



Circumpolar Protected Areas Network (CPAN)

Progress Report 1997

CAFF Habitat Conservation Report No.7

About CAFF

The Program for the Conservation of Arctic Flora and Fauna (CAFF) was established to address the special needs of Arctic species and their habitats in the rapidly developing Arctic region. It forms one of four programs of The Arctic Environmental Protection Strategy (AEPS) which was adopted by Canada, Denmark/Greenland, Finland, Iceland, Norway, Russia, Sweden and the United States through Ministerial Declaration at Rovaniemi, Finland in 1991. The other programs of the AEPS include the Arctic Monitoring and Assessment Program (AMAP) and the programs for Emergency Prevention, Preparedness and Response (EPPR) and Protection of the Arctic Marine Environment (PAME).

Since its inaugural meeting in Ottawa, Canada in 1992, the CAFF program has provided scientists, conservation managers and groups, and indigenous peoples of the north with a distinct forum in which to tackle a wide range of Arctic conservation issues at the circumpolar level.

CAFF's main goals, which are achieved in keeping with the concepts of sustainable development and utilisation, are:

- to conserve Arctic flora and fauna, their diversity and their habitats;
- to protect the Arctic ecosystems from threats;
- to improve conservation management laws, regulations and practices for the Arctic;
- to integrate Arctic interests into global conservation fora.

CAFF operates through a system of Designated Agencies and National Representatives responsible for CAFF in their respective countries. CAFF also has an International Working Group which meets annually to assess progress and to develop CAFF Annual Work Plans. It is headed up by a chair and vice-chair which rotate among the Arctic countries and it is supported by an International Secretariat. When needed, CAFF also sets up Specialist and Experts Groups to handle program areas.

The majority of CAFF's Work Plan activities are directed at species and habitat conservation and at integrating indigenous peoples and their knowledge into CAFF. Some examples are: development and implementation of conservation strategies and action plans for a Circumpolar Protected Areas Network, for Arctic Biological Diversity, for Circumpolar Murres and Eiders; work on a Circumpolar Arctic Vegetation Map and Rare Endemic Arctic Plants, analysing and making recommendations on Threats to Arctic Biological Diversity; mapping Indigenous Knowledge on the Beluga Whale; etc. Most of CAFF's work is carried out through a system of Lead Countries as a means of sharing the workload. Some projects are also assigned to the CAFF Secretariat. Whenever possible, CAFF works in co-operation with other international organisations and associations to achieve common conservation goals in the Arctic.

CONSERVATION OF ARCTIC FLORA AND FAUNA

CAFF

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June 1997

The Arctic Region

Continuous permafrost

Discontinuous permafrost

10°C - July isotherm

Phytogeographic Arctic boundary

Arctic Circle
(Latitude: 66° 33' North)

Southern limit of Arctic data
as provided by CAFF member
countries

Outline of The Euro-Arctic
Barents Region

Source data supplied by CAFF member countries:



Compilation and map production by:



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Projection: Lambert-Adams Equal Area.

LINPEYOND-Jarand March 1996

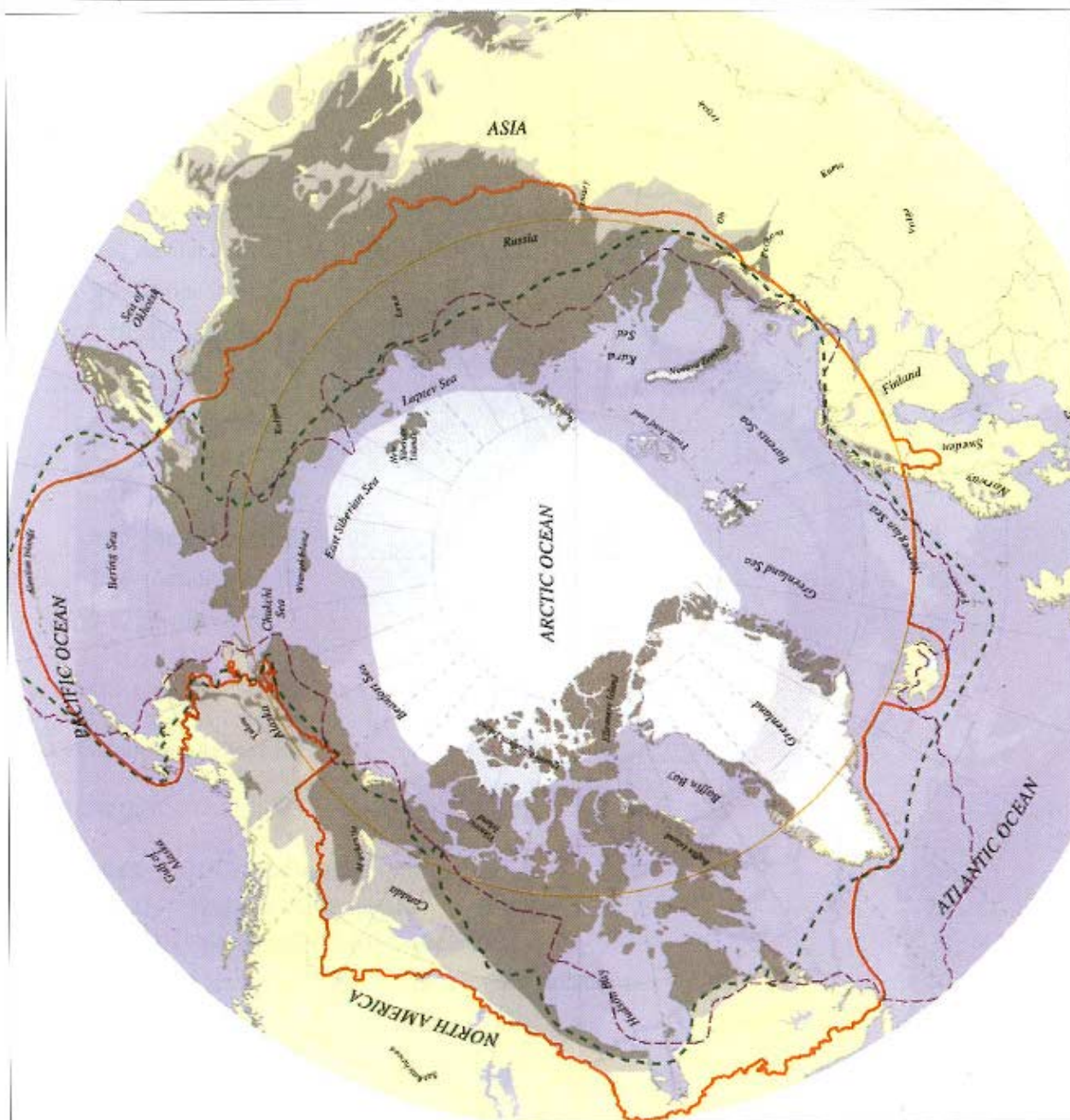


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FOREWORD

On behalf of the Program for the Conservation of Arctic Flora and Fauna, I am very pleased to present this first Progress Report on the implementation of the *Circumpolar Protected Areas Network (CPAN) Strategy and Action Plan*.

The report, called for by the Ministers at Inuvik (1996) and in the *CPAN Strategy and Action Plan* (action item 16), represents a compilation of national plans and progress reports provided by each of the eight countries. Countries were asked to report on progress in implementing the seventeen action items of the strategy and were given considerable flexibility as to their input. Consequently, the reports from the countries vary quite significantly in length and level of detail.

A *CPAN Evaluation and Reporting Framework* is currently being developed by Russia in co-operation with the CAFF Secretariat. It is anticipated that this will standardise the national reports and reporting procedure and allow for a more thorough evaluation of progress on a country as well as circumpolar basis. The *Framework* will be ready for use in time for the next progress report in 1998.

Clearly, the implementation of a broad-based and wide-reaching project such as CPAN is a long-term process. However, I am confident that a significant progress is being made by the Arctic countries towards that goal.

I wish to thank all the Arctic countries for providing information for the report and the *CAFF Secretariat* for co-ordinating its preparation. Special thanks go to *Leslie Kerr* (United States) and *Jeanne Pagnan* (Canada) for their assistance in preparing and editing the final report.

June 1997

Peter Nielsen
Chair, CAFF

EXECUTIVE SUMMARY

In March 1996, the Ministers of the eight Arctic countries endorsed the **Circumpolar Protected Areas Network (CPAN) - Strategy and Action Plan** (CAFF Habitat Conservation Report No. 6) and asked for a progress report on implementation in 1997. This report responds to that request.

CPAN was originally referenced in the Arctic Environmental Protection Strategy (AEPS) of 1991 in which the Ministers stated "Development of a network of protected areas shall be encouraged and promoted with due regard for the needs of indigenous peoples". There are several reasons for a circumpolar network including the facts that many species are migratory; certain key areas are critical to maintaining the Arctic ecosystems and species; many indigenous and other local people depend on hunting for their livelihood; the Arctic ecosystems are relatively intact, but vulnerable; and these relatively undisturbed areas represent a natural heritage of global significance.

The CPAN effort is based, in part, on a series of Habitat Conservation Reports (HCR) completed within CAFF: *The State of Protected Areas in the Circumpolar Arctic*, (HCR 1), *Proposed Protected Areas in the Circumpolar Arctic*, (HCR 2), *National Principles and Mechanisms for Protected Areas in the Arctic Countries* (HCR 3), *CPAN Principles and Guidelines* (HCR 4), and *Gaps in Habitat Protection in the Circumpolar Arctic - a Preliminary Analysis* (HCR 5).

CPAN uses primarily the IUCN (World Conservation Union) Protected Areas Management Categories to classify protected areas at the circumpolar level (**Appendix I**).

