

In Support of the Fisheries and Oceans Canada Maritimes Region Ecosystem-Based Management (EBM) Framework: A Legal and Policy Document Review

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ABSTRACT

Eger, S.L., Daly, J., and Bundy, A. 2026. In Support of the Fisheries and Oceans Canada Maritimes Region Ecosystem-Based Management (EBM) Framework: A Legal and Policy Document Review. Can. Manusc. Rep. Fish. Aquat. Sci. 3314: vi + 156 p. <https://doi.org/10.60825/w9hg-db59>

Holistic approaches to fisheries, oceans and aquatic management are supported by Government of Canada policy and legal documents relevant to Fisheries and Oceans Canada (DFO). These include the consideration of an ecosystem approach in the *Fisheries Act* and integrated management in the *Oceans Act*. To support this holistic approach, DFO Maritimes Region has developed an Ecosystem-Based Management (EBM) Framework (Version 1.0) that incorporates governance, ecological, economic, and social and cultural considerations into a comprehensive and practical tool to guide DFO decision-making. The EBM Framework is grounded in legislation and policy that guide DFO's mandate on sustainable fisheries and oceans management to (1) be credible across DFO Sectors and (2) be practical and relevant for multiple uses including everyday decision-making. A structured review of legal and policy documents was undertaken to inform and support the EBM Framework. Ninety legal and policy documents were reviewed to assess whether they provided policy support for one or more of the four pillars of the EBM Framework. This structured policy review presents a replicable methodology that can be used within DFO and across other Federal departments to identify synergies between new initiatives with existing policy and legislation. The results of this review demonstrate the breadth of support within existing national, and international, policy and legal documents for EBM. Further, the EBM Framework can provide support to DFO Sectors by incorporating governance principles into one unified framework.

RÉSUMÉ

Eger, S.L., Daly, J., and Bundy, A. 2026. In Support of the Fisheries and Oceans Canada Maritimes Region Ecosystem-Based Management (EBM) Framework: A Legal and Policy Document Review. Can. Manusc. Rep. Fish. Aquat. Sci. 3314: vi + 156 p. <https://doi.org/10.60825/w9hg-db59>

Les approches holistiques de la gestion des pêches, des océans et des systèmes aquatiques sont appuyées par les politiques et les documents législatifs du gouvernement du Canada pertinents pour Pêches et Océans Canada (MPO). Celles-ci incluent la prise en compte de l'approche écosystémique dans la *Loi sur les pêches* et la gestion intégrée dans la *Loi sur les océans*. Pour soutenir cette approche holistique, la région des Maritimes du MPO a élaboré un Cadre de gestion écosystémique (version 1.0) qui intègre les considérations de gouvernance, écologiques, économiques, sociales et culturelles dans un outil complet et pratique pour orienter la prise de décision au sein du MPO. Ce Cadre repose sur la législation et les politiques qui orientent les travaux du MPO en matière de gestion des océans et des pêches (1) sa crédibilité en relation des secteurs du MPO et (2) sa pertinence et son utilité pour divers usages, y compris la prise de décision quotidienne. Une analyse structurée des documents législatifs et politiques a été réalisée pour éclairer et soutenir le Cadre de gestion écosystémique. Quarante-deux documents ont été examinés afin d'évaluer s'ils appuyaient une ou plusieurs des quatre composantes du Cadre. Cette analyse présente une méthode répliquable permettant au MPO et aux autres ministères et organismes fédéraux pour identifier les synergies entre les nouvelles initiatives et les politiques et lois existantes. Les résultats de cette analyse démontrent l'ampleur du soutien existant dans les documents politiques et législatifs nationaux et internationaux en faveur de la gestion écosystémique. De plus, le Cadre peut soutenir les secteurs du MPO en intégrant les principes de gouvernance dans un cadre unifié.

Self-Location of Authors

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Sondra is originally from Western Canada and currently lives and works in Atlantic Canada/Mi'kma'ki. She has a background in biological sciences and earned a PhD in Social and Ecological Systems Sustainability from the University of Waterloo, specializing in oceans governance. Sondra has worked in academia on community-based research and joined DFO in 2021. Since then, she has contributed to both the Maritimes Region and the National Capital Region on initiatives related to Ecosystem-Based Management, Integrated Oceans Management, Marine Spatial Planning, and the promotion of Social Sciences and Humanities within the department.

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INTRODUCTION

With the introduction of the *Fisheries Act* (1985) and *Oceans Act* (1996), Fisheries and Oceans Canada (DFO) is tasked with a broad [mandate](#) to sustainably manage fisheries and aquaculture, ensure prosperity for fishers, coastal and Indigenous communities, taking an integrated management approach to all marine and coastal activities and uses, and to protect Canada's oceans and other aquatic ecosystems from negative impacts.

Over the almost 30 years that have passed since the introduction or modernization of these Acts, the common language and concepts being used to support departmental activities includes Integrated Management (IM; including integrated oceans management), Marine Spatial Planning (MSP), Ecosystem-based Management (EBM), and Ecosystem Approach (EA). Although these concepts vary in nuances, they all embody similar characteristics that foster horizontal and vertical linkages, such as collaboration with other ministries, departments, Indigenous Peoples and stakeholders, and explore a broad spectrum of objectives – i.e., ecological, economic, social and cultural, and governance (Stephenson et al., 2021). Following Bundy et al., (2025, p.1), EBM is described as “an interdisciplinary approach that considers ecological, economic, social, cultural and governance objectives to achieve sustainable resource use at appropriate temporal and spatial scales. EBM recognizes the interconnected nature of social-ecological systems and considers human activities and environmental stewardship in a multiple use context.” EBM, or an ecosystem approach, is widely recognised as an essential framework for achieving sustainable marine ecosystem management (Garcia et al., 2003; Haugen et al., 2024, 2025; Flowers et al., 2025, ICES 2025).

DFO, directed by the Minister of Fisheries, has clear direction for IM, EBM and EA through the *Oceans Act* (S. 31; Preamble, 1996), the *Fisheries Act* (S. 2.5, 1985a) and *Species at Risk Act* (Preamble, 2002a). Support for EBM-related objectives is also apparent through other Government of Canada policies including the *Federal Sustainable Development Act* (Government of Canada, 2008a) and subsequent Federal Sustainable Development Strategies. Since the enactment of the *Oceans Act* in 1996, a number of DFO initiatives have advanced an ecosystem approach including, Canada's Ocean Strategy (2002); the subsequent Oceans Action Plan (Fisheries and Oceans Canada, 2005); integrated management plans (e.g., the Eastern Scotian Shelf Integrated Ocean Management Plan (ESSIM), McCuaig and Herbert, 2013); the publication of “A New Ecosystem Science Framework in Support of Integrated Management” (Fisheries and Oceans Canada, 2007b); the development of a Maritimes Region Ecosystem Approach to Management Framework (Curran et al., 2012); MSP (Fisheries and Oceans Canada, 2024); and other efforts to enable multiple ocean objectives and a sustainable ocean economy, including advancing a blue economy in Canada.

In 2018, DFO established a [National Ecosystem Approach to Fisheries Management \(EAFM\) Working Group](#), with the objective to develop a national strategic and implementation plan to operationalize an ecosystem approach to fisheries management. Recent amendments to the *Fisheries Act* and *Oceans Act*, both in 2019 have strengthened support for EBM by further stipulating that the Minister must consider the environmental conditions affecting fish stocks and provides discretion to the Minister to consider socio-economic and cultural impacts while amending or implementing limit reference points and rebuilding plans. DFO's Sustainable Fisheries Framework (SFF), developed in 2022, further guides

Integrated Fisheries Management Plans (IFMPs), requiring integration of social and economic considerations into management plans (Fisheries and Oceans Canada, 2022).

Building on this momentum for an ecosystem approach, the DFO Maritimes Region developed an EBM Framework (Version 1.0), henceforth the EBM Framework, to support and promote a holistic, integrated approach to management and governance of fisheries, oceans, estuarine, and freshwater management (Figure 1, Bundy et al., 2025). The EBM Framework is described more fully below. A key step in the development of the EBM framework was a review of the Canadian legal and policy landscape related to DFO's core mandate, which is described in this report. All relevant Canadian and international legal and policy documents were reviewed to inform and help define the Framework's Main Objectives— Governance, Ecological, Economic, and Social and Cultural (Figure 1). This review aimed to:

1. identify policy language to inform the development and packing of the objectives and sub-objectives of each of the Framework's four pillars and
2. demonstrate that Canadian legal and policy documents call for holistic, integrated EBM and similar approaches.

This analysis informed the development of the EBM Framework and underscores the broad policy and legal support to implement EBM at both national and international levels.

DFO Maritimes Region Ecosystem-Based Management Framework

The EBM Framework, developed by the DFO Maritimes Region Ecosystem-Based Management Working Group and collaborators (Bundy et al., 2025, [EBM GoogleSite](#)) consists of four Pillars, Governance, Ecological, Economic, and Social and Cultural (Figure 1). It is intended to be used as a decision-support tool for all DFO sectors to apply an EBM approach to decisions related to fisheries, oceans, estuarine, and freshwater management in the Maritimes Region and potentially across Canada ranging from the management of individual activities (e.g., fisheries plans, species at risk recovery documents) through to the integrated management of multiple activities in an area. This differs from current approaches to management where these considerations are treated separately, in different processes, and in different ways. EBM facilitates sustainable and resilient ecosystems that account for both good environmental health and human wellbeing (Millennium Ecosystem Assessment (Program), 2005; Ban et al., 2019).

The EBM Framework was developed to be applicable to the broad scope of DFO's mandate in marine, freshwater and estuarine systems. In some instances, it reaches beyond DFO's mandate in recognition of the multidimensional aspects of EBM and the need for both a whole of government approach and inclusive governance. The EBM Framework provides a range of Governance, Ecological, Economic, Social and Cultural objectives within a consistent, structured framework to support transparent, evidence-based decision making.

The Framework builds on the last 30 years of DFO research on integrated, ecosystem approaches, including Curran et al., (2012) and the Canadian Fisheries Research Network (CFRN) (Stephenson et al., 2018, 2019). With this basis, the EBM Framework has been further developed to specifically address broader DFO requirements and unpacked to a greater level of detail, with the intention to be relevant across all DFO sectors and ocean activities, rather than just fisheries. To this end, the EBM Framework

was further developed through a collaborative effort across DFO sectors and with internal and external collaborators. Each of the four Pillar of the EBM Framework has been unpacked into a series of candidate objectives that are based on the DFO policies, Government of Canada policies and Canadian International commitments, including the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP, United Nations, 2007), Canada’s *United Nations Declaration on the Rights of Indigenous Peoples Act* (UNDA, Government of Canada, 2021) and [DFO’s Reconciliation Strategy](#) (Fisheries and Oceans Canada, 2019b) described in this report. These objectives are intended to represent values, as reflected in Canada’s guiding legislation, and measures to achieve them. Indigenous values are being explored through on-going collaboration with First Nations organizations and rights holders in Atlantic Canada (see Bundy et al., 2025 for further details).

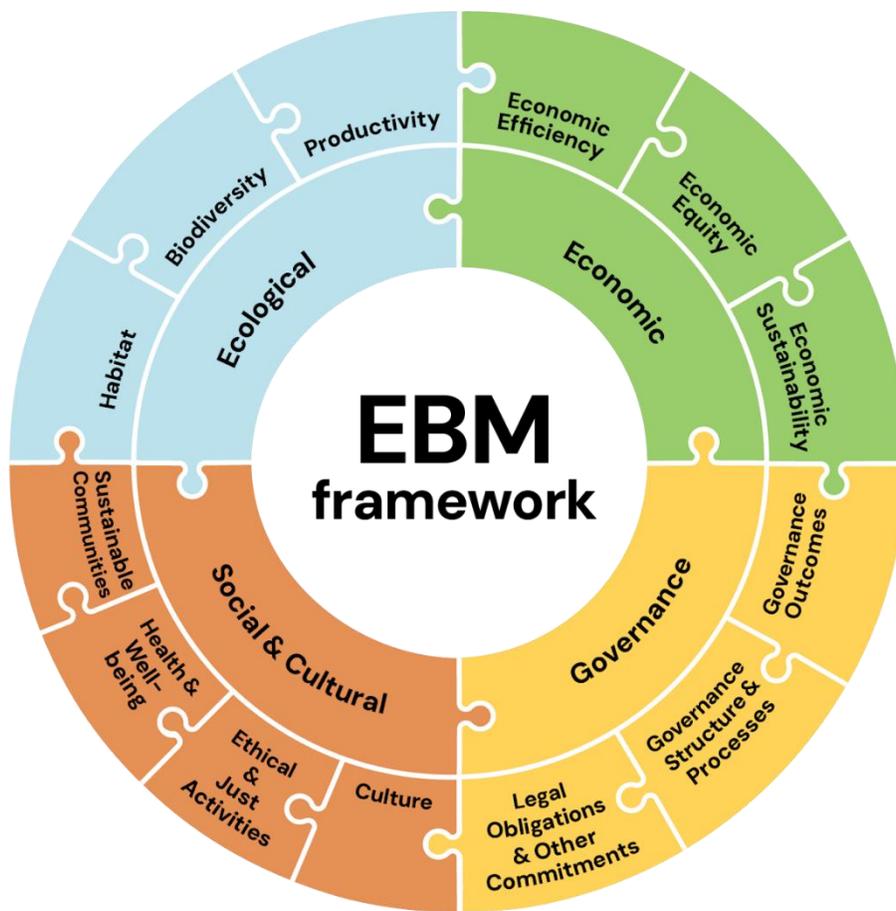


Figure 1. Fisheries and Oceans Canada Maritimes EBM Framework (Bundy et al. 2025). The inner circle represents the four EBM Pillars, and the outer circle the Main Objectives for each Pillar.

METHODS

The scope of this review includes past and current departmental plans, guidance documents, frameworks, strategies, legislation, national policy, and international commitments and agreements.

The selection and analysis of policy statements were not intended to compare or weigh statements against each other. The objective was to recognise the breadth of current policies that support the EBM Framework and help identify policy types and their relevancy to DFO currently.

Note that this review does not include treaties, common law and legal positions from Indigenous authorities as efforts to appropriately and meaningfully understand the connections and relevance to Indigenous Peoples perspectives was outside of the scope of this review. Further, Treaties and other policy and legal documents relating to Indigenous Peoples are very extensive and broad and would merit a separate review.

Policy and Legal Document Identification and Selection

All relevant documents that were included in this review were published before December 2023. Figure 2 summarizes the identification and selection of documents included in the review as is further described in the methods. As a result of this process, 90 legal and policy documents were selected for review. A complete list can be found in Appendix 1.

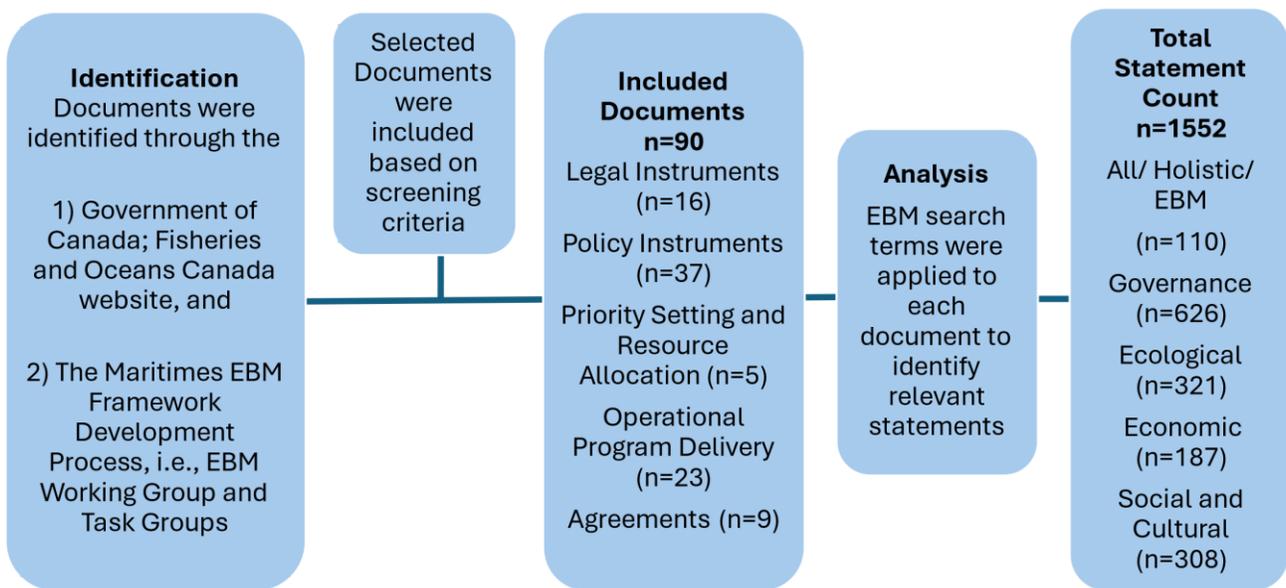


Figure 2. Summary of document review

Documents included in this review were identified by searching through the Government of Canada and DFO website (<https://www.dfo-mpo.gc.ca/index-eng.htm>) and through EBM Working Group meetings where members shared relevant policies and policy statements during the development of the Maritimes EBM Framework.

Policies and documents were determined to be relevant for review if the following inclusion criteria were met:

- the document was publicly available;
- there was a logical connection or anticipated relevance to EBM, as a holistic concept and/or to a specific pillar of the framework; and
- the implications were strong or clear for DFO (relevant to the department’s mandate for fisheries and oceans management and governance).

Further explanation is provided below and examples of legal and policy documents that did not meet the criteria above, and were therefore excluded, can be found in Appendix 2.

Categorization

In this review, the term “policy” is used in the broadest sense and encompasses all types of materials, statements and documents that have been adopted or proposed by a federal authority. A policy can include underlying principles, intent and values to provide a basis for decision making (Government of Canada, 2021). For example, a departmental policy provides “a formal direction that imposes specific responsibilities with respect to the expected outcomes and types of measures to be taken to realize these outcomes” (Library and Archives Canada, 2018, p.7; Government of Canada, 2008b).

Legal and policy documents were classified into five categories: Legal Instruments, Priority Setting and Resource Allocation, Policy Instruments, and Operational Program Delivery (or planning documents) (Table 1). Within each category the documents were further classified into document source/author by DFO, Government of Canada, and International (Appendix 1).

This categorization was developed to aid in the organization and analysis of data as well as the interpretation and reporting of results. Table 1 provides categories used in the review with a brief explanation of the common purpose of documents found in that category along with examples.

Table 1. Categorization of legal and policy documents included in the review

Priority	Category	Common Purpose	Examples of Documents
Legal Documents	Legal Instruments	Legal documents establish laws. For example, all legislation, i.e., Acts or Statutes, must be consistent with the <i>Constitution Act (1986)</i> to be considered valid, and regulations are created under specific pieces of legislation. Regulations, or secondary legislation, are made under the authority of an Act to apply or enforce Legislation.	Legislation (Acts; Statutes, Bills), Regulations (e.g., Enabling Act)
Policy Documents	Priority Setting and Resource Allocation	Policy documents that set out what is being committed to, usually for a period of time.	Mandate Letters; Government Budget; Speech from the Throne
	Policy Instruments	Policy documents that provide formal statements and guidance on specific issues in a certain area of responsibility within a specific theme,	Frameworks; Policy; Principles; Strategies;

		department, or group of departments. Policy instruments also provide a “supporting structure within which specific Treasury Board policies and other instruments can be understood in strategic terms” (Government of Canada, 2008b)	Directives; Standards; Codes
	Operational Program Delivery (or planning documents)	Policy documents that are specific about roles, responsibilities and program processes. These can include guidance and tools to realize practical goals in collaboration with partners and stakeholders.	Plans; Action Plan; Primer; Programs
	Agreements	Policy documents that formalize relationships between parties that can be a result of negotiation. Agreements can be legally binding or non-binding and can include policy documents or commitments made internationally* . I	Memorandum of Understandings (MOU); binding and non-binding agreements; International agreements such as modern or International Treaties**, Conventions, Targets, joint initiatives, and guidelines.

* International agreements must be incorporated into domestic legislation before they have direct legal effect in Canada (Government of Canada, 2025).

** Included to support categorization, but no examples of these documents were included in this review.

Analysis

A deductive, or top-down, and mixed (qualitative and quantitative) content analysis approach was implemented by the authors to systematically review and interpret documents in breadth and depth (Cresswell, 2022). Two of the co-authors were responsible for reviewing relevant documents, and overall assessments and decisions relating to coding were discussed among all co-authors throughout. Each document that met the inclusion criteria was reviewed for evidence of text, text passages or statements that were relevant to the EBM Framework Pillars and Main Objectives. The approach taken to review documents and to conduct a systematic search for and record/code these statements is described in Table 2.

Table 2. Workflow to guide analysis

<p>1. Identify relevant statements</p> <p>Two distinct but complimentary approaches were used to identify relevant statements relating to EBM Framework, including its four Pillars (Governance, Ecological, Economic, and Social and Cultural) and overarching holistic objectives.</p> <ul style="list-style-type: none"> ● Qualitative document review: First, key sections, such as the front and main sections which include Executive Summaries, Introductions, and tables summarizing policy intent (e.g., themes, principles, goals, priorities), were read to ensure efficiency and avoid over-coding. ● Systematic search: Next, to ensure potential key terms and statements were not missed, a key word search was conducted within each document (search included exact words, synonyms, and stemmed words) to identify possible statements: <ol style="list-style-type: none"> a. Supports EBM broadly: “ecosystem approach”, “ecosystem-based”, “ecosystem based”, “integrated”, “holistic”, “comprehensive” (management, governance of aquatic systems), “whole” (of government approach), “sustainable” b. Relevant to EBM Framework Pillars and Objectives (note: only sample/key words from each pillar were included) <ol style="list-style-type: none"> i. “governance”, “management”, “partnerships”, “collaboration”, “co-”, “legal”, “obligations”, “law”, “act”, “policy”, “regulation”, “arrangements”, “structures”, “public interest”, “all Canadians”, “knowledge” ii. “ecological”, “biodiversity”, “productivity”, “habitat”, “conservation”, “protect”, “pollution”, “health” iii. “economic”, “access”, “opportunity”, “communities”, “job”, “employment”, “benefits”, “growth”, “future generations”, “distribution” iv. “social”, “cultural”, “ethical”, “justice”, “sustainable”, “future generations”, “culture”, “language”, “self-determination”, “autonomy”, “communities”, “coastal communities”, “local communities”, “knowledge”, “safety”, “health”, “well-being”
<p>2. Record and code relevant statements</p> <p>When a distinct statement supported the EBM framework pillars, objectives or the EBM concept was identified, it was copied into the database accordingly. The policy from which the statement came was also recorded using the categorization of Table 1.</p> <ul style="list-style-type: none"> ● If multiple statements were related to the same idea or point, only one distinct statement was recorded with many examples listed. ● In the case where a statement was relevant to more than one part of the framework, the full statement was included and classified under all relevant pillars/objectives. <ul style="list-style-type: none"> ○ For example, the following statement from the 2018 mandate letter to then Minister of Fisheries, Oceans and the Canadian Coast Guard is relevant to three different codes or framework objectives: “Advance Bill C-68, the proposed reforms to the <i>Fisheries Act</i>, which seeks to restore lost protections, and incorporate modern safeguards so that fish and fish habitat are protected for future generations (Ecological – Habitat) and so that Canada’s fisheries can continue to grow Canada’s economy (Economic – Prosperity) and sustain coastal communities (Social and Cultural - Sustainable Communities)” (DFO Mandate letter 2018). ● In the case where a policy had been updated over time, for example the FSDS 2016; 2019; 2021, etc., only the most recent document was fully analysed and recorded. Statements from previous policies were only recorded if there were distinct themes that were not captured in the most recent document.

3. Document Summary

After statements were recorded, a high-level summary of each document included in the review was produced to include (Appendix 2):

- A brief summary of the legal or policy document and how it supports EBM as a concept (~100 words)
- A table with examples of key statements for one or more of the four EBM Pillars
- Assessment of whether the document supports the Framework, with answers being “Yes/No/Partially with explanation”.
- As each document differs in terms of length, prescriptive language (i.e., legislation), and format, different types of data from documents was noted, including visuals, statements, and section heads (i.e., principles, objectives).
- Statements captured in documents were cross-referenced to coded statements completed in step 2, to ensure all statements captured in the summary tables were in the main data set.

Limitations

While the methods aimed to minimize potential biases, we took additional steps to maintain objectivity and consistency in the selection of statements and coding. Two complementary methods were used.

First, a combination of reading the statements (to capture depth and context) and conducting a word search (to ensure breadth and minimize selective interpretation) was employed by each of the two of the co-authors to different documents. This approach helped ensure a comprehensive inclusion of relevant and meaningful statements, minimizing the risk of oversight or bias.

Second, to ensure a transparent and reliable approach to coding, agreement exercises were conducted throughout the analysis (e.g., Saldana, 2021). These exercises were done among co-authors and with members of the Maritimes EBM Working Group and were instrumental in aligning a unified and consistent approach to coding, particularly for complex objectives like those involving Indigenous considerations. For example, references to Traditional Ecological Knowledge were categorized under the pillar of Governance - Structures and Processes and alongside topics related to Food, Social, or Ceremonial fisheries under Culture objectives. These collaborative efforts strengthened the consistency of the findings and ensured a robust, well-rounded analysis.

RESULTS

This section summarizes the key findings from the review, organized by document author source and categorization. It then outlines the extent of policy support for the overarching concept of EBM, followed by an analysis of policy alignment with specific Pillars and their Main Objectives.

A total of 90 documents were included in this review resulting in 1552 distinct statements selected and coded (Table 3). The full list of policies reviewed, dates published or updated, and active links are included in Appendix 2 titled List of documents reviewed here in support of the Maritimes EBM Framework. Appendix 3 presents the illustrative statements in a simple, replicable format.

Table 3. Total number of documents and statements by EBM Pillar

EBM Pillar	Number of Documents	Number of Statements
EBM (All Pillars)	51	110
Governance	89	626
Ecological	66	321
Economic	61	187
Social and Cultural	72	308
Total	90	1552

Of the 90 policy and legal documents reviewed, 53 were published by DFO, 28 by other federal departments or Government of Canada broadly, and 9 by international organizations (Figure 3). The Policy Instrument category was most prevalent with 37 documents. Examples of policy documents included in the review from this category include the SFF (Fisheries and Oceans Canada, 2022), Maritimes Region Commercial Fisheries Licensing Policy (Fisheries and Oceans Canada, 2021) and DFO International Science Strategy (Fisheries and Oceans Canada, 2009b). The least represented category in the review was Priority Setting and Resource Allocation (5 documents, all Federal). The Agreements category included 9 international agreements ranging from the FAO Code of Conduct for Responsible Fisheries (FAO, 1995) to the United Nations Declaration on the Rights of Indigenous Peoples (UN, 2007), Appendix 1.

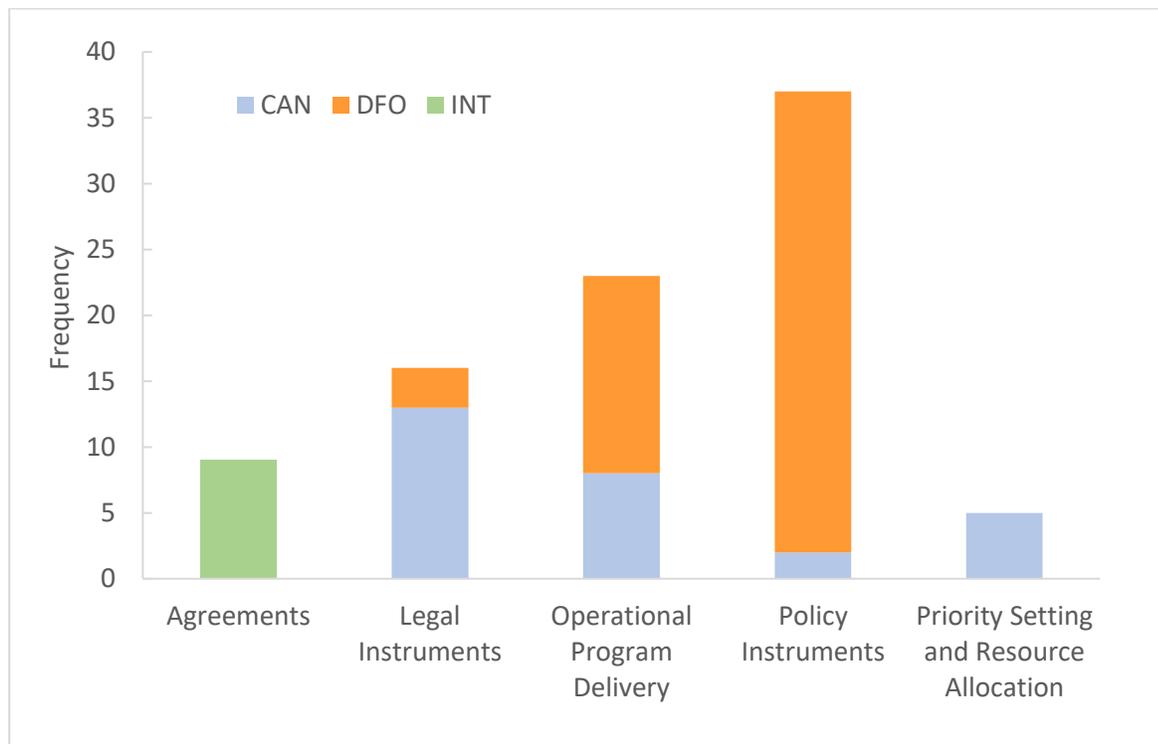


Figure 3. Frequency of documents reviewed by categorization and relevant scale.

There were differences in the level and type of support in the documents and statements for EBM and the four pillars of the EBM Framework (Table 3). The most support was for the Governance Pillar with a total of 626 statements from 89 documents, followed by the Ecological Pillar with 321 statements across 66 documents and the Social and Cultural Pillar with a total of 308 statements from 72 documents. The lowest referenced pillar was the Economic Pillar with a total of 187 statements across 61 documents. EBM as a whole, or a related holistic concept, such as IM, EA, MSP, was referenced in 110 statements from 51 documents.

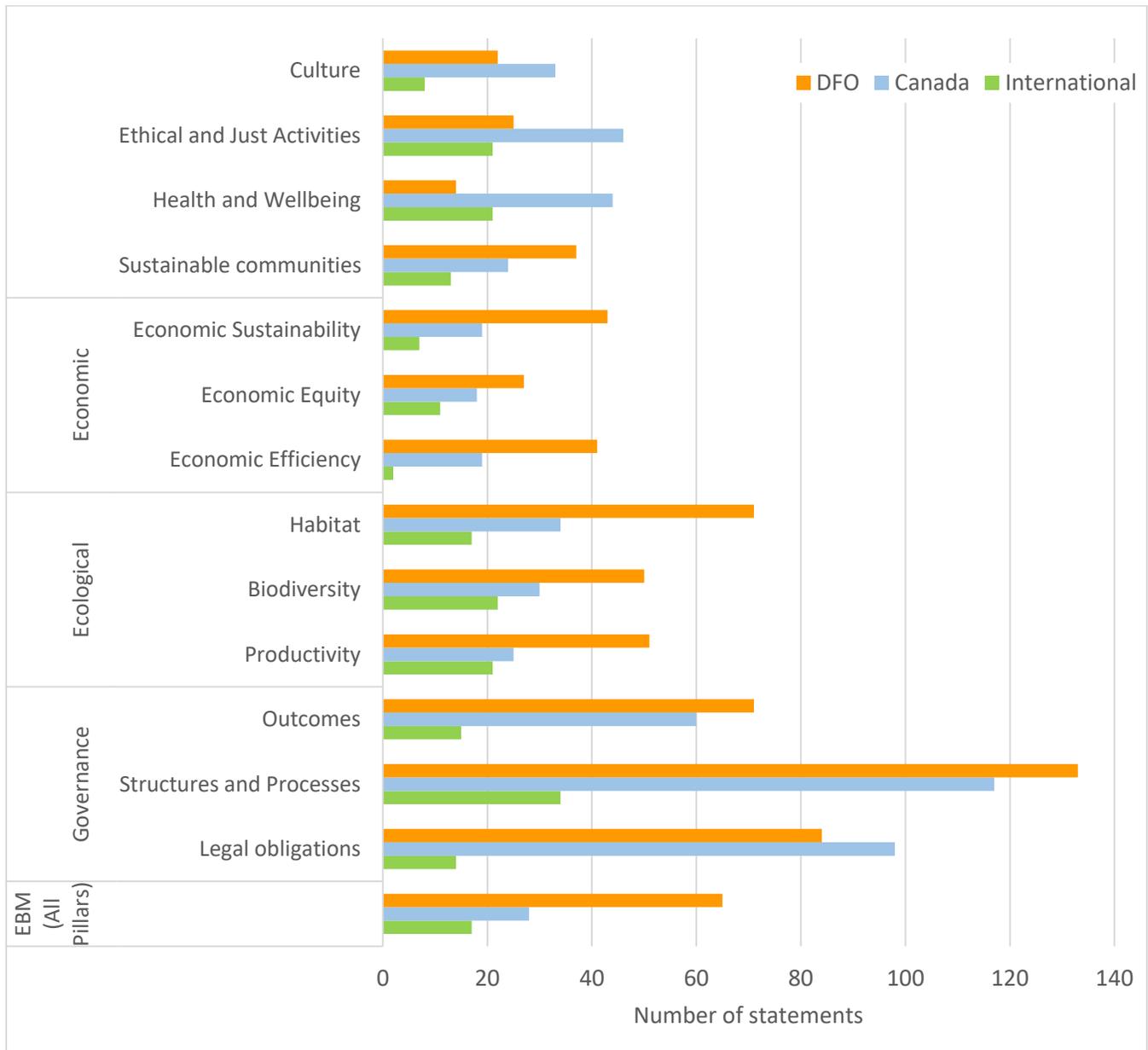


Figure 4. Frequency of statements with evidence of each EBM Pillar by source. DFO = Fisheries and Oceans Canada, Canada – Canadian Government, International = International agreements signed by Canada

All three document sources, DFO, Government of Canada and international, showcased support for EBM as a whole, the four EBM Pillars and all the Main Objectives (Figure 4). Most support came from DFO documents, then Canadian policy and lastly international Agreements. However, three of the four Main Objectives of the Social and Cultural Pillar (Human Wellbeing, Ethical and Just Activities and Culture) received more support from Canadian Government documents than from DFO sourced documents, indicating perhaps, less focus on social and cultural considerations in DFO Policy.

The remainder of the results section summarises the policy support for the concept of EBM as a whole and for each of the pillars of the EBM Framework, providing illustrative statements from the range of policies reviewed.

Policy Support for the holistic concept of EBM

EBM, either explicitly or two or more pillars referred within the same passage, or a related holistic concept (e.g., IM or EA) was referenced 110 times. Some illustrative examples to demonstrate the type of statements that were coded under EBM as a holistic concept from a range of policy documents are provided in Table 4.

Table 4. Summary table of example statements that support the broad concept of EBM [bolded] listed from top to bottom in the following order: DFO policy, DFO legislation, Government of Canada policy and legislation, and international policy.

Statement	Document
Principles of Integrated Management (IM) include: Ecosystem-based management, sustainable development, the precautionary approach, conservation; and shared responsibility, flexibility and inclusiveness “Integrated Management will support diversified, balanced economic development of oceans and coastal waters by protecting their health, preserving their biodiversity and maintaining their productivity”	<i>Oceans Act (Government of Canada, 1996)</i>
“As a principle, Integrated Management is a commitment to planning and managing human activities in a comprehensive manner while considering all factors necessary for the conservation and sustainable use of marine resources and the shared use of ocean spaces.”	Canada’s Ocean Strategy (Government of Canada, 2002, p.11)
“Identifying ecosystem-based management objectives, indicators and management targets/actions to guide decision makers; respectively regulatory authorities held by governments, and incorporating enhanced management practices”	Policy and Operational Framework for Integrated Management of Estuarine, Coastal and Marine Environments in Canada (Government of Canada, 2002b, p. 3)

<p>“Too often resource development measures have proceeded independently, without full consideration of long-term, direct and indirect impacts in social, economic, and environmental dimensions”.</p>	
<p>“Integrated Management (IM) is a collaborative, flexible and transparent planning and management process. It recognizes the shared responsibility of governments, Aboriginal groups, coastal communities, industry and others to support the sustainability of our marine resources. Also embedded in the IM concept is the continued respect for the legislative mandates of individual departments and agencies.”</p>	<p>Federal Marine Protected Areas Strategy (Government of Canada, 2005, Guiding Principles for Implementation, p.10)</p>
<p>“Canada has committed to implementing the precautionary approach and ecosystem approach in both its domestic and international management decisions. Pressure has come from within and internationally to implement both these concepts as there is now an increased recognition that a multitude of ecosystem components must be considered to manage sustainably.”</p>	<p>DFO International Science Strategy (Fisheries and Oceans Canada, 2009b, p.11)</p>
<p>“Benthic ecosystems support aquatic species that play an important social, cultural and economic role in the lives of Canadians and others</p> <p>“An ecosystem approach, which considers all of the components of an ecosystem, including benthic populations, communities and habitat, and their linkages, is fundamental to the conservation and sustainable use of Canada’s fisheries.”</p>	<p>Policy for Managing Impacts of Fishing on Sensitive Benthic Areas (Fisheries and Oceans Canada, 2009a, Principle 6)</p>
<p>“Adjust approaches based on geographic, cultural, social, economic, and capacity needs and differences.”</p>	<p>DFO-Coast Guard Reconciliation Strategy (Fisheries and Oceans Canada, 2019, Guiding Principles)</p>
<p>We recognize that fisheries, oceans, aquatic habitat, and marine waterways hold tremendous social, cultural, spiritual, and economic importance, and we are committed to building renewed Nation-to-Nation, Inuit-Crown, and government-to-government relationships with First Nations, Inuit, and Métis Peoples</p>	<p>DFO Departmental Plan 2023-2024 (Fisheries and Oceans Canada, 2023, p.1)</p>
<p>“Except as otherwise provided in this Act, when making a decision under this Act, the Minister may consider, among other things, (a) the application of a precautionary approach and an ecosystem approach; (b) the sustainability of fisheries; (c) scientific information.”</p>	<p><i>Fisheries Act</i> (Government of Canada, 1985a, S. 2.5)</p>
<p>“Except as otherwise provided in this Act, when making a decision under this Act, the Minister may consider, among other things, (g) social, economic and cultural factors in the management of fisheries”</p>	<p><i>Fisheries Act</i> (Government of Canada, 1985a, S. 2.5(g))</p>
<p>“The Governor in Council may make regulations for carrying out the purposes and provisions of this Act and in particular, but without restricting the generality of the foregoing, may make regulations: (a) respecting the proper management and control of the seacoast and inland fisheries, including for social, economic or cultural purposes”</p>	<p><i>Fisheries Act</i> (Government of Canada, 1985a, S. 43 (1)(a))</p>
<p>“Departments and agencies are to examine the potential positive and negative impacts of a proposed regulation and its feasible alternative options on Canadians, business, governments and the environment, and identify how impacts are distributed across the various parties. When it is</p>	<p>Cabinet Directive on Regulation (Treasury Board of Canada Secretariat, 2012, S. 5.2.1 Analysis of benefits and costs)</p>

not possible to quantify the benefits or costs, a rigorous qualitative analysis of costs or benefits in support of the regulatory proposal is required.”	
“The Government of Canada is committed to implementing the measures identified in this action plan, which outlines a whole of government roadmap for advancing reconciliation with Indigenous peoples through a renewed, nation-to-nation, government-to-government, and Inuit-Crown relationship based on recognition of rights, respect, cooperation, and partnership as the foundation for transformative change.”	United Nations Declaration on the Rights of Indigenous Peoples Act Action Plan (Government of Canada, 2023a, p.20)

Support for Main Objectives

This section presents a quantitative and qualitative synthesis of the policy review for each of the four Pillars of the Maritimes EBM Framework (Ecological; Economic; Social and Cultural; and, Governance) and their Main Objectives. Figure 5 provides a summary of the four Pillars and each section below presents a summary table of illustrative statements for each of the Main Objectives. Policies and legal documents are referenced in the summary table using abbreviations, see Appendix 1 for the list of documents reviewed and their associated abbreviation.

