

# Coastal and Ocean Management Strategy and Policy Framework







## Minister's Message

The goal of our new provincial Coastal and Ocean Management Strategy and Policy Framework is to provide long-term strategic direction on sustainable use of coastal and ocean resources in Newfoundland and Labrador. Due to our historical attachment to the fishing industry, and responsibilities related to emerging aquaculture investment, my department is honoured to have the responsibility of leading the development of this Strategy.

In July 2010, my department, in partnership with the Department of Environment and Conservation, released a discussion paper which sought feedback from the public on our approach to coastal and ocean management. The comments we received helped shape this final document.

The coastal and ocean agenda is consistent with the historical priorities of this department. While we support aquaculture investment and emerging ocean use sectors, we are very cognizant of historical, cultural and social needs of the fishing industry. Given the economic diversification within the province, this Strategy will present a balanced recognition of all sectors.

Implementing a balanced approach is a challenge for all of us. We will proceed with this change together, fostering principles of collaboration, integrated management and sustainable development.

**Honourable Clyde Jackman**  
Minister of Fisheries and Aquaculture







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# Coastal and Ocean Management Strategy and Policy Framework for Newfoundland and Labrador

## INTRODUCTION

For hundreds of years, the people of Newfoundland and Labrador have relied on the resources from our waters. In fact, 90 percent of Newfoundland and Labrador's population resides in coastal areas. Newfoundland and Labrador also boasts the longest coastline in Atlantic Canada, at almost 29,000 km. The coastal environment of this province is intrinsically linked to our culture, heritage, history, recreational enjoyment, and economic prosperity. Living near well-managed coastal ecosystems plays an important role in the sustainability of our communities and towards an enhanced quality of life.

The provincial economy was largely based on the cod fishery but has now diversified to include the harvesting of many different species. Marine industries such as aquaculture, marine tourism, oil and gas, and ocean technology have also emerged as important contributors to the provincial economy. In 2005, marine resources contributed \$6.4 billion to the provincial gross domestic product (GDP). This increased use requires greater coordination of marine activities. Today it is recognized that human activities must be managed to ensure a balance between a healthy environment and a strong economy supported by informed societies.

## TOWARDS A COASTAL STRATEGY

In 2006, the Government of Newfoundland and Labrador made a commitment to increase the province's capacity for coastal and ocean policy development and coordination. Direction was given to develop a new approach to coastal and ocean management, led by the Department of Fisheries and Aquaculture in collaboration with other provincial departments. This included the development of a coastal and ocean management strategy and policy framework for Newfoundland and Labrador, as well as participation in federal integrated coastal and ocean management initiatives.

Nationally, *Canada's Oceans Act* (1996) and *Oceans Strategy* (2002) are the tools through which the Government of Canada sets regulatory and policy direction for modern ocean management. *Canada's Oceans Act* directs the Federal Government to work with Provincial and Territorial Governments, Aboriginal groups, and stakeholders through an integrated management approach in advancing coastal and ocean programs. The Department of Fisheries and Aquaculture will continue to collaborate with Fisheries and Oceans Canada, the lead federal department for ocean management in Canada, on various integrated coastal and ocean management processes for the province.

Recognizing that coastal areas play an important part in the well-being of the province, not only economically but also socially and culturally, the Government of Newfoundland and Labrador committed to increasing efforts to address challenges faced by the province. Addressing coastal and ocean issues is a shared responsibility and, as such, the Government of Newfoundland and Labrador committed to working with all levels of government, stakeholders, Aboriginal groups as appropriate, and the general public.

Consultations were conducted across the province in 2007 and 2008 to identify coastal and ocean issues most important to the people of the province. These key issues formed the basis of a discussion paper released in 2010, which sought public feedback on the provincial governments approach to coastal and ocean management.

## VISION

***Healthy and productive coastal areas and ocean resources contribute to a prosperous economy and to the well-being of present and future generations of Newfoundlanders and Labradorians.***

## PURPOSE

The Coastal and Ocean Management Strategy and Policy Framework (the Strategy) represents the Government of Newfoundland and Labrador's commitment to integrated coastal and ocean management in the province. It provides a long-term vision for planning and management, and conservation and sustainable use of the province's coastal and ocean areas and resources. The strategic direction outlines the actions needed to achieve overarching goals and address priority issues. It also



highlights two “tools” to be used to help advance coastal and ocean management activities (ocean technology and coastal management areas). The Strategy will provide an opportunity to strengthen existing initiatives while promoting the need for new collaborative efforts for setting priority action items.

Within this document is the policy framework, intended to guide the coordination of provincial coastal and ocean policy in relation to priority issues identified for the province, with increased collaboration between governments, stakeholders, and communities. This direction will allow for a more efficient and effective approach to coastal and ocean management in Newfoundland and Labrador. Policy development will focus on areas that are within the jurisdiction of the Provincial Government, while recognizing the need for increased collaboration with the Government of Canada on areas of federal responsibility. The direction outlined will not infringe upon or derogate from existing regulatory responsibilities.

## STRUCTURE

PART I – STRATEGIC DIRECTION	
Goals:	Objectives:
<b>1. A Coordinated Approach:</b> Provincial policies and programs are coordinated across government and provide clear strategic direction for integrated coastal and ocean management and planning.	<ul style="list-style-type: none"> <li>Facilitate effective coastal and ocean governance structures, processes, and enhanced relationships between governments and stakeholders.</li> <li>Enhance local involvement through promotion of regionally based integrated coastal and ocean management across the province.</li> </ul>
<b>2. Information and Research:</b> Collaborative initiatives advance research and information sharing in support of marine conservation and sustainable coastal and ocean resource use.	<ul style="list-style-type: none"> <li>Develop partnerships with academia, industry, communities, and other organizations to increase coastal and ocean information and research capacity.</li> </ul>
<b>3. Education and Awareness:</b> Newfoundlanders and Labradorians are aware and understand both the tangible and intangible value of the coastal and ocean environment and the issues impacting them.	<ul style="list-style-type: none"> <li>Promote public education, communication, and engagement initiatives to increase understanding and awareness of the coastal and ocean environment and impacts.</li> </ul>



