



CCSBT-EC/1410/10

Total Allowable Catch and its Allocation

Purpose

To provide relevant background information to support the Extended Commission's deliberations on:

1. Attributable SBT Catch;
2. Total Allowable Catch (TAC) for 2015-2017;
3. Research Mortality Allowance for 2015; and
4. Allocation of the TAC.

Background

An extract from the Report of CCSBT 20, containing the discussion of the Total Allowable Catch and its Allocation at that meeting, is provided at **Attachment A** for information.

(1) Attributable SBT Catch

This sub-agenda item is to agree a common definition of the Attributable SBT Catch so that implementation can commence in 2015.

The Attributable SBT Catch is that part of a Member's/Cooperating Non-Member's (CNM's) catch that is counted against its allocation of the SBT TAC. Currently, each Member/CNM has a different definition of its Attributable SBT Catch as specified below:

Table 1: Members' and CNMs' definitions of Attributable SBT Catch

Member / CNM	Member / CNM's definition of its Attributable SBT Catch
Japan	The amount of SBT put into fish hold of the vessel
Australia	All commercial catch, except catch that is released in a live and vigorous state
New Zealand	Within its national allocation New Zealand allows for recreational and customary catch, other sources of fishing mortality and sets a total allowable commercial catch limit
Korea	Commercial landing of SBT
Taiwan	Retained commercial catch
Indonesia	The amount of commercial catch/landing of tagged SBT within its national allocation
South Africa	Any SBT catch that is landed, independently verified by the Department, and counted against the individual right holding company in the tuna and swordfish longline sectors. This does not include SBT that has been released alive, discarded, depredated or confiscated
Philippines	The entire catch of SBT including any discards (alive or dead) counted is against its allocation
European Union	Catches landed by commercial vessels

The Seventh meeting of the Compliance Committee (CC) advised the Extended Commission (EC) that there is a need to develop a common definition for the SBT "catch" to be counted against national allocations.

Recognising uncertainties around all sources of unaccounted catch mortality, CCSBT 20 agreed that a common definition of the "Attributable SBT Catch" should be developed for all Members and CNMs that would include all sources of mortality. As a first step the EC asked the CC to develop a common definition of the "Attributable SBT Catch" taking into account the importance of including all sources of mortality and for Members to consider and commit to a timetable for its implementation commencing in 2015.

The April 2014 meeting of the Compliance Committee Working Group (CCWG 3) traversed a wide range of issues and concerns relating to implementing a common definition of the Attributable SBT Catch. The point was made that a number of these issues and concerns go beyond compliance and could influence other processes such as TAC setting. No agreement on a common definition of “Attributable SBT Catch” which includes all sources of mortality was reached within the Working Group. The CCWG 3 was also unable to make progress towards a timeline for implementation and deferred the matter to the Compliance Committee. A Common Definition of the Attributable Catch is on the agenda for discussion at the Compliance Committee meeting being held immediately before CCSBT 21. At CCWG 3, it was agreed that New Zealand would develop a paper focused on compliance and implementation issues associated with adopting a definition of the Attributable SBT Catch based on all sources of mortalities. This paper will be provided as a meeting document to the Compliance Committee.

(2) Total Allowable Catch (TAC) for 2015-2017

At CCSBT 20, the EC agreed to set the TAC for 2015-2017 at 14,647 tonnes per year.

The EC needs to confirm whether there are any exceptional circumstances that should cause the TAC for 2015 to be revised. The “meta-rule” process (i.e. whether an exceptional circumstance exists and a recommended process to follow) agreed for the Management Procedure (MP) specifies that “*The need for invoking a metarule should only be evaluated at the ESC¹ based on information presented and reviewed at the ESC*”. In relation to this, paragraphs 121 to 122 of the report of the Nineteenth Meeting of the Scientific Committee (SC19) states that:

