

**PARKS CANADA AGENCY**

**MANAGEMENT DIRECTIVE 4.4.11**

**MANAGEMENT OF HYPERABUNDANT WILDLIFE POPULATIONS IN  
CANADA'S NATIONAL PARKS**

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**1. INTRODUCTION**

**1.1 STATUS**

This Directive cancels and replaces *Management Directive 4.4.11: Disposal of Surplus Wildlife* dated September 1999.

**1.2 SCOPE**

This Directive applies to the management of hyperabundant wildlife populations in national parks\*

**1.3 PURPOSE**

The purpose of this Directive is to:

- Provide policy direction and guidelines on the management of hyperabundant wildlife populations in national parks.
- Provide a nationally consistent approach to the management of hyperabundant wildlife populations in national parks.
- Implements the Parks Canada Agency commitment in the "Parks Canada First Priority" report to establish a national directive on control of Hyperabundant Wildlife populations in national Parks.
- Enhance and promote the involvement of Canadians in the management of hyperabundant wildlife populations in national parks.
- Provide guidelines for involving harvesters in the management of hyperabundant wildlife populations in national parks.

**1.4 MAIN REFERENCES AND AUTHORITIES**

A Handbook for Parks Canada Employees on Consulting with Aboriginal Peoples (2006)

*Canada National Parks Act* and its regulations

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\* Reference to national parks in this directive includes reference to national park reserves

*Canadian Environmental Assessment Act and its regulations*

*Comprehensive Land Claim Agreements*

*Management Directives 2.4.5, 4.4.2, 4.4.3, 4.4.4*

*National Parks Establishment Agreements*

*Natural Resources Management Process Manual*

*Parks Canada Agency Act*

*Parks Canada Guiding Principles and Operational Policies*

*Species at Risk Act*

*Treaty Land Entitlement Agreements*

## **2.0 DEFINITIONS**

### **Aboriginal peoples**

“Aboriginal peoples” refers to Indians, Inuit and Métis peoples in accordance with section 35 of the Constitution Act, 1982.

### **Active management**

Any prescribed course of action directed towards maintaining or changing the condition of cultural, physical or biological resources to achieve Parks Canada objectives (Source: Terminology used by Parks Canada, No 236, 1997).

### **Adaptive management**

A common-sense approach to the management of ecological integrity that supports "learning while doing" and serves the dual goals of achieving management objectives and gaining reliable knowledge. It implies the development of a hypothesis (theory), and the implementation of monitoring, periodic review, and where required, changes in management actions. Where actions are changed, new predictions are formed, and the process repeated. (Parks Canada National Parks Glossary [http://pc.gc.ca/apprendre-learn/prof/itm3-guides/vraie-true/gloss\\_e.asp](http://pc.gc.ca/apprendre-learn/prof/itm3-guides/vraie-true/gloss_e.asp))

### **Consultation**

Consultation is the process where one party provides information, seeks out and considers the views and concerns of persons or groups of people who may be affected by, and are interested in, the decisions to be taken and/or activities to be conducted (Ref: A Handbook for Parks Canada Employees on Consulting with Aboriginal Peoples, 2006).

### **Cooperative Agreements:**

Legal instruments which define cooperative activities by clearly outlining the roles and responsibilities of parties in carrying out cooperative activities, the resources each will contribute, the output expected, and the time frame to be followed.

**(Cooperative Activities** are joint endeavours between one or more parties to attain mutually beneficial results through the sharing of resources and responsibilities). Source Parks Canada Management Guideline 2.7.2, 1981.

### **Greater park ecosystem**

A geographic depiction of an ecosystem of a scale appropriate to the understanding and management of ecosystem components. Such ecosystems frequently cross jurisdictional boundaries. (Unimpaired for Future Generations, Vol 11. Conserving Ecological Integrity With Canada's National Parks. Ecological Integrity Panel Report, 2000)

### **Harvester**

For the purpose of this directive, a harvester is a person or group, including Aboriginal peoples, authorized by the Field Unit Superintendent to participate in the management of a hyperabundant wildlife population in a national park.

### **Harvesting (of a resource)**

Any lawful activity which results in the removal and/or consumption of any renewable natural resource including flora and fauna within national parks, national historic sites and national park reserves. **(Source:** MD 4.4.2 Renewable Resource Harvesting in New National Parks: Protection and Conservation Requirements)

### **Hyperabundant Wildlife Population**

A wildlife population that clearly exceeds the upper range of natural variability that is characteristic of the ecosystem, and as a result, there is a demonstrable long-term negative impact on ecological integrity.

### **Memorandum of Agreement (MoA)**

An agreement between parties to cooperatively work together on an agreed upon project or meet an agreed upon objective. The purpose of an MOA is to have a written understanding of the agreement between parties. When signed, the MOA can be a legal document that binds and holds the parties responsible to their commitments.

### **Memorandum of Understanding**

An agreement between interested parties establishing their respective rights and responsibilities regarding a project and serving as a basis for a future formal contract (Source: Public Works and Government Services Canada. TB - Official Languages and Translation - <http://termiumplus.gc.ca/>).

