

# PELAGIC ADVISORY COUNCIL

Newsletter 1/2015

January - March 2015



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### **EXECUTIVE COMMITTEE MEETING (19 FEBRUARY 2015, THE HAGUE)**

The latest Executive Committee meeting focused on the ecosystem-based approach to fisheries management. In this framework Tim Peute presented the outcomes of his internship looking into the Marine Strategy Framework Directive (MSFD) and its impact on pelagic fisheries. Details can be found in his report which will be distributed soon. Afterwards Mark Dickey-Collas presented ICES' role in implementing the MSFD followed by a presentation by Marta Ballesteros on the MareFrame project which seeks to remove barriers that up to now have prevented the use of the ecosystem-based approach in Europe.

### WORKING GROUP I AND II MEETING (19 FEBRUARY 2015, THE HAGUE)

The main purpose of the last Working Groups meeting was to review stock advice provided in 2014 and to identify priorities for 2015. For most stocks the advice provided by the Pelagic AC was followed by the Council. However, for a number of shared stocks no international agreement had been reached by the time of the meeting. During Working Group I it was decided to set up an ecosystem focus group which will deal with multispecies management plans and interactions in the pelagic complex. Furthermore, revisiting and where necessary revising and updating management plans was identified as top priority during the meetings next to monitoring the implementation of the landing obligation.

Presentations and minutes can be downloaded from the Pelagic AC website: <u>http://www.pelagic-ac.org/0299/</u>

### WKHERTAC (13-16 JANUARY 2015, COPENHAGEN)

*ICES* workshop to evaluate the EU-Norway request on the proposed long term management strategy for herring in the North Sea and the Division IIIa herring TAC-setting procedure.

#### Approach

The evaluation was based on the evaluation framework developed during WKHELP (ICES 2012) and using the general guidelines of WKGMSE (ICES 2013). For this specific evaluation the evaluation models for North Sea Autumn Spawning (NSAS) herring and Western Baltic Spring Spawning (WBSS) herring were both run in parallel so that a combined evaluation could be made.

The evaluation of the NSAS management plan focused on the plan agreed between EU and Norway in 2014 (EU-Norway 2014). The evaluation of the WBSS herring focused on the proposed management rule by EU and Norway.

#### The issue with herring

Herring advice and management in the North Sea, IIIa and Baltic Sea (sub-divisions 22-24) is highly complex because of the mixing of stock boundaries, management boundaries and the allocation of quota over five different fleets. The two biological stocks are NSAS herring that inhabits the North Sea, Eastern Channel and the Skagerrak (part of the year) and the WBSS herring that inhabits the Baltic Sea (sub-divisions 22-24), division IIIa and the North-eastern part of the North Sea (part of the year). The fisheries advice is structured in five fleets:

- A fleet: human consumption in the North Sea and Eastern Channel
- B fleet: bycatch of herring (in the sprat fishery) in the North Sea
- C fleet: human consumption in IIIa
- D fleet: bycatch of herring (in the sprat fishery) in Illa
- F fleet: human consumption in sub-divisions 22-24.

The C-fleet and D-fleet catch mixtures of the two herring stocks. Over the recent years the C-fleet catches consisted of 36% NSAS herring and 64% WBSS herring. In the annex to this report, an overview is presented on the methodology to derive the short term forecast for WBSS and NSAS herring. Just as an illustration of the complexity.

The proposed management rule for WBSS was based on a joint EU-Norway expert group consisting of EU and Norwegian scientific and management experts. This group had suggested to allocate 5.7% of the North Sea TAC to area IIIa to accommodate for the NSAS catches by the C-fleet. The 5.7% was based on the recent average catch of NSAS by the C-fleet compared to the combined catches of the A and C fleet. In addition, a transfer of the C-fleet TAC in IIIa has been agreed between EU and Norway in the recent years. This transfer varied between 40 and 50%. However, the transfer was not part of the proposed management plan.

The basis to which the 5.7% transfer should be applied remains unclear in the calculation of the TACs. When the rule was applied for 2015, the 5.7% was applied to the A-fleet only. The amount was added to the C-fleet but not subtracted from the A-fleet. However, the 5.7% was derived by the proportion of the C-fleet in the combined catch of the A and C-fleet.

