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Canadian Wildlife Service Environment and Climate Change Canada PO Box 2310 – 5019 – 52<sup>nd</sup> Street Yellowknife NT X1A 2P7

22 January, 2018

### RE: Proposed Listing of Harris's Sparrow as a species of Special Concern under the federal Species at Risk Act

The purpose of this package is to share information and get your feedback on the proposed listing of Harris's Sparrow as a species of Special Concern under the federal Species at Risk Act (SARA).

The Committee on the Status of Endangered Wildlife in Canada (COSEWIC) completed the assessment of Harris's Sparrow in April 2017 as a species of Special Concern. The assessment report was released in January 2018.

You are invited to submit comments on the potential impacts of amending the List of Wildlife Species at Risk according to this COSEWIC status assessment. Your comments will be considered and will inform the federal Minister of the Environment's recommendation on whether to add Harris's Sparrow to the list of Species at Risk as a species of Special Concern.

We are sending you a narrated PowerPoint presentation, fact sheet and questionnaire about the proposed listing of Harris's Sparrow. Please review these items and complete the guestionnaire with input from your board / group members.

We hope you will review the information in this package. If you have any additional guestions, concerns or information that you feel should be considered in the listing decision, please let us know and we will follow up with you as needed. If you feel this package provides enough information for you to make a decision, please respond in writing to the Canadian Wildlife Service telling us your formal position on the proposed listing of Harris's Sparrow as a species of Special Concern. You can either send us a letter or you can fill in the attached questionnaire.

There will also be an opportunity to provide comments during the 30-day public consultation period associated with pre-publication in Canada Gazette Part I.

We request your response by May 22, 2018.

If you have any questions about this process, please contact:







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Amy Ganton, Species at Risk Biologist Canadian Wildlife Service P.O. Box 2310 Yellowknife, NT X1A 2P7 Phone: 867-669-4710 Fax: 867-873-6776 Email: ec.sarnt-lepnt.ec@canada.ca

Yours sincerely,

**Christian Bertelsen** A/Regional Director | A/Directeur regional Canadian Wildlife Service | Service canadien de la faune Northern Region | Région du Nord Environment and Climate Change Canada | Environnement et Changement climatique Canada 5019 - 52nd Street, 4th Floor | 5019 - 52é rue, 4è étage P.O. Box 2310 | C.P. 2310 Yellowknife, NT X1A 2P7 Christian.Bertelsen@canada.ca Telephone | Téléphone: 867-669-4779 Facsimile | Télécopieur: 867-873-6776 Government of Canada | Gouvernement du Canada Website | Site Web: www.ec.gc.ca





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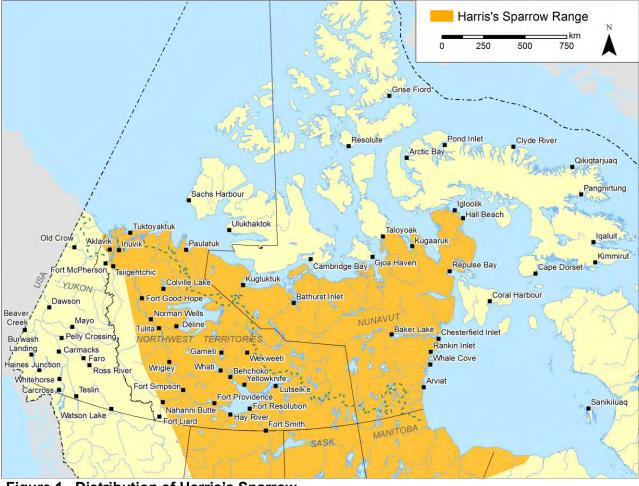


Figure 1. Distribution of Harris's Sparrow.

### **COSEWIC Wildlife Species Assessments, April 2017**

https://www.canada.ca/en/environment-climate-change/services/committeestatus-endangered-wildlife.html

Harris's Sparrow | Zonotrichia querula

Status: Special Concern

Last Examination and Change: Not applicable

Canadian Occurrence: NT, NU, AB, SK, MB, ON



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**Reason for Designation:** This northern ground-nesting bird is the only songbird that breeds exclusively in Canada. Data from Christmas Bird Counts in the US Midwest wintering grounds show a significant long-term decline of 59% over the past 35 years, including 16% over the past decade. The species may be affected by climate change on the breeding grounds, while threats on the wintering grounds include habitat loss, pesticide use, road mortality, and predation by feral cats.

Status History: Designated Special Concern in April 2017





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## HARRIS'S SPARROW IN CANADA Proposed Listing as Special Concern under the federal Species at Risk Act

Should Harris's Sparrow be added to the Federal List of Species at Risk as a species of Special Concern?

Scientific Name: Zonotrichia querula

**Description:** 

Harris's Sparrow is a large songbird with a distinctive black face and upper throat. They have a fleshy pink bill and legs. Breeding adults of both sexes have similar feather patterns. Non-breeding and first-year birds look mostly alike, with the black patterns on the face and throat being less distinct.



Photo © R. Ridout

This species is found in North America year-round. It breeds along the treeline in Northern Canada and winters in the central Midwest region of the United States.

Harris's Sparrow is the only songbird that breeds exclusively in Canada.



Range of Harris's Sparrow

### **Assessment:**

The Committee on the Status of Endangered Wildlife in Canada (COSEWIC) assessed Harris's Sparrow as Special Concern in April 2017. A species of Special Concern is a wildlife species that may become a threatened or an endangered species because of a combination of biological characteristics and identified threats.

Data for Harris's Sparrow indicate a long-term decline of 2.6% a year between 1980 and 2014. Overall, the decline is estimated at 59% over the past 35 years, including 16% over the past decade.



Harris's Sparrow is one of the least studied songbirds in North America, with only a few programs designed to estimate population size or trends. There are currently between 500,000 and 5,000,000 Harris's Sparrows, with the most recent estimates indicating about 2,000,000.

### **Threats:**

A number of threats are thought to be causing the decline of Harris's Sparrow:

- Conversion of grassland habitat to agriculture on the wintering grounds
- · Pesticide use throughout the wintering grounds
- Collision risk on roads and railways
- Feral cat predation on the wintering grounds
- Habitat loss on the breeding grounds due to deforestation near the northern edge of the species' range, associated with fire, quarries and mine development
- Climate change may reduce suitable breeding habitat while allowing mammalian predators, such as Red Fox, to spread north

## What Happens if Harris's Sparrow is Listed as Special Concern?

If Harris's Sparrow is listed under the federal *Species at Risk Act* a management plan will be written for the species and its habitat within three years. This plan will set goals and objectives for maintaining sustainable population levels of the species and is written in cooperation with Indigenous organizations and Wildlife Management Boards. Critical habitat is not identified and therefore, there are no prohibitions against the damage or destruction of Harris's Sparrow habitat.

### **Other Protection:**

In Canada, Harris's Sparrow and its nests and eggs are protected under the Migratory Birds Convention Act, 1994.

### We want to hear from you!

- Should Harris's Sparrow be added to the federal list of Species at Risk as a species of Special Concern? Why or why not?
- How do Harris's Sparrow benefit you or the environment? (this can include economic, cultural, spiritual, and environmental benefits)
- Do any of your current or planned activities have the potential to kill, harm or harass Harris's Sparrow?
- What are you currently doing or what could you do to avoid killing, harming or harassing Harris's Sparrow?
- What impact do you think that listing Harris's Sparrow as a wildlife species at risk would have on your activities?
- What impact do you think that listing Harris's Sparrow as a wildlife species at risk would have on the species?
- Do you have any other information or concerns that the federal Minister of the Environment should consider before making a decision on the listing of the species?

