub-species because there is so much overlap but I was requested to get some measurements so that Trost can "do his thing". I also suggested that there is no data to suggest that *canadensis canadensis* is endangered. (In a later meeting of the *canadensis* working group - Hestbeck, Malecki, Morola- did not object to my draft of a status report)

The SJBP survey showed a big increase in non-breeding birds which may be due to moult migrant giants. SJBP may still be in trouble. A banding program in Ungava will not get adequate birds for survival rates but recovery rates and distribution may be useful. The native harvest rate here is critical. In order to interpret recovery rates, must know if native harvest has changed (proportion of birds taken by natives and bands not reported). A native harvest survey is in progress for 1995 by CWS, PQ and Cree. Direct recovery rates differ between years but survival rate shows no diff. 1990's survival rate lower than in 1980's (from Hestbeck's work). The native harvest proportion may be higher and would account for this. Total harvest in the Chesapeake States reduced 60 percent from 1980's but the population size also decreased. PQ thinks that 15-20 percent reduction in harvest will result from the regulation changes there. PQ thinks that half of their tail fans are from large resident birds. Two neck-banded birds from the summer-banded residents were seen breeding in Ungava. Will use the Atlantic-Province - collared birds as evidence for migrants in early season evaluations. The banding file for the Hestbeck study has been "cleaned up" and the observation file will be worked on by the NY people. The 1995 breeding pair survey in Ungava will cost \$22k us. \$10k from the USFWS + \$11k from the Flyway (?). The CWS has support for the subsistence harvest surveys of the Cree and this can be expanded to the Inuit if \$\$ available.

Hvst. Mgmt Committee:

30k is required for preparation of the Eastern Mallard Population Models. The Management plan for Eastern Mallards is not complete yet.

Recommended that the Council support the USFWS proposed strategy for the 1995 season (as outlined previously).

Wood Duck Other Dabblers:

Recommendation that an early teal season be implemented in the Atlantic Flyway. There are Blue-wings available and the teal populations can sustain the harvest. This was tried experimentally in 1968 and there were too many non-target species shot. Can be implemented in non-production states only.

Upland Game birds:

The HIP was implemented in Maryland in 1994-95. The results will be looked at but it appears to have been successfully implemented.

50k available for woodcock research in 95. (1/3 from USFWS; 1/3 from NBS; 1/3 from other sources). Pat will chair the NE Committee- review and score proposals for funding. The US Woodcock Management Plan is behind schedule in implementation.

Recommendation that no change be implemented in the 95 harvest regulations (unless serious weather). Need the HIP results to estimate harvest before harvest strategy is prepared. There

was some concern expressed about maintenance of the SGS with the government cutbacks at all levels.

Recommendation that the AFC acknowledge the need for the SGS and review procedures for coordination between the US and Canada (late forms in both countries).

Banding Committee:

Recommendation that the MOU with the contributing states be renewed at current funding level (five years at 6.5k from states and 80.0 from the USFWS).

Recommendation that a letter be sent to New Brunswick DNR acknowledging the bait trap station operated in NB.

Distribution of funds for 1995: Ontario-87.0; PQ-90.0; AR-20.0

Progress is being made on the training video for banders.

Diving Duck :

Results of the 5 years of the seaduck survey will be analysed by the summer meeting. (This survey costs about 25k). The CWS is preparing a Seaduck Management Plan (Hicklin). Quebec is concerned about the status of Barrow's goldeneye and will change the harvest regulations on both species of goldeneye to reduce the harvest of barrow's.

Black Duck/Mallard:

The banding analyses will be completed by Francis by July. The BD harvest strategy must be coordinated in US and Canada. The changes in harvest did not affect survival but the decline in the mid-winter inventory has stopped. There are no further restrictions planned in Canada for 1995.

Recommendation that the goals of the Mallard Management Plan be accepted.

Recommendation that the USFWS and CWS cooperate on the review of the effects of the harvest restrictions on Black Ducks.

SNOBS;

The USFWS will discontinue the high arctic spring survey as a cost cutting measure.

Recommendation that the high arctic survey continue and that a predictive capability be developed for Atlantic Brant production.

Recommendation that the USFWS develop a mute swan control policy for NWR's and other federal land. These birds compete with wild waterfowl. This is considered a state responsibility not federal.

V. Flyway Council System Review - Recommendations Report

**FLYWAY COUNCIL SYSTEM REVIEW
RECOMMENDATIONS REPORT**

**SUBMITTED TO THE IAFWA
BY THE PROJECT STEERING COMMITTEE
MARCH, 1995**

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FLYWAY COUNCIL SYSTEM REVIEW
RECOMMENDATIONS REPORT
SUBMITTED TO THE IAFWA
BY THE PROJECT STEERING COMMITTEE

Introduction

The Flyway Council system was established in 1952 and has not been formally reviewed in over 35 years. During 1994/95, the International Association of Fish and Wildlife Agencies (IAFWA) conducted a detailed system review. The review examined the purposes, objectives and functions of the existing flyway system in the context of current political, economic and social circumstances, identified contemporary management issues and outlined recommendations designed to ensure long-term effectiveness of the system.

Project Organization

The IAFWA provided project and contract management. A consultant was employed to provide support services, process design and to facilitate the decision-making process. A Steering Committee, made up of two U.S. members from each flyway (one from the council, one from the technical section), one representative from the Migratory Bird Management Office (MBMO) of the U.S. Fish and Wildlife Service (USFWS), one representative from the Canadian Wildlife Service (CWS), one representative from the Canadian provinces, and one representative from the National Biological Service (NBS), was established to provide project guidance, to prioritize issues and to develop recommendations. Steering Committee membership consisted of individuals familiar with the existing system and who represented regional, national and international viewpoints¹.

The project consisted of three distinct phases, (1) scoping, (2) issue identification and (3) problem analysis/recommendations. During the scoping phase, input on the strengths, weaknesses, issues associated with the system and suggestions on improvements to the system were received from a wide variety of groups interested in the management of migratory birds, including flyway councils, technical committees, IAFWA committees, non-government organizations (NGOs), U.S. and Canadian federal and provincial personnel, and others. A historical review of the flyway council system and an in-depth review of the current regulatory process was conducted by the consultant. The Steering Committee analyzed the input received, identified strategic issues to focus on and developed recommendations to improve the functioning of the system.

¹ See Appendix I for names of Steering Committee members and the agencies they represented.

Historical and Contemporary Circumstances

Over the last 75 years, there have been three significant milestones in migratory bird management in North America: the Migratory Bird Convention, the Flyway System and the North American Waterfowl Management Plan with its supporting Joint Ventures. The effect of each successive milestone has been broadened participation in the decision-making process. Initially decisions involved the federal governments of two nations. Then under the Flyway Council System, states and provinces participated, and more recently the Joint Ventures provide a means to involve a wider array of private and public interests concerned with habitat securement, restoration and enhancement.

The adoption of the Migratory Bird Convention was the first milestone, and created an important and necessary framework for international cooperation between Canada and the United States. Conventions with Mexico and other countries followed.

The next milestone established the flyway councils and through them broadened participation in migratory bird management. The original concept of flyway management of migratory birds was formulated before World War II by Frederic C. Lincoln. In 1947, the USFWS administratively divided the nation into four flyways for the purpose of setting hunting regulations. In 1951 the need for a stronger State/Federal partnership prompted the IAFWA to recommend a nationwide system of flyway councils. By 1953, the Atlantic, Mississippi, Central, Pacific, and National Waterfowl Flyway Councils were formally established to strengthen state-federal coordination in the annual regulation process and to coordinate research on national and flyway bases.

The signing of the North American Waterfowl Management Plan in 1986 was the third milestone and provided the umbrella under which Joint Ventures were established to focus on critical habitat and/or on population considerations. Joint Venture membership is broadly based, resulting in more groups being involved in the management process.

Since the Flyway system was established in 1952, there have been many successes and many changes in migratory bird management. The fundamental tools used by scientists to observe, measure and analyze animal populations and their habitats have vastly improved. The ability to share large volumes of complex information that provide the basis for management has changed from the postal service delivering hard copy to telephone lines carrying electronic information between desk top computers. Attitudes on openness in government decisions and the rule-making process have also changed. History has shown that migratory bird management has evolved to be more inclusive and more cooperative; a trend that has served us well and that should continue.

More recently, changes in the political, economic and social environment in which we all work suggest that this evolution must continue. The 1994 November national election in the United States has resulted in the first change in power in Congress in 40 years. The trend is to be fiscally conservative, to believe in less federal government and to empower the states to do more. Governments are experiencing fiscal difficulties and are sending clear signals that efficiency is in order; duplication must be eliminated and new ways of doing business must be explored.

Expectations that government will finance all activities is simply unrealistic. Amendments currently being sought to the Canada/U.S. Migratory Bird Convention suggest that aboriginal peoples need to be recognized as important users and managers of migratory bird resources. Evolving resource management philosophies such as ecosystem management and biodiversity suggest a need to be more comprehensive and that management solutions for migratory birds must be based internationally if they are to be effective. Public attitude is becoming more intolerant of management systems that are not comprehensive. Systems that break down institutional barriers between harvest management and habitat management, and between game and non-game species management are clearly desired. Currently the need and timing for change are appropriate.

It was in this context that the Steering Committee explored and identified a range of important issues that need to be addressed to shape the future of migratory bird management. Based on considerable feedback through questionnaires and focus groups,² the committee concluded that the Flyway System needs to:

- find ways to establish true partnerships that broaden participation and are built on shared decision-making based on the belief that there are common interests in the sustainable management of migratory birds;
- establish mechanisms that encourage and facilitate international dialogue and cooperation;
- emphasize a comprehensive strategic approach;
- enhance strategic, species and operational planning;
- organize functions to empower decision making at the most appropriate level;
- ensure that science is the driving force of decision-making;
- enhance public, political and financial support for the system; and
- expand efforts to protect, restore and enhance habitats used by migratory game birds.

Findings and Recommendations

The Findings and Recommendations of this report³ are separated into four parts. Part A outlines visions for migratory bird and migratory game bird management. Part B outlines a new three-tiered system for migratory game bird management. Part C deals with specific recommendations for furthering the management of migratory birds and for implementing a new three-tiered system. Part D deals with specific recommendations to improve the current U.S. regulatory process..

² A detailed list of Flyway Council System strategic issues is in Appendix II

³ This report contains the major findings of the Flyway Review Project. The final report to the IAFWA will contain the complete subcommittee reports from the January 1995 meeting and other relevant reports.