An important issue that came up in the evaluation of the rule is the circularity in the TAC-setting arrangement and the scientific underpinning. In the current setup the WBSS advice is generated first and this is used to inform the NSAS advice, especially for the C and D-fleet. By introducing a percentage from the North Sea TAC to be allocated to the C-fleet, a circularity is introduced in the scientific advice, which could only be solved by referring to the TAC from last year instead of the TAC for the current year.

### NSAS herring LTMP evaluation

The conclusion for the NSAS herring management plan evaluation was that it is precautionary, i.e. risk of SSB falling below Blim in the medium to long term is less than 5%. In addition, different Btrigger values between 1 000 000 tonnes and 1 500 000 tonnes all proved to be precautionary with a Btrigger of 1 000 000 tonnes resulting in a higher average catch for the A-fleet, a slightly lower SSB and a lower catch for the B fleet.

Note: the assumption for the NSAS herring evaluation is that the current low recruitment (2003-2012) continues. Therefore, the potential yield is not as high as would be expected for a stock of this size. This also raises an issue with the value of Blim which is supposed to identify the biomass where recruitment becomes impaired. What can be seen for NSAS herring is that recruitment is substantially lower at high biomass. This means that SSB does not seem to be the regulating mechanism and also that Blim is not really the limit that leads to impaired recruitment.

#### **WBSS** evaluation

The WBSS evaluation concluded that the plan (as written) down is not precautionary because the probability of SSB being below Blim in the medium and long term is higher than 5%. The rule was evaluated on the assumption of no transfer of the IIIa C-fleet TAC to the North Sea (because that was not included in the written plan). It was noted that a transfer of at least 10% would make the plan precautionary, but the group did not want to draw that conclusion in the main advice.

However, the group suggested that there are better ways of regulating the herring fisheries in the North Sea, IIIa and Baltic Sea by introducing simpler decision rules. One suggestion was to base the quota in IIIa on the WBSS herring only and on the average percentage of NSAS in the catches in IIIa. This would avoid the circularity in the TAC setting arrangement.

For more information see the WKHerTAC report: <u>http://www.ices.dk/sites/pub/Publication%20Reports/Advice/2015/Special\_Requests/EU-</u> <u>Norway\_LTMS\_for\_NS\_%20herring.pdf</u>

### MIACO (13-14 JANUARY 2015, COPENHAGEN)

Chair: ACOM chair Eskild Kirkegaard

Attendees: ICES staff, Advisory Councils, Commission representative, a number of observers.

#### Feedback from the 2014 advisory process

In general ACs were pleased with ICES output in terms of the advisory process and expressed their gratitude for scientific advice presentations provided during the year. Several ACs mentioned the importance of the landing obligation and in particular support requirement from ICES during 2015. PELAC noted a positive experience in terms of the formal role provided by ICES in delivering the pelagic advice during July and October meetings. However, informally there was room to expand cooperation with ICES now that the new EMFF regulation (article 86) provided AC's with a direct funding stream for scientific projects. PELAC also stated that a half day meeting either side of ICES working groups between ICES and ACs would be appreciated. PFA (independent observer) asked why stock working group advice can be changed so radically by advice drafting groups and recommended that these changes should be documented in the advice and attendees noted. PFA also noted the positive experience regarding the herring spawning ground work undertaken by WGMARS and hoped this could continue.

#### Format of the advice

ICES will implement a new format for providing recurrent advice which will be similar to the format used around 10 years ago. The MOU between ICES and their clients requests advice to be based on three levels, ecosystem, fisheries and stock basis. The actual content of the advice will not change much but the presentation format will be modified. There is an overarching goal to avoid repetition in the advice. The new structure of the advice which will be rolled out this year is as follows

- 1. Ecosystem advice by eco region will include a basic overview, impacts of fisheries and aquaculture on the ecosystem and responses to requests
- 2. Fisheries Advice will focus on information required to develop and implement management plans, mixed fisheries advice, emerging issues of relevance for developing management plans and responses to requests
- 3. Stock advice will provided an overview of the advice by eco region in addition to detailed information supporting the advice. A link to the stock sheets will provide the formal advice with catch advice appearing at the top. The usual supplementary information will be contained below the headline advice.

