



Council

CNL(02)17

Report of the Standing Committee on the Precautionary Approach

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1. At its Eighteenth Annual Meeting the Council had agreed that the next tasks for the Standing Committee on the Precautionary Approach were as follows:

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| Task 1 | to undertake a detailed evaluation and development of the Decision Structure for the management of Atlantic salmon fisheries; |
| Task 2 | to develop Terms of Reference for a meeting of the SCPA on how social and economic factors can be taken into account in applying the Precautionary Approach; |
| Task 3 | to develop terms of reference for a meeting of the SCPA on application of the Precautionary Approach to introductions and transfers, aquaculture and transgenics. |

2. A meeting of the SCPA was held during 11-13 March 2002 in Vancouver, Canada to address these three tasks and the report of the meeting (SCPA(02)20) is attached (Attachment 1). In summary the outcome of the meeting was as follows:

Task 1

3. With regard to management of salmon fisheries, the SCPA developed a revised Decision Structure (contained in Annex 3 of the report) and has recommended that, following its adoption by the Council, the Decision Structure should be used immediately by NASCO and its Contracting Parties to assist in application of the Precautionary Approach to management of salmon fisheries. The Committee also considers that it would be appropriate to implement a reporting and review procedure so that the effectiveness of the Decision Structure can be assessed.

Task 2

4. The Committee has developed Draft Terms of Reference for a meeting of the SCPA on incorporating social and economic aspects in the application of the Precautionary Approach (contained in Annex 4 of the report). The Committee has asked that all Parties compile, summarise and provide to the Secretariat before the 2002 Annual Meeting available information on the social and economic values of Atlantic salmon. Furthermore, the Secretary was asked by the Committee to develop, in consultation with the Parties, a project proposal for the development of an internationally agreed framework or template for assessing social and economic values of Atlantic salmon. Following the meeting of the SCPA a small drafting group, made up of representatives of the Contracting Parties, met to develop a project proposal which is contained in Attachment 2. The intention is that the work in developing the framework or template be carried out by a technical workshop of the Contracting Parties in advance of the next SCPA meeting on social and economic aspects of the Precautionary Approach.

Task 3

5. The Committee also developed Draft Terms of Reference in relation to application of the Precautionary Approach to introductions and transfers, aquaculture and transgenics (contained in Annex 5 of the report). In accordance with the decision of the Council at its last Annual Meeting these Draft Terms of Reference were discussed with representatives of the salmon farming industry at the Liaison Group meeting held on 8-9 April 2002. The views from this Group are contained in Council document CNL(02)24. However, the SCPA has noted that, as its work will be covering issues wider than just salmon farming, the Council will need to clarify the extent of involvement of all relevant stakeholders in this phase of the SCPA's work.
6. In summary, the Council is asked to consider:
 - i adoption of the revised Decision Structure for management of salmon fisheries;
 - ii introduction of reporting and review procedures to assess the effectiveness of the Decision Structure;
 - iii adoption of the Terms of Reference in relation to social and economic aspects of applying the Precautionary Approach;
 - iv agreeing the project proposal to develop an internationally agreed framework or template to assess social and economic values of Atlantic salmon;
 - v adopting the Terms of Reference in relation to application of the Precautionary Approach to introductions and transfers, aquaculture and transgenics;
 - vi clarifying the extent of involvement of stakeholders in the work of the SCPA in relation to introductions and transfers, aquaculture and transgenics.

Secretary
Edinburgh
12 April, 2002

SCPA(02)20

Report of the Meeting of the Standing Committee on the Precautionary Approach

***Garibaldi Room, Four Seasons Hotel, Vancouver, Canada
11-13 March, 2002***

1. Opening of the meeting

- 1.1 The Chairman of the Standing Committee on the Precautionary Approach (SCPA), Mr Jacques Robichaud (President of NASCO), opened the meeting and welcomed participants to Vancouver. He referred to the considerable progress already made by the SCPA in relation to development of a Decision Structure for the management of salmon fisheries and a NASCO Plan of Action for Habitat Protection and Restoration. The next tasks were to consider socio-economic aspects and the application of the Precautionary Approach to introductions and transfers, aquaculture and transgenics.

- 1.2 A list of participants is contained in Annex 1.

2. Nomination of a Rapporteur

- 2.1 The Committee appointed Dr Peter Hutchinson, Assistant Secretary of NASCO, as Rapporteur for the meeting.

3. Adoption of the Agenda

- 3.1 The Committee adopted its agenda SCPA(02)9 (Annex 2).

