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Nunavut Tunngavik Timingat Titiqqilvia 638 Igaluit NU X0A 0H0 Canada

Nunavut Tunngavik Incorporated P.O. Box 638 Igaluit NU X0A 0H0 Canada

(867) 975-4900 © 1-888-646-0006

(867) 975-4949

DC YALLAD Atanguyaq Chief Executive Officer

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**4** (867) 975-4949

ארב לאינה א Atanguyaq Chief Executive Officer

#### Hand Delivered

Special Special April 18, 2012

April 18, 2012

April 18, 2012

Peter Kusugak

A/Chairperson, Nunavut Wildlife Management Board Box 1379 Iqaluit NU X0A 0H0

Dear Mr Kusugak:

Re: Report on 5.6.25 amendment discussions, and request for resumption of public hearing process to establish the basic needs levels for beluga, narwhal and walrus

Further to my January 19, 2012 letter and the Board's February 3, 2012 notice of adjournment, NTI wishes to advise the NWMB that the Minister of Fisheries and Oceans informed NTI by letter dated March 26, 2012 that his department is not prepared to consider amending section 5.6.25 as a means to resolve this issue.

For the Board's information, copies of the Minister's letter, and NTI's March 8 letter and draft amendment, are attached.

NTI is disappointed that DFO did not take advantage of the opportunity that NTI's initiative presented to resolve the long-standing breach of an *NLCA* duty that is posed by the absence of basic needs levels (BNLs) for these species. NTI's proposals would have settled this matter in a clear and simple manner that serves Inuit and the Canadian public equally well. For the record, NTI's offer to enter into such amendment discussions remains outstanding for the time being.

In the absence of such an amendment, the authority for setting a BNL in relation to these species in the period after passage of the *NLCA*'s 1997 deadline is not addressed by the Agreement, and therefore is uncertain. As indicated in its January 19 letter, NTI seeks the best practical solution to this uncertainty. NTI believes that, with cooperation and shared commitment, the parties can avoid having to precipitate legal conflict in this matter. Accordingly, NTI requests that the Board reschedule the adjourned public hearing as soon as possible and proceed to establish BNLs for these species on the basis of the hearing record. NTI reserves all legal rights in the proceeding.

As indicated in NTI's November 10, 2011 Request for Decision, NTI proposes that the Board strike BNLs for these species at the level of the total allowable harvest from time to time. As confirmed in the Minister's recent letter, DFO has agreed to NTI's proposal in the case of narwhal.

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In Minister Ashfield's letter, the Board will see that DFO proposes that the NWMB postpone the matter of BNLs for beluga and walrus into the future. NTI strongly disagrees with this suggestion. Without attributing any improper motivation on anyone's part, it is NTI's respectful view that this *NLCA* obligation has been left unmet for too long to contemplate any further delays. NTI looks forward to the NWMB minimizing ongoing dissonance with the NLCA by moving to set beluga and walrus BNLs.

Sincerely,

Terry Audla

Chief Executive Officer

Nunavut Tunngavik Incorporated

Enc. (Copies of NTI March 6 letter to Minister with attachment; Minister's March 26 reply)

CC with enclosures by facsimile

David Balfour, Associate Deputy Minister, Department of Fisheries and Oceans, Government of Canada, Ottawa

Eric Kan, Area Manager Nunavut, Department of Fisheries and Oceans, Government of Canada, Iqaluit

**RWO Presidents** 

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(ΔLΔ<sup>ι</sup>L<sup>ι</sup>, dΔ<sup>°</sup> P<sup>ι</sup>l<sup>ι</sup>l b∩L>σ, d)σ'd><sup>ι</sup>L<sup>ι</sup> Γσ<sup>'</sup>('l<sup>ι</sup> Δρςλ>)'b'd', Lc<sup>ι</sup>) Δς<sup>1</sup>l 2.13.1 d<sup>1</sup>γ'b∩r'Jn', (ΔL d<sup>1</sup>γ'> δL<sup>ι</sup> d<sup>1</sup>γ'b∩r'Jn' d<sup>1</sup>γ'd'd<sup>1</sup>ρ', Lc<sup>ι</sup>) Δςγςργίς d)σίδ<sup>ι</sup>.

