

IP(20)09_EU – Finland

November 2020 Evaluation of the Revised Implementation Plan under the Third Reporting Cycle (2019 – 2024) from the Review Group to EU – Finland

NASCO considers that the provision of Implementation Plans, together with annual reporting of progress on actions contained within them, is one of the most valuable mechanisms that it has developed. It is a vitally important mechanism to strengthen implementation of NASCO’s Resolutions, Agreements and Guidelines. Parties to NASCO have committed to the conservation of wild Atlantic salmon. Parties’ / jurisdictions’ Implementation Plans set out their planned actions and these are reviewed by an expert Review Group. Reporting is carried out annually on these Plans (see <https://nasco.int/conservation/implementation-plans-and-reporting/>).

The Council of NASCO agreed, in September 2020, that all Implementation Plans would be reviewed again in November 2020, in line with the Enhanced Guidance from the Council, CNL(20)55. This meant, in each case, that the most recent version of each Implementation Plan was reviewed, whether updates had been provided in 2020 or not, even where the Review Group had previously found the Implementation Plans to be satisfactory.

The Review Group noted that EU – Finland did not submit a revised Implementation Plan following the November 2019 evaluation from the Review Group.

In line with the ‘Guidelines for the Preparation and Evaluation of NASCO Implementation Plans and for Reporting on Progress’, [CNL\(18\)49](#), (the IP Guidelines) and the ‘Enhanced Guidance for the Review of Implementation Plans’, [CNL\(20\)55](#), the infographic below shows the overview of the Review Group’s evaluation, in November 2020, of EU – Finland’s Implementation Plan. Sections / areas considered to be ‘satisfactory’ are shown in green, and those which are ‘unsatisfactory’, in red.

	Questions on Salmon Management				Threats / Challenges to Wild Salmon			SMART Actions			Mandatory Actions
	Introduction / Background	Management of Salmon Fisheries	Habitat Protection & Restoration	Aquaculture, Introductions & Transfers & Transgenics	Management of Salmon Fisheries	Habitat Protection & Restoration	Aquaculture, Introductions & Transfers & Transgenics	Management of Salmon Fisheries	Habitat Protection & Restoration	Aquaculture, Introductions & Transfers & Transgenics	
EU – Finland											

The Review Group reassessed the responses to questions, the threats / challenges and the actions in conjunction with the Enhanced Guidance, CNL(20)55, looking in greater detail at, and providing feedback relating to the achievement of, NASCO’s Resolutions, Agreements and

Guidelines. The Review Group, therefore, considered that EU – Finland’s Implementation Plan requires further work to achieve a satisfactory rating across all sections / areas of the Plan.

The Review Group considered the response to question 1.7 to describe in a clear way what they consider to be a good process for consultation.

Questions on Salmon Management: improvements are required in two of the responses to the questions on salmon management to enable all of these sections to be considered as satisfactory. On reassessment, the Review Group considered that the responses to questions 2.7(a) and 3.3(a) were no longer considered to be satisfactory. The Review Group has provided detailed feedback to each response that is considered to be unsatisfactory.

Threats / Challenges to Wild Salmon the Review Group considered that the identified threats and challenges to the management of wild Atlantic salmon identified under each theme all related clearly to NASCO’s Resolutions, Agreements and Guidelines.

SMART Actions: the Review Group considered that one of the ‘Management of Salmon Fisheries’ actions was both SMART and satisfactory; however, the second action was considered to be neither SMART nor satisfactory. The single ‘Habitat Protection and Restoration’ action and one of the two ‘Aquaculture, Introductions & Transfers & Transgenics’ actions within the Plan were considered to be both SMART and satisfactory; the second aquaculture action was considered to be satisfactory but not fully in line with the SMART criteria. The Review Group considered that the satisfactory actions move EU – Finland clearly towards the implementation of NASCO’s Resolutions, Agreements and Guidelines.

Mandatory Actions: the section overall was considered to be unsatisfactory because the action required on mixed-stock fisheries requires substantial revision and was, therefore unsatisfactory. Actions on sea lice and containment are not applicable to EU – Finland.

In the following Evaluation Form, the Review Group has provided guidance on its recommendations for improvements.

Evaluation in 2020 of Revised Implementation Plans Based on Enhanced Guidance from the Council

Under NASCO's third reporting cycle the Review Group is asked to evaluate the Implementation Plans submitted by Parties / jurisdictions in three key areas of assessment, by:

- 1. identifying whether the answers by each Party / jurisdiction to the questions posed in the Implementation Plan template are satisfactory;*
- 2. identifying clearly that the threats and challenges to the management of wild Atlantic salmon identified under each theme are related to NASCO's Resolutions, Agreements and Guidelines; and*
- 3. assessing the description of each action to ensure that it adheres to the 'SMART' descriptors such that progress over time can be assessed objectively.*

This is described in detail in the 'Guidelines for the Preparation and Evaluation of NASCO Implementation Plans and for Reporting on Progress', [CNL\(18\)49](#).

