

National use and applicability of the Issue-Based Modules on Invasive Alien Species based on Norwegian experiences

Marte Qvenild



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**National use and applicability of
the Issue-Based Modules on Inva-
sive Alien Species based on Nor-
wegian experiences**

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Qvenild, M. 2007. National use and applicability of the Issue-Based Modules on Invasive Alien Species based on Norwegian experiences. - NINA Report 284. 30 pp.

Lillehammer, July, 2007

ISSN: 1504-3312

ISBN: 978-82-426-1846-7

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AVAILABILITY

[Open]

PUBLICATION TYPE

Digital document (pdf)

EDITION

QUALITY CONTROLLED BY

Margrethe Tingstad

SIGNATURE OF RESPONSIBLE PERSON

Research director Børre K. Dervo (sign.)

CLIENT(S)

The World Conservation Union (IUCN)

CLIENTS' CONTACT PERSON(S)

Ines Verleye

COVER PICTURE

KEY WORDS

- Review of Issue-Based Modules, Invasive Alien Species
- Implementation of Multilateral Environmental Agreements
- Collaboration between governmental sectors
- Norway as a Pilot Country in IUCN project

NØKKEL ORD

- Implementerings-verktøy for internasjonale miljøavtaler på feltet fremmede arter
- Sektor samarbeid
- Norge som pilot land for IUCN prosjekt

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Abstract

Qvenild, M. 2007. National use and applicability of the Issue-Based Modules on Invasive Alien Species based on Norwegian experiences. – NINA Report 284. 27 pp.

The IUCN- project “Issue-Based Modules for coherent implementation of biodiversity related conventions” offers a thematic approach to the national implementation of biodiversity related Multilateral Environmental Agreements (MEAs). The project is based on the assumption that various MEAs address similar environmental challenges, and that it is possible to meet obligations of common concern in multiple MEAs more coherently.

Norway has been working for the harmonisation between different agreements within the field of biological diversity for a long time and is a Pilot country for the development and implementation of the Issue-Based Modules, in particular on Invasive Alien Species (IAS). The Norwegian case study has reviewed the Issue-Based Modules on IAS against the work of several Norwegian Ministries to develop a Norwegian National Strategy on Alien Species that was launched on the 31st of May 2007. An assessment was undertaken to identify how the Issue-Based Modules on IAS could be used to make a draft of the Norwegian National Strategy on Alien Species more concrete and ensure more coherent implementation of MEAs across sectors. Several approaches to achieve this were suggested.

One approach was to check the single initiatives in the draft Norwegian National Strategy on Alien Species against the obligations and commitments from the different MEAs as included in the Issue-Based Module on IAS, which provided a useful insight to where the draft strategy supported implementation of MEAs as well as the weaker parts.

Another suggestion was for the different Ministries to look at obligations in different MEAs that overlap and can be implemented simultaneously across sectors.

A third way to use the module was to select some thematic initiatives in the draft Norwegian strategy and list relevant obligations from the MEAs to illustrate how the initiatives in the draft strategy could be more specific on how to follow up on international commitments across sectors.

The overall impression is that while the draft strategy covered the relevant obligations and commitments of the MEAs, the listed initiatives on how to follow up were quite vague. This is also the case for the finalised Norwegian National Strategy on Alien Species. The Issue-Based Modules could therefore be a useful tool in the further implementation phase of the Norwegian National Strategy on Alien Species when making the listed initiatives more concrete, detailed and operational.

The IUCN case-study and the workshop contributed to make experts in different Ministries more aware of the Issue-Based Modules and the final Norwegian National Strategy on Alien Species states that the Issue-Based Modules are expected to be useful in the further implementation of the Norwegian strategy.

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Sammendrag

Qvenild, M. 2007. National use and applicability of the Issue-Based Modules on Invasive Alien Species based on Norwegian experiences. – NINA Report 284. 27 s.

IUCN prosjektet "Issue-Based Modules for coherent implementation of biodiversity related conventions" er en tematisk tilnærming til nasjonal implementering og gjennomføring av biodiversitets relaterte internasjonale miljøavtaler. Prosjektet tar utgangspunkt i at en rekke ulike avtaler adresserer de samme miljøutfordringene, og at det er mulig å oppfylle forpliktelsene fra flere avtaler på en samlet måte.

Norge har i lang tid arbeidet for harmonisering mellom ulike avtaler innen biomangfoldsfeltet og er pilotland i utviklingen av den tematiske modulen på fremmede arter (Issue-Based Modules on IAS). Det norske del-studiet har gjennomgått modulen på fremmede arter og sjekket denne opp mot arbeidet som har pågått i en rekke departementer med å utvikle den tverrsektorielle nasjonale strategien og tiltak mot fremmede skadelige arter som ble lansert den 31. mai 2007. Det ble gjennomført en undersøkelse av hvordan modulen på fremmede arter kunne bidra til å gjøre et utkast av Tverrsektoriell nasjonal strategi og tiltak mot fremmede skadelige arter mer konkret og fremme en samlet implementering av biomangfoldskonvensjoner på tvers av sektorene.

Ulike tilnærminger ble foreslått for å oppnå dette. En tilnærming var å sjekke enkelttiltak i utkastet til den tverrsektorielle nasjonale strategien mot forpliktelser i ulike konvensjoner slik de sto beskrevet i modulen, noe som ga innsikt i sterkere og svakere sider i strategiutkastet på dette området.

Et annet forslag var at departementene kunne se på om overlappende forpliktelser i ulike konvensjoner kan implementeres samlet på tvers av sektorene.

En tredje foreslått måte å bruke modulen på var å velge enkelte tiltak fra strategiutkastet og sammenlikne med relevante forpliktelser fra konvensjonene for å illustrere hvordan tiltakene i strategi-utkastet kunne gjøres mer spesifikke på oppfølgingen av internasjonale forpliktelser på tvers av sektorene.

Det overordnede inntrykket er at strategiutkastet dekker de relevante forpliktelsene i de internasjonale avtalene, men at tiltakene var vagt beskrevet på konkret gjennomføring. Dette er også tilfellet for den endelige versjonen av Tverrsektoriell nasjonal strategi og tiltak mot fremmede skadelige arter. Modulen kan derfor være et nyttig redskap i den videre implementeringsfasen av Tverrsektoriell nasjonal strategi og tiltak mot fremmede skadelige arter når tiltakene skal gjøres mer konkrete og gjennomførbare.

