

# Appendix A: Consultation material

1. Presentation made for pre-listing consultation in 2019
2. COSEWIC summary sheet
3. Presentation made for the EHTO meeting in February 2021
4. Presentation made to explain the impact of listing on communities and the link between the Addendum and pre-listing Consultation.

# Appendix A-1: Presentation made for pre-listing consultation in 2019

Public and HTO meetings in Cambridge Bay and Kugluktuk



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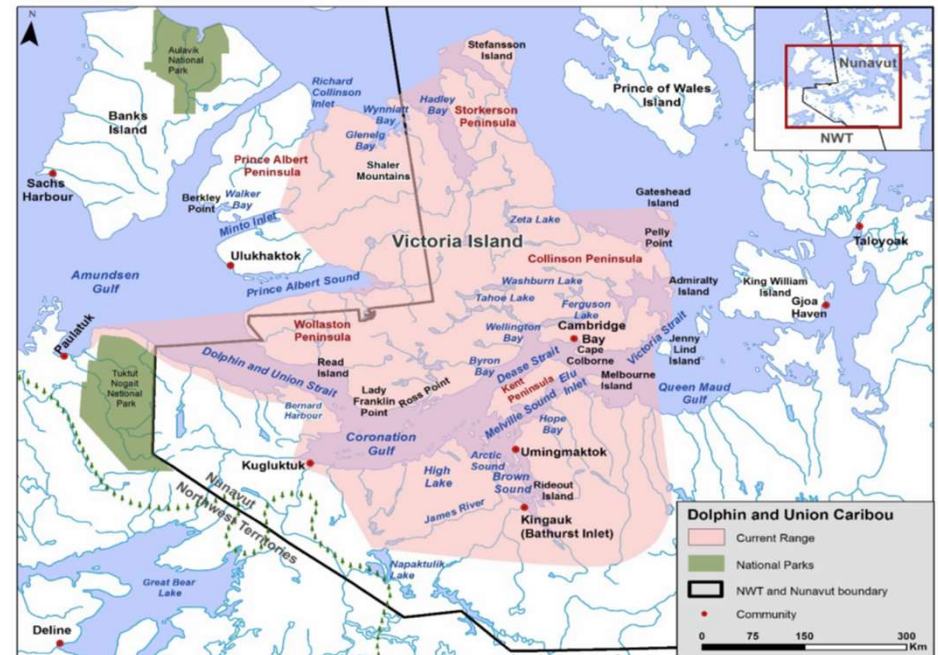
Canada

# Dolphin & Union Caribou

## Should they be listed as Endangered under the federal Species at Risk Act?



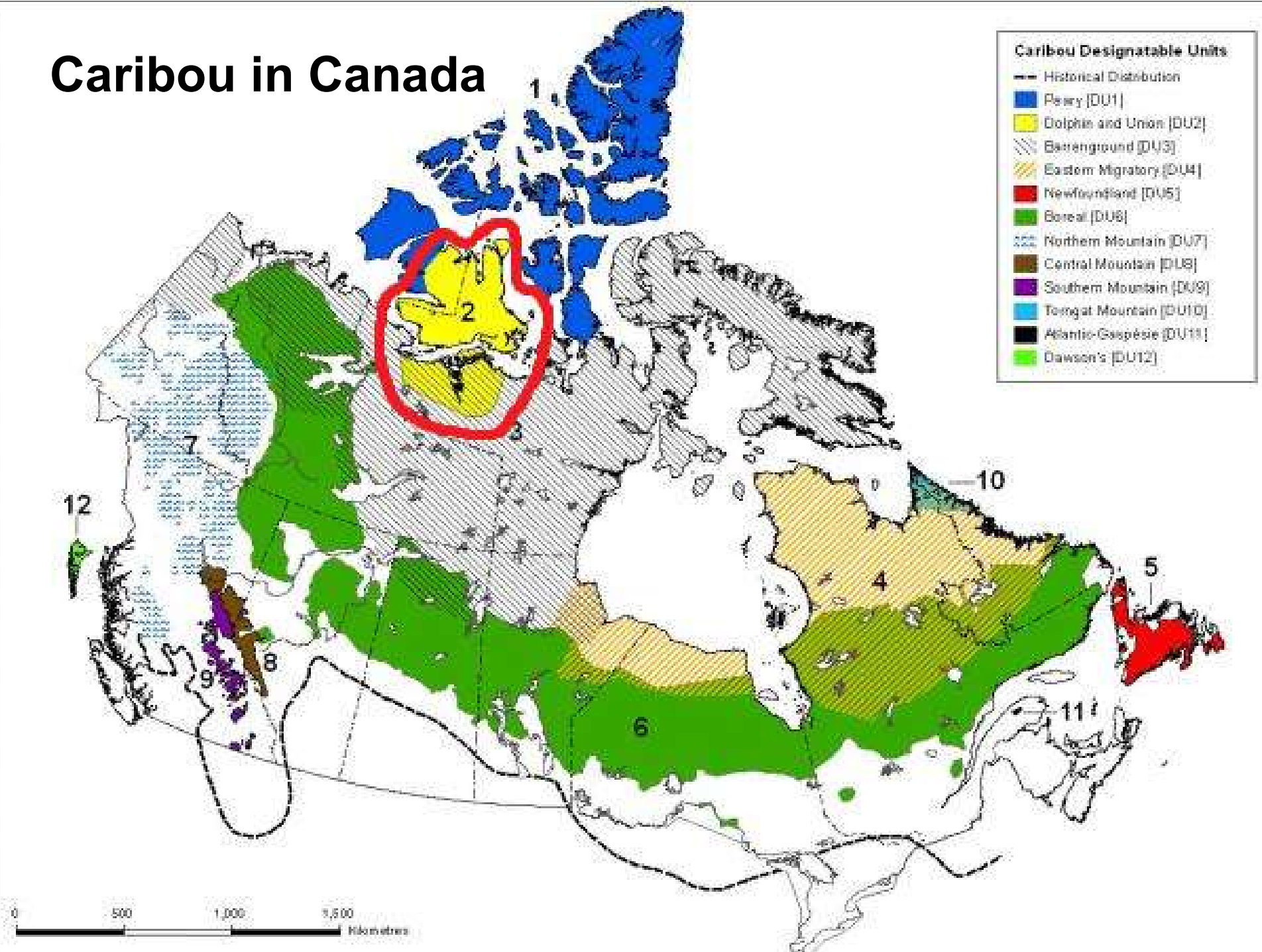
© Kim Poole, Aurora Wildlife Research



### SARA's Purpose:

- Prevent plants & animals from disappearing from Canada
- Help species that aren't doing well with additional management tools

