AN EVALUATION OF GOVERNMENT/NON-GOVERNMENT COLLABORATION IN MARINE PROTECTED AREA DEVELOPMENT

by

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ABSTRACT

International experience has proven that collaboration between government agencies and more community-based non-government groups is an important factor in the feasibility and quality of marine protected area (MPA) development. In recent years, the governments of British Columbia and Canada have pledged through their policies to work in collaboration with coastal communities, environmental non-government organizations, and other prominent stakeholders in MPA development along Canada's Pacific Coast. However, a number of challenges are currently hampering the development of these collaborative MPA planning relationships.

The purpose of this research project was to explore ways of improving government/non-government collaboration so that the future feasibility and quality of MPA development might be increased. To achieve this research goal, three non-government MPA initiatives along Canada's Pacific Coast were studied to examine the state of collaboration between the non-government MPA proponents and the related government agencies with MPA programs. Evaluation criteria were developed from a review of the literature on collaborative planning and partnership development. These criteria were used in the development of the case-study interview questions and the evaluation of all case-study evidence.

The research found that a number of negative conditions for government/non-government collaborative MPA planning currently exist on Canada's Pacific Coast. The main collaboration challenges revolve around the issues of low resource capacity, minimal MPA planning infrastructure, limited MPA program implementation, lack of interim collaboration activities, low levels of trust, and different planning approaches. It was also found that case-specific MPA planning conditions like the degree of planning attention, planning strategies, collaboration capacities, traditional organizational relationships, and planning area locations can affect the development of collaborative MPA planning relationships. Collectively, these challenges appear to be preventing government agencies and non-government organizations from having the necessary incentives to invest into collaborative planning relationships

Despite the many collaboration challenges that currently exist, the study also revealed that there were some positive conditions for collaborative MPA planning such as the overlap of MPA development goals and the shared belief that collaboration can offer some strong planning benefits. However, to improve the conditions and incentives for collaboration, it was determined that government agencies and non-government organizations will need more senior government commitment, planning resources, MPA development actions, and shared interim planning activities. Without these improvements, government/non-government collaborative MPA planning along Canada's Pacific Coast will continue to be a challenging venture.

DEDICATION

This work is dedicated to my beautiful family

Anne, Katja and Kristian

and to my parents

Nils and Thora Juthans

for their support, sacrifice, patience, and endless love.

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CHAPTER 1: INTRODUCTION

1.1 Study Rationale

In many coastal countries, developing healthy collaborative relationships between government agencies and more community-based non-government groups has proven to be an important factor in improving the feasibility and quality of MPA development (Kelleher 1999). Along Canada's Pacific Coast, numerous non-government marine protected area (MPA) proposals are being generated for their possible integration into government MPA programs. Consequently, many MPAs in the future are expected to be founded on the collective work of non-government groups and government agencies.

Considering that most government and non-government MPA initiatives have similar or complementary objectives, there are a number of incentives for government agencies and non-government groups to work more collaboratively towards developing MPAs. The establishment of MPAs in other nations has revealed that both stakeholder support and government legislation are typically required for MPAs to be successfully implemented (Kelleher 1999). As a result, interdependency is developing between non-government groups and government agencies in the context of MPA development. Consequently, it is expected that most newly created MPAs on Canada's Pacific Coast will be founded on an interdependent working relationship between government agencies, non-government organizations and other key MPA proponents.

On Canada's Pacific Coast, government agencies are moving towards linking and coordinating all government MPA programs within a singular intergovernmental MPA planning framework. However, at this point, there is no accepted protocol for coordinating and linking non-government MPA initiatives/proposals and government MPA programs. Consequently, many of the key proponents of non-government MPA initiatives have been frustrated in their attempts to integrate with government MPA programs. This apparent lack of collaboration between the proponents of non-government MPA initiatives and government agencies with MPA programs can affect the feasibility and quality of MPA development. As non-government MPA initiatives become more numerous, this low level of collaboration between non-government initiatives and government programs is emerging as an important issue. Considering healthy government/non-government working relationships are often associated with successful MPA development initiatives, improved collaborative planning is needed to improve the feasibility and quality of MPA development on Canada's Pacific Coast.

1.2 Research Purpose/Goal

The goal of this research project is to investigate ways of improving the conditions and incentives for collaborative planning between government agencies with MPA programs and the key proponents of non-government MPA initiatives. In so doing, this research project tries to provide some insight into how government/non-government collaborative planning relationships could be improved so that the feasibility and quality of future MPA development on Canada's Pacific Coast may be increased.

1.3 Research Objective and Questions

The primary objective of the project is to carry out a multi-case evaluation of the state of government/non-government collaboration in terms of MPA development on Canada's Pacific Coast. To this effect, the research design for this project was tailored to address three primary research questions:

1. What is the collaborative MPA planning context on Canada's Pacific Coast?
2. What is the state of government/non-government collaboration in terms of MPA development?
3. How can the conditions and incentives for government/non-government MPA planning be improved?

1.4 Research Propositions

The analytical framework for this project is formed around two study propositions that were formulated through the development of the research topic:

1. The present state of collaboration between the key proponents of non-government MPA initiatives and government agencies with MPA programs is quite limited and needs to be improved to increase the feasibility and quality of MPA development.

2. Case-specific planning conditions can affect the state of non-government/government collaborative planning in terms of MPA development.

1.5 Definitions

Marine Protected Areas (MPAs)

Marine Protected Area (MPA) is a generic term that is used widely throughout the world to describe an area of marine environment given some type of legal protection (Wolfe 1996). According to the Joint Federal and BC Government discussion paper, *Marine Protected Areas: A Strategy for Canada's Pacific Coast*, the term, Marine Protected Area, "is used broadly to describe all the federal and provincial designations that protect marine environments" (Canada and British Columbia 1998 p.5). The discussion

paper goes on to describe MPAs as having the fundamental attributes of: being defined in law; protecting all or portions of a particular marine environment; and having the minimum protection standards of no ocean dumping; no dredging and no exploration for, or development of, non-renewable resources (Canada and British Columbia 1998).

Voluntary MPAs

A voluntary MPA is a government or non-government designation for a marine area where there are no regulatory or legislated protection measures. The protection measures for this form of MPA are based solely on the voluntary compliance of its users. Experience has shown that when voluntary MPAs are clearly defined, well established, and community-based, they often receive government marine protection measures over time (Wells and White 1995).

Non-government MPA Initiatives

The case studies involved in this research project are all based upon non-government MPA development initiatives. For this project, a non-government MPA initiative refers to a marine protected area planning initiative that is developed by an organization, group, and /or individuals that do not possess any zoning, regulatory or legislative powers. The goal of these non-government planning initiatives is to attain legislated, regulatory, zoning, and/or voluntary measures to conserve and protect marine areas of particular interest and value. As such, non-government MPA initiatives are initiatives that have not yet been fully integrated with any government MPA programs.

Government MPA Programs

In the context of this research project, government MPA programs refer to programs developed and implemented by government agencies that have legislative or regulatory powers related to MPA creation and management.

1.6 Research Scope

The focus of this research project is on the state of collaboration that exists between the key proponents of non-government MPA initiatives and government agencies with MPA programs along Canada's Pacific Coast. To better understand and identify some of the factors that may be affecting the state of collaboration between these two key stakeholder groups, this project's literature review attempts to identify all the relevant historical and contextual MPA planning conditions.

All the case studies selected for this research project focus on the relationship between government agencies and the key proponents of non-government initiatives. Only those government agencies and non-government organizations that have a strong interest in establishing new MPAs through legislated

protection measures were considered for the case studies. Consequently, this research paper does not focus on government/ non-government collaborative planning efforts that are trying to develop voluntary MPAs or are trying to create additional levels of protection for an existing MPA.

1.7 Research Outline

Chapter Two reviews three general areas of literature that are relevant to this research project: MPA development applications and considerations, Canada's Pacific Coast's MPA planning context, and collaborative planning and partnership development concepts. These topics are important in understanding the planning conditions that can affect non-government/government collaboration and the evaluation criteria that can be used in the assessment of collaboration. Chapter Three describes the topic development and research methods used for this project. It gives particular attention to the project's multiple-case research strategy and the evaluation framework. Chapter Four presents the three case studies: the Orca Pass non-government MPA initiative, the Trincomali Channel non-government MPA initiative, and the Browning Pass/Hunt Rock MPA non-government MPA initiative. It includes background information on each initiative, an analysis of government/non-government collaboration for each initiative, and then a cross-case analysis of the findings from each case study. Chapter Five discusses the general MPA development implications of the key findings generated from the project's cross-case analysis and individual case studies. The implications are discussed both in terms of government agencies and non-government groups involved in MPA development. The chapter also goes on to present a number of general recommendations as to how government and non-government MPA proponents could help to improve the conditions and incentives for government/non-government collaborative planning on Canada's Pacific Coast. Finally, Chapter Six presents the overall conclusions and key recommendations derived from this research project and also suggests some complementary lines of research for future inquiry.

CHAPTER 2: LITERATURE REVIEW

2.1 Rationale and Organization

This chapter provides the background information for understanding the MPA planning context on Canada's Pacific Coast. In addition, this chapter also presents information from which this project's evaluative criteria for collaboration were developed. The literature review is broadly scoped in order to reflect the many factors that can influence non-government /government collaboration in the context of MPA planning on Canada's Pacific Coast. The chapter is broken into three different sections: background on MPA development, Canada's Pacific Coast's MPA planning context, and collaborative planning and partnership development concepts. The first section of the literature review provides background material on the MPA concept, its application, and some key planning considerations derived from international experiences. The second section focuses on the current MPA planning context on Canada's Pacific Coast by identifying the prevalent planning conditions and issues, the key government MPA programs and initiatives, and the current MPA planning role of non-government organizations. The final section of the literature review explores some of the theory and tenets behind collaborative planning and partnership development that is applicable to the field of coastal MPA planning.

2.2 Background on Marine Protected Area Development

The purpose of this section is to give the reader some appreciation and understanding of the basic MPA planning considerations that can affect government/non-government MPA planning relationships. To this end, this section provides a general overview of the MPA concept, its application, and some of its key planning considerations.

2.2.1 International Application of the MPA Concept

The concept of protecting marine areas from resource exploitation and other human activities is not a new idea and has actually been practiced for centuries at a site-specific level by some island peoples in the Pacific (NAS 2000). However, only during the past century has the establishment of statutory MPAs emerged as a marine management tool (Kelleher 1999). While the first statutory MPAs were created in the early 1900s, the real impetus and support for MPA creation for marine conservation purposes has only occurred in the past few decades (Gubbay 1995; Kelleher 1999). During this time, MPAs have gained a high level of recognition as an effective management tool that has the potential to help conserve marine biological diversity, sustain commercial and sport fisheries, and ensure the viability of marine-dependent coastal communities (Sobel 1996; Agardy 1997; Kelleher 1999). While it is understood that MPAs are limited in their marine conservation capabilities, it is widely recognized that the development

of MPA systems can be a critical component of a more comprehensive marine conservation strategy needed to reach coastal and ocean sustainability goals (Kelleher 1999).

Today, the establishment of MPAs has become a common practice in many coastal nations. MPAs are now frequently viewed by both politicians and the public as the most tangible parts of a nation's marine conservation programme. As such, MPAs are now the flagships of many marine conservation programmes throughout the world (Gubbay 1995). Globally, the total number of statutory MPAs has grown ten fold over the past few decades. At last count in 1994, there were over 3,000 MPAs in over 80 different nations (Kelleher 1999). Nevertheless, the actual efficacy of many MPAs and the relatively small percentage of important marine environments that they protect suggest that the marine realm is still very much a new conservation frontier.

Diversity of Marine Protected Areas

After less than a century of MPA development, there now exists a complex and varied assemblage of MPAs worldwide. As the number of MPAs has increased, so has the diversity and complexity of their designs, purposes, approaches, names and effectiveness (Norse 1993). This great diversity has lead to an expansion of the nomenclature to describe the many different forms of MPAs that have been created around the world. Subsequently, the interpretation of the MPA concept has been broadened and now encompasses such a spectrum of marine protection possibilities that its meaning is anything but ubiquitous (Norse 1993). This great worldwide diversity in MPA types is simply a reflection of the requisite variety needed to address the uniqueness of various coastal and marine planning contexts (Wolfe 1996).

Currently, our knowledge of the marine realm and MPA development strategies continues to evolve at a rapid pace. In particular the expansion and diversification of the MPA concept has raised many important questions about MPA size, design, degrees of protection, planning methods, management approaches, and linkages to other marine and coastal management efforts (Norse 1993). Subsequently, the theoretical and empirical framework for MPA planning, design, management and integration is still in a state of evolution but is developing rapidly along with our growing understanding of marine ecosystems and effective management regimes (Meltzer 1998). Nevertheless, humankind has now developed a great deal of experience with MPA planning and implementation from the development and utilization of MPAs in tropical and sub-tropical regions. This experience has provided a foundation of knowledge that has allowed for the broader and more effective application of MPAs elsewhere as a management tool that can help to conserve biological diversity and encourage ecologically sustainable development (NAS 2000).

The MPAs that exist today differ widely in design and management and serve an immense range of conservation and other marine and coastal management objectives (Agardy 1997). MPAs can range from being very small and having a uniform standard of protection to being very large and possessing zoned areas with varying degrees of protection (Gubbay 1995). They also usually have more than one management goal or objective (Agardy 1997). The management goals and objectives for MPAs are often rooted in scientific, economic, cultural, and/or ethical rationales and are as numerous as the number of MPAs themselves.

MPAs also come in a variety of management forms such as: customary tenure (eg. Island nations in South Pacific), voluntary (eg. United Kingdom), private sector (eg. Tanzania), community-based (eg. Phillipines), government (eg. United States), and co-managed MPAs (eg. Canada's Arctic) (Kelleher 1999). The protection measures utilized by these MPAs are based upon statutory controls, voluntary controls, or sometimes even a mix of both. The development and/or management of MPAs is often lead by organizations such as government agencies, conservation organizations, educational institutions, indigenous peoples, and community groups.

Overall, there is a uniqueness to all MPAs that often makes it very difficult to classify them and make comparisons amongst them (Gubbay 1995). The international experience in MPA development has shown that no one type of MPA has emerged as the best type to be used in every situation. Conceptually, it is believed that a variety of MPA types have the potential to contribute to effective marine conservation depending upon the contextual socioeconomic, ecological, and management regime conditions (Norse 1993; Kelleher 1999).

State of Worldwide Marine Protection

While the continued rapid growth in the numbers of MPAs is encouraging, the numbers alone might misrepresent the overall state of marine protection in the world (McAllister 1995; Agardy 1997; IUCN 1999). In comparison to their terrestrial counterparts, there are still very few MPAs covering the world's marine environments. In fact, the area of the marine realm covered by MPAs represents much less than 1% of the world's total marine area, while the comparable figure on land is around 9% (Kelleher 1999). In addition, nearly one third of the area covered by MPAs worldwide, belongs to just one MPA: Australia's Great Barrier Reef Marine Park (McAllister 1995). Consequently, the overall efforts to protect and conserve marine biological diversity and marine ecological processes are really in their infancy relative to the protection and conservation efforts that have been demonstrated on land. Some have suggested that the conceptualization and development of MPAs may trail their terrestrial counterparts by as much as a century (Lien and Graham 1985).

Marine Protected Area Efficacy Concerns

There are still some legitimate concerns that pertain to the effectiveness of many of today's MPAs. Of the many MPAs that have been created to date, the majority of them have been shown to offer little or no effective marine protection or management effort and therefore are really just "political paper MPAs" that are protected in name only (Tico 1995; Kelleher 1999). In addition, the overwhelming majority of MPAs are not couched in a comprehensive and integrated coastal and marine conservation strategy. Many believe that establishing MPAs without this broader conservation context reduces the conservation potential of MPAs due to their continued subjection to environmental threats and impacts from beyond their boundaries (Norse 1993; Agardy 1997; Kelleher 1999). This disappointing fact highlights that the simple establishment of MPAs alone does not necessarily translate into effective marine conservation. Consequently, growing number of the world's leading marine scientists and conservation biologists now believe that we need to increase both the number and effectiveness of MPAs in the world. In fact over 1,600 marine scientists believe we need to strategically protect, in an effective manner, at least 20% of the marine realm to ensure its health (MCBI 1998). Thus, as promising as the rapid growth in MPA development may appear, the reality remains that humankind's venture into protecting marine areas and conserving marine ecosystems is still in its genesis.

2.2.2 Canada's Application of the MPA Concept

Canada's progress in protecting and conserving the marine environment has been notoriously slow and lags behind many other countries in the world (Paisley and Garland 1994; Recchia et al. 1995; Thurston 1997; Geddes 1999; Lien 2000). Over the past 40 years, Canada's use of MPAs has largely been unsystematic and of low marine conservation value. In fact, very few of Canada's MPAs are viewed as being in the higher IUCN protection categories. However, the federal government of Canada, along with some provincial governments have recently made concerted efforts to develop the institutional, legislative and policy infrastructure needed for improving the protection of their jurisdictional marine environments. However, even though Canada has undertaken some foundational planning steps towards the creation of a more systematic and ecologically-based network of MPAs, the actual establishment of MPAs with significant conservation measures still remains largely unrealized (Lien 2000).

History of MPA Development in Canada

The first MPA's established in Canada were BC Provincial Marine Parks located at Rebbecca Spit (1957), Montague Harbour (1959), Plumper Cove (1960), and Sidney Spit (1961). These early forms of MPAs were terrestrially-related and often provided small protected anchorages and scenic shorelines important to recreational boaters. By the 1970s, Provincial Marine Parks were designated to protect special fishing areas, recreational boating interests, and ship-wreck dive-sites on Canada's Pacific Coast. The protection measures for these areas were primarily focussed on preserving the aesthetic and

recreation quality of the areas and not on the conservation of marine resources. Consequently, the marine conservation value of these early forms of MPAs appeared to be more symbolic than substantive (Youds 1985). It would not be until the latter part of the 20th century before British Columbia's provincial marine parks and ecological reserves began to take on more of a marine conservation role. However, all provincial MPAs are hampered by the bounds of provincial jurisdiction and therefore cannot adequately protect many of the marine conservation values found within their boundaries unless aided by federal agencies (Paisley and Garland 1994). To date, level of marine resource protection offered by provincial MPAs in Canada is generally quite low.

Canada's earliest federal MPA efforts only began in 1969 when Parks Canada began to venture into the field of marine conservation. Prompted by the international call from marine scientists and park professionals to establish MPAs in coastal areas, Parks Canada began to investigate the possibility of creating marine parks to protect some of Canada's coastal marine environments in the late 1960s (Yurrick 1995). From 1969 to 1972, Parks Canada established four coastal national parks with marine components varying in size from 21,387 ha to 520 ha. These four national parks were Kouchibouguac in New Brunswick; Pacific Rim in British Columbia; Forillon in Quebec; and Auyuittuq in Nunavat (Lien and Graham 1985). Most of the marine components of these new national parks were small and not entirely representative of the marine biological diversity of their region (Yurrick 1995).

In the 1980s, a series of federal-provincial agreements and the revision of Parks Canada's national marine park policy set the foundation for the development of Canada's first national marine parks: Fathom Five National Marine Park (130 km^2) in the Georgian Bay area of Ontario and the Saguenay-St. Lawrence Marine Park (1,138 km^2) in Quebec (Parks Canada 1997). A subsequent federal/provincial agreement also committed the governments of British Columbia and Canada to work towards establishing a National Marine Park Reserve at Gwaii Haanas (3,050 km^2) in the Queen Charlotte Islands. Parks Canada eventually changed its marine park designation to the name of National Marine Conservation Area (NMCA) through a revision of its parks policy in 1994. The new designation was believed to more accurately reflect the new purpose and objectives of Parks Canada's venture into MPA development (Parks Canada 1994).

By the mid-1990s, all three of Canada's agencies involved in marine conservation – Parks Canada, Department of Fisheries and Oceans (DFO), and Environment Canada – had all begun to change their policy and legislative tools to better reflect Canada's international commitments to protect marine biological diversity and address marine conservation issues. More specifically, Parks Canada developed a new NMCA policy and proposed new NMCA legislation, Environment Canada created a new Marine Wildlife Areas (MWA) designation from the "protected marine area" provision in its revised *Wildlife*

Act, and DFO developed its own MPA designation and policy under its new *Oceans Act.* Subsequently, Canada's Federal Government now has three formal MPA programs that are administered by Parks Canada, Environment Canada, and Fisheries and Oceans Canada respectively (Fisheries and Oceans 1997).

Present State of MPA Development in Canada

Canada and its provinces now manage over 190 legislated MPAs. While on the surface this may seem impressive, very few of Canada's MPAs are ecologically-based or offer high marine protection standards. In fact, Canada has only four MPAs that actually fully protect all of its resident species: Whytecliff Park, West Vancouver, B.C. (19 ha); Point Atkinson, West Vancouver, B.C. (0.85 ha); Porteau Cove, Howe Sound, B.C. (34 ha); and Xwa YeN (Race Rocks) in Juan de Fuca Strait, BC (251 ha). Despite having been credited with establishing a relatively large number of MPAs, the Government of Canada acknowledges that it has one of the world's poorer marine protection records (Pynn 2001a).

Canada's overall progress in implementing MPA policies has been very slow due to the many challenges associated with oceans management and marine conservation planning issues. Canada's MPA programs are still in their early stages of evolution and are taking considerable time and resources to develop and implement. Even small MPA pilot projects are proving to be quite a challenge for the federal government to carry out. Former federal Fisheries and Oceans Minister David Anderson suggested that Canada has purposely adopted "a go-slow approach" to MPA development in hopes of building stronger support and consensus amongst stakeholders and politicians for new oceans conservation initiatives (Geddes 1999).

2.2.3 Key Lessons Learned in MPA Development

Several coastal nations now have over 30 years of solid experience in MPA planning, implementation, management, and research. During this period of time, many lessons have been learned in MPA development. These lessons are described in the literature on MPA development (Agardy 1997; Kelleher 1999; Ballantine 1999; Dovetail 1999; Lien 2000; NAS 2000). Some of the more pertinent MPA planning lessons that relate to this research project include:

- *Integrated and Collaborative Solutions Required*

  It is not feasible in today's marine environment to divorce the issues of marine resource use and marine conservation. Considering that there are many stakeholders with differing values for the marine realm, today's oceans conservation issues require integrated approaches and collaborative solutions.

- *Utilize Mix of "Top-down" and "Bottom-up" MPA Planning Approaches*

  MPA design and management is improved by having a context-specific mix of "top-down" and

"bottom-up" planning approaches. For example, governments can provide the general principles and policy while more community-based and sectoral interests can be more involved in the ground level planning issues that are most important to them.

- *MPA Planning Requires Time and Resources*

  There is no single, simple, or quick method for establishing MPAs. Subsequently, integrated MPA planning processes often require a great deal of time, resources, and diplomacy from MPA proponents and other participants. These investments are critical to the success of MPA proposals. Consequently, MPA programs require adequate funding and time if they are to actually be implemented.

- *Trust is Needed Amongst Collaborative MPA Planning Participants*

  Successful collaborative MPA planning efforts usually require that participants have working relationships built on trust. Proceeding with an MPA planning process at a faster rate than the building of trust can derail MPA proposals. Developing trust can take time and therefore MPA planning processes need to be flexible with agendas and timelines.

- *Catalysts and Leaders are Important*

  One of the most important factors contributing to the success of MPA planning and development is the commitment and dedication of individuals or groups of individuals. Thus successful MPA development is often associated with strong leaders or catalysts from both in and outside government.

- *Be Aware of Socio-political Windows of Opportunity*

  MPA initiatives have a better chance of being supported if efforts are carefully timed to socio-political windows of opportunity.

- *Make Special Efforts to Involve Local Interests*

  It is vital to successful MPA development that local people and affected stakeholders are deeply involved from the earliest possible stages so that their concerns and interests can be addressed. In addition, the involvement of local interests in MPA planning can increase the level of MPA support and voluntary compliance within the local communities. The involvement of community-based groups in collaborative planning efforts can encourage community-based stewardship.

- *Involve Stakeholders and Broader Public*

  Stakeholder involvement is integral to the success of MPA programs in both planning and management. Particular efforts need to be made to hear all stakeholders and not just the loudest and strongest ones.

- *Educate Stakeholders and Broader Public*

  Education and communication are critical to the success of MPA planning and development. Stakeholders and the broader public need to be well informed on marine conservation issues and

programs. In particular, it is beneficial to MPA planning efforts if local communities and other stakeholders also know about the clear benefits that MPA establishment can provide.

- *MPA Systems Required*

  Broader oceans conservation requires a much more comprehensive strategy than just adhoc MPA development. The development of MPA systems can provide an ecosystem-based approach for trying to meet the multiple objectives in coastal and marine management. MPA networks are an important first step in oceans conservation and marine resource sustainability.

- *Interagency Coordination is Critical in MPA System Planning*

  Interagency coordination is necessary to effectively plan and manage MPAs in a multi-jurisdicational context that is likely to have other agencies with conflicting practices or with other MPA designations and marine conservation programs.

- *Try to Create MPAs in the Context of Coastal Integrated Management*

  MPAs that are developed in an integrated management context stand a better chance of succeeding because they are more likely to be legitimized and supported through integrated and ecosystem-based planning processes.

- *Large Multi-use MPAs Can Foster Integrated Coastal Management*

  For coastal areas that do not have established integrated coastal planning, the planning of large multi-use MPAs can also serve as an important integrated planning exercise. The relationships and social capital developed from these exercises can lead to broader and more integrated coastal and ocean management exercises in the future.

- *Establish Easy or Obvious MPAs First*

  Opportunities for establishing high profile MPAs in relatively non-contentious areas can go a long way in developing public support for MPAs and marine conservation. Working examples of MPAs that can demonstrate marine protection benefits are needed before MPA system development can actually occur.

- *Do Not Wait for Complete Information*

  In most cases, MPA planning should not be delayed on the basis of incomplete information. There is usually sufficient biophysical information to ecologically justify an MPA designation. Acting without complete information is part of the precautionary approach. Waiting for complete marine inventories and ecological understanding can delay protection efforts and allow for the possible degradation of marine protection values in the interim.

- *MPAs Do Not Have to Be Ecologically Perfect to be Useful*

  It is better to have a MPA that meets basic conservation objectives and is feasible and than a MPA that is perfect in the ecological sense but is not feasible to establish.

2.3 MPA Planning Context on Canada's Pacific Coast

The purpose of this section is to give the reader some appreciation and understanding of contextual MPA planning conditions on Canada's Pacific Coast that may be affecting the development of government/non-government collaborative MPA planning relationships. To this end, this section provides a general overview of coastal MPA planning conditions and issues, the key government MPA programs and initiatives, and the current MPA planning role of non-government organizations on Canada's Pacific Coast.

2.3.1 Coastal and Marine Environment

The Pacific Coast of Canada possesses over 29,500 km of coastline with some of the least disturbed coastal and marine ecosystems in the world (British Columbia 1993; Dale 1997). It also boasts of having 6,500 islands and approximately 450,000 km^2 of internal and offshore waters (Canada and British Columbia 1998). The Pacific Coast of Canada is one of the most spectacular and biologically productive marine regions of any temperate marine region in the world (Cannings and Cannings 1996). In fact, the coastal and marine environments of Canada's Pacific coast are viewed as some of the world's richest and most diverse (Dale 1997). According to Lambert (1994), Canada's Pacific Coast is generally viewed as being extraordinarily rich in marine species compared to other temperate marine regions. The rich marine biological diversity found in Canada's Pacific Coast waters is largely influenced by its impressive variation in coastal landforms, marine habitats, and oceanographic phenomena. Considering approximately 75% of B.C.'s 3.9 million people live within 60km of the coast, most of the human population along Canada's Pacific Coast is also strongly linked to the coastal marine realm (Dale 1997; Government of Canada 2001). Ultimately, the marine environments along Canada's Pacific Coast "nurture the livelihoods, lifestyles and the spirits" of people in both large and small coastal communities (Dale 1997 p.3).

2.3.2 Coastal and Marine Issues

The Pacific Coast of Canada is an area that presently has numerous coastal and oceans management issues. Many of these issues are not unique to Canada but are being faced by a multitude of coastal nations. The most pressing issue on Canada's Pacific Coast is undoubtedly the growing concern over the present state of marine resources and biological diversity and their future sustainability (British Columbia 1998). Even though there have been some significant efforts made by affected coastal communities and governments to try and overcome the many issues that lie at the heart of this coastal and oceans sustainability problem, coastal and oceans management issues still persist on Canada's Pacific Coast.

A Changing Coastal Marine Environment

Historical records and accounts now indicate that the marine environments, species, and ecosystem productivity levels contained in Canada's Pacific marine waters have undergone some dramatic changes over the past hundred years (Wallace and Boyd 2000). While not all of the marine ecosystems along Canada's Pacific Coast are believed to be showing signs of dramatic change and stress, evidence suggests that many of them have experienced a significant degradation of their historical marine wealth during the twentieth century (Glavin 2001). While oceans and marine ecosystems have their own natural dynamics, the majority of marine scientists and conservationists acknowledge that the individual and cumulative impacts from human activities have played predominant roles in the sharp decline of many marine species (Glavin 1999). Human activities are continuing to result in the individual and cumulative impacts of overexploitation, pollution, habitat destruction, exotic species introductions and the global changes in ocean and climate temperatures (Canada and British Columbia 1998). With the pressures of increasing coastal populations, coastal development, maritime trade, and global demands for marine resources, the impacts of human activities continue to threaten marine ecosystems and biological diversity on Canada's Pacific Coast.

Marine Resource Sustainability

The productive capacity of any marine ecosystem has its limits and historical accounts and records suggest in many cases they have been exceeded on Canada's Pacific Coast (Quadra 1997). For much of the 20th century, the exploitation of coastal marine resources has expressed a "gold-rush" fishing mentality that in many areas has lead to a succession of over-exploited commercial marine species. In fact, evidence suggests that the commercial harvesting of marine resources on Canada's Pacific Coast has been guilty of over-exploiting many commercial marine species and concentrating fishing efforts further down the food chain (Pauly et al. 1998; Wallace 1999). While the days of the uncontrolled "gold rush" type of fisheries are hopefully gone, Canada's Pacific marine waters are still subject to increasing levels of use and exploitation.

Insufficient Conservation of Marine Biological Diversity and Ecosystems

Canada's marine protection efforts are currently inadequate for serving the conservation of marine biological diversity and ecosystems (Hawkes 1994). The Pacific coast of Canada is home to about a 100 legislated MPAs of different forms. These MPAs give about 1.25% of Canada's Pacific marine waters some degree of protection (Canada and British Columbia 1998; Zacharias and Howes 1998). Unfortunately, the vast majority of these MPAs, offer little if any protection to marine species, marine communities or ecosystems found within their boundaries (Hawkes 1994; Wallace and Boyd 2000). In fact, 90% of these forms of MPAs do not have any form of marine species protection and are almost treated the same as any other part of the ocean in terms of allowable activities (Wallace and Boyd 2000).

Only a little over 300 hectares of Canada's Pacific marine waters have been identified as "no-take" MPAs which are completely closed to all forms of fishing. According to respected federal fisheries scientists Glen Jamieson and Colin Levings, Canada's Pacific Coast simply does not have the sufficient number, size, and scale of no-take MPAs to offer functionally significant marine ecosystem protection (Pynn 2001a).

Limited Marine Species and Ecosystem Knowledge

Marine planning and management on Canada's Pacific Coast is hampered by insufficient or inadequate information on marine species and ecosystems. The scientific body of knowledge on Canada's Pacific marine environments lacks far behind the knowledge of terrestrial environments. The existing marine knowledge is very imbalanced and has many geographic, ecological and species data gaps. Consequently, present fisheries and oceans management on Canada's Pacific Coast does not yet have the scientific knowledge to deal with the complexities of ecosystem-based fisheries and oceans management with any degree of certainty (Glavin 1996).

Problems in Sharing Marine and Coastal Environmental Information

The limited coastal marine resource information and inventory data collected on Canada's Pacific Coast by federal, provincial, regional and community-based agencies has not readily been shared or accepted between agencies and/or with other marine stakeholders. Sometimes the information has been deemed proprietary in nature or in some cases the methods of data collection, classification schemes and boundaries are simply too different to have compatible databases. Nevertheless, all levels of government and other marine stakeholders are beginning to make greater efforts to share what marine resource information they have for the purposes of Coastal and MPA planning.

The Issue of Fragmented and Overlapping Jurisdictional Authority

The jurisdictional complexity that exists along Canada's Pacific Coast has impeded the coordination of marine conservation programs and complicated the management of coastal and marine resources (Hawkes 1994; British Columbia 1998). This jurisdictional complexity is derived from the multiplicity and fragmentation of government jurisdictions. The jurisdictional uncertainty and conflict that has developed from this situation is believed to be a contributing factor to the slow rate of progress in MPA development along Canada's Pacific Coast (Dovetail 1999). Consequently, the development and establishment of effective near-shore MPAs will require the collaboration of various levels of government and their respective government agencies to protect both the seabed and marine resources.

Much of the marine realm along Canada's Pacific Coast is under shared government jurisdiction. The jurisdictional ownership of the seabed and coastal marine resources on Canada's Pacific Coast is

essentially split between the Province of British Columbia and the Government of Canada (Hawkes 1994). The provincial government has jurisdiction over the seabed of inland waters and the marine resources on inter-tidal lands down to the mean low tide line, while the federal government has jurisdictional authority over the living marine resources in the water column and on the seabed itself once outside inland waters (British Columbia 1998). For some coastal areas, the Province of British Columbia and the Government of Canada still do not completely agree upon their geographic jurisdictional boundaries as it pertains to the definition of inland waters along Canada's Pacific Coast (BC Parks unpub. 1995). Moreover, some First Nations are presently challenging the jurisdictional authority of both the federal and provincial governments through their claims of aboriginal title to land and sea areas. Subsequently, there remains some jurisdictional uncertainty and conflict over certain marine environments along Canada's Pacific Coast (Dorcey 1986).

Jurisdictional fragmentation and conflict also occurs within levels of governments themselves. There are numerous government departments that are presently involved in coastal or marine resource management. These government agencies have diverse interests and management responsibilities that are reflected in their range of mandates and policies. The natural consequences of having so many different agencies involved in oceans and coastal management has been management fragmentation, duplication, lack of coordination, and conflict (Beckman 1996).

Increasing Conflict Over Coastal Marine Activities and Resource Use

The competition and conflict over coastal marine use and marine resource allocation is steadily increasing along Canada's Pacific Coast (British Columbia 1998). Increasingly, population growth, coastal development, industrial activities, demands for marine resources, resource exploitation, resource depletion, environmental degradation, economic globalization, and First Nations' resource rights have contributed to more competition and conflict amongst stakeholders over coastal activities and marine resource allocations (Healey unpub. 1997). In particular, some contentious issues have been associated with fishery allocations, fishery practices, fishery locations, aquaculture practices and locations, log booming, habitat protection, marine species protection, fishing lodge locations, permitted marine pollution, and oil and gas development proposals (British Columbia 1998; Dovetail 1999). This growing competition and conflict amongst various representatives from economic, environmental, and social interest groups has simply added to the already complex and political nature of coastal and marine resource management.

Lack of Integrated Coastal Management

The practice of Integrated Coastal Management (ICM) is just beginning to be applied to some coastal planning exercises along Canada's Pacific Coast. Unfortunately, these planning exercises are limited in

their scale and scope as government agencies and coastal stakeholders are in the process of trying to develop their capacity to design, facilitate, and practice ICM. While significant progress has been made in developing the institutional foundations for the practice of ICM in Canada's Pacific Region, only a select number of marine and coastal planning initiatives have actually utilized ICM principles. Subsequently, the vast majority of coastal use and allocation decisions along Canada's Pacific Coast are still made via a more piecemeal approach to coastal and marine management (Gamble and Day 1990). So far, this more fragmented and sectoral approach has inadequately dealt with the competing environmental, political and economic interests along Canada's Pacific Coast (Healey unpub. 1997).

