

“Oceans and sustainable development: integration of the three dimensions of sustainable development, namely, environmental, social and economic”

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Executive Summary:

The North Pacific Anadromous Fish Commission (NPAFC) has promoted conservation and sustainability of anadromous stocks (Pacific salmon and steelhead trout) in the North Pacific Ocean through fisheries enforcement and scientific research since 1993. The NPAFC member countries ensure a high level of cooperation, which includes joint patrolling of the Convention Area and information exchange. One hundred and nine days of surface asset deployments, 493 hours of aerial patrols, and satellite surveillance efforts were coordinated by NPAFC member countries in 2013. In May of 2014, a suspected IUU-fishing vessel, *Yin Yuan*, containing illegally caught Pacific salmon and allegedly using driftnets was apprehended in the Convention Area. In addition, two suspicious transshipment vessels were inspected at a Korean port.

The NPAFC encourages its member countries to become parties to the Port State Measures Agreement (PSMA) to prevent, deter, and eliminate IUU-fishing. During the Commission’s Annual Meeting in May 2014, all parties reported on their status and plans regarding PSMA. The United States ratified the PSMA in April 2014. In Canada, ratification of the signed PSMA is anticipated in late 2015. The Russian Federation has also signed the Agreement, which has been submitted for consideration by the Russian Parliament. Japan and Korea acknowledge the effectiveness of the PSMA and they are both currently undergoing their own internal review processes.

NPAFC is open for collaboration with all relevant organizations and participation in activities related to the conservation of the anadromous stocks in the Convention Area. In August-September 2014, the NPAFC Secretariat participated in conference calls and a public meeting in frame of the U.S. President Obama’s Task Force on Combating IUU Fishing and Seafood Fraud by providing relevant recommendations and examples of their implementation.

NPAFC continues to investigate an International Year of the Salmon (IYS) initiative. A Study Group has been formed and will host a scoping workshop and develop a report for the Commission in 2015.

The NPAFC-PICES Framework for Enhanced Scientific Cooperation in the North Pacific Ocean strengthened inter-organizational scientific collaboration. The first product of enhanced NPAFC cooperation with PICES was a joint workshop in 2014. In addition, PICES has joined in the preparation of NPAFC’s International symposium on *Pacific Salmon and Steelhead Production in a Changing Climate* (17-19 May 2015).

In 2014, key web pages of the NPAFC website were translated into three languages to increase communication on NPAFC-related activities to non-English speaking member countries.

Examples of successful approaches for involvement of non-member states in patrol and preventive activities to combat IUU fishing are presented in the challenges and opportunities section of this report.

i) **Information regarding relevant NPAFC activities**

Introduction

The portion of the world capture fishery harvest that is represented by Pacific salmon is gradually increasing and recently reached 1.1% (by weight) in 2013. Moreover, the importance of Pacific salmon is not limited by the bulk or monetary value of the catch. Their broad significance for the dietary, social, and cultural needs of coastal societies around the North Pacific contributes to the importance of Pacific salmon and steelhead trout as cultural icons across the North Pacific Rim.

Since 1993, the NPAFC Convention for the Conservation of Anadromous Stocks has prohibited directed fishing for Pacific salmon and steelhead trout in the Convention Area, which is the international waters of the North Pacific and adjacent seas north of 33°N. This prohibition is grounded on understandings that anadromous stocks originate primarily in the waters of the NPAFC member countries, which have primary interest in and responsibility for such stocks. Conservation of Pacific salmon and steelhead trout in the North Pacific Ocean has an objective to maintain rational exploitation of anadromous stocks within the exclusive economic zones of NPAFC member countries. Such an approach establishes a tight connection between anadromous stock management (maintenance of optimal escapement, conservation of spawning grounds and watersheds, restoration of depleted habitats and populations) and benefits derived from their rational exploitation. Stakeholders' material incentive for implementing conservation measures is a cornerstone of salmon resource sustainability.

