

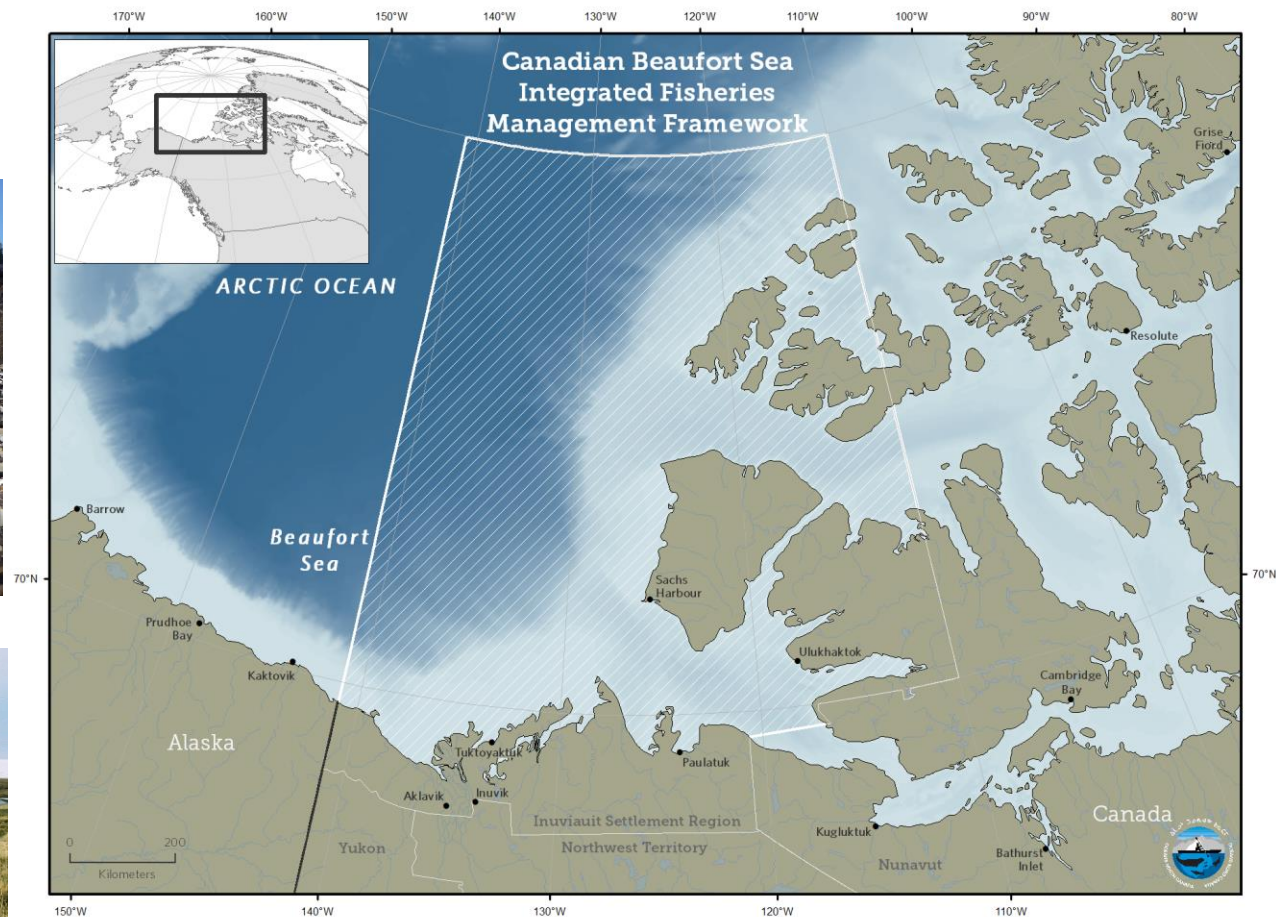
Co-management of commercial fisheries in the Western Canadian Arctic: A new governance agreement for new and emerging fisheries

Arctic Marine Resource Governance
Reykjavik, Iceland, October 14-16, 2015
Burton Ayles, Canada/Inuvialuit Fisheries
Joint Management Committee