Since the Inuvik Ministerial Conference, there have been nine new protected areas established in the Arctic - two in Canada, one in Iceland, five in Russia, and one in Sweden. The circumpolar coverage now stands at 2,201,001 km² up from 2,096,299 km². This brings the total percentage of the Arctic having some type of formal protection to 14.9%.

All eight Arctic countries provided progress reports on implementation of the seventeen action items contained in the *CPAN Strategy and Action Plan*. Progress is reported in both narrative (Section 3) and chart form. (**Appendix II**).

During this initial phase of CPAN implementation, countries have concentrated on showing how their own national protected areas policies and planning systems are responding to the requirements of CPAN, although some countries have used the opportunity to point to specific actions that should be taken by all the countries.

In summary, all countries but Greenland¹ report that they have either completed or partially completed at least one of the action items with most others underway.

The countries, on the whole, are quite satisfied with their own protected area management systems and feel that they conform to the requirements for CPAN. This reinforces the previous findings noted by the Ministers at Inuvik that there are "strong similarities in protected area systems and mechanisms among the Arctic countries thus facilitating increased co-operation".

At this stage, little has been done by individual countries to harmonise efforts at the circumpolar/international level, yet there are two discussion papers of circumpolar relevance in preparation: gaps in protection of migratory birds and jurisdictional responsibilities, and protection mechanisms for marine protection.

Most countries have used this opportunity to provide fairly extensive updates on their own protected area management systems, thus providing a wealth of information. This practice should be encouraged.

The evaluation of progress was difficult for some items because of the rather subjective nature of the requirement for action. For example, it is difficult to judge the extent to which countries have "aimed for" or "tried to enhance" area protection (see Appendix II). This reinforces the need for the *Framework* for future reporting, evaluation and assessment now under preparation by Russia.

¹Greenland is currently undergoing a major review of its entire nature conservation regime, including protected area designation. While it proposes to implement most of the action items, it is delaying matters in the interim. See Appendix III.

1.0 INTRODUCTION

The Circumpolar Protected Areas Network (CPAN) project is designed to help protect habitats and ecosystems in the Arctic region. Its goal, as stated in “*Circumpolar Protected Areas Network (CPAN) - Strategy and Action Plan*,” (CAFF Habitat Conservation Report No. 6, p.7) is “to facilitate implementation of initiatives to establish, within the context of an overall Arctic habitat conservation strategy, an adequate and well managed network of protected areas that has a high probability of maintaining the dynamic biological diversity of the Arctic region in perpetuity.”

CPAN had its origins in the Arctic Environmental Protection Strategy (AEPS) which was established as a co-operative international forum for addressing Arctic environmental issues of common concern by the Ministerial Declaration on the Protection of the Arctic Environment. The Declaration was signed in June 1991 at Rovaniemi, Finland, by representatives of the eight Arctic nations; Canada, Denmark (representing Greenland), Finland, Iceland, Norway, Russia, Sweden, and the United States.

Three indigenous organisations have been granted special Permanent Participant’s status to the AEPS. They are: the Inuit Circumpolar Conference (ICC), the Saami Council, and the Association of Indigenous Peoples of the North, Siberia, and the Far East of the Russian Federation (RAPON). Non-Arctic governments, and non-governmental organisations (NGOs) with an interest in the Arctic participate in the work of the AEPS as observers.

The 1991 Rovaniemi Declaration identified habitat conservation as an area of emphasis for the AEPS². As a result, CAFF participants have undertaken a number of efforts to document the status of habitat conservation in the circumpolar Arctic, with an initial focus on protected areas. The identification of a Circumpolar Protected Areas Network (CPAN) is just one element of the overall CAFF program in the eight Arctic nations.

Some of the purposes of developing a network and informally linking these protected areas are as follows:

- Many Arctic fauna species are migratory. Different countries host major seasonal aggregations of these animals. No single country can ensure habitat protection for all the critical stages in the entire life cycle of many species.
- Certain key areas are critical to maintaining the biological diversity and productivity of the Arctic ecosystems. Every CAFF country recognises its dependence on the protection of these productive areas, which may fall under another country’s jurisdiction.
- Many of the Arctic countries have indigenous peoples and local rural populations that depend completely or to a large extent on consumption of Arctic flora and fauna and thus, on the maintenance of the integrity of the ecosystems. The Arctic countries share concerns about the impact of development on biologically productive areas warranting protection.

²“Development of a network of protected areas shall be encouraged and promoted with due regard for the needs of indigenous peoples”, AEPS p. 6.

- Many of the Arctic's outstanding natural areas are safeguarded through some form of protected area designation. They have scientific, educational, recreational, and spiritual value, and represent a natural heritage of global significance.
- The countries have recognised and embraced the need to protect as fully as possible the wide variety of Arctic ecosystems and successional stages across their natural range of variation, and to maintain viable populations of all Arctic species in natural patterns of abundance and distribution.
- In a global environmental context, the Arctic's natural ecosystems and much of its flora and fauna are still relatively intact, but vulnerable; and
- The value and importance of these relatively undisturbed areas will undoubtedly increase as natural ecosystems and relatively undisturbed areas world-wide become rare and ever more rare.

The *CPAN Strategy and Action Plan* is based, in part, on a series of Habitat Conservation Reports (HCR) completed within CAFF to support the development of the Network and to provide the background for and input to the actions to be taken by CAFF countries both nationally and on a co-operative, regional basis. The reports are:

- *The State of Protected Areas in the Circumpolar Arctic 1994* (HCR No. 1, 1994)
- *Proposed Protected Areas in the Circumpolar Arctic 1996* (HCR No. 2, 1996)
- *National Principles and Mechanisms for Protected Areas in the Arctic Countries* (HCR No. 3, 1996)
- *Circumpolar Protected Area Network (CPAN) - Principles and Guidelines* (HCR No. 4, 1996)
- *Gaps in Habitat Protection in the Circumpolar Arctic - a Preliminary Analysis* (HCR No. 5, 1996)

Each of the eight Arctic countries has established its own system of protected areas for ecosystem, species and habitat conservation. Although these systems vary widely with respect to coverage and ecosystem representativeness, previous CAFF studies showed strong similarities in protected area systems and mechanisms among the Arctic countries thus facilitating increased co-operation. As pointed out in HCR No. 3, "Overall, CAFF countries employ a combination of a classical or traditional protected area approach which focuses on land use restrictions inside protected areas and setting areas aside to preserve their natural state, and an approach which focuses on protection of species via restrictions and regulations on users of biological resources (chiefly hunters and fishermen)...all use both approaches and it is their specific combination which differentiates the national systems" (p. 1).

A map accompanies this report, showing the Arctic region as described by CAFF and used throughout this report along with other common demarcations of the Arctic.

In CPAN, protected areas around the Arctic are listed according to International Union for the Conservation of Nature (IUCN) Protected Areas Management Categories. This approach allows for easier comparison between the different types of formal protection applied under each country's land management regimes but in no way indicates or implies any change or intention to change national laws governing establishment or management of protected areas. It should be noted that during the early development of CPAN, the IUCN designation system changed from a ten category (1978) to a six category (1993) system. CAFF's earlier Habitat Conservation Reports

employed the ten category system and that system, for the most part, is also used in this Report although some of the countries have moved to the six-category system and have used it for reporting purposes. It is expected that for CPAN purposes, there will gradually be a full shift to the six category system. Both the 1978 and 1993 IUCN classification schemes are described in Appendix I.

At their Conference in Inuvik 1996, the Ministers asked for a progress report on the implementation of CPAN, and at the 1996 CAFF Working Group meeting in Rovaniemi, Finland, the member countries agreed to prepare summaries of national progress in implementing the seventeen action items called for in the *CPAN Strategy and Action Plan*. The present report is offered in response to that requirement. Following and overview of new protected areas, individual input by countries is reported in section 3 and charted in Appendix II.

It should be pointed out again that the establishment of protected areas, and a protected areas network is a long-term process and that this Report is only the first in a series of progress reports to be completed by CAFF.

2.0 NEW PROTECTED AREAS

Nine new protected areas, or approximately 104,702 km² were added to the Circumpolar Protected Areas Network in 1996 and 1997, an area roughly the size of Iceland. Table 2.1 provides an update on total number of protected areas in the Arctic and their land coverage as of June 1997, and Table 2.2 lists the new protected areas.

Two new national parks were established in Canada, covering an area of 27,825 km² and enlarging Canada's protected areas by 6.4% (up to 8.8% of Arctic land area). In Iceland, one small national monument was established. In Russia, five new protected areas were established: two at the federal level, the Gydanski Zapovednik³ and the Severo-zemelskiy Zakaznik⁴, and three at the regional level, the Kytalik, Shoininski and Ust Lensky sanctuaries. In all, the new protected areas in the Russian Arctic amount to roughly 76,000 km² and increase the total protected Arctic land area from 3.7 to 4.9%. Sweden has established a Lapland Heritage Site⁵ of 9,400 km², whereof approximately 725 km² have not been protected earlier, bringing the total of protected Arctic area in Sweden to 21.4%.

³ Zapovednik corresponds to IUCN I, strict nature reserve.

⁴ Zakaznik corresponds to IUCN IV, wildlife sanctuary.

⁵ The Lapland Heritage Site was created by joining several existing national parks and reserves.

