

# **EVALUATION OF PARKS CANADA'S PHASE ONE OF OCEANS ACTION PLAN**

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Report tabled and approved by the A&E Committee

Her Majesty the Queen in Right of Canada, represented by  
the Chief Executive Officer of Parks Canada, 2008

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**Report tabled and approved at the A&E Committee meeting on September 24, 2007**

***List of Acronyms and Abbreviations***

ADM – Assistant Deputy Minister  
ADMICO – Assistant Deputy Minister Interdepartmental Committee on Oceans  
CEC – Commission on Environmental Cooperation  
DFO – Department of Fisheries & Oceans  
DG – Director General  
DGICO – Directors General Interdepartmental Committee on Oceans  
DM – Deputy Minister  
DMICO – Deputy Minister Interdepartmental Committee on Oceans  
EBSA – Ecologically and Biologically Significant Areas  
EC – Environment Canada  
FMPAS – Federal Marine Protected Area Strategy  
F/P/T – Federal/Provincial/Territorial  
IM – Integrated Management  
LOMA – Large Ocean Management Area  
MPA – Marine Protected Area  
NAFTA – North American Free Trade Agreement  
NAMPAN – North American Marine Protected Areas Network  
OAP – Oceans Action Plan  
P/T – Provincial/Territorial  
PCA – Parks Canada Agency  
TBS – Treasury Board Secretariat

## 1. Introduction

The Oceans Action Plan (OAP) comprises a number of federal government initiatives aimed at improving the management and protection of our oceans and is delivered through the coordinated activities of Parks Canada Agency (PCA) and six other departments and agencies. Phase I of the OAP encompassed 18 initiatives and was delivered over a two-year period that ended March 31, 2007. Of these initiatives, Parks Canada's responsibilities fall under only one, namely the Federal Marine Protected Areas Strategy. It is expected that subsequent phases of the Oceans Action Plan will broaden the geographic scope of oceans management, deepen action across Government and take advantage of lessons learned in Phase I.

The objective of this evaluation is to provide a performance assessment of the implementation of OAP Phase I and to assist in the planning for future initiatives targeting oceans. The evaluation focuses on the following areas:

- Validation of the status of Parks Canada's OAP initiatives
- Assessment of the governance structure of the OAP
- Assessment of the linkages to expected outcomes

## 2. Background

In July 2002, in response to the call in the 1997 *Oceans Act* for a national oceans management strategy, the Minister of Fisheries and Oceans, on behalf of the Government of Canada, released Canada's Oceans Strategy as the broad policy statement for oceans management in Canada. The Oceans Strategy defines the vision, principles and policy objectives for a modern oceans management regime for Canada. The key outcomes for Phase I are:

- open and transparent oceans governance arrangements in five priority areas that balance economic opportunities with marine conservation;
- ecosystem-based science assessments to support Integrated Management planning and decision-making;
- strengthened partnerships with other governments, Aboriginal groups and industry; and
- protection of the most fragile oceans environment and species through marine protected areas; and a technology platform in Placentia Bay to promote Canada's world leading technology sector and support Integrated Management.

The first phase of the OAP was focused on achieving key goals and programs between fiscal years 2005/06 and 2006/07 with Budget 2005 funding of \$28.4 M of which \$0.3M were allocated to Parks Canada.

### 3. Methodology

The methodology for the evaluation of Phase I of the OAP consisted of:

- Analysis and review of results of ongoing performance measurement
- Review of program documentation and administrative data provided by the program and DFO
- Interviews with Agency program management

