



## DELIVERING ON CANADA'S COMMITMENT TO PROTECT OUR LAND, INLAND WATERS AND OCEANS



Photo: Frederic Leblanc

*Canada's natural land, freshwater and ocean environments, and the wildlife they sustain, are the lifeblood of our country and a core part of our national identity.*

### Recommendation Summary

The time has come to prioritize the health of Canada's ecological systems. As many public opinion polls have demonstrated, Canadians support much larger-scale protection of our land, freshwater and ocean environments as a cornerstone of our efforts to safeguard nature.<sup>1</sup>

Canada has committed to protect at least 17% of our landscape and 10% of our ocean by 2020,<sup>2</sup> and to substantially exceed these targets in the long term.

#### Investment Required:

*To deliver on these commitments, a federal investment of **\$1.4 billion** is needed **over the next three years (2018-2021)**, followed by about **\$470 million per year on-going**.*

1 Polling: for example, Alberta:: <http://cpaws-southernalberta.org/campaigns/survey-albertans-want-more-wilderness>; Manitoba:<http://www.iisd.org/media/manitobans-back-ambitious-targets-conservation-and-sustainable-development-boreal-forest-poll>; <http://www.wwf.ca/newsroom/?22721/Support-near-unanimous-for-marine-protection-new-survey-finds>

2 <https://www.cbd.int/sp/default.shtml>

## CANADA'S COMMITMENT

- In 2010, Canada committed under the UN Convention on Biological Diversity (CBD) to protect at least 17% of our land and inland waters and 10% of our ocean by 2020 and to improve the quality of our protected area networks.
- In 2015, during the election campaign and in mandate letters, the federal government promised to deliver on this CBD commitment, and then in March 2016, the Prime Minister affirmed that *Canada will take concrete steps to achieve and substantially surpass these national goals in the coming years.*<sup>3</sup>

## THE URGENT NEED FOR ACTION

Canada is a nation deeply connected to nature. It underpins our economy, culture, history, health and well-being.

Although we still have large expanses of wilderness in Canada, we are not immune to the unprecedented extinction crisis facing wild plants and animals around the world.<sup>4</sup> All ecosystem types in Canada are declining, and the number of species at risk continues to grow, year after year. The spaces that wildlife and people depend on are being degraded and lost due to ever-expanding industrial and urban development, and growing impacts of climate change.



Large-scale networks of protected land, inland waters and ocean are needed to support healthy ecosystems so they can sustain wildlife, and deliver the clean air, water, food and other goods and services we all rely on for survival. The current political targets of 17 and 10% protection are a positive step in the right direction, but evidence now shows that we will likely need to protect 30% to 70% of each ecosystem type in the long term.<sup>5</sup>

### Canada's Current Status

Canada lags most of the world in land, freshwater and ocean protection. With only 10.6% of our land and freshwater protected, Canada ranks well behind other large countries like Australia (17%), China (17%) and Brazil (29%), and last among G7 countries.

<sup>3</sup> <http://pm.gc.ca/eng/news/2016/03/10/us-canada-joint-statement-climate-energy-and-arctic-leadership>

<sup>4</sup> For example, Ceballos, G., Ehrlich, P.R. and Dirzo, R. (2017) Biological annihilation via the ongoing sixth mass extinction signaled by vertebrate population losses and declines. PNAS 114(30) [www.pnas.org/cgi/doi/10.1073/pnas.1704949114](http://www.pnas.org/cgi/doi/10.1073/pnas.1704949114)

<sup>5</sup> For example, Noss et al (2012) Bolder thinking for conservation, Conservation Biology 26(1): <http://onlinelibrary.wiley.com/doi/10.1111/j.1523-1739.2011.01738.x/full>; E.O. Wilson (2016) Half Earth: Our Planet's Fight for Life. Liveright Publishing; <http://natureneedshalf.org/how-much-is-enough/>; IUCN World Conservation Congress motion 053 <https://portals.iucn.org/congress/motion/053>

