



Proposed Fisheries Management Plan for king scallops in English and Welsh Waters

Date: July 2023

Version: public consultation



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Executive summary

Context

English and Welsh waters have some of the best wild sea-fish stocks in the world. Our governments are committed to working with stakeholders to ensure an effective and collaborative transition to sustainable management of king scallop stocks. The FMP will set out management proposals and frameworks that will be underpinned by the objective of the Joint Fisheries Statement (JFS)¹ to deliver sustainable stocks, a healthy marine environment and support a vibrant and profitable fishing sector.

Sustainable management of fisheries requires appropriate management of harvesting to protect our diverse stocks. Fisheries Management Plans (FMPs) are the flagship policy for improving the management of our fisheries. They are a central requirement of the Fisheries Act 2020² and provide a tool for managing fishing activity to give more sustainable fisheries and driving progress towards this goal.

This FMP has been developed by the Scallop Industry Consultation Group Working Group (SICGWG) on behalf of Defra and the Welsh Government. Feedback from the wider Scallop Industry Consultation Group (SICG) and stakeholder engagement events, as well as the evidence gathered in this plan, has demonstrated a need for better management of our king scallop (pecten maximus) fisheries. The aim of this FMP is to contribute to sustainable and well managed king scallop fisheries in England and Wales.

What is an FMP?

An FMP is an evidence-based action plan that charts a course to maintaining or restoring sustainable fish stocks. An FMP sets out goals for the target fishery (or fisheries), together with the policies and management interventions necessary to achieve these goals. Defra and Welsh Government will use FMPs to address environmental, social and economic issues associated with our fisheries, significantly enhancing our ecosystem-based approach to fisheries management. Plans will be regularly reviewed and updated to ensure they respond to new evidence and practical experience to remain effective.

¹ Joint_Fisheries_Statement_JFS_2022_Final.pdf (publishing.service.gov.uk)

² Fisheries Act 2020 (legislation.gov.uk)

Why an FMP for king scallops?

King scallops have been prioritised due to the stock's vulnerability to over-exploitation, the economic value of the fishery and a lack of evidence to assess and monitor the state of the stock properly. King scallop fisheries contribute culturally, socially, and economically to coastal communities through employment and recreational fishing interests. Additional management action is therefore needed to ensure scallop fishing is sustainable by conserving the stock to secure their future and the future of the industry that depend on them.

Stock assessments of king scallops have taken place since 2016. Further data is required to supplement the existing stock assessments to estimate the available biomass accurately for sustainable fishing.

This FMP combines a long-term vision to achieve maximum sustainable yield (MSY) or a similar proxy which reflects the health of the stock. Management measures are required to reach and maintain this goal. This plan brings together existing measures for king scallops and all available science and evidence. The plan highlights where evidence gaps exist and what is required to fill those gaps to enable the necessary protection for stocks now and in the long term.

Fishing for king scallops has an impact on the environment, particularly the seabed. This FMP includes objectives to ensure that the environmental impacts associated with king scallop fishing are understood and where king scallop dredge fisheries are considered to have an adverse impact on the marine environment, action is taken to avoid, remedy or mitigate such impacts.

Current management

Scallops are non-quota stocks which are currently not subject to catch limits. King scallop fisheries already have a range of management measures in place to protect stocks and the environment. Current management in England and Wales is applied at national, regional, and local levels through fisheries licensing³, legislation and byelaws. These measures include technical gear specifications, Minimum Conservation Reference Sizes (MCRS), king scallop licences or permits with conditions, seasonal closures to protect spawning stocks, closures to protect seabed features and days at sea fishing limits for vessels of 15m and over in length fishing in certain areas - referred to as the Western Waters effort regime. The majority of king scallops are caught using

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³ Understand your fishing vessel licence - GOV.UK (www.gov.uk)

spring-loaded dredges which are towed along the seabed; other methods include hand gathering by diving and in beam trawls, where scallops are mostly caught as bycatch.

Key goals

During the development of the FMP, there was consensus that a 'one size fits all' approach is not appropriate for king scallop fisheries due to the fleet's variation, for example, smaller boats working in specific local areas, compared to larger nomadic vessels fishing around the coast. Regional based management is therefore needed, together with improved species and fisheries data to ensure long-term sustainability. This also fits in with the devolved nature of fisheries management.

This FMP identifies the following actions:

Improving the evidence base:

• The king scallop evidence and research plan describes the available evidence, evidence gaps and how gaps could be addressed to improve management. The need for improvements in stock assessment methodologies, indicators and reference points are highlighted for all stocks. The aim of the research plan is to build on existing research and data for king scallops allowing management to be driven by stock dependent harvest strategies, reliable stock assessments and a consistent ongoing data collection and research programme.

Initial management measures:

• This FMP sets out measures to be implemented in the short-term to address sustainability concerns in line with the precautionary objective in the Fisheries Act 2020. The proposals include seeking opportunities for strengthening existing measures, such as extending the scope of seasonal and area-based closures to increase stock protection and, if beneficial, to localised sustainability and management, broad alignment of measures where is it appropriate, such as gear requirements, to avoid unnecessary differences in measures applying across management borders.

Longer term management measures:

 As the evidence base and monitoring of management effectiveness improves, targeted management measures may be developed. Proposed actions include

exploring and developing science-based output controls⁴, which would limit the proportion of stock that can be removed, and/or input control⁵ measures which would limit fishing effort. This will then inform consultations on proposals for the implementation of new king scallop fisheries management measures. The process of developing and implementing more targeted measures will be iterative and adapt to the outcomes of reviews, such as on the current days at sea fishing limits regime.

Wider issues and environmental impacts

In addition to the ecosystem objective and climate change objective in the Fisheries Act 2020, all FMPs are subject to legal obligations for environmental protection arising from the Habitats Regulations 2017, Marine and Coastal Access Act 2009, UK Marine Strategy Regulations 2010, and the Environmental Principles policy statement for the Environment Act 2021.

As set out in the environmental report that accompanies this FMP - the King Scallop FMP includes objectives to ensure environmental impacts associated with king scallop fishing are understood and where king scallop dredge fisheries are considered to have an adverse impact on the marine environment, action is taken to avoid, remedy or mitigate such impacts. The king scallop dredge fishery poses three environmental risks: a) risk to seafloor integrity, b) bycatch of sensitive species and c) litter from fishing gear. Based on current evidence, bycatch of sensitive species and litter from fishing gear are considered low risk while seafloor integrity is perceived to be the higher risk issue.