FISHERIES JOINT MANAGEMENT COMMITTEE



Traditional Inuvialuit Resources



Arctic Land Claims Overview – Canada

- Tripartite agreements between federal and territorial governments and aboriginal organizations
- **Claims protected under Constitution Act, 1982, Section 35(1).**
- Where conflict exists between federal legislation and Settlement Agreements, the Settlement Agreement prevails to the extent of the inconsistency or conflict
- **Co-management a legislated requirement**
- **Co-management boards established for fisheries/wildlife management, environmental protection and planning**
- Agreements vary on Boards' responsibilities
- Overlap between claims dealt with in the Agreements

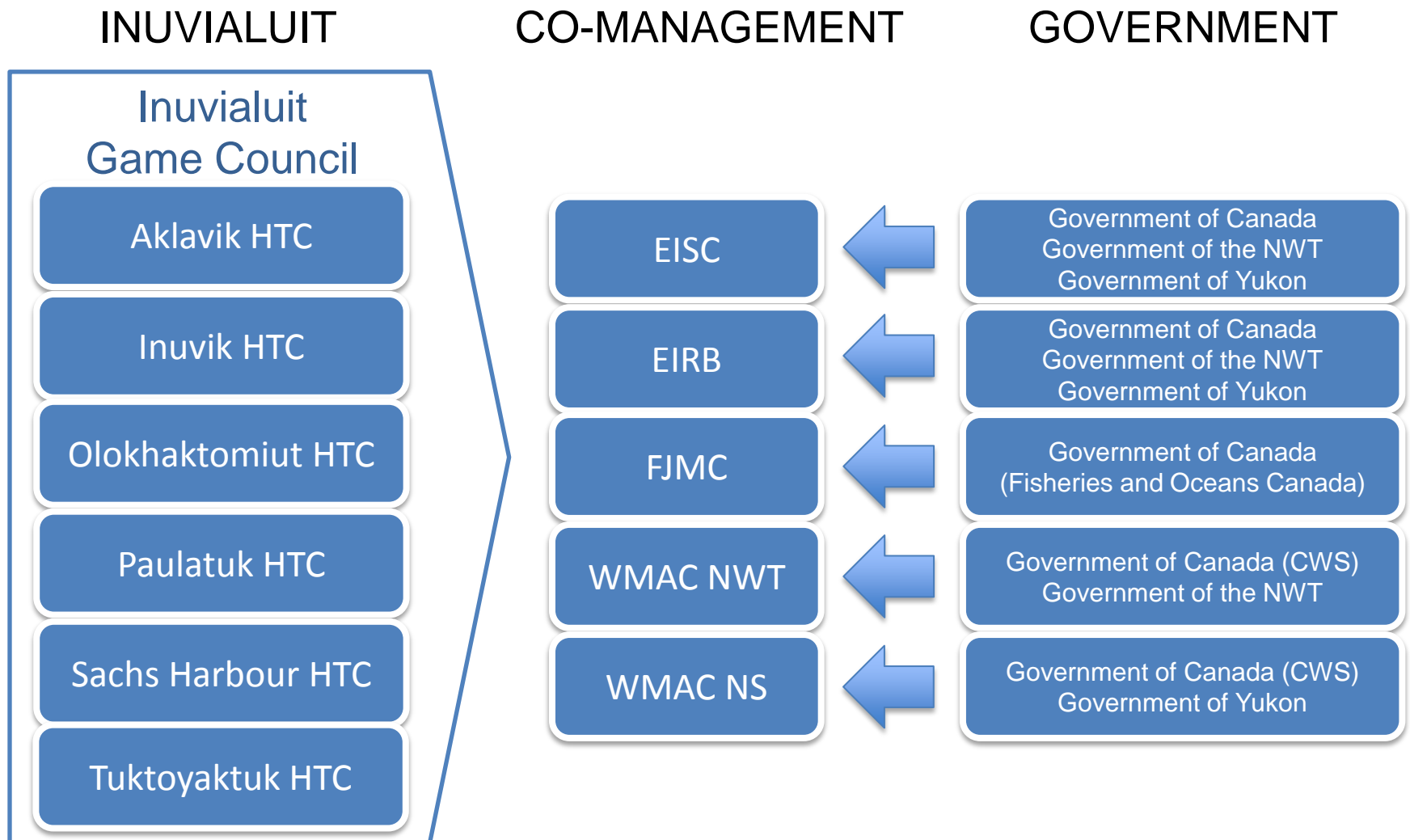
Arctic Fishery Co-Management - Canada

- Shared decision-making powers
- Defined responsibilities
- Defined geographic areas
- Decentralized programming
- High level of community and beneficiary engagement
- Inclusionary, consensus-based approach to fishery use and management
- Implementation funding

Goals of the Inuvialuit Final Agreement

- A. To preserve Inuvialuit cultural identity and values
- B. To enable Inuvialuit to be equal and meaningful participants in the economy and society
- C. To protect and preserve Arctic wildlife environment and productivity

Co-management in the ISR.