### GBC Feature Recommendations – Alignment with Political Priorities



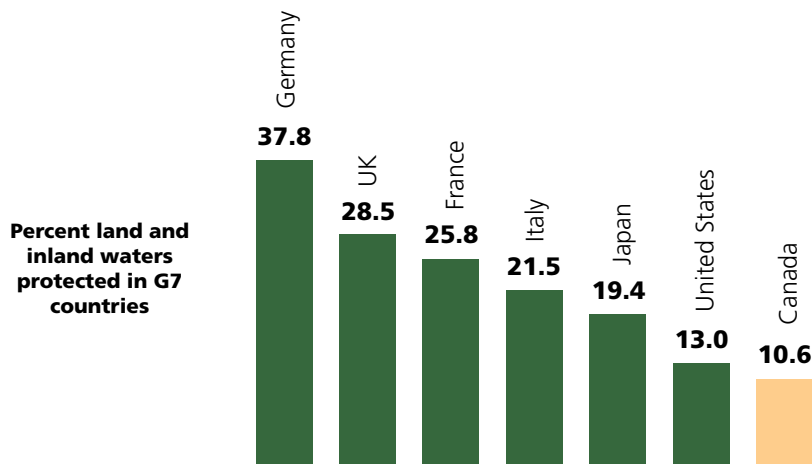
#### Protected Areas

Reducing GHG Emissions	✓
Climate Resilience	✓
Reconciliation with Indigenous Peoples	✓
Meeting Public Expectations	✓
Healthy Waters	✓
Jobs for the Middle Class	✓
Improving Health & Wellbeing	✓
Protecting Nature & Wildlife	✓
Clean Growth & Innovation	
Economic Growth for Rural & Remote Communities	✓

Photo: Sunetra Ekenayake

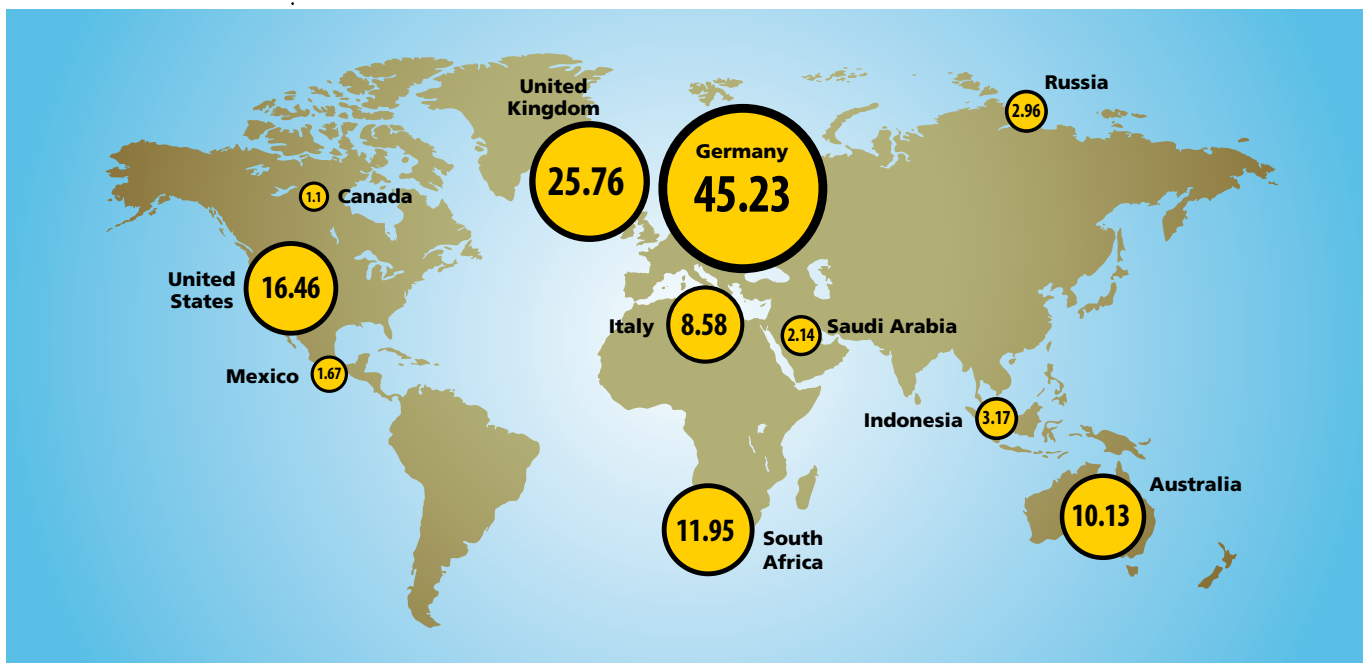


**Figure 1. Comparison of terrestrial protected area coverage between Canada and other G7 Nations (%)<sup>6</sup>**



On ocean protection, Canada is even further behind, with only 1.1 % of our ocean estate protected (Figure 2).