## PART II – POLICY FRAMEWORK

Priority Issues:	Strategic Objectives:
<b>Healthy Marine Environments</b>	<ul style="list-style-type: none"> <li>Coastal ecosystems, particularly areas of significant ecological importance, are protected, maintained, and restored where possible.</li> <li>Coastal activities and development do not result in irreversible damage or harm coastal and ocean areas and resources.</li> <li>Coastal water quality allows for ecosystem functioning and sustainable human use.</li> </ul>
<b>Social, Cultural and Economic Sustainability</b>	<ul style="list-style-type: none"> <li>Social and cultural values associated with coastal and ocean areas are appreciated, conserved and maintained for future generations.</li> <li>Sustainable economic opportunities pertaining to coastal and ocean areas and resource use are supported.</li> </ul>
<b>Coastal Land Use</b>	<ul style="list-style-type: none"> <li>The impact of land use activities on the coastal and ocean environment is better addressed through comprehensive coastal land use initiatives.</li> </ul>
<b>Competing Needs and Interests</b>	<ul style="list-style-type: none"> <li>Conflicts pertaining to coastal and ocean areas and resource use are mitigated and avoided through enhanced consultation and communication efforts.</li> </ul>
<b>Coastal and Marine Infrastructure</b>	<ul style="list-style-type: none"> <li>Coastal and marine infrastructure needs are identified and addressed through collaborative efforts.</li> </ul>
<b>Climate Change</b>	<ul style="list-style-type: none"> <li>The effects of climate change on the coastal and ocean environment, including implications to livelihoods, coastal structures, and coastal activities, are better understood through enhanced research and awareness.</li> <li>Coastal communities and marine industries are more resilient to the impacts of climate change by recognizing vulnerabilities and strengthening the ability to adapt.</li> </ul>



## PRINCIPLES

The following principles will be applied to policy development, action planning, and decision-making when managing coastal and ocean activities and resources:

**Conservation** of coastal and marine ecosystems is essential to maintaining the province's natural resources for present and future generations. Healthy and productive coastal and ocean ecosystems are a building block for a sustainable provincial economy. The impacts of development and resource use on the entire ecosystem will be considered using the best available research and information.

**A precautionary approach** will be applied in the conservation and management of the province's coastal areas. A lack of scientific certainty should not delay taking cost-effective measures to prevent serious or irreversible damage to the coastal and ocean environment.

**Sustainable development** strives for a balance between social and cultural needs, economic opportunities, and environmental stewardship without compromising the ability of future generations to meet their own needs.

**Integrated management** engages all governments and stakeholders, which supports informed decision-making and good communication between users, thereby reducing conflicts while encouraging and supporting sustainable economic development.

**Adaptive management** is a systematic approach to learning from the Strategic Objectives of management actions, accommodating change, and improving management. Given the dynamic state of coastal and ocean environments, policies must be flexible and adaptable in order to deal with emerging issues, and new opportunities and information.



## PART I – STRATEGIC DIRECTION

### 1: A Coordinated Approach

**Goal:** Provincial policies and programs are coordinated across government and provide clear strategic direction for integrated coastal and ocean management and planning.

Coastal and ocean areas are protected and managed by all orders of government. Where jurisdictions overlap, governments must work together and collaborate with stakeholders, non-government organizations, Aboriginal groups as appropriate, and the public in developing policies and actions. It is important that decision-making related to coastal and ocean management is transparent, accountable, inclusive, and involves local representation. A number of provincial departments have existing legislative responsibilities that have implications within the coastal zone and offer programs and services to support coastal communities and promote a healthy marine environment and natural areas. It is important to understand and define how these powers are exercised and ensure application of the laws, rules, processes, and behaviours that guide the management and use of marine resources in the province.

To be proactive in addressing coastal and ocean issues, the Government of Newfoundland and Labrador must take a leadership role and engage in meaningful integrated coastal and ocean management structures and processes. Provincial departments currently participate on a number of established committees led by the Federal Government, however, continued engagement by all parties is often a challenge and needs to be addressed. Collaboration with federal departments will be required to advance many of the priority coastal and ocean issues identified for the province.

**Objective:** Facilitate effective coastal and ocean governance structures, processes, and enhanced relationships between governments and stakeholders.

#### **Actions:**

- Define coastal and ocean legislative roles and responsibilities of government departments and agencies to better clarify jurisdictional issues to the public and stakeholders.
- Build on current relationships with federal departments and agencies that have responsibilities in coastal and ocean areas, including new and existing coastal and ocean governance structures (Appendix A). The provincial Intergovernmental Affairs Secretariat will provide support as required to improve effective intergovernmental relationships.
- Ensure consistencies between coastal and ocean management initiatives where issues are cross-cutting and involve multiple government departments or agencies.
- Explore options for the establishment of a Memorandum of Understanding (MOU) on coastal and ocean management with the Government of Canada as a means to increase collaboration between the Provincial and Federal Governments.



**Objective:** Promote regionally based integrated coastal and ocean management across the province.

**Actions:**

- Encourage and facilitate local stakeholder participation and input into decision-making and policy development through integrated coastal and ocean management processes and structures, and Strategy implementation.
- Explore options for development of regionally based committees (e.g. coastal management areas), and build upon the mandates of existing structures.
- Support community-driven coastal and ocean initiatives that support policy development and aim to increase the knowledge, best practices, and public awareness of regional and local coastal and ocean issues.

## 2: Information and Research

**Goal:** Collaborative initiatives advance research and information sharing in support of marine conservation and sustainable coastal and ocean resource use.

To ensure better management and use of coastal and ocean areas and resources, decision-making must be based on the best available information. Improving our understanding of the coastal and ocean environment and the impacts of various activities will assist in addressing priority coastal and ocean issues.

**Objective:** Develop partnerships with academia, industry, communities, and other organizations to increase coastal and ocean information and research capacity.

**Actions:**

- Support collaborative initiatives to promote coastal and ocean data and information gathering to help ensure informed decision-making regarding management of the coastal and ocean environment.
- Identify sources of coastal and ocean information, knowledge gaps, and priority areas of research.
- Identify opportunities to gather and incorporate traditional and local knowledge when identifying information needs.
- Support linkages with projects ongoing under the provincial Ocean Technology Sector Strategy which support coastal and ocean management.

