

CHAPTER 3 – MARINE PROTECTED AREAS (MPA) PLANNING

SUMMARY OF FINDINGS

- 0.5% of Canada's oceans waters have been set aside in protected areas.
- The *Federal Marine Protected Areas Strategy* provides a framework for effective federal cooperation in MPA network development on our three coasts.
- Four provincial agencies have also established MPAs focusing on coastal and estuary habitats, totalling 505,870 ha.
- Intergovernmental cooperation in MPA planning and management is occurring frequently across the country.
- MPA network development is hindered by competing interest for access to and use of our oceans and by lack of public awareness.
- Canada has made a number of important national and international commitments to significantly accelerate MPA network establishment.
- MPA priorities for federal agencies include (1) developing a process for MPA network site selection; and (2) engaging provincial and territorial governments to plan and develop MPA networks in a collaborative manner.
- Establishment of the following candidate MPAs over the next two years, as planned, would double the amount of Canadian marine waters in protected areas: seven Oceans Act MPAs (980,232.2 ha), three National Marine Conservation Areas (1,340,000 ha), EC's first Marine Wildlife Area in the Scott Islands region, three new National Wildlife Areas in Nunavut (450,000 ha), and coastal MPAs being advanced by BC, NB and PEI.

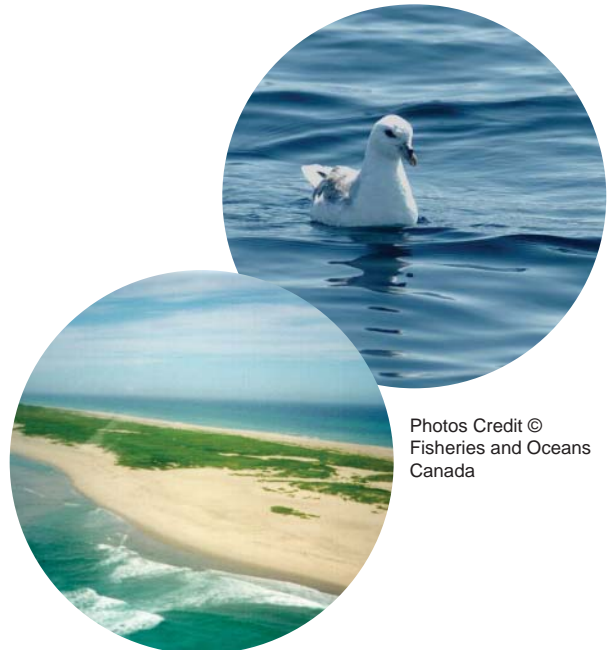
CONTEXT

Despite having the largest coastline in the world, Canada has one of the least developed marine protected areas networks. At the current rate of progress, the country will fall short of meeting its 2012 CBD objective of completing its marine protected areas networks. The Federal Marine Protected Areas Strategy provides a basis for advancing comprehensive MPA networks on all three coasts. A priority for implementation of the Strategy will need to be effective collaboration with provincial and territorial governments, particularly in support of their role in preserving coastal and estuary habitats.

What is a Marine Protected Area?

The IUCN defines a marine protected area as:

"Any area of intertidal or subtidal terrain, together with its overlying water and associated flora, fauna, historical and cultural features, which has been reserved by law or other effective means to protect part or all of the enclosed environment."