The Fisheries Joint Management Committee (FJMC) Ulukhaktok June 2015



Authorities Transferred from the Federal Government to the FJMC

- Decision making and recommending
 - Allocating subsistence quotas among communities
 - Restricting and regulating fishing on Inuvialuit Lands
 - Setting conservation limits on total catch
- Advising
 - Sport and commercial fishing
 - Research priorities, habitat management and environmental protection
- Operational roles
 - ***Coordinating interaction between government agencies and Inuvialuit communities***
 - Monitoring of harvest levels and Conducting stock assessments
 - Support of science and TK

Evolution of Approach to Commercial Developments

- 1984 IFA gives Inuvialuit more control but “No preferential rights to new commercial fisheries.”
- 1990s Assessments of commercial potential and opportunities by FJMC, DFO and Economic Development Agencies. “We want commercial development!”
- 2002 MOU proposed. DFO agrees “Any emerging fishery must involve proper representation of the Inuvialuit”
- 2006 Coastal Planning Conference. “Do we want full scale fisheries development?”
- 2008 – 2011 Inuvialuit HTC consultations - “No offshore commercial development!”

Recent Events Supporting the Developments/Negotiations

- 1997 Canada Oceans Act , 2009 Integrated Oceans Management Plan for Beaufort , RCC, MPAs, EBSAs
- 2010 Legal status clarification
- 2010 Environmental status summaries
- 2010 Canada Senate Standing Committee report calls for Moratorium
- 2011 IMCC Victoria Canada – Alaska Workshop on science needs
- 2011 -2015 - BREAs studies especially active acoustic monitoring of fish populations and offshore surveys
- 2011 MOU regarding the development of a BS Fisheries Framework

2011 MOU for BS Fisheries Framework

- The Development of a Beaufort Sea Integrated Fisheries Management Framework
- FJMC, DFO, IGC, IRC
- Objective: the orderly and sustainable management of current and future inshore and offshore marine fish and invertebrate stocks
- Issues identified included: exotic species, contaminants, shipping, oil and gas and climate change but commercial fisheries first issue to be addressed

BEAUFORT SEA INTEGRATED FISHERIES MANAGEMENT FRAMEWORK FOR THE INUVALUIT SETTLEMENT REGION, CANADA 2013-2017



Beaufort Sea



Elements of the Framework

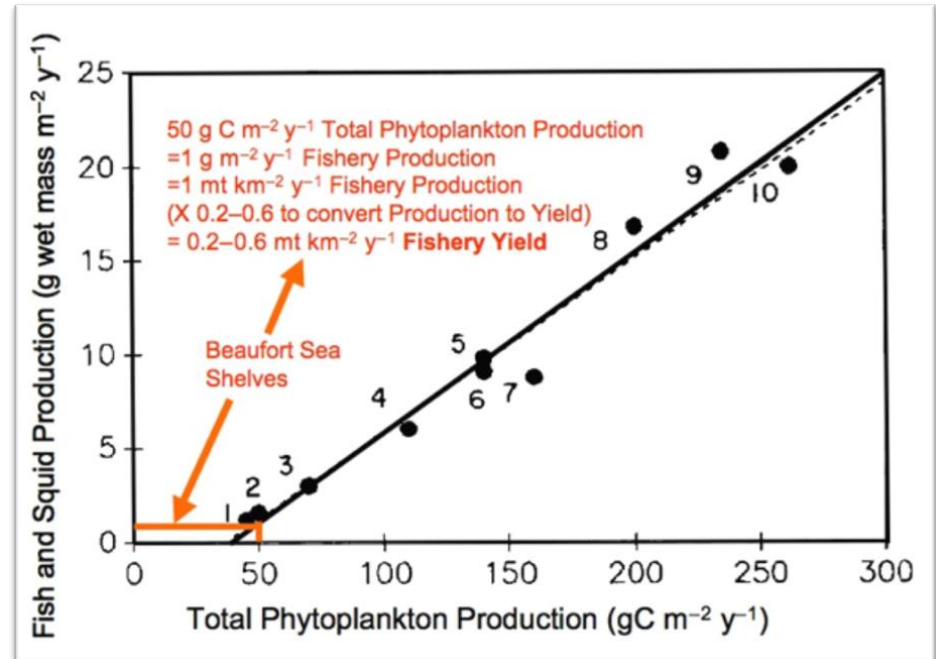
- Objective
- Ecosystem Stressors (fishing, oil and gas, shipping, exotics, climate change, contaminants)
- **Contexts for Management of Beaufort Sea Fisheries (legal, environmental, social)**
- Fisheries of the Beaufort Sea
- The Framework for Management
- **The Decision Key**