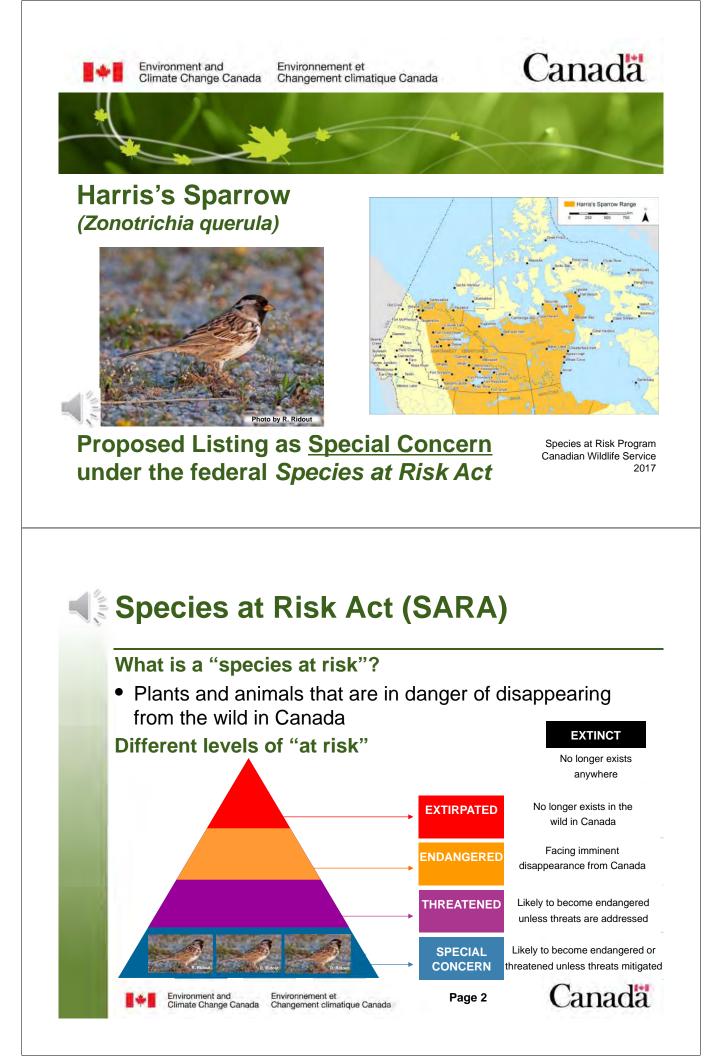
#### To tell us your views or for more information, please contact:

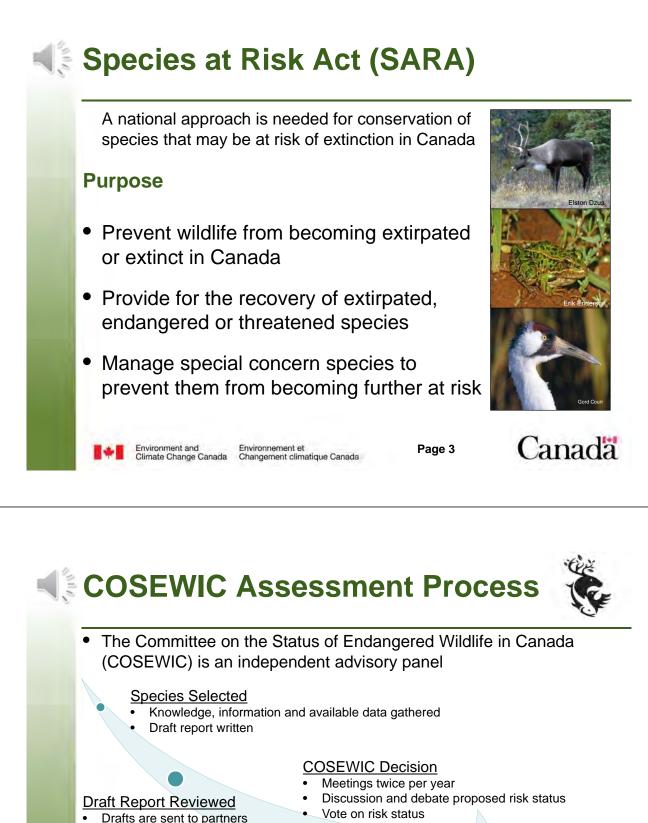
Species at Risk Canadian Wildlife Service, Northern Region Environment and Climate Change Canada PO Box 2310 Yellowknife, NT X1A 2P7 Tel: 867-669-4710 Fax: 867-873-6776 Email: ec.sarnt-lepnt.ec@canada.ca

#### ver photos:

Ross' Gull © Environment Canada, photo: Mark Mallroy Baikal Sedge © Environment Canada, photo: Syd Cannings Peary Caribou © Environment Canada, photo: Charles Francis

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- Drafts are sent to partners (eg. WMBs) for review and comment
- 3 comment/review periods

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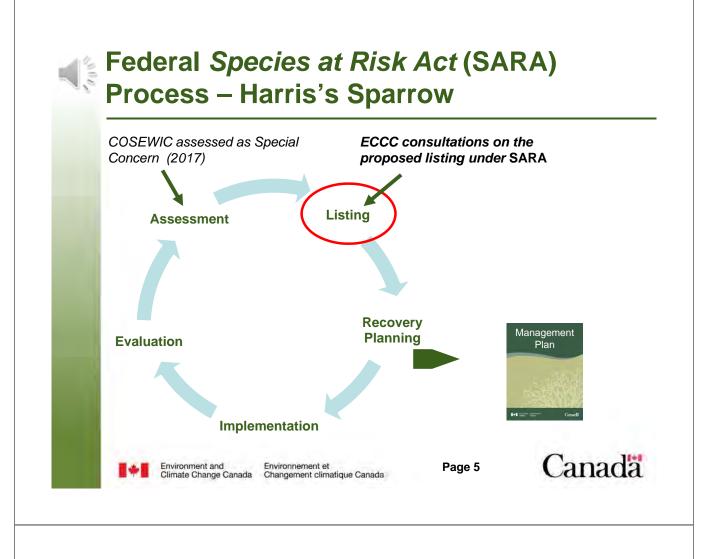
- Last period includes a
- proposed risk status
- assessment •Given to Minister of Environment •Released to public

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Final report and

ECCC Process Begins

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## Essential role of Indigenous Peoples

• The Species at Risk Act recognizes that the roles of Indigenous peoples and Wildlife Management Boards established under land claims agreements in the conservation of wildlife in Canada are essential

• The Act requires:

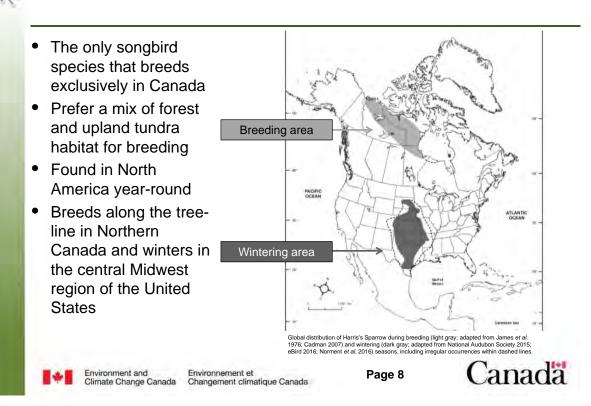
- Consideration of traditional knowledge in assessment, planning and implementation
- Cooperation with directly affected Indigenous organizations and Wildlife Management Boards when preparing recovery documents
- <u>Consultation</u> with directly affected persons before making decisions that may impact them

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## Harris's Sparrow – Habitat and Distribution





## COSEWIC Assessment

- Assessed nationally by the Committee on the Status of Endangered Wildlife in Canada (COSEWIC) as a species of Special Concern. This national assessment considers the status of Harris's Sparrow across their entire Canadian distribution.
- A species of Special Concern is a wildlife species that may become a threatened or an endangered species because of a combination of biological characteristics and identified threats.