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ANALYSIS

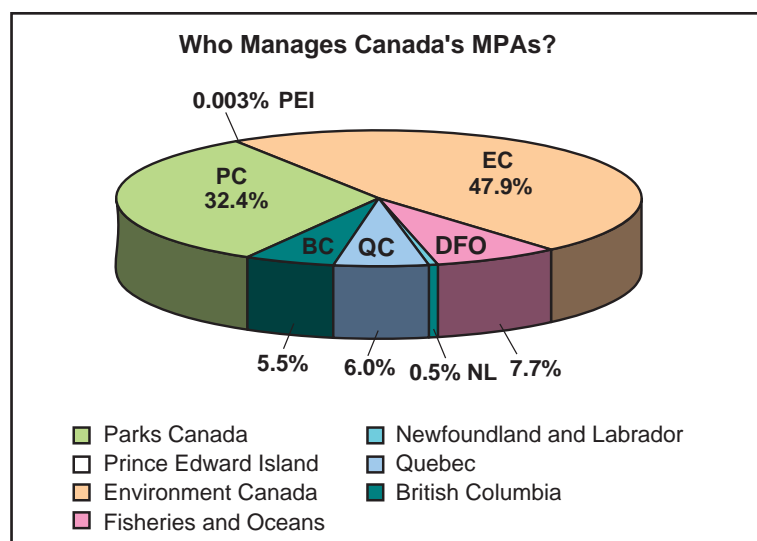
- EXTENT OF MARINE PROTECTED AREAS -

Canada has set aside 0.5% of its oceans as protected areas.

- Canada's marine protected areas network includes a total of 3,278,362 ha.
- Environment Canada administers 47.9% of Canada's marine protected areas, Parks Canada 32.4%, Fisheries and Oceans Canada 7.7%, and provinces and territories 12%.

Summary of Marine Protected Areas in Canada

Administrator	Type of Marine Protected Area	No. of Marine Areas	Marine Area Protected (ha)	% of Canada's MPAs
Parks Canada	National Marine Conservation Area	1	11,500	32.4%
Parks Canada	National Park (Marine Portion)	11	938,000	
Parks Canada and Quebec	Saguenay - St. Lawrence Marine Park	1	113,800	
Environment Canada	National Wildlife Area (Marine Portion)	13	152,317	47.9%
Environment Canada	Migratory Bird Sanctuary (Marine Portion)	51	1,417,145	
Fisheries and Oceans	Marine Protected Area	5	253,530	7.7%
Newfoundland and Labrador	Ecological Reserve (Marine Portion)	6	15,200	0.5%
Prince Edward Island	Terrestrial Protected Area (Marine Portion)	1	87	0.003%
Quebec	Waterfowl Gathering Areas	352	195,333	6.0%
British Columbia	Terrestrial Protected Area (Marine Portion)	114	181,450	5.5%
Total		555	3,278,362	



- INTERGOVERNMENTAL COLLABORATION -

Intergovernmental cooperation in MPA planning and management is occurring frequently across the country.

- The federal government has a primary responsibility for oceans management, and three separate federal agencies are advancing MPAs – DFO, PC & EC.
- BC, QC, PEI & NL have also established coastal protected areas with marine components, totalling 505,870 ha.
- A variety of MPA designations and zonations allow for the protection of multiple values - wildlife habitat, fishery resources, ecological representation, cultural heritage, etc.
- QC's MPA program primarily targets important seabird habitat in the Gulf of St. Lawrence. They have to date established 352 protected areas with a marine component, totalling 195,333 ha.
- BC's protected areas strategy mandates the establishment of a representative MPA network. To date, 114 MPAs have been established, totalling 181,450 ha, and a further 49 candidate protected areas on the northern coast have been identified, many with a marine component.
- Based on initial interest, and with two thirds of Canada's shoreline, it is expected that NU's future Territorial Parks Act would include a marine/coastal component to reflect the importance of coastal areas to communities.
- Intergovernmental cooperation in MPA planning and management is essential and is occurring frequently. For example, PC developed the Saguenay - St. Lawrence Marine Park in cooperation with QC; PC & BC resolved seabed issues in Gwaii Haanas NMCA reserve; PEI supported the establishment of DFO's Basin Head MPA and sits on its management committee; and NB is working with DFO to establish an MPA in the Musquash River estuary.

Implementation of Canada's Oceans Strategy on the Pacific Coast

Canada and BC have agreed to develop a sub-agreement on an MPA framework for the Pacific coast. It will outline appropriate mechanisms, processes and structures to coordinate the review and establishment of new MPAs, outline the roles and responsibilities of Canada and BC in coastal planning and integrated oceans management planning, and provide for the development of an integrated ocean information management system to support science-based decision-making and sustainable development.



