

Addendum to the Pre-assessment and Scoping Document of Indian Ocean tuna and large pelagics - longline (Afrivetex) fishery against the Marine Stewardship Council Fisheries Standard

**Confidential Report
Version 1.0**

Prepared by

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Glossary

Acronym	Definition
CoC	Chain of Custody
CPUE	Catch per Unit Effort
EEZ	Exclusive Economic Zone
FIP	Fishery Improvement Programme
IUU	Illegal, Unreported and Unregulated (fishing)
MCS	Monitoring, Control and Surveillance
MSC	Marine Stewardship Council
NPOA	National Plan of Action
PI	Performance Indicators
RFMO	Regional Fisheries Management Organisation
TAC	Total Allowable Catch
UNCLOS	United Nations Convention on the Law of the Sea
UNFSA	United Nations Fish Stocks Agreement
UoA	Unit of Assessment
UoC	Unit of Certification
VMS	Vessel Monitoring System

1. Addendum executive summary

This document presents the results of an updated P3 scoring to the original pre-assessment against the Marine Stewardship Council (MSC) Fisheries Standard for sustainable fishing (Version 2.01) to take into account the new Mozambique fisheries law. The fishery being assessed is the Indian Ocean tuna and large pelagics - longline (Afrifex) fishery. The fishery targets bigeye (*Thunnus obesus*) and yellowfin (*Thunnus albacares*) tuna, swordfish (*Xiphias gladius*) and mahi mahi (*Coryphaena hippurus*). They are pelagic longline vessels flagged to Mozambique, fishing in the Mozambique EEZ and managed by Afrifex.

The aim of the document is to give guidance on gaps against the MSC fisheries standard that could be improved by a Fisheries Improvement Project (FIP) in relation to the Principle 3 management of Mozambique. This pre-assessment only considered publicly available data and no site visits or consultations with stakeholders were carried out. Data was collected from the RFMO and FAO website and other publicly available studies. Additional information was obtained from existing MSC assessments.

For Principle 3, the addendum to the pre-assessment considered the Mozambique management systems, which predicted increased scores across principle 3 PIs due to the passing of their new fisheries law.

In conclusion, there are two Principle 3 PIs in this assessment that would likely receive conditions on an MSC full assessment. The scores may be improved with more information obtained directly from the authority.

2. Report details

2.1. The MSC Fisheries Standard

There are three principles in the MSC standard:

Principle 1 – Sustainable fish stocks, target fish stocks must be kept at a sustainable level.

Principle 2 – Minimising environmental impacts, the fishery should be managed in a way that maintains the structure, productivity, function and diversity of the fisheries ecosystem.

Principle 3 – Effective management, the fishery must have a responsive management system in place and management must meet all local, national and international laws.

Fisheries assessed against the MSC Fisheries Standard are evaluated against 28 Performance Indicators (PIs) within the three principles. There are six performance indicators for Principle 1, split between two components, outcome (2 PIs) and management (4 PIs). Principle 2 has 15 performance indicators split into three components (outcome, management strategy, information) for primary species, secondary species, endangered threatened and protected species, habitats and ecosystem. Principle 3 has seven performance indicators split between two components, governance and policy (3 PIs) and fishery specific management system (4 PIs).

PIs are scored for the fishery based on the MSC specific scoring guidelines (SGs). For a fishery to be certified, the fishery must score a minimum of 60 against all 28 PIs and an average of 80 across each of the three principles. Performance indicators that score between 60 and 79 will be given a condition to achieve a score of 80 or above within a specific timeframe. After certification, the fishery will undergo annual audits and will be re-assessed every five years.

The purpose of this pre-assessment is to evaluate the status of the fishery in relation to the MSC Fisheries Standard and to identify deficiencies. A pre-assessment cannot fully duplicate a full assessment against the MSC standard. A full assessment involves expert team members and public consultation stages that are not included in a pre-assessment. A pre-assessment provides a provisional assessment of a fishery based on a limited set of information provided by the client; its conclusions as to the outcome of a full assessment are always somewhat uncertain.