4. Tasks for the SCPA at its Vancouver meeting

- 4.1 The Committee considered a document detailing its tasks for the meeting, SCPA(02)2, and agreed that it would:
- undertake a detailed evaluation and development of the decision structure for implementing the Precautionary Approach to the management of Atlantic salmon fisheries;
 - develop Terms of Reference for a meeting of the SCPA on how socio-economic factors can be taken into account in applying the Precautionary Approach;
 - develop Terms of Reference for a meeting of the SCPA on application of the Precautionary Approach to introductions and transfers, aquaculture and transgenics.

5. Evaluation and further development of the Decision Structure for implementing the Precautionary Approach to the management of Atlantic salmon fisheries

- 5.1 At its Seventeenth Annual Meeting in 2000 the Council had adopted, on a provisional basis, a Decision Structure, developed by the SCPA, to aid NASCO and the relevant authorities in implementing the Precautionary Approach to the management of North Atlantic salmon fisheries. It had been agreed that this should be evaluated over a two-year period (2000-2002). In 2001, the Parties had made reports to the Council on progress in implementing this Decision Structure and ICES had also provided comments. A summary of this information was presented, SCPA(02)3. These initial reports were based on only one year's experience of applying the Decision Structure to a small number of rivers and fisheries but the feedback from the Parties had indicated that the Decision Structure provided a useful basis for application of the Precautionary Approach to the management of salmon fisheries. However, it was clear from the initial feedback that some refinement to the Decision Structure was needed.
- 5.2 The Parties reported to the Committee on their experiences of applying the Decision Structure since the annual meeting of NASCO. Proposals for revisions to the Decision Structure were tabled by the USA (SCPA(02)10), the EU (SCPA(02)12) and Norway (SCPA(02)13). In particular, it was noted that greater emphasis should be given within the Decision Structure to reporting on management actions to be taken to control harvests and on the programmes that will be used to monitor the effects of these measures. However, since the Decision Structure has already been applied to a number of rivers and fisheries the Committee recognised the desirability of retaining the present format while incorporating the necessary amendments.
- 5.3 The Committee reviewed the Decision Structure and agreed revisions on the basis of experience in applying it on a trial basis. The Committee recommends that the revised Decision Structure, SCPA(02)16 (Annex 3), be adopted by the Council and used immediately by NASCO and its Contracting Parties to assist in application of the Precautionary Approach to management of salmon fisheries. The Committee believes that it would be appropriate to implement a reporting and review procedure so that the effectiveness of the Decision Structure can be regularly assessed.

6. Development of Terms of Reference for a meeting of the SCPA on how socio-economic factors can be taken into account in applying the Precautionary Approach

- 6.1 At its Eighteenth Annual Meeting the Council had asked that the Parties make available to the SCPA information on socio-economic issues relating to salmon conservation. Four Parties had been asked to provide possible frameworks to assist the Council in considering socio-economic factors in applying the Precautionary Approach. Prior to the meeting information had been received only from Norway, SCPA(02)5, and Canada, SCPA(02)4. The approaches proposed by these Parties were summarised in document SCPA(02)6. In addition, draft Terms of Reference for

a meeting of the SCPA on socio-economics and the Precautionary Approach were tabled by the USA, SCPA(02)11. The Secretary briefly summarised this information.

- 6.2 The Committee agreed to recommend to the Council Draft Terms of Reference for a meeting of the SCPA on how social and economic factors could be taken into account in applying the Precautionary Approach, SCPA(02)17 (Annex 4).

- 6.3 The Committee agreed that the Parties should compile, summarise and provide to the Secretariat before the 2002 Annual Meeting of NASCO available information on the social and economic values of Atlantic salmon referred to in paragraph 1 of SCPA(02)17. The Committee also recommends that the development of an internationally agreed framework or template referred to in paragraph 2 of SCPA(02)17 would need to be further advanced before a future meeting of the SCPA on this subject. To this end the Secretary was asked to develop in consultation with the Parties a project proposal which could be considered by the Council.

7. Development of Terms of Reference for a meeting of the SCPA on application of the Precautionary Approach to introductions and transfers, aquaculture and transgenics

- 7.1 The Committee considered document SCPA(02)7 proposing draft Terms of Reference for application of the Precautionary Approach to introductions and transfers, aquaculture and transgenics, which incorporated ideas provided by Norway and guidance in the Council's Action Plan for Application of the Precautionary Approach.

