



Pathway to Canada Target 1: Ontario's experience with assessing candidate areas



2018 Ontario Land Trust Alliance Gathering

Protected Areas Section, MNRF
October 18, 2018

Learning Outcomes

- Provide a status update on the national Pathway to Canada Target 1 initiative
- Outline the definitions and criteria used to assess candidate areas for eligibility to report towards Canada Target 1
- Share lessons learned and key opportunities and barriers to reporting private conservation lands

Outline

- Pathway to Canada Target 1 Initiative
 - Biodiversity targets for terrestrial areas and inland water
 - Goals of Pathway to Canada Target 1 initiative
 - Current status
- Assessing candidate areas
 - Approaches Ontario has taken to assessments
 - Key Considerations
 - Results of assessments to date
- MNRF Barriers and Opportunities Project
 - Overview
 - Lessons learned
 - Barriers
 - Opportunities



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Canada's Biodiversity Targets

- Since 1992, Canada has been a party to the United Nations *Convention on Biological Diversity* (199 party nations worldwide)
- In 2010, Canada and the other parties agreed to adopt the *Strategic Plan for Biodiversity 2011-2020*, including 20 global biodiversity targets ("Aichi targets")
- In 2015, Canada released *2020 Biodiversity Goals and Targets for Canada*, a suite of 19 national targets based on the Aichi targets



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Canada Target 1



- Canada Target 1 is linked to Aichi Target 11
- Unique as the only quantitative Canada biodiversity target



Canada Target 1

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

Protected Area

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 (IUCN, 2008).

Privately Protected Area

A protected area as defined by IUCN but under private governance i.e. individuals and groups of individuals, non-governmental organizations, corporations, for-profit owners, research entities such as universities/field stations, or religious entities (IUCN, 2014).

Other Effective Area-based Conservation Measure

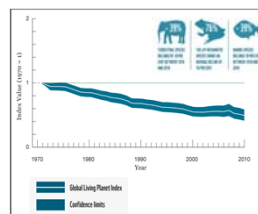
A geographically defined space, not recognised as a protected area, which is governed and managed over the long-term in ways that deliver the effective and enduring in-situ conservation of biodiversity, with associated ecosystem services and cultural and spiritual values (IUCN, 2017).

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Value of Protected & Conserved Areas Targets

- As global biodiversity loss advances, establishment and management of protected areas is a cornerstone of maintaining the diversity of life on Earth
- Protected and conserved areas maintain key habitats, provide refugia, allow for species migration and movement, and ensure the maintenance of natural processes across the landscape
- In general, plant and animal populations are larger and more species are found inside protected areas, compared to unprotected areas
- *Ontario's Biodiversity Strategy* (2011) includes:
 - Target 13: By 2020, at least 17 per cent of terrestrial and aquatic systems are conserved through well connected networks of protected areas and other effective area-based conservation measures

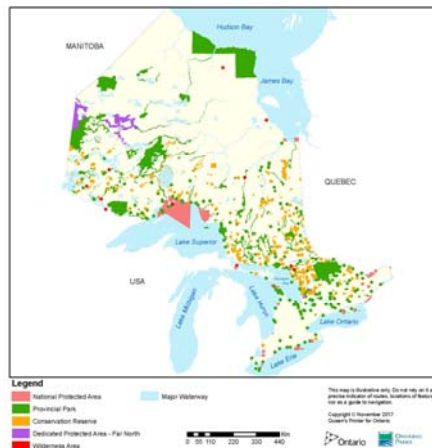


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Protected Areas Currently Reported in Ontario

- Provincial system:
 - 335 provincial parks (6.9%)
 - 295 conservation reserves (1.4%)
 - 9 Far North Act dedicated protected areas (1.1%)
 - 11 wilderness areas (<0.1%)
- Other designations:
 - 42 national protected areas (1.3%)
 - Other protected areas not currently counted (e.g. private, municipal, Indigenous, agencies, land trusts and individual land stewards)
- **Total area: 11.5M ha (10.7% of province):**
 - Provincial: 10.2M hectares (9.4%)
 - Federal: 1.4M hectares (1.3%)

