



ONE WITH NATURE

A Renewed Approach to Land and
Freshwater Conservation in Canada

A Report of Canada's Federal, Provincial and Territorial Departments
Responsible for Parks, Protected Areas,
Conservation, Wildlife and Biodiversity



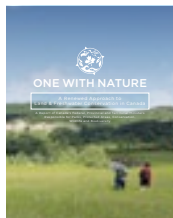
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Executive Summary

One with Nature: A Renewed Approach to Land and Freshwater Conservation in Canada¹ presents pan-Canadian opportunities jointly developed by federal, provincial and territorial governments to support progress towards achieving the terrestrial and inland water components of Canada Target 1, the first of Canada's 19 biodiversity goals and targets. Canada Target 1 states:

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



Currently, approximately 10.5 percent of Canada's terrestrial area (about 1 million square kilometres of land and freshwater) is formally protected by federal, provincial or territorial jurisdictions. The solutions associated with protecting enough additional terrestrial area to achieve Canada Target 1 rely on collaboration and collective action. To begin the process, federal, provincial, territorial and local governments, in partnership with First Nations and Metis, came together in December 2016 to launch an initiative known as Pathway to Canada Target 1.

The focus of their discussion was how to protect an additional minimum of 6.5 percent of Canada's land and freshwater to reach at least 17 percent by 2020.

Canada's success in achieving this target—and conserving biodiversity over the long term—depends not only on protecting enough habitat to support viable populations of all species, but on protecting the right areas so that protected and conserved areas can function together as an ecological network. It also depends on cooperation across jurisdictional boundaries and the integration of our economic and conservation interests.

The approach created through the Pathway is a starting point. It will evolve with time as all parties—federal, provincial, territorial and local governments, Indigenous Peoples and representative organizations, industry and other conservation partners—work together nationally and within their respective jurisdictions to achieve a shared vision for biodiversity conservation, and as they consider the recommendations of the National Advisory Panel and Indigenous Circle of Experts.

¹Québec is not tied to this report. Québec has taken note of the 2020 Biodiversity Goals and Targets for Canada, but has not adhered to them because, by virtue of its responsibilities, it develops its own instruments to implement the UN Convention on Biological Diversity and to contribute to the achievement of the Aichi Targets. Québec sets its own conservation priorities and timelines on its territory, and collaborates with the federal government and the provinces and territories when deemed necessary. Québec does not participate in the Pathway to Canada Target 1 initiative, but it contributes to the pan-Canadian effort by achieving an identical target for the creation of protected areas on its territory and its inland water by 2020.

As the federal, provincial and territorial departments responsible for parks, protected areas, conservation, wildlife and biodiversity, we have framed our conservation approach around four collective priorities and corresponding potential actions that address three key challenges to biodiversity conservation: protecting the right amount of habitat, protecting the right spaces, and protecting them in the right ways.

The four collective priorities are:

1. Expand the systems of federal, provincial and territorial protected and conserved areas.
2. Promote greater recognition and support for existing Indigenous rights, responsibilities, and priorities in conservation.
3. Maximize conservation outcomes.
4. Build support and participation for conservation with a broader community.

These four priorities and their corresponding potential actions lay the groundwork for achieving long-lasting protection of at least 17 percent of Canada's terrestrial and inland waters by 2020.

In June 2018, Ministers committed to work with Indigenous Peoples to further explore the concept of Indigenous protected and conserved areas (IPCAs) as well as to clarify their contributions to Canada Target 1 and to Indigenous cultural and conservation priorities. While they acknowledged the importance of collective priorities and corresponding potential actions, they also recognized that individual federal, provincial and territorial jurisdictions will undertake separate efforts that best suit their unique contexts and needs. For example, the Government of the Northwest Territories (GNWT) and the Government of Yukon (YG) recognize Indigenous governments in the NWT and Yukon both as landowners who control significant natural resources and as partners in shaping the future of the NWT and Yukon.

It is important to note that jurisdictional approaches with respect to Indigenous engagement will be varied. We recognize that under section 92 of the Constitution Act, 1982, the management and sale of public lands belonging to the provinces and territories (PT) is under PT jurisdictional responsibility. Just as jurisdictions will have varying priorities and capabilities for engagement, the specificity of lands, waters, territories, identity, language, culture, histories, circumstances, legal frameworks, socio-economic issues and other factors will also vary with respect to different groups within the First Nations, the Inuit, and the Metis Nation (the Metis Nation call this a distinction-based approach). Accordingly, the jointly developed pan-Canadian federal, provincial and territorial approach to support progress towards achieving Target 1 recommends that Indigenous collaboration consider the principles of Ethical Space as an open dialogue in which jurisdictions can support meaningful, respectful and cross-cultural discussion, in which Indigenous knowledge systems are considered alongside western science.

The time is right for all Canadians to embrace a collaborative approach to biodiversity conservation— one that:

- recognizes the integral role of Indigenous Peoples as leaders in conservation, and respects the rights, responsibilities, and priorities of First Nations, Inuit and Metis Peoples;
- looks for cooperation across jurisdictional boundaries, is holistic and ecosystem-based, and includes local governments and other partners in conservation;
- considers climate change, ecosystem processes and services, and their associated scales and rates of change; and

- provides opportunities for local conservation economies such as sustainable tourism and recreation, fosters appreciation for nature and Indigenous culture, and promotes active and healthy lifestyles.

Finally, we believe that our approach should complement all of Canada's 2020 Biodiversity Goals and Targets so that biodiversity can be conserved alongside thriving, sustainable economies and all species, including humans, can flourish over the long-term. Below is a summary of the opportunities outlined in this report that represent our pan-Canadian jointly developed approach and options to support progress towards achieving Canada Target 1.

Approach to Supporting Achievement of Canada Target 1:

Priority 1: Expand the Systems of Federal, Provincial and Territorial Protected and Conserved Areas.

As responsible federal, provincial and territorial departments, we will seek opportunities to:

- 1.1 Implement—and where possible, enhance—our protected areas establishment programs, plans and strategies in recognition of the importance of protected areas to achieve Canada Target 1.
- 1.2 Assess our candidate protected areas and Other Effective Area-Based Conservation Measures (OECMs) by taking into account the pan-Canadian standards to areas within our respective jurisdictions in recognition of the contribution these areas make to Canada Target 1.
- 1.3 By 2019, develop and implement a renewed pan-Canadian accounting system for Canada Target 1 that is based on accepted pan-Canadian standards for protected areas, OECMs and IPCAs and that include an audit function.
- 1.4 Work with Indigenous Peoples and representative organizations to develop pan-Canadian standards for reporting on IPCAs within the accounting system. As part of this process, IPCAs may also be recognized as contributing to Canada Target 1, either as protected areas, OECMs or a unique new category (to be determined).

Priority 2: Promote Greater Recognition and Support for Existing Indigenous Rights, Responsibilities, and Priorities in Conservation.

As responsible federal, provincial and territorial departments, we will seek opportunities to:

- 2.1 Work with Indigenous Peoples and representative organizations to confirm their participation in pan-Canadian efforts toward Canada Target 1.
- 2.2 Support the recognition of IPCAs domestically as areas that contribute to the conservation of biodiversity and support the rights, responsibilities, and priorities of Indigenous Peoples in Canada in ways that respect existing federal, provincial and territorial government legislation, policies and practices; and in a manner and form consistent with treaties, comprehensive land claim and self-government agreements.
- 2.3 Support employing the proposed pan-Canadian guidance, essential elements and partnership



Protected areas foster healthy connections with nature (Wabikimi Provincial Park).

models of the IPCA concept offered by the Indigenous Circle of Experts as a starting point for developing standards and approaches for recognizing a Canadian spectrum of IPCAs (Appendix 4).

- 2.4 Encourage all governments and conservation partners to consider ways to support the realization of IPCAs in different contexts, including through legislative and policy options, capacity development, and community-based initiatives such as Indigenous Guardians and on-the-land programs.
- 2.5 Work with Indigenous Peoples and representative organizations to co-create a renewed expert body—and other collaborative mechanisms as appropriate (e.g., provincial, territorial or regional forums)—to support Indigenous Peoples and their partners in recognizing and establishing IPCAs.
- 2.6 Work with Indigenous Peoples and representative organizations to ensure federal, provincial and territorial protected areas and

OECMs are created and managed in ways that respect the rights, responsibilities, and priorities of Indigenous Peoples and in a manner and form consistent with treaties, comprehensive land claim agreements, self-government agreements and other applicable agreements.

Priority 3: Maximize Conservation Outcomes.

As responsible federal, provincial and territorial departments, we will seek opportunities to:

- 3.1 Work together to design and implement coordinated, connected, representative and effective networks of protected and conserved areas throughout Canada, recognizing that this will be a long-term endeavour and will not be complete by 2020. This priority recognizes the central role these networks play as natural solutions to climate change and biodiversity loss.


- 3.2 By 2019, develop pan-Canadian criteria and indicators for monitoring, tracking and reporting progress on the qualitative elements of Canada Target 1 that build upon existing initiatives, where possible, as well as on evolving international and domestic research and guidance. This priority will address representative terrestrial, freshwater and wetland ecosystems throughout Canada.
- 3.3 By 2019, work together and with partners, including non-governmental organizations (NGOs), to develop a “conservation toolbox” that comprises best practices, planning tools, methods and technologies that can be shared broadly to promote biodiversity conservation throughout Canada.
- 3.4 Work together and within each jurisdiction to identify and address barriers and gaps to achieving the qualitative elements of Canada Target 1. Collaborative efforts to address these barriers and gaps will consider biodiversity conservation needs at a range of scales.

Priority 4: Build Support and Participation for Conservation with a Broader Community.

As responsible federal, provincial and territorial departments, we will seek opportunities to:

- 4.1 Continue the Pathway to Canada Target 1 initiative until at least 2020.
- 4.2 Continue and expand Pathway to Canada Target 1 partnerships through appropriate pan-Canadian and regional mechanisms that build on existing committees and advisory bodies from the Pathway initiative and that provide opportunities to involve a wider array of governments, stakeholders and contributors.

