# **Environment and Sustainability Committee**

E&S(4)-17-13 paper 2

# Inquiry into Invasive Alien Species - Evidence from the Welsh Government

### 1. Introduction

- 1.1. Many non-native species contribute positively to our lives, for example, as livestock, crops, garden plants and pets. Only a small minority of non-native species become invasive and seriously affect our native wildlife, economy and health. It is not always possible to predict which non-native species will become invasive. Invasive Alien Species (IAS) (often referred to as Invasive Non-Native Species) have been described as the second biggest threat after habitat loss and destruction to biodiversity worldwide and the greatest threat to fragile ecosystems such as islands. The threat is increasing with the increase in international trade and travel.
- 1.2. As well as having a significant impact on the environment, IAS also have significant negative impacts on the economy and human health. Prevention, detection, control or eradication are essential activities to control IAS and need to be undertaken on a risk-based approach. IAS monitoring and assessment programmes should be based around identified pathways and risks, many of which still need further understanding and research. Effective IAS work requires a strategic and coordinated long-term approach.

#### 2. Vision

- 2.1. Our vision is that biodiversity, quality of life and economic interests in Wales are better protected against the adverse impacts of IAS because there will be:
- Widespread awareness and understanding of the risks and adverse impacts associated with IAS and greater vigilance against these;
- A stronger sense of shared responsibility across government, key stakeholder organisations, land managers and the general public for actions and behaviours that will reduce the threats posed by IAS of the impacts they cause; and,
- A guiding framework for national, regional and local IAS mitigation, control or eradication initiatives helping to reduce the significant detrimental impact of IAS on sensitive and vulnerable habitats and species.

### 3. Summary of Key Messages

3.1. Invasive alien species are one of the greatest drivers of biodiversity loss worldwide and cause significant socio-economic damage.

- 3.2. IAS threaten our native species and their habitats by, for example, predation, introduction of disease, competition for resources, or physical exclusion and displacement. They usually have significant advantages because they are free of their natural predators, pests and diseases.
- 3.3. They can cause damage to economic interests such as forestry, agriculture and infrastructure they are estimated to cost the British economy £1.7 billion annually.
- 3.4. GB has a well developed Strategy to tackle invasive alien species issues, published in 2008, and we will be reviewing this with other GB administrations and key stakeholders in the second half of 2013.
- 3.5. With the Single Market in place, it is necessary to have a coordinated approach across the EU if we are to avoid the prospect of IAS arriving from the continent with no controls.
- 3.6. We need to undertake research into new or better techniques for detection, effective biosecurity measures, population control and eradication.
- 3.7. Implement and maintain a programme of surveillance and monitoring to detect new invasive alien species and any spread of current known populations.
- 3.8. There is an opportunity to help build public awareness of invasive alien species in Wales to change people's behaviours. The promotion of biosecurity practices campaigns eg the "Stop the Spread Check, Clean, Dry" and "Be Plant Wise" are key to this.
- 3.9. Engage key stakeholder groups who have a vital role to play in terms of managing the key pathways by which invasive alien species are introduced and spread including water users, horticultural trade, pet trade, land managers, construction sector, and community-based volunteers.
- 3.10 The implementation of the EU IAS Regulations currently being developed and the Law Commissions review of Wildlife legislation, that includes IAS, will have important influences in how IAS policy will be taken forward in the future.

### 4. GB Strategy

- 4.1. Wales, England and Scotland have chosen to work together on this cross-cutting issue and the Invasive Non-native Species Framework Strategy for Great Britain was launched in 2008. The Strategy sets out our high-level framework and details the key actions required to address the problems caused by invasive alien species. The strategy follows the Convention on Biological Diversity's hierarchical approach prioritising prevention, followed by early detection, rapid response, long-term control and mitigation.
- 4.2. Work to coordinate action on IAS is led by the GB Programme Board, supported by the GB Non-Native Species Secretariat. The Programme Board has a

broad remit essentially facilitating policy liaison between key relevant policy areas and provides the overall strategic leadership for implementation of the GB Strategy. The GBNNS Secretariat provides information and guidance including developing individual species risk assessments which form the basis for identifying high risk IAS priorities. Financial support has been secured from the Welsh Government and Natural Resources Wales to enable continuation of the GBNNS website. The GB Programme Body consists of senior representations from across GB Administrations and their agencies.