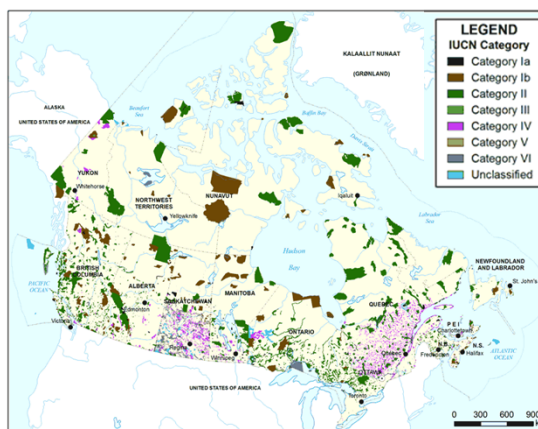


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Protected Areas Currently Reported in Canada

- **10.6%** of Canada's terrestrial and inland waters reported as protected
- **10.7%** reported in Ontario
- "Other effective area-based conservation measures" (OECMs) are yet to be counted
- Protected areas under Indigenous and private governance are under-reported



Source: Canadian Protected Areas Status Report, 2012-2015

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Pathway to Canada Target 1



- April 2016: Federal, Provincial, Territorial, Indigenous working group embarks on **Pathway to Canada Target 1** ('Pathway') initiative to develop a plan to reach Canada Target 1 by 2020
- Parks Canada and Alberta Parks co-lead a National Steering Committee (NSC) and Ministers agree to respond to NSC recommendations
- Pathway work informed by three advisory bodies*:
 - National Advisory Panel (NAP)
 - Indigenous Circle of Experts (ICE)
 - Local Government Advisory Group (LGAG)
- Ontario has been actively involved in the Pathway process:
 - NSC member, ICE representative, technical paper co-writers, local government engagement, report development



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Pathway to Canada Target 1



PATHWAY PRIORITIES

Through the Pathway process, pan-Canadian priorities emerged to address biodiversity conservation and achieve Canada Target 1:

1. Indigenous Reconciliation and Enhanced Partnerships

- Indigenous peoples, perspectives involved in all aspects of Pathway
- Emphasis on Indigenous rights, responsibilities, authorities and priorities
- ICE report "*We Rise Together*" makes recommendations on Indigenous Protected and Conserved Areas (IPCAs)

2. Full System Accounting

- Count a full range of protected areas and OECMs toward the target
- Recognize areas owned / managed by a broad range of collaborators (public, private, Indigenous)
- Consistent national accounting framework

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Pathway to Canada Target 1



PATHWAY PRIORITIES (continued)

3. Expansion of Protected and Conserved Area Systems

- Growth of protected and conserved area networks on Crown and private land
- Broad spectrum of collaboration across new and diverse sectors (including governments, Indigenous peoples, municipalities, private and non-profit organizations)
- Connect to broader societal goals and priorities (e.g. health, economy)

4. Conservation Outcomes

- Focus on qualitative elements to ensure protected and conserved area systems protect the right areas in the right ways (e.g. ecological representation, connectivity, integration within broader landscape)
- Effective and equitable management
- Ongoing system evaluation and reporting

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Current Status



June 28, 2018 – Federal/Provincial/Territorial Pathway Ministers met and released public Ministers' Declaration:

1. Acknowledged recommendations of the ICE and NAP:
 - ICE Report: "*We Rise Together*" (March 27, 2018)
 - NAP Report: "*Canada's Conservation Vision*" (June 15, 2018)
2. Announced receipt of draft Pathway "conservation tools":
 - Draft definitions for protected areas and other effective area-based conservation measures, Canadian accounting system for protected and conserved areas, IPCAs
3. Confirmed \$500M federal "Nature Fund" to match protection investments
4. Outlined upcoming Pathway commitments:
 - Release Pathway Report "*One with Nature*", including refined conservation tools (Fall 2018)
 - Share jurisdictional plans for protected and conserved areas among Ministers (End 2018)
 - Reconvene to discuss collective progress and further measures needed (Spring 2019)

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National Advisory Panel (NAP)