### **Native species**

Species that naturally occur in a local ecosystem. They have been present in that ecosystem for many decades and originally arrived by normal processes of dispersal and colonization (Source: Parks Canada National Parks Glossary [http://pc.gc.ca/apprendre-learn/prof/itm3-guides/vraie-true/gloss\\_e.asp](http://pc.gc.ca/apprendre-learn/prof/itm3-guides/vraie-true/gloss_e.asp))

**Natural processes**

A natural continuing phenomenon marked by a series of changes that succeed one another in a relatively fixed way, e.g., erosion process, biological process, ecological process (Source: Terminology used by Parks Canada, No 236, 1997)

**Naturalized species**

A non-native species that has become so well established in a local ecosystem that it would be impossible (or undesirable) to eliminate. (Source: Parks Canada National Parks Glossary [http://pc.gc.ca/apprendre-learn/prof/itm3-guides/vraie-true/gloss\\_e.asp](http://pc.gc.ca/apprendre-learn/prof/itm3-guides/vraie-true/gloss_e.asp))

**Population**

All the individuals of one species occurring in a given area at a given time and existing as a breeding group generally isolated from other such groups.

**Traditional knowledge**

Traditional Knowledge is a cumulative body of knowledge that is handed down through generations. Like science, Traditional Knowledge is based on observation and views nature as a system of relationships between organisms and their environment. In the Parks Canada context, Traditional Knowledge refers to Aboriginal knowledge. (Outside of Parks Canada, it can also refer, for example, to the knowledge of local fishers who have fished in an area for generations). Examples of Traditional Knowledge include: knowledge of the location and timing of wildlife migration routes and habitat, ice conditions and berry patches (Source: Parks Canada National Parks Glossary [http://pc.gc.ca/apprendre-learn/prof/itm3-guides/vraie-true/gloss\\_e.asp](http://pc.gc.ca/apprendre-learn/prof/itm3-guides/vraie-true/gloss_e.asp)).

**Wildlife**

Plants or animals not cultivated or domesticated by humans (Source: Parks Canada National Parks Glossary [http://pc.gc.ca/apprendre-learn/prof/itm3-guides/vraie-true/gloss\\_e.asp](http://pc.gc.ca/apprendre-learn/prof/itm3-guides/vraie-true/gloss_e.asp))

**3. BACKGROUND**

On behalf of the people of Canada, the Parks Canada Agency is mandated to protect and present nationally significant examples of Canada's natural and cultural heritage, and foster public understanding, appreciation and enjoyment in ways that ensure the ecological and commemorative integrity of these places for present and future generations. Protected Heritage Areas administered by Parks Canada include national parks of Canada (including national park reserves of Canada); national historic sites of Canada (including historic canals); national marine conservation areas of Canada; and other federal lands such as the Pingo Canadian Landmark, and some submerged lands.

The National parks program protects representative examples of Canada's natural regions in a system of national parks, and encourages public understanding, appreciation and enjoyment of this natural heritage so as to leave it unimpaired for future generations. Each national park protects the habitats, wildlife and ecosystem diversity representative of, and sometime unique to their natural regions. As a first priority, Parks Canada is committed to protecting the natural and cultural heritage

of these special places and ensuring that they remain healthy and whole. This involves maintaining or restoring park ecosystems to a state where ecosystem biodiversity, structures and functions are unimpaired and likely to persist. According to the *Canada National Parks Act*, “Maintenance or restoration of ecological integrity, through the protection of natural resources and natural processes shall be the first priority of the Minister when considering all aspects of the management of parks”.

Among the many management challenges in national parks across the country is the presence of hyperabundant wildlife populations. A wildlife population in a national park may become hyperabundant due to a combination of factors including, among others, the introduction of alien species, absence of naturally occurring predators and competitors, artificially high food abundance, and changing climate. In parks where wildlife populations are no longer regulated fully by natural factors and where scientific evidence provides reasonable grounds that the ecological integrity of the park has been or is likely to be compromised by the presence of a hyperabundant population, active management may be required.

The management of hyperabundant wildlife populations provides an opportunity for innovation and adaptive management. In managing hyperabundant animal populations for example, the preferred management option for Parks Canada has been to capture some individuals of the hyperabundant wildlife population and relocate them to other areas. Unfortunately, translocation is not always a practical way to manage hyperabundant wildlife populations, and a range of options appropriate for the species, local circumstances and the long term national park management objectives should be available to park managers. This Management Directive provides policy direction and guidelines for managing hyperabundant wildlife populations in national parks. The implementation of the directive is through the Hyperabundant Wildlife Population Management Plan which is drawn from the National Park Management Plan (See Appendix 2).

#### **4. CRITERIA FOR CLASSIFYING A WILDLIFE POPULATION AS HYPERABUNDANT IN A NATIONAL PARK**

A hyperabundant wildlife population must be identified through the national park management planning process. A recommendation to actively manage a hyperabundant wildlife population must be based on at least one of the following conditions:

- 4.1 The size of the hyperabundant wildlife population must have exceeded the upper range of natural variability that is characteristic of the ecosystem, and there must be demonstrated impact on ecological integrity. In the case of a naturalized species, a population may be regarded as hyperabundant if there is demonstrable evidence that its size is directly responsible for loss of ecological integrity in a park.
- 4.2 Hyperabundance is as a result of alteration of the natural population regulation mechanisms.