While both the governments of Canada and British Columbia recognize the need for a more integrated approach to coastal management, the actual changing of institutional practice towards the development of a more integrated and inclusive coastal management paradigm is proving to be a challenging endeavour. The considerable changes, skills, resources, and time required for the implementation of integrated coastal and marine planning has resulted in the slow and incremental application of ICM on Canada's Pacific coast. As a result, there are currently few opportunities for MPA development to take place within an ICM context.

The Unsettled State of Aboriginal Rights, Jurisdictions and Entitlements

The unsettled and evolving state of aboriginal rights, jurisdictions and entitlements in the marine realm has added to the complexities of marine conservation planning along Canada's Pacific Coast. The ongoing clarification of First Nations coastal rights and land/sea claims has prompted many coastal First Nations to be more cautious and hesitant about their involvement with MPA development activities. While all BC's coastal First Nations appear to have a strong interest in conserving marine resources for cultural, subsistence and economic reasons, their actual interest and role in MPA establishment along Canada's Pacific Coast is not clear and appears to be slowly emerging and evolving (CPAWS 2000).

Many First Nations on Canada's Pacific Coast now expect to play an integral role in MPA selection, designation and management within their traditional marine areas (Wallace and Boyd 2000). However, the involvement of some coastal First Nations in the development of MPAs has proven to be a complicated matter. With so much at stake, many First Nations along Canada's Pacific Coast have understandably been hesitant about committing to any MPA planning and management arrangements that might in some way prejudice future treaties or legal interpretations of aboriginal rights (Nichols 2002). In this way, many First Nations have been non-committal with respect to MPA development initiatives at this point. They are cautiously exploring how to best protect their interests in today's evolving marine and coastal resource management paradigm.

Sustaining Coastal Communities

Apart from the large cosmopolitan urban centres of Vancouver and Victoria, most of the communities along Canada's Pacific Coast are relatively small and are largely dependent upon tourism and/or resource-based economies (Beckman 1996). For many of these coastal communities, their economic and socio-cultural fabric has been influenced by a history of coastal fishing and forestry. However, many resource-based coastal communities are now under a great deal of stress due to the recent downturns in the fishing and forestry sectors. For some coastal communities, the stress has become so great that the sustainability of their present economies, towns, lifestyles, and communities is at stake. Consequently, there is now a growing interest and need for coastal communities to diversify and modify their traditional resource-based economies in order to attain more stable and sustainable forms of economic development (British Columbia 1998).

To date, many coastal communities are currently in a state of transition as they try to stabilize and diversify their economies and restore threatened coastal resources to sustainable levels. In a struggle to sustain their coastal communities, many communities are continuing to explore a variety of new economic opportunities such as eco-tourism, aquaculture, and oil and gas exploration (British Columbia 1998). Overall, many coastal communities on Canada's Pacific Coast are simply trying to survive in an age of rapidly changing environmental, economic, political and social conditions.

Transboundary Management of Marine Waters and Species

Marine ecosystems, waters, and species are not bound by international political boundaries. This reality particularly applies to Canada's Pacific Coast where international borders cut through rich marine ecosystems both in the Southern and Northern portions of Canada's marine jurisdiction. Subsequently, the governments in Canada and the United States share the jurisdictional responsibility to manage transboundary marine ecosystems along the Pacific Coast. While many international institutions and alliances have been formed in to deal with the myriad of transboundary marine issues that exist along the Pacific Coast, the movement towards joint stewardship and cooperative management of shared transboundary marine ecosystems is still a work in progress (Hildebrand et al. 1997).

2.3.3 Inter-Governmental Strategy for MPA Development

Since 1994, the governments of Canada and British Columbia have been jointly preparing, in consultation with marine stakeholders, a marine protected area strategy (MPAS) for Canada's Pacific Coast (Henwood 1996). The intent of this government lead MPA planning initiative is to coordinate all government MPA planning programs and initiatives for Canada's Pacific Coast under one unified planning framework (Canada and British Columbia 1998). More specifically, the development of the MPA strategy is an attempt to combine both federal and provincial MPA initiatives into one MPA

planning policy document to help guide MPA planning and establishment (Fisheries and Oceans Canada 1998). Both the governments of British Columbia and Canada understand that this more unified approach to MPA planning is essential for achieving common marine protection and conservation goals (Canada and British Columbia 1998).

Description of the Draft MPA Strategy

The 1998 discussion paper titled *Marine Protected Areas: A Strategy for Canada's Pacific Coast* essentially lays out the general framework and MPA planning direction for MPA development on Canada's Pacific Coast. In particular, the document describes the MPA planning context, definitions, vision, objectives, principles and basic planning approach for the development of a network of MPAs along Canada's Pacific Coast. The 1998 draft MPA Strategy envisions the creation of a basic system of MPAs for the Pacific Coast of Canada by the year 2010. The draft Strategy also suggests that an MPA system be developed through a series of coastal planning processes carried out at various planning levels. These levels may range from large comprehensive processes that plan for a variety of resource uses and activities to smaller processes that focus on the integrated planning for a singular MPA.

In the draft MPA strategy, the federal and provincial governments proclaim that they will work in collaboration with First Nations, coastal communities, marine stakeholders, and the public on MPA planning and management. The strategy also suggests that marine stakeholders, like marine related government agencies, First Nations, community groups, environmental non-government groups, academic institutions, fishing organizations, and individuals will be able to submit MPA proposals for assessment. In this way, the draft strategy envisions a cooperative approach to MPA development that is intended to encourage collaboration of all governments, First Nations, advocacy groups, communities, individuals and other marine stakeholders to identify important marine values that should be protected under a MPA designation (Canada and British Columbia 1998).

Current State of the MPA Strategy

At this time, a final version of the MPA Strategy document has yet to be completed and/or publicly released. While government agencies have put a significant amount of work into the development of the MPA Strategy, the completion of this inter-governmental initiative appears to have been curtailed by challenges such as resource constraints, sectoral opposition, ENGO dissatisfaction, uncertain First Nations' support, and lack of MPA planning infrastructure. However, a DFO representative from the inter-governmental MPA working group has suggested that most of the issues surrounding the development of the MPA strategy policy document have been resolved and that only a few outstanding issues are left to be settled. With no present target date or timeline for the completion of the MPA Strategy document, the official government MPA planning policy for the development and establishment

of MPAs along Canada's Pacific Coast still remains a work in progress. Nevertheless, in the interim, participating government agencies from the MPA working group believe there is enough information contained in the 1998 draft MPA Strategy to serve as a general guide for government MPA planning and establishment (Henwood pers.comm. 1999; Pakenham pers.comm. 2000).

2.3.4 Government MPA Programs and Initiatives

Over the past decade, both the federal and provincial governments have made some significant strides in the development of MPA policies, programs, and planning initiatives along Canada's Pacific Coast. However, these governments have made very limited and slow progress in the implementation of government MPA policies and programs due to a number of government MPA planning challenges.

The agencies with the most significant responsibilities for MPA development along Canada's Pacific Coast are Fisheries and Oceans Canada, Parks Canada, Environment Canada and BC's Coast and Marine Planning Office. In particular, Fisheries and Oceans Canada and Parks Canada are viewed as being the leading government agencies in the development of new MPA policies and programs along Canada's Pacific Coast. Other government agencies at the provincial and regional level, like BC Parks, and the Islands Trust have also shown a significant level of interest in contributing to MPA development within their jurisdictions. All together, these agencies have their own distinctive role in the field of MPA development by having various regulatory jurisdictions, conservation focal points, MPA development programs or initiatives, and MPA design rationales (Canada and British Columbia 1998). However, these government agencies have been working together more cooperatively over the past decade to ensure their differing MPA development initiatives are more coordinated and complementary to one another (Wolfe 1996).

Fisheries and Oceans Canada's MPA Program

Fisheries and Oceans Canada (DFO) is the government agency with the largest mandated role in marine conservation and protection along Canada's Pacific Coast. In 1997, Canada's *Oceans Act* designated DFO, on behalf of the Government of Canada, as the lead agency for the development of a national system of MPAs that would incorporate the MPA programs of three federal agencies. Consequently, DFO has the mandate to lead and facilitate the coordination of MPA policies, programs, and prospective sites amongst Canada's federal agencies in order that federal protection and conservation efforts may become more integrated and comprehensive (Fisheries and Oceans Canada 1999a). To ensure that federal MPA programs are also linked to non-federal MPA initiatives, DFO's coordination role also extends to other existing provincial and community-based marine conservation initiatives (Fisheries and Oceans Canada 1999b).

As part of its mandate to create a national system of marine protected areas, DFO is in the process of developing its own national MPA program. The general goals of the MPA program are: to proactively conserve and protect the ecological integrity of each MPA; to contribute to the social and economic stability of coastal communities by providing compatible uses to MPA objectives; and to further the knowledge and understanding of marine ecosystems (Fisheries and Oceans Canada 1999a). The program will strive to establish MPAs to conserve or protect marine areas and resources of special interest in Canadian waters (Fisheries and Oceans Canada 2000). Due to the fact that the national MPA program will be implemented at the regional level, the specifics of the MPA program will also be developed at the regional level to suit the unique marine conservation planning contexts associated with each region (Fisheries and Oceans Canada 1999a).

Some of the important planning concepts incorporated by DFO in the development of their MPA program include: collaborative planning, partnering, ecosystem-based management, integrated management, sustainable development, precautionary approach, and adaptive management (Fisheries and Oceans Canada 1999a). In particular, the need for effective partnering is viewed as being especially important to the success of DFO's MPA program. In fact, collaboration and partnering are viewed by DFO as being vital to their key MPA program areas like information gathering, public education and awareness, research, management, and enforcement (Fisheries and Oceans Canada 1999b). DFO's MPA program policy outlines that DFO will promote partnering and also "plan and establish MPAs with the active participation of interested and affected parties, building upon existing programs and institutional or community structures wherever possible" (Fisheries and Oceans Canada 1999a p.5). In reference to partnering with coastal communities and non-government conservation organizations, DFO has indicated that these groups will have an opportunity to play a prominent role in MPA planning and management. Their involvement could range from MPA site nomination and co-management to consultation activities and public awareness programs (Fisheries and Oceans Canada 1999b).

So far, DFO has only developed a proposed outline for an MPA establishment process. According to the working document titled a *National Framework for Establishing and Managing Marine Protected Areas* (1999), the MPA establishment approach will consist of six basic steps: 1) identification of areas of interest (AOIs); 2) initial screening of AOIs; 3) AOI evaluation and recommendation; 4) development of management plan for candidate MPA site; 5) designation of MPA; 6) management of MPA.

In reference to the identification AOIs for MPA establishment, the document suggests that government agencies, community groups, coastal communities, First Nations, the fishing sector, non-government environmental organizations, academic institutions, other stakeholders, and the general public will all have the opportunity to nominate an AOI for consideration as an MPA through various planning

initiatives. These planning initiatives are expected to be: marine ecosystem overviews, integrated coastal management processes, fisheries management planning, individual stakeholder proposals and other approaches (Fisheries and Oceans Canada 1999b).

Over the past several years, Fisheries and Oceans Canada has lead or been involved with a number of important MPA related development initiatives such as the draft MPA strategy for Canada's Pacific Coast, the marine planning component of the Central Coast Land and Coast Resource Management Plan (CCLCRMP); and the creation of four DFO MPA pilot sites (Fisheries and Oceans Canada 2001). These planning initiatives have offered DFO, and other marine stakeholders, important MPA planning learning experiences and new working relationships that are foundational to the development and successful implementation of DFO's MPA program along Canada's Pacific Coast (Pakenham pers. comm. 2000).

DFO's MPA program for Canada's Pacific Coast is still in its formative stages of development. The program itself is still evolving as DFO tries to determine the appropriate planning infrastructure, stakeholder relationships, institutional capacity and planning expertise needed for the development of MPAs. However, the establishment of MPAs for DFO has proven to be a slow and challenging proposition without an effective MPA planning framework in place (Hietkamp pers. comm. 2000). As such, DFO is continuing to work on the development of an MPA planning infrastructure while also giving serious attention to less regulatory marine conservation approaches like the development of community-based voluntary marine conservation initiatives (Pakenham pers. comm. 2000).

Fisheries and Oceans Canada currently faces a variety of challenges to the development and implementation of its MPA program along Canada's Pacific Coast. These external and internal challenges have made it clearly more challenging for DFO staff to adequately implement some of its MPA related policies (Pakenham pers. comm. 2000). Subsequently, DFO's activities in Canada's Pacific marine region have largely been limited to policy, foundational planning, and pilot projects. If DFO wants to move forward with successful MPA establishment along Canada's Pacific Coast, it will need to address a number of program development and implementation challenges:

- *Insufficient Allocation of Resources*

  DFO's Ocean Sector is currently allocated only 1.2% of DFO's total annual budget. Moreover, DFO's Oceans Program on the Pacific Coast receives about 0.6% of DFO's total annual budget (Lien pers. comm. 2002). With respect to financial and human resources, DFO's oceans program in Canada's Pacific region simply needs more resources to fully develop the planning system and infrastructure required to implement its MPA program in a reasonable time period (Pakenham pers. comm. 2000). Without additional resources, DFO has not yet been able to fully develop a planning process and infrastructure to develop and address MPA proposals (Hietkamp pers.comm. 2000).

- *Goal Fragmentation of Multi-sector Agency*

  DFO is a large multi-sector agency that can experience goal fragmentation through the competing interests within its own agency. With the recent addition of an oceans conservation mandate and the coast guard, DFO has been faced with some institutional challenges associated with the agency's multi-faceted role. DFO now has responsibilities in marine research, safety, fisheries, conservation, and general oceans management. These broad and sometimes conflicting agency roles can make higher level decisions within DFO more contentious and political. This reality may make the support and subsequent implementation of oceans sector policies more challenging.

- *Involvement of First Nations in MPA Development*

  Recent legal decisions have shown that First Nations should play an integral role in selecting, designating and managing MPAs on the West Coast (Wallace and Boyd 2000). However, some legal issues like First Nations' marine title and commercial rights to harvest have not been clarified. Subsequently, acquiring First Nations' support and involvement in DFO's MPA planning projects has been a complex and challenging task.

- *Acculturation to New Ways of Working*

  The time needed for acculturation to new ways of working and managing has also played a part in DFO's limited development and implementation of its MPA program along Canada's Pacific Coast. In particular, DFO's mandates for oceans management, conservation, and MPA development have demanded that DFO adopt and develop more cooperative and collaborative management practices to reach their policy goals and objectives. These new ways of working and managing represent a significant change from DFO's more traditional authoritarian style of management. These substantial changes in management practice can take some time to plan and implement.

- *The Gap Between Policy Development and Program Delivery*

  While DFO has undertaken a number of fundamental planning steps to try and develop an MPA planning infrastructure suited for Canada's Pacific Coast, there presently exists a significant gap between MPA policy/program development and MPA policy/program delivery. In some cases, the public expectations derived from DFO's progressive MPA related policies have gone well beyond the present capacity of DFO's oceans management sector to deliver. This present gap between MPA policy and MPA establishment has resulted in a scenario of frustration and enduring patience for many highly motivated government and non-government parties interested in attaining legislated protection for specific marine areas through DFO's MPA program.

- *Levels of MPA Stakeholder Distrust*

  Fisheries and Oceans Canada's historical "top-down" approach to fisheries management along with their limited delivery of their mandated oceans conservation programs has created a level of distrust amongst some stakeholders. Whether its warranted or not, this situation has made it even more challenging for DFO to implement its MPA program.

Parks Canada's NMCA Program

Parks Canada is another government agency with a prominent role in the field of MPA planning along Canada's Pacific Coast. While the agency has had a long-standing interest in the protection of marine environments in the Pacific marine region, only over the past decade has Parks Canada really begun to strengthen its marine protection efforts. More specifically, Parks Canada is now working towards the systematic establishment of National Marine Conservation Areas (NMCA's) in Canada's marine waters and Great Lakes. To this end, Parks Canada has developed proposed NMCA legislation, NMCA policy, a system plan, and an establishment framework (Parks Canada 2001). Moreover, Parks Canada has also been actively involved in a variety of MPA related initiatives and discussion forums that have encouraged the advancement of MPA planning, interagency cooperation, stakeholder relationships, and public outreach along Canada's Pacific Coast.

Parks Canada essentially established its NMCA program over a decade ago with the development of new marine conservation policy and an amendment to the *National Parks Act*. The intention of Parks Canada NMCA program is to protect and conserve a network of areas representative of Canada's marine environments (Parks Canada 1998a). In order to develop a nationally representative system of NMCAs, Parks Canada established a system plan for NMCA development entitled Sea to Sea to Sea (1995). This planning framework for the NMCA system uses a representative sampling approach of identified natural marine regions (Parks Canada 1995). The system plan identifies 29 natural marine regions in Canadian waters based upon their distinctive combination of geological features, coastal land-forms, oceanographic processes, and marine associated wildlife. Canada's Pacific Coast contains five of these natural marine regions. Parks Canada's long term goal for its NMCA program is to set aside a representative sample of each marine region to provide a representative cross-section of the country's marine environments (Parks Canada 1999). Currently, Parks Canada's NMCA development focus along the Pacific Coast lies in the Hecate Strait and Strait of Georgia marine regions.

Parks Canada's NMCA system plan outlines a five step establishment process for the development and establishment of NMCAs: 1) the identification of representative marine areas as NMCA candidates; 2) Selecting one potential NMCA candidate; 3) Assessing the feasibility of the NMCA Candidate; 4) Negotiating an agreement; and 5) Establishment of the NMCA under the appropriate federal legislation (Parks Canada 1995). However, Parks Canada asserts that this process should allow for some flexibility in the planning steps to reflect the unique planning circumstances of each NMCA establishment process (Parks Canada 1994).

Much of NMCA establishment and management will rely on collaboration and partnering with NMCA stakeholders. More specifically, NMCA planning and management fundamentally relies upon the

collective success of partnerships with federal departments, provincial agencies, territorial agencies, First Nations, regional stakeholders, local communities, environmental groups, and individual citizens (Parks Canada 2001). Parks Canada will take a lead role in developing NMCA cooperative arrangements and partnerships with these stakeholders if a NMCA proposal is proven to be feasible (Parks Canada 1994). At the bare minimum, Parks Canada's NMCA system plan indicates that consultations with NMCA stakeholders are required before NMCA establishment can take place. In broader terms, Parks Canada sees partnerships and collaboration with NMCA stakeholders as being an important step in the development of broader marine ecological stewardship. Consequently, Parks Canada's NMCA policy and system plan advocate a more cooperative and collaborative approach to NMCA development and management in order to establish NMCAs and improve and sustain the ecological integrity of Canada's marine environments (Parks Canada 1995).

Over the past several years, Parks Canada has been involved in several important NMCA related development initiatives: a draft MPA strategy for the Pacific Coast; the Gwaii Haanas NMCA Reserve establishment effort; the NMCA feasibility study for the Southern Strait of Georgia; involvement in marine planning component of the Central Coast LCRMP; and the development of NMCA legislation. These initiatives have helped to develop government and non-government NMCA stakeholder relationships while also helping to identify NCMA development challenges. Of these activities, the NMCA feasibility study for the Southern Strait of Georgia is the most pertinent to this research project.

In accordance with the 1995 Pacific Marine Heritage Legacy agreement between Canada and British Columbia, Parks Canada announced its intent to implement a NMCA feasibility study in the southern Strait of Georgia in 1998. The study area generally concentrated on the marine waters around the Southern Gulf Islands including part of the Sannich Inlet. Parks Canada initiated the feasibility study in 1999 with the hopes of its completion by the end of the year 2000. However, due to funding shortages and a more cautious NMCA development approach, Parks Canada has postponed its NMCA feasibility study in the Strait of Georgia for the present time.

The feasibility study is the most pivotal phase of the NMCA establishment process and is usually the most complex and time-consuming (Parks Canada 1995). Its basic purpose is to determine the feasibility of NMCA establishment through a series of stakeholder consultations aimed at assessing the shared management vision, development challenges, and public support. The feasibility study is based upon the active participation of all NMCA stakeholders in the development and completion of the study (Parks Canada 1998). So far, the feasibility study has been limited to some stakeholder outreach, general biophysical inventory, and some interest group consultations (Henwood pers. comm. 2000).

Like DFO, Parks Canada faces several challenges pertaining to the implementation of its NMCA (MPA) program along Canada's Pacific Coast. These challenges are both external and internal and have contributed to the slow progress in NMCA development along Canada's Pacific Coast. Even though Parks Canada has not yet developed a proven process for successful NMCA establishment, Parks Canada has made some significant strides in its NMCA legislation, policy and program development (Henwood pers. comm. 1999). However, many contextual NMCA planning issues and challenges still need to be addressed before Parks Canada can move forward with successful NMCA establishment along Canada's Pacific Coast. Currently, the main challenges to NMCA planning and establishment along Canada's Pacific Coast are:

- *Insufficient Allocation of Resources*

  Parks Canada's limited allocation of resources from the federal government has limited the amount of NMCA planning activities it can conduct. As such, the main reason behind the delayed implementation of the NMCA feasibility study for the Southern Strait of Georgia is said to be resource limitations (Henwood pers. comm. 2000).

- *Complex Coastal Planning Context for the NMCA Establishment Process*

  The complex planning conditions on Canada's Pacific Coast make it quite challenging for Parks Canada to carry out its NMCA establishment process. NMCA's are large multi-purpose forms of MPAs and therefore are expected to have a large number of stakeholders with a diversity of interests. To establish a successful NMCA establishment process that integrates and collaborates with a wide range of stakeholders and interest groups is a huge challenge for Parks Canada. Considering these stakeholders have diverse and often conflicting interests, the future coordination and development of effective collaborative planning arrangements will be a complex and difficult task.

- *Provincial to Federal Government Seabed Transfer*

  One of the most critical challenges to NMCA establishment revolves around the uncertainty over the transfer of seabed jurisdiction from the province to the federal government in a NMCA. The Province of British Columbia wants to ensure that its interests in oil and gas exploration and other provincial seabed interests are strongly considered in NMCA development. With the possibility that new NMCA legislation and other assurances might address this issue, this challenge may be overcome in the near future.

- *Absence of NMCA Legislation*

  While amendments to the *National Parks Act* have some provisions that allow for the establishment of NMCAs, Parks Canada is seeking specific NMCA legislation in order to better reflect the minister's responsibility for the control and coordinated management of NMCAs (Parks Canada 1994). As such, the absence of NMCA legislation may be a factor in Parks Canada's postponement of the Strait of Georgia Feasibility Study (Breen pers. comm. 2000). At this point, Bill C-10

represents the proposed NMCA legislation. This bill has passed the House of Commons and is presently being reviewed by the Senate.

- *Involvement of First Nations in NMCA Planning*

  Another significant NMCA development challenge along Canada's Pacific Coast is the integration of First Nations' marine rights and interests in the NMCA establishment process. First Nations marine title and commercial rights to harvest have not been clarified and have made the development of NMCA arrangements respecting First Nations' marine rights and interests more complex.

- *Stakeholder and Public Misperception of the NMCA Concept*

  An immediate challenge to the implementation of NMCAs on Canada's Pacific revolves around the basic misunderstanding of the NCMA concept itself. For example, a significant number of marine stakeholders and the public at large appear to perceive a NMCA as merely a preservation-based "national park on the water". It is from this misunderstanding that people begin to fear that many of their human uses will be banned from an NMCA. In this regard, Parks Canada has the challenge of informing NMCA stakeholders and the public at large that the primary focus of an NMCA is conservation and sustainable use and not preservation. Increased public outreach and stakeholder consultations would help overcome this challenge of NMCA misperception.

- *The Fear of Further NMCA Program Set Backs*

  So far, Parks Canada's has had limited success in the establishment of NMCAs. This lack of success in NMCA establishment has now produced a certain degree of trepidation within Parks Canada about its current NMCA development efforts. Parks Canada is presently under pressure to ensure that the present NMCA establishment process works in order to prevent the entire NMCA program from being severely set back. Parks Canada can not afford any more NMCA failures like the strong rejection of the Bonavista-Funk NMCA proposal on the North East Coast of Newfoundland in 1999. Consequently, Parks Canada has recently taken a more calculated, targeted, and controlled approach to its NMCA development efforts on Canada's Pacific Coast (Henwood pers. comm. 1999).

MPA Planning Efforts by B.C.'s Coast and Marine Planning Office

The Coast and Marine Planning Office (CMPO) of the Provincial Ministry of Sustainable Resource Management (a branch of the former BC Land Use Coordination Office), is the lead provincial agency with respect to MPA development and establishment along Canada's Pacific Coast. Subsequently, CMPO is the agency most responsible for planning all new BC Provincial Marine Parks, Provincial Recreation Areas, and Provincial Ecological Reserves along BC's Coast. However, CMPO's primary role in MPA development lies in the field of coastal planning and coastal biophysical inventory development. The agency's leadership in land and coastal integrated planning processes along with its development of coastal resource inventories for baseline data are contributing to the corporate

identification of marine areas in need of marine protection or conservation measures within BC's coastal zone (LUCO 2001).

CMPO is the coastal and marine planning arm of the provincial government and subsequently has worked closely with other provincial and federal agencies on MPA related issues like the draft MPA strategy and the marine component of the Central Coast LCRMP. CMPO has also developed a number of coastal planning products aimed at advancing MPA establishment efforts and improving coastal resource management. These products include BC's marine eco-classification system and a system for categorizing valued marine environments and features (LUCO 2001).

While CMPO's planning efforts have made a significant contribution to general strategic coastal planning, the MPA planning capability of the agency has some obvious challenges:

- *Lack of Resources*

  Government cutbacks appear to have limited the extent to which CMPO can move provincial MPA related initiatives forward. Resource challenges make it more difficult to conduct inventory work of marine resources at a scale appropriate for MPA planning and also make it more difficult to undertake and complete coastal marine planning processes.

- *Limited Jurisdiction*

  When it comes to MPA planning, CMPO is limited to the provincial jurisdiction of coastal foreshore, seabed and subsoil areas deemed to be in inland waters (British Columbia 1998). This means that CMPO is limited in the extent it can protect marine environments through provincial MPA designations unless MPA planning is integrated with federal marine protection measures.

- *Broad Planning Scale*

  In the context of MPA development efforts, the large planning scale of CMPO's BC Marine Ecological Classification system and strategic coastal planning processes has some inherent limitations. With these coastal planning initiatives synthesizing coastal data at the 1:250,000 scale, they may be somewhat inappropriate for the evaluation of MPA proposals and the identification of MPA candidates at a smaller scale (Wallace and Boyd 2000). However, for large-scale coastal planning initiatives, this is presently the only feasible and practical planning scale at which to synthesize the necessary assortment of coastal data from government agencies and marine stakeholders (Roberts pers. comm. 2000).

- *Shifting Government Focus*

  With renewed provincial interest in oil and gas exploration along Canada's Pacific Coast, it is possible that CMPO's focus may shift to those coastal and marine issues related to oil and gas exploration. This apparent shift in provincial government interest could result in a shift of attention and resources away from CMPO's MPA related planning initiatives.

2.3.5 Non-government MPA Proponents

Many government agencies and other marine stakeholders currently acknowledge that the driving force behind MPA development on Canada's Pacific Coast can largely be attributed to community-based and environmental non-government organizations (Pakenham pers. comm. 2000). As such, conservation organizations, community-based groups, and more localized forms of government are now taking a leadership role in MPA development efforts and activities while government agencies continue to develop their MPA programs and planning infrastructure.

Frustrated with the government's lack of progress in MPA planning and establishment, several non-government organizations have decided that they can no longer wait for government MPA planning processes to become established. Instead, they have chosen to move forward with their own MPA planning activities. In so doing, many of these organizations have prepared their own MPA planning initiatives (Pynn 2001b).

Currently, there is little opportunity for non-government MPA proposals to be integrated into government MPA programs. In fact, there is no established process for marine stakeholders to nominate a marine area for possible MPA designation. This situation has also left various marine stakeholders that have shown considerable interest in the identification of MPA candidates without a planning process that can receive and evaluate their MPA proposals (Fisheries and Oceans Canada 2001).

To date, numerous MPA planning initiatives and site proposals have been developed by environmental and community-based NGOs for Canada's Pacific Coast. Sabine Jessen, the conservation director for the Canadian Parks and Wilderness Society in BC, claims that there are dozens of MPA proposals along Canada's Pacific Coast that have been developed or are in the process of being developed by community groups and/or environmental non-government organizations. As such, the prominent non-government groups in the field of MPA development now believe that they are the only ones on Canada's Pacific Coast effectively getting on with the task of identifying MPA sites (Pynn 2001b).

Prominent Environmental Non-government Organizations

Over the past decade, several non-government organizations have become known for their significant interest and contributions to MPA development along Canada's Pacific Coast. In particular, the Canadian Parks and Wilderness Society (CPAWS), the Georgia Strait Alliance (GSA), the Living Oceans Society (LOS), and the Marine Life Sanctuaries Society (MLSS) have all played a prominent role in MPA advocacy, outreach, constituency building, data collection, planning, and site identification. Several of these environmental NGOs have also been responsible for developing or contributing to various non-government MPA initiatives. These non-government MPA development initiatives have attempted to

build marine environmental awareness, working relationships, best practices, and general marine conservation support needed to compel governments to provide complementary marine conservation measures. In this way, these non-government organizations have helped to lay a foundation for the development of voluntary and regulatory MPAs along Canada's Pacific Coast.

Community-based Non-government Groups and Organizations

Various community-based non-government organizations are also making a significant contribution to the development of smaller and more localized forms of MPAs. Driven by a strong sense of stewardship, some local communities, conservancies, academic institutions, local businesses, and other non-government groups have undertaken various MPA development activities in order to protect particular places and environments they have a vested interest in. To date, several highly motivated and ambitious local institutions and organizations like Pearson College, the Galiano Conservancy, and the Mayne Island Naturalists, have become instrumental in helping to develop area-specific MPAs and MPA proposals. Some of these organizations can carry out their own high-tech marine inventory and ecological analysis, while others basically rely on MPA related planning information provided from outside sources or local knowledge. These grassroots MPA development activities are helping to build the knowledge, relationships, and community support that are believed to be fundamental to the successful establishment and management of MPAs near coastal communities. In this context, some community-based organizations and groups are playing a vital role in marine conservation efforts in nearshore areas along Canada's Pacific Coast.

Benefits of Non-government MPA Planning Initiatives

Through various MPA related planning initiatives, non-government organizations and community groups have demonstrated that they are some of the most active champions for ecosystem-based MPA development along Canada's Coast (Pakenham pers. comm. 2000). The unique attributes and planning styles shared by some of these conservation-based groups and organizations offer some special advantages in the field of MPA planning.

NGO's inherently have more operational freedom than government agencies to undertake MPA planning activities. The prominent environmental NGOs and community groups involved in MPA development along Canada's Pacific Coast are not subjected to the same amount of legal, political, and bureaucratic constraints that many government agencies are faced with. In addition, these non-government organizations and groups are also not subjected to the same degree of responsibility, legal accountability, and public scrutiny faced by government agencies. In this context, MPA planning initiatives led by non-government organizations have the ability to carry out MPA planning activities with less political interference, legal obligations, organizational bureaucracy and public expectation. This operational

freedom has helped many NGOs to express greater leadership and capacity for innovation in marine conservation activities compared with that of government agencies.

Many of the environmental NGOs involved in MPA development also possess some organizational advantages that have helped them to avoid some of the challenges faced by larger government agencies. For instance, Their organizations are often smaller, less complex, and more regionally focussed than government agencies in the same field. This general organizational difference provides non-government groups with a greater ability to avoid the internal bureaucracy, goal fragmentation, and lack of flexibility that can be experienced by larger government agencies.

One of the most important factors contributing to the ability of non-government organizations to develop and implement MPA planning activities relates to their possession of organizational leaders who can effectively champion the development of MPAs. In fact, all the most prominent environmental non-government organizations and groups involved in MPA development along Canada's Pacific Coast appear to have highly motivated and determined "MPA champions" to help lead their respective organizations' MPA planning initiatives. Beyond showing their leadership through MPA advocacy, these MPA champions have also demonstrated organizational leadership skills by quickly being able to identify critical tasks that are best suited to changing situational imperatives.

Some of the more prominent non-government organizations and community groups involved in MPA development along Canada's Pacific Coast have, through numerous activities, demonstrated that they have the ability to build alliances and partnerships for MPA development. In fact, NGOs have played a very strong role in forming and maintaining healthy working relationships with a diversity of marine stakeholders that include senior government agencies, First Nations, local governments, academic institutions, local businesses, community groups, marine recreation organizations, eco-tourism organizations, commercial fishing organizations, and other environmental NGOs. Subsequently, some NGOs have become well respected in the field of marine conservation for their ability to work with people and build fruitful alliances and partnerships (Henwood pers. comm. 1999). As such, several environmental NGOs are currently playing a strong role in the development of the knowledge, relationships, and stakeholder support needed for successful MPA development.

Over the past decade, several environmental NGOs have demonstrated the ability to foster community-based MPA planning initiatives by helping to build local MPA constituencies and local capacity. Based upon the belief that community-based or "bottom-up" MPA development can lead to effective marine environmental protection, several environmental non-government groups have invested a great deal of

their time, energy and resources into building strong local MPA constituencies and campaigns in BC's coastal communities.

Many environmental NGOs on Canada's Pacific Coast have become quite good at producing quality educational materials and carrying out effective outreach activities for marine conservation purposes. Through outreach activities, educational materials and marine conservation initiatives, several non-government groups involved in MPA development are playing a vital role in communicating the need for MPA development and further marine conservation efforts. In this way, these non-government groups can act as important change agents that can help to alter attitudes and practices.

Overall, many government agencies actually rely on environmental NGOs to assist in the exploration of innovative management approaches and the development of political support needed for their implementation. In this context, it has long been understood that environmental NGOs can contribute needed resources, encourage support for new management approaches, develop and lead new conservation initiatives, monitor and assess government conservation initiatives, facilitate new stakeholder relationships, promote new environmental perceptions and practices, and be a liaison to communities (Feldman 1994).

Limitations of NGO MPA Development Initiatives

Non-government MPA development initiatives along Canada's Pacific Coast face two major development limitations: a lack of authority and limited resources.

The most obvious limitation facing NGO led MPA development initiatives is their lack of authority to establish legal forms of marine protection. This means NGO led MPA planning initiatives require the cooperation and involvement of government agencies if any type of legislated MPAs or regulatory measures are to be established. If the government is not involved, NGO led MPA development initiatives are limited to only voluntary forms of marine protection. This absence of authority also makes it more difficult for NGOs to engage marine stakeholders in non-government MPA planning activities.

The non-government organizations and community groups involved in MPA development along Canada's Pacific Coast have relatively small budgets for MPA development compared to MPA related government agencies. This resource constraint limits the extent and number of non-government MPA planning initiatives that an organization can spearhead or participate in.

2.4 Collaborative Planning and Partnerships

The information presented in this section provides the basis for the development of evaluative criteria used to assess the level of government/non-government collaboration in the case studies described in Chapter Four.

2.4.1 Collaborative Planning

Theoretical Basis for Collaborative Planning

The concept of collaborative planning has its roots in collaboration theory. The theory of collaboration draws upon various theories from the field of organizational development. In general, collaboration theory is primarily based upon the theory of negotiated order as it relates to intra-organizational behaviour. Negotiated order theory suggests that the internal order of organizations is negotiated by social processes that are continually shaped by changing internal and external conditions. In this way, negotiated order theory focuses on the facilitation of organizational change rather than organizational permanence (Gray 1989). The theory also gives emphasis to the social context in which intra-organizational order is negotiated and renegotiated. Collaboration theory is basically the application of these concepts of negotiated order theory put into the context of inter-organizational relations within an increasingly complex planning environment. As such, collaboration theory is focussed upon some of the dynamic and emergent patterns of interorganizational relationships that occur as an adaptation to turbulent planning environments. Collaboration is seen as an emergent process that provides the mechanism by which a set of interorganizational stakeholders can create a negotiated order to help their organizations to more effectively adapt to turbulent planning conditions (Gray 1989).