- “121. *As detailed in Agenda Item 10.1, it appears that significant levels of unaccounted mortality may have occurred which were not considered in the design of the MP. If these levels are indeed true, they would amount to exceptional circumstances because the probability of rebuilding under the MP will be well below what was intended by the EC.*
122. *The ESC also notes that continuing to follow the MP as proposed does lead to continued rebuilding in the short term even if the circumstances of the hypothesised additional unaccounted mortality are true. Hence, the ESC advises the EC to continue to follow the MP as formulated but, as a matter of urgency, to take steps to quantify all sources of unaccounted SBT mortality. If substantial levels of unaccounted mortality are confirmed, then there will be a need to retune the MP to achieve the EC’s stated rebuilding objective. In addition, the ESC advises that the EC take steps to ensure adherence to its TACs.”*

At CCSBT 20, the EC agreed that it will confirm the 2016-2017 TAC at CCSBT 21, following consideration of the advice from the Extended Scientific Committee (ESC) and other information identified during the discussion of the TAC at CCSBT 20. Advice requested from the ESC included:

- Sensitivity analysis around all sources of unaccounted catch mortality and advice incorporating this information, on the existence of exceptional circumstances and the approach to follow as defined in the Management Procedure in accordance with the metarule process.

¹ [Extended Scientific Committee]

- Preliminary advice on the impact of any unaccounted catch mortalities on the stock assessment projections and the possible Management Procedure recommendation beyond the 2015-17 quota block.

Other items to be considered when confirming the 2016-2017 TAC that were identified at CCSBT 20 included:

- Development and implementation of a common definition of the Attributable SBT Catch;
- Measures to increase transparency of SBT fisheries management, comprising implementation of Quality Assurance Reviews, observation of Australia's 100 fish sampling method, genetic testing of domestic tuna landings by Japan, and enhanced provision of data.

In relation to confirming the TAC for 2016 to 2017, paragraph 123 of the SC19 report stated that: *“Based on the results of the MP operation for 2015-17 in 2013 and the outcome of the review of exceptional circumstances in Agenda Item 10.1, the ESC recommended that there is no need to revise the EC’s 2013 TAC decision regarding the TACs for 2016-17. The recommended annual TAC for the years 2016-2017 is 14,647.4 t.”*

(3) Research Mortality Allowance

CCSBT 20 agreed that as part of the process to account for all SBT mortalities, an allocation of 10 t per year would be made for Research Mortality Allowance (RMA) within the TAC recommended by the MP.

Australia requested 5.95 t of RMA to cover four projects in 2015. The four projects of Australia are focused on:

- Investigating the spatial dynamics and mortality rates of SBT utilising electronic tagging techniques and the impacts of noise associated with oil and gas exploration on SBT in the Great Australian Bight;
- Examining the molecular basis for endothermy using SBT as a novel model;
- Examining iconic and apex predator species in the Great Australian Bight as part of a larger ecosystem project; and
- Investigations into the health of wild SBT.

The ESC unanimously supported the provision of 5.95 t of RMA for these projects.

The EC should confirm whether it approves these requests for Research Mortality Allowance.

(4) Allocation of the TAC

The allocations to Members and Cooperating Non-Members are set in accordance with the CCSBT’s “Resolution on Allocation of the Global Total Allowable Catch” (see **Attachment B**).

CCSBT 20 agreed that the following allocations will apply for each year from 2015-2017 based on the assumptions that the TAC for 2016-2017 is confirmed as being 14,647 t, noting that 10 t of this amount has been allocated to RMA, and that no other decisions are taken by the EC to change the nominal catches for any Member.

	(A) South Africa accedes by 31 May of the specific year and receives a nominal catch of 150 t for that year	(B) South Africa does not accede by 31 May of the specific year and does not receive an increased allocation for that year ²
Japan	4,737	4,847
Australia	5,665	5,665
New Zealand	1,000	1,000
Korea	1,140	1,140
Taiwan	1,140	1,140
Indonesia ³	750	750
South Africa	150	40
Philippines	45	45
European Union	10	10

The EC needs to consider whether it will take any decisions to change these allocations. In particular, At CCSBT 20, Indonesia requested that its allocation be re-assessed and that an additional allocation of approximately 300 t be allocated to its artisanal fleet. In accordance with the Report from CCSBT 20, Indonesia's allocation is to be re-assessed by the EC once the CCSBT Quality Assurance Review for Indonesia is available.

Depending on the catch versus allocation reported in National Reports by Members/CNMs and the outcome of the Ninth Meeting of the Compliance Committee meeting, the EC may wish to consider voluntary adjustments to some allocations in accordance with section 3.1 of CCSBT's Corrective Actions Policy (Compliance Policy Guideline 3).

