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Schleswig-Holstein blue shell mussel fishery

First MSC Surveillance Report

Prepared for the Erzeugerorganisation Schleswig-Holsteinischer
Muschelfischer e.V.

Certificate No: **MRAG-F-0072**

MRAG Americas, Inc.

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1. General Information

Fishery name	Schleswig-Holstein blue shell mussel			
Unit(s) of assessment	Species	Blue mussel, <i>Mytilus edulis</i>		
	Geographical range	ICES IVb – in the Schleswig-Holstein part of the Wadden Sea		
	Method of capture	UoA 1	Dredging for wild seed, which is then relayed on culture plots and harvested by dredge when grown.	
		UoA 2	Spat / seed collectors are deployed as settlement substrata for larval mussels, which are then transferred to culture plots and harvested by dredge when grown.	
	Client group	Erzeugerorganisation Schleswig-Holsteinischer Muschelzüchter e.V.		
	Other eligible fishers	None		
Date certified	24 October 2016	Date of expiry	23 October 2021	
Surveillance level and type	Surveillance level 2, On-site surveillance audit. See Appendix 5 for details.			
Date of surveillance audit	5 March, 2018			
Surveillance stage (tick one)	1st Surveillance	X		
	2nd Surveillance			
	3rd Surveillance			
	4th Surveillance			
	Other (expedited etc.)			
Surveillance team	Lead assessor: Amanda Stern-Pirlot; Assessor(s): Julian Addison (offsite)			
CAB name	MRAG Americas, Inc.			
CAB contact details	Address	10051 5 th St N, Suite 105 St. Petersburg, FL 33207 USA		
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	Contact name(s)	Amanda Stern-Pirlot
Client contact details	Address	Erzeugerorganisation Schleswig-Holsteinischer Muschelfischer e.V. Hülltoftweg 41 D-25927 Neukirchen
	Phone/Fax	+ 31 653144554
	Email	simon@syltermuscheln.de
	Contact name(s)	Simon Leuschel

2. Background

This report contains the findings of the **first** surveillance cycle in relation to the Schleswig-Holstein blue shell mussel fishery.

The clients' responses to the Conditions of Certification were set out in the Client Action Plan (CAP), which were appended to the Public Certification Report (PCR).

Progress associated with the actions set forth in the CAPs was examined as a part of this surveillance audit. For each Condition, the report sets out progress to date. This progress has been evaluated by MRAG Americas Audit Team (set out below as 'Progress on condition') against the annual milestones laid out in relation to in the CAPs. This assessment includes a re-evaluation of the scoring allocated to the relevant Performance Indicators (PIs) in the original MSC assessment under 'Status of condition' in each of Tables 3-5, below. Where the requirements of a Condition are met, the PI is re-scored at 80 or more and the Condition is "closed". For newly closed conditions, Appendix 1 contains a rescoring evaluation table. For this surveillance, none of the PIs were rescored, thus Appendix 1 does not apply.

Update on the fishery since the fishery certification

Target stocks update

The original assessment team for this fishery determined in relation to Principle 1, that the fishery does not have an impact on the target stock and does not involve translocation (which is not permitted), hence Principle 1 was not scored. These circumstances remain the case as of the first surveillance audit, therefore there is no update provided on fishery impacts to the target mussel stocks. This fishery continues to meet all the MSC scope requirements for enhanced fisheries.

Ecosystem update

There was one initial condition of certification pertaining to Principle 2 for Performance Indicator 2.4.1 on the potential impact of the fishery on sub-tidal mussel beds which has been addressed by restricting mussel dredging and seed collection activities within the Framework Agreement (see results section for further details).

Regarding minor species, assessed in the original assessment using the RBF, logbook records continue to be collected, reporting on catches of incidental species such as starfish and crabs, which are extremely minimal (see example in Appendix 3). The major component of non-target catch is mussel shells and other stones/rubble.