Enforcement activities

Persistence of illegal, unreported and unregulated (IUU) fishing in the high seas remains one of the biggest challenges for anadromous stock conservation. Recent interception of the suspected IUU-fishing vessel *Yin Yuan* by the U.S. Coast Guard Cutter *Morgenthau* in May 2014 demonstrated that illegal fishing of Pacific salmon in offshore waters is still not extirpated. On 22 May, Canadian C-140 Aurora patrol aircraft flying fisheries surveillance operations over the western North Pacific spotted the fishing vessel *Yin Yuan*, a 58-m fishing vessel, located about 1000 km east of Tokyo within the NPAFC Convention Area. The fishing vessel was equipped as a large-scale driftnetter with nets, net buoys, net tube, net spreader, and a net bin on the deck. The C-140 spotted the vessel again the following day, but this time the ship's name had been painted over. Information regarding the suspicious vessel was passed on to the USCG Cutter *Morgenthau*, which intercepted the *Yin Yuan* on 27 May. When a boarding team was transferred to the fishing vessel, officials learned from the captain that the *Yin Yuan* was registered in China and that the vessel had been carrying 3.3 km of driftnet on board. The captain admitted that the crew had dumped the nets and fishing gear into the ocean prior to interception by the *Morgenthau*. During the inspection, the boarding team discovered about 530 kg of frozen

Pacific salmon on board. Offenses faced by the *Yin Yuan* included use of prohibited fishing gear (3.3 km of high seas driftnet), failing to maintain sufficient catch records, fishing without a license, permit, or authorization issued by a sanctioned authority, and violations of the International Convention for the Prevention of Pollution from Ships (MARPOL). On 3 June 2014, custody of the fishing vessel *Yin Yuan* was transferred from the USCG Cutter *Morgenthau* to the China Coast Guard Vessel 2102 in the East China Sea.

NPAFC undertakes increasing efforts to eliminate fishing for salmon in the North Pacific outside of national waters. More than four million square kilometers of the North Pacific Ocean are monitored by NPAFC member countries each year. In 2013, 109 days of surface asset deployments, 493 hours of aerial patrols, and satellite surveillance efforts were coordinated among member countries.

During the Committee on Enforcement virtual meeting in March 2014, the NPAFC member countries adopted the Joint Scheme of Patrolling for the 2014 patrol season. In June, the planned enforcement activity was supplemented by Korean authorities' port inspection of two suspicious vessels, *Stellar* and *Sovereign* that had been spotted one month earlier in the NPAFC Convention Area by the U.S. Coast Guard Cutter *Morgenthau*. Both suspicious vessels exhibited several features typical of those involved in IUU transshipment fishing activity: run-down appearance (extremely rusty hull and superstructure), a very tall mast with operating radar, large tire-type fenders along the entire hull, a possible flag of convenience (Sierra Leone and Cambodia), and an apparent modification to the vessel's stern with several feet of additional freeboard added. Upon the U.S. request, INTERPOL issued the purple notice No. 208 "Illegal operations of the fishing vessel *Stellar*" on 11 June 2014. During the port inspection, both vessels presented their national certificates to Korean inspectors, but the veracity of the documents remain to be authenticated through diplomatic channels. The masters on these ships were not observed to be trustworthy and behaved in an uncooperative manner during the inspection. It was decided to track the two vessels continuously in the future to gather more information by which possible IUU-related activities could be positively identified.

Port State Measures Agreement

The NPAFC encourages the member countries to become parties to the Port State Measures Agreement (PSMA) to prevent, deter, and eliminate IUU-fishing. The PSMA will enter into force 30 days after the date of deposit with the Director-General of FAO of the twenty-fifth instrument of ratification, acceptance, approval, or accession. As of May 2014, 23 countries/states have signed the agreement, and eleven countries have ratified it. During the NPAFC 2014 Annual Meeting, all parties reported their current situations and plans regarding the PSMA.

