

## CHAPTER 5 – MANAGEMENT OF PROTECTED AREAS

### SUMMARY OF FINDINGS

- Approximately 25% of Canada's terrestrial protected areas have up-to-date management plans in place. Few jurisdictions are actively implementing actions identified in these plans.
- All federal MPAs have management plans in place or being developed. DFO and PC have or are developing measures to more systematically guide management of their MPA networks.
- The majority of protected areas agencies have recognized the importance of managing their terrestrial protected areas for ecological integrity. Most still lack the necessary measures to manage or monitor ecological integrity.
- The greatest reported threats facing protected areas include incompatible adjacent land use activities, habitat fragmentation, invasive species, and increasing visitor use.
- Most protected areas agencies are working with local communities to help inform management decisions within their protected areas; this is of particular importance in addressing the above-mentioned threats.
- Three jurisdictions have systematic measures in place to assess and report on the state of their protected areas (BC, ON & PC).

### CONTEXT

Most protected areas agencies have focused their attention over the last fifteen years on growing their protected areas networks. The majority of agencies reported significant deficiencies in their ability to manage or monitor their protected areas networks. Considerable effort is needed in the immediate future to ensure that these networks are effectively managed with an objective towards preserving the ecological integrity of Canada's landscapes.



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## ANALYSIS

### - MANAGEMENT PLAN DEVELOPMENT AND IMPLEMENTATION -

Approximately 25% of Canada's terrestrial protected areas have up-to-date management plans in place. Two of Canada's jurisdictions are "mostly" implementing their management plans, six jurisdictions are "partially" implementing their plans, and four jurisdictions are taking "little or no action".

Extent that management plans are in place and being implemented

Extent that management plans are in place and being implemented					
Jurisdiction	No. of protected areas with management plans in place		No. of protected areas with management plans less than 10 years old		Extent that management actions are being implemented
Provincial and territorial protected areas agencies					
BC *	666/835	80%	573/835	69%	Not known
AB	53/519	10%	39/519	8%	Partially
SK	23/129 **	18%	nd	nd	Little or none
MB ***	5/102	5%	1/102	1%	Partially
ON	In prep ****	In prep ****	In prep ****	In prep ****	In prep ****
QC	26/1096	2.40%	12/1096	1%	Partially
NB	0/38	0%	0/38	0%	Management plans under development
NS	15/57	26%	nd	nd	Partially
PEI		80%	nd	nd	Little or none
NL	15/55	27%	7/55	13%	Partially
YK	8/9	89%	7/9	78%	Mostly
NWT	3/3	100%	3/3	100%	Partially
NU	0/27	0%	0/27	0%	Little or none
Federal protected areas agencies					
EC	141/143	99%	4/143	3%	Little or none
PC	33/42	79%	25/42	60%	Mostly

\* BC – Management direction may include three types of documents: comprehensive management plans, more concise management direction statements or brief purpose statements and zoning plans

\*\* SK – based on all PAs in categories I, II, III, IV

\*\*\* MB – based on all PAs in categories I-IV (categories V & VI have yet to be determined)

\*\*\*\* ON – ON is in the process of collecting this information through the implementation of its comprehensive monitoring framework and in preparation for future State of Protected Areas reporting

nd – not determined

### - MPA MANAGEMENT PLAN DEVELOPMENT AND IMPLEMENTATION -

**All federal MPAs have management plans in place or being developed. DFO and PC have or are developing systematic measures to guide management of their MPAs.**

- DFO's five MPAs and PC's one NMCA have management plans in place or in development.
- Establishment of new federal MPAs is followed by site management planning, which includes research and

monitoring to ensure management effectiveness.

- Many of the federal coastal protected areas with marine components (national parks, national wildlife areas, migratory bird sanctuaries) have management plans in place, though many are outdated.
- All of NL's marine protected areas have management plans, most of BC's do, while most of QC's do not.
- PC and DFO reported having or developing systematic measures for measuring, monitoring and reporting on the ecological health of their protected areas.