Working with stakeholders, Defra will consider the evidence and then develop further recommendations on the potential effects of fishing activities (alongside other activities) on seafloor integrity and the state of benthic habitats, including contributing to the implementation and coordination of the Benthic Impact Working Group. This work will consider the issues at a strategic level and within the context of ongoing changes in marine spatial use and environmental protection to achieve the objective of Good Environmental Status under the UK Marine Strategy.

⁴ Output controls are direct limits on the volume of fish coming out of a fishery and can include the tonnage of fish/shellfish or the number of fish/shellfish that may be caught from a fishery in a period of time such as total allowable catches. FAO ibid.

⁵ Input controls are fisheries management measures that restrict the number and size of fishing vessels (fishing capacity controls), the amount of time fishing vessels are allowed to fish (vessel usage controls) or the product of capacity and usage (fishing effort controls). "A Fishery Managers Guidebook - Management Measures and their Application." FAO Fisheries Technical Paper 424.

Implementation and monitoring

The actions and measures contained within this FMP will undergo an implementation phase where appropriate mechanisms will be required to deliver them. Such mechanisms could include voluntary measures, license conditions, national and regional byelaws, and statutory instruments.

The King Scallop FMP must be reviewed when appropriate and at least every six years. This formal review will assess how the FMP has performed in terms of delivering against the objectives of the Act.

To conclude

This FMP has been prepared to meet the requirements set out in the Fisheries Act 2020 and confirms the obligation set out in section 6(5) of the Act.

This FMP has collated existing management measures and available science and evidence to assess the status of our scallop stocks and determine a sustainable level of exploitation. While existing management measures are contributing positively to stocks in some areas, this is not true across all stock areas, as demonstrated by stock assessments that estimate some scallop stocks are being fished above MSY. The FMP highlights where knowledge and evidence gaps exist to establish sustainable king scallop fisheries. The management objectives and associated evidence and research plan guide those seeking to fill the gaps over time. The proposed management interventions seek to apply a precautionary approach to managing fishing whilst our evidence improves.

Foreword

The king scallop FMP aims to deliver "A thriving and profitable industry that uses natural resources sustainably, acknowledging its responsibilities for stewardship of valuable king scallop fisheries in English and Welsh waters, the wider ecosystem on which king scallop depend and other fishing interactions".

To achieve this vision, the entire seafood sector (from net to plate), including fishery managers will need to work collaboratively and embrace new technologies to inform collective decision-making and reduce impacts on the wider environment.

This draft FMP, for the long-term management of king scallops, is the product of a collaboration between fisheries policy authorities, statutory environment agencies and representatives from the king scallop industry (catchers and processors) via the SICGWG. This plan is applicable to all commercial removals of king scallop by fishing vessels in English and Welsh waters. The SICGWG was established as a collaborative management group and members have been strong advocates for a co-management approach to scallop fisheries, taking the lead in developing aims and objectives to move towards co-management of the fisheries. The King Scallop FMP is another key step on this journey towards a co-management approach. Further iterations of the FMP, combined with evolving ways of collaborative working, will secure a sustainable future for king scallops and the industries associated with these fisheries.

FMPs combine a long-term vision to achieve MSY with clear measures required to reach and maintain this goal. Management measures and data providing evidence of implementation and compliance currently exists in a piecemeal form. This leaves the fishery vulnerable, with implied risks of over-exploitation, with gaps in understanding some of the impacts on the wider marine environment. For the first time the complete portfolio of existing management measures for king scallops is brought together in one plan, with all available science and evidence, and highlights where gaps exist and what is required to fill those gaps and provide the necessary protection for stocks now and in the long term.

There are 7 accompanying documents that support the King Scallop FMP:

- Annex 1: King scallop Evidence Statement details the current available information on the fishery in English and Welsh waters
- Annex 2: King scallop Evidence and Research Plan (ERP) details the approach to secure the evidence required to support the plan and deliver on the FMP objectives

- Annex 3: King scallop FMP Stakeholder Engagement Report presents a summary of the stakeholder feedback on the proposed objectives and measures that was collected during a series of engagement events held in late 2022
- Annex 4: King scallop FMP Additional Welsh Stakeholder Engagement Report presents a summary of the stakeholder feedback on the proposed objectives and measures that was collected by early in 2023
- Annex 5: Legislative context and governance
- Annex 6: Current management
- Annex 7: Environmental considerations

King Scallop Fisheries Management Plan for English and Welsh waters

Context

The King Scallop FMP has been prepared for the purpose of meeting the requirements set out in the Fisheries Act 2020. This statement confirms the obligation set out in section 6(5) of the Act.

<u>The Joint Fisheries Statement (JFS)</u>, published in November 2022 sets out further details of the policies the Fisheries Authorities will follow to achieve or contribute to achieving the eight fisheries objectives in the Act. It includes a list of FMPs, setting out the lead authority for each FMP, the stocks covered and timescales for publication.

In addition to meeting the requirements of the Fisheries Act, the plan also supports the implementation of wider commitments on protecting the marine environment, restoring biodiversity, and addressing climate change.

Further details on the requirements of the Fisheries Act and wider commitments and how these are met in this plan are set out in Annex 5.

The issue of increasing spatial pressures and the challenges it can pose to fisheries, including where relevant any social, economic and environmental implications resulting from possible displacement need to be considered. The UK Government has established a Marine Spatial Prioritisation programme to help support a more strategic approach to managing future pressures in English waters. The programme will engage with stakeholders and evaluate existing and emerging evidence to understand future demands and determine the best way of managing them. Outputs from the programme will inform the implementation phase and subsequent reviews of the FMP, as well as Defra's approach to marine planning.

Long-term goal

The long-term goal of this plan is to ensure future management restores and maintains king scallop stocks at or above MSY or a similar proxy. This FMP will also consider evidence of the impacts the fishery has on the marine environment and will set out actions to improve future management. This FMP will also identify evidence gaps and how these could be addressed over the next 6 years.

The Fisheries Act 2020 includes a 'precautionary objective' where the absence of scientific evidence is not used to prevent the implementation of management measures.

The precautionary approach must give consideration to undesirable outcomes and provide contingencies to avoid or mitigate such outcomes. Further detail around the precautionary approach can be found in Annex 5.