The following key constraints were identified which may influence the outcome of an eventual full assessment:

- No site visit was held for this pre-assessment because of the travel involved. Stakeholders were therefore not consulted.
- No data directly relating to the fishery was collected, this means that scoring has been by extrapolation, especially in relation to bycatch and ETP species under Principle 2.
- This pre-assessment only looks at the regional and sub-regional management. This would need to be considered prior to commencing a full assessment for this fishery.
- Traceability systems in place in the fisheries were not analysed, and it is recommended this is investigated prior to full assessment to ensure compliance with fishery assessment traceability requirements and ascertain whether separate Chain of Custody (CoC) certification at the vessel level will be needed.

3. Updated Units of Assessment

3.1. Units of Assessment

Note on MSC vocabulary: Unit of Certification (UoC) vs. Unit of Assessment (UoA)

The UoA is defined as consisting of the target stock(s), fishing method or gear type(s), vessel type(s) and/or practices, fishing fleets or groups of vessels, or individual fishing operators pursuing that stock, including any other eligible fishers that are outside the unit of certification.

The UoC is defined as consisting of the target stock(s), fishing method or gear type(s), vessel type(s) and/or practices, fishing fleets or groups of vessels, or individual fishing operators pursuing that stock including those client group members initially intended to be covered by the certificate.

In summary, the **UoA = UoC + any other eligible fishers identified at the start of assessment.**

For the purposes of this pre-assessment, **no other eligible fishers** were identified; **the UoA is therefore the same as the UoC.**

The fishery is within scope of the MSC Fisheries Standard. The report considers the following updated Unit(s) of Assessment:

- Bigeye tuna managed regionally by the IOTC in the Indian Ocean
- Yellowfin tuna managed regionally by the IOTC in the Indian Ocean
- Swordfish managed regionally by the IOTC in the Indian Ocean
- Mahi Mahi managed regionally by the IOTC in the Indian Ocean

3.2. Version details

The report uses the MSC Fisheries Standard v2.01, the Fisheries Certification Process v2.2 and MSC pre-assessment reporting template v3.1. The default assessment tree was used without adjustments. The Risk-Based Framework (RBF) was not used.

The MSC decision rule for reaching the final recommendation is as follows:

- No PIs can score below 60.
- The aggregate score for each Principle, rounded to the nearest whole number, is 80 or above.

The aggregate score for each Principle is the sum of the weighted score of each PI within that Principle.

3.3. Fishery description

The fishery being assessed is the Indian Ocean tuna and large pelagics - longline (Afrifex) fishery. The fishery targets bigeye (*Thunnus obesus*) and yellowfin (*Thunnus albacares*) tuna, swordfish (*Xiphias gladius*) and mahi mahi (*Coryphaena hippurus*). They are pelagic longline vessels flagged to Mozambique, fishing in the Mozambique EEZ and managed by Afrifex.

The fishery under assessment is within the scope of the MSC Fisheries Standard (7.4 of the MSC Certification Process v2.2):

- The target species is not an amphibian, reptile, bird or mammal.
- The fishery does not use poisons or explosives.
- The fishery is not conducted under a controversial unilateral exemption to an international agreement.
- The client or client group does not include an entity that has been convicted for a forced or child labour violation in the last two years.
- The fishery has not been convicted for a shark finning violation in the last two years.
- The fishery has in place a mechanism for resolving disputes, and disputes do not overwhelm the fishery.
- The fishery is not an enhanced fishery as per the MSC FCP 7.4.2.12; and
- The fishery is not an introduced species-based fishery as per the MSC FCP 7.4.2.13.

Pelagic longline gear is used throughout the world's oceans to capture tuna and tuna-like species. Longline gear is typically deployed from a single vessel across many miles of ocean. The vessel deploys a single mainline that is periodically buoyed with floatation devices and thinner branch lines (with baited hooks) are then attached to the mainline between the floats. Within this simple framework, a variety of configurations and operational practices can be employed to specifically target different depths and species of fish. A single set by vessels in the client fleet usually consists of a mainline around 135 - 150km in length with ca. 20 - 50 m long branch lines attached at intervals along the length of the line. The distance between floats is about 1km, with about 17 - 30 hooks between floats. The depth of main line ranges between 220 – 260 metres in the water column. The use of circle hooks is encouraged by RFMOs but not mandatory, to reduce the catch of marine turtles and other bycatch such as Atlantic sailfish, white and blue marlin.