## - MANAGING FOR ECOLOGICAL INTEGRITY -

The majority of jurisdictions have recognized the importance of managing their terrestrial protected areas for ecological integrity. Most still lack the necessary measures to manage or monitor ecological integrity within their network.

- All jurisdictions but one have recognized the importance of maintaining the ecological integrity of their terrestrial protected areas network (in whole or in part) by including specific reference in appropriate legislation or policy (draft legislation in ON).

### Defining Ecological Integrity

*Ecosystems have integrity when they have their native components and processes intact.*

- BC, AB, ON, YK & PC have identified ecological integrity objectives or indicators for a portion of their protected areas. Several other agencies have indicated future plans to do so (NB, NWT, NU & EC).
- 11 of Canada's 15 jurisdictions have at best sporadic mechanisms in place for monitoring the ecological health of their protected areas network.

### Ecological Integrity in Canada's National Parks

The Canada National Parks Act establishes ecological integrity as the first priority in making management decisions. A Panel on the Ecological Integrity of Canada's National Parks concluded in 2000 that national parks were under threat from stressors and called for urgent action to improve ecological integrity. In response, Parks Canada is initiating a system-wide ecological integrity monitoring and reporting program focussed on six to eight key indicators that will be monitored consistently in each national park over time.



Photo Credit © J. Prieau, Parks Canada

## - SCIENCE IN SUPPORT OF MANAGEMENT -

Most jurisdictions have relatively good scientific and other information available that they are using to help manage their networks.

- Parks Canada reported having substantial scientific information available for the management of their protected areas, as well as using this information significantly to inform management decisions.
- NU reported having very poor scientific information overall, and NWT, BC, & MB reported having limited information.
- Nine jurisdictions reported having good information on adjacent land uses.
- Many jurisdictions reported having limited information on the occurrence of invasive species and on natural community structure and function.

## - THREATS TO CANADA'S PROTECTED AREAS -

The most commonly reported threats facing protected areas are:

- Incompatible land uses adjacent to protected areas, such as mining, forestry, oil & gas, and agriculture, were ranked as very serious threats by 5 of 8 jurisdictions. Habitat fragmentation was ranked a serious threat by 5 of 9 jurisdictions.
- Invasive species were ranked a serious threat by 5 of 8 jurisdictions.
- Increasing visitor use was ranked a serious threat by 4 of 8 jurisdictions.

### Assessing Threats to Environment Canada's Protected Areas

A survey of managers of National Wildlife Areas (NWAs) and Migratory Bird Sanctuaries (MBSs) has concluded that many of EC's 143 protected areas are under threat:

- Tourism and recreation is affecting 56 NWAs & MBSs.
- Human disturbance is affecting 29 NWAs & MBSs.
- Pesticides and fertilizers are affecting 32 NWAs & MBSs.
- Exotic vegetation is affecting 30 areas.



Illegal wood cutting.  
Purple Loosestrife (*Lythrum Salicaria*)  
Photo Credit © Corel Corporation

## - STATE OF PROTECTED AREAS REPORTING -

Three jurisdictions have systematic measures in place to assess and report on the state of their protected areas (BC, ON & PC).

- Four jurisdictions reported doing some reporting on their protected areas, either alone or more broadly through state of the environment reporting.
- Five jurisdictions are doing no regular assessment or reporting on the state of their networks.
- NB & NWT have indicated future efforts to systematically assess and report on the state of their protected areas.
- A review of NU legislation recommended systematic reporting.

### Ontario's Ecosystem Approach to Protected Areas Reporting

Ontario Parks has developed a comprehensive, ecosystem-based approach to monitoring, to support planning and management of provincial parks and conservation reserves across Ontario and state of protected areas reporting. This hierarchical framework takes a criterion and indicator approach. Implementation is achieved through cooperative efforts in data collection and the sharing of data and expertise within the Ministry of Natural Resources and with other government agencies and non-governmental organizations.



Photo Credit © Ontario Ministry of Natural Resources

## - COMMUNITY INVOLVEMENT -

Most agencies are working with local communities to inform management decisions concerning their protected areas.

- 13 of 15 jurisdictions provide opportunities for community involvement for most or all of their protected areas.
- Community participation is enshrined in the legislation administered by eight protected areas agencies.