Part A: Visions for Migratory Bird and Game Bird Management

There were mixed reviews at the 1994 summer Flyway Council meetings and the LAFWA meeting in September about expanding the scope of the Flyway Council System to include all migratory birds. Some Council members expressed desires to retain the flyway focus on regulation recommendations, and expressed concern that they already had a "full plate" of migratory game birds issues. Groups involved with non-game migratory birds expressed concern about the Flyway Councils expanding beyond their traditional role. Thus, even though representatives from both groups agree that migratory bird management needs to be better integrated, we are clearly in the early stages of that evolution. Other progressive steps need to occur in the short term. In recognition of this, the Steering Committee recommends working toward a long-term vision for management of all migratory birds:

Management of migratory birds should evolve into an international approach that will achieve effective conservation of all migratory birds by linking efforts of all concerned partners in a scientifically based, publicly supported program of coordinated actions for the benefit of migratory birds, their habitats, and the uses they provide.

In the near-term, the Committee recommends a similar but more focused vision that is limited to migratory game birds and expands the current Flyway Council System as follows:⁴

The Flyway Council System is responsible for the conservation of migratory game birds. The system is internationally based and comprehensive, dealing with all conservation issues. An open process encourages participation by all those interested in migratory game bird management. Voting membership is inclusive of entities having legal jurisdiction over migratory game birds and their habitats and having significant financial and human resources dedicated to their management.

In addition, the Steering Committee recommends adoption of the following mission statement for the near-term.⁵

The Flyway Council System will provide leadership in the international conservation of migratory game birds and build partnerships among public and private groups interested in this valuable wildlife resource.

Part B: Proposed New Model for Flyway Council System A Three-Tiered Management System

To address the needs identified on page 3, the Steering Committee recommends modifications to the existing system. Proposed modifications to the existing flyway system would result in a three-tiered system which would provide (1) a centralized forum to address inter-flyway and

⁴ System principles, supporting both the long-term and near-term visions, are found in Appendix III.

⁵ It is worthy to note that, until now, the Flyway Council system has operated without the benefits of a mission statement or operating principles.

international policy issues; (2) four regional flyway councils that would provide forums to address regional issues; and, (3) various state/provincial planning and implementation groups that would act as forums to address species, groups of species or other appropriate issues. This system would add value to the existing one by promoting strategy development and changing the emphasis of management functions at each level. To function as envisioned, the system must exhibit these four characteristics at all levels; true federal/state/provincial partnerships (shared decision-making), planning/delivery at the lowest "cohesive operational unit" (nothing goes higher than necessary or practical), a commitment to good science and consensus based decision making. For a true partnership to evolve, there must be a fundamental change in our thinking. Instead of a system where a federal government makes its decision on a flyway basis, we should visualize the Flyway Councils as forums for management agencies empowered to make basic decisions for migratory game bird management for that region. We should extend this approach by empowering decision-making and planning at the lowest cohesive operational level that needs to take action. Only decision/ policy questions affecting more than one state / province / flyway or country should be referred to the appropriate centralized forum. Planning should consider all relevant conservation issues and should involve persons or groups affected by management decisions.

The following is a description of the basic functions of each level in the three-tiered management system.

Tier	Description
International Migratory Game Bird Committee (IMGBC)	<p>The IMGBC⁶ would develop comprehensive management strategies for all migratory game birds requiring international/multi-flyway action. The Committee jurisdiction would include all strategic matters that are international and multi-flyway based. Emphasis would be on strategy development, planning and coordination. All pertinent international/multi-flyway issues associated with the management of migratory game birds would be addressed.</p> <p>Goal setting for populations and harvest would be examples of these functions</p>
Four Regional Flyway Councils	<p>The Regional Flyway Councils jurisdiction would focus on developing implementation strategies for international / multi-flyway strategies on a flyway basis and on developing strategies for flyway specific management issues for all migratory game birds. Membership would include entities having legislative jurisdiction over migratory game birds and their habitats and who contribute significant financial and human resources to migratory bird management programs. Additional membership would be a decision of each Council. Management plans for species or groups of species associated with only one flyway (e.g. eiders) and harvest sharing among affected states/provinces would be examples of their functions.</p>

⁶ Determining the membership of the IMGBC is on of the charges to "The Migratory Game Bird Ad Hoc Committee". See recommendations Part C and appendix IV.

**State /
Province
(individually
or working in
groups within
"Cohesive
Operational
Units")**

Implementation of migratory game bird management will be conducted by states and provinces working in partnership at the lowest operational level needed to implement action. A "Cohesive Operational Unit" may be a group of states/provinces, not necessarily in the same flyway, that share common population(s) of migratory game birds or, in some cases, a single state or province.

Each "Cohesive Operational Unit" will conduct specific technical and management work and set regulations within the strategic guidelines developed by the IMGBC and the appropriate Flyway Council(s) for a specific species or group of species.⁷

The three-tiered system offers considerable benefits when fully functional:

- Creates coordinated focus for all migratory game bird management
- Creates true partnerships
- Provides an environment and structure for strategic planning
- Eliminates duplication by consolidating numerous working groups, committees, etc.
- Results in a comprehensive planning process and coordinated delivery system
- Structures the process to place decision-making and actions at the lowest appropriate level
- Recognizes the importance of harvest regulations, but puts them into context with all other management issues.

Part C: Recommendations Relating to Migratory Birds and for Implementing the Three-Tiered System for Migratory Game Birds

Model for All Migratory Birds:

The Steering Committee concluded that although a model for all migratory birds has considerable merit, its development would be premature until all affected resource groups can be involved and consensus reached. The Steering Committee further understood that the IAFWA established an Ad Hoc Committee at its September 1994 IAFWA meeting to review

⁷ A favored example for harvest management would be the Adaptive Harvest Management (AHM) approach, which proposes to use combinations of different regulatory "packages" (e.g., conservative, moderate, and liberal) to manage populations or "stocks" of birds. These regulatory packages would be previously agreed combinations of bag limit, season length, and other significant harvest management tools. Within a regulatory package category, combinations and magnitudes of variables such as bag limit and season length will likely differ among flyways (as is currently the case), but not likely among states/provinces within flyways that share common stocks of birds. States/provinces will initially have the opportunity to tailor season structure currently made on an annual basis within the general frameworks; however, once these variables are tailored they then would become established as part of a regulatory package. When changes in harvest rates are desired, changes will be implemented by switching regulatory packages in synchrony among flyways and across states/provinces that share common populations. As knowledge of harvest and regulatory packages is acquired, they may be re-formulated relative to harvest rate objectives. Recommendations for regulatory change would be consistent with the policies and strategies adopted by the IBMBC and the Flyway Councils and would originate from the Technical Sections of the Flyways.

recommendations concerning management of all migratory birds. It is recommended that *this IAFWA Ad Hoc Committee should explore the potential for coordinating all Migratory Bird Management within a single system.*

Model for All Migratory Game Birds:

It is recommended that *the federal governments of the U.S. and Canada immediately convene a policy level group, called "The International Migratory Game Bird Management Ad Hoc Committee" representing flyways and federal governments to determine how best to implement the new system. Recommendations from this committee should be made to the IAFWA by their September 1995 meeting. Due consideration should be given to appointing several steering committee members to the International Migratory Game Bird Management Ad hoc Committee to insure continuity. (A more complete description of this Committee's role is found in Appendix IV.)*

Part D: Interim Recommendations to Enhance the Current System

The Steering Committee recognized that designing and implementing a new three-tiered migratory game bird Management System cannot be accomplished overnight. In the interim, improvements to the existing process can and should be made. As the new system becomes operational these improvements may be integrated into the new system or simply dropped if no longer applicable.

1. Enhance the partnership between the States and the USFWS

The review of the U.S. annual regulations process disclosed an immediate need to improve the partnership between the states and the USFWS. Improved partnership includes a recognition that both levels of government have legitimate responsibilities for the migratory bird resource and that access to decision-making forums and shared decision making will enhance that partnership. By strengthening working relations, other needed changes can be facilitated.

To enhance shared decision making it is recommended that *one Flyway Consultant from each flyway be placed on the Service Regulation Committee (SRC) as voting members and that the Department of Interior (DOI) and the IAFWA work to remove barriers imposed by the Federal Advisory Committee Act (FACA). Progressive steps may be needed to achieve this recommendation. If the establishment of an expanded SRC can not be accomplished administratively, then seek amendments to FACA to remove barriers to decision making between government authorities.*

2. Adjust the timing of the U.S. regulations process

The U.S. annual migratory game bird hunting regulations process has evolved into two parallel but separately timed processes, e.g. early and late season processes. On the other hand, the Canadian process is a single process that precedes the U.S. time schedule by at least three months. The consequences in the U.S. of waiting for the completion of the July production surveys is an unrealistically compressed late season process. This short time frame prevents thoughtful exchange of information and necessary consensus building and makes the process legally vulnerable. This short time frame creates an environment for abrupt unexplained decisions that often result in confrontation.

To address this it is recommended that *the early and late hunting season regulatory processes be combined to allow for exchanges of information and ideas, to improve efficiencies and provide a time frame more conducive to consensus building.*

3. Hold Summer Flyway meetings in one location.

Traditionally, the Flyway Councils have held meeting in separate locations requiring staff representing MBMO to attend four separate meetings. In recent years, critical messages from MBMO became confused and opportunities for flyway coordination on common issues were missed. Separate meetings also created an environment that spawned competition and impeded cooperation.

To address this it is recommended that *all summer flyway council meetings be held in one central location (hub city - Denver, St. Louis, Kansas City, Minneapolis, etc.) The National Flyway Council would be scheduled as the first meeting so that appropriate information can be given to all Flyway Councils simultaneously. The four regional Flyway Councils would then conduct their meetings, with appropriate opportunities for coordination. The National Flyway Council would hold a wrap up meeting to deal with any needed coordination issues between flyway. Finally, a regulations setting public hearing be held by the DOI : USFWS at the same location and during the same period to receive public comments from the Flyway Councils, NGOs and individuals. The target date to implement this change is summer 1996.*

This recommendation offers the benefits of: reduced travel costs (USFWS/CWS), reduced need to involve as many staff people (USFWS/CWS), enhanced interflyway communication and joint planning, improved focus on key issues, reduced misunderstandings between flyway councils and federal governments as well as between flyways, improved participation of NGO's - both public input and improved understanding of process. By holding the entire regulations process, including the public hearing, in the same location, travel time should be reduced for virtually all involved and this set of meetings can be accomplished in less time because travel between meeting locations will be eliminated.