IUCN delprosjektet og workshopen bidro til å skape større oppmerksomhet rundt modulene blant eksperter i de ulike departementene som et nyttig redskap for samlet implementering av biomangfoldsrelaterte avtaler. Tverrsektoriell nasjonal strategi og tiltak mot fremmede skadelige arter referer til modulene og fastslår at det forventes at verktøyet vil være til nytte i implementeringen av strategien.

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Foreword

Norway is a Pilot country for the development and implementation of the Issue-Based Modules, in particular on Invasive Alien Species (IAS). This report is a product of the preparations to - and summing up - of the national workshop held in Norway to support the use of the Issue-Based Modules. The Norwegian case study was financed by The World Conservation Union (IUCN).

Many thanks to Tone Solhaug and Andreas Tveteraas from the Norwegian Ministry of the Environment and Ines Verleye for their inputs and comments.

Lillehammer, 09.07.2007 Marte Qvenild

1 Introduction

The IUCN- project “Issue-Based Modules for coherent implementation of biodiversity related conventions” offers a thematic approach to the national implementation of biodiversity related Multilateral Environmental Agreements (MEAs). The project is based on the assumption that various MEAs address similar environmental challenges, and that it is possible to meet obligations of common concern in multiple MEAs more coherently. Through the project IUCN has selected all commitments and obligations listed in MEAs related to the following topics; Biodiversity and Climate, Inland Waters, Invasive Alien Species, Protected Areas and Sustainable Use. In the project IUCN has emphasized the inclusion of relevant provisions from non-environment agreements in order to bring together people from multiple sectors.

Norway has been working for the harmonization between multilateral agreements in the field of biological diversity for a long time and is a Pilot country for the development and implementation of the Issue-Based Modules, in particular on Invasive Alien Species (IAS), in addition to being a member of the project’s Steering Committee.

In Norway various sectors are responsible for activities, management and legal framework related to the introduction, spread and control of IAS. The Norwegian Ministry of Environment has coordinated the work with the Norwegian National Strategy on Alien Species which is a collaboration between the Ministry of Fisheries and Coastal Affairs, Ministry of Finance, Ministry of Defence, Ministry of Health and Care Services, Ministry of Justice and the Police, Ministry of Education and Research, Ministry of Agriculture and Food , Ministry of Petroleum and Energy, Ministry of the Environment, Ministry of Trade and Industry, and the Ministry of Transport and Communications. The Norwegian National Strategy on Alien Species was launched on the 31st of May 2007.

The Norwegian National Strategy on Alien Species contains goals, principles and concrete initiatives on alien species, but is not a legally binding document. The intension with the strategy is to secure and coordinate a common approach to the problems associated with alien species across sectors. The Norwegian focus in the working process with the strategy has been to cover international obligations and commitments in MEAs while simultaneously making a manageable and operative document.

The tasks given by IUCN was to review the Issue-Based Modules, in particular on IAS, with a view to strengthen and improve coherence of the draft Norwegian National Strategy on Alien Species in the process of finalisation and to record comments on the modules including suggestions on how to best use them and how to make them best fit national needs.

One of the main aims of the workshop held in Norway on the 26th of April was to evaluate the use and applicability of the modules and to collect Norwegian experiences from the work with the Norwegian National Strategy on Alien Species to give inputs to the IUCN project. Experts from the following Ministries attended the IUCN workshop: Ministry of the Environment, Ministry of Agriculture and Food, Ministry of Fisheries and Coastal Affairs, Ministry of Trade and Industry, Ministry of Petroleum and Energy, and Ministry of Defence.

The experiences presented in this report will hopefully be of further use to other countries when implementing MEAs.

This report and the workshop have aimed to

- Review the Issue-Based Modules, particularly on IAS, with a view to strengthen and improve coherence of the draft Norwegian National Strategy on Alien Species. The result of this work is described in chapter 2.
- Record comments on the modules and give suggestions on how to best use them and make them best fit national needs. Chapter 2 and annex 1 and 2 suggests several ways to use the modules as a tool to fit national needs, while chapter 3 summarise comments to the modules from expert in various Ministries and from the Norwegian consultant.

- Provide experiences based on the Norwegian work that can be useful to other countries. The suggested ways to use the modules (as outlined in chapter 2) and some of the comments made by the Norwegian experts (summarised in chapter 3) may hopefully be useful to other countries.

2 Suggestions on how to use the Issue-Based Modules on Alien Species

Prior to the IUCN workshop a review was undertaken to identify how the Issue-Based Modules on IAS could be used to make the draft Norwegian National Strategy on Alien Species more concrete and ensure more coherent implementation of MEAs across sectors. Several approaches were suggested by the consultant and will be described below under the following headings:

- Checking single initiatives in the draft Norwegian National Strategy on Alien Species against obligations and commitments from different MEAs as listed in the Issue-Based Module on IAS
- Checking where MEAs overlap
- Checking specific thematic topics against the MEA obligations

2.1 Checking single initiatives against MEA obligations and commitments

The approach of checking the single initiatives in the draft Norwegian National Strategy on Alien Species against the obligations and commitments from the different MEAs as included in the Issue-Based Module on IAS gave a useful insight to where the draft strategy supported implementation of MEAs as well as its weaker parts.

A methodical challenge in this process was that while the MEAs list a number of specific commitments and obligations, the draft strategy was written in a vaguer manner which addressed the obligations and commitments in the MEAs without being explicit on direct measures on how to follow up.

One example was the number of specific requirements listed in the MEAs to report on various issues to international bodies such as the IPPC Secretariat, the GISP, the Executive Secretary to the CBD and the CBD Secretariat, the Ramsar Bureau, the CMS etc. The draft strategy addressed these requirements by emphasising participation in international bodies to ensure exchange of information on initiatives and management.