Table 2.1⁶ Protected areas in the Arctic - by country as of 1997 (includes-areas qualified for inclusion in the United Nations List of Protected Areas)

Country	No of areas established in 1996-97	Size (km ²) of areas established in 1996-97	Total no. of areas	Total size (km ²) of protected areas in the Arctic	% of Arctic in protected areas
Canada	2	27,815	48	462,674	8.8
Finland			52	25,905	32.6
Greenland/Denmark			14	993,023	45.7
Iceland	1	5.4	26	12,165	11.8
Norway			38	41,637	25.5
Russia	5	76,157	31	313,818	4.9
Sweden	1	725	44	20,348	21.4
USA (Alaska)			41	331,425	56.1
Total	9	104,702	294	2,201,001	14.9

Table 2.2 Circumpolar protected areas established in 1996 and early 1997

Country	Name and location	Date of establishment	Size in km ²	IUCN Category
Canada ⁷	Wapusk National Park ⁸ , Churchill, Manitoba	April 23, 1996	11,475	II
	Tuktut Nogait National Park ⁹ , western Arctic	June 28, 1996	16,340	II
Iceland	Dettifoss ¹⁰ , Northern Iceland	July 29, 1996	5.4	III
Russia	Severo-zemelskiy Zakaznik ¹¹ , Taimyr Autonomous District	March 3, 1996	4,217	IV
	Kytalyk Sanctuary ¹² , Northeastern Yakutia	August 12, 1996	16,000	IV
	Ust Lensky Sanctuary ¹³ , Yakutia	August 12, 1996	46,990	IV
	Gydanski Zapovednik ¹⁴ , Jamal-Nenets Autonomous District	October 7, 1996	8,782	I
	Shoininski Sanctuary ¹⁵ , Kanin Peninsula, Nenets Autonomous District	January 15, 1997	164	IV
Sweden	Lapland Heritage Site	December 1996	9,400	X

⁶ Updated from HCR No 2: Proposed Protected Areas in the Circumpolar Arctic 1996 (Table 2.1, p. 13)

⁷ In addition, two areas have been given interim protection under the Territorial Lands Act. These areas are the proposed Wager Bay National Park (23,600 km²) and the proposed Northern Bathurst Island National Park (8,700 km²).

⁸ Protects one of the largest polar bear denning areas in the world and represents the Hudson-James Bay Lowlands Natural Region in the national park system.

⁹ Protects the calving grounds of the Bluenose herd of caribou and represents the Tundra Hills Natural Region in the national park system.

¹⁰ Protects a series of waterfalls in one of Iceland's largest glacial river.

¹¹ An extension of the Bolshoj Arctic Zapovednik [Great Arctic Reserve].

¹² A major breeding area of the endangered Siberian white crane.

¹³ An extension of the existing zapovednik, covering the rest of the Lena Delta and the New Siberian Islands.

¹⁴ Area of high biological diversity with several threatened species.

¹⁵ Protects critical staging area for the lesser white fronted goose.

3.0 NATIONAL IMPLEMENTATION

The following section provides a detailed overview of each country's effort to implement action items one through seventeen of the CPAN Strategy and Action Plan and is submitted in response to directions developed by the CPAN Joint Steering Group.

3.1 Action item 1

*Review national principles, plans and policies on Arctic protected areas against the Principles and Guidelines for CPAN (CAFF Habitat Conservation Report No. 4, **Appendix IV**), and seek complementarity in protected area selection and designation mechanisms and in protected area policies among the CAFF countries.*

Canada

A formal review process related to national parks, national wildlife areas, or other protected areas has not been undertaken. In general, efforts to establish and manage protected areas are fully consistent with CPAN Principles and Guidelines (Appendix IV).

Greenland

(See footnote one and Appendix III). This will be a part of ongoing analytical work and review process.

Iceland

A new partially revised Nature Conservation Act, no. 93/1996 came into force January 1, 1997, replacing an older act, no. 47/1971. The initial revisions focused mainly on the administrative part of the old act, but conservation measures were also strengthened. Ongoing revision of the act focuses on e.g. environmental conservation, conservation categories, rights of way, nature interpretation and education, duties towards nature preservation, and conservation policies. A full revision, taking into account *inter alia* the CPAN Principles and Guidelines and the EU Habitats Directive, is anticipated by 1999.

Norway

A full comparison with the CPAN Principles and Guidelines is anticipated in 1997.

Russia

As illustrated by the examples below, Russian conservation efforts are in keeping with the Principles and Guidelines established within the CPAN program. New protected areas planned in 1997 will include marine as well as terrestrial components (principle 3). Selection of protected areas in the Russian Arctic is being implemented in collaboration with, among others, the Committee on Ecology of the State Duma, the Commission on Zapovedniks [strict nature reserves] of the Russian Academy of Science, and the World Wide Fund for Nature (WWF) (principle 4). Priority is given to the protection of ecosystems, species and their habitats in all protected areas planned in 1997 (principle 5). Interests of other countries are taken into account in creating protected areas because of shared migratory species (principle 9). Protected areas are being planned in co-operation with local governing bodies and indigenous people (principle 10). Special attention is paid to the interests of indigenous people and their suggestions are considered at all stages, from preparation of the proposals to decision-making, and during management (principle 12).

Sweden

The Swedish system for establishing and managing protected areas is fully consistent with the CPAN Principles and Guidelines.

The United States

The United States system of conservation units is fully consistent with the CPAN Principles and Guidelines. Protected areas in the United States. Arctic include State Game Refuges, State Game Sanctuaries, State Critical Habitat Areas, National Wildlife Refuges, National Parks, National Reserves and National Monuments. There is ongoing work to apply appropriate international designations (Ramsar Sites, World Heritage Sites, etc.) to existing protected areas.

3.2 Action item 2

"Identify the most significant gaps in the national networks of protected areas, and select candidate sites for further action, for the first time in 1997, giving priority to gaps in critical habitat areas with threatened species, ecosystems with poorest representation and areas under imminent threat."

Canada

The existing framework for the network of national parks, national wildlife areas and migratory bird sanctuaries has been established for some time. In addition, gaps have been documented through such efforts as the National Park System Plan, National Marine Conservation Areas System Plan, key Migratory Habitat Sites in the North West Territories, Canadian Wildlife Service Habitat Conservation Strategy and Plan for the Northwest Territories, and the System Plan for Protected Areas in the Yukon. A Protected Areas Strategy for the Northwest Territories is currently under development and a similar strategy for Yukon is being contemplated.

Finland

The Finnish Environment Institute is preparing an evaluation of the representativeness of the existing protected areas in Finland. This evaluation was started in 1997 and is to be finished by 1999.

Greenland

(See footnote one and Appendix III). This item will also draw on the assessment of Greenland's biological diversity which is ongoing as a first step to fulfil the provisions of the Convention on Biological Diversity (CBD).

Iceland

The Icelandic conservation system is not designed as a network. Thus, it is of great importance to map Iceland's bio-geographical zones and the landscape characteristics of the country in order to help identifying gaps or needs in the area conservation process. It is also important to re-evaluate the conservation categories against the IUCN categories. The Icelandic Institute of Natural History, in co-operation with the Icelandic Nature Conservation Agency, is working to define and identify the most important ecosystems and habitats. In its work, the Icelandic Institute of Natural History follows the IUCN categories in evaluating habitats or geological formations, and putting forward proposals for new conservation areas. In the evaluation, the criteria are applied to protected areas in order to find gaps in the protection. The aim is to finish this work by the end of 1999. Although obvious gaps exist with regard to geological

formations, e.g. volcanoes, it is worth pointing out that in the past emphasis has been on protecting special habitats, e.g. wetlands.

Norway

In addition to the work undertaken on proposed protected areas for HCR No. 2 (1996), several steps have been taken to identify gaps.

Thematic maps - overlays: A rough analysis has been made to identify physical geographical regions (Nordic system) which have unsatisfactory coverage within protected areas (scale 1:5 million). Another series of map overlays, produced during the winter of 1997, shows protected areas combined with remaining pristine areas. The maps (scale 1:250.000) include all counties, and will be an important tool in further protection efforts in the Norwegian Arctic.

Protected areas in Svalbard - gap analysis: A project evaluating existing protected areas and other conservation efforts in the Archipelago of Svalbard was initiated in the summer of 1996. It aims to identify further requirements for protection, improve the representativeness of protected areas, and protect critical habitats. The results of this analysis, together with an evaluation of regulations for existing protected areas, will provide the basis for revising the Protected Areas Plan for Svalbard, starting in the summer of 1997.

A list of Norwegian CPAN candidate sites, to be established before the year 2000, will be ready by CAFF VI. Another preliminary list of candidate sites, to be established after the year 2000, will also be provided. The lists will mainly be based on the projects described below.

The new National Park Plan (Mainland): This plan seeks to improve the representativeness of physical geographical regions in the national network of protected areas. Fourteen new parks, and expansion of five existing national parks, are proposed north of the polar circle (mainland). The proposed areas will all be nominated as CPAN candidate sites.

New protected areas in the Archipelago of Svalbard: As a result of the gap analysis described above, a list of proposals (CPAN candidates) is anticipated in 1997. Although about 57% of the Svalbard Archipelago is covered by protected areas, important ecosystems/critical habitats/elements still lack adequate protection.

Endangered habitats - red list biotopes: A project was initiated in the fall of 1996 to prepare a red list of threatened biotopes/nature types. Using *inter alia* vegetation classification, the project will identify and propose a list of threatened biotopes/nature types. Such a red list is considered useful for improved habitat and species management, in particular at the local level. A preliminary report is anticipated in 1997.

Isolated islands of Bjornoya (Bear Island) and Jan Mayen: A proposal to protect Bjornoya (178 km²) and adjacent marine areas out to 4 nautical miles as a nature reserve was sent out to a local hearing by the Governor of Svalbard in April 1997. After a central hearing the proposal could be handled by the Government in the autumn of 1997, and protection by a Royal Decree could be a reality before the end of the year.