Photo Credit © BC Parks

- A COORDINATED FEDERAL MPA STRATEGY -

The Federal Marine Protected Areas Strategy provides a framework for effective federal cooperation in MPA network development on our three coasts.

- The recently released federal Marine Protected Areas Strategy outlines the means for the federal government to cooperatively advance MPA networks throughout our marine waters.
- Under the first phase of the Oceans Action Plan, five MPAs will be established by 2007 totalling 987,360 ha. A framework will also be developed to guide future MPA network design and development in a comprehensive coordinated manner.
- It is anticipated that future implementation of Canada's oceans agenda will provide for considerable growth of MPA networks on all three coasts.
- Identified priorities for federal agencies include (1) developing a process for MPA network site selection; and (2) engaging provincial and territorial governments to plan and develop MPA networks in a collaborative manner.

The Federal Marine Protected Areas Strategy

The Federal Marine Protected Areas Strategy is a collaborative effort of DFO, PC and EC under Canada's Oceans Action Plan to identify and manage new MPAs within integrated management planning areas (beginning with five Large Oceans Management Areas), working with provincial, territorial and Aboriginal governments. The Strategy has four objectives:

- establish a systematic approach to MPA planning and establishment;
- enhance collaboration for management and monitoring of MPAs;
- increase awareness and participation of Canadians in the MPA network; and
- link Canada's network of MPAs to continental and global networks.

- IMPEDIMENTS TO MPA NETWORK GROWTH -

MPA network development is hindered by competing interest for access to and use of our oceans, and by lack of public awareness.

- Jurisdictions report competing interests in oceans use as the most severe constraint on their MPA networks.
- Financial and staff resources for MPA programs amount to roughly 1% of the amount spent on terrestrial protected areas programs.
- Jurisdictional complexity, limited inventory of marine ecosystems, lack of public awareness, and the sheer fluidity of oceans are further reported constraints to MPA network advancement.

- NATIONAL AND INTERNATIONAL MPA COMMITMENTS -

Canada has made important national and international commitments to significantly accelerate MPA network establishment.

- Through the Convention on Biological Diversity Programmes of Work on Protected Areas and Marine and Coastal Areas, Canada has committed to establishing comprehensive MPA networks within an overall ecosystem approach by 2012 - a commitment reaffirmed at the World Summit on Sustainable Development in 2002, and endorsed at the World Parks Congress in 2003.
- All governments agreed in 1992's Statement of Commitment to Complete Canada's Network of Protected Areas to accelerate MPA efforts, and recommitted to this goal in 2000.
- Parks Canada has committed to establishing five new NMCA's by 2008, and DFO to five new MPAs by spring 2007.

Gilbert Bay Marine Protected Area

The Gilbert Bay MPA in southeast Labrador was designated in October 2005 to protect a genetically distinct population of (golden brown coloured) cod inhabiting the bay. Researchers from Memorial University and DFO discovered the uniqueness of the population in 1996. The local communities of Port Hope Simpson and William's Harbour approached DFO in 2000 to consider Gilbert Bay as a potential MPA. A steering committee comprised of community, fishery, aquaculture, Aboriginal, academic and government representatives has been involved in planning efforts and will continue involvement with management issues now that the MPA is designated.



Photo Credit © Fisheries and Oceans Canada, NL

CHAPTER 4 – INTEGRATED LANDSCAPE AND OCEANS MANAGEMENT AS A MEANS TO ADVANCE PROTECTED AREAS

SUMMARY OF FINDINGS

- Leading resource industries are proactively supporting the completion of protected area networks as a means to provide land certainty and demonstrate corporate social responsibility. Most provinces identified specific instances where companies have voluntarily withdrawn land or access rights to allow for the establishment of protected areas.
- Integrated landscape management (ILM) is emerging as an important means of ensuring that resource allocation decisions are made in concert with conservation planning, including protected areas planning. ILM processes are currently underway in about half of Canada's jurisdictions; four jurisdictions are advancing ILM in isolation from their protected areas planning.
- Integrated management planning being advanced in five Large Oceans Management Areas provides an opportunity for focused MPA network planning in Canada.
- In areas where integrated planning processes are absent, the "conservation first" principle is gradually being recognized as a proactive means to advance conservation at the same time as decisions are made around major resource developments.