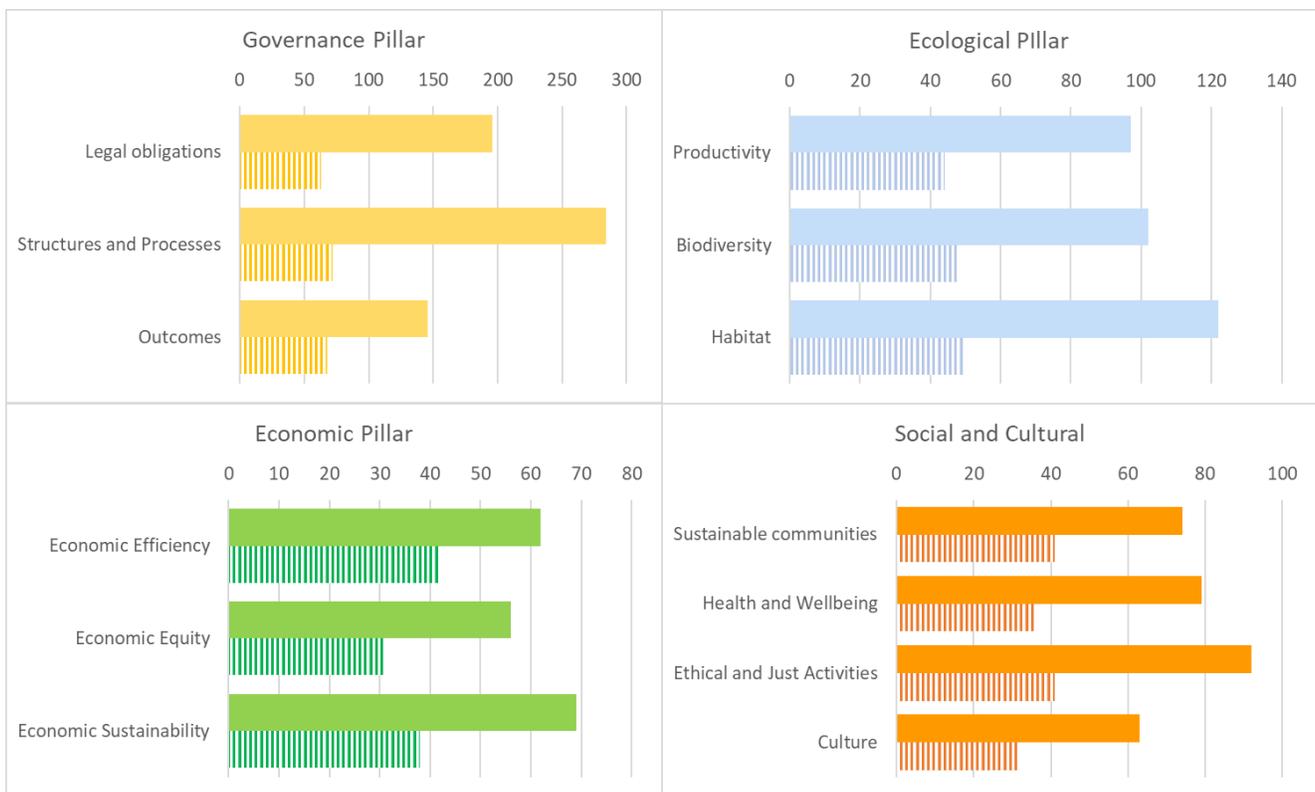


Figure 5. Frequency of Statements and Documents with evidence of each EBM Pillar and Main Objective. Solid bars = Number of Statements; Striped bars = Number of Documents

Governance

The Governance Pillar received the greatest policy support, particularly the Main Objectives Structures and Processes, followed by Legal Obligations and Outcomes.

Table 5 provides some examples of statements attributed to the Governance Pillar and Main Objectives. Statements supporting Legal Obligations (n=196) emphasized the formal responsibilities and authorities established through legislation. For example, the *Fisheries Act* (Government of Canada, 1985a, s.2.5 (d,f)) states the "When making decisions under this Act, the Minister shall consider any adverse effects that the decisions may have on the rights of the Indigenous peoples of Canada recognized and affirmed by section 35 of the *Constitution Act* (1982)." Statements related to Structures and Processes (n=284) focused on the creation of governance mechanisms such as committees and decision-making bodies, for example from the *Canadas Ocean Strategy: Policy and Operational Framework for Integrated Management of Estuarine, Coastal and Marine Environments* (Fisheries and Oceans Canada, 2002b, p.4) states that ocean governance in the 21st century "must establish decision-making structures that consider both the conservation and protection of ecosystems, while at the same time providing opportunities for creating wealth in oceans-related economies and communities." Additionally, structures and processes that are inclusive and cross jurisdictions are highlighted. For example, "In exercising the powers and performing the duties and functions assigned to the Minister by this [*Oceans*] Act, the Minister (a) shall cooperate with other ministers, boards and agencies of the Government of Canada, with provincial and territorial governments and with affected aboriginal organizations." (*Government of Canada*, 1996, S. 33(1)(a)) and from the *Policy Framework for the Management of Fisheries on Canada's Atlantic Coast* "Participants will be effectively involved in fisheries management decision-making processes at appropriate levels; they will contribute specialized knowledge and experience, and share in accountability for outcomes." (Fisheries and Oceans Canada, 2004, p.8). Statements supporting Outcomes (n=146) often referenced principles such as public interest, precaution, sustainability, and adaptive management. The *Federal Sustainable Development Act* (Government of Canada, 2008a, s.11) highlights "the principle of openness and transparency, which is the principle that the release of information should be encouraged to support accountability and public engagement".

Table 5. Summary table with illustrative policy statements for the Governance Pillar by Main Objectives

Objectives Total # statements (documents)	Select Illustrative Statements
Legal Obligations 195 (63)	<p><i>United Nations Declaration on the Rights of Indigenous Peoples Act</i>, (S.C. 2021, c. 14): Section 6 (1) "The Minister must, in consultation and cooperation with Indigenous peoples and with other federal ministers, prepare and implement an action plan to achieve the objectives of the Declaration".</p> <p>DFO-CG Reconciliation Strategy (Fisheries and Oceans, 2019, Long-term Objectives): "Indigenous groups effectively manage their own fisheries and other marine assets in their territories. Indigenous groups share in fisheries, oceans, aquatic habitat, and marine waterways decision-making."</p> <p>A Policy Framework for the Management of Fisheries on Canada's Atlantic Coast (Fisheries and Oceans, 2004, S.2.3. Principles, p.9): "Fisheries management decision-making processes will provide opportunities for increased Aboriginal participation and involvement."</p>

	<p><i>Canadian Environmental Protection Act</i> (Government of Canada, 1999, Preamble, p.2): “Whereas the Government of Canada is committed to implementing the United Nations Declaration on the Rights of Indigenous Peoples, including free, prior and informed consent.”</p> <p><i>Department of Fisheries and Oceans Act</i> (Government of Canada, 1985b, 4(1)): “Powers, duties and functions of Minister... relating to (a) sea coast and inland fisheries; (b) fishing and recreational harbours; (c) hydrography and marine sciences; and (d) the coordination of the policies and programs of the Government of Canada respecting oceans.”</p> <p>Kunming-Montreal Global Biodiversity Framework (CBD, 2022, 14): “The implementation of the framework should follow a human rights-based approach... The framework acknowledges the human right to a clean, healthy and sustainable environment.”</p> <p><i>Oceans Act</i> (Government of Canada, 1996, s.33(1)(a), p.16): "In exercising the powers and performing the duties and functions assigned to the Minister by this Act... shall cooperate with... affected aboriginal organizations, coastal communities..."</p>
<p>Structures and Processes 283 (71)</p>	<p>Canadas Ocean Strategy: Policy and Operational Framework for Integrated Management of Estuarine, Coastal and Marine Environments (Fisheries and Oceans, 2002b): “Ocean governance in the 21st century must establish decision-making structures that consider both the conservation and protection of ecosystems, while at the same time providing opportunities for creating wealth in oceans-related economies and communities.” (s.2, p.4)</p> <p>“At the heart of Integrated Management is a commitment to citizen engagement... with the overall objective being to create governance mechanisms that foster greater involvement of the people most affected by decisions.”(s.3)</p> <p>Aboriginal Fisheries Strategy (Fisheries and Oceans, 2005, Objectives): "To improve the fisheries management skills and capacity of Aboriginal groups."</p> <p><i>Canadian Environmental Protection Act</i> (Government of Canada, 1999, Preamble, p.3): “Whereas the Government of Canada is committed to openness, transparency and accountability in respect of the protection of the environment and human health.”</p> <p>DFO Mandate Letter (Government of Canada, 2018):“Use scientific evidence, traditional Indigenous knowledge, and the precautionary principle, and take into account climate change, when making decisions affecting fish stocks and ecosystem management.”</p> <p>A Policy Framework for the Management of Fisheries on Canada’s Atlantic Coast (Fisheries and Oceans, 2004, S2.2 Objectives, p.8):</p>

	<p>“Participants will be effectively involved in fisheries management decision-making processes at appropriate levels; they will contribute specialized knowledge and experience, and share in accountability for outcomes.”</p>
<p>Governance Outcomes 145 (67)</p>	<p><i>Fisheries Act</i> (Government of Canada, 1985a, s.6.1(2)): “If the Minister is of the opinion that it is not feasible or appropriate... the Minister shall set a limit reference point and implement measures to maintain the fish stocks above that point...”</p> <p>Marine Protected Areas Socioeconomic Guidance (Fisheries and Oceans, 2016, s.2.3): “Integrating basic economic principles throughout the MPA planning process can increase stakeholder acceptance and the probability of conservation success...”</p> <p>Federal Marine Protected Areas Strategy (Fisheries and Oceans, 2005, Guiding Principles for Implementation. p. 11): “Using an adaptive management regime will include evaluating management effectiveness, and applying new science knowledge to adjust management regimes...”</p> <p><i>Federal Sustainable Development Act</i> (Government of Canada, 2008a, updated 2019, s.11(c)): “(c) the principle of openness and transparency, which is the principle that the release of information should be encouraged to support accountability and public engagement.”</p> <p>DFO Mandate Letter (Government of Canada, 2019): “Decisions are made in the public interest.”</p>

Ecological

The Ecological Pillar received the second highest support from 321 statements across 66 documents (Table 3). The Main Objective Habitat was had the most policy support followed by biodiversity, then productivity (Figure 4).

Table 6 provides a summary of statements attributed to the Ecological Pillar and Main Objectives. In general, statements supporting productivity (n=97) explicitly referenced ‘productivity’ or highlighted the importance of ecological integrity, i.e., maintaining ecological processes. For example, FAO Technical Guidelines for Responsible Fisheries state countries should consider the “maintenance of the ecological processes that support both biodiversity and resource productivity.” (FAO, 2003, p.88). Statements that supported Biodiversity (n=102) objectives included reference to genetic diversity and species diversity over the long term. The following statement from the Government of Canada Adaptation Action Plan (GOCAAP) underscores, “DFO is responsible for the protection, enhancement and restoration of the biodiversity and health of Canada’s marine and freshwater environments, including the protection and restoration of aquatic ecosystems” (ECCC, 2022, p.79). The way that statements supported Habitat objectives (n=122) varied across potential impacts, for example language such as protection, restoration, rebuilding, etc. For instance, the *Fisheries Act* (Government of Canada, 1985a, s.35 (1), p.29), clearly states, “No person shall carry on any work, undertaking or activity that results in the harmful alteration, disruption or destruction of fish habitat.”

Table 6. Summary table with illustrative policy statements for the Ecological Pillar by Main Objectives

Objectives <i>Total</i> <i>#statements</i> <i>(documents)</i>	Select Illustrative Statements
Productivity 96 (43)	<p><i>Fisheries Act</i> (Government of Canada, 1985a, s.6.1(1), p.10): “In the management of fisheries, the Minister shall implement measures to maintain major fish stocks at or above the level necessary to promote the sustainability of the stock, taking into account the biology of the fish and the environmental conditions affecting the stock.”</p> <p><i>Oceans Act</i> (Government of Canada, 1996, Preamble, p.1): “WHEREAS Canada holds that conservation, based on an ecosystem approach, is of fundamental importance to maintaining biological diversity and productivity in the marine environment.”</p> <p>FAO Code of Conduct for Responsible Fisheries (FAO, 1995, Article 6-General Principles, p.5-6): "Management measures should not only ensure the conservation of target species but also of species belonging to the same ecosystem or associated with or dependent upon the target species.”</p> <p>FAO Technical Guidelines for Responsible Fisheries (FAO, 2003, Tech 4:2): “Integrity is often stated as one of the goals of ecosystem management... ecosystem integrity is usually taken as implying or requiring: (i) maintenance of biodiversity... and (ii) maintenance of the ecological processes that support both biodiversity and resource productivity.”</p> <p>National Framework for Canada’s Network of Marine Protected Areas (Fisheries and Oceans, 2011, s.9.3, p.16): "Connectivity – ensuring that individual MPAs can benefit from each other, for example by establishing functional linkages between larval production areas and other geographically separate areas required for subsequent life stages."</p>
Biodiversity 101 (47)	<p>Canada's National Adaptation Strategy (Government of Canada, 2023b, p.25): “Biodiversity loss has been halted and reversed and nature has fully recovered allowing for natural and human adaptation, where ecosystems and communities are thriving together in a changing climate, with human systems existing in close connection with natural systems.”</p> <p>National Framework for Canada’s Network of Marine Protected Areas (Fisheries and Oceans, 2011): "To provide long-term protection of marine biodiversity, ecosystem function and special natural features."</p> <p>Government of Canada Adaptation Action Plan (Government of Canada, 2022b, p.79):</p>

	<p>“DFO is responsible for the protection, enhancement and restoration of the biodiversity and health of Canada’s marine and freshwater environments, including the protection and restoration of aquatic ecosystems.”</p> <p>Kunming-Montreal Global Biodiversity Framework (CBD, 2022): “The genetic diversity within populations of wild and domesticated species is maintained, safeguarding their adaptive potential.”</p> <p>FAO Code of Conduct for Responsible Fisheries (FAO, 1995, Article 6-General Principles, p.5-6): "Management measures should not only ensure the conservation of target species but also of species belonging to the same ecosystem or associated with or dependent upon the target species.”</p>
<p>Habitat 121 (49)</p>	<p><i>Fisheries Act</i> (Government of Canada, 1985a, s.35 (1), p.29): “No person shall carry on any work, undertaking or activity that results in the harmful alteration, disruption or destruction of fish habitat.”</p> <p>National Framework for Canada’s Network of Marine Protected Areas (Fisheries and Oceans, 2011, Goals, p.6): “To support the conservation and management of Canada’s living marine resources and their habitats, and the socio-economic values and ecosystem services they provide.”</p> <p>Coral & Sponge Conservation Strategy for Eastern Canada (Fisheries and Oceans, 2015, Goal – Executive Summary): “Facilitate the conservation and protection of cold water coral and sponge species, communities, and their habitats in the Atlantic and Arctic Oceans of eastern Canada.”</p> <p>National Framework for Identifying, Establishing, and Managing Ecologically Significant Areas (Fisheries and Oceans, 2023, p.5): “The purpose of ESAs is to provide long-term enhanced conservation and protection of key areas for fish and fish habitat that are highly productive, sensitive, rare, and/or unique and to ensure effective restoration of these areas when restoration is needed.”</p> <p>Fish and Fish Habitat Protection Policy Statement (Fisheries and Oceans, 2019, s7.4 Principles): "Avoid Harm to Fish and Fish Habitat: Whenever possible, the Department’s preference is to conserve and protect fish and fish habitat...”</p> <p><i>Species at Risk Act</i> (Government of Canada, 2002a, s. 73(3)(b)): "The agreement may be entered into, or the permit issued, only if the competent minister is of the opinion that ... (b) all feasible measures will be taken to minimize the impact of the activity on the species or its critical habitat or the residences of its individuals."</p>

Economic

Of the four EBM Pillars, the Economic Pillar received the least policy support with a total of 187 statements across 61 documents. The Sustainability and Economic Efficiency Main Objectives received more policy support (42 and 38 statements), than the Economic Equity Main Objective (31 statements, Figure 4).

Table 7 provides a summary of statements attributed to the Economic Pillar and Main Objectives. In general, statements supporting Economic Efficiency (n=62) referenced development, use and benefit to Canadians. For example, the Coral and Sponge Conservation Strategy for Eastern Canada states “Protection of these benthic species will be achieved through collaboration and integrated ocean management, providing sustainable economic and ecological value to all Canadians” (Fisheries and Oceans Canada, 2015). Additionally, statements referenced economic development as connected to the health of Ecological Objectives “... Canada can continue to develop a dynamic and diverse oceans economy in a way that ensures that we will protect the marine environment on which that economy is based” (Fisheries and Oceans Canada, 2005). Statements that supported Economic Equity (n=56) underscored equitable distribution of benefits to local communities, such as in the Policy for Preserving the Independence of the Inshore Fleet in Canada’s Atlantic Fisheries, “Assist fish harvesters to retain control of their enterprises, enhance access to capital from traditional lending institutions and maintain the wealth generated from fish harvesting in coastal communities.” (Fisheries and Oceans Canada, 2010). The inclusion of First Nations, not only in accessing benefits but also in the leadership and governance of the resources, was also present through various statements. In the DFO-Coast Guard Reconciliation Strategy for example, “Recognized Self-determination: Indigenous groups effectively manage their own fisheries and other marine assets in their territories. Indigenous groups share in fisheries, oceans, aquatic habitat, and marine waterways decision-making.” (Fisheries and Oceans, 2019a). Economic Sustainability statements (n=69) emphasized having prosperity and benefits to Canadians and communities over time from ocean resources. For example, the Sustainable Fisheries Framework (2022) states that “We developed the framework through public consultation. We’ll use it with other policies and initiatives to develop environmentally sustainable fisheries. This supports economic prosperity in the industry and in fishing communities” and the Departmental Plan 2019-2020 states “to support economic prosperity while sustaining aquatic species and ecosystems.” (Fisheries and Oceans Canada, 2019c, p.10).

Table 7. Summary table with illustrative policy statements for the Economic Pillar by Main Objectives

Main Objectives Total # statements (documents)	Select Illustrative Statements
Economic Efficiency 61 (41)	Aquaculture Policy Framework (Fisheries and Oceans, 2002, p.19): “Achieving DFO's vision will also require that the department continue to broaden its approach and, where relevant, increase the level of importance it places on the socio-economic benefits of aquaculture development.” <i>Canada Shipping Act</i> (Government of Canada, 2001, s.6(f)):

	<p>“(f) develop a regulatory scheme that encourages the viable, effective and economical use of Canadian waters by recreational boaters.”</p> <p>Canada's National Adaptation Strategy (Government of Canada, 2023b, Economy and Workers, p. 28): “Given that virtually all economic sectors in Canada’s coastal regions... will be either directly or indirectly impacted by climate change, innovative and regional adaptation solutions will be needed to minimize economic impacts.”</p> <p>Coral and Sponge Conservation Strategy for Eastern Canada (Fisheries and Oceans, 2015, p.9): “Protection of these benthic species will be achieved through collaboration and integrated ocean management, providing sustainable economic and ecological value to all Canadians.”</p> <p>Cabinet Directive on Regulatory Management (Government of Canada, 2012): "Regulations support a fair and competitive economy... Opportunities for regulatory cooperation and the development of aligned regulations should be considered and implemented wherever possible.”</p> <p>Integrated Aboriginal Policy Framework (Fisheries and Oceans, 2007a, p.1): “Contribute to the broader Government of Canada objective of greater economic development for First Nations by assisting with greater access to economic opportunities, such as commercial fishing.”</p> <p>Policy for Preserving the Independence of the Inshore Fleet in Canada’s Atlantic Fisheries (Fisheries and Oceans, 2010, S.1): “Ensure that the benefits of fishing licenses flow to the fish harvester and the coastal community.”</p>
<p>Economic Equity 56 (31)</p>	<p>Policy on Managing the Impacts of Fishing on Sensitive Benthic Areas (Fisheries and Oceans, 2009, S. 2.2): “The Policy is guided by the principle that the fishery is a common property resource to be managed for the benefit of all Canadians... including socio-economic benefits to communities.”</p> <p>DFO-CG Reconciliation Strategy (Fisheries and Oceans, 2019): “Indigenous groups effectively manage their own fisheries and other marine assets in their territories. Indigenous groups share in fisheries, oceans, aquatic habitat, and marine waterways decision-making.”</p> <p><i>Species at Risk Act</i> (Government of Canada, 2002a, Preamble, p.2): "Community knowledge and interests, including socio-economic interests, should be considered in developing and implementing recovery measures."</p> <p>United Nations Declaration on the Rights of Indigenous Peoples (UN, 2007, Article 4): “Indigenous peoples... have the right to autonomy or self-government in matters relating to their internal and local affairs, as well as ways and means for financing their autonomous functions.”</p>

	<p>United Nations Declaration on the Rights of Indigenous Peoples Act (UNDA) (Government of Canada, 2021, Article 21): “States shall take effective measures... to ensure continuing improvement of their economic and social conditions... Particular attention shall be paid to the rights and special needs of indigenous elders, women, youth, children and persons with disabilities.”</p>
<p>Economic Sustainability 68 (37)</p>	<p>Charlevoix Blueprint for Healthy Oceans (G7, 2018, p.2): “The oceans and seas play a fundamental role in the global climate system and in supporting communities, jobs and livelihoods, food security, human health, biodiversity, economic prosperity and way of life.”</p> <p>Policy for Preserving the Independence of the Inshore Fleet in Canada’s Atlantic Fisheries (Fisheries and Oceans, 2010, S.9): “Assist fish harvesters to retain control of their enterprises, enhance access to capital from traditional lending institutions and maintain the wealth generated from fish harvesting in coastal communities.”</p> <p>Government of Canada Adaptation Action Plan (GOCAAP) (2023, Executive Summary) “Canada’s economy will anticipate, manage, adapt and respond to climate change impacts and will advance new and inclusive opportunities within a changing climate, particularly for communities at greater risk, Indigenous Peoples and vulnerable economic sectors.”</p>

Social and Cultural Pillar

The Social and Cultural Pillar was supported by 308 statements from 72 documents (Table 3). Of the four Social and Cultural Main Objectives, the most policy support was recorded for Ethical and Just Activities, followed by Health and Wellbeing and Sustainable Communities and finally, Culture (Figure 4).

Table 8 provides a summary of statements attributed to the Social and Cultural Pillar and Main Objectives. Statements supporting Sustainable Communities (n=74) emphasized the importance of incorporating local perspectives and values. For instance, the *Species at Risk Act* (Government of Canada, 2002a, p.2) preamble states that “community knowledge and interests, including socio-economic interests, should be considered in developing and implementing recovery measures.” Statements related to Health and Wellbeing (n=79) highlighted the interconnectedness of ecological and human systems, such as the *FAO Technical Guidelines for Responsible Fisheries* (FAO, 1999, p.11), which notes the importance of “maintaining the health and integrity of marine ecosystems for the benefit of other uses and users including biodiversity, scientific interest, intrinsic value, trophic structure and other economic uses such as tourism and recreation.” Support for Ethical and Just Activities (n=92) reflected fairness, inclusion, and equitable distribution of benefits, for example in the *New Access Framework* (Fisheries and Oceans Canada, 2002) “The fishery is a common, public resource that should be managed in a way that does not create or exacerbate excessive interpersonal or inter-regional disparities.” The recognition of cultural values and practices connected to aquatic systems,

which supports Culture (n=63), is highlighted well in *Canada’s National Adaptation Strategy* (ECCC, 2023, p.7), “The environment also supports our recreational, health, and spiritual needs. Many of our cultural identities are closely tied to our connection with the natural environment, where the intrinsic value of nature shapes our sense of self and connection to the land.”

Table 8. Summary table with illustrative policy statements for the Social and Cultural Pillar by Main Objectives

Main Objectives <i>Total # statements (documents)</i>	Select Illustrative Statements
Sustainable Communities 75 (41)	<p><i>Fisheries Act</i> (Government of Canada, 1985a, S.2.5): “Except as otherwise provided in this Act, when making a decision under this Act, the Minister may consider, among other things, (e) community knowledge.”</p> <p>Maritimes Regional Oceans Plan (Fisheries and Oceans, 2014, Vision): “Healthy marine and coastal ecosystems, sustainable communities and responsible use supported by effective management processes.”</p> <p><i>Oceans Act</i> (Government of Canada, 1996, Preamble, p.1): “WHEREAS Canada recognizes that the oceans and their resources offer significant opportunities for economic diversification and the generation of wealth for the benefit for all Canadians, and in particular for coastal communities.”</p> <p><i>Species at Risk Act</i> (Government of Canada, 2002a, Preamble): "Community knowledge and interests, including socio-economic interests, should be considered in developing and implementing recovery measures."</p> <p>Policy for Managing Impacts of Fishing on Sensitive Benthic Areas (Fisheries and Oceans, 2009a, p.7): “The fishery is a common property resource to be managed for the benefit of all Canadians... including socio-economic benefits to communities.”</p> <p>Policy for Preserving the Independence of the Inshore Fleet in Canada’s Atlantic Fisheries (Fisheries and Oceans, 2010, S.1): “Ensure that the benefits of fishing licenses flow to the fish harvester and the coastal community.”</p> <p>FAO Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries (FAO, 2015, Guiding Principle): “Social responsibility: promoting community solidarity and collective and corporate responsibility and the fostering of an environment that promotes collaboration among stakeholders should be encouraged.”</p>
Health and Wellbeing 79	Integrated Aboriginal Policy Framework (Fisheries and Oceans, 2007, Introduction):

<p>(36)</p>	<p>“The fundamental theme... is on fostering a respectful and mutually beneficial relationship with Aboriginal groups... contributing to the growth and well-being of their communities...”</p> <p>Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries (FAO, 2015, s.6.16): “All parties should recognize the complexity that surrounds safety-at-sea issues... This applies to all fishing activities.”</p> <p>FAO Technical Guidelines for Responsible Fisheries (FAO, 1999, Tech 8, p.11): “Maintaining the health and integrity of marine ecosystems for the benefit of other uses and users including biodiversity, scientific interest, intrinsic value, trophic structure and other economic uses such as tourism and recreation.”</p>
<p>Ethical and Just Activities 89 (41)</p>	<p>Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries (FAO, 2015, Principle 5): “Equity and equality: promoting justice and fair treatment – both legally and in practice – of all people and peoples, including equal rights to the enjoyment of all human rights.”</p> <p>A Policy Framework for the Management of Fisheries on Canada’s Atlantic Coast (Fisheries and Oceans, 2004, p. 30): “Fisheries management decision-making processes will be more inclusive so that resource users and others will have appropriate opportunities to participate.”</p> <p><i>Canadian Environmental Protection Act</i> (Government of Canada, 1999, Preamble, p. 2): “Whereas the Government of Canada is committed to implementing the United Nations Declaration on the Rights of Indigenous Peoples, including free, prior and informed consent.”</p> <p>DFO Mandate Letter (Government of Canada, 2021): “Our four main priorities for making tangible progress for Canadians continue to be: protecting public health; ensuring a strong economic recovery; promoting a cleaner environment; and standing up for fairness and equality.”</p>
<p>Culture 62 (31)</p>	<p>Departmental Plan 2021-2021 (Fisheries and Oceans Canada, 2020, Minister’s Message): “Ensure that Indigenous Peoples are empowered to make decisions about their communities.”</p> <p>DFO-CG Reconciliation Strategy (Fisheries and Oceans, 2019, Long-term Objectives): “Indigenous groups have appropriate food, social, ceremonial (FSC) and commercial fish access. Indigenous groups participate in a variety of economic development opportunities...”</p> <p>Historic Places of Canada Act (Bill C-23, Government of Canada, 2022a, p. i): “An Act respecting places, persons and events of natural historic significance or national interest, archaeological resources and cultural and natural heritage”</p>

	<p>Canada's Oceans Action Plan (COAP) For Present and Future Generations (Government of Canada, 2005): “The role that oceans have played in Canada’s history cannot be overemphasized... Aboriginal peoples and Canada’s coastal communities have longstanding ties to their oceans and other marine resources.”</p> <p>Federal Sustainable Development Strategy (Government of Canada, 2019, p.58): “Reconciliation is central to Canada’s approach to conserving coasts and oceans.”</p>
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DISCUSSION

This study examined the extent to which federal legislation and policies, and international policies relevant to DFO, provide support for Ecosystem-Based Management (EBM). Through a systematic review of 90 policy and legal documents, we identified 1,552 relevant statements, 110 of which explicitly referenced EBM or related holistic approaches. These statements were found in 51 of the documents reviewed, indicating broad institutional support for EBM within the Canadian policy landscape.

The analysis further revealed strong alignment between the content of these documents and the four pillars of the Maritimes EBM Framework: Governance, Ecological, Economic and Social and Cultural, and their Main Objectives. These four pillars are widely accepted as key to sustainable management (Elkington, 2004; Bundy et al., 2008; Hammer and Pivo 2017; Foley et al., 2020; Stephenson et al., 2019a, b). Collectively, this body of policy and legislation presents a coherent and supportive foundation for EBM and to further develop and implement the Maritimes Region EBM Framework across DFO sectors and programs.

Importantly, the documents reviewed span a long timeframe, with some documents dating back decades, indicating that support for EBM, or elements of it, is not limited to any single political mandate, but rather reflects a long-standing and evolving commitment to EBM within DFO, Government of Canada and internationally. This commitment was reinforced in 2019 through amendments to the *Fisheries Act* and *Oceans Act*, and through the continued relevance and application of the precautionary and ecosystem approaches to management.

The principles underlying EBM have been discussed within numerous Federal departments for many years, though often under different names and initiatives (e.g., Ecosystem Based Fisheries Management, MSP, IOM, Blue Economy, etc.) as seen in other jurisdictions (Stephenson et al., 2021). This continuity underscores EBM’s foundational role in Canadian marine and aquatic policy and its enduring relevance.

The strongest and most direct impetus for holistic management is clear through DFO’s main guiding legislation: the *Oceans Act*, *Fisheries Act*, *Species at Risk Act* and more broadly, the *Sustainable Development Act*. However, this review demonstrates that broad support exists across the DFO, Canadian and International policy landscape for all aspects of the EBM framework. This demonstrates

that EBM principles and the EBM Framework are grounded in policy and can provide support to DFO Sectors by incorporating governance principles into one unified framework.

Among the four pillars, Governance received the most extensive support, both in terms of the number of documents and statements. This is consistent with governance’s significant role in defining institutional processes, roles, and legal mandates. The other three pillars (Social and Cultural, Ecological, and Economic) were well represented across the documents reviewed (Table 9). Although economic considerations had the fewest total statements, their presence across a wide range of documents suggests broad, if less detailed, policy support.

Table 9. Heat matrix showing the degree of support by document and statement for each EBM Pillar and related Main Objectives

Pillar	Main Objective	# Statements	# Documents
EBM – All Pillars		110	51
Governance		626	89
	Legal obligations	196	63
	Structures and Processes	284	72
	Outcomes	146	68
Ecological		321	66
	Productivity	97	44
	Biodiversity	102	48
	Habitat	122	50
Economic		187	61
	Efficiency	62	42
	Equity	56	31
	Sustainability	69	38
Social & Cultural		308	72
	Sustainable communities	74	41
	Health and Wellbeing	79	36
	Ethical and Just Activities	92	41
	Culture	63	32

# Statements	0-99	100-199	200-299	300-399	400+
# Documents	30-39	40-49	50-59	60-69	70+

The broad coverage of policies across EBM Pillars and Main Objectives suggests that the current policy environment provides a foundation to advance EBM within DFO's management initiatives. The presence of EBM-related language in the documents reviewed reinforces its status as a guiding principle and critical approach in Canadian oceans and fisheries policy. This conclusion is consistent with other North Atlantic jurisdictions including the EU and U.S., which also have clear mandates for EBM (Rudd et al., 2018; Link et al., 2019).

Implications

The demonstrated alignment between existing policy instruments and the EBM Framework provides a strong mandate for its continued and expanded application in marine and fisheries decision-making. This policy coherence can facilitate more integrated and transparent management processes, enabling DFO to better address complex challenges such as climate change, biodiversity loss, and cumulative effects while also maintaining economic benefits for Canadians. Since EBM is broadly recognised as an essential framework for achieving sustainable marine ecosystem management (Haugen et al., 2024, 2025; Flowers et al., 2025, ICES 2025), these findings provide a strong, rigorous basis upon which DFO can advance EBM operationally.

The policy support across all four pillars, Governance, Ecological, Economic and Social and Cultural, suggests that EBM can serve as a unifying framework for navigating diverse objectives and stakeholder interests. The research reveals strategic opportunities to align EBM, in particular with horizontal initiatives within DFO and across other Government of Canada Departments. Programs aimed at addressing Aquatic Species at Risk, achieving Marine Conservation Targets, and advancing Integrated Oceans Management (IOM) initiatives such as Marine Spatial Planning (MSP) represent practical steps toward implementing EBM operationally and informing the government's broader vision for a sustainable ocean economy that reflects the needs of coastal and Indigenous communities. These initiatives, along with emerging strategies such as the Ecosystem Approach to Fisheries Management (EAFM), offer pathways to embed EBM principles more deeply across DFO's work to inform decision making for better outcomes. Finally, the identification of less developed areas of policy, particularly in articulating Economic Objectives, highlights opportunities for targeted policy development and capacity building to ensure more comprehensive and equitable implementation of EBM principles. In addition to finding that EBM is embedded within DFO and Government of Canada policies and legislation, this research can inform research recommendations and next steps.

Research Recommendations

Clarify hierarchy of documents

Given the complexity of Canada's policy landscape, subsequent research should incorporate mapping of policy hierarchies to understand which instruments have the greatest influence in different contexts. Such an analysis could help clarify which policies provide the strongest support for EBM and how they can be operationalized more effectively. Identifying areas of strong policy coverage could also help teams anticipate and mitigate unintended consequences, while maximizing benefits across ecological, Economic, Social and Cultural, and Governance Objectives. For example, a directive that prioritizes vulnerable communities could be referenced during a resource allocation discussion, directly supporting EBM's social pillar, while also meeting primary economic and ecological objectives.

Associated with this, the database could be used to explore the connections and overlaps between these 90 policies, where there is agreement and strong support and where there might be contradictory messaging. This could provide a clearer policy landscape for senior management and staff to conduct their work.

Leverage policy database

A comprehensive database of DFO policy, legislation, and EBM-related statements was developed through this research. It provides DFO sectors a valuable resource for strategic and operational decision-making. We recommend DFO take an evergreen approach to updating and stewarding the statement database, ideally through the adoption of the database by a DFO group with long-term (A-base) funding. Updates would bring into scope significant new policies developed since 2023 that are relevant to EBM such as Canada’s 2030 Nature Strategy and Inuit Nunangat Policy. Developing an interactive user interface would further support awareness and integration of EBM related policies and Main Objectives into daily work.

Senior management can also use the database to identify inefficiencies, duplications, streamline guidance, and track how statements across the four EBM pillars—Ecological, Economic, Social and Cultural, and Governance—are being recognized and applied in practice across DFO sectors and teams (Eger et al., 2024). This includes identifying which statements inform decision-making, which are underutilized or overlooked, and how they can be better integrated. Such work will ensure that EBM-relevant policies are fully leveraged, strengthen coordinated management, and provide clear justification for DFO decisions when challenged legally.

Expand the scope of review

Expanding the scope of the review to include additional sources—such as Indigenous governance documents, treaties, co-management agreements, and non-governmental strategies—would further enrich the understanding of EBM support in Canada. For example, publicly available agreements like the [Fisheries Resources Reconciliation Agreement](#) in British Columbia or the co-management frameworks in Northern Labrador could provide important insights into how EBM principles are being applied in practice. The Sustainable Seas National Science Challenge ([Tohorā - Sustainable Seas](#)) in Aotearoa New Zealand, provides an exemplar of this type of approach. This project recognised that “Indigenous leadership should shape EBM principles while aligning with national policy frameworks” (Flowers et al. 2025; 7) and that for EBM to be successful, the policy processes, rightsholder and stakeholder needs must be addressed (Hewitt et al., 2018). On-going collaborative work between the DFO Maritimes EBM Initiative and the Atlantic Policy Congress of First Nations Chiefs Secretariat may offer other parallel approaches to ecosystem management to complement federal policy.

Next Steps

This work highlights the existing support for a broad suite of objectives within current DFO, Government of Canada and international policies and legal documents, reinforcing the need and opportunity for enhanced implementation of EBM and related initiatives that guide and influence DFO’s operations and management (Bundy et al., 2025). Future efforts should continue to build on this foundation, exploring how statements are interpreted and applied across sectors, and identifying

opportunities to strengthen coherence, accountability, and impact in support of sustainable and inclusive marine governance through enhanced application of EBM.

EBM is supported when looking at the totality of DFO's policy and legislative guidance but it is not clearly integrated in decision across DFO sectors. Therefore, it should be a priority to socialize the breadth of policies that support EBM Framework and its Main Objectives, as sectors and teams may not be familiar with the full scope of policies and objectives that influence their day-to-day decisions. While most sectors are familiar with overarching legislative mandates, there is often less familiarity with secondary or cross-cutting policies that may still hold relevance. Socializing these policies can help foster a more integrated approach to management, enhance recognition of synergies across sectors, regions and departments, and support more holistic consideration of trade-offs. This, in turn, can strengthen the department's ability to deliver on multiple objectives simultaneously.

The EBM Framework was developed for use in the Maritimes Region, but also with the potential to be used across government departments, by other decision-making authorities and in consultation with Indigenous organizations and rights holders. It also aligns with broader social sciences and humanities research (Andrews et al., 2025), particularly in areas where Economic and Social and Cultural Objectives are underrepresented or treated as secondary to ecological goals. Strengthening these dimensions will support a more balanced and inclusive departmental EBM framework, applying the lessons learned from Maritimes Region to other regions, including National Capital Region. Looking to the future the EBM Framework could form the basis of a Cabinet directive to ensure more holistic considerations, or inform future evolution of existing directives (e.g., [Gender Based Analysis +, Climate, Nature and Economy Lens \(CNEL\)](#), [Strategic Environmental and Economic Assessment](#) ensuring a broad spectrum of considerations in DFO actions and operations.

The findings underscore the opportunity and responsibility for DFO to further embed EBM into its operational and strategic decision-making, for example, by developing a policy statement on EBM and forming a national and regional EBM working groups, following the example of the national EAFM working group. This work also highlights the potential for cross-sectoral learning and policy integration, encouraging reflection on policy hierarchies, trade-offs, and the broader implications of indirect policy instruments. As DFO continues to advance EBM, future research and expanded policy reviews, including Indigenous governance documents, will be essential to ensure inclusive, adaptive, and effective sustainable aquatic resource management.

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APPENDICES

Appendix 1. List of documents reviewed in support of the Maritimes EBM Framework listed alphabetically by source (DFO, Government of Canada, International).