An environmental status report for Jan Mayen was ordered by the Directorate for Nature Management last year. It will be printed and released in June 1997. Based on this report the needs for protected areas and or other conservation efforts on the island will be assessed in the autumn of 1997.

Marine protected areas are discussed with action item no. 8.

Russia

A number of gaps in critical habitats coverage will be filled by the establishment of the Nenetsky and Novaya Zemlya zapovedniks and the Bolshezemelsky Zakaznik in 1997. Expansion of Ust-Lensky [Lena Delta] and Ostrov Vrangelia [Wrangel Island] zapovedniks is also proposed. Other gaps remain in the north-eastern part of Russia's Asian Arctic, as well as in some European Arctic ecozones.

Sweden

The network of national parks and other protected areas has been established during the last one hundred years. The last area, the Lapland Heritage Site, was established in 1996. No more large protected areas in northern Sweden are anticipated in the near future.

The United States

Fifty-six percent of the United States' Arctic have protected status. No analysis to identify gaps has been done, in part because the law by which most of the federal protected areas in Alaska were established includes what is commonly referred to as a "no more" clause.

3.3 Action item 3

"Identify needs and opportunities for modifying (i.e., expanding and buffering) existing protected areas and for improving connectivity between them and take action as feasible and appropriate."

Canada

Activities include the proposed expansion of Ellesmere Island National Park Reserve to include parts of the "Alert enclave" and Ward Hunt Island; establishment of the proposed Bathurst Island National Park which will be contiguous with Polar Bear Pass National Wildlife Area; establishment of the North Baffin National Park (projected for 1997) which will buffer the Bylot Island Bird Sanctuary; and possible expansion of Kluane National Park through the land claims process. There are also ongoing discussions to modify the boundaries and change the designation of the Thelon Game Sanctuary and Queen Maud Bird Sanctuary to a National Wildlife Area.

Finland

The boundaries of protected areas will be checked from an ecological perspective as a part of the evaluation of the representativeness of the existing protected areas under the Nature 2000 Program - a network of the protected areas of the European Union (EU). The purpose of this network is to ensure the protection of important species and habitats.

"A landscape ecological management plan" will be prepared for each land area under the state control (in practice controlled by the Forest and Park Service) by the end of the year 2001. The areas, which cover about 75 % of the land area north of the Arctic Circle, will be connected by "ecological corridors."

A preliminary proposal including all existing protected areas in Finland was delivered to the European Union in 1995. In 1996, the Regional Environment Centres surveyed gaps in the network in co-operation with the Finnish Forest and Park Service. Resulting proposals included both expansion of existing protected areas as well as the creation of new ones. Plans are almost ready for 70,000 hectares and ongoing planning covers additional 270,000 hectares.

Greenland

(See footnote one and Appendix III).

Iceland

Limited emphasis has been on identifying buffer zones. Many of the large conservation areas, include smaller protected areas and natural monuments. Still, there are several examples where only part of a relevant landscape or natural phenomenon is included in the protected area. There is also a lack of buffering around natural monuments. The Icelandic Institute of Natural History is working on an evaluation of all protected areas with regard to their boundaries and buffer zones. Buffering is especially important in the case of hot spring areas in order to minimise damage caused by drilling and/or utilisation. Also, it is necessary to look at river catchments in the case of river or waterfall protection.

Norway

Svalbard: The need for expanding protected areas in Svalbard will be addressed as part of the evaluation of existing protected areas, and recommendations will be included in the Protected Areas Plan for Svalbard.

Mainland: As a part of the new National Park Plan, five out of eight national parks in northern Norway will be expanded, two of them considerably.

Buffer zones: A priority issue for the Directorate for Nature Management will be to look into the somewhat complicated item of “buffer zones” for protected areas. A pilot project might be started this year.

International efforts and co-operation: As a follow up of the Pan-European Biological and Landscape Strategy (UNEP/Council of Europe), identification of red list biotopes and other efforts to implement this Strategy are being made. This work also has links to the Bern Convention.

Russia

Proposed development of hydrocarbon deposits on the Chukchi and the East Siberian Sea shelves is a serious threat to the species that live there. There is a high risk of destroying marine ecosystems around Ostrov Vrangelia; therefore, expanding the territory of this zapovednik by adding 20-40 km of the surrounding sea to it has been proposed. Ostrov Vrangelia is also a possible biosphere reserve. In 1997 the expansion of Ust Lensky Zapovednik is envisaged by adding to it a part of the sea adjacent to the mouth of the Lena River.

Sweden

Most protected areas in northern Sweden are relatively large and therefore the need for “buffering” is not of immediate importance. However, work to identify the need for buffer zones is ongoing within the Nature 2000 Program of the European Union.

The United States

By virtue of their large size and distribution, spanning Alaska’s Arctic area, most protected areas do not require additional buffering. However, certain key wildlife areas of limited size, such as rookeries or haulout sites, may benefit from protective buffers, and “no trawl” zones have been established near sites used by particular species. Co-operative work is ongoing to increase protection of critical marine habitats.

3.4 Action item 4

"Aim to provide relatively strict protection to areas representative of each ecozone within the Arctic part of the country by, for example, applying IUCN management categories I, II and III, giving high priority to the protection of ecozones under pressure from human activities."

Canada

The actions which are summarised in this report will document Canada's efforts to provide adequate protection to Arctic habitats.

Greenland

(See footnote one and Appendix III). The item will also benefit from the planned follow-up work on protected areas.

Iceland

It is important to evaluate the areas comparable to the IUCN categories I, II or III, with regard to their local, national or international importance. All areas of international importance should be classified as such and listed, whether Ramsar site, World Heritage or other. An appraisal of all protected and/or registered areas will follow the definition of ecozones. Initiated projects are: planning processes for the central highlands; management plan for Breidafjörður Bay Reserve that includes approximately 25% of Iceland's coastline and 50% of its tidal zone; and special protection of the Lake Thingvallavatn catchment area.

Norway

Implementation of a "Protected Areas Plan for Svalbard" has the highest priority in the Directorate for Nature Management. Designation of Bjørnøya Nature Reserve will probably take place this year. Efforts to speed up implementation of the new National Park Plan in the Arctic (mainland) will be considered.

Russia

At present, approximately 4.9% of the Russian Arctic is protected (1997 data); a smaller percentage than for any other Arctic country. This situation will be amended by the year 2005 according to plans for establishing new protected areas in the Russian Arctic.

As in previous years, Russia is making every effort to ensure that each ecological zone is represented by at least one zapovednik or national park. At the same time, priority is given to protection of ecosystems that are either under anthropogenic stress, or extend into zones of planned industrial development.

The United States

At present only very general physical geographical regions have been evaluated to determine the percentage included in protected areas. The results (See Figure 7.2 of CAFF Habitat Conservation Report No. 1) indicate that a minimum of 20% of each terrestrial region in the United States' Arctic is included in protected areas. No new areas are currently proposed.

3.5. Action item 5

“Strive to increase total formal protection of the Arctic further, by, for example, applying IUCN management categories IV, V, and VI.”

Canada

Two large proposed National Historic Sites in the Mackenzie Valley (Great Bear Lake area), the proposed Igalirtuuq National Wildlife Area, and other possible areas identified through the Northwest Territories' Protected Areas Strategy, may provide additional protection in the Canadian Arctic within these IUCN categories.

Finland

A special program for enhancing protection of old growth forests in northern Finland was carried out between 1992 and 1996 and accepted by the Finnish Council of State in 1996. North of the Arctic Circle, the selected areas of old growth forests cover about 172,000 hectares. The protection status of the selected areas will be checked and confirmed by legislation.

Greenland

(See footnote one and Appendix III). This activity will also benefit from the ongoing work being undertaken among the Nordic countries on designating World Heritage Sites.

Iceland

In recent years, upon request from the Minister for the Environment in 1993, an emphasis has been on increasing the number of protected areas. This has resulted in seven new sites being protected according to the Nature Conservation Act (no. 74/1971). In addition, in the spring of 1995, a special act (no. 54/1995) was passed in the Parliament for the conservation of Breidafjörður Bay in western Iceland, where the emphasis is on conserving the seascape and landscape, geological formations, biological and cultural heritage. Under the auspices of the Ministry for the Environment a special committee is working on establishing a national park in the westernmost part of the Snæfellsnes Peninsula. These areas correspond roughly to IUCN IV/V. However, as noted above, an evaluation is needed of the IUCN categories with regard to their local, national or international importance.

Norway

(See item 4 above)

Russia

(Information not available at this time)

Sweden

The Lapland Heritage Site, established in 1996, provided additional formal protection roughly equivalent to these categories.

The United States

Approximately 46% of the U.S. Arctic land area is in conservation units roughly equivalent to IUCN Category IV; this is the minimum level of protection for any of the conservation units. No new areas are currently proposed.

3.6 Action item 6

"Review national processes and mechanisms for the designation and management of protected areas in the Arctic against the evaluation provided by CPAN (CAFF Habitat Conservation Report No. 3), and seek to improve national systems by adapting valuable and feasible elements from the designation and management systems of other Arctic countries as appropriate."

Greenland

(See footnote one and Appendix III). This item will also benefit from a recently initiated project aimed at collecting the experiences of other countries on protected areas.

Iceland

A review of the processes and mechanisms for the designation and management of protected areas against the evaluation and recommendations provided by CPAN as well as the Convention on Biological Diversity and EU Habitats Directive, will be an integrated part of the ongoing revision of the Nature Conservation Act (see action item 1).

Norway

Norway has used some of the points provided by the CAFF Habitat Conservation Report No. 3; a formal review will be undertaken in the course of 1997.

