

Marine Managed Areas of the Falkland Islands Consultation Report



Falkland Islands Government

Environment Department

Directorate of Policy & Economic Development

December 2022



Marine Managed Areas of the Falkland Islands Consultation Report

From March to May 2022, a consultation on proposals for Marine Managed Areas (MMAs) in the Falkland Islands was held. The consultation asked the public and key stakeholders to examine the proposals for MMAs in the Falkland Islands, and to provide their responses and comments via the consultation document (Appendix 1). The key data and information underpinning the proposed MMAs were summarised in the consultation document. However, the full details of the science and economics of the proposed areas were provided in an accompanying technical report produced by the South Atlantic Environmental Research Institute (SAERI). The technical report provided an overview of key science undertaken prior to the consultation.

The results of the public consultation and a summary of responses received are presented in this report. These results represent the collective responses of respondents.

The comments and considerations raised by stakeholders and the public are being used to inform the development of MMA policy.

Summary of Results

A total of 54 digital and paper surveys were returned and further opinion and comment were collected through a public presentation session in addition to individual stakeholder meetings and written stakeholder submissions.

Respondents to the survey were broadly in support of MMAs for the Islands, with a tailored approach of using international standards adapted to the local context.

Survey respondents were also broadly in favour of the proposed goals and tiered approach for establishing MMAs. However, there was a great deal of nuance and detail provided through the comments, which will be informative for policy development going forward.

The majority of respondents thought that there are additional impacts or current or future activities that could be affected by the proposals. Details of those impacts and activities were captured in the comments; highlighting the importance of considering flexibility and/or future needs in the frameworks to be developed.

An analysis of the individual comments received is also provided in this report.

In summary, there is broad support for the concept of MMAs for the Falkland Islands and the proposed approach for establishing them. The responses and comments received emphasise the importance of carefully considering and developing the detailed policy, and the importance of having a robust and carefully thought through management framework.

Going forward, the information received will help inform the detailed policy development led by the Falkland Islands Government (FIG).



Marine Managed Areas of the Falkland Islands Public Survey Results

Presentation of the data

The number of respondents who answered ‘yes’, ‘no’, or ‘unsure’ for each question are presented in this report, alongside the detailed comments that respondents provided under each question. For ease of visualisation, the comments received are summarised by theme and are categorised according to whether respondents answered ‘yes’, ‘no’ or ‘unsure’ to the corresponding question. A high-level summary of the comments is also provided in tables at the end of each section.

Respondents

The demographic profile of respondents (Table 1) indicates a good range of responses from across the Islands, by age group, and by sector of employment. Three quarters of respondents have lived in the Islands for more than 10 years.

Table 1: Demographic profile of respondents

Variable	Group	n	%
Broad location	Stanley	37	74%
	Camp	8	16%
	Stanley/Camp	4	8%
	Other	1	2%
	Not answered	4	
Age group	16-35	6	12%
	36-50	18	36%
	51-65	16	32%
	Over 65	10	20%
	Not answered	4	
Length of time living in the Islands	less than 1 year	2	4%
	1-5 years	5	10%
	6-10 years	4	8%
	11-20 years	7	14%
	More than 20 years	30	61%
	Other	1	2%
Not answered	5		
Employment sector	Agriculture/Agri-tourism	4	8%
	Business Services	2	4%
	Construction	1	2%
	Conservation/Environmental Protection	9	19%
	Environmental research/science	3	6%
	Fishing	8	17%
	Transportation (land/sea/air)	3	6%
	Oil and gas	1	2%
	Tourism industry	5	10%
	Wholesale or retail trade	2	4%
	Public Service	5	10%
	Retired	5	10%
Not answered	6		

Question 1: Agreement with the concept of designating the first marine managed areas for the Falkland Islands

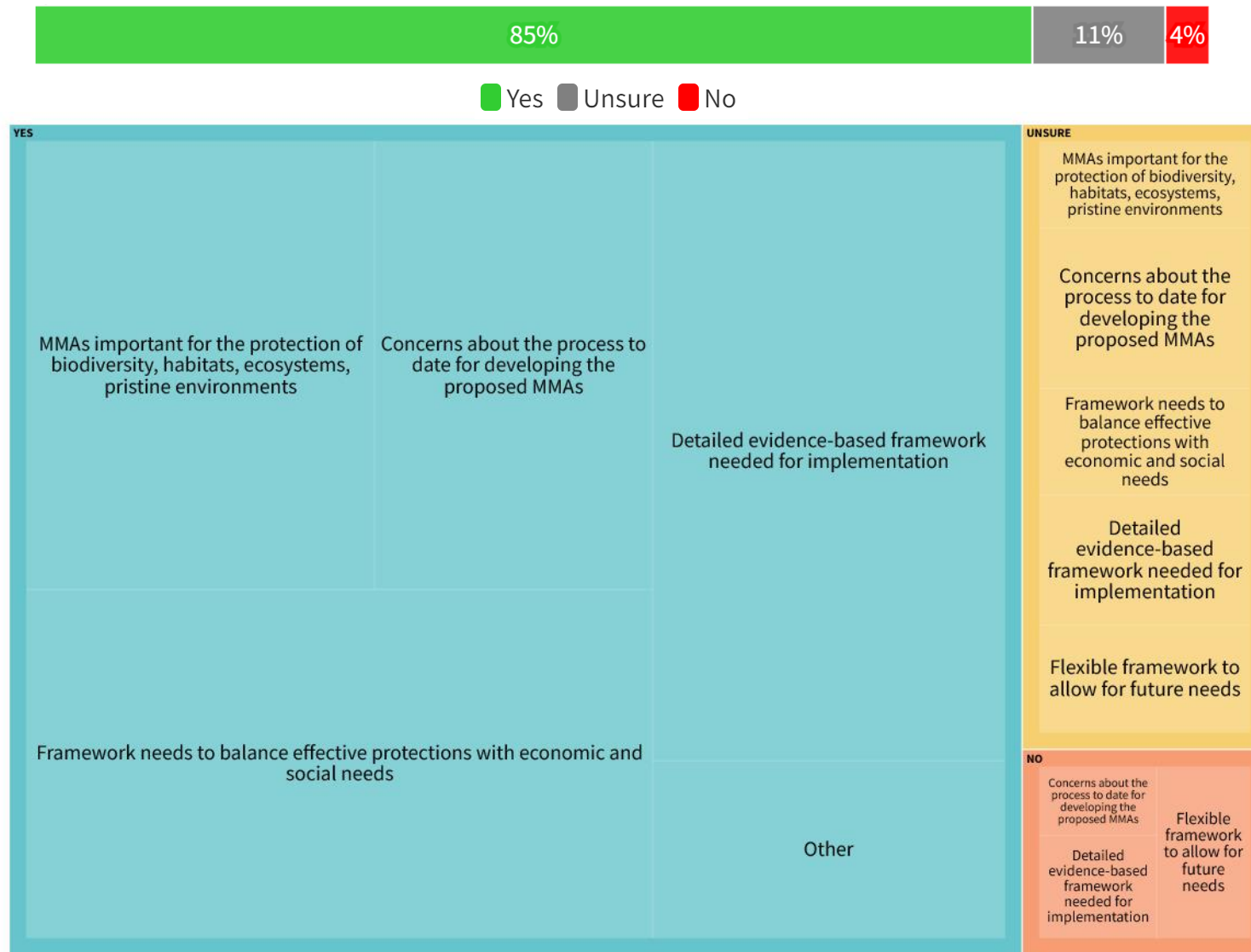


Figure 1: Comments in response to question one, categorised by those who answered 'yes' (turquoise), 'unsure' (yellow) and 'no' (orange).

Table 2. Summary of comments provided by respondents, categorised by their response to question one. Themes are captured in Figure 1.

Response	Theme	Subthemes
YES	MMAs important for the protection of biodiversity, habitats, ecosystems, pristine environments	Increasing protection / MMAs would be great step forward/good concept/ is hugely important
		Proposed areas will protect large areas of representative habitat and ecosystem function
		This is an opportunity to protect undisturbed and pristine environments
		Our marine environment is important to our economy, biodiversity and ecosystems
		decline in rookeries and nesting sites justify protecting all such sites to safeguard remaining bird populations even if below international thresholds
	Concerns about the process to date for developing the proposed MMAs	Some concept design weaknesses / concept needs improvement
		Concerns about underpinning research and process
		Why were sites selected / zoned as is? Why were certain sites selected as NMNRs and not others
		Full transparent consultation is important
	Framework needs to balance effective protections with economic and social needs	Needs to be sufficient to protect marine life / environment / biodiversity
		Should not undermine or reduce economic profitability / prosperity / growth
		Balance protections for biodiversity and sustainable use
		Should not undermine fisheries / fishing industry
		Consider that economy of the Islands depends on fishing industry
		Important to consider safety at sea / safe passage of vessels
		Concerns that open pen salmon farming could have damaged inshore environment and two main industries
	Detailed evidence-based framework needed for implementation	Need to have clarity of what restrictions within areas are
		Needs to be a link between threats and how these will be mitigated / managed per area
		Need for criteria or framework [for site selection]
		New Island as NMNR
		Sea Lion Islands as NMNRs
		Need clear definitions to avoid shifting goal posts
		Would like to see other areas added / ability to add other areas in future
	Other	Needs to be put in place now
Not designating MMAs could mean Blue Belt/protections put onto the islands		
UNSURE	MMAs important for the protection of biodiversity, habitats, ecosystems, pristine environments	Increasing protection / MMAs would be great step forward/good concept/ is hugely important
		Some concept design weaknesses / concept needs improvement
	Concerns about the process to date for developing the proposed MMAs	Is there evidence that current activities are causing [environmental] problems
		no clear case for what benefits MMAs bring over existing management of marine environment
		Concern that sites are only in areas where fewer human activities
		Why were sites selected / zoned as is? Why were certain sites selected as NMNRs and not others
		Concerns that this is only in response to international pressure and not reflective of Islands' need
	Framework needs to balance effective protections with economic and social needs	Needs to be sufficient to protect marine life / environment / biodiversity
		the Islands economy is not robust and diversified enough to limit future development options too firmly
		Concerns that this is too much regulation / consider that existing protections are sufficient given the level of activity