- 7.2 The Committee agreed to recommend to the Council Draft Terms of Reference for a future meeting of the SCPA on application of the Precautionary Approach to introductions and transfers, aquaculture and transgenics, SCPA(02)19 (Annex 5). In accordance with the decision of the Council these Terms of Reference will be discussed with the salmon farming industry at a Liaison Group meeting on 8/9 April and comments arising from that Group will be considered by the Council at its 2002 Annual Meeting. However, recognising that the work of the Committee will be covering issues wider than salmon farming, i.e. introductions and transfers, enhancement, and transgenics, the Parties would need to undertake consultations on these issues with the relevant stakeholders. The extent of involvement of all of the relevant stakeholders in the SCPA's work will need to be clarified by the Council at its 2002 Annual Meeting.

8. Date and place of next meeting (if required)

- 8.1 The Committee agreed that it would not meet again before the Nineteenth Annual Meeting of NASCO, at which time the Council would consider arrangements for the next meeting of the SCPA in accordance with the Action Plan for Application of the Precautionary Approach.

9. **Any other business**

9.1. There was no other business.

10. **Consideration of the draft report of the meeting**

10.1 The Committee agreed a report of the meeting.

11. **Close of the meeting**

11.1 The Chairman closed the meeting and thanked all members of the Committee for their contributions.

List of Participants**Canada**

Ms Julia Barrow	Department of Fisheries and Oceans, Ottawa, Ontario
Mr Vance McEachern	Department of Fisheries and Oceans, Ottawa, Ontario
Mr David Meerburg	Department of Fisheries and Oceans, Ottawa, Ontario
Mr Rex Porter	Department of Fisheries and Oceans, St John's, Newfoundland
Mr Barry Rashotte	Department of Fisheries and Oceans, Ottawa, Ontario
Mr Jacque Robichaud (Chairman)	President of NASCO
Mr Gorazd Ruseski	Department of Fisheries and Oceans, Ottawa, Ontario
Mr Pierre Tremblay	Sainte-Foy, Quebec
Mr Tim Young	Department of Fisheries and Oceans, Ottawa, Ontario

Denmark (Faroe Islands and Greenland)

Dr Jan Arge Jacobsen	Fisheries Laboratory of the Faroes, Torshavn
Mr Emanuel Rosing	Greenland Home Rule, Nuuk, Greenland
Mr Hedin Weihe	Ministry of Fisheries, Torshavn

European Union

Ms Paloma Carballo	Ministerio de Agricultura y Pesca, Madrid, Spain
Ms Carmen Beraldi	Ministerio de Agricultura y Pesca, Madrid, Spain
Mr Richard Cowan	Department of the Environment, Fisheries and Rural Affairs, London, UK
Mr David Dunkley	Scottish Executive Rural Affairs Department, Edinburgh, UK

Ms Jinny Hutchison	Scottish Executive Rural Affairs Department, Edinburgh, UK
Mr Eskild Kirkegaard	European Commission, DG Fisheries, Brussels, Belgium
Dr Guy Mawle	Environment Agency, Bristol, UK
Mr Pentti Munne	Ministry of Agriculture and Forestry, Helsinki, Finland
Dr Niall O'Maoileidigh	Marine Institute, Dublin, Ireland
Mr Ted Potter	CEFAS, Lowestoft, UK
Dr Ken Whelan	Marine Institute, Newport, Ireland

Iceland

Mr Arni Isaksson	Directorate of Freshwater Fisheries, Reykjavik
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Norway

Mr Raoul Bierach	Directorate for Nature Management, Trondheim
Dr Lars Petter Hansen	Norwegian Institute for Nature Research, Oslo

Russian Federation

Ms Svetlana Krylova	Murmanrybvod, Murmansk
Mr Vladimir Moskalenko	PINRO, Murmansk
Dr Boris Prischepa	Murmanrybvod, Murmansk
Ms Elena Samoylova	PINRO, Murmansk
Dr Alexander Zubchenko	PINRO, Murmansk

USA

Mr Ed Baum	Atlantic Salmon Unlimited, Hermon, Maine
Ms Kim Blankenbeker	National Marine Fisheries Service, Silver Spring, Maryland
Ms Mary Colligan	National Marine Fisheries Service, Gloucester, Massachusetts