Russia

The mechanisms for selecting and establishing protected areas in the Russian Arctic follow the scheme presented in the CAFF Habitat Conservation Report No. 3. At the same time, Russia strives to improve the national system, based on the experience of other Arctic countries.

The United States

The framework of conservation mechanisms used in the United States has been established for some time. Informal review indicates no need for change.

3.7 Action item 7

"Involve local and indigenous people, and their needs, concerns, and knowledge in the identification, establishment and management of protected areas."

Canada

Aboriginal people are closely involved in all efforts to establish and manage protected areas throughout the Canadian Arctic. Aboriginal residents are assured a prominent role in these activities through constitutionally protected land claim agreements, public policies, and legal decisions respecting aboriginal rights.

Finland

Involvement of local and indigenous people and interests is secured e.g. through consultative and advisory committees for protected areas in the Northern Lapland District for Wilderness Management (an administrative body of the Finnish Forest and Park Service). Also, protected areas will be included in the comprehensive "regional land use management plans" covering several municipalities. These plans will guide the land use of the areas under state control. The Finnish Forest and Park Service prepares the plans with participation of co-operative bodies

and residents representing different views and opinions. A Regional Land Use Management Plan for Eastern Lapland will be completed in 1997 and individual management plans for each wilderness area in Lapland will be completed by the year 2005. Participation and involvement of different interests groups is an essential part of this planning. In addition, there are two meetings yearly between the reindeer owners of northern Lapland and representatives of the Northern Lapland District for Wilderness Management.

Greenland

(See footnote one and Appendix III). This item will also draw upon ongoing work aimed at defining "traditional hunting methods" and identifying/locating "traditional hunting areas"

Iceland

Local people are involved in nature conservation e.g. through local conservation committees. These committees are elected in all communities, according to the Nature Conservation Act (article 10). Their duties are to emphasise nature conservation in their local area e.g. through environmental education and through commenting and advising on construction projects or other actions that can possibly impact the natural environment. Although these committees exist by law, they need to be made more active to increase their effectiveness. Public awareness and participation is also accomplished and secured through the physical planning process.

Norway

Working group on management of protected areas: A working group was established in autumn 1996 to develop guidelines for more appropriate involvement from local communities in management of protected areas. A recommendation will be presented to the Ministry of Environment in June 1997.

Environmental Impact Assessment (EIA) for proposed protected areas: Both indigenous (Saami) and other local peoples take part in assessments and negotiations related to new protected areas in the Arctic. This provides interested parties with an opportunity to express and promote their views and interests before new areas can be designated for protection, and before management regimes and regulations are approved for these areas.

Russia

The indigenous people of the Arctic region are more and more interested and involved in the organisation and management of protected areas. Proposals for establishing zapovedniks and federal zakazniks are generally supported only when local or indigenous people do not have plans for using renewable natural resources of the proposed territory in the nearest future. During the designation of the Pechora River Delta Zapovednik, the interests of the indigenous Nenets people resulted in a decision to exclude traditional use areas, such as those used for reindeer grazing. Similarly, Bolshezemelsky, which was initially planned as a zapovednik, was changed to the less restrictive category of federal zakaznik.

Sweden

Local and indigenous people are always involved when establishing and in managing protected areas.

The United States

A number of mechanisms exist to involve local and indigenous people in management of protected areas. They are also involved in co-operative agreements for management of key

Arctic species wherever they occur. Numerous initiatives are ongoing related to subsistence, marine mammals, the Beringian Heritage Program, and several caribou herds and muskox.

3.8 Action item 8

"As appropriate, give a major marine focus to national and international plans and programs addressing Arctic protected areas."

Canada

There are a number of current initiatives relating to marine protected areas in Canada. Parks Canada published its national Marine Conservation Areas System Plan in 1995 which describes a representative system of marine protected areas. In addition, Parks Canada is drafting new legislation (expected to become law in 1997) that will provide a legal basis for establishment and management of a system of marine conservation areas. Work is currently underway to identify candidate National Marine Conservation Areas. As a result of recent amendments to the Canada Wildlife Act, Environment Canada is considering options ("Toward an Environment Canada Strategy for Coastal and Marine Protected Areas") for protection of marine areas. Fisheries and Oceans Canada is pursuing similar initiatives ("An Approach to the Establishment and Management of Marine Areas Protected under the Canada Oceans Act: A National Approach to Marine Protected Areas") pursuant to the recently enacted Oceans Act.

As a part of the CAFF CPAN program, Canada is currently developing a discussion paper on "Protection and Maintenance of Marine Ecosystems in the Circumpolar Arctic". A draft is anticipated by September 1997.

Finland

This action item is not relevant for Finland.

Greenland

(See footnote one and Appendix III). It should be noted, however, that Greenland already has very large protected marine and coastal areas.

Iceland

The most recent initiative regarding marine protected areas was the establishment of the Breidafjörður Bay Reserve in 1995 (act no. 54/1995). A management plan for the area is anticipated by the spring of 1998.

Iceland will participate in the work on the discussion paper being developed by Canada on "Protection and Maintenance of Marine Ecosystems in the Circumpolar Arctic".

Norway

Bjornoya (Bear Island) - Management regimes to secure feeding areas for seabirds outside 4 nautical miles: Protection according to the Svalbard Act (1925) allows inclusion of marine areas out to 4 nautical miles. The proposed Bjornoya nature reserve includes enormous colonies of seabirds which use the marine areas out to 80-100 nautical miles for feeding. To establish a management regime for areas outside 4 nautical miles the Directorate for Nature Management will start negotiations with the Directorate for Fisheries and other directorates this spring.

Inventory of marine values in the northern part of the Barents Sea (MABA): A project to map marine values (benthos, pelagic, ice-edge) was initiated in 1995. The goal is to provide management authorities with improved knowledge so that biological diversity can be secured, especially around the Archipelago of Svalbard and the two isolated islands; Bjornoya and Jan Mayen. The results are of great significance to the work on a "Protection Plan for Svalbard," which is a concrete follow up of CPAN. A preliminary report will be compiled this autumn (1997)

Mainland Coast and Marine areas: The first printed version of a catalogue of Norwegian marine flora and fauna, based on many decades of marine research was released in February 1997. The report was first compiled to find a biological basis for the selection of marine protected areas in Norway. A total of almost four thousand species is included. Based on this document, Norway's marine areas between the Swedish border and the Russian border are divided into twenty six sectors and the occurrence of the species are given for each of these. The report will be crucial for further work on marine protected areas.

Russia

Only one of the protected areas implemented in the Russian Arctic during the last three years, Franz Josef Land (1994), has a marine element included. Between 1997 and 1998, the State Committee of the Russian Federation for Environmental Protection plans to intensify efforts to expand the marine protected area network. For example, marine elements are to be included in the Nenetsky Zapovednik, and plans exist to expand the protected marine zone in the Ust-Lensky and Ostrov Vrangelia zapovedniks.

An evaluation framework for assessing land and sea areas proposed for protection has been developed, but the designation of marine protected areas is still restrained by lack of legal and procedural frameworks.

Sweden

Not relevant for Sweden.

The United States

Measures to protect the marine environment are available through domestic, state, and federal actions and through international actions. For example, studies of the Bering Sea ecosystem are ongoing, and identification of Essential Fish Habitat is required by the 1996 amendments to the Magnuson/Stevens Fishery Conservation and Management Act.

3.9 Action item 9

"In co-operation with other countries, explore the prospects for protecting international waters, establishing or expanding transboundary protected areas or other protected areas of mutual interest, and identify priority projects."

Canada

No current initiatives.

Finland

A transboundary area is under development along the Finnish-Russian border. This area, termed the "Green Belt", is a network of protected areas situated on both sides of the border

and extending from the Baltic Sea to the Arctic Ocean. Establishment of the Green Belt is a two year joint project between the Finnish Ministry of the Environment, the Ministry of Forestry and Agriculture, and the Ministry for Foreign Affairs. At this stage, Finland is mainly responsible for project funding and the main working body is the Finnish Ministry of the Environment. In co-operation with Russia, the project currently aims to survey and determine the protected areas along the border. As a result of this work it is likely that new protected areas will be established in the near future.

Greenland

(See footnote one and Appendix III).

Iceland

A comprehensive international project, "BioIce" has been undertaken (1993-1999) to map the distribution and abundance of benthic invertebrates in Icelandic waters within Iceland's economic zone. There is an interest in extending this project into the economic zones of other countries in the North Atlantic, but the results of this project should be a valuable part of the needed foundation for international marine areas.

Norway

Several proposals for new or expanded terrestrial transboundary areas between Norway and Sweden, Finland or Russia exist. A bilingual book describing the natural values of the Pasvik-Enare area was published in 1996 as part of the preparatory work to designate a common nature protected area between Norway, Finland and Russia. A report by the Nordic Council of Ministers released in 1996 - "Nordic World Heritage" - describes a large area between Norway and Sweden (North Norwegian Fjord Landscape and Swedish Lapland) proposed for inclusion on the World Heritage List.

Russia

Recently, the WWF has proposed the establishment of an international marine reserve in the Barents Sea, "The Barents Sea International Park," which would include already established protected areas in the region such as the archipelagos of Svalbard, Franz Josef Land and Novaya Zemlya. In the early 1980s, Russian scientists proposed an International Protected Marine Zone in the northern part of the Barents Sea, including the archipelagos of Svalbard and Franz Josef Land. The State Committee of the Russian-Norwegian Marine Reserve in the Barents Sea, in principle, thinks that the suggestion of the Russian scientists better reflects the interests of Russia and that it could be the subject for discussion with the Norwegian side in 1997.

Sweden

The Lapland Heritage Site lies on the Norwegian border and will probably be connected with protected areas in Norway.