Collaboration theory purports that collective action strategies can offer a significant advantage over individual efforts when it comes to adapting to turbulent planning conditions. The primary theoretical support for this claim comes from Ashby's (1960) concept of requisite variety. This concept basically asserts that the internal complexity of an organization or system should be commensurate with the complexity of the environment it is trying to adapt to. However, as management and planning activities become increasingly complex, many of today's organizations and management systems lack the requisite variety to successfully adapt to the more turbulent planning conditions (Gray 1989). These turbulent conditions are exacerbated when organizations try to act independently of each other and work in diverse directions. This increase in turbulence greatly constrains the ability of any single organization to plan effectively because of their high level of interdependence with other organizations. In many cases, turbulent conditions can cause the planning environment of an organization to become increasingly uncertain and unmanageable. In this situation, complex planning issues cannot be dealt with properly

until some sort of inter-organizational response capability is developed to cope with the turbulent planning conditions (Gray 1990).

According to Trist (1983), collaboration is a necessary response to the complex planning issues that often result from turbulent planning conditions. As such, inter-organizational collaboration can help organizations to work together so that their coordinated activities can minimize unanticipated planning consequences and also help to regulate the planning environment they collectively create for one another (Gray 1990). Moreover, this type of collaboration has demonstrated that it can generate organized forms of collective action, facilitate creative collective strategies, and encourage forms of social learning (Gray 1989). While most inter-organizational collaboration efforts are temporary or exploratory ventures, some inter-organizational collaborative relationships can also evolve into more lasting partnerships and institutionalized agreements. Overall, inter-organizational collaboration is increasingly being used in situations where the planning environments are complex and the organizations are interdependent.

Definition of Collaborative Planning

Collaborative planning approaches have been loosely defined as planning efforts that involve some or all of the relevant stakeholders in a substantial way in decision-making activities (Allen et al. 1998). Collaborative planning is also viewed as being an emergent process that is a dynamic and evolving forum for addressing a problem or achieving a shared vision. Some of the key aspects of collaboration include the interdependency of stakeholders, the sharing of decision-making, the dealing with differences in a constructive manner, and the collective responsibility for planning outcomes. As such, forms of collaborative planning can provide stakeholders with an opportunity to solve a common problem or achieve a shared vision through collective action (Gray 1989).

Collaborative forms of planning are fundamentally based upon the idea that no stakeholder acting alone has the sufficient funds, human resources, information, expertise, and/or authority to effectively overcome a multi-party problem or achieve a multi-stakeholder vision (Gray 1989; Allen et al. 1998). Subsequently, collaborative planning approaches utilized in MPA development are rooted in the notion that collective action is required for the achievement of better marine conservation and protection. Forms of collaborative planning can encourage all relevant stakeholders to work cooperatively and pool their resources and knowledge so the probability of achieving complementary objectives and shared goals can be maximized (Allen et al. 1998). The process of collaborating involves the acts of cooperation and coordination and is built upon the principles of trust, mutual respect, integrity, and the search for common benefits (Gray 1989). In particular, collaborative planning usually involves the sharing of information, technology, skills, resources, and/or authority amongst planning participants (Allen et al.

1998). Subsequently, the notion of collaboration is often reliant on the sharing power amongst collaborating stakeholders.

Benefits of Collaborative Planning

Numerous field-based experiences in protected area management have proven that collaborative planning can produce a number of potential benefits. However, the type and degree of benefit stakeholders derive from collaborative planning is dependent upon the numerous case-specific variables (Borrini-Feyerabend 1996). Nevertheless, collaborative planning has demonstrated that it can:

- Improve planning quality by incorporating the perspectives, knowledge, and skills of other key stakeholders;
- Improve the integration of stakeholder values and interests into planning outcomes;
- Increase stakeholder support and commitment for planning outcomes;
- Reduce the risk of planning impasse due to stakeholder conflict;
- Improve the capability of plan implementation;
- Offer greater opportunity for creative and innovative plans;
- Improve trust and overall stakeholder relations;
- Increase public awareness of conservation issues and subsequent planning issues; and
- Contribute to a more democratic and participatory society (Gray 1989; Borrini-Feyerabend 1996).

Challenges of Collaborative Planning

While collaborative planning can offer a number of potential benefits, it is not a planning cure-all as it can also present some significant costs and obstacles. In fact, collaborative planning may be inappropriate or even impossible under some circumstances (Gray 1989). Therefore, stakeholders thinking of entering into a collaborative planning process should assess both the real and perceived collaboration costs, risks, and obstacles before embarking on such a venture (Borrini-Feyerabend 1996).

There are many reasons why collaborative planning efforts fall short of their intended objective or simply fail all together. Some of the common challenges to collaborative planning include:

- A substantial up-front investment of time, money and human resources is often required for collaboration;
- Large power disparities which may discourage some stakeholders from wanting to lose power through collaboration;
- Most stakeholders have an inherent resistance to change due to the uncertainty and risk associated trying something new;

- A history of adversarial interaction amongst stakeholders can produce long-standing adversarial relationships;
- Some institutional disincentives to collaborate can exist within some stakeholder organizations;
- The cultural norms of society can pose as an obstacle to collaboration if they are oriented more towards self rather than community;
- Stakeholders may have vastly different perceptions of the risks involved in collaborative planning;
- The technical complexity of integrating different planning approaches; and
- The negative influence of external intervening factors like economic recessions, changes in political administrations, or the emergence of new stakeholders (Gray 1989; Borrini-Feyerabend 1996).

Appropriate Conditions for Collaborative Planning

Practical experience in protected area development has also revealed some planning conditions under which collaborative planning would be appropriate. According to protected area planning experience, it is advisable for collaborative planning to occur when one or more of the following conditions exist:

- When the active commitment and collaboration of stakeholders is deemed essential for the successful management of the protected area;
- When access to natural resources included in the protected area are viewed as being essential to the security of local livelihoods and the survival of cultures;
- When the local stakeholders have historically enjoyed customary/legal rights over some portion of the protected area;
- When local interests and communities are strongly affected by the way the protected area is planned;
- When planning decisions are complex in nature;
- When previous protected area planning has clearly failed to produce expected results;
- When various stakeholders are ready to collaborate and request to do so;
- When there is ample time to collaborate and negotiate; and
- When the overall feasibility of collaboration is positive (Borrini-Feyerabend 1996).

Poor Conditions for Collaborative Planning

In some cases, certain conditions may exist wherein the wisest course of action for some stakeholders is not to collaborate. To make this decision, stakeholders need to make a realistic evaluation of what real and potential obstacles to collaboration are insurmountable. According to (Whetten & Bozeman 1984), the possibility of successful collaboration is poor when:

- Conflict is rooted in basic ideological differences;
- One stakeholder has enough power to take unilateral action;
- Constitutional issues are involved or legal precedents are sought;

- Significant power disparities exist amongst stakeholders;
- The task is too threatening because of historical antagonistic relationships;
- Stakeholder's experience with collaboration has repeatedly proven to be ineffective;
- Stakeholders are overloaded and burnt out from working on a shared issue or vision; and
- Maintenance of collaborative relationships represents too much of a cost to the stakeholders.

Traits of Successful Collaborative Planning

Even though successful collaborative planning approaches are individually tailored to each situation, there are some characteristics that are common to many successful collaborative planning approaches. According to the literature on the subject, the most effective forms of collaborative planning often involve:

- The realization of mutual interests;
- The development of a clear and supported participant vision;
- The development of mutual collaboration goals and objectives;
- The sharing of responsibility and decision-making power;
- The action of collaborating parties to achieve collaboration objectives;
- The engagement of relevant stakeholders;
- The commitment of participants to the collaborative planning relationship;
- The use of effective communications;
- The sharing of high quality information;
- The encouragement of creative solutions;
- The establishment of a participant supported planning processes;
- The existence of high levels of trust;
- The allocation of sufficient time and resources; and
- The objective and systematic evaluation of collaborative strategies (Pinkerton and Weinstein 1995; Allen et al. 1998; Innes and Booher 1999).

In this context, successful collaboration demands that special attention be given to the process of making collaborative decisions. For this to occur, participating stakeholders have to believe in the merits of collaboration and have a constructive process for working out complex multiparty issues. As such, successful collaboration is often not achieved without significant efforts from participating stakeholders and usually not without the skill and patience of a convening organization or a facilitating third party (Gray 1989).

2.4.2 Partnerships

Of the seven basic categories of collaboration identified in Berkes (1994), partnerships are viewed as being the highest form of collaboration. Today, the development of partnerships has become a topic of significant interest to many governments in North America. In this era of government deficits and high public expectations for service, the use of government/non-government partnerships is now viewed as a realistic means of maintaining or improving government program delivery while also addressing the public's call for more involvement in planning and management (Rodal and Mulder 1993). As such, the development of government/non-government partnerships is now becoming more prevalent but also more diverse and complex (Rodal 1993).

Description of Partnerships

Partnerships are basically more formalized forms of collaboration. They usually involve agreements or commitments between two or more parties for the purpose of achieving some shared objectives that offer some mutual benefit (Penrose 1999). It is not necessary that parties involved in a partnership receive the same type or level of benefits from the relationship as long as all the partners benefit in some way from the achievement of shared objectives (Moote 1995; Partnerships Online 2000). Partnerships form when one or more parties realize that to effectively achieve some goal or vision they need to pool their skills and resources with other complementary interests (Moote 1995). The working relationships in partnerships are founded upon the principles of trust, commitment to common goals, teamwork, open communication, shared risk and benefits, and understanding and respect of individual interests and values (Penrose 1999). While there are many forms of partnerships, all partnerships basically involve some degree of shared decision-making and/or project implementation activities (Partnerships Online 2000).

Partnerships are more than just loosely structured collaborative working relationships, for they often involve the joint development of partnership agreements which spell out the extent and form of the working relationship between partners. Some of the more common elements developed and identified in partnership agreements include a shared partnership vision with subsequent goals, guiding principles and activities, organizational roles and responsibilities, resource sharing, communications, and formal decision-making structures (Penrose 1999; Partnerships on Line 2000). In this way, the partners involved in partnerships jointly clarify their working relationship and their commitment to reaching some shared objectives. However, the building of strong partnerships often requires the building of quality inter-organizational relationships. Consequently, the strong partnership development often takes some considerable time (Penrose 1999).

Forms of Partnerships

The possible forms of partnership arrangements are as diverse as the possible combinations of management contexts, stakeholder needs and interests, and stakeholder relationships. In this way, partnership arrangements often reflect a requisite diversity that is most appropriate for partnership success in a particular management context (Penrose 1999). As such, partnerships can be bilateral or multi-lateral arrangements that involve small or large projects that can be local, regional or national in scope. Partnership arrangements can also be applied to just one aspect of a project such as policy development, specifics of program design, resource support, program delivery, and/or program monitoring and evaluation. Whatever the partnership arrangement, partnerships should be tailored to the objectives of the partners, the needs and interests of the partners, and the broader management context if they are to be successful. In this way, every partnership is unique and what works in one partnership may not necessarily be suitable for another (Lindquist 1993).

Characteristics of Successful Partnerships

There are some characteristics that are often associated with successful partnerships. These characteristics include:

- Agreement that partnership is necessary;
- Development of a shared vision or objectives;
- All Partners share the benefits and risks in some way;
- Equitable power structure in partnership;
- Respect and trust between different interests;
- Leadership of respected individual/'s;
- Commitment by key interests in a clear and open process;
- Time to build partnership;
- Development of compatible ways of working and flexibility;
- Effective communication;
- Collaborative decision-making that is consensus seeking or based;
- Pooled resources in partnership;
- Include traditional and local knowledge;
- Partners are appropriate for partnership function;
- Partnership Adaptability;
- Transparency and integrity of partnership working relationship; and
- Patience and perseverance of partners (Rodal 1993; Moote 1995; Partnerships Online 2000).

Characteristics of Unsuccessful Partnerships

It is also recognized that there are some partnership characteristics that are often associated with unsuccessful partnerships. Some of the elements often associated with failed partnerships are:

- History of conflict among key partners;
- Lack of clear purpose amongst partners;
- Partnership not needed for goals or vision to be achieved;
- Not all partners stand to benefit from partnership;
- Key stakeholders or decision-makers missing from partnership;
- Existence of dominating or manipulative partners;
- Unrealistic goals or deadlines;
- Poor communication;
- Hidden or Incompatible agendas develops lack of trust;
- Financial and time commitments outweigh benefits;
- Incompatible ways of working; and
- There is a basic value conflict which negotiation can not over come (Rodal 1993; Moote 1995; Partnerships Online 2000).

Implications of Partnerships

The development of government/non-government partnerships has some particular implications and challenges for government agencies; especially those familiar with more "top-down" planning and management styles. For example, the development of government/non-government partnerships can give rise to the following management challenges:

- Structural/organizational change to deal with collaborative forms of decision-making;
- Requirements for more coordination of government and non-government activities;
- More extensive consultation with a broader collection of interest groups;
- More resources demands to develop and implement more collaborative approaches;
- New and more effective ways of communicating need to be developed;
- Reluctance of government to share power;
- Precedence of short-term political interests over long-term partnership solutions;
- Historical mistrust of government by non-government partners;
- Different ways of working associated with potential partners;
- Incorporating risk of collaboration into cost/benefit of partnership; and
- Developing the attitude, skills, strategies and tactics required for all phases of partnering (Rodal 1993).

When stakeholders enter into partnerships as long-term commitments rather than temporal issue-management strategies, they tend to foster working relationships that are more prone to creative problem solving. Subsequently, government/non-government partnerships that are more long term in nature can increase their capacity over time to play a strong role in developing solutions to complex environmental, social and economic challenges (Penrose 1999).

2.5 Chapter Summary

MPA development is now widely recognized as a critical component of a more comprehensive marine conservation strategy needed to attain coastal and ocean sustainability. International experience has shown that successful MPA development requires an appropriate mix of "top-down" and "bottom-up" planning approaches that is suited to individual planning contexts. Moreover, international experience has also found that the development of healthy working relationships between government agencies and more community-based non-government groups has proven to be an important contributing factor to the feasibility and quality of MPA development. In this regard, international experience in MPA development provides a wealth of planning knowledge to consider in the development of government/non-government collaborative MPA planning ventures.

Canada's Pacific Coast has some very rich and diverse coastal marine environments that help to support the livelihoods, lifestyles, and spirits of many coastal communities and other stakeholders. However, various human activities such as over-harvesting, pollution, habitat alteration, and coastal development have had some significant impacts on marine species, environments and ecological systems along Canada's Pacific Coast. Increasingly, the marine realm along Canada's Pacific Coast is being put under pressure from the mounting impacts of expanding human activity. In the context of multiple jurisdictions, competing interests, uncertain land and sea claims, and many other coastal management issues, planning for coastal sustainability takes place in a highly complex and dynamic planning environment along Canada's Pacific Coast.

The complex and politically charged planning environment on Canada's Pacific Coast has made it very difficult for the both the governments of Canada and British Columbia to plan and establish MPAs. Consequently, the progress in MPA development along Canada's Pacific Coast has been limited. Nevertheless, the governments of Canada and British Columbia have recently taken some fundamental MPA planning steps by developing new MPA legislation, policies, and programs. However, a lack of resources, along with several other internal and external government MPA planning challenges has resulted in there being a great distance between the creation of MPA policies and programs and the actual establishment of MPAs on Canada's Pacific Coast.

In an attempt to coordinate all government MPA planning programs and initiatives under one unified planning framework, the governments of Canada and British Columbia developed a draft MPA strategy for Canada's Pacific Coast (1998). While the MPA strategy has yet to be finalized, government agencies are using its draft as a general guide for coastal MPA planning. According to the draft MPA strategy, government MPA planning on Canada's Pacific Coast is to adopt a more integrated and collaborative approach. The strategy suggests that government agencies will need to collaborate and develop partnerships with various coastal marine stakeholders in order to identify, develop and manage MPAs. The strategy also encourages government agencies, First Nations, commercial organizations, environmental non-government organizations, community groups and other marine stakeholders to develop and submit MPA proposals for government assessment. However, government agencies currently do not have the MPA planning infrastructure to address stakeholder MPA proposals. Left with little or no opportunity to have their MPA initiatives integrated with government MPA programs, many non-government and local government MPA proponents have decided to take MPA planning matters into their own hands.

Several environmental non-government organizations and community-based groups have taken a leadership role in MPA development efforts and activities by forging ahead with their own MPA planning initiatives and proposals. Some of these grass-roots non-government MPA development initiatives are helping to build the knowledge, relationships, and community support that is needed for successful MPA establishment and management on Canada's Pacific Coast. In addition, these non-government MPA planning initiatives are also helping to set stakeholder expectations for the eventual delivery of government MPA programs. However, without the cooperation and involvement of government agencies, these non-government MPA initiatives are limited to only voluntary forms of marine protection. Considering that government/non-government collaboration has now become recognized as a common aspect of sound MPA planning, the level of collaboration between the key proponents of non-government MPA initiatives and government agencies with MPA programs appears to be an important issue on Canada's Pacific Coast.

According to the theory behind collaborative planning, inter-organizational collaboration should be used in situations where the planning environments are complex and stakeholders are interdependent. Under such conditions, inter-organizational collaboration can help minimize the unanticipated consequences of fragmented planning and also help to regulate the planning environment that stakeholders collectively create for one another. Considering the complex and turbulent MPA planning conditions that currently exist on Canada's Pacific Coast, it appears that inter-organizational collaboration is strongly needed as a planning response.

However, collaboration has a number of costs and benefits that need to be assessed for every individual planning scenario. Subsequently, collaborative planning approaches utilized in MPA development will need to be tailored to their individual planning contexts. In fact, the feasibility and quality of coastal MPA development may largely be dependent upon whether the level and quality of collaboration between government agencies and other marine stakeholders is appropriate for a particular MPA planning context.

The MPA planning knowledge, contextual MPA planning references, and collaboration criteria described in this chapter offer important background information for assessing the current level of government/non-government collaboration occurring in the field of MPA development along Canada's Pacific Coast. As such, this information will be used to evaluate the level of government/non-government collaboration that has occurred in three different non-government MPA initiatives studied in Chapter Four.

CHAPTER 3: RESEARCH METHODS

The qualitative research method developed for this research project lays out a logical and systematic approach that the researcher used to formulate the project's conclusions about the phenomena being studied. Subsequently, this chapter describes the rationale for the research strategy selected and the evaluative framework developed. This research methodology description is intended to clearly demonstrate how the evidence collected is linked to the research findings. In so doing, this chapter will also communicate how the project's research design attempts to meet the tests of construct validity, external validity, and design reliability to ensure the quality of this empirical form of social research.

3.1 Topic Development

This research topic was derived from various experiences and lines of inquiry that included: communicating with both government and non-government people involved in the field of MPA development, reading MPA related documentation, attending MPA related workshops and presentations, and undertaking MPA related projects through university coursework. Cumulatively, these experiences and lines of inquiry revealed that the future development of effective MPAs along Canada's Pacific Coast will likely require a significant level of collaboration between government agencies with MPA programs, non-government MPA proponents, and other key MPA stakeholders. However, the various lines of inquiry also indicated that there is presently a low level of government/non-government collaboration in terms of MPA development along Canada's Pacific Coast. Subsequently, it was deduced that researching present cases of non-government/government collaboration in terms of MPA development could offer MPA stakeholders some insight into what contextual MPA planning conditions are associated with both effective and ineffective collaborative planning relationships.

3.2 Research Design

Due to the nature of the research issue, the type of research propositions developed, and the sort of research questions being asked, this research project employed a multiple-case study research design.

3.2.1 Case Study Approach

A case study approach was chosen for this research project because of its appropriateness for the research circumstances, questions and propositions. According to Yin (1994), the case study research method is appropriate for focussing on research questions that pertain to a contemporary set of events over which the investigator has little or no control over subject behaviour. Moreover, the case study research method is well suited for the investigation of a contemporary phenomenon in its broader real life context, especially when the relationship between the two is not clearly understood. Considering that

these research conditions apply to the nature of this project, the case study research method was utilized for this project.

The case study application utilized for this project was primarily exploratory in nature because the researcher did not have any knowledge of other case studies that had evaluated the state of collaboration between non-government MPA proponents and government agencies with MPA programs. However, the research project also has descriptive and explanatory elements to sufficiently address the research questions and propositions being explored. Subsequently, this research project employs somewhat of a pluralistic application of the case study approach even though its primary focus is exploratory.

3.2.2 Case Study Design

Multiple-Case Study Design

This research project employs a multiple-case study design. The application of the multiple-case study design was utilized to improve the external validity of the research findings. In addition, the multiple-case study design allows for the exploration of the project's two research propositions (see Chapter 1). In this way, the multiple-case study allows for the analytical generalization of the findings in the context of a diverse coastal MPA planning environment.

3.2.3 Case Study Selection

While there were several MPA proposals and development initiatives that were considered for this project, the cases that were selected were deemed to be the most appropriate cases to explore the project's research questions and propositions. The cases selected were replicates to the degree that they were all well developed non-government MPA initiatives on Canada's Pacific Coast that had begun within the last decade. However, it was also intended that the case studies be extremely different in their contextual planning characteristics so as to explore this project's second research proposition (see Chapter 1). Consequently, the cases selected were also selected for their range in MPA planning contexts as it related to spatial scale, geographic location, and stakeholder support:

- The Orca Pass transboundary MPA initiative for Boundary Pass had the largest size, the largest number of supporting stakeholders, and was the non-government MPA initiative with the closest proximity to large population centres (in Southern Gulf Islands near to Saanich Peninsula and Victoria).
- The Trincomali Channel MPA initiative had the smallest size, a moderate number of supporting stakeholders, and a location that was moderately out of the way to large population centres (adjacent Galiano Island halfway between Nanaimo and Victoria).

- The Browning Passage/Hunt Rock MPA initiative had a moderate size, a very small number of supporting stakeholders, and was the furthest removed from large population centres (off North Vancouver Island near to Port Hardy).

3.3 Evaluative Framework

While there is no single method for evaluation, the use of evaluation criteria to make an informed judgement about a topic is a common practice in evaluation research (Patton 1982; Weiss 1998;). The evaluative framework developed for this research project was formulated around the project's key research questions and two research propositions (see Chapter 1). As such, this project first strives to assess the level of government/non-government collaboration in three different case studies by evaluating multiple lines of evidence. As shown in the flow chart in Figure 1, this project carried out two main levels of evaluation. First, the individual case studies were evaluated for government/non-government collaboration and then a second level of analysis was conducted by looking for the similarities and differences across the individual case findings. All lines of evidence were evaluated by clear and predetermined evaluation criteria drawn from multiple literary sources. The key findings for the individual case studies and the project's cross-case analysis were derived from converging lines of evidence.

The evaluative framework developed for this research project specifies the research data to be collected and how it is to be evaluated. As such, this section describes the units of analysis, the evaluation criteria, the sources of evidence, and the evaluation method used in this research project while also demonstrating how all these elements are clearly linked to the projects research propositions.

3.3.1 Units of Analysis

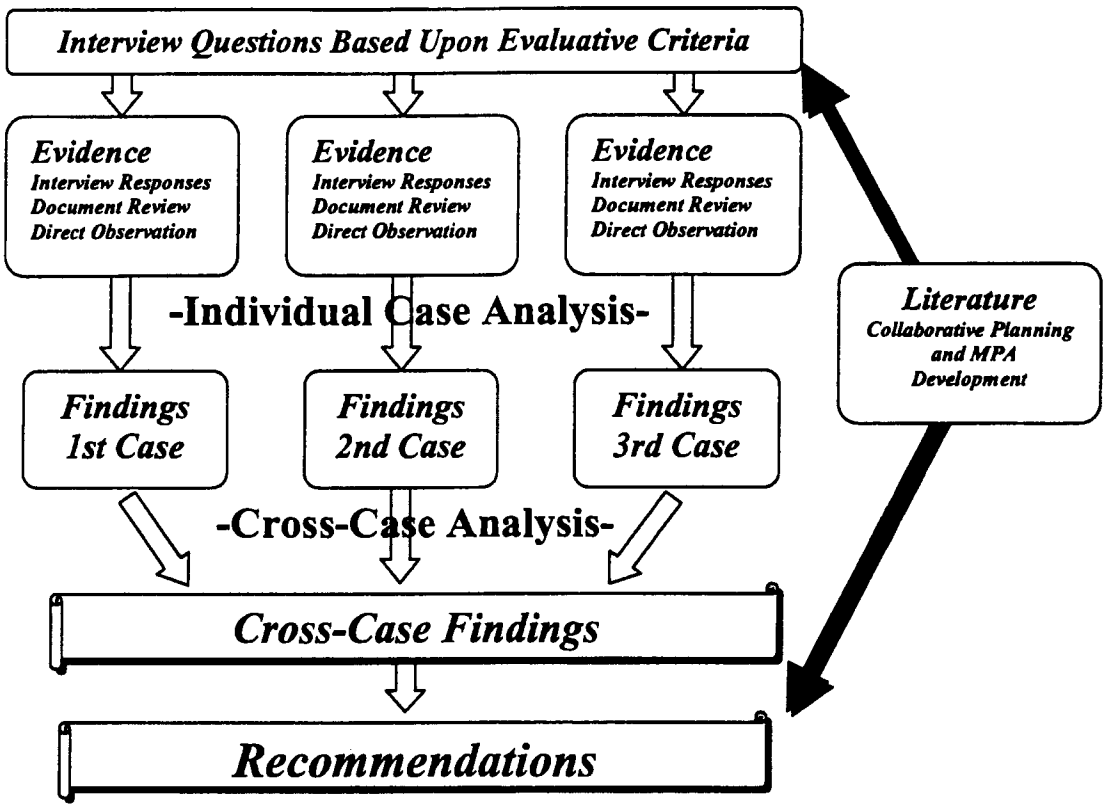
The basic units of analysis for this project are the project's three case studies. The case studies examine the level or state of collaboration between the key proponents of three non-government MPA initiatives and the most relevant government agencies with MPA programs. These units of analysis have a particular time delineation that spans from the onset of the non-government MPA initiatives to the close of this study in April 2002.

3.3.2 Evaluation Criteria

To assess the level of government/non-government collaboration that occurred within the case studies, some basic evaluation criteria were developed. According to Posavec and Carey (1997), the use of multiple evaluative criteria from different sources yields the best information for evaluation. As such, the evaluation criteria for this project were derived from a literature review on the topics of cooperative

planning, collaborative planning, and partnership building in the field of protected area planning and resource and environmental management (Gray 1989; Rodal 1993; Moote 1995; Pinkerton and Weinstein 1995; Borrini-Feyerabend 1996; Allen et al. 1998). From this collection of literature, the more commonly expressed indicators for successful and unsuccessful collaborative planning exercises were identified. These indicators were treated as possible evaluation criteria for the case studies. Of the possible indicators discovered, the fourteen most pertinent indicators were chosen as evaluation criteria for this research project. These evaluation criteria were then used to formulate focussed interview questions and also to guide the further collection of collaborative planning information through meeting observations, personal communications, and documentation reviews.

Figure 1: Research Project's Research Design



3.3.3 Sources of Evidence

Evaluation should strive for multiple sources of evidence so that convergent lines of enquiry are encouraged (Yin 1994; Posavec and Carey 1997). The evaluative framework of this project relies upon the collection of multiple sources of evidence in an attempt to address the research project's construct validity. These sources included a document review, focussed interviews, and the direct observation of six MPA planning meetings related to the case studies.

Document Review

The document review focussed on the collection of materials pertaining to the project's case studies. This included planning documents, agendas, meeting minutes, letters, descriptive reports of non-government MPA initiatives, policy papers, administrative documents, outreach papers, workshop notes, and presentation notes. While all this information must be considered in the context in which it was written, it still plays a valuable role in the evaluative framework of this project. Like most other case studies, the plurality of materials gathered through the document review was primarily used to corroborate and augment other more direct sources of evidence (Yin 1994).

Focussed Interviews

Interviews are one of the most essential sources of case study evidence in the research of human affairs. While interviews are subject to common problems like bias, inaccurate articulation, and/or poor recall, they can still provide important case study information and valuable case study insight (Yin 1994). This research project used interviews as one its primary sources of case study evidence. In particular, it utilized two series of focussed interviews with representatives from the key organizations and agencies related to the case studies.

The first series of focussed interviews were designed to collect background information pertaining to the non-government MPA initiatives and the government MPA programs involved in the case studies. These in-depth interviews were conducted from December 1999 to April 2000 with twelve of the most relevant representatives from the non-government organizations and the government agencies. The interviews were conducted in person or over the phone with various American and Canadian ENGO representatives, a community conservation society, a marine ecologist from BC Parks, an official from Environment Canada, a community liaison officer from DFO, a coastal planner from DFO, and a senior Parks Planner from Parks Canada. The interviews were structured around a previously determined set of 16 open-ended questions that the respondents had been faxed prior to the interview (Appendix 2). The interview questions were aimed at understanding the historical context of the case studies, the present state of MPA proposals and programs, and the existing MPA planning issues.

The second series of focussed interviews were designed to investigate the state of non-government/government collaboration as it pertained to the case studies. These interviews were conducted from July 2001 to September 2001 with seven representatives of the government agencies and non-government organizations involved in the case studies. Only one representative from each organization was interviewed in person or over the phone. The interviews were structured around 16 questions that were based upon the research project's evaluative criteria for collaboration (Appendix 3). Each question consisted of both a closed assessment portion and also an open explanatory portion for respondents to qualify their answers. These questions were designed to capture the personal experiences and opinions of the respondents so that the researcher could attain more in depth and detailed responses to better understand the respondent's perspective.

Direct Observation

Direct observations can serve as another source of evidence (Yin 1994). For this research project, the investigator attended six Orca Pass MPA Working Group meetings in BC and Washington State as an observer. These MPA development meetings spanned from 1999-2002 and periodically involved many of the non-government and government representatives involved in the case study interviews. The meetings offered the investigator the opportunity to directly observe the formal and informal forms of collaboration between all parties. In this context, such observations were utilized primarily to corroborate and augment information gathered from the focussed interviews. While not every Orca Pass Working Group meeting could be attended due to time, cost, and other logistics, the investigator followed all meetings through minutes and/or personal communications.

3.3.4 Analysis of Evidence

Individual Case Analysis

The individual case analyses were primarily based upon the responses of the focussed interviews for each respective case. The interview responses were presented in two analysis tables; one for government responses and one for non-government responses (Appendix 4). These tables presented only the closed portion of the responses to the focussed interview questions. The tables allowed for a simple comparison of government and non-government responses to the closed interview questions for each case. As such, the interview response tables formed the basic foundation of the individual case analysis by helping to identify both the obvious collaborative strengths and weaknesses in each government/non-government relationship.

To complete each individual case analysis, other lines of evidence collected were then used to corroborate and expand upon the descriptions of collaboration laid out in the interview response tables. Consequently, the findings for each individual case analysis were formulated through the triangulation of

evidence collected from the focussed interview responses, document reviews and direct observations of meetings. In this way, the analytical findings from each case study were based upon the convergent findings of the evidence gathered.

Cross-Case Analysis

In a qualitative study with multiple cases, analysis should also focus on patterns across cases once the individual case studies have been completed (Patton 1987). As such, this research project carried out a cross-case analysis to compare and contrast the findings derived from each case study once the three case studies were completed. The intent of this cross-case analysis is to highlight the most pertinent collaboration challenges, considerations, and needs that have been identified through the three case studies. The cross-case analysis primarily focused on the identification of the common findings amongst the cases in order to improve the analytical generalization of the findings. However, the cross-case analysis also highlighted some of the more case-specific findings attributed to the unique contextual MPA planning characteristics associated with each case study. In this way, the cross-case analysis also explores how some of the unique attributes of each case might affect the state of non-government/government collaboration in MPA planning. Overall, it is hoped that the findings from the cross-case analysis will help with the analytical generalization of the findings as they pertain to collaboration challenges, considerations, and needs that exist in the field of government/non-government collaborative MPA planning on Canada's Pacific Coast.

3.4 Reliability and Validity

The quality of any research design in empirical social research is commonly gauged by a number of tests relating to reliability and validity (Yin 1994). For this research project, the applicable design tests are the tests of reliability, construct validity, and external validity.

3.4.1 Reliability

Reliability refers to whether or not the repetition of a project's research procedures to measure the same phenomenon would cause a future investigator to come up the same findings and conclusions (Weiss 1998). To increase the reliability of the findings from this research project, two common tactics were employed; the investigator adhered to a case study protocol and maintained a case study database (Yin 1994).

Case Study Protocol

In terms of a case study protocol, this research project used a research method that was approved by two faculty supervisors and several DFO agency representatives that provided funding assistance for the

project. In addition, the protocol for conducting the interviews was subject to a university ethics review as well as to feedback from the senior research supervisor. In this way, the research project ensured that it followed accepted academic rules and procedures for carrying out the case study research and the subsequent interviewing process.

Case Study Data-base

This research project also developed a formal and presentable case study data-base to improve the reliability of the research findings. In particular, this research project involved the establishment of three types of database collection: detailed interview notes, document compilation, and meeting observation notes. The creation of this presentable case-study data base makes it possible for other investigators to review the evidence directly and not be limited to just the written research report (Yin 1994).

3.4.2 Validity

Validity addresses the extent to which the research methods and measures capture the phenomenon of interest (Weiss 1998). As such, validity refers to the approximate truth(s) of research propositions, inferences, and/or conclusions. There are several measures of validity but the ones most applicable to this research project are the tests of construct validity and external validity.

Construct Validity

Construct validity deals with the establishment of correct research procedures for the topic being studied (Yin 1994). According to Yin (1994), three of the more common tactics for improving construct validity involve the use of multiple sources of evidence, the development of a chain of evidence, and the employment of an external review of the draft research report. Subsequently, this research project tried to improve its construct validity by utilizing:

- Multiple sources of evidence to promote convergent lines of inquiry in order to triangulate the answers to the research questions.
- A chain of evidence to demonstrate the cross-referencing of the methodological procedures to the resulting evidence. This allows the readers of the case study to link the research evidence to the research findings and conclusions.
- A review of the draft case study report by my academic advisors and the key informants to ensure the accuracy of the essential facts and evidence presented in the report.

External Validity

External validity addresses the issue of whether or not the research findings can be generalized beyond the immediate case study (Yin 1994). For this research project, three case studies differing in some contextual characteristics were utilized to explore the project's research propositions. In this regard, the

analytical generalization of the case study findings is somewhat limited. However, it was difficult to find strong case replicates and conducting more than three case studies was beyond the means of this research project.

3.5 Strengths and Weaknesses of the Research Method

The research methods developed for this research project have some obvious strengths and weaknesses. Several of the research method's main strengths and weaknesses are attributable to the research project's evaluation framework and qualitative methods.

3.5.1 Strengths

Comprehensive Evaluative Framework

The primary strength of this research project is its comprehensive evaluative framework. The framework allows for the exploration of non-government/government collaboration in MPA planning to be conducted within the scope of its broader context by seeking out multiple lines of evidence. As such, the framework gives significant consideration to the many factors that can affect the government/non-government collaborative MPA planning on Canada's Pacific Coast. The framework also allows for the collection of valuable qualitative data from the open-ended portion of the interview questions. Moreover, the interview questions formed around the evaluative criteria provide a useful rapid assessment tool for evaluating the existing state of stakeholder collaboration. In this way, the basic criteria-based interview questions developed for this research project could also have application beyond this study.

Multiple Case Study Design

The application of a multiple case study design allowed for a broader exploration of the relationship between non-government MPA initiatives and government MPA programs along Canada's Pacific Coast. By investigating three uniquely different non-government MPA initiatives, the research project provides the opportunity for greater insight into the complexity and variability of non-government/government collaboration in terms of MPA development. In this way, the use of a multiple case-study research design also allowed for some degree of analytical generalization of the case study findings.

3.5.2 Weaknesses

Small Number of Case Studies

The small number of cases explored through this research project is only a small sample of the number non-government MPA initiatives that exist on Canada's Pacific Coast. This limits the degree of analytical generalization that can be made about the project findings. While a few more case studies could have been selected, there was not sufficient time or funding to include additional case studies.

Weak Case Replication

The selection of case studies with contrasting planning contexts results in weak case replication. However, the unique planning conditions and histories associated with each non-government MPA initiative made it unlikely that strong planning replicates could have been found.

