The CEP/ SC-CAMLR WORKSHOP: An opportunity for enhanced integrated policies in the Antarctic Treaty System

Discussion points submitted by ASOC to the joint CEP/ SC-CAMLR workshop, Baltimore, 3 and 4 April 2009
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Summary

Antarctic marine and terrestrial ecosystems are intimately interconnected. Both CCAMLR and the Protocol of Environmental Protection to the Antarctic Treaty have explicitly adopted an ecosystem approach to the protection and conservation of the environment in the Antarctic Treaty Area and in the Convention area.

The CEP/SC-CAMLR workshop offers an important opportunity to strengthen the relationship between the ATCM and CCAMLR, and enhance the effectiveness of the ATS in protecting the Antarctic environment. A good outcome of this workshop would be for CEP and SC-CAMLR to agree on a short list of priority issues that constitutes a common agenda, in order to provide integrated advice to both the ATCM and CCAMLR, maximize the existing expertise in both CEP and SC-CAMLR, and avoid duplication of efforts. Issues may include Marine Protected Areas; environmental monitoring and reporting of the Antarctic ecosystem; ecosystem-based management of the krill fishery (protection of krill predators); and SC-CAMLR assistance on CEP priorities for environmental protection.

1. Introduction

Antarctic marine and terrestrial ecosystems are intimately interconnected. Antarctic seals, penguins and flying seabirds spend a large portion of their lives on land where they breed, but they forage at sea. All wildlife found in the Antarctic depends on the ocean for food.

Both CCAMLR and the Protocol of Environmental Protection to the Antarctic Treaty have explicitly adopted an ecosystem approach to the protection and conservation of the environment in the Antarctic Treaty Area and in the Convention area. In Article 2 of the Protocol of Environmental Protection to the Antarctic Treaty, the Parties committed themselves to the comprehensive protection of the Antarctic environment and its dependent and associated ecosystems, and have designated Antarctica as a natural reserve, devoted to peace and science. Article 3 of the Protocol established that environmental protection and the protection of the intrinsic value of Antarctica should be fundamental considerations in the planning and conduct of all activities in the Antarctic Treaty Area. Article II of CCAMLR established that the objective of the Convention is the conservation of Antarctic marine living resources, a term that includes rational use which requires that any harvesting and associated activities in the Convention area shall be conducted in accordance with the provisions of the Convention and of several principles of conservation. This implies taking into account all aspects of the ecosystems and all aspects of a species’ life cycle in the development of conservation and management decisions in the Antarctic Treaty Area and in the Convention Area. It also requires the coordination of the different institutions that have jurisdiction over the area encompassed by the Antarctic Treaty and CCAMLR, so as to implement appropriate conservation strategies for the integrated management of land, water and living resources.

Although CCAMLR and the Protocol are legally distinct instruments, they are both integral components of the same system (the Antarctic Treaty System) and apply to overlapping spatial jurisdictions. The Antarctic Treaty Consultative Parties conceived CCAMLR to address the conservation of Antarctic marine living resources, responding to a mandate of the Antarctic Treaty to its Contracting Parties to take measures in this respect. This shared history and numerous statements of their special responsibilities for the Antarctic region require ATS institutions to offer integrated policy solutions to ensure the everlasting protection of the Antarctic ecosystem.

1 Art. IX.1 (f) of the Antarctic Treaty, as quoted in the preamble of CCAMLR.
2. Suggested specific issues to be considered by the workshop

In addition to the issues presented in Appendix 1, ASOC would like to highlight the following areas of work between CEP and SC-CCAMLR:

**Marine Protected Areas**

Recognizing the joint responsibilities and the separate competencies of the ATCM and CCAMLR to designate protected areas, an agreement should be reached at this workshop to reaffirm ATCM Decision 9 (2005), and to outline the process and timelines under which CEP and SC-CCAMLR will work cooperatively towards the site selection and designation of MPAs in the Southern Ocean. This agreement should also recognize that the ATCM (advised by the CEP) has equivalent opportunities to recommend and move forward MPA proposals. Specifically, the CEP has competency over issues concerning non-fishing related threats, and over any other relevant environmental issue to the marine environment in the Antarctic Treaty Area including species and ecosystems that depend on a healthy marine environment.

