4721



Fish & Wildlife Policy for Alberta



**LIFE ZONES** 

The biological community and the non-living environment,



# **FOREWORD**

Alberta's future is linked to its colorful past by a bond of fish and wildlife heritage. Early exploration of the Province was prompted by the potential harvest of our wildlife resources. The settlement of the Province was enhanced because of fish and wildlife populations. Fish and wildlife were, and still are, dependent upon habitat. It was habitat, the prairies, foothills, mountains, streams, lakes and forests, that made Alberta so attractive to settlement.

It is for these reasons that the future of Alberta's fish and wildlife resources are of concern to the people and the Government of Alberta. This Fish and Wildlife Policy for Alberta was prepared in order to recognize the significance of these resources and the enjoyment they bring to present and future generations of Albertans. It is important to note that, in the history of the Province, this is the first formal, comprehensive position of any government on fisheries and wildlife resources.

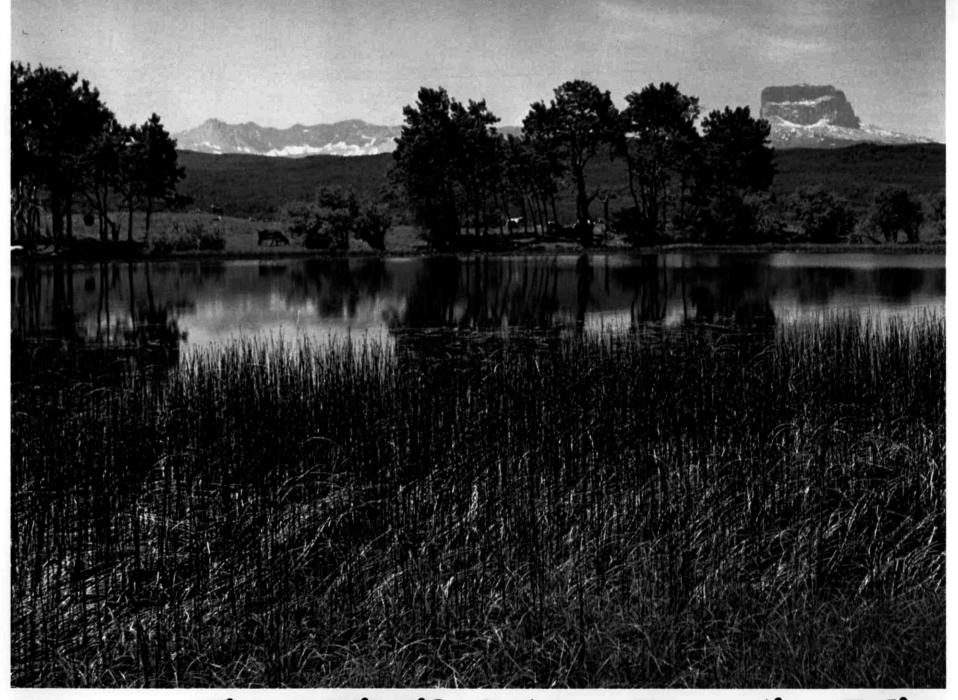
Although the Policy was developed in consultation with a broad range of public interests, the Government intends to conduct a periodic review of the Policy to ensure its relevance and acceptance by the people of Alberta. The implementation of certain aspects of the Policy will require further public input in order to ensure that the necessary procedures, guidelines or criteria are acceptable.

I look forward to the cooperation and support of all Albertans in the implementation of this Policy in order that we can collectively contribute to the maintenance and enhancement of Alberta's fish and wildlife resources, today and into the future.

Bud Mille

J. E. (Bud) Miller Associate Minister of Public Lands and Wildlife

October 14, 1982



Fish & Wildlife Outdoor Recreation Policy

Fish and Wildlife Outdoor Recreation Policy

**Division:** 

Fish and Wildlife

Department:

**Energy and Natural Resources** 

Intent:

To define the role and responsibility of the Fish and Wildlife Division with respect to outdoor recreation in Alberta.

Policy:

Legislative or operational responsibility for outdoor recreation (i.e., recreation where the natural environment or resource is the principle component) is a responsibility shared by several agencies of government. By virtue of the fact that all fish and wildlife resources and the relevant legislation are the responsibility of the Division, outdoor recreation based on fish and wildlife resources should be recognized and managed by the Division as an entity within a provincial outdoor recreation system.

It is fundamental that outdoor recreation should be addressed comprehensively, starting with the citizens' needs and requests for the various forms and amounts of outdoor recreational opportunities, and the subsequent allocation and management of fish and wildlife resources and services in response to those requirements.

#### Therefore:

- The Fish and Wildlife Division is to function within the provincial outdoor recreation system as the government agency responsible for the management and administration of fish and wildlife resources.
- Facilities required to accommodate public use will not be developed by the Division except where such facilities cannot be accommodated by other agencies.
- 3) The general goal of the Division is to provide a variety of outdoor recreational opportunities based on fish and wildlife resources for the benefit and enjoyment of the citizens of Alberta. As general principles:
  - (a) The primary consideration for fish and wildlife outdoor recreational opportunities will be for the enjoyment of Alberta residents. However, the Division will promote fish and wildlife outdoor recreational opportunities to non-residents as an economic activity.
  - (b) Emphasis must be directed toward resources having major shortfalls between demand and supply.