### Community Groups Active at Prince Edward Island and New Brunswick Protected Areas

Supporting community groups within PEI's wildlife management areas will often carry out wildlife and ecotourism projects, including providing the public with access to the area, assisting with signage and promoting public use for recreational pursuits.



Little Harbour Dunes and Salt Marsh Natural Area, PEI.  
Photo Credit © Government of PEI

A collaborative process is underway in NB to develop 10 Protected Natural Area management plans by 2007 through the efforts of volunteer Local Advisory Committees—including naturalists, local industry, First Nations, recreational users, anglers and hunters, landowners, local government, educators and tourism operators.



Loch Alva Protected Natural Area open house, NB.  
Photo Credit © Vince Zelazny

## CHAPTER 6 – ABORIGINAL INVOLVEMENT IN PROTECTED AREAS PLANNING AND MANAGEMENT

### SUMMARY OF FINDINGS

- Aboriginal peoples have been involved in establishing over one quarter of the total lands within Canada's protected areas, primarily in the northern territories through land claims or other cooperative agreements.
- Aboriginal rights and benefits are part of the protected areas policy or practice of all governments, including the continuation of Aboriginal cultural practices, continued subsistence harvesting, and employment opportunities and economic assistance.
- The protection of areas of cultural importance is enabled or practiced in 12 of 16 jurisdictions; several provinces and territories (BC, ON, SK, MB, QC, NWT, NU, EC) are pursuing greater opportunities to protect cultural sites via protected areas and land use planning strategies.
- Aboriginal collaboration in integrated landscape management is directly contributing to protected areas network growth and integrity.
- Over half of Canada's jurisdictions are pursuing forms of Aboriginal cooperative protected areas management, with greatest shared management in the territories.

### CONTEXT

The settling of remaining land claims agreements and finalization of impact benefit and other agreements provides an important opportunity to consider additional protected areas opportunities / needs.



*Réserve de  
parc national des  
Monts-Torngat-et-de-  
la-Rivière-Koroc, QC.*

Photo Credit © Stéphane  
Cossette



## ANALYSIS

### - ABORIGINAL SUPPORT FOR PROTECTED AREAS PLANNING -

**Aboriginal peoples have been involved in establishing over one quarter of the total lands within Canada's protected areas, primarily in the northern territories through land claims or other cooperative agreements.**

- Over 25 million ha have been designated as some form of protected area as a result of land claims or other agreements with First Nations - the vast majority under territorial or federal designation in northern Canada.
- Well over 5 million ha in new northern protected areas will develop from First Nations-provincial efforts in BC, ON & QC. For example, QC is working with First Nations to develop eight new parks that will expand its protected areas network more than fourfold.
- Settling remaining land claims agreements and finalizing Impact Benefit and other agreements in the territories will enable more federal and territorial protected areas.

#### Ni'iinlii Njik: Cooperative Conservation in Yukon

Ni'iinlii Njik is an excellent example of how major conservation goals are accomplished when public, Aboriginal, NGO and private partners work together. This 6,500 km<sup>2</sup> area in northern Yukon was conserved through the 1995 Vuntut Gwitchin Land Claim Agreement to protect cultural and natural history, notably salmon and grizzly bear. It includes three separate Yukon established protected areas together with Vuntut Gwitchin settlement land, with all four areas jointly managed as an ecological unit. To facilitate the creation of these conservation lands, the First Nation teamed up with the Nature Conservancy of Canada to buy out active mining claims in the preserve. This year, a joint eco-tourism venture will begin through another partnership with a leading bear viewing guide.



Photo Credit © John Meikle

- Protected area establishment may be hindered by lack of First Nations capacity. For example, land withdrawals for protected areas in NU require levels of justification that are impossible with existing data, while First Nations capacity to provide such data is lacking.
- Aboriginal governments are full participants in the NWT Protected Areas Strategy.