# Caribou in Canada

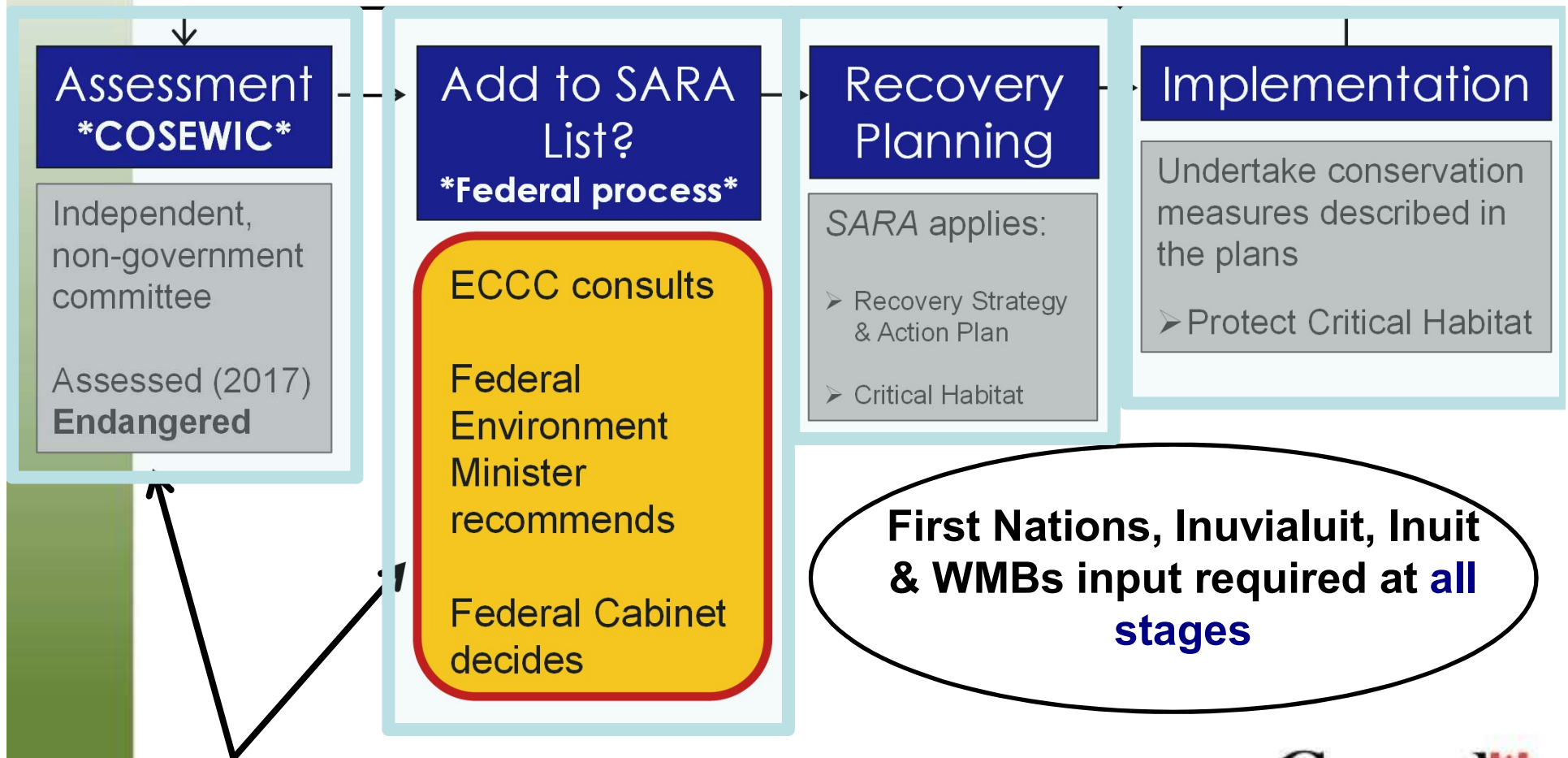


# From *Special Concern* to *Endangered*



# Where are we now in the process?

Re-assessed



**\*\*Separate Processes\*\***

# Why did COSEWIC recommend “Endangered”?

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## Estimated decline of 50-60% over 18 years

- **Local Knowledge / Inuit Qaujimajatuqangit (IQ) in Cambridge Bay**
  - Observed declines in numbers in the young age classes, and a high proportion of animals with poor body condition
  - Decline accelerated after 2010.
- **Counting surveys - Government of Nunavut**
  - From 1997 to 2015, counting surveys have measured a population decline going from 34,000 to 18,000 individuals.