Document Category	Policy Documents	Year	Link
DFO Documents			
Legal Instruments	Aboriginal Communal Fishing Licenses Regulations	2009	Aboriginal Communal Fishing Licences Regulations
Operational Program Delivery	Aboriginal Fishing Strategy	2012	Aboriginal Fisheries Strategy
Policy Instruments	Aquaculture Policy Framework	2002	Aquaculture Policy Framework
Operational Program Delivery	Atlantic Canadian loggerhead turtle conservation action plan	2011	Atlantic Canadian Loggerhead Turtle Conservation Action Plan
Policy Instruments	Atlantic Fisheries Policy review: A Policy Framework for the Management of Fisheries on Canada's Atlantic Coast	2004	Fs23-443-2004-eng.pdf
Operational Program Delivery	Canada's Oceans Action Plan (COAP) For Present and Future Generations	2005	https://waves-vagues.dfo-mpo.gc.ca/Library/315255e.pdf
Operational Program Delivery	Canada's Oceans Strategy: Our Oceans, Our Future	2002	https://publications.gc.ca/collections/Collection/Fs23-116-2002E.pdf
Policy Instruments	Commercial Fisheries Licensing Policy for Eastern Canada	2024	https://www.dfo-mpo.gc.ca/reports-rapports/regs/licences-permis/index-eng.htm
Operational Program Delivery	Coral & Sponge Conservation Strategy for Eastern Canada	2015	https://www.dfo-mpo.gc.ca/oceans/publications/cs-ce/index-eng.html
Operational Program Delivery	DFO Departmental Plan 2017-2018	2017	ARCHIVED - Departmental Plan 2017-18
Operational Program Delivery	DFO Departmental Plan 2018-2019	2018	https://www.dfo-mpo.gc.ca/rpp/2018-19/dp-eng.html
Operational Program Delivery	DFO Departmental Plan 2019-2020	2019	https://www.dfo-mpo.gc.ca/rpp/2019-20/dp-eng.html
Operational Program Delivery	DFO Departmental Plan 2020-2021	2020	https://www.dfo-mpo.gc.ca/rpp/2020-21/dp-eng.html
Operational Program Delivery	DFO Departmental Plan 2021-2022	2021	https://www.dfo-mpo.gc.ca/rpp/2021-22/dp-eng.html
Operational Program Delivery	DFO Departmental Plan 2022-2023	2022	https://www.dfo-mpo.gc.ca/rpp/2022-23/dp-eng.html
Operational Program Delivery	DFO Departmental Plan 2023-2024	2023	https://www.dfo-mpo.gc.ca/rpp/2023-24/dp-eng.html

Policy Instruments	DFO International Science Strategy	2009	https://publications.gc.ca/collections/collection_2009/mpo-dfo/Fs23-547-2009E.pdf
Operational Program Delivery	DFO-Coast Guard Reconciliation Strategy	2019	https://www.dfo-mpo.gc.ca/fisheries-peches/aboriginal-autochtones/reconciliation-eng.html
Operational Program Delivery	Federal Marine Protected Areas Strategy	2005	https://www.dfo-mpo.gc.ca/oceans/publications/fedmpa-zpmfed/index-eng.html
Policy Instruments	Fish and Fish Habitat Protection Policy Statement	2019	https://waves-vagues.dfo-mpo.gc.ca/library-bibliotheque/40971193.pdf
Policy Instruments	Fishery Monitoring Policy	2019	https://www.dfo-mpo.gc.ca/reports-rapports/regs/sff-cpd/fishery-monitoring-surveillance-des-peches-eng.htm
Policy Instruments	Framework for Aquaculture Risk Management	2019	https://www.dfo-mpo.gc.ca/aquaculture/consultations/farm-cgra/farm-cgra-eng.html
Policy Instruments	Framework for Identifying, Establishing and Managing Ecologically Significant Areas	2023	https://publications.gc.ca/collections/collection_2023/mpo-dfo/Fs23-704-2023-eng.pdf
Policy Instruments	Framework for integrating socio-economic analysis in the Marine Protected Areas designation process	2016	https://www.dfo-mpo.gc.ca/ea-ae/economic-analysis/framework-analysis-mpa-designation-cadre-analyse-designation-zpm-eng.htm
Policy Instruments	Framework To Identify Fish Habitat Restoration Priorities	2023	https://waves-vagues.dfo-mpo.gc.ca/library-bibliotheque/41104602.pdf
Policy Instruments	Guidance and Lessons Learned for Canada's Marine Protected Areas Network	2008	https://www.dfo-mpo.gc.ca/oceans/publications/ws-at/2008/index-eng.html
Policy Instruments	Guidance for the Development of Rebuilding Plans under the Precautionary Approach Framework: Growing Stocks out of the Critical Zone	2013	Guidance for the Development of Rebuilding Plans under the Precautionary Approach (PA) Framework:
Policy Instruments	Guidance on Implementation of the Policy on Managing Bycatch	2013	https://waves-vagues.dfo-mpo.gc.ca/Library/40816588.pdf
Policy Instruments	Guidelines for writing rebuilding plans per the Fish Stocks Provisions and A Fishery Decision-making Framework Incorporating the Precautionary Approach	2022	https://www.dfo-mpo.gc.ca/reports-rapports/regs/sff-cpd/precautionary-precaution-eng.htm
Policy Instruments	Integrated Aboriginal Policy Framework	2007	An Integrated Aboriginal Policy Framework

Policy Instruments	Interim Policy for Establishing Fish Habitat Banks to Support the Administration of the Fisheries Act and the Species at Risk Act	2021	Interim Policy for Establishing Fish Habitat Banks to Support the Administration of the Fisheries Act and the Species at Risk Act - February 2021
Policy Instruments	Introduction to the procedural steps for implementing the Fishery Monitoring Policy	2019	Introduction to the procedural steps for implementing the Fishery Monitoring Policy
Legal Instruments	Marine Mammal Regulations	1993	Marine Mammal Regulations
Policy Instruments	Marine Protected Areas Policy	1999	https://www.dfo-mpo.gc.ca/oceans/publications/mpa/policy-politiquezpm/index-eng.html
Policy Instruments	Maritimes Region Commercial Fisheries Licensing Policy	2021	https://www.dfo-mpo.gc.ca/reports-rapports/regs/licences-permis/maritimes/licensing-pol-permis-peche-eng.htm
Policy Instruments	National Framework for Canada's Network of Marine Protected Areas	2011	https://waves-vagues.dfo-mpo.gc.ca/Library/345207.pdf
Policy Instruments	National Framework for Establishing and Managing Marine Protected Areas	1999	https://www.dfo-mpo.gc.ca/oceans/publications/mpaf/ramework-cadrezpm/page01-eng.html
Policy Instruments	New Access Framework	2002	Fs23-443-2004-eng.pdf
Policy Instruments	New Emerging Fisheries Policy	2008	https://www.dfo-mpo.gc.ca/reports-rapports/regs/efp-pnp-eng.htm
Policy Instruments	Pathways of Effects - National Guidelines	2012	Pathways of Effects
Policy Instruments	Policy for Applying Measures to Offset Adverse Effects on Fish and Fish Habitat Under the Fisheries Act	2019	Applicants Guide Supporting the "Authorizations concerning fish and fish habitat protection regulations"
Policy Instruments	Policy for Managing Impacts of Fishing on Sensitive Benthic Areas (SBAs)	2009	Policy for managing the impacts of fishing on sensitive benthic areas
Policy Instruments	Policy and Operational Framework for Integrated Management of Estuarine, Coastal and Marine Environments in Canada	2002	https://waves-vagues.dfo-mpo.gc.ca/Library/264678.pdf
Policy Instruments	Policy for Preserving the Independence of the Inshore Fleet in Canada's Atlantic Fisheries	2010	Policy for Preserving the Independence of the Inshore Fleet in Canada's Atlantic Fisheries
Policy Instruments	Policy on Issuing Licenses to Companies (for Canada's Inshore Atlantic Fisheries)	2017	https://www.dfo-mpo.gc.ca/reports-rapports/regs/ilc-dpe/pol-eng.htm

Policy Instruments	Policy on Managing Bycatch	2019	https://www.dfo-mpo.gc.ca/reports-rapports/regs/sff-cpd/bycatch-guide-prise-access-eng.htm
Policy Instruments	Policy on New Fisheries for Forage Species	2009	https://www.dfo-mpo.gc.ca/reports-rapports/regs/sff-cpd/forage-eng.htm
Policy Instruments	Policy on scientific Integrity	2019	https://www.dfo-mpo.gc.ca/about-notre-sujet/publications/policy-politiques/science-integrity-integrite-scientifique/index-eng.html
Policy Instruments	Precautionary Approach: A fishery decision-making framework incorporating the precautionary approach	2009	https://www.dfo-mpo.gc.ca/reports-rapports/regs/sff-cpd/precaution-eng.htm
Policy Instruments	Recreational Fisheries in Canada - Operational Policy Framework	2001	https://www.dfo-mpo.gc.ca/reports-rapports/regs/op-pc-eng.htm
Operational Program Delivery	Regional Oceans Plan - Scotian Shelf, Atlantic Coast, Bay of Fundy	2014	https://www.dfo-mpo.gc.ca/oceans/publications/oceans-plan/priorities-priorites/index-eng.html
Policy Instruments	Sustainable Fisheries Framework	2022	https://www.dfo-mpo.gc.ca/reports-rapports/regs/sff-cpd/overview-cadre-eng.htm
Legal Instruments	Wrecked, Abandoned or Hazardous Vessels Act	2019	https://laws-lois.justice.gc.ca/eng/acts/w-12.3/index.html
Government of Canada			
Operational Program Delivery	Achieving a Sustainable Future: A Federal Sustainability Strategy for 2016-2019	2016	https://publications.gc.ca/collections/collection_2016/eccc/En4-136-2016-eng.pdf
Operational Program Delivery	Achieving a Sustainable Future: A Federal Sustainability Strategy for 2019-2022	2019	https://publications.gc.ca/collections/collection_2020/eccc/En4-136-2019-1-eng.pdf
Operational Program Delivery	Achieving a Sustainable Future: A Federal Sustainability Strategy for 2022-2026	2022	https://www.canada.ca/content/dam/eccc/documents/pdf/federal-sustainable-development-strategy/2022%20to%202026%20Federal%20Sustainable%20Development%20Strategy-2.pdf
Legal Instruments	Bill C-23 Historic places of Canada Act	2022	https://parl.ca/legisinfo/en/bill/44-1/c-23
Policy Instruments	Cabinet Directive on Regulation	2025	Cabinet Directive on Regulation - Canada.ca
Legal Instruments	<i>Canada Shipping Act</i>	2001	Canada Shipping Act, 2001

Legal Instruments	Canadas National Adaptation Strategy: Building Resilient Communities and a Strong Economy	2023	https://publications.gc.ca/collections/collection_2023/eccc/en4/En4-544-2023-eng.pdf
Priority Setting and Resource Allocation	Canadian Code of Conduct for Responsible Fishing	1998	https://www.dfo-mpo.gc.ca/international/dip-cdcon-eng.htm
Legal Instruments	<i>Canadian Environmental Protection Act</i>	1999	https://laws-lois.justice.gc.ca/eng/acts/c-15.31/index.html
Legal Instruments	<i>DFO Act</i>	1985	https://www.laws-lois.justice.gc.ca/eng/acts/F-15/index.html
Priority Setting and Resource Allocation	DFO Mandate Letter (Aug 19, 2016)	2016	https://www.pm.gc.ca/en/mandate-letters/2016/08/19/archived-minister-fisheries-oceans-and-canadian-coast-guard-mandate
Priority Setting and Resource Allocation	DFO Mandate Letter (Aug 28, 2018)	2018	https://www.pm.gc.ca/en/mandate-letters/2018/08/28/archived-minister-fisheries-oceans-and-canadian-coast-guard-mandate
Priority Setting and Resource Allocation	DFO Mandate Letter (Dec 13, 2019)	2019	https://www.pm.gc.ca/en/mandate-letters/2019/12/13/archived-minister-fisheries-oceans-and-canadian-coast-guard-mandate
Priority Setting and Resource Allocation	DFO Supplementary Mandate Letter (Jan 15, 2021)	2021	https://www.pm.gc.ca/en/mandate-letters/2021/01/15/archived-minister-fisheries-oceans-and-canadian-coast-guard
Legal Instruments	Federal Sustainable Development Act	2008	https://laws-lois.justice.gc.ca/eng/acts/F-8.6/index.html
Legal Instruments	<i>Fisheries Act</i>	1985	https://laws-lois.justice.gc.ca/eng/acts/f-14/page-1.html
Legal Instruments	<i>Fishing and Recreational Harbours Act</i>	1985	https://laws-lois.justice.gc.ca/eng/acts/f-24/index.html
Operational Program Delivery	Gender Based Analysis Plus: A Primer	2019	https://www.canada.ca/en/treasury-board-secretariat/services/audit-evaluation/evaluation-government-canada/gba-primer.html
Operational Program Delivery	Gender Results Framework	2021	Gender Results Framework placemat - Women and Gender Equality Canada
Operational Program Delivery	Government of Canada Adaptation Action Plan	2022	https://www.canada.ca/en/services/environment/weather/climatechange

			/climate-plan/national-adaptation-strategy/action-plan.html
Legal Instruments	<i>Impact Assessment Act</i>	2019	https://www.laws-lois.justice.gc.ca/eng/acts/l-2.75/page-1.html
Legal Instruments	<i>Oceans Act</i>	1997	https://laws-lois.justice.gc.ca/eng/acts/o-2.4/
Legal Instruments	<i>Species at Risk Act</i>	2002	https://laws-lois.justice.gc.ca/eng/acts/s-15.3/
Operational Program Delivery	Statement of Canadian Practice with respect to the Mitigation of Seismic Sound in the Marine Environment	2023	https://www.dfo-mpo.gc.ca/oceans/publications/seismic-sismique/index-eng.html
Legal Instruments	<i>The Constitution Acts, 1867 to 1982</i>	1982	https://laws-lois.justice.gc.ca/eng/const/
Policy Instruments	Treasury Board Values and Ethics Code	2011	https://www.tbs-sct.canada.ca/pol/doc-eng.aspx?id=25049
Legal Instruments	<i>United Nations Declaration on the Rights of Indigenous Peoples Act</i>	2021	https://laws-lois.justice.gc.ca/eng/acts/u-2.2/FullText.html
Operational Program Delivery	United Nations Declaration on the Rights of Indigenous Peoples Act Action Plan	2023	https://www.justice.gc.ca/eng/declaration/ap-pa/ah/pdf/unda-action-plan-digital-eng.pdf
International Documents			
Agreements	Charlevoix Blueprint for Healthy Oceans, Seas and Resilient Coastal Communities, Ocean Plastics Charter	2018	https://www.international.gc.ca/world-monde/international-relations-relations-internationales/g7/documents/2018-06-09-healthy-oceans-sante-oceans.aspx?lang=eng
Agreements	FAO Code of Conduct for Responsible Fisheries	1995	https://openknowledge.fao.org/server/api/core/bitstreams/23312a48-cb99-4abf-b7e9-4f2f38604695/content
Agreements	FAO Technical Guidelines for Indicators of sustainable development of marine fisheries	1999	https://openknowledge.fao.org/server/api/core/bitstreams/22bed37c-4b72-47f1-b3e4-54ce604e15b0/content
Agreements	FAO Technical Guidelines for the ecosystem approach to fisheries	2003	https://www.fao.org/4/Y4470E/y4470e00.htm#Contents
Agreements	Kunming-Montreal Global Biodiversity Framework. Convention on Biological Diversity, December, 1–14.	2022	https://www.cbd.int/doc/decisions/cop-15/cop-15-dec-04-en.pdf
Agreements	The Zero Draft of the Post-2020 Global Biodiversity Framework	2020	OECD Web Archive

Agreements	United Nations Convention on the Law of the Sea	1982	https://www.un.org/depts/los/convention_agreements/texts/unclos/unclos_e.pdf
Agreements	United Nations Declaration on the Rights of Indigenous Peoples	2007	ohchr.org/sites/default/files/Documents/Publications/Declaration_indigenous_en.pdf
Agreements	Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries	2015	https://openknowledge.fao.org/items/6090777d-ded2-4c7c-9f00-a032fdc2690f

Appendix 2 Examples of excluded legal and policy documents

Scale	Title
Department (DFO)- Specific	<ul style="list-style-type: none"> • Department of Transport Act (1985) • Coastal Fisheries Protection Act (2019) • Memorandum of Understanding between Fisheries and Oceans Canada (DFO) and Transport Canada (TC) regarding safety at Sea of Commercial Fish Harvesters (2014)
Overarching: Whole of Government	<ul style="list-style-type: none"> • Quality of Life Framework • Social Determinants of Health • National Shipbuilding Strategy (2010) • Canada Marine Act (1998) • Canadian Navigable Waters Act, 1985 • Canada National Marine Conservation Areas Act (2002) • Standards and Guidelines for the Conservation of Historic Places in Canada (2010) • Heritage Lighthouse Protection Act (2008) • Federal Public Service Workplace Mental Health Strategy (2016) • Reconciliation: The Fundamentals (Primer and Guide) (2020) • Indigenous Languages Act (Bill C - 91) (2019) • Key Health Inequalities in Canada: A National Portrait (2018) • The Greening Government Strategy: A Government of Canada Directive (2020) • Canada's Policy for the Conservation of Wild Atlantic Salmon (2009) • Ecological Risk Assessment Framework (ERAF) for Coldwater Corals and Sponge Dominated Communities (2013)
International	<ul style="list-style-type: none"> • Convention Concerning the Protection of the World Cultural and Natural Heritage (1972)

Appendix 3 Summary of Documents Reviewed (Raw Data)

Explanation

Appendix 2 presents the raw data in a simple format as follows. Note that since a table was developed for each of the 90 documents the tables are not labelled with numbers.

Title

Brief summary (~100 words)

Table capturing illustrative statements coded to the relevant EBM Pillar. Not all policies have identified illustrative statements and therefore may not have a table.

Relevant EBM Pillar	Illustrative Statements
EBM Pillar	“Statement” (EBM Objective).

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Answer: Yes/No/Partially with explanation.

Aboriginal Communal Fishing Licenses Regulations

The Aboriginal Communal Fishing Licenses Regulations falls under the *Fisheries Act* and replaces ‘Aboriginal Fisheries Agreements Regulations.’ These regulations establish the right for the Minister to issue communal licenses to an aboriginal organization to carry on fishing and related activities in Canadian marine fishing waters and inland waters including the tidal waters in and adjacent to Manitoba although they do not apply in respect of national parks (Governance, Legal Obligations and Structures and Processes)). These regulations were last amended in 2009 and are current to 2020.

Relevant EBM Pillar	Illustrative Statements
Ecological	<p>“For the proper management and control of fisheries and the conservation and protection of fish, the Minister may specify...any condition respecting...:</p> <p>a. The species and quantities of fish that are permitted to be taken or transported” (5(1)).</p> <p>There are many other conditions that the Minister may specify conditions for including spatial and temporal considerations (d), gear usage (c & e) and the maximum number of persons allowed to fish at one time (i).” (Productivity)</p>
Governance	<p>4 (1) The Minister may issue a communal license to an aboriginal organization to carry on fishing and related activities. (Structures and Processes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. These regulations support the frameworks Governance pillar objectives of Legal Obligations and Structures and Processes by specifying a role that Aboriginal groups can take in fisheries. Further, this

short document specifies the ability of the Minister to specify conditions for the purposes of the conservation and protection of fish (Section 5(1)).

This document establishes authority for communal licensing for both food, social and ceremonial fishing and communal commercial fishing, which is a different governance framework than either the recreational or commercial fisheries. For example, where the Minister does not designate the persons who may fish the licence issued to the Indigenous community, then the Indigenous community may designate the persons, which is not limited in any way. This provides Indigenous communities with latitude to address social, economic and other goals through participation in the fisheries.

Aboriginal Fisheries Strategy

The Aboriginal Fisheries Strategy was developed in response to the Supreme Court case R. v. Sparrow (1990) where the court found that the Musquem First Nation has an Aboriginal right to fish for food, social and ceremonial purposes. “The Supreme Court found that where an Aboriginal group has a right to fish for food, social and ceremonial purposes, it takes priority, after conservation, over other uses of the resource. The Supreme Court also indicated the importance of consulting with Aboriginal groups when their fishing rights might be affected.” This case was novel in that the court found that Sparrow (defendant) did not require a treaty or similar document to support his right to fish but rather was allowed to rely on his right to fish as a historical practice rather than a treaty right.

The AFS is applicable where DFO manages the fishery and where land claims settlements have not already put a fisheries management regime in place. Although the AFS has a number of components (including the types of fisheries agreements negotiated under AFS), for the purposes of the Maritimes EBM Framework the objectives of the AFS are listed below.

Relevant EBM Pillar	Illustrative Statements
Economic	“To contribute to the economic self-sufficiency of Aboriginal communities.” (Sustainability)
Social and Cultural	“To provide a framework for the management of fishing by Aboriginal groups for food, social and ceremonial purposes.” (Culture)
Governance	“To provide a framework for the management of fishing by Aboriginal groups for food, social and ceremonial purposes.” (Legal Obligations) “To provide Aboriginal groups with an opportunity to participate in the management of fisheries, thereby improving conservation, management and enhancement of the resource.” (Legal Obligations) “To provide a foundation for the development of self-government agreements and treaties.”(Legal Obligations) “To improve the fisheries management skills and capacity of Aboriginal groups.” (Sustainable Communities)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. The AFS provides background and policy language to all Main Objectives of the Governance Pillar as described above. Economic and Social Pillars are also supported in these statements.

Achieving a Sustainable Future: A Federal Sustainability Strategy for 2022-2026

The Federal Sustainable Development Strategy (FSDS)—developed by the Minister of Environment and Climate Change for the years 2022-2026—sets out a path for the Government of Canada to move toward a clean environment in which all Canadians can live and work. Where the 2019-2022 FSDS included “13 goals that supported 12 of the 17 SDGs”, the 2022 to 2026 FSDS “was organized around all 17 SDGs, with a focus on their environmental aspects”. Such environmental aspects were reflected in the strengthened *Federal Sustainable Development Act* which added a clarification on the scope of sustainable development and the addition of the following principle: “Sustainable development is based on an efficient use of natural, social and economic resources and the need for the Government of Canada to integrate environmental, economic and social factors in the making of all of its decisions”. Additionally, this current strategy supports all 17 of the UN 2030 Agenda and Sustainable Development Goals. This document builds on two previous FSDS 2016-2019 and 2019-2022 (summary below).

Additionally, this document provides a “whole-of-government view of priorities and actions to advance sustainable development” by bringing together “sustainable development goals, targets, short-term milestones and implementation strategies from across the Government of Canada together in one place.” (p.6) For example, “101 federal organizations will play a role in achieving the strategy’s goals and targets, compared with 42 in the previous FSDS “ and “although the FSDS is a domestic strategy, it directly supports 52 targets included in the 2030 Agenda’s Global Indicator Framework and indirectly supports an additional 60 targets”. It is also noted that “Wherever possible, the FSDS aligns with the Canadian Indicator Framework for the Sustainable Development Goals, the Quality of Life Framework and the Gender Results Framework”.

In an effort to strengthen transparency and sustainability the ECCC led a large public consultation, “the draft 2022 to 2026 Federal Sustainable Development Strategy was released on March 11, 2022, for a 120-day public consultation period.” A section titled “Listening to Canadians” can be found in the final strategy and outlines what was heard in these consultations around what was liked by the public and what feedback was received on areas for improvements.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	For the first time, to align with the strengthened Federal Sustainable Development Act, the scope of the 2022 to 2026 Federal Sustainable Development Strategy (FSDS) encompasses all three dimensions of sustainable development—social, economic and environmental
Ecological	“Protecting critical habitat essential for the survival or recovery of species at risk, such as where they give birth, hatch, feed or raise their young” (Habitat)

	<p>as we work to advance sustainable development by promoting clean and inclusive growth, taking action on climate change, working to halt and reverse the loss of biodiversity, and improving the quality of life for all Canadians, now and for future generations. (Message from the Minister) (Biodiversity)</p>
Economic	<p>At the same time, it emphasizes the importance of ensuring a healthy economy and a healthy environment for Canadians today— for example, by supporting businesses and workers so that they can succeed in the clean growth economy (Sustainable Development and Principles - Goals 5 and 8). (Efficiency)</p>
Social and Cultural	<p>For the first time, the FSDS includes social and economic targets and actions without an environmental dimension, including poverty in Goal 1, education in Goal 4, inequality in Goals 5 and 10, and affordable housing in Goal 11. (Sustainable Development Vision And Principles) (Ethical and Just Activities; Sustainable Communities)</p> <p>The 2022 to 2026 strategy’s goals, targets and implementation strategies reflect a commitment to intergenerational equity, or the principle that the needs of the current generation should be met without compromising the ability of future generations to meet their own needs. (Ethical and Just Activities)</p> <p>as we work to advance sustainable development by promoting clean and inclusive growth, taking action on climate change, working to halt and reverse the loss of biodiversity, and improving the quality of life for all Canadians, now and for future generations. (Message from the Minister) (Health and Wellbeing)</p> <p>Canada is promoting intergenerational equity through its measures to assess the state and value of our ecosystems and environment; Actions to promote intergenerational equity in the FSDS include minimizing economic and social risks for future generations by driving down emissions and taking action to minimize current and future harm from climate change (Goal 13); ensuring that Canadians have clean air to breathe and clean water to drink (Goals 6 and 11); conserving Canada’s unique ecosystems and the services they provide, including those key to food security such as pollination and access to traditional foods (Goals 14 and 15); and supporting high-quality education (Goal 4) and infrastructure (Goals 7, 9, and 11) so that future generations can prosper and thrive. (Sustainable Development Vision And Principles) (Health and Wellbeing)</p>
Governance	<p>“Reconciliation is central to Canada’s approach to conserving coasts and oceans” (Legal Obligations)</p> <p>Taking a whole-of-government approach, it brings sustainable development goals, targets, milestones and implementation strategies across 101 federal organizations together in one place. (Structures and Processes)</p> <p>The Minister of Environment and Climate Change takes into account demographic considerations such as age, gender and diversity when appointing members of the</p>

	<p>Sustainable Development Advisory Council. This helps ensure that the council reflects the diversity of Canadian society and that the voices of Canadians of all ages can shape this and future strategies (Sustainable Development Vision And Principles) (Structures and Processes)</p> <p>As required by the strengthened Federal Sustainable Development Act, all targets in the 2022 to 2026 strategy are measurable and include a time frame. The 2022 to 2026 strategy also reflects lessons learned through the 4 previous FSDS cycles.(Outcomes)</p>
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The following programs were featured in the 2022-2026 FSDS:

- Quality of Life Framework
- Greening Government Strategy
- Strategic Environmental Assessments
- Canadian Indicator Framework; Global Indicator Framework
- Integrated Climate Lens (ICL) (tool)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes.

The document highlights that the 2022-2026 takes “An Integrated View of Sustainable Development” and supports a whole of government approach as well as all of the four EBM Pillars. For example, “The final 2022 to 2026 FSDS includes social and economic targets to provide a more balanced view of the three dimensions of sustainable development.”

Along with strong support for all governance and Social and Cultural Objectives, this document highlights the importance of intergenerational equity - to meet the needs of the present without compromising the ability of future generations to meet their own needs.

Achieving a Sustainable Future: A Federal Sustainability Strategy for 2019-2022 and 2016-2019 Summary

“The Federal Sustainable Development Strategy (FSDS) fulfills the requirements of the *Federal Sustainable Development Act* (the Act), passed by Parliament in 2008, by rendering environmental decision-making more transparent and accountable to Parliament. It responds to a decade of criticism by the Commissioner of the Environment and Sustainable Development (CESD), Parliamentarians, non-governmental organizations (NGO) and others, that the previous system did not deliver the intended results. “ Please note that other FSDS include the original strategy in **2010** “Planning for a sustainable future: a federal sustainable development strategy for Canada as well as an update in 2013 (**2013-2016**). These two versions were not included for the sake of time, as well as specific access was needed through the archives.

Key points 2016-2019 (Fall 2017 updated version)

- After the initial FSDS was released in 2016, two updated versions have been made available (Spring and Fall 2017). The updated Fall 2017 version reflects updates, progress and provides “early results for short-term milestones supporting each of our 13 FSDS goals.” The Fall 2017 Update includes “more than 700 actions from departments’ and agencies’ Departmental Sustainable Development Strategies”, providing a detailed account of progress towards FSDS targets.
- The Strategy is composed of a vision, 13 goals, targets and milestones for each goal, and information regarding various initiatives to achieve these goals. The 13 FSDS aspirational goals roughly align with the 17 SDGs:



Figure shows aspirational, long term goals.

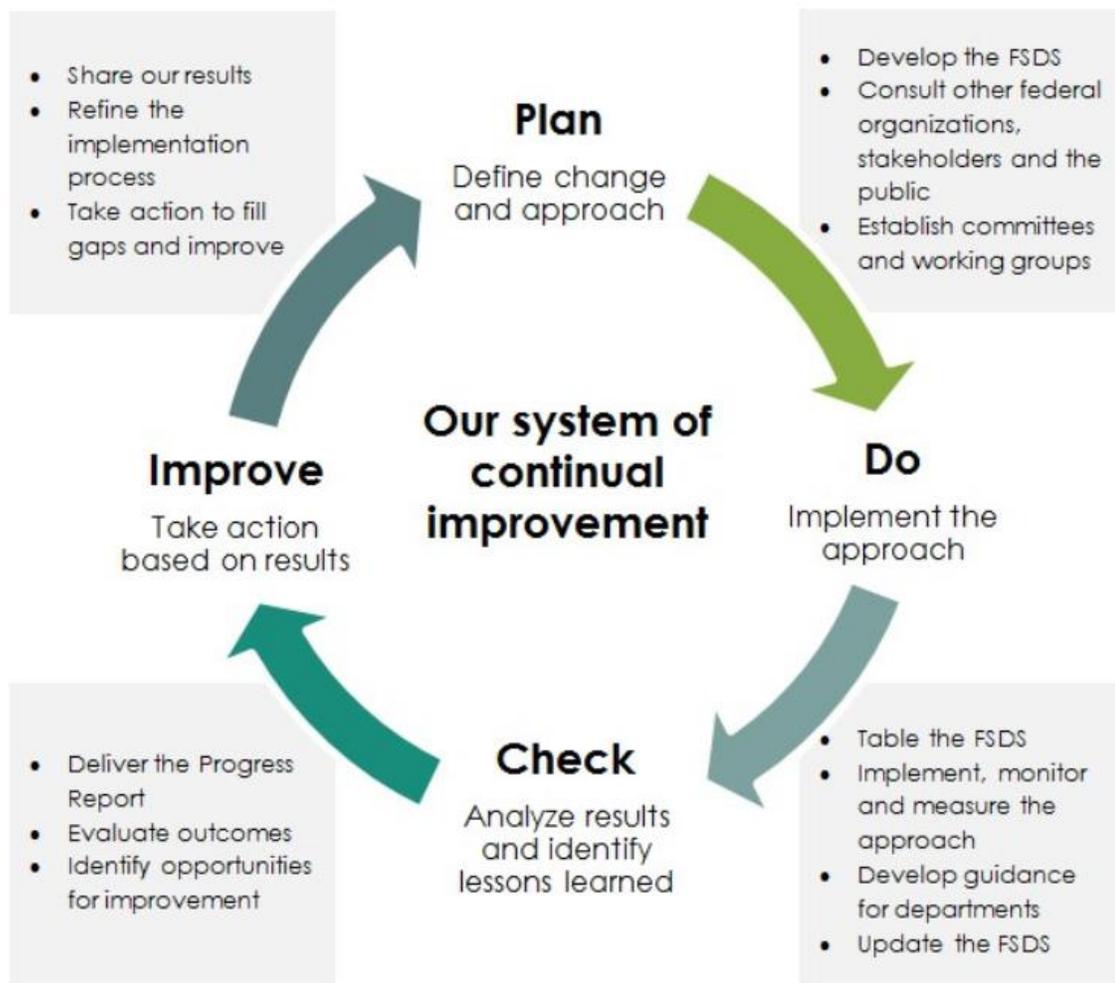


Figure shows the “Plan, Do, Check, Improve” System.

Key points 2019-2022

- The 2019-2022 strategy continues to use the 13 goals to structure the document,
- Low carbon government is now greening government – all other FSDS goals are the same
- The document outlines cross-cutting priorities across goals including the Rights of Indigenous peoples and the Environmental Effects Considered in Policy and Implementation. The Minister of DFO-CGC is responsible for 2 of these goals which are examined below:
- Healthy Oceans & Coasts (DFO responsibility; p.54)
- Sustainable Food (partial DFO responsibility; p.88)

Canada’s G7 Presidency: Outcomes from Canada’s G7 summit in 2018 are highlighted—two out of three which are directly relevant to ocean management:

- Charlevoix Blueprint for Healthy Oceans, Seas and Resilient Coastal Communities and the Ocean Plastics Charter

- Relevant Indicators for measuring progress on the 2019-2022 FSDS for DFO:
 - Marine conservation: Canada’s conserved areas (marine)
 - Sustainable fisheries: Sustainable Fish Harvest
 - Sustainable Aquaculture: Management of Canadian aquaculture

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	The strategy focuses on transparent and integrated decision-making, a key principle of sustainable development, by making links to economic and social policy.
Ecological	<p>“All species have healthy and viable populations”(FSDS2019) (Biodiversity)</p> <p>“lowering risks posed by aquatic invasive species to Canada’s coastal ecosystems through updates to Canada’s Ballast Water regulations, giving effect to the International Ballast Water Convention in Canada” (FSDS2019) (Biodiversity)</p> <p>“Coasts and Oceans support healthy, resilient, and productive ecosystems”(FSDS2019)(Productivity)</p>
Social and Cultural	“Reconciliation is central to Canada’s approach to conserving coasts and oceans” (FSDS2019) (Legal Obligations)
Governance	<p>“Reconciliation is central to Canada’s approach to conserving coasts and oceans” (FSDS2019) (Legal Obligations)</p> <p>“Achieve 90% compliance with <i>Fisheries Act</i> regulations related to aquaculture” (FSDS 2019)(Outcomes)</p> <p>The strategy focuses on transparent and integrated decision-making, a key principle of sustainable development, by making links to economic and social policy. This is achieved, in part, through applying strategic environmental assessment (SEA), which helps the government take environmental impacts into account when developing policy and making decisions. With the 2016–2019 strategy, the government has reaffirmed its commitment to applying SEA.” (FSDS2016)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document supports the Ecological Pillar of the Maritimes EBM Framework through its mention of the precautionary approach (p.10) as well as concerns regarding ecosystem productivity (p. 54; long-term goal), biodiversity (p.54, 57-58, 78), and habitat (54; medium-term target). For the marine space, socio-economic considerations are made in marine spatial planning (p.54) and are considered essential government wide per the Sustainable Development Advisory Council (p.4). Further, the importance of fish as food is recognized in the Sustainable Food Goal.

Also relevant for the EBM Framework are the principles that guide the FSDS, as well as passages from non-DFO-CGC specific goals (i.e., Healthy Wildlife Populations [p.76]).

Aquaculture Policy Framework

Cabinet endorsed the Federal Aquaculture Development Strategy (FADS) in 1995 and affirmed DFO as the lead federal agency responsible for sustainable aquaculture development. As a key federal priority, the Aquaculture Policy Framework was developed in response to FADS and more recent opportunities and challenges relating to aquaculture development. This document “describes DFO’s vision for aquaculture development” and “ defines in broad terms how we will work with the provinces, territories, aquaculture industry and individual Canadians to create the conditions necessary to enable the responsible growth and sustainable development of this important Canadian industry”.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	<p>DFO will support aquaculture development in a manner consistent with its commitments to ecosystem-based and integrated management, as set out in departmental legislation, regulations and policies.</p> <p>“DFO is committed to supporting a number of key sustainability themes: integrated and ecosystem-based management”</p>
Economic	<p>“achieving DFO’s vision will also require that the department continue to broaden its approach and, where relevant, increase the level of importance it places on the socio-economic benefits of aquaculture development.” (Efficiency)</p> <p>"Consistent with the general trend toward increased Aboriginal self-employment, Aboriginal communities are also playing an instrumental role in the development of Canada's aquaculture sector through the creation of their own community owned and operated aquaculture companies." (Sustainability)</p> <p>“opportunities for Aboriginal communities” (equity)</p> <p>“DFO will strive to ensure that its own legislative and regulatory frameworks enable the aquaculture sector to develop on an even footing with other sectors.” (Sustainability)</p>
Social and Cultural	<p>Opportunities for Canadians: “Specific benefits for Canadians currently include the following :opportunities for Aboriginal communities” (Culture)</p> <p>Opportunities for Canadians: “Specific benefits for Canadians currently include the following: the assurance of high-quality, safe, competitively priced and nutritious seafood” (Health and Wellbeing)</p>
Governance	<p>"DFO will respect constitutionally protected Aboriginal and treaty rights and will work with interested and affected Aboriginal communities to facilitate their participation in aquaculture development." (Legal Obligations)</p>

	<p>"DFO will address issues of public concern in a fair and transparent manner, based on science and risk-management approaches endorsed by the Government of Canada." (structures and processes)</p> <p>"Recognizing that aquaculture is a legitimate use of land, water and aquatic resources, DFO will work with provincial and territorial governments to provide aquaculturists with predictable, equitable and timely access to the aquatic resource base." (Outcomes)</p>
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. In particular the last five rows of the above table list sustainability themes which are in line with all pillars of the Maritimes EBM Framework with a focus on providing support to the aquaculture industry but also taking into account ‘socio-economic considerations’—which is a phrase present in many policies but is ambiguous. Further, the Ecological Objectives are not thoroughly addressed but the document does specify it is guided by an ecosystem approach. The extent to which this framework offers increased specificity/secondary objectives is unclear.

Atlantic Canadian loggerhead turtle conservation action plan

This action plan addresses the incidental capture of loggerhead sea turtles (*Caretta caretta*) and is a result of a Recovery Potential Assessment held in 2010. Therefore, this action plan falls under the categories of frameworks rather than policy. The document lays out threats to the species (primarily bycatch) and conservation efforts. For the purpose of informing the EBM Framework development, strategies are listed below to inform the development of secondary objectives – particularly as they relate to bycatch (i.e., Ecological Pillar).

Relevant EBM Pillar	Illustrative Statements
Ecological	"Introduce fishery management measures to mitigate bycatch" (Biodiversity)
Governance	Enhance monitoring and data collection for loggerhead turtles (Outcomes) Continued International Cooperation and Capacity Building (Structures and Processes)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. The policy supports strategies at limiting bycatch in support of the Productivity and Biodiversity Main Objectives of the EBM Framework. Outside of that, this framework is species-specific and directly only speaks to a couple of capture fisheries (i.e., tuna and swordfish pelagic longline fisheries). Further, the policy states that mitigation actions in Canadian fisheries alone “may not result in substantive changes in loggerhead productivity... Nonetheless, it is necessary to explore the extent to which more can be done...”. This supports an ecosystem approach view of resource management: managing

impacts in only one or a few fisheries, absent other concerns, domain will not achieve a sustainable ecosystem.

Atlantic Fisheries Policy Review: Framework for the Management of Fisheries on Canada’s Atlantic Coast

The Atlantic Fisheries Policy Review (AFPR) is a result of an extensive consultation process that began in 2009. The AFPR Framework “presents clear objectives to guide decision-making in the Atlantic fishery.” It places conservation of resources as the central priority and sets a path for a greater role for resource users (and others) in decision-making. Outlined in the table below are relevant principle statements in support of the EBM Framework.

There are four policy strategies developed by AFPR “to ensure that conservation is the paramount priority for resource management and that all fishing activities are conducted at sustainable levels. The strategies are to:

- develop and adopt a comprehensive risk-management framework that incorporates precautionary decision making;
- develop and adopt ecosystem-based management;
- conduct fishing activities within an enforceable regulatory framework; and
- promote a conservation ethic and responsible harvesting operations.”

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	“To ensure ecosystem integrity and protect biodiversity, the integrated management process for the use of ocean resources and spaces will involve the identification of ecosystem-based management objectives relating to biodiversity, productivity, and the physical and chemical properties of the ecosystem and that aim to conserve enough components (ecosystems, species, populations, etc.) to maintain the natural resilience of the ecosystem.”
Ecological	<p>“Conservation of marine resources and habitat, and rebuilding of resources and restoration of habitat where necessary, will remain the highest priority for the management of all fisheries. Within the limits of available knowledge, all fishing activities will be conducted in a manner that leads to sustainable levels of resource use.” (section 2.2) (Productivity; Habitat)</p> <p>“Conservation of fisheries resources and habitat — defined as sustainable use that safeguards ecological processes and genetic diversity for present and future generations — is the first priority of fisheries management decision making.” (Biodiversity)</p>
Economic	"The Atlantic fisheries will become a biologically sustainable resource supporting fisheries that...are sustainable and economically viable, contributing to the economic base of coastal communities" (Sustainability)

	<p>“Self-reliant fisheries and collaboration among all orders of government will contribute to the well-being of coastal communities. To be more self-reliant, resource users will have more flexibility to make decisions about their own economic and social objectives.” (Section 2.2) (Sustainability)</p> <p>“The access and allocation of fisheries resources will be more stable and predictable, and decisions will be made and conflicts resolved through fair, transparent and rules-based processes.” (Equity)</p>
Social and Cultural	<p>“Fisheries management decision-making processes will be more inclusive so that resource users and others will have appropriate opportunities to participate.” (Ethical and Just Activities)</p> <p>“clarify what its role should be in supporting viable coastal communities” (Sustainable Communities)</p>
Governance	<p>“facilitate Aboriginal participation in policy planning and decision making” (Legal Obligations)</p> <p>The Minister will consider the result of these discussions in decisions concerning the use of fisheries resources and those about the broader uses of ocean resources, as envisaged in the integrated management planning process established as part of Canada’s Oceans Strategy. (Legal Obligations)</p> <p>“Participants will be effectively involved in fisheries management decision-making processes at appropriate levels; they will contribute specialized knowledge and experience, and share in accountability for outcomes.” (Structures and Processes)</p> <p>“The access and allocation of fisheries resources will be more stable and predictable, and decisions will be made and conflicts resolved through fair, transparent and rules-based processes.” (Outcomes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document supports EBM (section 3.1 and 3.2), Integrated management (section 3.2), and a move to a less centralized management: “To achieve the vision of biologically sustainable resources supporting self-reliant and viable fisheries, there will be a continued shift away from strictly top-down management to shared stewardship” (Vision). The outline of the document is amenable to the EBM Framework. Chapter 2 presents the vision through 4 objectives and 9 principles. Chapters 3-6 build on these principles with statements; 3 — sustainable fisheries (Ecological and Governance Pillars); 4 — increased self-reliance for resource users (Governance, Economic, and Social); 5 — stability in access to resource use (Economic and Governance); and 6 — shared stewardship (Governance). Further, this document supports other documents reviewed in this analysis (that in turn support EBM) including the Canadian Code of Conduct for Responsible Fishing Operations (cited in Section 3.2.4) and access related policies (i.e., New Access Framework; Emerging Fisheries Policy—cited in Section 5.2.2).

Bill C-23 Historic Places of Canada Act

“An Act respecting places, persons and events of national historic significance or national interest, archaeological resources and cultural and natural heritage”

“The Act, among other things,
 (a) sets out the powers, duties and functions of the federal minister responsible for the Act respecting, among other things,
 (i) the designation of places, persons and events that are of national historic significance or national interest,
 (ii) the protection and conservation of the heritage value of certain places that are of national historic significance or national interest,
 (iii) the protection and conservation of certain archaeological resources,
 (iv) the implementation of the Convention Concerning the Protection of the World Cultural and Natural Heritage, and
 (v) the establishment of a program for the commemoration of deceased prime ministers of Canada at their grave sites or other appropriate places;”

Relevant EBM Pillar	Illustrative Statements
<p>Social and Cultural</p>	<p>34 (3) Regulations made under this section may authorize the superintendent of a federal historic place administered by the Agency, in the circumstances and subject to the limits that may be specified in the regulations, (a) to vary any requirement of the regulations for purposes of public safety or the protection and conservation of cultural, historical and archaeological resources in that place; (c) to order the taking of any action to counter any threat to public health or to remedy the consequences of any breach of the regulations in that place; and (Health and Wellbeing)</p> <p>“An Act respecting places, persons and events of national historic significance or national interest, archaeological resources and cultural and natural heritage”... “is a legislative project to ensure the continued stewardship of historic places in Canada”. (Culture)</p> <p>Whereas Parliament recognizes that historic places encompass tangible and intangible features and may be cultural landscapes that represent the combined works of nature and humankind and that illustrate the relationship between peoples and lands; (Culture)</p>
<p>Governance</p>	<p>Whereas Parliament recognizes the Government of Canada’s leadership role in protecting and conserving the heritage value of historic places in Canada and, in accordance with the Convention Concerning the Protection of the World Cultural and Natural Heritage, the outstanding universal value of World Heritage sites; (Legal Obligations)</p>

	<p>Restriction of Navigation</p> <p>33 The Minister may restrict or prohibit the navigation, anchoring or mooring of vessels in historic canals, including for the purposes of (a) managing water levels; (b) keeping navigation channels open; and (c) conducting repair and maintenance work. (Legal Obligations)</p> <p>Whereas Parliament recognizes that historical research must be undertaken ethically and grounded in the principle of integrity, which includes respect for Indigenous knowledge and community knowledge, including knowledge shared through oral histories;</p> <p>And whereas Parliament is guided by the principles of inclusivity, transparency and sustainability and recognizes that the conservation of historic places is an environmentally responsible practice; (Structures and Processes)</p> <p>Whereas Parliament recognizes that historic places are significant sources of pride and enjoyment and that it is in the public interest to protect and present them for present and future generations; (Outcomes)</p>
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes, this framework ultimately supports the Culture (Social and Cultural) Objectives of the EBM Framework. Additionally, some statements support Governance Objectives (Legal Obligations; Structures and Processes; Outcomes).