### 4. The Oceans Action Plan

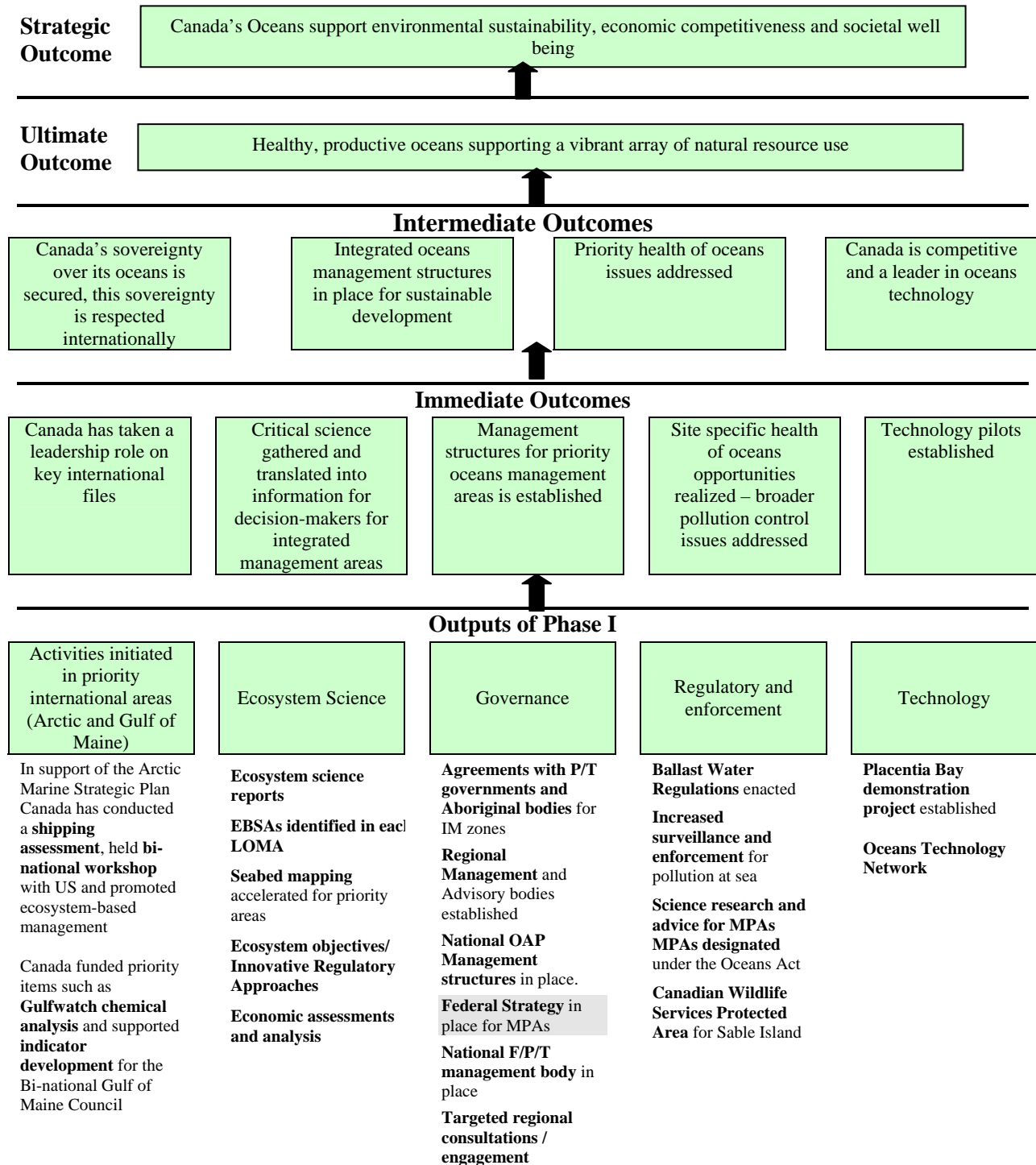
The OAP is based on the legal and policy framework established in the Oceans Act and other federal legislation and international law. In support of the implementation of Canada's Oceans Strategy, and in recognition of the need to advance the implementation of oceans management measures, the Government of Canada has developed an Oceans Action Plan. In the October 2004 Speech from the Throne, the government committed to moving the OAP forward by further developing legislation and policy.