**Figure 2. Comparison of Marine Protected Area coverage between Canada and the top 10 G20 Nations (%).<sup>7</sup>**



<sup>6</sup> From CPAWS (2017) Laggard to Leader? Canada's Renewed Focus on Protecting Nature Could Deliver Results. <http://cpaws.org/uploads/CPAWS-Parks-Report-2017.pdf>. Data source is UN Environment and IUCN, World Database on Protected Areas, updated June 2017, except for Canada where data source is the Conservation Area Reporting and Tracking System (CARTS, updated Dec 2016 [www.ccea.org/CARTS](http://www.ccea.org/CARTS))

<sup>7</sup> MPA coverage is shown as percentage of ocean estate included in designated marine protected areas. Canadian statistics are from [www.ccea.org/CARTS](http://www.ccea.org/CARTS) with the addition of the recently designated Hecate Strait and Queen Charlotte Sound glass sponge reef MPA and St. Anns Bank MPA. Statistics for other countries are from [www.MPATlas.org](http://www.MPATlas.org)

## The Benefits of Protected Areas

An expanded network of protected areas will deliver important environmental, economic, social and cultural benefits to Canadians, and help deliver on other important government priorities, including:

- Safeguarding species at risk critical habitat,
- Providing clean drinking water and air,
- Mitigating climate change by storing and sequestering carbon,<sup>8</sup>
- Preventing or reducing the severity of natural disasters (e.g., flooding and landslides),
- Delivering on the UN Sustainable Development Goals in Canada,
- Supporting jobs and diversified economies in rural and remote communities,
- Improving physical and mental health, and
- Connecting people with nature.

For protected area networks to be effective in conserving nature and delivering these benefits to society, they must be grounded in strong science- and Indigenous knowledge- based planning and management, including ecological inventories, research and monitoring.

***The GBC welcomes the federal government's interest in nature-based solutions and recommends allocating "green infrastructure" and climate change funding to support nature conservation initiatives, including protected areas.***

## Economic Benefits of Protected Areas

A 2015 global study found that protected areas around the world receive about 8 billion visits per year, generate US \$600 billion per year in direct in-country expenditures and over US \$250 billion per year in consumer surplus. With less than US \$10 billion spent each year globally to operate protected areas, this represents a significant return on investment.<sup>9</sup>

In Canada, federal, provincial and territorial parks generate significant economic benefits, particularly in rural and remote communities (Figure 3, below).

Protected areas also generate billions of dollars in ecosystem goods and services (EGS) that provide direct and indirect benefits to society year after year. Water and air purification, flood and drought mitigation, climate regulation as well as carbon capture and storage are among the many ecosystem services that protect communities from severe weather events and at the same time create opportunity for economic growth and development. For example, the annual

<sup>8</sup> According to one study, Canada's national parks store approximately 4.43 billion tonnes of carbon, which is approximately 23 times the Canada's 2009 annual greenhouse gas emissions. <http://www.parks-parcs.ca/english/CPC%20Climate%20Change%20Report%20FINAL%20engLR.pdf>

<sup>9</sup> Balmford A, Green JMH, Anderson M, Beresford H, Huang C, Naidoo R et al (2015) Walk on the Wild Side: Estimating the Global Magnitude of Visits to Protected Areas. *PLoS Biol* 13(2): e1002074. Doi: 10.1371/journal.pbio. 1002074