As a migratory bird, the Harris's Sparrow also receives protection under the Migratory Birds Convention Act (1994)



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- Relatively little is known about the species in Canada, it is one of the least studied songbirds in North America
- Current population of Harris's Sparrow is estimated to be approximately 2,000,000 mature individuals
- Long-term decline of 2.6% a year between 1980 and 2014
- Overall decline of 59% over the past 35 years, including 16% over the past decade





## Reason for Designation as Special Concern

### • Threats:

### On the wintering grounds:

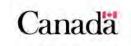
- Conversion of grassland habitat to agriculture
- Pesticide use
- Feral cat predation
- Collision risk on roads and railways

### On the **breeding grounds**:

- Habitat loss due to deforestation near the northern edge of the range associated with fire, quarries and mine development
- Breeding habitat reduction and introduction of new mammalian predators due to climate change

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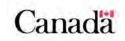
What does it mean if Harris's Sparrow is listed under the federal Species at Risk Act?

### Management Plan:

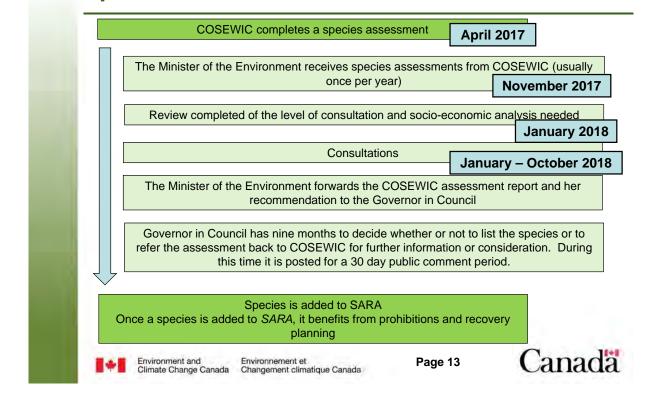
- A management plan will be prepared for Harris's Sparrow within 3 years of the date of listing
  - Written in cooperation with Wildlife Management and affected Indigenous organizations
- Includes measures to ensure species does not become threatened or endangered
- Critical habitat not identified for species of Special Concern

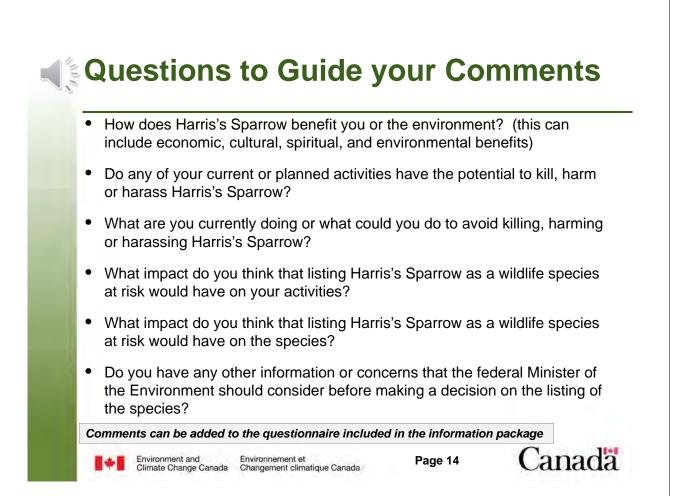


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# The species listing process under the federal Species at Risk Act









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Please fax this form to <u>867-873-6776</u> Or email to ec.sarnt-lepnt.ec@canada.ca by <u>May 22, 2018</u>

## <u>Harris's Sparrow</u>

### **Proposed listing as Special Concern**

The following questions are intended to assist you in providing comments. They are not limiting and any other comments you may have are welcome. We also encourage you to share descriptions and estimates of costs and benefits where possible.

Questionnaire filled out by:

(Print name / title)

**Organization:** 

Date questionnaire completed:

Have you seen <u>Harris's Sparrow</u> in your area?

Yes	No
100	1.10

Do you have enough information to make a decision on your position/opinion on the proposed listing of <u>Harris's Sparrow</u> as Special Concern under the federal *Species at Risk Act*?

🗌 Yes 🔲 No

If you need more information, someone will contact you to see how best to provide this information

What is your organization's position/opinion on the proposed listing of <u>Harris's Sparrow</u> as Special Concern?

Support the proposed listing of <u>Harris's Sparrow</u> as Special Concern Do not support the proposed listing of <u>Harris's Sparrow</u> as Special Concern Indifferent to the proposed listing of <u>Harris's Sparrow</u> as Special Concern

### What are your reasons for this position?

Harris's Sparrow Proposed Listing as Special Concern







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### Do you have any additional comments?

Some points to consider:

- How does Harris's Sparrow benefit you or the environment? (this can include economic, cultural, spiritual, and environmental benefits)
- Do any of your current or planned activities have the potential to kill, harm or harass Harris's Sparrow?
- What are you currently doing or what could you do to avoid killing, harming or harassing Harris's Sparrow?
- What impact do you think that listing Harris's Sparrow as a wildlife species at risk would have on your activities?
- What impact do you think that listing Harris's Sparrow as a wildlife species at risk would have on the species?
- Do you have any other information or concerns that the federal Minister of the Environment should consider before making a decision on the listing of the species?









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Aussi disponible en français

## CONSULTATION ON AMENDING THE LIST OF SPECIES UNDER THE **SPECIES AT RISK ACT** TERRESTRIAL SPECIES

JANUARY 2018

Please submit your comments by

May 22, 2018, for terrestrial species undergoing normal consultations

and by

October 22, 2018, for terrestrial species undergoing extended consultations.

For a description of the consultation paths these species will undergo, please see: www.registrelep-sararegistry.gc.ca/default.asp?lang=En&n=8CF7461F-1

Please email your comments to the Species at Risk Public Registry at: ec.registrelep-sararegistry.ec@canada.ca

Comments may also be mailed to: Director General, Assessment and Regulatory Affairs Canadian Wildlife Service Environment and Climate Change Canada Ottawa ON K1A 0H3

For more information on the *Species at Risk Act*, please visit the Species at Risk Public Registry at: www.registrelep-sararegistry.gc.ca

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## ADDITION OF SPECIES TO THE SPECIES AT RISK ACT

### Questions to guide your comments

The following questions are intended to assist you in providing comments on the proposed amendments to the List of Wildlife Species at Risk (see Table 1 for the list of species under consultation). They are not limiting, and any other comments you may have are welcome. We also encourage you to share descriptions and estimates of costs or benefits to you or your organization where possible, as well as to propose actions that could be taken for the conservation of these species.

### **Respondent information**

- 1) Are you responding as
  - a) an individual, or
  - b) representing a community, business or organization (please specify)?

### Species benefits to people or to the ecosystem

- Do any or all of the species provide benefits to you or Canada's ecosystems? If so, please describe these benefits. If possible, please provide a monetary or quantitative estimate of their values to you. For example:
  - Do any or all of the species provide benefits by supporting your livelihood, for example, through harvesting, subsistence or medicine? If yes, can you estimate the extent of these benefits, for example, how often the harvest takes place, the quantity harvested, and the uses of the harvested species (e.g., medicine, food, clothes, etc.)?
  - Do any or all of the species provide cultural or spiritual benefits, for example, recreation, sense of place or tradition? If yes, how?
  - Do any or all of the species provide environmental benefits, for example, pollination, pest control or flood control? If yes, how?