- 4) A comprehensive ten-year fish and wildlife outdoor recreational plan will be developed by the Division. This plan should address such items as:
  - (a) A description of present and projected demands for outdoor recreation based on fish and wildlife resources.
  - (b) A description of the recreational fish and wildlife resources available.
  - (c) The establishment of fish and wildlife outdoor recreational objectives and priorities.
  - (d) A description of the habitat base necessary to achieve fish and wildlife resource supply requirements.
  - (e) The role and relationship of the Division with other provincial agencies, most notably, but not limited to Alberta Recreation and Parks, Alberta Tourism and Small Business, and Alberta Environment, different levels of government, and quasi-public and private sectors.
  - (f) Integration and coordination with other individuals, organizations and agencies that are involved in the planning and provision of outdoor recreational programs and facilities.
  - (g) Public consultation in the development of the plan primarily through the Fish and Wildlife Advisory Council comprised of the following member organizations:

Federation of Alberta Naturalists
Indian Association of Alberta
Metis Association of Alberta
Travel Industry Association of Alberta
Unifarm
Alberta Association of Municipal

Districts and Counties
Alberta Association of

Improvement Districts
Alberta Fish and Game Association

Alberta Outfltters Association

Alberta Trappers' Central Association

Alberta Urban Municipalities Association

Wastern Stock Organical Association

Western Stock Grower's Association

Commercial Fishermen

Alberta Forest Products Association
Oil and Qas Industry

(h) Review of the objectives of the recreational plan every five years following the initial year of approval.



Wildlife Policy

Division:

Fish and Wildlife

Department:

**Energy and Natural Resources** 

Intent:

To establish policy goals for the administration of wildlife resources in Alberta.

**Policy:** 

1) Wildlife is a replenishable Crown resource; it is incumbent upon the Government, as the resource steward, to ensure that appropriate use is made of the wildlife resource and that it is passed on to succeeding generations as it was received.

The primary consideration of the Government is to ensure that wildlife populations are protected from severe decline and that viable populations are maintained. By virtue of the fact that all fish and wildlife resources and the relevant legislation are the responsibility of the Fish and Wildlife Division, it is to function as the advocate within government in the

pursuit of this goal.



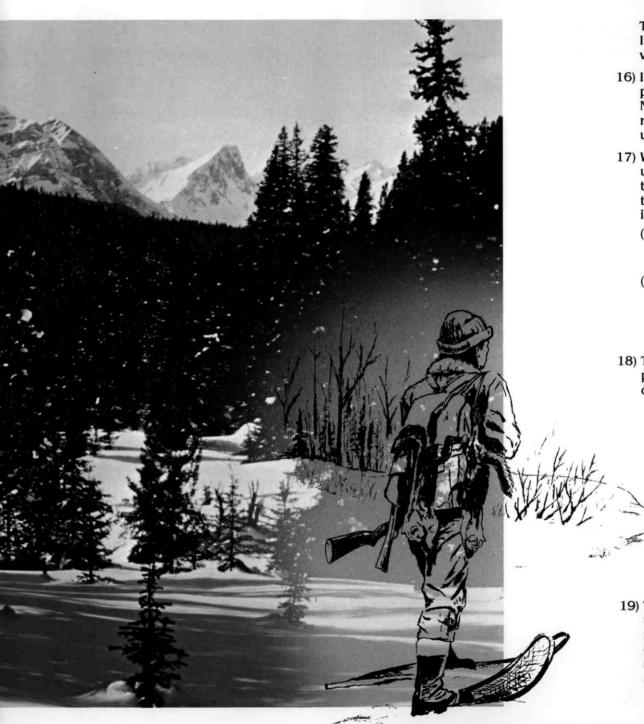


- 2) In order to achieve the above ends, the Government advocates the following fundamental precepts:
  - (a) The wildlife resource, as a Crown resource, will be utilized in a manner which contributes the most benefit to the citizens of Alberta.
  - (b) Wildlife legislation will reflect the minimum infringement on individual freedom of choice for the licenced user.
  - (c) The role of government will be restricted to those things which clearly can be achieved only through government.
  - (d) Regulatory controls will be applied so that optimum uses of wildlife are not severely impaired.
  - (e) Wildlife will be allocated through a defined process whereby specific resources are deployed to specified uses in order to achieve stated public benefits.
  - (f) Wildlife programs will be delivered in as direct and expeditious a manner as possible.
  - (g) The management of wildlife will be promoted on the basis of fundamental ecological principles.
  - (h) The Division will promote excellence and high professional standards in the practice of wildlife management.
- 3) The Minister responsible for wildlife will periodically make a declaration of:
  - (a) The present resource status, allocation and use.
  - (b) Future issues and projected resource demands.
  - (c) How the government plans to deal with these demands and issues.
- 4) The Government, through the Division, will assist in preventing or controlling wildlife from damaging property and endangering human life.
- 5) Responsibility for damage in any form caused by wildlife will be shared in relationship to what people can reasonably do for themselves and to the amount of any additional damage beyond that which would normally be expected to occur in an area.
- 6) The Government will promote the humane treatment of wildlife in both consumptive and non-consumptive uses.