Further, the MEAs include a number of obligations to use and implement specific guidelines and analytical tools such as the Guidelines on Impact Assessment, the EIA Guidelines, the Wetland Risk Assessment Framework, the Guidelines on Biodiversity and Tourism Development, the Global Strategy for Plant Conservation, and the Code of Conduct on Responsible Fisheries to mention some. A much discussed problem in Norway has been the lacking knowledge related to the current status of native and alien species, which makes reporting and management difficult. The need to improve basic knowledge to enable improved assessment and management of IAS was addressed by the draft strategy, but followed up by quite vague initiatives.

The MEAs describe specific activities related to assessment and management obligations and commitments in marine and coastal areas, agricultural areas, forest areas, protected areas, mountainous areas, islands and wetlands, which were only addressed by the draft strategy to a certain extent.

2.2 Checking where MEAs overlap

Another suggestion how the Issue-Based Modules on IAS could be used to make the draft strategy more concrete and ensure more coherent implementation of MEAs across sectors were for the sectors to look at obligations that overlap.

The consultant gave special attention to overlaps between CBD and IPPC, overlapping obligations in the CBD related to forest biological diversity, the marine environment and IMO, and overlaps in CBD, RAMSAR and CMS related to various topics.

Annex 1 illustrates this approach

2.3 Checking thematic topics against MEA obligations and commitments

A third way to use the module suggested by the consultant was to compare some selected thematic initiatives from the draft strategy with relevant obligations from the MEAs to illustrate that the initiatives in the draft strategy could be more specific on how to follow up on international obligations.

The following thematic initiatives from the draft strategy were selected for this purpose:

- Develop risk assessment guidelines for intentional introductions (*Utvikle retningslinjer for risikovurdering ved tilsiktet introduksjon*).
The consultant selected some obligations and commitments from the Issue-Based Modules, IAS that may be directly or indirectly useful when structuring risk assessment guidelines for intentional introductions. The obligations and commitments were grouped under the headings wetlands, agriculture and a general heading, and there were several MEAs that address the topic such as CBD, RAMSAR, the Bern Convention, IPPC, and SPS.
- Develop systems of early warning for IAS which may come to Norway (*Utvikle systemer for tidlig varsling av fremmede arter som kan komme til Norge*)
Relevant obligations and commitments were selected from IPPC, CBD, the Bern convention and the IMO.
- Research needs (*Forskning*)
The consultant selected obligations and commitments from CBD, RAMSAR, CMS, IMO and OSPAR.

Annex 2 provides a full list of the selected obligations from MEAs for each thematic initiative.

3 Comments to the Issue-Based Modules

The Issue-Based Modules webpage provides an accessible and user-friendly entrance for professionals to the complicated field of national implementation of MEAs. The webpage offers good introductions with detailed explanations on how to apply the modules.

At the Norwegian workshop experts from different Ministries gave their comments and suggestions on how the modules could be further improved to best fit national needs. Comments from experts in the Ministries and notes made by the consultant when checking the draft strategy against the obligations from different MEAs as listed in the Issue-Based Modules can be summarised as follows;

- When moving ahead to the implementation phase of the Norwegian National Strategy for Alien Species the Issue-Based Modules could be a useful tool to access relevant information on single topics such as reporting obligations, door-knockers, eradication etc.
- The Issue-Based Modules could be used when preparing for international negotiations in e.g. COP as the webpage can help identify gaps and synergies between MEAs that should be further targeted.
- Different Ministries expressed great interest in the development of sector specific modules with an overview of all relevant obligations related to e.g. the marine sector, the agricultural sector etc.
- EPPO should be included in the Issue-Based Modules.
- The webpage could have a link to focal points or key people working with different conventions on a national level that could be updated by the individual countries. This would improve and facilitate collaboration across sectors and could also help those working nationally to see the relevance of international conventions to their work.
- A general comment is that if the user group of the modules is meant to include “the unskilled” (e.g. NGOs at the grassroots level) that may not possess all the relevant knowledge concerning MEAs, the comments in the modules could be a bit more descriptive and explanatory when it comes to the contents of e.g. various annexes that take a long time to read through.
- It would be very time-saving if the restrict-function enabled the possibility to restrict only once for each country instead of having to restrict for each separate activity.
- The links to the different MEA paragraphs should be checked as they are not always linking to the correct number or letter.
- The module provides a very long list of activities which may seem a bit overwhelming. A way to get around this may be to find a way to specify the degree of details in the MEA paragraphs, so that the more general obligations are separated from more specific obligations.

- A further suggestion for improvement when going through the different sections in the module would be to have a tick off function on each activity as you go along, and provide a “working document” showing the activities addressed and where things are lacking. E.g.:

Activity 3: Monitor and research	
<p>Component 1: Monitor invasive alien species</p> <p><i>Collect and forward information on IAS</i></p>	<p>➤ Addressed by draft strategy</p>
Activity 5: Assess taxonomic needs	<p>➤ Not addressed by draft strategy</p>

4 Concluding remarks

Norwegian sectors have been working together within the field of biological diversity both nationally and internationally for several years, and the Norwegian National Strategy on Alien Species is an example of such collaborative work.

The general impression of the draft strategy was that it made an important first step towards placing responsibility between the sectors and while it covered the relevant obligations and commitments of the MEAs the concrete measures on how to follow up was in many cases too vaguely described. This leaves many challenges for the implementation phase of the final strategy, and the Issue-Based Modules on IAS could be a useful tool to make the initiatives more concrete, detailed and operational.

Since the Norwegian National Strategy on Alien Species had reached a finalisation stage when the IUCN-workshop was held in Norway, the Issue-Based Modules workshop and case-study did not have a direct impact on the final version of the Norwegian National Strategy on Alien Species. The project and the workshop contributed however to make experts in different Ministries more aware of the Issue-Based Modules and the final Norwegian National Strategy on Alien Species states on page 30 that Issue-Based Modules are expected to be useful in the further implementation of the strategy.