In August, 2017, WWF Germany issued a study "Muschelbaenke in der Unterwasserwelt des Wattenmeeres, Erkenntnisse zu Miesmuscheln in Sublitoral" which provides a good overview of the

state of information about the historical and current situation regarding mussel banks and their role in the Wadden Sea ecosystem in both sub- and intertidal areas (WWF 2017). This document includes some comparison with mussel beds in areas in the littoral and subtidal zone that have been protected in the neighboring state of Niedersachsen. It mentions that some of these subtidal areas in the Wadden Sea National Park will now be protected from fishing under the new Framework Agreement and thus it will be possible to see if mussel banks in these waters return to what they may have been prior to mussel fishing. In conjunction with the new regulations implemented under the Framework Agreement, this study will therefore provide additional information to enable an assessment of whether the seed mussel fishery impacts the extent and persistence of sub-tidal mussel beds.

Potential or actual changes to the management system

The only substantial change in the management system since the fishery was certified has been the implementation of the "Framework Agreement" (Eckpunktevereinbarung zur Miesmuschelkulturwirtschaft im Nationalpark Schleswig-Holsteinisches Wattenmeer) which sets out arrangements for the sustainable management of the mussel fishery in the Wadden Sea National Park. This agreement has been made between the German state of Schleswig-Holstein, the mussel fishing industry association, and several nature protection groups, including WWF Germany. The agreement has now been implemented (as required by the three conditions of certification) and the fishery has completed one season under this management framework. The Framework Agreement is a comprehensive addition to the existing mussel fishery regulations, and is initially in place for fifteen years. Its terms address three particular areas where conditions were raised in the initial certification and progress on these as laid out in the Framework Agreement and operationalized during the first year of fishing under this agreement, is reported in the Results section below.

The implementation of the Framework Agreement is subject to annual review. The meeting to discuss the first year's implementation took place on the 26th March 2018.

Changes or additions/deletions to regulations.

As noted above, the "Framework Agreement" is now in place. Apart from this there have been no changes in the regulations affecting the fishery.

Personnel changes in science, management or industry to evaluate impact on the management of the fishery.

There have been no changes in personnel, administrative or institutional arrangements since the fishery was certified.

Potential changes to the scientific base of information, including stock assessments.

One of the provisions of the Framework Agreement is that the mussel fishermen have agreed to limit their collection of spat via seed collectors to certain areas within the fishing grounds, whereas before this was less restricted. Reports from the fishery in the 2017 season were that some of these agreed areas were not as productive for spat collection as hoped.

Monitoring, Control and Surveillance Update

There were no official sanctions issued in the mussel fishery in the past year. There was one incident reported and a warning letter issued to the mussel fishermen's association (client for this certification) for apparent deliberate disturbance of Eider ducks near one of the culture plots. Eider ducks are a protected species within the national park and are known to prey upon mussel spat. The nature of the observed disturbance was documented in the letter and it was noted that if there were any recurrence of this activity an official hearing per regulatory procedure would take place. The assessment team will monitor this situation through future surveillance audits.

Traceability Update

There have been no changes since certification affecting the traceability requirements for this fishery.

Table 1. TAC and Catch Data

This fishery does not operate with a TAC

TAC	Year	2017	Amount	N/A
UoA share of TAC	Year	2017	Amount	N/A
UoC share of TAC	Year	2017	Amount	N/A
Total green weight catch by UoC	Year (most recent)	2017	Amount	14,439t (culture plot harvest)
	Year (second most recent)	2016	Amount	3.427t (culture plot harvest)

Table 2a. Summary of Assessment Conditions

Condition number	Performance indicator (PI)	Status	PI original score	PI revised score
1	2.4.1	On target	70	N/A
2	3.1.2	On target	75	N/A
3	3.2.2	On target	65	N/A

3. Assessment Process

The surveillance audit process as defined in the MSC Fishery Certification Requirements version 2.0 was followed in this audit.

Information supplied by the clients and management agencies was reviewed by the assessment team ahead of the onsite meeting, and discussions with the clients and management agencies centred on the content within the provided documentation. In cases where relevant documentation was not provided in advance of the meeting, it was requested by the assessment team and subsequently supplied during, or shortly after the meeting.