- Members of industry, environmental not-for-profits, Indigenous communities and academia from across Canada
 - Indigenous and non-Indigenous
- NAP report "*Canada's Conservation Vision*" published March 23, 2018:
 - Includes 38 recommendations for short-term actions to reach target, and long-term biodiversity conservation actions
 - Emphasizes that conservation strategies must reflect regional conditions, benefits and challenges (environmental, social, economic)
 - Recommends establishment of a new nature conservation architecture, supported by adequate funding and involving partnerships with Indigenous peoples
 - Proposed new structure and funding model will encourage action and partnerships with Indigenous, provincial, territorial, and municipal governments, NGOs, academic institutions, industry, and individual Canadians



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Indigenous Circle of Experts (ICE)

- Core group of Indigenous leaders from across Canada, and officials from federal, provincial and territorial jurisdictions:
 - Ontario members: Curtis Scurr (Assembly of First Nations), Pamela Perreault (Forest Stewardship Council), Elaine Hardy (Government of Ontario)

ICE report "*We Rise Together*" Published March, 2018:

- Includes 28 recommendations spanning six themes (reconciliation, shared benefits, holistic and integrated stewardship approaches, capacity building, funding)
- Introduces IPCAs and calls for recognition and establishment
- Outlines principles to support government efforts to meet global biodiversity targets by respecting Indigenous rights, Treaties and the United Nations Declaration on the Rights of Indigenous Peoples



IPCAs:

"Areas where Indigenous governments lead in protecting and conserving lands and waters through Indigenous laws, governance, and knowledge systems"

Key IPCA Elements:

- Indigenous led, with a range of partnerships
- Long-term, multi-generational commitment to conservation
- Indigenous rights and responsibilities to respect lands and waters
- Spectrum of potential governance, use, partnerships



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Part II: Assessing Candidate Areas

Definitions and criteria used to assess candidate areas for eligibility to report towards Canada Target 1

Aichi Target 11 Areas - Canadian Reporting
Template for Protected Areas and OECMs



Basic information	
Name of site	
Designation	
Province/Territory	Ontario
Year of establishment /	
Designated	
Area (ha)	
Management authority	For 111 governments, provide government, department and division/branch
Explanation of management authority	Give precise description of management authority in very simple or not used
Conservation type	Choose one from list
Legal basis /	
Protections	Give precise description of legal basis or non-enforcement in very simple or not used
Establishment of legal	Give precise description of legal basis or non-enforcement in very simple or not used
basis / mechanism(s)	Give precise description of legal basis or non-enforcement in very simple or not used
Conservation	Give precise description of legal basis or non-enforcement in very simple or not used
Summary of description /	Summarize in a sentence or two the purpose and contribution to
Indigenous, social	in-situ conservation of biodiversity
and cultural values	

Part A Instructions: Assessing Effectiveness

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PAs & OECMs: Commonalities and Differences

	Protected Area	OECM
Commonalities	Clearly defined boundaries	
	Protect biodiversity year-round and is long-term	
	Difficult to reverse	
	Recognized by governing authorities	
	Managed for in-situ conservation of biodiversity	
Difference	Effective means to control all activities likely to negatively impact biodiversity	
	Primary objective of biodiversity conservation 	Effective at delivering the <i>in-situ</i> conservation of biodiversity, regardless of objectives 

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Guidance on Identifying PAs and OECMs

- The International Union for the Conservation of Nature (IUCN) advises the CBD and leads international guidance on identifying protected areas and OECMs for over 200 countries, and encourages the development of regional guidance.
- In Canada, the Canadian Council on Ecological Areas (CCEA) has led the development of regional guidance consistent with IUCN recommendations.
- OECM guidance is in draft form.
- Updated CCEA guidebook under review.
- Working towards common guidance from Pathway, CCEA and NCC.



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CCEA Tool and Assessment Criteria (draft):

	Sufficiently effective to report as a PA or OECM	May or may not be sufficiently effective to report as a PA or OECM	Not sufficiently effective to report as a PA or OECM
Geographical Space	Green	Yellow	Red
Effective Means	Green	Yellow	Red
Long-Term	Green	Yellow	Red
Dedicated	Green	Yellow	Red
Timing	Green	Yellow	Red

An area must meet all criteria. Any reds indicate that an area should not be reported. If initial assessment indicates yellow, then additional information is required to allow for selection of red or green.