#### Environmental/ecosystem advice

ICES stated that the new MOU dictates that advice must now be provided in three levels. This was described as very much a work in progress. Work was ongoing to write eco system reviews for several regions with overview models currently being developed for the North Sea, Celtic Sea and Iberian eco regions. These will include the following information:

- 1. Eco region description
- 2. Key signal within the environment and eco system
- 3. Pressures
- 4. Biological and habitat characteristics

ICES are currently considering how best to include stakeholder involvement within this process.

#### **Fisheries Advice**

#### MSY Issues

ICES clarified their position on the "MSY approach" which should be read as the upper bound or limit to advised catch. The Commission had submitted four requests for advice on MSY ranges for the Baltic and North Sea eco regions; ICES anticipated drafting this advice in March. Subsequently two requests had been received for western waters advice.

ICES informed the group that a subgroup has been established to develop a proposal for implementing the MSY approach for category 3 and 4 data limited stocks. If the proposal is accepted it's anticipated that this advice will be available from 2017. In the meantime, for 2016 ICES will continue to apply the survey based trend methodology including an uncertainty cap and precautionary buffer if deemed necessary.

ICEs provided a description of their use of biomass reference points in the context of MSY which is summarized below.

When a stock is fished at a constant F value, the SSB will not remain constant but will fluctuate due to natural factors, particularly naturally varying recruitment. If the fishery is constrained so that F=FMsy the stock can be expected to fluctuate around a notional biomass BMsy. This biomass is not considered by ICES as either a target or boundary reference point. ICES identifies a lower biomass Blim as the biomass above which it is expected that recruitment will not be impaired and uses this as a limit reference point. ICES considers that maintenance of recruitment is the primary concern for maintaining biomass, though it should be noted that fish stocks also provide ecosystem services that are accounted for in the natural mortality that is applied for each stock. ICES considers that exploitation at FMSY is not a sufficient condition to ensure sustainability and biomass considerations are a necessary addition to FMSY as the primary objective. ICES MSY approach identifies that biomass should be maintained above Blim with a high probability and currently uses a value of >95% probability in any year. Under the ICES MSY approach in order to maintain biomass above Blim ICES applies an advice rule that reduces F to below FMsy if SSB is reduced below MSY Btrigger. It is considered that MSY Btrigger should be equal to or higher than Bpa. For most stocks, assessed with analytical methods, information on the lower bound of SSB fluctuations around BMSY (e.g. MSY Btrigger for ICES stocks) is available to be used as a reference level for MSFD Criterion 3.2. ICES considers a stock fulfils the criterion ("green status") if the spawning-stock biomass is above MSY Btrigger.

Participants raised questions on the application of the precautionary buffer during 2016, the methodology applied for categorizing stocks which didn't fall neatly into the data limited framework and the need to use biomass reference points when applying the MSY approach.

#### Catch advice (landing obligation/discard ban)

ICES need to take into consideration stocks which now fall under the landing obligation, a change from landings data to catch data. Under the new criteria ICES will provide catch advice in the following three scenarios.

1. Assessment includes landings and discards

- 2. Assessment includes only landings but discards estimates are available, so landings predictions can be raised to catch advice
- 3. Assessment only includes landings. Available information indicates low discard rates (less than 5% of catch).

ICES will give landings advice under the following condition:

 Discarding (more than 5% of catch) is known to occur but information is so uncertain that catch advice would be much worse than landings advice.

Going forward quality discard data will be required. ICES secretariat is working with PGDATA chairs to identify the additional information. PELAC enquired about the methodology for accounting for *de minimis* discards so that double counting didn't occur. PELAC also asked how slipped fish were accounted for in a purse seine high survivability situation, to which ICES responded that this is currently classed as mortality discards. However, ICES recognized this isn't a real life scenario and committed to developing a methodology for dealing with this in the future.

#### Frequency of stock assessments

ICES reported that in general an assessment is carried out every time an advice is provided which is not optimal. For stocks with a low annual variation in size or advice the frequency of assessment may be reduced without impacting the quality of the advice. Work has begun to develop the criteria, create a list of stocks and begin testing the methodology. ICES hopes to roll out this process during 2016. Participants welcomed this development.

#### Reopening of advice

ICES informed the group that it has a protocol for reopening stock advice when new information from fisheries independent surveys becomes available. However, currently the protocol does not include criteria for when the advice should be updated. ICES will discuss the reopening approach with recipients of the advice at a meeting of MIRIA 15-16 January.

