



FISHERY ASSESSMENT REPORT

IFFO GLOBAL STANDARD FOR RESPONSIBLE SUPPLY OF FISHMEAL AND FISH OIL



FISHERY:	Anchovy (<i>Engraulis encrasicolus</i>)
LOCATION:	South Africa
DATE OF REPORT:	12/7/13
ASSESSOR:	Sam Peacock

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Issue No; 2; Issue Date; Nov 09

Report Ref: SA Anchovy Sur 2013

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1. Application Details and Summary of the Assessment Outcome			
Name:			
Address:			
Country:		Zip:	
Tel. No.		Fax. No.	
Email address:		Applicant Code	
Key Contact:		Title:	
Certification Body Details			
Name of Certification Body:		Global Trust Certification	
Assessor Name:	Peer Reviewer:	Assessment Days:	Initial/Surveillance/Re-certification:
Sam Peacock	Mike Platt	2	Surveillance
Assessment Period	July 2013		
Scope Details			
1. Scope of Assessment:		IFFO Global Standard for Responsible Supply – Issue 1	
2. Fishery		Anchovy (<i>Engraulis encrasicolus</i>)	
3. Fishery Location		South Africa	
4. Fishery Method		Purse seine	
Outcome of Assessment			
5. Overall Fishery Compliance Rating		HIGH	
6. Sub Components of Low Compliance		NONE	
7. Information deficiency		NONE	
8. Peer Review Evaluation		Agree with Assessment findings	
9. Recommendation		Maintain Fishery Approval	

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2. Quality of Information
Good; primarily government reports and websites.

3. Compliance Level Achieved
High
Recommendation
Maintain fishery approval.

4. Guidance for On-site Assessment
Based on High Compliance Findings
Based on Medium Compliance Findings
Key Stakeholders of the Fishery

5. Assessment Determination
<p>The South African anchovy fishery continues to be managed as described in the initial fishery assessment. There have been no substantial changes made to either the frameworks or practices applied in the management process. Landings continue to be substantially below TAC, which is set according to the scientifically-derived Operational Management Procedure. Later in 2013 a new Operational Management Procedure (OMP-13) for the small pelagic fishery, and a fisheries act amendment Bill for South African fisheries in general, will potentially have significant effects on the management of the stock, and both should be considered in detail at the time of the next surveillance assessment. At the time of this assessment, the assessment team considers that the fishery should remain approved against the IFFO RS standard.</p>
HIGH COMPLIANCE
A1, A2, A3, B1, B2, C1, D1, D2, D3, E1, E2
MEDIUM COMPLIANCE

SUMMARY OF LEVEL OF COMPLIANCE					
	The Management Framework and Procedures	Stock assessment procedures and management advice	Precautionary approach	Management measures	Implementation
legal and administrative basis	High Compliance	Medium Compliance	Medium Compliance	Medium Compliance	Medium Compliance
Fisheries management should be concerned with the whole stock unit	High Compliance	Medium Compliance	Medium Compliance	Medium Compliance	Medium Compliance
Management actions should be scientifically based	High Compliance	Medium Compliance	Medium Compliance	Medium Compliance	Medium Compliance
Research in support of fisheries conservation and management should exist	Medium Compliance	High Compliance	Medium Compliance	Medium Compliance	Medium Compliance
Best scientific evidence available should be taken into account when designing conservation and management measures	Medium Compliance	High Compliance	Medium Compliance	Medium Compliance	Medium Compliance
The precautionary approach is applied in the formulation of management plans	Medium Compliance	Medium Compliance	High Compliance	Medium Compliance	Medium Compliance
The level of fishing permitted should be set according to management advice given by research organisations	Medium Compliance	Medium Compliance	Medium Compliance	High Compliance	Medium Compliance
Where excess fishing capacity exist, mechanisms should be in established to reduced capacity	Medium Compliance	Medium Compliance	Medium Compliance	High Compliance	Medium Compliance
Management measures should ensure that fishing gear and fishing practices do not have a significant impact on non-target species and the physical environment	Medium Compliance	Medium Compliance	Medium Compliance	High Compliance	Medium Compliance
A management system for fisheries control and enforcement should be established	Medium Compliance	Medium Compliance	Medium Compliance	Medium Compliance	High Compliance
A framework for sanctions of violation of laws and regulations should be efficiently exists	Medium Compliance	Medium Compliance	Medium Compliance	Medium Compliance	High Compliance