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CCEA Tool and Assessment Criteria (draft):

	Sufficiently effective to report as a PA	May or may not be sufficiently effective to report as a PA	Sufficiently effective to report as an OECM	May or may not be sufficiently effective to report as OECM	Not sufficiently effective to report as a PA or OECM
Scope of Objectives					
Primacy of Objectives					
Governing Authorities					
Biodiversity Conservation Outcomes					

An area is only assigned to a PA management category when it meets all of the PA criteria

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Subsurface Resource Screening:

Subsurface resource rights often provide for surface-based industrial access, and to resource extraction if a viable resource is discovered

- IUCN:
 - Recommends that all PAs be free of environmentally damaging industrial activities and infrastructure development
 - In case of conflict, priority must be given to nature conservation
- CCEA:
 - Best practice – subsurface rights should not be granted in PAs.
 - Minimum standard – disturbance to the biotic zone is limited by law, policy or other means such as agreements
 - Provides a tool to help screen sites

Effectiveness at preventing the <u>granting</u> of subsurface resource rights	Effectiveness at preventing the <u>exercise</u> of subsurface resource rights	Effectiveness at preventing <u>impacts on</u> conservation values

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Case Study: Big Boyd/Chiminis Island Kawartha Land Trust

Step 1

Criteria	Assessment input
Geographical Space	Boundary mapped
Effective Means – 1	Power to exclude
Effective Means – 2	Compelling
Long-term	Yes
Dedicated	High degree of difficulty to remove/change. EcoGift Program.
Timing	Year round

Step 2

Criteria	Assessment input
Scope of Objectives	Objective consistent with in-situ conservation of biodiversity
Primacy of Objectives	Environmental Protection is the priority
Governing Authorities	Kawartha Land Trust
Biodiversity Conservation Outcomes	Effective and enduring conservation of unique ecosystems occurring with monitoring and restoration activities

Assessment outcome:
Protected Area
Category II – National Park (439 ha)



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Case Study 2: Queen's University land holding (Biological Station)

Step 1

Criteria	Assessment input
Geographical Space	Boundary mapped
Effective Means – 1	Power to exclude
Effective Means – 2	Authority excludes or manages activities incompatible with in-situ biodiversity conservation
Long-term	Yes
Dedicated	High degree of difficulty to remove/change
Timing	Year round

Step 2

Criteria	Assessment input
Scope of Objectives	Objectives consistent with in-situ conservation of biodiversity but with a range of use and management
Primacy of Objectives	Research and teaching are the primary objectives but are not in conflict with biodiversity. Conservation secondary
Governing Authorities	Queen's University
Biodiversity Conservation Outcomes	Managed as a university research and teaching facility but conservation outcomes for biodiversity are positive

Assessment outcome:
OECM



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Ontario Land Trust Alliance Assessments:

Area	Governance	Assessment outcome
Lee Nature Reserve	Land Conservancy for Kingston, Frontenac, Lennox and Addington	Protected Area; Category Ia
Big Boyd/Chiminish Island	Kawartha Land Trust	Protected Area; Category II
Schipper property (Gamiing Nature Centre)	Kawartha Land Trust	Protected Area; Category III
Boyne River School Property	Bruce Trail Conservancy	Protected Area; Category III
Pinnacle Rock	Bruce Trail Conservancy	Protected Area; Category III
Cape Dundas Nature Reserve	Bruce Trail Conservancy	Protected Area; Category III
Taylor Property	Bruce Trail Conservancy	Protected Area; Category III
Lyal Island	Ontario Nature	Protected Area; Category 1a
Petrel Point	Ontario Nature	Protected Area; Category 1a
Speyside Sanctuary	Ontario Heritage Trust (Ownership) Bruce Trail Conservancy (Management)	Protected Area; Category III
Farmer Property	Ontario Heritage Trust (Ownership) Hamilton Region Conservation Authority (Stewardship)	Protected Area; Category III
Laird Property	Ontario Heritage Trust (Ownership) Bruce Trail Conservancy (Management)	Protected Area; Category III
Willoughby Property	Ontario Heritage Trust (Ownership) Credit Valley Conservation Authority (Stewardship)	Protected Area; Category III

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Reporting:

