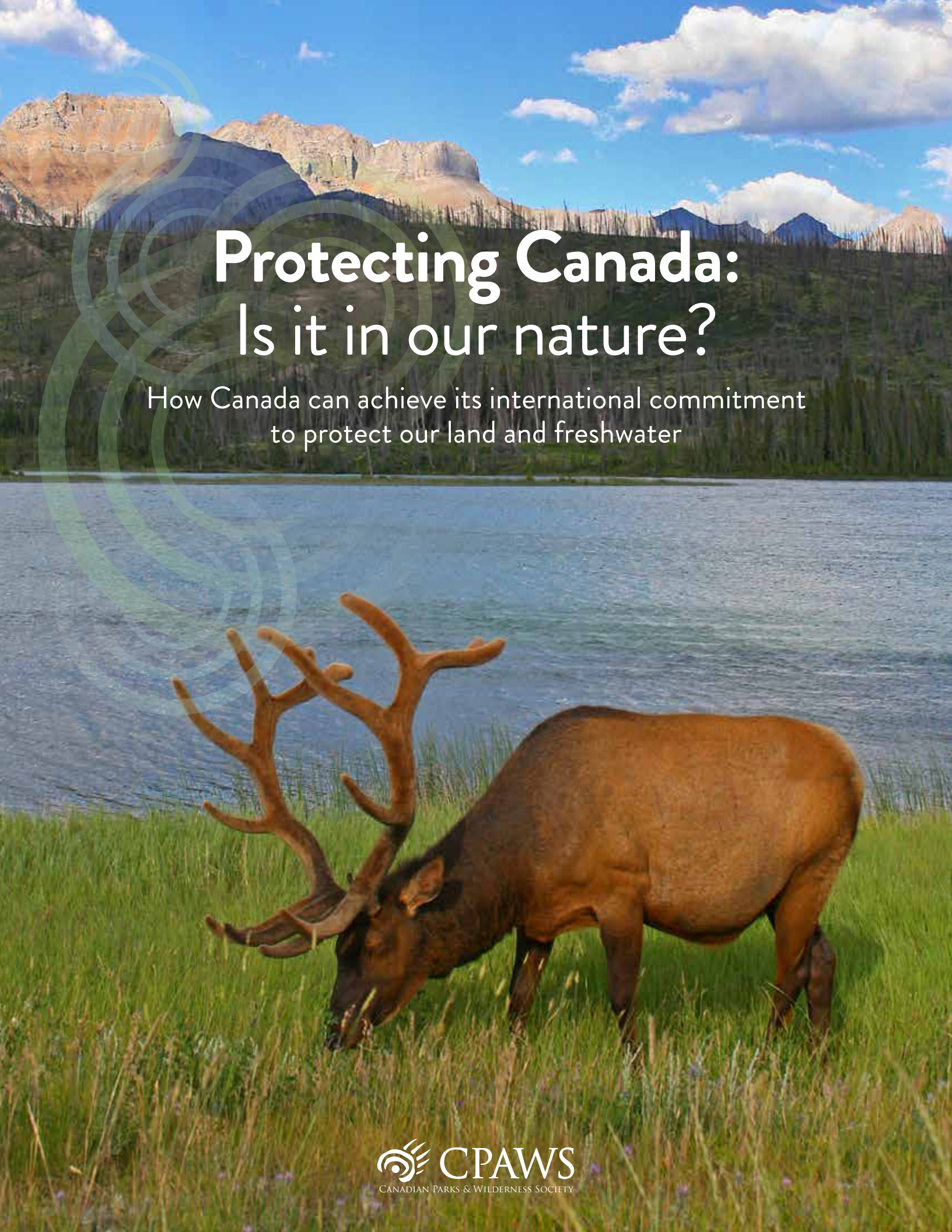

Protecting Canada: Is it in our nature?

How Canada can achieve its international commitment to protect our land and freshwater

CPAWS
Canadian Parks & Wilderness Society

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Front cover: Elk. *Photo Ashley Hockenberry*

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Page 5: Bighorn sheep. *Photo Ashley Hockenberry*

EXECUTIVE SUMMARY

This report assesses Canada's progress towards our country's commitment to protect at least 17% of our land and freshwater by 2020, and improve the quality of our parks and other protected areas. Achieving this 2020 target is an important step towards the much larger-scale conservation action that's needed to conserve Canada's ecosystems in the long term.

In 2010, as part of world-wide efforts to stem the tide of biodiversity loss, Canada joined other members of the global community in Nagoya, Japan, in endorsing a 10-year strategic plan under the auspices of the United Nations Convention on Biological Diversity. The Plan includes 20 biodiversity targets to be achieved by 2020, known as the Aichi Targets, which cover a suite of actions needed to reverse the decline of biodiversity and advance towards the 2050 vision of *"living in harmony with nature."*

Aichi Target 11 commits countries to protect at least 17% of land and inland waters by 2020. It also commits countries to improve the quality of protected areas systems by protecting the most important areas for biodiversity, and by ensuring that protected areas are well-managed, well-connected and well-integrated into broader landscapes.

As 2015 is the halfway point in this 10-year Strategic Plan, it is timely to assess Canada's progress towards meeting the Target 11 protected area commitments, both nation-wide and at the provincial and territorial levels.

Canada now lags behind most other countries on protected areas

Overall Canada is lagging well behind most other countries with only 10% of our landscape protected, versus the global average of over 15%. Worse still, the pace of progress is dismal and Canada has no nation-wide action plan to reach the targets. While a 17% protected area target was embedded in Canadian policy through the federal-provincial-territorial National Biodiversity Targets released in February 2015, the National Conservation Plan announced by the federal government last year is not linked to achieving these targets, which in our view is a missed opportunity.

Kejimkujik National Park, Nova Scotia. *Photo Sunetra Ekenayake*

Meanwhile, many other countries are making good progress towards achieving the 2020 target. Half of all countries have already achieved at least 17% protection. Today, 15.4% of the world's land and inland waters are in protected areas. If this rate of progress continues, the world is within reach of achieving the overall 17% coverage target by 2020.

Canada is not living up to its potential

Canada has one of the best opportunities left in the world to protect large natural areas, but we are not living up to our potential. We are stewards of 20% of the Earth's wild forests, 24% of its wetlands and 30% of its land-stored carbon. We still have large expanses of wilderness remaining in Canada. The health of all Canadian ecosystem types is trending downwards. The number of species at risk is increasing. The greatest threat to biodiversity in Canada, as around the world, is the loss and degradation of habitat. Protected areas are one of the best tools we have to protect habitat and reverse these negative trends.

A full 90% of Canada's land base and 100% of our waters are in the public domain, managed by governments—federal, provincial, territorial and Aboriginal—on behalf of their constituents. Sound government policies and decisions, including those about protected areas, are critical to sustaining healthy ecosystems in Canada.

Getting to at least 17% by 2020 in Canada IS achievable

If Canada is going to achieve at least 17% percent protection of our landscapes by the year 2020, governments need to dramatically accelerate the pace of establishing new protected areas. CPAWS believes that this is possible. We have compiled a list of government commitments for creating new protected areas from across Canada and found that if these alone were implemented Canada would get to more than 15% protection by 2020. This estimate is on the low end, since there are existing government commitments for new protected areas for which specific areas have not yet been confirmed.

Current status varies dramatically between regions

The percentage of lands and inland waters that are protected varies dramatically across regions in Canada, ranging from just under three percent in Prince Edward Island, to more than 15 percent in British Columbia. Our analysis of how much area has been added to Canada's protected areas system since 2011 shows dismal results. Alberta, the Yukon, and Newfoundland and Labrador have not expanded their protected area estate. In all other provinces and territories, less than 2% more territory has been protected since 2011.

However, these numbers don't tell the full story of how jurisdictions are progressing in creating new protected areas. For example:

- Nova Scotia is in the midst of a major expansion of its protected areas system which, when completed, will result in close to 14% of its land base protected—much closer to the Aichi target than the current 9%.
- Manitoba is moving forward with a commitment to create 15 new parks and protected areas and to expand others.
- Quebec and Ontario have committed to protecting half their northern regions, although implementation of these commitments has been extremely slow.
- Land use planning processes in Alberta, the Northwest Territories, Manitoba and Nunavut show promise for significantly expanding protection. The Yukon could make significant strides through the Peel River watershed land use plan if there was political will to do so.
- Major new national park proposals are nearing completion in Nunavut (Qausuittuq), the NWT (Thaidene Nene), and Newfoundland and Labrador (Mealy Mountains).

There are many opportunities for new protected areas across Canada, but more political will and investment is needed in most areas to pick up the pace in formally protecting these areas.

Hemlock Falls, Nova Scotia.
Photo Irwin Barrett

Most of Canada's protected areas are too small and disconnected to be effective

Large connected protected areas representing all ecoregions are essential to protect the full range of Canada's biodiversity, including wide-ranging species such as grizzly bears, wolves and caribou, and fully functioning ecosystems. Yet, as of 2010, almost three-quarters of Canada's more than 5,000 protected areas were less than 10 km^2. While these small protected areas can play an important role in conserving rare species, special habitat types and natural features, they need to be integrated into networks anchored by large protected areas, to maintain our country's ecological health. Civil society and First Nations are working on landscape-scale projects to improve ecological connectivity in Canada, but governments have been slow to engage.

Elsewhere in the world, governments are showing much more leadership on ecological connectivity. Bhutan, India and Tanzania have identified major national-scale conservation corridors. In Australia, biodiversity corridors are recognized in national strategic plans for biodiversity conservation, climate change and the National Reserve System strategy. In Europe, more than 50 countries are involved in some type of connectivity conservation work and special legislation has been developed in eight countries. Canadian governments need to learn from these other countries' experiences, and commit to developing our own ecological connectivity strategies.

Saskatchewan River Delta.
Photo Chris Miller

Land use planning offers a way to integrate protected areas into landscape management

In Canada, regional land use planning processes and commitments provide a mechanism to implement protected area plans and ensure they are well-connected and integrated into the sustainable management of the surrounding landscape. Opportunities currently exist for new large-scale protection through land use planning in the NWT, Nunavut, Yukon, Ontario, Alberta, Manitoba and Quebec.

Indigenous peoples are demonstrating leadership on conservation

Across Canada, Indigenous peoples are leading efforts to protect large areas of their traditional territories from industrial development to safeguard natural and cultural values. This is particularly notable in areas where land claims are settled and Aboriginal title is clear, and where there is space for nation-to-nation relationships and dialogues. For example, in the Northwest Territories, Indigenous community and regional governments have identified large areas for protection through the NWT Protected Areas Strategy, land use plans and as national parks. The James Bay Cree (Eeyou Istchee) are working to create a 13,000 km^2 protected area in the Broadback River watershed, which is important habitat for boreal woodland caribou. First Nations in Manitoba and Ontario partnered with provincial governments to protect vast areas of a boreal landscape called Pimachiowin Aki on the east side of Lake Winnipeg and are very close to having it designated as a World Heritage Site.

Manigotagan River, Manitoba. *Photo Joshua Pearlman*

Protecting nature pays off

A 2015 study found that protected areas around the world receive about eight billion visits per year, 3.3 billion of which are in North America. These visits generate about US $600 billion per year in direct in-country expenditures. Meanwhile, the total cost of safeguarding the world's protected areas is less than US $10 billion. These findings underscore the huge economic value of protected areas, even without counting the enormous value of the ecosystem services provided for people by intact natural areas, including cleansing our air and water and moderating the climate.

In Canada, research has shown that national, provincial and territorial parks support 64,000 full-time equivalent jobs across Canada and contribute six dollars to the Canadian economy for every dollar spent by governments.

Target 11 is a next step, not an endpoint

The Aichi Biodiversity Targets are interim political targets designed to encourage countries to make ambitious, but achievable, progress on conservation by 2020. Beyond 2020, much larger scale action will be needed. CPAWS has long understood the need for much bigger thinking to successfully conserve the diversity of life on earth. In 2005, we set a goal of protecting at least half of Canada's public land and water in response to growing scientific evidence that this is the scale of protection needed to conserve nature and support human well-being. Since then, momentum has been building in Canada and beyond in support of this vision.

In summary, Canada is lagging well behind most other countries in our progress towards protecting at least 17% of land and inland waters by 2020. But it's not too late to turn this around. If Canadian governments completed all currently proposed protected areas, the percentage of land protected in Canada would increase from 10% to over 15%, which would bring us close to the 2020 target.

Massif des Chic Chocs, Bas-St-Laurent, QC.
Photo Louis Fradette

Overarching Recommendations:

1. All Canadian jurisdictions should work together to immediately develop a coordinated action plan to achieve Aichi Target 11 by 2020, and invest adequate resources for its implementation.
2. As a starting point, governments should implement their existing commitments to new protected areas. By doing so, Canada could get very close to protecting at least 17% of our landscape by 2020.
3. Canada's governments should look "beyond Aichi" and implement systematic conservation planning in all regions to complete a network of large interconnected protected areas that protects biodiversity and ecosystem services. Building on efforts by Quebec and Ontario to protect half their northern territories, this plan should recognize the latest scientific findings that protecting at least half is likely needed to conserve healthy ecosystems to sustain wildlife and people in the long term.
4. Canada's governments should recognize and support Indigenous leadership on protecting lands, including by removing legislative and political barriers where they exist.
5. When considering what to count as "other effective area-based conservation measures" under Aichi Target 11, governments should focus on Indigenous, co-managed and privately owned protected areas that meet effective protection standards (as proposed by the Canadian Council on Ecological Areas) but are not currently counted as part of Canada's "formal" protected areas estate.

Recommendations by jurisdiction are presented in Part 7.

Pages 10–11: Bald eagle, Haida Gwaii, BC. *Photo Markus Thompson*

Page 11: Yukon fireweed. *Photo Peter Mather*

INTRODUCTION

Parks and protected areas are recognized in Canada and around the world as essential tools for conserving nature because they protect the habitat that species need to survive and thrive. Virtually all countries in the world have established protected areas systems, and global agencies like the World Bank and the United Nations Development Agency recognize effective protected areas networks[1] as the cornerstone of nature conservation strategies, and essential to sustainable development.

What is a protected area?

Canada has adopted the International Union for the Conservation of Nature (IUCN) definition of a protected area:

A protected area is a clearly defined geographical space, recognized, dedicated and managed, through legal or other effective means, to achieve the long term conservation of nature with associated ecosystem services and cultural values. [3]

Source: IUCN, 2008

Birch Cove Lakes, Nova Scotia
Photo Irwin Barrett

Protected natural areas are also good for people. They provide clean air and water, spaces for healthy outdoor activities which support healthy lifestyles, and pollinators for our crops. Protected areas also help prevent natural disasters by stabilizing soils, reducing flooding and storing carbon. They sustain cultural and spiritual values of Indigenous peoples and others and directly support sustainable, diverse tourism-based economies.[2]

As part of the world-wide effort to stem the tide of biodiversity loss, in 2010 Canada joined other members of the global community in Nagoya, Japan, in endorsing a 10-year strategic plan under the auspices of the United Nations Convention on Biological Diversity (CBD). The plan envisions a world "*living in harmony with nature*", where *"By 2050, biodiversity is valued, conserved, restored and wisely used, maintaining ecosystem services, sustaining a healthy planet and delivering benefits essential for all people."* [3]

The plan's five strategic goals and 20 biodiversity targets to be achieved by 2020, known as the Aichi Targets,[4] cover a suite of actions needed to reverse the decline of biodiversity and advance towards the 2050 vision. More specifically, Aichi Target 11 commits countries to protect at least 17% of land and inland waters and 10% of coastal and marine ecosystems by 2020. It also commits countries to improving the quality of protected areas systems by protecting the right areas, not just any areas, and ensuring protected areas are well-managed, well-connected and well-integrated into broader landscapes and seascapes.

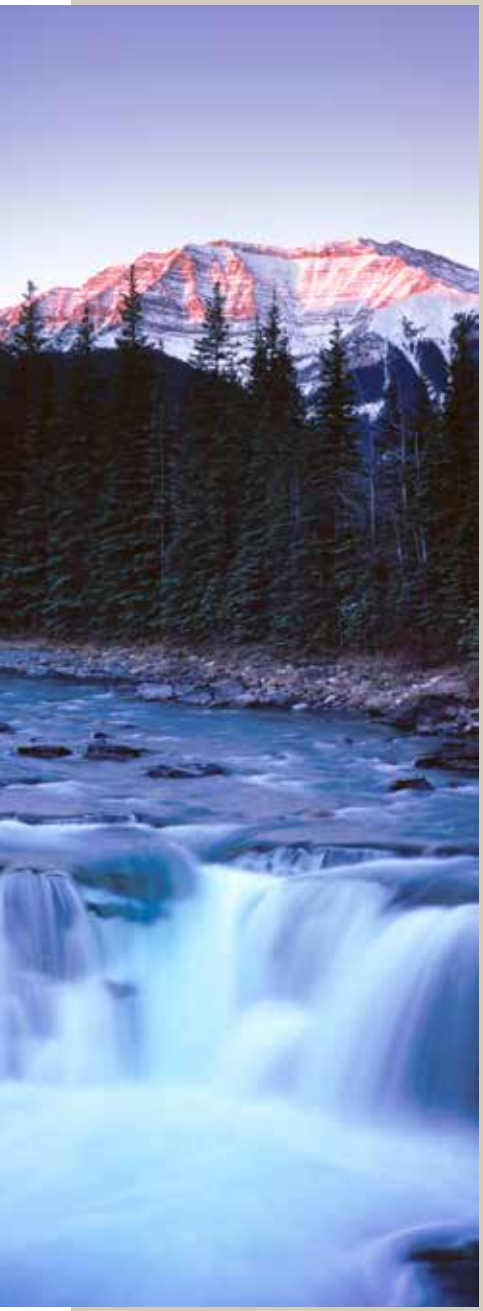
As 2015 is the halfway point in this 10-year Strategic Plan, it is timely to assess Canada's progress towards meeting the Target 11 protected area commitments. This report examines how well we are

doing towards meeting all elements of Target 11, both nation-wide and jurisdiction-by-jurisdiction. The report also highlights the enormous opportunities that exist in Canada to create more protected areas that will get us to Aichi Target 11 and beyond.

This report assesses progress towards Aichi Target 11 for land and inland waters. For a detailed review of coastal and marine ecosystems, please refer to the 2014 CPAWS report entitled *"Dare to be deep: Charting Canada's course to 2020"* and our 2015 report *"Are Canada's marine protected areas really protected?"* [5]

Achieving the 2020 Aichi targets alone will not be enough to conserve our natural heritage. They are interim, politically derived targets, designed to encourage movement in the right direction. Much larger scale conservation action will be needed over the long term to achieve the broader vision of living in harmony with nature. Recognizing the need for much bigger thinking, in 2005 CPAWS set an ambitious goal of protecting at least half of Canada's public land and water in response to growing evidence that conservation at this scale is needed to sustain healthy ecosystems and support people over the long term.

Scientific support for this scale of conservation action has grown dramatically over the past decade,[6] and significant steps have been taken by several jurisdictions and First Nations in Canada to protect half of their regions.[7] As Canada works to achieve the Aichi Targets, it is critical that all of our governments also plan for "beyond Aichi" to develop strategies for much bigger-scale protection in the longer term.



BC Rockies. *Photo Jason V*

Momentum is building to protect at least half

Just a few decades ago, protecting 10-12% of an ecosystem was thought to be enough to conserve nature. We now know that protecting at least half offers the best chance for wildlife to survive and for people to prosper. In 2005, CPAWS adopted a goal of protecting at least half of Canada's public land and water. Since then, momentum has been building in Canada and beyond to put this vision into practice.

Here are some examples:

> In 2003, CPAWS joined with others to launch the Boreal Forest Conservation Framework– a balanced vision for the boreal where at least half is protected in an interconnected network of protected areas, and the other half is carefully managed through state-of-the-art stewardship.

> In 2007, 1,500 scientists from 50+ countries called for protection of at least half of Canada's boreal forest, and careful management of the rest.[8]

> In 2008, Ontario announced it would protect at least half of its Far North region (225,000 sq km) through First Nations-led land use planning processes. The province has since enacted legislation to implement this commitment.[9]

> Shortly thereafter, Quebec announced it would protect half its northern region (600,000 sq km) from industrial development. The province has since confirmed it will establish protected areas on 20% of this region by 2020 and protect another 30% from industrial development by 2035.[10]

> In 2009, the global Nature Needs Half ™ campaign was launched at the 9th World Wilderness Congress in Merida, Mexico, by the WILD Foundation and partners.[11]

> In 2012, renowned conservation biologist Reed Noss co-authored an editorial in Conservation Biology calling for a precautionary target of 50% protection based on evidence of what's needed to conserve nature.[12]

> Eminent biologist and author, E. O. Wilson, launched a "half earth" initiative in 2014, with an eloquent plea for *"half the world for humanity, half for the rest of life, to make a planet both self-sustaining and pleasant."* [13]

> A 2014 Boreal Songbird Initiative report concluded that *"to provide birds the best fighting chance of surviving the dual threats of habitat loss and climate change, at least half of the boreal forest should be protected from industrial development."* [14]

> At the 2014 World Parks Congress, ZSL, an international science-based conservation organization, released the results of a public opinion survey conducted in seven developed and developing countries on all six continents that found that people around the world want half of the Earth's land and oceans protected for nature.[15]

Muskwa-Kechika, BC. *Photo Wayne Sawchuk*

Protected areas generate US$600 billion per year globally in direct expenditures

A brand new study has found that protected areas around the world receive about 8 billion visits per year, 3.3 billion of which are in North America. These visits generate about US $600 billion per year in direct in-country expenditures and over US $250 billion per year in consumer surplus. This dwarfs the less than US $10 billion the world spends each year in safeguarding protected areas.[16] Even without considering the enormous value of the ecosystem services that protected areas provide for people, these findings underscore the value of dramatically increased investment in management and creation of protected areas.