Cabinet Directive on Regulation

The Cabinet Directive on Regulation (which replaced the Cabinet Directive on Regulatory Management in 2012) sets out the Federal Government’s “expectations and requirements in the development, management, and review of federal regulations” (Purpose). This applies to all regulations under section 6 of the Statutory Instruments Act. Although it doesn’t directly apply to all government regulations, regulation-making authorities are strongly encouraged to follow and apply this directive.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	Regulations protect and advance the public interest and support good government: Regulations are justified by a clear rationale in terms of protecting the health, safety, security, social and economic well-being of Canadians, and the environment.
Economic	"Regulations support a fair and competitive economy: Regulations should aim to support and promote inclusive economic growth, entrepreneurship, and innovation for the benefit of Canadians and businesses. Opportunities for regulatory

	<p>cooperation and the development of aligned regulations should be considered and implemented wherever possible.” (Efficiency)</p> <p>“Departments and agencies are to examine the potential positive and negative impacts of a proposed regulation and its feasible alternative options on Canadians, business, governments and the environment, and identify how impacts are distributed across the various parties. When it is not possible to quantify the benefits or costs, a rigorous qualitative analysis of costs or benefits in support of the regulatory proposal is required.” (Equity)</p>
Social and Cultural	<p>Regulations protect and advance the public interest and support good government: Regulations are justified by a clear rationale in terms of protecting the health, safety, security, social and economic well-being of Canadians, and the environment. (Health and Wellbeing)</p>
Governance	<p>The regulatory process is modern, open, and transparent: Regulations, and their related activities, are accessible and understandable, and are created, maintained, and reviewed in an open, transparent, and inclusive way that meaningfully engages the public and stakeholders, including Indigenous peoples, early on. (Structures and Processes)</p> <p>Regulatory decision-making is evidence-based: Proposals and decisions are based on evidence, robust analysis of costs and benefits, and the assessment of risk, while being open to public scrutiny. (Outcomes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document provides primarily Governance support to the EBM Framework but supporting Legal obligations to Indigenous peoples (section 3.2, 4.1.2), Structures and Processes (sections 3.2, 3.3, 4.1.1, 5.2.1, and 5.2.2) and Outcomes (sections 3.2-3.4 and 4.1.1). Further, the Directive provides support for considering the benefits of regulations to the “social and economic wellbeing of Canadians, and the environment” (section 3.1). This government-wide policy supports central aspects of the EBM Framework.

Canada Shipping Act

‘An Act respecting shipping and navigation to amend the Shipping Conferences Exemption Act, 1987 and other Acts’. Both the Minister of Transport and the Minister of Fisheries and Oceans are both administrators of the Act. The *Canada Shipping Act, 2001* is a lengthy act that lays out the following objectives:

- a. “protect the health and well-being of individuals, including the crews of vessels, who participate in marine transportation and commerce;
- b. promote safety in marine transportation and recreational boating;
- c. protect the marine environment from damage due to navigation and shipping activities;

- d. develop a regulatory scheme that encourages viable, effective and economical marine transportation and commerce;
- e. promote an efficient marine transportation system;
- f. develop a regulatory scheme that encourages the viable, effective and economical use of Canadian waters by recreational boaters;
- g. ensure that Canada can meet its international obligations under bilateral and multilateral agreements with respect to navigation and shipping;
- h. encourage the harmonization of marine practices; and
- i. establish an effective inspection and enforcement program.” (Part 1, Section 6)

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	(h) encourage the harmonization of marine practices; and (Section 6)
Ecological	(c) protect the marine environment from damage due to navigation and shipping activities; (Section 6) (Productivity; Biodiversity; Habitat)
Economic	(d) develop a regulatory scheme that encourages viable, effective and economical marine transportation and commerce; (Section 6) (Efficiency)
Social and Cultural	<p>(a) protect the health and well-being of individuals, including the crews of vessels, who participate in marine transportation and commerce;</p> <p>(b) promote safety in marine transportation and recreational boating; (Part 1, Section 6)</p>
Governance	<p>(g) ensure that Canada can meet its international obligations under bilateral and multilateral agreements with respect to navigation and shipping; (Section 6) (Legal Obligations)</p> <p>172 (1) The Minister may establish an advisory council in respect of any geographic area for the purpose of advising the Minister with respect to this Part.</p> <p>(2) Each advisory council is to be composed of no more than seven members who are appointed to the council by the Minister and who, in the Minister’s opinion, can represent the communities and interests potentially affected by an oil spill in that area (Structures and Processes)</p> <p>(i) establish an effective inspection and enforcement program.” (Part 1, Section 6) (Outcomes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. Although this document doesn’t directly provide language in support of an EBM, it outlines the Minister of Fisheries responsibilities in relation to the Act as they relate to pollution control and

navigation. Part 1, Section 35.1 (1) states the Minister's (Transport) power to recommend regulations for the impact of navigation and shipping activities on the marine environment. Part 5 references vessel traffic services, aids to navigation, search and rescue, and enforcement, regulations and offences and punishment. Further the Minister of Fisheries and Oceans can make regulations respecting maritime search and rescue (regulations made under subsection 136(2)).

The Minister of Fisheries and Oceans also has responsibility in Part 8, 'Pollution Prevention and Response — Department of Transport and Department of Fisheries and Oceans,' to designate pollution response officers (Part 8, Section 174.1(1)), and to take the measures he or she considers necessary to address a vessel or an oil handling facility that has discharged, is discharging or may discharge a pollutant (Part 8, Section 180(1)).

Note: Annex 1 and II of this document outline "International Conventions, Protocols and Resolutions" related to shipping and pollution that may offer further support for various EBM objectives.

Canada's National Adaptation Strategy: Building Resilient Communities and a Strong Economy

This strategy presents "a shared vision for how all levels of government can focus policy efforts to protect our communities and effectively advance climate adaptation" and provides guiding principles such as fairness, inclusivity, and proactive prevention. The Strategy complements other national and Pan-Canadian strategies that are building resilience and reducing greenhouse gas emissions in Canada, including Canada's 2030 Emissions Reduction Plan, National Housing Strategy, Poverty Reduction Strategy, Canadian Wildland Fire Strategy, the Emergency Management Strategy for Canada, and others. Additionally, the Strategy aligns with Canada's commitments under the Paris Agreement.

The first section of the strategy summarizes linkages between climate change, impacts and human health, safety, etc., and presents 5 'systems' where adaptation efforts are most critical with associated near-term targets and long-term goals: Disaster resilience, health and wellbeing, nature and biodiversity infrastructure, and economy and workers. Ultimately, the Strategy aims to reduce climate risk, protect communities, and strengthen Canada's economy through coordinated action.

Figure 4. National Adaptation Strategy Systems



Figure shows the National Adaptation Strategy Systems.



Figure shows the Guiding Principles of the strategy.

Relevant EBM Pillar	Illustrative Statements
<p>Holistic Concept</p>	<p>Our collective adaptation actions enhance our well-being and safety, promote justice, equity, and reconciliation with Indigenous Peoples, and secure a thriving natural environment and economy for future generations.</p> <p>Restoring, conserving and protecting the natural environment with an understanding of future climate can support the land and everything that relies on it.</p>
<p>Ecological</p>	<p>1 Human activities are transformed to halt and reverse biodiversity loss, and enhance ecosystem connectivity and resilience. (Biodiversity)</p>
<p>Economic</p>	<p>Canada’s economy is structured to anticipate, manage, adapt, and respond to climate change impacts; and to actively advance new and inclusive opportunities within a changing climate, particularly for communities at greater risk, Indigenous Peoples, and vulnerable economic sectors. (Equity)</p> <p>5 Adaptation increases the resiliency and reliability of Canada’s supply chains in the face of climate change impacts which strengthens Canadian competitiveness and supports robust and sustainable economic growth. (Sustainability)</p> <p>Given that virtually all economic sectors in Canada’s coastal regions (particularly fisheries, tourism, transportation, energy and infrastructure) will be either directly or indirectly impacted by climate change, innovative and regional adaptation solutions will be needed to minimize economic impacts. (Efficiency)</p>
<p>Social and Cultural</p>	<p>The environment also supports our recreational, health, and spiritual needs. Many of our cultural identities are closely tied to our connection with the natural environment, where the intrinsic value of nature shapes our sense of self and connection to the land. (Health and Wellbeing; Culture)</p> <p>Advance equity and climate and environmental justice Adaptation efforts must act to advance climate justice and more broadly environmental justice. This includes addressing and minimizing social, gender, racial, and intergenerational inequities, which requires diverse perspectives at the table—including youth and persons with disabilities. It also includes prioritizing populations and communities at greater risk of climate change impacts—e.g., due to historical and ongoing practices and policies that shape lived experiences, capacity, and access to resources. (Ethical and Just Activities)</p> <p>By taking action to adapt to the changing climate along with reaching net-zero emissions, we can build communities and economies that are able to thrive for generations to come. (Sustainable Communities)</p>

Governance	<p>First Nations, Inuit and Métis governments, organizations, and communities have the opportunities and means to pursue self-determined priorities for ecosystem stewardship initiatives to adapt to climate change.(Legal Obligations)</p> <p>Everyone in Canada is informed about climate risks and vulnerabilities. Available information is accessible, easy to understand, and designed for different audiences. (Structures and Processes)</p> <p>3. Take proactive, risk-based measures to reduce climate impacts before they occur: Decision-making should be informed by an understanding of climate risks and vulnerabilities to minimize impacts and costs before they occur and support emergency preparedness. Action to protect the most vulnerable communities and ecosystems should be prioritized. (Outcomes)</p> <p>1 A robust evidence base for adaptation is in place through development, stewarding and sharing of existing and new data, knowledge (including Indigenous Knowledge and local knowledge), environmental and socio-economic analyses, and other ways of knowing.(Outcomes)</p>
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document supports all four pillars of the framework by framing climate change adaptation objectives and statements through various areas of society and the environment that are being impacted. There was a particular emphasis on prioritizing vulnerable (including vulnerable economic) sectors, disproportionately affected and disabled populations (Social and Cultural -Ethical and Just Activities; Economic - Equity) as well as climate change adaptation being a whole of society and whole of government approach (Governance – Legal Obligations; Structures and Processes). Additionally, the strategy emphasizes the need for participation and action from local to national scales.

Canada’s Oceans Action Plan for Present and Future Generations

Canada’s Ocean Action Plan outlines the Government of Canada’s strategy for sustainable ocean management in response to the 2004 Throne Speech commitment to maximize development of ocean technology, establishment of a network of MPAs, implementing IM plans and enforcing rules including the governance of straddling stocks among others. The plan is based on four pillars of (1) International Leadership, Sovereignty and Security (*the third objective of the 2002 COS*), (2) Integrated Oceans Management for Sustainable Development, (3) Health of the Oceans and (4) Ocean Science and Technology.

Phase 1 of the Ocean Action Plan focused on advancing IM in five priority areas (Placentia Bay-Grand Banks, Scotian Shelf, Gulf of St Lawrence, Beaufort Sea and Pacific North Coast) through the establishment of IM committees/governance structures, as well as advancing establishment of MPAs, strengthening enforcement against illegal fishing, and addressing pollution.

This document largely reviews challenges at that time to oceans management as well as the commitments policies and current initiatives that are in place to address them. IM was mentioned 17 times and ecosystem approach was mentioned 7 times throughout in relation to specific projects under the Ocean Action Plan.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	<p>Ecosystem overview and assessment reports are “an innovative way to apply ecosystem-based management approaches to the management of human activity in the oceans”</p> <p>“Integrated management is a comprehensive way of planning and managing human activities so that they do not conflict with one another and so that all factors are considered for the conservation and sustainable use of marine resources and shared use of oceans spaces.” (p.13)</p> <p>“integrated planning amongst oceans users based on clear, well-understood and shared ecosystem objectives”</p>
Ecological	<p>“the aim is to maintain the biodiversity, productivity and physical-chemical properties of the marine ecosystems” (Productivity; Biodiversity; Habitat)</p> <p>the aim is to reduce the risk of aquatic invasive species to Canadian waters from ballast water dumping by ships through the development of appropriate regulations to replace current voluntary guidelines.” (Biodiversity)</p>
Economic	<p>“The Industry Portfolio has been actively working to encourage small and medium sized business innovation. With increased focus and coordination, more can be done to position Canadian companies to create next generation technologies aimed at an expanding international oceans market” (Sustainability)</p> <p>Canada’s economic security interests will also be pursued through a formal delimitation of the outer limit of the continental shelf following Canada’s decision to ratify the United Nations Convention on the Law of the Sea in November 2003. (Efficiency)</p>
Social and Cultural	<p>“The role that oceans have played in Canada’s history cannot be overemphasized. They are an inherent part of our environmental, social, cultural and economic fabric. Aboriginal peoples and Canada’s coastal communities have longstanding ties to their oceans and other marine resources” (Culture)</p>
Governance	<p>“As part of the broader oceans commitments set out in the Security and Prosperity Partnership of North America, Canada will work cooperatively with the United States in the Gulf of Maine.” (Legal Obligations)</p>

	“deployment of modern technology to support oceans understanding and awareness, and monitoring and management regionally and nationally” (Structures and Processes)
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document very explicitly supports integrated management and ecosystem-based management. Further, it aligns with DFO initiatives following the passage of the *Oceans Act*, which as stated in the analysis of the *Act*, supports aspects of an EBM Framework. There are select statements supporting Economic and Social and Cultural Objectives.

Canada’s Oceans Strategy: Our Oceans, Our Future

The *Oceans Act* calls on the Minister of Fisheries and Oceans to lead and facilitate the development of a national ocean management guided by three principles: sustainable development, integrated management, and precautionary approach. COS responds to this request and, in addition to the principles, also promotes an **ecosystem approach**, economic diversification, and collaboration (pp.6-7).

Canada’s Ocean Strategy (COS) is the Government of Canada’s policy statement for the management of estuarine, coastal and marine ecosystems. It “defines the vision, principles and policy objectives for the future management of Canada’s estuarine, coastal and marine ecosystems” which supports policies and programs that: (1) understand and protect marine environments, (2) support sustainable economic opportunities, and (3) provide international leadership (Policy Objectives). The COS calls for the development of a strategy for a national MPA network.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	<p>“the three principles of sustainable development, integrated management and the precautionary approach... should guide all ocean management decision making” (p.10)</p> <p>“As a principle, Integrated Management is a commitment to planning and managing human activities in a comprehensive manner while considering all factors necessary for the conservation and sustainable use of marine resources and the shared use of ocean spaces.” (11)</p> <p>“It brings together the environmental, economic and social considerations by planning for sustainable use of the oceans in a safe and secure environment.”</p>
Economic	<p>“There is a very strong link between the sustainable economic opportunities objective, and that of understanding and protecting the marine environment” (p.14) (Sustainability)</p>

Ecological	“The application of conservation measures necessary to maintain biological diversity and productivity of the marine environment, including the establishment of marine protected areas” (Biodiversity)
Social and Cultural	“The sustainable development and integrated management of our oceans requires the help and ideas of local communities, industries, Aboriginal peoples, provinces and territories, environmental groups and other interests.” (p.iii) (Sustainable Communities) “to ensure healthy, safe and prosperous oceans for the benefit of current and future generations of Canadians.” (p.10) (Health and Wellbeing)
Governance	“Improve co-operation in the collection, monitoring and disseminating of information, including the integration of traditional ecological knowledge” (p.22) (Structures and Processes) “The precautionary approach, defined in the <i>Oceans Act</i> as “erring on the side of caution,” is a key principle to be applied in the management of ocean activities” (p.11) (Outcomes)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document re-iterates Canada’s commitment to sustainable development, an ecosystem approach, the precautionary approach, integrated management as set-out in the *Oceans Act*. Further this document provides explicit statements in support of the Ecological Pillar’s Biodiversity and Habitat Objectives (in the table above).

Further, there are sector-based language (i.e., fisheries, shipping, offshore energy development) on pages 14-15 that can be looked to when considering how the EBM Framework will govern sectors under DFO’s responsibility.

Canadian Code of Conduct for Responsible Fishing Operations

The Canadian Code of Conduct for Responsible Fishing Operations (Code) was established in 1998 and is applicable to all participants in commercial fishing operations in Canadian waters and should be incorporated in Conservation Harvesting Plans of Fisheries Management Plans. The core philosophy of the Code is responsible fishing, and the Code pursues 9 principles with corresponding guidelines. This Code is consistent with the FAO Code analyzed in this review.

Given the relevance of all principles to holistic fisheries management, they will all be listed below. In order to limit the length of this section only some of the guidelines will be referenced.

Relevant EBM Pillar	Illustrative Statements
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<p>Ecological</p>	<p>Principle #1: Fish harvesters will take appropriate measures to ensure fisheries are harvested and managed responsibly to safeguard sustainable use of Canada's freshwater and marine resources and their habitats for present and future generations of Canadians.</p> <p>Guideline 1.1: Apply sustainable fishing Principles and sustainable fisheries development to all aspects of fish harvesting and management of fisheries. (Productivity)</p> <p>"Fish harvesters will work to balance the level of fishing effort with the sustainable supply of fisheries' resources to ensure responsible management and responsible professional harvesting." (Habitat)</p> <p>"To the extent practical, fish harvesters will minimize unintended bycatch and reduce waste and adverse impacts on the freshwater and marine ecosystems and habitats to ensure healthy stocks." (Biodiversity)</p>
<p>Economic</p>	<p>"Taking into account the economic importance of the fisheries to industry participants and their communities, fish harvesters will take appropriate measures to pursue the ecological sustainability of Canadian fisheries." (Equity)</p> <p>Recognize and support efforts to balance the economic needs of fish harvesters and industry with the short- and long-term needs of resource sustainability (Sustainability)</p>
<p>Social and Cultural</p>	<p>Principle #3: Fish harvesters will acknowledge that conservation and sustainable use of freshwater and marine resources is a shared responsibility, and requires a spirit of cooperation, among all industry participants and the appropriate regulatory authorities. (Sustainable Communities)</p>
<p>Governance</p>	<p>"To the extent practical, fish harvesters will minimize unintended bycatch and reduce waste and adverse impacts on the freshwater and marine ecosystems and habitats to ensure healthy stocks."</p> <p>2.1 Develop protocols (including, when practical and appropriate, the use of selective fishing gears and practices) regarding the catch of non-targeted resources that jeopardize the health of the stocks. (Legal Obligations)</p> <p>Principle #9: Fish harvesters will conduct harvesting operations in accordance with Canadian fisheries' laws and regulations; international laws, regulations, conventions, declarations and protocols adopted by Canada; and harvesting plans adopted by each fishery.</p> <p>Principle #7: Fish harvesters will develop, maintain and promote public awareness and understanding of the issues surrounding responsible fishing and the measures taken by fishers to conserve stocks and protect the environment. (Structures and Processes)</p>

	<p>Principle #4: Fish harvesters will address problems of fisheries in Canada, adopting specific mechanisms and regulations as required. (Structures and Processes) "Apply sustainable fishing Principles and sustainable fisheries development to all aspects of fish harvesting and management of fisheries." (Outcomes)</p> <p>Principle #8: Fish harvesters will promote the recognition of their specialized knowledge gained through experience, and the integration of this knowledge within scientific analyses and fisheries management policies and regulations. (Outcomes)</p>
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. The Code supports the Framework and provides multiple statements that can be used as secondary policy objectives related to each pillar (as noted in the above table). Therefore, this document is a great resource for filling in the framework or providing a starting point for objectives, particularly within Governance Objectives (i.e., Principles 3, 4, 7, 8, and 9). Further, the code provides language in regard to bycatch concerns (Principle 6) and to balancing economic and ecological considerations (Principle 2; Guideline 1.6).

It is important to note though, that the code states “That nothing in this Code will serve to justify or impose any allocation or sharing of freshwater or marine resources” (Points of Agreement, C.) so it is unclear whether aspects of this document could be used to inform fisheries management policies. Further, it is unclear the extent to which this code currently informs management, although the document states that DFO would provide Secretariat support under the direction of a National Board.

Canadian Environmental Protection Act

Canadian Environmental Protection Act (CEPA)(1999) is intended to contribute to sustainable development and “aimed at preventing pollution and protecting the environment and human health”. Originally enacted in 1988, CEPA 1999 contains significant improvements for the protection of the environment. The Acts guiding principles include ecosystem approach, sustainable development and the precautionary approach. The Minister of the Environment and the Minister of Health are the primary administrators of this Act, however it is relevant to DFO as the Act states what “all governments in Canada have authority that enables them to protect the environment and recognizes that all governments face environmental problems that can benefit from cooperative resolution”.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	<p>It is hereby declared that the protection of the environment is essential to the well-being of Canadians and that the primary purpose of this Act is to contribute to sustainable development through pollution prevention (Declaration)</p> <p>Whereas the Government of Canada seeks to achieve sustainable development that is based on an ecologically efficient use of natural, social and economic resources</p>

	<p>and acknowledges the need to integrate environmental, economic and social factors in the making of all decisions by government and private entities;</p> <p>An Act respecting pollution prevention and the protection of the environment and human health in order to contribute to sustainable development (p.3)</p> <p>2 (1) (b) take the necessity of protecting the environment into account in making social and economic decisions;</p>
Ecological	<p>Whereas the Government of Canada is committed to implementing pollution prevention as a national goal and as the priority approach to environmental protection;</p> <p>Whereas the Government of Canada acknowledges the need to control and manage pollutants and wastes if their release into the environment cannot be prevented; (Habitat)</p> <p>Whereas the Government of Canada recognizes the need to protect the environment, including its biological diversity, and human health, by ensuring the safe and effective use of biotechnology; (Biodiversity)</p>
Economic	<p>1.1) The Government of Canada shall consider the following before taking any measure under paragraph (1)(a.1):</p> <ul style="list-style-type: none"> (a) the short- and long-term human and ecological benefits arising from the environmental protection measure; (b) the positive economic impacts arising from the measure, including those cost-savings arising from health, environmental and technological advances and innovation, among others; and (c) any other benefits accruing from the measure. (Efficiency)
Social and Cultural	<p>Whereas the Government of Canada is committed to openness, transparency and accountability in respect of the protection of the environment and human health;</p> <p>Whereas the Government of Canada recognizes that every individual in Canada has a right to a healthy environment as provided under this Act; (Health and Wellbeing)</p>
Governance	<p>Whereas the Government of Canada recognizes that all governments in Canada have authority that enables them to protect the environment and recognizes that all governments face environmental problems that can benefit from cooperative resolution;</p> <p>Whereas the Government of Canada recognizes the importance of endeavouring, in cooperation with provinces, territories and aboriginal peoples, to achieve the highest level of environmental quality for all Canadians and ultimately contribute to sustainable development</p>

	<p>Whereas the Government of Canada is committed to implementing the United Nations Declaration on the Rights of Indigenous Peoples, including free, prior and informed consent (Legal Obligations)</p> <p>Whereas the Government of Canada recognizes the integral role of science, as well as the role of traditional aboriginal knowledge, in the process of making decisions relating to the protection of the environment and human health and that environmental or health risks and social, economic and technical matters are to be considered in that process; (Structures and Processes)</p>
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes, this policy supports EBM as it is intended to contribute to sustainable development and explicitly recognizes an ecosystem approach (both of which are guiding principles). It supports a number of the EBM Framework Main Objectives, in particular, Intergenerational equity is a main focus/principle of the document (Governance- Outcomes; Social and Cultural – Ethical and Just Activities; Economic-Equity).

Charlevoix Blueprint for Healthy Oceans, Seas and Resilient Coastal Communities

The Blueprint outlines the G7’s commitment to protecting oceans by strengthening coastal resilience, improving ocean science and data sharing, combating illegal fishing, and reducing marine pollution. Under this Blueprint, the members of the G7 are “pursuing global efforts towards a sustainable and climate-resilient future, in particular reducing emissions while stimulating innovation and economic growth, enhancing adaptive capacity, strengthening resilience and reducing vulnerability to the impacts of climate change while ensuring a just transition to the broad participation of women and girls, both at home and in our commitment to support developing countries.”

This document is aimed at global problems and focused outward on what G7 countries can do to influence global problems. For example the language around resilient coastal communities and IUU fishing are aimed at developing countries and small-island developing states.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	<p>The health of our oceans and seas is critical to the economic, social and environmental well-being of the planet. Oceans and seas play a fundamental role in the global climate system and in supporting communities, jobs and livelihoods, food security, human health, biodiversity, economic prosperity and way of life.</p> <p>Launch a joint G7 initiative to deploy Earth observation technologies and related applications to scale up capacities for the integrated management of coastal zones: We intend to leverage innovation in the field of Earth observation technologies and related applications and make them broadly available in the poorest and most vulnerable regions of the world in order to support disaster risk</p>

	prevention, contingency planning, spatial planning, infrastructure and building design, early warning systems and risk transfer mechanisms.
Ecological	"Address IUU fishing and other drivers of overexploitation of fish stocks" (Biodiversity)
Economic	Annex: Ocean Plastics Charter. The OPC is a commitment to take action toward a resource-efficient lifecycle management approach to plastics in the economy. (Efficiency)
Governance	Increase the availability and sharing of science and data: "Through enhanced global monitoring of oceans, and coordinating access to ocean science information, we will significantly improve the availability of data." p.3 (Outcomes)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes: This document supports an approach to healthy the oceans that promotes conservation of fisheries resources (through IUU section), effective protection and management of vulnerable areas and resources (through MPA, MSP and sustainable fisheries management) resilient coastal communities (through adaptation planning), and cleaner oceans (through the Ocean Plastics Charter). This document is heavily focused on actions that can be taken by G7 countries to support healthy oceans, seas and resilient coastal communities, and therefore is mostly high-level.

Like the Plastics Charter, this document points to international collaboration which, although may not be top of focus for a regional EBM, can be kept in mind (extent to which the Maritimes EBM should correspond to international initiatives).

**Charlevoix Blueprint for Healthy Oceans, Seas and Resilient Coastal Communities
Annex - Ocean Plastics Charter**

- The Ocean Plastics Charter (OPC) takes “a lifestyle approach to plastics stewardship on land and at sea which aims to avoid unnecessary use of plastics and prevent waster, and to ensure that plastics are designed for recovery, reuse, recycling and end-of—life management to prevent waster through various policy measures.” (p.2). The Ocean Plastics Charter is an annex to the Charlevoix Blueprint.
- Although much of the OPC takes aim at plastics development, use, and of-of-life management, relevant language on the impacts on the ocean and coasts are included in the table below.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	“Accelerating international action and catalyzing investments to address marine litter in global hot spots and vulnerable areas through public-private funding and capacity development for waste and wastewater management infrastructure, innovative solutions and coastal clean-up.” p.3

Social and Cultural	<p>“Collaborating on research on the sources and fate of plastics and their impact on human and marine health” p.4 (Health and Wellbeing)</p> <p>“Accelerating international action and catalyzing investments to address marine litter in global hot spots and vulnerable areas through public-private funding and capacity development for waste and wastewater management infrastructure, innovative solutions and coastal clean-up.” p.3 (Sustainable Communities)</p>
Governance	<p>“Support platforms for information sharing to foster awareness and education efforts on preventing and reducing plastic waste generation, plastics pollution and eliminating marine litter. “(Structures and Processes)</p> <p>“Encouraging campaigns on marine litter in G7 countries with youth and relevant partners to raise public awareness, collect data and remove debris from coasts and shorelines globally” p.4 (Structures and Processes)</p> <p>“Harmonizing G7 science-based monitoring methodologies” p.4 (Outcomes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This policy supports the Ecological Pillar of the Maritimes EBM Framework in its effort to minimize ocean debris (i.e., plastics). It also provides support to the Social and Governance Pillars by calling for collaborative actions with NGOs and communities to reduce ocean plastics. Given the outward-facing view of this document, how to apply it to domestic programs is unclear.

Commercial Fishing Licensing Policy for Eastern Canada

This document provides a clear outline of DFO’s policy in regard to the registration of commercial fishing enterprises and vessels and issuance of fishing licenses in Eastern Canada. Further, objectives are provided to evaluate the appropriateness and effectiveness of the policies in this document. This policy does not apply to the province of Quebec or to any licenses issued under the Aboriginal Communal Fishing Licensing Regulations. This policy is built on the following principles:

- a. “be consistent with DFO’s core mandate;
- b. achieve a balance between capacity and the resource;
- c. encourage environmentally sustainable harvesting;
- d. foster greater economic viability of the fishery sector;
- e. facilitate industry self-reliance;
- f. develop a greater degree of partnership with a professional group of harvesters; and
- g. streamline administration.”

Relevant EBM Pillar	Illustrative Statements
Ecological	“Achieve a balance between capacity and the resource” (Productivity)

	<p>“Adjacency to the resource recognized as a priority factor for the issuance of new regular/exploratory licenses and for the issuance of replacement licenses” (Section 7, point a) (Equity)</p> <p>“Geographic distribution of economic opportunities maintained” (Section 7, point d) (Equity)</p>
Economic	<p>“[T]o reduce capacity, improve the economic viability of participants in commercial fishing operations and prevent future growth of capacity in the commercial fishery” (Efficiency)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. The document does not mention an ecosystem approach or EBM, although the document does “encourage environmentally sustainable harvesting” (principle c). This document provides support to the Economic Pillar of the Framework by outlining many potential secondary objectives in Sections 6 (Licensing principles) and 7 (Licensing parameters). This document is extensive and touches on specific issues relating to sealing and differences in regulations for differing vessel lengths,

Coral & Sponge Conservation Strategy for Eastern Canada

The Coral & Sponge Conservation Strategy (Coral) is necessitated by the importance of these organisms to habitat and by our limited knowledge of their biology and susceptibility to harmful human induced impacts. This strategy outlines the current state of knowledge of corals and sponges, provides a comprehensive approach to coral and sponge conservation, and identifies conservation, management and research objectives that are common to all eastern DFO management regions (including DFO Maritimes). Further, this strategy is “consistent with existing legislation and policy through a shared focus on **ecosystem based management**” (Executive Summary). Relevant statements are listed in the table below. All three strategy objectives are included and select Targets and Actions are included.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	“Protection of these benthic species will be achieved through collaboration and integrated ocean management, providing sustainable economic and ecological value to all Canadians” (Executive Summary)
Ecological	“The goal of the Coral and Sponge Conservation Strategy for Eastern Canada is to facilitate the conservation and protection of cold water coral and sponge species, communities, and their habitats in the Atlantic and Arctic Oceans of eastern Canada” (Goal – Executive Summary) (Habitat; Biodiversity)
Economic	“Protection of these benthic species will be achieved through collaboration and integrated ocean management, providing sustainable economic and ecological value to all Canadians” (Executive Summary) (Efficiency)

	“To manage human activities with impacts on coral and sponge communities efficiently and effectively in support of healthy ecosystems and sustained economic benefits, within a risk assessment framework.” (Objectives) (Sustainability)
Social and Cultural	“The objectives and associated regional targets and actions that follow are part of a broader Departmental mission to provide Canadians with economically prosperous maritime sectors and fisheries, safe and secure waters, and sustainable aquatic ecosystems” (Objectives) (Health and Wellbeing)
Governance	Management: “To manage human activities with impacts on coral and sponge communities efficiently and effectively in support of healthy ecosystems and sustained economic benefits, within a risk assessment framework.” (Objectives)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This strategy provides support primarily to the Biodiversity and Habitat Objectives of the Maritimes EBM Framework. Further, this document is extensive and connects to Canada’s international priorities (e.g., UN CBD, UN International Guidelines for the Management of Deep-sea Fisheries in the High Seas) and domestic commitments (various Acts). Further the document supports and ecosystem-based approach to management.

DFO Act

This Act is important to include as it acknowledges the creation and association of powers of DFO.

The only statement from this policy that is relevant is:

- 4 (1) The powers, duties and functions of the Minister extend to and include all matters over which Parliament has jurisdiction, not by law assigned to any other department, board or agency of the Government of Canada, relating to
- (a) sea coast and inland fisheries; (b) fishing and recreational harbours;
 - (c) hydrography and marine sciences; and
 - (d) the coordination of the policies and programs of the Government of Canada respecting oceans.

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document exclusively relates to the Legal Obligations (Governance) of DFO.

DFO Departmental Plan 2023-2024

The 2023-24 Departmental Plan provides Canadians and Parliamentarians with information on DFO’s work and the objectives that guide it for the fiscal year. The 2023-2024 Departmental Plan reiterated the commitments from the 2021 Minister’s Letter, expands on them, and provides program examples for each of the 4 main priority areas for the department: Fisheries; Aquatic Ecosystems, marine navigation, operations and response. The areas highlighted in the “From the Minister” section include continuing to pursue conservation targets (25% by 2025 and 30% by 2030), to work closely with Indigenous Peoples to co-design, co-develop, and co-deliver programs, to grow Canada’s ocean and freshwater economy and to renew the Canadian Coast Guard fleet. This plan continues to highlight the importance of working “with other federal departments, other levels of government, Indigenous

partners, and stakeholders” to achieve these goals. Significant emphasis was also placed on “the Department will support the ongoing implementation of the modernized *Fisheries Act*, which restores lost protections, rebuilds fish populations, considers Indigenous Knowledge, and incorporates modern safeguards so that fish and their habitats are protected for future generations”. Below are relevant aspects of the document to support the Maritimes EBM Framework.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	“recognize that fisheries, oceans, aquatic habitat, and marine waterways hold tremendous social, cultural, spiritual, and economic importance (p.1)”
Ecological	“Conserve 25 per cent of Canada’s oceans by 2025, and 30 per cent by 2030 (p.1)” (Habitat) “the Department will continue to strengthen management regimes to help rebuild long-term abundance and support biodiversity. (p.2)” (Biodiversity)
Economic	“Grow Canada’s ocean and freshwater economy, support the long-term sustainable growth of our fish and seafood sector (p.1)” (Efficiency)
Social and Cultural	“we are determined to address the challenges facing our ocean and freshwater ecosystems and the species that call them home. This is especially crucial in light of climate change and its impact on marine life and essential biodiversity, as well as the coastal, rural, and Indigenous communities that depend on them (p.1)” (Sustainable Communities) “DFO will advance the renewal of the Canadian Coast Guard fleet, which will ensure that CCG has the marine assets needed to support coastal communities and ensure safe, accessible, and secure waters.”
Governance	“we are committed to building renewed Nation-to-Nation, Inuit-Crown, and government-to-government relationships with First Nations, Inuit, and Métis Peoples. (p.1)” (Legal Obligations)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. The 2023-2024 Departmental Plan includes language that supports all EBM pillars: Ecological (continue clean-up efforts to address lost and abandoned fishing gear”, “help rebuild long-term abundance and support biodiversity”, “protect the health of fish stocks”), Economic (“Grow Canada’s ocean and freshwater economy”), Social and Cultural (“support coastal communities and ensure safe, accessible, and secure waters.”), and Governance (“nation-to-nation relationship with Indigenous Peoples”, “prioritize reconciliation”).

Departmental Plans provide Canadians and Parliamentarians with information on DFO’s work and the objectives that guide it for the fiscal year. The 2017-2018 Departmental Plan was the first, newly simplified report that replaced the *Report on Plans and Priorities* in order to be more transparent and provide a clearer story on the results the department is trying to achieve. Additionally, starting in 2017, the Departmental Plans for DFO are available publicly online and are therefore included in this review.

To understand the degree to which departmental plans from 2017-2023 reflect EBM and support various pillars and objectives, each plan was reviewed to capture the priority areas for that year and to identify themes not captured in the most recent plan. The results of this exercise is summarized below.

Year	Key Points
2017-2018	The plan has four core objectives which are: improved marine safety and ocean protection; a cleaner and sustainable environment; investments in science in support of evidence based decision making; reconciliation with Indigenous Peoples; and operational improvements to support priorities. These support the Minister’s goal which is “to ensure economic prosperity for communities across Canada that rely upon these vital resources for their livelihoods” (p.2).
2018-2021	<ul style="list-style-type: none"> • In the Departmental Plan’s Minister’s Message, the following core responsibilities are explicitly included in the plans from 2018-2021. The four core responsibilities are: <ol style="list-style-type: none"> 1. Fisheries – managing Canada’s fisheries, Indigenous fisheries programs and aquaculture activities, and providing support for commercial fishing harbours while applying relevant legislation; 2. Aquatic Ecosystems – managing, conserving, and protecting Canada’s oceans and other aquatic ecosystems and species from human impacts and invasive species; 3. Marine Navigation – providing information and services to facilitate navigation in Canadian waters; and 4. Marine Operations and Response – providing marine response services and operating Canada’s civilian maritime fleet. • Commitments to pursuing an ecosystem approach to fisheries is made in 2018-2019 • In 2020 after the onset of COVID 19 - “The Government will continue to work with partners – including directly with First Nations, Inuit, and Métis Nation partners – to address food insecurity in Canada. The Government will also strengthen local food supply chains here in Canada. In addition, the Government will work to ensure safety for the Canadian and migrant workers who produce, harvest, and process our food, including seafood products.” (p.5) • In 2020-21, DFO conducted an Evaluation of the Indigenous Commercial Fisheries Programs, which focus on building capacity in Indigenous communities to support meaningful involvement in the commercial fishing sector.
2022-2023	A pilot program for an ecosystem approach to fisheries management will help consider ecosystem variables (including climate, oceanographic, and ecological factors) into management decisions.

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

	Year (With Link)	EBM	Ecological	Economic	Social and Cultural	Governance
Departmental Plans	2017-2018		x		x	x
	2018-2019		x	x	x	x
	2019-2020		x	x		x
	2020-2021		x	x	x	x
	2021-2022		x	x	x	x
	2022- 2023	Yes	x	x	x	x
	2023-2024		x	x	x	x

The departmental plans from 2017/2018 to 2023/2024 all support the framework through recurring themes such as the acceptance of the precautionary principle and mention of climate change. The Departmental Plans from 2017-2023 each include language that supports all EBM pillars.

DFO International Science Strategy

The purpose of the DFO International Science Strategy is to guide the international elements of DFO’s Science Program aimed at fulfilling Departmental priorities and international obligations. “The Strategy also details how the Science program will support DFO sectors engaged in international policy development and fisheries and oceans management.” (p.2).

The Strategy sets out main priority areas: Scientific Knowledge, Products and Standards and Science Advice for Fisheries and Oceans Management. Although each priority area (and subsequent objectives) are outlined in greater detail in the document, the main point of these are to articulate major priorities and instruments for engaging in international science activities.

Priority #3 Scientific Support for International Policy

- Sustainable aquatic ecosystems

Each priority area has desired outcomes (e.g., science-based management of international fisheries and oceans), priorities (e.g., ecosystem approach) and instruments (e.g. bi-lateral agreements, RFMOs). These documents contextualize DFO’s work in an international frame by explaining developments in international fisheries management since the establishment of UNCLOS and outlining some international commitments Canada is party to (e.g., UNCLOS, CBD). For the purposes of the Maritimes EBM Framework, Priority #2 Science Advice for Fisheries and Oceans Management outlines sub-priorities aligned with the Ecological Pillar of the framework (e.g., precautionary approach, ecosystem approach, management plan evaluations, species at risk status, IUU, protected areas, best practices for sustainable aquaculture, and aquatic invasive species).

Relevant EBM Pillar	Illustrative Statements
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Holistic Concept	“Canada has committed to implementing the precautionary approach and ecosystem approach in both its domestic and international management decisions. Pressure has come from within and internationally to implement both these concepts as there is now an increased recognition that a multitude of ecosystem components must be considered to manage sustainably.” p.11
Ecological	“Canada has committed to implementing the precautionary approach and ecosystem approach in both its domestic and international management decisions. Pressure has come from within and internationally to implement both these concepts as there is now an increased recognition that a multitude of ecosystem components must be considered to manage sustainably.” (Productivity)
Economic	Priority #2 Science Advice for Fisheries and Oceans Management <ul style="list-style-type: none"> • Sustainable Fisheries and Oceans • Economic Prosperity <ul style="list-style-type: none"> ○ Sustainable fisheries and oceans management is the key to long term economic prosperity resulting from the exploitation of living aquatic resources and other oceans sectors such as renewable and non-renewable energy development. (Sustainability)
Social and Cultural	Priority #2 Science Advice for Fisheries and Oceans Management <ul style="list-style-type: none"> • Sustainable Fisheries and Oceans
Governance	Priority #2 Science Advice for Fisheries and Oceans Management <ul style="list-style-type: none"> • Sustainable Fisheries and Oceans • Economic Prosperity <ul style="list-style-type: none"> ○ Sustainable fisheries and oceans management is the key to long term economic prosperity resulting from the exploitation of living aquatic resources and other oceans sectors such as renewable and non-renewable energy development (Outcomes)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. Although this document supports the Maritimes EBM Framework at the high/meta level, it provides a concrete statement that link DFO ecological commitments to international obligations in regard to the precautionary and ecosystem approach. Additionally, Priority #1 mentions safe navigation (Health and Well-being Objective) and market access (Economic – Efficiency; Sustainability).

DFO Mandate Letters (Dec 13, 2019 + Jan 15, 2021)

The 2019 mandate letter from the Prime Minister to the Minister of Fisheries, Oceans and the Canadian Coast Guard outlines the policy objectives for the minister to work to accomplish, but is not an exhaustive list. A supplementary mandate letter was released in 2021. These letters are relevant for review in this document because they are publicly available to help Canadians hold the government to account.

The December 2019 Mandate Letter directs the Department to “Lead, with the support of the Minister of Transport, the Minister of Innovation, Science and Industry, the Minister of Economic Development

and Official Languages and the Minister of Natural Resources, and in consultation with provinces and territories, Indigenous Peoples and business stakeholders, in developing a comprehensive blue economy strategy to help guide future government actions and investments that enable Canada to grow its oceans economy to create good middle class jobs and opportunity for coastal communities while advancing our conservation objectives.”

This commitment for the development of a comprehensive blue economy strategy was reiterated in the 2021 mandate letter. For the purposes of Canada’s Blue Economy Strategy, the Government has been using the World Bank’s definition which defines it as “the sustainable use of ocean resources for economic growth, improved livelihoods, and jobs while preserving the health of ocean ecosystem”. The strategy will outline a federal policy framework for Canada’s ocean-related sectors and guide future government actions and investments toward the goal of a sustainable, ocean economy. These actions will help to sustainably grow Canada’s ocean sectors over the long term, to ensure the health of the oceans, and to support prosperity for Canadians, including coastal communities and Indigenous peoples.

The Strategy is being aligned with post-COVID recovery commitments to “build back better” to show how ocean-related activities, such as fisheries, marine transportation, ship-building, energy, tourism and recreation, science and technology and other sectors, can play a larger role in Canada’s economy. This was reinforced in the 2020 Speech from the Throne under “taking action on extreme risks from climate change”, which states that: “... the Government will look at continuing to grow Canada’s ocean economy to create opportunities for fishers and coastal communities, while advancing reconciliation and conservation objectives. Investing in the Blue Economy will help Canada prosper”. To develop the strategy, the government will consult widely with the provinces and territories, Indigenous peoples, industry, not-for-profit organizations, and Canadians.