- 7) The Government recognizes the legitimacy of consumptive uses of wildlife including, but not limited to, recreational hunting, falconry, trapping, and amphibian and reptile collecting.
- 8) A variety of wildlife recreational opportunities, in addition to hunting, will be available for the benefit and enjoyment of Albertans.
- The Government will promote the use of wildlife for the educational benefit of Albertans.
- 10) The Government will encourage the scientific study of wildlife provided that it can be carried out in such a way that citizens are generally supportive of it.
- 11) The Division may allocate live wildlife for various uses such as game farming, game ranching, education or science and zoological displays, in conformity with other aspects of the Wildlife Policy.
- 12) The use and treatment of live wildlife in captivity will conform to the provisions of a permit, and to Provincial and Federal legislation.
- 13) The Division will prohibit the unauthorized release of any wildlife, whether they be native or non-native species to Alberta, in order to protect provincial interests.
- 14) The Government will endeavour to establish its constitutional, proprietal and jurisdictional interests in wildlife, including clarifying Canada's role with respect to migratory bird management and clarification of Alberta's role in carrying out the intent of Paragraph 12 of the Natural Resources Transfer Agreement.
- 15) In accordance with Paragraph 12 of the Natural Resources Transfer Agreement which states:

"In order to secure to the Indians of the Province the continuance of the supply of game and fish for their support and subsistence, Canada agrees that the laws respecting game in force in the Province from time to time shall apply to the Indians within the boundaries thereof, provided, however, that the said Indians shall have the right, which the Province hereby assures to them, of hunting, trapping, and fishing game and fish for food at all seasons of the year on all unoccupied Crown lands and on any other lands to which the said Indians may have a right of access."





The Government recognizes the rights of Alberta Indians, while maintaining wildlife resources in a viable state for the benefit of all Albertans.

16) In recognition of the rights and privileges of Metis people concerning the use of wildlife resources on Metis Settlements, the Government recognizes regulations relating to hunting or trapping made under Section 8 of the Metis Betterment Act.

17) Wildlife must be allocated among different primary users in response to government policy. Until such time as supply and demand can be better rationalized, the following interim allocation guidelines will prevail in order of priority:

 (a) Commercial harvest of fur bearers will have precedence over recreational harvest of fur bearers.

(b) Resident recreational use of game will have precedence over non-resident use. Wildlife stocks not fully allocated or utilized to higher priority uses may be allocated commercially to nonresidents.

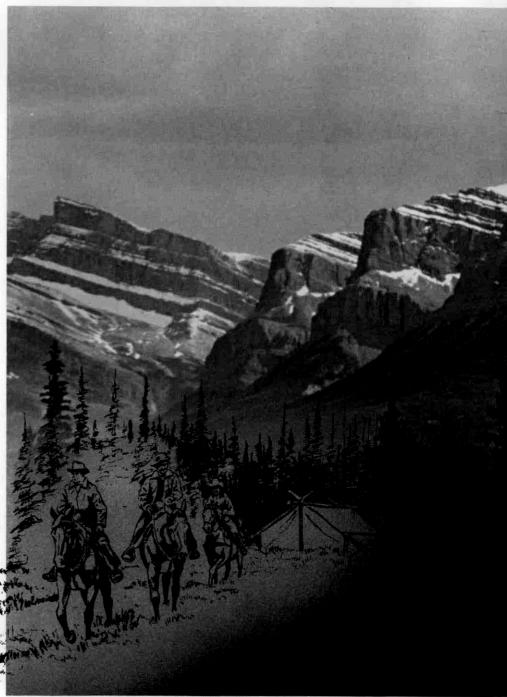
18) The allocation of wildlife stocks to the different primary uses does not imply that other uses cannot occur within areas where such uses are entitled.

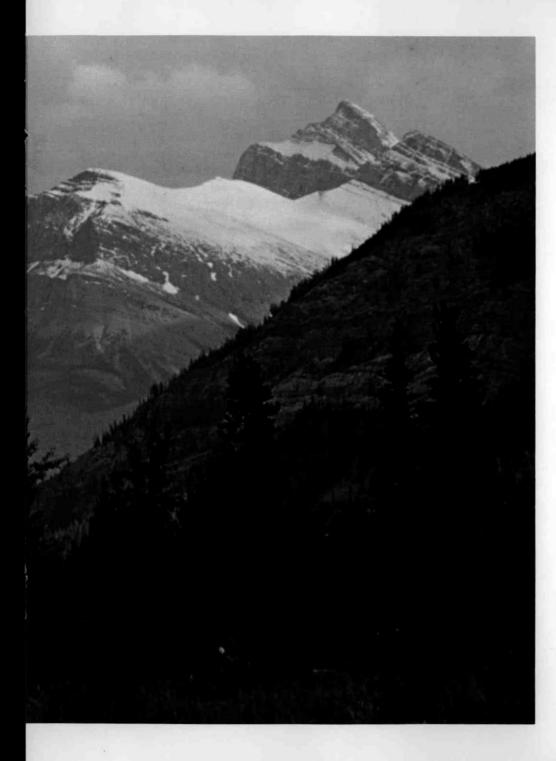
19) The Division will examine the feasibility of providing, through a licence, the opportunity for persons residing in designated remote areas of Alberta to take game, other than migratory birds during the closed season, in recognition of the need for food and the availability of game populations.