Although this FMP will adopt an evidence-based approach, with management measures developed and implemented based on the best available evidence, the FMP will also identify evidence gaps and detail how these will be addressed. An Evidence and Research Plan (ERP), to support the delivery of the FMP, is at Annex 2.

Development of the FMP

The development of this FMP has been delivered on behalf of Defra and the Welsh Government through the SICGWG. This group brings together industry, regulators, policy makers and researchers to work towards delivering the goals of the FMP.

Further information on the process, along with the roles and responsibilities of key groups engaged with the king scallop FMP can be found in Annex 5.

Seafish, on behalf of the SICGWG, developed a series of engagement events to engage interested stakeholders more widely, to inform the development of the FMP. Further details on stakeholder engagement can be found in Annexes 3 and 5.

The Welsh Government carried out further engagement in Wales to ensure all fishers had the opportunity to comment on the objectives and management proposals. A summary of this engagement can be found in Annex 4.

Scope of the King Scallop FMP and status of the scallop fishery

Species

This FMP applies to king scallop (Pecten maximus) fisheries in English and Welsh waters. This includes any activity from any vessel fishing in English and Welsh waters. Any measures adopted in accordance with this plan must be consistent with the requirements of the EU-UK Trade and Cooperation Agreement (TCA) including, in

particular Article 496⁶, and any relevant decisions made via the Specialised Committee for Fisheries (SCF) such as the adoption of any multi-year strategies (MYSts) for shared non-quota stocks.

Description of the fishery

King scallops are a coastal species that prefer mixed sediments consisting of muddy sand, sandy gravel, or gravel. The king scallop fisheries covered by this FMP occur in ICES areas 4b and c (North Sea), 7a (Irish Sea) and 7d-h (English Channel and Celtic Sea).

The king scallop fishery is primarily targeted by over 10m vessels, primarily fishing using dredges. Reported landings by over 10m vessels increased between 2016-2019, with 2017-2019 remaining stable, followed by a drop of approximately 8% from 2019-2020. Landings from under 10m vessels suggest a gradual decline across the same sixyear period with the exception of 2017.

King scallops are also fished by commercial and recreational hand divers in English waters. However, data on hand diving in England is limited and this is considered an area that the FMP will look to address. Further information on the fishery and fleet characteristics, including fishing gears used, can be found in the accompanying evidence statement at Annex 1.

Current status of the fishery

The evidence to support the development of the King Scallop FMP is obtained from annual stock assessments that have been carried out by Cefas since 2017. The latest Welsh annual stock assessment was published in 2019.

Scallop stock assessments pertinent to the English Channel, the Celtic Sea and North Sea are undertaken unilaterally by France and England on their own data holdings. The results of these assessments are presented to the ICES scallop working group. However, as of 2022, no ICES stock assessments are being undertaken for king scallop stocks in UK waters.

⁶ Article 496 of the TCA requires that fisheries management interventions are evidenced based, are proportionate and are non-discriminatory to either party.

Assessments estimate that some scallop stocks are being fished above MSY. In addition to the proposals included within this FMP to ensure stocks are being fished more sustainably, work is ongoing to improve the data which feeds into stock assessments such as improved understanding of the efficiency of fishing gear, optimal stock unit delineation and how these factors affect assessment of stock status in relation to reference points. The status of king scallop stock in Wales remains unknown. However, with a longer time series of data now available, ongoing work by Bangor University is investigating whether assessment models can be developed further.

Further information on stock assessments, data collection and identified evidence gaps can be found in the accompanying evidence statement at Annex 1.

Current fishery management

Aims of fisheries management

Our king scallop fisheries are currently regulated by a range of management measures (see Annex 6) including MCRS, technical measures, closed seasons and the Western Waters effort regime, limiting the number of days at sea and effort on king scallop fisheries in certain areas.

The current management measures provide a good foundation which this FMP will build upon to ensure future king scallop fishery management is effective and helps to achieve the FMP goals.

Description of Fishery Management Plan Objectives

What is the aim of the FMP?

To contribute to sustainable and well managed English and Welsh king scallop fisheries.

What needs to be done to achieve this?

The following objectives are at the heart of the king scallop FMP:

Objective 1: Deliver biological, social and economic sustainability

- Objective 2: Deliver effective management of all English and Welsh fisheries applicable to all king scallop removals from all methods and the management measures in place will apply to all vessels fishing in English and Welsh waters;
- Objective 3: Deliver effective management that contributes to ecosystem functionality.

King scallop specific management objectives

The king scallop objectives for fisheries in English and Welsh waters are described in the table below. The table sets out the rationale for each objective, the activities that will help deliver it, and how it links to objectives in the Fisheries Act 2020. Some FMP objectives go beyond the Fisheries Act 2020 and align to wider legislative and policy commitments. These objectives reflect the industry priorities and the desire to deliver environmentally sustainable shellfish fisheries which continue to deliver socio-economic benefits to communities and the wider supply chain.

These objectives are designed to address key fisheries management issues facing king scallop fisheries in English and Welsh waters. The management objectives for king scallop fisheries were developed collaboratively with the SICGWG and reflect feedback received during the stakeholder engagement events. The evidence and research plan has been prepared which sets out how the evidence requirements to support delivery of these objectives will be met. The evidence and research plan can be found in Annex 2.

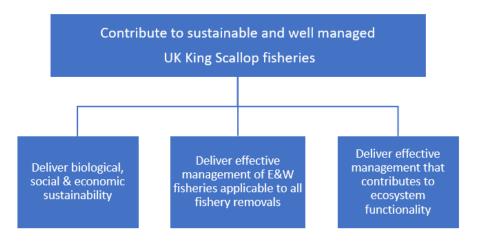


Figure 1 – Flowchart showing the overarching goals the King Scallop FMP objectives will help to achieve

Management Objectives

King Scallop Objectives

These are the objectives that relate specifically to the management of king scallop fisheries in English and Welsh waters and are focused on the data collection, assessment and in turn management requirements of these fisheries. They are also focused on climate change adaptation/mitigation and ensuring that the environmental impacts associated with scallop fishing are understood. Where these fisheries are considered to have an adverse impact on the marine environment, objectives are identified to avoid, remedy, or mitigate such impact.

Responsibility for delivery of these objectives, once actions are agreed, will sit across industry groups, fisheries authorities and government and will need to be prioritised to support the phased approach of FMPs progress towards meeting the Fisheries Act objectives.