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- 2. Δ<sub>2</sub><sup>4</sup> 5.6.25 Å<sup>4</sup>C><sup>5</sup>

Nunavut Tunngavik Incorporated. February 17, 2012

Whereas the Agreement between the Inuit of the Nunavut Settlement Area (as represented by the Tungavik Federation of Nunavut) and Her Majesty in Right of Canada (the "Agreement"), signed on May 25, 1993, was ratified by the *Nunavut Land Claims Agreement Act* on July 9, 1993;

Whereas subsection 2.13.1 of the Agreement provides that an amendment to the Agreement shall require the consent of the Parties as evidenced by:

- (a) in respect of Her Majesty, an Order of the Governor in Council, and
- (b) in respect of Inuit, a resolution of the Tungavik, except as provided otherwise by its by laws or Section 35.9.1;

but the jurisdiction of the Legislative Assembly shall not be altered, and the Territorial Government shall not incur any financial obligations, through any amendment without its written consent;

Whereas the Parties wish to make amendments to the Agreement;

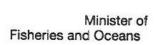
And whereas Nunavut Tunngavik Incorporated, as the lawful successor to the Tungavik Federation of Nunavut, has passed a resolution in favour of amending the Agreement in accordance with the annexed schedule:

Therefore, Her Excellency the Governor General in Council, on the recommendation of the Minister of Indian Affairs and Northern Development, pursuant to subsection 2.13.1 of the Agreement, hereby consents that the Agreement be amended, in accordance with the annexed schedule.

#### SCHEDULE

- 1. The following new provisions are added under a new heading "Beluga, Narwhal, Walrus"
- 5.6.15A No person may harvest beluga, narwhal, or walrus in the Nunavut Settlement Area except as provided in Section 5.6.15B.
- 5.6.15B Subject to the terms of this Article,
  - (a) an Inuk may harvest beluga, narwhal or walrus in the Nunavut Settlement Area;
  - (b) a person may harvest beluga or walrus if the person, on June 1, 2012, held a valid licence to harvest beluga or walrus in the Nunavut Settlement Area and actually harvested beluga or walrus under the licence, where that person desires to continue doing so, the burden of proving that the person qualifies under this Sub-section being on that person; and
  - (c) a person may harvest beluga, narwhal or walrus whose application has been approved and recommended by an HTO of the place where the applicant desires to harvest beluga, narwhal, or walrus and subject to any terms and conditions imposed by the HTO.
- 5.6.15C Persons mentioned in Sub-sections 5.6.15B (b) and (c) shall be subject to laws of general application.
- 5.6.15D For the purposes of Section 5.6.15B, a valid licence to harvest held by a person who is not an Inuk is deemed to be a personal licence only, and is neither transferable nor heritable.
- 5.6.15E Notwithstanding Section 5.6.15A, the NWMB may approve the harvest of beluga, narwhal, or walrus by government wildlife officers or researchers for purposes of research or of predator or disease control.

#### 2. Section 5.6.25 is deleted





## Ministre des Pêches et des Océans

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LY 26, 2012

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⊽حۍ من ′ برد ځله

# Minister of Fisheries and Oceans



Ministre des Pêches et des Océans

Ottawa, Canada K1A 0E6

MAR 2 6 2012

Ms. Cathy Towtongie President Nunavut Tunngavik Incorporated P.O. Box 638 Iqaluit, Nunavut X0A 0H0

Dear Ms. Towtongie:

Thank you for your correspondence of March 8, 2012, regarding Nunavut Tunngavik Incorporated's proposal to amend section 5.6.25 of the *Nunavut Land Claims Agreement*.