Legal and Institutional Context

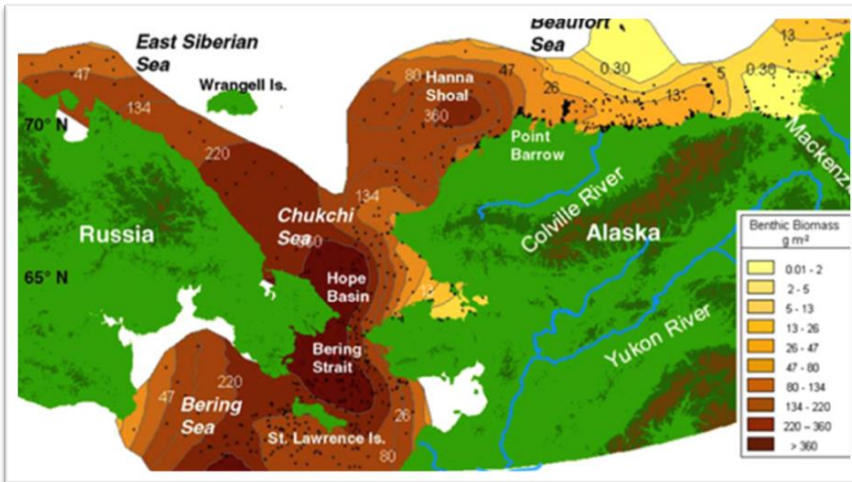
- Rights and responsibilities clarified e.g.
 - IRC and IGC explicitly recognize that just because it is in the ISR it does not mean they have absolute control.
 - DFO explicitly acknowledges that they do not have absolute control over fisheries decision making.
- Recognition that FJMC has some leverage with DFO and can recommend waters that can be closed for all fishing including commercial fishing.
- Decisions should be based on more than just “fisheries management” regulations and policies