Photo: Ron Thiessen

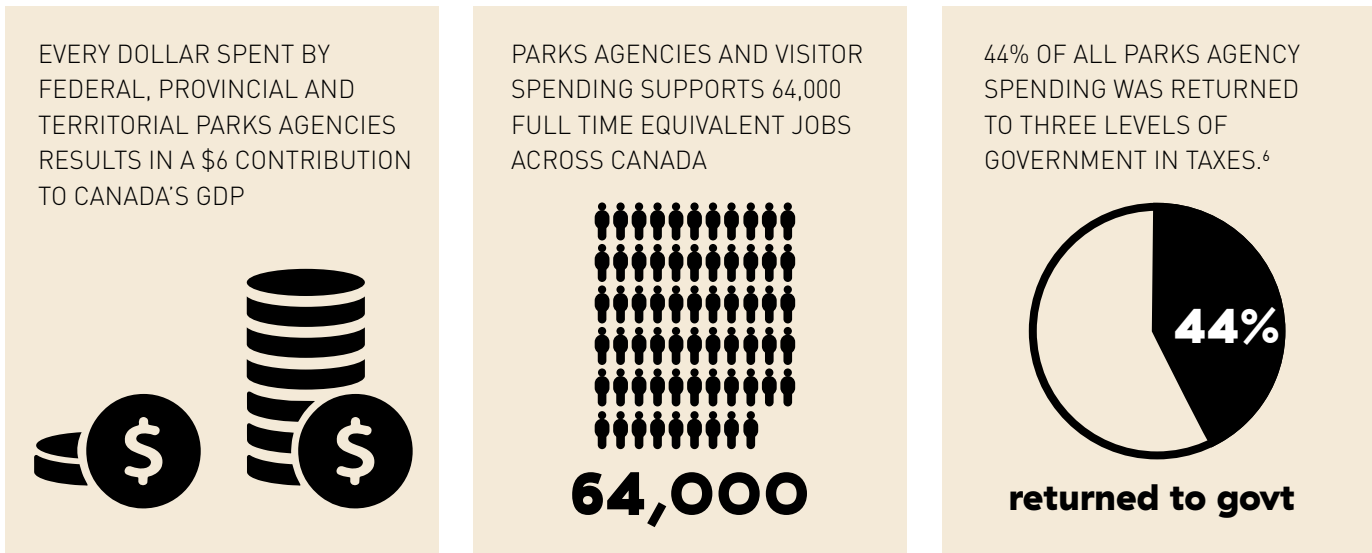


Photo: Ian Keefe



value of EGS provided by Thousand Islands National Park is estimated to be between \$12.5 and \$14.7 million.<sup>10</sup>

**Figure 3. Economic impact of parks in Canada<sup>11</sup>**



### The Opportunity

In spite of Canada having fallen well behind most countries in the world in the proportion of our land and seascape protected for nature, with political leadership, partnerships across all sectors, and federal investment to incent action and leverage additional support, the 2020 target can be reached, and science and Indigenous knowledge-based plans can be created for continued work beyond 2020.

A key opportunity is through the establishment of Indigenous protected areas. Across Canada, Indigenous peoples are leading efforts to protect large areas of land and ocean to safeguard natural and cultural values. Partnering with Indigenous peoples to protect land and ocean areas through nation-to-nation and Inuit-to-Crown relationships, honouring Indigenous rights, interests and traditions, is an important part of reconciliation. The federal government's financial support for a pilot project for a nation-wide Indigenous Guardians program offers an opportunity to explore Indigenous approaches to protection and conservation. Our proposal would complement this program by further supporting Indigenous governments' efforts to establish protected areas.

### Protecting our Land and Inland Waters

All levels of government need to contribute to the effort to protect more land and inland waters because 90% of Canada's land is publicly owned, and

<sup>10</sup> Statistics Canada (2013), "Human Activity and the Environment: Measuring Ecosystem Goods and Services in Canada". <http://www.statcan.gc.ca/pub/16-201-x/16-201-x2013000-eng.pdf>

<sup>11</sup> Figure from CPAWS (2017) Laggard to Leader? Canada's Renewed Focus on Protecting Nature Could Deliver Results. <http://cpaws.org/uploads/CPAWS-Parks-Report-2017.pdf>. Data source: The Outspan Group Inc. 2011. The economic impact of Canada's National, Provincial and Territorial Parks in 2009. A technical report prepared for the Canadian Parks Council. Available at [www.parks-parcs.ca/english/cpc/economic.php](http://www.parks-parcs.ca/english/cpc/economic.php)

jurisdiction over that land is shared among federal, provincial, territorial and Indigenous governments. In southern Canada, private land dominates, and non-governmental land trusts play an important role in conserving land.