Relevant EBM Pillar	Key Points (paraphrased)
Ecological	<ul style="list-style-type: none"> • Implement modernized <i>Fisheries Act</i> (focusing on rebuilding fish populations) (2019 Letter) (Productivity) • Fight invasive species (2019 Letter) (Biodiversity) • Conserve 25% of Canada’s oceans by 2025 (2019 Letter) (Habitat)
Economic	<ul style="list-style-type: none"> • Create middle class jobs and opportunity for coastal communities while, advancing reconciliation and conservation objectives.” (2021 Letter) (Sustainable communities)
Social and Cultural	<ul style="list-style-type: none"> • Support Minister of Health in developing a boat-to-plate traceability program (2019 Letter) Health and Wellbeing)
Governance	<ul style="list-style-type: none"> • Implement Ocean Plastics Charter and the G7 Charlevoix Blueprint for Healthy Oceans, Seas and Resilient Coastal Communities (2019 Letter) (Legal Obligations)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. The Mandate Letter supports all four EBM Pillars: Ecological (rebuilding fish populations, fighting invasive species, conserve 25% of Canada’s oceans, “advancing our conservation objectives”), Economic (blue economy strategy development, “create middle class jobs and opportunity for coastal communities...”), Social (supporting Minister of Health in traceability programming), and Governance (maintain Indigenous relationship).

DFO Mandate Letters (Nov 12, 2015; Aug 19, 2016; Aug 28, 2018)

The mandate letter from the Prime Minister to the Minister of Fisheries, Oceans and the Canadian Coast Guard outlines the policy objectives for the minister to work to accomplish but is not an exhaustive list. These letters are relevant for review in this document because they are publicly available to help Canadians hold the government to account.

Note: Since these documents build on each other, only new statements were added/coded. For example much of the language in the DFO 2015 (2016) mandate letter is echoed in the 2018 letter, these statements were not recorded twice. The implication of this decision is that when we are reporting the results the # of statements for each mandate letter year/document will not be complete. Instead, we will be only able to generalize the history of mandate letters and identify the # of distinct statements in support of the EBM.

Relevant EBM Pillar	Illustrative Statements
Ecological	<ul style="list-style-type: none"> • increase the proportion of Canada’s marine and coastal areas that are protected – to five percent by 2017, and ten percent by 2020 (Habitat) (2015/2016) • “support federal ocean science and monitoring programs, to protect the health of fish stocks, to monitor contaminants and pollution in the oceans, and to support responsible and sustainable aquaculture industries on Canada’s coasts (Productivity; Habitat) (2015/2016)
Economic	<ul style="list-style-type: none"> • to improve economic opportunity and security for Canadians (Sustainability) (2015/2016) • “Making strong public investments to spur economic growth, job creation, and broad-based prosperity” (Efficiency) (2018)
Social and Cultural	<ul style="list-style-type: none"> • Work with the Minister of Transport and the Minister of Environment and Climate Change to improve marine safety (Health and Wellbeing) (2015/2016)
Governance	<ul style="list-style-type: none"> • (2015/2016) • Co-lead the implementation of the G7 Charlevoix Blueprint for Healthy Oceans, Seas and Resilient Coastal Communities and the G7 Ocean Plastics Charter Governance (Legal Obligations) (2015/2016) • close collaboration with your colleagues; meaningful engagement with Opposition Members of Parliament, Parliamentary Committees and the public service; constructive dialogue with Canadians, civil society, and stakeholders, including business, organized labour, the broader public sector,

	<p>and the not-for-profit and charitable sectors; (Structures and Processes) (2015/2016)</p> <ul style="list-style-type: none"> • “Use scientific evidence, traditional Indigenous knowledge, and the precautionary principle, and take into account climate change, when making decisions affecting fish stocks and ecosystem management” (Outcomes; Structures and Processes) (2018)
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

	Year (With Link)	EBM	Ecological	Economic	Social and Cultural	Governance
Mandate Letters	2015 (2016)	Yes	x	x	x	x
	2018	Yes	x	x	x	x
	2019	Yes	x	x	x	x
	2021 (Supplementary)	Yes	x	x	x	x

DFO-Coast Guard Reconciliation Strategy

This reconciliation strategy aligns with whole-of-government reconciliation work, serving primary purposes of guiding employees in day-to-day work, serving as a results and accountability tool, and to serve as an external communication, engagement, and partnering tool that will demonstrate the commitment to reconciliation. The benefit of this strategy is not only by providing clear statements of how DFO-CG will achieve its reconciliation commitment but also by outlining the action areas relevant to DFO sectors including Aquatic Ecosystems, Ecosystems and Oceans Science, Fisheries and Harbour Management, and Strategic Policy among more administrative sectors.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	"Adjust approaches based on geographic, cultural, social, economic, and capacity needs and differences"
Economic	<p>“Indigenous groups have appropriate food, social, ceremonial (FSC) and commercial fish access. Indigenous groups participate in a variety of economic development opportunities (e.g., fish harvesting, aquaculture, marine infrastructure).” (Equity)</p> <p>Support operational predictability and stability in the sector (Efficiency)</p>
Social and Cultural	<p>“Indigenous groups have appropriate food, social, ceremonial (FSC) and commercial fish access. Indigenous groups participate in a variety of economic development opportunities (e.g., fish harvesting, aquaculture, marine infrastructure).” (Sustainable Communities)</p>

	"Recognized Self-determination: "Indigenous groups effectively manage their own fisheries and other marine assets in their territories. Indigenous groups share in fisheries, oceans, aquatic habitat, and marine waterways decision-making." (Culture)
Governance	<p>"Recognize and implement Indigenous and treaty rights related to fisheries, oceans, aquatic habitat, and marine waterways in a manner consistent with section 35 of the Constitution Act, 1982, the United Nations Declaration on the Rights of Indigenous Peoples, and the federal Principles Respecting the Government of Canada's Relationship with Indigenous Peoples" (Legal Obligations)</p> <p>"Strengthened Indigenous-Crown Relationship: "DFO-Coast Guard partners with Indigenous groups on a rights recognition and distinctions basis, using aggregates where feasible. Indigenous groups' role in management and decision-making is well-defined, implemented, accepted by all parties." (Legal Obligations)</p> <p>"DFO-Coast Guard partners with Indigenous groups on a rights recognition and distinctions basis, using aggregates where feasible. Indigenous groups' role in management and decision-making is well-defined, implemented, accepted by all parties." (Structures and Processes)</p> <p>"Collaborate with Indigenous peoples in the renewal of laws, policies, programs, and operational practices" (Structures and Processes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document clearly outlines DFO-CG's responsibilities when it comes to Indigenous and Treaty rights in relation to all aspects of DFO programs and initiatives. It outlines both the need for recognition of Indigenous rights (supporting the Institutional Objective of Legal obligations) but goes a step further and outlines principles of Governance Structures and Processes, Economic, and Social and Cultural considerations. Absent are specific commitments or mention of ecosystem approaches to management, rather the document highlights the need to involve Indigenous groups in all aspects of fisheries and oceans management.

Like the Integrated Aboriginal Policy Framework (IAPF) this document provides guidance on DFO sector-specific obligations to reconciliation and by extension the Institutional Pillar.

FAO Code of Conduct for Responsible Fisheries

The FAO Code is a non-mandatory instrument, consistent with previous FAO agreements, that provides a framework for national and international efforts to ensure sustainable exploitation of aquatic living resources in harmony with the environment. Given the extensiveness of the FAO Code, only relevant

sections are reviewed to inform an Maritimes EBM Framework, including Articles 6 (General Principles), 7 (Fisheries Management), 9 (Aquaculture Development), 10 (Integration of Fisheries into Coastal Area Management) and 11 (Post-harvest Practices and Trade). Although Article 11 may be outside the purview of DFO, it has implications for the Social Pillar of the Maritimes EBM Framework.

Relevant EBM Pillar	Illustrative Statements
<p>Holistic Concept</p>	<p>“Conservation and management decisions for fisheries should be based on the best scientific evidence available, also taking into account traditional knowledge of the resources and their habitat, as well as relevant environmental, economic and social factors.” (Article 6.4)</p> <p>“In order to ensure sustainable management of fisheries and to enable social and economic objectives to be achieved, sufficient knowledge of social, economic and institutional factors should be developed through data gathering, analysis and research.” (Article 7.4.5)</p>
<p>Ecological</p>	<p>“States and users of living aquatic resources should conserve aquatic eco-systems. The right to fish carries with it the obligation to do so in a responsible manner so as to ensure effective conservation and management of the living aquatic resources.” (Article 6.1) (Biodiversity; Productivity; Habitat)</p> <p>“Fisheries management should promote the maintenance of the quality, diversity and availability of fishery resources in sufficient quantities for present and future generations in the context of food security, poverty alleviation and sustainable development. Management measures should not only ensure the conservation of target species but also of species belonging to the same ecosystem or associated with or dependent upon the target species.” (Article 6.2) (Biodiversity; Productivity)</p>
<p>Economic</p>	<p>Management measures should provide that “excess fishing capacity is avoided and exploitation of the stocks remain economically viable” (Article 7.2.2 a) (Sustainability; Efficiency)</p> <p>Management measures should provide that “the economic conditions under which fishing industries operate promote responsible fisheries” (Article 7.2.2 b) (Equity; Sustainability)</p>
<p>Social and Cultural</p>	<p>“Recognizing the important contributions of artisanal and small-scale fisheries to employment, income and food security, States should appropriately protect the rights of fishers and fishworkers, particularly those engaged in subsistence, small-scale and artisanal fisheries, to a secure and just livelihood, as well as preferential access, where appropriate, to traditional fishing grounds and resources in the waters under their national jurisdiction.” (Article 6.18) (Sustainable Communities)</p> <p>“States should ensure that the livelihoods of local communities, and their access to fishing grounds, are not negatively affected by aquaculture developments.” (Ethical and Just Activities)</p>

Governance	<p>“States, in accordance with appropriate procedures, should facilitate consultation and the effective participation of industry, fishworkers, environmental and other interested organizations in decision–making with respect to the development of laws and policies related to fisheries.</p> <p>“In view of the multiple uses of the coastal area, States should ensure that representatives of the fisheries sector and fishing communities are consulted in the decision-making processes and involved in other activities related to coastal area management planning and development.” (Article 10.1.2)(Structures and Processes)</p> <p>“States should apply the precautionary approach widely to conservation, management and exploitation of living aquatic resources in order to protect them and preserve the aquatic environment. The absence of adequate scientific information should not be used as a reason for postponing or failing to take conservation and management measures.” (Article 7.5.1) (Outcomes)</p>
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This policy provides multiple statements in support of ecological, economic, social, and Institutional Pillars of the EBM Framework. Further, the document includes references to the precautionary approach (see Article 7.5). An ecosystem approach is not mentioned but Article 6.2 states the need to consider “the same ecosystem or associated with or dependent upon the target species” (Article 6.2)—suggesting the promotion of an ecosystem approach for the purposes of fisheries management. Although the document focuses primarily on fisheries management, it also provides consideration for area-based management and is therefore relevant to other branches within DFO (i.e., Aquatic Ecosystems).

FAO Technical Guidelines for Indicators of sustainable development of marine fisheries

The FAO Indicators are voluntary and intended to support the FAO Code of Conduct for Responsible Fisheries. Further, these guidelines relate mainly to the sections of the FAO Code that were reviewed above: Articles 7 (Fisheries Management), 8 (Fishing Operations), 10 (Integration of Fisheries into Coastal Area Management), and 11 (Post-Harvest Practices and Trade).

Relevant EBM Pillar	Illustrative Statements
Ecological	<p>“Sustaining fisheries harvesting and processing activities based on specified and identifiable marine ecosystems” (p.11) (Productivity)</p> <p>“Maintaining the health and integrity of marine ecosystems for the benefit of other uses and users including biodiversity, scientific interest, intrinsic value, trophic structure and other economic uses such as tourism and recreation.” (p.11)</p>

Social and Cultural	“Catering for the well-being of a fishery workforce within a wider community and broader economic context” (Health and Wellbeing)
Governance	“Ensuring the long-term viability of the resource which supports these activities” (p.11) (Outcomes)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. The main dimensions of sustainable development (see Table 1 below) are reflected in the Maritimes EBM Framework. Further, the document states that: “Indicators should reflect the state of the system in relation to societal goals and objectives” and that these should measure the long-term sustainability of the ecosystems that supports fisheries and the generation of net benefits to improve the welfare of people participating in fisheries and the broader society (p. 5).

FAO Technical Guidelines for the ecosystem approach to fisheries

This document, which is an Annex to the FAO Technical Guidelines for Responsible Fisheries (4, Suppl. 2), reviews aspects of an ecosystem approach or ecosystem-based management as outlined in literature or as adopted by states as guiding principles. Further, the document extensively cites, and is in line with, other relevant documents including UNCLOS reviewed above.

Relevant EBM Pillar	Illustrative Statements
Ecological	Ecosystem integrity: “Integrity is often stated as one of the goals of ecosystem management. While there is no agreed definition, ecosystem integrity is usually taken as implying or requiring: (i) maintenance of biodiversity at biological community, habitat, species and genetic levels (as required in the CBD); and (ii) maintenance of the ecological processes that support both biodiversity and resource productivity.” (Biodiversity; Habitat; Productivity)
Economic	“With a view to improving human well-being, governance should endeavour to ‘establish and preserve inter-generational, intra-generational, cross-sectoral, cross-boundary and cross-cultural equity’.” (Equity)
Social and Cultural	“The requirement to satisfy human well-being (compatible with ecosystem requirements) is central to the concept of sustainable development, and it recognizes that uses can be sustainable only if they are of value to human beings and contribute to their well-being” (Health and Wellbeing) Expansion on what inter-generational equity means: “‘Inter-generational equity’ is widely referred to and requires that future generations be given the same opportunity as the present ones to decide on how to use resources. It requires avoiding actions that are not potentially reversible on some agreed time scale (e.g. a human generation), consideration of long-term

	consequences in decision-making, and rehabilitation of degraded physical and biological environments.”(Ethical and Just Activities)
Governance	<p>“The need to deal with fisheries in their ecosystem context implies an even broader participatory process. This requirement is often combined with that of decentralizing decision-making at lower levels of administration to better take account of all sectoral and community interests.” (Structures and Processes)</p> <p>The precautionary approach should be widely applied and lack of scientific certainty should not be used as a reason for postponing cost-effective measures to prevent environmental degradation (Outcomes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document outlines the multiple concepts that are encompassed in EBM, including Ecological Objectives (e.g., precautionary approach; habitat considerations) and Social and Cultural Objectives (e.g., human well-being and equity) . In particular, the statements regarding well-being may be helpful in development secondary policy-statements for the Maritimes EBM Framework, such as those in relation to ‘inter-generational equity’ which requires considering long-term consequences of decision-making.

Federal Marine Protected Areas Strategy

The Federal Marine Protected Areas Strategy, which aided in the development of the National Framework listed above, clarifies the leadership role provided to the Minister of Fisheries (through the *Oceans Act*) to “coordinate the development and implementation of a federal network of marine protected areas.” Department’s involved with this strategy are DFO, Environment and Climate Change Canada (ECCC) and Parks Canada (PC). DFO oversees *Ocean Act* Marine Protected Areas (MPAs), ECCC oversees Marine Wildlife Areas (MWAs), and PC oversees National Marine Conservation Areas (NMCAs).

This strategy clarifies the roles and responsibilities of federal departments and agencies with marine conservation mandates. Similar to other documents related to international commitments, an objective of this document is to link marine protected areas with continental (US and Mexico) and global networks including through the United Nations Convention on Biological Diversity and the Arctic Council.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	“Integrated Management (IM) is a collaborative, flexible and transparent planning and management process. It recognizes the shared responsibility of governments, Aboriginal groups, coastal communities, industry and others to support the sustainability of our marine resources. Also embedded in the IM concept is the

	continued respect for the legislative mandates of individual departments and agencies.”
Ecological	“The establishment of a network of marine protected areas, established and managed within an integrated oceans management framework, that contributes to the health of Canada’s oceans and marine environments.” (Habitat)
Social and Cultural	“Increase awareness, understanding and participation of Canadians in the marine protected areas network” (Ethical and Just Activities)
Governance	<p>“Aboriginal Peoples in Canada have constitutionally protected Aboriginal and treaty rights and land claims agreements which must be respected. The federal government is committed to working with affected Aboriginal Peoples throughout Canada to collaboratively plan, establish and manage marine protected areas.” (Legal Obligations)</p> <p>“enhance collaboration for management and monitoring of marine protected areas” (Structures and Processes)</p> <p>“Using an adaptive management regime will include evaluating management effectiveness, and applying new science knowledge to adjust management regimes in order to continue meeting marine protected area objectives.” (Outcomes)</p> <p>“The precautionary principle recognizes that decisions and action on conservation measures can and will be taken in the absence of scientific certainty. Even without extensive scientific knowledge, the level of risk to the marine environment can be determined with the best available information and conservation actions taken based on that information. In the context of marine protected areas, where the threat or risk can be inferred, this could mean that lack of scientific certainty regarding performance measures, targets and benefits will not be used as a reason not to precede with a designation.” (Outcomes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document supports the EBM Framework through its guiding principles of an ecosystem approach, Integrated management and precautionary approach with definitions that can be used both for broader use as well as specific to marine protected area management. Further, this document outlines how specific legislation, policy and government departments are responsible or support various aspects of MPA development and management.

Federal Sustainable Development Act

The *Federal Sustainable Development Act* formalized their commitment to Sustainable Development in June 2008. This Act provides “the legal framework outlines for developing and implementing a Federal Sustainable Development Strategy that makes decision making related to sustainable development

more transparent and subject to accountability to Parliament, promotes coordinated action across the Government of Canada to advance sustainable development and respects Canada’s domestic and international obligations relating to sustainable development, with a view to improving the quality of life of Canadians.” (2008, c. 33, s. 3; 2019, c. 2, s. 2.). The main contributions of the *Federal Sustainable Development Act* are as follows:

- provides a definition of sustainable development
- outlines key principles of sustainable development
- provides considerations for forming a Sustainable Development Advisory Council
- mandates that Federal Sustainable Development Strategies be developed starting in 2017 and are to be updated every three years.

The definition of Sustainable Development is sustainable development means development that meets the needs of the present without compromising the ability of future generations to meet their own needs (S. 2) with further elaboration in S. 5 “(a) the principle that sustainable development is based on an efficient use of natural, social and economic resources and the need for the Government of Canada to integrate environmental, economic and social factors in the making of all of its decisions;” The following principles are outlined (S.5):

- Intergenerational Equity
- Openness and Transparency
- Involvement of Indigenous Groups
- Collaboration
- Results and delivery focused approach to meet measurable targets

The Act is succeeded by Federal Sustainable Development Strategies that are “a whole-of-government approach to environmental sustainability which improves transparency and accountability.” The principles referred to above are referenced throughout each of the three FSDS’s. Below is a summary of each strategy to date.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	The purpose of this Act is to provide the legal framework for developing and implementing a Federal Sustainable Development Strategy that makes decision making related to sustainable development more transparent and subject to accountability to Parliament, promotes coordinated action across the Government of Canada to advance sustainable development and respects Canada’s domestic and international obligations relating to sustainable development, with a view to improving the quality of life of Canadians. (c. 33, s. 3; 2019, c. 2, s. 2.)
Social and Cultural	(d) the principle that it is important to involve Aboriginal peoples because of their traditional knowledge and their unique understanding of, and connection to, Canada’s lands and waters; (s.11) (Ethical and Just Activities; Culture)
Governance	The purpose of this Act is to provide the legal framework for developing and implementing a Federal Sustainable Development Strategy that makes decision making related to sustainable development more transparent and subject to accountability to Parliament, promotes coordinated action across the Government

	<p>of Canada to advance sustainable development and respects Canada’s domestic and international obligations relating to sustainable development, with a view to improving the quality of life of Canadians.(c. 33, s. 3; 2019, c. 2, s. 2.) (Legal Obligations)</p> <p>"The Minister shall appoint a Sustainable Development Advisory Council composed of one representative from each province and territory, six representatives of Aboriginal peoples, and three representatives from each of the following: (a) [Repealed, 2019, c. 2, s. 5] (b) environmental non-governmental organizations; (c) organizations representative of business; and (d) organizations representative of labour." (s.7) (Structures and Processes)</p> <p>(b) the principle of intergenerational equity, which is the principle that it is important to meet the needs of the present generation without compromising the ability of future generations to meet their own needs; (s.11) (Outcomes)</p> <p>(f) the principle that a results and delivery approach — that allows for developing objectives, developing strategies for meeting those objectives, using indicators for reporting on progress towards meeting those objectives and establishing accountability — is key to meeting measurable targets.... "(2) The Federal Sustainable Development Strategy shall set out federal sustainable development goals and targets and an implementation strategy for meeting each target and identify the minister responsible for meeting each target. Each target shall be measurable and shall include a time frame." (s. 14) (Outcomes)</p>
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. The definition of Sustainable development and the principles outlined in this policy are relevant to EBM as a concept as well as include statements that support the following EBM Pillars: Economic, Social and Cultural and Governance.

Fish and Fish Habitat Protection Policy Statement

This document explains the 2019 amended fish and fish habitat protection provisions of the *Fisheries Act* and to outline how the DFO, in particular the Fish and Fish Habitat Protection Program, will implement these provisions. These protections include the harmful alteration, disruption and prevention provisions (HADD) (*Fisheries Act*, Section 35.1[1]), the death of fish (DOF) provisions (*Fisheries Act*, Section 34.4), and the provisions for ecologically significant areas (*Fisheries Act*, Section 35.2). DFO conserves and protects fish and fish habitat by applying the fish and fish habitat protection provisions of the *Fisheries Act*, in combination with the relevant provisions of the Species at Risk Act and the Aquatic Invasive Species Regulations to regulate works, undertakings or activities that could result in harmful impacts to fish and fish habitat. The Department can authorize harmful impacts to

fish and fish habitat and has the authority to manage or control obstructions. Therefore, document provides extensive descriptions of the Minister’s powers in all aspects of fish and habitat protection.

The Policy Statement is not a substitute for the *Fisheries Act* or its Regulations. but “the Policy Statement applies to proponents of existing or proposed works, undertakings or activities that may result in harmful impacts on fish or fish habitat, specifically the death of fish by means other than by fishing or the harmful alteration, disruption or destruction of fish habitat.” (p.6).

Relevant EBM Pillar	Illustrative Statements
<p>Holistic Concept</p>	<p>Consider the ecosystem context: “The consideration of the state, resiliency, and natural biodiversity of the ecosystem will guide the Department in achieving the objectives of the Fish and Fish Habitat Protection Policy Statement.” (Section 7.4, p.13)</p> <p>(a) fisheries management objectives: “Fisheries management objectives are the stated socio-economic, biological, and ecological goals for a fishery that are typically established by federal, provincial or territorial fishery managers” (p.19)</p>
<p>Ecological</p>	<p>"Avoid Harm to Fish and Fish Habitat: “Whenever possible, the Department’s preference is to conserve and protect fish and fish habitat...” (Productivity; Biodiversity; Habitat)</p> <p>“The concepts of “avoid, mitigate and offset” build a hierarchy that is internationally recognized as a best practice in reducing risks to biodiversity. (Biodiversity)</p> <p>“The concepts of “avoid, mitigate and offset” build a hierarchy that is internationally recognized as a best practice in reducing risks to biodiversity. This hierarchy of measures emphasizes that efforts should be made to first prevent (avoid) the occurrence of harmful impacts. When avoidance is not possible, then efforts should be made to minimize (mitigate) the extent of the death of fish and harmful impacts on fish habitat caused by the proposed work, undertaking, or activity in question. Any residual harmful impacts should then be addressed by offsetting; offsetting measures typically counterbalance this loss through positive contributions to the aquatic ecosystem.” (Biodiversity)</p> <p>“The Department prefers to enhance previously degraded habitat over undertaking restoration projects in pristine habitat” (Habitat)</p>
<p>Social and Cultural</p>	<p>(a) whether there are measures and standards: (i) to avoid the death of fish or to mitigate the extent of their deaths or offset their death, or (Ethical and Just Activities)</p>
<p>Governance</p>	<p>“The Government of Canada is committed to a renewed, nation-to-nation, Inuit-Crown and government-to-government relationship based upon the recognition of rights, respect, cooperation and partnership.” (Legal Obligations)</p>

	“The Department will also be guided by the application of a precautionary approach and risk-based approach to decision-making” (Outcomes)
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document is extensive and outlines the implications of a relatively small section of the *Fisheries Act*. The Ecological Pillar of the Maritimes EBM Framework is bolstered by the language protecting habitat (policy section 7.4; principles 1, 2 and 5, policy section 8.6; factors a, c, d, e and f) as well as implications for productivity (policy section 8.6; factor a) and biodiversity (policy section 8.6; factor c). Economic and Social Pillars are mentioned (policy section 8.6; factor b) and the Governance Pillar is also supported (section 6; policy section 7.4; principles 2-4, policy section 8.6; factor g).

Fisheries Act

The *Fisheries Act* (1985) was amended by Bill C-68 (June 2019) which provides an updated mandate that forefronts protection for all fish and fish habitat, considers the long-term protection of biodiversity, provides an increased focus on habitat restoration and the rebuilding of fish stocks, and formalizes social and economic considerations in decision making as well as elevating the role of Indigenous knowledge. Provided below are excerpts from the *Fisheries Act* following underlined headings to indicate the topic being addressed in order of Main Objectives outlined in the Maritimes EBM Framework.

Relevant EBM Pillar	Illustrative Statements
Ecological	“In the management of fisheries, the Minister shall implement measures to maintain major fish stocks at or above the level necessary to promote the sustainability of the stock, taking into account the biology of the fish and the environmental conditions affecting the stock.” (Section 6.1(1))
Economic	If the Minister is of the opinion that it is not feasible or appropriate, for cultural reasons or because of adverse socio-economic impacts, to implement the measures referred to in subsection (1), the Minister shall set a limit reference point and implement measures to maintain the fish stock above that point, taking into account the biology of the fish and the environmental conditions affecting the stock. (Section 6.1 (2))

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This Law supports all three Main Objectives of the Ecological Pillar through its measures to maintain and rebuild fish stocks (Sections 6.1(1), 6.1(2), 6.2(1)), on conservation and marine biodiversity (Section 43.3(1)) and on fish habitat (Sections 34.1, 34.2(1), 34.3(1), 34.4) and ecologically significant areas (Section 35). The Economic pillar holders (prosperity and distribution of access and benefits) is supported by codifying support of independent inshore license (Section 43(1)(g)(f)) and the

consideration of economic and social considerations (Sections 6.2(2) and 2.5(e)(g)(h)). Governance Pillar is supported by the acknowledgement Indigenous Knowledge in decision-making (Sections 34.1(1)(g) and 2.5(d)), the consideration of adverse effects on the rights of Indigenous peoples (Section 2.4), and to cooperate with Indigenous governing bodies (Section 2.5 (f)).

For example, Section 2.5 of the *Fisheries Act* provides updated considerations for decision making, which speak to multiple EBM framework pillars (e.g., conservation (a-c), economic (g and h), social (e, g and i), and institutional (d and f), see below.

Additionally, the *Fisheries Act* was amended in 2012 granting the Minister the authority to allocate fish or fishing gear/equipment for the purpose of financing scientific or fisheries management activities giving stakeholders and Indigenous groups an additional tool to partner in the sustainable management of fisheries resources. The purpose of the policy, therefore, it to “define standardized, rigorous, and transparent criteria and processes when using fish or fishing gear/equipment to finance activities, and to ensure clear and consistent application of section 10 of the *Fisheries Act*” (Purpose). Although a consideration for commercial fishing as outlined under “Fisheries policies and frameworks” it appears that this document is not relevant to an EBM Framework. Although it is not relevant for the purposes of an EBM Framework this policy is national and applies to “all commercial, recreational, and Indigenous fisheries licensed and/or managed by DFO under the *Fisheries Act*.” (Scope).

Fishery Monitoring Policy

The Fishery Monitoring Policy (FMP) sets out the direction for fishery monitoring in Canada’s federally-managed wild capture fisheries because:

- “Effective fishery monitoring is necessary to meet the Department’s policy objectives, including the *Policy on Managing Bycatch* (2013), and *Fishery Decision-Making Framework Incorporating the Precautionary Approach* (2009).”

Relevant EBM Pillar	Illustrative Statements
Ecological	Monitoring requirements should respond to the degree of risk associated with the fishery and the complexity of the fishery: “the monitoring program in a fishery should be adequate to meet the fishery-specific objectives. In addition, the monitoring programs in all fisheries targeting or intercepting a stock/population should be sufficient to meet the stock/population level objectives.” (Productivity)
Governance	<p>“Respecting Indigenous and Treaty rights: “DFO seeks to manage fisheries, including decisions flowing from the application of this policy, in a manner consistent with the constitutional protection provided to Aboriginal and Treaty rights by section 35 of the Constitution Act, 1982.” (Legal Obligations)</p> <p>Shared accountability and responsibility: “Full engagement and collaboration will give harvesters an opportunity to better understand their responsibilities for complying with monitoring requirements, and will give DFO an opportunity to better</p>

	understand the diverse needs of Indigenous groups and stakeholders” (Structures and Processes)
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. The policy outlines an important step of fisheries management (i.e., monitoring) and supports multiple pillars of the Maritimes EBM Framework by outlining the need to monitor, how to include stakeholders through respecting indigenous rights and shared accountability and responsibility with harvesters

Fishing and Recreational Harbours Act

‘An Act respecting the administration and development of certain fishing and recreational harbours in Canada’

The *Fishing and Recreational Harbours Act* (1985) provides the Minister authority “over the use, management and maintenance of harbours listed in Schedule I of the act, including the power to undertake projects and lease scheduled harbours to any person” (DFO 2020, Key Legislation). The ‘Powers of the Minister’ section outlines the Minister’s control over the use, management and maintenance of every schedule harbour (Section 4); the Minister’s ability to undertake projects (Section 5(1)); and the Minister’s ability to make agreements with provinces (Section 5(2)) and persons (Section 5(3)).

Relevant EBM Pillar	Illustrative Statements
Ecological	9 The Governor in Council may make regulations (d) not inconsistent with any other Act of Parliament or regulations made thereunder, for the control of pollution at any scheduled harbour; (Habitat)
Social and Cultural	9 The Governor in Council may make regulations (b) for the maintenance of order and the safety of persons and property at any scheduled harbour; (Health and Wellbeing)
Governance	(4) For the purpose of assisting the formulation and assessment of projects undertaken under subsection (1), the Minister may, subject to the regulations, undertake economic or other studies alone or jointly with the government of any province or agency thereof or with any person or educational institution (Structure and Processes)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Weakly. The primary intent of this Act is to give the Minister over fishing and recreational harbours and does not provide strong language or guidance around ecosystem concerns or economic, social or institutional aspects of an EBM Framework. Pollution (Ecological-Habitat), safety at sea (Social and

Cultural – Health and Wellbeing) and joint governance approaches (Governance – Legal Obligations) are among some themes mentioned in the regulations. Additionally, the Act does allow the Minister to undertake “economic or other studies” to assist in the formulation and assessment of projects undertaken under subsection 5(1).

Framework for Aquaculture Risk Management

The Framework for Aquaculture Risk Management (or FARM) is “intended to be the overarching framework for future policies and tools related to the science-based management of aquaculture” and is consistent with the Sustainable Fisheries Framework. Given the management of aquaculture in Canada is shared between jurisdictions (i.e., federal, provincial, and territorial governments) and multiple federal departments have a role outside of DFO, the FARM is DFO’s aquaculture-specific risk management framework.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	<p>“Objectives are driven by legislation, intergovernmental and international agreements, and considers ecological knowledge, cultural and societal values, economic goals, and are informed by Indigenous Knowledge (IK) and other local knowledge.</p> <p>Risk Analysis evaluates the broad range of social, cultural, legal, economic and scientific information, in the context of legal requirements and management objectives, to inform risk management approaches.</p>
Ecological	<p>Considerations for determining the threshold of harm include “local environmental conditions, status of local populations, the scale and intensity of the activity, and predicted effects on habitats” (Objectives) (Productivity; Habitats)</p> <p>“we seek to create the conditions for a sustainable aquaculture industry across Canada that also protects aquatic ecosystems and wild fish populations” (Objectives) (Productivity; Biodiversity)</p>
Social and Cultural	<p>“Objectives are driven by legislation, intergovernmental and international agreements, and considers ecological knowledge, cultural and societal values, economic goals, and are informed by Indigenous Knowledge (IK) and other local knowledge.” (Ethical and Just activities; Sustainable Communities)</p>
Governance	<p>“Objectives are driven by legislation, intergovernmental and international agreements, and considers ecological knowledge, cultural and societal values, economic goals, and are informed by Indigenous Knowledge (IK) and other local knowledge.” (Legal Obligations)</p> <p>“Issue identification considers the aquaculture-related activity, the associated stressors and predicted possible effects, using the scientifically peer-reviewed</p>

	<p>Aquaculture Pathways of Effects. Additionally, new issues for assessment are identified through the results of scientific research or monitoring, through new information on environmental changes, including climate change, or through public engagement. Feedback from the implementation of risk management strategies, monitoring and evaluation activities through a formal performance evaluation of the efficacy of the risk management strategies can also identify issues to be managed.” (Major elements) (Outcomes)</p>
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document is intended to be consistent with the Sustainable Fisheries Framework which supports an ecosystem based and precautionary approach. Further, the six ‘Major Elements’ of the document support all EBM Pillars, and later sections of the document outline the aquaculture activity evaluation process (p.8), jurisdictional break-down across Canada (p.10), the application of the precautionary approach (Chapter 2, p.11) and an aquaculture pathways of effects tool (Chapter 3, p.15).

Framework for Identifying, Establishing and Managing Ecologically Significant Areas

ESAs are designated by Governor in Council regulations to support the conservation and protection of fish and fish habitat. The Framework provides national guidance on how ESAs will be identified, established, and managed. The framework is a result of several amendments and clarifications in the *Fisheries Act* to include a provision “to provide an approach to identify areas of fish habitat that are ecologically important to the sustainability and ongoing productivity of fisheries”(2013, p.5) and to clarify and enhance the regulatory framework for fish and fish habitat (2019).ESA are DFO’s only spatial regulatory tool applicable to freshwater and intertidal areas and include human activities other than fishing. This document clarifies the relationship of ESAs to other spatial conservation measures. ESA’s use the criteria based on the definitions with regards to Ecologically and Biologically Significant Areas (EBSAs): 1) sensitive, (2) highly productive, and/or (3) rare or unique. The ESA Framework document follows three main phases: Phase 1) ESA Identification, Phase 2) ESA Establishment, and Phase 3) ESA Management.

Relevant EBM Pillar	Illustrative Statements
<p>Holistic Concept</p>	<p>Information to be collected includes information on site ecology and physical features that support ecosystem functions, pressures (current and future), cultural considerations, socioeconomics, historical impacts and information to support the prioritization considerations (Section 5.2.5). An ecosystem approach is applied that considers all components of an ecosystem and how they interact. This approach is fundamental to all conservation and protection efforts.</p> <p>ESA implementation is conducted in an open, transparent, and collaborative manner with Indigenous Peoples, provinces and territories, and stakeholders; and,</p>

<p>Ecological</p>	<p>ESAs are a proactive tool that conserve and protect key areas of fish and fish habitat over the long term. (Guiding Principle 2) (Habitat)</p> <p>ESAs contribute to the protection of biodiversity and climate change resiliency • ESAs contribute to the protection of biodiversity, the recovery of aquatic species at risk, the restoration of fish habitat, and/or climate change mitigation, resilience, and adaptation. (Biodiversity)</p> <p>A CPO (Conservation and Protection Objective) is an evidence-based objective, with a desired and measurable state, intended to protect an ecosystem from risks. Conservation priorities, upon which CPOs are ideally based, are the fish species, habitat(s), and/or biophysical features necessary for ecosystem functions that the ESA is intended to protect. CPOs will be written into each ESA regulation, and projects in the ESA that affect fish or fish habitat will be prescribed or prohibited in the ESA regulations, to ensure that CPOs are not adversely impacted. (Productivity)</p>
<p>Social and Cultural</p>	<p>“Fish species and habitats of cultural importance to Indigenous Peoples may be considered for ESA establishment when they align with one of the ecological criteria below...” (Culture)</p>
<p>Governance</p>	<p>ESAs are identified, established and managed in collaboration with Indigenous Peoples, provinces and territories, and stakeholders, and are developed considering existing relevant government instruments within overlapping jurisdictions. (Legal Obligations)</p> <p>7. ESA implementation is open, transparent, and collaborative • ESA implementation is conducted in an open, transparent, and collaborative manner with Indigenous Peoples, provinces and territories, and stakeholders; (Structures and Processes)</p> <ul style="list-style-type: none"> • To the fullest extent possible, ESA implementation relies on best-available knowledge and information from a range of sources, including science, Indigenous Knowledge, and knowledge provided by stakeholders and others. • To the fullest extent possible, ESA implementation considers cumulative effects by following existing and evolving DFO policies and guidelines. (Guiding Principle 8) (Outcomes) <p>ESAs are a proactive tool that conserve and protect key areas of fish and fish habitat over the long term. (Outcomes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. In particular to the Ecological Objectives of the framework (Productivity, Habitat and Biodiversity) as the primary goal is related to ecological conservation and protection. There is also substantial reference to collaboration, partnership and engagement of Indigenous Peoples including the importance of considering Indigenous Knowledges (Governance – Structures and Processes).

Framework for integrating socio-economic analysis in the Marine Protected Areas designation process

The Framework for integrating socio-economic analysis in the MPA process outlines national guidance for assessing the socio-economic impact of *Oceans Act* MPAs. This framework was developed with the intention to be consistent across DFO and is aligned with the Cabinet Directive on Regulatory Management and other Treasury Board of Canada Secretariat guidance documents. Much of this document speaks to P&E. This framework helps meet the cost-benefit analysis which is required in federal regulatory analysis. Although socioeconomic information is considered in other stages of MPA development, this framework provides economic information for identifying Areas of Interest (AOIs), selection AOIs, and drafting regulatory intent for proposed MPA regulations. This framework describes the content of three related reports that are required (either externally or internally) in the development of an MPA. Rather than examining this document for regulatory requirements at different stages of AOI and MPA designation, the table below captures relevant statements in support of a regional EBM, while focusing on high-level statements such as guiding principles.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	“Analysis should consider both the quantitative and qualitative aspects. The analysis should identify all expected benefits and costs using an appropriate mix of qualitative and quantitative information. The focus of the analysis is not solely on developing economic information that monetizes costs and benefits, but is instead on presenting a mix of information to illustrate expected ecological, economic and social outcomes.” (Guiding Principles)
Ecological	“Adopt an Innovative Approach. The methodologies and practices for cost-benefit analyses are evolving continuously. Socio-economic analysis should allow for the adoption of such innovative approaches. Efforts are being made at DFO for continuous improvement in methods, and in particular, in efforts to measure the benefits of ecological protection for maintaining biodiversity and associated ecosystem goods and services (EGS).” (Biodiversity; Habitat; Productivity)
Economic	<p>“The socio-economic analytical framework (Section 4): The sections presented below closely follow the TBS Cost-Benefit Guide but have been tailored to meet the particular needs for MPA decision-making...”</p> <ol style="list-style-type: none"> 1. Ecological characteristics, associated risks and the objectives [e.g. provides overview of ecosystem services that are of interest] 2. Socio-economic overview and assessment of the areas of interest [e.g., what are the main human activities in the AOI or MPA?] 3. Baseline management measures [e.g., what measures are already in place in the area?] 4. Proposed MPA regulations [e.g., proposed regulations and the ecological and economic outcomes]

	<p>5. Flexible management option [e.g., triaged in the case that the proposal is medium or high cost impact]</p> <p>6. Incremental costs and benefits [e.g., quantifies (or qualitatively assess) costs and benefits over time]</p> <p>7. Distributional impacts [e.g., which groups benefit and which ones bear the bulk of the cost?]</p> <p>Net benefit statement [e.g., does the regulatory proposal result in overall net benefits?]" (Equity)</p>
Social and Cultural	8. Distributional impacts [e.g., which groups benefit and which ones bear the bulk of the cost?] (Ethical and Just Activities)
Governance	<p>"Adopt an open and inclusive approach, including elements of external and internal review and input where appropriate. Analytical effort is always improved when others have a chance to review and provide comments. Soliciting input early in the scoping of the analysis allows for major drivers and relationships to be identified and included in the analysis." (Structures and Processes)</p> <p>"The scope and level of detail in socio-economic analysis should align with the magnitude of expected impacts. Resources allocated to conducting the socio-economic analysis should be commensurate with the economic activities and expected impacts of the proposed regulatory management measures (i.e. the principle of proportionality)." (Outcomes)</p> <p>"Identify important uncertainties. Uncertainties dominate any analytical effort to forecast future impacts, and effort should therefore be made to identify the major uncertainties and how they affect outcomes." (Outcomes)</p>

Note: This analytical framework informs the 3 distinct socio-economic reports that are developed for the MPA designation process. Each of these have subsections that explain them further, and each require socioeconomic reports. These aspects of the socio-economic analytical framework are included here to provide some detail into the complex process, and to highlight connections with the EBM Framework.

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. The MPA socio-economic framework supports the EBM Framework by outlining how to capture socio-economic (but primarily economic) information for the MPA designation process. The framework therefore provides support to high-level socioeconomic considerations (does align with specific Social and Cultural, and Economic Objectives) and the Governance Pillar through its principles and its general approach to including socio-economic analysis into decision-making. Further, the detailed analytical guidance and reporting templates carves out specific sections for a socioeconomic profile that includes Industry, Communities, and Government jurisdictions (Section 5.1).