	Detailed evidence-based framework needed for implementation	Concerns this will be harmful to industry in future if restrictive
		Want to be sure that sites correspond to areas for sufficient protection for marine environment
		Needs to be a link between threats and how these will be mitigated / managed per area
	Flexible framework to allow for future needs	Want to see damage reversed at protected sites
		Concern that this will limit future policy options
		Would like to see flexibility to allow for flexibility in industry in future
NO	Concerns about the process to date for developing the proposed MMAs	Why were sites selected / zoned as is? Why were certain sites selected as NMNRs and not others
		Need to have clarity of what restrictions within areas are
		Need for criteria or framework [for site selection]
NO	Detailed evidence-based framework needed for implementation	Need clarity of aims for the managed areas
		Would like to see other areas added / ability to add other areas in future
		Should allow for potential future aquaculture development
NO	Flexible framework to allow for future needs	Would like to see other areas added / ability to add other areas in future

Question 2: Agreement with developing an approach that is tailored to the local Falkland Islands context, but that is based on international standards

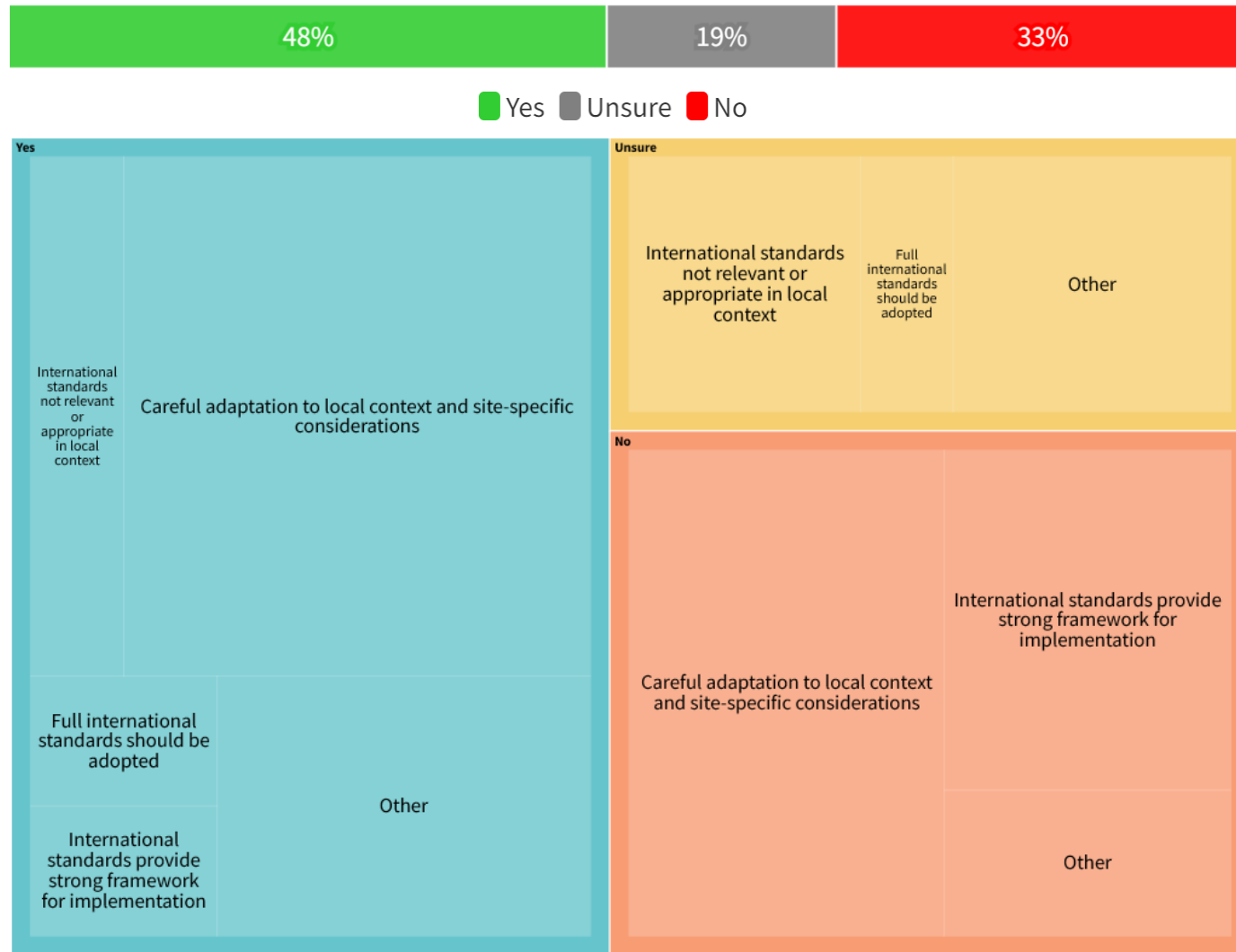


Figure 2: Comments in response to question two, categorised by those who answered 'yes'(turquoise), 'unsure' (yellow) and 'no' (orange).

Table 3. Summary of comments provided by respondents, categorised by their response to question two. Themes are captured in Figure 2.

Response	Summary	Question 2 comments
Yes	international standards not relevant or appropriate in local context	We shouldn't use international standards / international standards not locally appropriate
		IUCN guidelines are subject to change
	careful adaptation to local context and site-specific considerations	Falkland interests (now and in the future) should be paramount
		We are a unique community with unique requirements to incorporate set of standards should fit with local context and decision-making
		Should be tailored to the Falklands
		tailor so long as motivated by environmental protection not economic pressures
		Shouldn't follow IUCN guidance to the letter; use local equivalents
		Process so far has been locally driven and evidence based, want to see this continue
		Ensure local approach fits standards for international recognition
		Use international standards as starting point, manage or adapt locally
	Concerned that adaptation to local context could lead to dubious environmental standards &/or lack of clarity	
	Full international standards should be adopted	Should be based on international standards
	International standards provide strong framework for implementation	Enforced international standards or local robust legislation could prevent damaging activities/industries
	other	No new species should be introduced
Would like to see development of socio-economic activities in inshore MMA better defined		
Not sure that there is a local framework for selecting new areas		
Falklands could take the lead in a global context		
Unsure	international standards not relevant or appropriate in local context	some international standards are dubious
		Don't have high pressure so hard to see how international standards translate
	careful adaptation to local context and site-specific considerations	Should be tailored to the Falklands
		don't water down standards, ensure protection
	Full international standards should be adopted	Concerned that adaptation to local context could lead to dubious environmental standards &/or lack of clarity
		Should be based on international standards
	other	Why can't we use IUCN category VI?
		Concerns of definition of 'sustainable' fisheries and allowing fishing in inshore that could be environmentally damaging
		Restrictions of activities should be based on level of threat they pose (e.g. noise levels, pollutants, human activity, etc.)
		There are more critical areas that need to be included
Only a few areas offer complete protection: would like extended to species with high reliance on specific sites		
Don't know anything about international standards		
What is meant by 'local context'?		
No		Falkland interests (now and in the future) should be paramount
		We are a unique community with unique requirements to incorporate



	careful adaptation to local context and site-specific considerations	set of standards should fit with local context and decision-making
		Should be tailored to the Falklands
		Ensure local approach fits standards for international recognition
		Use international standards as starting point, manage or adapt locally
		conforming to global standards does not take away our right to locally manage
		use local knowledge and evidence to inform management
		Concerned that adaptation to local context could lead to dubious environmental standards &/or lack of clarity
		We shouldn't use international standards / international standards not locally appropriate
		modification could lead to only picking bits we can comply with or achieve
International standards provide strong framework for implementation		International standards will assure proper reasoning to select areas
		International standards offer innovation and improvement of local practice
		Enforced international standards or local robust legislation could prevent damaging activities/industries
		standards need to evolve with new knowledge to reflect international progress
		if international standards not followed, who will keep local standards updated
		International standards are followed in other Falklands sectors
		Restrictions of activities should be based on level of threat they pose (e.g. noise levels, pollutants, human activity, etc.)
other		Not sure that there is a local framework for selecting new areas
		SMZs are too variable and don't sufficiently limit harmful practices