### 3: Education and Awareness

**Goal:** Newfoundlanders and Labradorians are aware and understand both the tangible and intangible value of the coastal and ocean environment and the issues impacting them.

Understanding coastal and ocean management and associated issues, and the environmental and economic implications of various activities and practices, is essential to ensuring sustainable use of our coastal and ocean environment. Education and awareness, therefore, should be integrated throughout the development of coastal and ocean policies.

Understanding the benefits the coastal and ocean environment provides to the province, including economic, social, cultural, ecological, traditional, aesthetic, historical, and recreational benefits will encourage people to appreciate and help conserve the province's coastal and ocean areas. It is also important to recognize the role of youth and engage future generations of marine users. Educating youth will help inspire active participation while raising awareness of the opportunities and benefits the coastal and ocean environment provides.

**Objective:** Promote public education, communication, and engagement initiatives to increase understanding and awareness of the coastal and ocean environment and impacts.

#### **Actions:**

- Work with partners to promote public communication and engagement initiatives to increase awareness of the impacts of various activities on coastal environments, and the need to utilize marine resources in a sustainable manner.
- Promote local initiatives and educational programs aimed at enhancing marine education and increasing youth involvement in coastal and ocean stewardship activities across the province.
- Promote the Strategy within and outside government and identify opportunities for collaboration with local groups, stakeholders, and other organizations during implementation.







## Part II - Policy Framework

To help achieve the vision, there are a number of issues that must be addressed through coordinated and focused policy development within the province. In an effort to identify the coastal and ocean issues most important to the province's regions, two issues scans were conducted across the province in 2007 and 2008 which made recommendations on key issues (Appendix B).

The purpose of this policy framework is to provide direction for developing policies and actions to address priority coastal and ocean issues while building on existing initiatives. The coastal and ocean issues identified as priorities are complex, broad in scope, and cross jurisdictions. They do not occur in isolation from one another and policy directions should be viewed as integrated areas of focus which will overlap. Actions taken to address these issues will need to consider multiple users and will require long-term commitment to produce results. The Provincial Government has been developing initiatives and policies in relation to these areas, however, there is a need for a more focused and coordinated approach. The approach provided in this document supports and encourages partnerships that can contribute to policy development and implementation.

***The direction provided in this policy framework is to be taken into account when making decisions about the management and use of the province's coastal and ocean areas and resources, consistent with existing legislative responsibilities of Provincial Government departments.***

## Healthy Marine Environments

### Context:

Coastal and ocean ecosystems play a vital role in maintaining the health and integrity of the province's coastline and have associated social, cultural, and economic value. They provide for important fish habitat, nature trails, archeological sites, etc., and are used by both the people of the province and visitors. It is important to ensure that coastal development and activities are ecologically sustainable. Provincial and federal policies are currently in place to ensure new development follows established guidelines and standards. Natural areas may also be set aside for the benefit, education, and enjoyment of the people of the province under the provincial *Wilderness and Ecological Reserves Act*.

Coastal water quality is critical to the protection of public health and other coastal resources. Water quality has a potential to be negatively affected by a number of on-land and at-sea human activities. In many developed areas, wastewater treatment and industrial discharge can have an impact on coastal environments. In the province, wastewater treatment is regulated under the *Water Resources Act* and the regulation of industrial effluent is the responsibility of both the Provincial and Federal Governments. The Provincial Government monitors pollutants and environmental effects from land-based facilities to ensure compliance with environment regulations and has responsibility regarding oil waste management, land-based spill response, and shoreline cleanup under the *Environmental Protection Act*.

**Strategic Objective:** Coastal ecosystems, particularly areas of significant ecological importance, are conserved, maintained, and restored where possible.

### Policy Direction:

- Continued support is required for effective management of provincial coastal and marine protected areas and creation of additional areas to include representative coastal landscapes and rare or sensitive coastal and marine features.
- Engagement with the Federal Government and other relevant stakeholders is needed to ensure conservation of sensitive coastal and marine habitats.
- Aquatic invasive species are an increasing risk to the province's native species, habitats, ecological structures, and cultured fish. A coordinated approach to find ways to prevent and mitigate the introduction of harmful aquatic invasive species is needed, as there is no clear jurisdictional responsibility in addressing this issue.





**Strategic Objective:** Coastal activities and development do not result in irreversible damage or harm to coastal and ocean areas and resources.

**Policy Direction:**

- It is recognized that coastal and ocean resources are economically important for development activities and for industries operating within coastal and ocean areas. Activities regulated by the province should ensure impacts to the coastal and ocean environment are mitigated or avoided where possible.
- Local governments should be encouraged to consider the impacts to coastal and ocean ecosystems from rural development activities.
- Aquaculture will be undertaken in a manner that maintains water quality, wastewater standards, and coastal habitats, has minimal adverse impacts on local fisheries, and is compatible with local values. Development and implementation of the Aquaculture Sustainable Management Framework will result in improvements to environmental monitoring, research, and waste management practices for this industry.
- Promoting proper management of fishing activities, including conservation of fish stocks and fish habitat, is needed to protect the ecological integrity, and social and economic value of fisheries resources in the province.

**Strategic Objective:** Coastal water quality allows for ecosystem functioning and sustainable human use.

**Policy Direction:**

- Cooperation with communities and government partners to improve the management of municipal wastewater discharges is required to maintain the province's coastal water quality and raise awareness about the potential impact to human health and the marine environment from substances entering the ocean.
- Monitoring pollutants and environmental effects from land-based facilities will continue to ensure compliance with environment regulations under the *Environmental Protection Act*.
- Exploring the feasibility of collecting, treating, and neutralizing seafood processing plant effluent in areas of the province will be undertaken with industry on a voluntary basis.
- Oil waste management, land-based spill response, and shoreline cleanup, under the provincial *Environmental Protection Act* will continue and include working with Federal Government departments to ensure the capacity exists within the province to respond to oil spills.

## Social, Cultural and Economic Sustainability

### Context:

The social, cultural and economic sustainability of Newfoundland and Labrador is directly linked to coastal and ocean resource use. Societal needs and cultural identity are currently challenged by changes to traditional industries, population dynamics, and demographics. Governments must adapt to these changes in order to provide and maintain services and programs for the people of the province.