Limited Time Window for Cases Studies

This multiple case study could only explore the state of government/non-government collaboration that has occurred in the cases to date. However, it is likely that the state of government/non-government collaboration in the case studies selected will change over time. Consequently, this research project is only a snapshot of the state of collaboration as it is interpreted during the time window allocated for the project's case studies. Therefore, the findings from these case studies are likely to be very time-specific as they cannot capture any collaboration efforts that may occur in the future.

Only One Interview Respondent for Each Organization

Only one representative from each organization is used for the criteria-based interview questions. As such, the responses of the interview participants are answered from the respondents' personal perspectives and biases. In this way, this research methodology acknowledges that the interview responses may not be representative of the prevailing thoughts and opinions held by the respondent's organization that he or she represents. However, while having two interview respondents from each organization could have improved the validity of interview responses, it was beyond the means of this research project to do so.

Inherent Bias of Qualitative Approach

In the interpretation and analysis of research evidence, a researcher is inevitably influenced by his or her background (Weiss 1998). Considering that the evaluation framework for this research project requires a significant degree of interpretation in the evaluation of multiple sources of evidence, it must be acknowledged that this project's research findings are to some degree influenced by the researchers personal worldview, experiences, and biases[1].

General Level of Analysis

Due to the nature of the evaluative framework, the level of analysis for the project can only be conducted on a general level. As such, this project acknowledges that the analysis and findings of the project are restricted to a very general level by the units of analysis selected. In this way, this project generalizes its

[1]The researcher is a Caucasian male, in his mid thirties, living in North Vancouver. He has worked for several years in the field of conservation planning and management and is now a student in the School of Resource and Environmental Management. All these facts lend some form of bias to the research.

key findings across government agencies and non-government organizations to address the study's primary research questions and propositions.

Limited Ability for Analytical Generalization

The small number of case studies and lack of strong case replicates strongly limits the extent of analytical generalization that can made from this project's findings. Nevertheless, case studies selected are still valuable for the research project's exploratory purpose. They also offer the potential for some degree of analytical generalization and hypothesis generation.

CHAPTER 4: CASE STUDIES

4.1 Introduction

The case studies presented in this chapter are used to explore the levels of collaboration between government MPA programs and three non-government MPA initiatives on Canada's Pacific Coast. In the sections below, each case study will consist of two basic components: the background description and the analysis discussion. The background component describes the non-government MPA initiative for each case study. It describes each initiative's origins, objectives, conceptual design, state of development, and its challenges. The case analysis component goes on to identify some of the positive and negative conditions for collaboration that presently exist. It also indicates what changes could help to advance the level of collaboration in each case study.

4.2 The Orca Pass International Stewardship Area Case Study

The Orca Pass International Stewardship Area is an ambitious non-government directed MPA planning initiative. The initiative is striving to develop a large multi-use MPA in the transboundary waters that connect the Canadian Southern Gulf Islands and US San Juan Islands (Nicholls 2002). Its primary goal is to encourage forms of marine protection over an area large enough to ensure the conservation of marine biodiversity between the shared waters of British Columbia and Washington State. The initiative is special both in its cross-border planning context and its strong "grass roots" MPA planning approach (GSA 2002).

The Orca Pass MPA initiative is a joint undertaking of the international Sound and Straits Coalition of non-government organizations along with regional governments on both sides of the border. The initiative is currently trying to increase the public's awareness of the state of marine resources and the greater marine environment while also developing a comprehensive plan for the establishment of an integrated MPA network within the marine waters between British Columbia and Washington State known as the Salish Sea.

4.2.1 Background On The Orca Pass Non-government MPA Initiative

Origins of the Non-government MPA Initiative

In the mid-1990s, an international coalition of NGOs, called the Sound and Straits Coalition was established. It was formed out of shared marine conservation interests related to marine pollution prevention and marine protected area development (MacBride pers. comm. 2000). In the wake of the failed United States' Northwest Straits Marine Sanctuary proposal in Washington State, the Sound and Straits Coalition began to channel much of its attention and energy to more "bottom-up" MPA

development approaches (Sato pers. comm. 2000). By the late 1990s, the Sound and Straits Coalition began to explore the idea of developing its own "grass roots" MPA planning initiative that could help to address the participants shared marine conservation interests (Symmington pers. comm. 1999).

In 1998, the founding environmental NGOs of the Sound and Straits Coalition (the People for Puget Sound and the Georgia Strait Alliance), developed the idea for a site specific trans-boundary marine conservation project somewhere in the Salish Sea area (MacBride pers. comm. 2000). By the fall of 1999, more than twenty non-government groups had joined with the Sound and Straits Coalition in an effort to establish a transboundary MPA in the shared waters between British Columbia and Washington State (GSA 2002). This international coalition of citizen-based groups working in concert with local governments has undertaken a comprehensive MPA planning initiative that has resulted in the development of the Orca Pass International Stewardship Area proposal.

The Sound and Straits Coalition developed the Orca Pass International Stewardship Area initiative primarily for five reasons:

- There was a strong need to protect marine species and ecosystems in the trans-boundary region between British Columbia and Washington State.
- The issue of transboundary marine conservation issues required transboundary solutions and cooperation.
- There was significant non-government interest on both sides of the border to take action to protect the marine environment in the transboundary region.
- Non-government proponents shared a desire to encourage and influence coastal MPA development in the Pacific Northwest by modeling transboundary cooperation, citizen-based MPA planning, FN co-management regimes, and scientifically defensible MPA development
- Progress on government led MPA development was slow on both sides of the border (MacBride pers. comm. 2000; Sato pers. comm. 2000).

In this context, the Sound and Straits Coalition viewed the development the Orca Pass International Stewardship Area initiative as a way of advancing transboundary MPA development interests in three major ways. Firstly, it could help lay out a scientifically defensible and citizen-based plan for a transboundary MPA in the Salish Sea marine region. Secondly, it could help set the agenda for the development of a transboundary MPA which could also serve as a model for other coastal MPA initiatives in the Pacific Northwest. In this way, the Sound and Straits Coalition could help "set the bar /standard" for subsequent government MPA development to meet. Thirdly, it could help build constituency support for the establishment of a transboundary MPA and other coastal MPAs. As such, the Orca Pass initiative could help move local MPA development interests forward while also helping to

foster the awareness, discussion, support, relationships, knowledge, and political feasibility needed to develop and implement MPAs (Sato pers. comm. 2000).

Key Proponents of the MPA Initiative

The key proponents of the Orca Pass Non-government MPA initiative were the two founding NGOs of the Sound and Straits Coalition: the People for Puget Sound and the Georgia Strait Alliance. While a number of other groups in the coalition played a significant role in the development of the Orca Pass initiative, the People for Puget Sound and the Georgia Strait Alliance have essentially co-facilitated and co-directed the collaborative development of the Orca Pass initiative. As such, the Orca Pass transboundary MPA planning meetings to date have been jointly lead and facilitated by these two environmental NGOs. As their names indicate, both the People for Puget Sound and the Georgia Strait Alliance are regional conservation organizations that focus their activities to their bioregional environmental interests.

Location of the Orca Pass International Stewardship Area

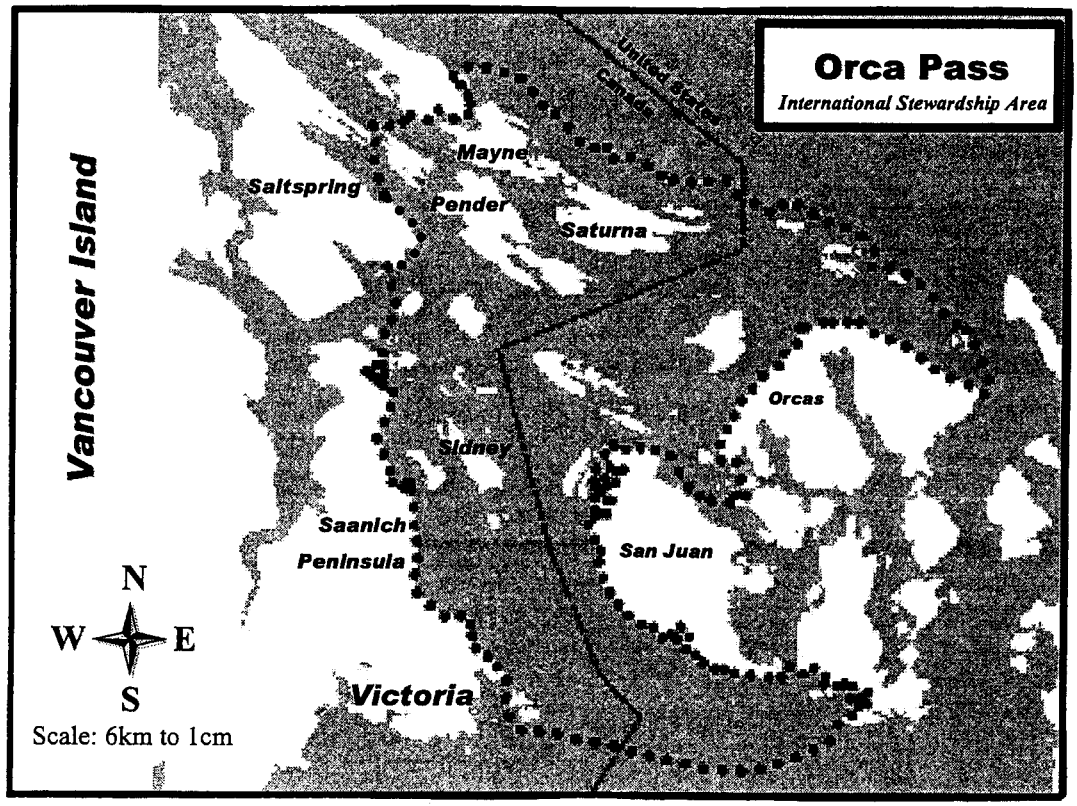
The proposed Orca Pass International Stewardship Area is located in a large marine region deemed to be the heart of the Salish Sea (Nicholls 2002). It is covers an area over 1,300 km^2 (130,000 ha) and is centred around Haro Strait and Boundary Passage which separates Canada's southern Gulf Islands and the northwest islands of the United States' San Juan Archipelago (Figure 2). In general, the Orca Pass International Stewardship Area covers much of the marine waters between the Juan de Fuca Strait and the Strait of Georgia. The proposed boundaries stretch all the way from the southern tip of Galiano Island in the North to the southern tip of Lopez Island in the South. The proposed Stewardship Area covers a range of water depths from nearshore shallows to deepwater channels in Boundary Pass and Haro Strait. The area has been dubbed the Orca Pass International Stewardship Area by the Sound and Straits Coalition because of the transboundary nature of the marine stewardship initiative and the association of resident and non-resident Orcas that visit the marine area (GSA 2002).

The location of the Orca Pass International Stewardship Area was determined by the Sound and Straits coalition of NGOs. The boundaries for the proposed Orca Pass International Stewardship Area were developed through an iterative process that was rooted in sound marine conservation principles, traditional knowledge, and feasibility considerations. More specifically, the proposed International Stewardship Area boundaries were based upon:

- GIS mapping of physical characteristics, known marine resources, and land use;
- Local and cultural knowledge;
- Local and regional constituent interests; and
- Complementary government marine conservation initiatives (PPS unpub. 2001; GSA 2002).

However, the marine resource information was the primary selection criterion used to develop the boundaries of the Stewardship Area. A further refinement of these boundaries was made to accommodate the other selection criteria (MacBride pers.comm. 2000).

Figure 2: Location Map of the Proposed Orca Pass International Stewardship Area



Map Adapted by Author with the Permission of the Georgia Strait Alliance and the People for Puget Sound.

The Salish Sea region has long been viewed as a unique and special place. The unique combinations of pleasant climate, scenic beauty, recreational resources, cultural history and biological diversity, have attracted people to the region since the end of the last ice age (Islands Trust 2001). This marine region has sustained many Coast Salish First Nations for millennia and is now a high profile coastal area where the marine environments are of immense value to Americans, Canadians and First Nations (Nichols 2002).

The Orca Pass International Stewardship Area is situated in an area of the Salish Sea region that is still rich in natural beauty, marine biodiversity, and environmentally sensitive habitats (GSA 2002). The area presently supports various coastal fisheries, tourism ventures, recreation opportunities, shipping corridors, and sites of cultural and spiritual importance. In this way, the marine environments found in the Orca Pass International Stewardship Area help to provide a high quality of life for many people and other life-forms that live in or near the area (Nichols 2002). The Sound and Straits Coalition hopes that the development of the Orca Pass International Stewardship Area initiative will ultimately help to advance the development of a MPA network for Canada's Pacific Coast (MacBride pers.comm.2000).

Unfortunately, human activities have begun to seriously effect the health of the marine environments and species found in and around the Orca Pass International Stewardship Area. Human environmental impacts like pollution, habitat loss and over harvesting have led to decline in a number of different marine dependent species in the region. In particular, Orcas, harbour porpoises, salmon, several kinds of groundfish, various seabirds, and some species of shellfish have all experienced dramatic declines in their population numbers in recent years. To exacerbate this situation, rapid coastal development, increasing levels of coastal use, and human induced climate change are making it even more difficult to mitigate the impacts of some human activities which threaten the ecological and social health of this special marine area and region (Nichols 2002).

The Orca Pass International Stewardship Area Concept

The basic vision behind the Orca Pass International Stewardship Area is to create a model of international cooperation and stewardship that will help to protect, restore, and care for marine ecosystems in the Salish Sea marine region (MacBride pers. comm. 2000). The Stewardship Area concept itself is basically defined by two central ideas. Firstly, it is intended that some specific areas within the Stewardship Area will be given long-term protection from harmful human activities in order to conserve the plants, animals and environments in and around these areas. As such, these protected areas will help to protect and restore critical habitats, reverse population declines, and aid in marine conservation. Secondly, it is also intended that the Stewardship Area will encourage citizens to take action in an ongoing effort to reduce pollution, protect habitat, and conserve biological diversity. In this way, "best practices" for the home, the workplace, recreational activities, cities, and industries will be communicated to all those who work, live, and play in and around the Orca Pass International Stewardship Area (GSA 2002).

The Stewardship Area concept is based upon a more 'bottom-up" or "grass roots" approach to MPA development and marine conservation. As such, the Stewardship Area and its proposed forms of marine protection are being planned with the help of Tribes and First Nations, area residents, local resource

users, and other stakeholders. Consequently, the Orca Pass International Stewardship Area concept is not a government plan but rather a citizen-based proposal/action plan for marine protection, conservation, and stewardship in the Orca Pass transboundary marine region. As such, any marine conservation measures proposed for the Stewardship Area would be voluntary in nature unless complemented by government marine conservation measures. Nevertheless, leading members of the Sound and Straits Coalition believe this more citizen-based approach is the most effective way to achieve protection for coastal marine habitats at the present time (GSA 2002). They believe that when citizens lead, governments will follow (Sato pers. comm. 2000). Based upon this ideology, the Sound and Straits Coalition believe that the development of the Orca Pass International Stewardship Area will help to foster the establishment of a government MPAs in the heart of the Salish Sea (Nichols 2002).

The Sound and Straits Coalition collectively developed the following four goals for the Orca Pass International Stewardship Area:

1. *Protect and Restore Important Habitat* – with specific attention to reefs and intertidal and near-shore areas marine zones that benefit the widest diversity of species;
2. *Establish and Monitor Specific Fully Protected Zones in the Area* – based on science and local/traditional knowledge, and measure and report on species health, abundance and diversity;
3. *Increase and Sustain Healthy Populations of Key Species* – that includes fish, marine mammals, marine birds, marine plants, crustaceans, mollusks, and other invertebrates;
4. *Prevent Land and Water Pollution* – by reducing the impacts of petroleum products, toxic chemicals, sewage, plastics, and non-native plant and animal species (GSA 2002).

The Sound and Straits Coalition have also come up with several principles to be followed in the course of developing and managing the Orca Pass International Stewardship Area. The latest ideas include:

- Protection and recovery measures should be based upon the best scientific and cultural-traditional knowledge and the education and involvement of all residents and users of the area.
- Management decisions and responsibilities will be equally shared by First Nations/Tribes and Federal/State/ Provincial governments.
- All human activities are to be respectful of Aboriginal rights and treaties as well as Federal/State/ Provincial/Local Government's rules and regulations.
- Human activities that benefit the area's environment or do not degrade it are welcome; activities that do harm are not. The burden of proof of no harm is the responsibility of those proposing to undertake activities.
- The stewardship of the area will be achieved through education, voluntary compliance and when necessary through the enforcement of rules and regulations.

MPA Planning Activities Conducted

Over the past four years, the Sound and Straits Coalition, led by the People for Puget Sound and the Georgia Strait Alliance, have spent considerable time, energy and resources carrying out a wide variety of planning activities related to the development of the Orca Pass International Stewardship Area. Some of the primary planning activities collectively undertaken by the Sound and Straits Coalition include:

- Facilitation and administration of quarterly Orca Pass planning meetings for the Sound and Straits Coalition members and other interested supporters. This involved strategic planning and inter-coalition communication responsibilities associated with these meetings.
- Collecting of biological and other relevant planning data for the region and identifying data gaps. This also involved the collection of local knowledge and anecdotal information from various local marine stakeholders such as fishermen, conservation groups and island residents.
- Mapping of data themes like marine habitat types, resources, and ecological values using GIS technology.
- Identifying sites within the Orca Pass area that should be considered for special protection based upon GIS analysis. In general, marine sites selected as special protection area candidates were representative areas from different ecosystems with high biodiversity. To date, several marine biodiversity hotspots have been identified on both sides of the border as candidate sites for special marine protection.
- Identifying stakeholders, allies and opponents living in or using the Orca Pass marine area. Develop strategies for working with these groups and then determining which marine sites are most feasible for strong protection measures based upon public interest and support.
- Identifying existing government institutions, programs and designations at various levels that could be used in the development of a strategy to define how marine protection measures in the Orca Pass area could be governed, implemented and complied with.
- Developing relationships and alliances with key individuals from Canadian First Nations and Washington State Indian Tribes.
- Investigating forms of co-management as a potential MPA governance and management structure. Many members of the Sound and Straits Coalition had a particular interest in exploring co-management best practices as it relates to First Nations and MPA development.
- Developing a comprehensive action plan that identifies protection sites within the Orca Pass area, recommends a realistic governance structure, and puts forth a strategy as to how best protect those sites through existing institutional measures and other approaches.
- Working towards the creation of a broad-based constituency and coalition of First Nations/ Tribes, citizen groups, governments and other stakeholders related to the Orca Pass marine region. In this regard, the Sound and Straits coalition has helped to organize many constituency-building activities

like boat tours and dive trips. So far, the Sound and Straits coalition has gathered the names and signatures of over 5,000 people along with names of numerous organizations that have expressed their endorsement of the Orca Pass International Stewardship Area concept.

- Developing a public awareness campaign using presentations, news media, special events, and outreach materials.
- Soliciting funding opportunities to help back the Orca Pass initiative (GSA 2002; Sato pers. comm. 2000).

Present State of the Orca Pass MPA Initiative

The Orca Pass International Stewardship Area planning initiative is still a work in progress and is now between stages four and five of a five step planning process set out by the Sound and Straits Coalition. So far the initiative has identified a planning area for the initiative (1st step), determined general marine conservation goals for the planning area (2nd step), identified some biologically rich marine sites that could serve as special marine protection sites within the planning area (3rd step), and initiated a Orca Pass constituency building and public outreach campaign (4rth step). However, the Orca Pass International Stewardship Area planning initiative has yet to be formally presented to federal, state, provincial, local governments or First Nations and Tribes (5th step). This step is expected to occur sometime between the summer of 2002 and summer of 2003 (MacBride pers. comm. 2000). In the interim, the Sound and Straits Coalition has joined forces with both San Juan County and the Islands Trust in a cooperative effort to encourage voluntary marine protection sites in the Orca Pass International Stewardship Area.

At present, the Sound and Straits Coalition is continuing to develop and carry out constituency and public outreach activities while also conducting some informal communications with government and First Nations parties interested in the Orca Pass International Stewardship Area planning initiative. In particular, the Sound and Straits Coalition is presently investigating how the citizen-based Orca Pass planning initiative might best utilize other complementary marine protection and conservation initiatives to satisfy its marine conservation goals. For example, the Sound and Straits Coalition is presently considering the utilization of the Islands Trust's Marine Stewardship site designation, DFO's new interim rockfish protection areas, and Oceans Act MPA designations, San Juan County's voluntary bottom-fish recovery zones, and Parks Canada's NMCA designation as possible marine protection designations to be incorporated into the Orca Pass International Stewardship Area proposal/action plan (GSA 2002). Even so, it remains to be seen to what degree the Orca Pass planning initiative will integrate with government MPA initiatives and other marine conservation activities in the Southern Gulf Islands/ San Juan Islands marine region. Whatever the case, the planning activities associated with the Orca Pass International Stewardship Area have so far helped to foster the awareness, discussion, support,

relationships, and knowledge to help select and implement marine conservation measures in the Salish Sea marine region.

Obstacles and Challenges to the MPA Initiative

There are understandably many challenges and obstacles for the Sound and Straits Coalition to develop an effective trans-border MPA in a complex coastal MPA planning context where they have no legal jurisdiction over the marine environment. Based upon interviews conducted with Mike Sato of PPS and Laurie MacBride of GSA in early 2000, the Orca Pass International Stewardship Area initiative faces a number of internal and external challenges:

- *The lack of development of government MPA programs and planning infrastructure.* Presently, there is no government MPA planning process or coastal integrated management process that can address non-government MPA proposals like the Orca Pass International Stewardship Area. As such, the Sound and Straits Coalition currently has no option but to forge ahead on its own with their MPA initiative unless they can integrate with a government MPA initiative in the same general area. However, there are no federal or provincial government MPA development initiatives actively occurring in the Orca Pass area at the present time. This means the Sound and Straits Coalition are planning the development and establishment of a large multi-use transboundary MPA in the Southern Strait of Georgia marine region without the approval and support of the federal and provincial governments.
- *The uncertainty over how much to interface with government agencies with MPA programs.* The Sound and Straits Coalition does not want to relinquish control over the development of a transboundary MPA in the Salish Sea region until it has set the agenda and standard for it first. However, the coalition also does not want to scare off government agencies by being secretive or uncooperative. At this point, interested government agency representatives have just recently become involved with the quarterly Orca Pass planning meetings. However, the Orca Pass initiative is still driven by the Sound and Straits Coalition and agency representatives are currently only minor participants and interested observers.
- *The broadening of the coalition of supporting organizations without losing credibility, jeopardizing coalition unity, or watering down the Orca Pass initiative.* In other words, the Sound and Straits Coalition need to ensure the alliance of supporting organizations is strategically planned to be the most effective it can be.
- *The need for funding and other resources to carry out the Orca Pass initiative.* The level of available funding is largely what determines the extent of activities carried out through the Orca Pass initiative. Moreover, some organizations supportive of the Orca Pass International Stewardship Area concept have found that their limited resources have prevented them from being able to become more active in the initiative.

- *The challenge of dealing with constituencies that oppose the Orca Pass initiative.* Several commercial, recreational, and residential marine stakeholder groups see the Orca Pass International Stewardship Area proposal as a threat to their marine interests because they have something to lose through MPA development. The Sound and Straits Coalition are still grappling over what outreach strategy to use to best communicate and share with stakeholders that appear to strongly oppose the Orca Pass MPA initiative.
- *The involvement of First Nations in the Orca Pass Initiative.* Many First Nations along Canada's Pacific coast are presently concerned with exploring the extent of their access and control of traditional land and sea resources. Moreover, these First Nations do not want to be treated as just another marine stakeholder but instead as a government. So while they may be very interested in marine conservation efforts in the Salish Sea marine region, clarifying the extent of their own constitutional rights to harvest marine resources and develop sea claims is paramount at this time. Some First Nations people have also expressed some degree of trepidation over the MPA concept as a cultural management construct that they are not comfortable with (especially the idea of "no–take" areas).
- *The attainment of specific marine resource data from the BC government.* Much of the marine resource data for the Canadian side of the Orca Pass International Stewardship Area has been deemed proprietary information by the BC government. The money being asked by the private owner of the marine information is too high a price for the Sound and Straits Coalition to realistically afford. The coalition is still investigating possible legal and negotiation channels to have this information released. This situation has left the Canadian side of the Orca Pass International Stewardship Area with less reliable data to work with.
- *The challenge of developing strong public and stakeholder support for the Orca Pass initiative.* Considering the importance of stakeholder and public support to MPA development, this may be one of the most crucial challenges to overcome. The lack of marine conservation awareness, the newness of MPA development on Canada's Pacific Coast, the limited resources of the Sound and Straits Coalition, and people's general resistance to change makes this challenge a difficult one to overcome.
- *The communication of the Orca Pass International Stewardship Area concept within the context of the complex MPA nomenclature.* There are so many different forms and names of MPAs that people can easily get confused as to what is actually being proposed.
- *The challenge of addressing the ongoing marine conservation issues that relate to the Orca Pass initiative.* Some of these issues deal with declining resident orca populations, the proposed development of an underwater gas pipeline, the expansion of open-pen fish farms, pollution issues, endangered species legislation, fisheries management, local marine awareness and education etc.. When the Sound and Straits Coalition has to spend time, energy, and resources on immediate issues

like these, it makes it that much more challenging for the group to focus on the Orca Pass MPA initiative.

4.2.2 Analysis of Collaboration with Parks Canada

Based upon this project's findings, a low to moderate level of collaboration has occurred between the Georgia Strait Alliance and Parks Canada as it pertains to the Orca Pass International Stewardship Area initiative. Even though Parks Canada's Strait of Georgia NMCA feasibility study is presently on hold, the level of collaboration between the GSA and Parks Canada is slowly improving. Nevertheless, the level of collaborative MPA planning between the two parties is constrained by some notable challenges and obstacles. However, GSA and Parks Canada do have several positive collaboration qualities in their current relationship. If GSA and Parks Canada can overcome some of the more noteworthy challenges in their MPA planning relationship, there is the potential for both parties to develop a strong collaborative relationship in terms of MPA planning in the Southern Strait of Georgia marine region.

The following evaluation of collaboration was primarily based upon the interviews held with selected staff members of GSA (Howard Breen) and Parks Canada (Bill Henwood) during the summer and fall of 2000. The responses of these individuals to the closed interview questions are summarized in (Table 1).

Present State of Collaboration

Collaboration between the Georgia Strait Alliance and Parks Canada has basically been limited to information updates, shared attendance at some Orca Pass meetings, informal communications, and some minor data sharing. While both parties acknowledge that some degree of interdependency exists between their envisioned marine conservation and protection goals, their incentives and capacity to collaborate do not appear strong enough to encourage significant advancements in collaboration at this time.

Positive Conditions for Collaboration

The relationship between the Georgia Strait Alliance and Parks Canada exhibits many positive traits. Some of the most notable positive conditions for collaboration include:

- *The acknowledgement that both Parks Canada and GSA have a high degree of overlap in their vision, purpose and objectives for MPA development in the Southern Strait of Georgia.* For example, both parties want to protect many of the same marine values in the Southern Strait of Georgia, their MPA planning interests generally cover the same geographical area, and they also hold the same focus on developing strong protection measures for biodiversity hotspots and special marine habitats.
- *There is a strong opportunity for both Parks Canada and GSA to benefit from collaborative planning.* Both Parks Canada and GSA agree that collaborative MPA planning has the potential to

Table 1: Evaluation of Collaboration Between theGeorgia Strait Alliance and Parks Canada[2]

Evaluation Criteria	Orca Pass Case Study (2000/2001)	
	Non-government Responses	*Government Responses*
	Georgia Strait Alliance	**Parks Canada**
(1) Overlapping Purpose and Interests	High	High
(2) Potential Benefit of Collaboration	High	High
(3) Your Group's Willingness to Bare Costs/Risks	Moderate	High
(4) Trust	High	Moderate
(5) Sharing of Planning Resources	Moderate	Moderate
(6) Coordination of Planning	Low	Moderate
(7) Compatibility in Ways of Working	Moderate/High	High
(8) Communications	Good	OK
(9) Your Group's Respect & Understanding	Good	Good
(10) Their Respect and Understanding	Good	N/A
(11) Quality of Relationship	Good	Good
(12) Importance of Collaboration to Your Group	High	High
(13) Your Group's Commitment to Collaboration	Good	Good
(14) Your Group's Capacity to Collaborate	Very Good	OK
(15) Your Group's Leadership in Collaboration	Good	Good

***LEGEND:** Response Scales Used*				
1) very low-	*-low-*	*-moderate-*	*-high-*	*-very high*
2) very poor-	*-poor-*	*-ok-*	*-good-*	*-very good*
N/A: Could Not or Would Not Answer				

[2] The interview responses presented in this evaluation table are the individual viewpoints of the participants interviewed. As such, they should not be seen as official organizational responses. The responses listed in the above table are the individual opinions of Howard Breen from the Georgia Strait Alliance and Bill Henwood from Parks Canada based upon interviews conducted during 2000 to 2001.

benefit both parties to a high degree. Government can benefit by gaining more support for NCMA planning efforts from supporters of the Orca Pass initiative. They can also benefit from added outreach and relationship building capacity that GSA and the Sound and Straits Coalition can offer. GSA believes it can benefit from collaborative MPA planning with Parks Canada by receiving more resource data and literature, funding for NMCA related activities, a greater role in NMCA zoning design, and government marine protection measures.

- *There is good level of respect and understanding between Parks Canada and GSA.* Both Parks Canada and GSA respect and understand each other's practices even though they may differ somewhat on the strategies and approaches used to develop an NMCA in the Southern Strait of Georgia marine region.
- *Parks Canada and GSA presently have a good relationship.* Overlapping MPA development interests have prompted Parks Canada and GSA to develop a working relationship. While their interaction has been positive, it has not been frequent. However, the relationship is slowly improving as they begin to undertake more formal and informal communications at Orca Pass and other MPA planning meetings.
- *In terms of MPA planning, both Parks Canada and GSA presently believe that collaboration with each other is of high importance.* Both parties realize that they can benefit from collaboration to some degree. However, GSA acknowledges that its level of commitment to collaboration with Parks Canada largely depends on Parks Canada's actions, the political environment, and the benefit/cost analysis of collaboration.

Obstacles and Challenges to Collaboration

The Georgia Strait Alliance and Parks Canada also have a number of challenges and obstacles that are limiting their collaboration. The most notable constraints include:

- *Parks Canada's lack of progress on the NMCA Feasibility Study promised for the Southern Strait of Georgia.* Factors contributing to the postponement of the NMCA feasibility study include a lack of allocated resources for NMCA planning, a delay in receiving NMCA legislation, and a cautious NMCA development approach adopted by senior management. In addition, some ENGOs have speculated that there are also other political, legal and strategic factors contributing to Parks Canada's delay of the NMCA feasibility study. Whatever the case, Parks Canada has not yet carried out the NMCA feasibility study. This reality has hindered GSA and Parks Canada in the advancement of their collaboration efforts.
- *GSA and the other members of the Sound and Straits Coalition still desire to shape and control the early MPA planning agenda for the Orca Pass marine area.* GSA and the Sound and Straits Coalition want to influence the marine conservation and protection agenda in the Southern Strait of Georgia region by helping to "set the bar" for any future government MPA planning activities in the

Orca Pass marine area. Considering that the government NMCA feasibility study for the Strait of Georgia is still on hold, strong collaborative planning with Parks Canada would likely diminish GSA's present influence over the MPA planning agenda for the Orca Pass area.

- *GSA perceives some collaborative MPA planning risks with Parks Canada.* GSA fears that committing to a collaborative NMCA planning process with Parks Canada has some MPA planning risks. It could translate into more outside political interference, lengthy collaboration processes, lowest common denominator decisions, credibility issues with some constituents, and challenges to GSA's ability to openly critique Parks Canada. Subsequently, GSA is very strategic when it comes to advancing its collaborative interests with Parks Canada.
- *The resource capacity of Parks Canada to practice collaborative planning is presently hampered by insufficient funding.* Parks Canada regional staff need more funding to initiate appropriate forms of collaboration required by an NMCA feasibility study. Parks Canada's position is that they will wait until there is proper funding for the NMCA feasibility study before carrying on with it. This limits Parks Canada's capacity to collaborate GSA.
- *The organizational capacity of Parks Canada to practice collaborative planning is presently hampered by a lack of regional decision-making authority.* Parks Canada's regional staff lack the decision-making authority that could make collaborative planning relationships easier to develop. Senior decision-makers are often far removed from the planning area and may not be as sensitive to the special considerations, investments, and timing required to build important collaborative planning relationships.
- *GSA has some concerns over the compatibility between Parks Canada and themselves when it comes planning approaches.* GSA views Parks Canada NMCA planning style as very much "process based" as opposed to GSA's more "results based" planning style. GSA's desire for planning effectiveness and efficiency may make them cautious about entering into a lengthy and complex collaborative NMCA planning process that might arise. In this regard, GSA is constantly reevaluating its MPA planning strategy to see if it is employing the most effective strategy for influencing MPA development and marine conservation in the Southern Strait of Georgia marine region.
- *Parks Canada has some concern over the degree to which it can trust GSA in a collaborative planning process.* Parks Canada does not have a long historical working relationship with GSA and therefore has not built up a large degree of trust. In addition, Parks Canada also understands that GSA is a results-based organization that is also comfortable working both inside and outside government planning processes to affect environmental change. As such, Parks Canada respects GSA's integrity and understands their objectives but is unsure to what extent GSA would commit to collaborative MPA planning with Parks Canada. However, Parks Canada does believe that more trust could be developed through further commitments to collaborative MPA planning from both parties.

- *GSA and Parks Canada have some uncertainty as what the extent their MPA development goals, objectives, and planning location overlap.* GSA is still clarifying its MPA proposal while Parks Canada has not yet clearly delineated its NMCA planning area or detailed its NMCA planning process in the Southern Strait of Georgia. These uncertainties contribute to a sense of caution that both parties feel about developing a collaborative MPA planning relationship with the other party.

Improvements Needed to Advance Collaboration

Based upon the current conditions for collaboration between the Georgia Strait Alliance and Parks Canada and some suggestions put forth by the interview respondents, some changes are needed to improve the level of collaborative MPA planning between the two groups:

- *Parks Canada needs to move forward with its NMCA feasibility study for the Southern Strait of Georgia.* This will require strong political will from the federal government, sufficient resources, and the development of an acceptable feasibility study process.
- *Both Parks Canada and GSA need to create more incentives for collaboration to move beyond the status quo.* Without further progress in NMCA planning in the Southern Strait of Georgia, there are no big incentives for GSA and Parks Canada to advance their collaboration efforts beyond its present state. Currently, it appears that the status quo still presents some benefits for both Parks Canada and GSA. For instance, Parks Canada is not upset at watching GSA and other Sound and Straits Coalition members raising the marine profile of the Boundary/Orca Pass area and developing marine conservation support from local constituencies. GSA, on the other hand, is still quite content to lead and control much of the MPA planning agenda for the area. However, both parties will have to work more closely at some point if they want to achieve their overlapping marine conservation objectives.
- *Parks Canada and GSA need to know more about the details of their respective MPA development goals, objectives, and planning locations in the Southern Strait of Georgia.* This will help both parties to clarify and understand the degree to which they share overlapping marine protection and conservation interests in the Southern Strait of Georgia marine region.
- *Parks Canada needs to give more decision-making authority and control to regional staff in collaborative MPA development efforts.* This could give Parks Canada's regional staff more ability to develop and advance collaborative MPA planning efforts. In turn this could make the development and advancement of collaborative MPA planning relationships less complicated and more expedient.
- *Parks Canada and GSA need to spend some time on building the trust in their immediate working relationship.* Parks Canada and GSA should give some of their attention to interim projects of mutual interest. Parks Canada and GSA could help to build their working relationship by having more shared meetings, undertaking some joint work projects, sharing more resource information, and improving communications. For example, both parties could work together on the development and

delivery of conservation and protection outreach programs. This increase in the level interaction and cooperation can help to build more trust in the working relationship between Parks Canada and GSA.