Question 3: Support for the proposed goals of the Falkland Islands MMA framework

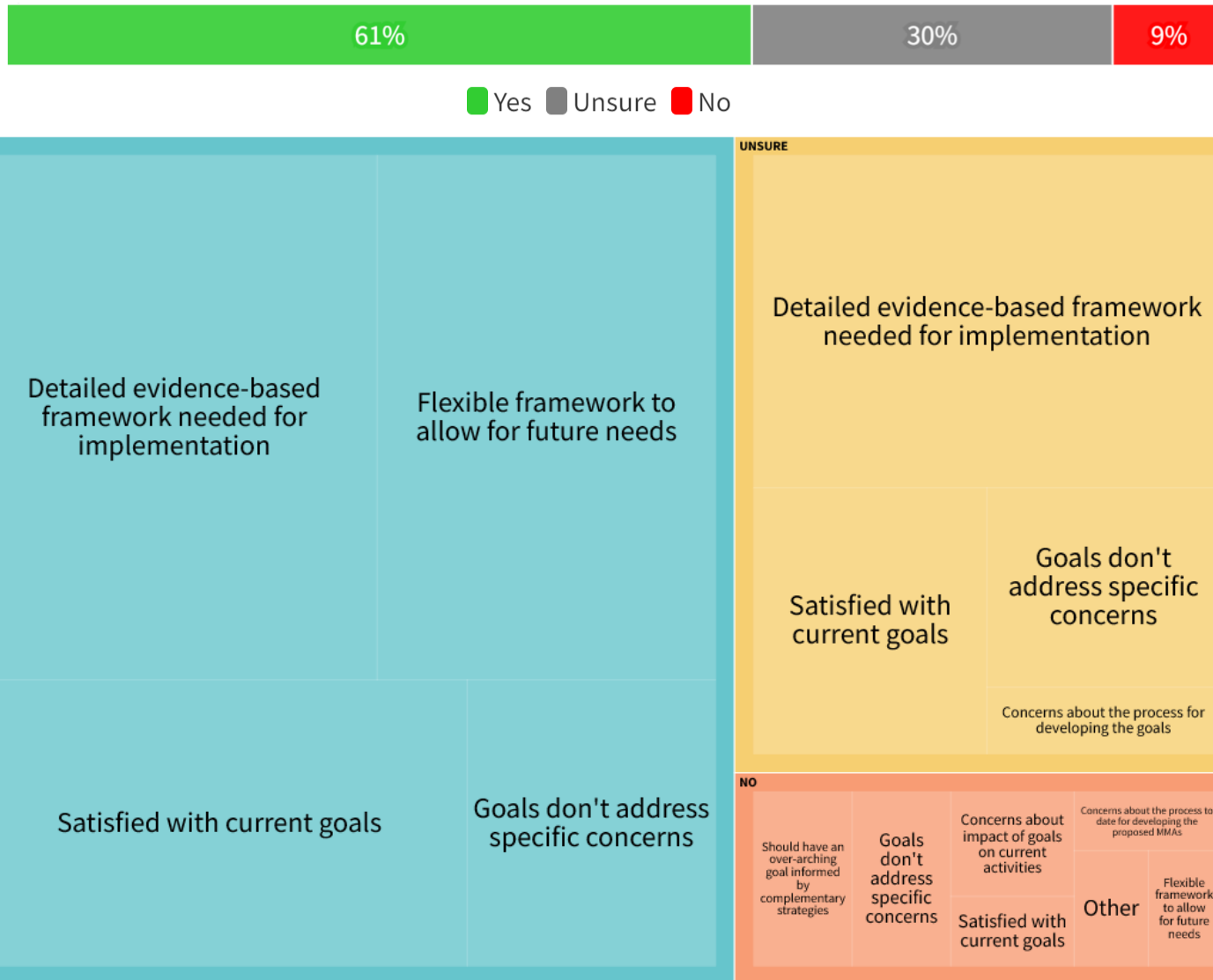


Figure 3: Comments in response to question three, categorised by those who answered 'yes'(turquoise), 'unsure' (yellow) and 'no' (orange).

Table 4. Summary of comments provided by respondents, categorised by their response to question three. Themes are captured in Figure 3.

Response	Summary	Question 3 comments
Yes	Satisfied with current goals	more protection in all inshore waters and other important areas
		goals are admirable / great
		support protection and management of marine areas
		support overall framework and reasoning behind the proposed MMAs
	Goals don't address specific concerns	do not understand how MMAs/goals will change what is already happening in these areas (as currently very little human activity)
		needs to go further for protection
	Flexible framework to allow for future needs	expand green zones / NMNRs (in future)
		assume this will pave the way for future refinement / designations and sub-categorisations
		need a dynamic approach so that network of areas can be adjusted to reflect future changes, e.g. due to climate change degrading habitats
		do not inhibit the development of natural resources for future prosperity of Islands
		need more types of zones
	Detailed evidence-based framework needed for implementation	avoid scope creep: any new MMAs need full scientific research, consultation and ExCo process
		important how goals are implemented and achieved
		important to continue science/research in marine environment
		need more research before site selection
		need criteria for selection
recognise stakeholder interests		
Unsure	Satisfied with current goals	happy with / support goals of green zones / NMNRs
		SMZ goals are good
		goals are admirable / great
		support protection and management of marine areas
	Concerns about the process for developing the goals	not clear how goals have been developed
	Detailed evidence-based framework needed for implementation	how will development fit alongside protection of environment
		need clear definition of what sustainable development encompasses
		too vague / unclear / needs to be more specific
		needs more thought
		need precise definitions and parameters
		no details for how conflicting goals will be resolved
		continue/expand research to ensure areas fit for purpose
		need criteria for selection
		need strong protection for biodiversity with clear strategy to allow sustainable development
	important how goals are implemented and achieved	
	Goals don't address specific concerns	do not understand how MMAs/goals will change what is already happening in these areas (as currently very little human activity)
SMZ goals should apply for all Falkland waters		
wildlife protection as central theme based on good knowledge and research		



No	Satisfied with current goals	happy with / support goals of green zones / NMNRs
		goals are admirable / great
	Should have an overarching goal informed by complementary strategies	need an overall goal for the marine environment and MMA objectives flow from this
		goals of MMA need to combat climate change and erosion
		climate resilience should dictate network of sites to ensure protection of marine environment
	Goals don't address specific concerns	integrate existing goals from other strategies and international commitments
		risk of poor set of conditions and goals for how to address site conservation
		goals do not address all threats
	Concerns about impact of goals on current activities	include targets for improving threat categories for vulnerable species, preventing the loss of key habitats, and/or maintaining ecological function
		inshore ecological integrity key economic goal for green tourism
		no (development of) socio-economic activities in SMZs as could be counter to environmental protection
	Flexible framework to allow for future needs	key economic objective inshore is: the protection of critical fisheries resources given that 5 of 15 principle commercial fisheries utilise the inshore in their lifecycle
		do not support goals as unclear how will impact specific industries including future industries
	Concerns about the process to date for developing the proposed MMAs	need a dynamic approach so that network of areas can be adjusted to reflect future changes, e.g. due to climate change degrading habitats
other	concerns about process that led to goals	
	needs more thought	
	MMA should cover all of Burdwood bank	
	expand green zones / NMNRs (in future)	

Question 4: Agreement that a tiered approach of blue (Sustainable Multi-Use Zones) and green (National Nature Reserve Zones) is the right way to approach developing MMAs for the Falkland Islands