#### Aboriginal Community Involvement in MPAs

- EC & Nunavut Tunngavik Inc. are advancing an IIBA which will protect a bowhead whale sanctuary in Isabella Bay, Canada's largest Northern Fulmar colony at Cape Searle, and two northern cliff faces supporting Thick-billed Murre colonies at Reid Bay.
- An agreement is under development to define the relationship between the Haida and DFO in the establishment and management of the proposed Bowie Seamount MPA.
- A cooperative management framework for a proposed MPA in the Race Rocks area of BC is being developed with First Nations.

### - ABORIGINAL INVOLVEMENT IN INTEGRATED LANDSCAPE MANAGEMENT -

**Aboriginal collaboration in integrated landscape management is directly contributing to protected areas network growth and integrity.**

- Land claims agreements have led to land use planning being initiated in 50% of YT and 66% of NWT.
- First Nations have led, co-partnered or contributed extensively to land use planning for BC's Great Bear Rainforest (6.4 million ha), ON's Whitefeather Forest Initiative (1.3 million ha), NL's central Labrador initiative (7 million ha), SK's Athabasca LUP (12 million ha), and MB's Wabanong Nakaygum Okimawin Initiative on the east side of Lake Winnipeg.

#### Pimachiowin-Aki Proposed World Heritage Site

Recognizing a shared vision for protecting and caring for their ancestral lands, in 2002 the Pikangikum First Nation invited the Poplar River, Pauingassie, and Little Grand Rapids First Nations to develop a "Protected Areas and First Nation Resource Stewardship Accord". The Accord puts forward the goal of achieving World Heritage Site (WHS) status for a network of linked protected areas and managed landscapes within the First Nations traditional territories. These First Nations are now working with the MB and ON governments to advance WHS status for these Accord lands as well as MB's Atikaki Provincial Park and ON's Woodland Caribou Signature Site. It is one of eleven sites on Canada's World Heritage Tentative List announced by the Minister of the Environment in 2004. This cooperative relationship is striving to safeguard a globally significant boreal forest ecosystem and the living cultural landscape it supports.



Arrowhead from Poplar River, MB.  
Photo Credit © Cara Gill, Manitoba Conservation

- Aboriginal partnership in land use planning directly contributes to protected areas integrity, e.g., NL-Innu Nation forest management planning adjacent to the proposed Mealy Mountains NP; ON-MB-First Nation Assembly Protected Areas Accord.

#### **- ENSURING BENEFITS OF PROTECTED AREAS TO ABORIGINAL COMMUNITIES -**

**Aboriginal rights and benefits are part of the protected areas establishment and management policy or practice of virtually all federal and provincial governments.**

- Land claims and other agreements in the territories promote a range of benefits. For example, the NU Inuit Impact Benefit Agreement will ensure joint planning and management with Inuit in all levels of park planning and management, including business opportunities, employment and training.
- Rights and benefits include the continuation of Aboriginal cultural practices within protected areas, continued subsistence harvesting, and employment and economic assistance.
- Broader land use planning is increasingly providing Aboriginal benefits, e.g., ON's Northern Boreal Initiative goal to provide Aboriginal commercial forest opportunities, BC's \$120 million Great Bear conservation funding for sustainable First Nations business ventures.
- Park establishment agreements for new northern national parks include provisions to provide economic opportunities for local communities, including seed capital grants to develop local ecotourism businesses, preferential contracting opportunities and first priority to apply for and receive park business licences, and in some cases, scholarship funds for land claim beneficiaries.

#### **- ABORIGINAL COOPERATIVE MANAGEMENT OF PROTECTED AREAS -**

**Over half of Canada's protected areas agencies are pursuing forms of Aboriginal cooperative protected areas management, with greatest First Nations shared management in the territories.**

- Land claim agreements in the territories provide for the identification of overall protected areas objectives; site-specific cooperative or joint management committees provide direction for park management.
- Implementation of land claim agreements has increased First Nations cooperative management of pre-existing protected areas (e.g. Mississagi Delta PNRP, ON).
- Comprehensive Aboriginal management of protected areas - including park development - has begun in some provinces (e.g. QC's Pingualuit & planned northern parks).
- Provincial cooperative management efforts are often restricted to First Nations implementation of some park operations or First Nations representation on Advisory Committees, though provinces are beginning to seek greater First Nations input into management decisions.
- The level to which protected areas management is informed by traditional knowledge varies across jurisdictions, and may be constrained by limited First Nations capacity.