## Impacts of species listing on your activities and the ecosystem

3) Based on what you know about SARA and the information presented in this document, do you think that amending the List of Wildlife Species at Risk with the proposed listing (Table 1) would have:

- a) no impact on your activities or the species;
- b) a positive impact on your activities or the species; or
- c) a negative impact on your activities or the species.

Please explain your choice above, specifically:

- 4) Do you think that listing the species would result in cultural, social, or economic costs or benefits to you, your community or your organization?
- 5) Do you think that listing the species would result in any costs or benefits to the environment or Canada's ecosystems?
- 6) Based on the maps provided in this document, do any of your current or planned activities overlap with any of the species ranges or occurrences?
- 7) Do any current or planned activities that you are aware of (e.g., land conversion for natural resource, industrial, commercial, or residential development) have the potential to kill, harm, or harass the species and/or destroy any part of its habitat?
  - If yes, what are these activities, how would they affect the species, and/or destroy any part of its habitat?
  - If yes, what is being done, planned to be done, or could be done to avoid killing, harming, or harassing the species, or destroying its habitat? Please describe what implications and/or costs may be involved (qualitative or quantitative). Would you personally have to adjust or cease any activities?

### Additional information for small businesses

If you are responding for a small business, please provide the following details to help Environment and Climate Change Canada gather information to contribute to the required Small Business Lens analysis that forms part of the Regulatory Impact Analysis Statement that will accompany any future listing recommendation.

- 1. Are you an enterprise that operates in Canada?
- 2. Do you engage in commercial activities related to the supply of services or property (which includes goods)?

- 3. Are you an organization that engages in activities for a public purpose (e.g., social welfare or civic improvement), such as a provincial or municipal government, school, college/university, hospital or charity?
- 4. Is your enterprise owned by a First Nations community?
- 5. How many employees do you have?
  - a) 0–99
  - b) 100 or more
- 6. What was your annual gross revenue in the last year?
  - a) Less than \$30,000
  - b) Between \$30,000 and \$5 million
  - c) More than \$5 million

To ensure that your comments are considered in time, they should be submitted before the following deadlines.

For terrestrial species undergoing normal consultations, comments should be submitted by May 22, 2018.

For terrestrial species undergoing extended consultations, comments should be submitted by October 22, 2018.

To find out which consultation paths these species will undergo (extended or normal), please see: www.registrelep-sararegistry.gc.ca/default. asp?lang=En&n=8CF7461F-1

Comments received by these deadlines will be considered in the development of the listing proposal.

Please email your comments to the Species at Risk Public Registry at: ec.registrelep-sararegistry.ec@ canada.ca

By regular mail, please address your comments to:

Director General, Assessment and Regulatory Affairs Canadian Wildlife Service Environment and Climate Change Canada Ottawa ON K1A 0H3

## The Species at Risk Act and the List of Wildlife Species at Risk

The Government of Canada is committed to preventing the disappearance of wildlife species at risk from our lands. As part of its strategy for realizing that commitment, on June 5, 2003, the Government of Canada proclaimed the *Species at*  Risk Act (SARA). Attached to the Act is Schedule 1, the list of the species provided for under SARA, also called the List of Wildlife Species at Risk. Extirpated, Endangered and Threatened species on Schedule 1 benefit from the protection afforded by the prohibitions and from recovery planning requirements under SARA. Special Concern species benefit from its management planning requirements. Schedule 1 has grown from the original 233 to 555 wildlife species at risk. In 2017, final listing decisions were made for 44 terrestrial species and 15 aquatic species. Of these 59 species, 35 were new additions, sixteen were reclassifications, three had a change made to how they are defined, two were removed from Schedule 1, one was referred back to COSEWIC for further evaluation and two were the object of 'do not list' decisions. In 2017, on the recommendation of the Minister of the Environment, the Governor in Council approved listing proposals for 45 wildlife species. It is proposed that 21 species be added to Schedule 1, 11 be reclassified, 12 would have a change made to how they are defined and one would be referred back to COSEWIC for further evaluation. The listing proposals were published in Canada Gazette, part I for a 30-day public comment period and final listing decisions for all 45 species are expected by August of 2018.

The complete list of species currently on Schedule 1 can be viewed at: www.registrelep-sararegistry. gc.ca/species/schedules\_e.cfm?id=1

Species become eligible for addition to Schedule 1 once they have been assessed as being at risk by the Committee on the Status of Endangered Wildlife in Canada (COSEWIC). The decision to add a species to Schedule 1 is made by the Governor in Council further to a recommendation from the Minister of the Environment. The Governor in Council is the formal executive body that gives legal effect to decisions that then have the force of law.

## COSEWIC and the assessment process for identifying species at risk

COSEWIC is recognized under SARA as the authority for assessing the status of wildlife species at risk. COSEWIC comprises experts on wildlife species at risk. Its members have backgrounds in the fields of biology, ecology, genetics, Indigenous traditional knowledge and other relevant fields. They come from various communities, including academia, Indigenous organizations, governments and non-governmental organizations. COSEWIC gives priority to those species more likely to become extinct, and then commissions a status report for the evaluation of the species' status. To be accepted, status reports must be peer-reviewed and approved by a subcommittee of species specialists. In special circumstances, assessments can be done on an emergency basis. When the status report is complete, COSEWIC meets to examine it and discuss the species. COSEWIC then determines whether the species is at risk, and, if so, it then assesses the level of risk and assigns a conservation status.

### Terms used to define the degree of risk to a species

The conservation status defines the degree of risk to a species. The terms used under SARA are Extirpated, Endangered, Threatened and Special Concern. Extirpated species are wildlife species that no longer occur in the wild in Canada but still exist elsewhere. Endangered species are wildlife species that are likely to soon become Extirpated or extinct. Threatened species are likely to become Endangered if nothing is done to reverse the factors leading to their extirpation or extinction. The term Special Concern is used for wildlife species that may become Threatened or Endangered due to a combination of biological characteristics and threats. Once COSEWIC has assessed a species as Extirpated, Endangered, Threatened or Special Concern, it is eligible for inclusion on Schedule 1.

### For more information on COSEWIC, visit: www.canada.ca/en/environment-climatechange/services/committee-status-endangeredwildlife.html

On October 24, 2017, COSEWIC sent to the Minister of the Environment its newest assessments of species at risk. Environment and Climate Change Canada is now consulting on changes to Schedule 1 to reflect these new designations for these terrestrial species. To see the list of the terrestrial species and their status, please refer to tables 1 and 2.

## Terrestrial and aquatic species eligible for Schedule 1 amendments

The Minister of Fisheries and Oceans conducts separate consultations for the aquatic species. For more information on the consultations for aquatic species, visit the Fisheries and Oceans Canada website at www.dfo-mpo.gc.ca. The Minister of the Environment is conducting the consultations for all other species at risk.

Approximately 67% of the recently assessed terrestrial species at risk also occur in national parks or other lands administered by Parks Canada; Parks Canada shares responsibility for these species with Environment and Climate Change Canada.

# Comments solicited on the proposed amendment of Schedule 1

The conservation of wildlife is a joint legal responsibility: one that is shared among the governments of Canada. But biodiversity will not be conserved by governments that act alone. The best way to secure the survival of species at risk and their habitats is through the active participation of all those concerned. SARA recognizes this, and that all Indigenous peoples and Canadians have a role to play in preventing the disappearance of wildlife species from our lands. The Government of Canada is inviting and encouraging you to become involved. One way that you can do so is by sharing your comments concerning the addition or reclassification of these terrestrial species.

Your comments are considered in relation to the potential consequences of whether or not a species is included on Schedule 1, and they are then used to inform the drafting of the Minister's proposed listing recommendations for each of these species.