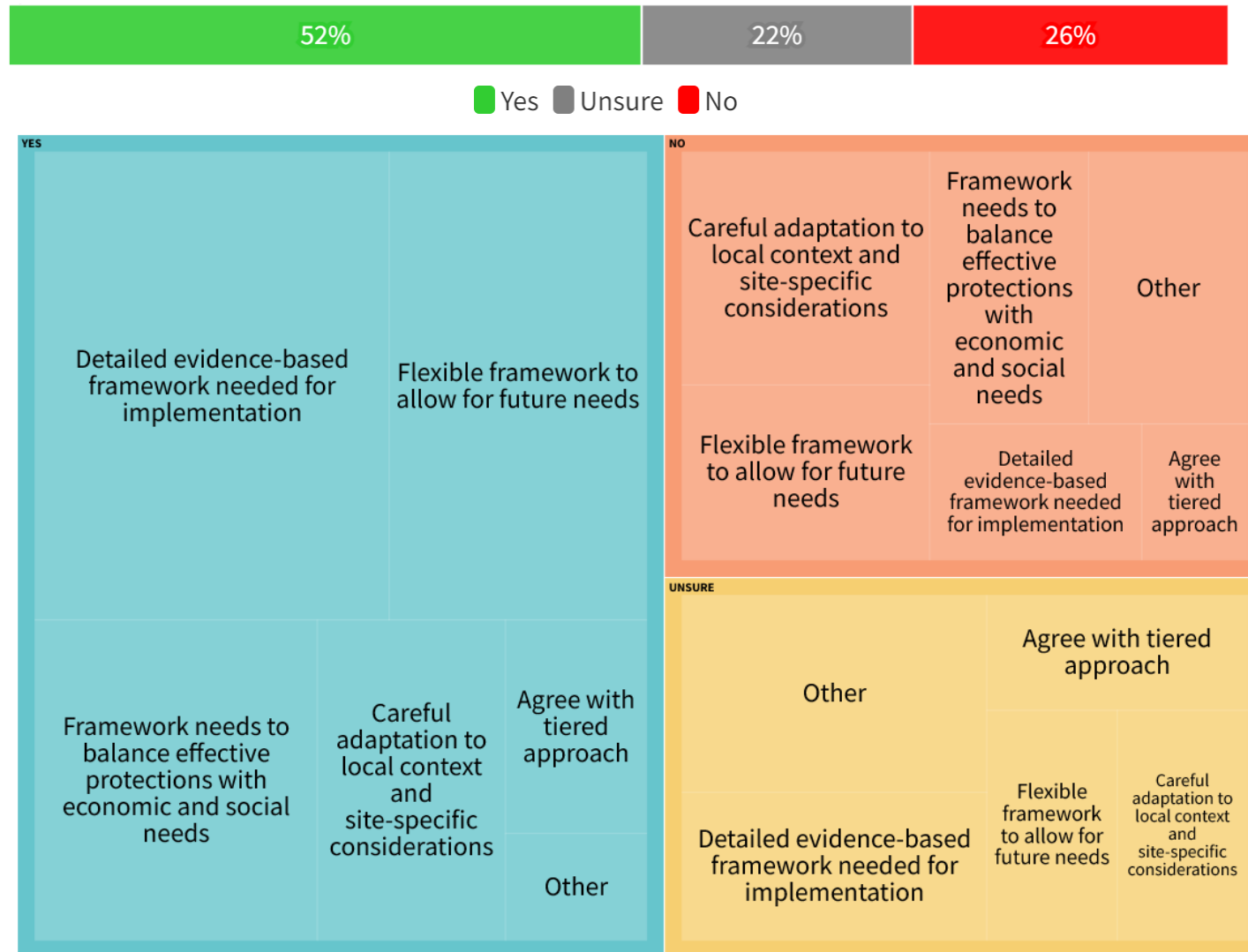


Figure 4: Comments in response to question four, categorised by those who answered ‘yes’(turquoise), ‘unsure’ (yellow) and ‘no’ (orange).

Table 5. Summary of comments provided by respondents, categorised by their response to question four. Themes are captured in Figure 4.

Response	Summary	Question 4 comments
YES	Agree with tiered approach	seems logical
		agree with tiered approach
	Flexible framework to allow for future needs	SMZ could be sub-categorised in future
		future designations or sub-categorisation should not compromise current designation process
		future research may indicate more tiers or additional protections needed
		dynamic approach: allow sites to change level of protection in future
		consider future allowances for hydrocarbons
		allow for future development of Camp (e.g. jetties)
		important to leave door open to future sustainable activities
		inshore area is important to future needs of island nation
	Detailed evidence-based framework needed for implementation	zonation must be based on sound data, knowledge, research
		criteria for site selection
		need to consider how areas are interconnected
		future designations should be locally led & involve stakeholders
		need more specific considerations per area
		need more tiers / intermediate (more protection, but not overly restrictive) types
		more specific definitions e.g. small-scale, sustainable, works
		currently proposed boundaries are transparent and based on closed areas
		why are some sites chosen as NMNRs and not others, want more NMNRs
		what (economic activities) are allowed?
		seems to be confusion between proposed MMAs and future designations, which are still to be fleshed out
	Framework needs to balance effective protections with economic and social needs	should reflect local needs/uses but not prevent aim to protect biodiversity
		don't make life too difficult for the people who live (t)here
		restricting aquaculture to small scale does not find correct balance between allowing economic development alongside environmental protection
		economic interests may curtail what is possible
		increase environmental protections in SMZs
	Careful adaptation to local context and site-specific considerations	should not allow dredging
consider runoff from land/agriculture		
Beauchene & other MMAs should allow safe passage and anchorage for seafarers		
consider increased protection around rat-free islands / other sites		
Other	don't shackle to international thresholds and standards	
	must exclude salmon farming / large scale aquaculture	
UNSURE	Agree with tiered approach	seems logical
		agree with tiered approach
	Detailed evidence-based framework needed for implementation	more specific definitions e.g. small-scale, sustainable, works
		criteria for site selection
		need more specific considerations per area
	SMZ could be sub-categorised in future	



	Flexible framework to allow for future needs	need more tiers / intermediate (more protection, but not overly restrictive) types
	Careful adaptation to local context and site-specific considerations	consider increased protection around rat-free islands / other sites
		increase environmental protections in SMZs
	Other	size of zones should be explicit
"blue" will cause confusion with blue belt		
SMZ within 12 nm would be respected		
	does zoning offer additional protections beyond status quo?	
NO	Agree with tiered approach	agree with tiered approach
	Flexible framework to allow for future needs	future research may indicate more tiers or additional protections needed
		dynamic approach: allow sites to change level of protection in future
	Careful adaptation to local context and site-specific considerations	need more tiers / intermediate (more protection, but not overly restrictive) types
		increase environmental protections in SMZs
		consider increased protection around rat-free islands / other sites
		tailored management for sites important for tourism
	Detailed evidence-based framework needed for implementation	tourism shouldn't be considered low impact? Why is it allowed at some sites
		why are some sites chosen as NMNRs and not others, want more NMNRs
	Framework needs to balance effective protections with economic and social needs	international standards allows process to grow and adapt
		restricting aquaculture to small scale does not find correct balance between allowing economic development alongside environmental protection
		burdwood bank & Beauchene could negatively impact fishing industry
Other	Beauchene & other MMAs should allow safe passage and anchorage for seafarers	
	must exclude salmon farming / large scale aquaculture	
	should not allow dredging	
	disagree with principle of zonation. Manage marine environment as a whole	

Question 5: Whether there are any impacts, or current or future activities that could be impacted by these proposals, which we have not considered

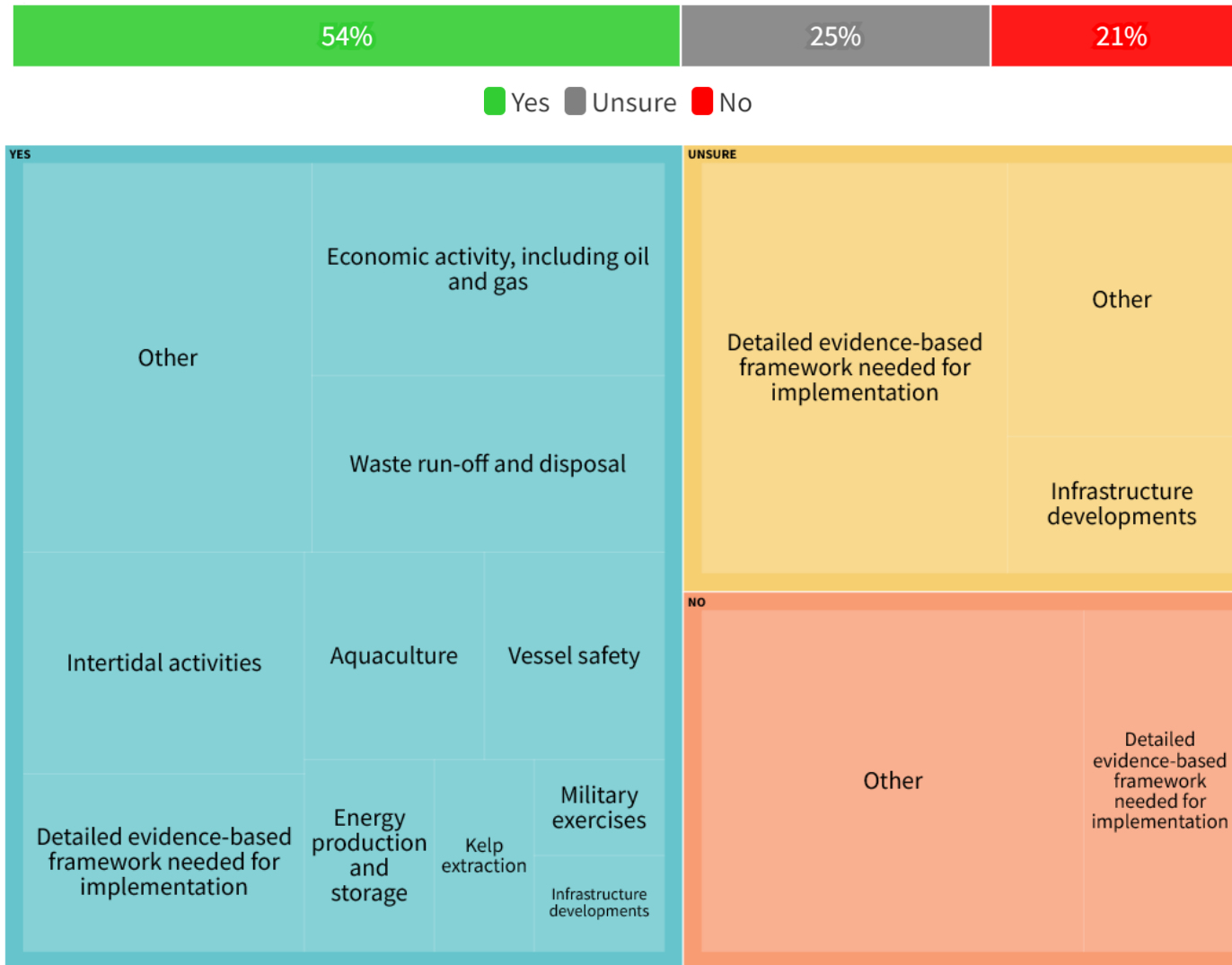


Figure 5: Comments in response to question five, categorised by those who answered ‘yes’ (turquoise), ‘unsure’ (yellow) and ‘no’ (orange).