4. Adaptive Harvest Management

There continues to be a need to ensure that management strategies for migratory game birds and their habitats are explicitly science-based and provide delivery of the scientific program necessary for both application and evaluation (including adequate funding of monitoring and survey efforts). Federal, state and provincial migratory game bird managers have been working to develop and implement Adaptive Harvest Management (AHM).

The AHM approach entails: formulating clear, quantifiable objectives; developing explicit expressions (i.e., "models") of how proposed management actions will affect populations; applying management actions in a systematic and objective manner; evaluating how population responses correspond to responses predicted by alternative models; and implementing subsequent management actions based on learning.

It is recommended that federal, state and provincial governments should support the development of the Adaptive Resource Management strategy for harvest and habitat management in the flyways.

5. Flyway Council System continue to maintain scientific expertise

During 1993 - 94, the DOI has consolidated its biological scientific functions into a new organization, the National Biological Service (NBS). The recent change in political majorities within the U.S. Congress has created doubt as to how and whether the DOI will be able to provide scientific support for the Flyway Council System. Good wildlife management decisions are inherently driven by sound information and good data. Indeed, the success of AHM relates closely to the continued availability of quality information.

It is recommended that actions should be taken by IAFWA to ensure that scientific capabilities (including those transferred to the NBS in the U.S.) including migratory bird research, banding, coordinated surveys, development of analytical procedures, wildlife and disease toxicology are retained in the U.S. and Canada and encouraged in Mexico."

Conclusion:

This report contains the results of the first comprehensive review of the Flyway Council System in 35 years. This system has provided an essential framework for state input to migratory bird management that often has been a model of cooperation and coordination. It is apparent that recent and ongoing changes in our society and issues within the existing management system are demanding improvements to the system. At no time has the opportunity and environment for change been more positive. It is hoped that the recommendations contained in this report will facilitate change that will improve the international conservation of migratory birds.

Steering Committee Members for the Flyway Review Project

Flyway	Council Member	Technical / Study Committee Member
Atlantic Flyway	Mr. Kenneth Wich, NY	Mr. Tommy Strange, SC
Mississippi Flyway	Mr. Richard Bishop, IA	Mr. Dale Humburg, MO
Central Flyway	Mr. Thomas Hinz, MT	Dr. James K. Ringelman, CO
Pacific Flyway	Mr. Jay Lawson, WY	Dr. Gary C. Will, ID

Other Organizations	Representative
USFWS, MBMO	Mr. Robert J. Blohm, Washington, DC
CWS	Dr. Steve Wendt, Canada
NBS	Dr. Richard Jachowski, Laurel, MD
Canadian Provinces	Mr. Bob Andrews, AB, Canada
IAFWA	Mr. Kirk S Andries, Washington, DC
Consultant	Mr. Bill Wagner, esq. DE

Appendix I

APPENDIX II

System Strategic Issues

During period February 1994 through May 1994, written questionnaires were distributed at all four flyway council technical sections / study committees, sent to all listed council members of the four flyways and handed out at the North American in Anchorage, AK. Four Nominal Group sessions were conducted e.g. Atlantic and Mississippi technical section, North American and a session with members of the MBMO. There was a group session with representatives of nine NGOs in Washington, DC.

On May 31 and June 1, 1994 the steering committee met at St. Louis, MO for the purpose of reviewing all the issues that were developed through the scoping process and identifying a master list of contemporary strategic issues facing the Flyway Council System. These issues were summarized among seven categories and were the basis for the review of the Flyway Council System and the resulting recommendations.

1. Scope: scope of the Flyway Council System should be broader
 - A. International
 - B. All migratory game bird species
 - C. The membership needs to be expanded to be inclusive of entities having legal jurisdiction over migratory game birds and their habitats and having significant financial and human resources dedicated to their management
 - D. Stakeholders - all user groups
 - E. All conservation issues

2. Linkages / Partnerships: partnerships need to be expanded and strengthened
 - A. Need to increase involvement of Canadian provinces, Mexican states, aboriginal groups, Partners in Flight Committees, and Joint Ventures
 - B. Need to define roles of partnerships
 - C. Need to define mechanism for involvement

3. Public / Financial Support: Flyway Council System must expand its public and financial support base
 - A. Need to identify its clientele, their interest, attitudes and desires
 - i. For consumptive users, should cultural and social differences be recognized?
 - B. Need to be involved in major legislative and budget processes
 - C. Need to have a proactive I/E outreach on Flyway Council System
 - D. Needs to promote the distribution of factual information to the publics about migratory birds
 - i. Consumptive
 - ii. Non-consumptive
 - E. Seek sufficient funds to support identified migratory bird program needs
 - i. Number of hunters are declining
 - ii. Number of persons interested in migratory birds increasing

4. Management Effectiveness: management effectiveness of migratory birds need to be improved
 - A. Partnerships need to be more effective

- B. The management decision-making process for migratory bird needs to be improved
 - i. Need to define the roles in migratory bird management between the following organizations: the Flyway Councils, the National Waterfowl Council, the appropriate IAFWA committees and the regional associations
 - ii. Federal processes for adopting annual harvest regulations
 - iii. Need to prioritize management activities
 - iv. Need to coordinate activities
 - C. Conservation efforts need to have the desired effect
 - i. Effect of management action on migratory birds needs to be understood (Adaptive Harvest Management)
 - ii. The availability of management tools need to be addressed (identified)
 - iii. Enforcement of biologically-based regulations should be done in a manner to address the biological problem the regulation was adopted to correct
5. Planning: strategic and operational plans need to be developed and implemented
- A. Need to integrate Flyway Council System planning efforts with other planning efforts e.g. Partners in Flight, Western Hemispheric Shorebird Reserve System the NAWMP and FWS ecosystem management
 - B. Need long-term management goals for migratory birds
 - C. Need short-term management goals for migratory birds
 - D. Need management plans for all hunted species
 - E. Harvest sharing / allocation needs to be addressed
6. Biological Basis: migratory bird management needs to continue to be based on good science (the best available science)
- A. The Organizational Model may need to be modified. Generally, in mid-continent, the four-flyway-model is biologically sound; however, in northern Canada and Mexico, the model is generally less functional
 - B. Needs more emphasis on population goals (and / or key management parameters) and less emphasis on annual regulations
 - C. Information on some species is lacking
 - i. Inadequate databases (some databases need various levels of improvement while other databases must be defined and developed)
 - ii. Causes of population changes (need to be more clearly defined so that cause and effect relationships can become the focus of proactive actions)
 - D. Available information not always analyzed and / or applied (because of lack of manpower and / or financial resources)
 - E. Biological information does not always match political boundaries (when biological information or management influence does not match political boundaries, there must be more emphasis placed on biology than boundaries)
7. Habitat: the Flyway Council System needs to expand efforts to protect, restore and enhance habitats used by migratory birds through various proactive strategies

APPENDIX III

System Principles for the Management of Migratory Game Birds

The following principles describe the values held by migratory game bird managers, articulate what the system stands for and what fabric holds the system together, and, along with the mission and vision statements, represent the foundation for management of "migratory game birds", hereinafter referred to as "migratory bird(s)".

- Principle 1. Migratory birds are a valued, shared continental resource.
- Principle 2. Migratory birds should be managed internationally within the framework of appropriate international conventions. Protection of populations and their habitats requires long-term planning and the close cooperation and coordination of management activities among affected countries.
- Principle 3. Management will be based on application of best available science, professional expertise and local knowledge.
- Principle 4. A comprehensive management regime should provide for a variety of uses consistent with long-term conservation of the resource. Management of migratory birds should include effective planning, research, habitat security, regulation, monitoring, and enforcement to monitor compliance.
- Principle 5. Opportunities for equitable use of the continental migratory bird resource should be assured. The managed subsistence and recreational harvest of renewable migratory game bird resources are desirable and consistent with their conservation.
- Principle 6. Where feasible, defined populations and sub-populations of various species of migratory birds should be the basis for management where these can be biologically justified and for which management regimes are feasible.
- Principle 7. Management should include provisions for protection of all species and populations when and where necessary.
- Principle 8. The maintenance of abundant populations is dependent on the protection, restoration and management of habitat. Habitat necessary for the conservation of migratory birds should be determined, adequately protected, monitored, managed, enhanced and restored.
- Principle 9. Long-term support by all parties (government, native and aboriginal groups, business, interest groups and private landowners) is essential to ensure conservation of migratory birds and the habitat upon which they depend. Regular involvement of all parties interested in migratory birds is encouraged.
- Principle 10. Cooperative mechanisms for the management of the resource should be continued or developed where appropriate.
- Principle 11. Due respect will be given to an individual country's legislative, management and implementing processes. These processes will be subject to continuous monitoring to ensure they are compatible and consistent with population needs on a continental basis, to evaluate their environmental impacts, and to ensure public participation.
- Principle 12. Population and habitat objectives will be met through long-term actions while maintaining or enhancing other ecological values and promoting biological diversity on a landscape basis.

APPENDIX IV
Terms of Reference for the
International Migratory Game Bird Management Ad Hoc Committee

- Goal:** The federal governments convene a policy level working group representing flyways and federal governments for the purpose of determining how best to implement the new three-tiered management model.
- Timing:** This project should be initiated immediately so that the review can be completed and recommendations made to the IAFWA by September 15, 1995.
- Membership:** Committee membership should include appropriate Federal representatives from Canada, United States and Mexico, and state/territorial/provincial members from each of the flyways. Members should be responsible for both game and non-game programs.

The committee will elect a chairman from its membership.

At the initial committee meeting, determine if the committee membership needs to be expanded. If so, consideration for membership should be given to aboriginal interests and non-government organizations

Decision Making: Decision will be by consensus.

Objectives: In determining the best way to implement the three-tier process, the following objectives should be addressed:

1. Determine what, if any, legal barriers exist that must be addressed. Conduct a state-by-state survey to determine potential barriers and recommend ways to resolve.
2. Ensure that management strategies for migratory birds and their habitats are explicitly science-based and provide delivery of the scientific program necessary for both application and evaluation.
3. Ensure professional support necessary at each organizational level of migratory bird management (e.g. technical arm of proposed International Migratory Bird Committee).
4. Conduct an inventory of available data and the relative costs of securing it. Re-examine data sets to identify the quality, utility and application to management. Recommend elimination of data collection efforts that are not needed, and recommend shifts in resources where necessary, shift resources to ensure collecting of essential data.
5. Species management plans should integrate North American Waterfowl Management Plan habitat activities with population management activities.
6. Clearly define roles and responsibilities between levels.
7. Clearly determine extent of functions and relationships between levels.
8. Determine staffing / financial implications.

Outputs: A complete implementation plan, including timing and key milestones.