Prepared by the Secretariat

² These figures apportion the additional 110 t (from South Africa) to Japan because all other Members have reached their nominal allocation.

³ Indonesia's allocation will be re-assessed by the Extended Commission, once the QAR report is available.

Extract of Agenda Item 9 from the Report of CCSBT 20

Agenda Item 9. Total Allowable Catch and its allocation

59. Indonesia presented its proposal that the EC consider a re-assessment of its annual catch quota, in particular that an additional and separate allocation of approximately 300t be allocated to its artisanal fleet ($\leq 30\text{GT}$, registered by provincial and districts).
60. Indonesia explained the difficulties of managing an artisanal fishery where SBT was caught as an unexpected bycatch, and requested Members' understanding, support and approval of its proposal. Members acknowledged that Indonesia faced compliance challenges.
61. The CC Chair explained that Indonesia had agreed to participate in phase 1 and 2 QARs during 2014 in order to identify areas where the Commission might provide assistance to Indonesia to strengthen its compliance systems and processes including to address Indonesia's request for consideration of its allocation. Japan noted that capacity building to assist Indonesia to obtain accurate catch amount should be addressed prior to any consideration of allocation changes.
62. Japan gave a presentation on its compliance systems to assist with its compliance review of as outlined in the Resolution on the Allocation of the Global Total Allowable Catch.
63. Japan clarified that genetic testing was conducted only on imported tuna not Japanese fleet landings. The Chair asked about the level of non-compliance detected and Japan reported that under the current system there had been no violations detected.
64. Members asked Japan about its at-sea and in-port transshipping processes, as well as its in-port inspection processes for both imported and domestically caught tuna.

9.1 TAC Determination

65. The EC agreed to continue a precautionary approach during the early stages of the spawning stock rebuilding by:
 - Commencing the process to account for all mortalities in the SBT fishery; and
 - Increasing the transparency of SBT fisheries.
66. Recognising uncertainties around all sources of unaccounted catch mortality, the EC agreed to develop a common definition of the "Attributable SBT Catch" for all Members and CNMs that would include all sources of mortality. As a first step the EC asked the CC to develop by 2014 a common definition of the "Attributable SBT Catch" taking into account the importance of including all sources of mortality and for Members to consider and commit to a timetable for its implementation commencing in 2015 with annual reporting to the EC⁴.
67. In addition, the EC requested the ESC to conduct sensitivity analysis around all sources of unaccounted catch mortality as part of the ESC's planned 2014 stock assessment and to incorporate this information in its advice on the existence of exceptional circumstances and approach to follow as defined in the Management Procedure in accordance with the metarule process. The EC also asked the ESC to provide preliminary advice to CCSBT 21 on the impact of any unaccounted catch mortalities on

⁴ The annual reporting template to be modified accordingly.

the stock assessment projections and the possible Management Procedure recommendation beyond the 2015-17 quota block.

68. The sources of mortality should include:
- Unreported or uncertainty in retained catch by Members, for example:
 - surface fisheries,
 - artisanal catch,
 - non-compliance with existing measures (e.g. catch over-run);
 - Mortality from releases and/or discards;
 - Recreational fisheries;
 - Catches by non-Members;
 - Research Mortality Allowance; and
 - Any other sources of mortality that the ESC is able to provide advice on (including depredation).
69. The EC agreed to the following measures to increase transparency of SBT fisheries management:
- Quality Assurance Reviews (QARs):
 - Indonesia - Phase 1&2 in 2014,
 - Australia - Phase 2 in 2014,
 - Taiwan – Phase 1 in 2014,
 - Japan - Phase 2 in 2015.
 - QARs once the above reviews have been completed, commencing with New Zealand and Korea;
 - Australia has invited Members to observe the 100 fish sampling method and transfers to grow-out pontoons;
 - Japan will conduct genetic testing of its domestic tuna landings from 2014 and report results in its annual reports to the EC⁴, commencing in 2014; and
 - Enhanced provision of data.
70. Recognising the uncertainty in relation to unaccounted catch mortality and the EC's request to the ESC for advice and noting the EC's procedures for handling uncertainty and its exceptional circumstances and metarule processes, the EC agreed to confirm the TAC for 2014 at 12,449 tonnes and agreed to set the TAC for 2015-2017 at 14,647 tonnes per year. The EC will confirm the 2016-2017 TAC at CCSBT 21 following consideration of the advice from the ESC and other information identified above.
71. The EC further reiterated its commitment to full implementation of its Corrective Actions Policy.