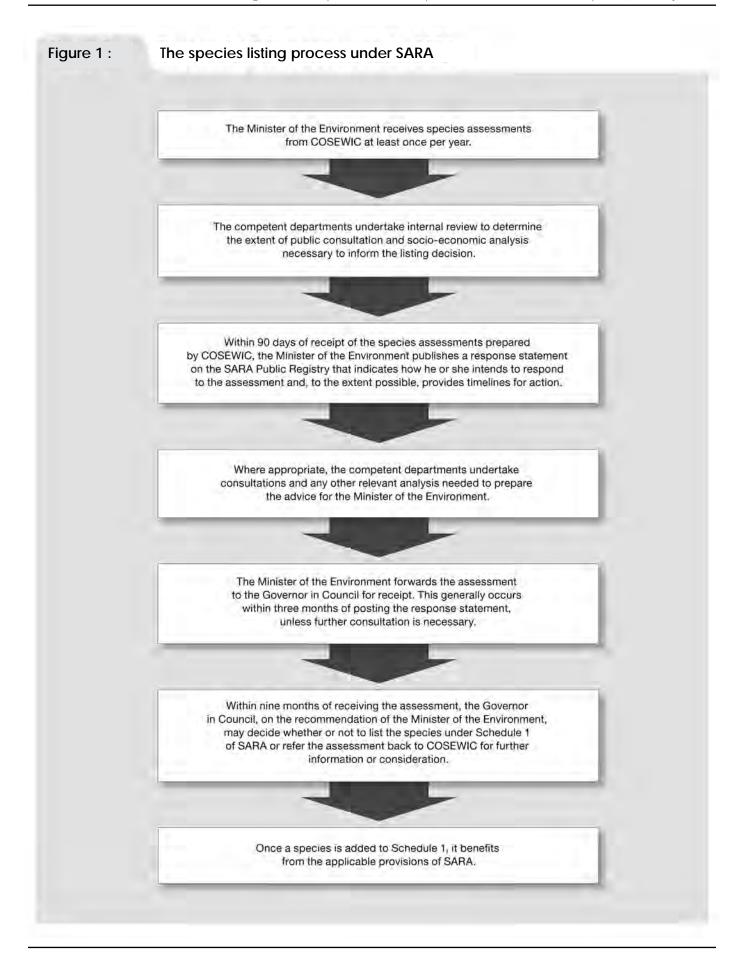
Questions to guide your comments are included at the beginning of the document.

# THE SPECIES AT RISK ACT LISTING PROCESS AND CONSULTATION

The addition of a wildlife species at risk to Schedule 1 of SARA facilitates providing for its protection and conservation. To be effective, the listing process must be transparent and open. The species listing process under SARA is summarized in Figure 1.

## The purpose of consultations on amendments to the List

When COSEWIC assesses a wildlife species, it does so solely on the basis of the best available information relevant to the biological status of the species. COSEWIC then submits the assessment to the Minister of the Environment, who considers it when making the listing recommendation to



the Governor in Council. The purpose of these consultations is to provide the Minister with a better understanding of the potential social and economic impacts of the proposed change to the List of Wildlife Species at Risk, and of the potential consequences of not adding a species to the List.

### Legislative context of the consultations: the Minister's recommendation to the Governor in Council

The comments collected during the consultations inform the Governor in Council's consideration of the Minister's recommendations for listing species at risk. The Minister must recommend one of three courses of action. These are for the Governor in Council to accept the species assessment and modify Schedule 1 accordingly, not to add the species to Schedule 1, or to refer the species assessment back to COSEWIC for its further consideration (Figure 1).

# The Minister of the Environment's response to the COSEWIC assessment: the response statement

After COSEWIC has completed its assessment of a species, it provides it to the Minister of the Environment. The Minister of the Environment then has 90 days to post a response on the Species at Risk Public Registry, known as the response statement. The response statement provides information on the scope of any consultations and the timelines for action, to the extent possible. It identifies how long the consultations will be (whether they are "normal" or "extended") by stating when the Minister will forward the assessment to the Governor in Council. Consultations for a group of species are launched with the posting of their response statements.

# Normal and extended consultation periods

Normal consultations meet the consultation needs for the listing of most species at risk. They usually take two to three months to complete, while extended consultations may take one year or more.

The extent of consultations needs to be proportional to the expected impact of a listing decision and the time that may be needed to consult. Under some circumstances, whether or not a species will be included on Schedule 1 could have significant and widespread impacts on the activities of some groups of people. It is essential that such stakeholders have the opportunity to inform the pending decision and, to the extent possible, to provide input on its potential consequences and to share ideas on how best to approach threats to the species. A longer period may also be required to consult appropriately with some groups. For example, consultations can take longer for groups that meet infrequently but that must be engaged on several occasions. For such reasons, extended consultations may be undertaken.

For both normal and extended consultations, once they are complete, the Minister of the Environment forwards the species assessments to the Governor in Council for the government's formal receipt of the assessment. The Governor in Council then has nine months to come to a listing decision.

The consultation paths (normal or extended) for the terrestrial species listed in Table 1 will be announced when the Minister publishes the response statements. These will be posted by January 22, 2018, on the Species at Risk Public Registry at: www.registrelep-sararegistry.gc.ca/ default.asp?lang=En&n=8CF7461F-1

No consultations will be undertaken for those species already on Schedule 1 and for which no change in status is being proposed (Table 2).

### Who is consulted, and how

It is most important to consult with those who would be most affected by the proposed changes. There is protection that is immediately in place when a species that is Extirpated, Endangered or Threatened is added to Schedule 1 (for more details, see below, "Protection for listed Extirpated, Endangered and Threatened species"). This immediate protection does not apply to species of Special Concern. The nature of protection depends on the type of species, its conservation status, and where the species is found. Environment and Climate Change Canada takes this into account during the consultations; those who may be affected by the impacts of the automatic protections are contacted directly, others are encouraged to contribute through a variety of approaches.

Indigenous peoples known to have species at risk on their lands, for which changes to Schedule 1 are being considered, will be contacted. Their engagement is of particular significance, acknowledging their role in the management of the extensive traditional territories and the reserve and settlement lands.

A Wildlife Management Board is a group that has been established under a land claims agreement and is authorized by the agreement to perform functions in respect of wildlife species. Some eligible species at risk are found on lands where existing land claims agreements apply that give specific authority to a Wildlife Management Board. In such cases, the Minister of the Environment will consult with the relevant board.

To encourage others to contribute and make the necessary information readily available, this document is distributed to known stakeholders and posted on the Species at Risk Public Registry. More extensive consultations may also be done through regional or community meetings or through a more targeted approach.

Environment and Climate Change Canada also sends notice of this consultation to identified concerned groups and individuals who have made their interests known. These include, but are not limited to, industries, resource users, landowners and environmental non-governmental organizations.

In most cases, it is difficult for Environment and Climate Change Canada to fully examine the potential impacts of recovery actions when species are being considered for listing. Recovery actions for terrestrial species usually have not yet been comprehensively defined at the time of listing, so their impact cannot be fully understood. Once they are better understood, efforts are made to minimize adverse social and economic impacts of listing and to maximize the benefits. SARA requires that recovery measures be prepared in consultation with those considered to be directly affected by them.

In addition to the public, Environment and Climate Change Canada consults on listing with the governments of the provinces and territories with lead responsibility for the conservation and management of these wildlife species. Environment and Climate Change Canada also consults with other federal departments and agencies.

# Role and impact of public consultations in the listing process

The results of the public consultations are of great significance to informing the process of listing species at risk. Environment and Climate Change Canada carefully reviews the comments it receives to gain a better understanding of the benefits and costs of changing the List.