VI. A National Approach to Migratory Birds Conservation in Canada

DRAFT
March 22, 1995

**ENVIRONMENT CANADA - PROVINCIAL/TERRITORIAL
AGREEMENT RESPECTING**

**A NATIONAL APPROACH TO MIGRATORY BIRDS
CONSERVATION IN CANADA**

PURPOSE

To reach agreement on federal/provincial/territorial administrative arrangements needed to streamline government delivery of migratory birds conservation initiatives in Canada in order to improve efficiency, eliminate overlap and duplication, and to provide for local and regional decision making.

PREAMBLE

- Whereas:** Federal, provincial and territorial governments are committed to improving migratory bird conservation efforts in Canada; and,
- Whereas:** Federal, provincial and territorial wildlife agencies, hereafter referred to as the Parties, have a longstanding tradition of close collaboration and partnership in migratory bird conservation; and,
- Whereas:** Parties agree on the need to more effectively harmonize migratory bird conservation activities in order to make most efficient use of limited resources, and to avoid overlap and duplication; and,
- Whereas:** Federal, provincial and territorial governments are committed to improving decision making with respect to migratory bird conservation within the current constitutional and jurisdictional framework; and,
- Whereas:** The Migratory Birds Convention and Migratory Birds Convention Act provide the federal framework for regulating the taking of migratory birds in Canada.
- Therefore** Parties agree in principle to the following framework to improve migratory bird conservation in Canada:

[To effect these efficiencies the federal government will focus on the science and data requirements for the long term conservation of migratory birds, and on the international accords and arrangements needed to support such conservation. Operational aspects will be addressed by provinces/territories including detailed regulation setting, enforcement and compliance, day-to-day management, and permitting and licensing. Shared aspects will include strategic planning, cooperative ventures such as NAWMP, Canadian Landbird Conservation Strategy, and aboriginal co-management agreements.]

GOAL

To conserve migratory birds and sustain the benefits and values deriving from them.

PRINCIPLES

1. All Canadians share responsibility for the conservation of migratory birds.
2. A national cooperative approach to migratory bird conservation is required to reflect the roles and responsibilities of federal and provincial governments.
3. The national migratory bird conservation program must address all migratory bird species. This includes all native species of Canadian birds that migrate between jurisdictions.
4. Migratory bird conservation decisions must continue to be based on the best available science.
5. Aboriginal People of Canada have a special role to play in the conservation of migratory birds, and in the application of traditional knowledge in decision making.
6. Migratory birds are most appropriately managed within the context of their entire ecological and geographic ranges taking into consideration the interests of all those who share them (i.e., range jurisdictions).

REQUIRED DIRECTIONS

1. Emphasis should be placed on managing migratory birds through the appropriate application of sustainable development and ecosystem management concepts.
2. Major stakeholders should be directly involved in the planning, management and decision making process, and migratory bird conservation programs should be undertaken through collaborative efforts.
3. Management decisions should be taken at the level closest to where the direct impact of such decisions is felt.

STRATEGIES AND RELATED FEDERAL/PROVINCIAL ROLES

- 1. ESTABLISH A NATIONAL MIGRATORY BIRD CONSERVATION COMMITTEE** to provide national coordination and to address national issues and policies. The National Committee would include all PARTIES and such other groups agreed to by a consensus of the PARTIES, and would be chaired by CWS.
- 2. ESTABLISH REGIONAL MIGRATORY BIRD CONSERVATION COMMITTEES** to maximize capacity for federal and provincial jurisdictions and major regional stakeholders to effectively plan and co-ordinate regional migratory bird conservation.
 - a. Scope:**
 - The conservation of all birds that migrate between jurisdictions within the region.
 - All regionally coordinated actions required by migratory bird conservation.
 - b. Functions**
 - Establish population targets, habitat targets and harvest quotas.
 - Identify and prioritize conservation issues and develop strategies for resolving them;
 - Develop conservation strategies including harvest strategies;
 - Facilitate implementation of conservation strategies.
 - c. Operating principles (to clarify the relationships between the committee and the member agencies and partners),**
 - Agencies and partners are guided by the recommendations and decisions of the committee.
 - Jurisdictions retain flexibility to allow for activities tailored to regional and local circumstances within the context set by the committee.
 - Committees will seek decision by consensus.
 - Membership on the committees will include range province(s)/territory(ies), and the Canadian Wildlife Service, and others (to be decided by each regional committee).

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3. The Federal Government will:

- a. Provide a national migratory bird conservation overview, including establishment of global harvest targets for migratory game birds.
- b. Provide international coordination, including resolution of international issues, and development of accords with other nations.
- c. Provide scientific support and analytical capacity to both national and regional committees including maintaining national and regional databases.
- d. Provide the migratory bird conservation science base within the context established by the committees, including harvest surveys, regional populations surveys and directed research. These may be undertaken as cooperative exercises facilitated or coordinated by the federal government, or by the federal government acting alone.
- e. Coordinate the development and support of co-management agreements with Aboriginal people.

4. Provinces/territories will, within the context established by the regional committee:

- Develop and adopt detailed migratory bird conservation regulations¹;
- Utilize their own permitting mechanisms for licensing hunters of Migratory Game Birds¹;
 - o Provinces will provide timely data to CWS on hunters purchasing migratory game bird permits.
 - o Provinces may opt to provide harvest estimates if standards of the national harvest survey are met.
- Utilize their own permitting mechanisms for authorizing activities now provided for under Migratory Birds Convention Act and Regulations, with the following exceptions¹:

¹ In cases where provincial governments lack the capacity to provide an effective level of service or effective enforcement and compliance, the federal government will retain overall lead responsibility.

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- o **Research permits may be issued by CWS for federal research activities, and for research activities involving more than one province/territory. (need to set guidelines for permit issuance, including mechanisms for ensuring that coordination occurs to avoid problems).**
 - o **Banding permits and administration of banding will be handled centrally by CWS. (option to issue permits regionally, and negotiate for overall administration by U.S. banding office).**
 - **Implement compliance and enforcement programs¹;**
 - **Protect and manage habitat (securement, site management...);**
 - **Provide information and education, extension.**
- 5. Nationally significant programs such as the Canadian Landbird Conservation Strategy, the North American Waterfowl Management Plan, Crop Damage Prevention Agreement, Crop Damage Compensation Program will continue as federal-provincial cooperative efforts.**

¹ **In cases where provincial governments lack the capacity to provide an effective level of service or effective enforcement and compliance, the federal government will retain overall lead responsibility.**

PERMITS

For the Migratory Game Bird Hunting Permit

- Provinces will utilize own permitting mechanisms for licensing hunting of Migratory Game Birds.
- Provinces to provide timely data to CWS on harvest estimates, and will provide data on hunters purchasing permits.
- On assuming responsibility for licensing migratory game bird hunters from the federal government, provinces/territories also agree to assume financial responsibility for enforcement and compliance, and cost of administering permits.
- Provinces may enter into agreements with Wildlife Habitat Canada respecting contributing funds or retain total proceeds from the licensing of migratory bird hunters for conservation purposes.

For Other Permits¹

- Permit program to be streamlined and made more user-friendly.
- Research permits issued by either CWS or Province.
- Banding permits and administration of banding to be handled centrally by CWS.
- All other permits to be discontinued in present format, and permitting "issue" to be included as part of provinces normal management and permitting processes.

¹. Federal government to provide a paper on whether the other permits are necessary and on federal framework for issuance of such permits.

HABITAT¹

PRINCIPLES OF DESIGNATION AND MANAGEMENT OF DOE PROTECTED AREAS

Designation - To Achieve Program Objectives

- **Maintain ownership of nationally significant lands and areas important to migratory bird conservation**
- **OGD lands protected by DOE are nationally significant**
- **Sites protected pursuant to Land Claims are nationally significant**
- **Other sites must meet criteria for national significance (criteria to be developed)**
- **Sites not meeting criteria to be transferred or de-listed**

Management - To Achieve Efficiency

- **Develop a management plan for all sites**
- **Management of sites can be contracted to provinces, OGD's or NGO's**
- **Where a management plan cannot be developed, pass responsibility to someone who can**
- **Provinces to protect and manage lands of regional or local significance, but are also encouraged to protect nationally significant areas**

¹Eastern Wildlife Directors feel that there are two separate issues concerning DOE's protected areas: their designation and their management. Designation occurs in relation to DOE responsibilities for migratory bird conservation and for the protection of nationally significant wildlife areas. Management of sites concerns efficient, cost-effective administration of the protected areas. Therefore, in the context of harmonization, "designation" of sites concerns federal-provincial coordination and consultation and the need for habitat protection strategies, and "management" focuses on how best to provide effective, low-cost services required for protected areas.

VII. Endangered Species - National Approach

A National Approach to Endangered Species Conservation in Canada

Part One: The Proposed Policy Framework

Part Two: The Proposed Implementation Strategy

Part Three: Consultation Workbook: Your comments

This document has been prepared by a committee of federal, provincial and territorial government wildlife officials for discussion purposes. It does not necessarily reflect the views of all governments. It is intended that government ministers responsible for wildlife management in Canada will be asked to approve a final agreement on A National Approach to Endangered Species Conservation in the Fall of 1995.

Part One: The Proposed Policy Framework

This part of the document contains the basic principles that are the foundation of the "National Approach".

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**Proposed Policy Framework
A National Approach to
Endangered Species Conservation in Canada**

1. PURPOSE

To agree on a harmonized national approach to endangered species conservation in Canada.

2. GOAL

To prevent any species becoming extinct as a consequence of human activities.

3. UNDERLYING PRECEPTS

1. All Canadians share responsibility for ensuring that species are not lost to extinction as a result of human activities.
2. The primary responsibility for wildlife management in Canada rests with the provinces and territories, except for fish, marine mammals and other marine organisms, which are the responsibility of the federal government; there is shared jurisdiction for migratory birds.
3. A national cooperative approach to endangered species management is required to reflect the roles and responsibilities of federal and provincial/territorial governments. Endangered species conservation initiatives should be approached through integrated national and provincial/territorial regimes.
4. An effective and complete national endangered species conservation framework must be able to address all living non-domestic organisms (native to Canada).