#### 5. Wales

- 5.1. To deliver on biodiversity priorities, Wales needs governance arrangements that make best possible use of the expertise and capacity of statutory agencies, local and national park authorities, and the third sector, whilst providing clarity on authority and accountability. Through the Welsh Biodiversity Partnership there is a strong partnership and foundation upon which to develop a framework which provides clear line of sight from strategy to local delivery that utilises the distinctive capabilities of all organisations involved.
- 5.2. The headline priorities in Wales are derived from the EU Biodiversity Strategy to 2020 (EUBS). Wales endorses the vision and targets from this strategy, and the plan for Wales and associated governance is intended to enable Wales to meet both its statutory obligations to natural resources and work towards the achievement of the EUBS targets.
- 5.3. Invasive alien species are included in the 2020 headline target "Halting the loss on biodiversity and the degradation of ecosystem services in the EU by 2020, and restoring them in so far as feasible, while stepping up the EU contribution to averting global biodiversity loss" The six targets of the EU Biodiversity Strategy are:
- Fully implement the Birds and Habitats Directive;
- Maintain and restore ecosystems and their services;
- Increase the contribution of agriculture and forestry to biodiversity;
- Ensure the sustainable use of fisheries resources;
- Combat Invasive Alien Species; and
- Step-up action to tackle the global biodiversity crisis.
- 5.4. In order to meet the IAS target, by 2020, IAS and their pathways need to be identified and prioritised, with priority species controlled or eradicated, and pathways managed to prevent the introduction and establishment of new invasive alien species. The Welsh Government will aim to tackle invasive alien species in partnership with others, including Natural Resources Wales (NRW), local authorities, other agencies, private sector organisations, third sector organisations, local communities and key interest groups.

- 5.5. Our current strategic approach to biodiversity is outlined in the 2006 Wales Environment Strategy. In terms of delivery, the Welsh Government works through the Wales Biodiversity Partnership which consists of a wide range of stakeholders including statutory agencies, local authorities and non government organisations. The Biodiversity Ecosystems Groups include a species expert group and the Wales Invasive Alien (Non-Native) Species Working Group.
- 5.6. The groups bring together habitat and relevant associated species interests at the Wales level to provide an integrated, informed and independent overview of biodiversity and ecosystem conservation requirements. The ecosystem groups have undertaken a mapping exercise of the priority habitat resource in Wales. The maps and the accompanying habitat synopsis provide partner organisations with a mechanism to prioritise action focusing on habitats and species in greatest need of management within each geographical area.
- 5.7. To date, the approach to IAS prevention, detection and control has often been opportunistic and reactionary. Securing funding for these activities is challenging with IAS work often taking place as part of other projects and in partnership with others. We are working with NRW to map and bring together the resources available to help tackle IAS in a more coordinated way.
- 5.8. The IAS Working Group is chaired by a Welsh Government official. The Group meets three times a year and provides advice to the Welsh Government and statutory agencies in Wales on development, delivery and implementation in Wales of the Invasive Non-Native Species Framework Strategy for Great Britain, as it relates to Wales.
- 5.9. The scope of the Wales INNS Working Group is to:
- Promote and facilitate local, regional and national coordinated and strategic action within Wales as an integrated component of action within Great Britain;
- Raise awareness of terrestrial, freshwater and marine invasive non-native species and their impacts to all communities, including those within and in the environs of Wales where considered relevant;
- Coordinate and promote the recording, reporting and dissemination of information in respect of non-native species, including survey information and best practice management action;
- Develop a network of relevant specialists in Wales who will contribute information and advice to GB and regional forums and local action groups;
- Coordinate and promote the holistic application of biosecurity as an essential component of land, freshwater or marine management, including changes of use, in both urban and rural areas:

- Promote and implement the GB INNS Strategy including invasive species action plans (ISAP) and Pathway Action Plans (PAP) and to contribute to putting the Strategy into on-the-ground action in Wales; and
- Advise on INNS issues related to the development and implementation of an ecosystem approach, focused on ecosystem health and resilience, as set out in the Wales Biodiversity Partnership and Living Wales.
- 5.10. The Wales Biodiversity Partnership structure was unable to deliver the 2010 Biodiversity targets, and given international commitments to revisit these in line with the EU Biodiversity Strategy by 2020, Welsh Government officials have evaluated options to ensure the future delivery of these targets.
- 5.11. On a UK level, Wales has signed up to the UK Biodiversity Framework. This framework aims to deliver on non-devolved or areas of mutual interest (such as the marine environment). The Joint Nature Conservation Committee (JNCC) has responsibility for monitoring the achievement of goals outlined in the framework.