- 4.3 By 2020, advance cross-cultural competency training for federal, provincial and territorial governments—and expand professional development offerings to other conservation partners—to foster collaboration in conservation.
- 4.4 Work together with partners and supporters, including Indigenous Peoples, private land owners, land trusts, industry and local governments—both at a national scale and within our respective jurisdictions—to achieve shared goals for protecting and conserving biodiversity in a spirit of collaboration, reconciliation, sustainable economic growth citizen engagement and global stewardship.
- 4.5 Work across sectors and all levels of government (federal, territorial, provincial and local) as well as with Indigenous Peoples on conservation and climate change initiatives, including Canada’s Climate Change Adaptation Platform, in recognition that protected and conserved area networks play a significant role in pan-Canadian efforts to address climate change.
- 4.6 By 2020, diversify our public communication practices to improve the sharing and cross-promotion of conservation stories that encourage positive action and stewardship.
- 4.7 By 2019, support local governments’ direct involvement in the Pathway initiative to explore the role that urban parks and conservation areas can play in achieving Canada Target 1, and engage urban Canadians (who make up more than 80 percent of the population) in biodiversity conservation.



Neultin Lake Provincial Park is within the traditional territory of Northlands Denesuline First Nation and Sayisi Dene First Nation. The Dene and other Indigenous Peoples continue to use this area for hunting, trapping and fishing, and will continue to exercise their Indigenous rights within the park.

Rouge National Urban Park is a protected area that is part of the urban landscape.



Introduction

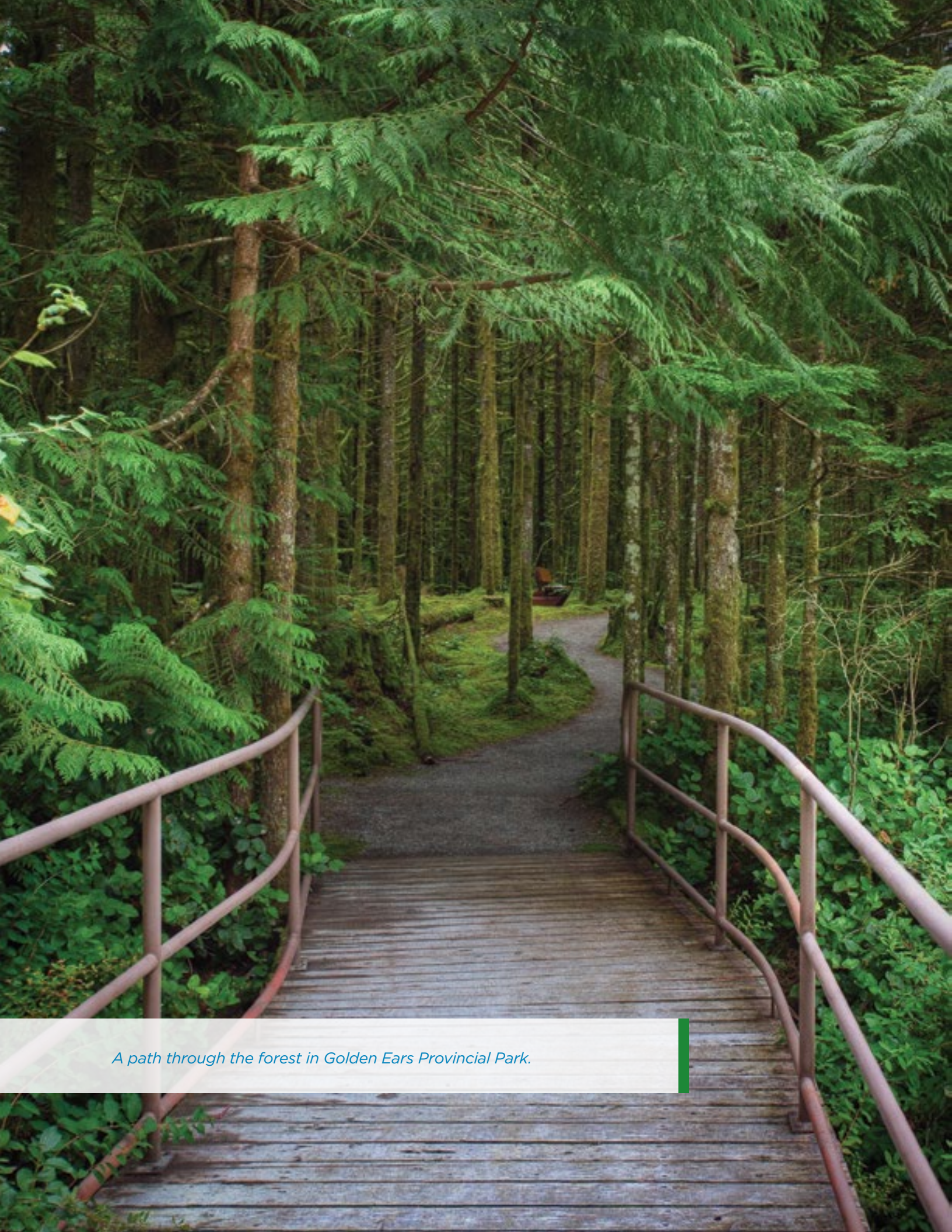
Canadians are privileged to enjoy a country rich in natural spaces. As the second-largest nation in the world, Canada has vast, healthy natural areas. Over millennia, these spaces have been inextricably connected to the cultures and livelihoods of First Nations, Inuit and Metis Peoples. These connections still hold true today and resonate with all who call Canada home.

Canada's protected areas play a vital role in conserving the biodiversity of these natural spaces in the face of population growth, urbanization, industrial development and global climate change (Margules and Pressey 2000). Protected areas safeguard ecosystems and wildlife habitat, help mitigate the effects of climate change, help us adapt to the effects of climate change, provide us with ecosystem services (such as clean water and air), provide opportunities for tourism and recreation, and foster healthy connections with nature that improve the quality of our lives (Canadian Parks Council Climate change Working Group 2013, Environment and Climate Change 2016). Protected areas also provide valuable opportunities to support reconciliation and renewed relationships between Indigenous and non-Indigenous peoples, and with the lands and waters on which we all depend.

As federal, provincial and territorial departments responsible for parks, protected areas, conservation, wildlife and biodiversity, we have a deep appreciation for our responsibilities to protect and conserve Canada's natural spaces while also considering sustainable economic growth. This

report outlines a set of priorities, opportunities and tools to support collaborative progress to establish coordinated, connected, representative and effective networks of protected and conserved areas throughout Canada that, together, will serve as the cornerstone for biodiversity and nature conservation for generations to come.

We remain committed to working together, in accordance with each government's jurisdiction and priorities, to contribute to progress towards terrestrial and inland water components of one of Canada's national biodiversity commitments, Canada Target 1. This target states that, *"By 2020, at least 17 percent of terrestrial areas and inland water, and 10 percent of marine and coastal areas, are conserved through networks of protected areas and other effective area-based conservation measures."* Success in achieving this target—and in conserving biodiversity over the long term—depends not only on protecting the right amount of habitat, but on protecting the right spaces in the right ways.



A path through the forest in Golden Ears Provincial Park.



Taking time to connect with nature at Crystal Crescent Beach Provincial Park in Nova Scotia.

Thanks in part to the Pathway to Canada Target 1 initiative, this work is already underway. This renewed approach to land and freshwater conservation builds on a set of shared principles² and includes a series of potential actions to create representative, connected, effective conservation networks that are integrated into the wider Canadian landscape. These jointly developed pan-Canadian opportunities provide guidance for an approach to work towards Canada Target 1 and beyond while recognizing that jurisdictions will continue to determine the efforts that are appropriate to their unique contexts and needs.

We look forward to building on the growing momentum of our efforts as we work together across all levels of government, with Indigenous Peoples, land owners, the private sector, industry and all Canadians—to increase both the quantity and quality of protected and conserved areas in Canada. As we move from the planning phase into the

implementation of the Pathway to Canada Target 1 initiative, we will continue to be guided by our commitment to support progress towards Canada Target 1 while respecting priorities within individual jurisdictions and the spirit and practice of reconciliation with Indigenous Peoples. Our approach is intended to reflect the existing rights, responsibilities, and priorities of Indigenous Peoples. It will weave western science and Indigenous knowledge systems together in the spirit of ethical space—a unifying concept that supports meaningful and respectful cross-cultural dialogue, deliberation, discovery and decision-making.

²The shared principles of the Pathway to Canada Target 1 are:

1. **Reconciliation**—Recognition and support of Indigenous rights and responsibilities
2. **Respect**—Accommodation of different perspectives, experiences, values and priorities
3. **Inclusiveness**—Active outreach and engagement of all relevant sectors
4. **Collaboration**—Maximization of complementarity and coordination of effort
5. **Transparency**—Openness in all facets of the initiative, including assumptions, plans, decisions, actions and results
6. **Innovation**—Active curiosity and willingness to consider creative solutions
7. **Evidence-Based Decisions**—Grounded in western science and Indigenous knowledge systems

ETHICAL SPACE

Pathway to Canada Target 1 National Steering Committee

The concept of ethical space was introduced to the Pathway initiative through Dr. Reg Crowshoe, a Blackfoot Cultural and Spiritual Advisor and member of the National Advisory Panel (NAP). In June 2017, Dr. Crowshoe and Elder Larry McDermott led Pathway committees in an opening Pipe Ceremony to demonstrate the intent to collaborate and co-create an ethical space to work together over the course of the following year. For some members of the committees, the Pipe Ceremony was new and unknown, but it was with open hearts that we participated.

The impact of the ceremony resonated throughout the Pathway and created a dedication to a shared commitment that has grounded our work. The Pipe Ceremony committed members of the Pathway initiative to a process of interwoven written and oral systems wherein Indigenous knowledge systems and western science are equal and valid. Through this ceremony, we recognize ethical space as gift and continue to learn and understand the ways in which we can continue to do good work together within the shared space.

Through Dr. Crowshoe's teachings, and the insights of the Indigenous Circle of Experts (ICE) Co-chair Danika Littlechild, we have come to understand and embrace the concept of ethical space as a venue for Indigenous and non-Indigenous peoples to meaningfully interact with one another in mutual respect of our distinct worldviews and knowledge systems, in order to collaborate, co-create solutions, and achieve common ground. We acknowledge we have more to learn on ethical space, though we understand it is not a new teaching. Instead, it reflects the historic way of engagement between

Indigenous Peoples and settler society at the signing of the first treaties, which were founded in mutual respect and co-existence. The responsibility is on us all to re-create this shared space, which in some cases has been forgotten and undermined over the last 150 years.