Canada signed the PSMA in November 2010. Currently, enabling legislation (Bill S-3) passed through the second reading in Parliament on 18 September, 2014, and it was referred to the Standing Committee on Fisheries and Oceans. It is anticipated that ratification will conclude in late 2015. Additionally, changes to the *Coastal Fisheries Protection Act* and associated *Coastal Fisheries Protection Regulations*, intended to strengthen Canada's port access regime, are also in

process. These changes include broadening the definition of “fishing vessel”, new authorities regarding enforcement action on IUU fishing vessels, and strengthened import prohibitions.

Japan acknowledges the effectiveness of the port state measures. As for the process of ratification, Japan explained that it needs coordination with other departments and ministries involved; therefore, it is unlikely that ratification will be done before next year.

Korea is currently verifying the procedure and will try to expedite it as soon as possible.

The Russian Federation signed the PSMA in April 2010. In 2013, the Russian Federation had worked out a National Plan of Actions in combating IUU fishing. Correspondent legislation on the PSMA ratification has been submitted to the State Duma (Russian Parliament) for consideration.

The United States ratified the PSMA in April 2014. Legislation has not yet been implemented.

The NPAFC Committee on Enforcement will revisit the issue of PSMA at the 23th Annual Meeting in May 2015.

Participation in the U.S. President’s initiative to combat IUU fishing

On 17 June 2014, the U.S. President Obama released a Presidential Memorandum entitled “Establishing a Comprehensive Framework to Combat Illegal, Unreported and Unregulated Fishing and Seafood Fraud”. The Memorandum expressed deep concern over the threat that IUU-fishing continues to pose to economic and environmental sustainability of fisheries and fish stocks, both in the United States and around the world. It established a Presidential Task Force, co-chaired by the U.S. Departments of State and Commerce and made up of a broad range of other U.S. federal agencies. The NPAFC Secretariat participated in conference calls and a public meeting in Seattle on 20 August 2014, to present several recommendations in compliance with the Memorandum. The recommendations were the following:

- Wide involvement of prospective partners in fisheries enforcement and preventive activities against violations;
- Development of instruments of law, especially in the area of internationally agreed trade-related measures;
- Compiling reference information on the conversion of products from major capture fisheries in the World Ocean; and
- Increased public awareness through an educational component of international humanitarian food programs and organizing outreach-oriented events.

Other spokespersons supported the President’s initiative including ideas for providing economic opportunity for legitimate fishermen, supporting profitability for legally caught seafood, stopping illegal trafficking operations, and ensuring seafood is legally caught.

Fifteen recommendations for implementation of a comprehensive framework to combat IUU fishing and seafood fraud was prepared by the Task Team and published on 18 December 2014.

International Year of the Salmon

Beside internationally agreed instruments of law, general public awareness involving widespread understanding and acknowledgement of the issue should help to deter IUU-fishing on the most critically endangered wild fishes. NPAFC is exploring approaches to implement an ambitious idea – the International Year of the Salmon (IYS). The IYS implementation will contribute to the environment through its scientific and social components, outreach activities, and public participation at planned events. From a program such as this, NPAFC will gain an awareness of public attitudes and opinions, by which the Commission should adjust their course of future activity. A Study Group was established, which will conduct an IYS Scoping Meeting in Vancouver on 17-18 February 2015. Through presentations and facilitated discussion, the meeting participants will determine research directions for resolving key scientific questions, a suitable period of activity, geographic scope, target species, and identify potential projects or activities that will most likely lead to progress in understandings of the unexplained variability in salmon abundance, migration, growth and survival. The experience gained by other organizations that have taken on similar initiatives will be considered at the workshop. In general, the goal of implementing an IYS is to prepare advice to fisheries management, which will be required in a changing 21st century. Besides, NPAFC expects a multiplier effect in support of anadromous stock conservation in the North Pacific Ocean through wide advertisements of the IYS events on the web, with posters, and in newspaper/magazines.