- Qualified areas can be submitted to the national database
 - Canadian Protected and Conserved Areas Database (CPCAD) managed by Environment Canada (previously CARTS managed by CCEA)
 - Data Schema
 - Detailed with 30 fields
 - Requires spatial information (e.g. ArcGIS shapefile)
- Calls for data will be sent to the Deputy Minister
- Annual reporting with a fall deadline
- Reporting to the public in winter

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Part III: Lessons Learned, Barriers and Opportunities

Lessons learned and key opportunities and barriers to reporting private conservation lands



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Exploring Barriers and Opportunities Project

- MNRF commissioned study
- Toward recognition and reporting beyond federal and provincial government protected areas
- Focussed on private and local government potential PAs and OECMs not currently reported



Collaborators engaged :

- | | | |
|--|--------------------------------------|---|
| • Cities (3): Vaughan, Sudbury, Burlington | • Halton Region | • Conservation Authorities (5): Hamilton; Halton; Toronto and Region; Nottawasaga Valley; Credit Valley |
| • Ontario Nature | • Niagara Escarpment Commission | • Land trusts (3): Kawartha; Halton; Kingston-Frontenac |
| • Ontario Land Trust Alliance | • Royal Botanical Gardens (Hamilton) | |
| • Niagara Escarpment Parks and Open Space System council | • Cootes to Escarpment EcoPark | |
| • Bruce Trail Conservancy | • Queen's University | |

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Exploring Barriers and Opportunities Project

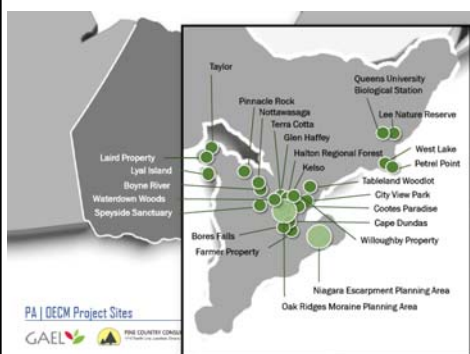
- PA-OECM assessments
 - 28 properties and 2 land use planning areas
 - Used a survey to acquire relevant information from land managers, supplemented by online materials and followed by phone conversations
 - Assessments based on both IUCN and CCEA criteria
- Barriers and Opportunities workshop
 - Pre-workshop package circulated to ensure similar foundations
 - Group discussions focused on the vision for PAs/OECMs, barriers, opportunities and recommendations
 - Positive workshop with strong engagement

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Exploring Barriers and Opportunities Project

PA-OECM assessment outcomes (based on draft guidance)



Classification	Area
3 PA; Category Ia (Strict Nature Reserves)	417 ha
2 PA; Category II (National Parks)	873 ha
13 PA; Category III (Natural Monument)	863.3 ha (range 4.9 to 196)
1 PA; Category IV (Habitat/Species Management Areas)	600 ha
19 PA	2753.3
1 OECM	3300
10 did not qualify	

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Lessons Learned:

- Conservation practitioners are appreciative of provincial involvement
- Most qualified areas are screening as PAs, not OECMs
- Assessment outcomes are the same regardless if:
 - Applying IUCN vs. CCEA criteria (in Ontario context)
 - Conducted by MNRF staff or commissioned consultants
- Areas are relatively small on a provincial scale but play a huge role in protecting ecosystems and species in Canada
 - Some small parcels protect globally rare ecosystems and/or dozens of species at risk

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Barriers:

- Resourcing requirements limit the assessments that can be done
 - Time required to gather and interpret materials
 - Training is essential
- Data management can be a major challenge given the large number of privately owned sites across the province
 - Conservation Authorities alone hold 6,400 properties
- Some assessments are complex with multiple and fragmented land ownership patterns and overlapping legislation and policies
- Challenges associated with assessment of smaller areas that are poorly documented
- Lack of clear incentives for reporting qualified areas

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Opportunities:

- Promote inter-agency coordination and collaboration among partners to assess and report candidate sites.
- Undertake assessments:
 - Of lands held by academic and religious institutions
 - In batches based on case studies
- Engage Indigenous communities on potential IPCAs.
- Recognition for Areas of Connectivity that do not qualify as PA or OECM.
- Identify and record “near miss” areas that do not quite qualify but could if circumstances or policies change.
- Demonstrate the benefits of reporting areas as PAs or OECMs