Similarly, a Canadian government study found that in 2009:

> every dollar spent by federal, provincial and territorial parks agencies resulted in a $6 contribution to the Canadian GDP;

> parks agency and visitor spending supported 64,000 full time equivalent jobs across Canada; and

> 44% of all parks agency spending was returned to the three levels of government in taxes.[17]

A 2012 study done for the United Nations Development Program (UNDP) and CBD determined that a reasonable estimate for the total cost of achieving Target 11 by 2020, including the creation of new protected areas, creating connectivity corridors, and effectively managing protected areas was $330 billion (CDN), or $41 billion per year for eight years. While this seems like a daunting figure it is only 0.000472% of the world's GDP, 1.4% of global tourism revenues, and less than 10% of the total cost of soft drinks consumed in only 15 countries.[18]

In the simplest economic terms, investing in parks and protected areas makes sense!

Pages 16–17: Castle Wilderness, Alberta. *Photo Jonathan Huyer*

Page 17: Grizzly bear cubs. *Photo Ginevre Smith*

BACKGROUND

Canada has one of the best opportunities in the world

In Canada, we are blessed with an exceptional natural heritage. As stewards of 20% of the Earth's wild forests, 24% of its wetlands and 30% of its land-stored carbon, we still have large expanses of intact wilderness remaining in Canada. However, the health of all Canadian ecosystem types is trending downwards.[19] The number of species at risk is increasing. The greatest threat to biodiversity in Canada, as around the world, is the loss and degradation of habitat. Protected areas are one of the best tools we have to protect habitat and reverse these negative trends.

A full 90% of Canada's land base and 100% of our waters are in the public domain, managed by governments—federal, provincial, territorial and Aboriginal—on behalf of their constituents. Therefore sound, government policies and decisions, including those about protected areas, are critical to sustaining healthy ecosystems in Canada. Canadian citizens have an important role to play in letting governments know that they want to see action on protected areas.

Canada's commitments: A long history of promises

Canadian governments have made many commitments on protected areas, reaching back more than 30 years. Most of these have not been fully achieved, but some have helped to drive progress in expanding the amount of protected areas. Major national and international protected areas commitments are listed below: [20]

> 1982 – Third World Parks Congress sets objective to protect 10% of terrestrial ecosystems.

> 1987 – The World Commission on Sustainable Development (the Brundtland Commission) recommends "tripling" protected areas globally to protect a "representative sample of earth's ecosystems" (from 4% to ~12%).

> 1992 – Fourth World Parks Congress recommends protecting at least 10% of each major biome by 2000.

> 1992/3 – UN Convention on Biological Diversity (CBD) is signed, recognizing protected areas as a cornerstone of biodiversity conservation, and committing all signatory countries (including Canada) to establish national systems of protected areas.

> 1992 – All Canada's federal, provincial and territorial ministers of Environment, Parks and Wildlife sign a "Statement of Commitment" to complete a representative network of protected natural areas by the year 2000.

Atlantic puffin. *Photo Arielle Demerchant*

> 1995 – The Canadian Biodiversity Strategy commits all jurisdictions to "make every effort" to complete networks of representative protected areas by the year 2000.

> 2002 – CBD adopts target to significantly reduce the rate of biodiversity loss by 2010.

> 2004 – The CBD Programme of Work on Protected Areas (POWPA) commits all Parties to complete comprehensive, effectively managed, and ecologically representative national and regional systems of protected areas on land by 2010 and in the ocean by 2012.

> 2010 – Recognizing efforts to date had not reversed the decline of biodiversity, the CBD adopts a new 2011-2020 Strategic Plan with five strategic goals and 20 targets—the Aichi Targets. Target 11 commits countries to protect at least 17% of terrestrial and inland water areas and 10% of coastal and marine areas by 2020, and goes beyond representative systems to include a suite of other protected area quality elements that are critical to effective conservation outcomes.

> 2014 – Sixth World Parks Congress recognizes the need for much bigger scale protection in the long term, recommending 30 to 50 %.

> 2015 – Canada releases National Biodiversity Targets, including a target of protecting at least 17% of terrestrial and inland waters by 2020, and includes guidance that mirrors the quality elements of Aichi Target 11.

Dumoine River, Quebec. *Photo Marie-Eve Marchand*

Aichi Target 11, which falls under the strategic plan's goal to "*Improve the status of biodiversity by safeguarding ecosystems, species and genetic diversity*", commits countries to increase the coverage of their protected areas systems to at least 17% of terrestrial and inland water areas, and at least 10% of coastal and marine areas by 2020. Recognizing that where and how protected areas are established and managed significantly influences their effectiveness in protecting nature, Target 11 also includes a suite of requirements related to the quality of protected areas, including their location, how well they are integrated into the landscape, and how effectively and equitably they are managed.

Aichi Target 11

By 2020, at least 17 per cent of terrestrial and inland water areas and 10 per cent of coastal and marine areas, especially areas of importance for biodiversity and ecosystem services, are conserved through effectively and equitably managed, ecologically representative and well-connected systems of protected areas and other effective area-based conservation measures, and integrated into the wider landscape and seascape.

—From CBD Strategic Plan for Biodiversity 2011-2020

Canada's new Biodiversity Targets embed 17% coverage in policy

In February 2015, Environment Canada released new *2020 Goals and Biodiversity Targets for Canada*, which were developed by the federal, provincial and territorial governments in response to the Convention on Biological Diversity Strategic Plan for Biodiversity 2011-2020 and Aichi Targets.[21]

The new Canadian targets include a commitment to protect at least 17% of terrestrial and inland waters and 10% of coastal and marine areas by 2020, which is an important step forward for Canada because it embeds this target in federal/provincial/territorial government policy.[22] Given that the responsibility for managing lands and waters is shared among the federal, provincial, territorial and Aboriginal governments in Canada, implementing these targets is a shared responsibility. The report recognizes the importance of Indigenous governments and peoples in implementing the targets, clearly stating that implementation relies on the "full and effective participation of Aboriginal peoples." [23]

While this Canadian target does not specifically include the quality requirements that are such an important part of Aichi Target 11, the guidance on how to implement the Canadian target makes it clear that these same quality requirements should also be applied in Canada. For Canada's protected areas to successfully contribute to biodiversity conservation, following this guidance will be key.

Canada's Biodiversity Target 1:

By 2020, at least 17 percent of terrestrial areas and inland water, and 10 percent of coastal and marine areas, are conserved through networks of protected areas and other effective area-based conservation measures.

Meeting the target

…It will be important to continue to focus on areas that are ecologically representative and important for biodiversity and ecosystem services, and to ensure that these areas are well-connected and effectively managed. Further, there is a need to integrate these areas into the wider landscapes and seascapes in which they are situated.

—From 2020 Goals and Biodiversity Targets for Canada[24]

Canada's "National Conservation Plan" is a missed opportunity to achieve our biodiversity targets

Announced in 2014, Canada's "National Conservation Plan" [25] is not a plan with specific goals and objectives, but rather a series of funding announcements and activities. While it provides some valuable funding for private land and wetland conservation, marine protected areas and other conservation activities it does not include any action plan to achieve the Aichi Targets or Canada's Biodiversity Targets. We view this as a major missed opportunity. On the one hand, Canada has committed to these conservation targets, and on the other hand is investing in conservation, but there is no linkage between the two, which puts the credibility of both plans in question.

Canada still needs a national conservation plan that provides a framework and support, including funding, for all jurisdictions to work together to achieve the 2020 Aichi Targets, and that sets long term goals and science-based strategies and actions for conserving biodiversity in Canada.

Ram Plateau, Nahanni National Park Reserve, NWT.
Photo Alison Woodley

Pages 22–23: Cirque of the Unclimbables, Nahanni National Park Reserve, NWT. *Photo Harvey Locke*

Page 23: Moose and calves.

HOW WELL IS CANADA DOING TOWARDS AICHI TARGET 11?

How much of Canada's land and inland water is protected?

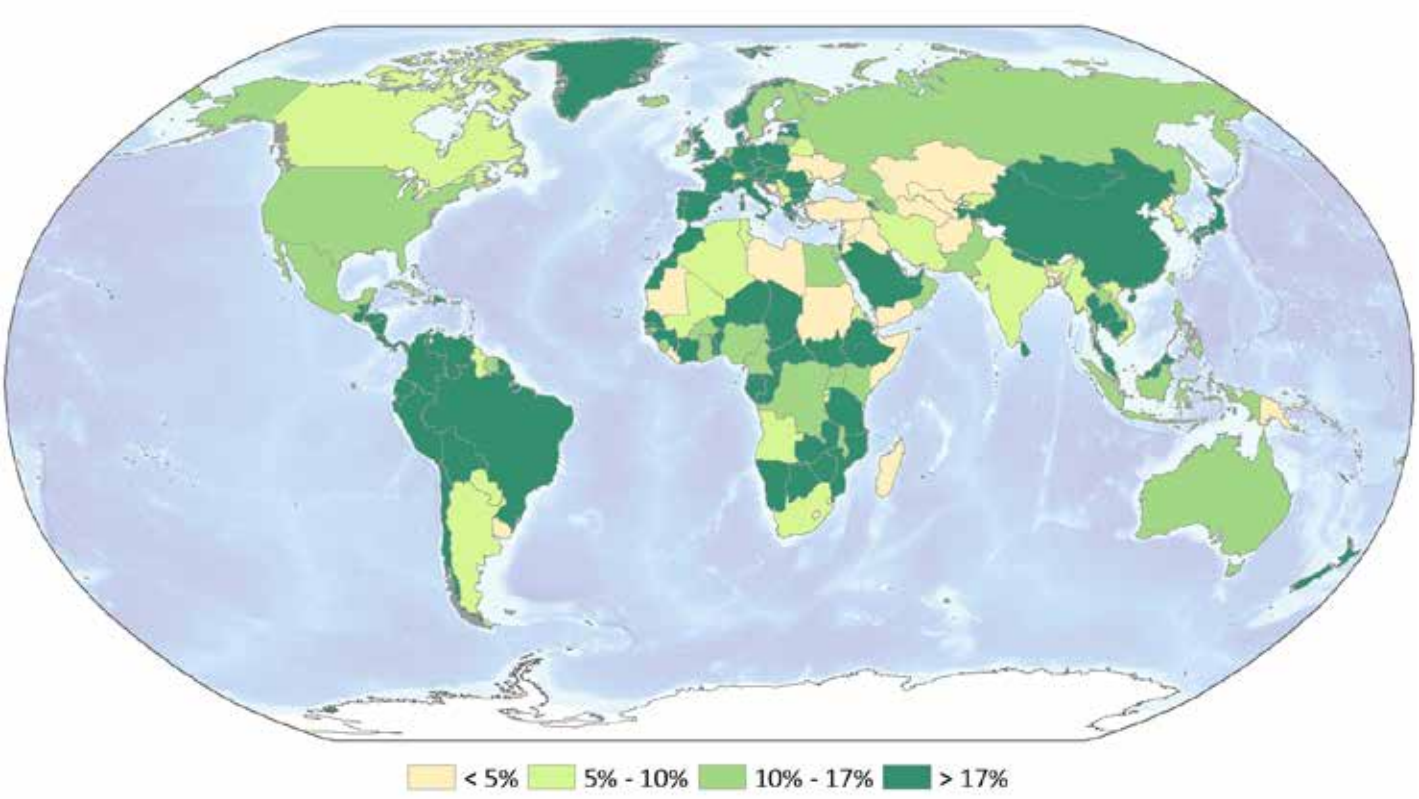
Canada is lagging behind most of the world

Globally, good progress is being made towards achieving the protected areas coverage target, with 15.4% of terrestrial and inland waters now in protected areas. Half of all countries have now protected at least 17% of their terrestrial and inland water areas. Central and South America are the regions with the highest percentage protected (28% and 25% respectively). If this rate of progress continues, the world is within reach of achieving the overall coverage target of protecting at least 17% of terrestrial and inland water areas by 2020.[26]

Where did we get our information?
A comprehensive global assessment of progress towards Target 11 was released at the November 2014 World Parks Congress, held in Sydney, Australia. This ***Protected Planet Report 2014*** is the main source used for comparing Canada's performance with the rest of the world.[27]

Canada's formal database for tracking progress on the coverage of protected areas is called the Conservation Areas Tracking System (CARTS). Canadian jurisdictions feed their protected areas data into this system, which is a partnership between the not-for-profit Canadian Council on Ecological Areas (CCEA) and Environment Canada, and is endorsed by all Canadian jurisdictions as the authoritative database for protected areas in Canada.[28] The database for Quebec protected areas is managed separately by the Ministère du développement durable, de l'environnement, de la faune et des parcs.[29]

Figure 1. Percentage of terrestrial and inland water areas covered by protected areas, by country and territory. Reproduced with permission from UNEP-WCMC. *Protected Planet Report 2014*.



In comparison, Canada is lagging behind badly, with only 10.3% of land and inland waters protected as of September 2014, in spite of our immense opportunity to establish large conservation areas. Perhaps even more troubling, Canada still has no coordinated plan to achieve the target of at least 17% by 2020. Clearly we need to pick up the pace dramatically if we are to achieve our targets and do our part to contribute to this global effort.

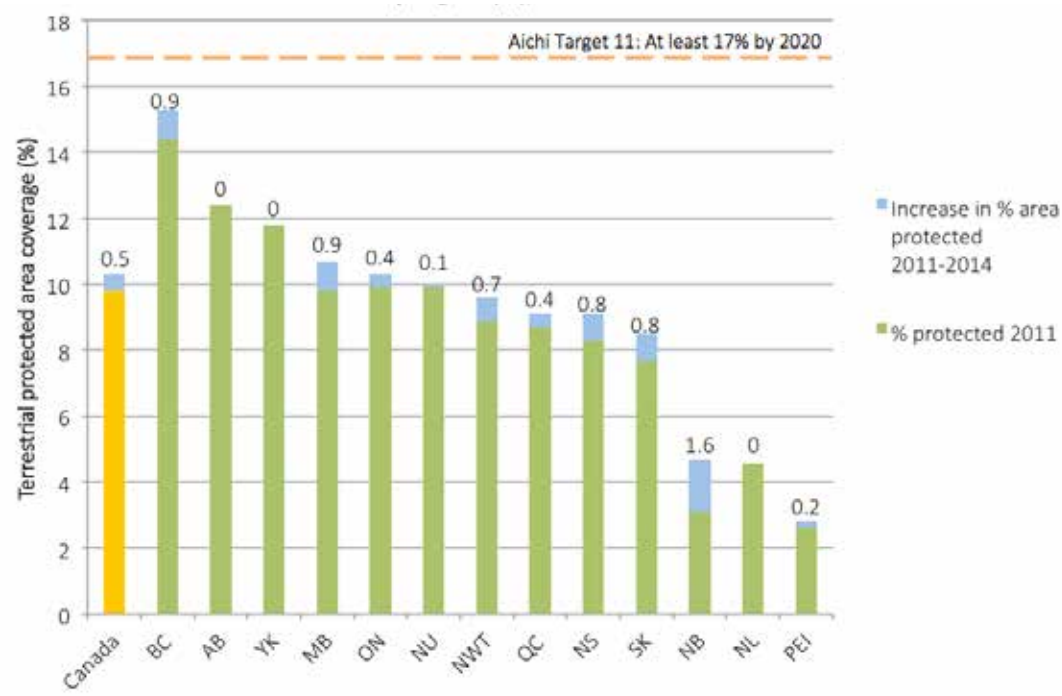
Coverage varies region by region

Protected areas coverage varies dramatically region by region in Canada, ranging from 2.8 percent in Prince Edward Island, to 15.3 percent in British Columbia (Figure 2).

Figure 2. Comparison of Canada's terrestrial protected area coverage (%), nation-wide and by province/territory.
Data source: Conservation Areas Tracking System (CARTS). For Quebec: Registre des aires protégées au Québec.[30] September 2014

An analysis of how much area has been added to Canada's protected areas system since 2011 shows dismal results (Figure 3). Alberta, Yukon and Newfoundland and Labrador have shown no growth in their protected area estate. In all other provinces and territories, less than 2% more territory has been protected since 2011.

Figure 3. Progress on terrestrial protected area coverage by region since 2011. Data sources: 2011 data from CARTS cited by Statistics Canada[31]; 2014 data from CARTS and Registre des aires protegées au Québec (September 30).[32]



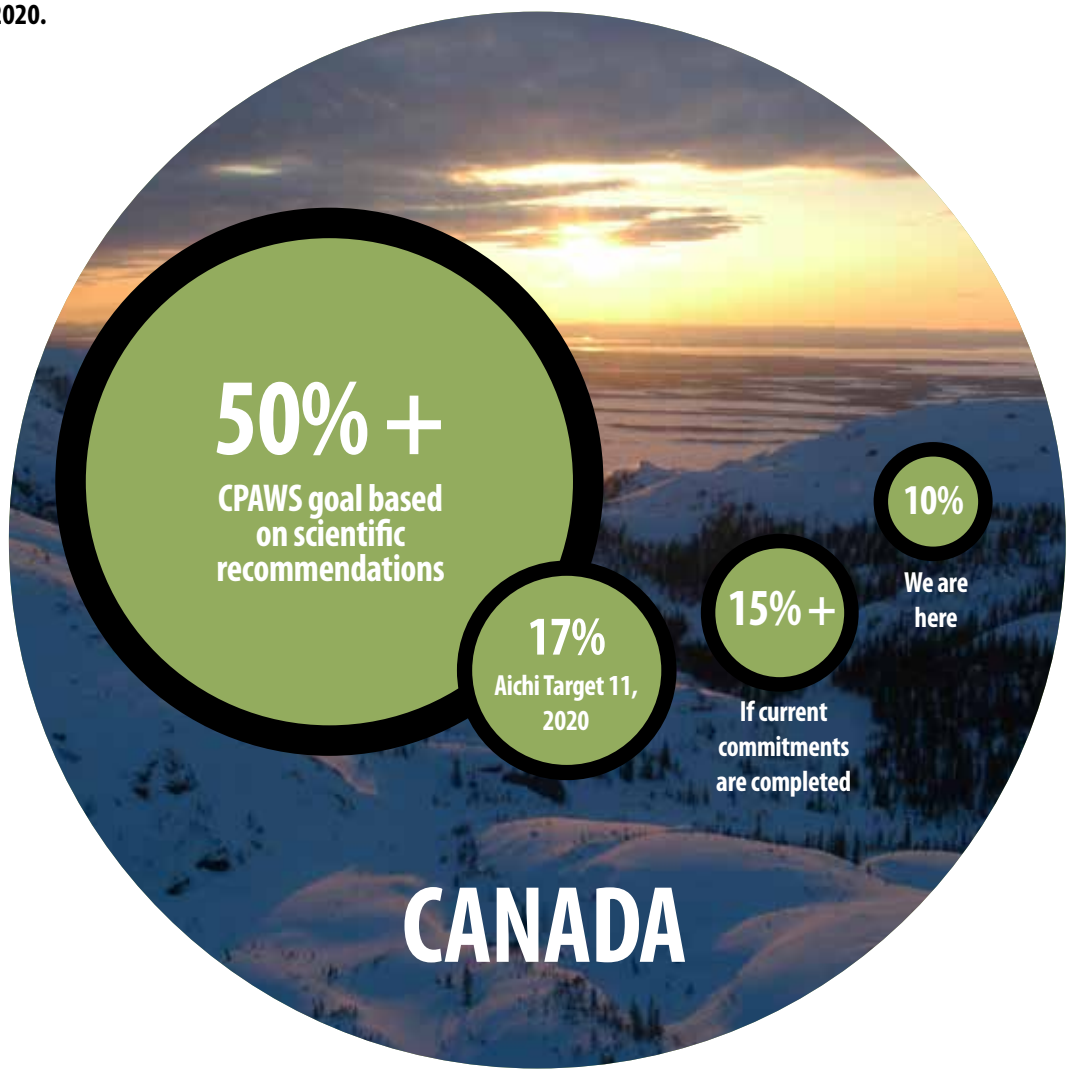
However, these numbers don't tell the full story of how jurisdictions are progressing towards 17% by 2020. For example, Nova Scotia is in the midst of implementing a major protected areas expansion which, when completed, will result in 14% being protected—much closer to the Aichi Target. On the other hand, while New Brunswick shows the highest percentage increase over that time period, the province still sits third from the bottom of all jurisdictions in percentage of land protected, and has foreclosed opportunities to create more protected areas through their new forestry strategy.

Getting to at least 17% by 2020 is achievable

If Canada is going to achieve at least 17% coverage by the year 2020, governments need to act quickly to implement their current commitments. We believe this is possible. We have compiled a list of current protected area proposals and found that if these alone were implemented Canada would get to at least 15% protection by 2020 (see Appendix 2 for details). This estimate is on the low end, since we are aware of other existing government commitments for new protected areas for which specific areas have not yet been mapped out.

In the short term, if all Canadian jurisdictions implement their current protected area proposals in the next five years, Canada will come very close to protecting at least 17% of our lands and inland waters (Figure 4). And many of these proposals will also contribute to creating a more representative protected areas network.

Figure 4. Getting to at least 17% by 2020.



Mealy Mountains, Newfoundland and Labrador.
Photo John Jacobs

Percent coverage is important but not enough – location, design and management matter!