4.2.3 Analysis of Collaboration with Fisheries and Oceans Canada

A low level of collaboration is presently occurring between the Georgia Strait Alliance and Fisheries and Oceans Canada (DFO) as it pertains to the Orca Pass International Stewardship Area initiative. However, the level of collaboration between GSA and Fisheries and Oceans Canada has been improving slowly as the Orca Pass initiative has progressed. Nevertheless, the collaboration assessment indicates that there are many notable challenges and obstacles that GSA and DFO will need to overcome if they are to build a strong and healthy collaborative relationship. Under present conditions, it appears that GSA and DFO have the potential to develop only a moderate level of collaboration in terms of MPA planning in the Boundary Pass/Haro Strait marine area.

The following evaluation of collaboration was primarily based upon the interviews held with selected staff members of GSA (Howard Breen) and Fisheries and Oceans Canada (Marc Pakenham) during the summer and fall of 2000. The responses of these individuals to the closed interview questions are summarized in (Table 2).

Present State of Collaboration

So far, there has been little or no coordination between the Orca Pass International Stewardship Area initiative and DFO's MPA development interests in the marine region. Nevertheless, DFO has great interest in the Orca Pass initiative and has expressed a desire to collaborate more with GSA in hopes of possibly harmonizing DFO's own marine protection efforts with the initiative. However, GSA is hesitant about harmonizing marine protection interests with DFO at this point for several reasons that relate to GSA's MPA development strategy and their present viewpoint on DFO's marine protection commitment and capacity. In fact, GSA presently sees only a moderate level of potential benefits that can be gained from collaborating with DFO. Subsequently, this imbalance in their desire to collaborate presents a major constraint on the level of collaborative MPA planning that can occur between GSA and DFO. While a mutual desire to collaborate could develop over time, several conditions for collaboration would have to be improved for a higher level of collaboration to occur.

Positive Conditions for Collaboration

The relationship between the Georgia Strait Alliance and Fisheries and Oceans Canada exhibits a few positive conditions for the development of a collaborative MPA planning relationship:

Table 2: Evaluation of Collaboration Between the Georgia Strait Alliance and DFO[3]

Evaluation Criteria	Orca Pass Case Study (2000/2001)	
	Non-government Responses	*Government Responses*
	Georgia Strait Alliance	**Fisheries & Oceans Canada**
(1) Overlapping Purpose and Interests	Moderate	High
(2) Potential Benefit of Collaboration	Moderate	Very High
(3) Your Group's Willingness to Bare Costs/Risks	Moderate	High
(4) Trust	Low	High
(5) Sharing of Planning Resources	Low	Low
(6) Coordination of Planning	None	Low
(7) Compatibility in Ways of Working	Moderate	Low
(8) Communications	Good	Poor
(9) Your Group's Respect & Understanding	Good	Poor
(10) Their Respect and Understanding	OK	N/A
(11) Quality of Relationship	OK	Good
(12) Importance of Collaboration to Your Group	Moderate	Very High
(13) Your Group's Commitment to Collaboration	Good	Very Good
(14) Your Group's Capacity to Collaborate	Very Good	OK
(15) Your Group's Leadership in Collaboration	Good	N/A

***LEGEND:** Response Scales Used*				
1) very low-	*-low-*	*-moderate-*	*-high-*	*-very high*
2) very poor-	*-poor-*	*-ok-*	*-good-*	*-very good*
N/A: Could Not or Would Not Answer				

[3] The interview responses presented in this evaluation table are the individual viewpoints of the participants interviewed. As such, the table responses should not be seen as official organizational responses. The responses listed in the above table are the individual opinions of Howard Breen from the Georgia Strait Alliance and Marc Pakenham from Fisheries and Oceans Canada based upon interviews conducted during 2000 to 2001.

- GSA and Fisheries and Oceans Canada acknowledge that their MPA development interests possess some overlapping marine conservation goals. DFO presently sees a high degree of overlap while GSA only sees a moderate degree of overlap. In this regard, GSA perceives DFO's MPA development goals and objectives not to be as congruent with the Orca Pass initiative as Parks Canada's NMCA goals and objectives. However, DFO sees their marine conservation objectives as being quite similar to the Orca Pass initiative. Consequently, regional DFO staff believe that the two parties have many overlapping interests that should be explored through collaborative planning discussions.
- *GSA and Fisheries and Oceans Canada acknowledge that there is a significant level of benefit that both parties could potentially achieve through collaborative MPA planning.* Both parties believe their collaboration in MPA planning could produce significant future benefits. However, DFO believes that a much higher level of potential benefits can be gained from collaboration than GSA does. For example, DFO could benefit from more extensive public outreach, increased local knowledge, added stakeholder relationships, and an improved MPA planning profile. On the other hand, such collaboration could also benefit GSA by giving the Orca Pass initiative a higher and more legitimate platform for MPA development. This could lead to more funding opportunities, improved government support, more government resource data, and the possibility of complementary forms of legal marine protection and enforcement.
- *GSA and Fisheries and Oceans Canada are both moderately willing to bare new risks and costs to gain potential collaboration benefits.* At the present time, DFO is more willing to bare the risks and costs of collaboration than is GSA. DFO understands marine conservation and protection will require stakeholder collaboration. As such, DFO believes that their commitment to collaborative MPA planning overrides any sense of risk that might occur. However, GSA has some concerns as to whether collaborating with DFO in some MPA development process would be the best choice strategically to achieve their marine protection objectives.
- *GSA and Fisheries and Oceans Canada presently have a moderate to good working relationship.* While GSA and DFO have traditionally had an adversarial relationship on other marine conservation issues, both parties are currently developing more of a cooperative spirit around their shared interests of marine conservation and stewardship. In particular, basic communications and information sharing between DFO regional staff and GSA has helped them to build a working relationship in the field of MPA development.
- *GSA and Fisheries and Oceans Canada both believe their collaboration in MPA development is of some importance.* DFO presently thinks collaborative MPA planning for the Haro Strait/Boundary Pass area is of very high importance while GSA thinks it is only of moderate importance. This difference in perspective may be attributed to the uncertain faith GSA presently has in DFO's

marine conservation philosophy and agency capacity to implement effective marine conservation measures.

Obstacles and Challenges to Collaboration

The Georgia Strait Alliance and Fisheries and Oceans Canada share some obvious challenges to advancing their collaboration in terms of MPA planning. The most notable challenges include:

- *DFO's lack of progress in developing and implementing its MPA program on Canada's Pacific Coast.* GSA suspects that DFO will not be ready to move forward with MPA establishment on Canada's Pacific Coast for some considerable time. This situation discourages GSA from investing too strongly in a collaborative relationship that has yet to prove if it can actually deliver new *Oceans Act* MPA designations.
- *GSA and DFO appear to have some significant differences in their perceptions of their overlapping MPA development vision and goals.* While DFO sees their MPA interests and objectives as being congruent with the interests of GSA and the Sound and Straits Coalition, GSA has some doubt as to whether DFO actual shares a similar marine protection vision.
- *GSA and DFO have historically had an adversarial working relationship.* Over the past decade GSA has often played the role of marine conservation advocate and government policy critic. In this role, relations with DFO have often been adversarial as GSA has questioned DFO's fisheries management practices and criticized the agencies position on fish farms. This history of adversarial relations has made it challenging for both organizations to view each other as trusted allies in an exercise of interest-based collaboration.
- *The lack of decision-making authority delegated to Fisheries and Oceans Canada's regional agency representatives involved in collaborative MPA planning.* DFO regional planning staff do not have the decision-making authority or resources needed to quickly advance collaborative MPA planning relationships. All program level staff must contact senior management to have many of their planning decisions confirmed, rejected or altered. This situation can slow down collaborative MPA planning efforts and at times even undermine them if collaborative efforts are not supported by senior management decisions. This externalized control over DFO's regional MPA planning is a challenging reality for the development of collaborative MPA planning relationships with DFO.
- *GSA has little trust in DFO's present ability to establish effective MPAs.* While GSA trusts the intent and commitment of DFO's field level staff, GSA has little trust in DFO's senior staff to lead and facilitate collaborative MPA development on Canada's Pacific Coast. GSA sees DFO as a highly political and multi-directed government agency that is institutionally challenged to carry out its oceans conservation mandate.
- *DFO and GSA inherently have some differences in their ways of working at present.* In terms of an MPA planning approach, DFO prefers a more integrated and process-based approach to marine

conservation planning. DFO presently finds GSA's collaborative MPA planning approach to be too selective with respect to who is involved in the planning of the Orca Pass initiative and when they are involved. However, DFO understands GSA's rationale for this more strategic development of the Orca Pass International Stewardship Area initiative.

- *GSA presently has only a moderate amount of respect for DFO's present marine conservation practices.* GSA has some good understanding for the reasons behind DFO's present marine conservation and protection efforts but still has little respect for many of their "soft" marine conservation approaches and protection measures. Moreover, GSA has little respect for DFO's marine conservation record and their lack of progress in the field of MPA development. While GSA understands the development of DFO's MPA program may take some considerable time, it still does not believe that DFO is living up to its oceans conservation and MPA development responsibilities. Even so, GSA still respects DFO's authority, its oceans conservation interests, its strong legal marine protection capability, its pledge to foster ecologically-based marine conservation, and some of its more recent collaborative MPA establishment efforts.
- *DFO has some limitations on its capacity to collaborate.* DFO presently has some moderate limitations on its capacity to fully collaborate with GSA on the Orca Pass initiative. Their collaboration capacity is affected by a variety of factors including their focus on other marine conservation projects, their limited resources, and their limited organizational experience in the field of collaborative marine conservation planning.
- *GSA and the Sound and Straits Coalition have indicated that Parks Canada is likely to be their preferred government agency for a collaborative MPA planning relationship.* This situation may be acting as limiting factor in the collaborative marine conservation planning efforts between the two organizations. Some DFO staff believe GSA should target DFO more in collaboration efforts because they see the Orca Pass initiative as being more suited to DFO's present marine stewardship initiatives and more voluntary approaches to marine protection.

Improvements Needed to Advance Collaboration

Based upon the current conditions for collaboration between the Georgia Strait Alliance and Fisheries and Oceans Canada along with some suggestions put forth by the interview respondents, there are some changes needed to improve the level of collaborative MPA planning between the two groups:

- *GSA and Fisheries and Oceans Canada need to improve their understanding of their respective marine protection and conservation vision and objectives for the Haro Strait/ Boundary Pass marine region.* Both GSA and DFO need to be clear with each other on their marine conservation and protection intentions. In this regard, both organizations will need to be honest and forthright about their actual MPA development commitments, objectives, approaches and capability. This will help both organizations to overcome any misperceptions they may have about the other organization's

marine conservation and protection agenda. This will help both DFO and GSA identify their real short-term and long-term overlapping interests.

- *GSA and Fisheries and Oceans Canada need to spend some time on building the trust in their immediate working relationship.* DFO and GSA could work on their immediate working relationship by carrying out some interim marine planning activities of mutual interest. In particular, both parties could work together on interim protection measures like voluntary no-take areas, marine best practices guidelines, rockfish protection areas, and general fishery regulations in the Orca Pass area. This increase in the level interaction and cooperation can help to build more trust in the working relationship between DFO and GSA to the point where both parties no longer perceive each other as adversaries but more as allies.
- *DFO needs to improve its credibility in the field of collaborative marine protection planning.* DFO needs to continue to demonstrate and prove that they are committed to, and capable of, implementing effective marine protection and conservation measures. This could increase the incentive for GSA to further its collaboration efforts with DFO as it pertains to the planning and establishment of marine protection measures in the Haro Strait/Boundary Pass marine region.
- *DFO and GSA both need to continue to improve their ability and capacity to practice collaborative marine protection planning.* In particular, DFO needs to have more adequate resources and staff to help develop focussed collaboration efforts with GSA. Additional resources could allow for the use of a skilled third party facilitator to help both parties to form and advance any future collaborative marine protection and conservation efforts.
- *DFO needs to give more authority and control to regional staff in collaborative MPA development efforts.* DFO regional staff must go through various levels of senior management before being able to make some regional collaborative MPA planning decisions. The simple structure and size of DFO can make it difficult to convey the collaborative planning realities on the ground to senior management who are far removed from the situation. This reality can slow down and complicate the development of collaborative MPA planning relationships. As such, more regional control over the decisions pertaining to collaborative planning relationships could help DFO regional staff to develop future collaborative planning relationships.
- *GSA needs to express to DFO whether or not they would like to see the Orca Pass initiative to become more integrated as it evolves.* If GSA would like to see the Orca Pass initiative eventually involve all marine stakeholders and not just selected supporters, DFO would feel more comfortable about investing into the initiative's development approach.
- *GSA needs to make sure it does not overlook the importance of developing a collaborative relationship with DFO as it pertains to marine conservation and protection in the Haro Strait/Boundary Pass marine region.* Even though GSA is interested in integrating the Orca Pass initiative with the proposed NMCA development plans for the marine region, the present reality is

that Parks Canada's NMCA feasibility study is on hold. Considering DFO presently has all the jurisdiction and authority to conserve and protect marine life in the region's water column, DFO presently appears to be an important agency for GSA to collaborate with.

4.3 The Trincomali Channel MPA Proposal Case Study

The Trincomali Channel MPA initiative is a community-based proposal for the establishment of a small site-specific "no-take" MPA in the waters between Wallace Island and Galiano Island in BC's Gulf Islands. The primary intent of the initiative is to protect a valuable rockfish nursery and its supporting ecological system in a portion of Trincomali Channel. The MPA initiative has so far been led and developed by the Galiano Conservancy Association (GCA) which is a small community-based conservation organization situated on Galiano Island. To date, GCA's MPA development activities pertaining to the Trincomali Channel MPA proposal have been highly organized, informed and persistent. As such, GCA has put together a very strong and well supported "grass roots" MPA proposal for the waters between Wallace Island and Galiano Island. The MPA initiative presently has support from other members of the ENGO community and also has the ear of key government agencies with MPA interests and programs. However, after 6 years of trying to get further government protection measures for their MPA proposal, little progress has been made. Nevertheless, GCA and other endorsing organizations are still continuing to strive for a government form of MPA designation for the Trincomali Channel rockfish nursery and its surrounding waters.

4.3.1 Background on the Trincomali Channel MPA Initiative

Origins of the Non-government MPA Initiative

The Trincomali MPA initiative basically came about as a response by the Galiano Conservancy Association to three separate events that all occurred at about the same time. The events were: the recommendations of the BC/Washington Environmental Cooperation Council's Marine Science Panel; the creation of the Bodega Ridge Protected Area on Galiano Island; and the discovery of a an important rockfish nursery adjacent to Galiano Island.

In 1994, a Marine Science Panel, consisting of prominent scientists from the US and Canada, reported its findings and recommendations on the current conditions and trends in the marine waters shared by the State of Washington and the Province of British Columbia. The report found that over-fishing had caused dramatic declines in rockfish populations in Puget Sound. Moreover, it also warned that rockfish populations in the Strait of Georgia were likely to become seriously depleted for the same reasons. In this regard, one of the report's recommendations suggested that the establishment of MPAs could be useful in

the protection of rockfish spawning stocks and as such help to sustain viable rockfish populations (GCA 1996).

Around the same time that the Marine Science Panel compiled its report findings and recommendations, Bodega Ridge on the northwestern shore of Galiano Island was declared a protected area under the Pacific Marine Heritage Legacy program. This program was designed to help preserve various coastal and marine areas that have special natural, cultural, and/or recreational values of West Coast ecosystems (Parks Canada 2001). The newly created Bodega Ridge Protected Area was established directly across from Wallace Island Provincial Marine Park. It gave the marine area between Wallace Island and Galiano Island terrestrial parkland on both sides.

In 1995/96, GCA also became aware of a very important rockfish nursery just off the northwestern shores of Galiano Island in the marine area between Wallace Island and Galiano Island. Marine biologist Dr. Tom Mommsen incidentally determined that there were several marine areas in Trincomali Channel that had large numbers of spawning and juvenile rockfish. In particular, Mommsen identified the marine area south of Shaw's Landing to just North of Retreat Island as having important nursery, feeding, and spawning sites for several species of rockfish (GCA 1996). Consequently, GCA viewed the marine area between Wallace Island and Galiano Island as the perfect place for establishing a "no-take" Marine Protected Area.

By 1996, the establishment of the Bodega Ridge Protected Area, the recommendations of the Marine Science Panel, and the identification of the important rockfish nursery area, had compelled the Galiano Conservancy Association to begin a community-based MPA initiative to protect the rockfish nursery values between Wallace Island and Galiano Island (GCA 1996; Millard pers. comm. 1999). To initiate community discussion on this idea, GCA held a conference in the summer of 1996 on the topic of developing a Marine Protected Area for the rockfish nursery in Trincomali Channel. This event kicked off the Trincomali Channel MPA initiative and also solidified GSA's resolve to attain some form of government marine protection for the rockfish nursery in Trincomali Channel.

Key Proponents of the MPA Initiative

GCA is the main proponent of the Trincomali Channel MPA initiative. It has also had support form some other environmental non-government organizations. Most notably, GCA's MPA initiative has also received some additional support from the Marine Life Sanctuaries Society, the Canadian Parks and Wilderness Society, and the World Wildlife Fund.

GCA was founded in 1989 and since then has carried out several successful conservation projects with national and regional conservation organizations, different levels of government, industry, and the Galiano community. However, GCA is a very small community-based conservation organization that is run by a few dedicated and highly motivated individuals with some assistance from a few staff members and many community volunteers. In general, Galiano Conservancy Association is dedicated to preserving Galiano Island's natural environment and rural community. The Association's goal is to preserve, protect and enhance the quality of the human and natural environment in their local area through education and conservation projects. The Trincomali Channel Rockfish Nursery MPA initiative has been one of GCA's conservation projects for the past seven years.

Even though GCA is a small environmental NGO, it has highly motivated staff and volunteers who are creative, skilled, and well informed. The organization prides itself on being up to date on the latest conservation strategies, measures and technologies. In terms of MPA development, GCA is constantly gathering the latest information on the topic by taking part in related MPA initiatives, processes, and conferences and networking with other organizations (Millard pers. comm. 2000).

In terms of MPA development, GCA has some very firm beliefs guiding their activities. They believe that:

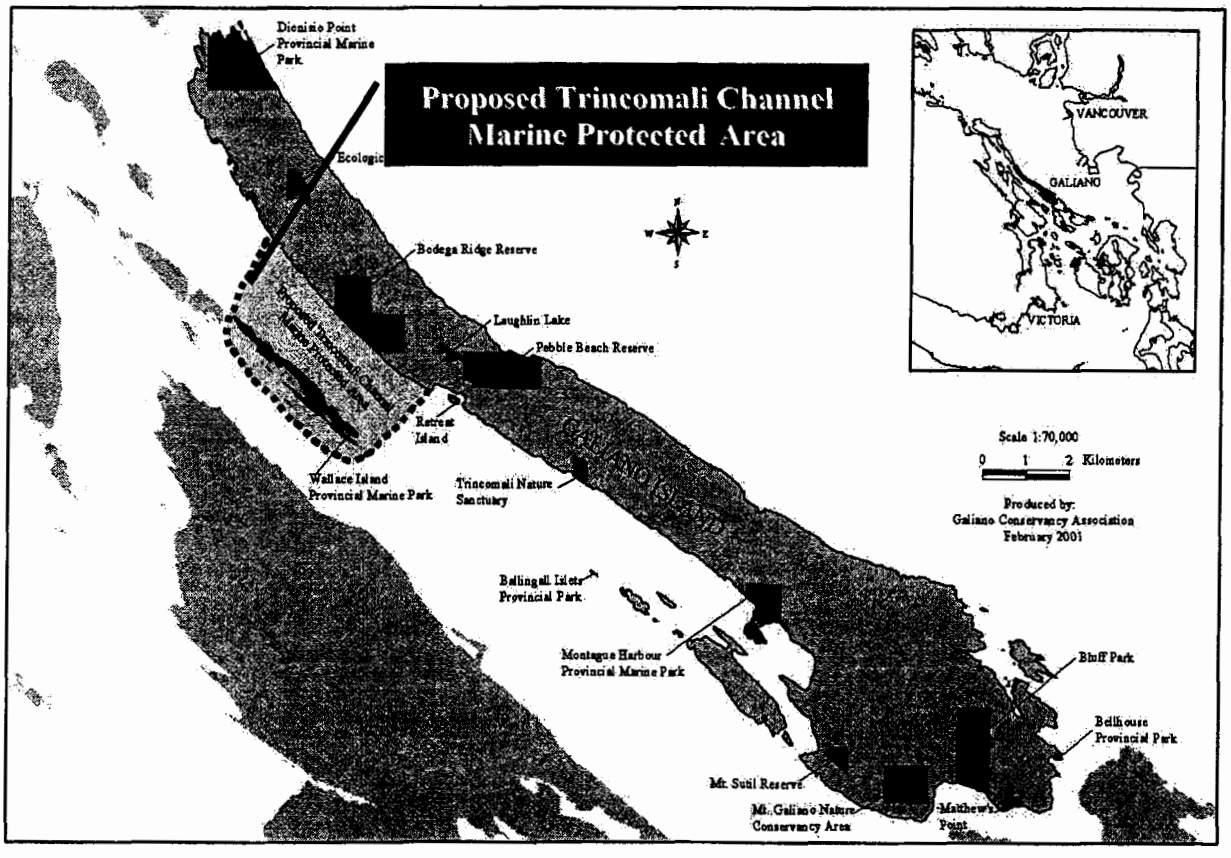
- Community support is essential in MPA planning.
- MPA development makes no sense with out highly protective "no-take" zones (no-harvesting areas).
- Government need to devolve monitoring management of MPAs to local communities and other key stakeholders.
- Fishermen needs to recognize the benefits of MPAs and should be involved in their monitoring and enforcement.
- Science is necessary, but exhaustive information is not (GCA unpub.1998).

Location of the Proposed Trincomali Channel MPA

The proposed area for the Trincomali Channel MPA is in the marine waters off the northwestern shores of Galiano Island in BC's central Gulf Islands. The proposed MPA site extends west from Galiano Island 2km across Trincomali Channel to Wallace Island and runs 4km along the shoreline of Galiano Island from Retreat Cove to Shaw's Landing (Figure 3). The MPA proposal also considers skirting around Wallace Island to include the nearshore marine areas on the island's Eastern side. Not including the Eastern nearshore marine areas around Wallace Island, the proposed Trincomali MPA covers an area of approximately 8km^2 (800ha). The marine waters of proposed MPA site are relatively shallow as all waters depths contained within the proposed MPA are 97m and less.

The location and size of the proposed Trincomali MPA were largely determined by selection criteria such as rockfish nursery protection requirements and management feasibility issues. GCA wanted to establish an MPA that was large enough to protect some key rockfish nursery areas and local rockfish populations but was also small enough to be feasible. With this in mind, GCA proposed an MPA area that was of manageable size, surrounded several important rockfish nursery areas, contained important ecological features for rockfish and other species, possessed easily identifiable MPA boundaries, was located between two terrestrial protected areas, and was situated away from island harbors. GCA believes that these strong MPA establishment attributes make the boundaries of their proposed MPA easy to agree with. In fact, they see their MPA proposal as a "no-brainer" in terms of site selection (Millard pers. comm. 1999). In this regard, GCA view the area of Trincomali Channel MPA proposal as being a small and obvious location to create a non-controversial MPA that has a high probability of being successful (Millard pers. comm. 1999; Millard pers. comm. 2000).

Figure 3: Location Map of the Proposed Trincomali Channel MPA



Map Adapted by Author with the Permission of the Galiano Conservancy Association.

Like the southern Gulf Islands, the central Gulf Islands area is also an attractive place because of the area's pleasant climate, scenic beauty, recreational resources, cultural history and biological diversity. These characteristics have attracted people to the general area since the end of the last ice age (Islands Trust 1999). Today, the majority of the coastal marine area in the central Gulf Islands is still valued for its significant natural beauty, recreational opportunities, marine biological diversity, cultural history, and spirit of place. In particular, the central Gulf Islands marine area is of immense value to local islanders and many seasonal recreational visitors.

The Trincomali Channel portion of the central Gulf Islands has long been valued as a picturesque marine passage way for recreational boaters and other marine recreationalists. This is primarily due to the area's natural coastal beauty, sheltered waters, moderate currents, quality anchorages, nearby harbours, fishing opportunities, shoreline marine parks, and relatively undeveloped islands and islets. These general area characteristics presently help to support various marine recreation activities and tourism related ventures. However, the majority of marine recreation and tourism related activity in the area is still largely seasonal.

The Trincomali Channel also possesses a wealth of marine life due to its variation in marine environments, which are largely influenced by the area's diversity of marine substraits, currents, nutrient loads, and channel depths. In particular, the marine environment off the northwestern shore of Galiano Island has been identified as having important habitat for several species of rockfish. Fish sampling and ecological surveys have suggested that the marine environment off the northwestern shores of Galiano Island contains some very productive rockfish spawning and nursery sites for at least three species of rockfish and some possibly nursery sites for juvenile lingcod as well. Further marine surveys in Trincomali Channel have also identified an array of other marine fauna and flora. This suggests that a high level of marine biodiversity still exists in the area.

Even though Trincomali Channel still appears to have a relatively healthy marine environment, it has not been immune to human marine environmental impacts like pollution, habitat loss, and over harvesting. In particular, water pollution and recreational over-fishing have been identified as being some of the foremost threats to the marine area's ecological health. As such, these activities have led to a decline in the abundance and diversity of marine species in the area over the past 200 years.

Proposed MPA Design

The Trincomali MPA proposal adopts a simple and practical "no-take" MPA design. Its design takes an ecological approach towards the protection of several site-specific species. The MPA is designed to cover a relatively small area (800ha) and have MPA boundaries that are laid out in such a way that they

would be easily identifiable from land or water. Due to its relatively small size, the adjacent terrestrial parkland, and limited commercial fishery opposition, GCA do not view their proposed MPA design as being highly contentious. As such, GCA sees the design of the proposed Trincomali MPA as being very "doable" (Millard pers.com. 2000). The MPA design adopts the small area/ strong marine protection measures approach. As such, the proposed Trincomali "no-take" MPA is relatively small and is made up of two strong marine protection zones that do not allow for marine resource harvesting. At present, GCA has proposed that the Trincomali MPA design consist of a very stringent "no-take" protection zone around the general rockfish nursery located along the northwestern shores of Galiano Island, and a larger marine protection buffer zone covering the rest of the MPA in order to protect and conserve the marine area's supporting ecological system (GCA 1996). However, the specifics as to what should and should not occur in the two zones has not been established by GCA at this time.

GCA's rationale for choosing the forementioned MPA design was rooted in their desire to develop an effective and yet feasible MPA. GCA believes their proposed MPA design is the most feasible and effective marine conservation approach for protecting the rockfish nursery and also conserving the supporting ecological system in Trincomali Channel. They also view their MPA design as both easy to implement and highly capable of demonstrating several MPA establishment benefits. In this way, GCA see their small, simple, and practical MPA design as having the potential to become a long needed MPA development success story on Canada's Pacific Coast (Millard pers.com. 2000).

MPA Planning Activities Conducted

Since 1996, the Galiano Conservancy Association have spent considerable time, energy and resources carrying out a wide variety of planning activities related to the development of the Trincomali MPA initiative and other potentially related MPA development initiatives. In general, GCA has played a strong role in MPA planning, advocacy, outreach, collaboration, and alliance building. More specifically, they have undertaken many noteworthy MPA development activities that include:

- Hosting a workshop on Galiano Island about MPA development and the Trincomali MPA initiative;
- Carrying out community outreach on MPA development and the Trincomali MPA initiative through conferences, workshops, lectures, community meetings, displays, articles, brochures, and dive tours;
- Inventorying and mapping various characteristics of the proposed MPA site with GIS technology;
- Carrying out bottom characterization acoustic mapping for the proposed MPA with side scan sonar;
- Sponsoring Vancouver Aquarium biological survey dives for the proposed Trincomali MPA site;
- Attending numerous MPA related conferences and events on Pacific Coast;
- Contributing to the NMCA Coalition planning meetings;
- Carrying out numerous MPA planning activities for the Orca Pass International Stewardship initiative;

- Helping to build alliances with non-government organizations interested in MPA development;
- Soliciting government cooperation and assistance for MPA development interests and interim marine protection measures;
- Establishing a comprehensive MPA library; and
- Seeking funding opportunities for the Trincomali MPA initiative (GCA unpub.1998; Millard pers. comm. 1999).

Present State of the Trincomali Channel MPA Initiative

The Trincomali Channel MPA initiative has not been integrated with any government MPA program at this time. The postponement of Parks Canada's Strait of Georgia NMCA feasibility study and DFO's lack of progress in MPA development has left GCA to their own initiative as they patiently wait for governments to act. In the interim, GCA is keeping all its communication channels open with Parks Canada and DFO and is also working more closely with the Islands Trust to at least get a zoning designation for the proposed Trincomali MPA site.

Over the last six years, some DFO fishery closures and restrictions have been applied to certain areas in the Southern Strait of Georgia including the proposed Trincomali Channel MPA. In particular, there is now an official commercial fishery closure for rockfish in the area (Millard pers. comm. 1999). While GCA welcomes this complementary marine protection measure they believe more marine protection is needed to protect and conserve their local marine environment (Millard pers. comm. 2000).

While GCA waits for Parks Canada and DFO to move forward with their MPA development programs, GCA is still continuing to develop its MPA proposal according DFO's suggested area of interest and management plan checklists contained in DFO's *Marine Protected Areas Program* (1998). As such, GCA is continuing to work on their resource inventory, mapping work, stakeholder support for the Trincomali MPA initiative while also exploring the development of a tentative management plan for the Trincomali MPA proposal (Millard pers. comm. 1999).

Obstacles and Challenges to the MPA Initiative

There are understandably many obstacles and challenges that presently face GCA's attempts to get a strong government MPA designation for the proposed Trincomali Channel MPA site. Based upon interviews conducted with Ken Millard of GCA in the winter of 1999 and the summer of 2000, some of the main internal and external challenges presently facing their community-led MPA initiative include:

- *The absence of a government MPA program or Integrated Coastal Management process that can receive, process, and assess GCA's non-government MPA proposal.* GCA is frustrated that they still have no avenue to have their MPA proposal evaluated for possible integration into government MPA

development programs. They have followed the recommendations laid out in government documents like *Marine Protected Areas Program* (Fisheries and Oceans Canada 1999b) and *Marine Protected Areas: A Strategy for Canada's Pacific Coast* (Canada and British Columbia 1998) but have found that government agencies are still not ready to receive and evaluate non-government MPA proposals at this time.

- *The lack of progress with DFO's and Parks Canada's MPA programs.* Parks Canada's Strait of Georgia NMCA feasibility study is presently on hold and DFO has shown little sign of committing to MPA development beyond their MPA pilot sites. This lack of MPA development progress has reduced GCA's confidence in the capability of government led MPA programs and subsequently encouraged GCA to give more attention to attaining interim protection measures.
- *The uncertainty over whether or not the proposed Trincomali Channel MPA site will be included in the promised Parks Canada's NMCA feasibility study.* While Parks Canada has not officially stated the extent of its NMCA feasibility study, it is expected that it will not include the proposed Trincomali Channel MPA site. Considering their still is a chance the proposed Trincomali Channel MPA site could be included in a future NMCA feasibility study, GCA believes the uncertainty has complicated MPA collaboration efforts with Fisheries and Oceans Canada. This situation has resulted in both Parks Canada and Fisheries and Oceans Canada being very cautious and tentative about their interaction with GCA and the Trincomali Channel MPA initiative. As such, this situation has left GCA "in limbo" not knowing which government agency and MPA program they should concentrate their collaboration efforts on.
- *The very limited resources of GCA to support its related MPA development activities.* GCA has to spend a considerable amount of time and effort trying to find outside funding to help it carry on with its various conservation activities because it is a very small organization that caters to multiple conservation interests and projects. As such, many of GCA's MPA development activities are constrained by their limited resources. In particular, a lack of resources has hampered the amount and type of marine inventory work GCA has been able to undertake for the proposed Trincomali Channel MPA initiative.
- *The skepticism presently shared by many commercial marine stakeholders over the costs and benefits of MPA establishment.* Misinformation and a general lack of understanding of the MPA concept and its potential impacts has prompted many commercial marine stakeholders in the local area to have a negative viewpoint of the Trincomali Channel MPA initiative a priori.
- *The difficulty in involving local First Nations in the support and development of the Trincomali MPA proposal.* Local First Nations are understandably cautious about supporting the Trincomali Channel MPA initiative as they deal with other priority issues and also contemplate how best to protect their local marine interests.

- *The absence of local MPA examples that can demonstrate the benefits of "no-take" MPA establishment.* The lack of "no-take" MPA establishment in the Gulf islands region has meant that such an endeavour is poorly understood by many local marine stakeholders. Without having any nearby MPA success stories to point to, it has been much more difficult for GCA to convince some marine stakeholders of the benefits of "no-take" MPA establishment.

4.3.2 Analysis of Collaboration with Parks Canada

The Galiano Conservancy Association and Parks Canada have exhibited a moderate level of collaboration over the years as it pertains to the Trincomali Channel MPA initiative. Their work together on local park planning projects has helped GCA and Parks Canada to develop a positive relationship. However, some notable collaboration challenges and obstacles are presently limiting their level of collaboration in terms of MPA planning. Nevertheless, the collaboration qualities that presently exist in the relationship between GCA and Parks Canada indicate that there is the potential for both parties to develop a strong collaborative relationship.

The following evaluation of collaboration was primarily based upon the interviews held with selected staff members of GCA (Ken Millard) and Parks Canada (Bill Henwood) during the summer of 2000. The responses of these individuals to the closed interview questions are summarized in (Table 3).

Present State of Collaboration

GCA and Parks Canada have exhibited a moderate level of collaboration in terms of the Trincomali Channel MPA initiative. Their forms of collaboration have been limited to updates on general organizational proceedings, informal communications at assorted MPA planning meetings and conferences, and some minor exchanges in research data and area images. GCA and Parks Canada continue to keep their lines of communication open and periodically exchange information. However, until Parks Canada clarifies and moves forward with its NMCA feasibility study in the Strait of Georgia, there is really little incentive for GCA and Parks Canada to advance their collaboration efforts.

Positive Conditions for Collaboration

The relationship between the Galiano Conservancy Association and Parks Canada exhibits some very positive conditions for the development of a collaborative MPA planning relationship. The positive conditions for collaboration that presently exist between GCA and Parks Canada include:

- *Both Parks Canada and GCA acknowledge that they have a moderate to high degree of overlap in their vision, purpose and objectives for MPA development in the Strait of Georgia marine region.* Parks Canada and GCA generally want to protect many of the same marine values in the Southern Strait of Georgia. They also share the belief that strong marine protection measures should be

Table 3: Evaluation of Collaboration Between the Galiano Conservancy Association and Parks Canada[4]

Evaluation Criteria	Trincomali Channel Case Study (2000/2001)	
	Non-government Responses	*Government Responses*
	Galiano Conservancy Association	**Parks Canada**
(1) Overlapping Purpose and Interests	Moderate	High
(2) Potential Benefit of Collaboration	Very High	High
(3) Your Group's Willingness to Bare Costs/Risks	High	High
(4) Trust	Moderate	High
(5) Sharing of Planning Resources	Moderate	High
(6) Coordination of Planning	Moderate/High	Moderate
(7) Compatibility in Ways of Working	Moderate	High
(8) Communications	OK/Good	OK
(9) Your Group's Respect & Understanding	Good	Good
(10) Their Respect and Understanding	OK	N/A
(11) Quality of Relationship	Good	Good
(12) Importance of Collaboration to Your Group	High	High
(13) Your Group's Commitment to Collaboration	Good	Good
(14) Your Group's Capacity to Collaborate	Good	OK
(15) Your Group's Leadership in Collaboration	Good	Good

LEGEND: *Response Scales Used*				
1) very low-	*-low-*	*-moderate-*	*-high-*	*-very high*
2) very poor-	*-poor-*	*-ok-*	*-good-*	*-very good*
N/A: Could Not or Would Not Answer				

[4] The interview responses presented in this evaluation table are the individual viewpoints of the participants interviewed. As such, the table responses should not be seen as official organizational responses. The responses listed in the above table are the individual opinions of Ken Millard from the Galiano Conservancy Association and Bill Henwood from Parks Canada based upon interviews conducted during 2000 to 2001.

developed for biodiversity hotspots and special marine habitats. However, GCA and Parks Canada do not share the same short-term MPA planning approach. Parks Canada's NMCA development vision is much larger and more complex than GCA's small community-led MPA initiative. In addition, it is still uncertain whether or not the two parties share any spatial MPA planning interests. Nevertheless, Parks Canada and GCA ultimately believe they share the same vision, purpose and objectives but are just working at it on different scales.