 Table 1 - King scallop species specific objectives

FMP Objective	Rationale	Actions	Link to Fisheries Act 2020 Objectives
1. Develop a science evidence base to inform the development of harvest strategies and harvest control rules for individual scallop stocks	Provision of better data allows for improved fisheries management as scientists, regulators, management community and industry have access to the information they need to make evidence-based decisions. Better data moves us away from precautionary management. This will support the sustainability objective outlined in the Fisheries Act 2020	Support long-term time series of data suitable for sustainable fishery management, developed in partnership with, and trusted by, stakeholders Explore potential funding packages to support ongoing stock assessments, through a combination of industry (through an industry science levy), government and other funding streams Identify key information gaps and evidence requirements e.g. larval settlement areas and larval connectivity to other stock areas Develop and agree an Evidence Research Plan (ERP) to fill current gaps in evidence base Encourage and support review of UK stock boundaries based on biological evidence Encourage further investment in development of evidence bases required to take appropriate management decisions	Scientific objective

FMP Objective	Rationale	Actions	Link to Fisheries Act 2020 Objectives
		Encourage and support establishment of biological and fishing mortality reference points for UK scallop stocks where this is not already established Seek more evidence of the wider impact the king scallop fishery has on the wider marine environment, including the benthic habitats to work towards mitigating the risk to seafloor integrity and achieving GES	
2. Develop Harvest Strategies and Harvest Control Rules (HCRs) to ensure fishing effort is responsive to status of stocks by developing appropriate fisheries management measures	Aligning fishing effort with stock status is fundamental to sustainable fisheries management by ensuring that pressure on a stock does not exceed the ability of the stock to regenerate	Develop fisheries management measures responsive to signals/ trends in stock levels (stock-based management) Consider one or more of the following: A management framework based on: Input controls Output controls Management measures to complement the framework: Area based closures e.g., to protect spawning stocks, and/ or seabed during settlement phase Where there are benefits (environmental, social or economic) to doing so, broad	Sustainability objective, scientific evidence objective, ecosystem objective, precautionary objective, equal access objective, bycatch objective, national

FMP Objective	Rationale	Actions	Link to Fisheries Act 2020 Objectives
		alignment of measures should be considered, applying across management borders where appropriate Development of limit and target reference points by stock is seen as a key need to deliver sustainable fisheries management	benefit objective
3. Avoid the risk of overfishing while establishing the necessary conditions to allow effective management measures (harvest control rules) to be developed and introduced.	Assess fishing effort (including latent capacity) on stock sustainability and if necessary, recommend appropriate measures to manage effort	Assess the likely impact of fishing effort (including latent capacity) on fishing pressure and stock sustainability and consider measures to manage the risk of increased fishing pressure on stock sustainability Consider one, or more of the following: Introduce appropriate regulation of under 15m scallop sector Currently no regulatory barrier to growth for <10m sector and limited regulatory barrier to growth for <15m sector (despite largest expansion seen to date in 10-15m sector). There is the potential for unexpected growth from the <15m sector to undermine future management decisions.	Sustainability objective, ecosystem objective, precautionary objective, equal access objective

FMP Objective	Rationale	Actions	Link to Fisheries Act 2020 Objectives
		 Consider whether a 'freeze' on latent >10m scallop permits is required and the appropriate method/ criteria that could be applied - including an established approach for releasing 'frozen' entitlements if scientific evidence supports this Develop specific caveats to ensure that genuine new entrants are not prevented from entering fishery Encourage all UK administrations to periodically review latent capacity across UK fleet 	
4. To seek opportunities for the broad alignment of measures (where appropriate) such as gear requirements, to safeguard stocks and avoid unnecessary differences in measures	Reduce financial burdens on the industry as well as reducing further displacement of effort which impacts remaining accessible scallop stocks.	Define clear roles and responsibilities for delivering all nations FMPs to ensure coordinated approach around the UK where appropriate Assess the benefits (environmental, social or economic) of broadly aligning management approaches/measures Promote effective engagement with all fisheries policy authorities through respective management groups Review of existing measures to take place across all areas	Equal access objective

FMP Objective	Rationale	Actions	Link to Fisheries Act 2020 Objectives
applying across administrative management borders.		Spatial planning process developed to take account of accessible scallop stocks	
5. Assess the interactions with the marine environment and potential impacts associated with scallop fisheries and develop an action plan setting out appropriate measures to reduce damaging impacts.	Improved understanding of the wider environmental interactions of scallop fishing activities, in particular the footprint of the fishery, allows for more sustainable management, supporting the achievement of GES, adoption of best practice, and improved industry reputation.	Improve understanding of the impact that UK king scallop vessels have on the marine environment (including seabed, food webs, other commercial species, Blue Carbon, CO2 emissions) through collaborate studies Identify barriers and workable solutions to reduce the environmental footprint of the scallop sector whilst also considering economic sustainability. Continue steps towards stewardship, over the longer term, to ensure compliance of the UK Marine Strategy and follow MPA and HMPA management measures Develop a plan to provide combined spatial data to support evidence based MPA/ecosystem management for all sectors (acknowledging potential confidentiality issues)	Ecosystem objective, scientific evidence objective, precautionary objective, sustainability objective

FMP Objective	Rationale	Actions	Link to Fisheries Act 2020 Objectives
6. Explore ways to address gear and other inefficiencies that currently exist within king scallop fisheries in order to reduce environmental impacts.	Current technical specifications for scalloping gears are specified in national and local regulations. This inflexibility has been sighted as a key barrier preventing industry and the research community from exploring ways of reducing environmental impacts and Co2 emissions in their commercial fishing operations and research studies.	Review current technical measures and overarching policies (e.g., licensing) which impact the king scallop industry Identify key constraints in current rules that impede innovation for environmental improvements within UK scallop industry Explore changes which support innovation which leads to more environmentally sustainable practises, reducing environmental impacts on the seabed, fishing times, fishery footprint and CO2 emissions while also considering the economic viability of the scallop sector Facilitate the development of alternative scallop gears to reduce environmental impacts on the marine environment including supporting the use of dispensations for academic studies to build evidence on their effectiveness Consider hand in hand with suitable controls to prevent over exploitation of stocks with more efficient gear operating within a sustainable and well managed harvest strategy	Climate change objective, ecosystem objective, bycatch objective