Thirty days prior to the audit site visit, all stakeholders from the full assessment were informed of the visit and the opportunity to provide information to the auditors in advance of, or during, the site visit. We received requests from two eNGO stakeholders and one MSC representative to take part in meetings (see attendees below) and received information remotely from one stakeholder, although indirectly, pertaining to a complaint filed about harassment of ducks by one of the fishing vessels (more detail below).

The audit visit was held at the offices of the Landesbetrieb für Küstenschutz, Nationalpark und Meeresschutz Schleswig-Holstein Nationalparkverwaltung, Schlossgarten 1, 25832 Tönning on March 5th, 2018.

The following participants were in attendance:

Name	Affiliation
Amanda Stern-Pirlot	MRAG Americas, Assessment team
Simon Leuschel	Client representative
Adrian Leuschel	Mussel fisherman
Andre de Leeuw	Mussel fisherman
Jörg Kuhbier	Mussel fisherman
Hans-Ulrich Rösner	Wattenmeerbüro, WWF Deutschland
Katharina Weinberg	Schutzstation Wattenmeer
Kirsten Boley-Fleet	Landesbetrieb für Küstenschutz, Nationalpark und Meeresschutz Schleswig-Holstein
Vivien Kudelka	Marine Stewardship Council

The table below summarizes the agenda for the meeting, held on March 5th 2018 in Tönning.

Time	Item	Lead	Supporting documents
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10:00	Opening meeting with clients	ASP	Submission by clients
10:30	Discussion of changes to management system, in context of Framework Agreement	ASP	Framework Agreement implementation documentation
10:00	Discussion of issues with Framework Agreement implementation—data sharing	ASP	Interviews with National Park personnel
10:30	Discussion of issues with Framework Agreement implementation—restricted seed collection sites	ASP	Interviews with mussel fishermen
11:00	Discussion of provisions of Framework Agreement with regard to impact assessment and consultation meetings	ASP	Interviews with fishermen, National Park personnel and eNGO personnel
12:00	Closing meeting with clients	ASP	
12:30	End of site visit		

Standards and Guidelines used:

MSC Certification Requirements version 2.0 (for process requirements)

MSC Certification Requirements version 1.3 (for performance requirements, including assessment tree)

Guidance to the MSC Certification Requirements version 2.0 (for process requirements)

Guidance to the MSC Certification Requirements version 1.3 (for performance requirements, including assessment tree)

MSC Surveillance Reporting Template version 1.0.

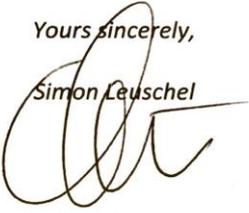
4. Results

The following tables contain information on the agreed client action plans, milestones set, and progress against each of the fishery's conditions.

Table 3. Condition 1

Performance Indicator(s) & Score(s)	Insert relevant PI number(s)	Insert relevant scoring issue/ scoring guidepost text	Score
	2.4.1	The UoA is highly unlikely to reduce structure and function of the VME habitats to a point where there would be serious or irreversible harm.	70
Condition	<p>There is some evidence that the historic footprint of mussel beds in the subtidal was considerably larger than it is now, and the long-term impact of the fishery may be part of reason for the decline. Although the mussel biomass is at least partly compensated for by the culture plots, Reise and Buschbaum (2015) note that the ecological value (biodiversity) of the culture plots may be lower relative to natural mussel beds.</p> <p>Reise and Buschbaum (2015) conclude that if the subtidal were not fished, the historical extent of subtidal mussel beds would regenerate (see Conclusion 10). Although this does not appear to have happened in existing closed areas, it will be</p>		