Environmental Context - Productivity

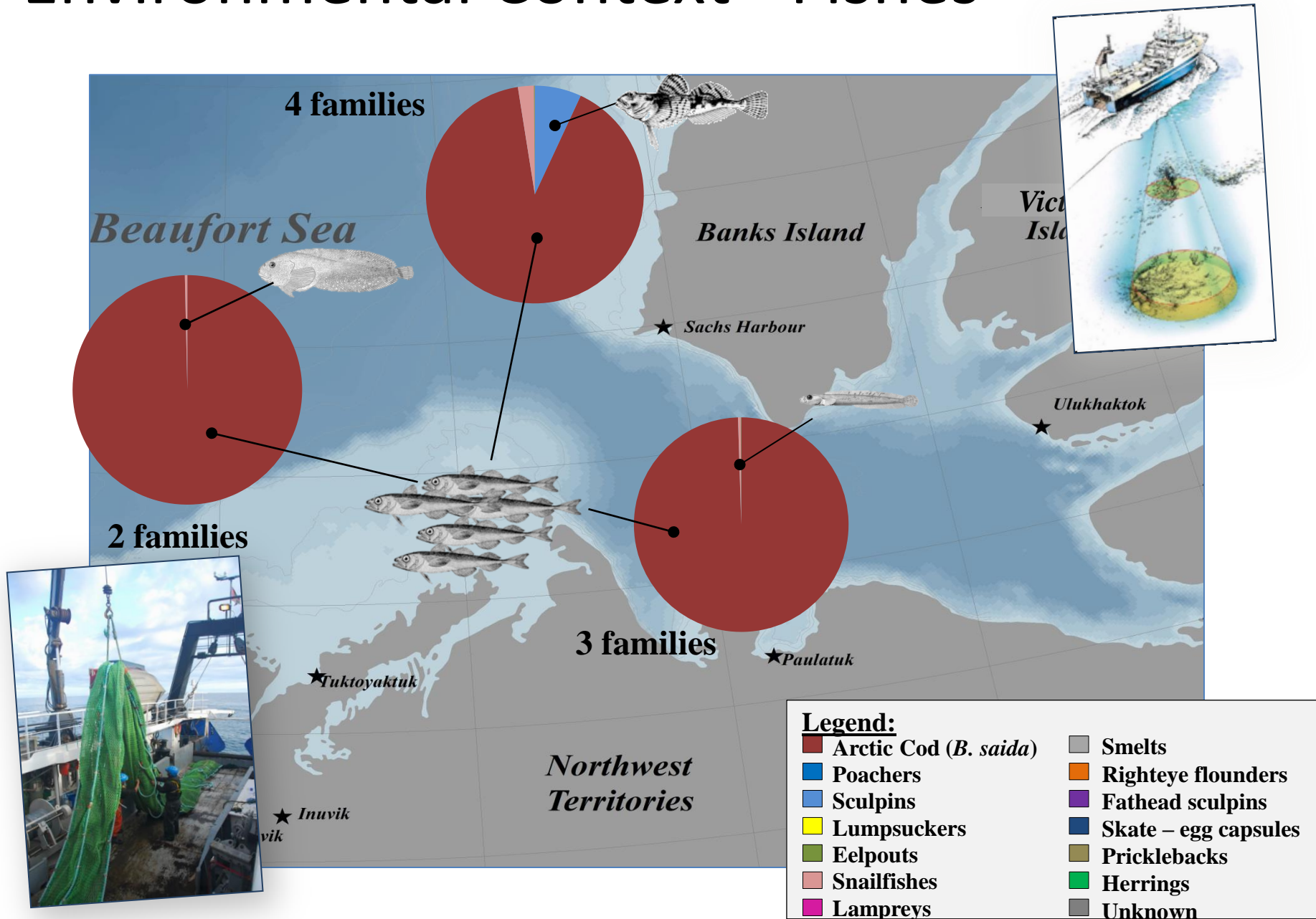
- Low Productivity, key commercial species linked to Inuvialuit culture