# Population fluctuations based on Local and Traditional Knowledge / Inuit Qaujimajatuqangit

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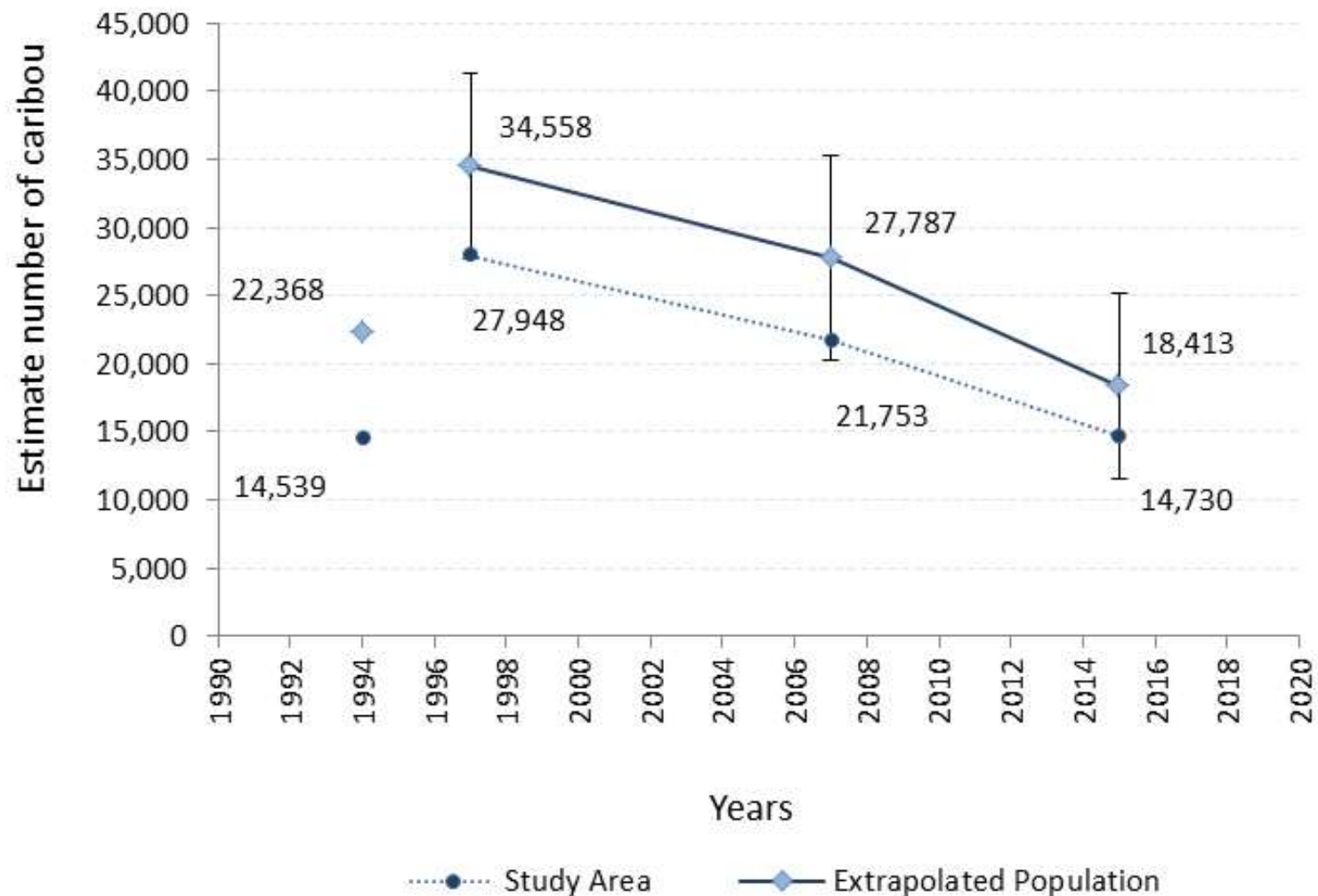
Communities reported historical fluctuations (cycles) over the past 100 years

- Before 1920s: observed large herd of caribou migrating between Victoria Island and the mainland
- 1920s – 1970s: few observations of caribou (migration stopped)
- 1980s – 1990s: numbers increased (recovery)
- 1990s – today: observed a decline, & decline accelerated after 2010





# Population estimates based on western science



# Threats to Dolphin & Union Caribou

## Current threats include:

- Climate change
  - Reduced period of ice cover and irregularities in sea ice conditions leads to drowning and delay in migrations.
  - New insect pests and pathogens



# Threats to Dolphin & Union Caribou

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## Future threats include:

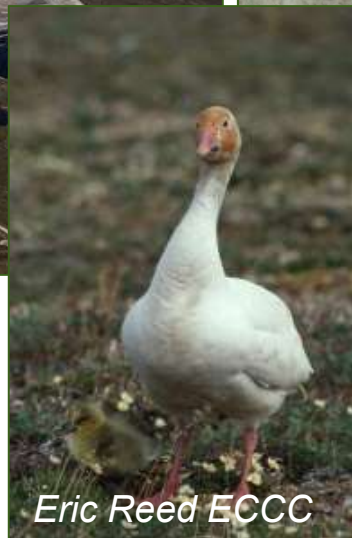
- Shipping lanes
- Potential for over-harvest (opportunities from five additional communities have increased & no mandatory harvest reporting)



# Threats to Dolphin & Union Caribou

## Future threats include:

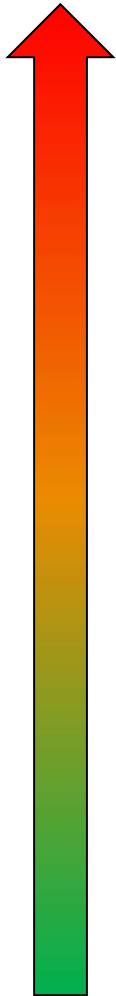
- Future potential habitat disturbance if proposed mining projects are approved.