Defining Integrated Landscape Management

Integrated landscape management enables decision-makers, and society as a whole, to set and achieve landscape-level objectives for sustainable development and sustainable ecosystems over appropriate spatial and temporal scales.

Canadian ILM Coalition

Land Use Planning in British Columbia's Great Bear Rainforest

In February 2006, the BC government outlined a land use plan for 6.4 million ha of land and waters on the central and north coast. The land use plan includes:

- more than 100 new protected areas covering 1.2 million hectares, which emphasize habitat conservation, recreation and cultural heritage features;
- additional Biodiversity Areas that allow for some resource development, while maintaining ecological diversity and function; and
- ecosystem based management of Operating Area Zones over the balance of the area, whereby the focus of resource development is to apply a new innovative ecosystem based management approach that will enhance community stability, encourage economic diversification and increase local employment, economic development and other benefits from resources.

The land use plan is based on recommendations from First Nations, resource industries, ENGOs, local governments and the people in these communities. Twenty-five First Nations were consulted during the planning.

ANALYSIS

- RESOURCE INDUSTRY SUPPORT FOR PROTECTED AREAS -

Leading resource industries are proactively supporting the completion of protected area networks as a means to provide land certainty and demonstrate corporate social responsibility.

- Resource industries in MB, NB, NL & NWT have specifically endorsed the government's protected areas strategy.
- Most jurisdictions identified specific instances where companies have voluntarily withdrawn land or access rights to allow for the establishment of protected areas (BC, AB, SK, MB, NB, NS, NL, YK).

Growing Support for Protected Areas by Alberta Industries

- Cattle ranchers in southern AB are proposing protection of additional grasslands as Heritage Rangelands to conserve both the land and the ranching lifestyle.
- An energy company has partnered with a national ENGO to propose the establishment of a wildland park on lands that it operates north of Waterton Lakes National Park.
- An innovative forestry company in AB's northeastern boreal forest is proposing the establishment of additional wildland park areas within its Forest Management Agreement (FMA) lands.
- Another forestry company was instrumental in recommending the expansion of William A. Switzer Provincial Park, and manages over a dozen provincial campgrounds within its FMA.



Photo Credit © Travis Sjøvold

In 1999, Amoco Canada relinquished its subsurface petroleum rights in parts of the Whaleback region in Alberta to make way for the establishment of Bob Creek Wildland Provincial Park and Black Creek Heritage Rangeland. Amoco donated these leases to the Natural Conservancy of Canada with no compensation, which were held until 2004 and then turned over to the government with the intent of conservation in perpetuity.

- INTEGRATED LANDSCAPE MANAGEMENT -

Integrated landscape management (ILM) is emerging as an important means of ensuring that resource allocation decisions are made in concert with conservation planning, including protected areas planning.

- BC, AB, SK, MB & ON have all initiated ILM processes over a portion of their province that specifically includes the identification of protected areas gaps and opportunities.
- In all three northern territories, ILM is underway or being planned for through land claim processes, including the development of land use plans. These processes do not necessarily require the identification and establishment of protected areas, but many communities are choosing to do so.
- AB, NS, NWT & NU have or are advancing ILM or similar regional planning processes independently of their protected areas planning, and as such do not identify opportunities for new protected areas.
- Both NL & SK have used their forest management planning in certain areas to identify protected areas opportunities; however, these planning processes do not account for other potential land uses (i.e. oil and gas, mining, etc.).

ILM in Saskatchewan's Boreal Forest & North-eastern British Columbia

SK's Athabasca Land Use Planning Process, which covers about 120,000 km² in the far north of the province, is designed to result in management guidelines for both protected areas and sustainable development areas. The plan is the result of a unique agreement between three Dene First Nations of the Prince Albert Grand Council, the non-treaty communities of the area and the province.