- 4.3 The survival or condition of one or more native species in the park, in particular species listed under the *SARA*, are threatened or likely to be threatened by the hyperabundant wildlife population unless mitigation is undertaken.
- 4.4 There is clear evidence that the ecosystem is experiencing impacts outside the historical or modeled range of variation as a result of the presence of the hyperabundant wildlife population.

## **5. PRINCIPLES FOR MANAGING HYPERABUNDANT WILDLIFE POPULATIONS**

- 5.1 Management of hyperabundant wildlife populations should aim at maintaining or restoring key ecological processes that reflect the natural condition of the park ecosystem, including addressing those conditions responsible for causing hyperabundance.
- 5.2 Management of hyperabundant wildlife populations must be based on sound scientific knowledge, and must use methods that, where feasible, duplicate the role of natural processes as closely as possible. Where available, relevant traditional knowledge should be collected and incorporated into the assessment.
- 5.3 Management strategies should be based on an understanding of the regional evolutionary and historic context that have shaped the system.
- 5.4 The impact of the management action must be assessed and understood at the ecosystem level.
- 5.5 Management of hyperabundant wildlife populations should be only one component of a larger management initiative that aims at maintaining or restoring ecological integrity.
- 5.6 Timing of management programs must take into account that park ecosystems have a limited capacity for resilience, and actions for managing hyperabundant wildlife populations should be taken as early as possible in order to produce the desired results.
- 5.7 The management of hyperabundant wildlife populations should involve working in collaboration with Aboriginal peoples and stakeholders so that, as much as practically possible, parks are managed as part of the larger ecosystem.
- 5.8 The management of hyperabundant wildlife populations must involve meaningful consultation and collaboration with Aboriginal peoples and stakeholders and must comply with comprehensive land claim agreements, cooperative agreements, treaty land entitlement agreements, park establishment agreements or any other legal, policy and corporate obligations.

- 5.9 Management measures must comply with all statutory requirements (e.g., *Canada National Parks Act* and its relevant regulations, Species at Risk Act and Orders). If any provisions in this Management Directive are in conflict with provisions of a Comprehensive Land Claim Agreement, a Cooperative Agreement, a Treaty Land Entitlement Agreement, or a Park Establishment Agreement, the latter will take precedence over the former.

## **6. BASIC REQUIREMENTS FOR MANAGING HYPERABUNDANT WILDLIFE POPULATIONS**

The following requirements must be clearly articulated in the Hyperabundant Wildlife Population Management Plan:

- 6.1 Management of hyperabundant wildlife populations should be taken when scientific assessments and other available information, including traditional knowledge, confirm that active management is required to counteract the effect of the hyperabundant wildlife population on the ecological integrity of the park;
- 6.2 The need for active management must be identified through the national park management planning process and a Hyperabundant Wildlife Population Management Plan developed as outlined in section 8 of this directive;
- 6.3 The reasons for hyperabundance must be well understood and/or evidence of adverse impacts on ecological integrity clearly demonstrated;
- 6.4 Clear objectives, numerical targets and critical thresholds for the population must be set using the best available science and/or traditional knowledge;
- 6.5 Both the positive and negative impacts of the proposed management initiatives on the overall ecological integrity objectives of the park must be predicted, and any negative impact must be fully evaluated and strategies for mitigation determined;
- 6.6 Management of a hyperabundant wildlife population must include a monitoring and reporting framework to evaluate:
- 6.6.1 the dynamics of the wildlife population being controlled;
  - 6.6.2 the predicted impact of the control measures;
  - 6.6.3 the effectiveness of the management actions; and,
  - 6.6.4 areas where further research may be needed.

- 6.7 Aboriginal peoples and stakeholders must be consulted and provided with opportunities to provide input and/or participate in the management of hyperabundant wildlife populations.

## **7. CHOOSING THE APPROPRIATE METHOD FOR MANAGING HYPERABUNDANT WILDLIFE POPULATIONS**

A variety of methods are available for managing wildlife populations. This directive does not prescribe any single management method. Indeed, a combination of methods may be used simultaneously or at different times on the same population depending on the overall management objectives, species-specific considerations, resources, expertise and other factors. However, priority must be given to methods that best contribute to the maintenance or restoration of ecological integrity in order to meet the management objectives of the national park.