CCAMLR’s process on site selection involving bioregionalisation and systematic conservation planning should be fast-tracked and inform steps taken by both CCAMLR members and ATCPs within the CEP context towards site selection proposals. The 11 priority areas identified by CCAMLR provide an initial focal point for both bodies to act quickly on the development of MPA proposals. A domains analysis (SEGF) to the existing system of protected areas, as mandated by Art. 3 of Annex V of the Protocol would be a useful undertaking in support of this process.

Finally, discussions between the CEP and SC-CCAMLR on this issue should take account of the value of MPAs as one of the best tools to build resilience and adaptation capability into Antarctic ecosystems in the face of a warming climate.

**Environmental monitoring and reporting of the Antarctic ecosystem**

According to article 3.2.e) of the Environment Protocol, “regular and effective monitoring shall take place to facilitate early detection of the possible unforeseen effects of activities carried on within and outside the Antarctic Treaty area on the Antarctic environment and dependent and associated ecosystems”. The issue of environmental monitoring has been the subject of CEP attention over several meetings and Intersessional Contact Groups. However, progress has been greater in terms of developing monitoring tools rather than in using them in a coordinated manner. Most monitoring is usually undertaken by individual Parties.

At ATCM XXX in 2007, Resolution 3 (2007) was adopted, underlining the need for more monitoring in Antarctica. The Resolution urged national Antarctic programs to maintain and extend long-term scientific monitoring of the Antarctic environment, and to contribute to a coordinated Antarctic observing system network initiated during the IPY in cooperation with SCAR, CCAMLR, WMO, GEO and other appropriate international bodies.

CCAMLR has an ecosystem monitoring program in place (CEMP), which has provided over two decades of data on predator, environmental and prey (krill) parameters. Particularly, CCAMLR’s experience in selecting indicators, agreeing on monitoring parameters and centralizing and analyzing CEMP data, can be very useful in the development of a coordinated Antarctic observing system network.

This workshop offers an excellent opportunity to coordinate monitoring efforts. Especially, CEP and SC-CCAMLR should jointly reflect on current monitoring capacity within the ATS CEP and how monitoring programs could be improved to inform management decisions. For example, CEMP should be expanded and improved in order to provide monitoring data as needed to develop feedback management options for the krill fishery. In any case, an enhanced CEMP would also provide useful data for the work of the CEP.
**Ecosystem-based management of the krill fishery (protection of krill predators)**

The krill fishery targets a key forage species in Antarctica and therefore affects a significant area of the marine ecosystem that ATCPs have pledged to protect. In addition, the krill fishery occurs in overlap with the foraging ranges of local krill predators that are protected under Annex II of the Protocol.

At the eleventh meeting of the CEP (Kiev, June 2008), concern was expressed about potential increases in krill exploitation and its possible effects on the rest of the food web, especially on species of interest to the CEP under Annex II. CCAMLR is taking steps towards developing measures to protect krill predators from the effects of krill fishing. However, these measures should be gauged and applied to effective management of the fishery so that detrimental changes in the distribution, abundance or productivity of predator populations are prevented, especially in the face of climate change and a fishery in expansion.

This workshop represents an excellent opportunity for the CEP to gain a closer understanding of the management of the krill fishery, which will help develop the capacity to analyze different threats to krill predators in Antarctica in order to provide recommendations to the ATCM on how to protect them.

**CEP priorities for environmental protection**

Appendix I contains the Provisional Five-Year Work plan for the CEP and highlights opportunities in which SC-CAMLR could assist with work on the priorities agreed by the CEP, for instance by providing technical expertise on monitoring the marine environment. In addition, the CEP could use the prioritization exercise to identify areas or issues in which it could advise the SC-CAMLR with regards to the protection of the marine environment.