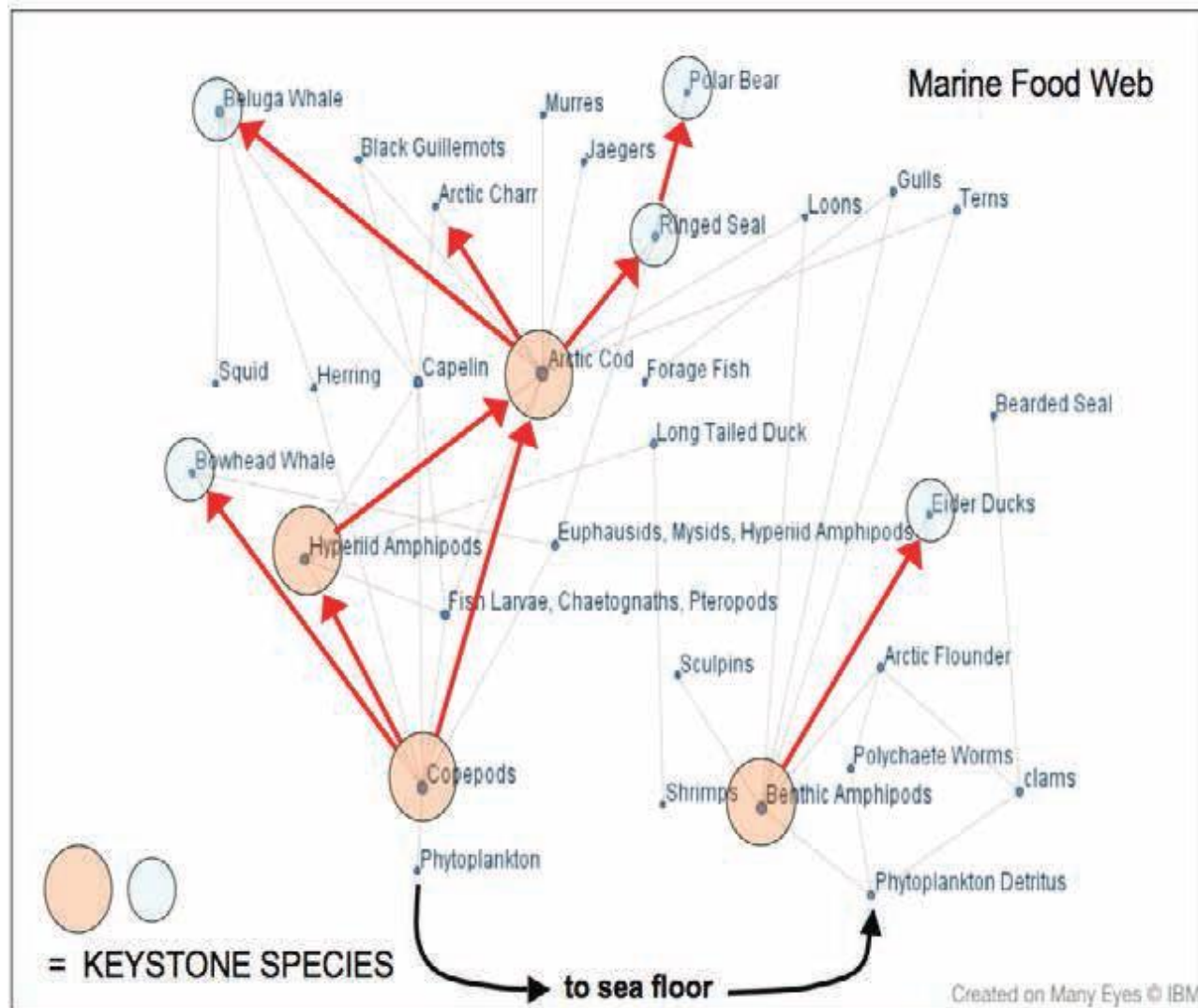
- Limited scientific and traditional knowledge of offshore stocks