3.4. Principle 3 Addendum

3.4.1. National Level

Mozambique

The Ministry of Sea, Inland Waters and Fisheries is the central authority of the Mozambican Government that, in defining the principles, objectives, priorities and tasks defined by the Government. It directs, coordinates, organizes and ensures the implementation of the policies, strategies and business plans in the sea areas, inland waters and fisheries (FAO, 2007).

In January 2021, a new Maritime Fisheries Regulation (REPMAR) — Decree 89/2020 — came into force introducing important new elements into the National Maritime Fisheries Framework. The decree is expected to make these fisheries more sustainable and their management more participatory. One important innovation allows artisanal fishers, through community-based organizations, to co-manage areas to ensure the sustainable use and management of existing coastal and marine resources, including those with spiritual and cultural significance.

Table 1 - Summary of Performance Indicator level scores of Mozambique

Performance Indicator	Draft scoring range	Data deficient?
3.2.1 – Fishery specific objectives	>80	No
Rationale or key points		
<p>The fisheries policy of Mozambique provides the overall strategic perspective of the sector and was drawn to attain the crucial objectives of food security, increase the net foreign exchange earnings, and reduce unemployment rate and poverty alleviation. To achieve these goals, which are in line with the Government’s Program and the National Program for Poverty Alleviation, the sector should focus its work in areas summarized below, approved by Presidential Decree 6/2000 of 4 April:</p> <ol style="list-style-type: none"> Secure a responsible fisheries management of marine resources, harvest production, sustainable exploitation of the fish resources, protection and conservation of fish resources including among others, the setting up of dynamic co-management approaches. Promote the development of fishing activities and related operations within Mozambican water jurisdiction, both directed towards domestic consumption and export. Promote the institutional capacity and competence in the sector with a view of contributing to raise the standard of living of the fishing communities. <p>The government strategy for fisheries management consists of ensuring the preservation of the fishery resources while maximizing economic benefit for the country as a result of their use. The above strategies will be complemented by the following shorter term activities:</p> <ul style="list-style-type: none"> Stimulating the participation of the productive sector in the allocation of quotas as a basic Criterion. Reducing the industrial shrimp fishing capacity on the Sofala bank. 		

- Establishing management information systems to facilitate monitoring of the resources of the Main fisheries in order to provide timely warnings of changes.
- Encouraging the application of bio-economic models to the industrial and semi-industrial Fisheries.
- Improving the fisheries surveillance system in order to allow inspection at sea.

Management plans have the following objectives that align with MSC principles:

- Preservation of sensitive ecosystems.
- Sustainable exploitation or regeneration of fisheries resources with little mobility.
- Framework, at the local level, of management measures contained in fisheries legislation and management plans.

Short and long term objectives are consistent with MSCs principles 1 and 2 and are explicit within the fishery specific management system.

3.2.2 – Decision making processes

60-79

No

Rationale or key points

In 1990, Fisheries Administration Commission (CAP) was established aiming to improve the involvement of the private sector and fishing communities in management decision making. It congregates representatives of the Fisheries Public Administration and of the fishing industry. This forum is an advisory body to the Minister and discusses and analyses issues such as quota and vessels allocations, magnitude and period of closed season, state of exploitation of capital resources and recommendations of management measures addressed by the research component. Therefore, final decision on the fisheries administrative matters is taken by the Fisheries Authorities upon consultation with this Forum. The regional and international matters are also discussed in the forum before national decision is taken.

All government strategies of resource conservation encourage the participation of the local fishery communities in the management of the resource. Thus, artisanal fishery communities have established fishermen's associations that are involved in co-management in collaboration with government institutions. There is also an active motion of artisanal communities implementing and disseminating co-management schemes along the coast, to ensure the exploitation of natural resources on a sustainable manner and alleviate the conflicts among fishers and between fishers and other stakeholders. The impact of this shared responsibility in managing the aquatic resources are positively evaluated, mainly in terms of law enforcement and fishery effort control for the most sensitive coastal resources. An expressive number of artisanal fisheries associations and co-management committees are already established with the assistance of the Fisheries Public Administration, and there are ongoing processes aiming to adopt a legal framework to formalize these incentives. The government promotes the involvement of the coastal communities in the exploitation and management of living aquatic stocks in order to take advantage of local management know-how. The purpose is to facilitate the introduction of biologically sustainable natural resources usage patterns that can be both socially and economically efficient. Overall, this scores SG(a)80.