- 1. Answers to each question in the Implementation Plan template, [CNL\(18\)50](#), are to be assessed as:
 - 1. Satisfactory answers / information;*
 - 2. Unsatisfactory (including unclear or incomplete answers / information or clear omissions or inadequacies).**
- 2. NASCO's Resolutions, Agreements and Guidelines as they apply to the third cycle of reporting are listed throughout the Implementation Plan template, [CNL\(18\)50](#).*
- 3. The Review Group will be required to assess the description of each action using the 'SMART' criteria laid out in the new Guidelines document, [CNL\(18\)49](#), thereby assessing the quality of each of the actions, not just how clearly the actions are stated.*

Additionally, in 2020, the Council has provided enhanced guidance to the Review Group in their 'Enhanced Guidance for the Review of Implementation Plans' ([CNL\(20\)55](#)) whereby each section / area of the Implementation Plan will be scored as satisfactory or unsatisfactory; the actions will also be assessed on their ability to move the Party / jurisdiction clearly towards the implementation of NASCO's Resolutions, Agreements and Guidelines.

Through this process it will be possible to determine whether the Implementation Plan provides a fair and equitable basis for assessing the progress that the Party / jurisdiction will make in implementing NASCO's Resolutions, Agreements and Guidelines.

Where a section / area is deemed by the Review Group to be unsatisfactory, the Implementation Plan will be returned to the Party / jurisdiction. The Review Group will provide a clear explanation of its decision to the Party / jurisdiction and, where feasible and appropriate, offer specific suggestions / recommendations for how it could be improved. The tables below, for each of the three main areas to be assessed, provide a template for evaluation in each case.

Party: European Union

Jurisdiction/Region:

Finland

Assessment area 1. Are the questions posed in the Implementation Plan template answered satisfactorily?

#	Question in IP Template	Initial Assessment (1 or 2)	Draft feedback on any improvements required (for answers assessed as 2)	Comments relating to previous review round: changed as requested by IP RG?
1. Introduction				
1.1	What are the objectives for the management of wild salmon?	1		
1.2	What reference points (e.g. conservation limits, management targets or other measures of abundance) are used to assess the status of stocks?	1		
1.3	What is the current status of stocks under the new classification system outlined in CNL(16)11?	1	In reference to the additional comments, each answer should be self-contained and not rely on any other section of the IP for explanation.	
1.4	How is stock diversity (e.g. genetics, age composition, run-timing, etc.) taken into account in the management of salmon stocks?	1		
1.5	To provide a baseline for future comparison, what is the current and potential quantity of salmon habitat?	1		
1.6	What is the current extent of freshwater and marine salmonid aquaculture? <i>Append one or more maps showing the location of aquaculture facilities and aquaculture free zones in rivers and the sea.</i>	1	The Review Group acknowledged that no aquaculture is reported but asks that all rows are populated in this section for all salmonids.	
1.7	Please describe the process used to consult NGOs and other stakeholders and industries in the development of this Implementation Plan.	1		
Overall score by Review Group for 1. Introduction			Satisfactory	

2. Management of Salmon Fisheries: <i>In this section please review the management approach to each of the fisheries in your jurisdiction (i.e. commercial, recreational and other fisheries) in line with the relevant NASCO Resolutions, Agreements and Guidelines. For Parties / jurisdictions that prosecute mixed-stock fisheries, there should be at least one action related to their management.</i>				
2.1	What are the objectives for the management of the fisheries for wild salmon?	1		