In February 2017 Canada's federal, provincial and territorial governments launched the "Pathway to Target 1" — a new collaborative process to deliver on the 2020 protected area target on land and inland waters. The federal government's response to the March 2017 House of Commons Standing Committee on Environment and Sustainable Development's report on how Canada can achieve the protected area targets highlights that:<sup>12</sup>

*The goal of the Pathway work is to produce guidance that will enable Canada to meet its biodiversity terrestrial target by 2020. The guidance will be grounded in science and traditional knowledge, and lead to the establishment of a coordinated network of terrestrial protected areas, Indigenous conservation areas and other effective area-based conservation measures across Canada. The guidance will also inform Canadian jurisdictions how to develop these networks so that they are effectively and equitably managed, well-connected and integrated into the wider landscape, include areas of importance for biodiversity and ecosystem services, and that together achieve ecological representation.*

Momentum is building to deliver on the target. Federal funding is now urgently needed to support quick action on the ground by all jurisdictions, and to support science and Indigenous knowledge-based planning to complete effective protected area networks in the long term.

### **Implementing Pathway to Target 1**

We are recommending a new shared funding model that mirrors the approach used to incent action in other areas of shared jurisdiction, like infrastructure and climate change. This would include full funding for areas of federal responsibility, and a cost-shared model that would leverage additional financing, and support action by provincial, territorial and Indigenous governments and non-government partners. This cost shared arrangement should be tied to criteria based on recipients contributing to the outcomes of the Pathway to 2020 process.

A federal investment of approximately \$1 billion over three years is required to achieve at least 17% protection of land and inland waters and to create, and advance a long-term plan. This would leverage a significant investment by provincial and territorial governments, and strategically aligned philanthropic organizations to support the implementation of the Pathway.

Beyond 2020 we recommend investing \$280 million annually, to deliver a long-term plan that will effectively conserve nature and the services it provides to people.



Photo: Julie Marsh

12 <https://www.ourcommons.ca/DocumentViewer/en/42-1/ENVI/report-5>



## RECOMMENDED INVESTMENTS:



### 1. Protected Area establishment and management:

#### Federal protected areas (National Parks and Wildlife Areas):

- \$94 million per year on-going for establishment and management of five new National Parks and three new National Wildlife Areas by 2020, and to improve management of existing areas, plus a one-time \$50 million investment to resolve third party rights;<sup>13</sup>
- \$3 million/year for three years to review and upgrade federal policy and legislation (for example, new system plans, upgraded legislation for National Wildlife Areas, to support Indigenous protected areas and to address other needs identified through the Pathway to Target 1 process).

#### Cost-shared fund to support provincial, territorial, Indigenous, and privately protected areas:

Land management is largely within provincial, territorial and Indigenous government jurisdiction in Canada. Therefore, a new cost-shared funding model for protected areas planning, establishment and management is needed to incent action in all regions of the country, as follows:

- \$120 million per year ongoing to support protected area planning, establishment and management by provincial, territorial and Indigenous governments.
- \$20 million per year for five years to support conservation/land-use planning to determine what areas should be protected to conserve biodiversity and ecosystem services in the long term.
- \$50 million per year ongoing for NGOs and others to protect private lands.<sup>14</sup>
- \$100 million one-time investment to support the resolution of third party rights to enable protected areas establishment.

We suggest the federal government provide up to:

- 100% of funding to support Indigenous governments
- 50% of funding for provincial, territorial governments
- 50% of funding for privately protected areas.



Photo: Tim Foster

<sup>13</sup> This would support the creation of national parks in the South Okanagan-Similkameen, the Flathead Valley, and Northeastern region of BC, as well as the Manitoba Lowlands and one additional park. It would support new National Wildlife Areas in the NWT (Edehzhie), and the Saskatchewan Grasslands, and provide funding to acquire land or other third party rights for the Bruce Peninsula, Grasslands and other federal protected areas.

<sup>14</sup> This \$50M per year, ongoing, includes renewal of the Natural Areas Conservation Program (NACP). The GBC's support for four complementary programs (some of whose funding is scheduled to sunset in 2018 or 2019) - HSP, AFSAR, NWCF, and NAWMP - is primarily addressed in the Complementary, Cross-Cutting Recommendations section of this document.



## 2. Federal leadership and collaboration:

\$3 million/year on-going to support collaboration among government and non-government partners.



## 3. Connectivity Strategy:

\$3 million per year for three years to develop a nationwide strategy to maintain or restore ecologically connected landscapes and waterscapes, as required under the international targets. This is particularly important to enable species to shift and move in response to climate change.



## 4. Citizen engagement:

\$10 million per year ongoing for a leveraged fund to engage citizens in Canada's work to protect more land and inland waters. This cost-share program would enable NGOs and others to leverage additional financial capacity from philanthropic and other sources to engage in land protection.<sup>15</sup>

## PROTECTING THE OCEAN

In 2016 the IUCN World Conservation Congress passed a motion encouraging the protection of at least 30% of the world's marine environments by 2030,<sup>16</sup> recognizing the growing scientific consensus that this is what is needed to conserve healthy oceans.