Photo Credit © Saskatchewan Environment

The Muskwa-Kechika Management Area (M-KMA) in north-eastern BC is intended to ensure that land use and other human activities in the M-KMA are managed to a world standard for environmental sustainability and economic stability. The M-KMA Act and M-KMA Management Plan required the development of five local strategic plans – wildlife, oil and gas, recreation, forestry, provincial parks – to provide direction to management of activities and intensities of development.

A summary of terrestrial integrated landscape management measures being advanced by each province and territory, including percentage of jurisdiction where ILM is underway or completed and that provides for the identification and establishment of protected areas.

British Columbia 86%

Over half of the protected area system was developed through organized land use planning tables made up of stakeholders and the public.

Alberta 0%

Alberta's planning initiatives in recent years have focused on integrated strategies to attempt to manage the cumulative effects of resource industries. In 2005, the government embarked on a process to develop a Land Use Framework for the entire province to address land use planning in a more proactive and comprehensive way.

Saskatchewan (not determined yet)

SK has initiated ILM within its boreal forests primarily under the requirements of the Forest Resources Management Act (FRMA). Mineral developments are not subject to the plans. Several planning tables are experiencing real difficulties in achieving consensus, and recent government spending reductions have also limited the resources available to conduct large-scale integrated planning. The Athabasca land use planning process is proceeding under an agreement with Aboriginal people outside of the provisions of the FRMA, and may prove to be an important model for land use planning in Saskatchewan's unallocated boreal region.

Manitoba ~13%

In 2002, Manitoba initiated a broad area planning exercise (Webanong Nakaygum Okimawin) on the east side of Lake Winnipeg as a pilot project for broad area planning across the province. The proposed Pimachiowin-Aki Assembly of Partners World Heritage Site (WHS) initiative is also currently underway. Other land use planning processes which take protected areas into account occur at a regional and community level.

Ontario 60%

A number of additional major land use planning processes underway in southern Ontario focus on private lands. Although these processes do not lead to protected areas establishment in the short term, they do provide a framework for other protection initiatives, including subsequent land acquisition for new protected areas.

Quebec (not determined yet)

The Quebec Protected Areas Strategy includes a policy for integration of protected areas into all public land use and resource allocation processes. All candidate areas are assessed in terms of land use repercussions. The Canada-Quebec Agreement on the St. Lawrence (2005-2010) particularly seeks to develop an integrated management approach for the St. Lawrence and implementation tools. For Quebec, this approach takes the Quebec Water Policy into account. The Strategy will also account for the visions, concerns, suggestions and recommendations of the other participants (government departments and agencies, municipalities, First Nations, user groups and civil society) concerned about integrated management of the St. Lawrence.

New Brunswick 0%

Integrated landscape planning contributes to the maintenance of water quality in sources of public drinking water, promoting watershed

management and appropriate use of lands, addressing water quality and quantity associated with private wells, co-ordinating Land Use Planning approvals and overseeing the Community Planning Act, as well as working with community groups to enhance sustainable planning activities, such as watershed groups. While not protected areas by the IUCN definition, roughly 170,000 ha or 2.4% of New Brunswick outside of protected areas is classed as "designated watershed" for the purpose of drinking water protection. There are land use planning processes at the local level that take conservation of nature into account, but system planning for protected areas has to date been done by the Province outside of land use planning exercises.

Nova Scotia 0%

To date, identification and establishment of formal protected areas has been undertaken through protected areas planning processes that are essentially independent of other land use planning processes. The Department of Natural Resources began the Integrated Resource Management process to determine future uses, examine resource conflicts and determine long-term land use objectives for Crown lands (about 25% of the province).

Prince Edward Island 0%

There is no province-wide land use plan. Municipalities have plans, but none that include protected areas.

Newfoundland and Labrador 0%

There is currently no integrated land use planning in NL. There are a variety of land use planning processes occurring in the province; for example, forest management planning and protected areas planning, but these processes and others are not integrated. Note, one of the terms of the Labrador Inuit Land Claims Agreement is that a land use plan will be completed for the Labrador Inuit Settlement Area within three years of the implementation date (December 1, 2005). This may be an opportunity to prepare the first integrated land use plan in the province.