### 6. Invasive Alien Species Policy

- 6.1. Within Welsh Government, day-to-day policy responsibility for invasive alien species forms part of the Land, Nature and Forestry Division (LNFD), which is part of the Sustainable Futures Directorate. LNFD works with a range of policy interests within WG to coordinate and inform the approach to IAS.
- 6.2. A clear, appropriate governance model for collective IAS work is essential with clarity around roles and responsibilities. The Welsh Government's main focus around IAS is policy and governance. Our expectation would be that the new single environment body, NRW, will be responsible for delivery of the IAS framework strategy for Great Britain in Wales including:
- Awareness raising and understanding of the risks and adverse impacts associated with IAS and greater vigilance against these;
- Shared responsibility across key stakeholder organisations, land managers and the general public for actions and behaviours that will help to reduce the impacts of IAS or the impacts they cause; and
- Control of eradication initiatives to reduce the impact of IAS on sensitive and vulnerable habitats and species.
- 6.3. There are a range of domestic and EU legislative requirements in relation to IAS that are outlined in Annex B. However, it is recognised that the legislative base for IAS could be clearer and strengthened. With the increasing threat IAS pose, the current development by the EU of a specific IAS Regulations is therefore timely, as is the Law Commission review of wildlife legislation in the UK, which will include

recommendations on IAS. The implementation of these important initiatives in Wales has the potential to significantly influence our future policy direction on IAS.

- 6.4 The Environment and Sustainability Committee has already received a great deal of written and oral evidence concerning the more "visible" invasive alien species such as Japanese Knotweed, Himalayan Balsam, Rhododendron etc. Issues around these IAS understandably generate a great deal of public interest and concern. The Welsh Government, Swansea Council and other key stakeholders are involved with the Food and Environment Research Agency on natural control trials for Japanese knotweed using the psyllid Alphalari itadori (a small leaf hopper) which commenced summer 2011 in Wales and England. Monitoring the effectiveness of this possible control method is ongoing. The Welsh Government publication "The Control of Japanese Knotweed (Fallopia japonica) in Construction and Landscape Contracts" helps to address some of the concerns around Japanese Knotweed. For these established IAS, longer term strategic control strategies are required.
- 6.4. There are, however, a range of other invasive alien species of concern in Wales.
- 6.5. The Welsh Government has been involved with other GB colleagues considering a number of projects looking at horizon scanning for new non-native species. Since the arrival of the "Killer shrimp" there has been particular concern about the potential arrival of other Ponto-Caspian invertebrates (eg other crustaceans etc), and fish (mainly gobies). The Centre for Environment, Fisheries and Aquaculture (CEFAS) has been undertaking research into the pathways that might introduce these species. The Freshwater Biological Association has been working to produce an identification guide to shrimps and isopods that might become invasive in the future.
- 6.6. The Wales IAS Working Group has produced a list of IAS of concern to Wales and, more recently, has refined this list to produce a concise assessment of which species are likely to require action and what that action might entail (Annex A). We need to improve our systems for early detection on land and in the marine environment of any new IAS to give us the greatest chance of controlling them effectively. More control methods will need to be developed to increase our capacity to deal with these kinds of invasive alien species.
- 6.7. In terms of preventing introduction and controlling the spread of invasive alien species, as well as the well known IAS, a significant part of Wales' focus over coming years might be on new IAS species such as the Quagga Mussel, Asian Hornet, American Lobster, Asian Longhorn Beetle, Emerald Ash Borer, Carpet Sea Squirt, Dikerogammarus haemobaphes (Killer Shrimp) and Signal Crayfish, where there is still a chance of effective control.