Methods for managing hyperabundant wildlife populations should:

- 7.1 Take into consideration the biology and ecology of the species, and the impact on other species;
- 7.2 Where possible, mimic a natural population mortality process for the species in order to maintain or restore a natural population structure;
- 7.3 Have been demonstrated to be effective in controlling populations of the same or similar species;
- 7.4 Have minimum negative impact on Aboriginal peoples' experiences and uses of national parks pursuant to lands claim agreements, cooperative agreements, treaty land entitlement agreements, and park establishment agreements;
- 7.5 Be determined based on availability of appropriate facilities, expertise and cost effectiveness;
- 7.6 Minimize or mitigate impact on visitor experience and other park users. The lessons learned should be used to enhance visitor experience through park interpretation programs;
- 7.7 Have minimum risks to the safety of park visitors, staff and people involved in the hyperabundant wildlife population management program;
- 7.8 Be discussed with Aboriginal communities (as outlined in section 12) and stakeholders such as Provincial and Territorial governments, landowners, farmers, community associations, conservation organizations, animal welfare groups and hunters;
- 7.9 Ensure humane treatment of individuals of a hyperabundant wildlife population in all operations involving handling of animals;

- 7.10 Be described in detail in the Hyperabundant Wildlife Population Management Plan.

## **8. PREPARATION OF A HYPERABUNDANT WILDLIFE POPULATION MANAGEMENT PLAN**

- 8.1 Management of a hyperabundant wildlife population requires a Hyperabundant Wildlife Population Management Plan based on the national park management plan;
- 8.2 Evidence for declaring a population hyperabundant must be derived from the ecological integrity monitoring program of the park;
- 8.3 The Field Unit Superintendent is accountable for all aspects of the Hyperabundant Wildlife Population Management Plan, including its preparation, approval and implementation. The FUS ensures that the Hyperabundant Wildlife Population Management Plan complies with all legislative, policy and other corporate requirements. An approved plan forms the basis for initiating activities to manage a hyperabundant wildlife population;
- 8.4 A Hyperabundant Wildlife Population Management Plan should be developed together with Aboriginal peoples and stakeholders. In parks with land claim agreements or treaty rights, Aboriginal peoples must be consulted throughout the planning and implementation stages. Where Wildlife Management Boards exist, they must be invited to participate in the planning and approval of the Hyperabundant Wildlife Populations Management Plan;
- 8.5 The method(s) proposed for managing the hyperabundant wildlife population must be clearly described. If the methods involve handling of animals, they must be reviewed and approved by the Parks Canada Animal Care Committee;
- 8.6 The Hyperabundant Wildlife Population Management Plan must be subjected to an environmental impact assessment in compliance with the *Canadian Environmental Assessment Act* or other applicable legislation. This should be initiated early in the planning process for maximum benefit, and must be completed before the Hyperabundant Wildlife Population Management Plan can be approved.

Information required for making decisions on an environmental assessment of the Hyperabundant Wildlife Population Management Plan include:

- 8.6.1 Demographic parameters, including; population size, sex ratio, age class distribution and birth and mortality rates;
- 8.6.2 Species ecology and current conservation knowledge, including traditional knowledge where available;

- 8.6.3 The positive and negative impacts and implications of hyperabundance on ecological integrity;
- 8.6.4 The potential long-term benefits of the proposed mitigation measures to the ecological integrity of the park.
- 8.7 A Hyperabundant Wildlife Population Management Plan should:
  - 8.7.1 Include the ecological integrity objectives of the park, the population targets and critical thresholds necessary to achieve the stated ecological integrity objectives;
  - 8.7.2 Take into account the population trends of the hyperabundant wildlife population and the factors that have historically influenced the population within the park ecosystem in order to determine the appropriate population levels for the park;
  - 8.7.3 Describe why active management is essential to the achievement of approved park management objectives;
  - 8.7.4 Explain the range of potential management options and the criteria and justification for selecting the proposed method(s);
  - 8.7.5 Provide an adaptive management strategy, including a reporting and monitoring program for assessing whether the ecological integrity objectives and population targets are being met;
  - 8.7.6 If the hyperabundant population is of an animal species and translocation is proposed as a management option, the plan must include a disease risk assessment undertaken by an independent consultant or the agency importing the animals;
  - 8.7.7 Include clear funding sources for undertaking the identified activities.
- 8.8 The Hyperabundant Wildlife Population Management Plan must be a product of a thorough consultation process and, to the extent possible, should reflect the interests and concerns of the consulted parties;
- 8.9 The Hyperabundant Wildlife Population Management Plan must incorporate a detailed implementation plan with information necessary for the successful implementation of the program, including the target population control zones, methods to be used, operational procedures and guidelines, roles and responsibilities of different participants, costs, timetables, and public/participants safety requirements;
- 8.10 The Hyperabundant Wildlife Population Management Plan should outline public education objectives within the context of the park's overall ecological integrity education program for both outreach education and onsite interpretation;

- 8.11 The Hyperabundant Wildlife Population Management Plan should outline communications objectives that are linked to the national communications strategy for the management of hyperabundant wildlife populations in national parks;
- 8.12 Implementation of the Hyperabundant Wildlife Population Management Plan shall only be undertaken after approval by the Field Unit Superintendent;
- 8.13 The Field Unit Superintendent will ensure that the implementation of the Hyperabundant Wildlife Population Management Plan is subjected to ongoing review as part of the park ecological integrity monitoring program.