4. **REQUIRED ELEMENTS OF NATIONAL FRAMEWORK FOR
ENDANGERED SPECIES CONSERVATION**

1. Emphasis must be placed on preventing species from becoming threatened or endangered as a result of human activities by appropriate application of sustainable development and ecosystem management concepts.
2. Assessments and listings of species considered to be at risk at the national level must be undertaken by an independent, scientific body through an open and arms-length process.
3. Species listed as nationally threatened or endangered will be so designated in all range jurisdictions¹. Additionally, provinces and territories will designate threatened and endangered species of provincial concern.
4. Aboriginal people of Canada have a special role to play in the listing and recovery of endangered species, and in the provision and use of traditional knowledge in this process.
5. All jurisdictions, (federal and provincial/territorial) will have an agreed set of minimum legislative and regulatory response capabilities.
6. The primary responsibility for determining the nature of response strategies, recovery planning, implementation and enforcement lies with range jurisdictions.
7. Upon listing, range jurisdictions will have 12 months to decide and advise on their recovery responses, including consideration of the need for regulatory responses.
8. Endangered and threatened species will be assessed and designated based on best available science, and recovery actions and management will be undertaken using ecosystem management approaches and best available technology and information.
9. Endangered species conservation initiatives should include all major partners, and be undertaken on a "joint venture" basis.

1. "Range jurisdictions" means those governments within whose territory/jurisdiction a species may occur, and includes the federal government respecting federal lands and oceans.

5. STRATEGIES

1. Emphasis will be placed on preventing species from becoming threatened or endangered as a consequence of human activities. All jurisdictions will:
 - Manage ecosystems using principles of sustainable development, thereby preventing endangerment.
 - Encourage sustainable use of species and ecosystems to foster their conservation.
 - Incorporate biodiversity goals in the management of landscapes and resources, and in design and implementation of regional ecosystem flagship programs (e.g., Great Lakes Action Plan).
2. Endangered species conservation will be addressed in a national framework which recognizes both national and regional responsibilities and levels of interest. All jurisdictions will:
 - Establish the authority to list their flora and fauna as nationally or provincially/territorially threatened or endangered;
 - Establish the agreed set of prohibitions and authorities, and the ability to select, for each species listed, the prohibitions/authorities the jurisdiction decides to apply (Appendix I).
3. Use an independent, open and transparent, science-based process in the assessment and listing of nationally threatened and endangered species.
 - Establish an assessment and designation Committee of scientific experts who can objectively evaluate status reports and scientific information. (Suggestion made that this Committee be called COSEWIC so that the well recognized and apt name remains in use, although obviously with a different function).
 - Committee members acceptable to jurisdictions.
 - The Committee will report to the Wildlife Ministers' Council.
 - Environment Canada will maintain a secretariat to support the activities of the Committee.

- Develop criteria for assessing whether species should be listed as nationally endangered, and nationally threatened.
 - Environment Canada will support the operation of the Committee and supporting mechanisms.
 - Species not of national concern but which may be of regional concern will be referred to appropriate provincial/territorial committees.
4. All range jurisdictions will list nationally designated species and prepare a restoration plan including regulatory action within one year of listing.
- Ensure preparation of response/management plans within a specified period of time.
 - Range jurisdictions will participate with other affected range jurisdictions in preparation of recovery plans for any species designated as nationally threatened or endangered.
 - Recovery plans must be realistic, do-able, and reflect best faith efforts to implement.
 - To the degree possible, recovery should be undertaken within an ecosystem or ecozone approach.
 - Multi-species recovery efforts should be given precedence over single species approaches.
 - Recovery initiatives should be incorporated into regional ecosystem management regimes such as regional flagship programs (e.g., Great Lakes Action Plan).
5. Provinces/territories will also assess, designate and develop management plans for species, subspecies or populations at the provincial/local level. (The federal government may also make such assessments for subspecies or populations of species over which it has direct jurisdictional responsibility).

APPENDIX I

Illustration of agreed set of prohibitions and authorities

For any nationally endangered/threatened species listing made by a range jurisdiction, the jurisdiction will select which prohibitions, or authorities, if any, it wishes to apply.

1. Prohibit any person from killing, injuring, taking, interfering, disturbing, the specified plant or animal except as authorized.
2. Prohibit any person from possessing the specified plant or animal except as authorized.
3. Prohibit any person from trafficking the specified plant or animal except as authorized.
4. Provide the authority to define critical habitats on Crown land and prohibit any activity that adversely affects the specified plant or animal species in the defined area.
5. Provide the authority to define critical habitats on private land and prohibit any activity that adversely affects the specified plant or animal species in the defined area.
6. Provide emergency authority to the Minister to amend, modify or suspend any activity on defined Crown land which he believes would adversely affect a specified plant or animal species for up to one year, while a restoration plan is being prepared.
7. Provide authority for local governments (municipalities) to define land uses through zoning that are compatible with endangered/threatened plant and animal species needs.
8. Provide for similar maximum penalties for offenses respecting National endangered/threatened species.
9. Require that all government departments and agencies shall act in a manner that protects and restores the specified plant or animal species in the designated Crown land area of concern.
10. Require that all government departments and agencies shall act in a manner that protects and restores the specified plant or animal species in the designated private land area of concern.

Part Two: Proposed Implementation Strategy

This part of the document describes how the principles of the proposed "National Approach", set out in part one, could be put into practice.

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Proposed Implementation Strategy

1. INTRODUCTION - PURPOSE OF THIS REPORT

All Canadians have a role to play in the protection of species at risk. The survival of wild plant and animal species is important for the survival of the world.

All Canadian jurisdictions are responsible for the protection of species at risk. To address that issue, the Canadian Wildlife Directors Committee developed a discussion document entitled "A National Approach to Endangered Species Conservation in Canada" (See Part One of this document). That framework report describes **WHAT** needs to be done, and proposes a harmonized national approach for the conservation of species at risk in Canada.

The present document Part Two forms a companion to Part One/the above. It describes **HOW** the proposed framework could be implemented in practice. It was prepared by The Endangered Species Working Group at the request of the Wildlife Directors Committee. It is for discussion purposes only and presents recommendations for:

- 1) the composition and operation of the institutions that would be created,
- 2) technical procedures that could be used to identify and rank species according to their risk of extinction, and
- 3) what action would occur for those species that are designated as being at risk.

2. OVERVIEW OF THE PROPOSED NATIONAL FRAMEWORK

Over the past 20 years, Canadian governments and private conservation organizations have created two national institutions to prevent the loss of species; the Committee on the Status of Endangered Wildlife in Canada (COSEWIC) and the Recovery of Nationally Endangered Wildlife Committee (RENEW). In basic terms, COSEWIC's role has been to identify species at risk, and RENEW's role, to recover them. This program has produced some good results, but it also has many weaknesses. Consequently, the Wildlife Directors have developed a model or "framework" for a system that they believe will produce better results. According to this framework, species in *all* taxonomic groups would be addressed. The process for identifying those at risk would be more objective and open to public participation. Species found to be in trouble would become the subject of cooperative inter-governmental attention; subspecies and separate populations would become the subject of regional concern. Species with extensive ranges that barely extend into Canada would be dealt with at the local level.

The jurisdiction(s) responsible for species designated at risk would quickly (within one year) indicate what actions would be undertaken. The federal and all provincial/territorial governments would have a range of legal capabilities for protection and rehabilitation.

To implement the proposed framework, COSEWIC and RENEW would change. COSEWIC would become smaller, would meet more often, and would consult with the public when considering if a species is at risk. It would recommend status designations directly to government ministers. It would be supported by a secretariat and a network of experts on all groups of species.

[Note - COSEWIC's name will be retained and not be changed to Risk Assessment Board as in earlier drafts]

The RENEW Committee would retain the same composition (directors of wildlife agencies and private conservation organizations) and would continue to coordinate recovery programs requiring multi-jurisdictional participation. RENEW would not "approve" proposed recovery actions. It would, however, ensure that jurisdictions responded promptly after "their" species appear on the national list by formally describing their intended course of action. RENEW's membership would still consist of the directors of government wildlife agencies and major private conservation organizations. It would continue to be supported by the secretariat that supports COSEWIC.

3. THE REVISION OF COSEWIC

COSEWIC will be maintained as an independent body of scientists responsible for monitoring the Canadian biota and designating species at risk. It will report to relevant government ministers.

Structure

COSEWIC members will be Canadians who have strong expertise in endangered species management, with demonstrated knowledge of conservation biology, population dynamics, and genetics. They will not necessarily be experts in taxonomy and systematics, as they will draw on the expertise of taxonomists when it is needed.

The committee will consist of 5 to 9 appointed members. The chairperson will be elected by the members. The Director of the Secretariat will serve as secretary and non-voting member.

Appointing COSEWIC Members

The Secretariat will advertise for candidate COSEWIC members to the public,

special interest groups, Aboriginal wildlife management boards, and government agencies in all jurisdictions. It will send the resulting list of candidates to each responsible jurisdiction for review. It will ask each jurisdiction to indicate its top five choices in order of preference. The Secretariat will pool the lists of five selections from each jurisdiction and submit the names of the leading candidates to Ministers, who will make the final appointments. Appointments will be for terms of three years.

Meetings

COSEWIC will meet 2-3 times per year, and more frequently during the change-over phase. A budget to cover the travelling and accommodation expenses of members will be provided by the federal government through the secretariat.

Responsibilities

COSEWIC will:

1. Develop and maintain a system for monitoring the presence and general condition of Canadian species and identifying those which appear to be rare or declining and are therefore candidates for detailed status determination.
2. Commission the preparation of status reports for candidate species identified in step 1 above. Status reports will normally provide the information used to assess the extent of risk. When they are commissioned, priority will be given to those species that appear to be most at risk. If a species' predicament appears to be deteriorating rapidly, COSEWIC may make an emergency designation before a status report is prepared.
3. Consider suggestions for candidate species from any credible source.
4. Annually publish a formal "List of Species at Risk in Canada" . This will include those species designated on the national list and, for the convenience of the public, those appearing on separate lists maintained by the federal and provincial/territorial governments (see Section 4).
5. Develop terms of reference and operating procedures to be approved by Ministers.
6. Direct the activities of the Secretariat.
7. Report annually to the Ministers Councils for wildlife, fisheries, forestry, and the environment
8. Other duties as requested by Ministers.

4. DETERMINING WHETHER A SPECIES SHOULD BE PLACED ON THE NATIONAL LIST OF SPECIES AT RISK

Canadians are concerned about preventing the disappearance of all species, and about the different subspecies and sub-populations that make up those species. A national and a number of separate "jurisdictional" lists of species at risk will be maintained in Canada.