In 2005, coastal and ocean resources contributed 41 percent (\$6.4 billion) to the provincial GDP. Offshore oil and gas and the fishing industry are major contributors, with aquaculture, marine tourism, and ocean technology industries, growing in recent years. Associated service industries also provide increased revenue and employment opportunities. Sustainable economic opportunities need to be encouraged while respecting the need to conserve the marine environment and to maintain the province's cultural identity.

**Strategic Objective:** Social and cultural values associated with coastal and ocean areas are appreciated, conserved, and maintained for future generations.

### Policy Direction:

- Support for promotion and preservation of the province's natural and cultural history is encouraged. Culture, heritage, historic resources, archaeological sites (on land and underwater), and traditional knowledge are recognized as important components of coastal and ocean management.
- Traditional activities remain important aspects of the province's social and cultural identity and are an important element in development of coastal policy, protection of coastal environments, and land use planning. It is important to maintain and provide opportunities for access and recreation while ensuring coastal resources are protected.

**Strategic Objective:** Sustainable economic opportunities pertaining to coastal and ocean areas and resource use are supported.

### Policy Direction:

- Efforts to support and strengthen the fishing industry across the province through various programs and initiatives will continue as the fishery remains an important part of the province's economic and social well-being.
- Sustainable expansion of the aquaculture industry is supported and recognized as a growing contributor to the provincial economy with benefits to coastal communities.
- Ensuring that tourism operations are carried out in a sustainable manner and supporting regional industry partners will help encourage continued growth of the marine tourism sector.
- Supporting local initiatives in coastal communities will help advance economic diversification and ensure sustainability (e.g. Regional Economic Development Boards).
- Implementation of the provincial Ocean Technology Sector Strategy will help maximize the ocean technology sector's positive influence on the economy and the province's regions.



- Sustainable management of the province's mineral and energy resources is supported to help ensure benefits to future generations and conservation of the natural environment.
- Partnerships with ocean technology companies to explore new technologies can help develop the province's renewable resources (e.g. wind energy).
- Ensuring an effective and efficient ferry service is important for the economic and social well-being of the province and isolated communities in terms of economic success and quality of life.

## Coastal Land Use

### Context:

There is a need for long-term planning to balance coastal development with conservation of natural areas in Newfoundland and Labrador. Land use planning is the responsibility of Provincial, Federal, Municipal, Nunatsiavut, and Inuit Community Governments, in consultation with the general public. The legislative authority under which land use planning occurs in the province is the *Lands Act* and *Urban and Rural Planning Act, 2000*. The challenge for coastal planning is that a number of wide ranging factors must be considered, including environmental, economic, cultural, and social interests; enabling sustainable coastal development; reducing coastal erosion; and adapting to changing conditions whether natural or human induced.

Issues that have been identified in relation to coastal land use across the province include traditional access to coastal areas, protection of green space and nature trails, protection of archaeological and paleontological resources, defining a buffer zone that protects the coast from the impacts of a changing climate, and limiting development within a coastal buffer zone. A coordinated approach between government departments and stakeholders is needed to address these issues. Land use planning may be guided by a series of policy statements and, for locations where such an approach might be deemed necessary, mapping processes with zoning and development regulations through provisions of the *Lands Act* or *Urban and Rural Planning Act, 2000*.

**Strategic Objective:** The impact of land use activities on the coastal and ocean environment is better addressed through comprehensive coastal land use initiatives.

### Policy Direction:

- A strategy for land use management for the province will provide guidance for the coordination of land use planning and should take into account the principles of sustainable development, climate change adaptation, and hazard preparedness.



- Provincial land use planning must consider both local and regional interests, and integration with relevant regional and municipal plans to help ensure implementation of coastal policies.
- Cooperation between provincial departments involved in land use planning in the province is essential in the establishment of coastal land use priorities and initiatives.

## Competing Needs and Interests

### Context:

Conflicts arise when two or more entities desire to use a similar space and time for activities or when one activity negatively affects or prevents another activity from occurring. This can impact the marine environment and result in disputes between resource users related to issues such as access to marine resources, competition for wharf space, and safe navigation.

Along the province's coastline there are potential impacts between coastal development and traditional industries and between new and existing resource users. This highlights the need for coastal land use planning that considers all users, as discussed in the previous section. Proactive land use planning under authority of the *Urban and Rural Planning Act, 2000* can help identify and mitigate land use conflicts.

Consideration for current and future development activities, such as energy and mineral related exploration and development in coastal and offshore areas and adjacent lands, should be a component of integrated coastal and ocean management processes in the province. Future coastal development activities must strive to be both environmentally and economically sustainable. Finding this balance can be achieved through open dialogue and effective planning.

**Strategic Objective:** Conflicts pertaining to coastal and ocean areas and resource use are mitigated and avoided through enhanced consultation and communication efforts.

### Policy Direction:

- Establishment of consultation committees or structures can help address conflicts in areas where multiple users need a forum to share information. Non-government organizations which provide forums for information exchange for marine industry users are proven useful in addressing issues resulting from competing interests.
- Economic diversification within the province will continue to be promoted but with enhanced consultation and communication between industry sectors and the general public.





## Coastal and Marine Infrastructure

### Context:

Coastal and marine infrastructure supports important social and economic activities throughout the province. Sufficient infrastructure, particularly wharves, is needed to support and accommodate multiple users. In some areas, fish harvesting, aquaculture operations, eco-tourism ventures, ferry services, and recreational activities must be sustained by the same wharf. Adequate infrastructure can increase safety, operational efficiency by industry, and economic opportunities.

**Strategic Objective:** Coastal and marine infrastructure needs are identified and addressed through collaborative efforts.

### Policy Direction:

- Collaboration is needed between the private sector, municipalities and Inuit Community Governments, Nunatsiavut Government, and provincial and federal departments to identify priority areas for coastal and marine infrastructure investment.
- Where possible, partnerships for funding arrangements will be explored.
- Prioritizing infrastructure needs in areas where more than one marine industry must co-exist is required between the federal and provincial departments.