Yukon Territory ~66%

Integrated land use plans are being developed in four planning areas in Yukon by regional land-use commissions pursuant to settled First Nations land claim agreements. Recommendations related to conservation and protected areas will likely be made in order to maintain a sustainable approach to these plans.

Northwest Territories ~66%

A policy decision was made by the federal government in 1992 that land use planning would be integrated into land claim agreements. Regional land use planning boards may include analysis of ecological representation and consideration of ecological integrity, and the establishment of formal protected areas. The NWT Protected Areas Strategy was established prior to the onset of land use planning, and is developing links with land use planning processes.

Nunavut 0%

The Nunavut Planning Commission (NPC), established under the Nunavut Land Claims Agreement, is responsible for regional land use planning in Nunavut's six planning regions. The identification and mapping of human use, waste sites, areas of archaeological significance, and other significant factors has begun in most of the six planning regions, with the ultimate goal of producing a comprehensive land use plan for each. To date, two land use plans have been completed (Kivalliq and North Baffin regions) and formally approved by all levels of government. There is a draft plan in place for the West Kitikmeot.

- INTEGRATED OCEANS MANAGEMENT -

Integrated management planning being advanced in five Large Oceans Management Areas provides an opportunity for focused MPA network planning in Canada.

- Integrated oceans management planning efforts are currently underway in five priority Large Oceans Management Areas (LOMAs) – the Beaufort Sea, Gulf of St Lawrence, Pacific North and Central Coast, Placentia Bay / Grand Banks, and Eastern Scotian Shelf.
- Integrated oceans management will be a collaborative effort whereby federal and provincial departments, First Nations, local governments, and resource sectors will work together to develop a management regime that promotes economic development while protecting ecosystem structure and function.
- A number of science-based initiatives are underway within each of the LOMAs, including the development of ecosystem overview reports, the identification of ecologically and biologically significant areas and areas/species of concern that will provide a sound scientific basis upon which a federal MPA network can be built.

Integrated Ocean Management Planning on the East Coast

The Eastern Scotian Shelf Integrated Management (ESSIM) Initiative is a collaborative ocean management and planning process being led and facilitated by Fisheries and Oceans Canada. This multi-year, strategic level plan will provide long-term direction and a common basis for integrated, ecosystem-based and adaptive ocean management.