Our co-created ethical space recognizes the new legislative and policy framework that has shifted in recent years. This framework, which includes established international and Canadian principles and laws as well as provincial and territorial authorities and processes, including treaties, land claim and self-government agreements, creates the space for Indigenous and non-Indigenous peoples to contribute equally and meaningfully in decision-making processes. Within this ethical space, we can work towards our Canada-wide commitment for the greater recognition and support of Indigenous rights, responsibilities, and priorities in conservation while addressing the dark legacies in some protected areas through meaningful acts of reconciliation.

Ethical space was applied throughout the Pathway in a variety of ways, and significantly through creating space for ceremony and Indigenous decision-making protocols in key meetings and milestones. A closing ceremony led by Elders in March 2018 concluded the work of the ICE and NAP, validating their reports through ceremony and transferring the knowledge contained within the reports to the co-lead Ministers and Pathway jurisdictions to consider, use and apply. This commitment to consider and apply this knowledge is captured within this report and in the hearts of all members of the Pathway.



Members of the Pathway to Canada Target 1 National Steering Committee, National Advisory Panel and Indigenous Circle of Experts participating in the June 2017 Pipe Ceremony.

Through this ceremony, we assumed the responsibility passed to us and internalized the shared commitment that we've made to one another in this ethical space.

The adoption of ethical space is a step towards the paradigm shift that is necessary to enable us to advance our shared conservation objectives, address our challenges ahead and build a long-term commitment to biodiversity conservation. By entering into a space where dual systems of knowledge can meet each other with respect and integrity, we were enabled to go beyond our expectations in building partnerships and strong solutions in all aspects of the Pathway, strengthening our process overall.

Ethical space has respectfully challenged our approaches and 'ways of knowing', and through guidance and protocols, we have a better understanding of how our knowledge systems become stronger through mutual recognition. Taking steps towards a paradigm shift comes with challenges and we acknowledge that we must remain humble and reflect on our internalized practices to continue as good partners in our shared journey. It is through these experiences that we recognize ethical space as a gift which has relevance extending beyond the Pathway and we hope to share this concept responsibly with others and continue to practice it in the work ahead.

Vision and Priorities for Canada

As federal, provincial and territorial departments responsible for parks, protected areas, conservation, wildlife and biodiversity, we present the following vision for Canadian biodiversity conservation. This vision, which focuses on supporting the achievement of Canada Target 1 while also supporting all *2020 Biodiversity Goals and Targets for Canada*, sets the direction for the collective priorities and potential actions presented in this report.

VISION

In the spirit and practice of reconciliation, Canada conserves its natural diversity in interconnected networks of protected and conserved areas for the enduring benefit of nature and future generations, through collective efforts in the Pathway to Canada Target 1 and beyond.

We will achieve this vision through a federal-provincial-territorial collaboration and a Canada-wide commitment to reconciliation and a flexible approach that considers respective jurisdictional priorities while also recognizing the rights, responsibilities, and priorities of Indigenous Peoples and their longstanding leadership in conserving lands and waters in ways that benefit all Canadians.

Accordingly, we will respect the unique rights and responsibilities of First Nations, Inuit and Metis—and honour commitments made in treaties, comprehensive land claim agreements, self-government agreements and other agreements as required—in our collective efforts to conserve biological and cultural diversity in Canada.

We are committed to working together and with other partners and supporters—both nationally and within our respective jurisdictions—to achieve our shared goals for protecting and conserving biodiversity through an integrated network of protected and conserved areas in a spirit of pan-Canadian collaboration, citizen engagement and global stewardship.

We are dedicated to two principal tasks:

1. Advancing progress towards Canada Target 1 by 2020 through our respective strategies and priorities.
2. Improving biodiversity conservation outcomes: We will develop, implement and share innovative strategies and methods to maximize the conservation outcomes of a growing, representative network of protected and conserved areas, now and over the longer term.

Through our collective efforts, Canada will be recognized in the global community as a responsible steward, proactive leader and reliable partner in biodiversity and environmental protection and conservation.



Young First Nations boys prepare to dance in a clam garden restoration celebration during a 2016 BioBlitz event held on Sidney Island (Gulf Islands National Park Reserve).

Background

International Biodiversity Commitments

In 2010, at the 10th meeting of the Conference of the Parties to the Convention on Biological Diversity (CBD) in Nagoya, Aichi Prefecture, Japan, nearly 200 countries around the world, including Canada, adopted a Strategic Plan for Biodiversity. The plan included 20 global biodiversity targets, which together became known as the Aichi Targets. Each party to the convention agreed to work toward achieving these by 2020.

Of these targets, Aichi Target 11 focuses on conserving biological diversity through protected areas and other measures. It states:

“ *By 2020, at least 17 percent of terrestrial and inland water areas, and 10 percent 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 landscape and seascape (Convention on Biological Diversity 2010).*

”

Parties to the CBD recognized that protected areas are a proven method for safeguarding habitats, species and ecosystem services, and as such, should serve as the foundation of national biodiversity strategies (Margules and Pressey 2000).

However, protected areas alone cannot ensure the full ecological representation and well-connected systems for which Aichi Target 11 calls. For this reason, parties to the CBD included the term “other effective area-based conservation measures” (OECMs) in the target. This term recognizes that some areas not currently recognized and reported as protected areas may still contribute to the effective and sustained conservation of biodiversity. Since then, the international community has been working on guidance to define, identify, recognize and report on OECMs (International Union for Conservation of Nature World Commission on Protected Areas 2017).

CANADA'S BIODIVERSITY COMMITMENTS

Canada and the other parties to the CBD were encouraged to develop their own national targets using the 20 Aichi Targets as a guide.

In response, in 2015, Canada's federal, provincial³ and territorial governments developed a suite of four medium-term goals and 19 related targets. These are known as the *2020 Biodiversity Goals and Targets for Canada (Government of Canada 2015)*. Covering issues that range from protecting species at risk to promoting sustainable forestry to connecting Canadians to nature, these mutually reinforcing goals and targets are vital elements of Canada's approach to long-term biodiversity outcomes. They describe results that are meant to be achieved through the collective efforts of diverse players (from both the public and private sectors) whose actions and decisions have an impact on biodiversity.

CANADA TARGET 1 AND THE PATHWAY INITIATIVE

In the *2020 Biodiversity Goals and Targets for Canada*, Aichi Target 11 was adapted as Canada Target 1 in recognition of the central role that protected areas and OECMs play in a comprehensive strategy for conserving biodiversity.

Canada Target 1 states: "By 2020, at least 17 percent of terrestrial areas and inland water, and 10 percent of marine and coastal areas, are conserved through networks of protected areas and other effective area-based conservation measures" (Government of Canada 2015).

As the solutions associated with achieving Canada Target 1 rely on collaboration and collective action, responsible deputy ministers came together in December 2016 to launch a federal, provincial, and territorial initiative known as Pathway to Canada Target 1. This initiative, which was co-chaired by the federal Minister of Environment and Climate Change and the Alberta Minister of Environment and Parks—and coordinated through Parks Canada and Alberta Parks—addresses the terrestrial and inland water dimensions of this target⁴ (Government of Canada 2017a). Fisheries and Oceans Canada is leading Canada's efforts toward the coastal and marine dimensions of Canada Target 1.

³Québec is not tied to this report. Québec has taken note of the 2020 Biodiversity Goals and Targets for Canada, but has not adhered to them because, by virtue of its responsibilities, it develops its own instruments to implement the UN Convention on Biological Diversity and to contribute to the achievement of the Aichi Targets. Québec sets its own conservation priorities and timelines on its territory, and collaborates with the federal government and the provinces and territories when deemed necessary. Québec does not participate in the Pathway to Canada Target 1 initiative, but it contributes to the pan-Canadian effort by achieving an identical target for the creation of protected areas on its territory and its inland water by 2020.

⁴The marine and coastal component of Canada Target 1 is planned through a separate process led by the Minister of Fisheries, Oceans and the Canadian Coast Guard in collaboration with the provinces, territories, Indigenous Peoples and other stakeholders.

THE PATHWAY INITIATIVE'S KEY PLAYERS

The three main bodies associated with the Pathway initiative were the National Steering Committee, the National Advisory Panel, and the Indigenous Circle of Experts. The initiative also benefited from advice provided by a wider range of groups, including a series of cross-jurisdictional technical committees, a Local Government Advisory Group⁵ and the Canadian Parks Council.

The National Steering Committee coordinated the consideration of government perspectives (including local government), with the participation of First Nations and Metis and provided oversight and direction for the Pathway initiative.

The National Advisory Panel was formally launched on June 7, 2017. Representing perspectives from Indigenous Peoples, land trusts, conservation non-governmental organizations, industry, academia and youth, ministers mandated the panel to (Government of Canada 2017b):

“provide recommendations reflecting a broad spectrum of perspectives, based on the best available science and traditional knowledge on how governments, non-governmental organizations and Canadians could collectively achieve Canada Target 1 through coordinated and connected networks of protected and conserved areas throughout the country that could serve as the cornerstone for biodiversity conservation for generations to come”

From June 2017 to February 2018, the panel sought input from a range of sources. This input, in conjunction with the panel's wide breadth of experience and expertise, led to a series of recommendations on how to achieve Canada Target 1 and promote biodiversity conservation in Canada over the long-term (National Advisory Panel 2018). The panel presented its report to ministers in March 2018.

The Indigenous Circle of Experts was formed to produce recommendations and guidance on how Indigenous protected and conserved areas could be realized in Canada and contribute toward Canada Target 1 in the spirit and practice of reconciliation (Government of Canada 2017c). This committee also provided expert advice and perspectives on other elements of the Pathway to Canada Target 1. Members included a core group of Indigenous experts from across Canada and officials from federal, provincial and territorial jurisdictions.

The work of the Indigenous Circle of Experts began in March 2017, and commenced more formally in June 2017 through a pipe ceremony that included members of the National Steering Committee and National Advisory Panel. In addition to its regular meetings, the Indigenous Circle of Experts also hosted a series of four regional gatherings that provided opportunities for broader input into its recommendations and report. The report was finalized through a closing ceremony and publicly released in March 2018 (Indigenous Circle of Experts 2018).