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Questions & Comments



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Appendix

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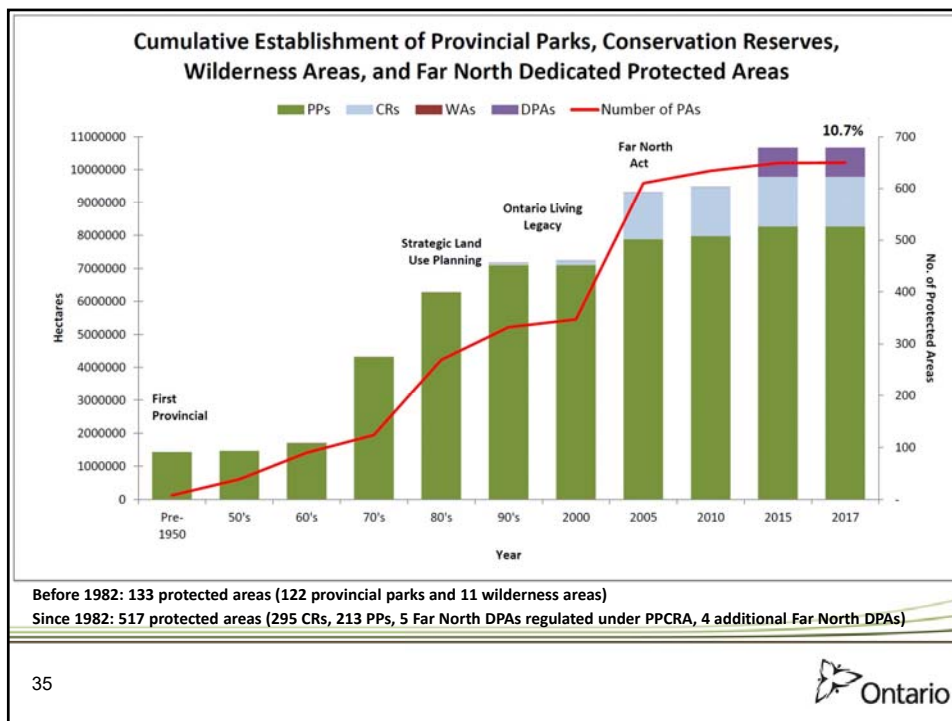


Ontario's Provincial Protected Area System

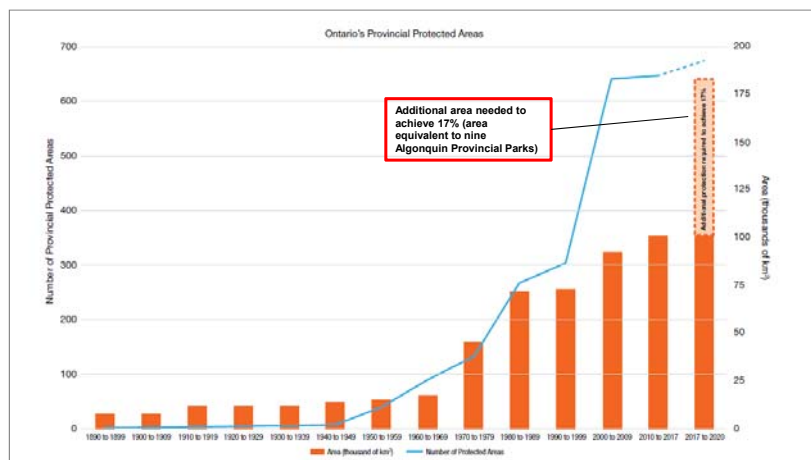
Provincial Protected Area	Number	Hectares	% of Province
Regulated Provincial Park	335	7,420,816	6.9%
Far North Dedicated Protected Area - Regulated under PPCRA	5	349,481	0.3%
Regulated Conservation Reserve	295	1,515,630	1.4%
Far North Dedicated Protected Area - Non-regulated	4	879,970	0.8%
Wilderness Area (stand alone)	11	838	<0.1%
Total Provincial Protected Area	650	10,166,735	9.4%

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Growth Required to Achieve 17% in Ontario (protected areas & other effective area-based conservation measures)



**Adapted from ECO 2017 Environmental Protection Report