The established Community Fisheries Councils (CCP) are community based organisations endowed with legal personality that collaborate in the participatory management of fisheries and aim to ensure compliance with current management measures and assist in the management of conflicts resulting from fisheries. The participatory management of fisheries resources ensures that decision making processes respond to serious issues identified, however, there is little information to state they do so to other important issues therefore scoring SG(b)60.

Article 12 of Section two of the new Maritime Fisheries Regulation (REPMAR) — Decree 89/2020 directly states that the decision making process uses the precautionary approach, therefore scoring SG(c)80.

It is explicitly stated that the community fisheries council minutes is recorded and to be shared with fishers. This information is available upon request, therefore scoring SG(d)80.

Resolution mechanisms are explicitly defined within the management plans with no indication of disrespect or defiance of the law but little more information is available to be able to score more than SG(e)60.

3.2.3 – Compliance and enforcement

60-79

No

Rationale or key points

The management system of Mozambican fisheries comprises of fishing effort restrictions and quota system. The government curtails and restricts fishing activities in both marine and inland waters whenever circumstances require such measure, such as:

- Preservation of the environment.
- Living aquatic resources are at stake.
- Economic efficiency is needed for efficient exploitation of stocks.
- Protecting the economic position of certain groups participating in the fishery.

The system of fishing quotas is based on the Total Allowable Catch (TAC) for each fishery.

The government establishes fishery regulation measures on the basis of biological evidence and economic justification following discussion with interested economic operators. All management plans must include:

- Preservation methods including the adoption of a TAC or TAE
- Investigative, monitoring, control and inspection actions
- Institutional capacity to implement monitoring and evaluation plans and actions

The Government of Mozambique formally endorsed the FAO two-year Work Plan to strengthen its capacity to prevent, deter and eliminate illegal, unreported and unregulated (IUU) fishing. Since it became a Party to the 2009 FAO Port State Measures Agreement to Prevent, Deter, and Eliminate Illegal, Unreported and Unregulated Fishing (PSMA), in 2014, Mozambique has strengthened its policy, legal, and operational frameworks, enabling it to take concrete actions against foreign vessels seeking entry into its ports when there is suspicion of involvement in IUU fishing. The Work

Plan is anchored in the Strategy and Action Plan for the Implementation of the PSMA and Complementary International Instruments and Regional Mechanisms to prevent, deter and eliminate IUU fishing in Mozambique. It was elaborated with the support of FAO and Stop Illegal Fishing and endorsed by the Minister in August 2020.

The two-year Work Plan is intended to provide technical assistance to the country in the implementation of the PSMA and complementary international instruments, including through: the review of the Fisheries Policy and legal framework to facilitate implementation of the Mozambican Fisheries Regulations (REPMAR), in force since January 2021; the review and implementation of the Monitoring, Control and Surveillance (MCS) Policy and Strategy including through databases of entry and exit from the Mozambican Exclusive Economic Zone (EEZ) and electronic logbook; the development of Standard Operating Procedures (SOP) in line with the requirements of the PSMA; the design of an inter-agency mechanism of cooperation and coordination to combat IUU fishing; and training on port inspections, on the implementation of the SOP and enforcement.

Article 130 in the latest Mozambique decree (89/2020) states the means and monitoring instruments required in order to ensure the monitoring of fishing activities:

- Logbook – electronic or hard copy
- Catch forms
- Sampling sheets
- Transshipment declarations
- Satellite Vessel Monitoring Systems
- Electronic Catch Reporting Systems
- AIMS
- Inspection reports
- Boarding reports
- Fisheries Observer reports
- Discharge reports
- Report of entry and exit of EEZ
- Certificates

This is evidence that a MCS system has been implemented in the fishery, however, as this decree is new it has not had sufficient time to demonstrate the ability to be enforced, however, the previous legislation has proved this and this decree builds on existing legislation. Therefore, scoring SG(a)80.