FMP Objective	Rationale	Actions	Link to Fisheries Act 2020 Objectives
7. Explore the impacts of changes in marine spatial use, including the potential impact of nomadic larger UK scallop vessels, on the UK scallop fisheries from an environmental, economic and social perspective	Increased displacement of scallop effort as a result of the highly nomadic nature of the larger UK scallop vessels, loss of fishing grounds due to renewables, fisheries regulations, MPA and where applicable, Highly protected Marine Areas (HPMA) management measures, gear conflict, TCA tonnages, negatively impacts remaining accessible stocks. Maintaining constructive engagement and communications between UK scallop sector and other	Potential actions to be further explored by authorities working with SICG, devolved management groups and wider stakeholders: Undertake a desk-based review of current and proposed future marine space use Ensure outputs of the king scallop FMP feed into the cross-Government Marine Spatial Prioritisation (MSP) Programme to link to current and proposed future marine space use in English Waters Encourage proactive and inclusive engagement with king scallop sector when developing management measures within MPAs or HPMAs, offshore renewables Identify and address evidence gaps to ensure the scallop sector has the appropriate data, evidence, narrative and means of engaging with regulators and potential marine users on marine spatial planning (feeding into the MSP programme in England) and access issues (linked to FMP research plan)	Ecosystem objective, sustainability objective, climate change objective

FMP Objective	Rationale	Actions	Link to Fisheries Act 2020 Objectives
	potential marine users ensures the overall impacts (economic, environment and social) of displaced scallop fishing is limited	Improve understanding of engagement options to ensure the king scallop sector can provide input on spatial issues Develop a plan to provide amalgamated spatial data to support MPA/ ecosystem management for all sectors e.g., Remote Electronic Monitoring (REM) (acknowledging potential confidentiality issues) Address changes in marine spatial use by using available information on current patterns of scallop fishing activity, identify and pilot 'scallop fishing areas', legislative drivers of competition for marine space, and opportunities for minimising spatial conflict with other fishing sectors and environmental designations In order to avoid gear conflict with other fishing sectors, establish and maintain good communication with static gear sector; develop good practise code for avoiding gear conflict; maintain up to date register of permanent, seasonal and temporary restricted gear zones; consider developing zonal management to allow both scallop dredge and static gear sectors to work same grounds at different times of year if deemed necessary	

FMP Objective	Rationale	Actions	Link to Fisheries Act 2020 Objectives
8. Develop Climate Change mitigation and adaptation measures for UK scallop fisheries	Compliance with the Climate Change Objective in the Fisheries Act.	Improve understanding of impact that king scallop vessels have on the marine environment (including seabed, Blue Carbon, CO2 emissions) through collaborate studies Industry and government to consider reducing overall CO2 emissions through smart fishing, reduced fuel emissions, prospecting, fishing times, more efficient gear and imposed effort limitations. Use/develop carbon hot spot and climate "refugia" maps to identify and reduce potential overlap with scallop fishing footprint Develop understanding of the likely impacts of climate change on scallop status (plus ecosystem links) and fisheries to inform adaptive management and long-term sustainability for the environment and industry	The climate change objective

Considerations when developing management approaches

Below is a list of overarching principles based on feedback obtained at stakeholder engagement events:

- Measures should be based on the best available scientific evidence and be responsive to fluctuations in stock biomass
- HCRs must be reactive to stock status and emerging scientific evidence/ fishery data
- The principles should apply to all commercial removals of king scallops by all fishing vessels fishing in English and Welsh waters
- The measures should be developed and delivered drawing on industry stewardship
- Existing gear requirements should be reviewed (to improve efficiency and drive innovation)
- The FMP, and measures within it, should set sustainability targets for fishing pressure/ stock biomass
- Measures should be applied at the appropriate level e.g. National, regional/ local
- Spatial and/ or seasonal measures should be considered and applied where appropriate
- Management for all commercially harvested king scallops in English and Welsh waters should be designed and applied fairly across all sized vessels, from all nations (including through allocation of any fishing opportunities).
- Management measures should consider the unique needs of different sectors of the commercial industry particularly smaller scale, inshore fleets
- Biological, social and economic data must be considered when developing and implementing approaches/ measures.
- Management measures established should enable smarter fishing that allows the industry to operate in a system that, where appropriate, maximises efficiency, reduces costs, does not increase pressure on stocks and reduces Greenhouse Gases (GHGs) and habitat impact.
- New or updated management approaches/ measures must take into consideration the terms and provisions of the UK-EU TCA.

Gear Interactions

Gear interactions can occur between "static" or "fixed" gear which is immobile, such as pots and fixed nets, and "mobile" or "active" fishing gear, which is towed, when occupying a shared fishing area. Such interactions can result in damage to or loss of gears leading to financial and fishing time losses to industry and increased risks to stocks/ habitats. As the intensity of the use of the marine environment increases, so does the risk of occurrences of gear interactions.

The FMP recognises the need to understand and limit, where possible, incidences of gear interaction including those caused by displaced fishing activity. As set out in Objective 7, constructive engagement and communications between the scallop sector and other marine users will be established and maintained, particularly with the static gear sector. This communication will aim to progress actions such as the development of a good practise code for avoiding gear, maintain up to date register of permanent, seasonal and temporary restricted gear zones and consider developing zonal management to allow both scallop dredge and static gear sectors to work same grounds at different times of year if deemed necessary.

As new or existing management approaches are developed and strengthened, including through the development of other FMPs, the level of displacement and impact these may cause will be considered and assessed, to ensure they are minimised as far as possible.

Fishery Management Strategy

Harvest Strategy

The King Scallop FMP sets a pathway for our vision of long-term sustainable management of these fisheries. This section details the proposed management approach for king scallops.

Harvest Strategies are the combination of monitoring, stock assessment, HCRs and management actions required to bring about the sustainable management of a fishery. Depending on their characteristics individual scallop stocks, or regions, may require different harvest strategies which will set out the management actions necessary to maintain or restore the stock at MSY. Taken together, the harvest strategies will be used to meet the objectives of this FMP.

Each Harvest Strategy will specify a process for conducting assessments (see Annex 1 for detail on stock assessments) and monitoring the biological and economic attributes of a fishery as well as specific rules (i.e. HCRs) that control the fishing effort. Harvest Strategies will be pragmatic, cost effective, transparent, easy to understand, and adaptive (able to change as more information becomes available).