# What would change if Dolphin & Union Caribou were listed as *Endangered* ?

high



**Endangered**



## Automatic Harvest Restrictions

- These only apply to **non-Indigenous people**
- Apply only in National Parks, National Wildlife Areas & Migratory Bird Sanctuaries for non-indigenous people
- Do not apply anywhere else unless Cabinet makes an "order"

low



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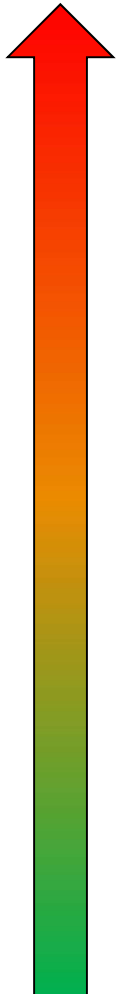
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# What would change if Dolphin & Union Caribou were listed as *Endangered* ?

high



**Endangered**



## Land Claims take priority over SARA

- Subsistence harvest rights are not affected
- Existing wildlife management bodies & processes remain in place (**SARA does not change this**)
  - Wildlife Management Boards, HTC/HTOs, Regional Wildlife Organizations, territorial governments
  - Harvest decisions follow the process set out in the land claims

low



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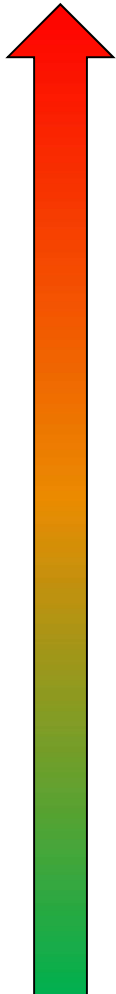
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# What would change if Dolphin & Union Caribou were listed as *Endangered* ?

high



**Endangered**



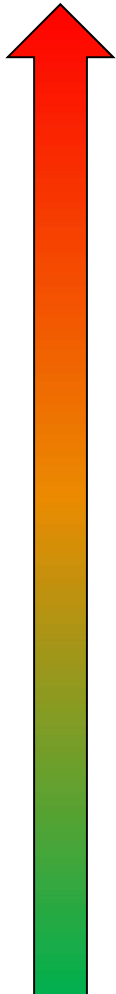
## National Recovery Strategy will be required

- Coordinated approach across Caribou range
- Developed cooperatively with all key partners
  - communities, organizations and governments
  - HTC/HTOs, Wildlife Management Boards, etc.
  - Territorial governments
- **Critical Habitat** will need to be identified & protected
- Federal funding for species at risk



# What would change if Dolphin & Union Caribou were listed as *Endangered* ?

high



**Endangered**



## Identification and Protection of Critical Habitat

### Identification

- Critical Habitat will be identified in collaboration with YOU, while we develop the recovery strategy TOGETHER

### Protection

- ECCC committed to collaboratively develop a path forward for the protection on lands held by Indigenous peoples under land claims agreements
- Several options can be explored such as CONSERVATION AGREEMENTS

low



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# Listing consultation – Federal Process

WHO?	WHAT?	TO?
<ul style="list-style-type: none"><li>-Wildlife Management Boards</li><li>-HTO/HTCs</li><li>-First Nations, Inuvialuit, Inuit communities, organizations and governments</li><li>-Territorial governments</li><li>-General public</li></ul>	<ul style="list-style-type: none"><li>-Should it be up-listed in SARA?</li><li>-What are the <b>impacts</b> (ecological and socioeconomic)?*</li><li>-What are the <b>benefits</b> (ecological and socioeconomic)?*</li><li>-Any other information / concerns / comments?</li></ul> <div><p>* Impacts and benefits of the identification and protection of critical habitat should be also considered?</p></div>	<ul style="list-style-type: none"><li>1-ECCC provides ALL comments to <b>Wildlife Management Boards</b></li><li>2-ECCC provides ALL comments to the <b>Federal Environment Minister</b></li><li>3- Federal Environment Minister send it recommendation to <b>Cabinet for FINAL decision – 3 options</b></li></ul>



# Listing consultation – Federal Process

## Final decision by the Cabinet

**\*consider socio-economic impacts**

1. Accept to list

2. or Reject to list

3. or Refer back to COSEWIC

### **\*ALL PARTNERS\***

- Develop the recovery strategy & identify critical habitat
- Federal funding for species at risk

– Nothing change

### **\*NEW information\***

- When new available information is likely to change the proposed status
- A refer back recommendation is considered **only** when it can be done **without increasing the risk** to the species



# Consultation on changing Dolphin-Union caribou status under SARA

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- Who?** Wildlife Management Boards, RRCs, HTO/Cs, First Nations, Inuvialuit, Inuit, territorial governments, general public
- When?** **Until October 2019**
- What?** Should it be up-listed in SARA?  
What are the impacts?  
What are the benefits?  
Any other information / concerns / comments?
- Why?** Provide input to the Federal Environment Minister, Cabinet and WMBs
- Next steps?** ECCC will provide all comments to Wildlife Management Boards  
Federal Environment Minister's recommendation to Cabinet  
Cabinet can Accept, Reject or refer back to COSEWIC (2020?)



# Questions? Comments?

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Please send feedback to:  
Isabelle Duclos  
Canadian Wildlife Service  
5019 52nd Street  
PO Box 2310  
Yellowknife, NT X1A 2P7  
(867) 669-4706  
**[ec.sarnt-lepnt.ec@canada.ca](mailto:ec.sarnt-lepnt.ec@canada.ca)**



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## Appendix A-2: COSEWIC summary sheet

Sent to all partners in 2019 as part of the pre-listing consultation package.

Paper copies in English and Inuinnaqtun were distributed at the public and HTO meetings of Cambridge Bay and Kugluktuk.



## Caribou - Dolphin and Union population

Photo: © Mathieu Dumond



Name change, currently listed on SARA Annexe 1 as Barren-ground Caribou (Dolphin and Union population)

### Scientific name

*Rangifer tarandus*

### Taxon

Mammal

### COSEWIC status

Endangered

### Canadian range

Northern Territories, Nunavut

### Reason for designation

This Arctic caribou population is only found in Canada, occurring in Nunavut and the Northwest Territories. Recognized for its unique migration pattern from Victoria Island across the sea ice to the mainland, observations have shown that its distribution has retracted and expanded since the beginning of the 20<sup>th</sup> century, in rough correspondence with population size. In the early 1900s, the herd was reported to be large, then a strong decline was likely due to the introduction of firearms, combined with severe winters. A 50-60-year period of low densities and no sign of migration across the sea ice followed. The herd started to increase in the late 1970s, and resumed its migration to the mainland in the late 1980s, increasing in numbers until the 1990s. In 2015, the herd was estimated at about 18,000 animals. Three survey estimates over the

last 18 years and Aboriginal Traditional Knowledge suggest a decline as high as 50-60%, which appears to have accelerated since 2010. The population is experiencing multiple threats, including reduced connectivity and disrupted migration between winter and summer range associated with commercial shipping in Dease Strait that is increasingly supported by ice-breakers. Climate change is linked with decreased periods of ice cover and irregularity of sea ice conditions, causing mortality through drowning and delays in migration with consequences for nutrition and parasite burdens. Overharvest has been involved in past declines and recent exploitation levels are unknown, although access opportunities from five additional communities have increased. The spread of insect pests and pathogens as a consequence of climate change is an additional concern. Natural fluctuations of the population remain a source of uncertainty.