#### **Promoting Economic Opportunities in Nunavik, Quebec**

In 2002, the Mativik Corporation, the Kativik Regional Government and the Government of Quebec signed a partnership agreement on economic and community development in Nunavik. In addition to Pingualuit National Park, this agreement provides for the creation of two other parks by 2007 to support Nunavik tourist development. The Government of Quebec entrusted the Kativik Regional Government with the production of the state of knowledge report and the carrying out of capital and development works for the parks that will be created, as well as the management of operations, activities and services.



*Parc national  
des Pingualuit, QC.*

Photo Credit © Pierre Thibault

## - PROTECTING ABORIGINAL CULTURE WITHIN PROTECTED AREAS -

**Protection of Aboriginal culture is increasing through protected areas goals and site-specific designations in land claims agreements.**

- Designation to protect sites of cultural importance is enabled or practiced in 12 of 16 jurisdictions; several provinces and territories (BC, SK, MB, ON, QC, NWT, NU) are pursuing greater opportunities to protect cultural sites via protected areas and land use planning strategies.
- Laws enabling protection of cultural sites are increasingly being implemented, e.g., EC is advancing Edehzhie NWA, NWT—the first NWA identified for protection in part due to its cultural significance.

### **Incorporating Traditional Knowledge into Park Management**

NU's Umbrella Inuit Impact Benefit Agreement for territorial parks ensures the incorporation of Inuit Qaujimajatuqangit (traditional knowledge) and oral history, along with conventional knowledge, into park management.

### **Protecting Belugas in the Beaufort Sea**

The objective of the proposed Tarium Niryutait MPA in the Beaufort Sea is to provide for the protection of beluga whales, their habitat, and the traditional beluga subsistence harvest that is of extreme cultural importance to the Inuvialuit. This would be the first MPA in NWT.



Photo Credit © Fisheries and Oceans Canada



## CHAPTER 7 – PRESERVING PRIVATE CONSERVATION LANDS

### SUMMARY OF FINDINGS

- Many provinces (SK, MB, ON, QC, NS, NB, PEI, BC) are beginning to formally recognize the contribution of private conservation lands towards meeting their protected areas network objectives, while others are exploring means to do so.
- A diversity of land trust and other conservation organizations are emerging across Canada and using a variety of tools to conserve lands under private ownership. From 1986 to 2003, \$170 million in federal funds were leveraged by environmental organizations to secure or steward 1.8 million ha of lands worth \$3.2 billion.
- A number of important government incentives exist to facilitate private land securement; however, tax and financial barriers continue to act as a disincentive to private land conservation.

### CONTEXT

In southern Canada, private lands are often disproportionately important for biodiversity conservation because human settlements and the establishment of private lands are concentrated in the most biologically productive parts of our landscapes. Governments are increasingly partnering with land trusts and other conservation organizations to secure privately held conservation lands in fragmented southern landscapes. They are also using a variety of other important complementary conservation and stewardship tools, such as environmental farm plans, model forests, waterfowl habitat joint ventures, etc.



## ANALYSIS

*Note that the findings from this chapter have been developed based on both the results of questionnaires provided by protected areas agencies and by additional research and interviews with key individuals in the land trust community.*

### - GOVERNMENT PARTNERSHIPS -

**Governments are increasingly partnering with land trusts and other conservation organizations to secure privately held conservation lands in fragmented southern landscapes as a means to complement and/or fulfill protected areas program objectives.**

- Canada's greatest biodiversity is found in fragmented and densely settled southern landscapes, which are largely under private ownership.
- Several jurisdictions report that it is impossible to complete their protected areas networks without the efforts of land trusts securing ecologically significant privately held lands.
- Many provinces (SK, MB, ON, QC, NB, NS, PEI, BC) formally include private conservation lands in their protected areas networks (totalling 400,000 ha), while others are exploring means to account for their contribution.
- Agriculture and Agri-Food Canada administers 89 Prairie Farm Rehabilitation Administration (PFRA) community pastures that together conserve close to 1 million hectares of southern conservation lands in AB, SK & MB.