The United States

See comments elsewhere in this report.

3.10 Action item 10

"Identify other joint projects within CAFF or with other countries to enhance the overall effectiveness of protected areas within the context of CPAN, for example the "twinning" of protected areas to meet habitat requirements of migratory or other wide ranging species."

Canada

Canada has expressed an interest in "twinning" Ivvavik and Vuntut national parks in Yukon with the Arctic National Wildlife Refuge in Alaska to provide enhanced protection to the Porcupine caribou herd. Canada has also discussed "twinning" Ellesmere Island National Park Reserve with the Greenland National Park. Although this initiative is not favoured by the Greenland authorities at this time, it remains as a possibility in the future.

Finland

No current initiatives.

Greenland

(See footnote one and Appendix III).

Iceland

Iceland is at present working towards an international agreement on protection of migratory birds which stage in Iceland during their journeys between their winter and summer grounds. Draft agreements have been reached with the relevant countries concerning the twinning of sites and management plans for the Brent goose and the white-fronted goose. Formal ratification has not taken place.

Norway

Co-operation between Norway and Hungary to protect wintering habitat for lesser white-fronted goose, which breeds in Finmark County, was intensified in 1996. Also, co-operation between Norway and Scotland (UK) to protect populations and migration routes for white-fronted goose was intensified in 1996 as a follow up to the National Goose Conservation Strategy (1996). Included are provisions on the need for protected areas and other conservation measures.

Russia

Russia is actively considering the issue of twinning at the near-border territories. Thus, contacts between the Taimyr Zapovednik and the Wattenmeyer National Park in Shlezwig-Holstein, Germany, are developing. A proposal for a protected area of federal significance "Laplandsky Les" on the Kola Peninsula is being developed with Finland; this would be an addition to the existing Uhro Kekkonen National Park in Finland. The idea of creating a Russian-American "Beringia Heritage International Park" is still active and is currently being discussed with the administration of the Chukotsky Autonomous District.

Sweden

No current initiatives.

The United States

Ongoing efforts include a "sister refuge" program pairing Izembek National Wildlife Refuge with Kronotsky Zapovednik in Russia. Other relevant projects are a "Sister Shorebird Schools" program and website; an Ice-Edge Ecosystem mapping project; and a Beluga Whale mapping project.

3.11 Action item 11

"Identify, in co-operation with Russian authorities, potential joint projects in the Russian Arctic, and provide financial measures to facilitate the implementation of these projects as feasible and appropriate."

Canada

No initiatives at this time.

Finland

See discussion on establishment of a "Green Belt" along the Finnish-Russian border (action item no. 9).

Greenland

No action planned.

Norway

The Joint Russian - Norwegian Commission on Environmental Co-operation seeks, among other things, to enhance focus on habitat management. One of the new working groups established could start to identify relevant projects by this autumn. Some concrete projects have already been identified and will be evaluated.

Russia

Note: Russia is interested in attracting the interest of other CAFF countries in realising the following projects in the Russian Arctic: the establishment of a natural reserve on the Kanin Nos Peninsula; and financial support for the Kandalakshsky, Bolshoi Arctic [Great Arctic], Ostrov Vrangelia, and Ust Lensky zapovedniks.

Sweden

No current initiatives.

The United States

Since 1992, the United States have been party to an agreement with Russia on environmental protection. Area V of this agreement addresses joint projects on "Protection of Nature and the Organisation of Resources." Additional joint efforts occur outside this agreement. Ongoing activities relate to marine mammals management, including several proposed bilateral treaties; migratory bird management; seabirds; and the Man and the Biosphere Program.

3.12 Action item 12

"Seek to develop national networks of protected areas as an integral part of conservation strategies to protect Arctic ecosystems from actual and potential threats, giving high priority to the establishment and management of protected areas in regions influenced by or on the threshold of industrial scale resource utilisation."

Canada

A Protected Areas Strategy for the Northwest Territories is scheduled for completion by the end of March 1998.

Greenland

(See footnote one and Appendix III).

Iceland

These issues will be considered during the ongoing revision of the Nature Conservation Act and in connection with the implementation of Agenda 21 and the Convention of Biological Diversity in Iceland (refer to sections 3.1. and 3.2).

Norway

Both the National Park Plan and the Protected Areas Plan for Svalbard focus on these issues.

Russia

The south-eastern part of the Barents Sea is an area of intense oil exploration and development (Prirazlomnoe oil deposit). The State Committee for Environmental Protection of the Arkhangelsk Region is implementing a series of environmental protection measures to regulate the development. They have also proposed the creation of protected areas with regional and local significance. Gydanski Zapovednik was established in 1996 to protect Arctic ecosystems from impacts due to development of non-renewable resources. In another region of potential anthropogenic influence, the shelf of the East Siberian and Chukchi seas, an expansion of the marine boundary of Ostrov Vrangelia Zapovednik has been proposed to minimise impacts from development.

Sweden

See comments elsewhere in this report.

The United States

Both the State of Alaska and the Federal government have established networks of conservation units, in part to mitigate and manage actual or potential threats to Arctic ecosystems. An environmental impact statement is currently being prepared to address possible oil development in the National Petroleum Reserve, Alaska.

3.13 Action item 13

"Seek mechanisms to ensure that the needs related to the establishment and management of protected areas are appropriately integrated into national policies and programmes of related sectors including forestry, fisheries, reindeer herding, tourism, transport, industry, energy, and subsistence."

Canada

The protection of key habitats is considered through a number of national policies including the "Minerals and Metals Policy of the Government of Canada: Partnerships for Sustainable Development," the Northern Mineral Policy, the Federal Policy on Wetland Conservation in Canada, and the Federal Policy on Land Use.

Finland

These issues are addressed in the new Nature Conservation Act (no. 1096/96) and Forest Act (no. 1093/96) which came into effect on January 1, 1997, and the Decree on Nature Conservation which came into effect on March 1, 1997.

Greenland

(See footnote one and Appendix III).

Iceland

Important mechanisms in place are e.g. the new Nature Conservation Act (no. 93/1996), special laws on the protection of important landscapes and/or seascapes, including ecosystems, e.g. for the areas Thingvellir (1928), Mývatn and Laxá (1974) and Breidafjörður (1995). Other important acts in this connection are the Forestry Act (no. 3/1955), the Soil Conservation Act (no. 17/1965), the Planning Act (no. 19/1964), the Act on Environmental Impact Assessment (no. 63/1993), the Act no. 64/1994 on Protection, Conservation and Hunting of Wild Birds and Mammals, and, last but not least, the government's blueprint on sustainable development.

Norway

Two new white papers to the Parliament related to this issue are underway: on area management, and sustainable development.

Russia

In accordance with the new federal law on Specially Protected Natural Territories, the competent federal and regional environmental bodies of Russia are paying more attention to involving the general population and interested non-governmental organisations in designation and management of protected areas. The same general objective is pursued through the Russian practice of co-ordinating protected area establishment with all potentially affected agencies; in recent years more and more agencies have been included.

Sweden

These needs are ensured by a number of national acts and regulations.

The United States

At the federal level, these needs were evaluated through the extensive debate that culminated in 1980, in the passage of the law establishing or expanding most of the federal protected areas. State of Alaska activities involve similar laws and public processes. Major United States laws related to balancing development needs with appropriate environmental protection (i.e., the National Environmental Policy Act) are routinely applied.

3.14 Action item 14

"Seek to provide adequate financial and human resources to plan, establish and manage national protected areas systems in the Arctic."

Canada

Although most governments in Canada have been subject to significant fiscal constraint, the establishment and management of protected areas is a high priority.

Finland

Funding for the protected areas under state control increased by 16.7 % in 1997 over the 1996 level. The major beneficiary of this increase is the "Nature Survey of Northern Lapland" project. Also, compensatory funding for old growth forest protection was partly directed to the

management of protected areas in northern Finland. The European Union granted 70, 000 FIM for training in the northern Lapland Habitat Inventory project.

Greenland

Awaits discussion and disposition by the Greenland Parliament

Iceland

Financial resources are mainly provided by the national treasury. In recent years there has been considerable increase in financial resources for conservation issues. In spite of this there is still a severe lack of financial resources in the field of environmental conservation and education.

Norway

Guidelines and actions to improve management of protected areas: Not less than four reports were released in 1996: new Guidelines for National Park Management; an Action Plan for fulfilling the obligations on national park management set down in the National Park Plan (1997 - 2001); an evaluation of the status of protected areas where nature conservation values are threatened; and an Action Plan for improved management of protected areas other than national parks (1997 - 2003).

Russia

An agreement has recently been reached with the World Bank regarding the contribution of US\$ twenty eight million to Russian zapovedniks. A part of this contribution will go to protected areas in the Arctic region. There are also ongoing consultations among several Russian and international charity funds and non-governmental conservation organisations on rendering assistance to Russian protected areas. A successful partnership exists already with the WWF.

Sweden

Funding for protected areas, especially national parks, is given the highest priority in environment protection work.

The United States

Given the budget deficits at the federal level and declining State of Alaska revenues, annual government appropriations for conservation measures have tended to be constant or declining. Non-governmental organisations have lobbied Congress to fund maintenance backlogs for federal conservation system units. There has also been a concerted effort to engage in partnerships to accomplish tasks of mutual interest, at less cost to the government.

3.15 Action Item 15

<i>"Enhance monitoring of protected areas, in particular with regard to impacts from site usage."</i>

Canada

Management of most protected areas requires maintenance of their ecological integrity and monitoring is carried out to that end. This is an ongoing need that could be expanded as resources permit.