3. Closing remarks

The CEP/SC-CAMLR workshop offers an important opportunity to strengthen the relationship between the ATCM and CCAMLR, and enhance the effectiveness of the ATS in protecting the Antarctic environment. A good outcome of this workshop would be for CEP and SC-CAMLR to agree on a short list of priority issues that constitutes a common agenda, and a timeline for joint work, in order to provide integrated advice to both the ATCM and CCAMLR. That approach will maximize the existing expertise in both CEP and SC-CAMLR, and avoid duplication of efforts.

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2 See Art. 3.2, b (iv) of the Environment Protocol.
## Appendix 1 - Provisional five-year work plan for the CEP and opportunities for assistance from SC-CAMLR

Columns 1 - 4 are from the original CEP provisional five-year work plan. Column 5 has been added to consider the possible assistance of SC-CAMLR.

<table>
<thead>
<tr>
<th>No.</th>
<th>Issue / Environmental Pressure</th>
<th>Provisional Priority for CEP</th>
<th>Possible CEP Actions</th>
<th>Could SC-CAMLR assist the CEP in implementing these actions?</th>
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</table>
| 1   | Introduction of non-native species | High | 1. Review Workshop recommendations.  
2. Develop practical guidelines / standards / norms for all Antarctic operators.  
3. Establish a database of non-native species occurrences in Antarctica.  
4. Review / endorse SCAR's RiSCC guidelines. | Yes. CCAMLR could assist with developing monitoring programs.  
In addition, CCAMLR has just adopted Resolution 28/XXVII on Ballast Water Exchange in order to minimize the potential for invasive marine organisms to be transported into the Convention Area by fishing vessels. |
| 2   | Tourism and NGO activities | High | 1. Provide advice to ATCM as requested. | Yes. CCAMLR could be able to assist with developing programs to monitor the status of populations of penguins, flying seabirds and seals (especially in regards to breeding sites) |
| 3   | Global Pressure: Climate change | High | 1. SCAR currently undertaking a Review of Antarctic Climate and Environment. | Yes. SC-CAMLR has committed to develop work towards providing specific advise on appropriate responses to climate change, including the development of indicators of climate change impact (see para 7.10-7.16 of SC-CAMLR Report 2008) |
| 4   | Global Pressure: Pollution | High | 1. Maintain a watching brief on pollution monitoring | Yes. CEP should provide information to CCAMLR on data obtained from pollution monitoring.  
Potential pollution from fishing vessels should be considered jointly by CEP and CCAMLR⁴ |
| 5   | Processing new and revised protected / managed area management plans | High | 1. Refine the process for reviewing new and revised management plans.  
2. Update existing guidelines. | Yes. See comments about MPAs in body of this document. |
| 6   | Marine protected areas | High | 1. Cooperate with CCAMLR on Southern Ocean bioregionalisation. | Yes. See comments about MPAs in body of this document. |