	<p>better tested by the implementation of the Framework Agreement which provides for more extensive closed areas, including complete tidal basins. These have been selected in agreement with stakeholders (the National Park Authority, WWF).</p> <p>Overall, the team (following agreement with stakeholders) concluded that based on the current management system, while the fishery is 'unlikely' to cause serious or irreversible harm to VMEs (naturally-occurring and persistent subtidal mussel beds) it is not 'highly unlikely'. More extensive closed areas, such as those provided for in the Framework Agreement, would be required to meet the SG80 guidepost ('highly unlikely').</p>
Milestones	<p>By the end of the first year, more extensive subtidal areas will be protected from seed mussel fishing, either via the implementation of the Framework Agreement or via another means. This is to include comprehensive impact assessments for all components of the fishery and the reduction of culture plots to 1,700 ha, 250 ha of which can be used for SMAs.</p>
Client action plan	<p>The following letter by the client confirming commitment to the Framework Agreement comprises the action plan for this condition:</p>

	<p>Dear Kat,</p> <p>MSC Fishery Assessment: Client Action Plan</p> <p><i>I am writing on behalf of Erzeugerorganisation Schleswig-Holsteinischer Muschelfischer e.V. to confirm our client action plan in response to the condition of certification of the Schleswig-Holstein mussel fishery.</i></p> <p><i>I confirm that we will implement the new Framework Agreement (Eckpunktevereinbarung) for mussel cultivation activities on the west coast of Schleswig-Holstein. This Framework Agreement has been drawn up by a partnership of organisations to ensure that both the mussel fishery and marine wildlife will continue to thrive in this area. In particular this framework agreement includes new restrictions on the spatial extent of mussel fishing activity. These restrictions will improve the performance of the fishery with respect to the habitats outcome performance indicator (PI2.4.1) by minimising the potential impact of the fishery on benthic habitats, which will meet the requirements of the condition.</i></p> <p><i>The Framework Agreement already enjoys the support of all of the key organisations in the area, and has been subject to extensive consultation and discussion. The Framework Agreement represents a formal commitment by all relevant entities to the appropriate management the mussel fishery in this area.</i></p> <p><i>The Framework Agreement is due for implementation from the 1st January 2017. We are committed to playing an active role in the implementation of this Agreement.</i></p> <p>Yours sincerely,</p> <p><i>Simon Leuschel</i></p> 
<p>Progress on Condition [Year 1]</p>	<p>The Framework Agreement is now implemented and the fishery has been operating accordingly during the 2017 and 2018 seasons. It includes the following restrictions (additional to those that have been part of the mussel program regulations previously):</p> <ul style="list-style-type: none"> (i) No mussel fishery activities (culture plots, seed mussel fishery, SMAs) in Zone 1 of the National Park (ii) No mussel fishery activities (culture plots, seed mussel fishery, SMAs) in defined areas of Zone 2 of the National Park (see Figure 1). Reefs reported by MELUR cannot be fished (iii) Total size of culture plots is reduced to 1,700 ha

- (iv) 250 ha of this area can be used for SMA
- (v) Comprehensive environmental impact assessment for all components of the fishery

The following figure shows how the mussel fishery has been constrained within the National Park since the Framework Agreement has been implemented:

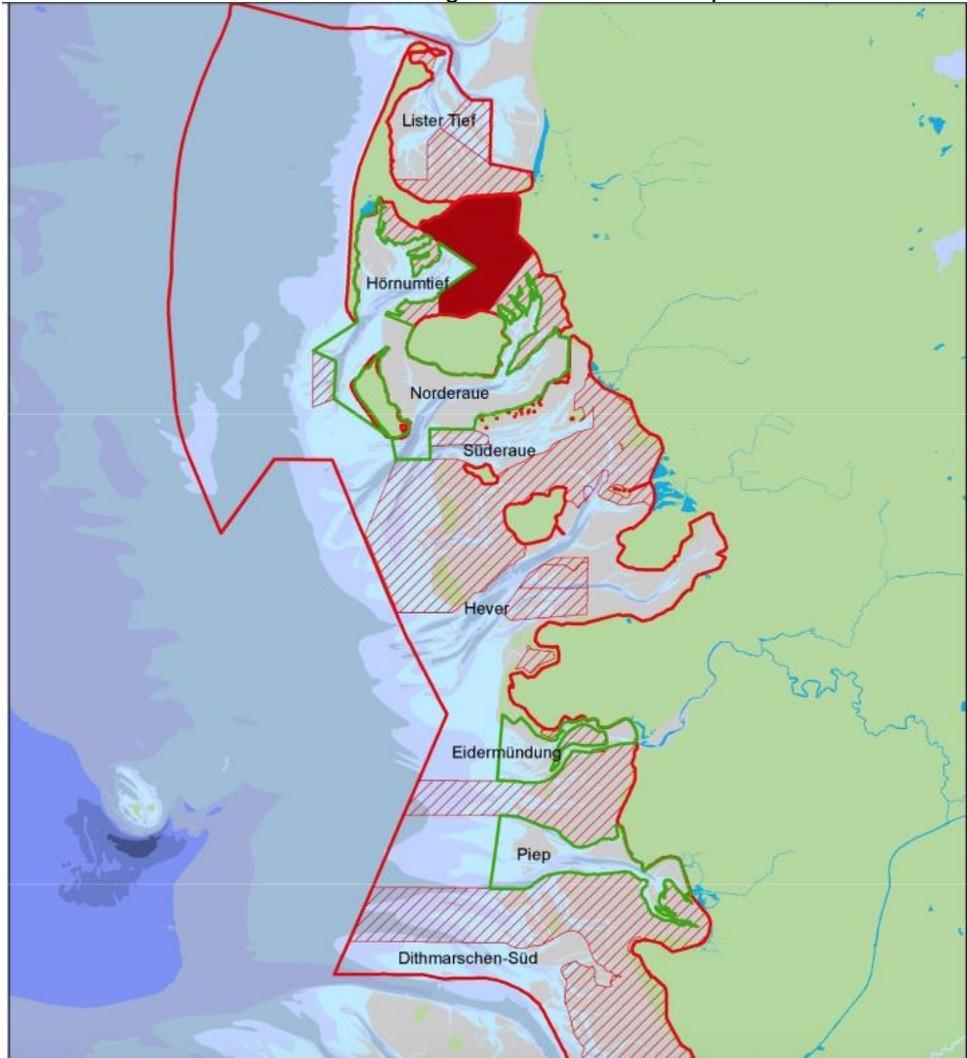


Figure 1. Mussel culturing and harvesting area of the fishery in Schleswig-Holstein under the Framework Agreement. Mussel fishing activity (spat collectors, wild seed harvest and on-growing plots) are permitted only inside the three areas outlined in green. This map has been reproduced from the Public Certification Report (ME Certification Ltd 2016).

Regarding the requirement for a comprehensive impact assessment, this had been done in order to designate the areas open to fishing and seed collection pictured in the above map. However, at the site visit it became apparent that there is no intent to repeat such an impact assessment to assess the effectiveness of the new fishing restrictions. The assessment team therefore would recommend that the fishery, National Park, and other eNGOs work together to establish a means of measuring the success of restricting fishing to these areas according to the sustainability objectives laid out in the Framework Agreement and elsewhere.

Status of condition

Although the Framework Agreement has been implemented on schedule, and this was the only milestone needed to close this condition, the assessment team has determined that the conditions addressed via the Framework Agreement should

	<p>remain open for one more year so that progress with implementation can be tracked and formally reported. In the particular case of this condition, a report presented at the next annual audit from the National Park administration related to their ability to use vessel location data to monitor compliance with the new fishing area restrictions will be informative in verifying whether the new restrictions are working to achieve the 80 level for this Performance Indicator. As such, this condition remains open and on-target. The assessment team congratulates the parties of the Framework Agreement on a successful first year.</p>
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Table 4. Condition 2