#### Basis of ICES advice

ICES explained the hierarchy for providing stock advice.

- 1. Agreed management plans agreed by parties and deemed precautionary
- 2. MSY approach
- 3. Precautionary approach For category 2-6 methods the advice is based on precautionary considerations. Although for some stocks the advice is described as based on a data-limited approach, this is considered consistent with ICES precautionary approach, for some stocks this approach includes the use of precautionary buffers and uncertainty caps.

ICES informed the meeting that they had created a management plan document which categorized all known plans into three lists.

1. Management plans that ICES considers appropriate as a basis for advice – (PELAC stocks – VIa N herring, North Sea herring -2008 plan, blue whiting and Atlanto-Scandian herring)

- 2. Management plans not yet evaluated or finalized that may be used as basis for advice if ready in time (PELAC stocks Northeast Atlantic mackerel and boarfish)
- 3. Management plans are not considered as a basis for advice (PELAC stocks Celtic Sea herring, Western horse mackerel and North Sea horse mackerel)

PELAC took the opportunity to highlight that mackerel and blue whiting management advice released in October was dated and not fit for purpose. This had created a situation where the AC had been unable to provide the Commission with TAC advice for the blue whiting stock. ICES accepted this, but said their hands were tied because the clients had not issued a different advice request. PELAC also considered it unfair that one party's objection to a management plan meant ICES were unable to provide TAC advice based on that plan.

### Requests for advice, work plan 2015 and arrangements for communication with stakeholders

ICES demonstrated how the new advice would look by providing a mock up presentation. They reminded ACs that they should inform ICES of their requirements regarding scientific presentations of advice and any other needs as soon as possible.

#### **Advisory Leadership**

Cristina Morgado has been appointed as the new head of ACOM support.

#### Points and Feedback from ACs and Observers

ACs made a generic point regarding the importance of quality scientific information now the landing obligation had arrived at the implementation phase. In general ACs commended ICES for improving the information flow, access to meetings and for continuing to host this meeting which is deemed to be highly valuable. PELAC reiterated the plea for ICES to find an opportunity for stakeholders to feed information to the working groups.

## WKWEST BENCHMARK (2-6 FEBRUARY, DUBLIN)

# Benchmark meeting dealing with three herring stocks: Celtic Sea herring, West of Scotland herring and herring in area VIa South and VIIb,c.

The herring stocks in area VIa North (West of Scotland) and VIa South and VIIb,c are part of the Malin Shelf complex. While both stocks spawn in distinct areas there is a lot of mixing of these stocks due to feeding migrations. While the West of Scotland herring stock was perceived to be rather stable, the stock in area VIa South was believed to have declined so much that ICES advised a zero TAC for this stock. However, the stock assessment was increasingly being questioned by both scientists and stakeholders. Therefore the benchmark aimed at better identifying individuals of both stocks in order to determine stock size from the combined Malin Shelf acoustic survey. Different data sources such as the Scottish ground fish survey were explored as well. However, due to changes in morphology over time and other factors influencing these stocks, e.g. climate change, it was not possible to come up with adequate assessments for both stocks separately. Therefore it was decided to use a combined stock assessment covering the entire area of VIa South and VIIb,c. The model chosen is a state-base stock assessment model (SAM), but the final runs will take place during the HAWG meeting. In conclusion it was possible to determine herring biomass west of the British Isles, but it was not possible to reliably estimate the proportions of each stock. The final part of the benchmark dealt with Celtic Sea herring for which the assessment had been found unstable in 2014. A new model has therefore been used for assessing this stock which provides a much better retrospective pattern. In terms of reference points there was hardly any change except for lowering the Fmsy value.

New information from HAWG indicates, however, that there seems to be an issue with the natural mortality value in the new combined assessment. Therefore is was decided to extend the working time of the benchmark to resolve the issue.