KEY: Low Compliance [Red Box] Medium Compliance [Yellow Box] High Compliance: [Green Box]

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6. Rationale of the Assessment Outcome

a. The Management Framework and Procedure

LEVEL OF COMPLIANCE	a.i. The management of the fishery must include a legal and administrative basis for the implementation of measures and controls to support the conservation of the fishery.	References	Rating	
LOW	<p>Determination: <i>There have been no substantial changes to the South African fisheries management framework since the time of the initial assessment. The Marine Living Resources Amendment Bill, intended to introduce changes in the framework and associated governmental bodies, is expected to come into force later this year.</i></p>	1, 5	HIGH	
MEDIUM				
HIGH			<p>The legal basis for the management of fisheries in South Africa, including the anchovy fishery, is the Marine Living Resources Act, 1998 (Act No. 18, 1998) of South Africa (MLRA). The objectives of the Act include the optimum utilisation and ecologically sustainable development of marine living resources, the application of the precautionary approach, and the preservation of the ecosystem as a whole, not just exploited species. The Marine Living Resources Amendment Bill 2013, which is currently under consultation, will introduce changes in the framework of South African fisheries management. The objectives of the Bill include the introduction of an Intergovernmental Forum on Marine Living Resources, the reduction of inequalities present in the previous system, and the provision of a legal framework for the implementation of the Small-Scale Fisheries Policy. For more detail on the objectives of the Amendment Bill, see reference 5.</p> <p>The South African fishing industry is managed and regulated by the Fisheries Management Branch (FMB) of the Department of Agriculture, Forestry and Fisheries (DAFF). The FMB is responsible for the implementation of the MLRA, and also carries out the majority of scientific research on South African fishery stocks.</p>	

		For more information on the legal and administrative framework in South African fisheries, please refer to the initial fishery assessment (R1).		
		a.ii. Fisheries management should be concerned with the whole stock unit over its entire area of distribution and take into account fishery removals and the biology of the species	References	Rating
LOW		<p>Determination: <i>There has been no change in either the scientific understanding of the biological stock, nor the management unit, since the time of the initial assessment.</i></p> <p>Although <i>E. encrasicolus</i> is phenotypically almost indistinguishable across its entire distribution from Scandinavia to South Africa, there is considered to be little or no mixing of the South African and Namibian stocks of anchovy, and the Namibian and South African stocks of the various Low Trophic Fishery species are managed entirely separately.</p> <p>The two primary target species in the small pelagic fishery, sardine and anchovy, have to be managed jointly because the two stocks interact. Sardine and anchovy shoal together as juveniles, so any catch of juvenile anchovy is unavoidably accompanied by a bycatch of juvenile sardine.</p> <p>For more details on the definition of the management unit and the recognition of the biology of the species in the management approach, please refer to the initial assessment (R1).</p>	1, 6	HIGH
MEDIUM				
HIGH				
		a.iii .Management actions should be based on long-term conservation objectives	References	Rating
LOW		<p>Determination: <i>The Operational Management Procedure (OMP) for the stock remains unchanged from the time of the initial assessment, and sets out a specific, long-term objective for the management of the fishery.</i></p> <p>The long-term conservation objectives of the management of the South African small pelagic fishery are set out in the Operational Management Procedure (OMP). The current OMP, in place since 2008, is OMP-08, although it retains many of the definitions and rules present in the previous version, OMP-04. The specific long-term aim of OMP-08, which was carried over from OMP-04, is that “the</p>	1, 6	HIGH
MEDIUM				
HIGH				

	<p>probability that the adult anchovy biomass falls below 10% of the average adult anchovy biomass between November 1984 and November 1999 at least once during the projection period of 20 years should be less than 10%". An updated OMP, OMP-13, is due to be implemented later this year, and should be the focus of next year's surveillance audit.</p>	
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b. Stock Assessment Procedures and Management Advice