Finland

"The Nature Survey of Northern Lapland" project includes a survey of northern habitats and their natural state. The survey, covering 2.5 million hectares mostly within existing protected areas, will provide a basis for a comprehensive long-term monitoring of changes in natural habitats. The survey was initiated in 1996 and is to be completed by 1999.

Greenland

Awaits a new Nature Conservation Act

Iceland

Monitoring activities in protected areas are, in general, minimal due to limited resources, but increased emphasis on monitoring is planned in the near future. However, successful monitoring programs have been run for several years in a few protected areas, such as Lake Mývatn.

Norway

State Inspection Agency for Nature Management (SNO): A proposal to establish this new inspection agency passed Parliament in 1996. Work on the establishment of this new institution continues, and hopefully SNO will be a reality as of January 1998. This new organisation has the potential to fundamentally improve the monitoring and management of protected areas.

Convention on Biological Diversity: Monitoring of Biological Diversity: As a follow up to the CBD, Norway has prepared a strategy for monitoring of biological diversity. One segment of the strategy focuses on the Arctic. Existing and proposed protected areas are seen as key elements in this connection. A report will be completed by May 1997.

Russia

Implementation of monitoring programs for animal populations and plants, and their habitats is envisaged by the development of Regulations on the State Natural Zapovedniks in Russia and within the framework of the unified program "Annals of Nature."

Sweden

Various monitoring activities have been ongoing for a long time.

The United States

A variety of monitoring activities are ongoing and could be expanded when resources permit.

3.16 Action item 16

"Develop and provide CAFF with national implementation plans, with an initial plan due by 1997; and report annually on progress respecting CPAN."

Iceland

Iceland's input to this report will be further developed as a special report at CAFF VI.

Norway

Norway's progress report will be updated before CAFF VI (in particular a list of CPAN candidate sites will be included). It will then be further developed and presented as a stand alone document.

Russia

Russia's implementation plan will be developed as a part of the General Plan of Development of Protected Areas Network in Russia, anticipated for 1997.

The United States

The implementation plan provided in 1997 will be in draft form because short time frames prevented full involvement of many potentially interested constituencies. The mechanisms used to solicit public review of the draft plan will be commensurate with available funding.

3.17 Action item 17

"Encourage national public and political support for protected areas, including participation by relevant non-governmental organisations (NGOs)."

Canada

Recent expressions of public support include the February 1996 Speech from the Throne that included a commitment to introduce a federal Endangered Species Act, and a government goal to seek agreements with provincial and territorial governments, and with First Nations to establish new national parks and marine conservation areas. The Northwest Territories Protected Areas Strategy is being developed, in part, in response to pressure from WWF-Canada.

Finland

The year 1996 was a special year for the national parks in this regard. Several public occasions were arranged in the parks and associated municipalities, and a CD ROM multimedia product was prepared on the Finnish national parks.

Greenland

This item will be considered in relation to the ongoing work on establishing community based nature consultants.

Iceland

The new Nature Conservation Act has enhanced the possibility of NGO's involvement in environmental matters, whether conservation or interpretation. In late 1996 and early 1997 three new NGO's were established. Two are regionally based: one in the South-West emphasising vegetation and erosion control, the other located in the East emphasising landscape and habitat protection in the north-eastern highlands. The third is established on a national basis with the main objective of increased information flow to the public, in order to enhance their awareness and active participation in environmental issues. Bird and habitat protection are the main aims of the Icelandic Society for the Protection of Birds. The Society encourages the establishment of protected areas and will, in 1997, establish a bird sanctuary in

co-operation with the Eyrarbakki community in the southern lowlands. The Nature Conservation Volunteers, established in 1986, and their British counterpart, British Trust for Conservation Volunteers, have worked with local authorities and statutory bodies on remedial work and path construction in protected areas and popular tourist destinations. The WWF International - Arctic Programme has supported the Breidafjörður project with financial assistance.

Norway

Norway has sponsored a new poster, to be completed soon, which will focus on marine issues. This project is a co-operative effort between WWF International - Arctic Programme, UNEP/Grid-Arendal, and the Directorate for Nature Management (Norway).

Russia

Recognising the importance of the public and political support for the creation and functioning of protected areas in Russia, NGOs held several meetings on the problems of nature reserves in 1996 and 1997. The most significant among them were the July 2, 1996, parliamentary hearings in the State Duma of the Russian Federation on the issue of activities on protected areas in the Russian Federation. By the initiative of the Russian Parliament, The year 1997 was declared the "Year of Russian Zapovedniks". Planning and implementation of various measures at federal and regional levels is envisaged, aimed at attracting public attention to the problems of Russian zapovedniks.

Sweden

Such activities are always ongoing more or less intensely.

The United States

See discussion under item 14.

4.0 INTERNATIONAL IMPLEMENTATION

There are two projects underway at the circumpolar level with progress reports anticipated at CAFF VI in Nuuk, September 1997.

Canada is leading the development of a discussion paper, "Protection and Maintenance of Marine Ecosystems in the Circumpolar Arctic", describing the existing jurisdictional responsibilities and protection mechanisms with respect to marine ecosystems. This work will provide a basis for future circumpolar efforts pertaining to marine protected areas.

Russia, in co-operation with The Netherlands and the Bonn Convention Secretariat, has been developing a discussion paper on the gaps in available conservation measures for Arctic species during the time they spend outside the Arctic. As a first step, the countries are concentrating on migratory birds. Wetlands International has been contracted to write the initial draft. The discussion paper will review a whole range of international instruments relating to the conservation of migratory birds and their habitats.

5.0 CONCLUDING REMARKS

After reviewing the reports submitted by the eight Arctic countries, it is probably safe to say that there is a significant progress being made on the development of the Circumpolar Protected Area Network. The focus for the time being is at the national implementation level as evident from the low response to for example, item 9, (Investigate protecting international waters, transboundary areas...etc.). However, there are positive actions underway to link, and hopefully harmonise these national efforts in a substantive way, as is evident from the two circumpolar-level discussion papers in preparation.

Naturally, there are still many problems inherent in such a broad-based project that need to be worked out. For instance, some countries may be overly optimistic in reporting their progress. Another is the actual method of reporting and evaluation. At the moment, countries have received minimal guidance on how to report progress and on how their input will be evaluated. A framework is under development by Russia and is scheduled for presentation to the CAFF International Working Group for discussion and approval at CAFF VI in Nuuk, September 1997. It is hoped that the present exercise will benefit that further work. Once approved by CAFF, the framework will be presented to the Senior Arctic Officials and serve as the format for future progress reports.

In the meantime, some of the main points and observations that can be drawn from the progress reports are listed below.

- National mechanisms for selecting, designating and managing protected areas in the Arctic appear, in general, to conform with the CPAN principles and guidelines
- Some countries (e.g. Sweden, the United States) consider their Arctic protected areas networks adequate for the time being, whereas others (e.g. Canada, Finland, Iceland, Norway and Russia) are actively identifying and filling existing gaps.
- The issue of expanding and buffering protected areas to ensure better habitat protection is being actively addressed in six countries. Sweden and the United States, on the other hand, have not made this a priority due to the already large size of their protected areas. Nevertheless, it is a factor they are considering.
- Some countries are fairly confident that their existing protected areas coverage is, for the present, adequate to ensure habitat protection of the most important sites for biological diversity in the Arctic (e.g. Canada, the United States). Others are actively trying to increase protected area coverage to conserve key sites (e.g. Russia).
- There appears to be a general need to evaluate national protected area categories against the IUCN categories and to bring CPAN fully in line with the revised IUCN categories (1993).
- Countries appear satisfied with their own mechanisms for designating and managing protected areas and are looking to CPAN primarily as “value added”.
- All the Arctic countries have confirmed that they have mechanisms in place to account for the interests and secure the involvement of indigenous and local people in protected areas.

IUCN Management Categories 1978

IUCN Category	DEFINITION
I	Strict Nature Reserve/Scientific Reserve. To protect nature and maintain natural processes in an undisturbed state in order to have ecologically representative examples of the natural environment available for scientific study, environmental monitoring, education, and for the maintenance of genetic resources in a dynamic and evolutionary state.
II	National Park. To protect outstanding natural and scenic areas of national or international significance for scientific, education, and recreational use. These are relatively large natural areas not materially altered by human activity where extractive resource uses are not allowed.
III	Natural Monument/Natural Landmark. To protect and preserve nationally significant natural features because of their special interest or unique characteristics. These are relatively small areas focused on protection of specific features.
IV	Managed Nature Reserve/Wildlife Sanctuary. To assure the natural conditions necessary to protect nationally significant species, groups of species, biotic communities, or physical features of the environment where these may require specific human manipulation for their perpetuation. Controlled harvesting of some resources can be permitted.
V	Protected Landscapes and Seascapes. To maintain nationally significant natural landscapes which are characteristic of the harmonious interaction of man and land while providing opportunities for public enjoyment through recreation and tourism within the normal life style and economic activity of these areas. These are mixed cultural/natural landscapes of high scenic value where traditional land uses are maintained.
VI	Resource Reserve. To protect the natural resources of the area for future use and prevent or contain development activities that could affect the resource pending the establishment of objectives which are based upon appropriate knowledge and planning. This is a "holding" category used until a permanent classification can be determined.
VII	Anthropological Reserve/Natural Biotic Area. To allow the way of life of societies living in harmony with the environment to continue undisturbed by modern technology. This category is appropriate where resource extraction by indigenous people is conducted in a traditional manner.
VIII	Multiple Use Management area/Managed Resource Area. To provide for the sustained production of water, timber, wildlife, pasture and tourism, with the conservation of nature primarily oriented to the support of the economic activities (although specific zones may also be designated within these areas to achieve specific conservation objectives).
IX	Biosphere Reserve. To conserve for present and future use the diversity and integrity of biotic communities of plants and animals within natural ecosystems, and to safeguard the genetic diversity of species on which their continuing evolution depends. These are internationally designated sites managed for research, education and training.
X	World Heritage Site. To protect the natural features for which the area is considered to be of outstanding universal significance. This is a select list of the world's unique natural and cultural sites nominated by countries that are party to the World Heritage Convention.