³ Order of priority in CEP list.  
⁴ Including education and enforcement of existing garbage pollution provisions (under Annex IV of the Environmental Protocol and under Annex V of MARPOL).
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| 7   | Operation of the CEP and Strategic Planning | High | 1. Keep the 5 year plan up to date based on changing circumstances and ATCM requirements.  
2. Identify opportunities for improving the effectiveness of the CEP.  
3. Consider long-term objectives for Antarctica (50-100 years time) | Yes. Strategic considerations should be built in regards to the protection of the marine environment, including the process of developing MPAs. |
| 8   | Human footprint / wilderness management | Medium / high | 1. Develop an agreed understanding of the terms “footprint” and "wilderness". | Yes. Particularly with regards to the marine components of the Antarctic wilderness and the footprint of fisheries |
| 9   | Maintain the list of Historic Sites and Monuments | Medium / high | 1. Maintain the list and consider new proposals as they arise. | No |
| 10  | Monitoring and state of the environment reporting | Medium / high | 1. Identify key indicators of human impacts.  
2. Establish a process for reporting to the ATCM | Yes. See section above on this matter. |
| 11  | Exchange of Information | Medium / high | Assign to the Secretariat | No |
| 12  | Biodiversity loss | Medium / high | 1. Maintain awareness of threats to existing biodiversity. | Yes. Especially, in relation to threats derived from fishing |
| 13  | Site specific guidelines for tourist-visited sites | Medium | 1. Review site specific guidelines as required.  
2. Provide advice to ATCM as required. | No |
| 14  | Implementing and improving the EIA provisions of Annex I | Medium | 1. Refine the process for considering CEEs and advising the ATCM accordingly.  
2. Develop guidelines for assessing cumulative impacts.  
3. Keep the EIA Guidelines under review.  
4. Consider application of strategic environmental assessment in Antarctica. | Yes. It would be important that activities at sea were covered by EIA to a greater extent than hitherto. SC-CAMLR may assist with conceptualizing the assessment and monitoring of cumulative impacts. |
<p>| 15  | Specially protected species | Medium | 1. Consider listing / delisting proposals as they come forward. | Yes. CCAMLR should provide information on the status of populations of SPS as needed |
| 16  | Overview of the protected areas system / SEGF | Medium | 1. Apply the domains analysis (SEGF) to the existing system – undertake a gap analysis. | Yes. Include the marine environment as part of this analysis, complementing as required bioregionalisation work for the establishment of MPAs. |
| 17  | Emergency response action and contingency planning | Medium | To be determined | Yes. In relation to emergencies involving fishing vessels |</p>
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<td>18</td>
<td>Updating the Protocol and reviewing Annexes</td>
<td>Medium</td>
<td>1. Complete review of Annex II (currently with the ATCM). 2. Prepare a prioritized timetable for the review of the remaining annexes.</td>
<td>No</td>
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<tr>
<td>19</td>
<td>Inspections (Article 14 of the Protocol)</td>
<td>Medium</td>
<td>1. Review inspection reports as required. 2. Review environmental component of inspection checklists as required.</td>
<td>No</td>
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<tr>
<td>20</td>
<td>Shipping Guidelines</td>
<td>Low / medium</td>
<td>1. Guidelines already approved by the ATCM. May need reviewing in due course.</td>
<td>Yes. CCAMLR should be involved in this process as it relates to fishing vessels ASOC believes that shipping guidelines should be applicable to all vessels in Antarctic waters.</td>
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<tr>
<td>21</td>
<td>Ballast water guidelines</td>
<td>Low / medium</td>
<td>1. Develop best-practice guidelines for energy management at stations and bases.</td>
<td>Yes. See point 1, above in relation to Resolution 28/XXVII on Ballast Water Exchange</td>
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<tr>
<td>22</td>
<td>Energy management</td>
<td>Low / medium</td>
<td>1. Review current examples and identify opportunities for greater education and outreach.</td>
<td>No</td>
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<td>23</td>
<td>Outreach and education</td>
<td>Low / medium</td>
<td>1. Develop guidelines for use of noise-emitting devices. 2. Maintain a watching brief on the issue.</td>
<td>Yes. SC-CAMLR could also be involved in this process</td>
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<tr>
<td>24</td>
<td>Marine acoustics</td>
<td>Low</td>
<td>1. Establish Antarctic-wide inventory of sites of past activity. 2. Develop guidelines for best practice approach to clean up.</td>
<td>Yes. In as much as it refers to waste produced by fishing vessels.</td>
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During the process of developing the CEP’s provisional five-year work plan ASOC has noted that the fact that an issue may be of low priority for the CEP as a whole does not imply that it lacks importance for individual Parties, which may have to be proactive in addressing those issues in order to comply with their obligations under the Protocol.