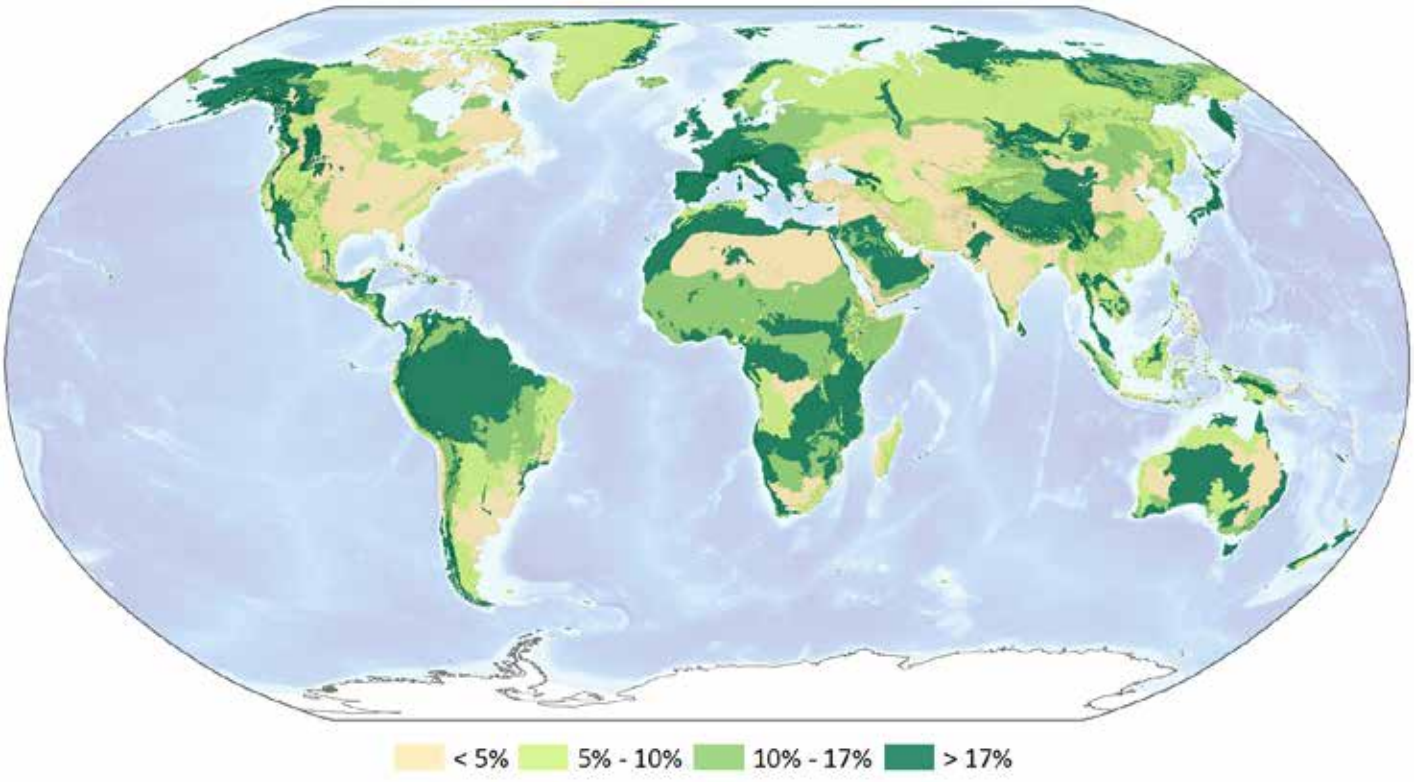
Achieving conservation goals relies not only on the amount of territory protected, but also on where protected areas are located and how they are designed, managed and integrated within the wider landscape. This is critically important if protected areas are to effectively conserve biodiversity.[33] In expanding Canada's protected areas network much more attention needs to be paid to these quality issues.

Many ecosystems remain under-represented in Canada's protected areas system

Target 11 requires systems of protected areas to be ecologically representative, meaning they should protect examples of all ecosystem types in order to capture and conserve the full range of biodiversity (including genes, species, ecosystems, and landscapes) on Earth.[34] This remains a major weakness in protected areas systems globally and in Canada. Historically many protected areas were established in areas of low productivity, low economic interest or in areas that are particularly valuable for recreation and tourism. This has meant that some ecosystems, like mountain regions, have much higher levels of protection than others, for example temperate forests and grassland ecosystems – where human interest in their use has been much higher.

Globally, as of 2014, only 43% of the 823 terrestrial ecoregions have at least 17% of their extent covered by protected areas (Figure 5).[35]

Figure 5. Protected area coverage in percentage for the 823 terrestrial ecoregions of the world (not including polar regions). Ecoregions according to Olson et al. 2001 (Reproduced with permission from UNEP-WCMC *Protected Planet Report 2014*).



In comparison, as of 2013, only 5 of Canada's 18 Canadian ecozones (28%) had reached at least 17% protected areas coverage (Figure 6).

Figure 6. Percent protection by terrestrial ecozone in Canada. Data source: Canadian Environmental Sustainability Indicators (updated August 2014) [36]

While this assessment of percentage protection by ecozone demonstrates the variable levels of protection among broad ecosystem types in Canada, planning for protected areas networks is more appropriately done at the finer ecoregion scale. Representation should also go beyond simple percent coverage to ensure all species' habitat needs are met in protected areas systems.

Size matters

Large core protected areas in all ecoregions are essential to protect the full range of Canada's biodiversity, including wide-ranging species, and fully functioning ecosystems. Yet, as of 2010, almost three quarters of Canada's 5095 protected areas were less than 10 km^2 in size.[37] While these small protected areas can play an important role in conserving rare species, special habitat types and natural features, and in improving linkages between core areas, protected area networks need to be anchored by large well-connected protected areas.

To be effective, core representative protected areas need to be designed considering species habitat needs and ecosystem processes. In southeastern Canada, the minimum size required to sustain all native species has been estimated to be at least 3000 km^2.[38] Factoring in ecosystem processes, scientists suggest that core protected areas should be a minimum of several times the size of the

largest natural disturbance.[39] For example, in the boreal forest, where wildfire is generally the primary natural disturbance, core protected areas should be several times the size of the largest wildfire, which could, in some areas, be tens of thousands of square kilometers. Even these large protected areas will not, on their own, provide for all the needs of wide-ranging migratory species like caribou which need entire landscapes to be managed in a way that accommodates their needs.

In southern Canada, creating adequate core protected areas and connections will require extensive restoration work. In Canada's north, however, the opportunity still exists to proactively put in place large protected areas as part of landscape-scale conservation strategies.

Areas of particular importance for biodiversity and ecosystem services also need protection

Aichi Target 11 clearly articulates that designing effective protected area networks requires looking beyond representivity to ensure areas of particular importance for biodiversity and ecosystem services are well protected. So far Canada has not completed a comprehensive nation-wide assessment of where these areas are, and what gaps exist in protecting them. As Canada works to expand our protected areas network we need to pay more attention to ensuring the right areas are protected.

Canada's ecosystems provide essential services to Canadians and to the global community. For example, headwaters of rivers flowing out of the Rocky Mountains provide water for Canadians right across the Prairies, yet some, like the Castle Wilderness and the Big Horn Backcountry areas of Alberta are still open to harmful development and use.[40] Other ecosystems like the boreal forest deliver globally significant services because of their vast supplies of water and their enormous capacity to store carbon, yet have inadequate protection. Rivers like the Restigouche and Miramichi are renowned for their Atlantic salmon runs, yet their watersheds remain largely open to industrial forestry.

Rice River, east side of Lake Winnipeg, Manitoba. *Photo Ron Thiessen*

Lutsel K'e Dene First Nation elder with moosehide, NWT.
Photo Tracey Williams

The Boreal Forest

Canada's boreal forest is the most intact forest remaining on earth. It is a summer home for one-third of North America's songbirds and critical habitat for caribou, grey wolves and wolverine. It is also a globally significant treasure trove of ecosystem services with an estimated value of $700 billion per year.[41] A recent report on Canada's boreal forest[42] highlighted that the boreal:

- Contains one quarter of the world's wetlands, and half the world's lakes larger than a square kilometre in size.
- Contains the greatest number of large undammed, free-flowing river systems in North America, making it a last refuge for half the remaining populations of North American Atlantic salmon.
- Stores an estimated 147 billion tonnes of carbon in wetlands and peatlands, which represents more than 25 years-worth of current man-made emissions.
- Includes the world's largest peatland system found in the Hudson and James Bay lowlands area.
- Has sustained Aboriginal communities for thousands of years by providing food, shelter, water, medicines, and supporting a deep spiritual connection with the land and water.

Many of Canada's best opportunities for progress on protected areas lie in the boreal region.

Ecologically connected protected areas are critical for success

There is ample scientific evidence that well-connected systems of protected areas are required to maintain habitat, allow for gene flow, and enable species to move across landscapes. Connectivity is all the more important in a rapidly changing climate to allow species to shift and adapt to changing ecological conditions.[43]

Governments in Canada have been slow to recognize the importance of ecological connectivity. NGOs, on the other hand, are leading several transboundary projects to maintain and restore

connected landscapes, for example the Yellowstone to Yukon Conservation Initiative (Y2Y),[44] Algonquin to Adirondacks Collaborative (A2A),[45] and Two Countries One Forest (2C1Forest),[46] are all focused on working at the grassroots level to improve continental-scale ecological connectivity.

Maintaining or restoring ecological connectivity requires different strategies in different parts of Canada. In southern Canada most protected areas are very small and isolated islands of nature in fragmented landscapes. Larger core areas of habitat, as well as corridors between them, will need to be restored and protected to effectively conserve biodiversity. Southern Canada also has the highest percentage of private lands, meaning that restoring ecological connectivity will require collaboration with local landowners and managers.

Further north, landscapes gradually become more "natural" but are still heavily fragmented by roads, agriculture, forestry and other industrial uses. Cooperative arrangements with First Nations and other landholders and licensees will be needed to maintain and restore connections between protected areas to sustain viable populations of wildlife. Initiatives like the Forest Stewardship Council (FSC) standards and the Canadian Boreal Forest Agreement (CBFA), as well as regional land use planning processes are working to address connectivity for conservation.

In far northern Canada, protected areas are generally large and nested within relatively intact landscapes, although many of these regions face intense development pressures. There is an opportunity to proactively plan for a "reverse matrix" approach in these regions, where intensive activities occur as "islands" within a sea of conservation lands, thus maintaining functional connectivity through the landscape.[47] Canada's boreal and Arctic ecosystems offer a globally unique chance to apply this approach in a way that will sustain people and wildlife in the long term.

Kusawa, Yukon. *Photo Bruce Downie*

Elsewhere in the world governments are showing much more leadership on ecological connectivity. Bhutan, India and Tanzania have identified major national-scale conservation corridors.[48] In Australia biodiversity corridors are recognized in national strategic plans for biodiversity conservation, climate change and the National Reserve System strategy. In Europe more than 50 countries are involved in some type of connectivity conservation work and special legislation has been developed in eight countries. In Latin America nearly all countries have developed connectivity conservation initiatives and Bolivia, Brazil and Venezuela have established national connectivity conservation legislation.[49] Canadian governments should learn from these other countries' experiences, and commit to developing ecological connectivity strategies as well.

Ulittaniujalik Park, Quebec.
Photo Melanie Chabot

Opportunities for Progress

Canada, unlike so many other countries, still has the chance to conserve pristine lakes, vast caribou herds and abundant wild salmon. We can still share the land with magnificent predators like grizzly bears and wolves. We continue to have the ability to nourish the ethic of protecting the land that is important to so many Canadians. We have the opportunity of enjoying the tranquility of nearby wild areas in our daily lives, as well as the incomparable experience of solitude on a long trip in the Canadian wilderness. We are a prosperous and stable society with plentiful scientific expertise and strong and resurgent Aboriginal cultures. But we need to act decisively to protect much more of our wilderness from expanding human development.

Site-specific opportunities to create more protected areas are identified jurisdiction-by-jurisdiction in Part 7 of the report. Some opportunities that are relevant across Canada are highlighted below.

Systematic conservation planning will help

A more comprehensive and coordinated approach to protected areas planning is needed in Canada, to ensure our protected area network is effective in conserving biodiversity. Within conservation science a whole suite of tools has been developed over the past several decades to support conservation efforts. These systematic conservation planning tools can help to optimize and integrate a range of societal values, including biodiversity, urban development, agriculture, and resource extraction.

Many Canadian jurisdictions have not yet taken full advantage of these tools in planning protected areas networks and integrating them with other values through land use planning and decision-making processes.[50]

Indigenous peoples are demonstrating leadership on conservation

Across Canada Indigenous peoples are leading efforts to protect large areas of their traditional territories from industrial development to safeguard natural and cultural values. This is particularly notable in areas where land claims are settled and Aboriginal title is clear, and where there is space for nation-to-nation relationships and dialogues. In these contexts significant tracts of land are achieving protection.

In northern Canada many protected areas have been, and continue to be, created through Aboriginal land claim agreements. These modern land claims generally include chapters on creating and managing national parks and/or other protected areas, and most northern national parks have been formally enacted through land claim agreements, and have cooperative management boards in place.

Examples of Indigenous leadership on protected areas in Canada are described below:

> Aboriginal community and regional governments identified large protected areas and candidate sites through the NWT Protected Areas Strategy,[51] and regional land use planning processes (eg. in the Dehcho and Sahtu territories). Protected areas have also been created on Aboriginal owned lands in the Tlicho and Gwich'in territories.

> Lutsel K'e Dene First Nation has been leading efforts to create a large national and territorial park complex at the east arm of Great Slave Lake, NWT to protect the heart of their homeland, called Thaidene Nene (Land of the Ancestors), and develop a conservation economy to help support the community.[52]

> The biggest protected area in eastern North America—Tursujuq—was created in 2012 as a partnership between the Quebec government, Inuit and James Bay Cree, and more collaborative protected area proposals are in the works.[53]

Ni hat'ni Dene (Dene Watchers of the Land) water monitoring program, Thaidene Nene, NWT. *Photo Julian Morse*

- Since the 1980s, First Nations in British Columbia have been designating Tribal Parks in many areas of the province to protect their natural and cultural values. Some of these parks have subsequently received protection under provincial or federal law as parks or conservancies.[54]
- First Nations have partnered with the Manitoba and Ontario governments to protect a vast areas of boreal forest on the east side of Lake Winnipeg called Pimachiowin Aki, and are now in the final stages of having it designated as a UNESCO World Heritage Site.[55]
- The Dehcho First Nations led a successful decade-long effort to expand Nahanni National Park Reserve to protect the South Nahanni Watershed, in cooperation with Parks Canada, CPAWS and others.
- First Nations and NGOs are working together to protect the Yukon's Peel River Watershed, and are currently challenging the Yukon government in court to uphold the Peel Watershed Land Use Plan.[56]
- New national park reserves in Newfoundland and Labrador (Mealy Mountains) and on Bathurst Island, Nunavut (Quasuittuq) are in the final stages of establishment after many years of negotiations with Indigenous groups.
- Mikisew Cree in Northern Alberta have petitioned the World Heritage Committee to declare Wood Buffalo National Park as World Heritage in Danger, because of the risk posed by upstream oil sands and hydroelectric development proposals.[57]
- The Grand Council of the Cree (Eeyou Istchee) are working to protect a 13,000 km^2 area of their traditional territory in the Broadback River watershed near James Bay, which is home to threatened boreal woodland caribou.[58]

Proposed Mealy Mountains National Park Reserve, Newfoundland and Labrador. *Photo John Jacobs*

Caribou, Gros Morne National Park, Newfoundland and Labrador. *Photo Michael Burzynski*

Even where land claims are settled, however, the ability to keep important ecological and cultural lands free from industrial development often still relies on federal, provincial and territorial government legal tools. Some protected areas legislation enables the establishment of cooperative management boards (for example the *Canada National Parks Act*) which is a significant step forward, but these are technically advisory to Ministers rather than enabling true shared decision-making. There is a need to develop legislative protected areas tools across Canada that enable full and equal partnerships between federal, provincial and territorial governments and Indigenous peoples in creating and managing protected areas. This would open up many more opportunities for conservation across Canada.

The NWT is making progress on this issue after land management was devolved from the federal to the territorial government in 2014. First Nations are currently working with the territorial government to develop new "northern tools" that would enable partnerships in creating and co-managing protected areas. This could provide a model for other governments across Canada.

Land use planning offers a path forward

Protected areas provide enormous benefits to nature and to people that reach far outside their boundaries. At the same time, pressures from land uses outside protected areas can pose a significant threat to their integrity. Embedding protected areas into the management of the broader landscape requires understanding and valuing the benefits that protected areas provide, the pressures on protected areas and minimizing these pressures to ensure they can achieve their conservation objectives while contributing to the well-being of communities.[59]

In Canada, regional land use planning processes and commitments provide a mechanism to implement protected area plans and ensure they are well-connected and integrated into the sustainable management of the surrounding landscape. Opportunities currently exist for new large-scale protection through land use planning in the NWT, Nunavut, Yukon, Ontario, Alberta, Manitoba and Quebec.[60]

How should Canada interpret "other effective area-based conservation measures"?

Target 11 states that at least 17% of land and inland waters should be conserved through protected areas and "*other effective area-based conservation measures*" (OEABCM). Interpreting this concept and developing guidance for its application is a matter of ongoing discussion both in Canada and internationally.[61]

There is broad agreement that the intention of including this language in the target was to acknowledge that protected areas systems can and should include not only formally designated, state-owned protected areas, but also private reserves and Indigenous peoples' and community conserved areas (ICCAs). Traditionally these reserves have not always been reported in national protected area reporting systems like CARTS. Including the OEABCM language in Target 11 acknowledges that some of these reserves and ICCAs meet the requirements of protected areas and should be formally acknowledged as contributing to the target.[62]

At the international level, an IUCN task force has been struck to better define this concept and provide formal guidance to CBD signatories.

In Canada, the Canadian Council on Ecological Areas (CCEA) has been working to interpret this term and provide guidance for its application. A 2013 CCEA workshop focused on the question of defining OEABCMs, and reached consensus on five key traits that OEABCMs should have in order to be recognized as contributing to Aichi Target 11.[63] These attributes, which focus on the requirement for these areas to be effective in conserving biodiversity, were found to be very similar to those of protected areas. The Workshop also concluded that all governance types (federal/provincial/territorial governments, privately owned, Indigenous peoples and local communities) should be reported as contributing to Aichi Target 11 if they meet these basic requirements.

Table 1. Attributes of "other effective area-based conservation measures" needed for areas to count as contributing to Aichi Target 11 (CCEA, 2013).[64]

Attribute	Description
1. Purpose of area-based measure/intention	Must have an expressed purpose to conserve nature (biodiversity). (This purpose might be achieved as a co-benefit of other management purposes or activities.)
2. Long term	Must be managed for the long term to be effective (ie. conservation will continue indefinitely).
3. Importance of nature conservation objectives	In cases of conflict with other objectives, nature conservation objectives shall not be compromised.
4. Nature conservation outcomes	Should result in effective and significant nature (biodiversity) conservation outcomes. When there are existing measures/areas that are to be considered as OEABCMs, evidence of conservation outcomes should be used as part of the screening process.
5. Strength of conservation measures	Should have a management regime that, through one or more measures that are effective alone or in combination, can reasonably be expected to be strong enough to ensure effective conservation, and if there are gaps, these will be addressed over time.

Similarly, the *Protected Planet 2014* report flags the importance of these areas focusing, as a starting point, on sites that truly conserve biodiversity in the long-term, and excluding those that have no security of protection into the future. IUCN recommended in 2012 that areas that do not, and will never qualify as protected areas should not be counted.[65] Others have cautioned that OEABCMs were not intended to open up Target 11 to a wide range of management approaches.[66]

There are 20 Aichi Targets, including several specifically aimed at improving sustainable development of the "working landscape", including forest and fisheries management. Temporary conservation measures like forest deferrals and fisheries closures are important, but are most appropriately counted under these other targets, not under Target 11, which is the protected areas target.

In Canada, where we still have the opportunity and need to significantly expand our protected areas estate, it is important that all governments focus on protected areas, including areas under Indigenous and co-managed governance systems and on private land, as the mechanism to achieve Target 11.

White pelicans, Saskatchewan.
Photo Garth Lenz

Pages 38–39: Northern pike.
Photo Krzysztof Odziomek

TARGET 11 IS A NEXT STEP, NOT AN ENDPOINT

The Aichi Targets are politically negotiated targets, not scientifically-based. In other words they are designed to encourage countries to make ambitious, but achievable, progress on conservation by 2020. There is a growing scientific consensus that, beyond 2020, conservation efforts will need to be scaled up considerably to achieve the vision of "living in harmony with nature." In fact scientists have described the coverage targets set out in Aichi Target 11 of at least 17 and 10 percent as "*woefully below what the results of most scientific studies show are necessary to meet widespread conservation goals such as maintaining viable populations of native species, representing ecosystems across their range of variation, and promoting resilience of ecosystems to environmental change.*" [67]

At the once-a-decade World Parks Congress held in November 2014 in Sydney, Australia, the global protected areas community discussed what is needed "beyond Aichi." [68] Delegates recognized that even if the Aichi Targets are fully implemented, this alone will not be enough to stem the tide of biodiversity loss. Much more and better protection actions will be needed in the long run to reverse the declining ecological health of the planet.[69] One of the recommendations from the Congress was that:

Governments and peoples must move far beyond the Aichi targets to adaptive conservation systems that are based on halting biodiversity loss … This must be done balancing biodiversity and human needs. We need to increase conservation until biodiversity loss is halted. The total area of protected areas and connectivity lands needs to be far higher than current conceptions and delegates agreed on the importance of setting ambitious targets. Percentage targets are problematic in focusing on area at the expense of biodiversity objectives. Nonetheless, many delegates argued that these should be around 30% of the planet for no take reserves, 50% overall protection, and 100% of the land and water managed sustainably.

CPAWS has long understood the need to think at a much bigger scale for conservation. That's why in 2005 we set a goal of protecting at least half of Canada's public land and water. This is the scale of conservation that is needed to conserve the full diversity of nature, and support long term human well-being and prosperity.

Pages 40–41: Willmore Wilderness Park, Alberta. *Photo Wendy Francis*

Page 41: Red fox cubs. *Photo Russellillig*

CONCLUSIONS AND RECOMMENDATIONS FOR ACTION

Overall Canada is lagging way behind the rest of the world in percent protection of our landscape, with only 10% protected, while the global average is over 15%. Worse still, Canada has no nation-wide action plan and no dedicated funding to reach the Aichi targets. While a 17% protected area target was recently embedded in Canadian policy through the new National Biodiversity Targets, Canada's National Conservation Plan, released in 2014, is not linked to achieving these targets, which is a missed opportunity.

Among different jurisdictions progress has been variable, with some jurisdictions moving ahead, while others have shown poor progress and some have taken no action at all to expand their protected areas systems.

In spite of Canada's current laggard status, in our view it is still possible to achieve Aichi Target 11 with renewed political will and focused and coordinated action. If all governments were to implement their existing protected areas commitments more than 15% of Canada's terrestrial area would be protected. Other initiatives that are underway, but where specific areas have not yet been identified, would likely fill the remaining gap.