Key Principles for king scallop Harvest Strategies:

- Each Strategy will be responsive to the state of the stock(s)
- They will be clear and fishery specific, tailored to the needs of the king scallop fisheries
- They will be updated as appropriate to meet the management objectives, in line with the timelines of the FMP
- Biological, social, and economic data will be considered when developing and implementing approaches/measures.
- Once in place future monitoring and evaluating will be needed to ensure it is delivering the desired outcomes of the FMP.

The Harvest Strategy and HCRs will be based on evidence and be informed by examples of best practice both in the UK and globally as well as input from stakeholders, including the SICGWG and appropriate stakeholders in Wales, informal stakeholder engagement and public consultation. Through the FMP HCRs will be designed and implemented to maintain fishing mortality within sustainable levels and take account of secondary impacts on the environment. It is recognised that simply reducing fishing mortality alone is not enough to ensure sustainability and must be considered within a wider system.

Following the publication of the FMP, a management framework, and measures to deliver MSY or equivalent will be developed with stakeholders. The Harvest Standard Specification (HSS) will inform this process. The different components of the management/harvest strategy will work together to achieve the aim of the FMP (objective 2). Stock level measures in relation to harvest strategies and any agreed harvest control rules to restore stocks to or maintain at sustainable levels will be developed.

Management Approaches

Purpose/ aims

Management of king scallop fisheries in English and Welsh waters aim to achieve environmental, social and economic sustainability, benefitting coastal communities and wider society. A key priority of the FMP is to ensure these stocks are being fished sustainably, to ensure they reach and maintain MSY or an alternative measure which reflects the health of the stock. (FMP objective 2).

Increased protection via the development and implementation of management measures, alongside a well-informed scientific evidence-base, is needed to ensure the long-term sustainability of stocks. Feedback received from stakeholder engagement events confirms that this approach is widely supported as a priority area to tackle by stakeholders, as outlined in the stakeholder engagement report produced by Seafish, which can be found in Annex 3.

Proposed management approaches; to achieve priority FMP sustainability objectives

In stakeholder meetings, there was support for increased management of scallop fisheries and FMP objectives which aim to ensure stocks are fished sustainably. Controlling fishing activity has been identified as a key management approach to achieving this.

It is acknowledged that one measure cannot work alone to achieve this and that a future approach must be a combination of a suite of measures with a framework supported by a number of management measures (or interventions). including input or output controls.

Fisheries management frameworks are generally based on output or input controls. Output based controls limit the amount of stock that can be caught and landed. These limits are based on scientifically based estimations of stock MSY. Input controls seek to limit fishing activity through controls of fishing effort. This may take the form of limiting the time that vessels can fish through a maximum number of days at sea.

Evidence around potential future management approaches, including examples of best practice to deliver sustainable fisheries, has been gathered in recent years, including from scientific reviews of management approaches in both the UK and other parts of the world, industry led conferences to discuss future management and, more recently, the

scallop FMP stakeholder engagement events. A proposed suite of measures, based on this evidence and feedback, including an overarching framework is set out below:

Proposed overarching management framework:

- Scientifically based output control (e.g. catch objective)
- Scientifically based effort controls (e.g. days at sea)

Measures:

- Area based management (such as seasonal closures)
- Consideration of broad alignment of measures (such as dredge specifications and maximum dredges permitted) where there are environmental, social or economic benefits of doing so. Where appropriate, new measures will be aligned, however, in some cases there may be good reasons for differences based on local circumstances to safeguard stocks or the environment.

Whilst the proposed approaches are high-level at this stage, they do provide a sound basis on which to develop potential management measures in more detail. This will require a detailed analysis by fishery managers, industry and scientists, through a comanagement approach, to cover areas such as:

- The provisions included under each proposed measure
- The type and level of scientific evidence required to underpin and inform measures
- The benefits to stock sustainability, potential implementation of measures
- Potential methods for allocation of fishing opportunities across all sectors and fleets
- Monitoring compliance and effectiveness of the measures
- Legal implications of the TCA with the EU

The outcomes of this analysis will inform the most appropriate and effective management route to pursue. Before there are any changes in fisheries management measures proposals will be subject to public consultation where appropriate, and any necessary impact assessments.

Timelines

Sufficient time is required to develop the detail of future measures, which will vary depending on their nature e.g. whether the measure is new or updated, complexity of the proposed measure, the evidence available on which to underpin and inform the details and what mechanism will be required to implement the measure. Thorough

analysis will need to be carried out to develop the measures set out in the FMP, building on existing evidence and information as well as lessons learnt from measures already applied to king scallop or other, relevant fisheries. This will include a review of existing measures to determine whether they may need strengthening and to ensure they remain effective alongside newly developed approaches.

The short-term measures set out in this FMP will be developed alongside the review of existing management approaches and the development of long-term management measures. This supports the requirement of the Fisheries Act to take a precautionary approach to stock management while the evidence base improves.

Input and output management frameworks need to be supported by a suite of management measures. Their relative importance and design may vary under either system. Work will be undertaken to understand how these management measures can support the delivery of the FMP objectives and how they may need to be designed differently under either an input or output framework. This will continue to utilise and build on existing evidence, such as the information which has informed the development of the FMP, and work already underway to collate and consider this evidence to further develop future measures.

Further work and analysis will be required to develop priority measures. An initial assessment of the stages in policy development are set out below. These stages will be subject to further scoping and prioritisation by each administration as part of the implementation of the plan. As a guide, actions identified as short term are expected to be undertaken within 1-2 years of publication of the plan, medium term in the next 3-5 years and long-term measures 5+ years to reflect the more complex work required to develop them.

Management Framework: Scientifically based output or input control (short to medium term)

Desired outcome

- To consider pros and cons of output and input control measures to inform evidence-based development of measures to support sustainable fishing (both options will be analysed and considered in equal measure)
- This will inform consultations on proposals for the implementation of new king scallop fisheries management measures

Action/stages:

Stage 1

Identify and collate existing information on output and input control measures applied to other fisheries (including king scallop fisheries) and associated environmental, social and economic_benefits/ issues. Significant work has been collated on this already and this will be expanded on.