## Climate Change

### Context:

As a large coastal province, Newfoundland and Labrador will be exposed to a number of potential impacts of climate change, including sea level rise, increased storm activity, flooding, coastal erosion, damage to coastal infrastructure, and changes to the marine ecosystem (e.g. changing water temperatures and currents, invasive species, and acidification). At the same time, however, climate change can present new opportunities for Newfoundland and Labrador in, for example, technology development and environmental monitoring.

The Provincial Government has been moving forward on climate change since 2005 when it released the first Climate Change Action Plan. Approximately half of the 40 action items dealt with climate change adaptation, many of which focused on the fishery and ocean environment. The Provincial Government is currently updating the Climate Change Action Plan, which will maintain the provincial government's commitment to climate change adaptation and will include a number of new initiatives. It will also outline the provincial government's direction on adaptation in northern Labrador, fulfilling a commitment from the Northern Strategic Plan.

Adapting to climate change must be a collaborative effort. Future work carried out by the province will build on existing initiatives, and be accomplished through collaboration with Federal Government departments, the Nunatsiavut Government, local and Inuit community governments, Aboriginal groups as appropriate, non-government organizations, professional associations, academic institutions, and in partnership with other provinces where applicable.

Adaptation initiatives to help communities identify increased risk from a changing climate, assess vulnerabilities and outline measures to adapt are ongoing through Natural Resources Canada's Regional Adaptation Collaborative Program initiative (e.g. flood mapping) and the Atlantic Climate Adaptation Solutions Program. This will help inform planning and development across the province.

**Strategic Objective:** The effects of climate change on the coastal and ocean environment, including implications to livelihoods, coastal structures, and coastal activities, are better understood through enhanced research and awareness.

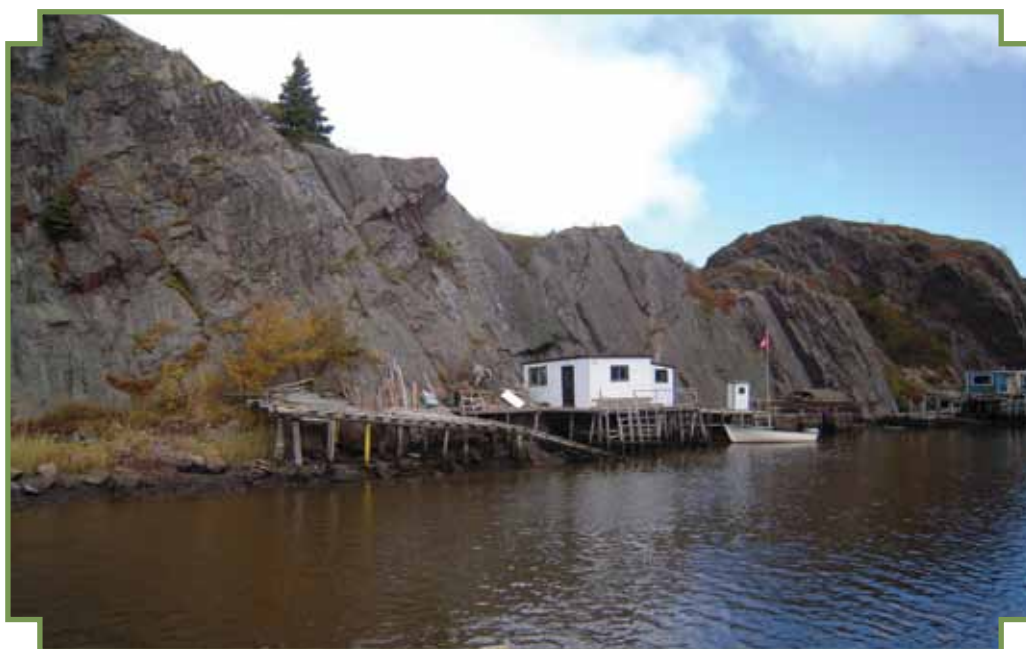
**Policy Direction:**

- Identify research and knowledge building priorities needed to understand the impacts and opportunities of climate change in our coastal and ocean environment.

**Strategic Objective:** Coastal communities and marine industries are more resilient to the impacts of climate change by recognizing vulnerabilities and strengthening the ability to adapt.

**Policy Direction:**

- Collaboration will continue with other levels of government, academic institutions, communities, and key stakeholders to develop new, and build on existing, best practices to climate change adaptation in the coastal and ocean environment.





## TOOLS FOR ADVANCING INTEGRATED COASTAL AND OCEAN MANAGEMENT

### Ocean Technology

Ocean technology is an emerging industry sector that contributes to Newfoundland and Labrador's economy. This sector works independently and with other partners to research and develop marine products, services, and expertise for applications in various fields such as ocean engineering, ocean observing systems, marine communications, navigation, and coastal and ocean mapping.

Ocean technology can be applied to aid in solving priority coastal issues identified for the province and to support integrated management on local, regional, national, and international scales. Ocean technology tools such as mapping, geographical information systems (GIS), remote sensing, and

resource inventories, play a vital role in integrated coastal and ocean management.

The SmartBay Ocean Observation initiative in Placentia Bay (led by the School of Ocean Technology housed within the Fisheries and Marine Institute of Memorial University of Newfoundland) provides stakeholders with access to data and information in support of effective management and sustainable development of coastal and ocean areas. The applications of SmartBay are varied, ranging from safety, marine efficiency, and vessel operations management, to industrial development, community socio-economics, and environmental protection. Investments have been made to expand SmartBay.



## Coastal Management Areas (CMAs)

### Function and Benefits:

- ▶ Foster relationship building and information exchange between stakeholders and government.
- ▶ Provide a mechanism to resolve user conflict through integrated management and consensus-based decision-making.
- ▶ Support sustainable development of coastal and marine resources and encourage balanced economic growth.
- ▶ Provide an effective mechanism for consultation while respecting issues of regional concern.
- ▶ Reduce costs associated with public consultation, as an external party can reach a broader audience and interests in one meeting.
- ▶ Support education and awareness initiatives for coastal issues in a region.
- ▶ Enable more timely decisions in response to regulatory and regional challenges.
- ▶ Obtain better stakeholder and community buy-in when leadership comes from the community level.