### Wildlife species description and significance

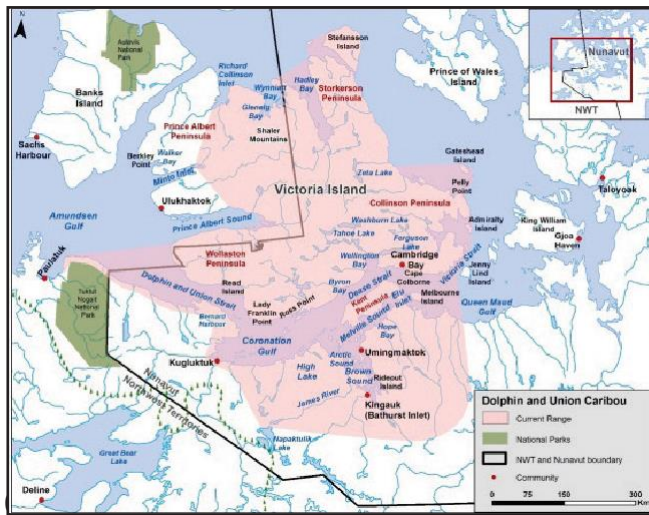
Dolphin and Union Caribou are easily recognizable from Barren-ground and Peary Caribou. Intermediate in body size, they are morphologically and behaviourally distinct from both, and genetic analyses have consistently confirmed their uniqueness. A key distinguishing behavioural trait relative to other Caribou populations is the seasonal migrations that occur twice a year when members of this population cross the sea ice between Victoria Island and the mainland in a synchronous and coordinated way to reach their summer or winter ranges. They are integral components of Inuit and Inuvialuit culture, and have high spiritual, economic, and subsistence value.

### Distribution

Endemic to Canada, the range of Dolphin and Union Caribou spans two jurisdictions: Northwest Territories and Nunavut. These Caribou summer as one population occupying most of Victoria Island. Having first been documented in the mid-1850s crossing the Dolphin and Union Strait, they now migrate across the Coronation Gulf, the Dease Strait and Queen Maud Gulf to winter on the mainland. Recorded observations show that the distribution of Dolphin and Union Caribou has retracted and expanded at various points in time since the beginning of the 20<sup>th</sup> century, in rough



correspondence with population size.



Canadian distribution of Dolphin and Union Caribou.

Source: COSEWIC. 2017. COSEWIC assessment and status report on the Caribou, Dolphin and Union population, *Rangifer tarandus*, in Canada. Committee on the Status of Endangered Wildlife in Canada. Ottawa. xii + 51 pp.

## Habitat

Calving areas on Victoria Island are not discrete and lie in the Northern Arctic Terrestrial Ecozone, while wintering areas on the mainland coast are in the Southern Arctic Ecozone. The annual range is composed of tundra habitats populated by prostrate dwarf-shrubs, forbs, sedges, mosses and lichens. Given their regular migrations between Victoria Island and the mainland, a key habitat requirement for Dolphin and Union Caribou is the seasonal sea ice connecting the Island and mainland.

Habitat changes brought about by climate change include changes to sea ice, shifts in vegetation community composition, and amount and timing of plant growth. Although there has been minimal natural resource development within the range to date, there are two operating mines and several proposed mining developments with accompanying infrastructure, as well as plans for ships passing through ice-crossing areas, that are likely to compromise habitat quality and continuity in the future.

## Biology

Similar to Barren-ground Caribou, Dolphin and Union Caribou follow an annual cycle, undertaking pre-calving and fall migrations between seasonal ranges. Although pre-calving migration occurs in relatively large social groups, individuals disperse to calve over much of Victoria Island. The rut likely occurs during either

migration or staging and Caribou males will often mate with more than one female. Dolphin and Union Caribou have a reproductive lifespan of about 12 years, usually first calving when they are 3 years old, or at 2 years when high-quality forage is available. Generation time is estimated at 7 to 9 years. These Caribou have a similar morphology to Peary Caribou, which appears to have arisen by convergent adaptation to a highly seasonable and cold climate. They share their annual range with four large mammalian predators, two other populations of Caribou (Barren-ground and Peary), Muskoxen, and several species of smaller-bodied mammalian herbivores and waterfowl, all of which have experienced population and distribution changes in recent years. Humans and Wolves are the main predators of Dolphin and Union Caribou.

## Population Sizes and Trends

In the early 1900s, the Dolphin and Union Caribou population was thought to be about 100,000 individuals, but this was a best guess. Shortly afterwards, this population declined precipitously, a likely consequence of the introduction of firearms combined with severe winters. By the 1920s, its migration across the Dolphin and Union Strait ceased. Caribou were rarely seen on Victoria Island for the next five decades. In 1959, the resident, non-migratory population on Victoria Island was estimated at 671 individuals. Inuit from Cambridge Bay began seeing Caribou in the 1970s and 1980s and, by 1993, up to 7,000 were once again migrating annually across Coronation Gulf and Dease Strait.