⁵The Local Government Advisory Group is a group of local government representatives from across Canada that was created through the Pathway to Canada Target 1 initiative to provide recommendations on how best to involve local governments in delivering on Canada Target 1 and participating in a pan-Canadian network of protected and conserved areas.

Through the work of the Indigenous Circle of Experts and Dr. Reg Crowshoe of the National Advisory Panel, the concept of ethical space was gifted to the Pathway initiative and applied in a collaborative manner by the three main Pathway bodies. Ethical space served as a foundational concept for all aspects of the Pathway to Canada Target 1. It reflects our shared commitment to reconciliation and respectful relationships with Indigenous Peoples—a commitment that will continue to be integral to our work to help achieve Canada Target 1, and to biodiversity conservation in Canada over the long term.

The collective efforts of all those involved in the Pathway initiative over the past year have culminated in our collaborative approach to supporting progress towards Canada Target 1 by 2020. As the Pathway initiative proceeds and we implement our approach in anticipation of 2020—and as more partners engage and we develop additional strategies—we feel confident that momentum will continue to build and our approach will continue to evolve.

Federal, provincial and territorial Pathway partners recognize and thank the National Advisory Panel and Indigenous Circle of Experts for their dedication, hard work and insight over the past year. Their advice and recommendations have informed the preparation of this report and will be invaluable in guiding the Pathway to Canada Target 1 and the conservation of biodiversity over the long term.

REFLECTIONS: INDIGENOUS VOICES ON THE PATHWAY

*Chloe Dragon Smith (NAP) and Steven Nitah (ICE),
with contributions from other Indigenous voices of the Pathway.*

As individuals and as members of unique Indigenous nations across this nation of nations, each with its own set of cultural traditions, languages and worldviews, our experiences and reflections along the Pathway to Canada Target 1 have been diverse. Through our diversity, there have been many commonalities too, that stem from a shared experience with most Crown governments and settler society.

For instance, in most cases the effects of the colonization and subjugation of our peoples included the displacement and disconnection to the lands and waters that became parks and 'protected areas'. These processes have become common threads that deeply bind us in mistrust of relationships with Crown governments and settler society. It is with this history that we entered into the Pathway process to co-create a new future with the expectation that through this process, we would be met with good faith.

Along the Pathway there were signs that pointed towards glimmers of a shifting paradigm—fundamental changes in approaches to land protection in Canada. The Regional Gatherings and our respective committee meetings informed our reports with the insights and teachings coming from the deep wells of Indigenous systems of knowledge from Indigenous leaders across the country.

A focal point of Canada's assimilation policies was to take away Indigenous nations' and individuals' responsibilities for their territories and communities, and so one of

the major transformative moments for us was when we shifted towards a discussion on retaking responsibility along with rights. The responsibilities which we hold as Indigenous peoples strongly connected to the land and our ancestors are both powerful and empowering. Regaining responsibility for stewarding and managing our lands for governing our peoples is fundamental to moving forward, and so informed our thinking that came out through the recommendations and other ways in the reports.

An essential teaching came from Elder Reg Crowshoe when he talked to us about ethical space. Elder Crowshoe articulated a vision many of us have long held: Indigenous and settler society working together across worldviews in a shared and reciprocal space. With the freedom that came with his framing, we were given an opportunity for healing and genuine dialogue towards a shared vision. This vision includes governing our territories in the spirit and application of reconciliation, rooted in appropriate recognition and respect, and in accordance with Indigenous and natural laws. The ethical space that we have co-created in the Pathway process has been invaluable and has set a new standard for any meaningful collaboration in the future. It gave us real hope for a future where we can implement our responsibilities to the land.

Ceremony was a central component along the Pathway and helped create a spiritual dimension to ethical space. It allowed us all—Indigenous and otherwise—to access our hearts, repeatedly and consistently throughout this process. Whether at

Regional Gatherings or the Opening or Closing Ceremony that brought together Elders, Indigenous and non-Indigenous members of the Indigenous Circle of Experts (ICE) and National Advisory Panel (NAP), and officials from federal, provincial and territorial governments, entering into ceremony culturally and spiritually validated the important work we have been doing. Ceremony connects us all to the foundations of significant and essential paradigm shifts required to create a better tomorrow for all Canadians that is rooted in respect for one another and our relationships with the natural world.

One of the meaningful offerings that we have to share in the discussion of biodiversity conservation is our worldviews and deep understanding of land and water as a holistic being. So many discussions also took place around caring for the lands and waters in the way our ancestors did. Land use planning as a tool can help us achieve that in a modern sense. Use of this tool, informed by Indigenous worldviews which are part of our shared responsibilities, will be essential to success moving forward. Land use planning is a powerful tool which if articulated and asserted through Indigenous worldviews as rooted in natural laws, can lead to sustaining and regenerating healthy and sustainable ecosystems and people. It can bring people together and help remind us of how important the land is to each and every one of us.

As we end this leg of the journey along the Pathway, we know that it is through Indigenous leadership in conservation that Canada can achieve Target 1, and advance biodiversity conservation, and most importantly, heal relationships with land and each other in Canada. The ICE and NAP

processes, through the broader Pathway, have helped articulate that successful conservation requires a commitment to reconciliation and must honour Indigenous values and aspirations for the land and waters. As a result, any advances in conservation that emerge from this process will be meaningful and significant to Indigenous and non-Indigenous Canadians.

Moving ahead, we are hopeful all levels of governments will take the time needed to reflect on their existing approaches to conservation and how best to implement our recommendations through ethical space in our country. In order to achieve any conservation objectives, we see the need for a fundamental shift in Canada in regards to how biodiversity conservation is framed and implemented, especially through parks and protected areas. We call upon all future government processes to meet the standard of collaboration and respect between Crown and Indigenous governments that has been set through the Pathway process.

By respecting, supporting, and expanding Indigenous-led conservation initiatives, Crown and Indigenous governments can move closer to reconciliation as well as advance the conservation of biodiversity that we all agree is needed for the survival of all life on Earth. Our ancestors' teachings tell us the work we do today in protecting Mother Earth is not for us but for all our children and the generations to come. This Pathway process is just that, a journey toward reconciliation leading to a stronger Canada, and more importantly as we rise together leaving a legacy for all our children we can be proud of.



● *Antelope Hill Provincial Park in Alberta was created through a private land donation.*

● *Snow Geese in Bylot Island Migratory Bird Sanctuary in Nunavut.*



Our Approach

This approach is a starting point. It will evolve over time and as all parties (federal, provincial, and territorial governments, Indigenous Peoples and representative organizations, local governments and other conservation partners) consider the recommendations of the National Advisory Panel and Indigenous Circle of Experts.

The approach includes four priorities and a series of corresponding potential actions designed to address three key challenges to biodiversity conservation in Canada. The three challenges are:

- **protecting the right amount of habitat** to support viable populations of all species;
- **protecting the right areas** so protected and conserved areas can function as a representative ecological network, not simply as “islands of green;” and
- **managing areas in the right way**—a way that looks for cooperation across jurisdictional boundaries, and respects natural boundaries where possible.

Our four collective priorities are as follows:

1. Expand the systems of federal, provincial and territorial protected and conserved areas.
2. Promote greater recognition and support for existing Indigenous rights, responsibilities, and priorities in conservation.
3. Maximize conservation outcomes.
4. Build support and participation for conservation with a broader community.

We developed these priorities and their corresponding potential actions (detailed below) as our approach to supporting progress towards achieving Canada Target 1, but they also complement and support all of the *2020 Biodiversity Goals and Targets for Canada*. While we acknowledge the collective support for these priorities and corresponding potential actions, we also recognize and respect that individual federal, provincial and territorial jurisdictions may adapt these potential actions or undertake separate efforts, according to their unique contexts and needs. This process should also consider collaboration with broader community including industry, conservation organizations, and the support of Canadians.

We recognize that approaches of jurisdictional engagement with Indigenous Peoples will be varied. Just as respective local jurisdictions will have varying priorities and capabilities for engagement, the specificity of lands, waters, territories, identity, language, culture, histories, circumstances, legal frameworks, socio-economic issues and other factors will also vary with respect to different First Nations, the Metis Nation and the Inuit.



Indigenous camp in the Ts'ude niline Tu'eyeta proposed protected area, Sahtu Region, NWT.

Priority 1: Expand the Systems of Federal, Provincial and Territorial Protected and Conserved Areas