Table 6. Summary of comments provided by respondents, categorised by their response to question five. Themes are captured in Figure 5.

Response	Summary	Question 5 comments
YES	Aquaculture	aquaculture e.g. seaweed farming, mussel farming, salmon, large-scale etc.
		aquaculture should be allowed subject to EIA etc
		open-pen industrial salmon aquaculture should not be allowed inshore
	Energy production and storage	tidal and wind energy production should be considered for permitting inshore
		associated energy storage systems permitted close to shore (e.g. hydrogen)
	Kelp extraction	kelp extraction (wild harvesting and aquaculture)
	Military exercises	military exercises (.e.g. missile exercises, use of powerful sonar)
	Vessel safety	exemptions in emergency cases, e.g. vessel power loss, rescue, or for safety
		sheltering of ships (e.g. Beauchene Island)
		vessel passage between Jason islands
	Waste run-off and disposal	discharge of (untreated) waste water, waste and rubbish
		disposal of offal, skins, culled livestock
		disposal of canine faeces (risk to marine mammal health)
		agriculture (livestock access) in intertidal areas
		run-off from farming
	Economic activity, including oil and gas	oil & gas
		should not impact hydrocarbon industry activity
		shallow water infrastructure for hydrocarbon industry
		inshore fresh fish business
		expand sites to include areas with industrial activity
		should be a clear process to include future economic activity
	Intertidal activities	driving vehicles (intertidal)
		erecting fences and crates into the sea
		building of roads and culverts (intertidal)
		Many activities in intertidal that could be impacted
		is boundary marked by high tide, i.e. incl. intertidal
	Infrastructure developments	more jetties might be required in future
	Detailed evidence-based framework needed for implementation	apply precautionary principle until sufficient data gathered for areas
		many sites are data scarce that could meet criteria for extra protection
		consider cost implications of prohibiting some activities
		need clear definitions - "existing", "small-scale", "sustainable"
	Other	consider impacts of climate change
		any other conceivable activity
bird colony and wildlife preservation		
prevent activities around rat free islands that could introduce rats		
impossible to know all future activities		
apply international standards and criteria		
should accept impacts on economic activities to protect important biodiversity areas		
too open and allows industries to do what they want in SMZ		
need to have scope to adapt or change in future, allow flexible future decision making -e.g. in response to climate change		



UNSURE	Infrastructure developments	designation of ports preventing area being MMA
	Detailed evidence-based framework needed for implementation	should allow some visits to Beauchene Island if carried out sensitively
		should be a clear process to include future economic activity
		cost benefit analysis for each future activity - environmental impact & economic benefit
	Other	need to have scope to adapt or change in future, allow flexible future decision making -e.g. in response to climate change
depends on level of monitoring on current small activities		
NO	Detailed evidence-based framework needed for implementation	impossible to know all future activities
		question is how much weight you give to various impacts
	Other	assess environmental impact of different industries
		additional wildlife protection needed especially for disproportionately important areas
		should accept impacts on economic activities to protect important biodiversity areas
		MMA's should restrict development to some extent to safeguard - protection, management, sustainable development
		protect future of marine environment from unlimited development
allow for continued economic development		

ADDITIONAL COMMENTS

Respondents were provided with an additional comments box at the end of the survey, where they could frame their responses in any way they wished. Some of those who responded to the survey provided comment in the additional comments box. The comments of all respondents are summarised in Figure 6, with detailed comments provided in Table 6.

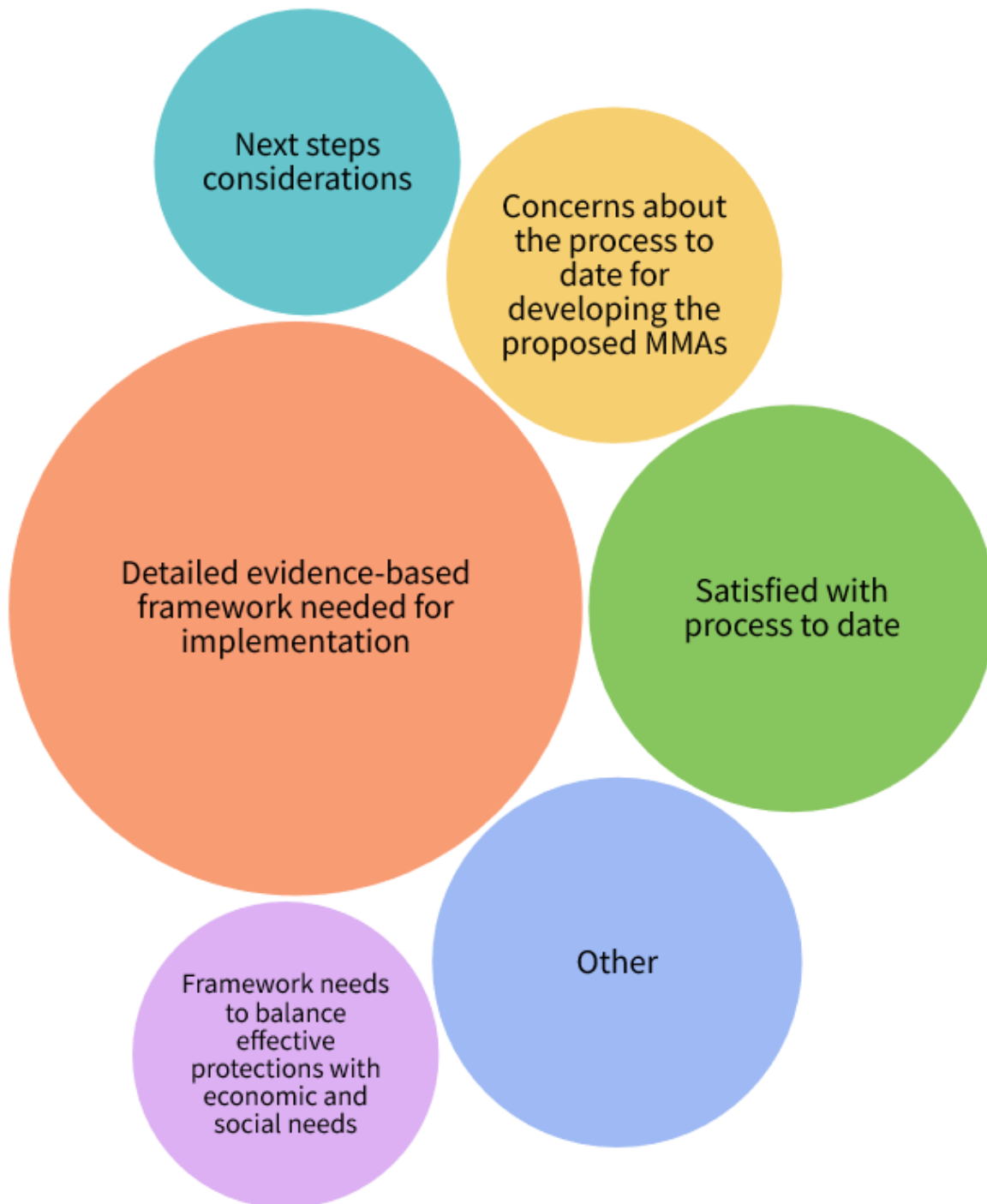


Figure 6: Categories of comments made in the additional comments box provided at the end of the survey.

Table 7. Summary of comments provided by respondents, categorised by their response in the additional comments box. Themes are captured in Figure 6.

Summary	Additional comments box
Next steps considerations	expect next phase will enshrine in legislation
	management of MMAs will require additional staffing within FIG (Environment Department)
	let's get proposed areas completed/established
	would like target dates for implementation
Concerns about the process to date for developing the proposed MMAs	MMA process to date opaque / unhappy with process
	stakeholders have not had enough say in earlier stages
	concerned about international NGO lobbying
	unsure about reasons for producing MMAs / technical evidence
	Concerns international NGOs lobbying for their KBA brand
Detailed evidence-based framework needed for implementation	cannot designate waters outside 12 nm according to UNCLOS
	want criteria for MMA basis/site selection
	use international standards for protection
	important for stakeholders to have input in final outcome
	keep the process locally driven
	long term view, not short term profit
	unclear how boundaries relate to goals
	would like to see proposed sites revisited
	MMA boundaries should be informed by KBAs
	integrate terrestrial and marine protected area management plans
	manage interconnected marine and terrestrial systems together
	human activities are very small scale and limited in inshore environment, so many restrictions not needed
	take interests of all industries into consideration
proposal needs to go further to safeguard marine environment	
Framework needs to balance effective protections with economic and social needs	economic success enables conservation to max protection for natural environment
	don't forget where economy of our islands comes from
	don't completely ban where we go and what we do locally
	value and protect marine environment, it enhances economic future
Satisfied with process to date	Happy with ambition and efforts to date
	stakeholders were involved/have had say in process to date
	great to see steps to protect marine environment
	good starting point for future marine biodiversity protection
	happy with proposed boundaries that have boundaries based on fishing closure areas
	support MMAs that are critical to sustainable management
	MMAs are support by scientific evidence
Other	prevent rubbish from landfills entering the sea
	don't allow/legislate against open pen fish farming
	exclude industrial salmon farming
	concerned that irresponsible dog owners resulting in disturbance of shore birds
	in future consider protections for migratory species e.g. temporary measures
	consider MOD chartered tugs and barges that regularly deliver large amounts of fuel to sites



Falkland Islands Government Environment Department

Appendix 1: MMA Consultation Document

Public consultation document on proposals for Marine Managed Areas for the Falkland Islands

*Technical information of proposals courtesy
of the South Atlantic Environmental Research Institute*



What is this consultation about?