### EFCA ADVISORY BOARD (18 FEBRUARY, BRUSSELS)

The EFCA Advisory Board which is comprised of representatives of the ACs met with EFCA to discuss the state of play in each AC regarding the landing obligation. Some ACs expressed the view that the landing obligation should be applied to species caught in any fishery, i.e. the species approach while others were still discussing what the best approach would be. Other concerns raised were in relation to a displacement of fishing activity closer to shore due to capacity limitations for storing unwanted catch onboard which can lead to conflicts with other vessels already fishing in the area. Concerning the impact of AC's advice on Member States the experiences were mixed. In the Mediterranean people were very positive about collaboration with the Member States. José Beltran who participated on behalf of the Pelagic AC pointed out that people are currently collecting information on difficulties pelagic fishermen run into with the landing obligation. However, information is relatively limited at the moment and it will take a while before a clear picture emerges. After the discussion on the landing obligation the Commission representative announced that an evaluation of the Control Regulation will soon take place which will analyze achievements and impacts of the regulation. The Member States have to submit their reports by the end of March 2015 and the Commission representative explained that the ACs will also be consulted to collect feedback on remaining difficulties, identification of cross border problems, technical issues etc. Subsequently EFCA presented its multiannual work program for 2016-2020 and its annual work program for 2016 which listed a number of provisional priorities that have to be discussed by the Administrative Board. These priorities included, among others, supporting the regional implementation of the CFP and especially the landing obligation, the fight against IUU activities and to provide training and training material to guarantee a uniform application of the CFP.

#### **REDSLIP REFERENCE GROUP MEETING (5 MARCH, BERGEN)**

The Pelagic AC has been invited to participate in the reference group of the so-called "REDSLIP" project, which is a research project funded by the Norwegian Research Council to "reduce slipping mortality in purse seines by understanding interactions and behaviour". The kickoff meeting was attended by Alex Wiseman who has extensive experience with purse-seine fishing. The main aims of the project are to describe fish behaviour (density, position in the net etc.) in relation to the fishing process and to understand what drives the behaviour. The results will be useful for implementing scientifically based regulations on slipping from purse seines and to provide documentation on responsible slipping practices. The project will look at causes for mortality in mackerel that are being crowded in a purse-

seine to determine whether it is the oxygen level that is the critical factor or whether it is physical damage that causes increased mortality. Such knowledge is important in order to provide guidelines on how to optimize survival in a slipping situation, but also to improve the quality of the catch in a purse-seine fishery. If it is the oxygen level that is the critical factor then the fish should be released as fast as possible without too much focus on crowding. However, if it is the physical damage that is the critical factor then the fish should be released as gently as possible independent of the time it takes to complete the release.

### GAP 2 (2011-2015)

On 24-26 February the GAP2 project held its concluding international symposium to present the outcomes of the project and discuss participatory research and co-management in fisheries. Presentations included results from the GAP2 case studies as well as successful examples of co-management in other areas of the world such as Canada and Australia. Some general take home messages from the symposium are highlighted below:

- There is a transition towards bottom-up approaches in fisheries management which is urgently needed and which will enhance compliance with policy due to a sense of ownership by the fishing industry.
- Fishers are willing to take on more responsibility for managing their own fisheries, but must be provided with the opportunity to do so.
- NGOs can be valuable partners due to their extensive networks, knowledge and experience.
- While the gap between stakeholders and science has successfully been bridged many people feel that there is still a gap regarding policy and overcoming this barrier will require continuous efforts from all parties and a thorough mutual understanding.

Further conclusions as well as presentations, videos and a handy good practice guide to participatory research can be accessed on the GAP2 website: <u>http://gap2.eu/</u>

#### **MAREFRAME (2014-2017)**

After the first year of implementation, MareFrame is designing the tools to create a practical pathway for the ecosystem-based approach to fisheries management (EAFM) in Europe. The North Sea Case study (multispecies management) has already defined its objectives and priorities jointly with the North Sea and Pelagic AC (see newsletters 1/2014 and 3/2014). The case study leader, John Pope, is working closely with stakeholders to devise models for different purposes and target audiences. A recent Webex meeting (11/03/2015; minutes available in annex I) allowed Pelagic AC members to point out the specificities and requirements for the pelagic complex in the North Sea. Far from being a one-off dialogue, this is an on-going process where all stakeholder comments and suggestions are truly needed and welcome.

The EAFM is an undeniable reality stated in the Common Fisheries Policy, as illustrated by the Multiannual Multispecies Management Plan for the Baltic Sea currently under discussion by the EU Parliament. The Pelagic AC has recognized its relevance at its latest meeting (19/02/2015) by establishing an Ecosystem Focus Group. This meeting also included a general presentation of the MareFrame project, inviting the Pelagic AC to optimize the available resources for advancing in fisheries governance performance. For more information about the project please visit the following website: http://www.mareframe-fp7.org.