To achieve Aichi Target 11 by 2020 federal, provincial, territorial and Aboriginal governments need to work together in a coordinated way, given that 90% of Canada is public, and jurisdiction for land management and protected areas is shared among these governments.

Looking "beyond Aichi," Canada should build on the significant commitments and actions that have been taken by several jurisdictions, regions and First Nations to protect half of their territories, and jointly commit to this as a national long-term goal. Successful implementation of this goal requires completing systematic, science-based conservation planning at the national, provincial/territorial and regional levels and investing adequate resources to implement the plan.

Canada has the best opportunity in the world to conserve healthy ecosystems that will sustain wildlife and people in the long term. We know what needs to be done. Now we just need to do it.

Vermillion Lakes, Banff National Park, Alberta. *Photo Ian Cocks*

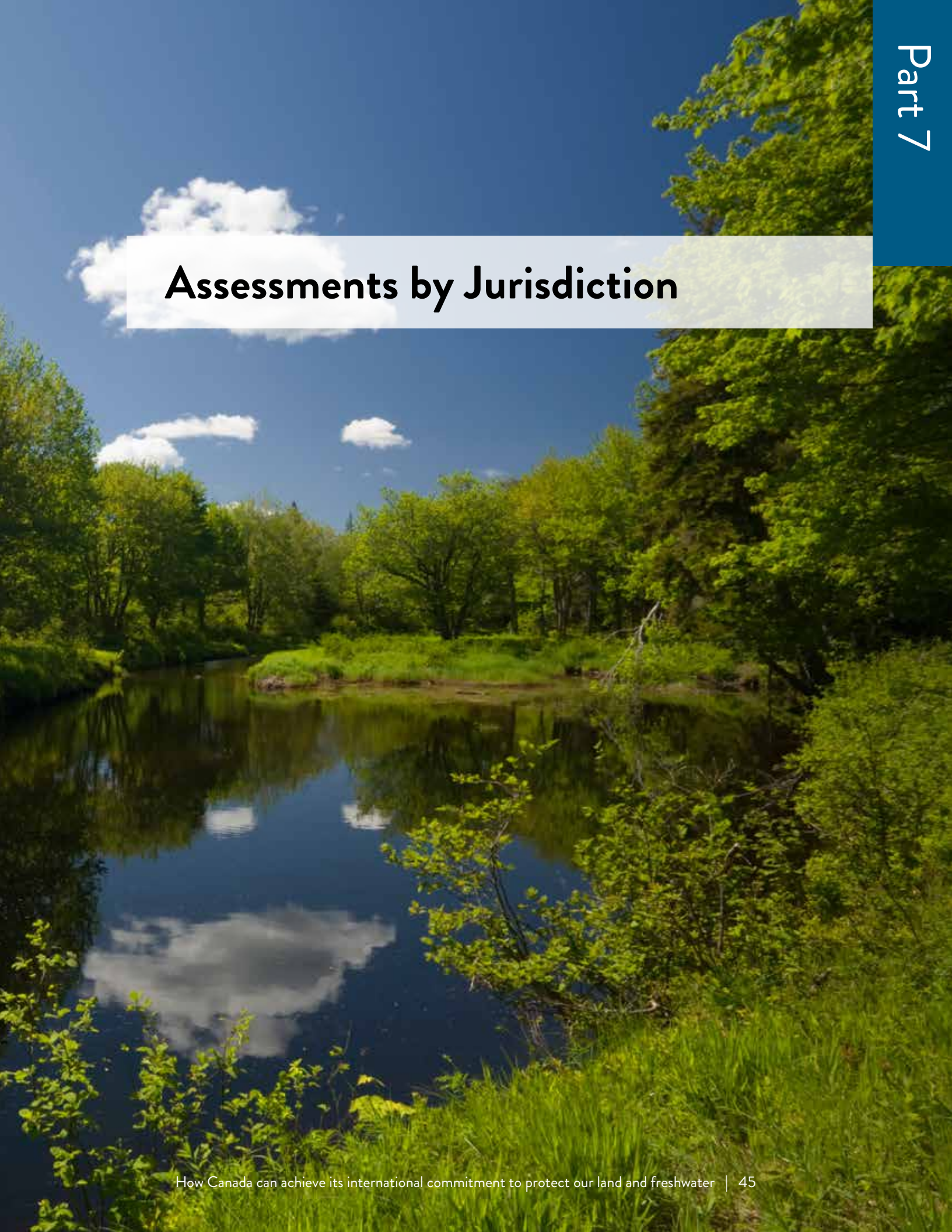
Overarching Recommendations:

(Recommendations by jurisdiction are presented in Part 7)

1. All Canadian jurisdictions should work together to immediately develop a coordinated action plan to achieve Aichi Target 11 by 2020, and invest adequate resources for its implementation.
2. As a starting point, governments should implement their existing commitments to new protected areas. By doing so, Canada could get very close to protecting at least 17% of our landscape by 2020 (see Appendix 2 for details).[70]
3. Jurisdictions should look "beyond Aichi" and implement systematic conservation planning in all regions of Canada to complete a network of large interconnected protected areas that protects biodiversity and ecosystem services.

   Building on efforts by Quebec and Ontario to protect half their northern territories, this plan should recognize the latest scientific findings that protecting at least half is likely needed to conserve healthy ecosystems to sustain wildlife and people in the long term.
4. Recognizing Indigenous leadership on conservation, jurisdictions should work with Indigenous peoples to identify how to better support their strategies for protecting lands, including by removing legislative and political barriers where they exist.
5. When considering what to count as "other effective area-based conservation measures" under Aichi Target 11, governments should focus on Indigenous, co-managed and privately owned protected areas that meet effective protection standards (as proposed by the Canadian Council on Ecological Areas) but are not currently counted as part of Canada's "formal" protected areas estate (ie. in CARTS).
6. Jurisdictions should develop landscape-scale ecological connectivity strategies to link core protected areas together.
7. Governments should support the implementation of large-scale protected area and connectivity strategies through regional land use planning processes to ensure they are effectively integrated into the wider landscape.
8. Governments should recognize the substantial economic value and return on investment of protected areas by investing much more in their creation and effective management.

Pages 44–45: Kelly River, Nova Scotia. *Photo Irwin Barrett*



Part 7

Assessments by Jurisdiction

ALBERTA

Terrestrial area protected (2014):	**12.4%**
Increase since 2011:	**0%**
Governance of protected areas (by area):	
Provincial government:	**33%**
Federal government:	**67%**

Protected Area Coverage

Alberta stands second among Canada's provinces and territories in the percentage of its land base that is protected. Almost two thirds of this protected land is within national parks, meaning that the province has only directly protected 4.2% of its territory.[71] The Government of Alberta lags behind most other provincial and territorial governments in creating protected areas, and has not added any new ones in the past decade.

However, there has been some progress in recent years. The province completed regional land use plans for the Lower Athabasca and South Saskatchewan regions that identified new protected areas. When formally designated, these will increase the proportion of Alberta lands that are protected from 12.4 % to approximately 14.5%.

The new protected areas in the Lower Athabasca and South Saskatchewan regions will also mean that some of Alberta's key ecosystems will get more protection. For example, the largest remaining contiguous block of native foothills parklands and grassland in Canada is to be designated as Heritage Rangeland through the South Saskatchewan Regional plan. This is an important step forward in protecting this threatened ecosystem.

However, even after all of the new protected areas are designated under these two plans, 13 of the province's 21 natural sub-regions will fall short of the 17% protection target, and 5 sub-regions will still have less than 1% protected.[72] Many areas in Alberta that are particularly important for biodiversity and ecosystem services still need more protection, including the Rocky Mountain foothills, rich lower valleys, grasslands and parkland.

Protected Area Quality

Nearly 80% of Alberta's protected areas are less than 10 km^2 in size and are generally disconnected from other protected areas. These small, isolated protected areas cannot support viable wildlife populations, ecosystems processes, or landscape-scale natural disturbances, particularly in the face of a changing climate. Alberta's ecosystems will only be effectively conserved by establishing much larger core protected areas and corridors, designed to allow for the movement of wildlife and natural processes.

Alberta's Plan for Parks is intended to guide planning and management until 2019. However, the

plan only sets targets of 5% protection for the representative natural landscape types within the 21 natural sub-regions across the province, and does not commit the province to protecting at least 17% of its land base by 2020. The plan needs updating to reflect current commitments and the latest scientific evidence of what's needed to achieve conservation goals.

Also of concern is that Alberta's protected areas continue to face many threats and pressures including industrial activities in some parks, unregulated motorized off-highway recreation, and insufficient resources for management and enforcement.

Opportunities

The province's regional land use planning process offers great potential to expand Alberta's protected areas system in a systematic and science-based way. So far two of seven regional plans have been completed, and the North Saskatchewan regional planning process is underway.[73] The objectives of these plans should reflect the 2020 biodiversity targets, and also look beyond 2020 to identify the scale of protection that will ultimately be needed to conserve healthy ecosystems and communities. Based on the latest science, this is likely to require protecting at least half. These land use planning processes provide a mechanism to create new protected areas, and to integrate them into the wider landscape to enhance ecological connectivity. Large, well-designed and connected protected areas should be the foundation of these land use plans.

The Bighorn Backcountry is beloved by Albertans as a haven for hiking, camping, canoeing and climbing and provides important habitat for sensitive and endangered species like grizzly bears, lake sturgeon and whitebark pine. The area is under serious threat from forestry, coal mining, oil and gas development, and irresponsible recreational use. There is a significant opportunity now to protect the Bighorn through the North Saskatchewan Regional land use plan. *Photo Marcus Becker*

In the short term there are opportunities to protect the following specific sites:

The Bighorn Backcountry: Located east of Banff National Park, this important area of intact forest covers more than 5000 km^2. The Bighorn is home to grizzly bears, endangered lake sturgeon and whitebark pine and should be protected as a Wildland Provincial Park through the North Saskatchewan Regional Plan.

The Castle Wilderness: About half of the 1040 km^2 Castle Wilderness in southwestern Alberta was left unprotected in the South Saskatchewan Regional Plan, including the most ecologically and culturally important areas—a problem that needs to be fixed.

The Ministik Bird Sanctuary: This is an unprotected wetland complex and waterfowl sanctuary near the City of Edmonton which should be designated as an ecological reserve. It requires better enforcement to stop irresponsible recreation within the sanctuary that is harming wildlife.

The Parkland Dunes: One of the last intact examples of Alberta's parkland natural region, this entire 932 km^2 area located in east central Alberta, south of the Town of Wainwright, should be incorporated into the Wainright Dunes Ecological Reserve.

Recommendations:

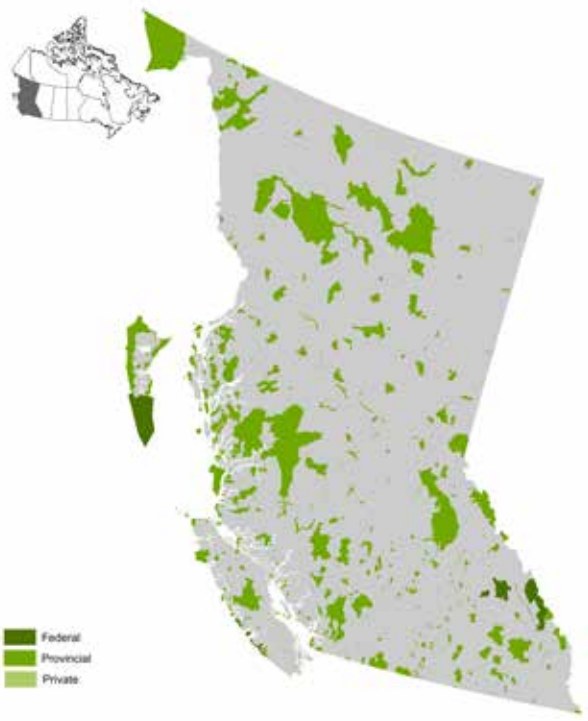
1. Alberta should immediately move to protect the four sites listed above.
2. Alberta should implement a protected areas strategy for the province that meets Aichi Target 11 by 2020, including a protected areas system that is representative of all natural sub-regions and protects the province's most ecologically important areas, increasing the total amount of protected land in the province to at least 17%. The strategy should also set long term, science-based targets for conserving biodiversity and ecosystem services; for example, by protecting and restoring the province's headwater forests and protecting at least half of Alberta's boreal forest region.
3. The province's protected areas strategy should be integrated with regional land use planning so that new protected areas can be established through these plans, and important connections between protected areas can be identified, protected and restored to support the movement of wildlife, including in response to climate change.
4. The government of Alberta should increase funding and resources to Environment and Parks to allow the Ministry to properly design and manage all of its protected areas, including newly established ones. In response to requests from Albertans for more recreational space on public lands, parks and protected areas must be properly staffed to ensure that such activities are undertaken in a responsible manner.

BRITISH COLUMBIA

Terrestrial area protected (2014):	**15.3%**
Increase since 2011:	**0.9%**
Governance of protected areas (by area):	
Provincial government:	**96%**
Federal government:	**4%**

Protected Area Coverage

Just over 15% of BC is currently protected within parks and protected areas. Since 2011 the protected areas system has grown by 0.9%, including an increase of 0.7% within the last year. This puts the province within reach of the target to protect at least 17% by 2020. However renewed commitment and a plan are needed to get there.



BC's rarest and most vulnerable ecosystem types remain under-represented in its parks and protected areas system, with protection heavily skewed towards "rocks and ice". BC's 1993 provincial Protected Areas Strategy cited the province's historical patterns of settlement as the reason why representing all of its ecosystems in the protected areas system would be impossible.[74] However, there are now significant opportunities to expand protection including in under-represented ecosystems such as the coastal old growth forests and interior grasslands, as well as to enhance connectivity between existing protected areas.

Protected Area Quality

In 2010 BC's Auditor General reported on how well the province's parks and protected areas were conserving ecological integrity. He found that "despite its declared intentions and clear vision… the Ministry of Environment is not successfully meeting this goal."

The report identified fundamental problems, including inadequate plans, small, disconnected parks, dated and incomplete management plans, and a lack of conservation action and public reporting.[75] The report also noted that there is no plan to identify and fill gaps or enhance connectivity. Subsequent reviews have found that while some of the Auditor General's recommendations are being implemented, gaps in implementation remain.[76] For example there are still significant gaps in representation, yet the province is still not indicating any intention to significantly expand its protected areas system.

BC Parks, the agency responsible for protected areas in the province, is also severely underfunded. There is only one park ranger for every 20 provincial parks, which means that each is responsible on average for 3000 km^2 of parkland. While BC's protected area system has grown dramatically over the past four decades, its parks budget is the same as it was in 1970. Without adequate resources to

The grasslands of the South Okanagan are home to one of the highest concentrations of species at risk in Canada, yet they remain largely unprotected. *Photo Graham Osborne*

protect their ecological integrity, many of BC's protected areas are effectively reduced to so-called "paper parks."

On top of funding challenges, in 2014, the BC government amended the provincial *Parks Act* to allow private companies to conduct industrial research in parks and then use the information acquired to support boundary adjustment proposals. In the past year, boundary changes have been proposed for over two dozen provincial parks, to make way for industrial activity, such as natural gas pipeline projects, logging roads, the Kinder Morgan oil pipeline expansion, and access to private cottages. These changes undermine the fundamental principle that protected areas are to be designated in perpetuity.[77]

Although the Minister of Environment may deny these proposals at an early stage if they are inconsistent with the values that a park was created to protect, many are being allowed to proceed. As a result, concerned citizens are required to take part in lengthy consultations, run by the company applying for the boundary change.

Opportunities

One way in which the BC government could expand the province's protected areas system quickly is by supporting the creation of three new national parks that have long been proposed. These new parks, described on the next page, would enhance ecological representation and connectivity of protected areas in BC, contribute to completing the national parks system, and provide significant economic benefit to local communities.

South Okanagan–Similkameen: The proposed South Okanagan Similkameen National Park offers an immediate opportunity to protect more of BC's endangered interior grassland ecosystem. Although the province stepped away from the process for establishing the national park several years ago, citing lack of local support, recent polling[78] indicates that there is strong local support, and a feasibility study conducted by the Okanagan Nation Alliance and its constituent bands has recommended that the process move forward. The time is ripe to resume discussions.

The Flathead Valley: A national park reserve in one third of the Flathead River Valley, located in the southeast corner of the province, would fill in the missing piece of the world's first International Peace Park, and protect an area of great importance for biodiversity. It would also enhance ecological connectivity by protecting a critical link for animals moving both north-south and east-west through the Rocky Mountains.[79]

Northern BC (Parks Canada's Region 7): The northern interior plateaus and mountains of northern BC and southern Yukon are not yet represented in the National Parks System (referred to by Parks Canada as "Region 7"). There is an opportunity to create a large new national park in this region to fill this gap in the system, in partnership with First Nations.

Recommendations:

The BC Government should:

1. Immediately pursue the establishment of new national parks in the South Okanagan-Similkameen, Flathead Valley, and Northern BC (to represent Parks Canada's Region 7).
2. Update the BC Parks Program Plan with the objective of achieving all elements of Aichi Target 11 by 2020 as a next step towards the much larger scale protection that is needed in the long term.
3. Amend the *Parks Act* to remove harmful changes made last year and establish an independent review board to consider any proposed park boundary changes.

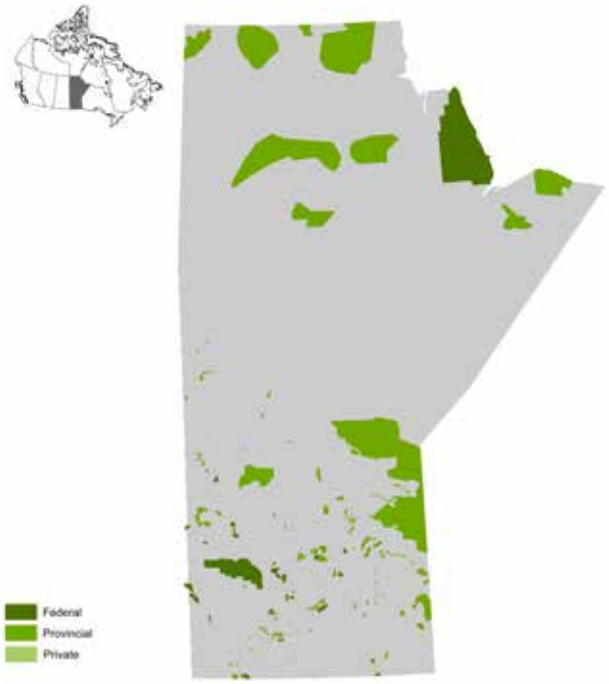
MANITOBA

Terrestrial area protected (2014):	**10.7%**
Increase since 2011:	**0.9%**
Governance of protected areas (by area):	
Provincial government	**61%**
Federal government	**20%**
Co-managed with First Nations	**19%**

Protected Area Coverage

Manitoba committed to three important initiatives in its 2012 TomorrowNow Green Plan:

1. A significant expansion of its parks and protected areas system. Under this plan, the province will create 15 more parks, ecological reserves, wildlife management areas or other protected areas by 2020, as well as expand some provincial park boundaries.



2. A new Manitoba Boreal Plan. Working in partnership with Aboriginal communities this plan promises to bring together science, traditional knowledge, information on endangered species and ecological goods and services to focus on protecting and sustainably developing the boreal and to help prepare for the impacts of climate change.

3. A commitment to broaden the scope of its protected areas strategy by adding the goal of protecting important habitat for species at risk.

Together, these commitments offer a great opportunity for the province to not only deliver on Aichi Target 11 by 2020, but to look "beyond Aichi" to identify longer term scientifically sound targets, such as protecting at least half of the boreal forest.

Protected Areas Quality

Manitoba has been a leader in Canada in diversifying the governance of its protected areas system by supporting First Nations-led protected area proposals. In one example, the province partnered with First Nations on the east side of Lake Winnipeg to nominate Pimachiowin Achi, a 33,400 km^2 area of intact boreal forest, as a UNESCO World Heritage Site because of its global significance as a cultural landscape. The nomination will be considered next by the World Heritage Committee in 2016. In the lead-up to this nomination, Manitoba supported Poplar River, Bloodvein, Pauingassi and Little Grand Rapids First Nations to protect and co-manage large parts of their traditional territories through their land use plans. Provincial legislation has been enacted to enshrine these four First Nations land use plans into law, adding almost

Polar bear. *Photo A.S. Wright*

14,000 km^2 to Manitoba's protected areas estate. Three more First Nations land use planning processes are underway which could protect significant areas of the west-central part of the province.

Manitoba has also established a new land use category within the provincial park system called Indigenous Traditional Use. The newest provincial park, Chitek Lake (1000 km^2), was established with this land use category.

Opportunities

Polar Bear Park: This first new proposal under the new parks strategy has a 29,000 km^2 study area including recently discovered and extremely important polar bear denning areas near the Hudson Bay coast, habitat for barrenground and coastal caribou herds, wolverine, and beluga whales, and four internationally significant Important Bird Areas.

With polar bears facing an uncertain future as climate change alters their winter sea ice hunting grounds, protection of large areas of their land-based habitat provides the best possible opportunity for the bears to adapt to these changes. The park would also contribute to the long-term economic well-being of local communities by supporting the region's eco-tourism industry, which relies on the well-being of these iconic bears. The province is currently consulting with First Nations and the public on this project.

Seal River Watershed: Consultations are expected to start soon on the protection of the Seal River ecosystem. The Seal River is the only big northern river in Manitoba that still flows freely, unhindered by dams and other industrial developments. Its watershed, which covers 50,000 km^2 (nearly 8% of the province), is an area of unparalleled natural beauty and rich ecology. The river carves a 260 km path through unbroken subarctic forest and tundra before passing through the peat-rich soils of the Hudson Bay lowlands, North America's largest wetland. The watershed is home to seals, which travel 200 km upstream from the ocean, black bears, wolverine, boreal songbirds and the 400,000-strong Qaminuriak caribou herd which winters near the river. Where the river flows into Hudson Bay, there is an internationally significant Important Bird Area, and 3000 beluga whales gather to give

Caribou, Seal River watershed, Manitoba. *Photo Joshua Pearlman*

birth in the river's estuary. The province should quickly initiate a process to work with all involved, including regional First Nations, to protect the ecological health of this intact watershed.