IUCN Management Categories 1993

IUCN Category	DEFINITION
I	<p>Strict Nature Reserve/Wilderness Area: protected area managed mainly for science or wilderness protection.</p> <p>Ia: Strict Nature Reserve: protected area managed mainly for science (Equivalent category in 1978 system: I - Scientific Reserve/Strict Nature Reserve).</p> <p>Ib. Wilderness Area: protected area managed mainly for wilderness protection (Equivalent category in 1978 system: This sub-category did not appear in the 1978 system, but has been introduced following the IUCN General Assembly Resolution on Protection of Wilderness Resources and Values, adopted at the 1984 General Assembly in Madrid, Spain)</p>
II	<p>National Park: protected area managed mainly for ecosystem protection and recreation.</p> <p>(Equivalent category in 1978 system: II - National Park)</p>
III	<p>Natural Monument: protected area managed mainly for conservation of specific natural features.</p> <p>(Equivalent category in 1978 system: III: Natural Monument/Natural Landmark)</p>
IV	<p>Habitat/Species Management Area: protected area managed mainly for conservation through management intervention.</p> <p>(Equivalent category in 1978 system: IV - Nature Conservation Reserve/Managed Nature Reserve/Wildlife Sanctuary)</p>
V	<p>Protected Landscape/Seascape: protected area managed mainly for landscape/seascape conservation and recreation.</p> <p>(Equivalent category in 1978 system: V - Protected Landscape)</p>
VI	<p>Managed Resource Protected Area: protected area managed mainly for the sustainable use of natural ecosystems</p> <p>(Equivalent category in 1978 system: This category does not correspond directly with any of those in the 1978 system, although it is likely to include some areas previously classified as "Resource Reserves", "Natural Biotic Areas/Anthropological Reserves" and "Multiple Use Management Areas/Managed resource Areas")</p>

APPENDIX II. STATUS OF ACTION ITEMS BY COUNTRY

CPAN ACTION ITEM	CANADA	FINLAND	GREENL.	ICELAND	NORWAY	RUSSIA	SWEDEN	USA
1. Review national principles/policies/plans against CPAN Principles and Guidelines (HCR #4)	1	-	3	3	3	1	1	1
2. Identify gaps, select candidate sites by 1997	1	2	2	2	2	2	1	6
3. Identify possible improvements to protected areas (PA)	2	2	3	2	3	2	2	2
4. Aim for relatively high ecozone protection (IUCN I,II,III)	2	-	3	2	3	2	-	1
5. Strive to increase total formal protection (IUCN IV,V,VI)	2	2	2	2	3	?	1	1
6. Review national mechanisms against CPAN Evaluation of National Mechanisms (HCR #3)	-	-	3	2	3	2	-	1
7. Involve local and indigenous people	1	1	3	1	1	1	1	1
8. Focus on marine protection (national, international)	4	5	2	2	2	2	5	2
9. Investigate protecting international waters, transboundary/other areas of mutual interest	6	2	3	2	3	3	3	3
10. Investigate joint projects to enhance protection (twinning)	4	6	3	2	2	4	6	2
11. Identify joint projects in Russian Arctic/provide funds	6	2	6	5	2	5	6	2
12. Seek to establish national PA networks	2	-	3	4	2	2	1	1
13. Integrate PA considerations into national policies/planning	1	1	3	1	2	2	1	1
14. Seek to provide adequate finances/personnel for PA's	1	1	3	1	-	2	1	2
15. Enhance monitoring	2	3	3	3	3	3	1	2
16. Develop national implementation plans by 1997	-	-	-	2	2	-	-	2
17. Encourage public/political support; NGO participation	1	1	3	2	2	2	2	2

LEGEND: 1. Action complete/partially complete; 2. Action underway; 3. Action planned/proposed; 4. Action under consideration; 5. Not applicable;

6. No action planned; - No response.

NUMBER OF ACTION ITEMS FALLING IN EACH "STATUS OF ACTION" CATEGORY

STATUS OF ACTION	CANADA	FINLAND	GREENL.	ICELAND	NORWAY	RUSSIA	SWEDEN	USA
1. Action complete/partially complete	6	4	-	3	1	2	8	7
2. Action underway	5	5	3	10	8	9	2	8
3. Action planned/proposed	-	1	12	2	7	2	1	1
4. Action under consideration	1	-	-	1	-	1	-	-
5. Not applicable	-	1	-	1	-	1	1	-
6. No action planned	2	1	1	-	-	-	2	1
7. - No response	2	5	1	-	1	2	3	-

Note: It was difficult to assess progress and assign a rating for several of these items since terms like "enhance" are often subjective and open to considerable interpretation.

APPENDIX III

Preliminary Report from Greenland

In the Spring of 1996, the Greenland Parliament decided to establish a committee to analyse the issue and status of protected areas in Greenland. Preliminary findings by this committee resulted in the establishment of a broad-based inter-ministerial Working Group in the fall of 1996 with an expanded mandate to analyse the much broader issue of nature conservation in Greenland. A part of the Group's work will be to examine protected areas as a conservation mechanism. The Working Group will report in the fall of 1997. Its findings will then be incorporated into a new Nature Conservation Act for Greenland.

There are two basic reasons for increased interest in nature conservation and protected areas. They are: (1) changes in the Greenland economy and industrial base, and (2) changes in the patterns of leisure activity of Greenland's native residents. Earlier on, Greenland's economy was based almost solely on fisheries and hunting (a basically "one-pillared" economy). However, there has recently been an enormous effort to increase both the tourism and mining industries and this will result in a "three-pillared" as opposed to "one-pillared" economy.

At the same time the Greenlanders' use of nature is gradually changing. Increased income has also increased the mobility of the residents and more and more time is spent out of the towns and "in nature". It is expected that this development will lead to more severe (and potentially negative) impacts on nature than in earlier times. The Greenland Parliament has therefore requested a broad-based analysis in order to secure nature conservation in Greenland in the face of these changes.

A parallel development is the gradual integration of environmental protection objectives and measures in the different sectors of the society.

Appendix IV

Summary of Circumpolar Protected Area Network: Principles and Guidelines (CAFF Habitat Conservation Report No. 4)

The principles and guidelines are provided to facilitate a common, regional approach to area protection among the eight countries and to selecting and designating important sites within the Arctic, that will:

- represent the full range of Arctic ecosystems across their natural range of variation
- sustain proper functioning of Arctic ecosystems
- secure species requirements throughout their range
- set aside valuable tracts of Arctic wilderness as legacy

The Principles and Guidelines are designed to meet several CPAN objectives, which are:

- to promote ecological, informational, managerial and inter-jurisdictional linkages among countries
- to provide a common process to advance protected area establishment in the arctic region
- to foster co-ordination for use of protected areas as an important tool to conserve biological diversity
- to promote international co-operation and co-ordination in site selection, designation and management
- to promote sharing processes, criteria and strategies to improve national efforts
- to minimise and prevent adverse impacts of economic exploitation, urban expansion and human population growth on Arctic biodiversity
- to better respond to management and political needs with an international cadre of Arctic expertise and experience

Principles

There are twelve general principles offered to guide countries in the design and implementation of the Network and in the selection, establishment and management of sites.

CPAN will:

- be predicated and based on national protected area regimes
- incorporate other relevant international mechanisms and objectives (e.g. Ramsar, Man and Biosphere (MAB), World Heritage, Important Bird Areas)
- include marine, terrestrial and coastal zone sites
- be designed and co-ordinated with other work in CAFF, AEPS and appropriate organisations

Sites will:

- give priority to species, habitat and ecosystem conservation
- give priority to vulnerable, rare or unique ecosystems or sites of high biodiversity
- incorporate different designations and uses and apply IUCN management categories where applicable
- be designed and managed using the «precautionary» and «wise use» (from Ramsar) principles
- be evaluated and designated on basis of both national and international conservation functions

Countries will:

- co-operate with each other with local and indigenous communities and, as feasible, with economic development interests to plan, design and manage sites
- use buffer zones and, as feasible, apply the “corridor”, “connectivity”, and “cluster” principles to maximise protection
- invite affected indigenous peoples organisations to participate in selecting and designing sites
- pay particular attention to sites of special socio-economic importance to indigenous people

Guidelines

Guidelines for CPAN site selection and designation are provided, and they are:

- designed to be applicable at regional, circumpolar level
- designed to be used by each country within its own legislative framework
- derived from, and meant to complement, supplement and enhance domestic and international criteria
- intended to foster consistency and a common approach across the Arctic region for ecosystem and species protection
- intended to assist in analysing gaps in protection at national and international levels and in selecting new sites

Guidelines for site selection and designation are provided under the following five headings:

- *Ecosystem guidelines* are geared to sustaining natural ecosystems across their range and to ensure that representative samples of each are protected
- *Species and habitat guidelines* are geared to guarantee long-term survival of species in a healthy state and maintain environmental conditions to support them
- *Physical characteristics guidelines* are geared to maximise benefits from area protection through size, shape, linkages to other sites, and maintenance of natural status
- *Designation, use and access guidelines* are geared to accommodate appropriate levels of human activity while safe-guarding critical habitat, species, life-functions and indigenous peoples' traditional life-styles
- *Socio-economic and cultural values* are addressed through a series of questions designed to determine non-ecological factors to consider

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