### Criteria for Establishment:

- ▶ A lead proponent is willing and able to undertake the administrative functions of the committee (coordination with Regional Economic Development Boards where possible).
- ▶ The proponent has identified challenges in a region where multi-stakeholders would benefit from an integrated management approach.
- ▶ The CMA should incorporate a large geographic area with multiple municipalities and include a manageable body of water in which stakeholders throughout the region can participate and/or provide support.
- ▶ All major stakeholders in the defined area must be given an opportunity to be involved in the CMA. A communication strategy would assist in getting active participation from key groups.

## COORDINATION AND IMPLEMENTATION

The Provincial Coastal and Ocean Network (PCON) was created in 2006 to promote interdepartmental communication and coordination on coastal and ocean matters within the Provincial Government. Chaired by the Department of Fisheries and Aquaculture, PCON consists of ten provincial departments, three executive council agencies, and one crown corporation with policies or programs related to coastal areas. The network provided advice and input into development of the Strategy to ensure it is in line with other provincial initiatives. Appendix C identifies the Provincial Government departments, agencies, and crown corporation that participate on PCON and outlines their role in coastal and ocean management.

As the lead department for coastal and ocean policy coordination, the Department of Fisheries and Aquaculture will liaise with Fisheries and Oceans Canada and other federal departments on issues related to integrated coastal and ocean management. In doing so, PCON offers a venue for other provincial departments to provide input into the federal decision-making process related to ocean management in the province.





It is intended that coordination of activities and initiatives will be facilitated by the Department of Fisheries and Aquaculture through PCON. Collaboration with other government departments and partners will assist in the development of action items to address coastal and ocean issues. While doing so it is important to realize that priorities may evolve over time and actions or policies must be flexible in order to deal with new or emerging issues and opportunities.

The Government of Newfoundland and Labrador will honour its obligations under the Labrador Inuit Land Claims Agreement (LILCA), which provides for a marine zone and certain obligations attached to that zone. The Province will consult other Aboriginal organizations as appropriate in developing and implementing the Strategy.

## CONCLUSION

Coastal and ocean resources are immensely important to our province's history, current well-being, and future prosperity. The Strategy will help guide and facilitate provincial action towards a coordinated and strategic approach to coastal and ocean management.

This Strategy provides an approach to increasing integrated coastal and ocean management capacity and overarching guidance for policy development in relation to coastal and ocean activities and resource use across the province, while highlighting priority areas for action. The existing roles, responsibilities, and programs of relevant Provincial Government departments are to be maintained, supported, and enhanced through this Strategy and policy framework. Successful implementation of the Strategy and policy framework relies on existing government policy and management of activities on or near the coastal and ocean environment. A coordinated approach between responsible agencies will be required for long-term success. The Department of Fisheries and Aquaculture will coordinate and monitor the outcomes of this Strategy against the identified goals and objectives to determine its effectiveness in promoting integrated coastal and ocean management and addressing its priority issues once coordination of action planning is implemented.

## APPENDIX A

### Coastal and Ocean Governance Structures in Newfoundland and Labrador

- **The Regional Oversight Committee on Oceans Management (ROCOM)** is the main governance body to advance coastal and ocean planning in the province and is comprised of Federal and Provincial Government senior representatives. The committee provides high level strategic direction on current and emerging coastal and ocean issues in Newfoundland and Labrador and facilitates integration at the intergovernmental level.
- **The Canada - Newfoundland and Labrador Committee on Coastal and Oceans Management (CNLCOM)** acts under the direction of ROCOM and is a forum to facilitate information exchange between governments and across departments, strengthen existing processes, and avoid duplication of efforts.
- **Large Ocean Management Areas (LOMAs)** are part of the Government of Canada's approach to integrated management under Canada's Oceans Strategy (2002). LOMA committees are comprised of Federal and Provincial Government representatives and key stakeholders, facilitating coordination and information exchange. They support research, conservation, and sustainable resource use in the region. Two LOMAs border Newfoundland and Labrador:
  1. Placentia Bay/Grand Banks (PB/GB) LOMA
  2. Gulf of St. Lawrence Integrated Management (GOSLIM) LOMA
- **Coastal Management Areas (CMAs)** were established by Fisheries and Oceans Canada, with support from the Provincial Government, to enable communities to play a stronger role in coastal and ocean management issues affecting their region. CMA committees are comprised of communities, businesses, local industries, and other stakeholders, and provide capacity for dealing with local and regional issues. Five CMA committees currently exist in Newfoundland and Labrador and are located within LOMA boundaries:
  1. Placentia Bay Integrated Management Planning Committee
  2. Coast of Bays Coastal Planning Committee
  3. Great Northern Peninsula Integrated Coastal Zone Management Steering Committee
  4. Bay St. George/Port au Port Marine and Coastal Resources Steering Committee
  5. Atlantic Coastal Action Plan (ACAP) Humber Arm Environmental Association - Bay of Islands

### Coastal and Ocean Issues Scans (2007 and 2008) Recommendations

In an effort to reflect the views and ideas of Newfoundlanders and Labradorians, consultations were conducted across the province in 2007 and 2008 to identify the coastal issues most important to the province's regions. Support was voiced for increased education and awareness and the development of a strong and effective provincial coastal and oceans management strategy. The following over-arching issues were identified:

- **Integrated Management:** the use of integrated management tools should be supported, encouraged, and facilitated as a means to address coastal and ocean management with engagement of non-government resources such as environmental groups and the research community.
- **Education and Awareness:** understanding and recognizing the value of the coasts and ocean to the province, whether social, cultural, economic, recreational, historical, or aesthetic should be enhanced through education and awareness at all levels.
- **A Healthy Marine Environment:** issues affecting the health and quality of the marine environment are priorities for coastal communities. Increased education and awareness, enforcement, and development and implementation of cost-effective technologies can help address issues impacting the marine environment.
- **Social, Cultural and Economic Sustainability:** resources are needed to implement initiatives to enable continued sustainability in coastal communities and to bring the necessary innovation in governance, economic diversification, and environmental awareness.
- **Coastal Land Use:** land use planning for coastal lands is essential in order to respect and manage the many demands on coastal areas and marine ecosystems.
- **Coastal and Marine Infrastructure:** an assessment of marine infrastructure is required for the province to provide a basis for informed, practical, cost-effective, and collaborative initiatives to address infrastructure needs.
- **Competing Needs and Interests:** efforts are needed to alleviate user conflict which results from competition for wharf space and marine resources, and reduced traditional access to the coast.
- **Climate Change:** consideration should be given to climate change impacts (positive and negative) in coastal and ocean management. More information, research and awareness raising efforts are needed to thoroughly understand the implications for coastal and ocean areas, the livelihoods of coastal residents, coastal structures, and economic, recreational and cultural activities.