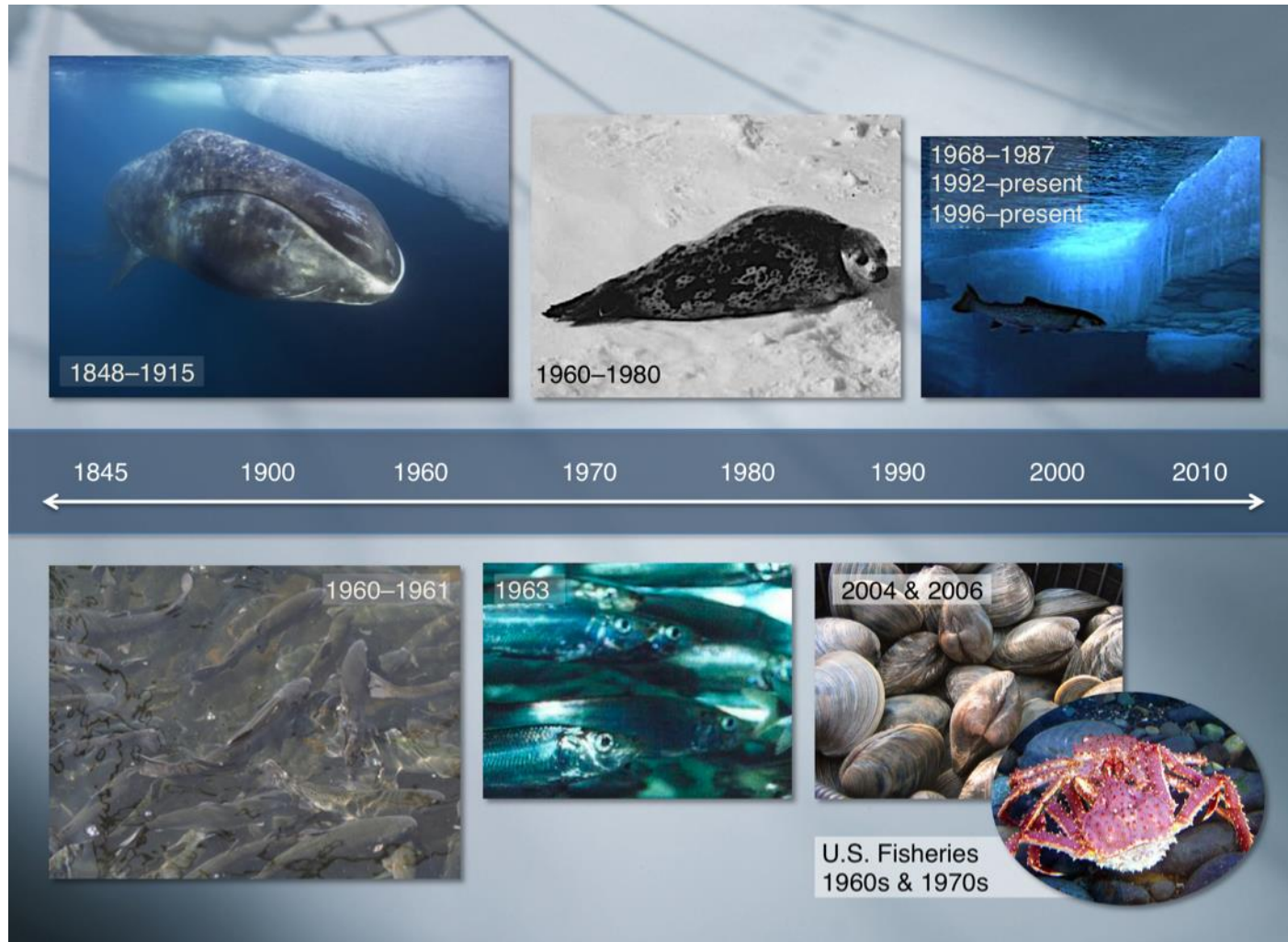
Environmental Context - Fishes



Environmental Context - Beaufort Sea Ecosystem

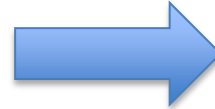


History of Commercial Fisheries of the Canadian Beaufort Sea



Social/Economic Context

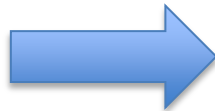
I. YES - local fisheries



II. MAYBE - nearshore operations



III. NO - offshore industrial fisheries



BSIFMF - Management Framework

- Will support an adaptive co-management stakeholder process for assessment of applications;
- Will ensure proper Inuvialuit participation
- Will identify information, policy and operational management gaps and approaches
- Will use a decision-key process for vetting proposals

BSFMF Decision-key

- I. Local anadromous fisheries – strong HTC support, some local FM plans already, “good” science and TK, risks low and local
- II. Nearshore commercial fisheries – HTCs support conditionally, no local FM plans some history, “some” science little TK, risks medium and local-regional
- III. Offshore commercial fisheries – HTCs strongly opposed, no FM plans or history, “preliminary” recent science, risks high and regional and international

Key Features of Framework

- Legal and institutional rights and responsibilities agreed to by all
- New decision-making process for Western Arctic fisheries. Science, TK, community input critical.
- Transparent and clear. Respects all DFO policies and practices and points the way for specific ISR guidelines or policies

Canada/Inuvialuit Co-management for AMRG

- Institutional Factors – IFA (Goals, TOR for FJMC, HTC and IRC), DFO Policies, FJMC vision & principles.
- Strategic Factors – foster cross-scale interactions and social learning (meetings, workshops, community visits) money, time, Inuvialuit and DFO trust and support.
- Jurisdictional Factors – Low profile fisheries, restricted species and area, primarily subsistence or local use with high cultural component.

Beaufort Sea IFMF and AMRG

1. Co-managers and NGO as “bridge” between fishers and government
2. Clarification of roles and rules for all
3. Expansion of decision factors beyond Fisheries Act and Oceans Act to enhance environmental and cultural input
4. Encourages local fisheries planning, opportunities to develop local policies
5. Supports Canada’s international role for Arctic.

