Commission for the Conservation of
Southern Bluefin Tuna


みなみまぐろ保存委員会

# Report of the Reconvened First Special Meeting

**17 – 19 January 1996**
**Canberra, Australia**

**Report of the Reconvened First Special Meeting**
**17 – 19 January 1996**
**Canberra, Australia**

At the special meeting of the Commission for the Conservation of Southern Bluefin Tuna (CCSBT), held in Canberra during 3 - 6 October, the representatives of the Governments of Japan, Australia and New Zealand decided that the outstanding issues of total allowable catch and national allocations of quota for southern bluefin tuna (SBT) and proposals relating to experimental fishing should be resolved no later than 31 January 1996. This meeting reconvened 17 - 19 January in Canberra.

Dr Alison Turner (Australia) and Mr Malcolm McGoun (New Zealand) continued as Chair and Vice-Chair respectively. A list of participants is at Attachment 1.

The representatives confirmed that the following matters were discussed or agreed upon at the resumed Special Meeting.

## Agenda

The Commission noted that items 6(a) and 6(b) of the agenda for the first session of the Special Meeting had been held over, pending agreement from Japan. Japan accepted the summary record and attachments of the first meeting of the Commission, so these items (6(a) and 6(b)) were deleted from the agenda. It was decided that some new items would be added to the agenda: non-parties, establishment of the secretariat, the workshop program for 1996, the use of official languages, rules of procedure for the Scientific Committee and Terms of Reference for the Enforcement and infractions Committee. The modified agenda is at Attachment 2.

## Total Allowable Catch and its Allocation amongst the Parties

Australia and New Zealand were opposed to any change in the TAC, given the low level of the parental biomass and their view that any increase could jeopardise stock recovery. Japan continued to seek an increase in the TAC and reminded the other parties that the purpose of the Convention included optimal utilisation of the SBT stock. No agreement was reached on a TAC. Regarding the national allocations of quota, Japan proposed that this issue should be discussed again with the relevant provisions of the Convention in mind.

The parties regretted that their differing views as to how to implement the Convention had rendered the Commission unable to decide upon the TAC and its allocation amongst the parties for 95/96. Japan proposed that each party take its own management measures, but this was not agreed to by New Zealand and Australia.

Australia and New Zealand stated that in the absence of a decision, they would abide by the national allocations of quota decided by the Commission at its first meeting in Wellington as if they were still in force and believed this was the appropriate course of action in the situation. Japan did not at this meeting commit itself to abiding by its

previous national allocation of quota decided at the Commission at its first meeting in Wellington. However it said that it would make a decision on its fishing level and inform other Commission members of its decision prior to the commencement of its fishing season.

New Zealand and Australia objected strongly to the fact that Japan was not prepared to declare its intended level of catch for 1995/96 and thought parties to the Convention had an obligation to divulge their intentions on this important issue given their shared commitment to the management arrangement. Japan stated that it was regrettable that no agreement was reached in many aspects, due, in its view, to Australia and New Zealand having insufficient regard to the objectives of the Convention. It pressed Australia and New Zealand to rectify such behaviour. Australia and New Zealand urged Japan to take seriously its obligations under the Convention and to commit to responsible management of the SBT fishery in accordance with the objectives of the Convention.

The Japanese delegation stated that they wished to have the method that was previously established to apply to future adjustment of quota abolished, and a revised formula agreed within the Commission.

Australia and New Zealand saw no reason to change the method for future adjustment of quota.

**Experimental Fishing Program**

All parties recognised the need to take action to reduce uncertainty in the SBT stock assessment. They agreed that in addition to the program of actions agreed at the second Commission meeting, work to evaluate possible implementation of an experimental fishing program was warranted.

Japan briefly described the revised proposal for an experimental fishing program which it had distributed to the other parties on 25 December 1995. That proposal is at Attachment 3. This included a paper proposing conditions for observer placement and criteria for observer exchange.

The Japanese experimental fishing proposal provided information including the purpose, design, reporting and proposed observer placement. Australia and New Zealand confirmed that their scientists had examined the proposal following its receipt. They thanked Japan for their efforts in providing the Commission with a revised proposal. However they indicated their strong interest in understanding the scientific basis of the proposal and the analysis underlying its experimental design.