### 5. OAP Phase I

Much of Phase I of the OAP concerns five priority Large Oceans Management Areas (LOMA): Scotian Shelf, Placentia Bay/Grand Banks, Gulf of St. Lawrence, Beaufort Sea and the Pacific North Coast. The OAP priorities are delivered in alignment with four inter-connected pillars below:

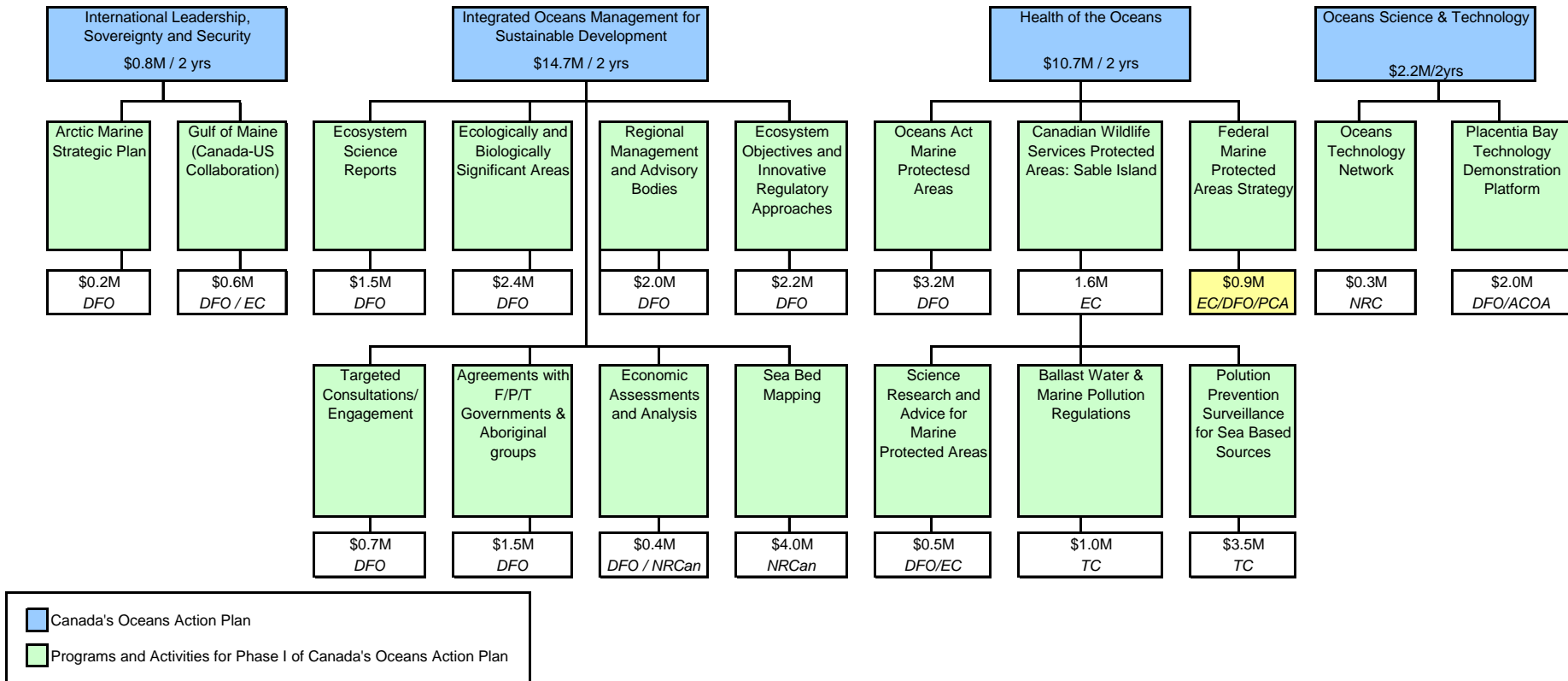
- **Pillar I: International Leadership, Sovereignty and Security** involves protecting Canada's economic interests and rights on the continental shelf and in the Arctic, as well as addressing over-fishing and the protection of high-seas biodiversity.
- **Pillar II: Integrated Oceans Management for Sustainable Development** involves striking an effective balance between economic opportunities and marine conservation objectives through open and collaborative integrated management (IM) planning.
- **Pillar III: Health of the Oceans** involves maintaining healthy and productive ocean ecosystems to allow Canadians full benefits of their oceans. This includes completing a Federal MPA Strategy, designating several MPAs under the Oceans Act, and conducting focussed science in support of MPAs, integrated management and ecosystem-based management development of new regulations to reduce risks.
- **Pillar IV: Science and Technology** involves building an environment to allow Canada's world-leading oceans technology sector to grow. To demonstrate the potential of new oceans technologies, an emphasis has been placed on seabed mapping and ecosystem science to support IM and on implementing pilot projects in Placentia Bay.