2.2	What is the decision-making process for the management of salmon fisheries, including predetermined decisions taken under different stock conditions (e.g. the stock level at which regulations are triggered)?	1		
2.3	(a) Are fisheries permitted to operate on salmon stocks that are below their reference point (e.g. Conservation Limits)? If so, (b) how many such fisheries are there and (c) what approach is taken to managing them that still promotes stock rebuilding?	1		
2.4	(a) Are there any mixed-stock salmon fisheries? If so, (b) how are these defined, (c) what was the mean catch in these fisheries in the last five years and (d) how are they managed to ensure that all the contributing stocks are meeting their conservation objectives?	1	b) the Review Group recognised that the Näätamöjoki river is currently managed as a single stock but seeks clarification as to Finland's understanding of its potential status as a mixed-stock river.	
2.5	How are socio-economic factors taken into account in making decisions on management of salmon fisheries?	1		
2.6	What is the current level of unreported catch and what measures are being taken to reduce this?	1	The Review Group will request that the Council gives consideration to requesting Parties and jurisdictions to report full figures on cross-jurisdictional rivers (the Teno).	
2.7	Has an assessment under the Six Tenets for Effective Management of an Atlantic Salmon Fishery been conducted? If so, (a) has the assessment been made available to the Secretariat and (b) what actions are planned to improve the monitoring and control of the fishery? (c) If the six tenets have not been applied, what is the timescale for doing so?	a) 2 b) 1 c) 1	a) The NASCO Council has asked that Parties undertake this assessment. Jurisdictions of the EU have been requested to undertake the assessment. The Review Group recommended that EU – Finland considers undertaking the assessment and detail the timeframe this will be done in. c) The Review Group noted that this will be provided in 2020.	
Overall score by Review Group for 2. Management of Salmon Fisheries			Unsatisfactory	

3. Protection and Restoration of Salmon Habitat: <i>In this section please review the management approach to the protection and restoration of habitat in your jurisdiction in line with the relevant NASCO Resolutions, Agreements and Guidelines.</i>				
3.1	How are risks to productive capacity identified and options for restoring degraded or lost salmon habitat prioritised, taking into account the principle of ‘no net loss’ and the need for inventories to provide baseline data?	1		
3.2	How are socio-economic factors taken into account in making decisions on salmon habitat management?	1	The Review Group recognised the pristine nature of these catchments and the limited threat to habitat. However, an improvement to this response would be to understand how socio-economic factors were / could be considered.	
3.3	What management measures are planned to protect wild Atlantic salmon and its habitats from (a) climate change and (b) invasive aquatic species?	a) 2 b) 1	a) Following their consideration of the Habitat Guidelines, CNL(10)51, the Review Group noted that consideration could be given as to how mitigation measures could be implemented to conserve salmon populations in an era of climate change.	
Overall score by Review Group for 3. Protection and Restoration of Salmon Habitat			Unsatisfactory	

4. Management of Aquaculture, Introductions and Transfers and Transgenics <i>Council has requested that for Parties / jurisdictions with salmon farms, there should be a greater focus on actions to minimise impacts of salmon farming on wild salmonid stocks. Each Party / jurisdiction with salmon farming should therefore include at least one action relating to sea lice management and at least one action relating to containment, providing quantitative data in Annual Progress Reports to demonstrate progress towards the international goals agreed by NASCO and the International Salmon Farmers Association (ISFA):</i>				
<ul style="list-style-type: none"> • 100% of farms to have effective sea lice management such that there is no increase in sea lice loads or lice-induced mortality of wild salmonids attributable to the farms; • 100% farmed fish to be retained in all production facilities. 				
<i>In this section please provide information on all types of aquaculture, introductions and transfers, and transgenics (including freshwater hatcheries, smolt-rearing etc.</i>				
4.1	(a) Is the current policy concerning the protection of wild salmonids consistent with the international goals on sea lice and containment agreed by NASCO and ISFA? (b) If the current policy is not consistent with these international goals,	1		

	when will current policy be adapted to ensure consistency with the international goals and what management measures are planned to ensure achievement of these goals and in what timescale?			
4.2	(a) What quantifiable progress can be demonstrated towards the achievement of the international goals for 100% of farms to have effective sea lice management such that there is no increase in sea lice loads, or lice-induced mortality of wild salmonids attributable to sea lice? (b) How is this progress monitored, including monitoring of wild fish? (c) If progress cannot be demonstrated, what additional measures are proposed and in what timescale?	1	The Review Group recognised that there is a cross border element to this in Finland. The Review Group will request that the Council gives consideration to requesting Parties / jurisdictions to report more fully on cross-jurisdictional rivers.	
4.3	(a) What quantifiable progress can be demonstrated towards the achievement of the international goals for achieving 100% containment in all (i) freshwater and (ii) marine aquaculture production facilities? (b) How is this progress monitored, including monitoring of wild fish (genetic introgression) and proportion of escaped farmed salmon in the spawning populations? (c) If progress cannot be demonstrated, what additional measures (e.g. use of sterile salmon in fish farming) are proposed and in what timescale?	1	The Review Group requested clarification that no future aquaculture developments will take place in the catchment areas of the Teno and the Näättäjäjoki.	
4.4	What adaptive management and / or scientific research is underway that could facilitate better achievement of NASCO's international goals for sea lice and containment such that the environmental impact on wild salmonids can be minimised?	1		
4.5	What is the approach for determining the location of aquaculture facilities in (a) freshwater and (b) marine environments to minimise the risks to wild salmonid stocks?	1		
4.6	What progress has been made to implement NASCO's guidance on introductions, transfers and stocking?	1		
4.7	Is there (a) a requirement to evaluate thoroughly risks and benefits before undertaking any stocking programme and (b) a presumption against stocking for purely socio-political / economic reasons?	1		
4.8	What is the policy / strategy on use of transgenic salmon?	1	The Review Group noted Finland has no plans to introduce transgenic salmon in the Teno river, but no information is provided for the Näättäjäjoki. The Review Group still seeks clarification on whether EU policy is followed in relation to this issue.	
4.9	<i>For Members of the North-East Atlantic Commission only:</i> What measures are in place, or are planned, to implement the eleven recommendations contained in the 'Road Map' to enhance information exchange and co-operation on monitoring,	1	The Review Group, while acknowledging the ongoing good work presented in relation to management of <i>Gyrodactylus salaris</i> , noted	