The comments are then used to inform the Regulatory Impact Analysis Statement (RIAS). The RIAS is a report that summarizes the impact of a proposed regulatory change. It includes a description of the proposed change and an analysis of its expected impact, which takes into account the results of the public consultations. In developing the RIAS, the Government of Canada recognizes that Canada's natural heritage is an integral part of our national identity and history and that wildlife in all its forms has value in and of itself. The Government of Canada also recognizes that the absence of full scientific certainty is not a reason to postpone decisions to protect the environment.

A draft Order (see Glossary) is then prepared, providing notice that a decision is being taken by the Governor in Council. The draft Order proposing to list all or some of the species under consideration is then published, along with the RIAS, in the *Canada Gazette*, Part I, for a comment period of 30 days.

The Minister of the Environment will take into consideration comments and any additional information received following publication of the draft Order and the RIAS in the Canada Gazette, Part I. The Minister then makes a final listing recommendation for each species to the Governor in Council. The Governor in Council next decides either to accept the species assessment and amend Schedule 1 accordingly; or not to add the species to Schedule 1; or to refer the species assessment back to COSEWIC for further information or consideration. The final decision is published in the Canada Gazette, Part II, and on the Species at Risk Public Registry. If the Governor in Council decides to list a species, it is at this point that it becomes legally included on Schedule 1.

### SIGNIFICANCE OF THE ADDITION OF A SPECIES TO SCHEDULE 1

The protection that comes into effect following the addition of a species to Schedule 1 depends upon a number of factors. These include the species' status under SARA, the type of species and where it occurs.

### Protection for listed Extirpated, Endangered and Threatened species

Responsibility for the conservation of wildlife is shared among the governments of Canada. SARA establishes legal protection for individuals as soon as a species is listed as Threatened, Endangered or Extirpated, and, in the case of Threatened and Endangered species, for their residences. This applies to species considered federal species or if they are found on federal land.

Federal species include migratory birds, as defined by the *Migratory Birds Convention Act, 1994*, and aquatic species covered by the *Fisheries Act*. Federal land means land that belongs to the federal government, and the internal waters and territorial sea of Canada. It also means land set apart for the use and benefit of a band under the *Indian Act* (such as reserves). In the territories, the protection for species at risk on federal lands applies only where they are on lands under the authority of the Minister of the Environment or the Parks Canada Agency.

Migratory birds are protected by the *Migratory Birds Regulations*, under the *Migratory Birds Convention Act, 1994*, which strictly prohibits the harming of migratory birds and the disturbance or destruction of their nests and eggs.

SARA's protection for individuals makes it an offence to kill, harm, harass, capture or take an individual of a species listed as Extirpated, Endangered or Threatened. It is also an offence to damage or destroy the residence of one or more individuals of an Endangered or Threatened species or an Extirpated species whose reintroduction has been recommended by a recovery strategy. The Act also makes it an offence to possess, collect, buy, sell or trade an individual of a species that is Extirpated, Endangered or Threatened. Species at risk that are neither aquatic nor protected under the Migratory Birds Convention Act, 1994, nor on federal lands, do not receive immediate protection upon listing under SARA. Instead, in most cases, the protection of terrestrial species on non-federal lands is the responsibility of the provinces and territories where they are found. The application of protections under SARA to a species at risk on non-federal lands requires that the Governor in Council make an order defining those lands. This can only occur when the Minister is of the opinion that the laws of the province or territory do not effectively protect the species. To put such an order in place, the Minister would then need to recommend the order be made to the Governor in Council. If the Governor in Council agrees to make the order, the prohibitions of SARA would then apply to the provincial or territorial lands specified by the order. The federal government would consult before making such an order.

### Recovery strategies and action plans for Extirpated, Endangered and Threatened species

Recovery planning results in the development of recovery strategies and action plans for Extirpated, Endangered or Threatened species. It involves the different levels of government responsible for the management of the species, depending on what type of species it is and where it occurs. These include federal, provincial and territorial governments as well as Wildlife Management Boards. Recovery strategies and action plans are also prepared in cooperation with directly affected Indigenous organizations. Landowners and other stakeholders directly affected by the recovery strategy are consulted to the extent possible.

Recovery strategies must be prepared for all Extirpated, Endangered and Threatened species. They include measures to mitigate the known threats to the species and its habitat and set the population and distribution objectives. Other objectives can be included, such as stewardship, to conserve the species, or education, to increase public awareness. Recovery strategies must include a statement of the time frame for the development of one or more action plans that will state the measures necessary to implement the recovery strategy. To the extent possible, recovery strategies must also identify the critical habitat of the species, which is the habitat necessary for the survival or recovery of the species. If there is not enough information available to identify critical habitat, the recovery strategy includes a schedule of studies required for its identification. This schedule outlines what must be done to obtain the necessary information and by when it needs to be done. In such cases, critical habitat can be identified in a subsequent action plan.

Proposed recovery strategies for newly listed species are posted on the Species at Risk Public Registry to provide for public review and comment. For Endangered species, proposed recovery strategies are posted within one year of their addition to Schedule 1, and for Threatened or Extirpated species, within two years.

Once a recovery strategy has been posted as final, one or more action plans based on the recovery strategy must then be prepared. These include measures to address threats and achieve the population and distribution objectives. Action plans also complete the identification of the critical habitat where necessary and, to the extent possible, state measures that are proposed to protect it.

### Permits and agreements

For terrestrial species listed on SARA Schedule 1 as Extirpated, Endangered or Threatened, the Minister of the Environment may authorize exceptions to the Act's prohibitions, when and where they apply. The Minister can enter into agreements or issue permits only for one of three purposes: for research, for conservation activities, or if the effects to the species are incidental to the activity. Research must relate to the conservation of a species and be conducted by qualified scientists. Conservation activities must benefit a listed species or be required to enhance its chances of survival. All activities, including those that incidentally affect a listed species, its individuals, residences or critical habitat must also meet certain conditions. First, it must be established that all reasonable alternatives to the activity have been considered and the best solution has been adopted.

Second, it must also be established that all feasible measures will be taken to minimize the impact of the activity on the listed species. And finally, it must be established that the activity will not jeopardize the survival or recovery of the species. Having issued a permit or agreement, the Minister must then include an explanation on the Species at Risk Public Registry of why the permit or agreement was issued.

# Protection for listed species of Special Concern

While immediate protection under SARA for species listed as Extirpated, Endangered and Threatened does not apply to species listed as Special Concern, any existing protections and prohibitions, such as those provided by the *Migratory Birds Convention Act, 1994* or the *Canada National Parks Act*, continue to be in force.

# Management plans for species of Special Concern

For species of Special Concern, management plans are to be prepared and made available on the Species at Risk Public Registry within three years of a species' addition to Schedule 1, allowing for public review and comment. Management plans include appropriate conservation measures for the species and for its habitat. They are prepared in cooperation with the jurisdictions responsible for the management of the species, including directly affected Wildlife Management Boards and Indigenous organizations. Landowners, lessees and others directly affected by a management plan will also be consulted to the extent possible.

## THE LIST OF SPECIES ELIGIBLE FOR AN AMENDMENT TO SCHEDULE 1

## Status of the recently assessed species and consultation paths

On October 24, 2017, COSEWIC submitted 28 assessments of species at risk to the Minister of the Environment for species that are eligible to be added to Schedule 1 of SARA. Thirteen of these are terrestrial species, and 15 are aquatic species. COSEWIC also reviewed the classification of species already on Schedule 1, in some cases changing their status. Four terrestrial species are now being considered for down-listing on SARA (to a lower risk status) and 3 terrestrial species are now being considered for a higher risk status on SARA. One species, the Sonora Skipper, is being considered for removal from the list, as it was found to be not at risk in its latest assessment. In all, 21 terrestrial species that are eligible to be added to Schedule 1, to be removed from Schedule 1, or to have their current status on Schedule 1 changed are included in this consultation (Table 1).