Oceans Action Plan Logic Model<sup>1</sup>



<sup>1</sup> The Logic Model and the Information Framework were prepared as part of the OAP Phase I RMAF in 2005 by DFO.

### Oceans Action Plan Information Framework – Phase I Initiatives





## 6. OAP Governance framework

To deliver on the OAP, a governance framework has been put in place where the Department of Fisheries & Oceans (DFO), as the department responsible for the *Oceans Act*, has been tasked with overseeing the Oceans Action Plan Secretariat. The Secretariat has three primary functions: 1) supporting the heads of the Interdepartmental Committee on Oceans; 2) leading and co-ordinating a collaborative process with involved departments / agencies to implement Phase I, and; 3) leading planning for subsequent phases of the OAP. The Secretariat also handles the administration of the Committees and serves as a focal point for communicating with participating departments. The committees are:

- **The Deputy Ministers Interdepartmental Committee on Oceans**  
This committee is headed by the DFO deputy minister and a special research fellow appointed by the Prime Minister and provides strategic, coordinated direction and guidance on the OAP.
- **The Assistant Deputy Ministers Interdepartmental Committee on Oceans**  
This Committee is chaired by the ADM, Oceans and Habitat of DFO and plays a key role in ensuring program coordination at all stages of the Oceans Action Plan
- **The OAP Directors General Implementation Committee** (Interdepartmental)  
The committee has been established with two key objectives: national oversight for implementation of the OAP Phase I and development of objectives and plans for future phases
- **The OAP Regional Implementation Committees** (Interdepartmental/Intergovernmental)  
The role of the Committees is to enhance interdepartmental collaboration and be a forum for engaging provinces, territories and Aboriginal groups and coastal communities in oceans management. Regional Implementation Committees have been established for each of the five priority integrated management planning areas under Phase I:
  - Pacific North Coast
  - Beaufort Sea
  - Placentia Bay / Grand Banks
  - Scotian Shelf
  - Gulf of St. Lawrence

## 7. Parks Canada's OAP Program and Resources

Parks Canada's funding and programming fall in the area of the Federal Marine Protected Areas Strategy, under the Health of the Oceans pillar. The Logic Model on page 3 shows how the activities and outputs of Phase I will contribute to the overall outcomes of the OAP. In the diagram, Parks Canada's activities are encompassed in "Federal Strategy in place for MPAs" (the shaded box), under the output "Governance". It is expected that Strategy's activities would contribute to the immediate outcomes "Site specific health of oceans opportunities realized", "Management structure for priority oceans management areas is established", and the intermediate outcomes "Priority health of oceans issues addressed", and "Integrated oceans management structures in place for sustainable development".

For additional context, the framework on page 4 provides an overview of OAP Phase I, and the position of PCA's program initiative within it.

The Agency received the following funds from the TB for Phase I:

(000)	2005-06	2006-07	Total
O&M	170	130	300

Over the course of OAP Phase I, the three departments/Agency developed work-plans collaboratively, based on FMPAS objectives. The joint work-plans were approved by the DGs of the Departmental MPA Steering Committee, and were then implemented as agreed upon by the three departments/agency.

During fiscal years 2005/2006 – 2006/2007, the Federal MPA Strategy funds under Phase I of the OAP were allocated based on the Strategy objectives of:

1. Establishing a more systematic approach to MPA planning and establishment.
2. Enhancing collaboration for management and monitoring of MPAs.
3. Increasing awareness, understanding and participation of Canadians in the MPA network.
4. Linking Canada's network of MPAs to continental and global networks

During this period, Parks Canada initiated a number of projects to advance the above objectives. The following section provides an assessment of the Agency's progress in implementing phase I projects and the completion of related activities.

## 8. Evaluation Issues, Findings and Conclusions

The evaluation of Phase I of the OAP examined three main issues:

1. To what extent were the Agency's Phase I initiatives completed?
2. Has the governance structure for OAP Phase I been appropriate and effective in promoting collaboration and coordination between the Agency and other federal departments and agencies?
3. Is the OAP Phase I on track to achieving the outcomes? Is performance monitoring an issue?