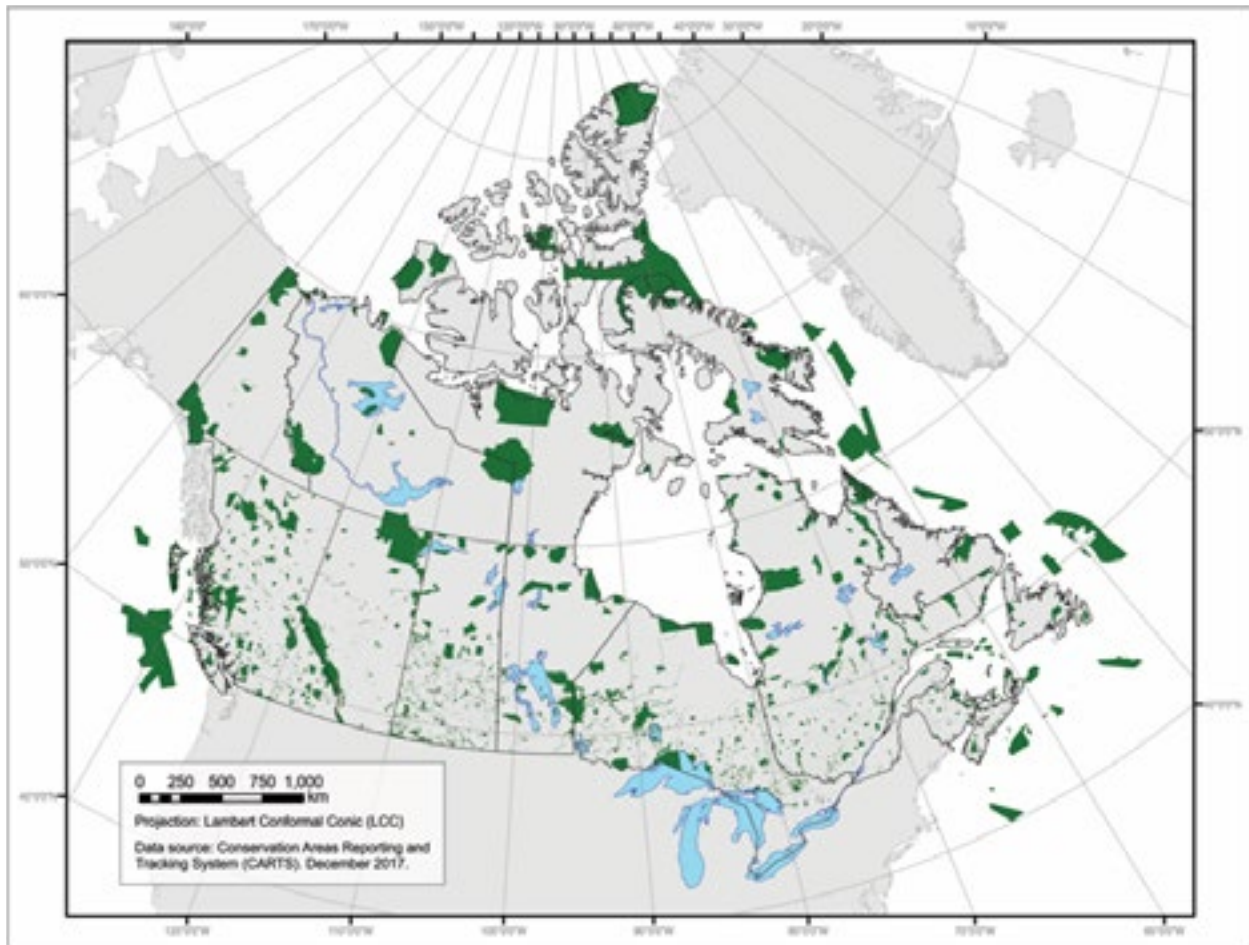
Federal, provincial and territorial protected areas account for approximately 95 percent of all protected terrestrial and inland water areas currently reported in Canada. The remaining five percent currently reported consist of Indigenous-managed areas, private conservation areas, and other types of protected areas (Conservation Areas Reporting and Tracking System 2016).

Notwithstanding the fact that the participation of a range of partners is integral to achieving Canada Target 1, we believe that as federal, provincial and territorial governments, we must continue to play a central role in creating new protected and conserved areas for biodiversity conservation. FPT governments therefore need to be involved in the decision-making for land and

water management over much of the country⁶. As a result, FPT actions have a significant impact on long-term biodiversity conservation.

FPT governments have existing land and water management processes in place for establishing new protected areas. Collaborative processes to expand existing and establish new protected areas must respect the priorities of respective jurisdictions, as well as local conditions and relationships among Indigenous Peoples and local communities. Moreover, these processes must respect the rights, responsibilities, and priorities of Indigenous Peoples, and be consistent with treaties, comprehensive land claim and self-government agreements, and other agreements as required. Since the process for establishing protected areas may be different for each individual case, timing will vary across cases, and not all current protected area candidates will be completed by 2020. Where possible, federal, provincial and territorial governments will work to expand existing protected areas and establish new protected areas by 2020.

⁶Under section 92 of the Constitution Act, 1982, the management and sale of public lands belonging to the province is under exclusive powers of the provincial legislatures.



Map of protected areas currently contributing to Canada Target 1 (December 2017).

The pan-Canadian standard for other effective area-based conservation measures (OECMs) (see Appendix 2) recognizes the current draft definition of the International Union for Conservation of Nature (IUCN) (IUCN World Commission on Protected Areas 2017) and provides clear criteria for interpreting the definition in a Canadian context. Since the international guidance on OECMs is still evolving (as the CBD process unfolds, informed by the IUCN thinking), case studies and detailed guidance suitable for the pan-Canadian context will be developed.

To complement existing and new protected areas, we developed pan-Canadian standards for interim protected areas and OECMs through the Pathway to Canada Target 1 initiative. With this guidance, governments and conservation partners are able to report qualifying conservation lands that will be protected to applicable standards but have not yet reached formal establishment.

Further work is needed to develop pan-Canadian standards and guidance for recognizing areas conserved by Indigenous Peoples⁷ that provide effective long-term conservation of biodiversity. Similar to OECMs, this work will consider expert

⁷The Parties to the CBD and IUCN refer to areas conserved by Indigenous Peoples and local communities as “Indigenous Peoples’ and community conserved territories and areas”, or ICCAs (Kothari et al. 2012). “Indigenous protected and conserved areas” is used in this report to refer to the diversity of areas conserved by First Nations, Inuit, and Metis Peoples through the application of their laws, governance, and knowledge systems, often in collaboration with other governments and non-government partners.

advice and perspectives from the Pathway to Canada Target 1 initiative, and global thinking on territories and areas conserved by Indigenous Peoples. Most importantly, it will be carried out in partnership with Indigenous Peoples.

As an important complement to these standards, we have agreed on an approach to a renewed pan-Canadian accounting system that incorporates the full range of protected and conserved area types, including OECMs and IPCAs. The system will provide a transparent and efficient reporting process, include the full suite of eligible protected and conserved areas managed by governments and other conservation partners, and incorporate an audit function to ensure the integrity of reporting, support effective biodiversity outcomes, and maintain public confidence.

We hope that a renewed accounting system that recognizes a broader range of conservation partners' contributions to Canada Target 1 will motivate new partners to participate in and strengthen our collective efforts toward on-the-ground biodiversity conservation.

To expand upon the existing systems of protected and conserved areas, as responsible federal, provincial and territorial departments, we will seek opportunities to:

- 1.1 Implement—and where possible, enhance—our protected areas establishment programs, plans and strategies in recognition of the importance of protected areas to achieve Canada Target 1.
- 1.2 Assess our protected area and OECM candidates by taking into account the pan-Canadian standards to areas within our respective jurisdictions in recognition of the contribution these areas make to Canada Target 1.

- 1.3 By 2019, develop and implement a renewed pan-Canadian accounting system for Canada Target 1 that is based on accepted pan-Canadian standards for protected areas, OECMs and IPCAs, and that includes an audit function.
- 1.4 Work with Indigenous Peoples and representative organizations to develop pan-Canadian standards for reporting on IPCAs within the accounting system. As part of this process, IPCAs may also be recognized as contributing to Canada Target 1, either as protected areas, OECMs or a unique new category (to be determined).

More information can be found in the appendices on pan-Canadian standards for protected areas and interim protected areas (Appendix 1), OECMs and interim OECMs (Appendix 2), and the accounting system (Appendix 3).



A Metis sash.

“In the process of creating a Pathway to Canada Target 1, while specifically providing guidance for and honouring our international obligations to the Convention on Biological Diversity, Canada has already achieved much more. Indigenous Peoples and those who celebrate other identities, while sharing this land we know as Canada and Turtle Island, have lit a fire of shared governance through the use of ‘ethical space’ and ceremony for reconciliation with each other, the land and water. This is an important path of healing and shared responsibility for the next seven generations of all of our descendants and the rest of Creation.”

**Larry McDermott, Elder, Shabot
Obaadjiwan First Nation**

Priority 2:

Promote Greater Recognition and Support for Existing Indigenous Rights, Responsibilities, and Priorities in Conservation

In the current era of reconciliation, there is an opportunity for Canadians to more fully recognize the longstanding and ongoing contributions of First Nations, Inuit and Metis in conserving the country’s lands and waters. Indigenous Peoples across Canada are actively leading efforts to protect and conserve areas of importance through their own laws, customs and knowledge systems in ways not possible through federal, provincial and territorial government efforts alone.



Shúhtaot'ine Elder harvesting caribou at Nionep'ene? Tué, Naats'ihch'oh National Park Reserve.

These contributions have not always been recognized or respected. Moreover, the creation of many parks and protected areas has had negative impacts on Indigenous Peoples that continue to be felt today. Now more than ever, there is growing understanding of our country's colonial legacy, and the inherent rights and responsibilities of Indigenous Peoples to conserve areas necessary to support biological and cultural diversity. Efforts to achieve pan-Canadian priorities must proceed in ways that demonstrate a shift from past practices to ones that more fully recognize Indigenous Peoples as essential partners who have a shared interest in conserving lands and waters for future generations.

By promoting recognition of the rights, responsibilities, and priorities of Indigenous Peoples, including through IPCAs, significant progress can be made toward Canada's conservation targets while also contributing to a wider range of priorities that will benefit both Indigenous and non-Indigenous peoples in Canada. This is also an important step in overcoming legacies that persist in protected and conserved areas that have "dark histories" where meaningful acts of reconciliation are most needed.

Under Final Agreements, for the Yukon First Nations' land within their traditional territories, they: have the ability to create their own legislation to govern their own lands and resources, are partners in identifying and managing protected and conserved areas on territorial land and are partners in managing fish and wildlife populations. Yukon honours and works within Final Agreements and instruments found within these agreements. These agreements are legal agreements between the First Nations, the Government of Yukon and the Government of Canada.

To promote greater recognition and support for existing Indigenous rights, responsibilities, and priorities in conservation, as responsible federal, provincial and territorial departments, we will seek opportunities to:

- 2.1 Work with Indigenous Peoples and representative organizations to confirm their participation in pan-Canadian efforts toward Canada Target 1.

- 2.2 Support the recognition of IPCAs domestically as areas that contribute to the conservation of biodiversity and support the rights, responsibilities, and priorities of Indigenous Peoples in Canada in ways that respect existing federal, provincial and territorial government legislation, policies and practices; and in a manner and form consistent with treaties, comprehensive land claim and self-government agreements.
- 2.3 Support employing the proposed pan-Canadian guidance, essential elements and partnership models of the IPCA concept offered by the Indigenous Circle of Experts as a starting point for developing standards and approaches for recognizing a Canadian spectrum of IPCAs (Appendix 4).
- 2.4 Encourage all governments and conservation partners to consider ways to support the realization of IPCAs in different contexts, including through legislative and policy options, capacity development, and community-based initiatives, such as Indigenous Guardians and on-the-land programs.
- 2.5 Work with Indigenous Peoples and representative organizations to co-create a renewed expert body—and other collaborative mechanisms as appropriate (e.g., provincial, territorial or regional forums)—to support Indigenous Peoples and their partners in recognizing and establishing IPCAs.
- 2.6 Work with Indigenous Peoples and representative organizations to ensure federal, provincial and territorial protected areas and OECMs are created and managed in ways that respect the rights, responsibilities, and priorities of Indigenous Peoples in a manner and form consistent with treaties, comprehensive land claim agreements, self-government agreements and other applicable agreements.