- 20) Private wildlife organizations, private individuals including landowners, corporations, research stations, universities, and colleges will be encouraged to provide assistance in achieving provincial wildlife goals.
- 21) A variety of hunting opportunities will be available for the recreational benefit and enjoyment of Albertans consistent with the Fish and Wildlife Outdoor Recreation Policy through:
  - (a) The recognition and promotion of recreational hunting as a legitimate activity from both an outdoor recreation and ecological perspective.
  - (b) The promotion of an Alberta "hunting ethic" as follows:

Certain hunting rules are set by government regulation but many rules must be selfimposed. The ethical hunter has respect for wild creatures, knowledge of his natural surroundings, a sense of fair play and consideration for the rights and expectations of others. Hunting, as promoted by the Alberta government, should foster an ethical relationship of the highest order between the hunter, his quarry, his fellow man and the living environment. Ethical conduct is expected of hunters in Alberta.







- (c) The recognition of the rights of private landholders and the role of private lands in providing hunting opportunities.
- (d) The encouragement of shooting preserves on private land where recreational hunting is provided on captive-reared upland game birds and the hunting is conducted in conformity with the Alberta hunting ethic.
- (e) The promotion of hunting practices that do not endanger the life or safety of the hunter or others.
- (f) The promotion of educational programs with a focus on natural resource conservation and the role of safe and ethical hunting practices in the overall management of wildlife resources from an ecological perspective.
- 22) The Division will encourage an environment that promotes the growth of the tourist industry. It is important to clarify that the Division is not providing wildlife use opportunities such as hunting, viewing and photography to non-residents for their recreational enjoyment per se, but rather the Division will promote use opportunities to tourists for the economic benefit of Albertans, recognizing also that some reciprocal hunting opportunities may be provided to residents of other jurisdictions.

Within the context of this policy, General Tourist Use and Tourist Lodges and/or Outfitters are considered separately:

- (a) General Tourist Use:
  - (i) General Tourist Use is, in effect, a tourist utilizing a resident use opportunity.
  - (ii) General Tourist Use of wildlife will be encouraged so long as it can be demonstrated that there are clear economic benefits accruing to Albertans.
- (b) Tourist Lodges and/or Outfitters:
  - (i) The Division recognizes that tourist lodges and/or outfitters are selling use opportunities, and that the strength of the industry is primarily determined by marketability of the opportunities.

- (ii) The Division will pursue this policy through:
  - (a) Formally allocating wildlife to tourist lodge and/or outfitter use.
  - (b) The authorization of tourist lodges and/or outfitters with specific use opportunities through a licence; this licence may include the identification of where the use opportunity may be exercised, and the use opportunity will not have precedence over resident use as per Sections 17 and 18 of the Wildlife Policy.
  - (c) Ensuring that the long term interests of the operators are protected through a licence/allocation that is transferable and assignable and has up to a five year term, renewable annually, subject to payment of annual fees and compliance with legislation and defined performance criteria, and under terms and conditions which establish and protect the rights of the individual and government as separate parties. The following basic principles shall apply to licence/allocation transferability or assignability:
    - the Minister retains the authority to adjust the allocation of wildlife in any transfer or assignment of licences;
    - any transfer or assignment of a licence/ailocation will be subject to a defined review process which allows the Minister up to 90 days to assess the proposed transaction based on criteria or terms and conditions developed in conjunction with the Fish and Wildlife Advisory Council.
  - (d) Retaining the authority of the Minister to adjust the allocation of wildlife resources at any time to serve the best interests of the resource and all Albertans.
  - (e) Managing wildlife to produce marketable use opportunities.
  - (f) Developing a licencing or royalty system that provides a fair return to the Crown for the use of the resource.

- 23) The Division will encourage an environment which fosters the development of a domestic wildlife farming industry on private land and Metis Settlements through:
  - (a) The provision of a permit for the purpose of transporting and retaining wildlife.
  - (b) The provision for capturing breeding stock from the wild under the authority of a permit.
  - (c) The development of criteria for the conditions of captivity and sale of wildlife held under a domestic wildlife farming licence.
- 24) The Division will encourage an environment which fosters the development of a game ranching industry on private land and Metis Settlements through:
  - (a) The provision of a permit for the purpose of transporting and retaining wildlife.
  - (b) The provision for capturing breeding stock from the wild under the authority of a permit.
  - (c) The development of criteria for the conditions of captivity and sale of wildlife managed under a game ranching licence.
- 25) The Division will encourage an environment that will foster an industry focused on the commercial training of bird dogs through:
  - (a) The provision of a licence for the purpose of training dogs on bird game species.
  - (b) The prohibition against killing wild game birds while training dogs during closed seasons.
  - (c) The provision of authority, through a licence, to use artificially reared game birds on specific areas during closed seasons.
- 26) The Division will encourage an environment which fosters the recreational training of bird dogs through:
  - (a) The provision of authority, through a licence, to use artificially reared game birds on specific areas during closed seasons.
  - (b) The prohibition against killing wild game birds while training dogs during closed seasons.