### 8.1 Findings

#### Issue 1: To what extent were the Agency's Phase I initiatives completed?

**Objective 1: Establish a more systematic approach to Marine Protected Area planning and establishment.**

#### **Project: Marine Protected Areas Network Workshops**

Over the course of Phase I, Environment Canada organized two interdepartmental workshops in order to build on regional experience in EC, PCA and DFO. Project files and interviews with staff indicate that eight Parks Canada staff participated in the first workshop held in March 2006 in Montreal. There were six PCA participants at the second workshop held in November 2006 in Ottawa. The Agency paid for travel costs of its participants, as well as some materials for Workshop 2 (e.g. copies of regional analysis studies of Hudson Bay and James Bay marine regions which were used in the case study analysis at that workshop).

The output of workshops was the *Federal Marine Protected Areas Network Planning Workshop Report*. This report was used by the Interdepartmental MPA working group, which is composed of staff from the national offices of DFO, PCA and EC. The document served as the basis for the development of a draft set of guidelines for the establishment of a federal MPA network.

Workshop 2 also involved only federal MPA practitioners for the purpose of discussion refining the Guidelines and testing the proposed federal MPA network planning process on a fictitious case study. Based on this new input and subsequent comment by workshop participants, the working group produced a final draft of the document *Guidelines for the Establishment of a Federal Marine Protected Areas Network* that was approved by the DG Interdepartmental MPA Steering Committee for review beyond the three federal departments.

In 2007/2008, program staff intends to present the Draft Guidelines to DGICO for approval, and subsequently shared the document with federal/provincial partners for their comments.

**Objective 2: Enhance collaboration for management and monitoring of marine protected areas.****Project: Saguenay-St. Lawrence education/public awareness pilot**

The presence of the Saguenay-St. Lawrence Marine Park and adjacent existing and/or potential DFO and EC protected areas provided an ideal opportunity to pilot the development of common public education and awareness materials for all three federal MPA programs. This project was coordinated and led by the Quebec region interdepartmental MPA working group (EC/PCA/DFO) in collaboration with the interdepartmental MPA working group in Ottawa/Gatineau.

The pilot project commenced in January 2006. Over the course of OAP Phase I, the Saguenay-St. Lawrence Field Unit spent \$110K towards a 3D animation project to illustrate the hidden environment of the St. Lawrence Estuary. The resulting product will be distributed to all partners for their own use and displayed at the Centre de découverte du milieu marin managed by Parks Canada as part of Saguenay-St. Lawrence public education/visitor experience activities.

**Objective 3: Increase awareness, understanding and participation of Canadians in the marine protected areas network.****Project: Social Science Research Program**

In March 2006, a workshop was held in 2006 in Ottawa with academics and representatives of federal marine protected area agencies. Parks Canada organized the workshop and paid \$8K for meeting costs, and travel for seven Agency participants.

The workshop resulted in the report: *Establishing Marine Protected Areas Social Science Research Priorities*. The report was translated and distributed to all workshop participants and was posted on the Ocean Management Research Network website for about a year.

In 2006/2007, the top three social research priority questions identified in the work-plans were submitted for contract. The Agency shared the costs of these contracts with DFO and EC. The contracts resulted in two reports: *Best practices related to public engagement and consultation in the establishment of marine protected areas in Canada;* and *Developing an Economic Benefit-Cost Valuation Framework and Identification of Best Practices for Implementing Designated Marine Protected Areas*. In 2007-2008, the Agency and the departments will distribute the final reports to federal MPA practitioners and make available for wider distribution to interested parties.

**Project: Communications and public outreach tools**

The Agency spent \$59K over fiscal years 2005/06 – 2006/07 for the development, design, translation, printing and distribution of communication/public outreach products (MPA brochures, fact sheets, kit folders, display panels, etc.). The Agency acquired rights for unlimited non-commercial use of 356 photographic images of marine biotic and human uses of the oceans for purposes of promoting marine protection and conservation. The images have been distributed within PCA and shared with DFO and EC for their own use.