Annex 1: Checking where MEAs overlap

IPPC and CBD

- Evaluate and take measures, such as developing codes of practice, at national, regional and global levels to address the impacts of the trade and use of biocontrol agents as IAS, while taking into account work of the IPPC: [CBD Decision VIII/27, 55](#)
- Develop procedures and controls that take into consideration existing procedures of the IPPC, to ensure cross-border impacts of IAS are considered in decision-making: [CBD Decision VIII/27, 60](#)
Comment:
[CBD Decision VIII/27, 59](#)
[CBD Decision VIII/27, 60](#)
[CBD Decision VIII/27, 62](#)
 Collaboration with neighbouring countries could promote synergy at the regional level in dealing with IAS.
- Report to the IPPC Secretariat on actions and progress of IAS activities: [IPPC 7th ICPM, section 12.1, 148, 7i](#)
Comment
[IPPC 7th ICPM, section 12.1, 148, 7i](#)
[CBD Decision VI/23, 25a](#)
[CBD Decision V/8, 3](#)
 Reporting on IAS activities, case studies and expertise may overlap and could be submitted to the IPPC, the Executive Secretary and GISP. Synergies may exist between the information made available to the Ramsar Bureau under [Ramsar Resolution VII.14, 14](#) (see activity on '[Manage wetlands](#)')
- Prescribe important restrictions to prevent the introduction of pests of plants and plant products: [IPPC Article VI, a](#)
- Inspect and detain consignments to prevent the introduction of pests of plants and plant products: [IPPC Article IV, 2c](#)
- Treat, destroy or refuse entry to consignments not meeting restrictions and regulations to prevent the introduction of pests of plants and plant products: [IPPC Article IV, 2d](#)
- Create a list of pests which are prohibited or restricted to prevent the introduction of pests of plants and plant products: [IPPC Article IV, 2e](#)
Comment
[IPPC Article VI.a](#)
[IPPC Article VI.b](#)
[IPPC Article VI.c](#)
[IPPC Article VI.d](#)
[IPPC Article VI.e](#)
 These subsections of Article IV operate together to prevent the introduction of IAS.
- Improve communication between national CBD focal points and IPPC contact points: [IPPC 7th ICPM, section 12.1, 148, 7f](#)
- Enhance linkages between environmental, plant protection and agricultural authorities and related ministries to achieve protection of biodiversity from IAS: [IPPC 7th ICPM, section 12.1, 148, 7e](#)
Comment
[IPPC 7th ICPM, section 12.1, 148, 7e](#)
[CBD Decision VI/23, 10d](#)
 Possible synergies occur through the enhancement of coordination between different sectors.

- Consider the possibility that introduced plants may be IAS when carrying out pest risk analysis:
Comment
[IPPC 7th ICPM, section 12.1, 148, 7d](#)
[IPPC 7th ICPM, section 12.1, 148, 7d](#) [CBD Decision VII/13, 5d](#) [CBD Decision VII/13, 6a](#)
 Offers possibility for synergies at the regional level between the conventions.
- Establish or adapt existing IAS alert systems: [IPPC 7th ICPM, section 12.1, 148, 7h](#)
Comment
[IPPC 7th ICPM, section 12.1, 148, 7h](#)
[CBD Decision VI/23, 27](#)
 The development and establishment of technical tools or alert systems may offer synergy between the two conventions
- Develop procedures and controls that take into consideration existing procedures of the IPPC, to ensure cross-border impacts of IAS are considered in decision-making: [CBD Decision VIII/27, 60](#)
Comment
[CBD Decision VIII/27, 59](#)
[CBD Decision VIII/27, 60](#)
[CBD Decision VIII/27, 62](#)
 Collaboration with neighbouring countries could promote synergy at the regional level in dealing with IAS.
- Ensure that relevant agencies and officials have access to lists of plants, plant products, and other regulated articles and trade pathways that may carry IAS: [IPPC 7th ICPM, section 12.1, 148, 7h](#)
Comment
[IPPC 7th ICPM, section 12.1, 148, 7h](#)
[CBD Decision VI/23, 27](#)
 The development and establishment of technical tools or alert systems may offer synergy between the two conventions
- Evaluate the risks associated with the use of potentially IAS by afforestation and reforestation activities: [UNFCCC Decision 19/CP.9, 8th preambular paragraph](#)
- Incorporate objectives from the programme of work on forest biological diversity into national biodiversity strategies and plans: [CBD Decision VI/22, 28](#) and [CBD Decision VI/22, Annex](#) (Programme of work for forest biodiversity)
Comment:
[CBD Decision VI/22, 28](#)
[CBD Decision VI/22, Annex](#)
[Goal 2](#): To reduce the threats and mitigate the impacts of threatening processes on forest biological diversity should be considered here. Parties are asked to prevent the introduction of IAS and mitigate their negative impacts through development and implementation of strategies and improving the knowledge of the impacts of IAS.
- Reinforce, develop and implement strategies at regional and national level to prevent and mitigate the impact of IAS on forest biological diversity: [CBD Decision VI/22, 11](#) and [CBD Decision VI/22, Annex](#) (Expanded programme of work on forest biological diversity)
- Improve the knowledge of the impacts of IAS on forest ecosystems and adjacent ecosystems: [CBD Decision VI/22, 11](#) and [CBD Decision VI/22, Annex](#) (Expanded programme of work on forest biological diversity)

- Collaborate with other Parties, international and regional organizations to implement the programme of work on forest biological diversity: [CBD Decision VI/22, 18](#) and [CBD Decision VI/22, Annex](#) (Expanded programme of work on forest biological diversity)
- Ensure cross-sectoral participations in the implementation of the programme of work on forest biological diversity: [CBD Decision V/4, 9](#) and [CBD Decision VI/22, Annex](#) (Expanded programme of work on forest biological diversity)
- Report on the progress of the implementation of the programme of work on forest biological diversity: [CBD Decision VI/22, 21](#) and [CBD Decision VI/22, Annex](#) (Expanded programme of work on forest biological diversity)

Comment

[CBD Decision VI/22, 11](#)

[CBD Decision VI/22, 18](#)

[CBD Decision VI/22, 21](#)

[CBD Decision V/4, 7](#)

[CBD Decision V/4, 9](#)

[CBD Decision VI/22, Annex](#)

The most relevant goal from the programme of work on forest biological diversity is [Goal 2](#): To reduce the threats and mitigate the impacts of threatening processes on forest biodiversity. Objective 1 of this goal is to prevent the introduction of IAS. One activity from objective 4 is also relevant here. Objective 4 aims to prevent and mitigate the adverse effects of forest fires and fire suppression. Activity (i) urges Parties to develop mechanisms, including early warning systems, for exchange of information related to the causes of forest biodiversity loss including IAS.