LEVEL OF COMPLIANCE	bi. Research in support of fisheries conservation and management should exist.	References	Rating
LOW	<p>Determination: <i>Management of the South African small pelagic fishery continues to be supported by fishery dependent and fishery independent research efforts.</i></p> <p>Fishery-dependent data are collected from the small pelagic fishery at landing, including catch species composition, weight, and location. Observers have been deployed on vessels in the pelagic fishery since 1999, to provide data relating to catch weight and locality, catch composition, and length frequencies of important species, in addition to collecting some biological data. Observer data has been used to validate catch data (primarily catch weight and species composition) recorded by fisheries inspectors at landing sites, and to compare the fishing behaviour of observed versus unobserved vessels. Fishery-independent data are primarily sourced from hydro-acoustic surveys.</p> <p>For more details on the research efforts applied to the South African small pelagic fishery, and on anchovy specifically, refer to the initial assessment (R1).</p>	1, 2, 6	HIGH
MEDIUM			
HIGH			

	<p>(a) Anchovy total biomass (bars) and Anchovy recruitment (line with diamonds) from 1984 to 2011. The left y-axis represents total biomass in million tonnes (0-6), and the right y-axis represents recruitment in billion fish (0-600). The x-axis shows years from 1984 to 2010.</p>	<p>Anchovy biomass and recruitment estimates, 1984 – 2011. From the DAFF fishery status report, 2012 (R6).</p>	
LEVEL OF COMPLIANCE	b.ii Best scientific evidence available should be taken into account when designing conservation and management measures	References	Rating
LOW	<p>Determination: <i>Scientific Working Groups (SWGs) continue to be involved throughout the management process. There have been no substantial changes to the implementation of scientific advice in the management of the stock since the initial assessment.</i></p> <p>By constituting various scientific working groups, such as the Ecosystems Effects of Fishing Working Group and the Small Pelagic Scientific Working Group, the Fisheries Management Branch ensures that the best available scientific evidence is taken into account when designing conservation and management measures. The scientific working group for the sustainable management of small pelagic resources produces recommendations, including seasonal and sub-seasonal TACs and TABs, and other management measures where relevant. For example, the marine areas around the largest penguin breeding colony in the Eastern Cape (St Croix Island off Port Elizabeth) have been closed to pelagic fishing for several years as a result of scientific advice. These closures are codified in the pelagic</p>	1, 6	HIGH
MEDIUM			
HIGH			

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	<p>fishing permits.</p> <p>According to the South African Sustainable Seafood Initiative, set up by the WWF, the broad consensus amongst experts is that management procedures for the anchovy stock are generally effective; there are precautionary limits in place which come into effect if the stock is perceived to be in trouble.</p> <p>For more information on the implementation of scientific advice in the management process, please refer to the initial fishery assessment (R1).</p>	
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c. The Precautionary Approach

LEVEL OF COMPLIANCE	c.i The precautionary approach is applied in the formulation of management plans.	References	Rating
LOW	<p>Determination: As at the time of the initial assessment, South African fisheries policy states the application of the precautionary approach as one of the primary aims. The small pelagic OMP, which utilises a risk-based approach to setting annual quotas, is also unchanged. A new OMP (OMP-13) is due to be introduced later this year.</p> <p>The Marine Living Resources Act, 1998 includes as one of its recognised principals “the need to apply precautionary approaches in respect of the management and development of marine living resources”.</p> <p>OMPs are aimed at quantifying risks and benefits of alternative short- and long-term management options, in terms that resource managers and decision-makers can understand and relate to. OMPs perform a risk analysis, which allows results to be expressed as the probability that a defined event will occur (e.g. the biomass falling below a specified threshold level or the fishery collapsing) within a fixed period. The risk for anchovy is defined as: “the probability that the adult anchovy biomass falls</p>	1, 6	HIGH
MEDIUM			
HIGH			