COSEWIC also submitted the reviews of species already on Schedule 1, confirming their classification. Twelve of these reviews were for terrestrial species. These species are not included in the consultations because there is no regulatory change being proposed (Table 2).

For more information on the consultations for aquatic species, visit the Fisheries and Oceans Canada website at www.dfo-mpo.gc.ca.

### **Providing comments**

The involvement of Canadians is integral to the listing process, as it is to the ultimate protection of Canadian wildlife. Your comments matter and are given serious consideration. Environment and Climate Change Canada will review all the comments that it receives by the deadlines provided below.

Comments for terrestrial species undergoing normal consultations must be received by May 22, 2018.

Comments for terrestrial species undergoing extended consultations must be received by October 22, 2018.

Most species will be undergoing normal consultations. For the final consultation paths, please see www.registrelep-sararegistry.gc.ca/default.asp? lang=En&n=8CF7461F-1 after January 22, 2018.

For more details on submitting comments, see the section "Comments solicited on the proposed amendment of Schedule 1" of this document.

## Table 1:Terrestrial species recently assessed by COSEWIC eligible for addition<br/>to Schedule 1 or reclassification

Taxon	Species	Scientific Name	Range		
	addition to Schedule 1 (13)				
Endangered (4)					
Lichens	Golden-eye Lichen (Great Lakes population)	Teloschistes chrysophthalmus	ON		
Mammals	Caribou (Eastern Migratory population)	Rangifer tarandus	MB ON QC NL		
Mammals	Caribou (Torngat Mountains population)	Rangifer tarandus	NU QC NL		
Molluscs	Eastern Banded Tigersnail	Anguispira kochi kochi	ON		
Threatened (2)					
Birds	Lark Bunting	Calamospiza melanocorys	AB SK MB		
Mammals	Caribou (Barren-ground population)	Rangifer tarandus	YT NT NU AB SK MB		
Special Concern (7)					
Arthropods	Magdalen Islands Grasshopper	Melanoplus madeleineae	QC		
Arthropods	Transverse Lady Beetle	Coccinella transversoguttata	YT NT NU BC AB SK MB ON QC NB PE NS NL		
Birds	Evening Grosbeak	Coccothraustes vespertinus	YT NT BC AB SK MB ON QC NB PE NS NL		
Birds	Harris's Sparrow	Zonotrichia querula	NT NU AB SK MB ON		
Lichens	Golden-eye Lichen (Prairie / Boreal population)	Teloschistes chrysophthalmus	MB ON		
Reptiles	Bullsnake	Pituophis catenifer sayi	AB SK		
Vascular Plants	Long's Bulrush	Scirpus longii	NS		
<b>Reclassifications: Up</b>	-list (3)				
From Threatened to	Endangered (2)				
Birds	Pink-footed Shearwater	Ardenna creatopus	BC Pacific Ocean		
Reptiles	Blanding's Turtle (Great Lakes / St. Lawrence population)	Emydoidea blandingii	ON QC		
From Special Conce	rn to Endangered (1)				
Arthropods	Monarch	Danaus plexippus	NT BC AB SK MB ON QC NB PE NS NL		
Reclassifications: Do	wn-list or Delist (5)				
From Endangered to	Threatened (2)				
Reptiles	Western Painted Turtle (Pacific Coast population)	Chrysemys picta bellii	BC		
Vascular Plants	Spotted Wintergreen	Chimaphila maculata	ON QC		
From Threatened to	Special Concern (1)				
Vascular Plants	Anticosti Aster	Symphyotrichum anticostense	QC NB		
From Endangered to	Special Concern (1)				
Mosses	Rusty Cord-moss	Entosthodon rubiginosus	BC SK		
From Special Concern to Not at Risk (1)					
Arthropods	Sonora Skipper	Polites sonora	BC		

# Table 2:Terrestrial species recently reassessed by COSEWIC<br/>(no consultations – species status confirmation)

Taxon	Species	Scientific Name	Range		
Status Confirmations (12)					
Endangered (8)					
Arthropods	Gold-edged Gem	Schinia avemensis	AB SK MB		
Birds	Burrowing Owl	Athene cunicularia	BC AB SK MB		
Birds	Prothonotary Warbler	Protonotaria citrea	ON		
Mammals	Ord's Kangaroo Rat	Dipodomys ordii	AB SK		
Mosses	Nugget Moss	Microbryum vlassovii	BC		
Reptiles	Blanding's Turtle (Nova Scotia population)	Emydoidea blandingii	NS		
Vascular Plants	Butternut	Juglans cinerea	ON QC NB		
Vascular Plants	Western Prairie Fringed Orchid	Platanthera praeclara	MB		
Special Concern (	4)				
Birds	Rusty Blackbird	Euphagus carolinus	YT NT NU BC AB SK MB ON QC NB PE NS NL		
Mammals	Nuttall's Cottontail nuttallii subspecies	Sylvilagus nuttallii nuttallii	BC		
Reptiles	Western Painted Turtle (Intermountain - Rocky Mountain population)	Chrysemys picta bellii	BC		
Vascular Plants	American Hart's-tongue Fern	Asplenium scolopendrium var. americanum	ON		

### THE COSEWIC SUMMARIES OF TERRESTRIAL SPECIES ELIGIBLE FOR ADDITION OR RECLASSIFICATION ON SCHEDULE 1

For a brief summary of the reasons for the COSEWIC status designation of individual species, and their biology, threats, distribution and other information, please consult:

### http://registrelep-sararegistry.gc.ca/document/default\_e.cfm?documentID=3200

For a more comprehensive explanation of the conservation status of an individual species, please refer to the COSEWIC status report for that species, also available on the Species at Risk Public Registry at:

www.sararegistry.gc.ca

or contact:

COSEWIC Secretariat c/o Canadian Wildlife Service Environment and Climate Change Canada Ottawa ON K1A 0H3

## GLOSSARY

- Aquatic species: A wildlife species that is a fish as defined in section 2 of the *Fisheries Act* or a marine plant as defined in section 47 of the Act. The term includes marine mammals.
- *Canada Gazette:* The *Canada Gazette* is one of the vehicles that Canadians can use to access laws and regulations. It has been the "official newspaper" of the Government of Canada since 1841. Government departments and agencies as well as the private sector are required by law to publish certain information in the *Canada Gazette.* Notices and proposed regulations are published in the *Canada Gazette*, Part I, and official regulations are published in the *Canada Gazette.* Part I, canadagazette.gc.ca.
- Canadian Endangered Species Conservation Council: The Council is made up of federal, provincial and territorial ministers with responsibilities for wildlife species. The Council's mandate is to provide national leadership and coordination for the protection of species at risk.
- **COSEWIC**: The Committee on the Status of Endangered Wildlife in Canada. The Committee comprises experts on wildlife species at risk. Their backgrounds are in the fields of biology, ecology, genetics, Indigenous traditional knowledge and other relevant fields. These experts come from various communities, including, among others, government and academia.
- **COSEWIC** assessment: COSEWIC's assessment or re-assessment of the status of a wildlife species, based on a status report on the species that COSEWIC either has had prepared or has received with an application.
- **Down-listing:** A revision of the status of a species on Schedule 1 to a status of lower risk. A revision of the status of a Schedule 1 species to a higher risk status would be up-listing.
- Federal land: Any land owned by the federal government, the internal waters and territorial sea of Canada, and reserves and other land set apart for the use and benefit of a band under the *Indian Act.*
- **Governor in Council**: The Governor General of Canada acting on the advice of the Queen's Privy Council for Canada, the formal executive body that gives legal effect to those decisions of Cabinet that are to have the force of law.
- Individual: An individual of a wildlife species, whether living or dead, at any developmental stage, and includes larvae, embryos, eggs, sperm, seeds, pollen, spores and asexual propagules.
- Order: An order issued by the Governor in Council, either on the basis of authority delegated by legislation or by virtue of the prerogative powers of the Crown.
- Response statement: A document in which the Minister of the Environment indicates how he or she intends to respond to the COSEWIC assessment of a wildlife species. A response statement is posted on the Species at Risk Public Registry within 90 days of receipt of the assessment by the Minister, and provides timelines for action to the extent possible.
- **RIAS**: Regulatory Impact Analysis Statement. A document that provides an analysis of the expected impact of a regulatory initiative and which accompanies an Order in Council.
- Species at Risk Public Registry: Developed as an online service, the Species at Risk Public Registry has been accessible to the public since proclamation of the *Species at Risk Act* (SARA). The website gives users easy access to documents and information related to SARA at any time and location with Internet access. It can be found at www.registrelep-sararegistry.gc.ca.
- Schedule 1: A schedule of SARA, also known as the List of Wildlife Species at Risk, which presents the list of species protected under SARA.