**Fisheries Policy** 

**Fisheries Policy** 

Division:

Fish and Wildlife

Department:

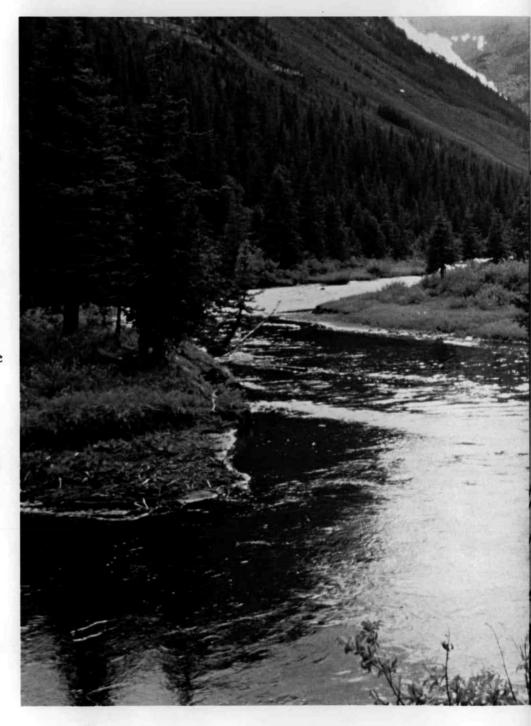
**Energy and Natural Resources** 

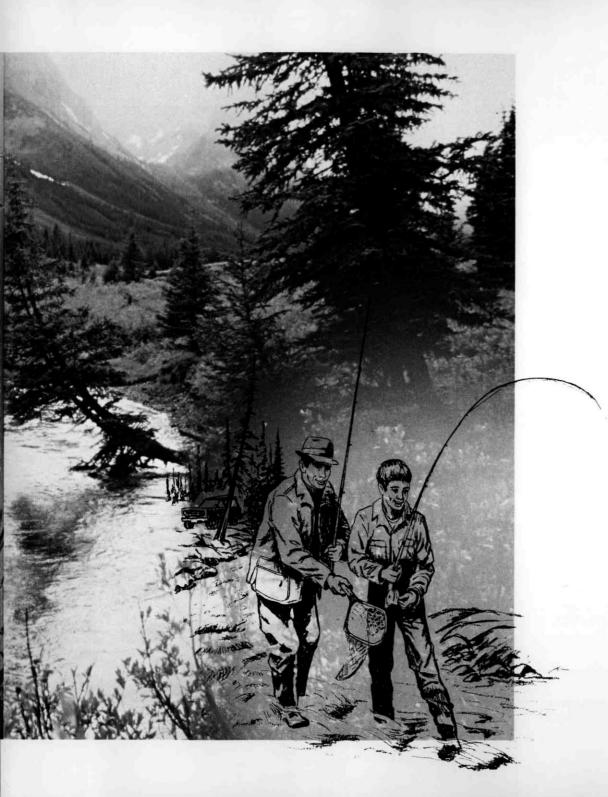
Intent:

To establish policy goals for the administration of fisheries resources in Alberta.

Policy:

- Fisheries is a replenishable Crown resource; it is incumbent upon the Government, as the resource steward, to ensure that appropriate use is made of the fisheries resource and that it is passed on to succeeding generations as it was received.
   The primary consideration of the Government is to ensure that fisheries populations are protected from severe decline and that viable populations are maintained. By virtue of the fact that all fish and wildlife resources and the relevant legislation are the responsibility of the Fish and Wildlife Division, it is to function as the advocate within government in the pursuit of this goal.
- 2) In order to achieve the above ends, the Government advocates the following fundamental precepts:
  - (a) The fisheries resource, as a Crown resource, will be utilized in a manner which contributes the most benefit to the citizens of Alberta.
  - (b) Fisheries legislation will reflect the minimum infringement on individual freedom of choice for the licenced user.
  - (c) The role of government will be restricted to those things which clearly can be achieved only through government.
  - (d) Regulatory controls will be applied so that optimum uses of the fisheries are not severely impaired.
  - (e) Fisheries resources will be allocated through a defined process whereby specific resources are deployed to specified uses in order to achieve stated public benefits.
  - (f) Fisheries programs will be delivered in as direct and expeditious a manner as possible.
  - (g) The management of fisheries will be promoted on the basis of fundamental ecological principles.
  - (h) The Division will promote excellence and high professional standards in the practice of fisheries management.