Efforts to improve connectivity in Banff National Park include building overpasses that enable wildlife to safely cross the Trans-Canada highway.

For further information on IPCAs, including the IPCAs concept offered by the Indigenous Circle of Experts, see Appendix 4.

Priority 3: Maximize Conservation Outcomes

Ecologically functional networks of protected and conserved areas are considered an effective approach to conserving biodiversity (Bennett 1998, Crooks and Sanjayan 2006). Aichi Target 11 guidance proposes that these networks focus on “areas [that have] particular importance for biodiversity and ecosystem services, are conserved through effectively and equitably managed, ecologically representative and well-connected systems of protected areas and OECMs, and [are] integrated into the wider landscapes and seascapes” (Convention on Biological Diversity 2010). These characteristics are referred to as the qualitative elements⁸ of Canada Target 1, and will be a major focus of our work moving forward to 2020 and beyond.

Collectively, these elements aim to ensure that networks of protected and conserved areas protect the right places in the right ways to maximize biodiversity conservation outcomes.

International and domestic research and guidance on these qualitative elements is still evolving (e.g., Ervin et al. 2010, IUCN 2016, Stolton and Dudley 2016), and Canadian standards for them do not yet exist. Therefore, our efforts moving forward will involve applying the guiding principles of the Pathway initiative to develop standards and approaches that will be used to fulfill the qualitative elements of Canada Target 1.

To maximize conservation benefits for biodiversity through our work on the qualitative elements, as responsible federal, provincial and territorial departments, we will seek opportunities to:

- 3.1 Work together to design and implement coordinated, connected, representative and effective networks of protected and conserved areas throughout Canada, recognizing that this will be a long-term endeavour and will not be complete by 2020. This priority recognizes the central role these networks play as natural solutions to climate change and biodiversity loss.
- 3.2 By 2019, develop pan-Canadian criteria and indicators for monitoring, tracking and reporting progress on the qualitative elements of Canada Target 1 that build upon existing initiatives, where possible, as well as on evolving international and domestic research and guidance. This priority will address representative terrestrial, freshwater and wetland ecosystems throughout Canada.
- 3.3 By 2019, work together and with partners, including non-governmental organizations (NGOs), to develop a “conservation toolbox” that comprises best practices, planning tools, methods and technologies that can be shared broadly to promote biodiversity conservation throughout Canada.
- 3.4 Work together and within each jurisdiction to identify and address barriers and gaps to achieving the qualitative elements of Canada Target 1. Collaborative efforts to address these barriers and gaps will consider biodiversity conservation needs at a range of scales.

⁸Qualitative elements of Canada Target 1 include: Areas Important for Biodiversity and Ecosystem Services, Ecological Representation, Landscape Connectivity and Integration, Protected Area Management Effectiveness, and Equitable Management from a Local Community Perspective.

Monarch butterflies are vulnerable to climate change and habitat loss. Many partners are working together to conserve this species.



Priority 4: Build Support and Participation for Conservation with a Broader Community

Through the Pathway to Canada Target 1 initiative, we have benefited from respectful and productive collaboration across our jurisdictions and with Indigenous Peoples, industry, local governments and a host of experts and advisors. This needs to continue.

Continued outreach and cooperation among existing and new partners will enable conservation efforts, where possible, to follow “natural boundaries” in ways that will promote functioning and resilient ecosystems; support enduring advances in biodiversity conservation and consider sustainable economic growth.

To build support and participation for conservation with a broader community, as responsible federal, provincial and territorial departments, we will seek opportunities to:

- 4.1 Continue the Pathway to Canada Target 1 initiative until at least 2020.
- 4.2 Continue and expand Pathway to Canada Target 1 partnerships through appropriate pan-Canadian and regional mechanisms that build on existing committees and advisory bodies from the Pathway initiative and that provide opportunities to involve a wider array of governments, stakeholders and contributors.
- 4.3 By 2020, advance cross-cultural competency training for the federal, provincial and territorial governments—and expand professional

development offerings to other conservation partners—to foster collaboration in conservation.

- 4.4 Work together with partners and supporters, including Indigenous Peoples, private land owners, land trusts, industry and local governments—both at a national scale and within our respective jurisdictions—to achieve shared goals for protecting and conserving biodiversity in a spirit of collaboration, reconciliation, sustainable economic growth, citizen engagement and global stewardship⁹.
- 4.5 Work across sectors and all levels of government (federal, territorial, provincial and local) as well as with Indigenous Peoples on conservation and climate change initiatives, including Canada’s Climate Change Adaptation Platform, in recognition that protected and conserved area networks play a significant role in pan-Canadian efforts to address climate change.
- 4.6 By 2020, diversify our public communication practices to improve the sharing and cross-promotion of conservation stories that encourage positive action and stewardship.
- 4.7 By 2019, support local governments’ direct involvement in the Pathway initiative to explore the role that urban parks and conservation areas can play in achieving Canada Target 1, and engage urban Canadians (who make up more than 80 percent of the population) in biodiversity conservation.

⁹This Action Plan for Canada’s Parks Community (2018), a collaborative document that sets out complementary themes and principles to help grow the impact and benefits of parks and protected areas in Canada.



The Mount Stewart Marsh Wildlife Management Area in PEI includes fresh and saltwater marshes in the Hillsborough River watershed.

“In cooperation with other levels of government and local partners, Canada’s municipal governments reflect the priorities of everyday Canadians, every day. Protected areas in cities contribute significantly to the health and quality of life of a large number of Canadians, and to fostering an interest for biodiversity protection in future generations. Local driving forces are a considerable asset towards reaching our collective sustainability and biodiversity protection goals.”

Mike Walton, PhD, Senior Manager, Regional Parks, Victoria, B.C. (Member of the Local Government Advisory Group for Pathway to Canada Target 1)

The Path Forward to 2020 and Beyond

This report is the result of our efforts over the past year to develop the Pathway to Canada Target 1: our collective plan to build representative networks of protected and conserved areas throughout Canada that will serve as the cornerstone of biodiversity and nature conservation for generations. This work has involved:

- **building relationships** and trust and establishing a respectful way of exploring and reaching agreement among various parties and sectors;
- **analyzing substantial policy and technical issues** that need to be addressed to enable jurisdictions to help achieve Canada Target 1;
- **exploring innovative ideas** for responsible and effective protected area measures that can align with international definitions and standards while responding to unique Canadian needs, circumstances and priorities; and
- **reaching consensus** on our collective federal, provincial and territorial priorities and potential actions for supporting progress towards Canada Target 1.

The renewed approach to land and freshwater conservation described in this report reflects our shared desire as federal, provincial and territorial departments responsible for parks, protected areas, conservation, wildlife and biodiversity to improve biodiversity conservation outcomes and support progress towards achieving Canada Target 1.

Although some of our priorities and potential actions will take many years to fully realize, we are proud to have already achieved the following significant steps on our path to 2020 and beyond:

- agreement on pan-Canadian standards for protected areas and OECMs, as well as on interim protected areas and OECMs (these standards define which areas will be recognized and included in our reporting on Canada Target 1);
- agreement to recognize the concept of IPCAs as a type of area contributing to biodiversity conservation, and to adopt pan-Canadian guidance on IPCAs including, their essential elements, and partnership models, as a starting point for further collaboration with Indigenous Peoples and representative organizations; and
- agreement on a renewed pan-Canadian accounting system that will incorporate the full range of protected and conserved area types (including OECMs and IPCAs); provide a transparent and efficient reporting process; and incorporate an audit function to ensure the integrity of reporting, support effective biodiversity outcomes, and maintain public confidence.



Mount Carleton Provincial Park

PATH FORWARD

To support the implementation of all the priorities and potential actions detailed in this report, we are renewing the Pathway to Canada Target 1 initiative from now until at least 2020. As we move forward, we will continue to be guided by our collective vision and the Pathway to Canada Target 1 guiding principles. We will also continue to give full consideration to the complete range of advice and recommendations in the reports of the National Advisory Panel and Indigenous Circle of Experts, and to the spirit of ethical space in which they were received. We further commit to reconvening at the deputy ministers' level every six months, starting in fall 2018, to review our progress.

As federal, provincial, and territorial departments responsible for parks, protected areas, conservation, wildlife and biodiversity, we strongly believe that the time is right for all Canadians to embrace a collective approach to biodiversity conservation—one that:

- recognizes the integral role of Indigenous Peoples as leaders in conservation and respects the rights, responsibilities, and priorities of First Nations, Inuit and Metis Peoples;
- looks for cooperation across jurisdictional boundaries for approaches that are holistic and ecosystem-based, and includes local governments, industry, and other partners in conservation; and
- considers climate change, ecosystem processes and services, and their associated scales and rates of change.

Finally, we believe that our approach should complement all of Canada's 2020 Biodiversity Goals and Targets so that biodiversity can be conserved alongside thriving, sustainable economies, and so that all species, including humans, can flourish over the long-term.

Appendices

Appendix 1 Pan-Canadian Definition for Recognizing and Reporting on Protected Areas

Federal, provincial and territorial jurisdictions are supportive of the IUCN definition of a protected area (IUCN, 2008)¹⁰ and will recognize and report terrestrial and freshwater areas as protected areas when they meet all of the definition's elements:

"A clearly defined geographical space, recognised, dedicated and managed, through legal or other effective means, to achieve the long-term conservation of nature with associated ecosystem services and cultural values."

Furthermore, for recognition and reporting purposes given Canada's constitutional context, federal, provincial and territorial jurisdictions agree to the following interpretation of key terms¹¹:

legal or other effective means...

Protected areas must be "gazetted (that is, recognized under statutory civil law), recognized through an international convention or agreement, or else managed through other effective but non-gazetted means, such as through recognized

traditional rules under which community conserved areas operate, or the policies of established NGOs.¹²"

recognized...