Three surveys in 1997, 2007 and 2015 have deployed a consistent methodology, with comparable results, to allow for a quantitative trend estimate over three generations. The first two survey estimates were retroactively corrected: A 1997 survey that estimated  $27,989 \pm \text{SE } 3,367$  total Caribou in the visual survey strata was later revised to  $34,558 \pm \text{CI } 6,801$ , extrapolated to include animals outside the survey area based on information from radio collars. In 2007,  $21,753 \pm \text{SE } 2,343$  were estimated, later revised to  $27,787 \pm \text{CI } 7,537$ . In 2015, the population was estimated at  $18,413 \pm 6,795$  (95% CI, 11,664- 25,182). Using the original and revised estimates from the surveys as minima and maxima, there has been an overall exponential decline of over 50% since 1997. Inuit Qaujimagajuqagit (IQ), Aboriginal Traditional Knowledge and local

knowledge have also noted a declining trend of about 80%, which accelerated after 2010. IQ collected in 2014 observed declines in numbers in the young age classes, a high proportion of animals with poor body condition, and increased observations of diseased animals.

## Threats and Limiting Factors

Dolphin and Union Caribou are facing a large number of direct threats to population persistence, which have been assessed as High-Very High Impact, although there is much uncertainty. Reduced connectivity of sea ice is a primary concern, with ice-breaker-supported shipping in Dease Strait already showing signs of disrupting migration. Decreased periods of ice cover and/or irregularity of sea ice conditions has also been observed, associated with climate change, which causes mortality through drowning and delays migration with consequences for nutrition and parasite burdens. Overharvest has been involved in past declines and recent exploitation levels are unknown, although access opportunities from five additional communities have increased. Predation from Wolves and Grizzly Bears is an additional concern. The spread of insect pests and pathogens associated with climate change is a threat. An unknown mortality factor may be involved in Dolphin and Union Caribou population declines, possibly involving Muskox populations through multi-prey interactions with wolves and/or multi-host interactions with parasites and pathogens. Also uncertain is the future cumulative disturbance and habitat change if any, or all, of several proposed mining projects with associated infrastructure (roads and ports) are approved for construction.

## Protection, Status and Ranks

Dolphin and Union Caribou are co-managed in Nunavut according to the Nunavut Land Claims Agreement, and are co-managed in the Northwest Territories according to the Inuvialuit Final Agreement. These agreements confer primary wildlife management authority on the respective management boards: the Nunavut Wildlife Management Board and, in the NWT, the Wildlife Management Advisory Council and the Inuvialuit Game Council.

Dolphin and Union Caribou are currently listed as Special Concern under both the federal *Species at*

*Risk Act* (2003) (on Schedule 1) and the territorial *Species at Risk (NWT) Act* (2013). COSEWIC originally assessed Dolphin and Union Caribou as Special Concern in May 2004, and this population was reassessed as Endangered in November 2017.

Globally, Caribou is listed by the International Union for Conservation of Nature (IUCN) as Vulnerable; subspecies or ecotypes are not differentiated. NatureServe ranked Caribou as secure globally and Not Yet Ranked for Dolphin and Union Caribou, which is ranked imperiled-vulnerable at the national level (N2N3), imperiled-vulnerable (S2S3) in the NWT, and unranked (SNR) in Nunavut.

Tuktuk Nogait National Park includes coastline in the southwestern portion of Dolphin and Union Caribou range and the Queen Maud Gulf Bird Sanctuary offers a certain level of habitat protection to part of the wintering range.

Source: COSEWIC. 2017. COSEWIC assessment and status report on the Caribou, Dolphin and Union population, *Rangifer tarandus*, in Canada. Committee on the Status of Endangered Wildlife in Canada. Ottawa. xii + 51 pp.

For more information, please visit [www.sararegistry.gc.ca](http://www.sararegistry.gc.ca).

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## Appendix A-3: Presentation made for the EHTO meeting in February 2021

Meeting to update the new board of directors.



# Dolphin & Union Caribou

## Should they be listed as Endangered under the federal Species at Risk Act?



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### ***Species at Risk Act's:***

- **Prevent** plants & animals from disappearing from Canada
- Help species that aren't doing well with **additional management tools**



# Objective

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- Up-listing consultations have been on hold due mainly to COVID
- Purpose of this document is to remind involved organizations where the process is at and review next steps