Framework To Identify Fish Habitat Restoration Priorities

This framework assists in identifying restoration priorities for the “strategic use of resources to target restoration activities for maximum benefit”. This framework should be read after the Fish and Fish Habitat Protection Policy Statement, August 2019, which outlines how DFO interprets and applies regulatory and non-regulatory tool.

This document offers a consistent approach to foster action towards restoration goals while still allowing for regional flexibility.

Restoration principles, informed by United Nations Decade on Ecosystem Restoration (2021-2030), International principles and standards for the practice of ecological restoration (2019), Parks Canada's Principles and Guidelines for Ecological Restoration in Canada's Protected Areas (2008) and DFO's Fish and Fish Habitat Protection Policy Statement (2019), are outlined to guide best practice and the identification of restoration priorities. The intent of the framework is that it to be used in DFO decision making, restoration practitioners, resource managers and proponents alike.

The Figure below depicts the following steps for identifying priorities:

1. Describe the current state of fish habitat restoration activities
2. Identify important species, areas and ecosystem functions
3. Set restoration goals and supporting actions
4. Identify restoration priorities
5. Evaluate and update restoration priorities

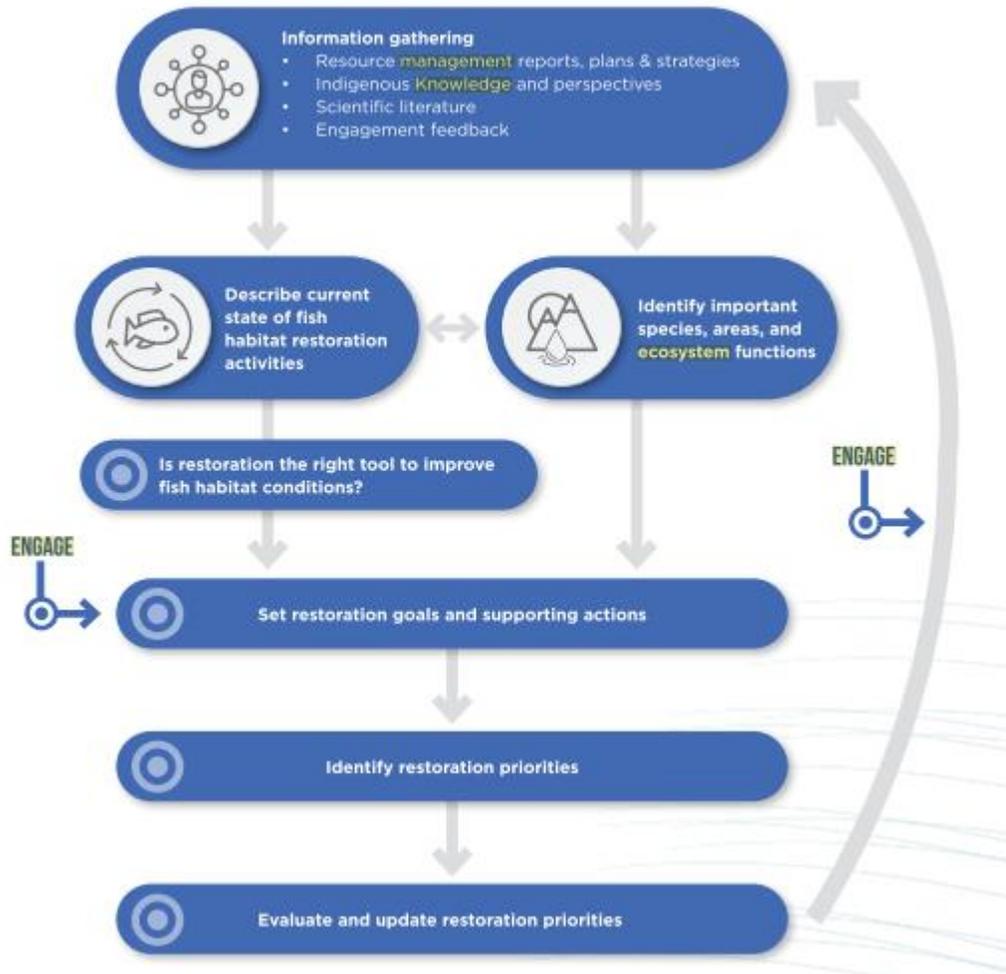


Figure shows a conceptual model of the process and outcomes to develop restoration priorities.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	<p>Fisheries, aquatic habitat, and marine waterways are of great social, cultural, spiritual, and economic importance to many Indigenous Peoples</p> <p>Habitat restoration aims to achieve and sustain the greatest net gain possible for biodiversity, ecological integrity, promotion of Indigenous rights, ecosystem goods and services, climate change mitigation, adaptation and resilience, and human health and well-being.</p> <p>Restoration priorities will be developed in regional companion documents to the Framework, and take into consideration the unique ecological, social, and cultural characteristics of the region. (Priorities)</p>
Ecological	<p>Restoration Activities should result in self-sustaining improvement to habitat (Habitat)</p>

Social and Cultural	Fisheries, aquatic habitat, and marine waterways are of great social, cultural, spiritual, and economic importance to many Indigenous Peoples (Culture)
Governance	<p>DFO plays a critical role in supporting and promoting restoration. DFO participates in fish habitat restoration in several ways:</p> <ul style="list-style-type: none"> • Funding organizations to undertake restoration through grants and contributions programs (e.g., Aquatic Ecosystems Restoration Fund, Canada Nature Fund for Aquatic Species at Risk); (Legal Obligations) <p>Fisheries and Oceans Canada (DFO) contributes to meeting Canada’s international commitments to ecological restoration, such as through the United Nations (UN) Convention on Biological Diversity Aichi Targets and the 2030 UN Sustainable Development (Legal Obligations)</p> <p>Conserving, protecting, and restoring aquatic habitat is a shared responsibility (Structures and Processes)</p> <p>DFO is committed to working with other governments and decision-makers in the restoration community to share information and increase long-term ecosystem improvements. Working with Indigenous groups, provinces, and territories enables use of the best available information and improves integration of strategic outcomes for habitat restoration.</p> <p>The conservation and protection of fish and fish habitat is a shared responsibility among federal, provincial, and territorial governments. Restoration priorities should be aligned across governments, reflecting best available information. DFO will engage provinces and territories in the prioritization process, including consideration of provincial and territorial fisheries management objectives, watershed management plans, and other strategic initiatives led by provinces or territories relating to aquatic restoration. (Outcomes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document supports EBM as a concept as well as other pillar specific Main Objectives. Primarily, relevant statements support all Governance Main Objectives and refers to ‘shared responsibility’, ‘best available information’ and lists a number of Canadian and International commitments (Legal Obligations).

Gender Results Framework

The Gender Results Framework (GRF) was first introduced in the Federal 2018 budget and represents “the Government of Canada’s vision for gender equality”. This document is relevant to all government departments, including goals that support DFO staff in addition to guiding appropriate programs. The framework highlights key issues and offers a whole-of government tool to define goals, track and measure progress. Six key areas of change are outlined:

Education and skills development

- Economic participation and prosperity
- Leadership and democratic participation
- Gender-based violence and access to justice
- Poverty reduction, health and wellbeing
- Gender equality around the world

Relevant EBM Pillar	Illustrative Statements
Economic	<p>Canada’s economic future depends on people having equal opportunity to reach their full potential, regardless of gender. (Equity)</p> <p>Promoting gender equality to build a more peaceful, inclusive, rules-based and prosperous world (Efficiency)</p>
Social and Cultural	<p>Eliminating gender-based violence and harassment, and promoting security of the person and access to justice Workplaces are harassment-free (Health and Wellbeing)</p> <ul style="list-style-type: none"> • Reduced poverty and improved health outcomes • Fewer vulnerable individuals living in poverty • Fewer women and children living in food-insecure households • More years in good health • Improved mental health (Health and Wellbeing; Sustainable Communities) <p>More diversified educational paths and career choices: Increased full-time employment of women 2.3.1 Proportion of workers in full-time jobs Better gender balance across occupations 2.5.1 Proportion of occupational group who are women More women in higher-quality jobs, such as permanent and well-paid jobs (Sustainable Communities)</p>
Governance	<p>Gender equality in leadership roles and at all levels of decision-making: More women in senior management positions, and more diversity in senior leadership positions Increased opportunities for women to start and grow their businesses, and succeed on a global scale (Structures and Processes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. “Canada’s economic future depends on people having equal opportunity to reach their full potential, regardless of gender” (Economic), “More diversified educational paths and career

choices” (Social and Cultural) and “Gender equality in leadership roles and at all levels of decision-making” (Governance)

Gender-Based Analysis Plus: A Primer

GBA+ provides guidance on incorporating treasury board guidelines for considering gender, race, sexuality and other factors into programming. GBA+ is an analytical process used to assess how diverse groups of women, men and non-binary people may experience policies, programs and initiatives. “Applying a GBA+ lens increases the rigour of analyses and advances knowledge on equity across federal programming for Canadians, which increases understanding of how policies, programs and services are developed and of their related outcomes.” See also the 2019-2020 DFO Departmental, GBA+ Section (LINK). This document is directly about implementation of programs and services: “Ideally, GBA+ is conducted when policies, programs and services are being designed and developed and when related data collection is being planned.”

For DFO, GBA+ is discussed in the yearly departmental plans for how it is used in DFO governance structures. These structures include gender and diversity focal points, intra-departmental community of practice, intra-departmental network, senior management oversight, and GBA+ implementation results reported in the departmental plan. DFO considers GBA+ in all planned initiatives, with an emphasis (in the 2019-2020 departmental plan) on sustaining Canada’s wild fish stocks and advancing reconciliation.

The most useful aspect of GBA+ may be its ‘evaluation’ function examining *relevance, design and delivery, effectiveness, and efficiency*. Below are some questions posed for each evaluation topic:

Evaluation Questions from Treasury Board Secretariat
Is the policy, program or service expected to contribute to promoting equality, diversity and inclusion? (Relevance)
Does it meet the needs of its target population groups? (Relevance)
Does the policy, program or service provide equal access to diverse groups of individuals? (Design and delivery)
Does the policy, program or service create or perpetuate barriers for certain target population groups? (Design and delivery)
To what extent, and in what ways, have expected outcomes had an impact on different target population groups? (Effectiveness)
Have there been any unexpected or unintended impacts (positive or negative) on any target population groups? If so, how were they addressed, if at all? (Effectiveness)
Are results related to equality and diversity likely to be sustained? (Effectiveness)
What are the administrative costs of the policy, program, or service for each target population group? (Efficiency)

Relevant EBM Pillar	Illustrative Statements
Economic	Does the policy, program or service provide equal access to diverse groups of individuals? (Equity)
Social and Cultural	"To what extent, and in what ways, have expected outcomes had an impact on different target population groups?" (Ethical and Just Activities)
Governance	"What are the administrative costs of the policy, program, or service for each target population group?" (Structures and Processes)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. Although the connections between GBA+ and the Maritimes EBM Framework are not explicit, aspects of this analytical process shows support for the Social and Cultural (Ethical and Just Activities) and Governance (Structures and Processes) Pillars. In particular the evaluation questions that can be used in framework effectiveness (e.g., Does it [DFO policy] meet the needs of the target population?).

It is important to note that, under the *Fisheries Act* the Minister may consider “the intersection of sex and gender with other identity factors” (Section 2.5 (i)). Therefore, GBA+ enhances the EBM Framework by providing guidance from the Treasury Board of Canada which is relevant across Government of Canada Departments and Agencies.

Government of Canada Adaptation Action Plan (GOCAAP)

GOCAAP is the implementation actions of the NAS. In the Ministers Forward, he refers to the Action plan as a ‘down payment’ towards the ongoing National Adaptation Strategy and “is the policy and program framework that shows how the Government of Canada contributes to achieving the goals, objectives, and targets laid out in the NAS”. GOCAAP will complement the work being led by provinces, territories and Indigenous partners”. The 73 federal actions, across 22 departments, outlined in the document have both mandate and funding. Specific funds, programs and initiatives are outlined such as The Disaster Financial Assistance Arrangements (DFAA) program, HealthADAPT Program, Climate Change Research and Knowledge Mobilization Initiative, Natural Climate Solutions Fund, Climate-Resilient Coastal Communities Program, Greening Government Strategy, etc. Such programs are outlined in detail in Annex 3.

The main steps laid out in the plan are as follows:

- “Working to address the climate risks that communities face;
- Working with other orders of governments, Indigenous partners, and the private sector to communicate these risks as a way to empower communities to protect themselves; and,
- Providing an array of programming and incentives to accelerate resilience, with a focus on those most vulnerable.”

Relevant EBM Pillar	Illustrative Statements
Ecological	<p>DFO is responsible for the protection, enhancement and restoration of the biodiversity and health of Canada’s marine and freshwater environments, including the protection and restoration of aquatic ecosystems. DFO works with partners to preserve and protect freshwater environments, including aquatic ecosystems, from the impacts of climate change. (Biodiversity; Habitat)</p>
Economic	<p>We must also ensure that the communities and population groups affected by climate change impacts have a voice in building just and equitable financial incentives and measures to build resilience. (Equity)</p> <p>Canada’s economy will anticipate, manage, adapt and respond to climate change impacts and will advance new and inclusive opportunities within a changing climate, particularly for communities at greater risk, Indigenous Peoples and vulnerable economic sectors. (Sustainability)</p> <p>Coupled with Canada’s efforts to reduce greenhouse gas emissions, described in Canada’s 2030 Emissions Reduction Plan, the GOCAAP communicates a comprehensive federal approach to prepare for climate change, build resilient communities, create jobs, and grow a strong economy. (Efficiency)</p>
Social and Cultural	<p>Further systematic integration of adaptation measures in infrastructure, health, environmental protection, economic development and emergency management services, are needed to support resilient and sustainable Indigenous communities (Sustainable Communities)</p> <p>A nationally consistent emergency management and adaptation framework that also emphasize upstream resilience and well-being is necessary to ensure no one living in Canada is left behind. (Health and Wellbeing)</p> <p>advancing climate and environmental justice. As we build systems and solutions that are more climate resilient, we have the opportunity to address systemic inequities that make some people more vulnerable to the impacts of climate change (Ethical and Just Activities)</p>
Governance	<p>7. Modernizing the <i>Oceans Act</i> to explicitly consider climate change impacts on marine ecosystems and species in regional ocean management, and explore the creation of a national, interdisciplinary working group focused on climate-resilient ocean conservation planning. (Legal Obligations)</p> <p>Building resilience to climate-related disasters is multi-faceted and requires effective governance, whole of society collaboration and strong communication on disaster risks, as well as tools to help address climate change (Outcomes)</p>

	The Government of Canada is committed to working with all levels of government, Indigenous communities, civil society, private industry, non-governmental organizations and academia through increased collaboration, coordination and ambition to address the magnitude of the challenges ahead.(Structures and Outcomes)
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes, however mainly at a high level where the implications to freshwater, estuarine and ocean systems are possible but not specified. Much of the document is focused on building disaster resilience such as flooding, fires and drought which may or may not have impacts to DFO. Therefore, broad statements that speak to EBM Main Objectives were included and relate mainly to who should be involved in contributing to these targets (Governance and Social and Cultural). For example, the roles of Indigenous Peoples, Federal and Government of Canada roles (Governance).

Guidance and Lessons Learned from Canada’s Marine Protected Areas Network

This document outlines the proceedings of a national workshop held in Ottawa in 2008. Therefore, this document is not a document that includes statements for the use of an EBM Framework. The benefits of this document are (1) background on MPA policy in Canada (speaking to the documents previously reviewed and acting as support for those documents (Section 1)) and (2) shares findings for good practices for MPA network planning which includes statements in support of EBM (Section 3).

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	<p>“MPAs are used as a catalyst for an ecosystem approach to marine management, recognizing that marine protection requires more than only MPAs”</p> <p>“To maintain, protect and conserve global marine biodiversity through conservation and protection of its components in a biogeographically representative network of ecologically coherent sites. Using the best available scientific information, the precautionary approach and the ecosystem approach will be applied to help halt the losses in biodiversity.”</p>
Governance	Sound Planning “is consistent with the adaptive management approach” (Outcomes)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. Although this document is a workshop report it hits on many of the topics brought up in the 2019 Maritimes Region Workshop to Develop a Consensus EBM Framework, particularly in Section 3 which captures a discussion about the differences in ecological and socio-economic information: “Several participants stated that socio-economic information is particularly problematic; legislative or legal constraints often limit its collection. In comparison to socio-economic data, ecological data are relatively easy to collect and interpret. Ecological data are objective; socio-economic data and their

translation into socio-economic objectives are matters of social choice. Socio-economic objectives are much more difficult to specify than ecological ones and are heavily dependent on process.” (p.15)

The above quotation provides context on the two-decade move in DFO from single-sector based management to more holistic approaches.

Guidance on Implementation of the Policy on Managing Bycatch

The Guidance on Implementation of the Policy on Managing Bycatch stems from the Policy on Managing Bycatch and provides resource managers and aquaculture management coordinators with (1) guidance on the categories of catch subject to the policy, (2) strategies for achieving policy objectives, (3) steps for incorporating bycatch considerations into management plans and (4) toolbox for measures to manage bycatch. (p.3). Most applicable to the Maritimes EBM Framework are the strategies, listed below. Further information includes steps to implement plan (extensive) and the tools and approaches to manage bycatch.

The main component of the Bycatch Policy that supports the EBM Framework are the Main Objectives that can be operationalized into secondary objectives for the EBM Framework and are listed in the table below. It should be noted that many of these strategies intersect with other DFO initiatives/policies; for example the first strategy states that TEK and ATK should be incorporated in data collection (Governance), and the second strategy is heavily linked to the Precautionary Approach framework, which requires that all removals of a stock must be taken into account.

Relevant EBM Pillar	Illustrative Statements
Ecological	“Manage the catch of retained bycatch so as not to exceed established harvest levels for the species.” (Productivity)
Governance	<p>“Develop data collection and monitoring systems that will support timely, reliable, and aggregated reporting on retained and non-retained bycatch species.” (Outcomes)</p> <p>“Develop appropriate measures to manage bycatch and regularly evaluate their effectiveness.” (Structures and Processes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This policy supports the Ecological Pillar (productivity and Biodiversity Objectives) of the EBM Framework through strategies 1-5. Further it calls for management plans to address the cumulative impacts across plans on bycatch species (p.11).

Guidelines for writing rebuilding plans per the Fish Stocks Provisions and A Fishery Decision-making Framework Incorporating the Precautionary Approach

This document describes (1) what a rebuilding plan for a prescribed major fish¹ stock must contain to meet the requirements of the Fish Stocks provisions s. 6.2 in the amended *Fisheries Act* (2019) and in the Fishery (General) Regulations, and (2) what a rebuilding plan for fish stock subject to the 2009 Fisheries Decision-Making Framework Incorporating the Precautionary Approach (PA Policy), must contain to align with the policy intent. (Introduction)

Relevant EBM Pillar	Illustrative Statements
Ecological	<p>“Management actions must promote stock growth and removals from all sources must be kept to the lowest possible level until the stock has cleared this zone. The rebuilding plan must have a high likelihood of the stock growing to the rebuilding target within the plan’s rebuilding timeline.</p> <ul style="list-style-type: none"> • Conservation considerations must prevail and the management measures must have a high likelihood (75-95% probability) of the stock growing to the rebuilding target within the plan’s rebuilding timeline.” (Productivity) <p>“There should be no tolerance for preventable decline.</p> <ul style="list-style-type: none"> • This means that total catch on the stock (both directed and bycatch) must be limited to where there is a very low likelihood of preventable decline (<5% probability) and that will allow the stock to grow under current environmental conditions.” (Biodiversity) <p>“Habitat loss or degradation for prescribed major fish stocks For prescribed major fish stocks, this section must describe whether habitat loss or degradation has occurred, and if it has, whether this loss or degradation contributed to the stock’s decline. This is the first step to meet subs. 6.2(5) of the FSP, which requires that the rebuilding plan for the stock take into account whether there are measures in place to restore fish habitat, if habitat loss or degradation contributed to the stock’s decline. See section 3.5 for the guidance to meet the remaining requirements of subs. 6.2(5) within the rebuilding plan.” (Habitat)</p>
Economic	<p>“The purpose of this section of the rebuilding plan is to outline a summary of the results of the socio-economic analysis conducted for the rebuilding plan. Provide a reference to the full socio-economic analysis once it is published.” (Sustainability)</p> <p>“Socio-economic analysis: A broad concept which covers several different types of analysis. There is a wide array of methodological approaches to socio-economic analysis. The validity and usefulness of each type of approach depends on the issues and decisions being analyzed. Socio-economic analysis includes socio-economic profile, cost-benefit analysis, cost effectiveness analysis, multiple account evaluation or regional economic impact analysis.” (Sustainability)</p>
Social and Cultural	<p>“Socio-economic and cultural – objectives related to socio-economic and/or cultural considerations of the fisheries.” (Culture; Ethical and Just Activities; Health and Wellbeing)</p>

<p>Governance</p>	<p>“Reviews must be completed on a regular basis, with timelines determined based on factors such as the specifics of the stock in question, the science assessment cycle, and the schedule of fisheries advisory committee meetings. The reviews should be conducted sufficiently often such that rebuilding performance can be evaluated, or new information and data taken into account. The frequency of review may be adjusted based on stock trend (e.g., more frequent review if stock status continues to decline), the length of time the rebuilding plan has been in effect (e.g., more frequently at the beginning of the plan to assess whether measures are performing as expected), or exceptional circumstances (e.g., loss of key data used in rebuilding measures). This will allow the rebuilding plan to be revised as required.” (Structures and Processes)</p> <p>“DFO seeks to manage fisheries, including decisions flowing from the application of this guidance, in a manner consistent with the constitutional protection provided to Aboriginal and treaty rights by s. 35 of the <i>Constitution Act, 1982</i>.” (Legal obligations)</p>
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document provides guidance for the Productivity, Biodiversity and Habitat Objectives of the EBM Framework. Economic and Social considerations are included as optional objectives for rebuilding plans, and Governance Objectives are clear with references to legal obligations to Indigenous Peoples and procedural aspects of the process.

Additionally, this document enhances the Framework by providing further guidance on implementing the precautionary approach and reiterates the importance of considering socio-economic considerations.

Impact Assessment Act

The Impact Assessment Agency of Canada is responsible for conducting impact assessments under the *Impact Assessment Act* for designated projects in the *Physical Activities Regulations* (i.e. Project List). The Project List describes designated projects for which a federal impact assessment may add value, over and above other federal regulatory oversight mechanisms (e.g., authorizations, licences, and permits). “An Act respecting a federal process for impact assessments and the prevention of significant adverse environmental effects”. In addition to the impact assessment process, the Act provides the Agency the authority to conduct regional assessment and strategic assessments.

“The Impact Assessment Act:

- Lays out the impact assessment process and timelines
- Identifies factors that must be taken into account during the impact assessment and decision-making
- Provides tools to support cooperation and coordination with other jurisdictions
- Enables the Agency to support participant engagement through funding programs
- Requires transparency through information made publicly available on the Registry

- Provides tools and authorities to ensure compliance” (Overview of the *Impact Assessment Act* (canada.ca))

Definitions:

“*effects* means, unless the context requires otherwise, changes to the environment of to health, social or economic conditions and the positive and negative consequences of these changes.” (p.3)

“*effects within federal jurisdiction* means, with respect to a physical activity or a designated project, (a) a change to the following components of the environment that are within the legislative authority of Parliament:

i. *fish and fish habitat*, as defined in subsection 2(1) of the *Fisheries Act*” (p.3)

“*federal lands* means

(b) the following lands and areas:

- i. the internal waters of Canada, in any area of the sea not within a province,
- ii. the territorial sea of Canada, in any area of the sea not within a province,
- iii. the exclusive economic zone of Canada, and
- iv. the continental shelf of Canada” (p.5)

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	<p>6 (1) “The purposes of this Act are(a) to protect the components of the environment, and the health, social and economic conditions that are within the legislative authority of Parliament from adverse effects caused by a designated project</p> <p>“Whereas the Government of Canada is committed to fostering sustainability;” (p.1)</p> <p>Whereas the Government of Canada recognizes the importance of encouraging innovative approaches and technologies to reduce adverse changes to the environment and to health, social or economic conditions;</p>
Ecological	<p>“An Act respecting a federal process for impact assessments and the prevention of significant adverse environmental effects” (Habitat; Biodiversity; Productivity)</p>
Social and Cultural	<p>Whereas the Government of Canada is committed to implementing the United Nations Declaration on the Rights of Indigenous Peoples; (Ethical and Just Activities; Culture)</p>
Governance	<p>Proponent</p>

	<p>7 (1) Subject to subsection (3), the proponent of a designated project must not do any act or thing in connection with the carrying out of the designated project, in whole or in part, if that act or thing may cause any of the following effects:</p> <p>(a) a change to the following components of the environment that are within the legislative authority of Parliament:</p> <ul style="list-style-type: none"> i. fish and fish habitat, as defined in subsection 2(1) of the <i>Fisheries Act</i> ii. aquatic species, as defined in subsection 2(1) of the <i>Species at Risk Act</i> (Legal Obligations) <p>Whereas the Government of Canada recognizes the importance of cooperating with jurisdictions that have powers, duties and functions in relation to the assessment of the effects of designated projects in order that impact assessments may be conducted more efficiently (Structures and Processes)</p> <p>6 (2) “The Government of Canada, the Minister, the Agency and federal authorities, in the administration of this Act, must exercise their powers in a manner that fosters sustainability, respects the Government’s commitments with respect to the rights of Indigenous peoples of Canada and applies the precautionary principle” (Outcomes)</p>
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. Although not specifically addressing fisheries or oceans management, this Act provides the rationale for the review of designated projects that take place on federal lands, which include the territorial sea and the exclusive economic zone. This Act aims to foster sustainability to protect the environment and social and economic conditions (Section 6(1)(b)). This Act calls for the use of the precautionary principle (Section 6(2)) and encourages the use of cumulative assessments (Section 6(1)(m)). Further, this Act states that a proponent of a project cannot carry out a project that effects the environmental components of fish or fish habitat (Section 7(1)(a)(i)) unless meeting certain criteria laid out in Section 7(3).

Integrated Aboriginal Policy Framework

The Integrated Aboriginal Policy Framework (IAPF) was developed for the years 2006-2010 with the vision of “supporting healthy and prosperous Aboriginal communities” through building relationships, maintaining the honour of the crown and facilitating Aboriginal participation in the management of aquatic resources. The purpose of the IAPF is to “provide guidance to DFO employees in helping to achieve success in building on our relations with Aboriginal groups.” This framework takes into account Supreme Court of Canada decisions (i.e., *Sparrow* and *Marshall*), DFO-relevant Acts (i.e., *Oceans*, *SARA*), aquaculture considerations and DFO’s approach to science.

This document builds directly on the Department’s 2005-2010 Strategic Plan, and although is dated 2006-2010, still appears on DFO’s Aboriginal Fisheries webpage under “Legislation and Policy” – Link.

The document states that the IAPF “constitutes a core element of departmental planning.” Further it includes the Aboriginal Fisheries Strategy (AFS) which is a pillar of DFO’s Aboriginal fisheries policies.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	“This framework recognizes that DFO’s core mandate has broadened considerably since earlier SCC decisions such as <i>Sparrow</i> and <i>Marshall</i> and now includes new ecosystem-based management responsibilities under the <i>Oceans Act</i> , expansion of its presence in inland habitat management, <i>Species at Risk Act</i> (SARA) implementation, an aquaculture framework, and an increasingly sophisticated approach to science.” (p.1)
Ecological	<p>“ensure that conservation and sustainable use of the fishery are the top management priorities” (Productivity)</p> <p>“Canada's fish habitat, the life-support system essential for fish to reproduce, grow and live, is critical to the security and sustainability of Canada’s marine and freshwater fisheries resources.” p.22 (Habitat)</p>
Economic	Contribute to the broader Government of Canada objective of greater economic development for First Nations by assisting with greater access to economic opportunities, such as commercial fishing.” (Intro, p.1) (Equity)
Social and Cultural	<p>“Be respectful of Aboriginal peoples and their communities, their rights, values and aspirations” (p.4 – Guiding principles) (Culture)</p> <p>“The fundamental theme of DFO’s Integrated Aboriginal Policy Framework is on fostering a respectful and mutually beneficial relationship with Aboriginal groups who are seeking a greater share of the fisheries resource, on contributing to the growth and well-being of their communities, and on providing them with a greater role in integrated aquatic resource and oceans management.” (Intro, p.1)</p> <p>(Sustainable Communities)</p>
Governance	“INAC, in general, has primary, but not exclusive responsibility for meeting the federal government’s constitutional, treaty, political and legal responsibilities to First Nations, Inuit and Northerners.” In reference to the government’s interests and responsibilities (p.7). (Legal Obligations)

INAC (Indigenous and Northern Affairs Canada) was dissolved in 2017 and two new departments were created. Therefore this section would likely refer to Crown-Indigenous Relations and Northern Affairs Canada given references to treaties and agreements which falls under this department’s mandate.

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document supports the framework by outlining both the need to fulfill legal obligations to Indigenous groups but also outlining past initiatives that took place to achieve this (e.g., Marshall Response Initiative; Allocation Transfer Program) as well as the processes that can support Indigenous

involvement including through Land Claims Agreements, co-management and self-governance (Annex B of the document). Further, this document recognizes the department’s ecosystem-based management responsibilities (p.1) and states that the Aboriginal Aquatic Resource and Oceans Management Program (AAROM) “supports the involvement of Aboriginal groups in integrated watershed / ecosystem based planning and management processes” (p.16).

Interim Policy for Establishing Fish Habitat Banks to Support the Administration of the Fisheries Act and the Species at Risk Act

This policy supports the implementation of fish and fish habitat protection (from the *Species at Risk Act* and the *Fisheries Act*) by building on the ‘Fish and Fish Habitat Protection Policy Statement’ (2019) and the ‘Policy for Applying Measures to Offset Adverse Effects on Fish and Fish Habitat Under the *Fisheries Act*’ (2019). As the DFO is currently developing a modernized policy on offsetting and fish habitat banking, this document offers interim guidance until the modernized policy is complete.

The policy focuses on providing details with regards to: 1) the Legislative and Policy Background for Fish Habitat Banks and 2) Establishing, Managing, and Operating Fish Habitat Banks.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	<p>Canada's fish and fish habitat are shared resources that provide social, cultural, economic, environmental, ecological, and spiritual benefits to Canadians. Fisheries, oceans, aquatic habitat and marine ecosystems are of great social, cultural, spiritual, and economic importance to many Indigenous Peoples.</p> <p>The determination of the service area should be guided by the ecosystem approach and be based on consideration of hydrological and ecological criteria (e.g., watershed boundary, drainage area, eco-zone, bay, lake, etc.), relevant fisheries management objectives, other resource management plans, or regulations, including the survival and recovery of aquatic species at risk, the presence of aquatic invasive species (including non-indigenous species) in the service area or its vicinity, and, if applicable, jurisdictional boundaries.</p>
Ecological	<p>“the activity cannot jeopardize the survival or recovery of species at risk.” (Biodiveristy)</p> <p>“The Department emphasizes the use of measures to avoid, and then mitigate the predicted adverse effects on fish and fish habitat as the first and second steps in the hierarchy of measures, followed by measures to offset the residual adverse effects on fish and fish habitat as a means of last resort” (Biodiversity; Productivity; Habitat)</p>
Social and Cultural	<p>These important natural resources are also limited and vulnerable. They should therefore be conserved and protected to maintain these benefits for present and future generations. (Ethical and Just Activities)</p>

<p>Governance</p>	<p>The Department has a legal duty to consult with potentially affected Indigenous groups whose rights may be affected by the Department’s decision to establish a fish habitat bank. (Legal Obligations)</p> <p>When making a decision under the <i>Fisheries Act</i>, the Minister will further consider any adverse effects that the decision may have on the rights of the Indigenous peoples of Canada recognized and affirmed by Section 35 of the Constitution Act, 1982. (Legal Obligations)</p> <p>“The purpose of a fish habitat bank arrangement is to set the terms and conditions for its creation and management by: establishing a working relationship between the participants based on trust, accountability and information sharing; establishing a transparent process for managing a fish habitat bank; and, increasing certainty in the administration and management of a fish habitat bank.” (Structures and Processes)</p> <p>“In addition to the legal requirements (i.e., subsection 42.02(3) of the <i>Fisheries Act</i>), the fish habitat bank arrangement is the administrative tool that defines the accountability, and clearly articulates the roles and responsibilities of the Department and the proponent in the context of a fish habitat bank. It identifies how the habitat bank will be established, managed, and operated.” (Structures and Processes)</p> <p>“When applying these provisions, the Department will be informed by the best available science, technical information and Indigenous knowledge provided to the Minister, when making decisions. It will also be guided by the application of a precautionary approach, an ecosystem approach, and/or a risk-based approach to decision-making, as warranted. “(Outcomes)</p>
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. Habitat, some statements relevant for biodiversity such as ...”use of measures to avoid, and then mitigate the predicted adverse effects on fish and fish habitat”. Throughout the policy, there was ample reference made to monitoring, indicators, targets and measuring progress, e.g., “must be performance-based, with clear measurable fish habitat indicators and performance targets Governance (Outcomes). Policy mentions that it is good practice for proponents to engage often and early with Indigenous peoples (Governance – Structures and Processes).

Introduction to the procedural steps for implementing the Fishery Monitoring Policy

Implementing the Fishery Monitoring Policy consists of a six-step process but is not intended as final guidance for implementing this policy.

Relevant EBM Pillar	Illustrative Statements
Governance	“Step 4: Specify Monitoring Requirements: “Fishery managers will work with Indigenous groups and stakeholders to determine the combination of data collection methods, tools, and coverage levels to meet the minimum data requirements to achieve the monitoring objectives. Requirements must be specified for conservation objectives and compliance objectives.” (Outcomes)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Partially. Through its support of the FMP’s principles and objectives it supports the EBM Framework, but the guidance policy has minimal potential to be co-opted in support of the framework at the objective-setting stage.

Kunming-Montreal Global Biodiversity Framework (KMGBF)

The KMGBF was adopted during the fifteenth meeting of the Conference of the Parties to the United Nations Convention on Biological Diversity (UN CBD)(COP 15) in Montreal, Canada 2022. This Framework set an ambitious global framework to “health and reverse biodiversity loss to reach the global vision of a world living in harmony with nature by 2050. One hundred and ninety-six countries, including Canada, agreed to the achievement of 23 global targets by 2030 with four long term goals directing action for 2050: “By 2050, biodiversity is valued, conserved, restored and wisely used, maintaining ecosystem services, sustaining a healthy planet and delivering benefits essential for all people”. All Parties committed to setting national targets to support the KMGBF and submitting national reports in 2026 and 2029 .

This historic framework supports the achievement of the United Nations Sustainable Development Goals and builds on the Convention’s previous strategic plan

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	The framework is a contribution to the achievement of the 2030 Agenda for Sustainable Development. At the same time, progress towards the Sustainable Development Goals and the achievement of sustainable development in all its three dimensions (environmental, social and economic) is necessary to create the conditions necessary to fulfil the goals and targets of the framework. It will place biodiversity, its conservation, the sustainable use of its components and the fair and equitable sharing of the benefits arising out of the utilization of genetic resources, at the heart of the sustainable development agenda, recognizing the important linkages between biological and cultural diversity.
Ecological	Ensure that the use, harvesting and trade of wild species is sustainable, safe and legal, preventing overexploitation, minimizing impacts on non-target species and

	<p>ecosystems, and reducing the risk of pathogen spill-over, applying the ecosystem approach, while respecting and protecting customary sustainable use by indigenous peoples and local communities. (Target 5) (Productivity)</p> <p>Human induced extinction of known threatened species is halted, and, by 2050, extinction rate and risk of all species are reduced tenfold and the abundance of native wild species is increased to healthy and resilient levels; (Biodiversity)</p> <p>Ensure that by 2030 at least 30 per cent of areas of degraded terrestrial, inland water, and coastal and marine ecosystems are under effective restoration, in order to enhance biodiversity and ecosystem functions and services, ecological integrity and connectivity (Target 2) (Habitat)</p>
Economic	<p>Identify by 2025, and eliminate, phase out or reform incentives, including subsidies, harmful for biodiversity, in a proportionate, just, fair, effective and equitable way, while substantially and progressively reducing them by at least 500 billion United States dollars per year by 2030, starting with the most harmful incentives, and scale up positive incentives for the conservation and sustainable use of biodiversity. (Target 8) (Equity)</p> <p>Recognizing the 1986 United Nations Declaration on the Right to Development, the framework enables responsible and sustainable socioeconomic development that, at the same time, contributes to the conservation and sustainable use of biodiversity. (Efficiency)</p>
Social and Cultural	<p>Implementation of the framework requires transformative, innovative and transdisciplinary education, formal and informal, at all levels, including science-policy interface studies and lifelong learning processes, recognizing diverse world views, values and knowledge systems of indigenous peoples and local communities. (Sustainable Communities)</p> <p>15. Successful implementation of the framework will depend on ensuring gender equality and empowerment of women and girls and reducing inequalities. (Ethical and Just Activities)</p> <p>indigenous peoples and local communities are respected and given effect to in the implementation of the Kunming-Montreal global biodiversity framework (Ethical and Just Activities)</p>
Governance	<p>“The framework acknowledges the important roles and contributions of indigenous peoples and local communities as custodians of biodiversity and partners in the conservation, restoration and sustainable use. Its implementation must ensure their rights, knowledge, including traditional knowledge associated with biodiversity, innovations, worldviews, values and practices of indigenous peoples and local</p>

	<p>communities are respected, documented, preserved with their free, prior and informed consent, including through their full and effective participation in decision-making, in accordance with relevant national legislation, international instruments, including the United Nations Declaration on the Rights of Indigenous Peoples, and human rights law. In this regard, nothing in this framework may be construed as diminishing or extinguishing the rights that indigenous peoples currently have or may acquire in the future. (Legal Obligations)</p> <p>"to enable participation at all levels of government, with a view to fostering the full and effective contributions of women, youth, indigenous peoples and local communities, civil society organizations, the private and financial sectors, and stakeholders from all other sectors, to that end;" (4) (Structures and Processes)</p> <p>5. The framework is action- and results-oriented, and aims to guide and promote at all levels the revision, development, updating, and implementation of policies, goals, targets, national biodiversity strategies and actions plans, and to facilitate monitoring and review of progress at all levels, in a more transparent and responsible manner.(Outcomes)</p> <p>19. The implementation of the framework should be based on scientific evidence and traditional knowledge and practices, recognizing the role of science, technology and innovation (Outcomes)</p>
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document, as previous global biodiversity commitments before it, supports the holistic and ecosystem based approach in addition to recognizing the important connections with the Economic, Social and Cultural and Governance Pillars. In particular, there is enhanced focus on Social and Cultural, and Governance Objectives relating to equity, inclusivity and benefits for all with an emphasis on Indigenous Peoples and local communities.

Marine Mammals Regulations

The *Marine Mammals Regulations* were reviewed in reference to the ‘Ethical Activities’ Objective (previously the Ethical Fisheries Objective) of the Social and Cultural Pillar. The *Marine Mammals Regulations* replace previous iterations of regulations for the protection of marine mammals. These regulations were effective February 24, 1993 and last amended on November 2, 2018. These regulations apply in respect of:

- a. the management and control of fishing for marine mammals and related activities in Canada and in Canadian fisheries waters;
- b. the management and control of fishing for marine mammals from Canadian fishing vessels in the Antarctic; and
- c. the conservation and protection of marine mammals in Canada and in Canadian fisheries waters. (Section 3)

The regulations set out rules for general licensing and prohibitions as they relate to marine mammals generally, as well as sections for cetaceans, walrus, seals, and marine mammal disturbance accordingly. Stand-alone, general statements from section 7 (Prohibitions) are captured in the table below for policy relevance to the Maritimes Region EBM Framework.

Relevant EBM Pillar	Illustrative Statements
Governance	“Subject to section 6, no person shall fish for marine mammals except under the authority of a licence issued under these Regulations or under the Aboriginal Communal Fishing Licences Regulations.” (Legal Obligations)
Social and Cultural	<p>“No person shall attempt to kill a marine mammal except in a manner that is designed to kill it quickly.” (S.7[8]) (Ethical and Just Activities)</p> <p>6 (1) An Indian or Inuk other than a beneficiary may, without a licence, fish for food, social or ceremonial purposes for (a) seals; (b) cetaceans, except beluga in the areas described in column I of items 1 to 7 of Schedule II, bowhead whales, right whales and narwhal; and (c) subject to section 26, four walrus in a year (Culture)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. Although this document is extensive and reflects a complex regulatory framework that is relevant for commercial fisheries, shipping, and fishing for Indigenous food, social or ceremonial purposes, it supports the Culture and Ethical and Just Activities Objectives of the EBM Framework by outlining ethical practices for handling marine mammals.

Marine Protected Areas Policy

The Marine Protected Areas Policy, like the National Framework for Establishing and Managing Marine Protected Areas (1999), is an older document that outlines DFO’s responsibility to oversee *Oceans Act* MPA establishment and management. This document also outlines legislated initiatives that are complimentary to Canada’s Oceans Strategy including the MPA program, the Integrated Management Program, and the Marine Ecosystem Health Program. Like the above policy, this policy may be less relevant than more recently articulated area-based conservation policies but can be viewed as a building block to the current MPA approach.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	“The MPA Program will: Adopt the principles of sustainable development, integrated management and the precautionary approach in decision-making”

	“The MPA Program will: Adopt an ecosystem approach to planning, establishing, and managing MPAs. This will include coordinating across jurisdictions and organizations and recognizing the interaction of marine ecosystems with the land”
Ecological	“To conserve and protect the ecological integrity of marine ecosystems, species, and habitats through a system of Marine Protected Areas, as per the <i>Oceans Act</i> .” (All)
Economic	“To contribute to the social and economic sustainability of coastal communities by providing for uses which are compatible with the reasons for designation” (Sustainability)
Social and Cultural	“To contribute to the social and economic sustainability of coastal communities by providing for uses which are compatible with the reasons for designation” (Sustainable Communities)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document includes a Code of Practice that mentions key principles important to the development of an EBM Framework: Sustainable Development, Integrated Management, Precautionary Approach, and an Ecosystem Approach. Additionally, the following statement supports Economic- Sustainability and Social and Cultural – Sustainable Communities: “To contribute to the social and economic sustainability of coastal communities by providing for uses which are compatible with the reasons for designation”. Additionally, all Main Objectives in the Ecological Pillar are supported through the following statement: “To conserve and protect the ecological integrity of marine ecosystems, species, and habitats through a system of Marine Protected Areas, as per the *Oceans Act*.”