### 7. Biosecurity

- 7.1. IAS biosecurity is increasingly important for Welsh, GB and British and Irish Council administrations. Various initiatives are underway to improve good biosecurity practices among government and stakeholders. Furthermore, managing pathways of introduction is increasingly strategically important and likely to be a subject included in any EU legislation on invasive alien species.
- 7.2. Development of effective biosecurity measures and promotion of good behavioural practices to help manage the risks of spreading or introducing invasive alien species remains crucial. Public awareness and behavioural influencing are key measures to tackle invasive alien species.
- 7.3. Welsh Government and other key stakeholders in Wales, including Natural Resources Wales, contributes to the work of the GB NNS Biosecurity Working Group, established by the Programme Board as part of the GB Strategy
  - Stop the Spread "Check, Clean, Dry"
- 7.4. The Welsh Government and other Welsh stakeholders support the "Stop the Spread Check, Clean, Dry" campaign introduced by the GB Non-Native Species Secretariat and has contributed to the production of bilingual posters which have been positioned at key sites across Wales.
- 7.5. "Check, Clean, Dry" was developed as a response to the initial identification of invasive "Killer shrimp" (Dikerogammarus villosus) in late 2010.
- 7.6. "Check, Clean, Dry" is a biosecurity campaign aimed at giving practical advice to users of the freshwater environment such as anglers, boat and yacht users. Cross-sector support has been received for this campaign and is supported by administrations across GB and Ireland. It recognises the basic principles of checking equipment, cleaning it after use, and drying off equipment which are steps all water users can undertake. Examples of good practice include Cardiff Harbour Authority ensuring that "Check, Clean, Dry" biosecurity measures were written into the terms and conditions of the Canoe Slalom World Cup competition held at the Cardiff International White Water Centre; and a biosecurity audit of the Tata Steel Triathlon showed biosecurity arrangements at Eglwys Nunydd to be in keeping with the risk assessment. Local Fisheries Enforcement Officers incorporated awareness raising of "Check, Clean, Dry" into their licence checking work regarding "Killer Shrimp".
- 7.7. Welsh Government and Natural Resources Wales legacy bodies have had considerable involvement in "Check, Clean, Dry" especially at protected sites in Wales. Welsh Government and Natural Resources Wales officials take part in regular meetings with their counterparts in Defra and the statutory agencies to consider developments and ensure a consistent approach.

### Be Plant Wise

- 7.8. The Welsh Government supports the "Be Plant Wise" campaign (launched in February 2010) which highlights the possible danger of disposing of aquatic plants in the wild. This campaign addresses this important pathway by raising awareness amongst the aquatic plant buying public and through close liaison with industry.
- 7.9. The garden centre sector has been central to these messages being delivered effectively, through initiatives, such as, putting the "Be Plant Wise" logo on plant labels and providing leaflets at point of sale. This campaign aims to ensure that unwanted plants are composted properly and that waste pond water is disposed of carefully away from streams, rivers, ponds or lakes.

### • Ban on sale

- 7.10. Risk assessments carried out for five invasive plant species Floating Pennywort, Australian swamp stone-crop, Water Primrose, Water Fern and Parrot's feather suggested that all could cause significant environmental and economic harm. They all form dense mats on the surface of rivers, streams, lakes and ponds which eliminates submerged plants and algae and lowers the amount of dissolved oxygen, leading to declines in other aquatic species such as invertebrates and fish. These dense mats also reduce access to waterways for boating and angling and increase the risk of flooding, which could mean higher costs in dealing with the consequences.
- 7.11. These five invasive aquatic plant species will be banned from sale under Section 14ZA of the Wildlife and Countryside Act 1981 (as amended) with the relevant legislation coming into force in England and Wales in April 2014. From that date, it will be illegal for any person to offer or expose these species for sale, or to possess or transport for the purpose of sale.

### Conclusion

8. Tackling IAS is not new and is clearly complex due to the range of environmental, social, economic and technological factors and the interactions between them. This is further complicated by the constraints on finances and the lack of a strong evidence base on IAS. Prevention and early detection actions are key, but we also need strategic control policies for established IAS. The further development of our integrated approach to IAS management in Wales is required that will deliver for biodiversity, quality of life, economic interests and achieve sustainable ecosystems for the future.

Land, Nature and Forestry Division

May 2013

Welsh Government

#### Annex A

The Wales INNS Working Group has prioritised its work as follows:

**High Alert Species** – species which are not currently in Wales which will be prioritised for rapid reaction to prevent establishment and spread. These are species which have proved highly invasive, damaging or have economic or human health implications.