As was discussed by our officials during their meeting in Iqaluit on February 23, 2012, the Department of Fisheries and Oceans does not support addressing the establishment of basic needs levels for beluga, narwhal and walrus by way of an amendment to the *Nunavut Land Claims Agreement*. The Department has consistently supported the existing provisions and responsibilities set out in the *Nunavut Land Claims Agreement* regarding the establishment of a basic needs level, and supports the continuation of existing processes related to the establishment of basic needs levels for beluga, narwhal and walrus, such as the public hearings proposed by the Nunavut Wildlife Management Board.

However, given the priority placed on narwhal by all of the co-management organizations, it remains the Department's opinion that our immediate focus should be on completing the Integrated Fisheries Management Plan for narwhal by January 2013. We understand that the Nunavut Wildlife Management Board is prepared to hold public hearings on changes to narwhal management once Fisheries and Oceans' consultations with Nunavut communities are completed in March 2012. The Nunavut Wildlife Management Board will have the opportunity to address the establishment of a basic needs level for narwhal during these public hearings, so that it can consider community comments prior to the establishment of Total Allowable Harvest levels and any non-quota limitations required to implementing proposed changes to the existing narwhal management regime.

Subsequent to the public hearings and completion of the *Nunavut Land Claims Agreement* decision making process, any revisions to current narwhal management measures will be reflected in the finalized Integrated Fisheries Management Plan. This will assist Canada in defending the sustainability of the narwhal fishery, should a proposal be tabled to uplist narwhal to an Appendix I species under the *Convention on International Trade in Endangered Species of Fauna and Flora* at the next Conference of Parties in March 2013.

As you know, the Department has already confirmed to Nunavut Tunngavik Incorporated that it supports the proposal that the Total Allowable Harvest level serve as the basic needs level for narwhal (Fisheries and Oceans' letter to T. Audla, Dec 9, 2011). Given that the parties have reached consensus on the process for implementing s.5.6.25 for narwhal, the Department does not believe that this issue should delay the Nunavut Wildlife Management Board public hearings related to narwhal.

Given the significant challenges that remain to complete the narwhal Integrated Fisheries Management Plan by 2013 and the need for further dialogue on implementing s.5.6.25 for beluga and walrus, the Department suggests that basic needs levels for these two species be addressed after the narwhal Integrated Fisheries Management Plan is completed, perhaps at the same time as an Integrated Fisheries Management Plan for walrus is developed by the co-management partners.

Thank you for writing and I look forward to the continued work between our organizations on the development of the Narwhal Integrated Fisheries Management Plan.

Yours sincerely,

Coith Ashfield

cc.:The Honourable Leona Aglukkaq, P.C., M.P. Senator Dennis Patterson



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Nunavut Tunngavik Timingat Titiqqilvia 638 Iqaluit NU X0A 0H0 Canada Nunavut Tunngavik Incorporated P.O. Box 638 Iqaluit NU X0A 0H0 Canada 2 (867) 975-4900 © 1-888-646-0006 5 (867) 975-4949

معلاهة مدر ممعل

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LY 8, 2012

Гө С:

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교교》 ንግዚል፥ በ୮ዚና (ንግዚል፥៨) Δረተተር ኦቴቴበቴቴኖኮ ኦժቴሢ ለርሊቴሊና ΔLፕኦርርሊትና (ΔLፕኦርርሊትና) ጳዋናላንተኮ Δርዲኔ 5.6.25 ኦժላ *교교》ና 교교 ህበር ነራጎ ፈዋቴበስስስና (교교 ህበር ነስሳ*). ጳዋናላንስና ለኦሊላጋሁት "ነርንና ላተ∟」 ΔЬՎንርኦጋቡ ለርቴህታልና ቴሬርፑኦልና ላተ∟」 ወደ እና Δልግልና ላነትስኮ. ንግዚል፥ Δረተተር ዕ፥ላላ ኦቴቴበስ ትና ለቦላህ ግንና የርተኮላ ተሞ ላተ」 ЬLՐጋህ / ሁንላ ተሞ የተ