## **9. CONSULTATIONS**

Engagement of the Aboriginal peoples, stakeholders and the public is essential for effective management of hyperabundant wildlife populations in national parks. In order to garner understanding and support from these constituencies, an inclusive and collaborative model of consultation is necessary. The Field Unit Superintendent should consider the following:

- 9.1. Identifying key groups to consult with, including provincial/territorial/federal agencies, Aboriginal peoples, local community members, conservation organizations;
- 9.2. Providing opportunities for involvement of Aboriginal peoples and stakeholder groups throughout the planning, preparation, and implementation of the Hyperabundant Wildlife Population Management Plan. As a rule, a separate consultation processes for the Aboriginal peoples should be considered (Refer to section 9.6);
- 9.3 Sharing information on the challenges and complexity of the management of hyperabundant wildlife populations, particularly the severity of their impacts on the ecological integrity of the park;
- 9.4 Ensuring an understanding and respect for the different values, interests, concerns, attitudes and perspectives of Aboriginal peoples and stakeholders regarding the management of hyperabundant wildlife populations;
- 9.5 Ensuring an understanding and sharing of all available information with Aboriginal peoples and stakeholders subject to the *Access to Information Act*, on the different management options including the ecological, social and economic considerations of the various management options.

### **9.6 CONSULTING WITH ABORIGINAL PEOPLES**

Most national parks have some form of engagement process with Aboriginal communities, some of which constitute formal consultation processes, either based on agreements or memorandum of understanding. Parks Canada is committed to building strong, effective and mutually beneficial working relationships with the

Aboriginal peoples in managing hyperabundant wildlife populations. The superintendent should ensure adequate consultation with the Aboriginal peoples even when not legally obligated to do so.

9.6.1 A separate consultation processes for the Aboriginal peoples should be considered.

9.6.2 The Parks Canada's guidelines for consulting with Aboriginal peoples must be followed\*.

9.6.3 Where the validity of an assertion of Aboriginal rights or the precise scope of the treaty right may be unclear, the Field Unit Superintendent must seek the advise of the Parks Canada Legal Services on the existence and extent of any legal duty to consult.

9.6.4 While conducting consultations, the Field Unit Superintendent must ensure that the rights of the Aboriginal peoples are respected, and actions that could impact on them are fully addressed. Consultations must be meaningful, inclusive and based on trust and respect.

9.6.5 The role of the Aboriginal peoples in the development and implementation of the Hyperabundant Wildlife Population Management Plan should be clarified during the consultation process.

## **10. PUBLIC EDUCATION**

The concepts and issues associated with hyperabundant wildlife populations provide a unique context for increasing public understanding and appreciation of the dynamics of ecosystems, the complexity of natural processes and the challenges related to management activities. This context also provides an opportunity to explore and clarify personal and societal values attached to biodiversity and biodiversity conservation. In the development of public education initiatives related to hyperabundant wildlife populations, the following should be considered:

10.1 Integrating the proposed population control initiatives within the Park's overall ecological integrity education program, with consideration of both onsite interpretation and outreach education opportunities;

10.2 Considering educational initiatives that address both the immediate issue and those that provide a basis for transferring understanding and appreciation to other issues and contexts;

10.3 Targeting audiences and understanding their current level of knowledge and attitudes related to the concepts and issues of management for ecological integrity;

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\* A Handbook for Parks Canada Employees on Consulting with Aboriginal Peoples. Fall 2006 (<http://intranet/content/Gest-Prog-Mgmt/Mgmt-plan-gestion-eng/AconsultA.asp>)

- 10.4 Ensuring consistency of messages in public consultations, communications and education initiatives;
- 10.5 Looking for opportunities to work with educational and community groups within the greater park ecosystems in the development and delivery of public education initiatives related to hyperabundant wildlife populations, including key groups involved in the public consultation process;
- 10.6 Looking for opportunities to work with parks across the system to address common issues, develop regional and national tools and share best practices;
- 10.7 Integrating evaluation processes to look at the impact of both short-term and longer-term initiatives.

## 11. COMMUNICATION

Management of hyperabundant wildlife populations is likely to draw criticism and concern from some sections of the public and specific interest groups. There is no doubt that lethal management of wildlife populations in national parks is a difficult challenge. However, Parks Canada has an obligation to manage national parks for ecological integrity. Difficult management decisions are likely to receive the necessary support if the public perceives that their concerns are given due consideration.

The following objectives form the basis of a national communications strategy for the management of hyperabundant wildlife populations in national parks:

- 11.1 Demonstrate Parks Canada's commitment to maintaining and restoring ecological integrity in national parks so that Canadians and visitors from around the world can enjoy memorable visitor experiences and meaningful learning opportunities;
- 11.2 To the extent possible, ensure the support of Aboriginal peoples, stakeholders and the Canadian public in the development and implementation of the Hyperabundant Wildlife Population Management Plan;
- 11.3 Provide evidence of the major impact of the hyperabundant wildlife population on protecting and presenting the ecological and commemorative integrity of the national park for the benefit and enjoyment of present and future generations.
- 11.4 Demonstrate the current impact of the hyperabundant wildlife population on other species, including species listed in the *Species at Risk Act*, by providing a projection of future impacts and indicating the expected ecological integrity improvement as a result of managing the hyperabundant wildlife population.