9.2 Research Mortality Allowance

72. The EC approved the requests of Australia and Japan for Research Mortality Allowances (RMA) totalling 5.95 t and 1.0 t respectively in 2014.
73. As part of the process to account for all mortalities in the SBT fishery, the EC agreed that from 2015, an allocation of 10 t would be made for Research Mortality Allowance within the TAC recommended by the MP.

9.3 Allocation of the TAC

74. The meeting confirmed that South Africa's Nominal Catch will be 150 tonnes once it accedes to the Convention. South Africa's allocation for the year it accedes will be 150 t if it accedes by 31 May of that year, otherwise South Africa's allocation will remain on 40 t for that year.
75. The EC confirmed that allocations of the TAC to Members and Cooperating Non-Members would continue to be conducted in accordance with the CCSBT's Resolution on the Allocation of the Global Total Allowable Catch.
76. The agreed allocations of the TAC for 2014 are shown in Table 1.

Table 1: Current allocations for 2014

	(A) South Africa accedes by 31 May 2014 and receives an allocation of 150 t	(B) South Africa does not accede by 31 May 2014 and does not receive an increased allocation ⁵
Japan	3,361	3,403
Australia	5,151	5,193
New Zealand	910	918
Korea	1,036	1,045
Taiwan	1,036	1,045
Indonesia	750	750
South Africa	150	40
Philippines	45	45
European Union	10	10

77. Table 2 provides the agreed annual allocations for 2015-2017 based on the assumptions that the TAC for 2016-2017 is confirmed as being 14,647 t, noting that 10 t of this amount has been allocated to RMA, and that no other decisions are taken by the EC to change the nominal catches for any Member.

Table 2: Current Allocations for each year 2015-2017.

	(A) South Africa accedes by 31 May of the specific year and receives a nominal catch of 150 t for that year	(B) South Africa does not accede by 31 May of the specific year and does not receive an increased allocation for that year ⁶
Japan	4,737	4,847
Australia	5,665	5,665
New Zealand	1,000	1,000
Korea	1,140	1,140
Taiwan	1,140	1,140
Indonesia ⁷	750	750
South Africa	150	40
Philippines	45	45
European Union	10	10

78. The Chair noted that QARs are an important element of this agenda item.
79. TRAFFIC stated that it was important to have in place adequate penalties for any SBT over-fishing that is identified by the Commission. This view was noted by the Chair.

⁵ These figures apportion the additional 110 t (from South Africa) to Members according to their nominal catch percentage levels in accordance with the Resolution on Allocation of the Global Total Allowable Catch.

⁶ These figures apportion the additional 110 t (from South Africa) to Japan because all other Members have reached their nominal allocation.

⁷ Indonesia's allocation will be re-assessed by the Extended Commission, once the QAR report is available.

Resolution on the Allocation of the Global Total Allowable Catch

(adopted at the Eighteenth Annual Meeting – 10-13 October 2011)

The Extended Commission for the Conservation of Southern Bluefin Tuna

Seized by the need to ensure the conservation and optimum utilisation of southern bluefin tuna based on the best available scientific advice,

Recalling agreement reached on nominal catch levels at the 16th annual meeting of the Extended Commission meeting and the Resolution on the Total Allowable Catch and Future Management of Southern Bluefin Tuna adopted at that meeting,

Further recalling the decisions of the Extended Commission adopted at its annual meeting in 2006,

Further to the Resolution on the Adoption of a Management Procedure adopted at the annual meeting of the Extended Commission in 2011,

Noting that the Management Procedure will be the basis for setting the total allowable catch from 2012,

Taking into account the desirability of a transparent and stable process for allocating total allowable catch to Members and Cooperating Non-Members, which provides greater certainty to Members and Cooperating non-Members, in particular for their fishing industries, and facilitates the administration of national allocations,