- *Both Parks Canada and GCA believe that their collaboration in MPA planning has the potential to benefit both parties to a high degree.* Parks Canada could benefit from collaborative MPA planning with GCA by gaining more community buy-in and support for its NCMA planning efforts on Galiano Island. On the other side, GCA believes it can benefit from collaborative MPA planning with Parks Canada by having the Trincomali Channel MPA site receiving some strong marine protection measures as part of a legislated NMCA designation.
- *Both Parks Canada and GCA have expressed a high willingness to bare the new costs and risks associated with their collaboration.* Parks Canada and GCA have both expressed that the risks of collaborating are small compared to the risks of not collaborating. While collaboration often requires additional resources, both organizations feel it is a worthwhile investment.
- *There is a moderate to high level of trust that exists between Parks Canada and GCA.* Parks Canada's regional planning staff and GCA representatives have a great deal of trust for each other. Their work together on PHML park acquisitions and Southern Gulf Islands National Park consultations have helped them to forge a respectful and trusting working relationship. However, GCA has less trust in Parks Canada's senior management.
- *There is good level of respect and understanding between Parks Canada and GCA.* Both Parks Canada and GCA respect and understand each other's practices even though they may differ somewhat on their MPA development strategies and approaches. GCA has particular respect for Parks Canada strong commitment to stakeholder consultations.
- *Parks Canada and GCA presently have a good quality relationship.* Parks Canada and GCA have so far had a positive experience working together on various conservation-related projects in the Gulf Islands region. Much of this can be attributed to their shared sense of mission and the characters of the individuals involved in the relationship More specifically, the individuals involved in the working relationship are strong collaborators whom like and respect one another as champions for MPA development.
- *In terms of MPA planning, both Parks Canada and GCA presently believe that collaboration with each other is of high importance.* Parks Canada and GCA both acknowledge that their level of collaboration largely depends on whether or not the proposed Trincomali Channel MPA site is included in any future NMCA feasibility study.

- *Both Park Canada and GCA have made a strong commitment to collaborative MPA planning.* However, both parties acknowledge that their limited resources affect their capacity to practice collaborative MPA planning to the extent they feel is needed.

Obstacles and Challenges to Collaboration

There are some obvious challenges and obstacles preventing further collaboration between the Galiano Conservancy Association and Parks Canada in terms of MPA planning. The most notable challenges and obstacles include:

- *A lack of certainty over the extent of Parks Canada's proposed NMCA feasibility study in the Southern Strait of Georgia.* It is still unknown whether the Trincomali MPA initiative will be included in the NMCA feasibility study. This makes both Parks Canada and GCA cautious about how much they invest in collaboration activities with each other.
- *Parks Canada's lack of resources to move forward with the NMCA feasibility study.* Parks Canada representatives have expressed that they currently do not have the resources to properly carry out consultations and a collaborative NMCA planning process the way it needs to be done. Parks Canada's present position on the issue is that the Strait of Georgia NMCA feasibility study will not continue until there is sufficient funding to do it right. As such, the postponement of the study has created little incentive Parks Canada and GCA to advance their collaboration efforts.
- *The lack of decision-making authority delegated to Parks Canada's regional agency representatives involved in collaborative MPA planning.* Parks Canada's regional planning staff does not have the decision-making authority or resources needed to quickly advance collaborative MPA planning relationships. Program level staff are often required to contact senior management in Ottawa to have many of their planning decisions confirmed, rejected or altered. This reality can slow down collaborative MPA planning efforts and at times even undermine them if collaborative efforts are not supported by senior management decisions.
- *GCA does not have a lot of trust in the more centralized senior levels of management within Parks Canada.* While GCA has a great deal of trust and respect for regional Parks Canada planning staff, the same can not be said for Parks Canada's more centralized management decision-makers. In this regard, GCA perceives that Parks Canada's senior management are more inclined to be good bureaucrats than strong NMCA "champions".
- *The postponement of the Parks Canada's NMCA feasibility study in the Strait of Georgia marine region.* Even though Parks Canada first announced its intention to conduct an NMCA feasibility study in the Strait of Georgia marine region in 1998, it has yet to be completed. As time moves along, some key non-government NMCA advocates and marine conservation supporters could lose their energy, interest, and trust in Parks Canada's NMCA program. If this occurs, it is possible that

this could make future NMCA government/non-government collaboration efforts even more challenging.

Improvements Needed to Advance Collaboration

Based upon the current conditions for collaboration between the Galiano Conservancy Association and Parks Canada along with some suggestions put forth by the interview respondents, there are some collaboration conditions between the two parties that need to be improved. The needed improvements are:

- *Parks Canada needs to inform GCA whether the Trincomali MPA proposal will be included in the NMCA feasibility study area or not.* This will give GCA the opportunity to focus more of its time, resources and collaboration efforts to just one particular MPA development strategy and one government MPA program.
- *Parks Canada needs to move forward with its NMCA Feasibility Study for the Southern Strait of Georgia.* This will require strong political will from the federal government and sufficient resources. Without further progress in NMCA planning in the Southern Strait of Georgia, there are no big incentives for GCA and Parks Canada to advance their collaboration efforts beyond its present state.
- *Parks Canada and GCA need to share more information between each other.* Increased sharing of research data, marine resource inventories, and other information can help to keep a healthy working relationship between GCA and Parks Canada until the NMCA feasibility study can move forward.
- *Parks Canada needs to give more authority and control to regional staff in collaborative MPA planning efforts.* If Parks Canada's regional planning staff had more authority and control over the planning decisions affecting their collaborative MPA planning relationships, it could make it easier for them to develop, build and sustain those relationships.
- *Parks Canada and GCA need to continue building the level of trust in their immediate working relationship.* Both parties could work together on projects like interim protection measures, voluntary marine protection activities, best practices guidelines, and/or stakeholder MPA planning meetings so that they can continue to build the important individual relationships and trust needed for future MPA collaboration efforts.

4.3.3 Analysis of Collaboration with Fisheries and Oceans Canada

The Galiano Conservancy Association and Fisheries and Oceans Canada have exhibited a low level of collaboration over the years as it pertains to the Trincomali Channel MPA initiative. While the two organizations are involved in other marine conservation initiatives like the development of the Galiano Marine Stewardship Pilot Site and the Orca Pass International Stewardship Area, they have made little progress collaborating on the Trincomali Channel MPA initiative. The collaboration qualities that

presently exist in the relationship between GSA and DFO indicate that they have some significant obstacles and challenges to overcome if they are to advance their level of collaborative MPA planning. Despite this, they share a very high overlapping purpose and interest in their stated MPA development aspirations. As such, both parties do have a strong foundational condition for the development of a collaborative MPA planning relationship.

The following evaluation of collaboration was primarily based upon the interviews held with selected staff members of GCA (Ken Millard) and Fisheries and Oceans Canada (Marc Pakenham) during the summer and fall of 2000. The responses of these individuals to the closed interview questions are summarized in (Table 4).

Present State of Collaboration

So far, the collaboration between GCA and Fisheries and Oceans Canada has been limited to informal communications of their respective MPA initiatives and GCA's sharing of some marine inventory information. However, with the uncertainty surrounding DFO's MPA development program and Park Canada's Strait of Georgia NMCA feasibility study, DFO and GCA have not furthered their collaboration efforts on the Trincomali Channel MPA initiative. Nevertheless, GCA has continued to keep its communication channels open with DFO in hopes of attaining some strong interim marine protection measures for the Trincomali Channel MPA proposal. Until DFO and Parks Canada further develop and implement their respective MPA programs, it appears that there is little incentive for DFO to advance its collaboration efforts with GCA on the Trincomali Channel MPA proposal.

Positive Conditions for Collaboration

The relationship between the Galiano Conservancy Association and Fisheries and Oceans Canada exhibits several positive conditions for the development of a collaborative MPA planning relationship. The positive conditions for collaboration that presently exist between GCA and DFO include:

- *GCA believes that the MPA development purpose and interests of their MPA initiative share a very high level of overlap with DFO's MPA designation.* Considering the general goals and objectives of the Trincomali Channel MPA initiative, GCA views DFO's MPA designation as the best fit for their MPA proposal. GCA's rockfish protection focus for the Trincomali Channnel MPA proposal appears to be in line with DFO's present rockfish marine conservation and protection interests. In this context, DFO also recognizes that MPAs can be effective in protecting more sedentary marine species like rockfish. As such, GCA feels their rockfish nursery MPA proposal is an ideal DFO MPA candidate.

Table 4: Evaluation of Collaboration Between the Galiano Conservancy Association and Fisheries and Oceans Canada[5]

Evaluation Criteria	Trincomali Channel Case Study (2000/2001)	
	Non-government Responses	*Government Responses*
	Galiano Conservancy Association	**Fisheries & Oceans Canada**
(1) Overlapping Purpose and Interests	Very High	N/A
(2) Potential Benefit of Collaboration	Very High	Very High
(3) Your Group's Willingness to Bare Costs/Risks	High	N/A
(4) Trust	Low	N/A
(5) Sharing of Planning Resources	None/Low	None
(6) Coordination of Planning	Moderate	None
(7) Compatibility in Ways of Working	Low	N/A
(8) Communications	Poor	Very Poor
(9) Your Group's Respect & Understanding	OK	Poor
(10) Their Respect and Understanding	OK	N/A
(11) Quality of Relationship	Poor	OK
(12) Importance of Collaboration to Your Group	Very High	N/A
(13) Your Group's Commitment to Collaboration	Good	Very Good
(14) Your Group's Capacity to Collaborate	Good	OK
(15) Your Group's Leadership in Collaboration	Good	N/A

LEGEND: *Response Scales Used*				
1) very low-	*-low-*	*-moderate-*	*-high-*	*-very high*
2) very poor-	*-poor-*	*-ok-*	*-good-*	*-very good*
N/A: Could Not or Would Not Answer				

[5] The interview responses presented in this evaluation table are the individual viewpoints of the participants interviewed. As such, the table responses should not be seen as official organizational responses. The responses listed in the above table are the individual opinions of Ken Millard from the Galiano Conservancy Association and Marc Pakenham from Fisheries and Oceans Canada based upon interviews conducted during 2000 to 2001.

- *Both Fisheries and Oceans Canada and GCA acknowledge that there is a very high potential benefit from their collaboration.* DFO could benefit from local marine resource inventory, bathymetry information, local support for MPA development, increased monitoring capacity, and assisted outreach opportunities. GCA's MPA initiative could benefit from DFO's commercial and recreational fishery data and ultimately from their strong MPA designation and protection enforcement powers.
- *Both Fisheries and Oceans Canada and GCA have placed a strong commitment on collaborative planning in MPA development.* Both DFO and GCA believe collaborative planning is critical to the success of any form of MPA development.
- *GCA believes that it is very important to practice collaborative MPA planning with Fisheries and Oceans Canada.* GCA view DFO as the most important government player in coastal marine conservation. However, it has not yet been determined if DFO will develop an interest in collaborating with GCA on the Trincomali Channel MPA proposal.

Obstacles and Challenges to Collaboration

There are some obvious challenges and obstacles preventing further collaboration between the Galiano Conservancy Association and Fisheries and Oceans Canada in terms of MPA planning. The most notable challenges and obstacles include:

- *Fisheries and Oceans Canada's very slow progress in the development and application of its MPA program in the Pacific region.* The relatively limited MPA development activities carried out by DFO along Canada's Pacific Coast have caused GCA to wonder about DFO's actual capacity and commitment to collaboratively develop MPAs along Canada's Pacific Coast.
- *The lack of detail on DFO's MPA planning framework for implementing its MPA vision and program.* GCA currently finds it difficult to know how, when or even if the Trincomali MPA proposal might be assessed and integrated into DFO's MPA program. This uncertainty has made it more challenging for DFO and GCA to develop a collaborative MPA planning relationship.
- *Fisheries and Oceans Canada's currently has limited resources to collaborate with non-government MPA initiatives.* DFO's Oceans Sector is currently quite limited in the extent to which it can practice collaborative MPA planning with the key proponents of non-government MPA initiatives. This reality is especially challenging for DFO considering that often the collaboration expectations of MPA advocates often runs much higher than DFO's capacity to deliver.
- *GCA has a low level of trust in DFO's ability to practice collaborative MPA planning.* Overall, GCA's experience in trying to collaborate with DFO has not been a positive one. GCA has yet to see any evidence that DFO is interested in practicing collaborative MPA planning with GCA on the Trincomali Channel MPA proposal. GCA views DFO as being particularly secretive about its MPA

development intentions and does not perceive there to be any MPA champions within DFO that have decision-making authority.

- *The lack of decision-making authority delegated to Fisheries and Oceans Canada's regional agency representatives involved in collaborative MPA planning.* DFO regional planning staff does not have the decision-making authority or resources needed to quickly advance collaborative MPA planning relationships. This reality can slow down and complicate collaborative MPA planning efforts.
- *Fisheries and Oceans Canada and GCA have exhibited little or no sharing of marine resource information.* GCA views any sharing that has occurred with DFO as having been one way, with GCA doing all the sharing. GCA has asked for basic marine data and has received nothing. DFO feels that many of GCA's requests for marine resource information often deal with proprietary information that should not be given out because of its potential to adversely affect business interests.
- *Fisheries and Oceans Canada is more process-based in MPA development than GCA.* As a large federal agency, DFO has many more legal responsibilities and policy obligations to consider in the development of MPAs. This has resulted in DFO being more process based in its MPA planning approach than GCA. As such, GCA wants to move forward more quickly with its MPA development activities than DFO is prone to doing.
- *Fisheries and Oceans Canada and GCA have had very poor communications.* On the whole, GCA has found that DFO has generally been non-responsive to GCA's information requests and questions, even though some regional DFO staff members have been periodically very helpful. DFO representatives admit that communications have been very poor because the agency has not had the capacity to take on any more collaborative MPA development activities.
- *Fisheries and Oceans Canada and GCA have a poor working relationship.* GCA feel their present contacts with DFO staff are with people who have little or no authority to make decisions because of their position. For those in DFO that do have the authority to make decisions, GCA does not feel there are any strong advocate for MPA development. This combined with the lack of sharing, communications, and trust exhibited between GCA and DFO has resulted in a poor working relationship.

Improvements Needed to Advance Collaboration

Based upon the current conditions for collaboration between the Galiano Conservancy Association and Fisheries and Oceans Canada along with some suggestions put forth by the interview respondents, there are some collaboration conditions between the two parties that need to be improved. The needed improvements are:

- *Fisheries and Oceans Canada needs to move forward with the development and implementation of its MPA program so non-government MPA proposals can be assessed.* Until DFO begins to implement its MPA program or establish some interim protection measures, there is little incentive and capacity for DFO to collaborate with GCA on the Trincomali Channel MPA initiative. This will require strong political will and sufficient resources from the Federal government.
- *Fisheries and Oceans Canada need to improve their capacity to collaborate with non-government MPA initiatives.* Without the resource and technical capacity to collaborate, the advancement of GCA's collaboration with DFO on the Trincomali Channel MPA initiative is expected to be quite limited.
- *Fisheries and Oceans Canada needs to give more authority and control to regional staff in collaborative MPA development efforts.* If DFO's regional planning staff had more authority and control over the planning decisions affecting their collaborative MPA planning relationships, it could make it easier for them to develop, build and sustain those relationships.
- *Fisheries and Oceans Canada and GCA need to improve their communications and information sharing with one another.* Regular and forthright communications along with the exchange of non-proprietary marine data could help to improve the quality of their working relationship and advance their level of collaboration.
- *Fisheries and Oceans Canada and GCA need to improve their level of trust and overall working relationship.* DFO and GCA could improve their working relationship if they could find the resources to collaborate on the development of interim marine protection measures, MPA related public outreach activities, and local MPA planning meetings. In particular, DFO and GCA could work together on the a rockfish protection area application, voluntary "no-take" marine areas, marine best practices guidelines, and other public outreach activities on marine stewardship and protection. By carrying out related MPA planning activities like these, GCA and DFO could help to improve the individual working relationships and overall level of trust between the two organizations.

4.4 The Browning Passage/Hunt Rock MPA Proposal Case Study

The Browning Passage/Hunt Rock MPA initiative is a long standing non-government proposal for the establishment of a moderate sized MPA in the waters of Browning Pass and Gordon Channel off the northeastern tip of Vancouver Island. The intent of the initiative is to protect the ecological productivity, species diversity, and special rockfish values found in the marine region containing the Browning Pass and Hunt Rock marine areas. The MPA initiative has largely been led and developed by the Marine Life Sanctuaries Society (MLSS) which is a very small volunteer-based organization focussed on the establishment of "no-take' marine reserves in British Columbia's coastal waters. MLSS has developed a MPA proposal for the Browning Pass/Hunt Rock area and has also carried out numerous MPA planning

activities in support of the Browning Passage/Hunt Rock MPA initiative. However, in recent years MLSS has downsized as an organization and has found that it neither has the capacity nor the appropriate marine planning processes to continue with the Browning Pass/Hunt Rock MPA initiative. Subsequently, after nearly a decade of trying to get an MPA established in the Browning Pass/Hunt Rock marine area, MLSS's MPA initiative has now become largely inactive and appears to have exhausted itself for the present time. Nevertheless, the Browning Passage/ Hunt Rock MPA proposal still exists and has the ongoing endorsement from a number of environmental NGOs, diving organizations, tourism operators, fishermen, and other local stakeholders. Unfortunately, there is no existing government process for assessing the Browning Passage/ Hunt Rock MPA proposal at the present time.

4.4.1 Background on the Browning Passage/Hunt Rock MPA Initiative

Origins of the Non-Government MPA Initiative

The Browning Passage/Hunt Rock MPA initiative began in the early 1990's as a response to marine conservation and preservation interests expressed by the owners of God's Pocket Resort and the Marine Life Sanctuaries Society (MLSS) for the Browning Pass area. At the time, the owners of God's Pocket Resort were very concerned over the noticeable impacts that fisheries in the area were having on local rockfish populations. In response, the owners of God's Pocket Resort proposed that a Provincial Marine Park or an Ecological Reserve designation be sought for the Browning Passage/Hunt Rock area to preserve its special ecological, recreational and commercial tourism values (Heath pers. com. 1999).

In 1992, the owners of God's Pocket Resort requested the assistance of MLSS to help them achieve their MPA vision for the Browning Passage/Hunt Rock area (MLSS 1996). At the time, MLSS was an upstart marine preservation organization that was very concerned about the noticeable impacts of human activities on the rockfish populations and the overall ecological richness of the Browning Pass/ Hunt Rock area. The founding members of MLSS were very familiar with the special attributes of the Browning Pass/Hunt Rock marine area and believed the area merited strong marine protection. Subsequently, MLSS began to work with the operators of God's Pocket Resort to develop a marine protection initiative for the Browning Pass/Hunt Rock marine area. As an interim marine protection measure, MLSS and the operators of God Pocket's Resort decided that best form of government marine protection at the time was a BC Marine Park designation. Both parties viewed this as a stepping stone towards their long-term goal of having portions of the area designated as some form of "no-take" marine reserve (Heath unpub. 2000).

During the early 1990s, the only process available that could promptly evaluate marine park proposals was the Province's Protected Areas Strategy (P.A.S.). This protected area planning process was being applied to Vancouver Island through a strategic land-use planning initiative known as C.O.R.E.

(Commission on Resources and the Environment). MLSS and the operators of God's Pocket Resort believed that this land-use planning process offered the best opportunity to achieve some form of interim government protection for the Browning Pass/Hunt Rock marine area. Subsequently, MLSS and the operators of God's Pocket Resort went on to develop and submit several marine park proposals to the CORE process in attempt to achieve a BC Marine park designation for the Browning Pass/Hunt Rock area. However, the CORE process was not geared towards evaluating MPA proposals. As such, several Browning Pass/Hunt Rock marine park proposals failed under the CORE process. Moreover, the Provincial government suggested that it might be more appropriate if the Browning Pass/Hunt Rock area be reviewed under some future P.A.S. planning process that might be dedicated to the development of MPAs. In the absence of such a process, MLSS carried on with the development of the Browning Pass/Hunt Rock MPA proposal as one of its primary MPA development initiatives (Heath 1996; Heath pers. com. 1999).

Key Proponents of the MPA Initiative

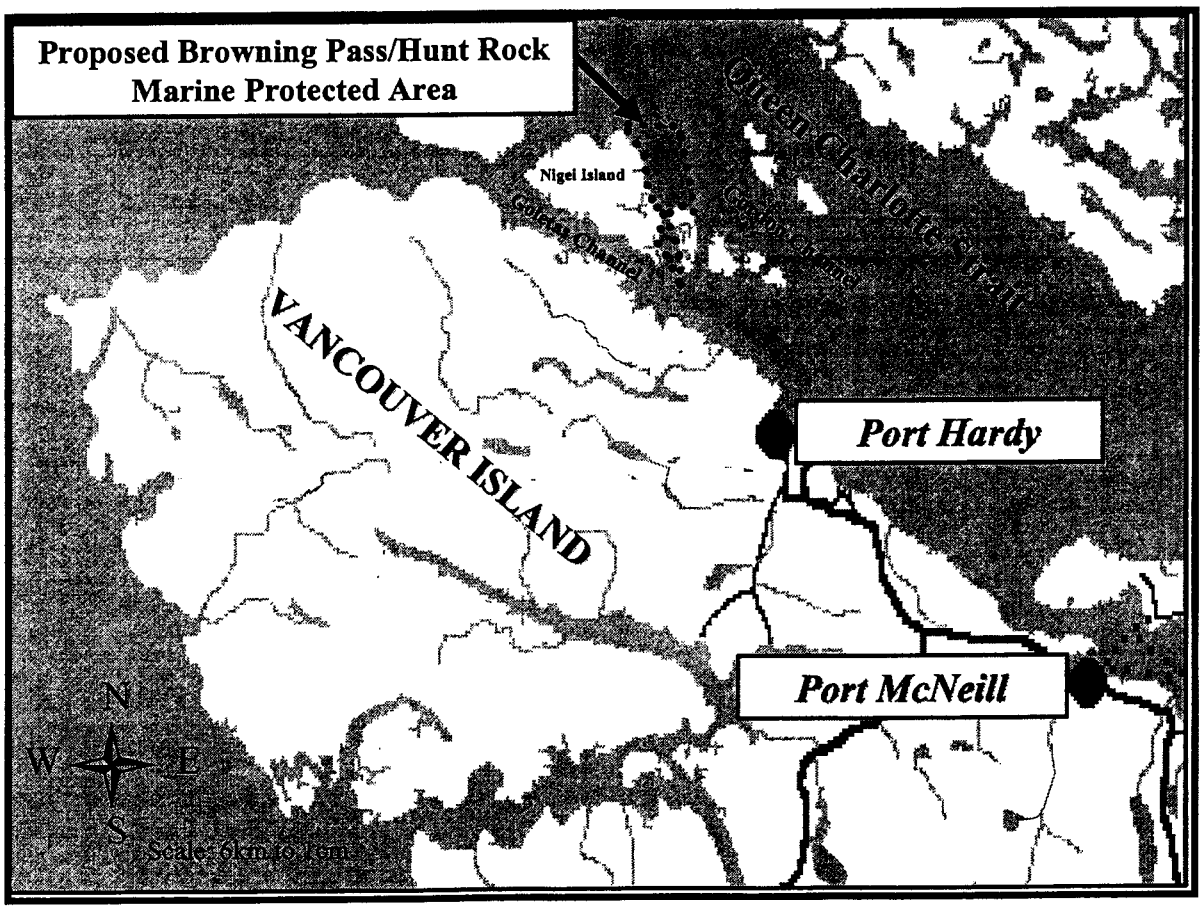
MLSS has long been seen as the main proponent of the Browning Pass/Hunt Rock MPA initiative even though the origins of the MPA initiative can be traced back to the operators of God's Pocket Resort. MLSS's founding members have made the protection of the Browning Pass/Hunt Rock marine area as one of their strongest interests even though MLSS is not a regionally focussed marine conservation organization. Since 1992, MLSS has basically coordinated and developed almost all of the planning activities related to the Browning Pass/Hunt Rock MPA initiative. While MLSS has obviously been the MPA initiative's key proponent, it has also had a significant amount of support from other parties like God's Pocket Resort, the Dive Tourism Association, the Underwater Council of BC, the Canadian Parks and Wilderness Society, the Living Oceans Society, the World Wildlife Fund, various dive charter operators, and numerous individuals (Heath pers. comm. 1999).

Location of the Proposed Browning Passage/Hunt Rock MPA

The area of the proposed Browning Passage/Hunt Rock MPA is situated off the northeastern tip of Vancouver Island within some of the northern islands that break up Queen Charlotte Strait. More specifically, the proposed MPA site is located about 20km northwest of Port Hardy in the waters of Browning Pass and the Gordon Channel. The site includes the waters in Browning Pass between Nigei Island and Balaklava Island and also the waters in the Gordon Channel east of Nigei Island and north of Balaklava Island (Figure 4). The proposed MPA site covers an area over 3,000 ha (30km^2) in size. The marine waters within the proposed MPA site also cover a range of water depths with some areas in the Gordon Channel being up to 400m deep.

The location and size of the proposed Browning Passage/Hunt Rock MPA was developed with the idea of trying to protect the exceptional species diversity and abundance found in the Browning Pass and Hunt Rock marine area. The proposed MPA site gave particular consideration to the protection of rockfish populations and their ecological requirements. With this in mind, it was intended that the area selected for the proposed Browning Passage/Hunt Rock MPA would be large enough to protect the function and productivity of the local marine ecosystem. The waters between Hunt Rock and Browning Passage were also included in the proposed MPA because the two areas are known to be connected ecologically through oceanographic currents and associated nutrient and plankton flows. In this way, the size selected for the proposed MPA attempts to protect a sample of Queen Charlotte Strait's greater marine ecosystem (Heath pers. comm. 1999).

Figure 4: Location Map of the Proposed Browning Pass/Hunt Rock MPA



Map Generated by Author.

The Browning Passage/Hunt Rock site is located in a relatively remote coastal environment near the entrance of Queen Charlotte Strait. The northeastern tip of Vancouver Island is subject to a wet and windy mid-coast climate that is blessed with great natural beauty, rich coastal and marine resources, abundant recreational opportunities, great marine biological diversity, a long aboriginal cultural history, and a definite spirit of place. In fact, the natural environments found in the Queen Charlotte Strait coastal region have supported Kwakiutl First Nation peoples for over 8,000 years and non-natives for just a little over a century.

The Queen Charlotte Strait coastal region on northeastern tip of Vancouver Island is not heavily populated but still experiences a significant amount of human activity (Parks Canada 1999). The largest coastal community near the proposed MPA site is Port Hardy and it has only about 6,000 year round residents. However, the Browning Pass/Hunt Rock Area is still a very busy area due its exposure to recreational and transport marine traffic, commercial fishing, recreational fishing, sea kayaking tours, charter dive operations, wildlife viewing, adjacent logging, nearby ferry and cruise ship traffic, Indian Reserves, and eco-tourism developments. While few people actually live in the vicinity of the proposed MPA, the Browning Pass/Hunt Rock area is still a heavily used natural environment that supports a variety of user-groups. As such, the Browning Pass/Hunt Rock area is a marine area of immense value to many locals, passer-byes, and seasonal visitors.

Queen Charlotte Strait is well known for its richness and diversity of marine life. Cold water upwelling areas at the mouth of the Strait bring nutrients to the surface and support rich plankton communities (CPAWS 1997). Strong tidal currents sweep the plankton rich waters through various small islands and submerged reefs fueling a productive marine ecosystem. The various marine habitats found in the Browning Pass/Hunt Rock area subsequently support a large number of marine communities (Heath 1996). The marine waters in the area are especially known for their rich and diverse invertebrate communities and also for supporting a wealth of transient marine mammals (MLSS unpub.2000).

Browning Pass is a canyon-like channel between Nigei and Balaklava islands. The plankton from near-by upwelling areas is regularly flushed through Browning Pass on ocean currents (Heath pers. comm. 1999). This environmental condition supports hundreds of species of marine invertebrates that carpet the walls and ledges of the marine passage. The range of productive marine habitats found in Browning Passage support dozens of fish species, including an assortment of rockfish. In particular, one area of Browning Pass known as the "Browning Wall" is so full of marine life that it has become internationally known as one of the best cold water diving destinations in the world (CPAWS 1996).

Hunt Rock is an isolated shallow underwater pinnacle that crowns a submarine ridge and drops steeply to a depth of 400m on one side. The pinnacle drops off to a broad complex of rocky walls, slopes and crevices that are covered in rich invertebrate growth. The top of the Hunt Rock pinnacle is covered with kelp that provides habitat for numerous species of rockfish and other small fish. One diver alone has already recorded at least 200 different species of marine animals at Hunt Rock. However, the Hunt Rock location is particularly valued for its key populations of rockfish (MLSS unpub.2000).

The marine communities and ecosystems associated with the Browning Pass/Hunt Rock area appear to be relatively healthy but have not been immune to human environmental impacts like over-harvesting, habitat loss, and pollution. In particular, increased recreational fishing pressures, bottom trawling, underwater harvesting, commercial fisheries by-catch, vessel pollution, log-booming, and fish farming have all had some impact on the environmental integrity of the Browning Pass/Hunt Rock marine area. In fact, in the mid-1990s, it is estimated that between 700,000 and 1,000,000 rockfish were taken from the Browning Pass area alone during a three year period by the commercial hook and line fishery (MLSS unpub. 2000). While that fishery has now been closed, the legacy of its impact remains. More recently, new issues such as sewage out-falls from lodge developments, anchor damage, diver impacts, and future oil and gas developments are also threatening to have some impact on the environmental integrity of the area. Nevertheless, the Browning Pass/Hunt Rock marine area still possesses a wealth of marine species diversity and abundance with little or no marine life protection beyond federal fishery regulations.

Proposed MPA Design

The MPA design of the Browning Pass/Hunt Rock MPA proposal takes an ecological approach towards the protection of two special marine-life areas and their associated species. The MPA design covers a moderately sized marine area (over 3,000 ha) in order to sufficiently protect both the Browning Pass and Hunt Rock areas while also being large enough to be viewed as a small sample of Queen Charlotte Strait's greater marine ecosystem.

The proposed MPA design is based on two types of management zones. The first zone is a "no-take" or harvest refugia zone where no commercial or recreational harvesting would be allowed. The MPA proposal recommends that two harvest refugia zones be created around the high concentrations of marine life found in Browning Passage and around Hunt Rock. The second zone is a conservation buffer zone between the two harvest refugia to allow for the continuation of those marine activities that do not compromise the conservation objectives of the "no take" zones. Management for these areas would be stakeholder driven. Some of the basic restrictions proposed for the conservation buffer zone include:

- Strong restrictions on the commercial rockfish fishery to assist stock recovery;
- Tight limits on sport fishing;

- Tight control of commercial underwater harvesting (local operators only and no expansion);
- Tight control on underwater recreational harvesting; and
- Disallowance of all bottom trawling (Heath unpub. 2000).

The Browning Passage/Hunt Rock MPA proposal recommends that a layered designation be sought for the MPA site. The proposal suggests that Provincial Ecological Reserve status be the primary layer of legal protection and that it be supported by a Fisheries and Oceans Canada MPA designation so that both the marine life in the water column and on the sea bed would be protected (Heath pers. comm. 1999).

MPA Planning Activities Conducted

Since 1992, MLSS has coordinated and carried out numerous activities related to the Browning Passage/Hunt Rock MPA initiative. Over the years, they have spent considerable time, energy and resources carrying out a wide variety of MPA planning, advocacy, outreach, collaboration, and alliance building activities related to the development of the Browning Passage/Hunt Rock initiative. Some of the many noteworthy MPA development activities they have undertaken include:

- The development of several submissions to the BC Protected Areas Strategy's goal II process for the protection of the Browning Pass/Hunt Rock area;
- Letter writing campaigns and petitions for the protection of the proposed MPA site;
- Assisting in the development of marine inventory maps that document economic, environmental, recreational, and cultural values and use of the proposed MPA site;
- Carrying out various public outreach ventures like open boat tours, information brochures, presentations, newspaper articles, newsletter articles, posters, and multi-stakeholder meetings;
- Lobbying various levels of Government for their support of the MPA initiative;
- Responding to new issues that could impact upon the marine communities the Browning Pass/Hunt Rock area;
- The encouragement of voluntary marine conservation practices; and
- The development of relationships and alliances with other marine stakeholders (Heath pers. comm. 1999).

Present State of the Browning Pass/Hunt Rock MPA Initiative

As of the year 2001, no MPA designation had been achieved for the Browning Pass/Hunt Rock MPA initiative. In fact, there is no government process that currently exists that can address the Browning Pass/Hunt Rock MPA MPA proposal. To date, the only government MPA planning processes that have had some overlapping marine conservation interest with the Browning Pass/Hunt Rock MPA proposal have been the Vacouver Island land-use planning process, the marine planning component of the Central

Coast LCRMP, and Parks Canada's NMCA Area of Interest identification process for the Queen Charlotte Sound marine region. However, none of these processes have been appropriate for addressing the Browning Pass/Hunt Rock MPA proposal (Heath pers. comm 1999; Lash pers. comm. 2000).

Currently, none of the marine life in the area is protected, except for those species that have coast wide closures. In 1999, Fisheries and Oceans Canada did announce that a preliminary rockfish protection area would be set up for various areas on the Pacific Coast including the Browning Pass and Hunt Rock marine areas. However, this preliminary closure presently only affects the hook and line commercial fleet and not other sectors. It is expected that over time that this fishery closure may involve all the other fishing sectors (Heath unpub. 2000).

In recent years, MLSS has also seen a reduction in their capacity to carry on with the Browning Pass/Hunt Rock MPA initiative. MLSS is now a much smaller organization that no longer has the human and financial resources it once did in the mid-1990s. Nevertheless, the remaining members of MLSS are still very much behind the Browning Pass/Hunt Rock MPA initiative but are now taking a wait and see approach before involving themselves in any government led process related to MPA development (Heath pers. comm. 2000). Overall, the Browning Pass/Hunt Rock MPA initiative has largely been put on hold by MLSS as the organization appears to have exhausted itself over a decade of MPA development activities in era of hesitant government commitment to MPA development.

Obstacles and Challenges to the MPA Initiative

The Browning Pass/Hunt Rock MPA initiative presently faces numerous obstacles and challenges that have basically prevented the initiative from continuing to evolve. Based upon interviews conducted with Gord Heath (MLSS) and Jennifer Lash (formerly with MLSS) in late 1999, some of the main internal and external challenges presently facing this Queen Charlotte Strait MPA initiative include:

- *The absence of a government MPA program or Integrated Coastal Management process that can address non-government MPA proposals.* According to MLSS, both the Vancouver Island CORE process and the Central Coast LCRMP were incapable of addressing non-government MPA proposals. This absence of an established government process for addressing non-government MPA proposals has created somewhat of a disincentive for MLSS and other interest groups to invest their limited time, energy and resources into the Browning Pass/Hunt Rock MPA initiative. This situation has been a strong factor in the lack of recent progress with the Browning Pass/Hunt Rock initiative.
- *The slow progress in the development and implementation of government MPA programs.* With MPA development not appearing to be a priority with both the Federal and Provincial governments at the present time, many government agencies presently lack the capacity to move forward with MPA development. It is likely the Browning Pass/Hunt Rock MPA initiative will be put on hold

until the Federal and Provincial governments decide to move forward with MPA development along Canada's Pacific Coast.