The **national** list will feature species whose entire Canadian population is considered to be in serious trouble. To be placed on the national list, a species would have to meet the conditions described below:

1. The species must be recognized by most taxonomists as a valid and distinct entity known to have occurred in the wild in Canada for at least the last 50 years. Species that appear occasionally as accidental or casual visitors should not be considered.
2. The species is **not** regarded as "peripheral" [as a border species??] in Canada, defined as follows:
 - A terrestrial or freshwater species with an historical range in Canada confined to within 50 km of the national border, with a spatial distribution less than 10 percent of its distribution outside Canada; or
 - A marine species sighted within the 200-mile Canadian boundary fewer than 10 times in the past 10 years, with a Canadian distribution less than 10% of the global distribution.
3. As an exception to #2 above, a species regarded as peripheral [a border species] may still be considered for national designation if it is:
 - (a) listed globally as critically endangered, endangered or vulnerable by the International Union for the Conservation of Nature (IUCN);
 - (b) determined to be at risk outside Canada by COSEWIC; or
 - (c) a migratory species requiring international cooperative management to ensure its survival.
4. The species must, by virtue of its poor or deteriorating biological status in Canada, qualify for one of the several risk categories or designations adopted by COSEWIC as described below.

Jurisdictional lists of species at risk will be established and maintained separately by each jurisdiction for the species that are its legal responsibility. There would be a federal list and one for each province and territory. COSEWIC will provide information on species that do not qualify for the national list to the appropriate jurisdiction(s) for consideration, especially when there are sub-populations that appear to be in trouble.

Each of these jurisdictional lists would include any species on the national list that happen to occur under that jurisdiction. In addition, it would include all subspecies, sub-populations, and peripheral populations believed to be at risk within that jurisdiction. (Almost half of the entries in the COSEWIC's current extirpated, endangered, and threatened categories would become candidates for the jurisdictional lists, because they represent subspecies or sub-populations.)

The resulting set of national and jurisdictional lists will present comprehensive information on biodiversity at risk in Canada. Unlike the present situation, all lists will have some basis in law. This should help ensure that all representatives of species at risk, from national populations to local sub-populations, will be identified and considered for protection.

Some examples of how various species or sub-populations now on the COSEWIC list might be dealt with under the proposed framework follow:

- The endangered Vancouver Island marmot, with a very small population confined to Vancouver Island, would appear on the national list and on British Columbia's list.
- The whooping crane, an endangered migratory bird that visits several prairie provinces and the NWT, would appear on the national list, on the federal list, and on the relevant provincial and territorial lists.
- An endangered beluga sub-population (or stock) might appear on the federal list, but not on the national list because the species as a whole is not at risk in Canada.
- The endangered Gaspé woodland caribou sub-population might appear on the Quebec list, but not on the national list because the species is not at risk in Canada. Similarly, the endangered and threatened Peary caribou sub-populations would appear only on the NWT's list.
- The threatened and still declining burrowing owl would appear on the national list and on the separate lists of BC, Alberta, Saskatchewan, and Manitoba, where it occurs.

-The endangered mountain plover, historically confined to a small area along the Alberta/Saskatchewan/USA border and not at risk south of the border, would appear only on the federal list because it is a border species not at risk in the USA.

5. CHOOSING CATEGORIES OF RISK FOR NATIONAL USE

The Listing Hierarchy

The world's species at risk have been designated by authorities operating at the international, national, and provincial levels. These authorities have usually acted independently and used different methods. Often, the lists they create are not equivalent, and the resulting confusion hinders conservation efforts. The solution is to use a single system of category names and listing criteria.

Accordingly, it would be advantageous for Canada to model its national system of assigning status for species-at-risk on the prevailing international system. This is the system adopted by the IUCN in November, 1994, to compile its well-known "Red List" of species at risk. We recommend that a similar system be considered for use in Canada by all jurisdictions.

As stated in Section 4, species occurring partly in Canada that appear on the IUCN Red List will automatically be placed on Canada's national list to ensure that they receive full recognition here. By doing this, Canada will be better able to contribute to international programs to preserve species diversity.

Proposed Definitions for Canadian National Categories of Risk:

Extinct: *A Canadian species is extinct when there is no reasonable doubt that the world's last individual of the species has died.*

Extinct in Canada: *A Canadian species is Extinct in Canada when there is no longer a self-sustaining Canadian population in the wild but the species persists in the wild in another country.*

Extinct in the Wild: *A Canadian species is Extinct in the Wild when there is no longer a self-sustaining Canadian population in the wild but the species exists in captivity.*

Critically Endangered: *A Canadian species is Critically Endangered when it is facing an extremely high risk of extinction in the wild in the immediate future.*

Endangered: *A Canadian species is Endangered when it is facing a high risk of extinction in the near future, but is not Critically Endangered. (This and the above definition are included in COSEWIC's current definition of "endangered").*

Vulnerable: *A Canadian species is Vulnerable when it is facing a high risk of extinction in the medium-term future. (This definition is similar to COSEWIC's current definition of "threatened")*

Low Risk: *A Canadian species is Low Risk when available information allows it to be evaluated and indicates that the species is not Critically Endangered, Endangered, or Vulnerable.*

Data Deficient: *A Canadian species is Data Deficient when an evaluation was determined to contain insufficient information upon which to make a listing.*

6. CHOOSING GUIDELINES FOR ASSIGNING SPECIES TO CATEGORIES OF RISK

Estimating how close a species is to extinction has always been a subjective exercise. During its 18 years of operation, COSEWIC has been faced with making decisions that must consider many factors - size of population, extent of occurrence, condition of habitat, potency of threats, etc, - when complete and accurate information was often lacking. In these circumstances, other authorities may not have reached the same conclusions, and the actual risk of extinction may not have been accurately estimated.

Fortunately, conservation biologists are developing methods to improve the accuracy of estimating a species' proximity to extinction. Based on population biology theory developed from observations of declining populations, these methods use a combination of qualitative and quantitative criteria to define risk categories in terms of the probability of extinction within specified time periods. They have been shown to be appropriate for most large vertebrates at least. Two international authorities (IUCN and CITES) and several nations have recently adopted these designation methods, and they will undoubtedly gain increasing acceptance.

Canada should consider adopting a similar guideline system. It would offer several scientific advantages; more consistent application by different people, improved accuracy in estimating when extinction might occur, and easier comparison of the status of widely different groups of species. There is a further bonus; people using lists of species at risk have a better idea of **how and why** individual species were listed. An example of a guideline system that might be appropriate is shown in Appendix A. It is modeled after the IUCN guidelines for its Critically Endangered,

Endangered, and Vulnerable categories. (Note that these are only guidelines, not strict thresholds, and they will not be suitable for some species.)

7. HOW JURISDICTIONS WILL RESPOND TO THE NATIONAL LISTING OF A SPECIES

When a species first appears on the national list, the jurisdiction(s) responsible for managing it (or its habitat) will have 12 months to submit a endangered species response plan to the Wildlife Directors in their capacity as the members of RENEW. This response will be required for all species listed as Extinct in Canada, Critically Endangered, Endangered, or Vulnerable.

Response plans will outline actions which the jurisdiction actually plans to undertake and for which funds have been identified or can be secured. It can vary from a detailed, long-term management plan to a simple statement of work to be completed over the next year. Most nationally listed species will be the subject of comprehensive recovery efforts. However, if the jurisdiction determines for some reason that no management action is warranted on its part, it must explain and justify that decision. When recovery is undertaken, the jurisdiction will submit annual progress reports and plans for the upcoming year.

RENEW could take in the responsibility of reporting on national progress and administer a central archive for response action and recovery plans. It may also help coordinate inter-jurisdictional activities. RENEW will not approve response plans, as in the past.

RENEW will pass the response plans and recovery reports on to the Endangered Species Secretariat, which may then make the documents available to the public. The Secretariat will annually summarize the response plans and progress reports in a national report on recovery of endangered species in Canada. (The Secretariat's role in support of RENEW is described in Chapter 8.)

The requirement that each jurisdiction establish a minimum set of laws and regulations to adequately protect and, where feasible, restore species at risk is a key tenet of the proposed national framework. Each jurisdiction will have the capability to do the following, though it need not exercise all measures for every species:

- A. List those species that appear as critically endangered, endangered or vulnerable on the national list.
- B. Individually, or with other affected range jurisdictions, prepare a restoration plan for any species designated in (A.) above within one year of listing. Plans will set out the specific actions the agency commits to undertake and will be revised within seven years.

- C. Have the legislative or regulatory capacity to include any or all of the following 10 options specified by a recovery plan.
1. Prohibit any person from killing, injuring, taking, interfering, disturbing, the specified plant or animal except as authorized.
 2. Prohibit any person from possessing the specified plant or animal except as authorized.
 3. Prohibit any person from trafficking the specified plant or animal except as authorized.
 4. Provide the authority to define critical habitats on Crown land and prohibit any activity that adversely affects the specified plant or animal species in the defined area.
 5. Provide the authority to define critical habitats on private lands and prohibit any activity that adversely affects the specified plant or animal species in the defined area.
 6. Provide emergency authority to the Minister to amend, modify or suspend any activity on designated Crown land which the government believes would adversely affect a specified plant or animal species for up to one year, while a recovery plan is being prepared.
 7. Provide authority for local governments (municipalities) to define land uses through zoning that are compatible with endangered/threatened plant and animal species needs.
 8. Provide the same maximum penalties for offenses respecting National endangered species.
 9. Require all government departments and agencies to act in a manner that protects and restores the specified plant or animal species in the designated Crown land area of concern.
 10. Require all government departments and agencies to act in a manner that protects and restores the specified plant or animal species in the designated private land area of concern.

8. ENDANGERED SPECIES SECRETARIAT

Function

The Endangered Species Secretariat (referred to as the Secretariat) provides professional full-time support to COSEWIC and RENEW. The Secretariat will build and maintain databases from which candidates for the national and jurisdictional lists can be identified. The Secretariat reports to COSEWIC and RENEW.

Structure

Staff will include a Director, administrative assistant, five technical staff (zoologist, botanist, ecologist, science writer, and data manager), and a clerk/secretary.

Responsibilities

The following duties are carried out under the direction of COSEWIC and RENEW:

1. Develop and operate a system to identify candidate species for status review, based on the perceived need for conservation action.
2. Develop guidelines for the preparation of status reports for candidate species.
3. Award and administer contracts for status reports on species selected by COSEWIC.
4. Oversee the review of status reports by scientists and public.
5. Screen unsolicited status reports and forward those deemed acceptable to COSEWIC.
6. Maintain a pool of resource persons such as the existing COSEWIC subcommittees and others with expertise in the taxonomy, systematics and ecology of the full range of Canadian biota. These individuals may be asked to author and review status reports, and provide technical advice.
7. Submit reviewed status reports to COSEWIC for assessment.
8. Develop and use a system to update and reassess old status reports.