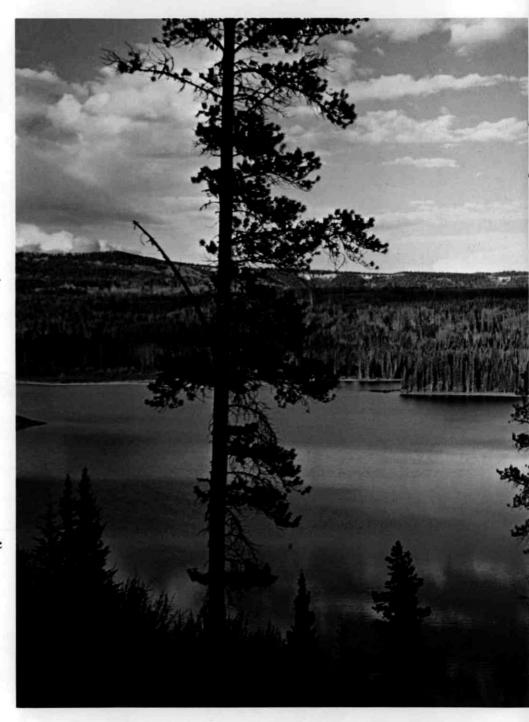
- 3) The Minister responsible for fisheries will periodically make a declaration of:
  - (a) The present resource status, allocation and use.
  - (b) Future issues and projected resource demands.
  - (c) How the government plans to deal with these demands and issues.
- 4) In accordance with Paragraph 12 of the Natural Resources Transfer Agreement which states:

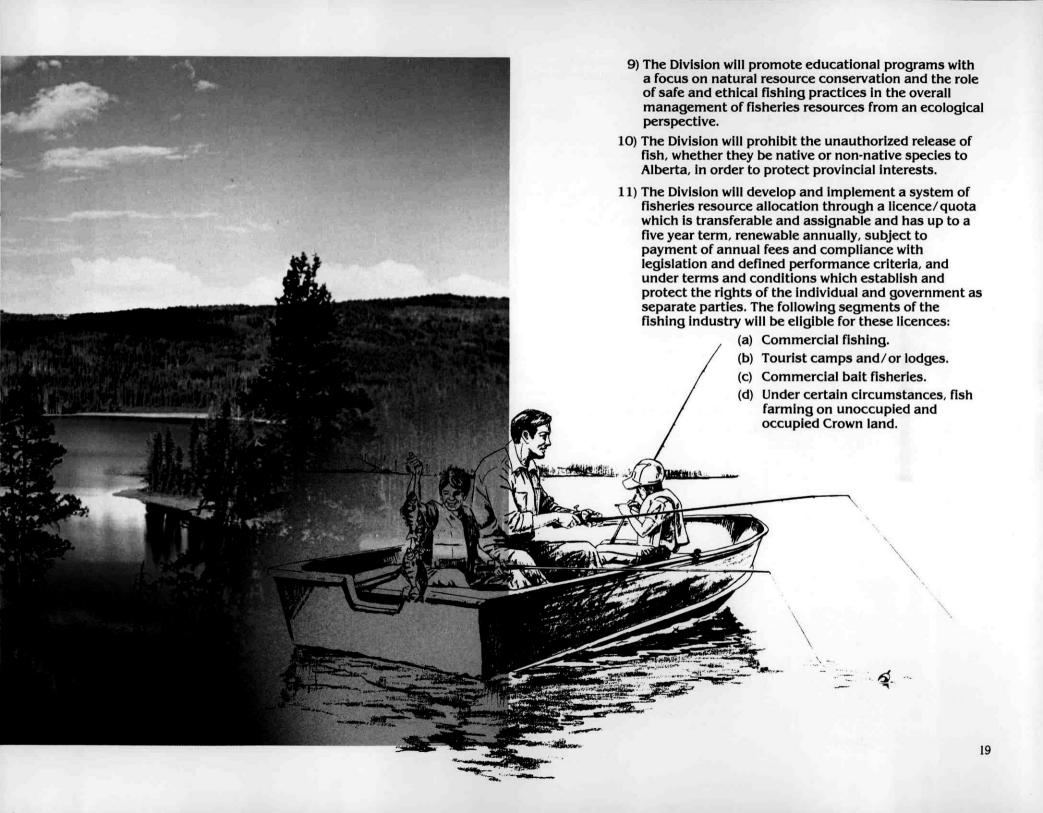
"In order to secure to the Indians of the Province the continuance of the supply of game and fish for their support and subsistence, Canada agrees that the laws respecting game in force in the Province from time to time shall apply to the Indians within the boundaries thereof, provided, however, that the said Indians shall have the right, which the Province hereby assures to them, of hunting, trapping, and fishing game and fish for food at all seasons of the year on all unoccupied Crown lands and on any other lands to which the said Indians may have a right of access."

The Government recognizes the rights of Alberta Indians to fish by licence for food on specific sites and the Fish and Wildlife Division will:

- (a) Endeavour to ensure that the allocation of fish stocks meets the resource requirements of Indians exercising their treaty fishing rights.
- (b) Manage fish stocks to meet Indian needs, to the extent possible, while maintaining the resource in a viable state for the benefit of all Albertans.