Red Deer Wildlife Management Area: The proposed Red Deer protected area is on the Manitoba side of the Saskatchewan River Delta, which straddles the province's border with Saskatchewan. The massive size of the delta and its tremendous volume of water make it an area of global significance to many breeding, staging and migrating water birds (see Saskatchewan section for more details).

Park expansions: The province has committed to exploring the possibility of expanding Fisher Bay and Little Limestone Lake Provincial Parks. These two expansions are needed to better protect the ecological integrity of these important areas.

First Nations Land Use Planning: Three First Nations-led land use planning processes are underway (Moskahiken, Opaskwayak and Nisichawayasihk) that could result in more protected areas that are co-managed by First Nations and the provincial government.

Recommendations:

The province should:

1. Ensure the new protected area strategy includes a goal of protecting 20% of the province by 2020.
2. Commit to protecting at least half of Manitoba's boreal region through land use planning and protected area designations.
3. Work with all involved to expand Fisher Bay and Little Limestone Lake Provincial Parks.
4. Announce a land use planning process, with First Nations, for the Seal River watershed.
5. Increase support to First Nations for land use planning in their traditional resource areas.
6. Work with all involved to designate Red Deer as a permanently protected area.
7. Work with all involved to establish a large Polar Bear Provincial Park.

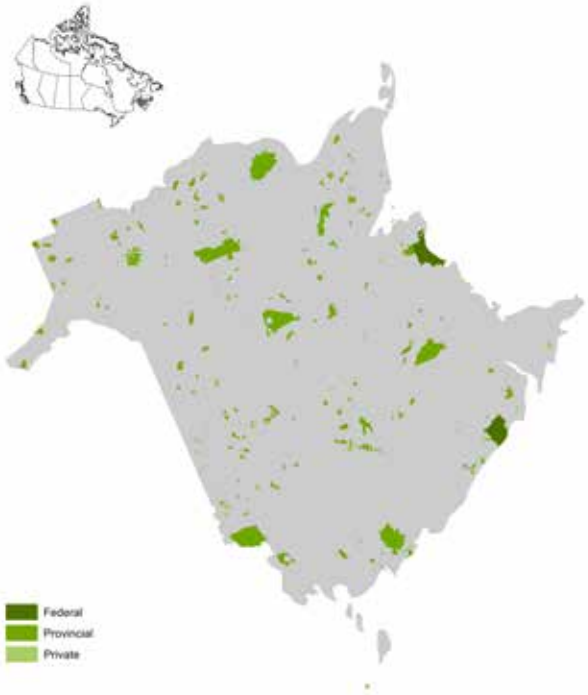
NEW BRUNSWICK

Terrestrial area protected (2014):	**4.7%**
Increase since 2011:	**1.6%**
Governance of protected areas (by area):	
Provincial government	**85%**
Federal government	**14%**
Private landowners	**1%**

Protected Area Coverage

In 2014 the New Brunswick government announced 1,150 km^2 of new Protected Natural Areas, increasing the percentage of land and freshwater protected in the province from 3.2% to 4.7%. This still leaves New Brunswick far behind most other Canadian jurisdictions, with no plan in place to catch up.

The new protected areas include several wild parts of the Restigouche wilderness, some natural areas around the Portage River, the Dungarvon River, and Turtle Creek, as well as about 100 other small old forests. However much more protection is needed for many areas of importance for biodiversity and ecosystem services in the province, including the watersheds of internationally-significant Atlantic salmon rivers like the Miramichi and the Restigouche.



Unfortunately the opportunities for creating more protected areas in the future are quickly being foreclosed due to the province's new Crown Forestry Strategy. The new plan will increase clear-cutting and plantations, even in areas that used to be specially conserved to protect old forest habitats for American marten and other wildlife, and to protect riparian zones along rivers and streams. Under this new Forestry Strategy, twice as much of the province's remaining old forest will be lost to clear-cutting as is being added to the protected areas system. There will be fewer and fewer wild forest options left to add to the protected areas system over time.

Conserving healthy ecosystems is critical to the future prosperity and well-being of all New Brunswickers. Unfortunately the value of protected areas as a foundation of long term sustainability of resources and resilience to climate change is largely ignored by the provincial government.

Protected Area Quality

The protected areas system in New Brunswick is made up of provincial Protected Natural Areas, national parks, provincial parks and some private nature reserves. New Brunswick's *Parks Act* was revised last year to include a management priority for ecological integrity. This was an important

Mount Carleton Provincial Park, New Brunswick. *Photo Leeann Haggerty*

step forward for effectively managing provincial parks in the province, which have largely been managed as recreation areas in the past. Provincial parks will now be managed with a focus on conserving nature, and this is good news for wildlife like Canada lynx, northern flying squirrels and barred owls which live in parks like Mount Carleton Provincial Park.

Opportunities and Recommendations:

Canada's new national protected areas targets provide an opportunity to re-set the agenda on protected areas in New Brunswick.

To achieve its target the New Brunswick government needs to revise the Forestry Strategy to support a protected areas system that will meet the Aichi Target requirements and effectively conserve nature.

While it is doing this the province should:

1. Immediately launch a systematic science-based protected areas planning process with clear targets and timelines leading to 2020, similar to what was done in recent years in Nova Scotia. The plan should focus on identifying areas of importance for biodiversity and ecosystem services, ensuring all ecosystems in the province are well-represented in the protected areas network, and identifying areas to maintain or restore ecological connectivity between protected areas.
2. Move quickly to identify candidate Protected Natural Areas on non-forested public lands, including coastal areas like mud flats, sandy beaches, rocky shores, cliffs and saltmarshes, as well as wetlands, lakes and riparian ecosystems, and establish timelines to move these areas to legal designation.
3. Provide permanent protection to all remaining old forest habitats on Crown land, some of which already have some habitat conservation measures, but are not protected from industrial development.

NEWFOUNDLAND AND LABRADOR

Terrestrial area protected:	**4.6%**
Increase since 2011:	**0%**
Governance of protected areas (% area):	
Provincial government	**36%**
Federal government	**64%**

Protected Area Coverage

Newfoundland and Labrador ranks second last among provinces and territories for the percentage of land and inland waters protected, and the province's protected areas system has only expanded by 0.1% over the past decade. Of the 4.6% of the province that is currently protected, almost two thirds is federally owned and managed, largely in three national parks: Torngat Mountains, Terra Nova, and Gros Morne. This means that the provincial government has only protected 1.6% of its land-base to date.

On a more positive note, in June 2015 Lawn Bay Ecological Reserve was officially established as a protected area. Although small in size, this island site contains significant seabird colonies off the Burin Peninsula and is the only known breeding location in North America for the Manx Shearwater, a seabird that can live for over 50 years. This is the first new protected area in Newfoundland and Labrador for quite some time, and hopefully is a signal of more to come.

Protected Area Quality

The province of Newfoundland and Labrador has solid legislation in place for creating protected areas: the *Wilderness and Ecological Reserves Act*. This Act mandates the creation of a Wilderness and Ecological Reserves Advisory Committee (WERAC), which is an arms-length body with a legal mandate to advise the provincial

Lawn Bay Ecological Reserve, Newfoundland and Labrador. *Photo Mary Margaret Martin*

government on the creation of new protected areas. After many years of inactivity the WERAC has recently been re-established and is now in the position to review protected area proposals. We consider this to be an encouraging sign that the provincial government is preparing to advance new protected area proposals in the near future.

In spite of the opportunity it offers to support and enhance the growth of the province's billion dollar tourism industry, the province has invested limited resources in establishing and managing their protected areas system. Lack of budget also appears to be hampering the province's ability to deliver its existing commitments, such as the Eagle River Provincial Waterway Park, as well as to advance new proposals.

Opportunities

The Natural Areas Systems Plan: Newfoundland and Labrador has a "hidden" system of proposed protected areas, referred to as the "Natural Areas Systems Plan" (NASP). This plan was created in the 1990s and focused on developing a representative system of protected areas for the province. However, the plan has never been publicly released so specific locations of most of these sites are not publicly known, nor have they been officially added to the protected areas system. The province could make significant and rapid progress on protected areas by publicly releasing the NASP and formalizing protection for these ecologically significant sites.

Mealy Mountains National Park and Eagle River Provincial Waterway Park: In 2009 the federal and provincial governments, along with Aboriginal groups, agreed to move forward with the establishment of the 10,700 km^2 Mealy Mountains National Park Reserve and adjacent 3000 km^2 Eagle River Provincial Park in Labrador. Once established, these two parks will bring the total

Eagle River, Newfoundland and Labrador. *Photo Valerie Courtois*

area protected in the province to 7.9% and add a large, ecologically significant protected area in Labrador's boreal region, including important caribou habitat. The Mealy Mountains National Park Reserve is close to being completed, however the province still needs to follow through on its commitment to create the Eagle River Provincial Waterway Park.

Gros Morne National Park Buffer Zone: In 2014 the UNESCO World Heritage Committee recommended that Canada create a buffer zone around Gros Morne National Park to protect its outstanding universal values from threats like oil and gas exploration and development in the surrounding area. This is an excellent example of why Aichi Target 11 includes a requirement to integrate protected areas into the wider land and seascape, recognizing that what happens outside protected areas can threaten their integrity. By creating this buffer zone, the provincial and federal governments will be demonstrating progress towards this Aichi Target requirement.

Recommendations:

1. **Natural Areas System Plan (NASP):** The Newfoundland and Labrador government should take steps to release the Plan and finally protect these ecologically significant areas once and for all. An important step, in this regard, would be to send the protected area candidates to the Wilderness and Ecological Reserves Advisory Committee to initiate the designation process. It's also imperative that the Department of Environment and Conservation has sufficient resources to complete this designation process and has clear timelines for establishment.
2. **Eagle River:** The province should move quickly to fulfil its commitment to establish the Eagle River Provincial Waterway Park.
3. **Economic value:** The existing and potential economic value of parks and protected areas as the foundation of the province's billion dollar tourism industry should be better recognized and integrated into the province's tourism strategy, and adequate resources should be invested in the establishment and management of parks and protected areas.
4. **Gros Morne:** The Province should immediately initiate a formal process with the federal government and local communities to implement the UNESCO World Heritage Committee's 2014 recommendation to establish a buffer zone around Gros Morne National Park.

NOVA SCOTIA

Terrestrial area protected (2014):	**9.1%**
Increase since 2011:	**0.8%**
Governance of protected areas (by area):	
Provincial government:	**72%**
Federal government:	**28%**

Protected Area Coverage

Nova Scotia is emerging as a leader in Canada for the creation of new protected areas as it continues its steady climb upward toward the front of the pack for the total percentage of lands protected. If the province completes its planned expansion of its protected area system this year, it will rise from its current position of ninth in Canada to second place, behind only British Columbia. This achievement is particularly significant given that only about one third of Nova Scotia is publicly owned, a much lower proportion of public land compared to other regions of Canada.

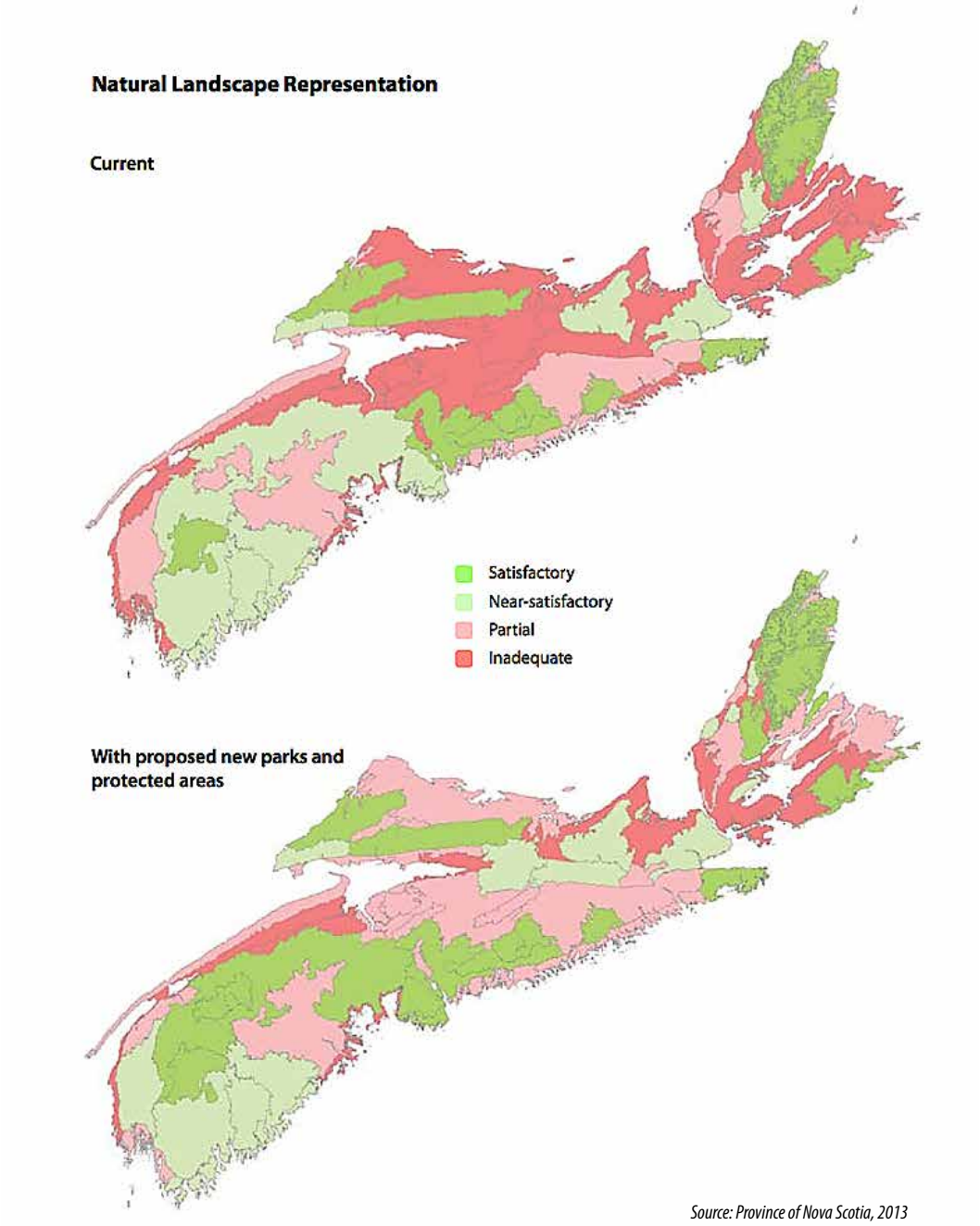
Notable moments in Nova Scotia's progress over the past decade occurred in 2007, when the province first committed to protecting 12% of the provincial landmass, and again in 2013 when it rolled out the final version of its parks and protected areas plan and surpassed its legislated target. The final parks and protected areas plan proposes to add nearly a quarter million hectares of protected areas to the provincial system, increasing overall protection levels in Nova Scotia to 14% when fully implemented. A new national park has also been established in Nova Scotia within the past decade, with the creation of Sable Island National Park Reserve in 2013.

Since the release of the final protected areas plan two years ago, the Nova Scotia government has been making steady progress moving sites toward official designation, most recently with the completion of the Eastern Shore Islands Wilderness Area announced in June. Finalizing the protected area designations is a slow process, given the large number of properties requiring land surveying and legal property descriptions. The first batch of new protected areas from the final plan was implemented in December 2014, with the creation of 20 new protected areas, totaling 14,000 hectares in size. The second batch of new protected areas was finalized in June, protecting 18,000 hectares of land and completing the designation of 23 additional sites. Subsequent batches are expected later this year. Nova Scotia has a legislated target to achieve "at least" 12% protection by the end of 2015, and the current parks and protected areas plan states that the province will achieve 13% protection by the end of this year.

Protected Area Quality

Through the implementation of the Parks and Protected Areas plan, Nova Scotia has targeted under-represented natural landscapes for the creation of new protected areas. This strategy is resulting in substantial improvements in overall landscape representation targets. In Nova Scotia, there are 80 natural landscapes, many of which are under-represented with protected areas. Upon completion of the Parks and Protected Areas plan in Nova Scotia, the number of "satisfactory" and "near-satisfactory" landscapes, collectively, could increase from 28 to 43.

That still leaves sizeable gaps within the protected areas system, particularly within more productive landscapes, which typically contain greater human disturbances and much less public lands. For these areas of the province, private land conservation is crucial, and the Nova Scotia government needs to invest resources to encourage land protection in these under-represented areas. Recent cutbacks to



Source: Province of Nova Scotia, 2013

Nova Scotia. *Photo Irwin Barrett*

the land acquisition budget at Nova Scotia Environment are a concern. One noteworthy bright spot for private land acquisition is the Nova Scotia Crown Share Land Legacy Trust (NSCSLLT). This arm's length fund, established by the Nova Scotia government in 2008 using royalties from the offshore oil and gas industry, provides matching funds to land trusts working to acquire the most ecologically-significant private lands in the province. Now nearly seven years into the program, the NSCSLLT has proven to be an effective means for helping land trusts acquire private lands for conservation, particularly the Nova Scotia Nature Trust (NSNT) and the Nature Conservancy of Canada (NCC).

Recommendations:

CPAWS recommends that the Nova Scotia government:

1. Complete the implementation of the parks and protected areas plan, including the finalization of 3rd and 4th batches of new protected areas by the end of 2015. With these designations complete, Nova Scotia could rise from its current level of ninth place in Canada to second place, for total percentage of land protected.
2. Undertake a province-wide gap analysis to identify areas of the province still requiring the creation of new parks and protected areas. This conservation analysis should include a detailed examination of connectivity opportunities, to link-up existing and pending protected areas in a more inter-connected conservation network. This analysis should also include a High Conservation Value (HCV) assessment for the former Bowater lands in southwestern Nova Scotia, which contain a lower percentage of protected areas than other public lands in the province.
3. Re-establish a land acquisition budget for the Nova Scotia Department of Environment for the purchase and protection of private lands for conservation.

NORTHWEST TERRITORIES

Terrestrial area protected: (2014):	**9.6%**
Increase since 2011:	**0.7%**
Governance of protected areas (by area):	
Territorial government:	**16%**
Federal government:	**78%**
Indigenous governments:	**6%**

Protected Area Coverage

The Northwest Territories offers one of Canada's best opportunities to proactively plan for a protected areas network based on science and traditional knowledge, and to integrate protected areas into the wider landscape. The NWT Protected Areas Strategy and land use planning processes are already in place, and together, could deliver a world-leading conservation model that addresses the needs of wildlife and the needs of people, now and in the future.

Almost all of the protected areas established in the Northwest Territories (NWT) in the past decade have been created through the use of federal legislation. However, since land management responsibilities were devolved from the federal government to the Government of the Northwest Territories (GNWT) in April 2014, the GNWT has expressed much more interest in using territorial legislation to establish protected areas. It is now exploring how to support existing protected area proposals put forward by First Nations communities through the NWT Protected Areas Strategy (NWT-PAS) and national park establishment processes. GNWT support and action to establish these protected areas would allow the government to meet Aichi Target 11 by 2020, and take a significant step towards the much larger scale conservation that's needed to protect the territories' natural and cultural values in the long term.

Protected Area Quality

The NWT Protected Areas Strategy provides a solid framework for identifying protected areas based on community needs and interests, as well as scientific analysis of what is needed for a representative system. Much of the work to identify sites is already completed. Regional land use planning, a requirement in Aboriginal land claims in the NWT, provides a mechanism to integrate these protected areas into the wider landscape and ensure that ecological connectivity of the landscape is maintained.

In the near future we expect the GNWT to enact territorial conservation legislation that will allow them to create permanent protected areas where industrial development is prohibited, and that respects Aboriginal and treaty rights and provides for co-management. Once this law is in place,

protected area proposals that have been identified by First Nations communities through the NWT Protected Areas Strategy should move forward to completion.

On a more problematic note, the boundary for the NWT's newest protected area, Nááts'ihch'oh National Park Reserve, located in the headwaters of the South Nahanni River, was compromised through the final stages of the decision-making process, leaving critical wildlife habitat and some tributaries of the South Nahanni River outside the park, and potentially vulnerable to future mining development. The areas left out of the park include calving grounds for the Nahanni and Redstone caribou herds, as well as some of the South Nahanni watershed's most important grizzly bear and Dall's sheep habitat. The park's location upstream from the Nahanni World Heritage Site makes this omission all the more problematic. The land use planning committee in the Sahtu Region is currently considering land use designations for the areas left out of the park, and will hopefully designate these ecologically important lands as conservation zones. In the long term, however, these lands should be added to the national park.

Lutsel K'e Dene First Nation elder with snowshoe, Thaidene Nene, NWT.
Photo Éric Hébert-Daly

Opportunities

The NWT is one of the few regions of the world where it is still possible to proactively plan for conservation and development before large scale industrial activity transforms the landscape. Candidate protected areas have been identified in most regions of the NWT, either through the Protected Areas Strategy or the national park establishment process. These sites, which together cover about 7% of the territories, are ready for establishment after more than a decade of assessment and study by Aboriginal communities, government agencies and partners. The GNWT can capitalize on this significant investment of financial and human resources by working with communities to finalize the designation of these sites as permanent protected areas, and to develop management strategies to effectively protect their ecological and cultural values. Completing the protected areas network before large-scale industrial development will be more effective and cost-efficient than trying to restore the landscape after the fact.

Proposed protected areas include:

Thaidene Nene (approximately 30,000 km^2) – Lutsel K'e Dene First Nation are leading efforts to create large national and territorial parks in Thaidene Nene, a vast northern landscape at the heart of their homeland around the east arm of Great Slave Lake. Together these parks will protect the

ecological integrity of this important ecosystem, while also supporting the community's cultural values and building a local conservation economy based on tourism.

Ts'ude niline Tu'eyeta (The Ramparts) (14,700 km^2) – This area encompasses a portion of the Ramparts River and watershed, a critical wetland that supports habitat for migratory birds and six species at risk including boreal caribou. The area is an important cultural and harvesting area for the First Nations community of Fort Good Hope.