	Insert relevant PI number(s)	Insert relevant scoring issue/ scoring guidepost text	Score
Performance Indicator(s) & Score(s)	3.1.2	The management system includes consultation processes that regularly seek and accept relevant information, including local knowledge. The management system demonstrates consideration of the information obtained.	75
Condition	<p>A consultation process exists to engage fisheries and environmental administrations, fishermen and NGOs. Relevant information is regularly collected personally and through the Blackbox system. Licences for seed fishery and culture plots are allocated for several years.</p> <p>Both NGOs and National Park administration have never fully agreed however with the decisions of the fishery administration because they believe that the impact of the mussel fishery has been underestimated. Lately, the cooperation between all parties has been strengthened by the signature of a framework agreement between the State Government, the PO "Schleswig-Holstein Mussel Fishermen" and five NGOs where further reductions of fishing possibilities have been agreed and offering long term stability for the fishermen.</p> <p>There was, however, no roundtable where management decisions are presented and all stakeholders can participate in the discussion. The Fisheries Administration took the decision on the basis of its own considerations and views on the legal situation, which however was challenged both by the Nature administration and by the NGOs. This dispute finally resulted in the Framework Agreement.</p>		
Milestones	By the end of the first year, the Framework Agreement will have been implemented resulting in an improvement of the consultation process to allow the building of mutual trust. Annual meetings of all parties will serve to discuss the success or possible problems in the implementation of the Agreement.		
Client action plan	See above under condition 1.		
Progress on condition [year 1]	The first annual "Muschelmeeting" under the Framework Agreement took place on 26 March, 2018. This was the first opportunity to demonstrate the new consultation process with respect to stakeholder involvement with management decisions is working.		

Status of condition	<p>Although the Framework Agreement has been implemented on schedule, and this was the only milestone needed to close this condition, the assessment team has determined that the conditions addressed via the Framework Agreement should remain open for one more year so that progress with implementation can be tracked and formally reported. By the second annual audit there will have been two such meetings which will allow the assessment team to better judge whether this Performance Indicator has achieved the SG80. As such, this condition remains open and on-target. The assessment team congratulates the parties of the Framework Agreement on a successful first year.</p>
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Table 5. Condition 3

	Insert relevant PI number(s)	Insert relevant scoring issue/ scoring guidepost text	Score
Performance Indicator(s) & Score(s)	3.2.2	<p>Decision-making processes respond to serious and other important issues identified in relevant research, monitoring, evaluation and consultation, in a transparent, timely and adaptive manner and take account of the wider implications of decisions.</p> <p>There are established decision-making processes that result in measures and strategies to achieve the fishery-specific objectives.</p>	65
Condition	<p>The decision-making process can react in a timely manner on serious and other important issues but does not always from the NGO's and National Park administration's view. The relevant legislation (National Park Law, German Federal Nature Conservation Law, Natura 2000, all of these being the basis for the Framework Agreement and the subsequent new Mussel Programme), when finally implemented, provide for long-term measures restricting the fishery (closed season, closed areas, size of culture plots, minimum residence period on culture plots, etc.). The fishery can be restricted immediately if for instance large reefs (> 100 ha) in the subtidal zone are discovered. But there is still a lack of information especially in the subtidal areas. Therefore, it can't be assumed that the process responds to all issues.</p> <p>Decisions taken with regard to licenses for the seed mussel fishery or the allocation of culture plots or other fishing methods is made available to the PO and the concerned fishermen. These decisions are, however, not publicly announced. The formal objections of NGOs and National Park administration against some of the decisions were only partly successful. A court case against one of the decisions (translocation from outside the Wadden Sea of Schleswig-Holstein) was successful.</p> <p>Monitoring results are available in the competent Ministry on request and are partly published in annual reports. The PO and other stakeholders are informed on the outcome. As a result of the Framework Agreement, in the future there will be also access of the National Park administration to the black box data. There is, however, no formal reporting to all stakeholders.</p>		