# COSEWIC Recommendation

COSEWIC = assesses species in Canada

Special Concern

2004

Threatened

Endangered

2017

Low  
Risk



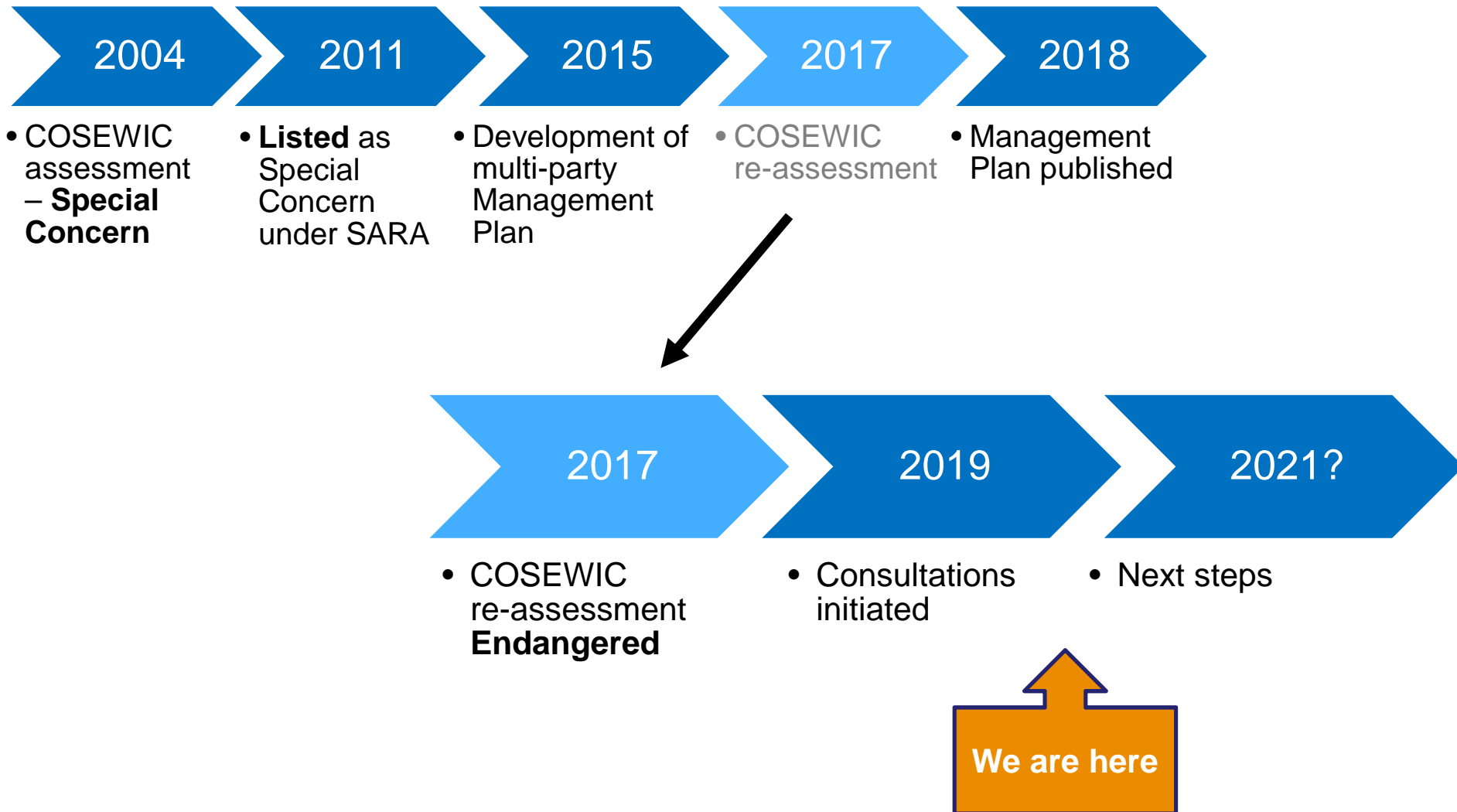
High  
Risk

- 2015 – Development of a National Management Plan with partners
- 2018 – Management Plan published & User-to-User Working Group
- 2019 – ECCC consulted on the Endangered recommendation



# SARA process to date

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# 2019 consultations in Nunavut & NT

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In April 2019, consulted the **Hunters and Trappers Organizations** (HTOs) & the **public**

- Nunavut: Kugluktuk, Cambridge Bay (including Bay Chimo and Bathurst Inlet)
- NWT: Ulukhaktok and Paulatuk

**User-to-User** Working Group met in February and May 2019

Message heard:

Proposed change in status is **not supported**



# What We Have Heard So Far from Communities

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- Lack of traditional and local knowledge, and engagement efforts during the COSEWIC assessment process
- Unclear how COSEWIC interpreted the TK study in Cambridge Bay
- Inuit/Inuvialuit are the traditional knowledge holders

Message heard: Crucial knowledge has not been considered during the assessment



# What We Have Heard So Far from Communities

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- Caribou populations undergo **natural cycles** but not recognized by COSEWIC: *low number of caribou is normal and doesn't mean caribou are near extinction*
- Population distribution is changing, which has an impact on the results of **GN surveys**
- Great concerns about the methods to survey Dolphin-Union caribou
- HTOs/HTCs have already taken **pro-active measures** to manage the herd, but these measures not considered by COSEWIC

Message heard:

Endangered proposed status is not appropriate



# What We Have Heard So Far From Communities

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- Threats: concerns about impacts of **predators** (wolves and grizzly bears) and climate change
- Stronger wolf and grizzly bear control incentives
- Concerned about the impacts on **harvest rights** if status is changed to Endangered
- Need more information on how **protection of critical habitat** will apply/be implemented under SARA



# Next Steps

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1. All 4 HTC's and HTO's want to meet together to end the consultation period
  - Follow-up / Address some of the concerns expressed
  - Review ECCC material/report before submitting to NWMB
2. In NU, need to consult GN, KIA and NTI
3. ECCC to provide ALL comments from communities to NWMB & requests NWMB for a decision on the proposed listing
  - NWMB may conduct public hearing before making a decision
  - **ECCC and NWMB correspond until a final decision is reached under the Nunavut Agreement**



# Next Steps (...)

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4. ECCC staff send consultation material (including a regulatory package) to the **Federal Environment Minister**
5. Federal Environment Minister send its recommendation to the **federal Cabinet for decision**
6. Public Consultation Period
7. The **Cabinet** takes the **FINAL decision**
  - Accept to list
  - Reject to list
  - Refer back to COSEWIC

**\*\* Cabinet considers socio-economic impacts**



# Questions?

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## **1. Plan for a meeting this **SPRING** to end the community consultation period? **Combine to a User-to-User** meeting!?**

- All 4 HTC's and HTO's + other northern partners
- Review the results
- Follow-up / Address concerns expressed

## **2. Provide a list of pro-active measures (only have Kugluktuk list)**

Note: at the time, only Kugluktuk had sent their pro-active measures. Now all those measures are included in the Addendum.



# Questions? Comments?



Please send feedback to:  
Isabelle Duclos  
Canadian Wildlife Service  
5019 52nd Street  
PO Box 2310  
Yellowknife, NT X1A 2P7  
**[isabelle.duclos@canada.ca](mailto:isabelle.duclos@canada.ca)**



**Appendix A-4: Presentation made to  
explain the impact of listing on  
communities and the link between the  
Addendum and pre-listing  
Consultation.**

Presentation was sent to EHTO, KAA and KRWB in  
October 2021.