Overview

This consultation asks the public and key stakeholders to examine the proposals for Marine Managed Areas (MMAs) in the Falkland Islands, and to provide their responses and comments via this consultation document. The key data and information underpinning the proposed MMAs are summarised in this consultation document. However, the full details of the science and economics of the proposed areas are provided in the accompanying technical report produced by the South Atlantic Environmental Research Institute (SAERI). The technical report provides an overview of key science undertaken to date, which helps us to understand the importance of the proposed MMA.

To help you access the more detailed information, chapter and page references to the technical report are included throughout this document as *underlined and italicised text*.

There is also a useful overview at the introduction of the report, which summarises the key information within each chapter *see pages 5 to 13 of the technical report*.

What work on MMAs has been done so far?

Since 2014, SAERI has undertaken research and technical work on Marine Spatial Planning and MMAs. Most recently, a SAERI-led Darwin Plus project on fine-scaling MMAs focused on collecting and collating biological and economic data, to provide evidence for FIG about how the proposed MMAs could preserve biodiversity in addition to the potential impacts on current and future activities.

How will the results of the consultation be used?

The *Falkland Islands Environment Strategy 2021 – 2040* highlights work on MMAs for the Falkland Islands and includes an action of establishing 15% of our marine waters as MMAs.

As part of the work flowing from the Environment Strategy, FIG is now moving into the next stage of MMA policy development – the results of this consultation will be presented to decision-makers along with the technical information, and will inform the policy development process. Opportunities for further input on MMA policy development will be available in future stages.

The consultation will remain open from 23 March 2022 until 1 May 2022.

You can respond to this consultation either:

- Online: by filling the consultation document in digitally then emailing it to us. The consultation document and the technical report are available for review and online download at:
<https://www.falklands.gov.fk/policy/consultations>
- In hard copy: paper copies of the consultation document can be picked up from Stanley Post Office, the Christie Community Library, or you can request a copy by contacting us in the Environment Department (details below). Please fill in this consultation document and return it to us by post or in one of the drop-off boxes at Stanley Post Office, the Christie Community Library or the Environment Department. A paper reference copy of the technical report will be available at Stanley Post Office, the Christie Community Library, and in the Environment Department.

The contact details for the Environment Department are:

Room 6, Secretariat, Thatcher Drive, Stanley

Email: environment@sec.gov.fk

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How this consultation document is laid out

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What are MMAs and why are they important to the Falkland Islands?

What are MMAs?

Marine Managed Areas (MMAs) is a term that includes protected areas, but encompasses a wider range of marine areas. Marine Managed Areas manage and safeguard our marine environment and biodiversity for future generations to enjoy, while allowing for sustainable development in some cases.

Why are MMAs important to the Falkland Islands?

See pages 5 to 8 of the technical report for a summary of the importance of MMAs to the Islands.

Our marine environment is special and important to us:

Ecologically and as part of our heritage – from the unique biogeographic province associated with the benthic (ocean floor) habitats and pelagic (open ocean) seascapes of the Burdwood Bank (Technical Report: Chapter 2), to coastal and inshore areas which provide feeding and breeding habitats that support biodiversity, including globally important populations of seabirds and marine mammals (Technical Report: Chapter 3), as well as kelp forest, unique benthic diversity and ecosystems (Technical Report: Chapter 1).

Socially and economically – our marine environment is critical to sustaining us and our economy, it provides us with critical ecosystem services, supports our fisheries and tourism, and is important to our way of life (Technical Report: Chapter 4).

The proposed MMAs could:

The proposed MMAs could:

- Help to secure the future of our marine biodiversity, its ecosystem function and the goods and services it provides that support our lives and economy
- Represent a network of near-pristine marine wilderness areas that presently have no legal protection but underpin our ecosystems and their function
- Protect our biodiversity, including globally significant populations of seals, whales, dolphins and seabirds, and areas that are important for these
- Protect our vast kelp forests, incredible marine biological diversity, all of which provide ecosystem function that enable important nursery areas for commercially important fish and squid
- Protect our highly diverse benthic communities including Vulnerable Marine Ecosystems
- Protect our blue carbon (carbon stored in undisturbed sediment, kelp and corals)

The global importance of protected areas

Setting aside areas for protection is globally recognised as a key tool in successful conservation and biodiversity management.

Protecting areas is important because they can:

- be key to conserving and managing biodiversity, especially over the long-term
- provide a refuge for species, habitats and ecosystems from many threats
- help to ensure sustainability of our natural resources
- keep wilderness intact
- provide social and cultural amenities
- act as a repository to preserve species and habitats, so that should these be lost from another area they can serve as a site from which to repopulate or restore.
- restrict activities that can be a threat to biodiversity such as development, access and exploitation

Question 1

To protect our distinctive biodiversity, a network of proposed MMAs have been identified to establish a sound marine management system that would protect the environment while at the same time allowing for its long-term sustainable development.

Do you agree with the concept of designating the first marine managed areas for the Falkland Islands?

Yes

No

Unsure

If you would like to provide a comment on your response, please write in the box below:

Locations of the proposed MMAs

MMAs, covering approximately 67,000 km² or 15% of our ocean, are proposed in the inshore (within 3 nautical miles of the territorial baseline) and offshore (beyond 3 nautical miles from the territorial baseline) areas of the Falkland Islands.

Two different types of zones with different management levels are proposed for our waters, within which different types of activities could be allowed:

1. Green Zones: National Marine Nature Reserves (NMNRs)
2. Blue Zones: Sustainable Multi-use Zones (SMZs)

Figure 1 below shows where the proposed Green and Blue Zone MMAs are located. Note that, although not visible on this scale of map, harbour areas are excluded.

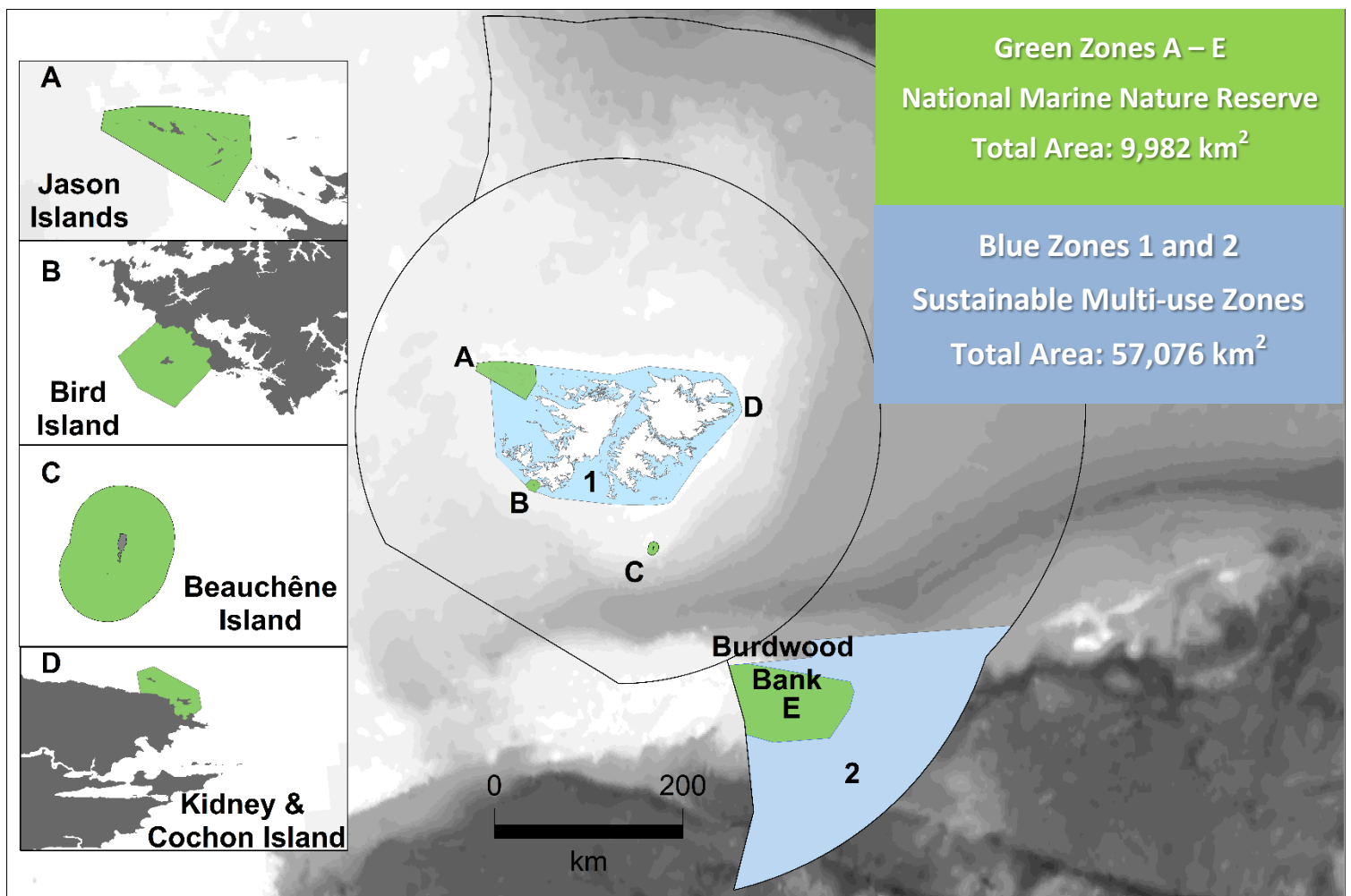


Figure 1. Map showing the Falkland Islands Conservation Zones and the proposed Marine Management Areas.