 $4\dot{C}$   $\omega_{\alpha}$   $\delta$   $\Omega$   $\dot{C}$   $\delta$   $\dot{C}$   $\dot{C}$ 

(ጋ° ህልነዛና ጋናረናኒር, ቴበርትና ኌቴበናረርኦንና የነፀርርታ ፌርናበናረታናሮ ኦኖታ ልኖን ላጊ 3, ኦርዮ' ጋስ ጋኒናበናረበስቴታናታ, Δኒነ ኦቴቴበቴናታና ጋ° ህልነዛና Δረርቦታር *ጔሬ ቴበርንስና* ፈየቦላናር ጋስ ለርቴን ሬ ተፈናር)

 $(\Delta L \Delta \Pi^{c} - J)$ , ) ትሌላሪ  $\Delta Z L Z L C^{c}$   $\dot{\alpha}^{c} L C^{c}$ 

ጋግዚልነፅና ውሊኦስቴቴኑንና ለርሊቴበቴናቴና፣ Δርትራ፣ ላዜጋ Δኒልና ለርሊኦስትራ፣ ርዜት ለትጋ. ΔևΔነቴጋላነበት ጋሀ ተላዛኒ የተነቅት ጋው የተላው ርዜየተላቸ፣ Δታሆነት ወው ላንትቦት የርህው፣, ላነየተላናር ውንናና ውኔ የብርንስና ርዕት ወናር የተላቴት የርንት ወርህተላህ ኦናሮነትራና ለአሊላጋተላህ. ውኔ እና Δውልና ላዛሬን ሀሬዜትና ቴውርር ለአትኒቴናናት ላርተራ፣ ውኔ የብርንስና ላበርኦናትና ላርተራ ላነየተላናር ተላቴት ውኔ የብርንስና ላበርኦር የአተነዛር 1993 ር, Δርትና ላርተና ለአተብርት ለአሊላጋው አታላ በበናናር ውንና ነርት ይሆነት የነርነት ይሆነት የተነነነት መተለከት የተነነነት የተነነነት

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Nunavut Tunngavik Timingat Titiqqilvia 638 Igaluit NU X0A 0H0 Canada

Nunavut Tunngavik Incorporated P.O. Box 638 Igaluit NU X0A 0H0 Canada

Without Prejudice

**2** (867) 975-4900

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Aapisia taphuma Angiyuqqaq Office of the President



By Facsimile

March 8, 2012

The Honourable Keith Ashfield Minister of Fisheries and Oceans 15th Floor, Centennial Towers 200 Kent St. Ottawa, Ont. K1A 0E6

Dear Minister:

Re: NTI proposal to amend s. 5.6.25 of the Nunavut Land Claims Agreement (NLCA)

Nunavut Tunngavik Incorporated (NTI) proposes to discuss with the Department of Fisheries and Oceans (DFO) an amendment to section 5.6.25 of the Nunavut Land Claims Agreement (NLCA). The amendment would be straightforward and would serve the interests of the Canadian public and Nunavut Inuit equally. NTI proposes that these discussions begin as soon as possible and proceed on an expedited basis.

For your convenience I am enclosing a copy of NTI's proposed draft amendment. The draft was sent initially to Senior Assistant Deputy Minister David Balfour on February 17, 2012. NTI representatives explained the proposal to Mr. Balfour at DFO's meeting with NTI held in Iqaluit on February 23. NTI would also like to acknowledge the ongoing interest and commitment of Hon. Leona Aglukkaq, Member of Parliament for Nunavut, and Dennis Patterson, Senator for Nunavut on the narwhal issues and that NTI also would be more than happy to work with either or both to move this particular issue forward.