Acknowledgements



Fisheries and Oceans
Canada

Pêches et Océans
Canada

Canada



Canada/Inuvialuit Fisheries Joint Management Committee (FJMC)



Extra slides for B. Ayles presentation

 Statistics Canada Statistique Canada

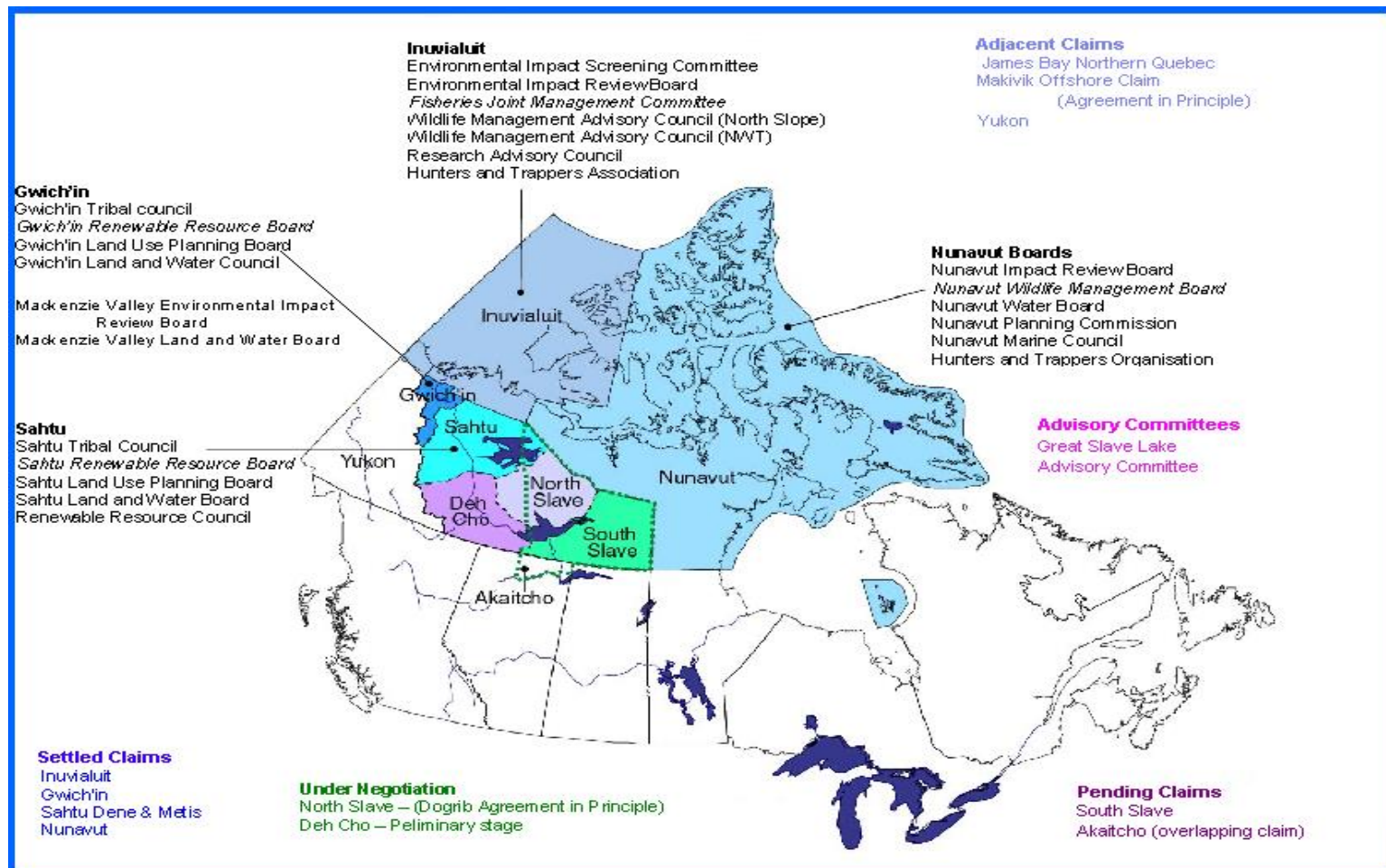
Source: 2006 Census of Canada. Produced by the Geography Division, Statistics Canada, 2007.

Canada

FJMC

FISHERIES JOINT MANAGEMENT COMMITTEE

Canadian and Claim Settlement Areas and Structures



Fisheries Management Information Needs

- Managers need (1) abundance or biomass estimates and trends, (2) distribution, (3) stock age and size (length and weight) structures, and (4) reproductive and natural mortality rates.
- In order to: (1) set harvest levels, (2) establish stock limit reference points (healthy, cautious, critical), and (3) calculate optimum yield.
- **Information is not yet available for most fisheries in the Beaufort Sea**