- **Up-listing:** A revision of the status of a species on Schedule 1 to a status of higher risk. A revision of the status of a Schedule 1 species to a lower risk status would be down-listing.
- Wildlife Management Board: Established under the land claims agreements in northern Quebec, Newfoundland and Labrador, Yukon, Northwest Territories, British Columbia, and Nunavut, Wildlife Management Boards are the "main instruments of wildlife management" within their settlement areas. In this role, Wildlife Management Boards not only establish, modify and remove levels of total allowable harvest of a variety of wildlife species, but also participate in research activities, including annual harvest studies, and approve the designation of species at risk in their settlement areas.
- Wildlife species: Under SARA, a species, subspecies, variety, or geographically or genetically distinct population of animal, plant or other organism, other than a bacterium or virus. To be eligible for inclusion under SARA, a wildlife species must be wild by nature and native to Canada. Non-native species that have been here for 50 years or more can be considered eligible if they came without human intervention.



### Harris's Sparrow



Scientific name Zonotrichia querula

**Taxon** Birds

COSEWIC Status Special Concern

### **Canadian range**

Northwest Territories, Nunavut, Alberta, Saskatchewan, Manitoba, Ontario

### **Reason for Designation**

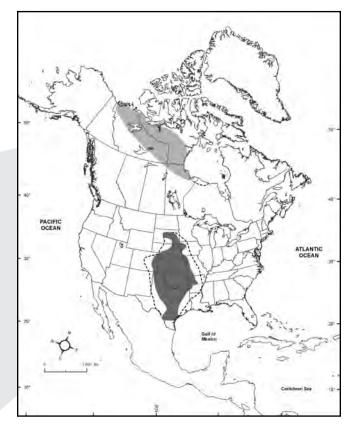
This northern ground-nesting bird is the only songbird that breeds exclusively in Canada. Data from Christmas Bird Counts in the US Midwest wintering grounds show a significant long-term decline of 59% over the past 35 years, including 16% over the past decade. The species may be affected by climate change on the breeding grounds, while threats on the wintering grounds include habitat loss, pesticide use, road mortality, and predation by feral cats.

## Wildlife Species Description and Significance

Harris's Sparrow is a large sparrow with a distinctive black hood and bib. Both sexes have similar plumage. Non-breeding and first-year birds are similar to each other in plumage, lacking much of the black bib and facial patterning found in breeding individuals. Harris's Sparrow is the only passerine that breeds exclusively in Canada.

### Distribution

Harris's Sparrow is a long-distance temperate migrant that is found exclusively in North America. The species breeds along the tree-line in northern Canada (Northwest Territories, Nunavut, Saskatchewan, Manitoba, and irregularly Ontario), and winters in the central Midwest region of the United States (regularly in Nebraska, Kansas, Oklahoma, Texas, and irregularly in Arkansas, Missouri, Iowa, and South Dakota). Because of limited accessibility of the breeding range, relatively little is known about the species in Canada.



Global distribution of Harris's Sparrow during breeding (light gray; adapted from James et al. 1976; Cadman 2007) and wintering (dark gray; adapted from National Audubon Society 2015; eBird 2016; Norment et al. 2016) seasons, including irregular occurrences within dashed lines.

### Habitat

Harris's Sparrow favours a mosaic of upland and tundra, with scattered lakes. Breeding territories typically include coniferous trees; densities are highest where forest stands are dominated by spruce or tamarack, interspersed with shrubs typically <1 m tall. In winter and during migration, the species frequents a variety of habitats, with riparian thickets, grasslands, woodland edges, hedgerows, and willow thickets commonly used.

### Biology

Harris's Sparrow is a socially monogamous breeder that consumes fruits, seeds, and insects. Throughout the breeding season, the species is initially heavily dependent on fruits, before switching its diet as the breeding season progresses to include more insects and seeds as snow cover disappears. Nests are constructed and incubated by the female and are placed on the ground in densely concealed ground vegetation. Average clutch size is 4.07 eggs, with a range of 3 - 5 eggs. Incubation lasts 12 - 13.5 days and young fledge after 8.5 - 10 days. Research on the Thelon River in Northwest Territories documented a hatching rate of 76%, fledging rate of 62.5%, and overall nest success rate of 47.5%, with 2.07 fledged young per pair.

### **Population Sizes and Trends**

The global population, which breeds exclusively in Canada, is estimated at 500,000 - 5,000,000 individuals, with the most recent estimates indicating ~2,000,000 individuals.

Christmas Bird Count (CBC) data indicate a significant long-term rate of annual decline of -2.58% between 1980 and 2014, amounting to a total population loss of 59% over the last 35 years. Over the most recent 10-year period (2004 to 2014), CBC data show a decline of -1.77% per year amounting to a cumulative loss of 16%.

### **Threats and Limiting Factors**

Throughout the wintering grounds in the Midwestern United States, the conversion of grassland and fringe lands for agricultural purposes is thought to be a factor in the decline of Harris's Sparrow. Pesticide use throughout the wintering grounds has been linked to declines in Harris's Sparrow; while the relative influence of this factor is unknown, it is anticipated to be negative and potentially considerable in severity. Within the breeding range, concerns include habitat loss linked to deforestation near the northern edge of the species' range associated with forest fires, quarries and mine development, and climate change, which may reduce suitable breeding habitat while allowing ectoparasites and mammalian predators, such as Red Fox, to spread north.

More studies are needed to assess the species throughout its annual life cycle and assess the relative importance of different threats on its breeding and wintering grounds.

### Protection, Status, and Ranks

Harris's Sparrow and its nest and eggs are protected in Canada under the *Migratory Birds Convention Act.* The Act prohibits the sale or possession of migratory birds and their nests, and any activities that are harmful to migratory birds, their eggs, or their nests, except as permitted under the *Migratory Birds Regulations.* It is protected in the United States under the *Migratory Birds Treaty Act.* 

Harris's Sparrow is ranked as globally secure by NatureServe. Within Canada the species is ranked as secure nationally, secure in Alberta and Saskatchewan and vulnerable in Manitoba and the Northwest Territories. COSEWIC assessed this species as Special Concern in April 2017.

Source: COSEWIC. 2017. COSEWIC assessment and status report on the Harris's Sparrow Zonotrichia querula in Canada. Committee on the Status of Endangered Wildlife in Canada. Ottawa. x + 36 pp.

For more information, please visit <u>www.sararegistry.gc.ca</u>.

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