### Agriculture and Conservation Working Hand in Hand

Agriculture and Agri-Food Canada's PFRA community pastures are managed to preserve both the productivity and biodiversity of grassland. Over 80% of these pastures remain in native vegetation, while the remainder has been seeded to forage.



Photos Credit © PFRA

### Securing Private Conservation Lands in Nova Scotia

With almost 70% private land ownership, Nova Scotia has had to find innovative ways to facilitate privately protected areas—from amending protected areas legislation and renewing matched-funding partnerships with land trusts, to initiating multi-stakeholder strategies under the Colin Stewart Forest Forum. The province is now developing an Action Plan to remove remaining barriers to private land conservation, based on recommendations of its Private Land Conservation Enhancements (PLACES) Committee.



*River Inhabitants Nature Reserve, designated under the Special Places Protection Act (IUCN Ia) in July 2006 with the consent of the owner, Stora Enso Port Hawkesbury Inc., a major forestry company. The reserve is NS's first along a major river floodplain.*

Photo credit © David MacKinnon, Nova Scotia Environment and Labour

Province	% of Privately Held Land in Province	Degree that Private Lands are Accounted for in Provincial Protected Areas Network
BC	6%	Mostly complementary; few in formal network
AB	28%	Exploring means to account for private lands in protected areas network
SK	5% in north; 80% in south	396,400 ha (privately owned or administered lands)
MB	15%	5,025 ha (privately administered)
ON	13% (90% in south)	Mostly complementary; few in formal network
QC	8%	7,633 ha (privately administered)
NB	50%	2,941 ha (exploring establishment of protected areas on private lands)
NS	70%	3,394 ha (privately administered)
PEI	90%	1,147 ha (privately administered)
NL	<5%	Complementary

## - A DIVERSITY OF CONSERVATION TOOLS -

**A diverse range of land trust and other conservation organizations are emerging across Canada and using a variety of tools to conserve lands under private ownership.**

- Over 200 independent land trusts are active in Canada.
- These land trusts have secured millions of hectares of ecologically significant lands, although exact amounts have not been tabulated nationally.
- The diversity of securement methods include purchase (BC Land Trust Alliance members own about 200,000 ha in fee simple), easements (45,000 ha registered under the federal Ecogifts program), conservation agreements (188,000 ha in 2001 under ON's Conservation Land Tax Incentive Program), and habitat stewardship (Ducks Unlimited Canada alone has conserved over 10 million ha of lands since 1938 and the Nature Conservancy of Canada has conserved 1.73 million ha since 1962).
- Government-ENGO partnerships have leveraged public funds to implement thousands of stewardship agreements on private lands throughout southern Canada, e.g., \$170 million in federal funds were leveraged by ENGOs in 1986-2003 to secure 1.8 million ha of lands worth \$3.2 billion.

## - GOVERNMENT INCENTIVES -

**A number of important government incentives exist to facilitate private land securement, but tax and financial barriers continue to act as a disincentive to land conservancy.**

- Almost 500 donations or easements of ecologically sensitive land have been registered under Environment Canada's Ecogifts program, totaling >45,000 ha and worth >\$147 million.
- All provinces have legislation allowing for conservation easements, although NL's is very limited.
- The federal government and some provinces (BC, MB, ON, QC, PEI) offer tax benefits for land donations.
- Many provinces (BC, SK, ON, QC, NS) have matched-fund partnerships with land trusts, though this is lacking at the federal level.

### Quebec's Focused Effort on Private Land Conservation

The Quebec Protected Areas Strategy includes a specific policy for conservation on private land. Legislative measures have been adopted to create protected nature reserve status on private land. Since 2001, a financial program has been available to organizations or companies dedicated to wetland conservation. This program thus covers 50% to 75% of all the acquisition costs of private property for protected area purposes, with the result that by 2008, over \$45 million will have been invested in protected areas on private land.



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Municipalité  
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