Dehcho Region (36,700 km^2) – there are five proposed protected areas within the Dehcho region in the southwestern NWT that were identified by communities through the Protected Areas Strategy. All of these areas are of great ecological value and of cultural importance to local First Nations communities:

1. **Edéhzhíe** – Also known as the Horn Plateau, this proposed national wildlife area in the Mackenzie Valley includes numerous headwater lakes and provides rich habitat for hundreds of wildlife species. The area is a gathering place for Dehcho and Tlicho peoples, with many cultural sites, traditional trails and harvesting areas.
2. **Sambaa K'e** has abundant wildlife and fish which makes it particularly important for subsistence harvesting by local people. The area includes the Trout lake watershed which is critically important to the First Nations community of Trout Lake.
3. **Ka'a'gee Tu** – This is an area of great ecological diversity, providing important habitat for boreal woodland caribou, waterfowl and song birds. It is culturally significant to the community of Kakisa.
4. **Ejie Tue Ndáde** – Buffalo Lake, River and Trails is an important habitat for furbearing mammals (eg. marten, fisher) moose and fish, and is an area of spiritual and cultural significance to local First Nations and Metis people.
5. **Łue Túé Suláí** – The Five Fish Lakes proposal would safeguard important riparian habitat, and is a traditional trapping and cultural area for the community of Jean Marie River.
6. **Dinàgà Wek'èhodì** (600 km^2) – This area along the North Arm of Great Slave Lake includes an internationally significant Important Bird Area as well as habitat for many species at risk including boreal woodland caribou.

Recommendations:

The GNWT should:

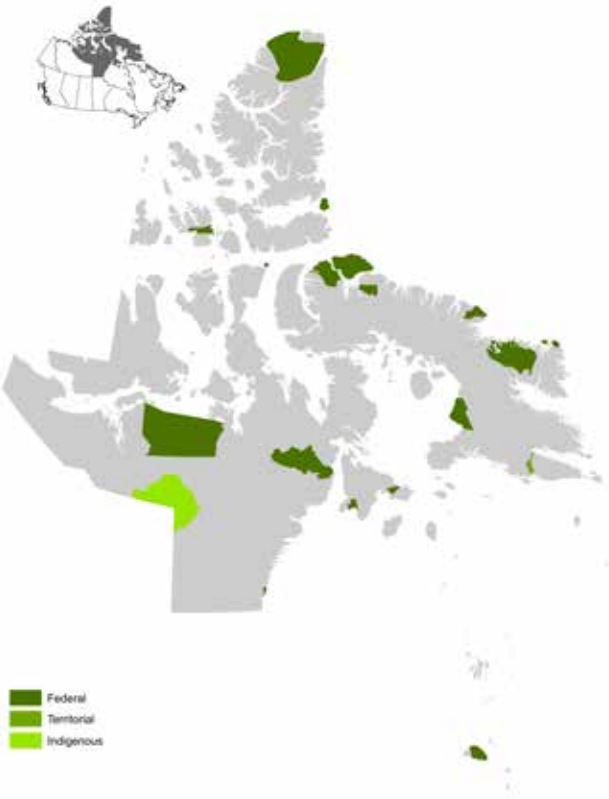
1. Complete agreements with Aboriginal communities to permanently protect all candidate protected areas, and allocate enough financial and human resources to support protected area establishment and long term management.
2. Amend the current *Territorial Parks Act* to:
   - Ensure protected areas are permanently protected from all industrial development.
   - Respect Aboriginal and treaty rights and support co-management of protected areas.
   - Allow for sustainable recreational use that does not compromise the ecological or cultural integrity of the protected areas.

NUNAVUT

Terrestrial area protected (2014):	**10%**
Increase since 2011:	**0.1%**
Governance of protected areas (by area):	
Federal government	**99%**
Territorial government	**1%**

Protected Area Coverage

Nunavut is Canada's newest territory, created in 1999 as required by the 1993 Nunavut Land Claims Agreement. Nunavut covers 20% of Canada, and almost 20% of Nunavut is Inuit-owned land, with title held by territorial and regional Inuit organizations.[80] The Nunavut Land Claims Agreement provides for the establishment of parks and conservation areas, including requirements for Inuit Impact and Benefit Agreements, and mandates the creation of a land use planning process that is legally binding.



Ten percent of Nunavut's land base is currently in protected areas, with 99% of this area created under federal legislation as national parks, national wildlife areas, migratory bird sanctuaries and the Thelon Wildlife Sanctuary, a large protected area that straddles the border with the NWT. Currently, only one percent of the region's protected lands are established through territorial legislation.[81] The Nunavut Parks and Special Places division of the territorial government is responsible for planning, establishing, managing and promoting Nunavut's territorial parks and special places (Mirnguiqsirviit in Inuktitut, the Inuit language).[82] To date most of the areas created are small, and of 20 sites identified by Nunavut Parks, only 8 are counted in CARTS as protected areas, the rest being primarily important cultural sites, or recreational areas, campgrounds and services provided for tourists. However, there is a large territorial protected area proposal under development called Aggutinni in a spectacular fiord landscape, near Clyde River on the east coast of Baffin Island. This territorial park proposal has the support of the local community and regional Inuit association, and is awaiting final government approval. Several other park proposals are also in development

At the deadline for completing this report, Canada's newest national park, Qausuittuq, on northern Bathurst Island was making its way through the Parliamentary process. After decades of work by the Qikiqtani Inuit Association and Parks Canada to establish this 11,000 km^2 park, this is very good news, adding about half of a percent protection in the territory, and filling a gap in the national park system. The park will protect important habitat for the endangered Peary caribou, and an area of great cultural significance to local Inuit communities. Complementary protection for an

Arctic wolf, Nunavut. *Photo Nadine Wagner*

adjacent area on Bathurst Island that is important for Peary caribou survival has been identified for protection in the draft Nunavut land use plan.

While Nunavut has reported little progress on expanding its protected areas system since 2011, a territory-wide land use planning process is underway, with the potential for significantly more land protection. The Nunavut Land Use Planning Commission is currently consulting on a draft plan,[83] which includes goals of protecting wildlife, air, land and water, encouraging conservation planning and supporting sustainable economic development. In reporting back on what was heard from Inuit during the extensive community consultations, the plan highlights food security as an issue of utmost importance. Residents of Nunavut rely on access to country foods, including caribou, birds, fish and sea mammals. Thus protecting and restoring environmental integrity links directly to food security.

The draft land use plan identifies extensive areas where all or some industrial land uses would be prohibited to protect ecological and cultural values. Over 20% of the territory (terrestrial and marine areas) is proposed as some form of protected area, although the precise designations and management regimes are not yet clear. Areas include caribou calving grounds, key migratory bird habitat sites, polar bear denning areas, walrus haul-outs as well as areas identified by local communities. The land use plan itself will provide a legal mechanism to prohibit industrial uses. Other potential mechanisms for protecting areas identified in the plan include the Nunavut Parks and Special Places program or federal protected area legislation.

Opportunity

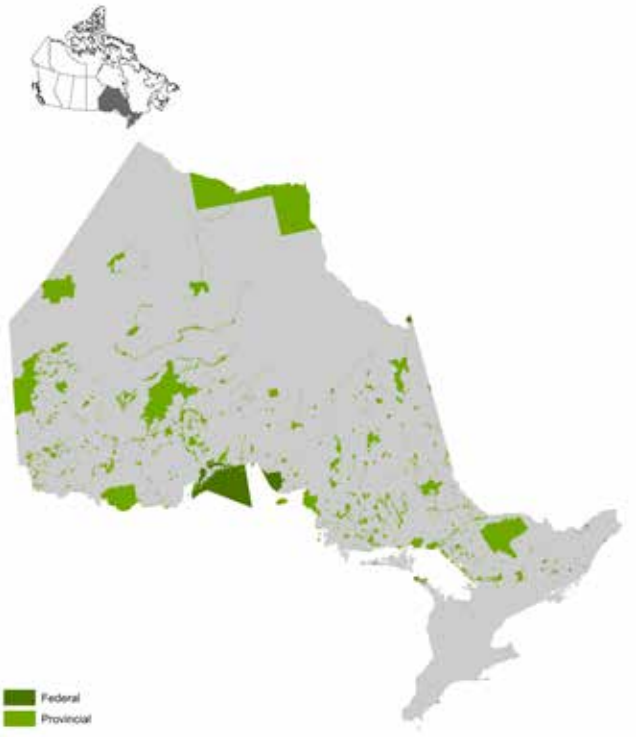
The Nunavut Land Use Plan offers a significant opportunity to advance protected areas in Nunavut in the next few years, as well as the Nunavut Parks and Special Places program.

ONTARIO

Terrestrial area protected: (2014):	**10.3 %**
Increase since 2011:	**0.4 %**
Governance of protected areas (by area):	
Provincial government:	**89%**
Federal government:	**11%**

Protected Area Coverage

Ontario currently stands fifth out of thirteen provinces and territories, with 10.3% of its land protected. The province has made minimal progress in increasing protected area coverage since 2011. These small gains have been made by regulating areas previously identified through the Ontario's Living Legacy[84] (1999) protected area process, and by protecting some new areas identified through Far North planning processes.



In 2012 Ontario committed to biodiversity strategy targets, based on the Aichi Targets, that include conserving, "at least 17 percent of terrestrial and aquatic systems" [85] by 2020 in its biodiversity conservation plan. Recently, the province recognized in its 2015 State of Ontario's Biodiversity Report[86] that the rate of increase in protection will have to greatly accelerate to meet the 2020 target.

Indigenous communities are taking the lead in identifying new areas for conservation in Ontario. Some have identified large areas of their traditional lands and waters that they would like to see off-limits to industrial activities in the Far North. These proposals need to be supported by the Province. Proper implementation of the *Far North Act*, 2010[87] and land withdrawals under the *Mining Act*[88] could be effective tools in helping to make these proposals a reality.

The *Far North Act* mandates the protection of at least half of the 452,000 km^2 northern region through a joint Ontario and First Nations-led land use planning process. This commitment is globally significant in scope, and reflects the scale of conservation needed to conserve the values of the province's boreal forest region. Achieving this target would bring the province's protected area coverage up to more than 26%. However, gaps will still need to be filled in ecoregions in other parts of the province in order to meet representation objectives and to protect areas of particular importance to biodiversity and ecosystem services, as committed to in Aichi Target 11.

While the *Far North Act* holds promise, implementation is slow, and development in northern Ontario is still occurring in an ad hoc way before community and regional planning are completed. Individual projects are being assessed in isolation of one another and without examining the

cumulative disturbance that even preliminary mineral exploration entails.[89] The options to protect the most valuable areas are shrinking remarkably fast.

A Regional Strategic Environmental Assessment (RSEA) process in the Far North is needed ahead of major developments due to large scale developments crossing several major watersheds like the Albany and Attawapiskat Rivers that go beyond individual community areas. The results of a RSEA could inform a regional land use planning approach with large core 'benchmark' protected areas, smaller site-specific protected areas and nodes of development embedded within a 'conservation matrix' landscape, as proposed by the Far North Science Advisory Panel.[90] This framework would coordinate with First Nations-led community level planning to create an ecologically coherent approach at all scales. Such an approach has the best chance of successfully planning for large scale conservation in the face of development pressures over the entire area.

Protected Area Quality

Ontario's Provincial Parks and Conservation Reserves Act, 2006 (PPCRA)[91] is showcased internationally as an example of world-leading protected areas legislation that enshrines maintenance of ecological integrity as the first priority of protected area management.[92] Unfortunately, the Ontario government has yet to take this commitment seriously.

For example, the 2013 Auditor General Annual Report documented the under-resourced state of parks and protected areas. Park staff acknowledge that they do not have enough employees to collect the basic data by which ecological integrity could be assessed, and large portions of the park system have no enforcement. It is clear that the Ministry is struggling to fulfill its role as the steward of protected spaces.

Inappropriate policies are an issue in many existing protected areas. For example, logging continues to be permitted in Algonquin Park. CPAWS Wildlands League applauded the outcomes in the Joint Proposal for Lightening the Ecological Footprint of Logging in Algonquin Park[93] that would see an increase in protection for the park to just over 50%, with no loss in wood supply. However, in implementing this as a Park Management Plan Amendment[94] almost one third of the area that was supposed to be removed from logging remained in the logging zone and new road development may be allowed in protected zones.

Caribou on shores of Hudson Bay, Ontario. *Photo Evan Ferrari*

Northern Ontario boreal forest. *Photo Evan Ferrari*

Also in Algonquin, the Ontario government is proposing to extend cottage leases for another 21 years,[95] despite their own reports confirming that cottages present a challenge to ecological integrity.[96] The recent environmental assessment into the proposal was inadequate and the process and conclusion are flawed. We have requested a more rigorous assessment.[97]

Ontario is also proposing to extend the cottage leases in Rondeau Provincial Park,[98] where their ecological impact is even worse than in Algonquin because of Rondeau's small size and dozens of endangered species. The lease extensions in both parks are at odds with existing park management plans, and long standing unanimous recommendations by the Provincial Park Advisory Council.

While the current legislation does not protect the actual water column, even in waterway parks, there is a placeholder within the PPCRA for an amendment to create an aquatic class of protected area. Until this is done it is still possible to pollute and damage water-bodies within existing parks without breaking the law.

Opportunities

Indigenous leadership – Indigenous communities are taking the lead in identifying large areas of land and water for protection from industrial activities. Supporting these proposals presents one of the best opportunities for the province to meet Aichi Target 11, and address the scale of conservation that is needed to protect the province's ecological health in the long term. Done right, this would achieve laudable increases in the quantity and quality of protection in Ontario.

Ecological Integrity – Fulfilling the promise of the PPCRA by managing protected areas for ecological integrity in practice would also help move the province away from troubling policy proposals such as extending private cottage leases on sensitive provincial park lands. In Algonquin, it would also mean that logging would be meaningfully restricted such as envisioned in the original Lightening the Footprint proposal and genuine efforts made to study the implications of phasing it out totally.

Working with the forest sector – CPAWS Wildlands League's continued work with the forest industry to identify candidate areas for protection through the Canadian Boreal Forest Agreement and under the FSC certification process also represents an opportunity in areas of the boreal forest open to industrial logging.

Recommendations:

The Ontario government should:

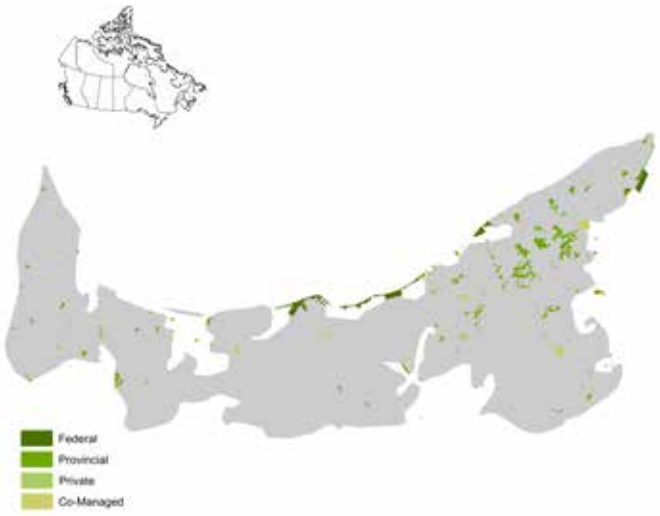
1. Support Indigenous communities' proposals for protection of watersheds and other important lands and waters;
2. Implement a regional land use planning process to protect the ecological integrity of the whole Far North while also achieving socio-economic objectives as proposed by the Far North Science Advisory Panel;
3. Restore funding to Ontario Parks so it can fulfill its mandate as the primary steward of protected places and manage them for ecological integrity;
4. Formulate a comprehensive plan to improve ecological integrity in Algonquin Park that will address all park uses and their impacts, including logging and the cottage leases;
5. Undertake a serious study of the process and implications of phasing logging completely out of Algonquin and implement the findings;
6. Terminate the Rondeau cottage leases by 2017 and restore the current cottage areas to natural conditions; and,
7. Establish an aquatic protected areas class of park under the PPCRA.

PRINCE EDWARD ISLAND

Terrestrial area protected (2014):	**2.8%**
Increase since 2011:	**0.2%**
Governance of protected areas (by area):	
Provincial government	**66%**
Federal government	**17%**
Private landowners	**8%**
Co-managed	**9%**

Protected Area Coverage

Prince Edward Island (PEI) has the dubious distinction of having the smallest percentage of land protected of any province or territory in Canada. The provincial government manages almost two thirds of the province's protected lands, the federal government operates one national park, and the remainder of the protected area system is protected by private landowners, NGOs or through partnerships arrangements.



During the 1990s the province adopted a plan to protect 7% of the province by 2000, but this was not achieved.

PEI is unique among Canadian provinces and territories in that 90% of its land is privately owned, which is the opposite of Canada overall, where 90% of land is in the public trust. This means that private land protection needs to play a major role to achieve PEI's protected area targets. Land trust organizations like the Island Nature Trust, which acquires and manages land as protected areas, and works with private landowners to protect their own properties are critical to expanding protection on the island. The Trust, along with other organizations like the Nature Conservancy of Canada, Ducks Unlimited and the PEI Wildlife Federation own and/or manage lands that are included in PEI's protected areas system.

If PEI is to make significant progress towards the Aichi Targets, leadership from the provincial government is needed. A clear strategy is needed to protect more public and private lands, including investing additional funds for private land conservation.

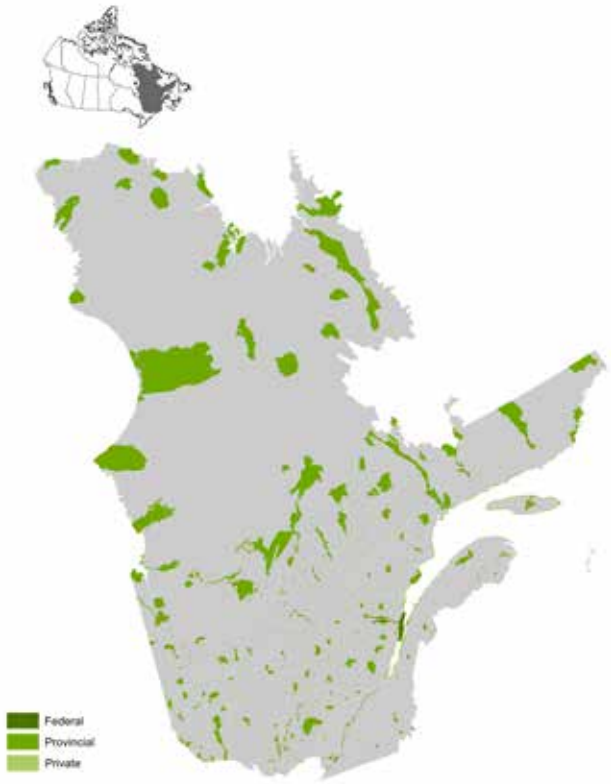
QUEBEC

Terrestrial area protected::	**9.1%**
Increase since 2011:	**0.4%**
Governance of protected areas:	
Provincial government:	**99%**
Federal government:	**1%**

Protected Area Coverage

Quebec adopted biodiversity guidelines aimed at moving forward towards the Aichi Targets.[99] Quebec has also made other significant commitments to expand its protected areas system, including:

- To protect 12% of the province's terrestrial area by 2015;[100]
- To create at least one large 10,000 km^2 protected area by 2015 for endangered species such as the boreal woodland caribou, and to consider creating a second one;[101]
- To protect 50% of the region north of the 49th parallel from any industrial uses by 2035;[102]
- To establish protected areas covering 20% of the area north of the 49th parallel by 2020.[103]



Implementing all these commitments would enable the province to protect more than 17% of its terrestrial area by 2020. Unfortunately, in recent years implementation has slowed dramatically. Unless the province picks up the pace it is unlikely to meet its 2015 interim targets or its 2020 targets. Worse still, it will need 20 more years to reach 17% protection.

In the last decade Quebec has made tremendous progress: starting from next to nothing, the province created nearly 90,000 km^2 of new protected areas. Ironically, the progress has slowed down dramatically since the adoption of the Aichi Targets. Between 2011 and 2014, Quebec only protected about 7,000 km^2.

Progress slowed when the provincial government delegated the identification of new candidate protected areas to Quebec's regional elected officials in 2010. In some cases the regional councils abandoned or opted out of the process, while in others the provincial government failed to follow through and protect areas that had been identified for now. Clearly the process has not yielded the expected result.

Two recent protected area announcements in Nunavik (in northern Quebec) are hopeful signs that the pace could start to accelerate again. A new protected area in the Kovik River watershed as well as the proposed Ulittaniujalik Park will result in almost 7,000 km^2 of new protection this year.[104]

The Quebec government should work with the Cree to protect the 13,000 km² Broadback River watershed.
Photo Jerome Spaggiari

However, even taking into account these two new areas, at the current pace the province will miss its 2020 target.

Protected Area Quality

Most ecosystems are under-represented in Quebec's protected area system. Only 2 of 12 ecoregions have at least 12% protection (which is the province's 2015 target). Only 9% of Quebec's boreal forest region is protected, and most of these areas are north of the "commercial forest".

A worrying new discussion has emerged in the province about creating a new category of "multi-purpose" protected areas which would allow industrial use such as commercial logging. Existing protected areas in Quebec are well protected under the *Natural Heritage Conservation Act*[105] which clearly prohibits industrial uses. Allowing industrial development would compromise the very purpose of protected areas and put the province's high standards and reputation for protected areas at risk. More discussion is needed to address how conservation goals could be achieved in those areas.

Most of Quebec's protected areas are still under an interim protection status, meaning their boundaries could theoretically still change. For example, the proposed Albanel-Témiscamie-Otish national park[106] has been awaiting permanent protection for more than 32 years.

The environment ministry's budget has been steadily decreasing since 2005 to a historic low of 0.2% of the provincial budget. This downward trend could further reduce the capacity of Quebec to effectively manage its protected areas and conserve wildlife.