This document is very much aligned with the National Framework for Establishing and Managing Marine Protected Areas (1999) and therefore includes many of the considerations present in that document, as well as more recent area-based conservation documents.

Maritimes Region Commercial Fisheries Licensing Policy

This policy is built on the Commercial Fisheries Licensing Policy for Eastern Canada (1996) but in areas of discrepancy, this document applies. To that end, the principles outlined in this document mirror those in the 1996 policy and therefore are not repeated.

The Commercial Fishing Licensing Policy for the Maritimes Region provides a clear and consistent statement regarding DFO’s policy in the Maritimes Region in respect to the registration of fishing enterprises and vessels and issuance of certain types of fishing licenses. This policy does not apply to the Aboriginal Communal Fishing Licenses Regulations and the Minister retains absolute discretion to make exceptions to these provisions.

Relevant EBM Pillar	Illustrative Statements
Ecological	“Achieve a balance between capacity and the resource” (Productivity)

Economic	<p>9.1 As per the Section 15 of the Commercial Fisheries Licensing Policy, inshore licences may not be issued to corporations, including those involved in the processing sector, except corporations that meet the criteria outlined in the Policy on Issuing Licences to Companies. (Equity; Sustainability)</p> <p>11.2 New exploratory inshore licences will be offered only to heads of core enterprises who are categorized as Independent Core or to Aboriginal organizations. (Equity)</p> <p>“facilitate industry self-reliance” (Sustainability)</p> <p>“foster greater economic viability of the fishery sector” (Sustainability)</p>
Social and Cultural	<p>“Facilitate industry self-reliance” (Sustainable Communities)</p>
Governance	<p>13.1 The Aboriginal commercial communal fishery is managed in accordance with the Aboriginal Fisheries Strategy and the Aboriginal Communal Fishing Licenses Regulations. (Legal Obligations)</p> <p>Participants in the Maritimes Region commercial fishery who are dissatisfied with licensing decisions made by DFO have the opportunity to request an appeal. (Structures and Processes)</p> <p>develop a greater degree of partnership with a professional group of harvesters (Structures and Processes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. Through the documents reiteration of the principles outlined in the Licensing Policy for Eastern Canada, this document supports the Maritimes EBM Framework’s Economic Pillar by providing secondary policy objectives. Like other licensing documents though, this policy does not provide language in support of an ecosystem approach or EBM. This document does, like other regional licensing policies, provide policy support for the inshore sector through the Owner-Operator Policy, the Fleet Separation Policy and PIIFCAF. Further, this policy outlines species-specific policies (e.g., eligibility, temporally restrictions) and therefore can be looked to when considering policies for specific fisheries (in line with integrated fisheries management plans [IFMPs]) as outlined in Part 2 of the document.

National Framework for Canada’s Network of Marine Protected Areas

The National Framework for Canada’s Network of MPAs outlines an overarching vision and goals, establishes network components, design properties and eligibility criteria for areas that will contribute

to the network, describe the governance structure, and provide direction to promote national consistency in bioregional network planning. The document was drafted by a federal-provincial-territorial government Technical Experts Committee established by the Oceans Task Group that reported to the Canadian Council of Fisheries and Aquaculture Ministers.

In addition to important linkages to advancing priorities stated in the *Oceans Act*, Canada's Ocean Strategy and the Ocean Action Plan, this framework supported important national and international commitments at the time, including the UN CBD and effort to conserve 10% of coastal and marine areas through well connected systems of protected areas and OECMs by 2020.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	"Apply the precautionary approach; apply sustainable development, integrated oceans management and ecosystem-based management principles; utilize the full suite of best available knowledge (i.e., scientific, traditional, industry, community, etc.); and practice adaptive management (i.e., adjust management policies and practices on an ongoing basis in response to new ecological or socio-economic information and emerging issues with respect to network design or implementation)."
Ecological	An ecologically comprehensive, resilient, and representative national network of marine protected areas that protects the biological diversity and health of the marine environment for present and future generations." (Biodiversity; Habitat)
Economic	Take socio-economic considerations into account: "Once the ecological conservation needs have been identified, consider socio-economic information to achieve an optimal, cost-effective network design and also to plan individual new network MPAs." (Efficiency)
Social and Cultural	An ecologically comprehensive, resilient, and representative national network of marine protected areas that protects the biological diversity and health of the marine environment for present and future generations." (Ethical and Just Activities) To enhance public awareness and appreciation of Canada's marine environments and rich maritime history and culture. (p.6) (Culture)
Governance	"Respecting existing rights and activities: respect federal / provincial / territorial government mandates and authorities; respect relevant provisions of applicable land claims agreements and treaties; and take into consideration harvesting by Aboriginal groups and others, and other activities carried out in accordance with existing licenses, regulations and legal agreements." (Legal Obligations) "Employ open, transparent and inclusive processes, with opportunities for partnership, participation, consultation and timely information exchange. Enhance

	<p>awareness, promote benefits, and encourage public support.” (Structures and Processes)</p> <p>“Employ open, transparent and inclusive processes, with opportunities for partnership, participation, consultation and timely information exchange. Enhance awareness, promote benefits, and encourage public support.” (Outcomes)</p>
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document supports all of the Framework’s Ecological Objectives in goals (p.6) and benefits (p.11) sections. Further, Social and Cultural Objectives are considered in both the 2nd and 3rd goals of the document, Economic Objectives are considered in the 2nd goal, and Governance goals are considered in the Guiding Principles (e.g., principle 3: ensure open and transparent process).

This document lays out Federal, provincial and territorial legislation and regulations related to MPAs and related conservation measures which may be of interest regionally i.e., Nova Scotian regulations for the Maritimes Region (Annex 3).

National Framework for Establishing and Managing Marine Protected Areas

The National Framework for Establishing and Managing Marine Protected Areas “presents the general approach the [DFO] will take to establish and manage MPAs across Canada” to be implemented at the regional level. This policy outlines how the *Oceans Act* provides the justification for MPA development, outlines DFO’s approach, and provides a framework to establish and manage MPAs. This document precedes more relevant area-based conservation policies and frameworks (i.e., Policy and Operational Framework; National Framework for Canada’s Network of Marine Protected Areas) and those documents should be looked to for further considerations. This document is cited in the above 2005 Federal Marine Protected Areas Strategy as a tool but is not cited in the 2011 National Framework for Canada’s Network of Marine Protected Areas.

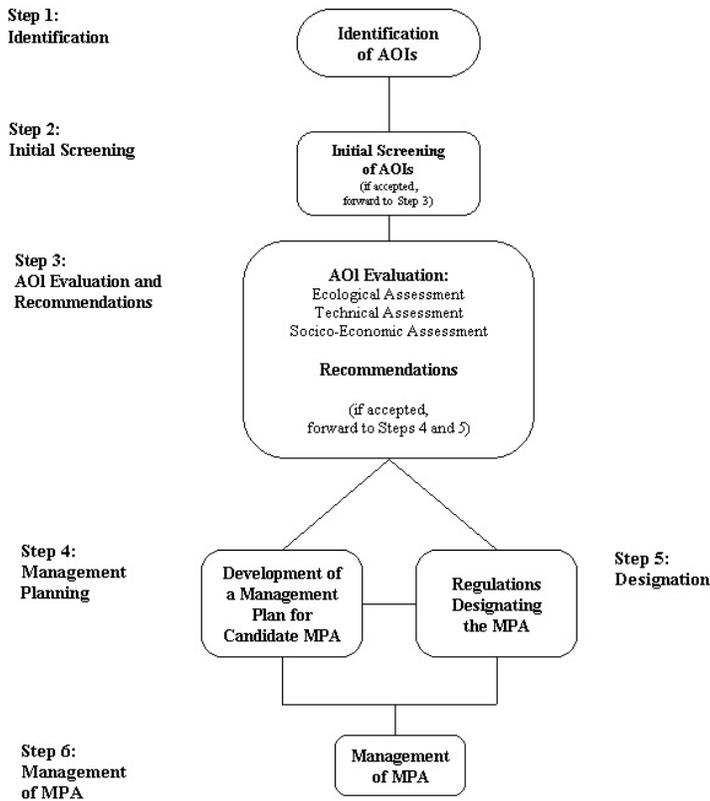


Figure shows the Framework for Establishing and Managing MPAs under the *Oceans Act*

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	Ecosystem Overviews “An ecosystem overview will provide important information for managing human activities affecting sensitive ecosystems, habitats, and species.” (DFO’s approach)
Economic	Aboriginal Communities and Organizations “Many Aboriginal communities and organizations have a strong interest in conserving marine resources for cultural, subsistence and economic reasons.” (Efficiency)
Social/Cultural	Fishing and Aquaculture Interests “Fish harvesters have always been strong proponents of conserving the marine resources upon which they depend. They have much knowledge to add to the scientific information that shapes the management approach. Experience suggests that MPAs need strong support from fishing interests, particularly if the MPAs will remove territory from fishing areas or restrict fishing.” (Sustainable Communities)
Governance	Need for Effective Partnering “The concept of partnering is vital to the MPA Program[,] its success depends on how well various interests are able to work together” (Structures and Processes)

	<p>Ocean Industries</p> <p>“The MPA process will include consultations with affected users to ensure that their interests are taken into consideration during MPA planning and establishment. Many of these industries and users may wish to assume a long-term collaborative role in managing an MPA, assisting in activities such as enforcement and monitoring.” (Structures and Processes)</p> <p>“MPAs will be identified, designated and managed in manner consistent with Aboriginal land claims agreements.” (Legal Obligations)</p>
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document outlines DFO’s approach to MPA development which has a central focus on the ‘need for effective partnering’ — supporting the Governance Pillar (Structures and Processes) of the EBM Framework. Further, it outlines the interests of the fishing industry as strong proponents of conservation and calls for the inclusion of Aboriginal interests into the MPA program.

New Access Framework

The New Access Framework guides “all decisions on new or additional access to Atlantic commercial fisheries which have undergone substantial increases in resource abundance or landed value.”

- “...will guide all decisions on new or additional access to Atlantic commercial fisheries which have undergone substantial increases in resource abundance or landed value”
- All access decisions must be consistent with overarching principles in order of priority ‘Conservation,’ ‘Recognition of Aboriginal and Treaty Rights’ (Governance Pillar, legal obligations) and ‘Equity’ (Social Pillar, Ethical Activities). Following the principles, criteria used for access are (1) Conservation, (2) Adjacency, (3) Historic dependence, and (4) Economic Viability.

Relevant EBM Pillar	Illustrative Statements
Ecological	"The conservation criterion requires that decisions regarding access promote conservation, not only of discrete stocks, but of fish habitat and the ecosystem as a whole." (Productivity; Biodiversity; Habitat)
Economic	<p>“At a broader level, economic viability looks to factors such as relative economic return and value-added to the fishery, as well as at stability of employment in the processing sector and economic benefits to dependent coastal communities.” (Sustainability)</p> <p>“Priority of access should be granted to fishers who have historically participated in and relied upon a particular fishery, including those who developed the fishery... to</p>

	<p>ensure their continued economic stability and viability, as well as that of the coastal communities from which they come.” (Equity)</p> <p>“The application of the criterion [conservation, adjacency, historical use, economic viability] requires that priority be given to environmentally responsible fishers engaging in sustainable fishery practices, subject to verifiable assessment based on past practice, susceptibility to effective monitoring, direct and indirect contribution to the enhancement of knowledge and other factors related to conservation.” (Sustainability)</p>
Social and Cultural	<p>“Adjacency: Priority of access should be granted to those who are closest to the fishery resource in question...on the implicit assumption that access based on adjacency will promote values of local stewardship and local economic development.”</p> <p>“The fishery is a common, public resource that should be managed in a way that does not create or exacerbate excessive interpersonal or inter-regional disparities” (Ethical and Just Activities)</p>
Governance	<p>All access decisions must be consistent with overarching principles...e.g., ‘Recognition of Aboriginal and Treaty Rights’ (Legal Obligations)</p> <p>“Access criteria must be applied in a fair and consistent manner through a decision-making process that is open, transparent and accountable and that ensures fair treatment for all.”</p> <p>“The fishery is a common, public resource that should be managed in a way that does not create or exacerbate excessive interpersonal or inter-regional disparities” (Structures and Processes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. The New Access framework recognizes central principles that correspond to Main Objectives in the Maritimes EBM Framework: Conservation (Biodiversity), Recognition of Aboriginal and Treaty Rights (Legal obligations), and Equity (Ethical Activities) provide higher-level justification, while the criteria used for access provide support to all Economic Objectives as well as the Sustainable Communities Objective. The criteria used in the New Access Framework can help fill in the secondary objectives for the Economic and Social Pillars; economic viability definitions for both fishing enterprise and coastal community level, social considerations could be co-opted from language regarding adjacency and historical dependence.

New Emerging Fisheries Policy

The New Emerging Fisheries Policy replaces the previous “Policy on Underutilized Species” to provide a transparent application process and procedure for requests for new fisheries. The new policy differs

from the old in that the “cornerstone is the provision for the establishment of a scientific base with which stock responses to new fishing pressures can be assessed.” (Introduction). The policy applies to all new fisheries in marine and fresh waters across DFO jurisdictions (excluding requests from Aboriginal groups for FSC purposes). The bulk of this policy outlines the application process for the development (1. Feasibility, 2. Exploratory and 3. Commercial) but the outline of the policy offers statements that are relevant for the EBM Framework.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	“Management of new fisheries requires an integrated approach that would blend science and business principles and effective involvement of government, industry and other parties to ensure fisheries are ecologically and economically sustainable.”
Ecological	<p>“Healthy and abundant fishery resources supporting sustainable uses.” (Productivity)</p> <p>“The potential impact or interaction of any new fishery or gear on associated or dependent species, fishing or gear type and on habitat will be assessed.” (Habitat)</p>
Economic	“To diversify fisheries and increase economic returns while ensuring conservation of the stocks and realizing the sustainable use of fisheries resources” (Efficiency; Sustainability)
Governance	<p>“Conservation will not be compromised - a precautionary approach will guide decision making. Information on the abundance, distribution, and productivity of the target species is identified as the key scientific requirement for development of precautionary management strategies.” (Outcomes)</p> <p>“Based on biological and ecosystem information, including input from Aboriginal groups, industry, provinces/territories and the public, DFO will establish conservation standards, set conditions for harvest, and monitor their application.” (Structures and Processes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This policy is a good example of a policy that balances Ecological and Economic Pillars of fisheries management. Although the rationale for the development of a new fishery is economic (correcting for: shifts in world markets; declines in harvest of traditional species; changing harvesting technologies; etc.), the basis of decisions are ecological. Although an ecosystem approach is not outlined in the policy, the precautionary approach is the first guiding principle. Further, the potential impact of a new fishery on an existing fishery or fish habitat is assessed which indicates that other Ecological Objectives are assessed (e.g., habitat).

Oceans Act

“An Act respecting the oceans of Canada”

The *Oceans Act* establishes Canada’s maritime zones and provides the legal framework for managing and protecting our ocean estate. The Act is structured into three parts: (1) Canada’s Maritime Zones Changes, (2) Oceans Management Strategy, and (3) Powers, Duties and Functions of the Minister. More specifically, it mandates the Minister of Fisheries to develop a national ocean management strategy, lead and facilitate the development and implementation for IM plans, and the establishment and management of marine protected areas.

The *Oceans Act* includes the ability of the Minister to provide interim protection to an area identified for conservation by freezing the footprint of an area for up to five years through a Ministerial Order to allow for further science, consultations, risk assessments, and socio-economic and ecological overviews before establishing a permanent measure (section 35.1 (2)) and the requirement to apply the precautionary principle when establishing MPAs (section 30 (c) and section 35.2)

Relevant sections from the Preamble of the *Oceans Act* provides support to all four pillars of an Maritimes EBM Framework as shown below (in bolded print):

[1] “WHEREAS Canada holds that conservation, based on an ecosystem approach, is of fundamental importance to maintaining biological diversity and productivity in the marine environment;”

[2] “WHEREAS Canada promotes the wide application of the precautionary approach to the conservation, management and exploitation of marine resources in order to protect these resources and preserve the marine environment;”

[3] “WHEREAS Canada recognizes that the oceans and their resources offer significant opportunities for economic diversification and the generation of wealth for the benefit for all Canadians, and in particular for coastal communities;”

[4] “WHEREAS Canada promotes the integrated management of oceans and marine resources;”

[5] “and WHEREAS the Minister of Fisheries and Oceans, in collaboration with other ministers, boards and agencies of the Government of Canada, with provincial and territorial governments and with affected aboriginal organizations, coastal communities and other persons and bodies, including those bodies established under land claims agreements, is encouraging the development and implementation of a national strategy for the management of estuarine, coastal and marine ecosystems;”

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	“WHEREAS Canada holds that conservation, based on an ecosystem approach, is of fundamental importance to maintaining biological diversity and productivity in the marine environment;” (Preamble)

	<p>“30 The national strategy will be based on the principles of</p> <p>(a) sustainable development, that is, development that meets the needs of the present without compromising the ability of future generations to meet their own needs;</p> <p>(b) the integrated management of activities in estuaries, coastal waters and marine waters that form part of Canada or in which Canada has sovereign rights under international law; and</p> <p>(c) the precautionary approach, that is, erring on the side of caution” (Section 30)</p>
Ecological	<p>“WHEREAS Canada promotes the wide application of the precautionary approach to the conservation, management and exploitation of marine resources in order to protect these resources and preserve the marine environment;” (Preamble) (Productivity)</p>
Economic	<p>“WHEREAS Canada recognizes that the oceans and their resources offer significant opportunities for economic diversification and the generation of wealth for the benefit for all Canadians, and in particular for coastal communities;” (Preamble) (Efficiency, Sustainability)</p>
Social and Cultural	<p>“WHEREAS Canada recognizes that the oceans and their resources offer significant opportunities for economic diversification and the generation of wealth for the benefit for all Canadians, and in particular for coastal communities;” (Preamble) (Sustainable Communities, Health and Wellbeing)</p>
Governance	<p>"In exercising the powers and performing the duties and functions assigned to the Minister by this Act, the Minister (a) shall cooperate with other ministers, boards and agencies of the Government of Canada, with provincial and territorial governments and with affected aboriginal organizations, coastal communities and other persons and bodies, including those bodies established under land claims agreements" (Legal Obligations, Structures and Processes)</p> <p>"the integrated management of activities in estuaries, coastal waters and marine waters that form part of Canada or in which Canada has sovereign rights under international law" (Section 30b) (Legal Obligations)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document provides support to all four pillars of the framework and references Integrated management and sustainable development. This document is heavily weighted towards Ecological Objectives (similar to the *Fisheries Act*). The preamble lays out the broadest acknowledgement of economic and Social (Preamble [3]), Governance (Preamble [4]) and ecological considerations (Preamble [1], [2] and [4]). The Ecological Pillar is supported by section 14 (a-b) which call for the protection and preservation of marine habitat and section 30 (a-c) which lays out ocean management principles (e.g., sustainable development, integrated management, precautionary approach). Further the language around MPA’s supports the Ecological Pillar (section 35(1) (a-f) and 35(1.1)), and the act’s definition of ecological integrity (section 35 (1.1)) can be a productive secondary objective for Habitat or an objective in itself. Social and Economic Pillars are considered in establishing MPAs (35(4)(c) and the Governance Pillar is supported by a recognition of aboriginal and coastal community considerations

(Section 33(1)(a)) and by the mandate to have clearly identified objectives for each MPA (section 35 (2.1)).

Policy and Operational Framework for Integrated Management of Estuarine, Coastal and Marine Environments in Canada

The Policy and Operational Framework for Integrated Management of Estuarine Coastal and Marine Environments in Canada is a working document that is intended to foster discussion about IM approaches by laying out the policy, legislative context, along with concepts and principles. This document also provides an operational framework for IM in Canada.

Although the long-term objective was to develop a system of nested IM plans for all of Canada’s waters, the document identifies the need to establish short-term with an emphasis on shifting from single-species or single-sector management to a broader method of managing ocean resources.

- *Ecosystem Approach: An approach to management that recognizes the complexity of ecosystems and the interconnections among component parts. (App 2, the Policy and Operational Framework)*
- *Ecosystem-based management: The management of human activities so that ecosystems, their structure, function, composition, are maintained at appropriate temporal and spatial scales. (App 2, the Policy and Operational Framework)*

Relevant EBM Pillar	Illustrative Statements
<p>Holistic Concept</p>	<p>Principles of Integrated Management (IM) include: Ecosystem-based management, sustainable development, the precautionary approach, conservation; and shared responsibility, flexibility and inclusiveness</p> <p>“Integrated Management will support diversified, balanced economic development of oceans and coastal waters by protecting their health, preserving their biodiversity and maintaining their productivity”</p> <p>Identifying ecosystem-based management objectives, indicators and management targets/actions to guide decision makers; respectively regulatory authorities held by governments, and incorporating enhanced management practices pp.7-8</p>
<p>Ecological</p>	<p>Example ecosystem characteristics/attributes that “must be maintained to ensure the maintenance of the natural functions of the ecosystem: Species diversity; Genetic variability within species” (Section 3.2.1)</p>
<p>Economic</p>	<p>Ocean governance in the 21st century “must establish decision-making structures that consider both the conservation and protection of ecosystems, while at the same</p>

	time providing opportunities for creating wealth in oceans-related economies and communities” (Section 2, p.4)
Governance	“At the heart of Integrated Management is a commitment to citizen engagement in the broadest sense; that is governments at all levels, Aboriginal groups, corporate and sectoral interests, community interests, non-governmental organizations...” with the overall objective being “create governance mechanisms that foster greater involvement of the people most affected by decisions” (Structures and Processes)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document explicitly defines EA and EBM but also states that an essential element of IM is identifying EBM Main Objectives (p.7). It also provides many high-level statements that support ecological, economic, social and governance considerations through the vector of integrated management i.e., “Too often resource development measures have proceeded independently, without full consideration of long-term, direct and indirect impacts in social, economic, and environmental dimensions.” P.3. Further, this document outlines ecosystem attributes that should be considered when making decisions affecting an ecosystem as well as recognizing scalar concerns through a nested approach. This document also outlines definitions for EA and EBM, and states that IM should consider cumulative impacts i.e., p.9. The clearest statements for use as secondary-objectives for the EBM Framework are in Section 3.1 (p.11) for the Governance Objectives.

Pathways of Effects – National Guidelines

The Pathways of Effects National Guidelines (PoE) are “intended to help ocean management practitioners to apply [PoEs] for the implementation of Integrated Management (IM) and Ecosystem-based Management (EBM) within Canada’s coastal regions and oceans” (Preface). These guidelines provide the regulatory context, the benefits of PoE models, ecological unit considerations for use of PoEs, and step-by-step instructions on how to develop a PoE model.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	<p>“The Government of Canada, through the <i>Oceans Act</i> (1997), is committed to the integrated management of human activities in or affecting Canada’s marine ecosystems. Integrated management is implemented through an ecosystem approach—or Ecosystem-based Management (EBM).” (p.7)</p> <p>“EBM considers the marine ecosystem health in the management of human activities that affect marine and coastal areas, and includes land-based activities. The approach ensures that significant ecosystem components and goods and services, such as fish habitat and water quality, are not significantly impacted by human activities and are maintained at appropriate temporal and spatial scales over time.”</p>

	“In the absence of a formal process to assess social, cultural and economic PoEs, it is helpful to consult with academic experts (e.g., in the domains of economics, sociology, anthropology), depending on the subject matter”
Ecological	“EBM considers the marine ecosystem health in the management of human activities that affect marine and coastal areas, and includes land-based activities. The approach ensures that significant ecosystem components and goods and services, such as fish habitat and water quality, are not significantly impacted by human activities and are maintained at appropriate temporal and spatial scales over time.” (Habitat)
Governance	“The Government of Canada, through the <i>Oceans Act</i> (1997), is committed to the integrated management of human activities in or affecting Canada’s marine ecosystems. Integrated management is implemented through an ecosystem approach—or Ecosystem-based Management (EBM).” (Legal Obligations)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document supports an EBM Framework by outlining the mandate to implement Integrated Management by the *Oceans Act*, of which an ecosystem approach is a component. Although not offering many statements — this document offers a tool in which to implement IM and EBM. In particular, this document’s statement that integrated management is achieved through an ecosystem approach (p.7) is a strong support of an EBM for cross-sectoral purposes within DFO.

Policy for Applying Measures to Offset Adverse Effects on Fish and Fish Habitat Under the Fisheries Act

The ‘Offset’ policy provides guidance on how to implement measures to offset the death of fish and the harmful alteration, disruption or destruction of fish habitat. This policy is consistent with the fish habitat protection provisions of the *Fisheries Act*. The *Fisheries Act* prohibits activities that result in the death of fish or the harmful alteration, disruption or destruction of fish habitat (unless otherwise authorized). If adverse impacts are unavoidable, then DFO must consider if there are measures to mitigate the adverse effects. Further, if the proposed activity has residual effects, DFO must consider ways to offset the alteration, disruption or destruction of fish habitat. This policy builds on the 2019 Fish and Fish Habitat Protection Policy Statement and provides both an overview of how to apply offset measures as well as describing procedures for developing an offsetting plan. Relevant statements are captured in the table below. The table also includes relevant guiding principles outlined in section 2 of the document “Measures to Offset for the Protection of Fish and Fish Habitat.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	“Canada’s fish and fish habitat are a shared resource that provide social, economic and ecological benefits but they are also limited and vulnerable”

<p>Ecological</p>	<p>“Fish habitat components, their function and attributes, and the fish populations that rely on them (i.e. aquatic ecosystems) are dynamic and complex. It is more difficult, costly and uncertain to restore, enhance, or create, aquatic ecosystems than it is to avoid adverse effects in the first place. For this reason, the Department emphasizes measures to avoid and mitigate as the preferred steps in the hierarchy of measures, followed by measures to offset as a means of last resort” (Part 1) (Habitat)</p> <p>“Using the Factors to Consider to Guide Offsetting Plan Development” as outlined in the <i>Fisheries Act</i> Section 34.1(1) which include Ecological considerations (productivity and habitat), cumulative effects, Indigenous knowledge (Governance Structures and Processes) and any other factor that the Minister considers relevant, among others.” (Habitat)</p> <p>“Using the Factors to Consider to Guide Offsetting Plan Development” as outlined in the <i>Fisheries Act</i> Section 34.1(1) which include Ecological considerations (Productivity and Habitat), cumulative effects, Indigenous knowledge (Structures and Processes) and any other factor that the Minister considers relevant, among others.” (Productivity)</p>
<p>Governance</p>	<p>“Considering Indigenous Peoples Perspectives in Developing an Offsetting Plan” (Legal Obligations)</p> <p>“Measures to offset should support fisheries management objectives and give priority to the restoration of degraded fish habitat.” (Principle 1) (Outcomes)</p> <p>If objectives to offset are not identified in fisheries management plans or are identified but are not given priority, then “Indigenous groups, fisheries managers, local organizations and stakeholders may help to identify areas that would benefit from restoration or enhancement” (Structures and Processes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document provides support to the Ecological and Governance Pillars of the Framework by outlining offsetting measures for the protection of fish and fish habitat. Although specific to offsetting policy, the principles in this document provide language that could be used to support habitat, Effective decision-making and Governance Objectives. Further, this policy links directly to section 34 of the *Fisheries Act*.

Policy for Managing Impacts of Fishing on Significant Benthic Areas

The Policy for Managing Impacts of Fishing on SBAs is guided by the *Fisheries Act*, the *Species at Risk Act*, the Oceans Action Plan, the New Emerging Fisheries Policy, and international commitments (e.g., UNCLOS, CBD, UN Fisheries Agreement). The purpose of this policy is to help DFO manage fisheries to mitigate the impacts of fishing on SBAs OR to avoid impacts of fishing that are likely to cause serious or

irreversible harm to sensitive marine habitat. “While it is recognized that all benthic habitat, communities and species play a role in aquatic ecosystems, some benthic areas are considered more important from a biological and ecological perspective.”

This policy supports the Maritimes EBM Framework through its extensive list of guiding principles. These principles listed below speak to many initiatives across DFO but are articulated well in the SFA Framework including clear priority for the conservation of fish resources and fish habitat (principle 3) and the recognition of the socio-economic importance of fisheries (principle 7). The policy also includes steps to implementation: (1) preliminary qualitative risk analysis, (2) data information assembling, (3) risk analysis, (4) determination of management measures and (5) engagement of stakeholders, monitoring and evaluation.

The third step in this process, risk analysis, is conducted using the Ecological Risk Assessment Framework which determines whether the benthic features are at risk of serious or irreversible harm to an ongoing or a proposed fishing activity (and described further in the next section).

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	<p>An ecosystem approach, which considers all of the components of an ecosystem, including benthic populations, communities and habitat, and their linkages, is fundamental to the conservation and sustainable use of Canada’s fisheries</p> <p>Integrated management is an essential aspect of ensuring commercial and non-commercial interests are considered in the planning and management of oceans activities, such as fishing.</p>
Ecological	<p>Conservation of fisheries resources and fish habitat – defined as sustainable use that safeguards ecological processes and genetic diversity for present and future generations – is a key priority of fisheries management decision making. (Biodiversity)</p> <p>Not all benthic areas require equal levels of protection, as not all areas are equally ecologically or biologically significant or vulnerable to particular stressors. (Habitat)</p>
Economic	<p>The fishery is a common property resource to be managed for the benefit of all Canadians, consistent with conservation objectives, the constitutional protection afforded Aboriginal and treaty rights, and the relative contributions that various uses of the resource make to Canadian society, including socio-economic benefits to communities. (Efficiency; Sustainability; Equity)</p>
Social and Cultural	<p>"Shared stewardship is an important part of managing Canada’s fisheries resources. As such the Department will promote collaboration, participatory decision-making and shared responsibility with resource users and other stakeholders." (Sustainable Communities)</p>
Governance	<p>[The PA] recognizes that if there is both high scientific uncertainty and a risk of serious or irreversible harm, a lack of adequate scientific information will not be</p>

	<p>used as a reason for failing to take, or for postponing, cost effective measures for the conservation or protection of fish or fish habitat that are considered proportional to the likely severity of the risk. (Outcomes)</p> <p>"Management decisions should also take it into consideration, as may be available, Aboriginal traditional knowledge and other local and traditional knowledge." (Structures and Processes)</p>
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document supports all four pillars of the Maritimes EBM Framework: Ecological; Productivity (principle 3), Biodiversity (principles 1-2), Habitat (principles 1-3, 6-7), Economic, and Social and Cultural; (principles 5-6), and Governance; legal obligations (principle 5 and 10), Governance Structures and Processes (principle 8), and Governance Outcomes (principle 9). Further, this document includes an ecosystem approach as a guiding principle.

Policy for Preserving the Independence of the Inshore Fleet in Canada’s Atlantic Fisheries

The Policy for Preserving the Independence of the Inshore Fleet in Canada’s Atlantic Fisheries (PIIFCAF) has as its primary goal the strengthening the Owner-Operator and Fleet Separation Policies to ensure the independence of fish harvesters. This policy is in part a response to the AFPR where, during consultations fish harvesters emphasized how these policies were being undermined by controlling agreements.

This policy is now binding through regulation. It only applies to harvesters in Newfoundland and Labrador, Maritimes, Gulf, and Quebec DFO Regions; it does not apply to Aboriginal Communal Fishing Licenses Regulations. Objectives are listed below as they represent the applicable policy language for the EBM Framework. Since much of the policy outlines how to maintain or gain Independent Core status, there is little applicable policy language. Further, multiple fleets in the Maritimes Region are exempt from this policy, including Groundfish fixed gear ITQ 45-65’.

Relevant EBM Pillar	Illustrative Statements
Economic	<p>“reaffirm the importance of maintaining an independent and economically viable inshore fleet” (Sustainability)</p> <p>“Assist fish harvesters to retain control of their enterprises, enhance access to capital from traditional lending institutions and maintain the wealth generated from fish harvesting in coastal communities.” (Equity)</p> <p>“strengthen the application of the Owner-Operator and Fleet Separation policies”</p>

	“ensure that the benefits of fishing licences flow to the fish harvester and the coastal community” (Efficiency)
Social and Cultural	“ensure that the benefits of fishing licences flow to the fish harvester and the coastal community”

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document provides supporting statements to all objectives of the Economic Pillar of the EBM Framework, in particular the statement “ensure that the benefits of fishing licenses flow to the fish harvester and the coastal community” (Objective 3). Further, both the Social and Cultural (Sustainable communities) and Governance (Governance Structures and Processes) Pillars are supported.

Policy on Issuing Licenses to Companies (for Canada’s Inshore Atlantic Fisheries)

This policy is relevant to fishery licensing policies in Newfoundland, Maritimes, Gulf and Quebec Regions. It aligns with PIIFCAF, provides license holders with tools and options to achieve economic prosperity through outlining and defining some core concepts in fisheries licensing policy as outlined in the Commercial Fisheries Licensing Policy for Eastern Canada (1996).

Relevant EBM Pillar	Illustrative Statements
Economic	“Promote economic viability, prosperity and wealth generation” (Efficiency) “Maximize choice by licence holders to organize their businesses in the most efficient manner” (Efficiency)
Governance	“Ensure that the Core/Enterprise policy, and the Owner Operator, and Fleet Separation policies continue to be respected”

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document supports the Economic Pillar of the Maritimes EBM Framework in both its opening statement and subsequent objectives; “The Policy on the Issuance of Licenses to Companies...for Canada’s Inshore Atlantic Fisheries represents an important step in providing license holders...to achieve **economic prosperity**” (Policy Statement).

Policy on Managing Bycatch

The Policy on Managing Bycatch supports the SSF by laying out a policy to systematically address bycatch in Canadian waters (through management plants). The scope of the policy is national and applies to all commercial, recreational, and Aboriginal fisheries licensed and/or managed by DFO—applying to retain and non-retained bycatch BUT does not generally apply to incidental fishing mortality as a result of pre-catch losses.

The policy is implemented over time through IFMPS and is guided by the following document, Guidance on the Implementation of the Policy on Managing Bycatch.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	“An understanding of the cumulative effects of fisheries bycatch and the effective management of those effects are fundamental components of an ecosystem approach to management.” (Section 1)
Ecological	“to ensure that Canadian fisheries are managed in a manner that supports the sustainable harvesting of aquatic species and that minimizes the risk of fisheries causing serious or irreversible harm to bycatch species; (Productivity; Biodiversity)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This policy supports the EBM Framework’s Productivity and Biodiversity Objectives through the policy objectives listed above and through the policies support of an ecosystem approach (in line with the SFF). This policy is built on below in the Guidance document.

Policy on New Fisheries for Forage Species

The Policy on New Fisheries for Forage Species provides a framework which “ensures that fisheries on forage species are conducted in ways which are compatible with conservation of the full ecosystem, and that their sustainability is evaluated in that larger context.”

This policy provides support to the Ecological Pillar of the Maritimes EBM Framework and may provide guidance on ecosystem attributes such as forage fisheries and trophic structure. The policy is composed of objectives and principles, of which the objectives provide the clearest support to be operationalized for the framework. The policy states that “these objectives are not alternatives where some can be ignored in particular cases... [fisheries] should be designed to ensure a high likelihood that all five objectives are achieved.”

Relevant EBM Pillar	Illustrative Statements
Ecological	Maintenance of target, bycatch, and ecologically dependent species within the bounds of natural fluctuations in abundance (Productivity; Biodiversity) "Minimization of the risk of changes to species’ abundances or relationships which are difficult or impossible to reverse" (Productivity; Biodiversity)
Economic	"Allowance of opportunities to conduct commercially viable fisheries"

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document supports the Ecological Pillar of the framework and offers ecosystem and species attributes to monitor (e.g., forage species, trophic structure). Economic considerations are captured in the fifth overall objective of “opportunities to conduct commercially viable fisheries” (section 3).

Policy on scientific integrity

This Policy applies to Fisheries and Oceans Canada employees who design, conduct, communicate, manage, review, provide advice or input into, or make use of Fisheries and Oceans Canada research, science or related activities. It should be read and interpreted in parallel with the Values and Ethics Code for the Public Sector, the Directive on the Management of Communications, and the Directive on Conflict of Interest. Note that other departments may have their own similar policies.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	“Canada has committed to implementing the precautionary approach and ecosystem approach in both its domestic and international management decisions. Pressure has come from within and internationally to implement both these concepts as there is now an increased recognition that a multitude of ecosystem components must be considered to manage sustainably.”
Ecological	“Canada has committed to implementing the precautionary approach and ecosystem approach in both its domestic and international management decisions. Pressure has come from within and internationally to implement both these concepts as there is now an increased recognition that a multitude of ecosystem components must be considered to manage sustainably.” (Productivity)
Economic	“Economic Prosperity: Sustainable fisheries and oceans management is the key to long term economic prosperity resulting from the exploitation of living aquatic resources and other oceans sectors such as renewable and non-renewable energy development.” (Sustainability) Priority #1 Scientific Knowledge, Products and Standards <ul style="list-style-type: none"> • Market access (Sustainability)
Social and Cultural	Priority #2 Science Advice for Fisheries and Oceans Management <ul style="list-style-type: none"> • Sustainable Fisheries and Oceans (Sustainable Communities) Priority #1 Scientific Knowledge, Products and Standards <ul style="list-style-type: none"> • Safe navigation (Health and Wellbeing)
Governance	Priority #1 Scientific Knowledge, Products and Standards <ul style="list-style-type: none"> • Increase scientific knowledge (Outcomes)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. The policy ensures that decisions are grounded in credible, transparent evidence as well as the openness and accessibility of science (Governance Outcomes). The policy commits the government to high standards of ethics and integrity, resulting in increased legitimacy and trust.

Precautionary Approach: A fishery decision-making framework incorporating the precautionary approach

The precautionary approach (PA) framework applies to key harvested stocks managed by DFO and in applying the framework all removals from all types of fishing must be taken into account.

“The following are the primary components of the generalized framework:

1. Reference points and stock status zones (Healthy, Cautious and Critical). Table 1 illustrates the three stock status zones and includes generalized criteria for management actions for key harvested stocks.
2. Harvest strategy and harvest decision rules.
3. The need to take into account uncertainty and risk when developing reference points and developing and implementing decision rules.”

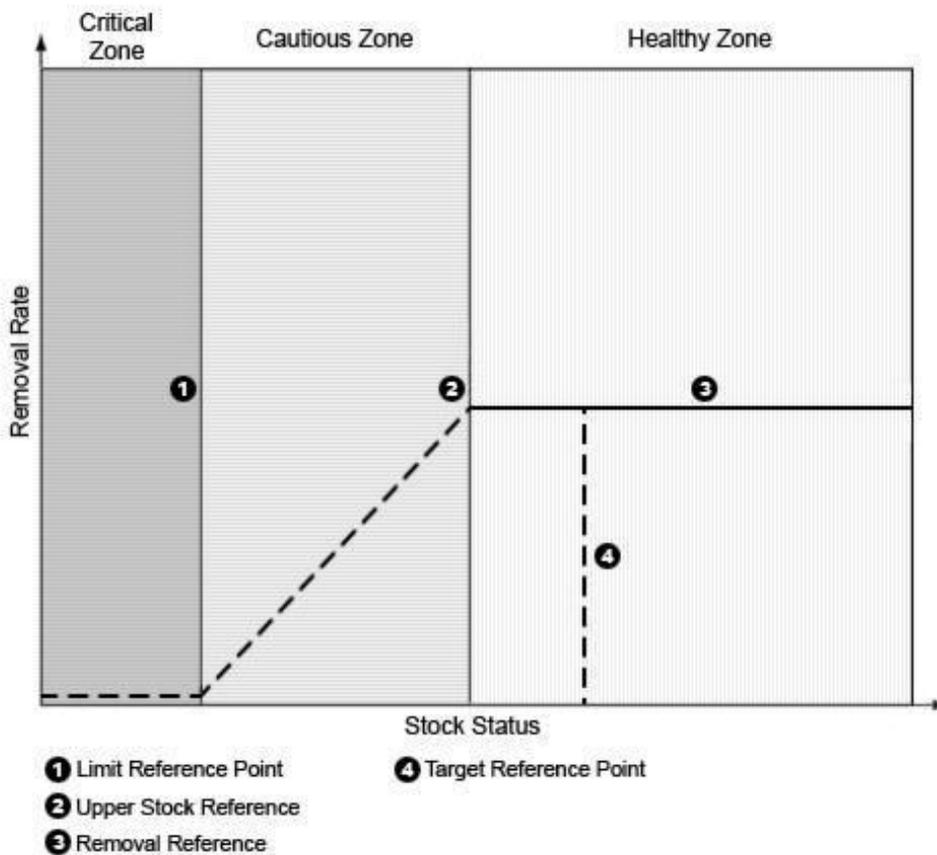


Figure shows a Schematic outlining framework components

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	Whenever appropriate, management decisions and actions will take into account socio-economic factors as well as biological. When a stock is in the Healthy zone,

	socio-economic considerations may prevail; in the Cautious zone, socio-economic and biological factors will be balanced to reflect the stock trajectory and location in the zone; and in the Critical zone, biological considerations will prevail”
Ecological	<p>When developing reference points efforts should be made to take into consideration the range of factors which may affect the productivity of the stock including changes in ocean conditions, where information is available.(Productivity)</p> <p>The framework applies where decisions on harvest strategies or harvest rates for a stock must be taken on an annual basis or other time frame to determine Total Allowable Catch or other measures to control harvests. (Productivity)</p>
Economic	The Policy is guided by the principle that the fishery is a common property resource to be managed for the benefit of all Canadians, consistent with conservation objectives, the constitutional protection afforded Aboriginal and treaty rights, and the relative contributions that various uses of the resource make to Canadian society, including socio-economic benefits to communities. (Sustainable Communities)
Social and Cultural	The Policy is guided by the principle that the fishery is a common property resource to be managed for the benefit of all Canadians, consistent with conservation objectives, the constitutional protection afforded Aboriginal and treaty rights, and the relative contributions that various uses of the resource make to Canadian society, including socio-economic benefits to communities. (Sustainable Communities)
Governance	<p>It is essential that while socio-economic factors may influence the location of the USR, these factors must not diminish its minimum function in guiding management of the risk of approaching the LRP. In either case, the USR would be developed by fishery managers informed by consultations with the fishery and other interests, with advice and input from Science. (Structures and Processes)</p> <p>In resource management, the PA is, in general, about being cautious when scientific information is uncertain, unreliable or inadequate and not using the absence of adequate scientific information as a reason to postpone or fail to take action to avoid serious harm to the resource. (Outcomes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. The precautionary approach is mentioned throughout the SFF and was used originally to support the Ecological Pillar of the framework. The PA supports the current framework, in particular the Objective of ‘productivity’ through (1) the establishment of reference points, (2) harvest strategy and harvest decision rules and (3) the need to take into account uncertainty and risk when developing reference points and developing and implementing decision rules (Reference points and stock status zones section).