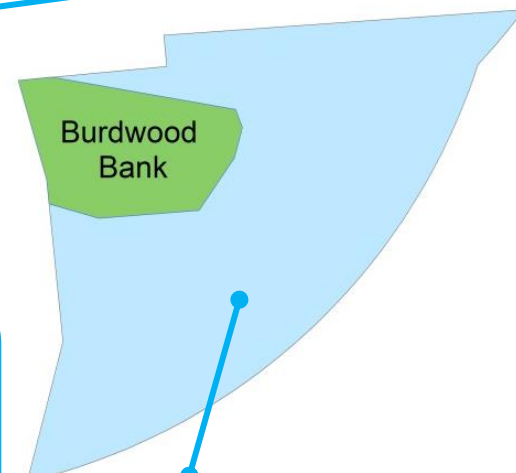
Why the proposed locations were selected

The selected areas are based on the fishing closure areas initially identified in the AFCAS project (*see pages 4 and 144 of the technical report*), and are supported by further research that highlights the importance of these areas for biodiversity. Some areas are also important for social and economic activities, which is why two types of areas were proposed that allow for different levels of protection and human activities.

Further detail on the supporting research may be found in the companion technical report, which has a useful summary in the introductory chapter (*pages 5 to 12*). However, the following graphics show some highlights of the importance of the different proposed MMA sites. The areas selected represent the current proposals for MMAs – other areas may be added in the future, once policy development is complete and criteria are agreed.

Blue Zone 1: Inshore Sustainable Multi-use Zone (SMZ)

- An important buffer around every seabird and seal breeding colony in the Islands and would help to protect:
 - o the entire foraging range of some species (e.g. endemic steamer ducks)
 - o cetaceans including Peale's dolphins and Sei whales
 - o kelp forests that play a vital role in maintaining a healthy marine ecosystem
 - o nursery ground for important fish, squid and crustaceans
 - o sites identified as key biodiversity areas for some species
 - o Area of high benthic biodiversity
- Important trophic bridge between inshore and offshore ecosystems e.g. the transfer of nutrients and energy along food chains, which link these areas
- The area surrounds the ports of the Islands and borders the coast where people live
- Variety of economic activities take place in and around the inshore area, including shipping (e.g. ferry and yachts), tourism, small-scale fisheries (e.g. for Falklands mullet, or crab and scallop in the past) and small-scale aquaculture (trout)
- Large-scale industrial fishing does not currently take place in this area (i.e. within 3 nm of the territorial baseline).



Blue Zone 2: Burdwood Bank Sustainable Multi-use Zone (SMZ)

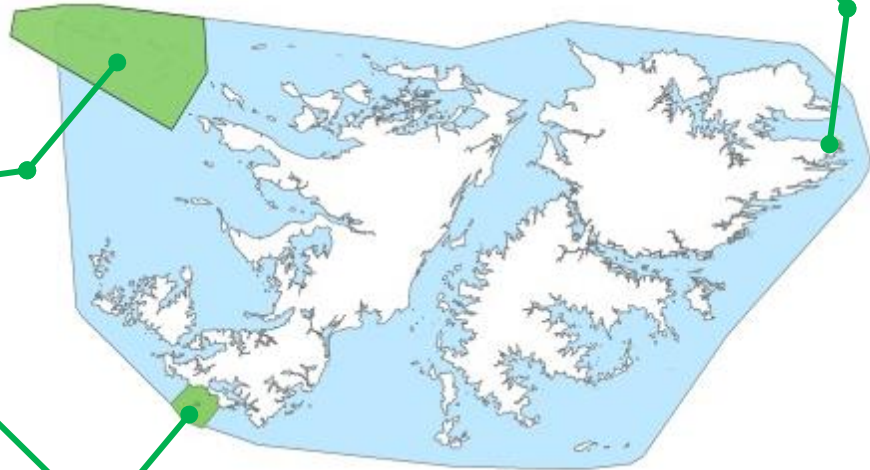
- High biodiversity of benthic species incl. vulnerable marine ecosystems
- Deeper waters are less well-studied
- Undisturbed sediments and carbon stores
- Important trophic bridges between Antarctic and sub-Antarctic environments
- Important Toothfish spawning habitat
- MSC certified longline fishery currently operates in this area

Green Zone A: Jason Islands Group National Marine Nature Reserve (NMNR)

- Highly diverse and unique benthic and shallow ecology
- Globally significant populations of wildlife including Falkland fur seals (~50% global population), black-browed albatross (>40% global population), Rockhopper penguins (>100,000 breeding pairs), petrels and prions
- Newly discovered species, including many new sponges
- Unexplored and untouched biodiversity in deeper waters

Green Zone D: Kidney and Cochon NMNR

- Important sooty shearwater breeding site (>140,000 breeding pairs)
- Diverse benthic species and ecology
- Important for local recreation
- Unique spatial and temporal patterns are emerging on the ecology of both islands from the intertidal to the seafloor



Green Zone B: Bird Island NMNR

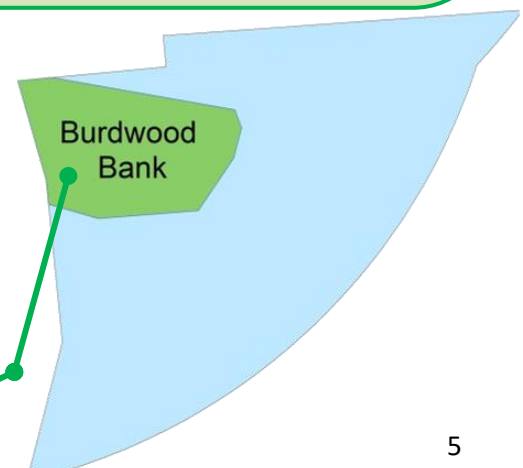
- Highly diverse benthic ecology with new coral discoveries
- Marine gardens, including lace corals in isolated aggregations
- Rhodolith beds discovered during dive surveys represent important new carbon stores in the Falkland Islands
- Important seabird breeding site for black-browed albatross, rockhopper penguins and thin-billed prions

Green Zone C: Beauchene Island NMNR

- Unique and intact marine environment with remote and unexplored biodiversity - recently discovered sponge and polychaete emphasize biological importance
- Important seabird breeding site for black-browed albatross (>130,000 breeding pairs), rockhopper penguins (~100,000 breeding pairs), petrel and prions
- The land of Beauchene Island is already a National Nature Reserve and wilderness area where almost all access is prohibited and recognised for its unique importance

Green Zone E: Burdwood Bank NMNR

- High biodiversity of benthic species
- Important productivity engine for the Patagonian Shelf ecosystem
- Foraging habitat for seabirds and seals
- Preliminary research suggests carbon sequestration potential - possible blue carbon oceanic hot spot
- Fishing does not take place here, as longlining is not permitted at depths shallower than 600 m