Stage 2

Develop a potential approach to how output or input controls could be applied to king scallop fisheries; including options for the method by which limits may be set, allocation method and criteria for fishing opportunities, monitoring required to measure effectiveness,

Identify relevant data required, including appropriate time series of data, to underpin output or input controls, and understand if this is being collected already or if new methods for data collection are required

Stage 3

Assess the environmental, social and economic impacts of applying output or input control limits

Estimate how measures will contribute to achieving stock sustainability and overarching FMP goals, and likely timeframes

Scope potential implementation options and timing e.g., legislation, use of existing powers

Ongoing

Seek wider stakeholder views/ input on approach to inform development and assess benefits/ impacts

Implementation

To be informed by above analysis and stakeholder input. Consideration of a phased approach, and/ or trials, across stock areas and sectors. Results to be reported on as appropriate to inform the measures.

Measure: Area based closures/management (short to medium term)

Desired outcome

To provide a sound evidence base for the use of closures as a measure to protect stocks and principles/ criteria around when and where this measure may be appropriate.

A guidance document summarising the above analysis and criteria to be applied when considering/ implementing seasonal and area closures.

Action/stages:

Stage 1

Identify and collate information on existing seasonal closures applied to fisheries (including king scallop fisheries), their intended aims e.g., to protect spawning stocks, and associated benefits/ issues

Develop a set of principles to underpin the use of closures as a stock protection measure, including the purpose and aims of closures, when and where closures may be effective, criteria for determining the length and timing of closures to achieve its aims (a 'closure strategy')

Stage 2

Identify relevant data required, including appropriate time series of data, to underpin and inform the scope and effectiveness of closures and their impact on other fisheries/ areas, and understand if this is being collected already or if new methods for data collection are required

Identify and prioritise potential stock areas for which new closures could be applied, and likely scope, duration and benefits (including interaction with other existing/ proposed closures)

Stage 3

Assess the environmental, social and economic impacts of applying closures in various areas e.g., inshore, offshore

Estimate how measures will contribute to achieving stock sustainability and overarching FMP goals, and likely timeframes

Fully assess possible displacement effects of area-based management measures

Scope potential implementation options and timing e.g., legislation, use of existing powers

Ongoing

Regularly seek wider stakeholder views/ input on approach to inform development of approach

Fully assess possible primary and secondary displacement effects of area-based management measures

Implementation

Continuation of existing seasonal closures which will be reviewed regularly to ensure measures are fit for purpose and opportunities for strengthening identified, based on above analysis and stakeholder input.

A guidance document (closure strategy) to be produced in the short-term.

Gradual expansion of area-based closures to be introduced over short-medium term.

Measure: Consideration of broad alignment of measures where there are environmental, social or economic benefits of doing so (short - medium term)

Desired outcome

Consideration of current and new measures to ensure they are applied at the most appropriate level. Where there are benefits (environmental, social or economic) to doing so, broad alignment of measures should be considered. The review of existing measures set out later in this section will enable this work to progress.

Action/stages:

Stage 1

Collate information on existing measures relating to dredge specifications and limits and where these differ within other UK Devolved Administration waters and IFCA districts e.g., within and outside the 6 nautical mile zone, and national measures applied around the UK

Identify where measures differ across areas and explore opportunities for broad alignment

Assess where there may be social, economic and environmental impacts of broadly aligning specific measures in various areas e.g., inshore, offshore, with other UK measures

Estimate how measures will contribute to achieving stock sustainability and overarching FMP goals, and likely timeframes

Scope potential implementation options and timing e.g., legislation, use of existing powers, including, if relevant, whether piloting a proposed approach could be beneficial

Regularly seek wider stakeholder views/ input on approach to inform development of approach

Implementation

Continuation of existing measures as well as opportunities for strengthening identified, based on above analysis and stakeholder input

To be kept under review

Stage 2 (ongoing)

Continue to develop and maintain a log of all existing management measures applied to king scallops in English and Welsh waters, as a source of up-to-date information

Ongoing consideration around where there are benefits to broadly aligning new management approaches/ measures or if measures should be regional specific.

Ongoing consideration around the potential for existing measures to expanded/ developed further during the development of new management approaches/ measures

Timeline

Complete existing measures log – Short-term, 6 months

Report of review of existing measures to be developed in the short term.

Other actions on-going

Management Framework: Partnership working (throughout the life of the plan)

Desired outcome

A collaborative approach with key stakeholders should support the development and implementation of this plan. This collaborative working can, where appropriate, be considered as the next staging post on the journey towards co-management

The SICG (and appropriate management groups in Wales) will continue to act as a forum through which industry, regulators, and the research community can engage and work collaboratively on shellfish fisheries management.

Consideration will need to be given to the current membership of the co-management group for the implementation of the plan and how the SICGWG will work with management groups in England and Wales in prioritising and developing measures and subsequent iterations of the plan.

Progress on key actions to review the structure of the SICGWG and carry out an analysis of the term co-management will progress in the short-term.

Action/stages include:

Stage 1

Identify and collate existing information on global co-managed fisheries (including king scallop fisheries) and associated benefits/ issues. Work has been collated on this already and this will be expanded on.

Carry out an in-depth analysis regarding the interpretation and application of the term 'co-management'. What it means and how it can be practically applied.

Review the structure and operation of the SICGWG and associated sub-groups to ensure effective representation from all areas of the King Scallop supply chain, as well as businesses of any size, Defra, MMO and the IFCAs.so that it becomes a focal point of engagement, on scallop fisheries and their management in collaboration with relevant management groups in Wales.

Consider how management groups in Wales will be structured and engaged in the implementation of the FMP.

Develop and implement a comprehensive communication plan, including timings, to ensure all membership groups are aware of the FMP, its priorities and progress against these priorities.

Stage 2

Boost management 'literacy' within scallop sector, which will lead to more informed, productive discussions as co-management process evolves.

Facilitate targeted fisheries learning exchanges, bringing together representatives from different fisheries to share knowledge and expertise in fisheries co-management.

Undertake information sharing of best practice with already established co-management groups for other fisheries to generate ideas for the implementation of an English and Welsh approach for king scallops.

Stage 3

Scope potential implementation options and timing e.g., legislation, use of existing powers.

Scope potential structure, function and governance of new co-management in relation to developing management measures and commissioning of future research.

Ongoing:

Regularly seek wider stakeholder views and input on approach to inform development of approach and incorporate views gathered through formal consultation.