Opportunities

1. Quebec's commitment to protect half its northern territory (600,000 km²) from industrial use through its Plan Nord is a globally significant commitment. Implementing this commitment in a way that effectively conserves the region's ecological values requires careful systematic

conservation planning. Development on the other half of this sensitive northern landscape also needs to be carefully planned and managed. For the province to deliver on its promise of sustainable development, a comprehensive plan that fully integrates ecological data and respects the rights and interests of Indigenous communities, is needed for the entire Plan Nord territory.

2. The Grand Council of the Cree (Eeyou Istchee) has been working for many years to protect the Broadback River, a pristine boreal forest watershed in their traditional territory that has great cultural value and is home to threatened boreal woodland caribou. The Cree have developed the comprehensive Broadback Watershed Conservation Plan (2013) that includes protection for 12,865 km^2 of the watershed. This is the best opportunity for the Quebec government to deliver on its commitment to create a large protected area for endangered wildlife by 2015.

3. Seven sites have been identified for protection in the Bas-Saint-Laurent region, where regional groups and municipal councils showed great leadership in designing new protected area proposals as mandated by the province. The province now needs to follow through on their responsibility to protect these sites before they are lost to development.

4. Located on the North Shore of the St. Lawrence River, National Geographic ranked the Magpie River second in its assessment of the world's top 10 whitewater rafting rivers. Protecting the Magpie would safeguard this pristine wilderness environment, while also capitalizing on the Magpie's tremendous outdoor recreation and tourism potential to diversify the region's economy.

5. In the Outaouais region, a unique opportunity exists to protect southern Quebec's last wild rivers and their watersheds. While the province announced interim protection for the Dumoine River watershed in 2008, the final boundaries and level of protection have yet to be finalized. Increasing the size of the proposed protected area to at least 2,000 km^2 is necessary to protect the Dumoine's rich biodiversity and secure an ecological connection between Ontario's Algonquin Park and the boreal forest. There are also significant opportunities to protect the Noire, Coulonge and parts of the Gatineau watersheds as well. Protecting these areas will also provide great opportunities for people to connect with nature given they are within a short drive of major cities like Montreal and Ottawa.

Recommendations:

The Quebec government should:

1. Act immediately to reach the 2015 targets, including the protection of the above-listed areas.
2. Urgently develop a new action plan for 2015 to 2020, including clear mechanisms to achieve the province's protected areas commitments.
3. Re-invest in conservation, including substantial funding to the Environment ministry to:

   a. Finalize permanent protection and put in place management plans for all existing protected areas.

   b. Complete the work started by regional elected councils to identify and designate new protected areas.

SASKATCHEWAN

Terrestrial area protected (2014):	**8.5%**
Increase since 2011:	**0.8%**
Governance of protected areas (by area):	
Provincial government:	**76%**
Federal government:	**23%**
Privately owned lands	**2%**

Protected Area Coverage

Saskatchewan will have to double its protected areas estate in the next five years to achieve the 17% protected area coverage by 2020. In spite of having great opportunities to expand protected areas, the province has still not developed a plan to achieve its 2020 biodiversity commitments. However, recently there have been some small steps forward. After 20 years with no new provincial parks, the provincial government recently established two: Great Blue Heron and Pink Lake. We understand that an updated protected areas strategy is being developed and are hopeful that these new protected areas will be the first of many.

Saskatchewan's protected areas plan is out-of-date and still focuses on achieving 12% protection. Yet even this level of protection has not been achieved. The plan needs updating to reflect the new targets. On a more positive note, the province's Representative Area Network (RAN) program includes objectives to protect examples of the diversity of Saskatchewan's landscapes, maintain ecological integrity, protect habitat for species at risk, and to establish benchmarks to promote better management of the broader landscape.[107] This will provide a good foundation to build from as the province develops a new plan.

In Saskatchewan's boreal region the requirement under the federal *Species at Risk Act* to protect habitat for boreal woodland caribou is driving bigger thinking on protected areas and on managing the wider landscape for conservation. Opportunities are emerging to conserve large swaths of habitat for caribou, through protected areas and complementary conservation measures on the surrounding landscape.

Saskatchewan is also starting up regional land use planning processes again, which will provide a mechanism for developing longer term goals for sustainably managing the landscape, including establishing well-connected networks of protected areas region by region. Systematic conservation planning will be needed to design these

Saskatchewan River Delta, Saskatchewan. *Photo Chris Miller*

protected areas networks and integrate them with sustainable resource development. First Nations leadership and engagement in these processes will be critical to their success.

Protected Area Quality

Further south in Saskatchewan's grasslands, protected areas are losing ground. Agriculture Canada is closing down its Prairie Farm Rehabilitation Area (PFRA) program, which has conserved significant tracts of Canada's endangered grassland ecosystem since the 1930s. The federal government is divesting responsibility for managing most of these lands to the provincial government, which in turn, is selling many of them to private ranchers. The PFRA lands account for 13% (more than 700,000 ha) of Saskatchewan's protected areas system, and protect some of the most significant areas of native grassland left on the Canadian prairies. They also protect critical habitat for many endangered species. With the cancelling of the federal PFRA program, and the provincial government's intention to sell the lands, there is no guarantee that they will continue to be managed for conservation, putting their status as protected areas at risk.

Agriculture Canada's PFRA program provided resources and expertise to manage large areas of prairie grasslands to conserve their important natural values, and to support cattle grazing. Even if these lands are sold to ranchers with conservation easements to prevent them from being tilled or drained, the capacity to manage them for conservation will be watered down, which would have a serious negative impact on Canada's efforts to conserve our most endangered and least protected ecosystem.

Opportunities

Saskatchewan River Delta and surrounding area: This is the province's best short term opportunity to make progress towards Target 11. Working with local First Nations and the forest industry the Saskatchewan government should establish a large transboundary protected area to conserve this area's globally significant biodiversity and ecosystem services.

Saskatchewan River Delta.
Photo Chris Miller

The 9800 km^2 Saskatchewan River Delta spans the border between Saskatchewan and Manitoba and is one of the largest inland freshwater deltas in North America. The area is made up primarily of wetland habitat and is globally significant for its concentrations of nesting waterbirds. The delta also provides an important fall staging area for waterfowl migrating south, while the surrounding forests provide important habitat for boreal woodland caribou. While organizations like Ducks Unlimited are doing important work with government to conserve waterfowl habitat, more needs to be done to conserve the area's ecological integrity.[108]

Recommendations:

The Government of Saskatchewan should:

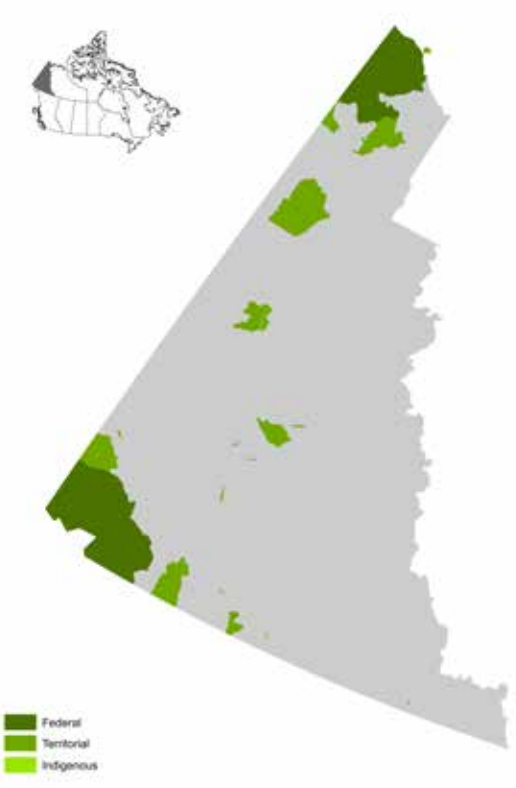
1. Establish a large core protected area in the Saskatchewan River Delta and surrounding area, including the proposed Lobstick protected area.
2. Develop a plan to permanently protect significantly more native grasslands. As a first step, keep the PFRA lands in public ownership and develop a well-resourced provincial conservation program to manage these lands for biodiversity, including cattle grazing.
3. Develop a comprehensive province-wide protected areas system plan that will achieve all elements of Aichi Target 11 by 2020, as a step towards a long term vision for conservation based on what's needed to conserve healthy ecosystems that can support healthy communities.

YUKON

Terrestrial area protected: (2014):	**11.8%**
Increase since 2011:	**0%**
Governance of protected areas (% area):	
Territorial government	**37%**
Federal government	**63%**

Protected Area Coverage

Almost 12% of the Yukon Territory is currently protected, but almost two thirds of this area is under federal jurisdiction, mostly as national parks, meaning that the territorial government has only protected 4.4% of the Territory thus far.



The Yukon Government has made some progress in recent years working with First Nations on protected areas projects. For example, in May 2015, the Steering Committee for the proposed Kusawa Park, which is made up of representatives of three First Nations and Yukon Parks, completed a draft management plan for public consultation which identifies ecological integrity and First Nation homeland as fundamental guiding principles. Farther to the north, the Yukon Government has also supported the Tr'ondëk Hwëch'in First Nation's bid for the Tr'ondëk-Klondike site to receive UNESCO World Heritage status which, if granted, would boost the profile of First Nations' traditional use and valuation of the land.[109]

This demonstrates the potential for cooperation between the Yukon Government and First Nations, and also among neighbouring First Nations, on establishing and managing protected areas, and is a positive precedent for conservation elsewhere in the territory.

Unfortunately, in the northern Yukon, the territorial government has been unwilling to uphold the recommendations of the First Nations and territorial government-appointed Peel Watershed Planning Commission, which recommended that 80% of this extraordinary 68,000 km^2 wilderness be protected, with the remaining 20% left open to carefully controlled development. This refusal by the territorial government to respect the land claim-mandated process led to a court challenge in July 2014 by the First Nations of Nacho Nyak Dun (NND), Tr'ondëk Hwëch'in (TH), as well CPAWS Yukon and the Yukon Conservation Society (YCS). Justice Veale's decision in 2014 in favour of the plaintiffs and the land use commission's land use plan created an opportunity for the government to get back on track. Instead, the Yukon government appealed the decision, and a subsequent Court date has been set for August 2015. Meanwhile, all other land use planning activity in Yukon has been put on hold.

Kusawa Lake, Yukon. *Photo Bruce Downie*

Protected Area Quality

Capacity to deliver effective protection for the Yukon's territorial protected areas is a significant challenge. A number of areas identified for protection through land claims have yet to be legally withdrawn from activities like mineral staking (eg. Aga Mene and Summit Lake-Bell River). Areas that have been legally withdrawn are taking a long time to be formally designated under the Yukon *Parks and Land Certainty Act* (eg. Asi Keyi and Kusawa) and there is no budget allocation plan in place to support them. Meanwhile, Tombstone Park, the flagship of Yukon Parks, does not have the financial support required to properly implement its management plan, which was approved in 2009 by the Tr'ondëk Hwëch'in First Nation and Yukon Governments. Without more resources, it is difficult to see how the Yukon protected area system will be effectively managed as required under Aichi Target 11.

A territorial conservation strategy and Yukon Species at Risk legislation are urgently needed to inform land use planning. Without these, conservation can only be achieved on an ad hoc basis, with no mechanism to work toward ecological representation or connectivity. The current hiatus in land use planning during the Peel Watershed Court challenge presents an opportunity for the territorial government to work with First Nations and other Yukoners to develop a territorial conservation strategy. Then, once the Peel process is concluded, land use planning can proceed in a way that reflects the Territory's conservation needs.

Opportunities

Through the Umbrella Final Agreement (UFA), the Yukon has a defined process for the protection of areas important for conservation. Land use planning methods are laid out within this framework for modern-day land claims, as agreed upon by First Nations, Yukon and Canadian governments, for the benefit of all Yukoners. Three protected areas were established during the negotiation of land claim agreements (Tombstone, Herschel Island–Qikiqtaruk, and Fishing Branch Territorial Parks), and four others have been identified in land claim agreements and are slated for establishment over the next few years. Land use planning provides an opportunity to protect additional areas of high conservation value in the Territory.

Recommendations

1. Immediately withdraw lands from mineral staking for the establishment of Aga Mene and Summit Lake-Bell River as territorial protected areas.
2. Restart regional land use planning in a way that incorporates systematic conservation planning.
3. Develop a comprehensive Yukon-wide conservation strategy to identify areas of importance for protection through regional land use planning.
4. Develop a long-term territorial funding strategy to support the establishment and effective management of territorial parks.

FEDERAL PROTECTED AREAS

Terrestrial area protected (2014):	**4.7% (of Canada)**
Increase since 2011:	**0.0004%**

The Federal Role

The federal government has three important roles to play in completing and managing Canada's terrestrial protected areas network: establishing and managing protected areas under federal legislation; leading nation-wide efforts to complete a network of protected areas; and reporting to the United Nations on progress towards our international commitments.

Protected Area Coverage

Almost half of Canada's land that is protected is under federal jurisdiction as national parks, national wildlife areas, and migratory bird sanctuaries.[110] National parks are created under the *Canada National Parks Act* by the Parks Canada Agency, while national wildlife areas and migratory bird sanctuaries make up Environment Canada's protected area program and are established under the *Canada Wildlife Act* and *Migratory Birds Convention Act*.

National Parks

National parks are the federal government's flagship protected areas, and include many of Canada's best known natural wonders. Ten of our national parks are designated as UNESCO World Heritage sites, adding a global responsibility to protect their natural values on behalf of the entire world.

Atkinson Brook, Nova Scotia.
Photo Irwin Barrett

The objective of national parks in Canada is:

To protect for all time representative natural areas of Canadian significance in a system of national parks, to encourage public understanding, appreciation and enjoyment of this natural heritage so as to leave it unimpaired for future generations.

Parks Canada National Parks System Plan, 3rd edition

Canada's national park system has been very slowly expanding over the past four decades towards the long-standing goal of establishing at least one national park in each of 39 Natural Regions, as identified in Parks Canada's National Park System Plan.[111] There are currently 44 national parks, representing 28 natural regions, and covering over 300,000 km^2.

Since 2011, two new national parks have been established—Nááts'ihch'oh National Park Reserve in the NWT (4,850 km^2), and Sable Island National Park Reserve off the coast of Nova Scotia (34 km^2). Unfortunately, the boundary for Nááts'ihch'oh National Park Reserve left out critically important wildlife habitat, including calving grounds for two caribou herds (see NWT section for details).

As of June 2015, a 45th park, Qausuittuq in Nunavut, is making its way through the Parliamentary approval process, and could be completed any day. Two more national park reserves are at the advanced stages of establishment: Mealy Mountains in Labrador and Thaidene Nene in the NWT (see sections on NWT, and Newfoundland and Labrador for details). These three new national parks, when completed, could add more than 50,000 km^2 to Canada's protected areas system, and represent three more of Parks Canada's natural regions in the national park system.

National park proposals are also being considered in Manitoba, where Parks Canada is in discussions with local First Nations, and in BC where national parks have been proposed in the South Okanagan Similkameen region, the Flathead Valley of southwestern BC, and in an area of northern BC and the southern Yukon which remains a gap in the national parks system (Region 7). The barrier to moving these sites forward is a lack of current support from the BC government (see the BC section for more details).

Due to jurisdictional issues, significant gaps remain in Canada's national park system in Quebec, with 4 natural regions still unrepresented.

Looking to the future, Parks Canada's National Park System Plan will need updating. While the Plan has helped maintain focus for park establishment for over 40 years, scientific understanding of how to design protected areas systems to achieve ecological integrity has improved significantly in the last decade. A renewed plan should review our existing national parks, many of which were established prior to the system plan, to determine which need expanding to protect their ecological integrity, identify where more parks are needed to adequately represent the natural region, and how to enhance ecological connectivity between national parks and other protected areas. It will also be important to consider whether national parks could play a broader role in Canada's national system of protected areas, beyond just representing 39 natural regions. For example, could the role of national parks be expanded to protect areas of particular importance for biodiversity and ecosystem services which could then deliver economic benefits to local communities through tourism revenues?

Legislation for the Rouge National Urban Park (Canada's first national urban park), to be managed by Parks Canada, was passed in 2015. However, the Province of Ontario and national conservation groups, including CPAWS, considered the law to be too weak to adequately protect the park's natural values. As a result, Ontario decided not to transfer lands for this new park to the federal government until the legislation is strengthened, meaning that only one third of the 58 km^2 study area has been formally transferred to the park.[112]

St. Mary's River, Nova Scotia.
Photo Irwin Barrett

National Wildlife Areas and Migratory Bird Sanctuaries

Environment Canada currently manages a network of 54 national wildlife areas and 92 migratory bird sanctuaries covering almost 105,000km^2 of terrestrial habitat.[113]

In 2010, Environment Canada established three new national wildlife areas in Nunavut, to be co-managed with Inuit organizations. However, there have been no new Environment Canada protected areas created since 2011, in spite of the urgent need to protect more wildlife habitat in Canada to maintain or restore healthy populations of wildlife.

Five new national wildlife areas are proposed through the Northwest Territories Protected Areas Strategy. While there are temporary protection measures in place for these sites, to date none have been formally designated as protected areas. In recent years, their establishment was put on hold while land management responsibilities were devolved from the federal to territorial governments in 2014. The territorial government is now working to modernize its protected area legislation and is considering using this as an alternative to protect some of these sites.

National wildlife areas and migratory bird sanctuaries could be a useful tool to protect much more habitat in Canada, particularly for species at risk. However, fulfilling this potential would require that the federal government reinvigorates the program, better integrating it with other conservation programs, and providing significant new resources.

Prairie Farm Rehabilitation Areas (PFRA lands)

Since the 1930s, the federal government, through Agriculture Canada, ran a community pasture program on public lands in Alberta, Saskatchewan and Manitoba focused on conserving native grasslands and supporting ranchers by providing cattle grazing. While there are differing opinions as to whether these areas qualified as protected areas or not, there is no doubt that they have significant conservation value. Saskatchewan and Alberta count these lands as part of their protected areas estate. The federal government has now cancelled the program, and the future of these critical grassland areas is uncertain.

See Saskatchewan section of the report for further details.

Protected Area Quality

National Parks

Canadian national parks are renowned worldwide for their natural beauty and wildlife. While national parks are the best resourced of any protected areas system in Canada, many park ecosystems are in declining health, and the funding needed to reverse this trend has been reduced dramatically.

The *Canada National Parks Act* mandates that maintaining or restoring ecological integrity must be the first priority for park management.[114] A 2013 audit of Parks Canada's ecological integrity program by the federal Environment Commissioner concluded that the Agency has developed a solid framework to manage for ecological integrity, but has failed to put in place a fully functional and scientifically credible monitoring and reporting system. The Commissioner noted that this system is essential for informed park management decisions and to counter threats to ecological integrity. Funding for park-level monitoring programs was cut by almost two thirds between 2008 and 2013. Meanwhile, more than half of all national park ecosystems that have been assessed are in fair or poor condition, and the ecological integrity of one third of ecosystems is declining.[115] Only 39% of ecosystems are considered to be in good ecological condition.

Significant new funding was recently allocated to Parks Canada to fix degraded and, in some cases, dangerous infrastructure in its natural and historic sites. This could help to mitigate the negative impacts of existing infrastructure, for example by replacing culverts to allow fish passage, thus

Polar bears, Manitoba. *Photo Ron Thiessen*

improving aquatic connectivity of some streams. However this funding will not provide additional resources for ecological monitoring and reporting.

Meanwhile, commercial development pressures are increasing, particularly in Banff and Jasper National Parks, which are located within a World Heritage site. In the past year alone, proposals have been put forward for new overnight accommodation at Maligne Lake in Jasper National Park (contradicting the park management plan), a massive expansion of the Lake Louise ski area (which would require changing the *Canada National Parks Act*), and a seven-storey high monument along with associated parking and other infrastructure in Cape Breton Highlands National Park. Other recent commercial infrastructure developments and proposals are highlighted in CPAWS' annual parks reports.[116] With threats to park ecosystems growing and funding for science-based conservation work greatly diminished, the ecological integrity of our national parks is increasingly uncertain.

National Wildlife Areas and Migratory Bird Sanctuaries

The status of Canada's national wildlife areas and migratory bird sanctuaries is dire. The purpose of these areas is to conserve significant wildlife habitat, including migratory birds and species at risk. However, repeated audits of this program have concluded they are not achieving this purpose, in large part due to lack of adequate resources for management. According to Environment Canada's analysis, as of 2013 more than 70 percent of national wildlife areas and about 55 percent of migratory bird sanctuaries have less than adequate ecological integrity. In 2013, the federal Commissioner of Environment and Sustainable Development concluded that "*the Department is not meeting the purpose of its protected areas, which is to maintain the ecological integrity of the site for the benefit of wildlife, including migratory birds and species at risk.*" [117]

The Commissioner also noted that Environment Canada has made little progress in monitoring its protected areas, and lacks proper inventories and information on species at risk. As of 2011, more than 90 percent of national wildlife areas had inadequate management plans.

Similar concerns were identified in an internal audit of Environment Canada's protected areas program. This audit noted that the program's capacity to maintain the sites' ecological integrity appears weak. Few ecological targets or indicators have been identified, and little or no data is being collected about species of interest. The evaluation also noted that enforcement was limited, and that enforcement staff only visited some sites once or twice a year, or not at all.[118]

Between 2008 and 2013, Environment Canada spent, on average, $1.24 per hectare to manage their protected areas. In comparison, Parks Canada spent $5.35 and the US National Wildlife Refuge system spent $8.11 per hectare.[119]

Increased investment in Environment Canada's protected area system is essential if it is to fulfil its responsibility to conserve wildlife habitat and contribute to achieving Canada's conservation goals. A clear vision for how this program can contribute to achieving Canada's conservation goals, including Aichi Target 11, is also needed.