Dr Fred Kircheis

Maine Atlantic Salmon Commission, Augusta, Maine

Mr John Ward

National Marine Fisheries Services, Silver Spring,
Maryland

Secretariat

Dr Malcolm Windsor

Secretary

Dr Peter Hutchinson

Assistant Secretary

A G E N D A

1. Opening of the meeting
2. Nomination of a Rapporteur
3. Adoption of the Agenda
4. Tasks for the SCPA at its Vancouver meeting
5. Evaluation and further development of the decision structure for implementing the Precautionary Approach to management of Atlantic salmon fisheries
6. Development of Terms of Reference for a meeting of the SCPA on how socio-economic factors can be taken into account applying the Precautionary Approach
7. Development of Terms of Reference for a meeting of the SCPA on application of the Precautionary Approach to introductions and transfers, aquaculture and transgenics
8. Date and place of next meeting (if required)
9. Any other business
10. Consideration of the draft report of the meeting
11. Close of the meeting

Decision Structure to Aid the Council and Commissions of NASCO and the Relevant Authorities in Implementing the Precautionary Approach to Management of North Atlantic Salmon Fisheries

A. Brief description of the fishery(ies):

Date of review:

<i>Fishery location:</i>	
<i>Gear types:</i>	
<i>Magnitude of fishery (e.g. catch or effort):</i>	
<i>Current management restrictions:</i>	
<i>Outline pre-agreed procedures (or provide references)</i>	
<i>Principal river stock(s) exploited:</i>	
<i>Other fisheries exploiting stock(s):</i>	
<i>Other information:</i>	

***If fishery primarily exploits salmon from only one river answer all questions in Section B;
If fishery exploits salmon from more than one river answer all questions in section C.***

B. Single River Stock Fisher(ies)

B1. Specify the reference points (Conservation Limit and/or Management Target) or alternative measures used to define adequate abundance of the stock.

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B2. Describe the status of the stock relative to the abundance criteria in B1.

- Include trends and forecasts of abundance.

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B3. Is the stock meeting other diversity criteria (e.g. age structure, run-timing, fecundity)?

- Describe criteria assessed;
- Identify possible reasons for any failure.

Yes/No

B4. Is the fishery(ies) selective for certain stock components (e.g. age groups, size groups, populations)?

- If yes, describe reasons.

Yes/No

B5. Is the stock threatened by factors other than fisheries (e.g. habitat degradation, disease/parasites, predators)?

- If yes, describe threat and management action that will be taken (e.g. establish gene bank; habitat mitigation).

Yes/No

B6. Describe management actions that will be employed to control harvest, including measures that will be used to address any failure or trend in abundance or diversity, taking account of pre-agreed procedures:

- Decisions should take account of: uncertainty in the assessments; abundance of the stock (q. B2); diversity of the stock (q. B3); selectivity of the fishery (q. B4); any non-fishery factors affecting the stock (q. B5); and socio-economic factors; other fisheries exploiting the stock;
- Describe the expected extent and timescale of effects.

B7. Outline programmes (including in-season programmes) that will be used to monitor the effect of the management measures and identify information deficiencies and time-frame for resolution:

C. Mixed River Stock Fishery

C1. Specify the reference points (Conservation Limits and/or Management Targets) or alternative measures used to define adequate abundance of the exploited stocks.

C2. Describe the status of all stocks relative to the abundance criteria in C1.

- Include trends and forecasts of abundance.

C3. Are all the stocks meeting other diversity criteria (e.g. age structure, run-timing, fecundity)?

- Describe criteria assessed;
- Identify possible reasons for any failures.

Yes/No

C4. Is the fishery selective for certain stock components (e.g. age groups, size, populations, river stocks)?

- If yes, describe reasons.

Yes/No

C5. Are any of the stocks threatened by factors other than fisheries (e.g. habitat degradation, disease/parasites, predators)?

- If yes, describe threat and management action that will be taken (e.g. establish gene bank; habitat mitigation).

Yes/No

C6. Describe management actions that will be employed to control harvest, including measures that will be used to address any failure or trend in abundance or diversity, taking account of pre-agreed procedures:

- Decisions should take account of: uncertainty in the assessments; abundance of the stock (q. C2); diversity of the stock (q. C3); selectivity of the fishery (q. C4); any non-fishery factors affecting the stock (q. C5); and socio-economic factors; and other fisheries exploiting the stock.
- Describe the expected extent and timescale of effects.