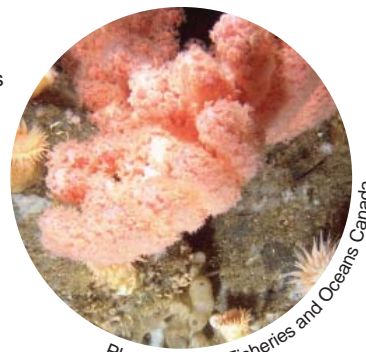
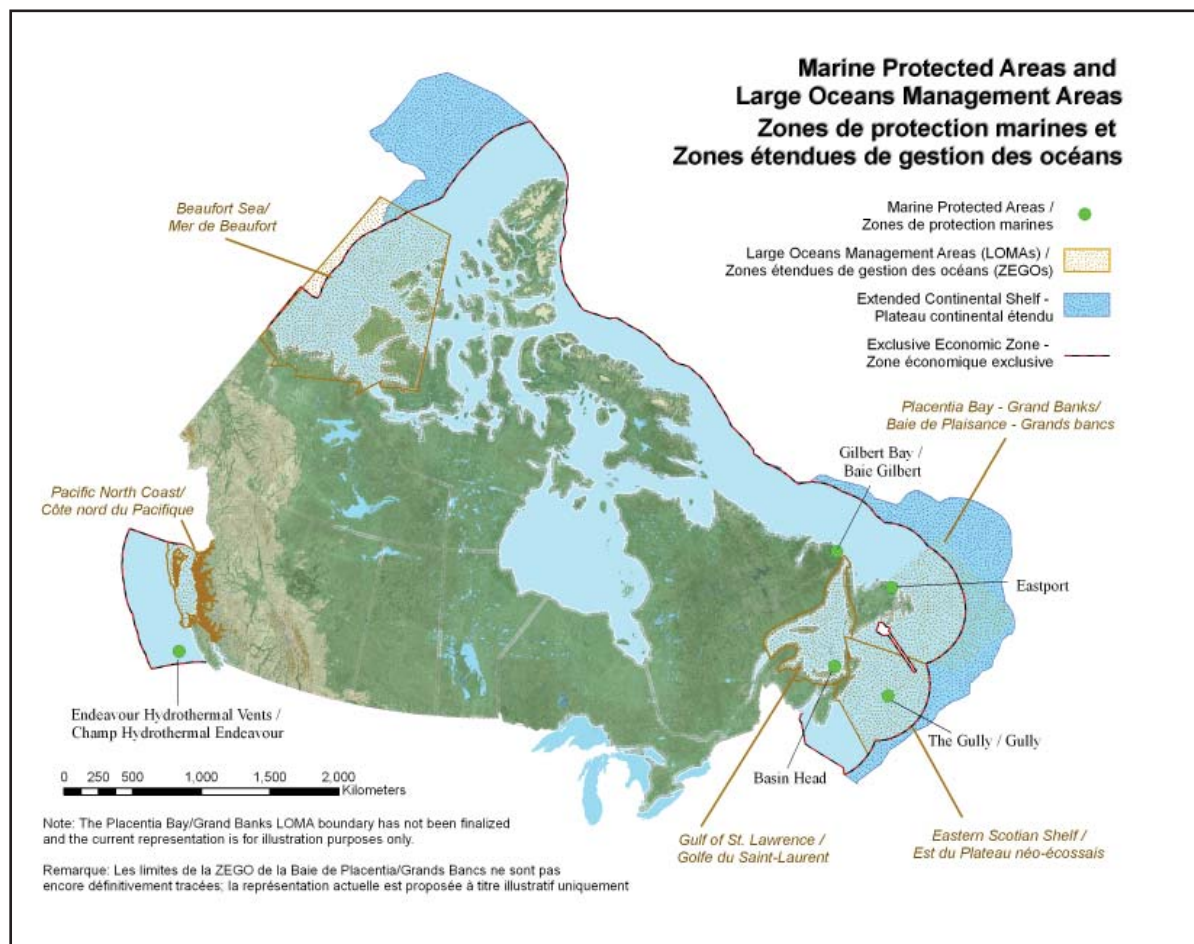


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- CONSERVATION FIRST -

In areas where integrated planning processes are absent, the “conservation first” principle is gradually being recognized as a proactive means to advance conservation at the same time as decisions are made around major resource developments.

- Most regulatory approval processes for resource projects are industry-specific. To a large degree, these processes do not provide for an assessment of whether adequate lands have been set aside for conservation.
- The NWT's Mackenzie Valley Action Plan (part of the NWT Protected Areas Strategy) is a notable example of conservation planning being advanced in parallel with the regulatory approval process for the proposed Mackenzie Valley gas pipeline.
- A number of leading industries and Aboriginal communities are advocating and advancing “Conservation First” throughout the boreal forest under the aegis of the Canadian Boreal Initiative's Boreal Forest Conservation Framework.
- Some leading forestry companies are pursuing forest certification processes, in particular Forest Stewardship Council Certification, which considers conservation areas as an integral part of sustainable forest practices. ON is requiring that forest operators on Crown lands be certified by the end of 2000.

Conservation Planning for Pipeline Development in the Mackenzie Valley

An important example of a “conservation first” approach to planning is being advanced in NWT's Mackenzie Valley, where a major energy pipeline proposal is in the environmental assessment phase. The proposed 1,500 km route runs through boreal forest from the Mackenzie Delta to the AB border. The objective of the NWT PAS's Mackenzie Valley Five Year Action Plan is to achieve a long term balance of ecological, cultural and economic values. The plan is a collaborative effort between various levels of government, communities, environmental organizations and industry. Under the Action Plan, a network of ecologically and culturally significant areas is to be identified and reserved across the 16 eco-regions in the Mackenzie Valley.



*Pehdzeh
Ki Deh,
Mackenzie River
near Wrigley, NWT.*

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