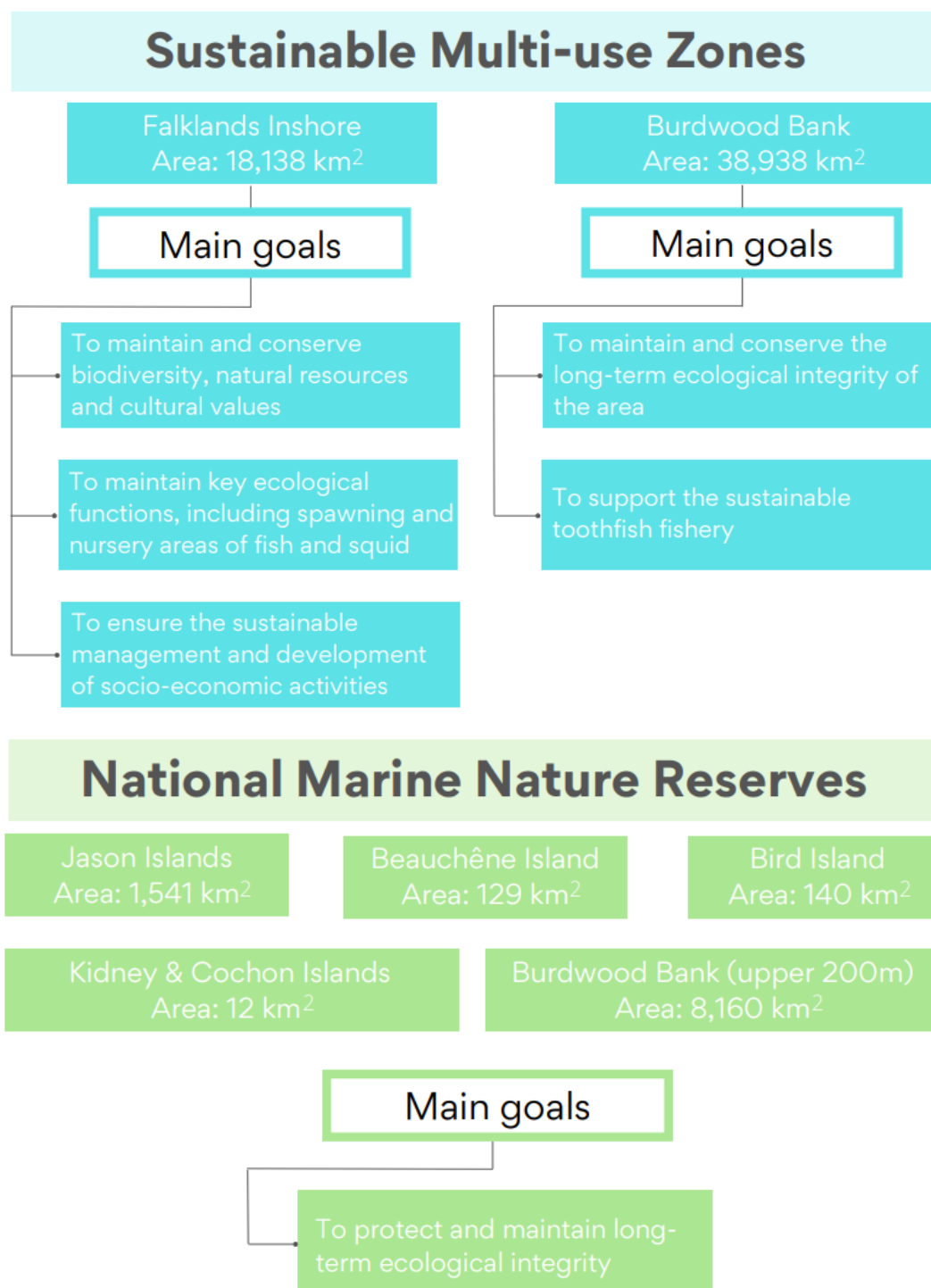


Proposed MMA framework for the Falkland Islands

For the Falkland Islands, a tiered approach for establishing MMAs is proposed: Sustainable Multi-use Zones (Blue), and National Marine Nature Reserves (Green). The approach has been informed by the International Union on Conservation of Nature's (IUCN's) guidelines on protected areas, which suggest that different types of areas can be established for different reasons or goals, with different types of protections and suggestions of potentially compatible activities (*Technical Report: page 237 – 238*).

The proposed approach for the Falkland Islands draws on the IUCN recommendations, but is tailored to reflect the local context rather than adopting the IUCN guidelines exactly.

For the Falkland Islands MMAs, protecting and conserving biodiversity and ecological integrity is the main goal. The goals of the different MMA types are as follows:



Question 2

Do you agree with developing an approach that is tailored to the local Falkland Islands context, but that is based on international standards?

Yes

No

Unsure

If you would like to provide a comment on your response, please write in the box below:

Question 3

Do you support the proposed goals of the Falkland Islands MMA framework?

Yes

No

Unsure

If you would like to provide a comment on your response, please write in the box below:

The difference between National Marine Nature Reserves and Sustainable Multi-use Zones

As shown in the framework above, all areas would be set up to protect and maintain ecological integrity or biodiversity, but a tiered approach to protection is proposed. In National Marine Nature Reserves, protections for biodiversity would be greater with only very limited human activity allowed. Sustainable Multi-Use Zones would also offer protections for biodiversity, but would allow for more human activities.

To illustrate the differences between the zones, an example of how current activities might be compatible within each type of zone is provided in the table below. Please note that that this is not presented as a firm or final proposal, but as an illustration of how it could work, in order to prompt discussion and inform consultation responses.

Table 1. Compatibility of current activities within the different types of MMA zones

		Fishing	Existing aquaculture (small-scale)	Mining, oil and gas extraction	Tourism	Yachting	Shipping	Ferry	Research	Restoration for conservation	Recreation (e.g. diving)	Works (ports, dredging)
GREEN ZONES National Marine Nature Reserves offer a high level of protection	Beauchene Island (strict NMNR)	X	X	X	X	X	X	X	limited	✓	X	X
	Other NMNRs	X	X	X	small-scale, low-intensity	✓	X	✓	✓	✓	✓	X
BLUE ZONES Sustainable Multi-use Zones allow a wider range of activities	Inshore SMZ	Small-scale sustainable fishing	✓	X	✓	✓	✓	✓	✓	✓	✓	✓
	Burdwood Bank SMZ	existing MSC certified long-line	X	X	✓	✓	✓	N/A	✓	✓	✓	N/A

Question 4

Do you agree that a tiered approach of blue (Sustainable Multi-Use Zones) and green (National Nature Reserve Zones) is the right way to approach developing MMAs for the Falkland Islands?

Yes

No

Unsure

If you would like to provide a comment on your response, please write in the box below:

What impacts would the proposed MMAs have on current activities?

The research suggests that no significant impact on current economic activities is expected from the proposed MMA designs that were evaluated ([see page 8 and Chapter 4 of the Technical Report for full details](#)), although some costs might be incurred due to increased environmental monitoring, which would be levelled against risk.

The activities currently carried out in the areas proposed as MMAs include commercial fishing, cruise-ship tourism (mainly in summer), commercial shipping (e.g. anchoring, bunkering, and inter-island ferry), other forms of low-level tourism (e.g. land-based, small-vessel based), some small-scale artisanal/recreational fishing, small-scale aquaculture, and scientific research. These activities are likely to increase in the future hand-in-hand with the development of new infrastructure (e.g. ports, small jetties and ramps, anchorage points, airstrips).

A summary of the main activities carried out in the proposed MMAs at the time of the economic study in 2019, as well as potential economic impacts, are shown in the following table ([full details in Chapter 4.2, pages 240 to 253](#)).

Table 2: Current economic activities and expected impacts

Proposed MMA	Framework	Current Activities	MMA economic impact
Inshore Baseline	SMZ	Shipping (including yachting)	no
		Research	no
		Tourism	no
		Small-scale sustainable fisheries	no
		Small-scale sustainable aquaculture	no
Burdwood Bank (>200 m)	SMZ	Commercial fishing	no
Jason Islands Bird Island Kidney & Cochon Islands	NMNR	Shipping	no
		Research	no
		Tourism	no
		Shipping: large commercial vessels (e.g. oil tankers & large cargo ships)	yes (Jason Islands only)
Beauchêne Island	NMNR	Shipping	no
		Research	no
Burdwood Bank (<200 m)	NMNR	Shipping	no

Question 5

Do you think that there are any impacts, or current or future activities that could be impacted by these proposals, that we have not considered?

Yes

No

Unsure

If you would like to provide a comment on your response, please write in the box below:

General Questions

In order to help our analysis of the findings we would ask that you please complete the following sections.

How long have you lived in the Falkland Islands?

I don't live in the Islands	6 – 10 years
Less than 1 year	11 – 20 years
1 – 5 years	More than 20 years

I spend most of my time living in:

Stanley

East Falkland

West Falkland

An outer Island

Other, please specify: _____

My age is:

16 – 18	36 – 50
19 – 25	51 – 65
26 – 35	Over 65

My main job is in the following sector (please tick one):

Agriculture/Agri-tourism

Business Services

Construction or Trade

Conservation / Environmental Protection

Environmental research / science

Fishing

Hospitality (hotels and guesthouses, pubs and bars, restaurants and cafes)

Land and /or sea transport

Oil and gas

Tourism industry

Wholesale or retail trade

Other, please specify: _____

Additional comments box:

Thank you for taking part in this consultation.

If you are happy to be contacted in relation to your responses, please provide your contact details below:

Name: _____

Email address: _____

Phone _____

Timeline of Marine Managed Areas work: 2014 - 2022

2014

Phase 1: Marine Spatial Planning (MSP) Project

Funded by Darwin Plus & FIG

Aim: Collate data to understand how humans and marine life use the Falkland Islands environment

2016

Phase 2: MSP Project & Assessment of Fishing Closure Areas as Sites for wider management (AFCAS)

Funded by FIG

Aim: Use developed tools and datasets to assess current fishing closure areas against international protected area criteria.

Key outcomes:

- Demonstrated that with some changes, including identifying and stating nature conservation objectives, that pre-existing permanent and temporary fishery closures could be used as sites for wider marine management
- Sites recognised as near-pristine marine wilderness areas, with little human activity, high biodiversity and unique structures are key to ecosystem function for inshore and offshore marine environments
- Outlined potential Marine Managed Areas (MMAs)
- Initial consultation & public workshops
- Further evidence needed to support MMAs

2018

Phase 3: Fine-scaling the design of Falkland Islands Marine Management Areas

Funded by Darwin Plus & FIG

Aim: To provide further evidence to support the proposed MMAs, including collecting and collating biological data and analyzing economic data.

Key outcomes:

- Data collection:
 - December 2018: Burdwood Bank
 - April & November 2019: Inshore expeditions
 - October 2019: Economic studies
 - January 2020: Burdwood Bank
- Workshops to inform recommendations
- Recommendations made to support policy development

2021

MMA project concluded

Executive Council approves wider public consultation

2022

Public consultation on MMAs takes place

- Led by FIG Environment Department
- Technical documents provided by SAERI
- Consultation findings and technical documents will be used to inform and support future FIG policy development