- Provide support to international and regional actions resulting from the implementation of the programme of work on forest biological diversity: [CBD Decision VI/22, 20](#) and [CBD Decision VI/22, Annex](#) (Expanded programme of work on forest biodiversity)

Comment

The most relevant goal from the programme of work on forest biological diversity is [Goal 2](#): To reduce the threats and mitigate the impacts of threatening processes on forest biodiversity. Parties are asked to prevent the introduction of IAS and mitigate their negative impacts on forest biodiversity (objective 1).

- Collaborate with other Parties and organisations to implement regional and international activities for the programme of work on forest biological diversity: [CBD Decision VI/22, 18](#) and [CBD Decision VI/22, Annex](#) (Expanded programme of work on forest biodiversity)

Comment

IAS has been identified as a possible indicator for development by SBSTTA, [CBD Decision VII/30, Annex 1](#)

- Carry out assessments on pollinators by implementing the International Pollinator Initiative: [CBD Decision VI/5, 11](#) and [CBD Decision VI/5, Annex II](#) (Plan of action for the international pollinator initiative)

Comment

[CBD Decision VI/5, 11](#)

[CBD Decision VI/5, Annex II](#)

The relevant programme element of the plan of action for the International Pollinator Initiative is: [Programme element 1](#): assessments. Three activities from this programme element, ask Parties to assess pollinators: activity 1.1: monitor the status and trends of pollinators; activity 1.2: Assess the economic value of different pollinator systems and activity 1.3: Assess the state of scientific and indigenous knowledge.

- Carry out assessments of agricultural biodiversity by implementing the programme of work for agricultural ecosystems: [CBD Decision V/5, 4](#), [CBD Decision V/5, Annex](#) (Pro-

gramme of work on agricultural biodiversity) and [CBD Decision VI/5, Annex I](#) (Steps for implementing the programme of work on agricultural biodiversity)

Comment

[CBD Decision VI/5, 4](#)

[CBD Decision V/5, 4](#)

[CBD Decision V/5, Annex](#)

[CBD Decision VI/5, Annex I](#)

The relevant programme element from the programme of work for agricultural ecosystems is: [Programme element 1](#): assessments. Parties are encouraged to contribute to the assessment of plant and genetic resources.

Marine issues

- Maintain an incident list of IAS for marine and coastal ecosystems: [CBD Decision VII/5, 5](#) and [CBD Decision VII/5, Annex](#) (Elaborated programme of work on marine and coastal biodiversity)
- Ratify the International Convention for the Control and Management of Ships Ballast Water and Sediments under the International Maritime Organization: [CBD Decision VII/13, 3](#)
Comment
[CBD Decision VIII/27, 25](#)
[CBD Decision VII/13, 3](#)
 Call for the ratification of the Ballast water convention as soon as possible.
- IMO/ BWM Article 4 - Control of the Transfer of Harmful Aquatic Organisms and Pathogens Through Ships' Ballast Water and Sediments
- Implement the Code of Practice on the Introduction and Transfers of Marine Organisms of the International Council for the Exploration of the Sea: [CBD Decision VIII/27, 21](#)
- Implement the Code of Conduct on Responsible Fisheries of the FAO: [CBD Decision VIII/27, 21](#)
- Implement Article 196 of the United Nations Convention on the Law of the Sea: [CBD Decision VIII/27, 21](#)
- Ratify and implement the 1997 United Nations Convention on the Law of the Non-Navigational Uses of International Watercourses: [CBD Decision VIII/27, 22](#)
- Ratify the International Convention for the Control and Management of Ships Ballast Water and Sediments: [CBD Decision VIII/27, 25](#)
- Ratify the International Convention for the Control and Management of Ships Ballast Water and Sediments under the International Maritime Organization: [CBD Decision VII/13, 3](#)
Comment
[CBD Decision VIII/27, 25](#)
[CBD Decision VII/13, 3](#)
 Call for the ratification of the Ballast water convention as soon as possible.
- Ratify and implement the Convention on the Control of Harmful Anti-fouling Systems on Ships (2001): [CBD Decision VIII/27, 31](#)

- Harmonize national legislation within regions, to prevent transferring risks between nations associated with marine biofouling (pollution): [CBD Decision VIII/27, 30](#)
- Implement controls to prevent marine biofouling as a pathway for the introduction and spread of IAS: [CBD Decision VIII/27, 29](#)
- Establish mechanisms to control all pathways of IAS, including shipping trade and mariculture: [CBD Decision VII/5, 5](#) and [CBD Decision VII/5, Annex](#) (Elaborated programme of work on marine and coastal biodiversity)
- Maintain and incident list of IAS for marine and coastal ecosystems: [CBD Decision VII/5, 5](#) and [CBD Decision VII/5, Annex](#) (Elaborated programme of work on marine and coastal biodiversity)
- Ensure proposed projects to be assisted through the financial mechanism promote to the implementation of the programme of work on marine and coastal biological diversity: [CBD Decision IV/5, 3](#) and [CBD Decision VII/5, Annex](#) (Elaborated programme of work on marine and coastal biodiversity)

Comment:

[CBD Decision VII/5, 5](#)

[CBD Decision IV/5, 2](#)

[CBD Decision VII/5, Annex](#)

The relevant programme element from the programme of work for marine and coastal biological diversity is [Programme element 5](#): invasive alien species. The goal for this programme element asks Parties to prevent the introduction of IAS into the marine and coastal environment, and to eradicate to the extent possible those invasive alien species that have already been introduced.