- 5) In recognition of the rights and privileges of Metis people concerning the use of fisheries resources on Metis Settlements, the Government recognizes regulations relating to fishing made under Section 8 of the Metis Betterment Act.
- 6) Fisheries resources must be allocated among different primary users in response to government policy. Until such time as supply and demand can be better rationalized, the following interim allocation guidelines will prevail in order of priority:
  - (a) Other domestic fisheries as per policy outlined further in this directive.
  - (b) Resident recreational use of fish will have precedence over any commercial use. Fish stocks not fully allocated or utilized to higher priority uses may be allocated to tourist use.
  - (c) Primary commercial uses such as traditional commercial fishing, tourist angling, bait fishing or fish farming.
  - (d) In situations where real conflicts exist among commercial uses; and where resolution cannot be deferred until the allocation process is functioning, allocate to the commercial use or uses which maximize local economic return for the use of the resource.
  - (e) In situations where there is no commercial use at present, allocation of the fisheries resource will occur pursuant to Ministerial direction on a caseby-case basis.
- 7) Notwithstanding the interim allocation priorities outlined in section (6) above, the allocation of fish stocks to different primary uses does not imply that other incidental uses are not to occur. Specifically, regardless of allocation:
  - (a) Resident sport fishermen are able to fish anywhere they are entitled to by their licence.
  - (b) Other domestic fishermen are able to fish by licence in specific remote areas of the Province.
  - (c) Non-residents are able to sport fish anywhere they are entitled to by their licence.
- 8) Private fisheries organizations, private individuals including land owners, corporations, research stations, universities and colleges, will be encouraged to provide assistance in achieving provincial fisheries goals.





## 12) Other Domestic Fisheries

Domestic fishing opportunities will be available to persons residing in remote areas of Alberta in recognition of the sustenance value of domestic fishing to them, and specifically the Fish and Wildlife Division will:

(a) Allow, through a special permit process, local residents of designated remote areas of Alberta to harvest fish for their own use.

## 13) Resident Recreational Fishery

A variety of fishing opportunities will be available for the recreational benefit of Albertans consistent with the Fish and Wildlife Outdoor Recreation Policy through:

- (a) The recognition and promotion of recreational fishing as a legitimate activity from both an outdoor recreational and ecological perspective.
- (b) The promotion of an Alberta "recreational fishing ethic" as follows:

Certain fishing rules are set by government regulation but many rules must be self-imposed. The ethical fisherman has respect for wild creatures, knowledge of his natural surroundings, a sense of fair play and consideration for the rights and expectations of others. Fishing, as promoted by the Alberta government, should foster an ethical relationship of the highest order between the fisherman, his quarry, his fellowman and the living environment. Ethical conduct is expected of fishermen in Alberta.

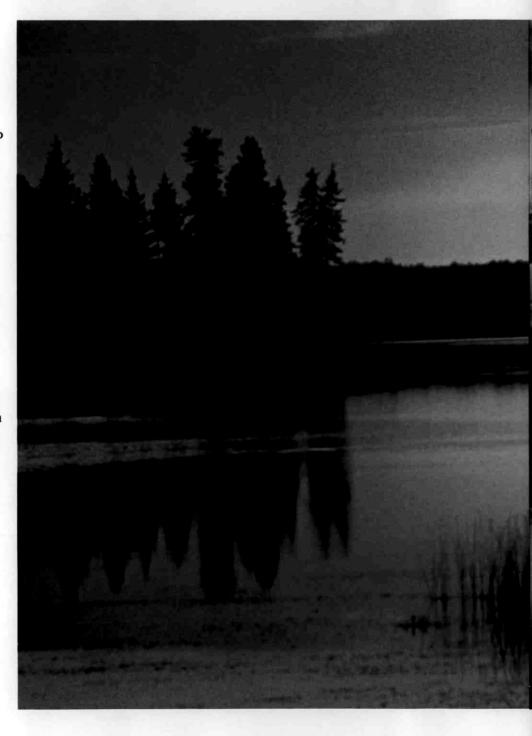
(c) The recognition of the rights of private landholders and the role of private lands in providing recreational fishing opportunities.