Protected areas may fall within a spectrum of governance types, including governments (federal, provincial, territorial and local/municipal), shared, private individuals or organizations, Indigenous Peoples, and/or local communities.

long-term...

The intention for protected areas is to conserve them for the long-term¹³. For further clarity, "long-term" is understood to include instances where mechanisms for conservation do not allow for commitments in perpetuity (i.e., privately protected areas) but there is clear evidence of intent to maintain protection through renewal (protection should be in place by default, unless actively removed) or future adoption of more permanent mechanisms.

¹⁰The Convention on Biological Diversity (CBD), to which Canada is a signatory, defines a protected area as "a geographically defined area which is designated or regulated and managed to achieve specific conservation objectives." The IUCN definition is consistent with the CBD definition for a protected area. Tacit agreement exists between the CBD Secretariat and IUCN that the definitions are equivalent.

¹¹IUCN - World Conservation Congress resolution on "protected areas and other areas important for biodiversity in relation to environmentally damaging industrial activities and infrastructure development."

¹²Dudley, N., ed. 2008. Guidelines for Applying Protected Area Management Categories. Gland, Switzerland: IUCN. 86 pp. With Stolton, S., Shadie, P. and Dudley, N. (2013). IUCN WCPA Best Practice Guidance on Recognising Protected Areas and Assigning Management Categories and Governance Types, Best Practice Protected Area Guidelines Series No. 21. Gland, Switzerland: IUCN.

¹³ IUCN guidance on interpreting the definition for "long term": "Protected areas should be managed in perpetuity and not as short term or a temporary management strategy."

to achieve...

Protected areas require effective means to control activities that could have an impact on biodiversity. As a minimum, governing bodies must establish means to effectively exclude environmentally damaging industrial activities and infrastructure.

conservation of nature...

The overriding purpose of a network of protected areas is to increase the effectiveness of in situ biodiversity conservation. Individual protected areas can aim to conserve biodiversity as a whole or can have conservation objectives targeting single species or habitats, impose seasonal restrictions in order to achieve protection objectives (management category IV), or allow non-industrial sustainable activities to occur in a portion of the protected area (management category VI), provided that these activities do not negatively affect the overall conservation of nature. These areas may qualify as protected areas provided they are governed and managed with conservation as their primary goal, in ways that protect broader ecosystem components and processes year-round.

As part of Canada's accounting framework, Canada will track fully established, interim and candidate protected areas¹⁴. However, with respect to reporting against Canada Target 1, Canada will recognize and report fully established protected areas and interim protected areas where:

- there is a geographically defined area;
- there is a clear public commitment and intent to complete formal establishment as soon as possible; and
- there are interim protection measures in place that the governing body for conserving biodiversity has deemed effective and appropriate.

For clarity, areas that are intended to be protected areas but lack some of these attributes can still be recognized and tracked as candidate protected areas, but will not be included in international reporting.

¹⁴Québec will continue to track its protected areas using its Registre des aires protégées.

Appendix 2 Pan-Canadian Definition for Recognizing and Reporting on Other Effective Area-Based Conservation Measures (OECMs)

Parties to the Convention on Biological Diversity (CBD), including Canada, have negotiated and adopted at the 14th Conference of the Parties a definition and voluntary guidance for OECMs.

Recalling that the mission of CBD's Strategic Plan for Biodiversity, which includes the Aichi Targets, is to "take effective and urgent action to halt the loss of biodiversity...";

...acknowledging that protected areas are key elements of strategies to conserve biodiversity;

...recognizing that OECMs are needed, in addition to protected areas, to effectively advance biodiversity conservation;

...considering that the recognition of OECMs will broaden the range of partners contributing to conservation, raise awareness of opportunities, and encourage further area-based conservation actions; and

...considering Canada's specific constitutional context; i.e., that the establishment and management of protected and conserved areas in Canada is subject to the terms of treaties, land

claim agreements, self-government agreements, and other agreements with Indigenous Peoples, and legal obligations that flow from the rights of Indigenous Peoples that are recognized and affirmed by section 35 of the Constitution Act, 1982;

Federal, provincial and territorial jurisdictions¹⁵ will recognize and report areas as terrestrial and freshwater OECMs when such areas meet all elements of the following internationally-agreed to definition:

"a geographically defined area other than a Protected Area, which is governed and managed in ways that achieve positive and sustained long-term outcomes for the in situ conservation of biodiversity, with associated ecosystem functions and services and where applicable, cultural, spiritual, socio-economic, and other locally relevant values"

Furthermore, given the considerations above, for recognition and reporting purposes, federal, provincial, and territorial jurisdictions agree to the following interpretation of key terms:¹⁶

¹⁵Québec is not tied to this report. Québec has taken note of the 2020 Biodiversity Goals and Targets for Canada, but has not adhered to them because, by virtue of its responsibilities, it develops its own instruments to implement the UN Convention on Biological Diversity and to contribute to the achievement of the Aichi Targets. Québec sets its own conservation priorities and timelines on its territory, and collaborates with the federal government and the provinces and territories when deemed necessary. Québec does not participate in the Pathway to Canada Target 1 initiative, but it contributes to the pan-Canadian effort by achieving an identical target for the creation of protected areas on its territory and its inland water by 2020.

¹⁶Individual jurisdictions may choose to implement the definition using higher standards or best practices for one or more key elements of the definition, as appropriate to their specific context.

which is governed and managed...

OECMs are to recognize the same spectrum of governance types as protected areas as outlined by IUCN. These include governance by governments, shared governance, governance by private individuals or organizations, and governance by Indigenous Peoples and/or local communities.

positive...

OECMs require effective means to control activities that could impact biodiversity. As a minimum, governing bodies should establish means to effectively manage activities that would disturb biota and the biotic zone.

and sustained long-term...

The intention for OECMs is to conserve them for the long-term. For further clarity, the requirement of “long-term” is understood to include instances where mechanisms for conservation do not allow for commitments in perpetuity (e.g., requirement for regular land use plan reviews) but there is clear evidence of intent to maintain protection through renewal or future adoption of more permanent mechanisms.

In situ conservation of biodiversity...

OECMs are expected to contribute to the conservation of biodiversity as a whole. However, specific conservation measures for an area may target single species or subsets of biodiversity, or may impose seasonal restrictions, in order to achieve protection objectives. These areas may

qualify as OECMs, provided they are governed and managed in ways that protect broader ecosystem components and processes year-round.

As part of Canada's accounting framework, Canada will track fully established, interim and candidate OECMs. With respect to reporting against Canada Target 1, Canada will recognize and report fully established OECMs and interim OECMs with:

- a geographically defined area;
- a clear public commitment of intent to complete formal establishment (where possible, governing bodies should provide a timeline setting out the expectations for the conclusion of formal establishment); and
- interim protection measures that the governing body has deemed effective and appropriate for conserving biodiversity in a manner consistent with Canada's minimum OECM standards.

Areas that are intended to be OECMs but lack some of these attributes can still be recognized and tracked as candidate OECMs, but will not be included in international reporting.

As part of the next phase of Pathway work, jurisdictions will consider the application of common criteria and standards to ensure that OECMs support positive and sustained long-term outcomes for the in situ conservation of biodiversity with associated ecosystem functions and services and where applicable, cultural, spiritual, socio-economic, and other locally relevant values.

Appendix 3 Canadian Accounting System for Protected and Conserved Areas

The Pathway to Canada Target 1 initiative has prompted an examination of how protected and conserved areas data will be governed, collected, tracked, audited and reported. For the purposes of this paper, the “accounting system” refers to the quantitative elements (protected and conserved areas database and data collection process) within the broader accounting framework, which includes the guidance on qualitative elements of the target.

The current accounting process uses the Conservation Areas Reporting and Tracking System (CARTS), a database that is jointly managed through a memorandum of understanding (MOU) between Environment and Climate Change Canada (ECCC) and the Canadian Council on Ecological Areas (CCEA), a science-based, non-profit organization comprising jurisdictional staff and protected area practitioners. Canada has been able to report on its existing protected areas because of the guidance and tools developed by CCEA.

Desired Outcomes

Federal, provincial and territorial governments and other pathway partners want an accounting system that includes:

Clear Governance:

- Clear roles, decision-making authorities and accountability mechanisms among land managers (who own or manage protected areas and other effective conservation measures) and the public.

Inclusive and Effective Collection and Reporting

- A system to report on and acknowledge the full range of eligible protected and conserved areas. This broader reporting will also contribute to fulfilling Canada Target 16¹⁷.
- Collection and reporting that include quantitative gains made by entities beyond the FPT governments (e.g., Indigenous Peoples, local governments and land trusts).
- FPT government authority to make decisions on what data are to be included within their respective jurisdictions.

Consistency

- Quantitative reporting to the accounting framework based on Pathway agreed-to protected area and OECM definitions that have a high regard for international guidance and that reflect Canada’s unique political and legal relationship with Indigenous Peoples and land management context;
- Consistency in interpreting and reporting on Canada’s progress to Canada Target 1 by establishing an audit function.

¹⁷Canada Target 16: By 2020, Canada has a comprehensive inventory of protected spaces that includes private conservation areas.

Path Forward: Revised Pathway Accounting System

An updated system would realize the desired outcomes for the accounting framework and be guided by Pathway recommendations and principles.

Governance

The call for updates, data integration and formatting will reside with ECCC, whose actions will be guided by the collaborative Pathway process. Database management would be based on the existing CARTS database schema. ECCC would not adjust the decision made by Pathway jurisdictions on what should count.

Collection and Reporting

Pathway FPT jurisdictions will work with other governments and organizations to develop ways to broaden the update of data beyond FPTs. It is important to note that while ECCC will compile this data, PT governments will make decisions on what data are to be included within their jurisdictions based on the definitions and guidance contained in the Pathway initiative. Individual jurisdictions would continue to retain ownership of their data and determine which lands they wish to submit for inclusion in the database. Details on reporting processes will be released as they become available.

Consistency

To enhance consistency and credibility in reporting, and to support non-FPT governance authorities that have less experience in applying the guidance, an auditing technical committee will be established within the structure of the Pathway initiative to develop an auditing procedure that aims to enhance tracking and reporting consistency and quality. This same committee would report auditing and accounting process recommendations to the National Steering Committee for continuous improvement.