- Take appropriate measures to prevent and reduce exploitation of the Sea bed: [CPMDDMC of EA Article VIII](#)
- Support the implementation of the programme of work on marine and coastal biological diversity: [CBD Decision IV/5, 3](#) and [CBD Decision VII/5, Annex](#) (Elaborated programme of work on marine and coastal biodiversity)

Comment

The most relevant programme element from the programme of work on marine and coastal biological diversity is: [Programme element 5](#): Invasive alien species:

Operational objective 5.1: achieve a better understanding of the pathways and the causes of the introduction of IAS and their impacts

Operational objective 5.2: put in place mechanisms to control all pathways for potential IAS in the marine and coastal environment

Operational objective 5.3: maintain an incident list on introductions of IAS

- Raise the issue of marine biofouling with the Marine Environment Protection Committee of the International Maritime Organisation and at the Antarctic Treaty Consultative Meeting: [CBD Decision VIII/27, 33](#)

Other....

- Contribute case studies on current experience in applying the Guidelines on EIA: [CBD Decision VII/7](#) and [CBD Decision VI/7, Annex](#) (EIA Guidelines)
- Apply CBD Guidelines on EIA: [CBD Decision VI/7, 2](#) and [CBD Decision VI/7, Annex](#) (EIA Guidelines)
- Use the CBD Guidelines on EIA: [CMS Resolution 7.2, 3](#) and [CBD Decision VI/7, Annex](#) (EIA Guidelines)

- Make use of the CBD Guidelines on EIA: [Ramsar Resolution VIII.9, 10](#) and [Ramsar Resolution VIII.9, Annex](#) (EIA Guidelines)

Comment

[CBD Decision VII/7](#)

[CBD Decision VI/7, 2](#)

[CMS Resolution 7.2, 3](#)

[Ramsar Resolution VIII.9, 10](#)

[CBD Decision VI/7, Annex](#)

[Ramsar Resolution VIII.9, Annex](#)

Alien species form part of the screening criteria in the Guidelines on EIA. Parties are encouraged to consider how activities could alter habitat ultimately encouraging the introduction of IAS. Synergy between three conventions occurs here as each convention endorses the same set of guidelines.

- Include within integrated planning the development of protected area site networks, to ensure that the ecosystem benefits delivered are recognised and incorporated in management regimes and land and water use activities: [Ramsar Resolution IX.20, 13](#)

Comment

[Ramsar Resolution IX.20, 13](#)

Ramsar sites are to be included on the networks of protected areas. Parties are also directed to take into consideration the programme of work on protected areas for the CBD ([CBD Decision VII/28, Annex](#)), in particular [Programme element 1](#): direct actions for planning, selecting, establishing, strengthening and managing, protected area systems and sites. Goal 1.5 asks Parties to prevent and mitigate the negative impacts of key threats. Activity 1.5.4 is of importance, as Parties must take measures to control risks associated with invasive alien species in protected areas.

- Increase awareness on issues related to the prevention and management of risks from invasive alien species: [CBD Decision VII/13, 5e](#)
- Promote awareness of the threats to biological diversity and related ecosystem goods and services posed by IAS to various stakeholder groups: [CBD Decision VI/23, 10e](#)
- Facilitate awareness of new IAS: [Ramsar Resolution VII.14, 18f](#)

Comment:

[CBD Decision VII/13, 5e](#)

[CBD Decision VI/23, 10e](#)

[Ramsar Resolution VII.14, 18f](#)

Possible synergy occurs between the two conventions on increasing awareness of IAS.

- Take measures to address tourism as a pathway for the introduction and spread of IAS using the Guidelines on Biodiversity and Tourism Development: [CBD Decision VIII/28, 50](#) and [CBD Decision VII/14, Annex \(Guidelines on Biodiversity and Tourism Development\)](#)
- Integrate Tourism Guidelines into strategies and action plans at different levels (e.g. local, national): [CBD Decision VII/14, 10](#) and [CBD Decision VII/14, Annex](#) (Guidelines on Biodiversity and Tourism Development)

Comment

[CBD Decision VIII/28, 50](#)

[CBD Decision VII/14, 10](#) and

[CBD Decision VII/14, Annex](#)

The tourism guidelines identify IAS under [paragraph 41\(i\)](#) as an impact of tourism. IAS are required to be considered during impact assessments and monitoring.

- Eliminate IAS that are endangering or likely to further endanger migratory species: [CMS Article III, 4c](#)
- Eradicate those alien species which threaten ecosystems, habitats or species: [CBD Article 8h](#)

Comment

[CBD Article 8h](#)

[CMS Article III. 4c](#)

These articles supply synergy between the conventions on eliminating the impacts of IAS on species.

- Control those alien species which threaten ecosystems, habitats or species: [CBD Article 8h](#)
- Conserve and restore habitats of importance, including strict controls of the introduction of, or control of already introduced, IAS detrimental to the migratory species: [CMS Article 5e](#)

Comment

[CBD Article 8h](#)

[CMS Article 4c](#)

[CMS Article 5e](#)

These articles supply synergy between the conventions on eliminating the impacts of IAS on species.

- Adapt the Guidelines for international cooperation under the Ramsar Convention
[Ramsar Resolution VII.6, 13](#)
[Ramsar Resolution VII.16, 14](#)
[Ramsar Resolution VII.19, 9](#)
[Ramsar Resolution VII.19, 10i](#)
[Ramsar Resolution VII.19, Annex](#)
IAS are mentioned in [section 2.1](#): Managing shared wetlands and river basins in Guidelines for international cooperation under the Ramsar Convention

Annex 2: Checking thematic topics in the draft Norwegian National Strategy against relevant MEA obligations and commitments

Develop risk assessment guidelines for intentional introduction

The [CBD \(Decision VI/23, Annex](#), Guiding principle 10: Intentional introduction) states that: *No first-time intentional introduction or subsequent introductions of an alien species already invasive or potentially invasive within a country should take place without prior authorization from a competent authority of the recipient State(s). An appropriate risk analysis, which may include an environmental impact assessment, should be carried out as part of the evaluation process before coming to a decision on whether or not to authorize a proposed introduction to the country or to new ecological regions within a country. States should make all efforts to permit only those species that are unlikely to threaten biological diversity. The burden of proof that a proposed introduction is unlikely to threaten biological diversity should be with the proposer of the introduction or be assigned as appropriate by the recipient State. Authorization of an introduction may, where appropriate, be accompanied by conditions (e.g., preparation of a mitigation plan, monitoring procedures, payment for assessment and management, or containment requirements).*

2. Decisions concerning intentional introductions should be based on the precautionary approach, including within a risk analysis framework, set forth in principle 15 of the 1992 Rio Declaration on Environment and Development, and the preamble of the Convention on Biological Diversity. Where there is a threat of reduction or loss of biological diversity, lack of sufficient scientific certainty and knowledge regarding an alien species should not prevent a competent authority from taking a decision with regard to the intentional introduction of such alien species to prevent the spread and adverse impact of invasive alien species.