Species included: Undaria pinnatifida (Japanese kelp/wakame), Gyrodactylus salaris (fish parasite), Dresissena bugensis (quagga mussel), Rapana venosa (rapa whelk), Thaumetopoea precessionea (oak processionary moth), Vespa velitina (asian hornet), Waterispora subtorquata (bryozoan), Hemimysis anomala (carrion shrimp), Crayfish (all non-native species other than Pacifastacus leniusculus), Hydropotes inermis (Chinese water deer), Myiopsitta monachus (monk parakeet), Lithobates catesbeianus (American bull frog), Mesotriton alpestris (alpine newt), Triturus carnifex (Italian crested newt).

**Local, regional and national eradication projects** – species which are established in small numbers or discrete locations where eradication is still thought to be possible.

Species included: Didemnum vexillum (Carpet sea squirt), Siluris glanis (European (Wels) catfish), Pseudorasbora parva (Topmouth gudgeon), Cervus Nippon (Sika deer), Oxyura jamaicensis (Ruddy duck), Psittacula krameri (ring-necked parakeet), Zamensis longissimus (Aesculapian snake), Hydrocotyle ranunculoides (Floating pennywort), Acaena novae-zelandiae (Pirri-pirri bur), Disphyma crassifolium (purple dewplant), Ludwigia grandiflora (Water primrose).

**Strategic control** – species which are already widely established but where local control may be required. For each of these species there will be a range of options including local eradication or control, containment, protection zones, mitigation, arc/satellite sites.

Species included: Grateloupia turuturu (Brown alga), Dikerogammarus villosus (Shrimp), Crepidula fornicata (American slipper limpet), Dreissena polymorpha (Zebra mussel), Tiostrea lutaria (New Zealans oyster), Corbicula fluminea (Asian Clam), Crassostrea gigas (Pacific Oyster), Crangonyx pseudogracilis (amphipod), Eriocheir sinensis (Chinese mitten crab), Pacifastacus leniusculus (Signal crayfish), Gammarus tigrinus (amphipod), Sander lucioperca (Pikeperch), Branta Canadensis (Canada goose), Muntiacus reevesi (Reeve's muntjac), Mustela vison (Mink), Sciurus carolinensis (grey squirrel), Capra hircus (feral goat), Fallopia japonica (Japanese knotweed), Cotoneaster bullatus, microphyllus, horizontalis, simonsii, integrifolius (non-native cotoneaster), Carpobrotus edulis (Hottentot fig), Azolla filiculoides (Water fern), Crassula helmsii (New Zealand pygmyweed/Australian

stonecrop, Lagarosiphon major (Curly waterweed), Lysichiton americanus (Skunk cabbage), Myriophyllum aquaticum/brasiliense (Parrot's feather), Persicaria wallichii/Polygonum polystachyum (Himalayan knotweed), Fallopia sachalinensis (Giant knotweed), Heracleum mantegazzianum (Giant hogweed), Hippophae rhamnoides (Sea buckthorn), Impatiens glandulifera (Himalayan balsam), Rhododendron ponticum (and hybrids), Rosa rugosa (Japanese rose)

Many of the species identified in the three lists are included in the Delivering Alien Invasive in Europe (DAISIE) top 100 invasive non-native species.

Up-to-date, accurate data on these invasive non-native species is often difficult to collate.

To assist its consideration of IAS priorities, the Welsh Government has commissioned ADAS to further refine a decision making framework to help prioritise action on non-native in the future.

#### Annex B

### **LEGISLATION**

Policy development on invasive alien species in Europe has been driven by international agreements, primarily under the Convention on Biological Diversity and the Bern Convention. National policy commitment across the EU has been variable, resulting in a very uneven policy landscape and variable levels of action to tackle invasive alien species. The European Commission has concluded that its EU IAS Strategy will need to take the form of legislation if it is to effectively deliver a more cohesive EU approach. The EU is currently developing proposals for IAS legislation which are expected to be made public later this year. It is likely that the proposed EU legislation will place a legal duty on Member States to take action on IAS that will significantly increase the activity required on IAS.