9. Coordinate the response planning and implementation. This may entail facilitating development of multi-jurisdictional and ecosystem response, providing suggested format guidelines for plans and reports to facilitate uniformity and completeness, and providing expertise as requested.
10. Monitor and report on recovery activities. Each year the Endangered Species Secretariat will issue a report detailing efforts made towards recovery of nationally listed species and plans for the future.
11. Archive and distribute recovery information. The Endangered Species Secretariat will maintain files on recovery of nationally listed species and will provide them to interested parties as requested.
12. Write, produce, and distribute annual reports and a national newsletter.

APPENDIX A: - Examples of Guidelines for Critically Endangered, Endangered, and Vulnerable Species (based on IUCN version 2.3).

Note - These guidelines should be applied using the definitions provided. They are meant to be aids to making designations and should not be used as absolute thresholds. It is not expected that they will be applicable in all cases. The guidelines have been shown to be reasonably applicable to terrestrial vertebrates and to many plants; better guidelines may be developed for other life forms.

Critically Endangered

A Canadian species is **Critically Endangered** when it is facing an extremely high risk of extinction in the wild in the immediate future as indicated by any of the following:

- A) A numerical decline of at least 80% in 10 years or 3 generations, whichever is longer, with the last observation made no more than 3 years prior to designation, based on any of the following:
 - 1) direct counts and statistically based estimates of number of mature individuals
 - 2) indices denoting trend in number of mature individuals
 - 3) decline in area of occupancy

- B) Extent of occurrence estimated to less than 100 km² or area of occupancy estimated to be less than 10 km², and estimates indicating any two of the following:
 - 1) Canadian populations fragmented to the extent that it entails increased extinction risk or found in a single location.
 - 2) Continuing decline, not part of a natural cycle or fluctuation, in number of mature individuals or sub-populations, area of occupancy or distribution, or suitability of habitat.
 - 3) Fluctuations in numbers of mature individuals greater than about one order of magnitude.

- C) Canadian population estimated to number less than 250 mature individuals and either:
 - 1) Decline of at least 25% over three years or one generation, whichever is longer, with the last observation made no more than 3 years prior to listing, or

- 2) Continuing decline, not part of a natural cycle or fluctuations, in number of mature individuals and either:
 - a) Fragmentation such that no sub-population exceeds 50 mature individuals, or
 - b) All individuals in a single sub-population.
- D) Canadian population estimated at less than 50 mature individuals.

Endangered

A Canadian species is **Endangered** when it is facing a high risk of extinction in the near future, and indicated by the any of the following:

- A) A numerical decline of at least 50% in 10 years or 3 generations, whichever is longer, with the last observation made no more than 3 years prior to designation, based on any of the following:
 - 1) direct counts and statistically based estimates of number of mature individuals,
 - 2) indices denoting trend in number of mature individuals,
 - 3) decline in area of occupancy.
- B) Extent of occurrence estimated to be less than 5000 km² or area of occupancy estimated to be less than 500 km², and estimates indicating any two of the following:
 - 1) Canadian population fragmented to the extent that it entails increased extinction risk or found in fewer than 5 locations.
 - 2) Continuing decline, with the last observation made no more than 3 years prior to designation, not part of a natural cycle or fluctuation in number of mature individuals or sub-populations, area of occupancy or distribution, or suitability of habitat.
 - 3) Fluctuations in numbers of mature individuals greater than about one order of magnitude.
- C) Canadian population estimated to number less than 2500 mature individuals and either:
 - 1) Decline of at least 20% over 5 years or 2 generations, whichever is longer, with the last observation made no more than 3 years prior to listing, or
 - 2) Continuing decline, not part of a natural cycle or fluctuations, in number of mature individuals and either:

- a) Fragmentation such that no sub-population exceeds 250 mature individuals, or
 - b) All individuals in a single sub-population.
- D) Canadian population estimated at less than 250 mature individuals.

Vulnerable

A Canadian species is **Vulnerable** when it is facing a high risk of extinction in the medium-term future as indicated by any of the following:

- A) A numerical decline of at least 50% in 20 years or 5 generations, whichever is longer, with the last observation made no more than 3 years prior to designation, based on any of the following:
 - 1) direct counts and statistically based estimates of number of mature individuals,
 - 2) indices denoting trend in number of mature individuals,
 - 3) decline in area of occupancy.
- B) Extent of occurrence estimated to less than 20,000 km² or area of occupancy estimated to be less than 2000 km², and estimates indicating any two of the following:
 - 1) Canadian populations fragmented to the extent that it entails increased extinction risk or found in fewer than 10 locations.
 - 2) Continuing decline, not part of a natural cycle or fluctuation, in number of mature individuals or sub-populations, area of occupancy or distribution, or suitability of habitat.
 - 3) Fluctuations in numbers of mature individuals greater than about one order of magnitude.
- C) Canadian population estimated to number less than 10,000 mature individuals and either:
 - 1) Decline of at least 20% over 5 years or 2 generations, whichever is longer, with the last observation made no more than 3 years prior to listing, or
 - 2) Continuing decline, not part of a natural cycle or fluctuations, in number of mature individuals and either:
 - a) Fragmentation such that no sub-population exceeds 1000 mature individuals, or
 - b) All individuals in a single sub-population.
- D) Canadian population estimated at less than 1000 mature individuals or restricted to an area less than 100 km².

DEFINITIONS

Population and Sub-Populations. A population is considered to be the number of mature individuals of the species in Canada. Sub-populations are distinct groups among which there is little exchange, typically less than one successful migrant or gamete per year.

Mature Individuals. Mature individuals are considered to be likely to attempt reproduction. Consideration should be given to environmental and behavioural reproductive suppression and biased sex ratios.

Generation. A generation is measured as the average age of parents.

Extent of Occurrence. The area contained within the shortest continuous line drawn to encompass all occurrences of the species in Canada. This measure excludes clearly vagrant records and the area between highly disjunct spatial distributions.

Area of Occupancy. The smallest area of occupancy during critical periods of the life cycle mapped at high resolution. For example, the extent of occurrence of Vancouver Island marmots covers much of west-central Vancouver Island (hundreds of km²) whereas the area of occupancy of known colonies encompasses less than 1 km².

Part Three: Consultation Workbook

Your comments are requested

The first two parts of this document have described the measures that Canadian governments are considering as, "A National Approach to Endangered Species Conservation in Canada." Your comments are invited on the proposed National Approach. You may express your views at one of the public consultation workshops which will be held in cities across Canada.

If it is not possible for you to attend one of these workshops, you can express your views by answering the following questions and sending your answers, or other written comments about endangered species conservation, in the enclosed reply envelope. The question pages can be removed from the booklet by tearing on the perforated line/cutting along the dotted line.

Your comments on the proposed National Approach

1. Have all the essential elements been identified in the proposed policy framework? (Part One of this document, pages 2-7)

2. The Listing Process

In your opinion, is the proposed listing process satisfactory? How could it be improved? Should the listing criteria be the same for all governments? Should the listings be based on international standards? (See Part Two, pages 8-23)

3. Response Actions

If a species is listed as critically endangered, endangered or vulnerable, what action should result? How can the proposed measures be improved? (See Part Two, section 7, pages 16-17)

4. Recovery Plans

Listing of a species as critically endangered, endangered or vulnerable, often leads to the preparation of a recovery plan to restore the species to a healthy level. Under what circumstances should the recovery of a species be considered not feasible?

5. Habitat Management

How should endangered species be managed on private lands? ... on crown lands? ... on treaty lands? ... in Canadian waters?

6. Species of Concern

Under what circumstances should a species be considered of national concern? ... regional concern? ... local concern?

7. Legislation

In your opinion, what measures should be included in a federal endangered species law? ... in a provincial or territorial endangered species law? (See Part One, page 2)

8. What other means would you suggest to improve endangered species conservation in Canada? ..for the federal government? ... for the provincial or territorial government? ..for industry ... for the public

If you would like to receive a report on the public consultations on endangered species conservation, please print your name and address below:

NAME _____

ADDRESS _____

CITY _____

PROV./TERR. _____ POSTAL CODE _____

VIII. Letters



st. francis xavier university

P.O. BOX 5000
ANTIGONISH, NOVA SCOTIA
CANADA B2G 2W5

DEPARTMENT OF BIOLOGY

3 April 1995

Al Smith
Chairman, AmGBTC
Canadian Wildlife Service
Sackville, NB
FAX: 506-364-5062

Dear Al:

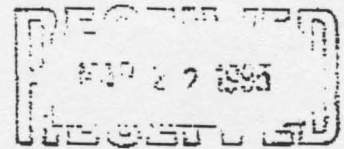
Have you seen this letter from Dave Ankney? Perhaps it would be interesting to discuss it at the upcoming meeting.

Sincerely,

Norm Seymour

NS/bjm

P.S. Please change my FAX# to (902) 867-2389



The UNIVERSITY of WESTERN ONTARIO
Faculty of Science • Department of Zoology

February 14, 1995

Mr. Steve Curtis, Director
Wildlife Conservation Branch
Canadian Wildlife Service
Ottawa, Ontario
K1A 0H3

Dear Steve,

I am prompted to write this letter because of two recent events that caused me to think seriously about current waterfowl harvest management in N. America. The first was a workshop at the recent Arctic Goose Conference in NM whereat the focus was (1) the ever-expanding populations of white geese, primarily Lesser Snow Geese, in N. America, (2) the present and potential problems arising from this phenomenon and (3) possible management actions to alleviate the situation. Discussion of the latter did not progress beyond a senior U.S. Fish & Wildlife Service bureaucrat's statement (I paraphrase): "There's nothing that we can do".

The second was a very recent article in a U.S. hunting magazine, entitled "The Snow Goose Dilemma". The author concluded, based on data from CWS/USF&WS and other sources that there probably are too many Snow Geese in some areas and, if present trends continue, there certainly will be too many in future. The aforementioned USF&WS bureaucrat was quoted as saying that, again, there's nothing that can be done

and we'll just have to wait for the inevitable population crash due to disease and/or starvation. The only real concern seemed to be to ensure that hunters/hunting don't get blamed for the crash!

I suspect that, unfortunately, many waterfowl managers/biologists share this view. This likely is because virtually all training in waterfowl ecology and management in N. America is formulated from the (implicit) premise that waterfowl abundance and large "harvestable surpluses" are the ultimate goal. I, of course, have no quarrel with such a premise, but simply point out that it is too narrowly drawn. Further, for historical reasons, waterfowl managers, especially those who formulate hunting regulations, are extremely conservative, i.e., they will always try to err on the side of under- as opposed to over-harvest. Overall, this approach has served us well in the 20th century as we've dug ourselves out of the "hole" created by gross over-harvests in the 19th: N. American goose populations truly are one of the "natural wonders of the world". Equally true, however, is that some of these populations are, biologically and/or aesthetically and/or economically, over-populations; others appear likely to become so in the near future. Thus, I propose that new approaches to waterfowl management, especially regarding harvest management, will be required if managers are to successfully manage waterfowl populations in the 21st century. Explicitly, managers will require not only current methods that enable managing in times of scarcity, but also methods for managing overabundance.