Below are some selected obligations and commitments of MEAs as listed in the Issue-Based Modules, IAS that may be directly or indirectly useful when structuring risk assessment guidelines for intentional introductions. The obligations and commitments may be grouped under the following headings:

Wetlands

- Prepare an inventory of IAS in wetlands, following assessment and prioritise those that may pose a threat to wetlands and those that may be adequately controlled or eradicated: [Ramsar Resolution VIII.18, 16](#)
- Ensure assessment and reporting of any change in the ecological character of Ramsar sites: [Ramsar Article 3.2](#)
- Make use of the IUCN impact assessment tools and information: [Ramsar Resolution VIII.9, 11](#)
- Apply the Wetland Risk Assessment Framework as part of the ongoing monitoring and impact assessment practices for wetland sites: [Ramsar Resolution VII.16, 13](#) and [Ramsar Resolution VII.10, Annex](#)
- Review and implement laws and policies regulating the introduction of aquatic biota for aquaculture to control the accidental movement of species for example through ballast water, to avoid introduction of invasive and/or alien species: [Ramsar Resolution IX.4, 34](#)

- Recognise that invasions by alien species can threaten the ecological character of wetlands and ensure that measures are in place to prevent and control such invasions: [Ramsar Resolution VIII.18, 19](#) [SEE COMMENTARY 10](#)

Agriculture

- Evaluate the risks associated with the use of potentially IAS by afforestation and reforestation activities: [UNFCCC Decision 19/CP.9, 8th preambular paragraph](#)
- Consider the possibility that introduced plants may be IAS when carrying out pest risk analysis: [IPPC 7th ICPM, section 12.1, 148, 7d](#) [SEE COMMENTARY 1](#)
- Prescribe important restrictions to prevent the introduction of pests of plants and plant products: [IPPC Article VI, a](#)
- Prohibit the importation of certain plants and plant products to prevent the introduction of pests of plants and plant products: [IPPC Article VI, b](#)
- Treat, destroy or refuse entry to consignments not meeting restrictions and regulations to prevent the introduction of pests of plants and plant products: [IPPC Article IV, 2d](#)
- Implement sanitary and phytosanitary measures necessary for the protection of human, animal and plant life and health: [SPS Agreement Article 2, 1](#)
- Reinforce efforts to apply and utilize relevant ISPMs and related phytosanitary measures to address threats by IAS: [IPPC 7th ICPM, section 12.1, 148, 7c](#)
- Review the current safe disposal measures for imported alien species and develop guidance regarding the trade in pets, aquarium species and plant species: [CBD Decision VIII/27, 52](#)
- Take measures to control the import and export of pets, aquarium species, live bait, live food or plant seeds that pose risks as IAS: [CBD Decision VIII/27, 53](#)
- Evaluate and take measures, such as developing codes of practice, at national, regional and global levels to address the impacts of the trade and use of biocontrol agents as IAS, while taking into account work of the IPPC: [CBD Decision VIII/27, 55](#)
- Take measures to control movements of animals used for ex situ breeding, including fish between water bodies and drainage basins and animals within safari parks and zoos: [CBD Decision VIII/27, 57](#)
- Implement the Guidelines for a phytosanitary import regulatory system: [IPPC 6th ICPM, section 7.2.1, 39](#) and [IPPC 6th ICPM, Appendix II](#) (Guidelines for regulatory system)
- Implement the standard Pest risk analysis for regulated non-quarantine pests: [IPPC 6th ICPM, section 7.2.2, 41](#) and [IPPC 6th ICPM, Appendix III](#) (Pest risk analysis standard)
- Reinforce, develop and implement strategies at regional and national level to prevent and mitigate the impact of IAS on forest biological diversity: [CBD Decision VI/22, 11](#) and [CBD Decision VI/22, Annex](#) (Expanded programme of work on forest biological diversity)

General

- Prohibit the deliberate introduction of non-native species in the wild, except in particular circumstances where they have been granted prior authorisation by a regulatory authority: [17th meeting of the Bern Convention Steering Committee, Recommendation 57 \(1\)](#)
- Regulate or even prohibit the deliberate introduction and trade of certain species of non-native terrestrial vertebrates: [19th meeting of the Bern Convention Steering Committee, Recommendation 77 \(1\)](#)
- Within the EU, issue a wildlife import permit only if it would not have a harmful effect on the conservation status of the species or its territory: [EU Regulation 338-97, Article 4 \(1ai & 6d\)](#)
- Consider the risks associated with the introduction, use and spread of IAS during the development, expansion and review of trade arrangements: [CBD Decision VII/13, 5d](#) [SEE COMMENTARY 1](#)
- Implement regional standards, regional support for risk analysis and regional cooperation mechanisms: [CBD Decision VII/13, 6a](#)
- Strengthen cooperation between biodiversity, agriculture, forestry, land and water management agencies in the application of risk analysis standards and guidance for IAS: [CBD Decision VII/13, 6](#)
- Promote and implement the IAS Guiding Principles: [CBD Decision VI/23, 5](#) and [CBD Decision VI/23, Annex](#) (IAS Guiding Principles)
- Develop recommendations and strategies to take into account the effects of IAS on populations and naturally occurring genetic diversity: [CBD Decision VI/23, 12c](#)
- Consider the potential effects of global change on the risk of IAS to biodiversity and related ecosystem goods and services: [CBD Decision VI/23, 15](#)
- Conduct a national and other sub-global assessments using the conceptual framework and methodologies of the MA: [CBD Decision VIII/18, 17](#)
- Assess the feasibility of eradicating those populations representing a threat to biological diversity: [19th meeting of the Bern Convention Steering Committee, Recommendation 77 \(3\)](#)
- Share information on responses to IAS, including their spread through various conveyances and any risk assessments carried out for particular pathways: [CBD Decision VIII/27, 16](#)
- Provide information on databases that exist for IAS, information on IAS which threaten wetlands and how the IAS may be controlled and eradicated to the Ramsar Bureau: [Ramsar Resolution VII.14, 14](#)

Develop systems of early warning for IAS which may come to Norway

Below are some selected obligations and commitments from the Issue-Based Modules, IAS that may be directly or indirectly useful when developing early warning systems for IAS which may come to Norway.