- *The downsizing and reduced capacity of MLSS as an organization.* MLSS has downsized in recent years and is now a much smaller volunteer-based organization. Subsequently, MLSS's role in present MPA development activities is now quite limited. While the founders of MLSS continue to be strong advocates of marine reserve development, they now have very limited human and financial resources to carry on with MPA related development activities like the Browning Pass/Hunt Rock MPA initiative.
- *The rapidly changing social, political, and economic climate in Canada and British Columbia has created an MPA planning context of great uncertainty.* The rapidly changing political priorities of the Governments of BC and Canada have made it very difficult for non-government MPA proponents and government agencies to plan long-term MPA development strategies. While the topic of MPA development was of interest to both governments in the late 1990s, it is now a topic that is given relatively little attention on government agendas.
- *The remoteness of the MPA initiative and its key proponents and stakeholders.* This situation has made it much more challenging to get media attention, public profile, funding support, and political attention to the Browning Pass/Hunt Rock initiative. It has also made it more challenging to gather stakeholders for meetings because they live over such a large and relatively remote geographic area.
- *The cautious and protective nature of various community-based interest groups.* Many community stakeholders are suspicious and even fearful of how an unknown MPA concept might affect their economic, environmental, and cultural interests.
- *The challenge of encouraging marine conservation and preservation through MPAs while also being sensitive to a resource-based community going through change.* The coastal resource-based economy of the North Vancouver Island area has been hit hard in recent years and has therefore made MPA development more challenging.
- *The limited collaboration with regional First Nations on the Browning Pass/Hunt Rock MPA initiative.* Considering the uncertainty over land and sea claims that presently exists on Canada's Pacific Coast, regional First Nations have not been very forthcoming about their positions and interests pertaining to the Browning Pass/Hunt Rock MPA initiative. This has made collaboration with First Nations on the Browning Pass/Hunt Rock MPA initiative quite challenging.

4.4.2 Analysis of Collaboration with BC's Land Use Coordination Office

The Marine Life Sanctuaries Society and BC's Land Use Coordination Office (marine planning now under the Coast and Marine Planning Office-CMPO) have exhibited a poor level of collaboration over the years as it pertains to the Browning Pass/Hunt Rock MPA initiative. This poor level of collaboration

stems from their different MPA planning roles, limited collaboration capacities, poor working history, different ways of working, and the absence of an appropriate provincial MPA planning process to integrate MPA development interests. Currently, MLSS has little trust and faith that LUCO/CMPO's objectives and ways of working are capable of addressing coastal marine protection issues or non-government MPA proposals. The lack of shared objectives, trust, collaboration capacity, and an appropriate MPA planning process appear to have strongly limited the collaboration potential that is possible between LUCO/CMPO and MLSS. Subsequently, it appears unlikely that there will be any significant collaboration between the two parties for the foreseeable future until some significant barriers to collaboration are overcome.

The following evaluation was primarily based upon interviews held with a selected staff member of MLSS (Gord Heath) during the summer of 2000. No representative from LUCO/CMPO that was familiar with the history of the Browning Pass/Hunt Rock initiative could be found for this case study. As such, the MLSS staff member's responses to the closed interview questions are the only ones summarized in (Table 5).

Present State of Collaboration

The Marine Life Sanctuaries Society and the Land Use Coordination Office/ Coast and Marine Planning Office have exhibited a low level of collaboration in terms of MPA planning for the Queen Charlotte Strait marine region. While there is no on-going collaboration at the present time, MLSS has previously shared a great deal of information with LUCO/CMPO pertaining to the Browning Pass/Hunt Rock marine area (Heath pers. comm. 2000). However, there appears to be little opportunity for collaborative MPA planning to occur between the two parties in the foreseeable future as there is currently no integrated management process that can appropriately deal with the marine protection interests of both parties. Moreover, both MLSS and LUCO/CMPO are quite limited in their capacity to collaborate outside of such planning processes. As such, there is presently no incentive for MLSS and LUCO/CMPO to develop a collaborative relationship until LUCO/CMPO becomes involved in a government MPA development process that can specifically address the Browning Pass/Hunt Rock MPA proposal (Heath pers. comm. 2000).

Positive Conditions for Collaboration

According to the interview responses, meeting observations, and document reviews, the relationship between the Marine Life Sanctuaries Society and the Land Use Coordination Office/Coast and Marine Planning Office exhibits very few positive conditions for the development of a strong collaborative MPA planning relationship. The only positive conditions for collaboration that currenlty exist between MLSS and LUCO/CMPO are:

Table 5: Evaluation of Collaboration Between the Marine Life Sanctuaries Society and the BC Land Use Coordination Office[6]

Evaluation Criteria	Browning Passage Case Study (2000/2001)	
	Non-government Responses	*Government Responses*
	Marine Life Sanctuaries Society	**LUCO/CMPO**
(1) Overlapping Purpose and Interests	Low	N/R
(2) Potential Benefit of Collaboration	High	N/R
(3) Your Group's Willingness to BareCosts/Risks	None	N/R
(4) Trust	None	N/R
(5) Sharing of Planning Resources	Moderate	N/R
(6) Coordination of Planning	Low	N/R
(7) Compatibility in Ways of Working	Low	N/R
(8) Communications	OK	N/R
(9) Your Group's Respect & Understanding	Poor	N/R
(10) Their Respect and Understanding	OK	N/R
(11) Quality of Relationship	Poor	N/R
(12) Importance of Collaboration to Your Group	High	N/R
(13) Your Group's Commitment to Collaboration	Very Poor	N/R
(14) Your Group's Capacity to Collaborate	Very Poor	N/R
(15) Your Group's Leadership in Collaboration	Very Poor	N/R

LEGEND: *Response Scales Used*				
1) very low-	*-low-*	*-moderate-*	*-high-*	*-very high*
2) very poor-	*-poor-*	*-ok-*	*-good-*	*-very good*
N/R: No Respondent Available for Interview				

[6] The interview responses presented in this evaluation table are the individual viewpoints of the participant interviewed. As such, the table responses should not be seen as official organizational responses. The responses listed in the above table are the individual opinions of Gord Heath from the Marine Life Sanctuaries Society based upon an interview conducted in 2000.

- *There are some overlapping long-term marine protection and conservation interests between MLSS and LUCO/CMPO.* While their approaches to marine protection and conservation may be different, both MLSS and LUCO/CMPO envision the development of a coastal MPA network through the identification and protection of special marine areas.
- *MLSS believes that both parties could benefit greatly from some collaborative MPA planning activities.* If the province supports the establishment of "no-take" MPAs and takes action towards it, MLSS believes their collaboration could offers some obvious benefits. In particular, MLSS believes their collaboration with LUCO/CMPO could help to communicate community-based values, bolster marine area knowledge, and potentially reduce stakeholder conflicts.
- *There has been some sharing of marine information over the years between MLSS and LUCO/CMPO.* MLSS has shared all its marine information pertaining to the Browning Pass/Hunt Rock area with LUCO/CMPO through its submissions to the Vancouver Island CORE process. LUCO/CMPO has shared what it could with MLSS without revealing proprietary information or breaking privacy agreements. However, little if any sharing of information has occurred between LUCO/CMPO and MLSS in recent years.
- *There has been some periodic communications between MLSS and LUCO/CMPO over the years.* Even though there is presently little or no communication between MLSS and LUCO/CMPO, some communications occurred between the two parties before CMPO was established. The quality of these communications varied depending on the individuals involved.
- *MLSS believes there is a high importance on collaborative MPA planning and partnering.* However, MLSS also believes there must first be an agreed to shared vision of an MPA network and more equity of power amongst participants in collaborative processes.

Obstacles and Challenges to Collaboration

There are some obvious challenges and obstacles preventing further collaboration between the between MLSS and LUCO/CMPO in terms of MPA planning. The most notable challenges and obstacles include:

- *The lack of an appropriate government MPA development process that can address non-government MPA proposals.* Without such a process, there is really no way for MLSS to achieve a government MPA designation for the Browning Pass/Hunt Rock area. Consequently, this situation creates little incentive for either party to collaborate with each other.
- *Low level of overlapping marine protection goals and objectives.* While both MLSS and LUCO/CMPO are interested in developing a coastal network of MPAs, MLSS envisions a MPA network based upon the establishment of strict "no-take areas" and LUCO/CMPO is not as restrictive in its MPA development vision. As such, MLSS is somewhat unsure as to the extent their respective MPA network visions and objectives actually overlap.

- *LUCO/CMPO have a limited capacity to practice collaborative MPA planning with site-specific non-government MPA initiatives.* LUCO/CMPO's present coastal planning responsibilities and limited resources restrict the forms of collaborative MPA planning that LUCO/CMPO can realistically conduct with the key proponents of non-government MPA initiatives. At this point, collaboration is largely limited to information requests and large scale government coastal planning processes that are not yet designed to address specific MPA proposals.
- *A poor historical working relationship between MLSS and LUCO/*CMPO. MLSS has had a negative experience working with LUCO/CMPO in its attempts to integrate the Browning Pass/Hunt Rock MPA proposal with the Vancouver Island CORE process and the Central Coast LCRMP. After years of work trying to integrate with provincial planning processes without success, MLSS has a poor impression of LUCO/CMPO when it comes to dealing with non-government MPA initiatives.
- *The lack of attention and resources allocated to MPA development by the Provincial governments.* It appears MPA development is currently a low priority for the government of British Columbia. Subsequently, the development and application of provincial MPA planning activities is occurring very slowly along the Pacific Cost of Canada. Without proven provincial commitment to MPA development, MLSS does not see collaboration with LUCO/CMPO as a wise investment of time and resources.
- *Different scale for MPA related planning activities.* LUCO/CMPO's scale of coastal planning is quite broad as it deals with ecological classification, coastal resource inventory, and general areas of marine protection value based on data collected at the 1:250,000 scale. In fact, LUCO/CMPO's focus of attention is largely on the design and delivery of coastal planning initiatives and the coordination of coastal policies with other agencies. As such, LUCO/CMPO is currently developing a coastal planning infrastructure that can help with future MPA development but is not yet capable of dealing with the smaller and more site-specific marine protection interests associated with non-government MPA proposals.
- *MLSS no longer has the capacity to practice collaborative MPA planning with LUCO/CMPO.* MLSS currently does not have the staff or resources to invest into government-led coastal planning exercises that only vaguely deal with marine protection and conservation. While the founding members of MLSS still have a respectable voice on MPA development issues, they currently do not have the commitment and resources to continue on being a proactive key proponent for site-specific MPA initiatives like they once did in the 1990s.
- *MLSS has no trust in LUCO/CMPO's present ability to undertake collaborative MPA planning.* While MLSS may trust some of the individuals within LUCO/CMPO, MLSS does not trust LUCO/CMPO's ability to venture into collaborative MPA planning with non-government MPA initiatives. MLSS believes that LUCO/CMPO is a very politically charged provincial planning body that does not place MPA development as a high priority.

- *MLSS has little respect for LUCO/CMPO's present approach to MPA development.* MLSS believes LUCO/CMPO's present coastal planning approach will serve powerful political interests first and then pander to the lowest common denominator for the remaining marine stakeholder interests. MLSS believe this will only lead to the development of "paper MPAs" that will have watered-down marine protection measures. As such, MLSS appears to be rather cynical about any MPA development outcomes that may come out of a LUCO/CMPO designed coastal planning process.
- *MLSS views present LUCO/CMPO integrated marine planning processes as being too influenced by political interests.* In particular, MLSS believes that MPA development should be more influenced by local communities and MPA planning experts and less by politicians. MLSS might be more supportive of integrated coastal and MPA planning processes if this shift were to occur.

Improvements Needed to Advance Collaboration

Based upon the current conditions for collaboration between MLSS and LUCO/CMPO along with some suggestions put forth by the MLSS interview respondent, there are some obvious collaboration conditions between the two parties that need to be improved. The needed improvements are:

- *LUCO/CMPO should clarify their vision, role, and strategy for MPA development along Canada's Pacific Coast.* This could help MLSS to see more clearly the extent to which its MPA vision and objectives overlap with those of LUCO/CMPO. This information is essential when parties decide how if and/or how much they should invest in the development of collaborative MPA planning relationship.
- *The development and implementation of a government MPA development process that can specifically address the Browning Pass/Hunt Rock non-government MPA proposal is needed.* This would create an incentive for MLSS and LUCO/CMPO to collaborate. MLSS would be even more interested in collaboration if such a process was smaller in scale and focussed strictly on MPA development.
- *MLSS and LUCO/CMPO need to stay focussed on overlapping marine protection interests.* When MLSS and LUCO/CMPO focus on details like MPA design they tend to become more positional and less interest-based. By staying more interest-based both parties can create a better opportunity for collaboration.
- *LUCO/CMPO and MLSS need to develop more trust for one another.* This could be accomplished through improved sharing of marine information and/or the cooperative development of some interim protection measures for the Browning Pass/Hunt Rock area. Taking small low risk steps in collaboration can help to build trust.
- *MLSS needs to improve its respect for LUCO/CMPO.* For MLSS to develop more respect for LUCO/CMPO, LUCO/CMPO needs to demonstrate that it can design and implement a MPA planning infrastructure and subsequent collaborative MPA planning processes that can identify and

establish effective provincial MPAs. In this regard, the BC government's commitment and support to MPA development will be needed if MLSS is to develop more respect for LUCO/CMPO.

- *MLSS needs to survive as an organization and also have the resources to collaborate.* The exhaustion and diminishment of MLSS as an environmental NGO strongly limits the organization's capacity to enter into a collaborative MPA planning relationship. As such, MLSS would have to renew itself and its resources to some degree before it could enter into any significant collaborative MPA planning process relating to the Browning Pass/Hunt Rock MPA proposal.

4.4.3 Analysis of Collaboration with Fisheries and Oceans Canada

The Marine Life Sanctuaries Society and Fisheries and Oceans Canada have exhibited a low level of collaboration over the years as it pertains to the Browning Pass/Hunt Rock MPA initiative. This level of collaboration stems from capacity issues, historical distrust, differing MPA design preferences, the lack of MPA program development, and the absence of appropriate MPA planning process to integrate their respective MPA development interests. While the relationship between DFO and MLSS has some positive conditions for collaboration, it appears unlikely that there will be any significant collaboration between the two parties for the foreseeable future until some of the significant barriers to collaboration are overcome.

The following evaluation is based primarily on the interviews held with selected staff members of MLSS (Gord Heath) and Fisheries and Oceans Canada (Fern Hietkamp) during the summer and fall of 2000. The responses of these individuals to the closed interview questions are summarized in (Table 6).

Present State of Collaboration

MLSS and Fisheries and Oceans Canada have so far exhibited a low level of collaboration pertaining to the Browning Pass/Hunt Rock MPA based upon the interview responses collected from some selected MLSS and DFO staff members during the summer of 2000. The only collaboration that has taken place between the two parties on the Browning Pass/Hunt Rock MPA initiative has been a general expression by MLSS of its MPA interests in the Browning Pass/Hunt Rock marine area. With an array of existing collaboration challenges, there are currently few compelling reasons why MLSS and DFO should consider collaborating on MPA development interests related to the Browning Pass/Hunt Rock marine area. Subsequently, there is no present collaboration occurring between MLSS and DFO that relates to the MPA initiative (Heath pers.comm. 2000). Until some key collaboration issues like MPA development commitment, shared marine protection interests, collaboration capacity, and planning infrastructure are overcome, there appears to be little opportunity for the advancement of collaborative MPA planning to occur between the two parties in the foreseeable future.

Table 6: Evaluation of Collaboration Between the Marine Life Sanctuaries Society and Fisheries and Oceans Canada[7]

Evaluation Criteria	Browning Passage Case Study (2000/2001)	
	Non-government Responses	*Government Responses*
	Marine Life Sanctuaries Society	**Fisheries & Oceans Canada**
(1) Overlapping Purpose and Interests	Low	High
(2) Potential Benefit of Collaboration	High	High
(3) Your Group's Willingness to BareCosts/Risks	Low	Moderate
(4) Trust	None	N/A
(5) Sharing of Planning Resources	Low	Low
(6) Coordination of Planning	Low	Low
(7) Compatibility in Ways of Working	Moderate	Moderate
(8) Communications	Good	OK
(9) Your Group's Respect & Understanding	Good	Good
(10) Their Respect and Understanding	OK	Good
(11) Quality of Relationship	Poor	OK
(12) Importance of Collaboration to Your Group	High	High
(13) Your Group's Commitment to Collaboration	Very Poor	Good
(14) Your Group's Capacity to Collaborate	Very Poor	OK
(15) Your Group's Leadership in Collaboration	Very Poor	OK

LEGEND: *Response Scales Used*				
1) very low-	*-low-*	*-moderate-*	*-high-*	*-very high*
2) very poor-	*-poor-*	*-ok-*	*-good-*	*-very good*
N/A: Could Not or Would Not Answer				

[7] The interview responses presented in this evaluation table are the individual viewpoints of the participants interviewed. As such, the table responses should not be seen as official organizational responses. The responses listed in the above table are the individual opinions of Gord Heath from the Marine Life Sanctuaries Society and Fern Hietkamp from Fisheries and Oceans Canada based upon interviews conducted in 2000/2001.

Positive Conditions for Collaboration

The relationship between the Marine Life Sanctuaries Society and Fisheries and Oceans Canada exhibits some positive conditions for the development of a collaborative MPA planning relationship. The positive conditions for collaboration that currently exist include:

- *Both MLSS and Fisheries and Oceans Canada believe that they may share a significant amount of marine protection aspirations and interests.* However, MLSS is concerned over the type of MPA network DFO envisions. Currently, DFO's vision for a coastal MPA network is quite broad and inclusive while MLSS's vision is more focussed on the development of "no-take" areas. As such, DFO thinks there is high overlap in their MPA development interests but MLSS is less certain about their shared interests.
- *Both MLSS and Fisheries and Oceans Canada believe their collaboration could potentially provide both parties with some benefits in the future.* Once DFO's MPA program is applied to Canada's Pacific Coast and the Queen Charlotte Strait region, both parties believe their collaboration would be beneficial as long as they share enough of an overlapping marine protection philosophy.
- *The communications between MLSS and Fisheries and Oceans Canada have been satisfactory when they occur.* Communications between MLSS and DFO field staff have been ok but quite infrequent. Both parties believe communications would improve if DFO had the planning infrastructure to assess MPA proposals.
- *Both MLSS and Fisheries and Oceans Canada have good respect and understanding for their respective approaches to MPA development.* Considering their different legal and institutional obligations, both parties understand why they are taking somewhat different MPA development approaches. In particular, MLSS has a great deal of respect for the field planning staff of DFO considering their obligations and limitations.
- *Both MLSS and Fisheries and Oceans Canada believe their collaboration will be of high importance once government MPA development programs are applied to Queen Charlotte Strait.* However, until there is a MPA planning infrastructure in place to deal with non-government MPA proposals in Queen Charlotte Strait region, there is little incentive for both parties to collaborate. Nevertheless, DFO does acknowledge that the Browning Pass/Hunt Rock area is a strong MPA candidate based upon the MPA criteria set out in draft Marine Protected Areas Strategy.

Obstacles and Challenges to Collaboration

There are some obvious challenges and obstacles preventing further collaboration between the Marine Life Sanctuaries Society and Fisheries and Oceans Canada in terms of MPA planning in the Queen Charlotte Strait marine region. The most notable challenges and obstacles include:

- *Fisheries and Oceans Canada lack of planning infrastructure and resources to practice collaborative MPA planning with site-specific non-government MPA initiatives.* DFO's MPA

program is still in its developmental stages and can not address site-specific non-government MPA proposals. Beyond DFO's MPA pilot sites, DFO is not able to address non-government MPA proposals until they have more policy direction and resources to develop integrated MPA planning processes and a MPA proposal assessment framework.

- *The lack of an appropriate DFO-led MPA development process that can address site-specific non-government MPA proposals.* Without such a process, there is really no way for MLSS to achieve a government MPA designation for the Browning Pass/Hunt Rock area. Consequently, this situation creates little incentive for either party to collaborate with each other.
- *MLSS's very limited capacity to practice collaborative MPA planning with Fisheries and Oceans Canada.* MLSS currently does not have the staff or resources to invest into lengthy government-led coastal and MPA planning exercise. While the founding members of MLSS still have a respectable voice on MPA development issues, they currently do not have the ability to continue on being a proactive key proponent for site-specific MPA initiatives.
- *MLSS's uncertainty over how much its MPA development vision overlaps with that of Fisheries and Oceans Canada.* In particular, MLSS is worried that MPA development exercises led by DFO will become captured by politics and integrated processes that try to appease all stakeholders. MLSS worries that this will lead to lowest common denominator marine protection outcomes. MLSS is also concerned about DFO's lack of timelines for the development and implementation of its MPA program. As result, MLSS is cautious about further collaboration with DFO unless there is a significant amount of overlap in their marine protection goals, appropriate MPA development processes and timelines.
- *MLSS's lack of trust in Fisheries and Oceans Canada's present ability to undertake collaborative MPA planning.* While MLSS may trust some of the field staff within DFO, MLSS does not trust DFO's ability to develop and implement an MPA program with strong protection measures. MLSS perceives that DFO has the capability of developing and establishing strong MPAs but, at the present time, faces too many political, institutional, and resource challenges to taking a strong stance on MPA development.
- *The lack of decision-making authority delegated to Fisheries and Oceans Canada's regional agency representatives involved in collaborative MPA planning.* DFO's regional planning staff do not have the decision-making authority or resources needed to quickly advance collaborative MPA planning relationships. The structure of DFO requires that decisions must be made in iterative fashion so that people with different responsibilities and perspectives within the agency are involved. However, the size and complex structure of the agency can make it a time-consuming venture to convey planning realities on the ground to senior management.

- *The current absence of on-going communications between MLSS and Fisheries and Oceans Canada relating to the Browning Pass/ Hunt Rock MPA initiative.* With little incentive to collaborate and limited capacity to do it, dialogue between DFO and MLSS members has been strictly incidental.

Improvements Needed to Advance Collaboration

Based upon the current conditions for collaboration between the Marine Life Sanctuaries Society and Fisheries and Oceans Canada along with some suggestions put forth by the interview respondents, there are some collaboration conditions between the two parties that need to be improved. The needed improvements are:

- *Fisheries and Oceans Canada need to clarify their vision and strategy for MPA development on Canada's Pacific Coast.* This could help MLSS to see more clearly the extent to which its MPA vision and objectives overlap with those of DFO. This information is essential when parties decide how if and/or how much they should invest in the development of collaborative MPA planning relationship.
- *Fisheries and Oceans Canada need to move forward with the development and application of their MPA program.* This would likely involve the establishment of a strategic MPA planning framework, integrated MPA planning processes, and possibly some interim measures that can begin to address non-government MPA proposals. Until DFO moves forward in this regard, there is no strong incentive for MLSS, under its present capacity, to collaborate with DFO on the Browning Pass/ Hunt Rock MPA initiative.
- *Fisheries and Oceans Canada needs to improve its capacity to collaborate with non-government MPA initiatives.* Without the resource and technical capacity to collaborate, the development of a collaborative MPA planning relationship between MLSS and DFO on the Browning Pass/Hunt Rock MPA initiative is unlikely.
- *Both DFO and MLSS will need to support the general structure of any future MPA assessment frameworks and integrated MPA planning processes.* If future MPA assessment frameworks and integrated MPA planning processes developed by DFO do not look like they will serve the marine protection interests of MLSS, it will discourage MLSS's participation and collaboration. MLSS is particularly interested in smaller scale planning processes with clear timelines and strong marine protection objectives.
- *MLSS needs to survive as an organization and also have the resources to collaborate.* The exhaustion and diminishment of MLSS as an environmental NGO strongly limits the organization's capacity to enter into a collaborative MPA planning relationship.
- *Both MLSS and DFO need to develop more trust for one another.* DFO and MLSS could improve their trust for one another sharing marine information and/or investigating the development of some interim protection measures for the Browning Pass/Hunt Rock area. Trust could also be improved if

MLSS demonstrated that it was stable and solid organization and if DFO actively demonstrated its commitment to MPA development. However, building trust takes time and taking small low risk steps in collaboration is often the best start.

- *Fisheries and Oceans Canada needs to give more authority and control to regional staff in collaborative MPA development efforts.* If DFO's regional planning staff had more authority and control over the regional planning decisions affecting their collaborative MPA planning relationships, it could make it easier for them to develop, build and sustain those relationships.
- *Individual DFO and MLSS representatives should at least maintain some periodic communications if they expect some sort of collaboration in the future.* The development of individual relationships between organizational representatives could help to establish future MPA collaboration efforts between DFO and MLSS.

4.5 Synthesis: A Cross-Case Analysis

The following cross-case analysis will synthesize the most pertinent collaboration strengths, challenges, considerations, and needs that have been identified in the individual case studies. The cross-case analysis will also identify the most important case-specific findings that may affect collaboration. To this end, the cross-case analysis focuses attention on the key factors affecting government/non-government collaboration in MPA development on Canada's Pacific Coast.

Positive Conditions for Collaboration Found in All Cases

Based upon the collaboration assessments conducted in the individual case studies, several positive conditions for government/non-government collaborative MPA planning were found in all the collaboration assessments:

- *There exists significant overlap in the MPA development visions and goals held by the case study participants.* Even though several of the case study participants advocate different MPA development strategies and approaches, all the case study participants generally share the same MPA development goals and objectives. This sense of a shared vision is one of the fundamental conditions that collaborative planning is designed to address.
- *All case study participants believe there is a high potential benefit to be gained from government/non-government collaborative MPA planning.* This positive view of the collaborative MPA planning indicates that the case study participants strongly believe in the merits of collaborative planning. According to the literature on collaborative planning, this belief is one of the primary conditions needed for the development of successful collaborative relationships.
- *All participants believe it is of high importance to practice collaborative MPA planning with the parties involved in their respective case studies.* This acknowledgement of a shared responsibility

and the need for collective action to achieve their overlapping marine protection vision, goals and objectives is one of the characteristics associated with successful collaborative planning relationships.

Poor Conditions for Collaboration Found in All Cases

Based upon the collaboration assessments conducted in the individual case studies, several negative conditions for government/non-government collaborative MPA planning were identified in all the cases. These poor conditions for collaboration were:

- *The lack of certainty over the Federal and Provincial governments' MPA vision and their intergovernmental strategy to achieve the vision.* Both the Federal and Provincial Governments have only conveyed a general MPA vision through their proposed intergovernmental MPA development strategy and their respective MPA programs. As such, the non-government participants involved in the case studies have expressed some concerns about the Federal and Provincial Governments' vague MPA vision and development strategy. More specifically, the non-government participants are uncertain as to how much their MPA interests and objectives overlap with that of government MPA programs. Considering that effective collaborative planning relationships require participating parties to share and support a clear vision and strategy for their collective actions, this current lack of clarity on a government MPA vision and strategy is creating a less than ideal condition for collaborative MPA planning.
- *The limited Federal and Provincial government action on the implementation of their respective MPA programs.* The limited development and application of government MPA programs has produced a situation where there is little incentive for government and non-government groups to collaborate. Achieving a shared vision requires that all collaborating parties strive for the shared vision through collective action. The Federal and Provincial Governments' limited progress in this regard has made the development of effective collaborative relationships more challenging.
- *The lack of a coastal or MPA planning process that can appropriately address non-government MPA proposals.* Effective collaboration requires participant supported planning processes. However, there is currently no government planning process that can address non-government site-specific MPA proposals. This situation creates less of an incentive for government/non-government collaborative MPA planning.
- *The limited level of trust between the government and non-government case study participants.* The case study relationships exhibited various issues surrounding a lack of trust. Some of the trust issues were rooted in historical adversarial relationships and others were based upon contemporary ideological differences and/or interactions. Successful collaborative planning relationships often require high levels of trust amongst the participants. This development of trust represents a

significant challenge to the development and advancement of government/non-government collaborative MPA planning relationships.

- *The very limited capacity of all the government agencies involved in the case studies to develop and carry out collaborative MPA planning relationships.* A number of factors like uncertain government commitment, lack of senior management leadership, institutional challenges, and limited resources have severely constrained government efforts to venture into collaborative MPA planning. Considering that collaborative planning requires a substantial up-front investment of time, money and human resources, this reality is currently a significant challenge to the development and advancement of all collaborative MPA planning relationships.
- *The resource constraints of all the key proponents of non-government MPA initiatives affect their capacity to invest into collaborative planning.* While the non-government participants in the case studies support collaborative MPA planning, their investments into such a venture are always being challenged by their limited financial and human resources. As such, the resource capacity of the non-government case-study participants is a limiting factor to their involvement in collaborative MPA planning to varying degrees.
- *The differences in ways of working between government agencies and NGOs.* All the government agencies involved in the case studies are inherently more process-based than their non-government counterparts who are more results-based. Consequently, the non-government MPA proponents involved in the case studies have all expressed some degree of frustration with government's slow development of coastal planning processes and MPA planning infrastructure. As such, the federal and provincial governments have yet to produce any significant marine protection results. This issue of working compatibility appears to further the challenge of developing government/non-government collaborative MPA planning relationships.
- *The lack of decision-making authority delegated to government representatives in collaborative working relationships.* The lack of local or regional decision-making authority delegated to government regional representatives makes their collaboration efforts more externalized and time consuming. The centralized control of regional collaborative MPA planning efforts is acknowledged by both regional non-government and government participants as a significant challenge to the development and advancement of government/non-government collaborative MPA planning relationships.

Identified Needs to Advance Collaboration Found in All Cases

Based upon the collaboration assessments conducted in the individual case studies, several basic conditions need to be improved in order to advance government/non-government collaborative MPA

planning. The needed improvements identified in all the cases were:

- *The government and non-government case study participants need to clarify their respective MPA development visions and planning strategies in order to clearly identify their overlapping marine protection interests.* To help advance collaborative relationships in the context of MPA development, the participants need to share and support a clear vision of what they are collectively striving for. As such, the participants in the case studies need to know exactly what overlapping marine protection development interests they share.
- *The government case study participants need to move forward with the development and implementation of their intergovernmental MPA strategy and also their respective MPA programs.* This requires government leadership, commitment, and support for the establishment of the MPA planning processes and infrastructure that can help to facilitate effective collaborative MPA planning. In this way, governments can demonstrate that they are taking action to achieve their MPA vision and that they are serious about establishing a network of MPAs along Canada's Pacific Coast. Such a demonstration of commitment and action could create more of an incentive for non-government groups to invest into collaborative MPA planning efforts.
- *The government case study participants need to improve their capacity to practice collaborative MPA planning.* The case studies revealed that the government participants had a very restricted capacity to practice collaborative MPA planning due to insufficient senior government support, limited resource allocations, internal institutional challenges, and a lack of collaborative planning infrastructure. To help improve the capacity of the government participants to practice collaborative MPA planning, these areas affecting capacity need to be addressed.
- *The government and non-government case study participants need to work on some interim collaborative activities related to MPA development.* The key proponents of non-government MPA initiatives are particularly interested in collaborating with government agencies on the topic of interim marine protection measures. On the other hand, government agencies are more interested in using interim collaboration efforts to help them deliver community outreach marine conservation messages and marine stewardship initiatives. Interim collaborative activities like these can help to foster the trust, understanding and individual relationships needed to build government/non-government collaborative working relationships. In this way, interim collaborative activities related to MPA development are a fundamental element in the development of future government/non-government collaborative MPA planning relationships.
- *The Federal government agencies involved in the case studies need to delegate some more decision-making authority over collaborative MPA planning to regional staff.* This requires that regional staff have more control over the decisions relating to collaborative MPA planning relationships. In this way, regional government staff would able to take more risks, become more creative, and give more consideration to new ways of working in collaborative planning relationships. While this need is not

critical to furthering the development of collaborative MPA planning relationships, it can make the development and advancement of such relationships much easier and more expedient.

Important Case-Specific Conditions Affecting Collaboration

All of the cases included in this study on collaborative government/non-government MPA planning relationships possess some unique contextual MPA planning characteristics. While not all of the case-specific characteristics are believed to effect the development of government/non-government MPA planning relationships, the evidence collected during this research project suggests that some of the case-specific characteristics may have an effect on collaborative MPA planning efforts. Based upon the literature review conducted on collaborative planning and the interview responses gathered through this research project, there are some noteworthy case-specific MPA planning characteristics identified in this study that are likely to affect the development of collaborative government/non-government MPA planning relationships. They include:

- *The particular focus of government MPA development interests and Program Initiatives.* Parks Canada's declared intention to carry out a NMCA feasibility study in the Southern Strait of Georgia has given the key proponents of the Orca Pass MPA initiative (GSA) more incentive to collaborate with Parks Canada on marine protection planning. The NMCA feasibility study's proximity or possible inclusion of the Trincomali Channel has also given the key non-government proponent of the Trincomali Channel MPA initiative (GCA) more incentive to explore government collaborative MPA planning efforts. Both of these non-government MPA proponents view the NMCA feasibility study as a possible avenue to have their MPA development proposals supported and integrated into a government marine conservation program. Subsequently, this situation has given them both a strong incentive to collaborate with the prominent government agencies in the NMCA planning process.
- *The particular boundaries of government MPA development initiatives.* Uncertainty over the geographic boundaries of Parks Canada's NMCA feasibility study in the Southern Strait of Georgia has made it more challenging for the Galiano Conservancy Association to decide how much it should invest in a collaborative MPA planning relationship with Parks Canada. At this point, it has not been officially determined whether the proposed Trincomali Channel MPA site will be included in the NMCA feasibility study or not. Consequently, GCA finds it difficult to decide how much time, energy, and resources it should invest into building a collaborative MPA planning relationship with Parks Canada.
- *The particular capacity of the key non-government MPA proponents to collaborate.* The non-government MPA proponents involved in the case studies vary in their capacity to advance their respective MPA initiatives and to invest into government/non-government collaborative MPA planning relationships. This difference in their collaborative capacity is largely determined by the discrepancy in their resources, organizational alliances, dedication of individual staff members, and

the geographic proximity to their proposed MPA sites. In this regard, the evidence from the case studies indicates that GSA has a very high capacity to invest in collaborative MPA planning, GCA has a high capacity, and MLSS has a relatively low capacity.

- *The particular MPA development strategy utilized by each key non-government MPA proponent.* All the key non-government MPA proponents displayed various MPA development strategies based upon their capacity, MPA development ideology and current contextual case-specific planning conditions. In this regard, GSA and the Sounds and Straits Coalition have decided to slowly develop a collaborative MPA planning relationship with related government agencies as long as their marine conservation and protection interests are served; GCA is trying to develop collaborative MPA planning relationships with related agencies; and MLSS chooses not to collaborate with government agencies until they have more capacity and there is a government process that can establish "no-take" MPAs.
- *The particular level of stakeholder support and public interest for the non-government MPA planning initiative.* The development of a high level of stakeholder support and public interest for a non-government MPA initiative can prompt government agencies to become more interested in government/non-government collaborative MPA planning efforts. Of the three case studies, the Orca Pass MPA initiative appears to have developed the most stakeholder support and public interest to date. As such, the key proponents of the Orca Pass MPA initiative have given government agencies like Parks Canada and DFO more of an incentive to collaborate with them.
- *The particular coastal location of the non-government MPA initiative.* The coastal location of a MPA proposal largely determines many of the contextual MPA planning characteristics that can limit or encourage stakeholder support and public interest for a non-government MPA planning initiative. Some of the notable location-specific MPA planning characteristics that can influence the level of stakeholder support and public interest for a non-government MPA initiative include: the proximity to urban centres, the regional demographics, the regional socio-economic conditions, the state of the marine area, the degree to which the marine area is threatened, the media attention given to the marine area, the political context of the marine area, and the number of local conservation-based marine stakeholders. Of these contextual MPA planning characteristics, the most favourable for developing stakeholder support and public interest do not favour remote coastal regions. Remote coastal regions face more severe challenges when it comes to creating the stakeholder support and public interest that can encourage government agencies to become more involved in particular collaborative MPA planning activities.
- *The particular historical relationship between the key non-government MPA proponents and related government agencies.* The historical relationships between the key non-government MPA proponents and government agencies with MPA programs has in some cases made collaboration efforts easier and in others cases it has made it more challenging. For example, in the case of GCA and Parks

Canada, they have had a positive work history that has laid a good foundation of trust for future collaboration efforts. On the other hand, GSA and MLSS have historically had more adversarial and/or problematic working relationships with DFO and LUCO. As a consequence, their historical working relationships with DFO and LUCO have produced in poor levels of trust in their current relationships with these agencies. This has made the development of strong government/non-government collaborative MPA planning relationships with these agencies a little more challenging for GSA and MLSS.