## **12. INVOLVING HARVESTERS IN MANAGEMENT OF HYPERABUNDANT WILDLIFE POPULATIONS**

Harvesters may participate in the management of hyperabundant wildlife populations. The terms and conditions for participating in managing hyperabundant wildlife populations must be clearly defined in a memorandum of agreement or memorandum of understanding.

- 12.1 Participating in the management of hyperabundant wildlife populations in national parks by harvesters shall be permitted on a case-by-case basis, to mutually acceptable levels based on shared goals of protecting ecological integrity.
- 12.2 Harvesters participating in the management of hyperabundant wildlife populations will be expected to assume a high degree of responsibility for their own safety and survival, and the safety of others.
- 12.3 Harvesters participating in the management of a hyperabundant wildlife population shall accept to comply with the terms and conditions of a memorandum of agreement /understanding that specifies their roles and responsibilities and terms of engagement.

## **13. TRANSLOCATION OF LIVE ANIMALS FROM A HYPERABUNDANT WILDLIFE POPULATION**

- 13.1 Where translocation of wildlife is the preferred method for managing a hyperabundant wildlife population, animals may be allocated in accordance with the following purposes and list of potential recipients:
  - 13.1.1 Other national parks of Canada within the natural range of the species;
  - 13.1.2 Establishment of other free-ranging populations in areas outside of national park boundaries that are within the natural species range in Canada;
  - 13.1.3 Augmenting existing free-ranging populations in natural species range in Canada;
  - 13.1.4 Contributing to co-operative free-ranging wildlife establishment initiatives between federal, territorial and provincial governments, private corporations or Aboriginal communities in Canada;
  - 13.1.5 Providing wildlife to national and international recovery programs for the protection and recovery of wild populations at risk;
  - 13.1.6 Contributing to government and other recognized scientific research institutions to advance the knowledge of free-ranging wildlife in Canada;

- 13.1.7 Contributing to zoos for display and public education.
- 13.2 Initiatives involving allocation of live animals will be subject to Parks Canada's cost recovery policy unless the Field Unit Superintendent makes an exception for initiatives that contribute to the maintenance or restoration of free-ranging wildlife in natural ranges;
- 13.3 Request for live animals from a hyperabundant wildlife population made by local Aboriginal communities shall be reviewed and approved by the Field Unit Superintendent on a case-by-case basis.
- 13.4 Requests for live animals from a hyperabundant wildlife population made by national or international agencies, organizations or groups for conservation purposes shall be reviewed and approved by the Director General, National Parks on a case-by-case basis;
- 13.5 The sale of live animals may be considered if there is no further opportunity to contribute to conservation projects as described above, and the sale meets the legal requirements of the province, territory or country to which the animals are to be sold;
- 13.6 Recipients of donated live animals will commit, through a memorandum of agreement, to use the animals for the intended purposes only. The memorandum of agreement will also specify that:
- 13.6.1 Live animals shall be the property and the responsibility of the recipient once they are loaded for shipment from the park;
- 13.6.2 The recipient of live animals will adhere to the guidelines provided by Parks Canada and any affiliated animal care committee regarding the health and welfare of the animals;
- 13.6.3 The recipient of live animals will be responsible for adherence to the appropriate provincial, territorial, federal and international regulations concerning their transportation and health.

#### **14. DESTRUCTION OF INDIVIDUALS OF A HYPERABUNDANT WILDLIFE POPULATION**

Destruction of individuals of a hyperabundant wildlife population should be considered only when other methods of population control are not deemed effective or feasible.

- 14.1 Destruction of individuals of a hyperabundant wildlife population shall be undertaken only when one or more of the following conditions apply:
- 14.1.1 There are no eligible recipients to take live individuals;

- 14.1.2 It is not feasible or practical to capture live individuals and relocate them in a way that respects the guiding principles of this directive;
- 14.1.3 Legal restrictions bar their relocation;
- 14.1.4 Individuals in the population cannot be relocated or sold because they harbour infectious disease(s).
- 14.2 The Hyperabundant Wildlife Population Management Plan will stipulate the terms and conditions under which hyperabundant wildlife populations will be destroyed;
- 14.3 Destruction of hyperabundant wildlife populations will be supervised and controlled by Parks Canada.

## **15. USE OF PRODUCTS FROM A HYPERABUNDANT WILDLIFE POPULATION**

- 15.1 In cases where management of a hyperabundant wildlife population produces valuable products such as meat, skins, trophies or other items, the Field Unit Superintendent may offer such products to the recipients specified in the Hyperabundant Wildlife Population Management Plan.
- 15.2 If any products are salvaged for human consumption:
  - 15.2.1 They should only be obtained from individuals that are known to be healthy. If the Animal Care Committee recommends product inspection, associated costs must be allocated in the Hyperabundant Wildlife Population Management Plan;
  - 15.2.2 If a harvester harvests individuals of a hyperabundant wildlife population for their own use, they assume complete responsibility for ensuring quality and timely collection of the products from harvested individuals, unless otherwise specified in the memorandum of agreement/understanding;
  - 15.2.3 Products known to be valuable for illegal trade and use may be removed by Parks Canada staff prior to a harvester removing the remaining products from the park, unless otherwise stated in the memorandum of agreement/understanding.
- 15.3 As a part of the monitoring and reporting program, samples may be taken from individuals that have been harvested. The information to be collected from such samples will be stated in the Hyperabundant Wildlife Population Management Plan.
- 15.4 When large-scale control programs are used for reducing a hyperabundant wildlife population, carcass inspection by the Canadian Food Inspection Agency may be necessary if the products are to be donated to recipients not participating in the harvest.