	research and measures to prevent the spread of <i>Gyrodactylus salaris</i> and eradicate it if introduced, including the development and testing of contingency plans?		that it is not clear if each of the 11 recommendations detailed in the 'Road Map' is being dealt with.	
Overall score by Review Group for 4. Management of Aquaculture, Introductions and Transfers and Transgenics			Satisfactory	

Assessment area 2. Are the threats and challenges to the management of wild Atlantic salmon identified under each theme related clearly to NASCO’s Resolutions, Agreements and Guidelines?

2.8 Threats identified to wild salmon and challenges for management associated with their exploitation in fisheries, including bycatch of salmon in fisheries targeting other species	Initial Assessment (yes / no)	Draft feedback on any improvements required	Comments relating to previous review round: changed as requested by IP RG?
Threat / challenge F1	Yes		
Threat / challenge F2	Yes		
Overall score by Review Group for 2.8: threats / challenges associated with exploitation in fisheries, including bycatch of salmon in fisheries targeting other species			Satisfactory

Copy and paste lines to add in other challenges in the relevant Implementation Plan

3.4 Threats identified to wild salmon and challenges for management in relation to estuarine and freshwater habitat.	Initial Assessment (yes / no)	Draft feedback on any improvements required	Comments relating to previous review round: changed as requested by IP RG?
Threat / challenge H1	Yes		
Overall score by Review Group for 3.4: threats / challenges in relation to estuarine and freshwater habitat			Satisfactory

Copy and paste lines to add in other challenges in the relevant Implementation Plan

4.10 Threats identified to wild salmon and challenges for management in relation to aquaculture, introductions and transfers, and transgenics.	Initial Assessment (yes / no)	Draft feedback on any improvements required	Comments relating to 1st round review: changed as requested by IP RG?
Threat / challenge A1	Yes		
Threat / challenge A2	Yes		
Overall score by Review Group for 4.10: threats / challenges in relation to aquaculture, introductions and transfers, and transgenics			Satisfactory

Copy and paste lines to add in other challenges in the relevant Implementation Plan

Assessment area 3. Does each action adhere to the ‘SMART’ descriptors laid out in the new Guidelines document, CNL(18)49?

As a reminder, the ‘SMART’ approach includes reporting on both quantitative and qualitative information. Quantitative information is expected wherever possible and should be presented to demonstrate progress made over the period of the plan towards NASCO’s goals. This should be clear and concise. Where a deviation must be made from a quantitative metric, the reason for the deviation should be explained.

2.9 What SMART actions are planned during the period covered by this Implementation Plan (2019 – 2024) to address each of the threats and challenges identified in section 2.8 to implement NASCO’s Resolutions, Agreements and Guidelines and demonstrate progress towards achievement of its goals and objectives for the management of salmon fisheries?								
#	Action in IP Template	Is the action clearly related to stated threat / challenge?	Is it ‘SMART’? (yes / no)	If ‘no’, which descriptor needs to be reflected more clearly in the action?	If the proposed monitoring is qualitative (as allowed in the Guidelines), is the reason and proposed non-quantitative alternative for monitoring progress acceptable?	Does the action move the Party / jurisdiction clearly towards the achievement of NASCO’s Resolutions, Agreements and Guidelines?	Given the previous question, is the action considered satisfactory or unsatisfactory overall?	Comments relating to previous review round: changed as requested by IP RG?
F1	Monitoring stock status of multiple salmon populations in the Teno	Yes	No	‘Measurable’ and ‘Timely’ need to be reflected more clearly and the Review Group requested the introduction of milestones into this action. The Review Group noted that the documented timescales are historic and there is no approach for monitoring.		No. While some clarity is required in the action, the Review Group considered that capturing data on salmon mortality could provide information on the status of salmon stocks. This would be in line with CNL(09)43, section 2.5e.	Unsatisfactory	
F2	Spawning targets for the	Yes	Yes			Yes.	Satisfactory	