Further, the PA outlines when biological considerations take precedent over socio-economic considerations (and vice versa) which may provide further guidance in the framework (bolded quote

directly above). This document enhances the EBM Framework by outlining the importance of socio-economic factors in biological reference points.

Recreational Fisheries in Canada – Operational Policy Framework

The Operational Policy Framework for Recreational Fisheries was developed to outline the department’s roles and responsibilities in recreational fisheries and emphasizes the department’s ability to undertake cooperative initiatives with stakeholders. For example, although freshwater fisheries management is held by some provinces, the federal government is still accountable for managing fisheries including managing recreational fisheries on all coasts, and the responsibility to manage fish habitat in both fresh and marine waters. The framework’s development was guided in part by the establishment of the *Oceans Act* which legislated land claims settlements of Aboriginal rights and treaty rights. Further, the framework outlines the responsibilities of the department and provincial and territorial authorities.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	<p>“Fisheries and Oceans is responsible for providing sustainable recreational harvesting opportunities as part of integrated management plans consistent with its policies”</p> <p>“The effective implementation of conservation requires adopting a precautionary approach and ecosystem-based management”</p>
Economic	“Recreational fishing is a socially and economically valuable and legitimate use of fishery resources.” (Efficiency)
Social and Cultural	“Recreational harvesters have responsibility for shared stewardship for resource conservation and enhancement” (Sustainable Communities)
Governance	Mechanisms for federal/provincial cooperation in areas of shared jurisdiction will be established and strengthened (Structures and Processes)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. The guiding principles in this document balance Main Objectives from all pillars of the EBM Framework. Therefore, this document both supports the consideration of Ecological, Economic, Social and Cultural, and Governance Pillars, but it also provides the rationale for why recreational fisheries could be considered in this framework (i.e., federal government jurisdiction). It provides some guidance on the devolution of responsibilities regarding fisheries management, i.e., the responsibilities of federal, provincial and territorial partners. Further, the policy requires the adoption of both a **precautionary approach** and **ecosystem-based management** although direct statements in support of specific EBM Objectives are limited.

Regional Oceans Plan - Scotian Shelf, Atlantic Coast, Bay of Fundy: 2014-2017

The Regional Oceans Plan outlines the approach and actions that DFO is taking to support oceans and coastal management in the Maritimes Region. The Plan responds to DFO’s integrated management mandate and represents an evolution of previous oceans and coastal management efforts within the Maritimes Region, including the ESSIM Initiative, by including the entire Scotian Shelf-Bay of Fundy bioregion. It considers risk-based approaches, MPA network development, and the collection and maintenance of marine geospatial data and information (Daly et al. 2020, p.9).

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	Ecosystem Approach to Management “An ecosystem approach places the ecosystem at the forefront of consideration when managing those activities that affect it. By understanding thresholds and limits beyond which the system would be impacted, the activities are managed to maintain the ecosystem within its natural tolerances.” (p.5)
Social and Cultural	“Healthy marine and coastal ecosystems, sustainable communities and responsible use supported by effective management processes” (Sustainable Communities)
Governance	<p>“DFO supports a collaborative approach when addressing oceans and coastal issues in order to share resources and knowledge, seek advice and work together to advance common priorities.” (Structures and Processes)</p> <p>“A ‘whole of DFO’ approach is important to ensure effective and coherent decision making” (Structures and Processes)</p> <p>“A pragmatic and operational approach to the principles of marine and coastal spatial planning can provide effective, flexible and adaptive solutions for oceans and coastal management problems.” (p.5) (Outcomes)</p> <p>Timely access to accurate and validated information for decision making is a critical component of oceans and coastal management.” (p.4) (Outcomes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This regional initiative (2014-2017) supports the basis of the EBM Framework in its promotion of an **ecosystem approach**. The document states that “all management measures advanced under the Plan will take an ecosystem approach” (p.5) which provides support for an EBM in Aquatic Ecosystems.

Species at Risk Act

“An Act respecting the protection of wildlife species at risk in Canada”

The *Species at Risk Act* builds on the following two components: the Accord for the Protection of Species at Risk (1996) and the Habitat Stewardship Program (2000). The purposes of the Species at Risk

Act (SARA) are to prevent wildlife species from disappearing and to help recover wild species and to manage species of special concern to prevent further decline. The Act also supports the issuing of permits for educational, scientific and emergency measure purposes.

Responsibility of the Minister of Fisheries and Oceans Canada: *Competent minister* in the Act refers to the Minister of Fisheries and Oceans with respect to aquatic species. The purpose of this act are “ to prevent wildlife species from being extirpated or becoming extinct, to provide for the recovery of wildlife species that are extirpated, endangered or threatened as a result of human activity and to manage species of special concern to prevent them from becoming endangered or threatened. (p.7)”

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This Act supports the Framework’s Ecological Objectives of biodiversity and habitat through outlining obligations towards protecting *species at risk*, i.e., “an extirpated, endangered or threatened species or a species of special concern.” (p.5). This Act falls under the mandate of the Minister of the Environment and Climate Change, but the Minister of Fisheries and Oceans is the competent minister for aquatic species; if aquatic species are designated as *at risk* or *species of special concern*. The Act states that using an ecosystem approach is permissible if deemed appropriate in a Recovery Strategy (Sections 41(3)) or Management Plan (Section 67), although it doesn’t specifically promote the use of this approach over others. There is no mention of an ecosystem approach in the formulation of Action Plans (see note below for distinction between Action, Management Plans and a Recovery Strategy*). The Act also has a requirement to consider social and economic costs and benefits in Action Plans (Section 49(1)(e)).

Statement of Canadian Practice with respect to the Mitigation of Seismic Sound in the Marine Environment

This statement resulted from public concerns of “potential impacts of seismic surveys on marine life” and as a result “federal and provincial authorities responsible for the review and assessments of proposed surveys agreed to develop a national code of conduct.”

This policy specifies the minimum standards for “mitigation requirements that must be met during the planning and conduct of marine seismic surveys, in order to minimize impacts on life in the oceans.” These requirements apply to all seismic activities in the marine environment that use air source arrays and all non-ice covered marine waters in Canada. It is meant to be renewed annually.

Note other related documents include:

- A peer-reviewed report - “Review of Scientific Information on Impacts of Seismic Sound on Fish, Invertebrates, Marine Turtles and Marine Mammals” (Habitat Status Report 2004/002) is available at http://www.dfo-mpo.gc.ca/csas/Csas/status/2004/HSR2004_002_E.pdf.
- A forthcoming sound strategy, “Canada’s Ocean Noise Strategy: A coordinated approach to minimize impacts on marine life”, is being developed and will likely be released in 2024.

During the Planning Phase the Statement sets out mitigation requirements that must be met and sets out mitigation requirements for:

- Planning of seismic surveys;
- Establishment and monitoring of a safety zone;
- Prescribed marine mammal observation and detection measures.
- Prescribed start-up; and
- Prescribed shut-down.

Relevant EBM Pillar	Illustrative Statements
Ecological	<p>5 Each seismic survey must be planned to avoid:</p> <ul style="list-style-type: none"> a. displacing an individual marine mammal or sea turtle of a species listed as endangered or threatened on Schedule 1 of the <i>Species at Risk Act</i> from breeding, feeding or nursing; b. diverting an individual migrating marine mammal or sea turtle of a species listed as endangered or threatened on Schedule 1 of the <i>Species at Risk Act</i> from a known migration route or corridor; c. dispersing aggregations of spawning fish from a known spawning area; d. displacing a group of breeding, feeding or nursing marine mammals, if it is known there are no alternate areas available to those marine mammals for those activities, or that if by using those alternate areas, those marine mammals would incur significant adverse effects; and e. diverting aggregations of fish or groups of marine mammals from known migration routes or corridors if it is known there are no alternate migration routes or corridors, or that if by using those alternate migration routes or corridors, the group of marine mammals or aggregations of fish would incur significant adverse effects. (Biodiversity; Productivity)
Social and Cultural	<p>The current regulatory system will continue to address protection of the health and safety of offshore workers and ensure that seismic activities are respectful of interactions with other ocean users. (Health and Wellbeing)</p>
Governance	<p>Mitigation Measures</p> <p>6. Each seismic survey must:</p> <ul style="list-style-type: none"> a. establish a safety zone which is a circle with a radius of at least 500 metres as measured from the centre of the air source array(s); and b. for all times the safety zone is visible, <ul style="list-style-type: none"> i. a qualified Marine Mammal Observer must continuously observe the safety zone for a minimum period of 30 minutes prior to the start up of the air source array(s), and ii. maintain a regular watch of the safety zone at all other times if the proposed seismic survey is of a power that it would meet a threshold requirement for an assessment under the Canadian Environmental Assessment Act, regardless of whether the Act applies. (Legal Obligations)

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes, the primary purpose of this statement is to avoid any harmful implications from surveys for marine life (Ecological – Biodiversity; Productivity). There are also statements relevant for Social and Cultural (Health and Wellbeing related to safety of offshore workers (“current regulatory system will continue to address protection of the health and safety of offshore workers and ensure that seismic activities are respectful of interactions with other ocean users”) as well as implements precautionary measures such as safety zones (Governance – Outcomes), e.g., “6. Each seismic survey must: a. establish a safety zone which is a circle with a radius of at least 500 metres as measured from the centre of the air source array(s);”.

Sustainable Fisheries Framework

The Sustainable Fisheries Framework provides the basis for ensuring that Canadian fisheries support conservation and sustainable use of resources. Primarily this framework:

- Establishes a precautionary approach to fisheries management
- Provides the basis for an ecosystem approach to fisheries management
- Includes tools to monitor and assess environmentally sustainable initiatives
- Includes a suite of evolving fisheries policy

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The Constitution Acts (1867-1982)

This document was reviewed as it recognizes fundamental principles of the EBM Framework. “The Constitution is Canada’s supreme law. It gives the country its legal framework and defines the powers of both the federal and provincial governments.” The law in the Acts have been amended a number of times by both the Parliament of the United Kingdom and the Parliament of Canada.

Relevant EBM Pillar	Illustrative Statements
Economic	Commitment to promote equal opportunities 36 (1) Without altering the legislative authority of Parliament or of the provincial legislatures, or the rights of any of them with respect to the exercise of their legislative authority, Parliament and the legislatures, together with the government of Canada and the provincial governments, are committed to (a) promoting equal opportunities for the well-being of Canadians; (b) furthering economic development to reduce disparity in opportunities; and (c) providing essential public services of reasonable quality to all Canadians. (Equity)
Social and Cultural	1 The Canadian Charter of Rights and Freedoms guarantees the rights and freedoms set out in it subject only to such reasonable limits prescribed by law as can be demonstrably justified in a free and democratic society. 2 Everyone has the following fundamental freedoms: (a) freedom of conscience and religion;

	<p>(b) freedom of thought, belief, opinion and expression, including freedom of the press and other media of communication;</p> <p>(c) freedom of peaceful assembly; and (d) freedom of association. (Ethical and Just Activities)</p> <p>7 Everyone has the right to life, liberty and security of the person and the right not to be deprived thereof except in accordance with the principles of fundamental justice. (Health and Wellbeing)</p> <p>16 (1) English and French are the official languages of Canada and have equality of status and equal rights and privileges as to their use in all institutions of the Parliament and government of Canada. (Culture)</p>
Governance	<p>35 (1) The existing aboriginal and treaty rights of the aboriginal peoples of Canada are hereby recognized and affirmed.</p> <p>Commitment to participation in constitutional conference</p> <p>35.1 The government of Canada and the provincial governments are committed to the principle that, before any amendment is made to Class 24 of section 91 of the Constitution Act, 1867, to section 25 of this Act or to this Part,</p> <p>(a) a constitutional conference that includes in its agenda an item relating to the proposed amendment, composed of the Prime Minister of Canada and the first ministers of the provinces, will be convened by the Prime Minister of Canada; and</p> <p>(b) the Prime Minister of Canada will invite representatives of the aboriginal peoples of Canada to participate in the discussions on that item. (Legal Obligations)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document presents the origin of Legal Obligations for supports specific objectives relating to equity, culture, health and wellbeing and legal obligations to indigenous Peoples.

The Zero Draft of the Post-2020 Global Biodiversity Framework

This document is a zero draft of the KMGBF under the UN CBD which being developed to replace the Strategic Plan for Biodiversity and its associated Aichi Biodiversity Targets. Given that the Aichi Targets expired in 2020, the Zero Draft for the Post-2020 Global Biodiversity Framework was assessed. Discussions are currently underway on the post-2020 Global Biodiversity Framework which is due in May, 2021 by the CBD COP15 of which Canada is a member. This document is the latest document from the CBD and will inform the adoption of the post-2020 framework as a stepping stone to achieving the 2050 vision of “Living in harmony with nature.”

This new framework is built around a Theory of Change that recognizes both urgent policy action with longer-term (i.e., by 2050) commitments. The Theory of Change is complementary to the UN 2030 Agenda and considers both the threat to biodiversity while also the need to sustainably meet people’s

needs. The Framework is composed of four long-term (2050) goals, eight 2030 milestones to meet long-term goals, and 20 action-oriented targets for 2030 which contributes to the 2030 milestones. The action-oriented targets are included in the table below.

Relevant EBM Pillar	Illustrative Statements
Holistic Concept	<p>Target 7. By 2030, increase contributions to climate change mitigation adaption and disaster risk reduction from nature-based solutions and ecosystems based approaches, ensuring resilience and minimizing any negative impacts on biodiversity</p> <p>Target 10. By 2030, ensure that, nature based solutions and ecosystem approach contribute to regulation of air quality, hazards and extreme events and quality and quantity of water for at least [XXX million] people.</p>
Ecological	<p>Target 1. By 2030, [50%] of land and sea areas globally are under spatial planning addressing land/sea use change, retaining most of the existing intact and wilderness areas, and allow to restore [X%] of degraded freshwater, marine and terrestrial natural ecosystems and connectivity among them. (Habitat)</p> <p>Target 2. By 2030, protect and conserve through well connected and effective system of protected areas and other effective area-based conservation measures at least 30 per cent of the planet with the focus on areas particularly important for biodiversity (Biodiversity)</p> <p>Target 9. By 2030, support the productivity, sustainability and resilience of biodiversity in agricultural and other managed ecosystems through conservation and sustainable use of such ecosystems, reducing productivity gaps by at least [50%] (Productivity)</p>
Economic	<p>Target 14. By 2030, achieve reduction of at least [50%] in negative impacts on biodiversity by ensuring production practices and supply chains are sustainable (Sustainability)</p> <p>Target 17. By 2030, redirect, repurpose, reform or eliminate incentives harmful for biodiversity, including [X] reduction in the most harmful subsidies, ensuring that incentives, including public and private economic and regulatory incentives, are either positive or neutral for biodiversity (Equity)</p>
Social and Cultural	<p>Target 8. By 2030, ensure benefits, including nutrition, food security, livelihoods, health and well-being, for people, especially for the most vulnerable through sustainable management of wild species of fauna and flora. (Sustainable Communities; Health and Wellbeing)</p>

	<p>Target 11. By 2030, increase benefits from biodiversity and green/blue spaces for human health and wellbeing, including the proportion of people with access to such spaces by at least [100%], especially for urban dwellers. (Health and Wellbeing)</p> <p>Target 12. By 2030, increase by [X] benefits shared for the conservation and sustainable use of biodiversity through ensuring access to and the fair and equitable sharing of benefits arising from utilization of genetic resources and associated traditional knowledge. (Ethical and Just Activities)</p> <p>Target 15. By 2030, eliminate unsustainable consumption patterns, ensuring people everywhere understand and appreciate the value of biodiversity, and thus make responsible choices commensurate with 2050 biodiversity vision, taking into account individual and national cultural and socioeconomic conditions (Culture)</p>
Governance	<p>Target 13. By 2030, integrate biodiversity values into policies, regulations, planning, development processes, poverty reduction strategies and accounts at all levels, ensuring that biodiversity values are mainstreamed across all sectors and integrated into assessments of environmental impacts (Structures and Processes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document, like the Aichi Targets before it, support an ecosystem approach and primarily the Ecological, Social and Cultural, and Governance Pillars of the EBM Framework. Targets 1-7 primarily support the Ecological Pillar with a focus on habitat and biodiversity, Targets 8, 11, 12, 19 and 20 provide support to the Social Pillar, and Targets 13-20 primarily support Governance Objectives of Governance and Effective decision-making.

Treasury Board Values and Ethics Code

The Treasury Board Values and Ethics Code supports the Governance Pillar of the Maritimes EBM Framework by outlining the values and expected behaviors that guide public servants in all activities related to their professional duties. This Code applies to DFO. The two main components of the code are the Statements of Values and Expected Behaviors.

Although the extent to which this may bolster the framework is unclear, below are selected values and behaviors most applicable to the Maritimes EBM Framework.

Relevant EBM Pillar	Illustrative Statements
Social and Cultural	“Public servants shall use resources responsibly by: 4.2 Considering the present and long-term effects that their actions have on people and the environment.”
Governance	Public servants shall respect human dignity and the value of every person by: 2.1 Treating every person with respect and fairness and 2.4 Working together in a spirit of openness, honesty and transparency that encourages engagement, collaboration and respectful communication. (Structures and Processes)

	<p>Treating all people with respect, dignity and fairness is fundamental to our relationship with the Canadian public and contributes to a safe and healthy work environment that promotes engagement, openness and transparency. The diversity of our people and the ideas they generate are the source of our innovation. (Structures and Processes)</p>
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. It provides support to the Social and Cultural and Governance Pillars, in particular as it relates to equitable and fair treatment.

United Nations Convention on the Law of the Sea

Canada became a signatory to the United Nations Convention on the Law of the Sea on December 7th, 2003. UNCLOS sets the legal framework for global ocean governance and importantly defines the zones of sovereignty, rights or jurisdiction for countries with coastlines. Key elements of UNCLOS, according to the Government of Canada’s website and relevant for fisheries and oceans management include: securing sovereign rights for the purpose of exploring, exploiting, conserving and managing the natural resources of their waters in the exclusive economic zone (EEZ) (Articles 55). Further, the agreement confirms the coastal state jurisdiction over living and non-living resources of the seabed and subsoil on the continental shelf (Article 56). Given the breadth of the document, it was not fully reviewed for the purposes of this document. Rather relevant citations from the document are included below.

Relevant EBM Pillar	Illustrative Statements
Ecological	<p>“Such measures shall also be designed to maintain or restore populations of harvested species at levels which can produce the maximum sustainable yield, as qualified by relevant environmental and economic factors, including the economic needs of coastal fishing communities...” (Article 61, Paragraph 3). (Productivity)</p> <p>The measures taken in accordance with this Part shall include those necessary to protect and preserve rare or fragile ecosystems as well as the habitat of depleted, threatened or endangered species and other forms of marine life” (Article 194, Paragraph 5) (Habitat and Biodiversity)</p>
Economic	<p>“Such measures shall also be designed to maintain or restore populations of harvested species at levels which can produce the maximum sustainable yield, as qualified by relevant environmental and economic factors, including the economic needs of coastal fishing communities...” (Article 61, Paragraph 3). (Sustainability)</p>
Governance	<p>“In the exclusive economic zone, the coastal State has...</p> <p>a. jurisdiction as provided for in the relevant provisions of this Convention in regard to....</p> <p>(ii) marine scientific research</p>

	<p>(iii) the protection and preservation of the marine environment” (Article 56) (Legal Obligations; Outcomes)</p> <p>“The coastal State, taking into account the best scientific evidence available to it, shall ensure through proper conservation and management measures that the maintenance of the living resources in the exclusive economic zone is not endangered by over-exploitation.” (Outcomes)</p>
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document supports overarching ecological considerations (Articles 56, 61 and 192) of the Maritimes EBM Framework as well as providing language for economic considerations of coastal communities (Article 61). Given the focus of this document is for defining coastal sovereignty and responsibility, as well as to manage and mediate disputes among coastal states, it does not prescribe specific objectives for national management of the marine space. Further, ecosystem approach or related language is not included in the document.

United Nations Declaration on the Rights of Indigenous Peoples

The United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) was adopted by the General Assembly on 13 September 2007. Bill C-15 – *An Act respecting the United Nations Declaration on the Rights of Indigenous Peoples*, was introduced for First Reading in the House of Commons on December 3, 2020. Passed by Parliament on 16 June, 2021, the resulting legislation will provide guidance for the Government of Canada and Indigenous peoples to work together to implement the Declaration. Although the proposed legislation is still in preliminary stages of development, UNDRIP (including all articles) was examined for how it supports an EBM Framework.

Documents that are looked to for providing insight into UNDRIP and Bill C-15 are: the Bill C-15 Backgrounder; the Government of Canada’s UNDRIP Action Plan and website for implementing UNDRIP in Canada; the backgrounder on the proposed legislation; and the UNDRIP text from the United Nations.

Relevant EBM Pillar	Illustrative Statements
Economic	<p>1. Indigenous peoples have the right to maintain and develop their political, economic and social systems or institutions, to be secure in the enjoyment of their own means of subsistence and development, and to engage freely in all their traditional and other economic activities. (Article 20)</p> <p>Indigenous peoples have the right to self-determination. By virtue of that right they freely determine their political status and freely pursue their economic, social and cultural development. (Article 3)</p>

	Indigenous peoples, in exercising their right to self-determination, have the right to autonomy or self-government in matters relating to their internal and local affairs, as well as ways and means for financing their autonomous functions. (Article 4) (Equity)
Social and Cultural	<p>1. Indigenous peoples, in particular those divided by international borders, have the right to maintain and develop contacts, relations and cooperation, including activities for spiritual, cultural, political, economic and social purposes, with their own members as well as other peoples across borders. (Article 36) (Sustainable Communities)</p> <p>Indigenous peoples have the right to maintain and strengthen their distinctive spiritual relationship with their traditionally owned or otherwise occupied and used lands, territories, waters and coastal seas and other resources and to uphold their responsibilities to future generations in this regard. (Article 25) (Culture)</p>
Governance	<p>1. Indigenous peoples have the right to maintain and develop their political, economic and social systems or institutions, to be secure in the enjoyment of their own means of subsistence and development, and to engage freely in all their traditional and other economic activities. (Article 20) (Legal Obligations)</p> <p>Indigenous peoples have the right to access to and prompt decision through just and fair procedures for the resolution of conflicts and disputes with States or other parties, as well as to effective remedies for all infringements of their individual and collective rights. Such a decision shall give due consideration to the customs, traditions, rules and legal systems of the indigenous peoples concerned and international human rights. (Article 40) (Structures and Processes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document provides numerous relevant statements that support the EBM Framework. The significance of this document is evident in the relevance to all of the pillars and all sectors being implicated. Furthermore, the document emphasizes the Government of Canada’s commitment to reconciliation and recognition of rights which are critical to every program and business line in the Department.

This document highlights how Indigenous rights are cross-cutting issues throughout the department.

United Nations Declaration on the Rights of Indigenous Peoples Act

The *United Nations Declaration on the Rights of Indigenous Peoples Act* (UNDA) (2021) acknowledges the UNDRIP that was adopted by the General Assembly of the United Nations (2007) as Canadian Law. This Act is relevant to include in the review as it is a Canadian policy response to the UNDRIP (2007) and “creates a long lasting framework to advance the implementation of the UN Declaration at the federal level” (Action Plan, 2023).

“The purposes of this Act are to:

(a) affirm the Declaration as a universal international human rights instrument with application in Canadian law; and

(b) provide a framework for the Government of Canada’s implementation of the Declaration.” (2023, S. 4)

This document does the following:

- Declares that measures are to be taken to ensure that the laws of Canada are consistent with the Declaration
- Calls for an action plan for all federal ministers to prepare and implement. The Act outlines what the action plan should include
- Lists the 46 Articles as included in UNDRIP (2007).

Relevant EBM Pillar	Illustrative Statements
<p>Social and Cultural</p>	<p>(2) The action plan must include (a) measures to (i) address injustices, combat prejudice and eliminate all forms of violence, racism and discrimination, including systemic racism and discrimination, against Indigenous peoples and Indigenous elders, youth, children, women, men, persons with disabilities and gender-diverse persons and two-spirit persons, and (ii) promote mutual respect and understanding as well as good relations, including through human rights education; (Ethical and Just activities)</p> <p>Whereas the rights and principles affirmed in the Declaration constitute the minimum standards for the survival, dignity and well-being of Indigenous peoples of the world, and must be implemented in Canada; (Health and Wellbeing)</p> <p>Whereas the United Nations Declaration on the Rights of Indigenous Peoples provides a framework for reconciliation, healing and peace, as well as harmonious and cooperative relations based on the principles of justice, democracy, respect for human rights, non-discrimination and good faith; (Sustainable Communities)</p> <p>“must take into account the diversity of Indigenous peoples and, in particular, the diversity of the identities, cultures, languages, customs, practices, rights and legal traditions” (Culture)</p>
<p>Governance</p>	<p>“the Declaration is affirmed as a source for the interpretation of Canadian law” (Legal Obligations)</p> <p>“(2) The action plan must include (a) measures to (ii) promote mutual respect and understanding as well as good relations, including through human rights education” (Structures and Processes)</p>

	<p>Whereas the Government of Canada welcomes opportunities to work cooperatively with those governments, Indigenous peoples and other sectors of society towards achieving the objectives of the Declaration; (Structures and Processes)</p> <p>(2) The action plan must include (a) measures to (b) measures related to monitoring, oversight, recourse or remedy or other accountability measures with respect to the implementation of the Declaration. (Outcomes)</p>
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes, the document supports the EBM framework. In particular, each main objective of the Governance pillar is supported: e.g., “the Declaration is affirmed as a source for the interpretation of Canadian law” (Legal Obligations); “there is an urgent need to respect and promote the rights of Indigenous peoples affirmed in treaties, agreements and other constructive arrangements, and those treaties, agreements and arrangements can contribute to the implementation of the Declaration” (Structures and Processes); and, “respect for human rights, the rule of law and democracy are underlying principles of the Constitution of Canada which are interrelated, interdependent and mutually reinforcing and are also recognized in international law” (Outcomes). Additionally, evidence to support various aspects of the Social and Cultural Pillar were also present: “must take into account the diversity of Indigenous peoples and, in particular, the diversity of the identities, cultures, languages, customs, practices, rights and legal traditions” (Culture) and “all relations with Indigenous peoples must be based on the recognition and implementation of the inherent right to self-determination, including the right of self-government” (Ethical and Just Activities).

United Nations Declaration on the Rights of Indigenous Peoples Act Action Plan

This Action Plan follows UNDA and is described as an evergreen document that will respond to new priorities. As per the measures outlined in UNDA(2021), “the Government of Canada worked in consultation and cooperation with Indigenous peoples to identify the measures necessary to ensure federal laws are consistent with the UN Declaration, and to co-develop an action plan to achieve the objectives of the UN Declaration”. This work spanned two phases from 2021-2023:

- Phase 1 – identify priorities and potential measures for a draft action plan,
- Phase 2 - validate proposed measures and modify as necessary, identifying and filling any gaps, and including additional measures

The main themes that emerged from the collaborations and consultations with Indigenous peoples on the UNDRIP Action Plan was the need for UNDRIP education as well as the following topics:

- “• Indigenous rights as human rights
- the history, stories and values of Indigenous peoples
- the role of treaties, agreements and alliances as foundational to our ongoing nation-to-nation, Inuit-Crown and government-to-government relationships
- the truth about the grave harms against Indigenous peoples committed as part of settler colonialism and extensively documented by the Royal Commission on Aboriginal Peoples, the

Truth and Reconciliation Commission, and the National Inquiry into Missing and Murdered Indigenous Women and Girls

- the strength and resilience of Indigenous peoples in the face of those harms and their unwavering determination to steward their traditional territories and rebuild their languages, cultures, laws and prosperity”

The Action plan outlines priorities for 2023-2028 in 5 chapters:

- Shared priorities
 - Legislated Priorities
- First Nations Priorities
- Inuit Priorities
- Metis Priorities
- Indigenous Modern Treaty Partner Priorities

Guiding Principles include:

- Building on what has come before
- Consultation and Collaboration
- Co-development
- Regional Considerations
- Inclusive and Intersectional
- Progressive and transformative
- Accessible
- Integrative and holistic

It is important to remember that this action plan represents a starting point and outlines steps towards reconciliation and the implementation of UNDRIP (2007).

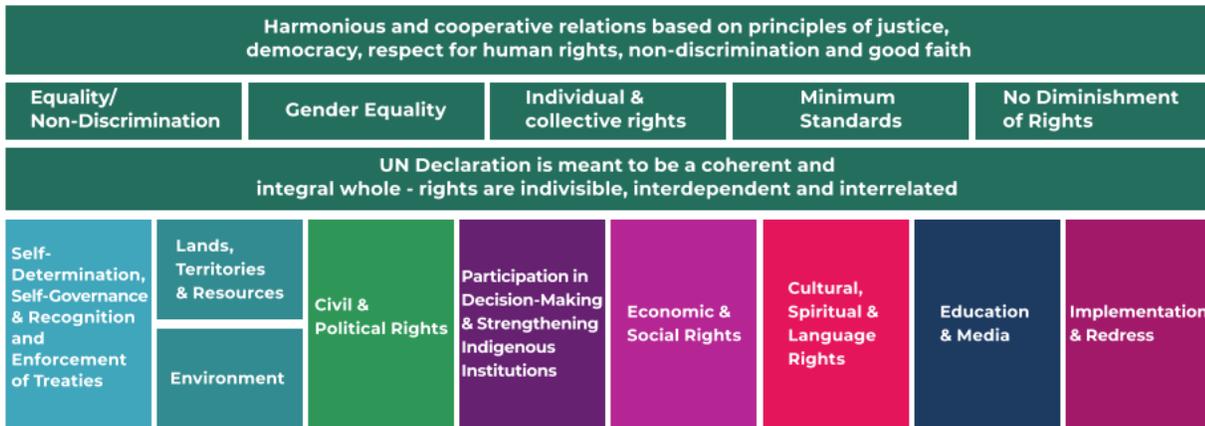


Figure shows how each measure is categorized as related to the legislated priorities or thematic areas of the UN Declaration to provide an organizing framework for reporting.

Relevant EBM Pillar	Illustrative Statements
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<p>Holistic Concept</p>	<p>The Government of Canada is committed to implementing the measures identified in this action plan, which outlines a whole of government roadmap for advancing reconciliation with Indigenous peoples through a renewed, nation-to-nation, government-to-government, and Inuit-Crown relationship based on recognition of rights, respect, cooperation, and partnership as the foundation for transformative change.</p>
<p>Ecological</p>	<p>42. Through meaningful consultation and collaboration and partnerships with Indigenous governments, organizations, communities and other partners, advance marine Indigenous Protected and Conserved Areas to support Canada’s commitments to reconciliation and marine conservation (Habitat)</p>
<p>Economic</p>	<p>35. Indigenous peoples exercise harvesting rights (for example, by hunting, trapping, gathering and fishing) in the majority of lands, waters and ice administered by Parks Canada, as they have for millennia. (Equity)</p> <p>77. Increase Indigenous women’s entrepreneurship to reduce socio-economic inequity between Indigenous and non-Indigenous populations and between Indigenous men and women; and support self-determination and economic reconciliation. (Indigenous Services Canada and various departments (Equity)</p> <p>Indigenous peoples are supported by initiatives that promote connection, development, access and improvement, as well as full participation in all aspects of Canada’s economy. (Efficiency)</p>
<p>Social and Cultural</p>	<p>The artwork in this document features symbols and brief descriptions of various animals and items that are important to Indigenous Peoples and represents various connections with the land. (Culture)</p> <p>Indigenous peoples enjoy the right to a healthy natural environment with Indigenous ways of knowing incorporated into the protection and stewardship of lands, waters, plants and animals: 40. Develop and employ mechanisms that respect and incorporate Indigenous Knowledge as a distinct knowledge system in the management of fisheries, fish habitat, conservation, marine safety and protection of the marine environment. (Culture)</p> <p>Indigenous peoples are healthy, adequately housed and safe: 86. Support the right of Indigenous peoples to self-determination and food sovereignty according to their own priorities through the provision of long-term and flexible funding to strengthen access to traditional foods and local food systems (Sustainable Communities)</p> <p>81. Improve health equity through access to culturally-appropriate health and wellness services and support for holistic approaches to healing, including community-based, land-based, culturally relevant and trauma informed mental health services addressing – among other things – suicide and addictions crises. (Health and Wellbeing)</p>

	<p>70. Increase the ability of grassroots organizations to bring forward the interests and perspectives of Indigenous women’s and 2SLGBTQI+ grassroots organizations’ voices to influence the development of federal policy, programs, and legislation. (Ethical and Just Activities)</p>
Governance	<p>Indigenous people enjoy equal respect and protection of their civil and political rights. (Legal Obligations)</p> <p>Respect for Indigenous rights is systematically embedded in federal laws and policies developed in consultation and cooperation with Indigenous peoples affected by them (Legal Obligations)</p> <p>Indigenous peoples can easily access processes and mechanisms to ensure accountability on the part of the Government of Canada in meeting the objectives of the UN Declaration and upholding Indigenous title and rights. (Structures and Processes)</p> <p>There are accessible and effective processes and mechanisms for negotiation of nation-to-nation, government-to-government, Inuit-Crown agreements, as well as for the resolution of disputes that reflect and respect legal pluralism and Indigenous laws and legal traditions. Dispute resolution processes would include the negotiation of redress for impacts upon Indigenous title and rights flowing from federal actions and practices. (Structure and Processes)</p> <p>20. Publicly report on progress in an annual report to Parliament and work to ensure coordinated and comprehensive monitoring of implementation of the action plan across existing and new bodies that may be created. (Outcomes)</p>

Methods note: Due to the overwhelming amount of relevant statements, the most relevant and distinct statements were coded into the policy review. These statements are grouped in the document as they relate to the Declaration’s Articles.

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes, the document supports the EBM framework. The primary focus of this document was focused on Indigenous Peoples with implications to each part of the framework. Most statements supported the following Social and Cultural Pillar Main Objectives: ‘Indigenous peoples exercise and have full enjoyment of their rights to self-determination and self-government’, (Ethical and Just Activities), ‘Indigenous peoples enjoy the right to a healthy natural environment with Indigenous ways of knowing incorporated into the protection and stewardship of lands, waters, plants and animals’ (Health and Wellbeing), ‘exercise their distinct rights to maintain, control, develop, protect and transmit their cultural heritage, Indigenous knowledge, languages, food systems, sciences and technologies, without discrimination’ (Culture). Additionally, most elements of the document were connected to the

Governance Pillar, whether Legal Obligations (e.g., 'Indigenous people enjoy equal respect and protection of their civil and political rights') or Structures and Processes (e.g., 'Indigenous peoples enjoy and exercise the right to participate in decision-making in all matters that affect them').

In particular, each main objective of the Governance pillar is supported: e.g., “the Declaration is affirmed as a source for the interpretation of Canadian law” (Legal Obligations); “there is an urgent need to respect and promote the rights of Indigenous peoples affirmed in treaties, agreements and other constructive arrangements, and those treaties, agreements and arrangements can contribute to the implementation of the Declaration” (Structures and Processes); and, “respect for human rights, the rule of law and democracy are underlying principles of the Constitution of Canada which are interrelated, interdependent and mutually reinforcing and are also recognized in international law” (Outcomes). Additionally, evidence to support various aspects of the Social and Cultural Pillar were also present: “must take into account the diversity of Indigenous peoples and, in particular, the diversity of the identities, cultures, languages, customs, practices, rights and legal traditions.” (Culture) and “all relations with Indigenous peoples must be based on the recognition and implementation of the inherent right to self-determination, including the right of self-government” (Ethical and Just Activities).

Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries

The Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication were codified in 2015 and compliment the FAO Code of Conduct for Responsible Fisheries. Since many of the statements speak specifically to the role of the state in its responsibility to small-scale fisheries, an attempt was made to capture statements that have broader focuses on fisheries and oceans management.

Relevant EBM Pillar	Illustrative Statements
Economic	“Feasibility and social and economic viability: ensuring that policies, strategies, plans and actions for improving small-scale fisheries governance and development are socially and economically sound and rational. They should be informed by existing conditions, implementable and adaptable to changing circumstances, and should support community resilience.” (Sustainability)
Social and Cultural	social responsibility: promoting community solidarity and collective and corporate responsibility and the fostering of an environment that promotes collaboration among stakeholders should be encouraged. (Sustainable Communities) States and all those engaged in fisheries management should adopt measures for the long-term conservation and sustainable use of fisheries resources and to secure the ecological foundation for food production. (Health and Wellbeing)
Governance	“Consultation and participation: ensuring active, free, effective, meaningful and informed participation of small-scale fishing communities, including indigenous peoples, taking into account the UN Declaration on the Rights of Indigenous Peoples (UN DRIP) in the whole decision-making process related to fishery resources and areas where small- scale fisheries operate as well as adjacent land areas, and taking

	<p>existing power imbalances between different parties into consideration.” (Legal Obligations; Structures and Processes)</p> <p>“Transparency: clearly defining and widely publicizing policies, laws and procedures in applicable languages, and widely publicizing decisions in applicable languages and in formats accessible to all.”(Structures and Processes)</p> <p>“All parties should recognize the need for integrated and holistic approaches, including cross-sectoral collaboration, in order to address disaster risks and climate change in small-scale fisheries.” (Outcomes)</p>
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DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes. This document supports all pillars of the Maritimes EBM Framework and provides multiple secondary-objectives for each pillar as shown in the table above. Further, it supports an ecosystem approach in both its guiding principles (Guiding Principle 11; Holistic and integrated approaches) and in its chapters on value chains (Chapter 7) and policy coherence (Chapter 10). It also considers climate change in Chapter 9: Disaster risks and climate change.

Wrecked, Abandoned or Hazardous Vessels Act

The purpose of this Act is to promote the protection of the public, of the environment, including coastlines and shorelines, and of infrastructure by, among other things, regulating wrecks and vessels posing hazards, prohibiting vessel abandonment, and recognizing the responsibility and liability of owners for their vessels.

Relevant EBM Pillar	Illustrative Statements
Ecological	4 The purpose of this Act is to promote the protection of the public, of the environment, including coastlines and shorelines, and of infrastructure by, among other things, regulating wrecks and vessels posing hazards, prohibiting vessel abandonment, and recognizing the responsibility and liability of owners for their vessels (Habitat)
Social and Cultural	Regulations — Minister and Minister responsible for Parks Canada Agency 131 (1) The Governor in Council may, on the recommendation of the Minister and the Minister responsible for the Parks Canada Agency, make regulations (a) respecting the salvage of wrecks or classes of wrecks specified by regulations made under paragraph (b); (b) specifying wrecks or classes of wrecks that have heritage value, including ocean war graves;

	<p>(c) respecting the protection and preservation of wrecks or classes of wrecks that have heritage value, including ocean war graves, and providing for the issuance of permits to access those wrecks;</p> <p>(d) authorizing the designation of enforcement officers to ensure compliance with the regulations made under any of paragraphs (b) and (c) and (e) to (h), and specifying their powers, duties and functions;</p> <p>(e) authorizing the Minister and the Minister responsible for the Parks Canada Agency to jointly enter into agreements or arrangements respecting the administration or enforcement of any provision of the regulations made under this subsection and to authorize any person with whom an agreement or arrangement is entered into to exercise the powers or perform the duties or functions under those regulations that are specified in the agreement or arrangement;</p>
Governance	<p>Agreements or arrangements</p> <p>6 (1) The Minister or the Minister of Fisheries and Oceans may, with respect to that Minister’s powers, duties and functions under this Act, enter into agreements or arrangements for carrying out the purposes of this Act and authorize any person, including a provincial government, a local authority and a government, council or other entity authorized to act on behalf of an Indigenous group, with whom an agreement or arrangement is entered into to exercise the powers — other than the power to make an order under section 11 — or perform the duties or functions under this Act that are specified in the agreement or arrangement. (Legal Obligations)</p> <p>4 The purpose of this Act is to promote the protection of the public, of the environment, including coastlines and shorelines, and of infrastructure by, among other things, regulating wrecks and vessels posing hazards, prohibiting vessel abandonment, and recognizing the responsibility and liability of owners for their vessels. (Outcomes)</p>

DOES THIS DOCUMENT SUPPORT THE FRAMEWORK?

Yes, but not strongly. In mostly relates to pollution (Ecological- Habitat), e.g., “regulating wrecks and vessels posing hazards, prohibiting vessel abandonment, and recognizing the responsibility and liability of owners for their vessels”. There are also statements that support the Legal Obligations (Governance) and Many statements that support the EBM framework such as public interest, information sharing, consultation and engagement.