**Objective 4: Link Canada's network of marine protected areas to continental and global networks****Project: North American Marine Protected Areas Network Workshop**

NAMPAN is one among a number of initiatives under the Biodiversity Conservation program of Commission for Environmental Cooperation (CEC) under NAFTA. Primary funding is provided by the CEC in order to sponsor workshops and pay for contracted work. CEC funds some travel to NAMPAN workshops, but its procedural rules do not generally allow it to pay for the travel-related costs for those American or Canadian federal civil servants participating in the workshops.

During the life of OAP Phase I, six NAMPAN workshops have taken place to advance work that was already underway to develop a shared tri-national approach to monitoring pilot site MPAs along the Pacific coast of North America, but only four of them included the participation of PCA attendees. The Canadian pilot site is the marine component of Pacific Rim National Park Reserve. The four workshops that involved Canadian federal civil servants took place in Ventura, California in February 2006 (four PCA participants), Ucluelet, BC in June 2006 (five PCA participants), Victoria, BC in December 2006 (two PCA participants) and La Paz, Baja in March 2007 (one PCA participant).

The La Paz workshop in March, 2007 lead to a draft MPA monitoring protocol that is now out for consultation in the three countries. The purpose of this protocol is to clarify questions and possible responses used to report the condition of resources.

**Project: Translation of Commission on Environmental Cooperation Marine Regions Report**

The CEC organized a series of workshops with marine scientists from the United States, Canada and Mexico to delimit the marine regions of North America on a continental scale. The resulting document is of significant interest to all Canadian MPA practitioners. In order to make it available to all, Canada paid for the translation of this document from English to French at a cost of \$20K.

**Conclusion:**

Despite the late arrival of the funding in 2005/2006 the initiatives and projects of Phase I of the OAP have been delivered according to the work-plans and within budget. The projects respond to the activities of the FMPAS Framework.

**ISSUE 2: Has the governance structure for OAP Phase I been appropriate and effective in promoting collaboration and coordination between the Agency and other federal departments and agencies?**

As Parks Canada's funding and program fall under the FMPAS, part of Health of the Oceans pillar, the governance structure of the OAP was examined in this context.

As discussed earlier in this document, the governance structure of the OAP consists of a DMICO, an ADMICO, and DGICO. There are also a number of Regional Implementation

Committees (RICs). During Phase I of the OAP, Agency management participated regularly in the above interdepartmental committees. Regional staff also participated in the Beaufort Sea and the Placentia/Grand Banks RICs.

The Agency staff that participated in the committees considered the governance structure to be reasonably effective in promoting collaboration among departments and agencies involved. This was evident in the preparation of Memorandum to Cabinet of Health of the Oceans, which included 14 departments and agencies, and 11 ministers. Interviewees also noted that PCA has been actively involved in the development of work-plans for the Federal Strategy. The Interdepartmental committees on Oceans have been, and continue to be seen, as good forum for information sharing and dealing with horizontal issues.

PCA's interaction with the DFO's OAP Secretariat has been limited to providing the latter with semi-annual progress reports on the implementation of the Agency's OAP work-plans and tracking of expending of funds received, and on working with others. Interviewees suggested the Secretariat's performance reporting role could be enhanced if it were to distribute those reports more widely.

The interviewees however, noted that departments and agencies are accountable for reporting on OAP performance through their annual Departmental Performance Report to Parliament. In the last two fiscal years, PCA has reported on OAP Phase I progress in its Performance report.

### **Conclusion:**

The governance structure of Phase I is generally viewed to be effective by Agency program staff. However, the role of OAP Secretariat in performance monitoring and reporting could be improved.

### **Issue 3: Is the OAP Phase I on track to achieving its outcomes? Is performance monitoring an issue?**

As stated in the OAP RMAF, from the outset, it has been recognized that Phase I represented just the start of a broader agenda. Phase I was intended to build an initial portfolio of projects responding to immediate priorities and deliver results on them, as well as to build the foundation for later phases of the OAP.

The main performance indicator under Pillar III of OAP was the development of a Federal Marine Protected Areas Strategy focussed on the establishment and maintenance of an ecologically sound network of federal MPAs through a collaborative process. The Strategy was developed and put in place in 2005.