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	<p>below 10% of the average adult anchovy biomass between November 1984 and November 1999 at least once during the projection period of 20 years should be less than 10%.” Although under normal conditions there is a minimum recommendable TAC, under exceptional circumstances (i.e. if estimated biomass falls below a pre-defined level), this minimum quota can be ignored. For example, the 1997 anchovy TAC was 0t.</p> <p>The surveillance audit conducted next year should look specifically at OMP-13, an updated management procedure expected to come into force later this year, to ensure the new OMP includes a similarly precautionary approach.</p> <p>For more information on the risk-based approach to management described by OMP-08, please refer to the initial fishery assessment (R1).</p>	
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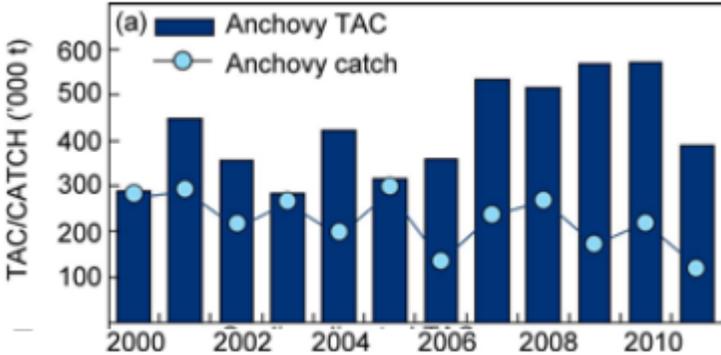
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d. Management Measures

LEVEL OF COMPLIANCE	d.i The level of fishing permitted should be set according to management advice given by research organisations.	References	Rating
LOW	Determination: <i>The level of fishing continues to be set in line with the formulae outlined in OMP-08.</i>	1, 3, 4, 6	HIGH
MEDIUM	The level of fishing permitted is set according to the annual management advice given by the Small Pelagic Scientific Working Group, which in turn calculates its recommendation based on the scientifically-derived formula detailed in the OMP. The 2012 TAC was set at 202,718t, and the 2013 TAC was set at 247,500t. In recent years the total landings have been substantially below the TAC.		
HIGH	 <p>TAC (bars) and annual landings (circles) for anchovy, 2000 – 2011. From the DAFF fishery status report, 2012 (R6).</p>		

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LEVEL OF COMPLIANCE		d.ii Where excess fishing capacity exist, mechanisms should be in established to reduced capacity to allow for the recovery of the stock to sustainable levels.	References	Rating
LOW		<p>Determination: <i>There have been no substantial changes to the capacity management systems in place for South African fisheries, which remain quotas, vessel registration and commercial fishing licences. There is currently not considered to be excess fishing capacity in the small pelagic fishery.</i></p> <p>Any commercial fishing in South Africa requires an annually-renewed license. Commercial fishers are considered to be exercising a fishing right. The right must first be applied for and granted, to exploit, harvest fish or engage in a fishing related activity for trade purposes. It also includes engagement in fishing related and non-consumptive activities. Commercial fishing permits are granted by the Minister of Department of Agriculture, Forestry and Fisheries (or the delegated authority). Fishing is also restricted by the application of TACs and Total Allowable Effort (TAE).</p> <p>For more information on South African capacity management systems, please refer to the initial assessment (R1).</p>	1, 6	HIGH
MEDIUM				
HIGH				
LEVEL OF COMPLIANCE		d.iii Management measures should ensure that fishing gear and fishing practices do not have a significant impact on non-target species and the physical environment.	References	Rating
LOW		<p>Determination: <i>There have been no substantial changes in the approaches utilised by fishery managers to minimise the impacts of the fishery on non-target species and the physical environment.</i></p> <p>Bycatch in the small pelagic fishery is less than 10% due to the schooling nature of the target species. The major bycatch species are subject to annual quotas, and small pelagic fishing permits set out a detailed plan for regional closures should bycatch exceed pre-defined levels. DAFF scientists have stated that there is no PET bycatch in the fishery. Small pelagic species such as anchovy are recognised as an important part of the food chain in the Benguela Current, and the ecosystem in general. Specific measures have been implemented to minimise the effects of the fishery on the</p>	1, 6	HIGH
MEDIUM				
HIGH				

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	<p>African Penguin, an endangered species reliant upon pelagic fish for food. Purse-seine nets are not considered to have a substantial negative effect on the physical environment.</p> <p>For more details on the management measures utilised to minimise the effects of the fishery on non-target species, please refer to the initial assessment report (R1).</p>	
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e. Implementation