Recommendations:

1. The federal government should provide stronger nation-wide leadership by convening all jurisdictions to immediately complete an action plan, including working with Indigenous peoples, to expand and improve Canada's protected areas system to meet the requirements of Aichi Target 11.
2. The federal government should move quickly to complete all proposed national parks and national wildlife areas, starting with Qausuittuq (NU), Thaidene Nene (NWT), Mealy Mountains (NL) National Park Reserves, and Edéhzhíe National Wildlife Area (NWT).
3. The federal government should re-invest in a scientifically credible ecological monitoring and reporting program in our national parks to provide the information needed to maintain and restore their ecological integrity.
4. Parks Canada should re-focus on their legislative requirement to maintain or restore ecological integrity as the first priority for park management, in their investments and management decisions.
5. Parks Canada should update its national park system plan. Building on the current representative system of national parks, the plan should focus on expanding parks where needed to protect their ecological integrity, creating new parks to improve representation of natural regions, and improving ecological connectivity between national parks and other protected areas.
6. Environment Canada should develop a clear vision and plan for protecting more nationally significant wildlife habitat in its protected areas system, and seek funds to deliver on this plan.
7. The federal government should provide adequate resources to protect and restore the ecological integrity of Environment Canada's existing protected areas system, based on the results of recent audits.

Appendices

Appendix 1: Convention on Biological Diversity Strategic Plan and Aichi Biodiversity Targets

While this report focuses on Target 11, the protected areas target, the Aichi Targets include five Strategic Goals and 20 Targets which, together, are meant to inspire broad-based action by all Parties and stakeholders to conserve biodiversity. The full text of the Strategic Plan and Targets is included below.

RATIONALE

The rationale for the new plan is that biological diversity underpins ecosystem functioning and the provision of ecosystem services essential for human well-being. It provides for food security, human health, the provision of clean air and water; it contributes to local livelihoods, and economic development, and is essential for the achievement of the Millennium Development Goals, including poverty reduction.

II. VISION

The vision for the new plan is: "*Living in Harmony with Nature*" *where* "*By 2050, biodiversity is valued, conserved, restored and wisely used, maintaining ecosystem services, sustaining a healthy planet and delivering benefits essential for all people.*"

III. MISSION

The mission of the new plan is to "*take effective and urgent action to halt the loss of biodiversity in order to ensure that by 2020 ecosystems are resilient and continue to provide essential services, thereby securing the planet's variety of life, and contributing to human well-being, and poverty eradication. To ensure this, pressures on biodiversity are reduced, ecosystems are restored, biological resources are sustainably used and benefits arising out of utilization of genetic resources are shared in a fair and equitable manner; adequate financial resources are provided, capacities are enhanced, biodiversity issues and values mainstreamed, appropriate policies are effectively implemented, and decision-making is based on sound science and the precautionary approach.*"

Strategic Goal A: Address the underlying causes of biodiversity loss by mainstreaming biodiversity across government and society

Target 1
By 2020, at the latest, people are aware of the values of biodiversity and the steps they can take to conserve and use it sustainably.

Target 2
By 2020, at the latest, biodiversity values have been integrated into national and local development and poverty reduction strategies and planning processes and are being incorporated into national accounting, as appropriate, and reporting systems.

Target 3
By 2020, at the latest, incentives, including subsidies, harmful to biodiversity are eliminated, phased out or reformed in order to minimize or avoid negative impacts, and positive incentives for the conservation and sustainable use of biodiversity are developed and applied, consistent and in

harmony with the Convention and other relevant international obligations, taking into account national socio economic conditions.

Target 4

By 2020, at the latest, Governments, business and stakeholders at all levels have taken steps to achieve or have implemented plans for sustainable production and consumption and have kept the impacts of use of natural resources well within safe ecological limits.

Strategic Goal B: Reduce the direct pressures on biodiversity and promote sustainable use

Target 5

By 2020, the rate of loss of all natural habitats, including forests, is at least halved and where feasible brought close to zero, and degradation and fragmentation is significantly reduced.

Target 6

By 2020 all fish and invertebrate stocks and aquatic plants are managed and harvested sustainably, legally and applying ecosystem based approaches, so that overfishing is avoided, recovery plans and measures are in place for all depleted species, fisheries have no significant adverse impacts on threatened species and vulnerable ecosystems and the impacts of fisheries on stocks, species and ecosystems are within safe ecological limits.

Target 7

By 2020 areas under agriculture, aquaculture and forestry are managed sustainably, ensuring conservation of biodiversity.

Target 8

By 2020, pollution, including from excess nutrients, has been brought to levels that are not detrimental to ecosystem function and biodiversity.

Target 9

By 2020, invasive alien species and pathways are identified and prioritized, priority species are controlled or eradicated, and measures are in place to manage pathways to prevent their introduction and establishment.

Target 10

By 2015, the multiple anthropogenic pressures on coral reefs, and other vulnerable ecosystems impacted by climate change or ocean acidification are minimized, so as to maintain their integrity and functioning.

Strategic Goal C: To improve the status of biodiversity by safeguarding ecosystems, species and genetic diversity

Target 11

By 2020, at least 17 per cent of terrestrial and inland water, and 10 per cent of coastal and marine areas, especially areas of particular importance for biodiversity and ecosystem services, are conserved through effectively and equitably managed, ecologically representative and well connected systems of protected areas and other effective area-based conservation measures, and integrated into the wider landscapes and seascapes.

Target 12

By 2020 the extinction of known threatened species has been prevented and their conservation status, particularly of those most in decline, has been improved and sustained.

Target 13
By 2020, the genetic diversity of cultivated plants and farmed and domesticated animals and of wild relatives, including other socio-economically as well as culturally valuable species, is maintained, and strategies have been developed and implemented for minimizing genetic erosion and safeguarding their genetic diversity.

Strategic Goal D: Enhance the benefits to all from biodiversity and ecosystem services

Target 14
By 2020, ecosystems that provide essential services, including services related to water, and contribute to health, livelihoods and well-being, are restored and safeguarded, taking into account the needs of women, indigenous and local communities, and the poor and vulnerable.

Target 15
By 2020, ecosystem resilience and the contribution of biodiversity to carbon stocks has been enhanced, through conservation and restoration, including restoration of at least 15 per cent of degraded ecosystems, thereby contributing to climate change mitigation and adaptation and to combating desertification.

Target 16
By 2015, the Nagoya Protocol on Access to Genetic Resources and the Fair and Equitable Sharing of Benefits Arising from their Utilization is in force and operational, consistent with national legislation.

Strategic Goal E: Enhance implementation through participatory planning, knowledge management and capacity building

Target 17
By 2015 each Party has developed, adopted as a policy instrument, and has commenced implementing an effective, participatory and updated national biodiversity strategy and action plan.

Target 18
By 2020, the traditional knowledge, innovations and practices of indigenous and local communities relevant for the conservation and sustainable use of biodiversity, and their customary use of biological resources, are respected, subject to national legislation and relevant international obligations, and fully integrated and reflected in the implementation of the Convention with the full and effective participation of indigenous and local communities, at all relevant levels.

Target 19
By 2020, knowledge, the science base and technologies relating to biodiversity, its values, functioning, status and trends, and the consequences of its loss, are improved, widely shared and transferred, and applied.

Target 20
By 2020, at the latest, the mobilization of financial resources for effectively implementing the Strategic Plan for Biodiversity 2011-2020 from all sources, and in accordance with the consolidated and agreed process in the Strategy for Resource Mobilization, should increase substantially from the current levels. This target will be subject to changes contingent to resource needs assessments to be developed and reported by Parties.

Appendix 2: Current Protected Areas Proposals in Canada

Region	Jurisdiction and proposed type of protected area	Name of area	Approximate Area of protected area proposals (km^2)
Yukon	Territorial (Land use plan)	Peel River Watershed	36,905
NWT	National and territorial parks	Thaidene Nene	30,000
	Federal (national wildlife area)	Edéhzíe	14,250
	TBD	Ka'a'gee Tu	9,600
	TBD	Dinàgà Wek'èhodì	600
	TBD	Sambaa K'e	10,600
	TBD	Ts'ude niline Tu'eyeta	14,700
	Territorial Parks Act	Ejié Túé Ndáde (Buffalo Lake, River and Trails)	2,177
	Territorial Parks Act	Łue Túé Sųlái	180
Nunavut	Federal (national park)	Qausuittuq (Bathurst Island)	11,000
	Federal/Territorial/ Designated Inuit Organizations	Nunavut Land Use Plan (draft)	TBD
BC	Federal (national park)	South Okanagan–Similkameen	284
	Federal (national park)	Flathead Valley	540
	Federal (national park)	Northern BC/southern Yukon (Parks Canada Region 7)	TBD
Alberta	Provincial	Lower Athabasca Regional Plan	14,914
	Provincial	South Saskatchewan Regional Plan	1363
	Provincial	Five remaining Regional Plans, starting with North Saskatchewan	TBD
SK	Provincial	Saskatchewan River Delta	TBD
MB	Provincial	Polar Bear Park	29,000
	Provincial	Whiteshell Provincial Park expansion	233
	Provincial	Chitek Lake PP	1,000
	Provincial	At least 8 other parks	TBD
ON	Provincial/First Nations (land use plans)	Far North	186,300*
QC	Provincial/First Nations	Plan nord (20% by 2020) + 12% rest of province	134,500**

Appendix 2: Current Protected Areas Proposals in Canada (continued)

Region	Jurisdiction and proposed type of protected area	Name of area	Approximate Area of protected area proposals (km^2)
NS	Provincial	Our Parks and Protected Areas Plan	2300
NL	Federal (national park reserve)	Mealy Mountains	10,700
	Provincial (provincial waterway park)	Eagle River	3000
	Provincial (protected areas)	Natural Areas System Plan	Unknown
Total area of existing protected area commitments (terrestrial)			514,146
Percentage of Canada (terrestrial) in protected area commitments			5%

**Calculated as Far North commitment (225,000 km^2) minus existing protected areas in Far North area (Source: Environment Commissioner of Ontario).*
***Calculated as 20% of Plan nord area +12% of rest of province minus existing Quebec protected areas.*

Endnotes

1 Networks of protected areas are groups of protected areas (generally called protected area systems) that are functionally connected so that together they are greater than the sum of their parts. For example, while one protected area may not be big enough to protect a viable population of wide ranging species like grizzly bears, multiple protected areas linked together by functional habitat could. See Noss, R.F. and Cooperrider, A.Y. (1994) Saving Nature's Legacy: Protecting and Restoring Biodiversity. Island Press. p 144.

2 See for example: Parks Canada. 2014. Connecting Canadians with Nature- An investment in the Well-Being of our Citizens. Ottawa, ON: Parks Canada 36 pp. www.parks-parcs.ca/english/ConnectingCanadians-English_web.pdf ; The World Bank. 2010. Valuing Protected Areas. Washington, D.C. 62 pp.; Dudley N. et al (2010). Natural Solutions: Protected areas helping people cope with climate change, IUCN-WCPA, TNC, UNDP, WCS, The World Bank and WWF, Gland Switzerland, Washington DC and New York USA.

3 https://www.cbd.int/decision/cop/?id=12268

4 The 10th regular meeting of signatory countries to the Convention on Biological Diversity (known as the Conference of the Parties or COP 10) was held in Nagoya, which is the capital city of the Aichi prefecture (region), of Japan. Two major documents approved at this meeting were the Nagoya Protocol on Genetic Resources and the Aichi Biodiversity Targets

5 These reports are available online at :http://cpaws.org/uploads/CPAWS_DareDeep2020_final.pdf ; and http://cpaws.org/news/new-cpaws-report-underlines-weaknesses-in-canadas-marine-protected-areas .

6 See for example: Noss, R.F. et al (2012) Bolder Thinking for Conservation. Conservation Biology. Vol 26(1), http://onlinelibrary.wiley.com/doi/10.1111/j.1523-1739.2011.01738.x/epdf;
E. O. Wilson Half Earth initiative at: http://eowilsonfoundation.org/e-o-wilson-on-saving-half-the-earth/; Letter from 1500 scientists calling for protection of at least half of Canada's boreal forest http://borealbirds.org/announcements/1500-scientists-worldwide-call-protection-canadas-boreal-forest

7 See text box on page 14 for more details

8 http://borealbirds.org/announcements/1500-scientists-worldwide-call-protection-canadas-boreal-forest

9 http://www.ontario.ca/rural-and-north/far-north-land-use-planning-initiative

10 http://snapqc.org/en/index.php/communiques/tags/plan-nord/

11 http://natureneedshalf.org/

12 Noss, R.F. et al (2012) Bolder Thinking for Conservation. Conservation Biology. Vol 26(1), http://onlinelibrary.wiley.com/doi/10.1111/j.1523-1739.2011.01738.x/epdf

13 http://eowilsonfoundation.org/e-o-wilson-on-saving-half-the-earth/;

14 http://www.borealbirds.org/publications/boreal-birds-need-half

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18 Ervin, Jamison and Gidda, Sarat (2012) Resource requirements for Aichi Targets 11 – Protected Areas: Progress report for the High Level Panel Meeting.

19 Federal, Provincial and Territorial Governments of Canada.2010. Canadian Biodiversity: Ecosystem Status and Trends 2010. Canadian Councils of Resource Ministers. Ottawa, ON. Vi + 142 p.

20 Many of these commitments included both terrestrial and marine protected areas. For the purposes of this report, we are focusing on terrestrial systems.

21 http://www.biodivcanada.ca/default.asp?lang=En&n=9B5793F6-1

22 The commitment to protecting 17% of terrestrial and inland waters, and 10% of coastal and marine areas by 2020 which is Aichi Target 11 internationally, is Target 1 in Canada.

23 http://www.biodivcanada.ca/default.asp?lang=En&n=9B5793F6-1

24 http://www.biodivcanada.ca/default.asp?lang=En&n=9B5793F6-1

25 http://www.canada.ca/en/campaign/ncp/index.html?utm_medium=offline&utm_campaign=National+Conservation+Plan&utm_source=vanity+URL&utm_content=eng_May+15,+2014&utm_term=Canada.ca/NationalConservationPlan

26 Juffe-Bignoli, D., Burgess, N.D., Bingham, H., Belle, E.M.S., de Lima, M.G., Deguignet, M., Bertzky, B., Milam, A.N., Martinez-Lopez, J., Lewis, E., Eassom, A., Wicander, S., Geldmann, J., van Soesbergen, A., Arnell, A.P., O'Connor, B., Park, S., Shi, Y.N., Danks, F.S., MacSharry, B., Kingston, N. (2014). Protected Planet Report 2014. UNEP-WCMC: Cambridge, UK. Available at http://www.unep-wcmc.org/resources-and-data/protected-planet-report-2014

27 UNEP-WCMC. Protected Planet Report 2014

28 Conservation Areas Tracking System (CARTS) available at http://www.ccea.org/tools-resources/carts/

29 http://www.mddelcc.gouv.qc.ca/biodiversite/aires_protegees/registre/

30 http://www.ccea.org/tools-resources/carts/ ; http://www.mddelcc.gouv.qc.ca/biodiversite/aires_protegees/registre/

31 http://www.statcan.gc.ca/pub/16-201-x/2011000/t245-fra.htm

32 http://www.ccea.org/tools-resources/carts/ ; http://www.mddelcc.gouv.qc.ca/biodiversite/aires_protegees/registre/

33 See recommendations from the 2014 World Parks Congress at: http://worldparkscongress.org/downloads/approaches/Stream1.pdf

34 Woodley et al. (2012) Meeting Aichi Target 11: What does success look like for Protected Area Systems? PARKS Vol 18.1, September 2012. Available at: www.iucn.org/PARKS
Noss, R. and Cooperrider, A. (1994). Saving Nature's Legacy: Protecting and Restoring Biodiversity. Island Press, Washington DC, 416 pp.

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40 See p. 48 for more details.

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50 Margules, C.R. and Pressey, R.L. (2000). Systematic Conservation Planning. Nature, 405: 243-253.

51 http://www.nwtpas.ca/

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53 http://snapqc.org/en/index.php/campaigns/tursujuq

54 See for example: http://www.watershedsentinel.ca/content/bc-tribal-parks-protect-against-forest-ecosystem-destruction

55 http://www.pimachiowinaki.org/

56 http://www.protectpeel.ca/

57 http://cpawsnab.org/uploads/Mikisew_Petition_respecting_UNESCO_Site_256_-_December_8,_2014.PDF

58 http://eeyouconservation.com/broadback-watershed-conservation-plan.html

59 UNEP-WCMC, Protected Planet Report, 2014

60 For more details, see the regional sections that follow.

61 Woodley et al. 2012. Meeting Aichi target 11: What does success look like for protected area systems? Parks. Vol 19(1).

62 Ibid

63 See workshop report at: http://www.ccea.org/Downloads/CCEA_Aichi_Target_11_WorkshopReport_OCT16_2013.pdf

64 Ibid

65 IUCN (20120) Protected Areas Position Paper for Eleventh Meeting of the Conference of the Parties to the Convention on Biological Diversity, Hyderabad, India, 8-19 October, 2012 (Agenda Item 13.4).

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67 Noss, R.F. et al (2012) Bolder Thinking for Conservation. Conservation Biology. Vol 26(1), http://onlinelibrary.wiley.com/doi/10.1111/j.1523-1739.2011.01738.x/epdf

68 UNEP-WCMC, Protected Planet Report, 2014

69 See outputs from Stream 1: Reaching Conservation Goals at: http://worldparkscongress.org/downloads/approaches/Stream1.pdf

70 See Appendix 2 for a list of some of these commitments.

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83 http://www.nunavut.ca/en/draft-plan

84 http://www.ontla.on.ca/library/repository/mon/2000/10281337.pdf

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104 These sites are not included in Quebec's percentage of protected area in this report because their legal designation was not complete as of Sept 2014

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109 The Klondike is currently on Canada's list of potential World Heritage sites (known as the "tentative list"), but has not yet formally gone forward to the UNESCO World Heritage Committee for consideration. For more information: http://www.pc.gc.ca/eng/progs/spm-whs/page08/page08b.aspx

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114 See section 8(2) of the Canada National Parks Act at http://laws-lois.justice.gc.ca/eng/acts/n-14.01/

115 http://www.oag-bvg.gc.ca/internet/English/parl_cesd_201311_07_e_38677.html

116 Recent commercial infrastructure proposals are highlighted in CPAWS' annual "state of parks" reports, found at: http://cpaws.org/campaigns/parks

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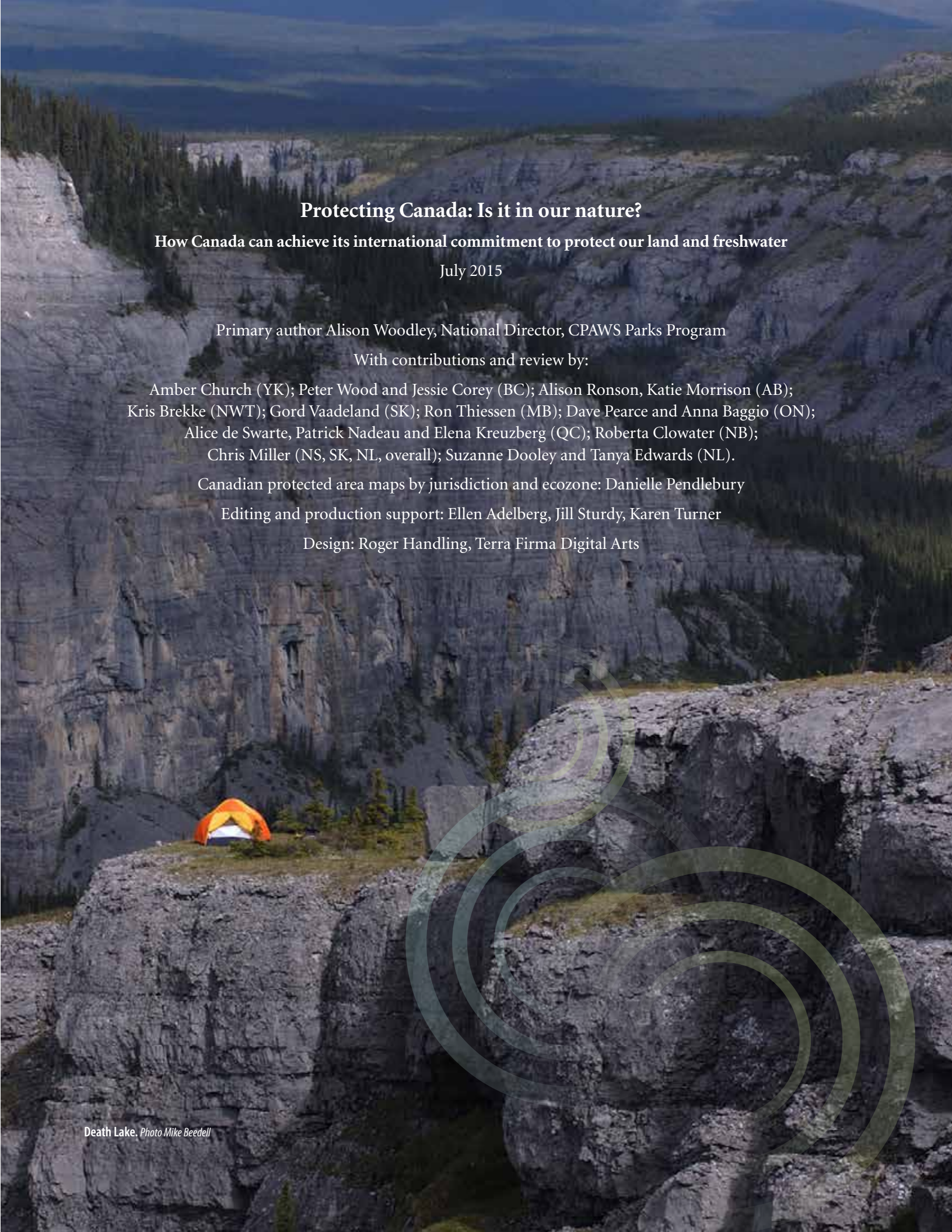

Protecting Canada: Is it in our nature?

How Canada can achieve its international commitment to protect our land and freshwater

July 2015

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Death Lake. *Photo Mike Beedell*

Photo Joshua Pearlman

The Canadian Parks and Wilderness Society is Canada's voice for wilderness. Since 1963 we've played a lead role in creating over two-thirds of Canada's protected areas. Our vision is that Canada will protect at least half of our public land and water. As a national charity with 13 chapters, over 50,000 supporters and hundreds of volunteers, CPAWS works collaboratively with governments, local communities, industry and indigenous peoples to protect our country's amazing natural places. We're also on guard to ensure that our parks are managed to protect the nature within them.

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