Using the recommendations from the consultation reports, a discussion paper was jointly released by the Department of Fisheries and Aquaculture and the Department of Environment and Conservation in July 2010, outlining the Provincial Government's approach to coastal and ocean management. This included a vision, goals, principles, and an overview of the six priority areas. Feedback received from the general public and interested stakeholders was incorporated into the Strategy. Consultation documents can be found at [www.fishaq.gov.nl.ca/publications](http://www.fishaq.gov.nl.ca/publications).

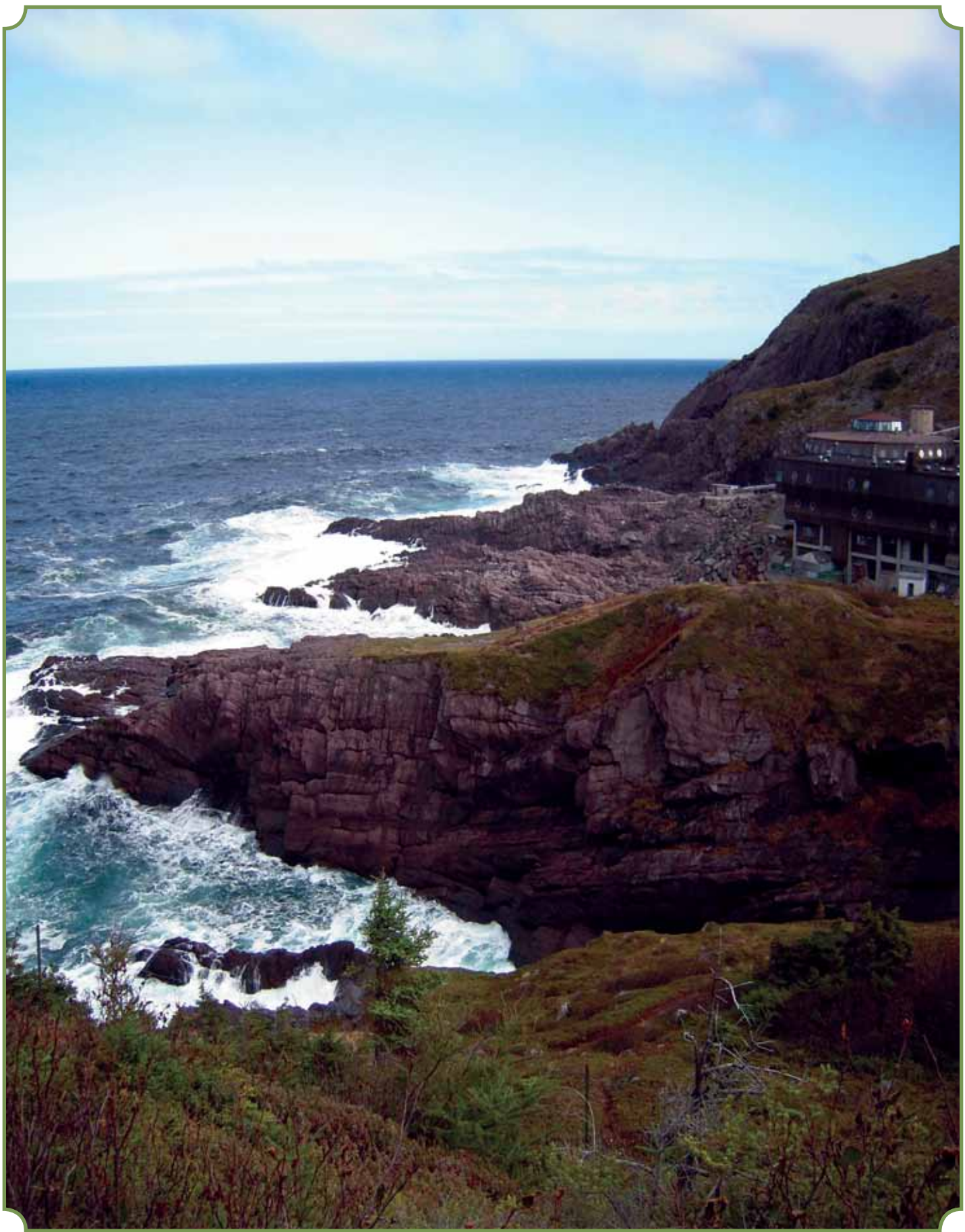
# Provincial Coastal and Ocean Network (PCON) members and associated coastal and ocean related roles, responsibilities, and legislation.