Before I elaborate my ideas on several such methods, I will briefly outline some current over-population problems. (Because this is about waterfowl, I won't discuss current problems with over-populations of W.T. Deer and certain fur-bearers; the solutions that I propose, however, are applicable to those species, also.) I realize that you are familiar with the problems I will note below, but this may not be true of some of those who read a copy of this letter.

1. Resident Canada Geese - Although these birds represent a major achievement of waterfowl management, it is becoming abundantly clear that there simply are too many of these birds in many areas (when waterfowl biologists and hunters alike, who used to be thrilled at the sight and sounds of Canada Geese, now refer to them as "sky carp", we've got too many!). Further, numbers of these geese are increasing rapidly and, given their highly adaptable strategies for living with people, it's impossible to predict at what size populations might cease growing. Economic losses and "nuisance" problems are growing and no effective strategies have been developed to deal with them. Perhaps more importantly, efforts at wetland preservation and restoration are increasingly being stymied by landowners who don't want any more geese. Some landowners in southern Ontario have drained wetlands as a permanent solution to their "goose problems". In that vein, rapidly expanding Canada Goose breeding populations, such as in the Minnedosa, MB, pothole country are alarming. In southern Ontario, at least, resident Canada Geese have "escaped" from any ability that we (currently) have to control numbers via harvest. We have the maximum 107 day season, including an early September season, a late (January) season and a 5 bird/day limit. The population continues to expand. Increased limits would not help; serious goose hunters already kill all that they can use or give away.

2. "White" Geese (Ross' Geese, Lesser and Greater Snow Geese)- I am unaware of any current problems of overabundance of Ross' Geese. Given their enormous rate of increase over the past 25 yrs., however, it seems likely that such problems will occur. Also, there's some suggestion that these geese will exploit breeding areas that have been damaged by Lesser Snow Geese; a colony of 5-10,000 was discovered this year at the McConnell R., N.W.T.

Coincidental with their increased exploitation of agriculture (waste grain and various types of green vegetation), the numbers of Greater Snow Geese have expanded rapidly and are approaching 1/2 million. Consequently, there have been

increased problems on migration and wintering areas, including "eat-outs" of salt-marsh vegetation on some U.S. refuges. More serious are reports by researchers that young geese are showing, over the past decade or more, a decline in size and condition. This is a first clue, now supported by data from the breeding grounds, that the geese are over-using brood-rearing habitats. Liberalized hunting seasons/bag limits in Canada and the U.S. are not resulting in harvest levels sufficient to stabilize population size. It is predictable that, if not already true, these geese will soon escape our ability to manage them by harvest given current options.

Lesser Snow Geese of the mid-continent population, at least, have escaped from our ability to manage them by harvest (under current restrictions on harvest management - see below). The evidence is now overwhelming that these geese have or are eating themselves "out of house and home" at certain breeding colonies. Further, the damaged salt marshes, their favorite brood-rearing areas, will take decades, or more, to recover. It is unclear how much impact these overpopulations and consequent habitat damage are having on other Arctic wildlife. Ecologists have expressed concern that there will be impacts on W.F. Geese and small Canada Geese in the central Arctic. Increasing evidence suggests that the decline in the Canada Goose population breeding on Akimiski Island, N.W.T., is due to poor gosling survival and that this is due to degradation of brood rearing habitats by Lesser Snow Geese. No one has any idea of the impacts that Lesser Snow Goose over-population may have on shorebirds, etc.

I believe that all of the aforementioned goose "explosions" are, ultimately, a result of their recent and increasing exploitation of human agriculture. Use of agricultural habitats has led to increased winter survival and, for Lesser Snow Geese at least, increased reproductive output by enhancing females' ability to store nutrient reserves.

It is noteworthy that mid-continent provinces and states have recently increased

season length and bag limits for Snow Geese, yet total harvests have actually declined in the past 25 yrs. As percent of total population (harvest rate), the kill has declined dramatically. Likely this is due partly to there being fewer goose hunters (although it certainly didn't help that one state recently made it more difficult to harvest Snow Geese by outlawing "sneaking"!). Regardless, larger bag limits won't increase harvest much, if at all. Most hunters already kill as many as they can consume.

So, what to do? Do we abdicate our responsibilities as managers and let "nature" take its course via starvation and/or disease? Do we do this in the full knowledge that such disease will take many other victims and result in enormous waste of a valuable resource? With full knowledge that continued overpopulation and starvation will degrade and destroy valuable Canadian ecosystems and will seriously affect populations of other important species? I think that the answer to these questions is no!

What we must do is be creative and not preclude new approaches because of prejudice to change or adherence to historical ideas. What we must do, first and foremost, is to re-write sections of the U.S./Canada/Mexico Migratory Bird Treaty that prohibit managers from managing by regulation.

Canada and the U.S. are currently negotiating changes to the Treaty to allow spring harvests in northern Canada/U.S. This is being done because it has been decided that prohibition of such harvest is unnecessary/unworkable and that simple regulation will be sufficient to ensure conservation. Thus, I propose that removal of prohibitions in the Treaty be broadened so as to include the following:

1. Remove the prohibition on waterfowl hunting during 10 March - 31 August throughout North America. This will allow managers to be creative in setting seasons so as to not only decrease harvest for some species/populations but also to increase harvest on other species/populations. As but one example, this would enable harvest of Snow Geese during spring migration from, eg. Texas to

Manitoba, and would enhance the possibility of harvest being additive.

2. Remove the 3.5 month (107 day) limit on waterfowl seasons. This will enhance managers' ability to manage (increase) harvest via regulation. For example, there's no reason that the Canada Goose season should be closed during most of January and all of February and March in southern Ontario. It's closed only because there are "no more days". Similarly, Snow Goose seasons on wintering areas could (should!) be open for the entire time that the birds are there.

The second most important action that should be taken is to remove the prohibition on commercial hunting/commercialization of waterfowl from Canada's Migratory Birds Convention Act (as best that I can determine, commercialization is not prohibited by the Migratory Bird Treaty). Ultimately, this may be the only proactive solution to overpopulations of some geese. I'm skeptical that "recreational" hunting/hunting for personal consumption, even given longer seasons and spring hunting, can sufficiently increase harvest rates so as to control, let alone reduce, mid-continent Snow Geese, or resident Canada's in many areas. Why? Because no matter how much people like to eat geese, they don't want to do so every day! Regardless, commercial hunting would be a tactic to use as a "last resort", i.e., if long seasons/spring seasons didn't solve a problem. But, it is a tool that should be available to managers to use by regulation.

We all grew up with the idea that commercialization of wildlife was abhorrent, although we promote trapping and most approve of well-regulated commercial fishing (and I note that the Federal Minister of Fisheries has recently agreed to subsidize commercial meat hunting of an over-population of Harp Seals in Newfoundland). Surely, there would be some public opposition to commercial goose hunting – we've done a good job over the past 80 yrs. of promoting the idea that commercialization is bad! But, would an informed public disagree that the alternatives – disease, starvation, ecosystem damage, economic losses – are far worse "solutions"? I think not. Further, I think that

7

there are many members of the public who would enjoy the chance to consume delicious wild game; that is certainly so in Great Britain. I won't delve into the economic benefits of, for example, a commercial Snow Goose hunt in Manitoba/Saskatchewan, but the sale of down/feathers/meat could add tens of millions of dollars to local economics.

I realize that what I'm proposing will be heretical to many; some of the prohibitions included in the Treaty and the M.B.C.A. also were heretical to many in 1916. The early 1900's were crisis times for waterfowl and waterfowl management. Thus, strong, inflexible rules were required to avoid irreparable damage to waterfowl populations. I argue that these, too, are crisis times for certain waterfowl and that the problems (overpopulations) are human-caused, albeit unintentional and indirect. Therefore, we must ensure that, as in 1916, waterfowl managers have the regulatory ability and authority to manage harvests so as to solve these problems. Now is the time to make the appropriate changes and, thus, it is time to act. I urge you do so by initiating the appropriate discussions and negotiations.

There is much that can be done and we owe it to the public and, more importantly, to our waterfowl resources, to do so. I would, personally, be more than pleased to help you in any way that I can in this endeavour.

Sincerely yours,

Dave Ankney

C. Davison Ankney

Professor

PHONE: 519-661-3148

P.S. I have taken the liberty of sending copies of this letter to waterfowl biologists, managers, and academics across N. America.

To those receiving a copy of this letter: I hope that you will make your views known re this issue! I'd appreciate a copy of correspondence.

Dave A.

ENVIRONMENT CANADA

ENVIRONNEMENT CANADA

MEMORANDUM / NOTE DE SERVICE

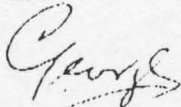
To/ À:	EHJV Board EHJV Coordinators Steve Curtis Kathy Dickson	Security-Class./Sécurité
		Our File/Notre référence
From/ De:	Director, Environmental Conservation Branch Atlantic Region	Data File/Ficher de données
		Date 31 March, 1993

SUBJECT/OBJET. Administration of EHJV and BDJV

Recent developments within CWS, including a major reorganization and budget reductions have caused some of us to actively reconsider management structures for the EHJV and BDJV. Specifically, we feel that the two structures should be consolidated.

I propose that we treat the Canadian sector of the BDJV as a subgroup of the EHJV board. That group could meet with the US counterparts 1 or 2 times a year as the full BDJV board. Administration would be provided by the EHJV coordinators. The technical cttee. of BDJV could continue as is or be rolled into the EHJV evaluation and research group. Funds for surveys and research under the BDJV could be rolled into EHJV funds used for research and evaluation and allocated for priorities of both JV's. In addition, I propose that funds could be used for any waterfowl priority recognizing the above 2 priorities.

I would like to discuss this at our upcoming EHJV board meeting but would welcome your comments in advance.



Dr. George Finney

CANADIAN WILDLIFE SERVICE
P. O. BOX 1590
SHEPPARD AVENUE, N. E.
OTTAWA, ONT.

REPORT

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A881
1995

Atlantic Migratory ...

REPORT

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Atlantic Migratory Game Bird Technical Committee
Spring Meeting...

Name

Date