- 15.5 Where costs, field logistics, timing of field operations, diseases and/or other conditions limit the ability to provide products to recipients, the Field Unit Superintendent, with advice from Parks Canada Animal Care Committee, will use their discretion to decide on modes of disposal of the carcasses.

## **16. REPORTING**

- 16.1 Reports on the implementation of the Hyperabundant Wildlife Population Management Plan shall be included in the national park annual report. Other progress reports may be prepared as specified in the Hyperabundant Wildlife Population Management Plan.

The report will:

- 16.1.1 Provide a comprehensive analyses of the program's achievements for the period and on a historical basis;
- 16.1.2 Present the population status and trends along with challenges faced while implementing the program;
- 16.1.3 Provide other details and analysis as specified in the Hyperabundant Wildlife Population Management Plan concerning the historical, current and potential species management concerns.
- 16.2 Results should be published in scientific journals to communicate the achievements and the lessons learned.

## **17. ROLE AND RESPONSIBILITIES**

### **17.1 The Field Unit Superintendent**

The Field Unit Superintendent shall be accountable for all aspects of the Hyperabundant Wildlife Population Management Plan. These responsibilities include, but are not limited to;

- 17.1.1 Ensuring that hyperabundant wildlife populations are managed through the park management planning process;
- 17.1.2 Ensuring all relevant research and monitoring information, including traditional knowledge, regarding the species is used to assist the decision-making process. ;
- 17.1.3 Directing the Hyperabundant Wildlife Populations Management Plan development and implementation processes. These include, but not limited to: identification of groups to be consulted; managing the education, consultation and communication processes, and relationship with Aboriginal peoples and stakeholders; preparation, review, approval and implementation of the Hyperabundant Wildlife Populations Management Plan;

- 17.1.3 Ensuring the entire hyperabundant wildlife population management process complies with all Parks Canada legislative, policy and corporate requirements.
- 17.1.4 Ensuring decisions and data on the species are stored in a recognized format that provides full access and data security;
- 17.1.5 Ensuring public safety.

## **17.2 Director of Service Centre**

The responsibilities of the Director of a Service Centre include;

- 17.2.1 Assisting in program planning, public education and consultation processes, project implementation, effectiveness monitoring and reporting of the hyperabundant wildlife population management program.

## **17.3 Animal Care Committee**

The responsibilities of the Parks Canada Animal Care Committee include;

- 17.3.1 Assisting in reviewing the Hyperabundant Wildlife Population Management Plan when animals are involved;
- 17.3.2 Supervising implementation of certain aspects of the Hyperabundant Wildlife Population Management Plan when deemed necessary or appropriate (e.g. ensuring humane euthanasia of animals);
- 17.3.3 Providing standard operating protocols for the capture and/or destruction of frequently managed hyperabundant wildlife populations.

## **17.4 Director General, National Parks**

The responsibilities of the Director General, National Parks include;

- 17.4.1 Providing policy direction and guidelines for managing hyperabundant wildlife populations;
- 17.4.2 Reporting on best practices for the management of hyperabundant wildlife populations based on successful programs from a variety of national parks and jurisdictions.

Original signed by  
Doug Stewart, Director General, National Parks

December 11, 2007  
Date

## APPENDIX 1.

### GUIDELINES FOR HARVESTERS ASSISTING IN THE MANAGEMENT OF HYPERABUNDANT WILDLIFE POPULATIONS IN CANADA'S NATIONAL PARKS.

1. Harvesters must be recruited in advance.
  - 1.1 Harvesters must be screened and approved in advance by the organizations to which they belong.
  - 1.2 Approved harvesters or their community leaders will enter into a memorandum of agreement/understanding with the Field Unit Superintendent. The memorandum will outline the objectives of the program, roles and responsibilities of the parties, safety issues, time lines, etc.
  - 1.3 The memorandum of agreement/understanding must be reviewed and approved by the Parks Canada's Legal Services Unit before it is signed.
2. The 1995 *Firearms Act* requires a valid firearms license for using firearms in Canada. If the project involves use of firearms, each harvester:
  - 2.1 Must be in possession of a valid firearm license;
  - 2.2 Must have prior experience with shooting animals of the target species or similar species;
  - 2.3 Will supply his/her own firearms and ammunition unless Parks Canada chooses to provide them.
3. The Field Unit Superintendent or their designate may check and approve all firearms for the appropriate calibre, ammunition, suitability, scope and safety features prior to use in a national park.
4. Before starting a harvesting operation, a preliminary briefing will be conducted for all harvesters to address:
  - 4.1 Parks management objectives as described in the Hyperabundant Wildlife Population Management Plan;
  - 4.2 Relevant Parks Agency Acts and Regulations;
  - 4.3 Public and harvester safety and first aid facilities;
  - 4.4 Harvesting methodology and strategy, including timing, retrievals, management of harvested products, and other logistical issues;
  - 4.4 Any underlying concerns for safe and humane harvesting.