Other actions to support the development of the new management framework:

Establish a king scallop fisheries baseline against which changes over time, as a result of management, can be assessed. This baseline should focus on the business continuity and economic assessment of delivering FMP objectives to improve understanding of where we are now. This will aid in the evaluation of the UK scallop FMP implementation and refinement of objectives in future management plans and research initiatives. This baseline should establish the following:

- Social sustainability and economic performance of different sectors in the shellfish supply chain;
- Legislative and management landscape;
- Domestic market strengths, weaknesses, opportunities, and barriers;
- Continual economic assessment of catches by segment; and,

Export market landscape.

Engagement on the implementation of Non-Quota Species measures under the Trade and Cooperation Agreement (TCA)

King scallops make up a significant proportion of the UKs Non-Quota Species catch inside and outside the UK EEZ. A suitable mechanism through which the scallop industry can work collaboratively with regulators on matters relating to NQS shellfish management measures should be established. The aims of this engagement with the process should enable industry to:

- Assess the likely implications of the management measures implemented through the TCA on scallop stocks over the short-, medium- and longterm
- Obtain greater transparency around UK and EU activity in each other's waters
- Support the development of the pilot king scallop multi-year strategy with the EU

Review of existing measures

A review of existing measures is also required in parallel to the development of a new management framework, to ensure they are fit for purpose to achieve stock sustainability under the new management framework, the measures are evidence-based and opportunities for broad alignment of measures (where appropriate) are explored.

Managing and addressing Environmental risks

The king scallop FMP includes objectives to ensure that the environmental impacts associated with king scallop fishing are understood and where king scallop dredge fisheries are considered to have an adverse impact on the marine environment, action is taken to avoid, remedy or mitigate such impacts. The king scallop dredge fishery poses three main environmental risks of a) risk to seafloor integrity, b) bycatch of sensitive species and c) litter from fishing gear. Based on current evidence, bycatch of sensitive species and litter from fishing gear are considered low risk while seafloor integrity is perceived to be the higher-risk issue. The FMP identifies actions that will help to reduce the impacts of fishing on seafloor integrity, including contributing to implementation and co-ordination of the Benthic Impact Working Group.

Actions for mitigating risks to seafloor integrity

The FMP recognises the need for its strong engagement in a strategic approach to reducing the impacts of fishing on the seafloor.

In the update to <u>UK Marine Strategy Part 1</u> (2019) Defra made a commitment to assess the feasibility of setting up a partnership working group, referred to here as the Benthic Impact Working Group, with key stakeholders to identify solutions for reducing the impacts of fishing on seafloor integrity. Once convened, this group should provide strategic oversight and direction for delivering future advice, including identifying, developing and trialling possible mitigation or management options, in partnership.

The FMP will make a significant contribution to implementation and co-ordination of the Benthic Impact Working Group. The FMP will facilitate the involvement and alignment across scallop fisheries to support the scale of the action required to mitigate the seafloor integrity impacts. This will include working in partnership to map current fished areas alongside areas where scallop fishing in not permitted or feasible, such as in some MPAs and offshore windfarms, which will improve understanding of the overall footprint of the fishery. The work will also consider where further changes to scallop fishing grounds may occur in the future, for example new offshore developments, or an increased MPA network. An evidence-based assessment of the interactions between the scallop fishery and the marine environment will be carried out to inform the development of an action plan for reducing damaging impacts (as set out in FMP objective 5) and considering these aspects within the wider context of spatial pressure from other marine activities.

Further details on additional environmental risks identified in the SEA and how they will be addressed are summarised in the FMP objectives and within Annex 7.

Implementation, monitoring and review

Implementation

The king scallop FMP sets out a vision and goals for the king scallop fisheries, together with policies and management interventions necessary to achieve these goals. The publication of this FMP proposes a new management framework. The measures developed under this framework will undergo a subsequent implementation phase where appropriate mechanisms will be required to deliver them. Such mechanisms could include voluntary measures, licence conditions, national and regional byelaws,

and statutory instruments. This implementation phase will build on the existing evidence base, any action taken throughout the FMP's development, and the options discussed with stakeholders.

Specific timings on this process will depend on the outcome of the FMP consultation, the costs and benefits of the proposals and the length of time required for implementation.

Subsequent implementation roadmaps will be subject to regular monitoring and review to ensure progress. The king scallop FMP is subject to a statutory review process at a maximum of 6 years after publication, at which point it will be necessary to evidence what has been achieved through the implementation of those actions and measures. In line with the strategic environmental assessments developed alongside this FMP, this review process will build in monitoring for potential environmental effects, to help establish whether any changes are needed in the management of the king scallop fisheries.

Monitoring performance

Delivery of the actions and measures for the king scallop FMP will be monitored and assessed against a set of performance indicators to ensure the overarching outcomes and actions are effective in achieving FMP goals and the requirements of the Act. Initial performance indicators will be included in the published FMP and further developed during the first reporting cycle. In line with the Act, the long-term outcome for king scallop stocks in English and Welsh waters is that these fisheries are managed to ensure stock status reaches and remains at or above MSY, and that any environmental effects arising through the implementation of the king scallop FMP are monitored and addressed where required. For data poor or data limited stocks such as king scallop, it is not possible to say how quickly achieving stock status at or above MSY will be achieved. Therefore, initial performance assessment will be based on contributing components which can demonstrate ahead of the six-year review that meaningful progress has been made to deliver on this plan.

These contributing components will include but are not limited to:

- Data collection programmes developed, implemented, and funded to provide regular time series of data to inform management
- Agreed stock boundaries (or functional units)
- Establishment of indices of abundance with at least two years of effective reporting

The scallop FMP proposes a number of specific management measures to deliver progress that will be tested against the above indicators. Following the outcome of the consultation, which will decide which measures should be prioritised, detailed monitoring plans and target delivery dates will be put in place. These plans will include key milestones to deliver outcomes following publication of the final FMP later this year and the next iteration at the six-year review point.

Review & Revision of the Scallop FMP

The scallop FMP must be reviewed when appropriate and at least every six years. This formal review will assess how the FMP has performed in terms of delivering against the objectives of the Act.

The findings of these reviews will inform the development of subsequent iterations of the scallop FMP. Further, the FMP will be assessed in the round as part of the process to report on the contribution of FMPs to the delivery of the JFS. The Act requires fisheries policy authorities to report on the JFS every three years and review the JFS whenever deemed appropriate, or at least within six years of publication.