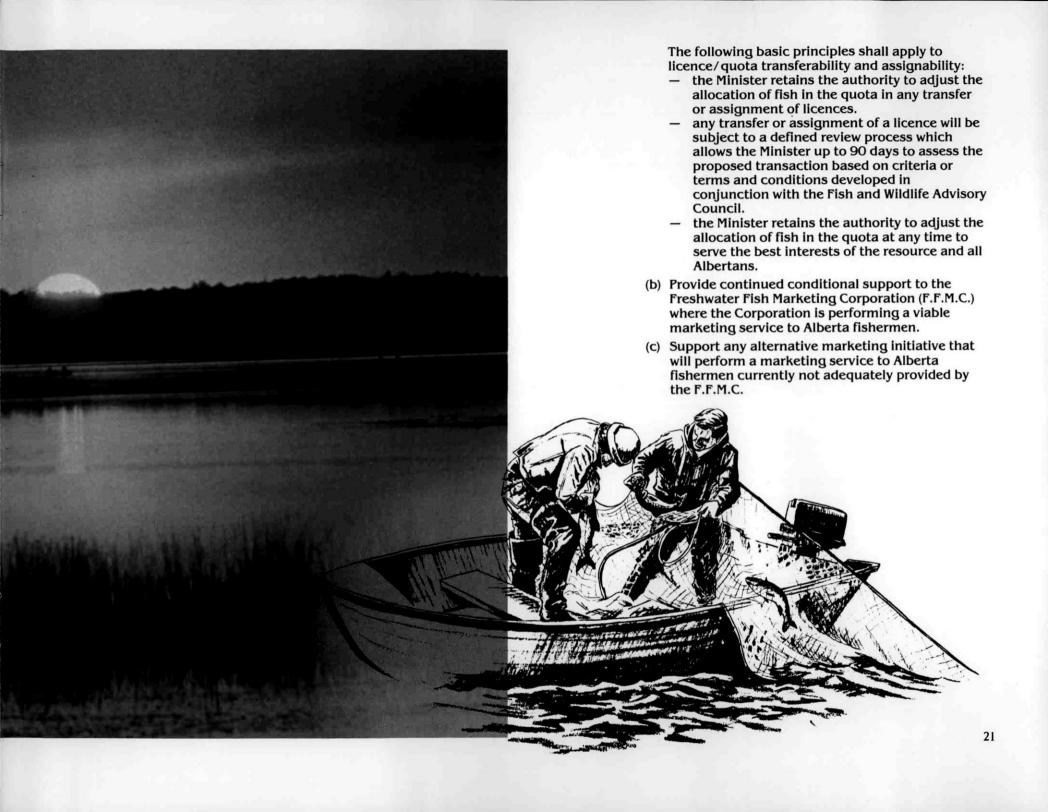
## 14) Commercial Fisheries

The Division will encourage a viable commercial fishing industry.

Toward the above noted end, the Fish and Wildlife Division will:

(a) Develop a licence/quota system for commercial/fisheries which ensures long-term access to the fishery and which is assignable and transferable.





- (d) Support the formation of an Alberta Commercial Fishermen's Association.
- (e) Develop a licence or royalty system which provides a fair return to the Crown for the use of the resource.

#### 15) Tourist Angling

The Division will encourage an environment that promotes the growth of the tourist industry.

It is important to clarify that the Division Is not providing angling opportunities to non-residents for their enjoyment, per se; but rather, the Division will promote angling opportunities to tourists for the economic benefit of Albertans.

Within the context of this policy, General Tourist Angling and Tourist Camps and/or Lodges are considered separately:

- (a) General Tourist Angling:
  - (i) General Tourist Angling is, in effect, a tourist utilizing a resident use opportunity.
  - (ii) General Tourist Angling will be encouraged so long as it can be demonstrated that there are economic benefits accruing to Albertans.
- (b) Tourist Camps and/or Lodges:
  - (i) The Division recognizes that tourist camps and/or lodges are selling use opportunities, and that the strength of the industry is primarily determined by marketability of the opportunities.
  - (ii) The Division will pursue this policy through:
    - (a) Formally allocating the fisheries resource to tourist camp and/or lodge use.
    - (b) The authorization of tourist camps and/or lodges with specific use opportunities through a licence/quota system which ensures long term access to the fishery and which is assignable and transferable. This licence may include the identification of where the use opportunity may be exercised, and the use opportunity will not have precedence over resident use as per Sections 6 and 7 of the Fisheries Policy.

The following basic principles shall apply to licence/quota transferability and assignability:

- the Minister retains the authority to adjust the allocation of fish in the quota in any transfer or assignment of licences;
- any transfer or assignment of a licence will be subject to a defined review process which allows the Minister up to 90 days to assess the proposed transaction based on criteria or terms and conditions developed in conjunction with the Fish and Wildlife Advisory Council;
- the Minister retains the authority to adjust the allocation of fish in the quota at any time to serve the best interests of the resource and all Albertans.
- (c) Development of a licence or royalty system which provides a fair return to the Crown for the use of the resource.
- (d) Management of fish stocks to produce marketable fishing opportunities.
- (e) The provision of remote camps with specific use opportunities through a licence/quota.

# 16) Fish Farming

The Division will encourage an environment which fosters a viable fish farming industry. Specifically the Fish and Wildlife Division will develop a licencing or royalty system to provide a fair return to the Crown for the use of the resource for those operations on specified unoccupied or occupied Crown land.

The Division will encourage an environment which fosters a viable fish farming industry on private lands and Metis Settlements.



Fish & Wildlife Regulatory Policy

**Regulatory Policy** 

Division:

Fish and Wildlife

Department:

**Energy and Natural Resources** 

Intent:

To establish general goals regarding the management of the regulatory activities of the Fish and Wildlife Division and provide direction respecting their implementation.

Policy:

Two general management goals to be pursued are:

- 1) (a) To manage regulatory activities in a manner that is as sensitive as possible to the public which is being regulated.
  - (b) To manage regulatory activities in as comprehensive a manner as necessary.

- 2) In furthering these goals the Fish and Wildlife Division should:
  - (a) Establish procedures which are responsive to the concerns of those being regulated in terms of relevance, procedures, and grievances.
  - (b) Ensure that the management of regulatory activity includes:
    - (i) Establishing goals in support of resource management strategies.
    - (ii) Analyzing alternative enforcement techniques in terms of cost and effectiveness.
    - (iii) Developing new enforcement methods with some emphasis on encouraging self-policing by the public users and preventive enforcement techniques involving public education and public information programs.