### **Domestic Legislation**

Wildlife and Countryside Act 1981

Section 14 of the Wildlife and Countryside Act 1981 is the principal legislation dealing with the release of non-native species. This has been amended by the Natural Environment and Rural Communities Act 2006 in England and Wales. Section 14 makes it illegal to allow any animal which is not ordinarily resident in Great Britain, or is listed in Schedule 9 to the Act, to escape into the wild. It is also illegal to plant or otherwise cause to grow in the wild any plant listed on Schedule 9 of the Act. Offences under Section 14 carry a maximum penalty of a £5,000 fine and/or 6 months imprisonment on summary conviction and an unlimited fine and/or 2 years imprisonment on indictment.

 Wildlife and Countryside Act 1981 (Variation of Schedule 9)(England and Wales) Order 2010

This amendment, which applies to England and Wales, details the addition and removal of several animal and plant species to Schedule 9.

Natural Environment and Rural Communities Act 2006

Section 50 of the Natural Environment and Rural Communities Act 2006 (NERC) allows the Secretary of State to ban the sale of invasive non-native species known to cause damage in England and Wales. Section 51 of the NERC Act allows the Secretary of State to issue codes of practice which alone cannot be used to prosecute but can be used in a court of law to demonstrate that the defendant did not take the necessary precautions (or due diligence) to prevent damage caused by release of non-native species.

Import of Live Fish Act 1980

This Act gives the relevant Minister the power to make Orders to prohibit or licence the import, keeping or release of non-native fish species which might harm the habitat of, compete with or prey on any freshwater fish, shellfish or salmon. The protection of Keeping or Release of Live Fish (Specified Species) Order 1998, made under the Import of Live Fish Act in England and Wales, prohibits the unlicensed keeping or release of 26 species or genera of non-native fish. The Prohibition of Keeping of Live Fish (Crayfish) Order 1996 aims to prevent the further spread of Signal Crayfish, and prohibits the unlicensed keeping of all other non-native crayfish species in England and Wales.

 Plant Health Act 1967; Plant Health (Wales) Order 2006; Plant Health (Forestry) Order 2006

This legislation provides protective measures against the introduction of organisms harmful to plants and plant products. The Orders implement EC Directive 77/93/EEC, now consolidated into Directive 2000/29/EC, and is implemented by the Welsh Ministers as regards Wales. The Plant Health (Forestry) Order 2005 is implemented by the Forestry Commission.

Countryside and Rights of Way Act 2000

This Act updates and amends parts of the Wildlife and Countryside Act relating to non-native species in England and Wales.

Environmental Protection Act 1990

This Act classifies soil and other waste containing propagules of invasive non-native species as controlled waste. This has been applied to Japanese Knotweed with the result that waste containing this species (Fallopia japonica) must be disposed of in accordance with Environment Agency guidance designed to prevent the further spread of the plant.

Salmon and Freshwater Fisheries Act 1975 (as amended)

Section 30 makes it an offence to introduce any fish into inland waters without the permission of the Environment Agency in England and Wales. As well as covering non-native species, this Act also prohibits the introduction of native species outside their natural range.

#### Law Commission

The Law Commission has launched a review of wildlife legislation in England and Wales with a view to developing a simplified and future policy-proofed adaptable framework. The outputs of this review propose new powers for tackling IAS. Ahead of IAS legislation from the EU, the Law Commission has decided to draw up proposals that would provide legislative tools to ensure proper functioning of the IAS regime. These include Species Control Orders that would allow entry on to land in

order to control an IAS. Also, the introduction of powers that require a defined group of people to give notice of IAS where those people become aware of the species' presence. The use of these powers should be proportionate, reasonable and focused.

## **Associated EU legislation**

The following legislation includes IAS:

- Bonn Convention on the Conservation of Migratory Species of Wild Animals
- Berne Convention on the Conservation of European Wildlife and Natural Habitats
- Directive on the conservation of natural habitats and of wild fauna and flora
- Directive on the conservation of wild birds
- EC Wildlife Trade Regulations
- Water Framework Directive
- Marine Strategy Framework Directive
- Aquaculture Regulation
- Convention on Biological Diversity
- Convention on Wetlands
- United Nations Convention on the Law of the Sea
- International Plant Protection Convention

In addition to legislation, Welsh Government recognises the importance of voluntary and collective actions between organisations and support delivery of policy objectives through the provision of advice and guidance in terms of sharing best practice where this is appropriate.