LEVEL OF COMPLIANCE	e.i There should be a framework for sanctions of violation of Laws and regulations.	References	Rating
LOW	<p>Determination: <i>There have been no substantial changes to the framework of sanctions since the initial assessment.</i></p> <p>A framework of sanctions for violations of laws and regulations is established by the Marine Living Resources Act, 1998 (Act No. 18, 1998) of South Africa, with jurisdiction throughout the South-African EEZ. There are numerous other Acts that add to the marine legislative framework that work in conjunction with the MLRA. These include the National Environmental Management: Protected Areas Act (No. 57 of 2003), the National Environmental Management: Biodiversity Act (No. 10 of 2004), the Maritime Zones Act (No. 15 of 1994), Sea Birds and Seals Protection Act (No. 46 of 1973), Sea Shore Act (No. 21 of 1935) and the Nature and Environmental Conservation Ordinance, (Ordinance 19 of 1974).</p> <p>Sanctions include the suspension or removal of fishing rights, the seizure of gear or vessels, fines of up to 5 million rand (approx. US\$500,000), or imprisonment for up to five years. A detailed list of sanctions is presented in Chapter 7 of the Marine Living Resources Act.</p> <p>The conditions for small pelagic fishing permits include a section detailing the process of sanctions for violations.</p>	1	HIGH
MEDIUM			
HIGH			

LEVEL OF COMPLIANCE	e.ii A management system for fisheries control and enforcement should be established.	References	Rating
LOW	Determination: <i>There have been no substantial changes in fisheries control and enforcement since the initial assessment.</i>	1	HIGH
MEDIUM	Enforcement is the responsibility of the Fisheries Management Branch of the Department of Agriculture, Forestry and Fisheries. Compliance is maintained through a comprehensive monitoring, control and surveillance strategy, 4 fishery patrol vessel warships and one chase vessel (used for all South African fisheries), officers and vessel monitoring systems. Vessel monitoring systems are presently on board every pelagic vessel and provide data on location (with a temporal resolution of six hours), and are used for compliance purposes to ensure that vessels do not fish in restricted areas. Both the skipper and holder of fishing rights of vessels detected fishing in closed or restricted areas are subject to fines. Fish must be landed in the presence of a Fishery Control Officer, who completes a pelagic landing report for each vessel. Skippers also complete a report, which must match the monitor's figures to within 10%. Samples are taken of landings every 30 minutes to check bycatch composition. Excessive bycatch of certain species leads to area closures, as described above. Fishing permits also contain restrictions on where fish can be landed.		
HIGH	Catch data (detailed in section B1 above) is recorded at landing, and observers are present on approximately 8% of fishing trips. All commercial fishing vessels are required by law to have a license and fishing permit, and all licensed vessels are required to permit observers and fishery control officers on board when requested. Full details of the powers of fishery control officers are set out in Chapter 6 of the Marine Living Resources Act, 1998.		

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References

1 – IFFO RS initial assessment, South Africa Anchovy:

<http://www.iffo.net/downloads/IFFO%20RS/Whole%20Fish/Anchovy%20-%20South%20Africa.pdf>

2 – Oceana 'Status and Management of the South African Small Pelagic Fishery':

http://www.oceana.co.za/sites/default/files/OceanaAR_6994_Scientific%20reports_pelagic%20fishery_20Dec_WEB.pdf

3 – Total Allowable Catches for 2012 fishing seasons:

http://www.nda.agric.za/doaDev/sideMenu/fisheries/21_HotIssues/April2010/FishingPermitsConditions2012/2012%20TACs%20and%20or%20TAEs.pdf

4 – Total Allowable Catches for 2013 fishing seasons:

http://www.nda.agric.za/doaDev/sideMenu/fisheries/21_HotIssues/April2010/FishingPermitsConditions2012/2013-2014%20TACs%20and%20TAEs.pdf

5 – Objectives of the Marine Living Resources Bill 2013:

http://www.nda.agric.za/doaDev/sideMenu/fisheries/21_HotIssues/April2010/Maricultureactivities/The%20Objectives%20of%20the%20Marine%20Living%20Resources%20Amendment%20Bill,%202013.pdf

6 – Status of the South Africa Marine Fishery Resources 2012:

http://www.nda.agric.za/doaDev/sideMenu/fisheries/indexpage_DOCS/STATUS%20REPORT%202012FINAL%20DRAFT.pdf

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