	Näätämöjoki river system					The Review Group considered this relates to CNL(09)43, sections 2.4.		
Overall score by Review Group for 2.9: SMART actions to implement NASCO's Resolutions, Agreements and Guidelines and demonstrate progress towards achievement of its goals and objectives for the management of salmon fisheries							Unsatisfactory	

Copy and paste lines to add in other actions in the relevant Implementation Plan

3.5 What SMART actions are planned during the period covered by this Implementation Plan (2019 – 2024) to address each of the threats and challenges identified in section 3.4 to implement NASCO's Resolutions, Agreements and Guidelines and demonstrate progress towards achievement of its goals and objectives for the Protection, Restoration and Enhancement of Atlantic Salmon Habitat?								
#	Action in IP Template	Is the action clearly related to stated threat / challenge?	Is it 'SMART'? (yes / no)	If 'no', which descriptor needs to be reflected more clearly in the action?	If the proposed monitoring is qualitative (as allowed in the Guidelines), is the reason and proposed non-quantitative alternative for monitoring progress acceptable?	Does the action move the Party / jurisdiction clearly towards the achievement of NASCO's Resolutions, Agreements and Guidelines?	Given the previous question, is the action considered satisfactory or unsatisfactory overall?	Comments relating to previous review round: changed as requested by IP RG?
H1	Avoidance of small migration barriers and erosion	Yes	Yes			Yes. The Review Group considered that this is in line with the Habitat Guidelines, CNL(10)51 section 3.5.	Satisfactory	
Overall score by Review Group for 3.5: SMART actions to implement NASCO's Resolutions, Agreements and Guidelines and demonstrate progress towards achievement of its goals and objectives for the Protection, Restoration and Enhancement of Atlantic Salmon Habitat							Satisfactory	

Copy and paste lines to add in other actions in the relevant Implementation Plan

4.11 What SMART actions are planned during the period covered by this Implementation Plan (2019 – 2024) to address each of the threats and challenges identified in section 4.10 to implement NASCO’s Resolutions, Agreements and Guidelines and demonstrate progress towards achievement of its goals and objectives for aquaculture, introductions and transfers, and transgenics?								
#	Action in IP Template	Is the action clearly related to stated threat / challenge?	Is it ‘SMART’? (yes / no)	If ‘no’, which descriptor needs to be reflected more clearly in the action?	If the proposed monitoring is qualitative (as allowed in the Guidelines), is the reason and proposed non-quantitative alternative for monitoring progress acceptable?	Does the action move the Party / jurisdiction clearly towards the achievement of NASCO’s Resolutions, Agreements and Guidelines?	Given the previous question, is the action considered satisfactory or unsatisfactory overall?	Comments relating to previous review round: changed as requested by IP RG?
A1	Preventing spread of <i>G salaris</i>	Yes	No. The Review Group welcomed this action; however, it noted that this action is ‘ongoing’ which leads to uncertainty in reporting. It is also unclear how all of the activities outlined are to be monitored.	Measurable and Timely need to be reflected more clearly.		Yes. The Review Group considered that this relates to NEA(18)08.	Satisfactory	
A2	Monitoring of farmed salmon in catches	Yes	Yes. The Review Group recognised			Yes. The Review Group considered that this is in line with SLG(09)5.	Satisfactory	

			the value of this action; however, the description of the action is confusing. i.e. 'no new actions planned.'						
Overall score by Review Group for 4.11: SMART actions to implement NASCO's Resolutions, Agreements and Guidelines and demonstrate progress towards achievement of its goals and objectives for aquaculture, introductions and transfers, and transgenics							Satisfactory		

Copy and paste lines to add in other actions in the relevant Implementation Plan

Mandatory action check	Is such a mandatory action required for this Party / jurisdiction?	Is such an action contained in the Implementation Plan?
For Parties / jurisdictions that prosecute mixed-stock fisheries, there should be at least one action related to their management.	Yes	Yes, but it requires substantial revision
Each Party / jurisdiction with salmon farming should include at least one action relating to sea lice management.	No	No
Each Party / jurisdiction with salmon farming should include at least one action relating to containment.	No	No
Overall score by Review Group		Unsatisfactory