NPAFC scientific collaboration

NPAFC is open for collaboration with all relevant organizations with respect to matters relating to the conservation of the anadromous stocks in the Convention Area. In 2014, NPAFC and North Pacific Marine Science Organization (PICES) organized a mutual workshop on *linkages between the winter distribution of Pacific salmon and their marine ecosystems*. The main objective of the workshop was to consider how North Pacific Ocean ecosystems might be altered with climate change. NPAFC-PICES collaboration is based on a formal framework on Scientific Cooperation in the North Pacific Ocean that was developed by a joint Study Group and endorsed by both organizations in 2014. The next mutual project will be the NPAFC International symposium on *Pacific Salmon and Steelhead Production in a Changing Climate* in Kobe, Japan, in 17-19 May 2015.

Increasing communication

With the aim to increase NPAFC communication to non-English speaking member countries, it was decided at the 2014 Annual Meeting that the Secretariat would select the most frequently viewed webpages on the NPAFC website and the Parties would translate the pages into Japanese, Korean, and Russian languages. The most frequently visited webpages were determined to be the following:

- About NPAFC: http://www.npafc.org/new/about_npafc.html

- Species: http://www.npafc.org/new/science_species.html
- Enforcement Frequently Asked Questions: http://www.npafc.org/new/enforcement_faq.html
- Enforcement Activities: http://www.npafc.org/new/enforcement_activities.html
- Publications: <http://www.npafc.org/new/publications.html>

These webpages and the news release on the 2014 Annual Meeting were translated and are now available on the NPAFC website. The frequency of visits to the translated web pages are being monitored to test the effectiveness of this outreach approach.

ii) **Challenges and opportunities in integrating the three dimensions of sustainable development.**

Enhanced international cooperation in enforcement activities

Cooperation between NPAFC-member countries has significantly enhanced the efficiency of enforcement patrols. For example, Japan first invited Canada's aircraft involved in Operation Driftnet to fly from Hakodate, Hokkaido, in 2012. The location is close to high-seas driftnet (HSDN) fishing "hot spots" in the northwestern Pacific Ocean, so basing its operations at Hakodate substantially reduces transit time to the patrol area, while increasing the flight time in the Convention Area. Japanese fisheries supervisors joined these Canadian CP-140 flights and helped to identify fishing vessels typical for the western part of Pacific Ocean. This mutually beneficial practice has continued annually thereafter.

Close cooperation between RFMOs and their member countries should not only enhance fisheries enforcement, but also allows for involvement of non-member states or entities in patrol and preventive activities. Taiwan participated in seven NPAFC annual meetings in an observer capacity since 2005. Pursuant to the UNGA Resolutions on prohibiting driftnet fishing on the high seas, Taiwan authorities implemented the followings measures to forbid HSDN fishing by Taiwan-flagged vessels. Taiwan contributes in fisheries enforcement among their national flagged vessels by dispatching their own patrol vessels, conducting onboard inspections of Taiwanese squid and saury vessels, and reports this information to the NPAFC. In 2005-2012, Taiwan sent one to three patrol vessels to monitor fishing operations in the southwestern part of the NPAFC Convention Area for 84-242 days annually. During these patrols, Taiwanese vessels sighted and reported on four HSDN boats complete with photos and a description of illegal fishing operations that was very helpful in support of NPAFC-related fisheries enforcement.

People's Republic of China has not cooperated with NPAFC, despite the Commission's members annually expressing the desirability of China's membership and participation in annual meetings and enforcement programs. However, the U.S. Coast Guard has found an appropriate solution by taking Chinese shipriders aboard USCG cutters while patrolling in the NPAFC Convention Area. These shipriders are from the China Fisheries Law Enforcement Command (FLEC) and have the authority to search and seize Chinese IUU-fishing vessels. Their presence

aboard USCG cutters *Rush* and *Morgenthau* played an important role in seizing HSDN-fishing vessels *Da Cheng* in 2012 and *Yin Yuan* in 2014.