Department/ Agency	Coastal/Ocean Related Roles and Responsibilities	Key Coastal Priorities	Ocean Related Legislation
Fisheries and Aquaculture	<ul style="list-style-type: none"> <li>Lead for integrated coastal and ocean management initiatives in the province and strategy and policy framework implementation.</li> <li>Lead regulatory authority on aquaculture and in supporting aquaculture development and management policy.</li> <li>Oversees fish plant licencing and inspection.</li> <li>Fosters development of fishery and aquaculture sectors, including marketing and product development initiatives.</li> </ul>	Collaboration and Governance; Education and Awareness; Healthy Marine Environments; Social, Cultural and Economic Sustainability; Competing Needs and Interests; and Coastal and Marine Infrastructure	<i>Professional Fish Harvesters Act;            Aquaculture Act and Regulations;            Fisheries Act;            Fish Inspection Act;            Fish Processing Licensing Board Act</i>
Environment and Conservation	<ul style="list-style-type: none"> <li>Lead in climate change adaptation programs.</li> <li>Jurisdictional responsibility for provincial environmental assessment process.</li> <li>Responsible for the protection and enhancement of the environment and the management of the province's wildlife; inland fish, water, provincial parks, wilderness and ecological reserves, and Crown Land resources.</li> <li>Responsible for development and coordination of land use plans and sustainable land use policy.</li> </ul>	Education and Awareness; Healthy Marine Environments; Social, Cultural and Economic Sustainability; Coastal Land Use; Competing Needs and Interests; and Climate Change	<i>Environmental Protection Act;            Environmental Assessment Act;            Provincial Parks Act;            Wilderness and Ecological Reserves Act;            Waste Management Act;            Water Resources Act;            Lands Act;            Endangered Species Act;            Wildlife Act</i>
Natural Resources	<ul style="list-style-type: none"> <li>Responsible under the <i>Accords Acts</i> for offshore oil and gas exploration, development and production.</li> <li>Responsible for developing and implementing the Provincial Energy Plan.</li> <li>Promotes and facilitates development of the province's mineral and energy resources.</li> <li>Houses the Geological Survey Division which maps bedrock and subsoil geology of coastal areas.</li> </ul>	Social, Cultural and Economic Sustainability; Coastal Land Use; Competing Needs and Interests; and Climate Change	<i>Canada Newfoundland Atlantic Accord Implementation Act;            Canada-Newfoundland and Labrador Atlantic Accord Implementation Newfoundland Act</i>
Tourism, Culture and Recreation	<ul style="list-style-type: none"> <li>Supports sustainable economic growth in the tourism and cultural industries, including market and product development.</li> <li>Preserves the province's cultural heritage and historic resources.</li> <li>Protects and manages archaeological and palaeontological resources, including those along the coastline and underwater.</li> <li>Responsible for preserving cultural heritage and designation of Provincial Heritage Sites and Provincial Historic Sites.</li> </ul>	Social, Cultural and Economic Sustainability; and Coastal Land Use;	<i>Historic Resources Act;            Rooms Act;            Tourist Establishment Act;            Cruise Ship Authority Act</i>

Department/ Agency	Coastal/Ocean Related Roles and Responsibilities	Key Coastal Priorities	Ocean Related Legislation
Innovation, Trade and Rural Development	<ul style="list-style-type: none"> <li>Responsible for the Oceans Technology platform.</li> <li>Supports regional development and economic diversification.</li> <li>Responsible for designation and financial support of Regional Economic Development Boards.</li> <li>Administers youth-themed programs as part of the Innovation Strategy which encourages interest in oceans.</li> </ul>	Collaboration and Governance; Education and Awareness; and Social, Cultural and Economic Sustainability	<i>Economic Diversification and Growth Enterprises Act</i>
Municipal Affairs	<ul style="list-style-type: none"> <li>Responsible for the <i>Urban and Rural Planning Act, 2000</i>, which provides for the making of provincial land use policies, allows for the preparation of a range of planning documents, and provides for their approval and implementation.</li> </ul>	Coastal Land Use; and Coastal and Marine Infrastructure	<i>Municipalities Act</i>
Transportation and Works	<ul style="list-style-type: none"> <li>Responsible for the intra-provincial ferry service.</li> <li>Responsible for land based infrastructure within coastal communities and/or providing access to coastal communities.</li> <li>Works with Federal Government on port divestiture program and environmental remediation in outdated or damaged sites.</li> </ul>	Social, Cultural and Economic Sustainability; and Coastal and Marine Infrastructure	<i>Works, Services and Transportation Act</i>
Labrador and Aboriginal Affairs	<ul style="list-style-type: none"> <li>Ensures that Labrador and Aboriginal groups in the province as a whole are not negatively affected by new policies, changes to legislation or changes to government services.</li> <li>Lead authority in negotiating land claims agreements with the Inuit and Innu Nations.</li> </ul>	Social, Cultural and Economic Sustainability	
Finance	<ul style="list-style-type: none"> <li>Prepare reports that estimate the value of coastal and ocean resources in Newfoundland and Labrador.</li> </ul>		
Education	<ul style="list-style-type: none"> <li>Responsible for all aspects of K-12 and post-secondary education in the province, including curriculum and programs, and education and policy direction.</li> <li>Contributes to a number of government-wide initiatives.</li> </ul>	Education and Awareness; and Social, Cultural and Economic Sustainability	



Department/ Agency	Coastal/Ocean Related Roles and Responsibilities	Key Coastal Priorities	Ocean Related Legislation
Executive Council: Rural Secretariat	<ul style="list-style-type: none"> <li>• Works to ensure that rural and regional 'voices' are brought into policy and decision-making process.</li> <li>• Designates regional councils to examine feasibility and future planning for various municipalities.</li> <li>• Provides support to collaborative processes and structures.</li> <li>• Assists departments to design and deliver public engagement efforts important to rural sustainability.</li> <li>• Works with departments and partners to develop community-based research initiatives to help people effectively make decisions and/or provide policy advice.</li> </ul>	Collaboration and Governance; Education and Awareness; Healthy Marine Environments; and Social, Cultural and Economic Sustainability	
Executive Council: Office of Climate Change, Energy Efficiency, and Emissions Trading	<ul style="list-style-type: none"> <li>• Responsible for provincial climate change strategy and policy development, which includes developing and overseeing a new Climate Change Action Plan, a greenhouse gas strategy, and a five-year energy efficiency strategy.</li> </ul>	Climate Change	
Executive Council: Intergovernmental Affairs Secretariat	<ul style="list-style-type: none"> <li>• Leads intergovernmental policies and strategies, and monitors and coordinates interdepartmental initiatives to ensure their consistent application.</li> <li>• Along with Justice, is involved in providing the analysis on jurisdictional issues related to ocean and coastal management and policy development.</li> <li>• Cooperates with other provincial departments in collaborative efforts with the federal government and other provinces and territories.</li> </ul>	Collaboration and Governance	
Research and Development Corporation	<ul style="list-style-type: none"> <li>• Promotes and facilitates the advancement of research expertise through a suite of programs for research and development projects relevant to the ocean industry and geared towards academic and industry.</li> <li>• Administers Ocean Industries Student Research Awards.</li> </ul>	Education and Awareness; and Social, Cultural and Economic Sustainability	







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