Under the NLCA, the BNL represents the priority Inuit allocation from a Total Allowable Harvest (TAH). Time is of the essence to resolve the issue of BNLs for narwhal, in particular, because in early 2013, at the next meeting of the Conference of the Parties (COP) to the Convention on International Trade in Endangered Species (CITES), Canada anticipates that there will be a proposal to up list narwhal from Appendix II to Appendix I, a step that effectively would ban the trade in narwhal products. DFO advises that having TAHs for narwhal in place will be necessary to the success of Canada's argument against up listing.

The Nunavut Wildlife Management Board (NWMB) twice has been unable to strike these BNLs by the deadline set in section 5.6.25, despite the fact that this section was amended in 1996 to extend the original deadline. As of December, 2011, when the NWMB set the matter down for public hearing for the first time, the Board was in default of the extended deadline by more than 14 years. Between September and November of 2011, NTI and DFO tried to reach agreement on

a joint submission that would have enabled the NWMB to proceed on the basis of consent, but were unsuccessful.

(At NTI's request, the Board adjourned the public hearing on February 3, pending further notice, so that discussions of NTI's proposed *NLCA* amendment can take place.)

Reflecting on this record of default and lack of progress, NTI has observed that section 5.6.25 gives little guidance to the Board as to how to calculate BNLs for these species. Contrary to the process for other species, the Board's Harvest Study is not to be the basis of the calculation. (The original section 5.6.25 made the original deadline for the striking of these BNLs the same date - July 9, 1994 – on which the five-year Harvest Study was required to commence.) The Board is directed to consider that these three species "are in short supply in some areas", hence that the Inuit harvest has been artificially low and does not necessarily reflect Inuit needs. But nothing like the formulae provided where Harvest Study data are to be relied on is offered. It is not surprising that the Board has not embraced this function, or that NTI and DFO have not been able to agree on how the Board should carry it out.

In this light, NTI has concluded that there must be a better way than a public hearing under the current section to resolve this matter within the time constraints that prevail. The better way that NTI proposes is one further amendment to 5.6.25 that would remove the uncertainties in the current section. This can be accomplished easily for beluga, narwhal and walrus in the NSA, because there is practically no demand for the harvest of these species in the NSA other than harvest by Inuit. NTI's proposed amendment therefore reserves the harvest of these species to Inuit.

The vehicle of an *NLCA* amendment also would enable NTI and DFO to provide for appropriate exceptions where the current 5.6.25 does not. For example, harvesting of these species by government scientists for research, with the approval of the NWMB, can be provided for expressly. The *NLCA* currently does not speak to that matter except in the case of species that qualify for "presumption-as-to need" treatment under section 5.6.5. NTI's draft proposal includes allowance for such harvesting. In order to ensure equitable treatment of any non-Inuit harvesters, the draft also would permit current non-Inuit harvesters to continue harvesting these species, and future non-Inuit would be able to harvest with the approval of the local Hunters and Trappers Organization.

NTI looks forward to working with you and your officials on this matter. Despite what appear to be widespread but erroneous impressions to the contrary, amending the *NLCA* need not be viewed as novel or difficult territory. The Nunavut Inuit and the Government of Canada have concluded numerous *NLCA* amendments since the *NLCA* was signed in 1993, some in relation to matters requiring far more complex drafting than the one at hand. The process can also be expeditious; it does not require any legislative activity on the part of the Crown.

If there is confidence that discussions are proceeding well, NTI would support the scheduling of the NWMB public hearing to set the necessary TAHs before the required NTI Board resolution and federal Order-in-Council amending section 5.6.25 are made.

Due to the urgency of this matter, I hope that you can inform me within the next two weeks whether you have instructed your staff to enter into discussions with NTI on the basis that I have described. Thank you for giving this letter your priority attention.

Sincerely,

Cathy Towtongie

CC Hon Leona Aglukkaq Senator Dennis Patterson