The assessment of the Agency's phase I initiatives demonstrates that PCA effectively carried out its FMPAS work-plans and related projects. The projects were launched in support of the four objectives of the FMPAS, and can be clearly linked back to the activities stated in the FMPAS Framework. This, in turn, should contribute to achieving the FMPAS goal, whereby, a network of marine protected areas are established and managed within an integrated oceans management framework, and ultimately contribute to the health of Canada's oceans and marine environments.

It is however, too early in the life of OAP to determine the extent to which Phase I initiatives will contribute to the outcomes of 'Site specific health of oceans opportunities realized', and 'Priority health of oceans issues addressed'. Longer-term program delivery data in the later phases of the OAP needs to be in place for a valid evaluation of OAP outcomes.

In terms of performance monitoring, the Agency has been tracking the implementation of Phase I initiatives and there is sufficient data to assess project delivery. As the products of the projects are utilized, it would be useful for program staff to collect data regarding the 'reach' of its activities. For example, with respect to the 3D animation project in Saguenay-St.Lawrence Field Unit, which will be displayed in the Centre de découverte du milieu marin, it would be important to track how many visitors will see the animation and seek their feedback. Similar reach data could be collected for other project outputs such as reports resulting from the social science research program.

**Conclusion:**

The activities of Phase I can be directly linked to the objectives of the FMPAS and its goal. However, the program is still in its early stages, and the contribution of Phase I projects to the stated outcomes of OAP cannot be assessed at the present time.

**ANNEX****Figure: Parks Canada spending of Oceans Action Plan funds for fiscal 2005/2006-2006/2007**

Fiscal 2005/2006	Comments	PCA (x \$1000)
<b>Objective 1 Activities</b>		
Next Steps toward MPA network development (workshop, translation and distribution of network guidance document)	Travel to network workshop in Ottawa for participants and printing of documents	8
<b>Objective 2 Activities</b>		
Saguenay – St. Lawrence Education/Public Awareness Pilot.	Development of 3D animation project for Saguenay-St. Lawrence Marine Park Discovery Centre in collaboration with DFO and EC, highlighting the local marine environment and importance of MPAs. Nominal costs	0.2
<b>Objective 3 Objectives</b>		
MPA Social Science Research Program	Facilitation of a March 2006 workshop including academics and representatives of the federal marine protected agencies	7.8
Communications and Public Outreach Tools	Design, translation, printing and distribution of communication/public outreach products (MPA brochures, fact sheets, kit folders, display panels, etc.); acquisition of marine images.	33.3
<b>Objective 4 Activities</b>		
Participation in NAMPAN (North America Marine Protected Areas Network) workshop CEC Marine Regions Report Translation	Travel for purposes of NAMPAN	2.9 20.1
<b>TOTAL Spent</b>		<b>72.3</b>
<b>OAP Funds 2005/06</b>		<b>170.0</b>
<b>Unallocated funds</b>		<b>97.7</b>
Carry over targeted for FMPAS		<b>97.7</b>



Fiscal 2006/2007	Comments	PCA (x \$1000)
<b>Objective 1 Activities</b>		
Next Steps toward MPA network development	Travel to network workshop in Ottawa for participants and printing of documents; CCZ06 travel and registration	8
<b>Objective 2 Activities</b>		
Saguenay – St. Lawrence Education/Public Awareness Pilot – ongoing	Development of 3D animation project for Saguenay-St. Lawrence Marine Park Discovery Centre in collaboration with DFO and EC, highlighting the local marine environment and importance of MPAs	110
<b>Objective 3 Objectives</b>		
Social Science Research Program	Facilitation for March 2006 workshop (from 05-06 but paid in 06-07) and translation of report; social science contract with DFO and EC	25
Communications and Public Outreach Tools	Oceans Day; photos for communications products; identification of species on photos (contract with Museum of Nature); NMCA booklet and MPA brochure	25.7
<b>Objective 4 Activities</b>		
Participation in NAMPAN (North America Marine Protected Areas Network)	Travel for purposes of NAMPAN	11.5
<b>TOTAL</b>		<b>180.2</b>
Carry forward from 2005-06		<b>97.7</b>
OAP funds for 2006-07		<b>130</b>
Total OAP funds available for 2006-07		<b>227.7</b>
Carry forward for 07-08		<b>47.5*</b>

\* Program staff, in discussion with DFO and EC, will determine where the carry forward amount will be allocated in 2007/2008