# SCIENTIFIC PROJECTS

# **VECTORS (2011-2015)**

Recently the EU research project *VECTORS of Change in European Marine Ecosystems and their Environmental and Socio-Economic Impacts* has been finalized. Although the Pelagic AC was not involved as a partner in this project the results are relevant to all marine stakeholders.

VECTORS has examined the many drivers of change in the marine environment and improved our understanding of the mechanisms by which these pressures cause changes in marine life and how human activity and behaviour propels them.

VECTORS has determined the impacts of changes in marine life on ecosystems, their structure and functioning, the services they provide, as well as the economic and societal implications for us all.

VECTORS has used modelling techniques to project the future changes and consequences of human activities in the marine environment under different scenarios of adaptation and mitigation in order to understand what will happen to our seas in the future subject to how we manage them now and what will be the ramifications for our societies.

VECTORS results are available in a web-based synthesis to provide managers, policy makers, user groups and other stakeholders with open access to this valuable knowledge so that it can be used on a local, regional and EU level to inform and support the governance and management of our seas.

The website is a culmination of the four year project, presenting the individual research findings of VECTORS with detailed summaries of the outcomes and clear links to related research tasks and findings. It allows the user to navigate easily between related subjects and findings. The interconnected design of the site demonstrates the truly integrative and multi-disciplinary nature of the project but also allows users to target specific subjects, policies or locations that are of interest to them.

The understanding developed through VECTORS will contribute the information and knowledge required to inform the development and implementation of forthcoming strategies, policies, regional seas conventions, management bodies and regulations such as:

- The IMO International Convention for the control and management of ships' ballast water and sediments
- Alien Invasive Species Directive
- The EU Marine Strategy Framework Directive.

To find out more please visit <u>www.marine-vectors.eu</u>

#### UPDATE ON SOUTHERN HORSE MACKEREL MANAGEMENT PLAN

Marie Benatre, who was working on developing a management plan for southern horse mackerel, finished her internship at the end of January. During her five months internship she has successfully liaised with fishing representatives, scientists and policy makers from Spain and Portugal and arranged several meetings, both physical and web-based, to set the process in motion. She started off by identifying relevant stakeholders and collected information on their preferences for how to best manage the fishery through stakeholder questionnaires. After summarizing the results discussions on different management options took place which eventually resulted in a draft produced by ADAPI for two different harvest control rules. One of the harvest control rules is based on survey trends, the other on the available analytical assessment and reference points which so far have not been defined for this stock. Therefore Spanish and Portuguese scientists are currently working on identifying reference points which can hopefully be presented at the ICES WGHANSA meeting in June.

# PRACTICAL INFORMATION

### **CHANGE OF ADDRESS**

Please note that the Pelagic AC secretariat has moved to a new address. You can now find us at: Louis Braillelaan 80 2719 EK Zoetermeer The Netherlands We are looking forward to welcoming you!

## **REIMBURSEMENT OF TRAVEL COSTS**

Please remember that the secretariat has to receive your reimbursement claims within one month after the corresponding meeting by post or email including copies of all receipts. Reimbursement sheets received after the deadline will not be taken into account. If you cannot meet the deadline please inform us as soon as possible. To find out more about reimbursement rules please consult the Pelagic AC's "Rules of procedure" or contact the secretariat.

http://www.pelagic-ac.org/media/pdf/Rules%20of%20Procedure%20Pelagic%20AC%20-%202014%20November.pdf

### WORKING GROUP I AND II AND EXECUTIVE COMMITTEE MEETING (21 APRIL 2015, BILBAO)

On 21 April 2015 the Pelagic AC will hold its next Executive Committee and Working Groups meeting at the Exhibition Center in Bilbao. These meetings will focus on the first practical experiences with implementing the landing obligation from an industry perspective and from the point of view of the European Fisheries Control Agency. Furthermore an update will be provided on management plans currently under development and those that need revision. There will also be a presentation on the final outcomes of the GAP2 research project which recently finished.

In order to get access to the Exhibition Center please register on the following website:

http://sinaval.bilbaoexhibitioncentre.com/en/confirm-data-form/

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