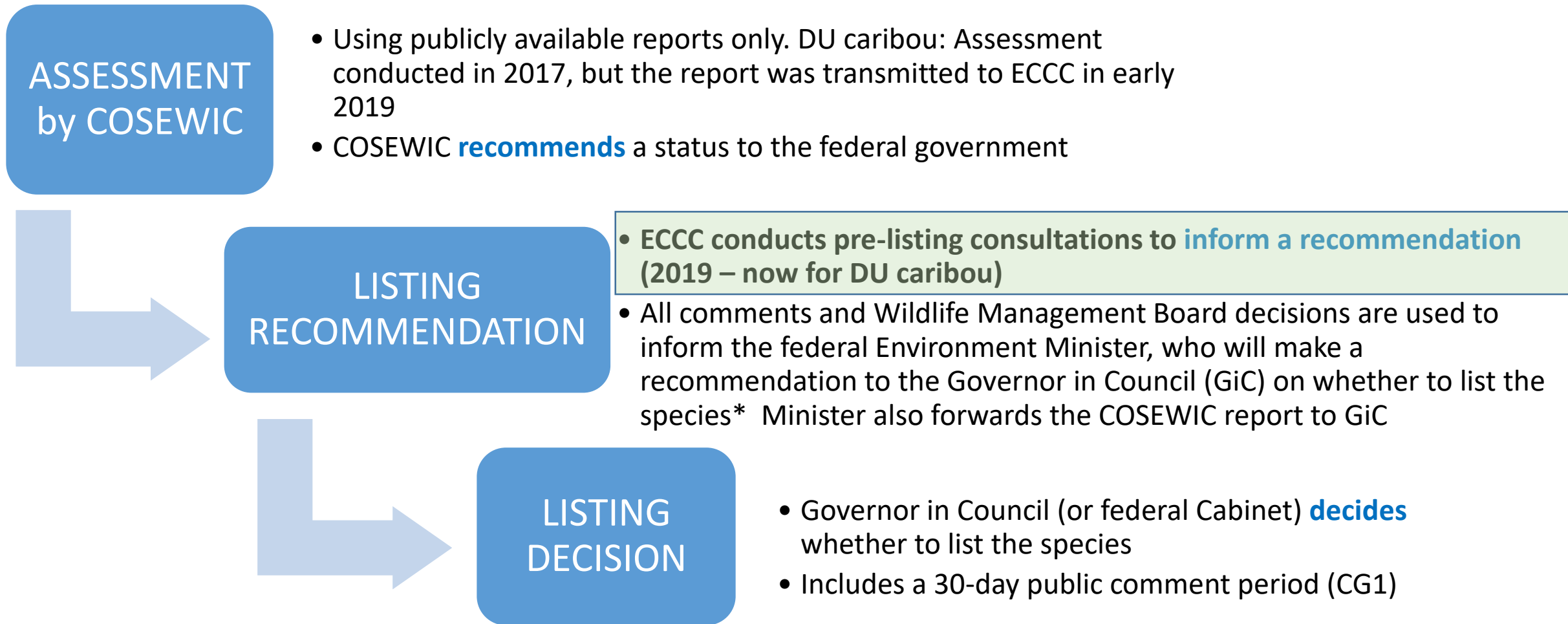
# DOLPHIN & UNION CARIBOU

Additional information on:

- Listing process and impact of listing on communities
- Link between the listing and the addendum



# Assessment & Listing Process for DU Caribou



*\*In Nunavut, ECCC submits consultation results to NWMB for decision on listing. NWMB and Minister correspond until final decision is reached under the Nunavut Agreement. Minister must respect this final decision in its recommendation to GiC.*



# Impact of listing on Indigenous People and Harvest

- Automatic application of SARA's s32 General Prohibitions, also referred to as “automatic prohibitions”, do NOT apply for Sec. 35 rights based harvest.
- Responsibility for harvest management remains with territorial, provincial and Indigenous governments, and as such harvest management processes currently in place do not change (ex. TAH process will continue to follow established Land Claim processes).
- A SARA-listing does not give jurisdiction to ECCC to establish unilateral TAH levels or manage harvest.

# What happen if any infringement of harvest rights were contemplated under SARA due to conservation concern?

- The Minister is legally bound to consult Wildlife Management Boards and to follow existing harvest management processes established under Land Claim agreements.
- SARA states that any implicated Wildlife Management Boards must be consulted.
- The Crown would also owe a legal Duty to Consult with any potentially affected Indigenous government or organization, to understand how their rights may be impacted, and to explore ways to avoid or limit any infringements of these rights.
- SARA also suggests an expectation that the provinces and territories will take necessary measures to provide effective protection to SARA-listed Endangered and Threatened species.

# Implications if the status changes from Special Concern to Endangered

- The national management plan will be converted into a national **recovery strategy**.
  - A recovery strategy identifies recovery actions to stop or reverse the decline of the population so that caribou are available for future generations
- **Critical habitat** necessary for the survival or recovery of DU Caribou will need to be identified as a component of the recovery strategy in order to support the Population and Distribution Objectives.
- ECCC will work collaboratively with all management partners in NU and NWT to identify critical habitat and discuss methods for protecting it from activities likely to destroy it. For example, important habitat such as sea ice and calving areas could be protected.

# Addendum & Listing

# Concerns expressed by communities during the consultations in 2019

ECCC visited communities within the DU caribou range in April 2019.

The main concerns expressed were:

- Methodology used by the Government of Nunavut to conduct their surveys which raised concerns about the validity of the results on the population estimates;
- COSEWIC process: lack of TK/IQ in the report, and lack of engagement efforts by COSEWIC during the assessment;
- Pro-active measures taken by HTC/HTOs to manage the herd and support their recovery were not considered;
- Some information was incomplete or not to date: sport hunting in Cambridge Bay, population cycles, species distribution.

# How to address some of the concerns – Addendum

- Developing an Addendum is an attempt to address 3 of the main concerns expressed by communities during the uplisting consultations
- This document includes all new information since the last COSEWIC assessment (2017)
- Will be submitted to COSEWIC requesting that the Addendum be posted on the Species at Risk Registry with the 2017 status report
- Participation to the Addendum does NOT imply you support the listing.
  - It is a way to contribute to the last COSEWIC assessment (2017)
  - Information may be used for the next COSEWIC assessment (expected in 2027)