- Consider the risks associated with the introduction, use and spread of IAS during the development, expansion and review of trade arrangements: [CBD Decision VII/13, 5d](#)
- Regulate or even prohibit the deliberate introduction and trade of certain species of non-native terrestrial vertebrates: [19th meeting of the Bern Convention Steering Committee, Recommendation 77 \(1\)](#)
- Establish or adapt existing IAS alert systems: [IPPC 7th ICPM, section 12.1, 148, 7h](#)
- Ensure that relevant agencies and officials have access to lists of plants, plant products, and other regulated articles and trade pathways that may carry IAS: [IPPC 7th ICPM, section 12.1, 148, 7h](#)
- Support national and regional decision-making and rapid response to IAS: [CBD Decision VII/13, 6b](#)
- Establish mechanisms to control all pathways of IAS, including shipping trade and mariculture: [CBD Decision VII/5, 5](#) and [CBD Decision VII/5, Annex](#) (Elaborated programme of work on marine and coastal biodiversity)
- Develop mechanisms, including early warning systems, for exchange of information related to the causes of forest biodiversity loss, including fires, pests and diseases, and invasive species. [CBD Decision VI/22, Annex](#)
- In order to further the objectives of this Convention, Parties with common interests to protect the environment, human health, property and resources in a given geographical area, in particular, those Parties bordering enclosed and semi-enclosed seas, shall endeavour, taking into account characteristic regional features, to enhance regional co-operation, including through the conclusion of regional agreements consistent with this Convention. Parties shall seek to co-operate with the Parties to regional agreements to develop harmonized procedures IMO-BWM Article 13, 3

Research needs

Below are some selected obligations and commitments from the Issue-Based Modules, IAS that may be directly or indirectly useful when constructing research programmes on IAS:

- Research the characteristics of IAS and the vulnerability of ecosystems and habitats to their invasion in relation to the impacts of climate change: [CBD Decision VI/23, 24a](#)
- Research and assess the impact of IAS of biological diversity: [CBD Decision VI/23, 24b](#)
- Research the importance of various pathways for IAS: [CBD Decision VI/23, 24c](#)
- Research the socio-economic impacts of IAS: [CBD Decision VI/23, 24d](#)

- Research and assess the costs and benefits of using biocontrol agents to manage IAS: [CBD Decision VI/23, 24f](#)
- Research means to enhance capacity of ecosystems to resist or recover from alien species invasions: [CBD Decision VI/23, 24g](#)
- Research criteria for assessing the risk from IAS: [CBD Decision VI/23, 24i](#)
- Research the use of traditional knowledge in the management of IAS: [CBD Decision VI/23, 24j](#)
- Identify the presence and threats of IAS in Ramsar sites: [Ramsar Resolution VIII.18, 16](#)
- Encourage collaborative international research projects looking at the impact of climate change on the habitats of migratory species: [CMS Resolution COP8.13, 4](#)
- Implement the programme of work on the biological diversity of inland waters by contributing to the compilation of impacts of IAS: [CBD Decision VII/4, 10](#) and [CBD Decision VII/4, Annex](#) (Programme of work on inland waters)
- Apply management planning and a suitable monitoring regimes to Ramsar sites, so as to be able to report on any change in the ecological character: [Ramsar Resolution IX.15, 21](#)
- Improve the knowledge of the impacts of IAS on forest ecosystems and adjacent ecosystems: [CBD Decision VI/22, 11](#) and [CBD Decision VI/22, Annex](#) (Expanded programme of work on forest biological diversity)
- Improve the knowledge of the impacts of invasive alien species on forest ecosystems and adjacent ecosystems. [CBD Decision VI/22, Annex](#) Goal 2b.
- Guiding principle 5: Research and monitoring
In order to develop an adequate knowledge base to address the problem, it is important that States undertake research on and monitoring of invasive alien species, as appropriate. These efforts should attempt to include a baseline taxonomic study of biodiversity. In addition to these data, monitoring is the key to early detection of new invasive alien species. Monitoring should include both targeted and general surveys, and benefit from the involvement of other sectors, including local communities. Research on an invasive alien species should include a thorough identification of the invasive species and should document: (a) the history and ecology of invasion (origin, pathways and time-period); (b) the biological characteristics of the invasive alien species; and (c) the associated impacts at the ecosystem, species and genetic level and also social and economic impacts, and how they change over time [CBD Decision VI/23, Annex](#)
- Factors which have been quantified and are subject to the operational limits described in the preceding paragraphs must be monitored. For example, the degree of tolerance of an alien invasive species in a habitat will be expressed as an upper limit. Once a limit has been set, the invasive species must be monitored to ensure that its population does not exceed the limit. When and if the limit is exceeded, management or control will be implemented. [Ramsar Resolution VIII.14, Annex](#)
- To further the aims of the Convention, the Contracting Parties shall establish complementary or joint programmes of scientific or technical research and, in accordance with a standard procedure, to transmit to the Commission:

- (a) the results of such complementary, joint or other relevant research;
 - (b) details of other relevant programmes of scientific and technical research. Oskar , [Article 8 - Scientific and Technical Research](#)
- Parties shall endeavour, individually or jointly, to:
- (a) promote and facilitate scientific and technical research on Ballast Water Management; and
 - (b) monitor the effects of Ballast Water Management in waters under their jurisdiction. Such research and monitoring should include observation, measurement, sampling, evaluation and analysis of the effectiveness and adverse impacts of any technology or methodology as well as any adverse impacts caused by such organisms and pathogens that have been identified to have been transferred through ships' Ballast Water. [IMO-BWM Article 6 - Scientific and Technical Research and Monitoring](#)

NINA Report 284

ISSN: 1504-3312

ISBN: 978-82-426-[1846-7]



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