- *The particular quality of the relationships between individual government and non-government organizational representatives.* Broader government/non-government collaborative MPA planning relationships are founded and developed on the backs of contextual planning conditions and specific relationships between individual organizational representatives. As such, the characteristics and compatibility of these individual organizational representatives can go a long way towards either promoting or discouraging collaborative relationships.
- *The particular history of collaborative MPA planning efforts carried out by the key proponents of non-government MPA initiatives.* In this regard, some non-government MPA proponents can lose their energy and ability to continue with collaborative MPA planning efforts if they repeatedly do not produce the desired results. MLSS's unsuccessful attempts to achieve a government MPA designation for the Browning Pass/Hunt Rock MPA proposal has left the organization frustrated and exhausted. After nearly a decade of spending time, energy and resources trying to achieve a government MPA designation for the Browning Pass/Hunt Rock MPA proposal, MLSS has basically exhausted itself. Consequently, MLSS has downsized as an organization and appears to have become somewhat disenchanted with government's current approach to MPA development. This situation has diminished MLSS's commitment to government/non-government collaborative MPA planning as it pertains to the Browning Pass/Hunt Rock MPA proposal.

CHAPTER 5: MANAGEMENT IMPLICATIONS-RECOMMENDATIONS

5.1 General Implications for MPA Development

The development of healthy collaborative working relationships between government agencies and more community-based non-government groups is widely recognized as a crucial factor in the feasibility and quality of coastal MPA development (Kelleher 1999). Subsequently, the obstacles and challenges to collaboration identified in this research project are believed to have some significant implications to government/ non-government collaborative MPA development on Canada's Pacific Coast. This section looks at the general implications of the key collaboration issues identified in the case studies as they pertain to both government agencies with MPA programs and the non-government proponents of MPA initiatives.

5.1.1 Implications for Government Agencies With MPA Programs

The findings of this research project revealed that government agencies with MPA programs still have to address a number of key obstacles and challenges if they want to encourage collaborative planning with the key proponents of non-government MPA initiatives. More generally, the case study findings suggest that government agencies are currently unable to provide the necessary conditions and incentives to facilitate the development of strong government/non-government collaborative MPA planning relationships. As such, the development of these collaborative MPA planning relationships on Canada's Pacific Coast is expected to be quite challenging and limited unless government agencies can address some of the key collaborative planning issues identified through this research project. If the key collaborative planning issues identified in this research project are not appropriately addressed by both the federal and provincial governments, it is expected that MPA development along Canada's Pacific Coast will not capture many of the benefits that can be derived from collaborative planning. Based upon international experience in the field of MPA development (Kelleher 1999), this situation would have a negative impact on both the feasibility and quality of MPA development along Canada's Pacific Coast.

Implications of Cross-case Conditions Affecting Collaborative MPA Planning

The cross-case findings from this research project have some particular implications for government agencies that are interested in collaborative MPA development along Canada's Pacific Coast. For instance, government agencies will need to address some of the key government/non-government collaboration issues like resource capacity, interim collaborative MPA development activities, limited MPA program implementation, lack of collaborative MPA planning infrastructure, bureaucratic MPA planning style, agency trustworthiness, and agency organizational challenges if they want to effectively develop MPAs. If government agencies are to address these collaborative MPA planning obstacles and

challenges, they will need to attain stronger senior government support, much higher resource allocations, greater regional control, and more agency flexibility to new ways of working with MPA stakeholders. However, if government agencies are unable, or unwilling, to address the collaborative MPA planning challenges identified in this research project, they run the risk of losing the trust of coastal stakeholders, creating more stakeholder conflict over MPA development, losing the support and respect of non-government MPA proponents, discouraging the development of community-based MPA proposals, losing the stakeholder support for government MPA programs, burning out non-government MPA champions, and missing the windows of opportunity for collaborative MPA development.

One of the most prominent findings from the project suggested that senior levels of government have a very large influence on the general ability of government agencies with MPA programs to address some of the key collaboration obstacles and challenges identified in this research project. For example, government agencies wanting to develop and advance collaborative MPA planning on Canada's Pacific Coast require the directional approval and resource support from senior levels of government. In this regard, government/non-government collaborative planning and the subsequent feasibility and quality of MPA development along Canada's Pacific Coast is largely dependent upon the decisions of senior government officials. As such, if government agencies want to develop and advance collaborative MPA planning on Canada's Pacific Coast they will need significantly more commitment and support from senior levels of government.

This task will be challenging because senior federal and provincial government decision-makers currently encounter some strong disincentives when it comes to supporting collaborative MPA planning on Canada's Pacific Coast. In this regard, government agencies will have to try to convince senior government decision-makers that the benefits of collaborative MPA planning will outweigh the costs like the substantial up-front investment of resources, the added government responsibilities, and the political risk of dealing with coastal resource management issues.

Implications of Case-specific Conditions Affecting Collaborative MPA Planning

The findings from this research project also indicated that case-specific MPA planning characteristics can have a significant affect on the development of government/non-government collaborative MPA planning relationships. As such, government agencies with MPA programs will need to take into account such particular considerations as the collaboration capacity of non-government MPA proponents, the level of stakeholder and public support for MPA development, the location of the MPA planning area, the coastal community context, the historical working relationship with the non-government MPA proponent, the history of related non-government MPA initiatives, and the current relationship between government/non-government organizational representatives. If government agencies fail to consider

these more case-specific government/non-government collaboration factors, it will be more difficult for them to develop the appropriate forms of collaborative MPA planning needed to address the case-specific planning contexts. Considering the success of MPA development often relies on establishing the appropriate level and form of collaboration as it relates to a specific planning context (Kelleher 1999), government agencies will have to pay more attention to these notable case-specific planning characteristics if they want to move forward with collaborative MPA development along Canada's Pacific Coast.

5.1.2 Implications for the Proponents of Non-government MPA Initiatives

The findings of this research project indicate that the conditions and incentives for government/non-government collaboration are currently inappropriate for the facilitation of strong collaborative MPA planning relationships along Canada's Pacific Coast. While non-government MPA proponents have limited power to address many of the major collaboration issues identified in this research project, they can still make some important contributions towards improving the conditions and incentives for government/non-government collaboration. The research findings suggest some common and case-specific collaborative planning issues that non-government MPA proponents may attempt to address. However, non-government MPA proponents should only attempt to address these collaborative planning issues after having considered the basic, costs, benefits, and risks of doing so.

Implications of Cross-case Conditions Affecting Collaborative MPA Planning

The cross-case findings indicate that non-government MPA proponents can help to improve the conditions for government/non-government collaborative MPA planning by addressing a few common collaboration issues such as differences in working style, lack of trust, and resource/collaboration capacity. If non-government MPA proponents want to address these collaboration issues they will need to become more amenable to process-based government MPA planning approaches, more willing to build trust through interim MPA planning activities, and more resourceful to invest in government/non-government collaborative MPA planning. If non-government MPA proponents are unable or unwilling to address these collaboration challenges, the conditions and incentives for development of strong government/non-government collaborative MPA planning relationships will not be as favourable.

Implications of Case-specific Conditions Affecting Collaborative MPA Planning

The research findings suggest that non-government MPA proponents will need to seriously take into account case-specific MPA planning characteristics so that they can better determine to what degree they should invest government/non-government collaborative MPA planning relationships. For example, the key proponents of non-government MPA initiatives should give particular attention to case-specific planning considerations such as: the capacity to collaborate, the particular focus of government MPA

development attention, the level of stakeholder support for a specific MPA initiative, the particular MPA planning challenges associated with a specific location, and the historical relationship between government agencies and themselves. If non-government MPA proponents fail to consider these more case-specific collaboration factors, it will be more difficult for them to determine how, when, and to what degree they should invest into government/ non-government collaborative MPA planning relationships to best serve their interests.

The research findings also suggest that some changes in case-specific MPA planning conditions can alter a non-government MPA proponent's investment into government/non-government collaborative MPA planning relationships. A change in key case-specific MPA planning conditions could quickly create positive or negative conditions/incentives for government/non-government collaborative MPA planning. As such, the key proponents of non-government MPA initiatives need to be flexible, adaptable, and opportunistic with their MPA development strategies if they want to be efficient and effective with their time, energy and resources.

If the key proponents of non-government MPA initiatives want to have adaptable MPA strategies, they will have to periodically evaluate what degree and form of government/ non-government collaborative MPA planning is best suited to the contextual MPA planning conditions. This would require non-government MPA proponents to monitor any changes in case-specific planning conditions to periodically reevaluate the costs and benefits of investing into collaborative planning. Consequently, the key proponents of non-government MPA initiatives should consider the development of "living" MPA development strategies that can adapt to key changes in case-specific MPA planning conditions. At risk is the efficiency and effectiveness of non-government MPA development strategies.

5.2 General Recommendations

This section presents some general recommendations as to how government/non-government collaborative MPA planning along Canada's Pacific Coast could be improved. The recommendations are based upon the key findings and ideas drawn from the literature review, the case studies, and the management implications' chapters of this research project. The recommendations are intended to offer some possible solutions for both government agencies with MPA programs and the non-government proponents of MPA initiatives to overcome some of the most obvious government/non-government collaborative MPA planning challenges.

5.2.1 Recommendations for Government Agencies With MPA Programs

In general, government agencies with MPA programs need to provide better conditions and incentives for government/non-government collaborative MPA planning to be improved on Canada's Pacific Coast. The following recommendations highlight some of the most pertinent actions that should be considered if government agencies want to encourage government/non-government collaborative MPA planning relationships.

(1) ***Government agencies should continue to seek out senior government commitment and resource support for MPA planning activities.*** Government agencies need to convince the senior levels of government that the costs of supporting collaborative MPA development are worth it. Government agencies should ask for an appropriate level of resources to begin collaborative MPA planning initiatives. Resources should be allocated in such a way that the management regions have an appropriate and assured amount of funding for identified collaborative MPA planning projects, know how their dedicated MPA planning resources will be delivered, and have more control over the use of dedicated resources. Considering the development of collaborative MPA planning relationships often requires a substantial up-front investment of time, money, and human resources, this recommendation is one of the most important for improving the conditions and incentives for government/non-government collaborative MPA planning on Canada's Pacific Coast.

(2) ***Government agencies should continue to develop and clarify their long and short-term MPA development strategies.*** The inter-governmental steering committee charged with overseeing the development of the MPA strategy for Canada's Pacific Coast should clarify their MPA development vision and strategy. This clarification should focus on an inter-governmental MPA development strategy that government agencies are actually willing and able to carry out. It should identify some key MPA planning roles, areas, processes, projects, and timelines. This effort could help government agencies to clarify great deal of the uncertainty surrounding their MPA development strategies and action plans. Considering that effective collaborative planning relationships require participating parties to share a clear vision and strategy for their collective actions, government agencies need to clarify their MPA development strategy in order to improve the conditions for government/ non-government collaborative MPA planning.

(3) ***Government agencies should take action towards establishing some strong examples of successful MPA development along Canada's Pacific Coast.*** Achieving a shared marine conservation and protection vision requires significant action from all of the collaborating stakeholders. In this regard, government agencies need to take some action towards the

development of some successful examples of MPAs in order to improve the incentives for non-government MPA proponents to participate in collaborative MPA development. Government agencies should first start with small collaborative MPA planning projects and work their way up to larger and more complex planning projects as experience is gained. This approach could demonstrate the commitment of government agencies to collaborative MPA planning while also highlighting the benefits and implications of MPA development. This more proactive approach will require strong leadership and MPA champions from government agencies with MPA programs.

(4) ***Government agencies should establish intergovernmental processes that can immediately acknowledge and address non-government MPA proposals.*** The inter-governmental steering committee charged with overseeing the development of the coastal MPA strategy should investigate the establishment of a non-government MPA proposal registry. The registry could offer some form of coordination and linkage between non-government MPA proposals/initiatives and government MPA programs. More specifically, it could encourage some continuity amongst non-government MPA proposals and also the development of government/non-government collaborative planning relationships. Once a proposal has met the requirements for registration, government agencies could provide some degree of ongoing government/non-government collaboration until the MPA proposal could be formally assessed by an integrated planning process. This action would present an opportunity for government agencies to develop foundational government/non-government collaborative planning relationships with the key non-government MPA proponents, promote stakeholder marine stewardship activities, work with the non-government MPA proponents on interim marine conservation measures, and make the future assessment of non-government MPA proposals easier.

(5) ***Government agencies should develop a selection of interim marine conservation planning measures that can contribute to the development of government/non-government collaborative MPA planning relationships.*** These interim collaborative marine planning activities should be tailored to the case-specific planning conditions and could involve such MPA related planning activities as marine inventory collection, marine planning workshops, marine conservation outreach, community-based marine stewardship initiatives, and possibly some interim marine protection measures. Considering many government MPA development processes are expected to take quite some time to develop and implement, this recommendation is an important foundational element in the development of future government/non-government MPA planning relationships.

(6) ***Government agencies should strongly consider case-specific collaborative MPA planning conditions before deciding upon when, where and to what degree to invest into government/non-government collaborative MPA planning relationships.*** Government agencies should recognize the costs, benefits, and risks associated with differing collaborative MPA planning conditions. This would assist government agencies in determining the appropriate level of government/non-government collaboration that should be sought for a particular non-government MPA initiative.

(7) ***Government agencies should investigate institutional and organizational changes that might be needed to make collaborative MPA planning more sensitive to regional and site-specific planning conditions.*** Government agencies should consider organizational or institutional changes that might give regional offices more control over the development of collaborative MPA planning initiatives. This could involve the restructuring of government agencies to dedicate more attention and resources to marine conservation programs, the delegation of more decision-making authority to regions, and the creation of more regional staff positions in the field of oceans conservation. These actions could help the regional staff of government agencies to be more capable, flexible, sensitive, and ultimately effective in developing government/non-government collaborative MPA planning relationships.

(8) ***Government agencies should be understanding and accommodating of the more results-based MPA planning approaches desired by non-government MPA proponents.*** Government agencies need to ensure that collaborative MPA planning efforts with non-government MPA proponents promise and deliver some actual marine conservation, protection, and/or stewardship results within a reasonable time frame. This demonstration of action and commitment towards producing marine conservation results is essential if government agencies want to develop effective collaborative MPA planning relationships with the key proponents of non-government MPA initiatives.

(9) ***Government agencies should recognize the windows of opportunity that exist for the development of beneficial government/non-government collaborative MPA relationships.*** Government agencies should understand that non-government MPA initiatives have the potential to offer a variety of benefits for marine planning which, if not captured at the appropriate time, can be lost. As such, government agencies with MPA programs should try to realize more of the benefits of non-government MPA initiatives when the opportunities exist. Subsequently, government agencies should not restrict government/non-government collaborative marine planning efforts just to formal government MPA development processes. Instead, government

agencies should try to develop some form of government/non-government collaboration with the key proponents of non-government MPA planning initiatives whenever the opportunity presents itself and is feasible.

5.2.2 Recommendations for Proponents of Non-government MPA Initiatives

While the key proponents of non-government MPA initiatives have limited ability to address many of the major collaboration issues identified in this project, they can still take some important actions to help improve the conditions and incentives needed to develop government/non-government collaborative MPA planning on Canada's Pacific Coast. The following recommendations highlight some of the most pertinent actions that should be considered by key non-government MPA proponents if they want to encourage government/non-government collaborative MPA planning relationships.

(1) ***Non-government MPA proponents should continue to seek outside funding opportunities to support their MPA planning initiatives and collaboration efforts.*** Non-government MPA proponents need to acquire sufficient resources to partake in government/non-government collaborative MPA planning efforts over time. Considering that government/ non-government collaborative MPA planning efforts can take some considerable time to develop and work through, the key proponents of non-government MPA initiatives may have to investigate additional funding opportunities, project alliances, and collaboration approaches.

(2) ***Non-government MPA proponents should continue to move forward with their non-government MPA initiatives.*** The development of strong and well-supported non-government MPA initiatives can provide government agencies with more incentive to enter into collaborative government/non-government MPA planning relationships. By using a well-organized and supported MPA proposal to attract the attention of government agencies, non-government MPA proponents can pressure government agencies and senior government decision-makers to move forward with collaborative MPA development on Canada's Pacific Coast.

(3) ***Non-government MPA proponents should develop healthy working relationships with government agencies.*** Non-government MPA proponents will need to be sensitive to the development of government/non-government MPA planning relationships while trying to move forward with their own MPA planning initiatives. In this regard, non-government MPA proponents will have to determine the appropriate balance of government agency involvement and exclusion in the development of their non-government MPA proposals. This balance must take into account that collaborative planning relationships require acts of cooperation and coordination that are built upon the principles of trust, mutual respect, integrity, and the search

for shared benefits. As such, non-government MPA proponents will have to facilitate the development of these relationship characteristics if they are interested in developing healthy government/non-government collaborative MPA planning relationships.

(4) ***Non-government MPA proponents should seek to undertake some MPA related planning activities with government agencies in the interim.*** Until government MPA planning processes are implemented on Canada's Pacific Coast, the key proponents of non-government MPA initiatives should try to establish some interim collaborative planning activities with government agencies. These interim collaborative planning activities could involve marine planning meetings, marine inventory collection, MPA planning workshops, marine conservation outreach, community-based marine stewardship initiatives, and interim marine protection measures. These collaborative marine planning activities can offer some important opportunities for building trust, understanding, and individual relationships needed for healthy government/non-government MPA planning relationships.

(5) ***Non-government MPA proponents should exhibit some understanding and openness to the more process-based MPA planning approaches used by government agencies.*** The key proponents of non-government MPA initiatives should be sensitive to the current resource limitations, planning infrastructure needs, and procedural obligations faced by government agencies. Non-government organizations should demonstrate this sensitivity by maintaining and encouraging MPA planning cooperation and coordination between themselves and government agencies while they continue with their non-government MPA development initiatives. In this way, non-government MPA proponents could still nurture the important working relationships needed for government/non-government collaborative MPA planning while government agencies slowly move forward with their more process-based approach to MPA development.

(6) ***Non-government MPA proponents should consider case-specific collaborative MPA planning conditions before deciding upon when, where and to what degree to invest into government/ non-government collaborative MPA planning relationships.*** Government/non-government collaborative MPA planning may not be appropriate or desirable in some circumstances depending on the case-specific government/non-government collaborative MPA planning context. Subsequently, non-government MPA proponents should periodically assess both the real and perceived collaboration costs, challenges, and risks before investing into collaborative MPA planning with government agencies.

(7) ***Non-government MPA proponents should develop healthy working relationships with government agencies so that they can be ready for windows of opportunity in government/non-government collaborative MPA development.*** Non-government MPA proponents should position themselves so that they are able to quickly capitalize on windows of opportunity that can arise in the field of collaborative government/non-government MPA planning. As such, they should develop quality MPA proposals and healthy working relationships with government agencies if they expect to practice some form of government/non-government collaborative MPA planning in the future. In this way, non-government organizations could make themselves more capable of capturing certain windows of government /non-government collaborative MPA planning opportunity that can result from changing planning conditions and incentives.

CHAPTER 6: CONCLUSIONS

The purpose of this research project was to explore ways of improving the state of government/non-government collaborative MPA planning on Canada's Pacific so as to increase the feasibility and quality of future MPA development. This research project looked at three non-government MPA initiatives along Canada's Pacific Coast to examine the state of collaboration between key non-government MPA proponents and related government agencies with MPA programs. Using converging lines of evidence, this project identified some positive and negative conditions for government/non-government collaborative MPA planning. This research project also developed recommendations to provide both government agencies and non-government groups with some insight into the types of conditions and actions that are needed to improve government/non-government collaborative MPA planning relationships on Canada's Pacific Coast.

6.1 General Conclusions

This research project determined that the current state of government/non-government collaborative MPA planning on Canada's Pacific Coast is quite limited in its application. Even though government agencies with MPA programs have pledged to establish MPAs by working and collaborating with marine stakeholders, there has been very little collaboration between the key proponents of non-government MPA initiatives and government agencies with MPA programs. Currently, most non-government MPA initiatives have little if any opportunity to integrate with government MPA programs. To date, there is no accepted intergovernmental protocol for coordinating and linking non-government MPA initiatives/proposals with government MPA programs. Overall, this situation has left many key proponents of non-government MPA initiatives frustrated and in some cases disenchanted with trying to integrate with government programs. International experience from around the world has shown that government/ non-government collaborative MPA planning can be an important factor in the quality and feasibility of coastal MPA development. Therefore, this issue should be addressed if government agencies want to move forward with MPA development. However, this research project identified a number of government/non-government collaborative MPA planning challenges, obstacles, and factors that need to be addressed, or should at least be considered, if government/non-government collaborative MPA planning relationships are to be advanced along Canada's Pacific Coast.

The research findings revealed that government agencies are currently facing a number of challenges when it comes to developing government/non-government collaborative MPA planning relationships on Canada's Pacific Coast. Their key collaboration challenges appear to revolve around issues like resource capacity, interim collaborative MPA development activities, limited MPA program implementation, lack

of collaborative MPA planning infrastructure, bureaucratic MPA planning style, agency organizational challenges, and agency public image. To address many of these issues, this study determined that government agencies will need to attain much stronger senior government support, more internal champions for MPAs, greater regional MPA planning control, and more agency flexibility to new ways of working in various MPA planning contexts. Until government agencies with MPA programs are able to address many of these collaborative MPA planning issues, they will likely be unable to provide the necessary conditions and incentives to facilitate the development of strong government/non-government collaborative MPA planning relationships.

The research findings also discovered that the key proponents of non-government MPA initiatives face some of their own challenges pertaining to the development of government/non-government collaborative MPA planning relationships on Canada's Pacific Coast. In general, their collaboration challenges revolve around issues of resource/collaboration capacity, flexibility to government ways of working, and willingness to trust government agencies. To address these issues, key non-government MPA proponents will need to become more resourceful, understanding and cooperative with government agencies, and willing to invest into the building of interim collaborative MPA planning activities. While these actions may not address the most critical collaboration challenges and obstacles, it can still help to improve the basic conditions and incentives for the development of strong government/non-government collaborative MPA planning relationships. In this way, the key MPA proponents of non-government MPA initiatives also have an important role to play in the development government/non-government collaborative MPA planning on Canada's Pacific Coast.

Case-specific MPA planning characteristics were also found to have a significant affect on the development of government/non-government collaborative MPA planning relationships. In this regard, both government agencies and non-government MPA proponents need to consider case-specific planning conditions in order to decide what form of collaborative MPA planning, if any, would be most appropriate for a particular MPA planning context. Some of the more important contextual planning conditions that should be considered in the development of government/non-government collaborative MPA planning relationships include the state of MPA development interests, the collaboration capacity of stakeholders, the location of the MPA planning area, the coastal community context, the MPA planning history, the historical working relationship, and the compatibility of individual organizational representatives. By considering these case-specific collaboration factors both government agencies and non-government MPA proponents can better determine how, when, and to what degree they should invest into collaborative MPA planning relationships.

The research findings also revealed the existence of some positive conditions for the development of government/non-government collaborative MPA planning relationships on Canada's Pacific Coast. The research findings indicate that government agencies with MPA programs and the key proponents of non-government MPA initiatives generally have an overlapping vision for MPA development. Moreover, the findings also suggest that these same parties agree that government/non-government collaborative MPA planning is of high importance and can potentially offer a high degree of benefit. With this strong belief in the merits of collaborative planning, it appears that there is great potential for the development of government/non-government collaborative MPA planning relationships on Canada's Pacific Coast.

This project put forth a number of recommendations for improving the current conditions and incentives for government/ non-government collaborative MPA planning along Canada's Pacific Coast. Of the sixteen recommendations that were suggested, five of them are of primary importance for advancing government/non-government collaborative MPA planning. Firstly, senior levels of government need to give government agencies sufficient resources to develop and implement MPA programs. A significant increase in resources is currently needed by government agencies with MPA programs if they are to have the ability to collaboratively develop new MPAs. Secondly, government agencies with MPA programs have to demonstrate their commitment and capability of establishing new MPAs. The establishment of some examples of new and successful MPAs on Canada's Pacific Coast could give non-government MPA proponents more incentive to collaborate with government agencies. Thirdly, non-government organizations need to continue to advance and strengthen their non-government MPA initiatives if they have the capacity to do so. Non-government organizations can prompt government agencies to develop more of a collaborative interest in their non-government MPA initiative by increasing its profile, stakeholder support, and proposal strength. Fourthly, both government agencies and non-government MPA proponents should investigate some interim marine planning activities and marine conservation measures. Besides helping to encourage stakeholder-based marine stewardship and coastal marine conservation, this action could also help to build the individual and organizational relationships upon which future government/non-government collaborative MPA planning relationships can be built. Lastly, both government agencies and non-government organizations should consider specific contextual MPA planning conditions before determining the most appropriate level and form of government/non-government collaboration. By taking into account the case-specific MPA planning conditions, government and non-government groups are more equipped to determine the most appropriate collaborative MPA planning approach for their interests.

How some of the recommendations from this research project are addressed will likely determine the future success of MPA development on Canada's Pacific Coast. According to the World Commission on Protected Areas for the IUCN, successful MPA development often relies on finding the most appropriate

mix of bottom-up (community/ non-government driven) and top-down (government driven) planning approaches for a specific planning context (Kelleher 1999). As such, it is expected that government/non-government collaborative MPA planning will only be successful on Canada's Pacific Coast if both government and non-government MPA proponents are willing to take collective action to achieve their overlapping MPA development visions and objectives. If government and non-government MPA proponents can address some of the primary collaborative MPA planning challenges and obstacles identified in this paper, they should be able to improve the incentives and conditions that can encourage strong government/non-government collaborative MPA planning relationships. Such an improvement in the state of government/non-government collaborative MPA planning would likely improve the feasibility and quality of MPA development along Canada's Pacific Coast.

6.2 Future Research

At the time of this research project (1999-2002), none of the non-government MPA initiatives studied in this project had been integrated into government MPA programs. However, changing contextual planning conditions and early forms of government/non-government collaborative MPA planning relationships appear to be occurring in both the Orca Pass and Trincomali Channel case studies. Consequently, the findings from this research project could be enhanced by some follow-up studies. Such studies could investigate how the government/non-government working relationships in the case studies played out over time and what were the most influential factors contributing to their respective levels of collaborative MPA planning.

In addition, future research could develop a more extensive list of collaborative planning evaluation criteria that could assist marine stakeholders in their assessment and development of their own collaborative MPA planning relationships. This research project's evaluative collaboration criteria, along with its references on collaborative planning, cooperative planning, and partnership development, provide a good starting point for such research.

Some other suggestions for future research that could complement this project include:

- Investigating how effective the creation of voluntary MPAs could be in fostering government/non-government collaborative planning relationships as an interim MPA development measure;

- Exploring the potential benefits derived from non-government MPA planning initiatives like the Orca Pass International Stewardship Area;

- Exploring the importance of non-government inter-organizational partnerships in the field of MPA development;

- Developing an intergovernmental framework for linking non-government MPA initiatives to government MPA planning and marine conservation interests: a study of interim MPA planning measures;

- Investigating the collaborative MPA planning lessons learned from two of DFO's MPA pilot sites: Race Rocks and Gabriola Pass;

- Investigating the current state of ICZM on Canada's Pacific Coast and how it presently relates to MPA development; and

- Investigating the role and integration of First Nations in government and non-government MPA development initiatives.

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APPENDIX 1: Simon Fraser University's Ethical Approval of Research

SIMON FRASER UNIVERSITY

OFFICE OF VICE-PRESIDENT, RESEARCH

BURNABY, BRITISH COLUMBIA
CANADA V5A 1S6
Telephone: (604) 291-4370
FAX: (604) 291-4860

July 20, 2000

Mr. Jeff Juthans
Graduate Student
Resource & Environmental Management
Simon Fraser University

Dear Mr. Juthans:

Re: An Investigation of the Relationship Between Non-Government Marine Protected Area Initiatives and Government Marine Protected Area Programs on Canada's Pacific Coast
Fisheries & Oceans Canada

I am pleased to inform you that the above referenced Request for Ethical Approval of Research has been approved on behalf of the University Research Ethics Review Committee. This approval is in effect for twenty-four months from the above date. Any changes in the procedures affecting interaction with human subjects should be reported to the University Research Ethics Review Committee. Significant changes will require the submission of a revised Request for Ethical Approval of Research. This approval is in effect only while you are a registered SFU student.

Best wishes for success in this research.

Sincerely,

Dr. James, R.P. Ogloff, Chair
University Research Ethics Review Committee

c: W. Haider, Supervisor

/bjr

APPENDIX 2: Background Interview Questions

For Key Non-government MPA Proponents From Case Examples

- How did this non-government MPA initiative begin?
- What are some of the reasons for the non-government MPA initiative?
- What are the objectives of the initiative?
- Who are the key proponents of the initiative?
- What is the area covered by the initiative?
- What were the criteria used to select the area?
- What resource information has been collected on the area?
- How was information collected?
- What MPA development tasks have been undertaken by the initiative?
- What is the developmental state of the MPA initiative?
- What needs to be done to achieve the objectives of the initiative?

For Key Government Agencies Related to Case Examples

- What is the latest information you have on the development of your MPA programs?
- Does your agency have interests in the areas covered by the forementioned non-government MPA initiatives ?
- If so, what are those interests? How and when did they develop?
- What criteria was used to make the area one interest?
- What type of background information does the agency have related to the case example areas?
- How was the information collected?
- What are some of your agency's MPA objectives relating to this area?
- What needs to be done to achieve those objectives?

For Key Intergovernmental Working Group Representative

- How did Marine Protected Areas Strategy (MPAS) come into being?
- Will the final draft of the MPAS provide any direction or protocol for improving the coordination between non-government marine protected area (MPA) proposals and government MPA programs
- What is happening with the development of the MPAS right now?
- What is the expected completion date for the final draft of the MPAS?
- Do you have any information on the case examples involved in this research project?
- What are some of the major obstacles to coordinating and planning an MPA network for the Pacific Coast of Canada?

APPENDIX 3: Interview Questions Based Upon Evaluative Criteria

(For Government Agencies With MPA Programs)

1. To what degree is there an overlapping purpose and interest between (the government agency's) interests in the Southern Gulf Islands and the non-government MPA initiative?

no overlap ☐ *low overlap* ☐ *moderate overlap* ☐ *high overlap* ☐ *very high overlap* ☐

Qualifying comments: (How are the goals and objectives congruent?)

2. To what degree would both parties benefit from collaborative MPA planning and management?

no benefit ☐ *low benefit* ☐ *moderate benefit* ☐ *high benefit* ☐ *very high benefit* ☐

Qualifying comments: (What would be some of the benefits and opportunities? Would one party stand to benefit more than another?)

3. To what degree is (the government agency) willing to bare the additional costs and risks that might be incurred when collaborating with the non-government MPA initiative?

no willingness ☐ *low willingness* ☐ *moderate willingness* ☐ *high willingness* ☐ *very high willingness* ☐

Qualifying comments: (What would be some of the costs and risks?)

4. To what degree does (the government agency) trust the main proponents of the non-government MPA initiative to collaborate in good faith?

no trust ☐ *low trust* ☐ *moderate trust* ☐ *high trust* ☐ *very high trust* ☐

Qualifying comments: (Why or why not is there trust?)

5. To what degree has there been a sharing of resources (information, expertise, equipment, services, money etc.) between (the government agency) and the non-government MPA initiative?

no sharing ☐ *low sharing* ☐ *moderate sharing* ☐ *high sharing* ☐ *very high sharing* ☐

Qualifying comments: (What information sharing has occurred?)

6. To what degree has there been a coordination of MPA planning activities (consultations, public outreach, MPA site and zoning criteria, data collection, MPA stewardship activities etc.) between (the government agency) and the non-government MPA initiative?

no coordination ☐ *low coordination* ☐ *moderate coordination* ☐ *high coordination* ☐ *very high coordination* ☐

Qualifying comments: (What activities have been cooperatively carried out to date?)
(Is it different with other MPA initiatives?)

7. To what degree are (the government agency's) ways of working compatible with those of the non-government MPA initiative?

no compatibility ☐ *low compatibility* ☐ *moderate compatibility* ☐ *high compatibility* ☐ *very high compatibility* ☐

Qualifying comments: (What would be some of the challenges and obstacles of working with non-government groups? Would you expect differences in styles of decsion-making, communication, information/data management, media relations and planning approaches? Is one group more results based or process based?)

8. How would you describe (the government agency's) communications with the main proponents of the non-government MPA initiative?

very poor ☐ *poor* ☐ *ok* ☐ *good* ☐ *very good* ☐

Qualifying comments: (Are the communications frequent and timely? Are your communications any different with other non-government MPA proponents?)

9. How would you describe (the government agency's) practice of respecting and understanding the values and practices of the non-government MPA initiative?

very poor ☐ *poor* ☐ *ok* ☐ *good* ☐ *very good* ☐

Qualifying comments: (Are there any practices or values that are hard to respect or understand?)

10. How would you describe the non-government MPA initiative's practice of respecting and understanding the values and practices (the government agency) ?

very poor ☐ *poor* ☐ *ok* ☐ *good* ☐ *very good* ☐

Qualifying comments: (Are there any practices or values that are hard to respect or understand?)

11. How would you describe the quality of the relationship between (the government agency) and the main proponents of the non-government MPA initiative?

very poor ☐ *poor* ☐ *ok* ☐ *good* ☐ *very good* ☐

Qualifying comments: (What are the strengths, weaknesses and obstacles of the current relationship? What degree of cooperation and collaboration has occurred?)

12. To what degree does (the government agency) think that collaboration and partnering with the main proponents of the non-government MPA initiative is important?

Not important ☐ *low importance* ☐ *moderate importance* ☐ *high importance* ☐ *very high importance* ☐

*The following questions pertain to your agency's general practice on Canada's Pacific Coast and not to any one particular relationship with a non-government MPA initiative

13. How would you describe (the government agency's) long term commitment and investment into collaborative planning (shared decision-making, consensus seeking and dispute resolution) with non-government MPA initiatives (ones with overlapping interests with your agency)?

very poor ☐ *poor* ☐ *ok* ☐ *good* ☐ *very good* ☐

Qualifying comments: (What has been the direction from senior management?)

14. How would you describe (the government agency's) capacity to practice collaborative planning with non-government MPA initiatives?

very poor ☐ *poor* ☐ *ok* ☐ *good* ☐ *very good* ☐

Qualifying comments: (Are the agency's resources, support systems, training, staff, and management frameworks appropriate for the practice of collaborative planning to develop partnerships?)

15. How would you describe (the government agency's) leadership of senior management in supporting program level decisions associated with collaborative planning?

very poor ☐ *poor* ☐ *ok* ☐ *good* ☐ *very good* ☐

Qualifying comments: (Is there the promotion of a learning culture and the flexibility in program delivery? How does the agency's organizational structure relate to program level support?)

16. What does (the government agency) believe is needed to encourage more collaborative planning and partnering between its MPA program and non-government MPA initiatives?

APPENDIX 4: Interview Response Table for Closed Questions

Evaluation Criteria	Case Study (2000/2001)	
	Non-government Responses	*Government Responses*
	Non-government Organization	**Government Agency**
(1) Overlapping Purpose and Interests	Response	Response
(2) Potential Benefit of Collaboration	Response	Response
(3) Your Group's Willingness to Bare Costs/Risks	Response	Response
(4) Trust	Response	Response
(5) Sharing of Planning Resources	Response	Response
(6) Coordination of Planning	Response	Response
(7) Compatibility in Ways of Working	Response	Response
(8) Communications	Response	Response
(9) Your Group's Respect & Understanding	Response	Response
(10) Their Respect and Understanding	Response	Response
(11) Quality of Relationship	Response	Response
(12) Importance of Collaboration to Your Group	Response	Response
(13) Your Group's Commitment to Collaboration	Response	Response
(14) Your Group's Capacity to Collaborate	Response	Response
(15) Your Group's Leadership in Collaboration	Response	Response

LEGEND: *Two Types of Response Scales Used*				
1) very low-	*-low-*	*-moderate-*	*-high-*	*-very high*
2) very poor-	*-poor-*	*-ok-*	*-good-*	*-very good*
N/A: Could Not or Would Not Answer				