The established Community Fisheries Councils (CCP) are community based organisations endowed with legal personality that collaborate in the participatory management of fisheries and aim to ensure compliance with current management measures and assist in the management of conflicts resulting from fisheries. Fishing vessels not complying with the above requirements constitute an infraction of fishing law and is punishable under the terms of the fisheries law. Article 165 details the participation of infractions with article 166 detailing the fishing infringement procedure. The criteria for setting fishing quotas includes the existence of sanctions resulting from fishing infringement proceedings. Sanctions to deal with non-compliance are well detailed and observer coverage is hoping to be increased to enforce this, however this decree and legislation was only

recently adopted and insufficient time has passed to prove it is an effective deterrent, therefore scoring SG(b)60. This is similar for scoring issue c on compliance, therefore can only meet scoring guidepost 60.

The fishing groups are informed through the participatory management of Mozambique and respect the authority, comply with the law and assist with enforcement, there is no evidence of systematic non-compliance, SG(d)80.

3.2.4 – Management performance evaluation

>80

No

Rationale or key points

Management measures are revised periodically with a view of keeping their effectiveness, based on results of stock assessment for the most valuable resources and economic performance of the fleet, among other tools. There are mechanisms in place to evaluate all elements of the fishery management system, meaning a SI(a) score of 100.

Decree 89/2020 has been consulted on heavily with National Fisheries Administration (ADNAP), IIP, WCS and WWF. This decree explicitly states within the articles that management measures are consulted on. The National Fisheries Administration Commission (CNAP) and the Fisheries Co-Management Committee (CCGP) are the consultative bodies of the participatory management system, in which all interest groups are represented. The fishery system is subject to regular internal and occasional external review scoring SG(b)80. To score further the external review would have to be regular.

4. Recommendations and Scoping

This section is provided to highlight to the client fishery what may be necessary prior to, or during the full assessment, which has not been covered by this pre-assessment. It seeks to prepare the client for further information requests and full assessment site visit activities and relates only to Mozambique P3 PIs.

No change required.

5. References

Chacate, O., Mutombene, R., 2016. Mozambique National Report to the Scientific Committee of the Indian Ocean Tuna Commission

FAO, 2007. FAO Fishery Country Profile - The Republic of Mozambique [WWW Document]. URL <http://www.fao.org/fishery/facp/MOZ/en> (accessed 6.17.19).

Mozambique Marine Fisheries Regulation (REPAIR) — Decree 89/2020. Into Force January 2021.

Appendices

Assessment information

Small-scale fisheries

No small-scale fisheries were identified for any of the UoAs listed in this pre-assessment.

Evaluation processes and techniques

Site visits

A site visit was not conducted for this pre-assessment.

Recommendations for stakeholder participation in full assessment

Stakeholders were not conducted for this site visit. However, for the full assessment it will be important to engage with the following groups of stakeholders:

- Overlapping fisheries (certified and in assessment).
- Overlapping Fishery Improvement Projects (FIPs).
- NGOs with an interest in the fishery.
- Regional Fisheries Management Organisations.
- National management authorities for which the fisheries may operate.

Harmonised fishery assessments

Harmonisation will be required in the case of this fishery. It should be noted that by the time this fishery is ready for MSC full certification, more fisheries may well have become MSC-certified. Table 2 below lists the overlapping fisheries at the time of this report being written.

Table 2 – Overlapping fisheries with this updated assessment

Fishery name	Certification status and date	Performance Indicators to harmonise
NA	NA	NA

Table of scores for each updated MSC PI

Table 3 - Principle 3 list of Scoring for the Indian Ocean tuna and large pelagics - longline (Afrutex)

Principle 3 – Effective Management				
			IOTC	Mozambique
Governance and Policy	3.1.1	Legal and Customary Framework		
	3.1.2	Consultation, Roles & Responsibilities		
	3.1.3	Long Term Objectives		
Fishery Specific Management System	3.2.1	Fishery Specific Objectives		
	3.2.2	Decision Making Process		
	3.2.3	Compliance and Enforcement		
	3.2.4	Management Performance Evaluation		