Milestones	<p>By the end of the first year, the Framework Agreement will have been implemented.</p> <p>This will improve the exchange of information by guaranteeing the access of the National Park administration to the black box data.</p>
Client action plan	See above under condition 1.
Progress on Condition [Year 1]	<p>The Framework Agreement has been implemented as scheduled, and includes provisions for delivering information (including “black box” data) to the National Park administration. It was reported at the site visit that the National Park administration does indeed have the information needed but has not yet worked out a good way to assimilate it given the limitations of their software and hardware. The data currently come from the industry via the Obere Fischereibehörde rather than directly from the fishery. Questions remain concerning how often the data can be delivered (e.g. should it now come directly from the fishery) and whether/how it is filtered and disseminated once received. Currently the data are only from the larger vessels and not the smaller ones. The National Park administration will use the data to see where fishing is happening (monitoring) and possibly other analyses once they have determined the best way to process it. The assessment team will continue to monitor the progress on this aspect of implementation of the Framework Agreement.</p>
Status of condition	<p>Although the Framework Agreement has been implemented on schedule, and this was the only milestone needed to close this condition, the assessment team has determined that the conditions addressed via the Framework Agreement should remain open for one more year so that progress with implementation can be tracked and formally reported. As such, this condition remains open and on-target. The assessment team congratulates the parties of the Framework Agreement on a successful first year.</p>

5. Conclusion

The fishery is on target to meet the conditions of certification. The team has made an additional non-binding recommendation regarding monitoring of the effectiveness of the new fishery restrictions to inform whether the objectives of the Framework Agreement are being met in this regard. No changes in the fishery have occurred that would detrimentally affect the performance of this fishery against the MSC Standard and the fishery continues to meet the requirements of MSC certification. MSC Certification should therefore continue.

6. References

Germany. 2015. Eckpunktevereinbarung zur Miesmuschelkulturwirtschaft im Nationalpark Schleswig-Holsteinisches Wattenmeer (Framework Agreement on the mussel culture industry in the National Park Schleswig-Holstein Wadden Sea)

ME Certification Ltd. 2016. Marine Stewardship Council (MSC) Public Certification Report

Reise K, Buschbaum C. 2015. Muschelbänke in der Unterwasserwelt – Erkenntnisse zu Miesmuscheln im Sublitoral des Wattenmeeres. Unpublished study by order of WWF Germany.

Schleswig-Holstein blue shell mussel fishery. On behalf of the Erzeugerorganisation Schleswig-Holsteinischer Muschelfischer e.V. Accessed at:

https://fisheries.msc.org/en/fisheries/schleswig-holstein-blue-shell-mussel/@@assessment-documentsets?documentset_name=Public+certification+report&phase_name=Public+certification+report+and+certificate+issue&start_date=2015-12-02&title=Initial+assessment

WWF Germany. 2017. Muschelbaenke in der Unterwasserwelt des Wattenmeeres. Erkenntnisse zu Miesmuscheln im Sublitoral. WWF Deutschland, publisher. 34pp.

Appendices

Appendix 1. Re-scoring evaluation tables

N/A

Appendix 2. Stakeholder submissions

N/A

Appendix 3. Surveillance audit information

Example logbook where bycatch is recorded:

BEILAGE 1 BEIFANG

Fangschiff	Lyk 3				
Datum:	22.06.17				
	Muster				
	1	2	3	4	5
MKB Nr.	58	58			
FACH Nr.	1	1			
Lebende Miesmuscheln	83 %	85%			
Leere Schalen, Steine, Schlick.	17 %	15%			
Seesterne	1 St.	1			
Krebse	1 St.	1			
Andere					
Bitte ein Formular pro Schiff pro Woche ausfüllen					

Appendix 4. Additional detail on conditions/ actions/ results

N/A

Appendix 5. Revised Surveillance Program

The following surveillance program will be followed for the 2nd surveillance audit of this fishery

Table 5.1 : Surveillance level rationale

Year	Surveillance activity	Number of auditors	Rationale
2	<i>Off-site surveillance</i>	2	<i>The information verification needed for the second audit can be obtained remotely.</i>

Table 5.2: Timing of surveillance audit

Year	Anniversary date of certificate	Proposed date of surveillance audit	Rationale
2	<i>October 2018</i>	<i>March 2019</i>	<i>After or concurrent with the next annual Muschelmeeting.</i>

Table 5.3: Fishery Surveillance Program

Surveillance Level	Year 1	Year 2	Year 3	Year 4
<i>Level 2</i>	<i>On-site surveillance audit</i>	<i>Off-site surveillance audit</i>	<i>Off-site surveillance audit</i>	<i>On-site surveillance audit & re-certification site visit.</i>