Appendix 4 Pan-Canadian Guidance on Indigenous protected and conserved areas¹⁸

Indigenous Peoples (First Nations, Inuit, and Metis) play an integral role in conserving lands and waters in ways that support biodiversity and other matters of importance to Canadians. Rights and responsibilities of Indigenous Peoples apply across Canada, supported by treaties, land claim agreements, self-government agreements, and other agreements and constructive arrangements. As a result, Indigenous Peoples are uniquely positioned to contribute toward Canada Target 1, including through the creation of Indigenous protected and conserved areas (IPCAs).

Efforts to recognize IPCAs through the Pathway reflect a growing global trend where governments are recognizing areas conserved by Indigenous Peoples and local communities, commonly referred to as Indigenous Peoples and Community Conserved Areas (ICCAs). ICCAs range from traditional protected areas to other types of areas that have the effect of conserving biodiversity through governance decisions and management efforts of Indigenous Peoples and local communities.

In a Canadian context, the term Indigenous protected and conserved areas has been introduced by the Indigenous Circle of Experts (ICE) to refer to a range of protected and conserved area approaches used by Indigenous Peoples, drawing on terminology and concepts developed through international and domestic forums and refined through a series of regional gatherings hosted by ICE in the four corners of Canada in 2017.

The following guidance and elements of IPCAs are based primarily on recommendations provided by ICE. It is recommended that each of these components is viewed through the concept of ethical space and the spirit of partnership it embodies.

¹⁸Work is ongoing with Indigenous Peoples to explore the concept of Indigenous protected and conserved areas, and clarify their contributions to Canada Target 1 and to Indigenous cultural and conservation priorities, in the spirit and practice of reconciliation; in ways that respect existing federal, provincial and territorial government legislation, policies and practices; and in a manner and form consistent with our legal duties and mutual commitments in treaties, comprehensive land claim and self-government agreements, and other agreements as required.

WHAT ARE IPCAS?

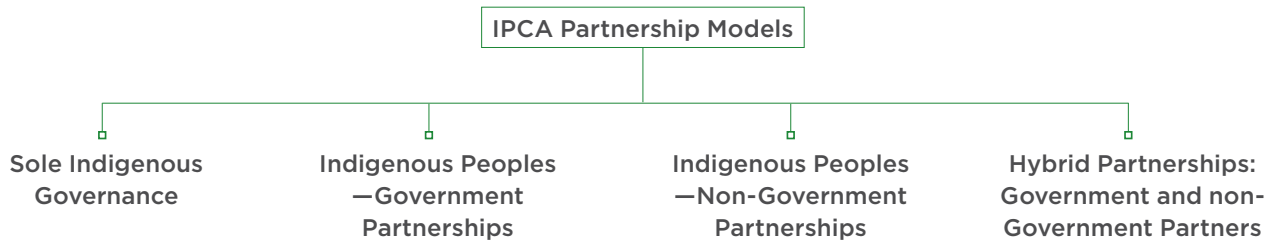
IPCAs are lands and waters where Indigenous Peoples have the primary role in protecting and conserving ecosystems through Indigenous laws, governance and knowledge systems. Culture and language are the heart and soul of an IPCA.

Essential Elements:

- ***IPCAs are Indigenous-led, with Indigenous Peoples having the primary role in determining objectives, boundaries, management plans and governance structures for IPCAs as part of their exercise of self-determination;***
- ***IPCAs involve a long-term commitment to the conservation of lands and waters for future generations; and***
- ***IPCAs highlight Indigenous rights and responsibilities, such as the responsibility to care for and respect lands and waters consistent with natural and Indigenous laws.***

As provinces and territories are responsible for the majority of land area in Canada, it is recommended that, during the development of IPCAs, provincial and territorial governments and Indigenous Peoples work together in a manner that reflects the unique circumstances of local Indigenous groups and jurisdictions. Federal, provincial, and territorial jurisdictions recognize that a mutually agreeable approach to IPCA governance, management and operations is required.

There are a range of management models that can apply to IPCAs and other protected and conserved areas that support a meaningful role for Indigenous Peoples. Some IPCAs may employ a co-management or cooperative management model where Indigenous Peoples; federal, provincial, territorial or municipal governments; and others adopt shared decision-making, joint management or advisory mechanisms. In some cases, areas governed by Indigenous Peoples will be the desired option. No matter what model is used, when establishing IPCAs, the establishment process must respect the unique circumstances and priorities of each federal, provincial and territorial government as well as that of First Nations, Inuit and Metis Peoples, including Indigenous laws and knowledge systems and the terms of treaties, land claim agreements, self-government agreements, and other agreements and constructive arrangements.



A shared commitment to collaborative action between Indigenous Peoples and other jurisdictions is essential to the success of Indigenous protected and conserved areas on the ground.

Work is ongoing with Indigenous Peoples at many levels across Canada to further explore the concept of Indigenous protected and conserved areas, and to clarify their contributions to Canada Target 1 as well as to Indigenous cultural and conservation priorities. This is being done in the spirit and practice of reconciliation; in ways that respect existing federal, provincial and territorial government legislation, policies and practices; and in a manner and form consistent with legal duties and mutual commitments in treaties, comprehensive land claim and self-government agreements, as well as other agreements as required. More work is needed beyond this stage of the Pathway to determine the full potential of IPCAs to contribute toward Canada Target 1 and the requirements for recognizing and supporting

their creation in different parts of Canada. New collaborative bodies or forums will be needed to support these efforts up to and beyond 2020 (e.g., a renewed ICE, provincial/ territorial/regional forums, or forums with respective local First Nations, Inuit, and Metis).

Through the next stage of the Pathway to Canada Target 1 initiative, these conservation tools may be refined as a response to advancements in international guidance or based on experience in working toward Canada Target 1.

For many Indigenous Peoples, efforts to recognize IPCAs must be accompanied by a commitment to reconciliation and renewed relationships in existing protected and conserved areas. All protected and conserved areas offer the potential to contribute in meaningful ways toward reconciliation between Indigenous and non-Indigenous peoples in Canada and with the lands and waters on which we all depend.

Caribou tracks in Nueltin Lake Provincial Park, Manitoba.



Glossary

BIODIVERSITY: variability among living organisms from all sources, including, terrestrial, marine and other aquatic ecosystems, as well as the ecological complexes of which they are part; includes diversity within species, between species and of ecosystems.

CLIMATE CHANGE ADAPTATION: actions taken to help communities and ecosystems cope with changing climate conditions and their impacts.

CLIMATE CHANGE MITIGATION: actions taken to reduce the effects of climate change (e.g., reducing greenhouse gas emissions).

CONSERVATION NETWORK/NETWORK OF PROTECTED AND CONSERVED AREAS: a set of protected and conserved areas within a given region that work collectively to protect species, habitats and their interactions.

ECOLOGICAL PROCESSES: the physical, chemical and biological actions or events occurring in ecosystems, connecting organisms and their environments (e.g., wildlife migration, predation, nitrogen cycling).

ECOLOGICAL REPRESENTATION: a method of conserving biodiversity by protecting characteristic samples of the full range of ecosystems and associated species in a region.

ECOSYSTEM: a dynamic complex of plant, animal and micro-organism communities and their non-living, abiotic environment interacting as a functional unit.

ECOSYSTEM-BASED APPROACH: a strategy for the integrated management of land, water and living resources that promotes conservation and sustainable use in an equitable way.

ECOSYSTEM SERVICES: benefits that humans gain from healthy, properly functioning ecosystems. These benefits take the form of supporting services (e.g., nutrient cycling, soil formation), provision services (e.g., food supply, flood regulation, water purification), regulating services (e.g., carbon sequestration, waste decomposition), and cultural services (e.g., spiritual and cultural connections, recreation, education).

EQUITABLE MANAGEMENT: a situation where Indigenous Peoples and all sectors within local communities are involved in all aspects of protected areas planning and management, including receiving benefits from protected areas. May be referred to as equity or social equity.

ISLANDS OF GREEN: a term used to describe isolated protected and conserved areas that are surrounded by uses that are barriers to ecological connectivity such as industrial, agricultural or urban development and are therefore not part of a larger, connected conservation network.

LANDSCAPE DESIGN: an activity of landscape planning concerned with reconciling competing land uses while protecting natural processes and significant cultural and natural resources.

PAN-CANADIAN ACCOUNTING SYSTEM: with reference to Canada Target 1, an information management system and associated spatial database that tracks protected areas, other effective area-based conservation measures (OECMs), and Indigenous protected and conserved areas (IPCAs) and their associated information throughout Canada. The Government of Canada uses the contents of the database to report nationally on Canada Target 1 and internationally on Canada's contribution to Aichi Target 11.

PROTECTED AND CONSERVED AREAS: areas under a range of management and governance regimes that offer effective and enduring benefits for biodiversity. These areas include all categories of IUCN protected areas, other effective area-based conservation measures, and the full spectrum of IPCAs.

QUALITATIVE ELEMENT: with reference to Canada Target 1, the considerations taken to ensure that areas under protection offer the greatest conservation value possible for biodiversity. The qualitative elements are: ecological representation, connectivity and landscape integration, areas important for biodiversity and ecosystem services, management effectiveness, and equitable management.

QUANTITATIVE ELEMENT: reference to Canada Target 1, the proportion of Canada under formal protection as a full or interim protected area or other effective area-based conservation measure (OECM). The quantitative element of Canada Target 1 is 17 percent of its terrestrial areas and inland waters and 10 percent of marine areas by 2020.

RESILIENT ECOSYSTEMS: ecosystems that have the capacity to recover from disturbance or withstand ongoing pressures

ACRONYMS USED IN THIS REPORT

- CARTS** - Conservation Areas Reporting and Tracking System
- CBD** - Convention on Biological Diversity
- CCEA** - Canadian Council on Ecological Areas
- ECCC** - Environment and Climate Change Canada
- FPT** - Federal, Provincial and Territorial
- ICCA** - Indigenous Peoples and Community Conserved Area
- ICE** - Indigenous Circle of Experts
- IPCA** - Indigenous Protected and Conserved Area
- IUCN** - International Union for Conservation of Nature
- MOU** - Memorandum of Understanding
- NAP** - National Advisory Panel
- NGO** - Non-Governmental Organization
- OECD** - Other Effective Area-Based Conservation Measure
- WCPA** - World Commission on Protected Areas

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