C7. Outline programmes (including in-season programmes) that will be used to monitor the effects of the management measures, and identify information deficiencies and the timeframe for their resolution:

***Draft Terms of Reference for Incorporating Social and Economic Aspects in
the Application of the Precautionary Approach***

Recognising that the true social and economic values of wild Atlantic salmon are unknown, that there is a need to include social and economic factors in management decisions under a Precautionary Approach without negating the effectiveness of this approach, and that consideration of social and economic factors may be complementary to conservation and management objectives, the SCPA is asked to:

1. review available information, compiled and summarised by the Parties, on the social and economic values of Atlantic salmon;
2. develop, using external resources if required, an internationally agreed framework or template for assessing absolute, and changes in, social and economic values of the Atlantic salmon. The framework or template should include definitions of these values and recognise differences between jurisdictions;
3. develop guiding principles for taking into account social and economic factors over both the short and long term in applying the Precautionary Approach. These guiding principles might include, but should not be restricted to, the need to:
 - set clear conservation and management goals;
 - recognise the primacy of conservation and, at a minimum, maintain a policy of 'no net loss';
 - recognise the interests of communities which are particularly dependent on salmon fisheries;
 - establish monitoring and reporting procedures;
 - identify and include appropriate stakeholders in the consultation process;
4. recommend, as appropriate, approaches (e.g. impact assessment, hazard analysis, bio-economic models), based on the guiding principles, that would serve as additional information tools to assist NASCO and its Contracting Parties in taking into account social and economic factors relating to Atlantic salmon.

Note : *With regard to points 3 and 4 above the SCPA is asked to consider social and economic factors in relation inter alia to: salmon fisheries management; habitat protection and restoration; aquaculture; introductions and transfers; stock rebuilding programmes; transgenics; and by-catches.*

Draft Terms of Reference for Application of the Precautionary Approach to Introductions and Transfers, Aquaculture and Transgenics

Having regard to:

- (a) the North American Commission's Protocols on Introductions and Transfers (NAC(92)24 as amended by NAC(94)14);
- (b) the North-East Atlantic Commission's Resolution on Introductions and Transfers (NEA(97)12);
- (c) the Council's Oslo Resolution (CNL(94)53);
- (d) the Council's Guidelines for Action on Transgenic Salmon (CNL(97)48);
- (e) the Liaison Group's Guidelines for Containment of Farm Salmon (CNL(01)53);

the SCPA is asked to review these agreements and measures, advise on their consistency with the Precautionary Approach and make recommendations for additional measures, taking account of appropriate risk assessments. In carrying out these tasks the SCPA should consider the adequacy of the reporting procedures in these agreements, and other work by the SCPA concerned with incorporating social and economic factors in applying the Precautionary Approach. The SCPA is asked to ensure that in reviewing these agreements and measures consideration is given to both intentional and unintentional introductions and transfers.

Draft Project Proposal on the Development of a Framework for Assessing Social and Economic Values Related to Wild Atlantic Salmon

This draft project proposal is in furtherance of the application of the Precautionary Approach to managing wild Atlantic salmon by NASCO and its Contracting Parties. It is intended to progress the tasks detailed in items 1 and 2 of the Terms of Reference for the SCPA. The objective of the project is to enable Contracting Parties to analyze the social and economic costs and benefits derived from the wild Atlantic salmon resource. The proposed project involves the following:

1. Based on available information compiled and summarised by the Contracting Parties, prepare an inventory of the various social and economic values related to Atlantic salmon. The inventory would include definitions and explanations of these values and, if applicable, monetary estimates, as expressed in these studies.
2. For those values that have been expressed in monetary terms in these studies:
 - i. examine critically the alternative monetary estimation methods that are used; and,
 - ii. advise on a possible standard method(s) (including examples) for estimating the absolute and/or relative changes in these values that may result from salmon fishery management changes or other human activities that have an impact on the salmon resource and/or habitat.
3. For those values that have not been estimated in monetary terms in any studies:
 - i. where possible, advise on a possible standard method(s) (including examples) for estimating (either in monetary or non-monetary terms) absolute and/or relative changes in these values that may result from salmon fishery management changes or other human activities that have an impact on the salmon resource and/or habitat; and
 - ii. consider the need for and feasibility of pilot projects aimed at producing monetary estimates of these values.
4. Based on the values and monetary estimation methods considered in 1 – 3 above, develop a proposed framework/template for assessing social and economic values related to Atlantic salmon. The framework/template and monetary estimation methods contained therein should allow comparison of values over the short term and long term, and should allow comparison across jurisdictions.

This work should be undertaken by a technical workshop of the Contracting Parties to be held in advance of the next SCPA meeting on social and economic aspects of the Precautionary Approach.