Unfortunately, Canada has fallen far behind many other nations in the establishment of marine protected areas and must escalate the effort to engage stakeholders, governments and Indigenous communities to negotiate agreements and legally designate areas.

Canada has committed to protect at least 10% of its marine environment by 2020 and to substantially exceed this level of protection by 2030. This commitment will help realize Canada's contribution to the United Nations Aichi Targets for marine protection and as well as obligations under Canada's *Oceans Act* and Canada's *Oceans Strategy*.

Marine protected areas can also help Canada achieve a broad range of additional goals and commitments including those under the United Nations Sustainable Development Goal 14, endangered and threatened species protection and recovery as required under the *Species at Risk Act*, and objectives related to reconciliation with Indigenous people.

To live up to this commitment, Canada must invest in expanded marine protection work.



Photo: Jeffrey Deng

<sup>15</sup> Note that we are recommending a similar engagement program for ocean protection.

<sup>16</sup> IUCN World Conservation Congress 2016, Motion 053 <https://portals.iucn.org/congress/motion/053>





Photo: Spencer Watson

## **Focus: Accelerating Progress on High Value Marine Protected Areas**

Jurisdictional complexity in Canada's oceans means that many different agencies must be engaged in consultation and decision making associated with marine protected areas. Each agency must have adequate capacity to engage in the planning, assessment and designation process to ensure a timely marine protected area network outcome.

In recent years, the lack of capacity, engagement, and participation by some federal agencies has resulted in delays, and in some cases, a complete lack of progress on the establishment of marine protected areas. Sufficient funding must be provided to accommodate the required interagency management and decision-making processes.

Planning associated with marine protected areas must include a high level of consultation and engagement. Capacity in the form of staff, travel, and meeting budgets must be enhanced to facilitate effective and timely consultation processes so that protection measures are effective, and durable.

In summary, significant capacity investments are required to facilitate a more effective consultation, assessment and designation process for establishing marine protected areas.

The Green Budget Coalition recommends a federal investment of approximately \$360 million by 2020 to achieve 10% protection by 2020 while planning for and advancing a long term plan, as well as about \$170 million annually post 2020 (as detailed below), to deliver on this long term plan.

### **Recommended investments:**

**Overall investment of \$363 million over three years (2018/19 to 2020/21); \$2 billion to 2030**



#### **1. Developing new governance arrangements and policy tools**

(e.g. upgrading legal and policy framework, supporting co-governance arrangements), to advance marine spatial planning (MSP) for Canada's oceans) – \$25M per year for 5 years (2018-2023). This investment will help maximize the contribution of conservation efforts by situating MPA network planning within a broader framework that considers the full range of human uses and values over the long-term.



#### **2. MPA network planning, establishment and management**

##### **a. Fisheries and Oceans Canada – Bioregional MPA network planning, establishment and management**

- i. Five bioregions where planning is underway – \$25M over three years (2018 to 2021) followed by \$15M per year ongoing

- ii. Remaining seven bioregions – \$35M over 3 years (2018 to 2021) then ramping up to \$21M per year ongoing

**b. Parks Canada Agency**

- i. Proposed NMCAs currently underway – \$35M over three years (2018 to 2021), then \$25M per year ongoing
- ii. New NMCA proposals to complete system by 2030 (14 new sites) – \$145M over three years (2018 to 2021) then \$70M per year, ongoing

**c. Environment and Climate Change Canada (Canadian Wildlife Service)**

- i. Developing a clear plan for marine NWA – \$1.5M/year for two years (2018 to 2020)
- ii. Implementing the plan – new marine NWA
  - a) 15 new sites from 2020-2025 – \$15M in 2020/21, \$30M/year from 2021 to 2025
  - b) Plus additional 15 sites 2025-2030 – \$60M/year on-going

**3. Citizen and stakeholder engagement – a leveraged fund to engage citizens in Canada's work to protect more ocean.<sup>17</sup>**

This cost-share program would enable NGOs to leverage additional financial support, build greater capacity and broaden their reach – \$10M per year ongoing

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<sup>17</sup> Note that we are recommending a similar program for protecting land and inland waters.