5. During the harvesting operation, the Field Unit Superintendent will set up a mandatory check-in and check out where all participants will be briefed and de-briefed on procedures, safety concerns, equipment use and any other relevant issues and updates.
- 6 All participants must be equipped with appropriate safety equipment. Communications equipment may be supplied on a needs basis by Parks Canada.
7. The harvester shall at all times indemnify and save harmless the Crown from and against all claims, demands, loss, costs, damages, actions, suits, or other proceedings, by whosoever made, sustained, brought or prosecuted, in any manner based upon, occasioned by, or attributable to, anything done or omitted by the harvester or a member or members of the harvester's group in the fulfillment or purported fulfillment of any activities undertaken while participating in the management of a hyperabundant wildlife populations.
8. The Field Unit Superintendent may provide logistical support or any other facilitation to ensure the program is implemented smoothly.

## APPENDIX 2a

### GUIDELINES FOR INITIATING, DEVELOPING AND IMPLEMENTING THE HYPERABUNDANT WILDLIFE POPULATION MANAGEMENT PLAN

#### **Accountability**

The Field Unit Superintendent shall be accountable for all aspects of the Hyperabundant Wildlife Population Management Plan.

Below are guidelines for initiating, developing and implementing the Hyperabundant Wildlife Population Management Plan.

#### **STEP 1: A wildlife population is perceived as hyperabundant**

- Hyperabundance confirmed through the Park Ecological Integrity Monitoring Program.

#### **STEP 2: Hyperabundant Wildlife Population Reported in the State of Park Report**

- The status and impact of the hyperabundance wildlife population reported in the State of Park Report.
- Active management recommended as a strategy for managing the population.

#### **STEP 3: Population Reduction Recommended in the Park Management Plan**

Active management of the hyperabundant wildlife population identified as a management activity in the Park Management Plan.

#### **STEP 4 Identification of groups to be consulted**

Identification of the key groups that must be consulted.

#### **STEP 5 Communications**

Prepare a communications strategy that clearly states the following:

- The issue
- Background information
- Public environment
- Strategic considerations
- Target audiences (internal and external)
- Communications objectives
- Key messages
- Communications activities and timelines
- Budget (cost of developing communications products)
- Evaluation (how the success of communication efforts will be measured)

#### **STEP 6 Consultations**

- Prepare a consultation plan. Set clear goals for the consultation process to ensure sufficient focus on the hyperabundance issue.
- Notify the groups of the issue of hyperabundance and the alternatives being considered.
- Provide sufficient information in a manageable and understandable format to help target audience express informed viewpoints.
- Conduct a consultation process. Allow adequate time for review. Give the target audience the confidence that their views, concerns and interests will be

considered when making decisions on how to manage the hyperabundant wildlife population.

- Determine whether harvesters are needed.

**Note:**

- Consultation must be inclusive, meaningful and built on principles of trust and respect.
- The outcome of the consultation process should not be predetermined.
- Ensure sufficient resources are available for the consultation process.
- Write a report on the outcomes of the consultation process. This report will assist in making decisions that may strike a balance between issues raised by different interest groups.

**STEP 7 Develop the Hyperabundant Wildlife Population Management Plan**

- Create a team for drafting the Hyperabundant Wildlife Population Management Plan
- Develop the Plan following the guidelines in sections 4 - 17 of this Management Directive.
- Ensure the concerns and interests of Aboriginal peoples and stakeholders are addressed.
- Sensitive issues should be drawn to the attention of the Director General, National Parks.

**STEP 8 Review of the draft Hyperabundant Wildlife Population Management Plan**

- Subject the draft plan to a technical review
- Take the draft plan through a review by the groups that were consulted. Demonstrate how their concerns have been addressed.
- The FUS may wish to consult the appropriate PCA Directorates of the National Office for advice and guidance at any stage.
- Incorporate additional issues raised during the review process.

**STEP 9 Approval by Field Unit Superintendent**

- The Field Unit Superintendent shall approve the Hyperabundant Wildlife Population Management Plan if it meets all the technical, legislative, policy and other corporate requirements.
- By signing the Plan, the FUS confirms that it meets all legislative, policy and corporate requirements, including provisions under land claim agreements and treaty rights.

**STEP 10 Implementation**

The Hyperabundant Wildlife Population Management Plan may be implemented after approval by the FUS.

**Changes during implementation**

- New information or circumstances may require changes to be made to the approved Hyperabundant Wildlife Population Management Plan. The Field Unit Superintendent must approve such changes after consultation with the interest groups.

**Monitoring, assessment and reporting**

- Monitoring, assessment and reporting form part of the Hyperabundant Wildlife Population Management Plan implementation framework.

**Appendix 2b**

**The Hyperabundant Wildlife Population Management Plan (HWPMP) Process**