Recalling the Extended Commission agreed at its special meeting in 2011 to principles that would apply to the distribution of any increase in the global total allowable catch under the Management Procedure,

Further recalling that one of the agreed principles at that meeting was to develop a process for returning Japan's national allocation of the TAC to its nominal percentage,

In accordance with paragraph 3(a) of Article 8 of the Convention for the Conservation of Southern Bluefin Tuna, the Extended Commission decides as follows:

1. The total allowable catch (TAC) set on the basis of the Management Procedure (MP)⁸ shall be allocated among Members and Cooperating Non-Members according to this Resolution.
2. This Resolution shall be applied until allocations of all Members have returned to their nominal catch levels and will be applied from the first three-year TAC setting period under the MP, i.e. 2012 – 2014.
3. Unless this Resolution provides otherwise, the TAC shall be allocated among Members and Cooperating Non-Members as set out below.
4. Before any increase in the TAC is apportioned between Members the total absolute tonnages outlined in paragraph 10 will be allocated to Cooperating Non-Members

⁸The Management Procedure agreed to under the Resolution on the Adoption of a Management Procedure adopted at the annual meeting of the Extended Commission in 2011.

and, from the 2012 TAC period, the voluntary reductions made by Australia and New Zealand (255 tonnes and 45 tonnes respectively) will be returned.

5. If there is no change to the TAC, each Member's allocation will remain unchanged.
6. If there is an increase to the TAC, the additional tonnage will be allocated amongst the Members based on the nominal percentage level as agreed in 2009 and set out in the Annex to this Resolution. Where a Member reaches its nominal catch level, it shall be held at that level until all other Members reach their nominal catch levels.
7. If there is a decrease to the TAC, each Member's allocation will decrease consistent with its nominal percentage level.
8. Each Cooperating Non-Member shall receive a fixed amount of the TAC, subject to the annual review of their status as a Cooperating Non-Member.
9. The allocation of TAC may be revised with the entry of new Members and Cooperating Non-Members. The nominal catch levels will remain unchanged with the entry of new Members or Cooperating Non-Members, but the nominal percentage levels may change.
10. The allocation of TAC for 2012, 2013 and 2014 for Members and Cooperating Non-Members shall be as follows:

	2012	2013	2014
TAC	10, 449 t	10, 949 t	12, 449 t ⁹
Member			
Japan	2, 519t	2, 689t	3, 366t ¹⁰
Australia	4, 528t	4, 698t	5, 147t
New Zealand	800t	830t	909t
Republic of Korea	911t	945t	1036t
Fishing Entity of Taiwan	911t	945t	1036t
Indonesia	685t	707t	750t
Cooperating Non-Member			
Philippines	45t	45t	45t
South Africa ¹¹	40t	80t	150t
European Union	10t	10t	10t

⁹ As agreed in paragraph 7(iii) of the Resolution on the Adoption of the Management Procedure adopted at the annual meeting of the Extended Commission in 2011, the TAC for 2014 shall be 12, 449 tonnes or the output of the MP for 2015 - 2017 based on the 2013 stock assessment (whichever is the less), unless the Extended Commission decides otherwise based on the assessment of the Compliance Committee.

¹⁰ The Extended Commission agreed at its special meeting of the Extended Commission in 2011 that a process would be developed for returning Japan's national allocation of the TAC to its nominal percentage. To commence the return to its nominal catch level, Japan shall receive a positive adjustment of its national allocation for 2014 of 10 percent of the increase subject to the TAC increasing to 12,449 tonnes and a compliance review at CCSBT 20 (2013).

¹¹ The increase in South Africa's tonnage in 2013 and 2014 is subject to its accession to the Convention for the Conservation of Southern Bluefin Tuna. In the case that South Africa does not accede to the Convention, any additional tonnage will be apportioned to Members according to their nominal catch percentage levels.

Annex

Members' Nominal Catch and Percentage Levels

<i>Member</i>	<i>Nominal Catch Level (tonnes)</i>	<i>Nominal Percentage Level</i>
Japan	5,665	36.9%
Australia	5,665	36.9%
Republic of Korea	1,140	7.4%
Fishing Entity of Taiwan	1,140	7.4%
New Zealand	1,000	6.5%
Indonesia	750	4.9%