They reiterated their willingness to explore the concept of an experimental fishing program as an important activity which could contribute to reducing uncertainty in the stock assessments of SBT. Japan said that its experimental fishing program was simple in design and would address a major source of uncertainty. Japan maintained that the program should commence to provide substantial new data to the Scientific Committee, and that the design could be refined in later years.

New Zealand and Australia noted the large scale of the Japanese proposal. They were of the view that because of the important implications of the proposal and the complexity of developing an effective experimental design, further detailed collaborative consideration by the three nations' scientists was essential before the Commission could make a decision on implementation.

Australia tabled a discussion paper (Attachment 4) which proposed a means for development of an experimental fishing program to be integrated with previously agreed measures and actions to reduce uncertainty. Australia and New Zealand reiterated their view that close scientific consideration of the potential structure, design and scale of an experimental fishing proposal, along with the assessment on the impact on recovery of the parental stock, would be essential for the Commission to be in a position to make a decision. The Australian paper proposed that an additional workshop to examine experimental fishing and its ability to reduce CPUE uncertainty should be organised for 1996 and would take place following the March modelling workshop.

Japan noted the difficulties the Scientific Committee had recently experienced in providing consensus views to the Commission and expressed concern that it would not be able to develop a common view on the question of experimental fishing. Therefore Japan requested that the Commission take the initiative to set the date of commencement and catch level for an experimental fishing arrangement. Japan expressed its willingness to adjust the catch level to that which the Commission judged to be appropriate. Australia and New Zealand considered that the Commission should not take a decision to proceed with an experimental fishing program in the absence of advice from the 1996 Scientific Committee meeting which would need to evaluate the risks of any additional catch associated with an experimental fishing program in the light of the 1996 SBT stock assessment. They were also of the view that the problem of the Scientific Committee not being able to provide consensus views could be mitigated by asking clear questions of the Scientific Committee in relation to experimental fishing.

Japan stated that the primary cause of the uncertainty in the stock assessment was the use of estimates with wide variance in areas and seasons for which data was not available. Japan claimed that the uncertainty would be largely reduced if actual data could be substituted for those estimates. Further, Japan insisted that the Commission should provide the Scientific Committee with data from an experimental fishing program rather than ask them for answers.

Australia distributed a draft list of questions (Attachment 5) it believed were important to address in a workshop on experimental fishing and which could help to focus the work of the Scientific Committee on the issue. Australia indicated that it had found the Japanese proposal to be very useful in helping to formulate the questions. Japan stressed the grave importance of the Special Meeting making a decision in regard to the experimental fishing program. Japan considered that a much shorter list of questions would suffice to consider the Japanese proposal and proposed that scientists from each delegation should meet concurrently with the Commission to consider the Japanese proposal. Australia proposed that the scientists should examine and discuss the list of questions and to report back to the plenary. Japan pointed out that the list included

questions which in its view could be readily answered and questions which had already been answered. Japan urged that discussion of the questions should be undertaken with an awareness that the experimental fishing would be undertaken by commercial fishing vessels.

The meeting of scientists was chaired by Dr Staples from Australia. Japan wished to discuss the questions focusing on the Japanese experimental fishing proposal, while Australia sought to discuss them in a broader context. it was agreed that the first question could be deleted as it had already been identified as a question for the Scientific Committee in the report of the second Commission meeting. Some of the questions were recognised as important, but there was disagreement as to the practicality of their implementation. Some were agreed as being central to the development of an experimental fishing program. There were different views on the importance of some other questions.

Australia and New Zealand noted that following evaluation of an experimental fishing program, a decision could potentially be made to have the program commence in the 1996/97 fishing year. It was noted that scientists, managers and industry from all Commission parties would need to be closely involved in such evaluation. Australia and New Zealand stressed that the Commission would need to be sure that the program offered genuine prospects for significantly reducing the level of uncertainty with respect to the abundance of SBT in currently unfished areas.

The Commission noted that an experimental fishing program would need to operationally practicable and equitable amongst the parties and that it should not adversely affect prospects for stock recovery. Japan stated that the experimental fishing program should be started as soon as possible in the 1995196 fishing season. It expressed its view that it is very clear from the report of the Scientific Committee that the program would greatly contribute to reducing uncertainty. Australia and New Zealand reiterated their view that such timing would be premature, especially as there had been no collaborative scientific work on the proposal; nor had the Scientific Committee assessed the impact of the proposed program on prospects for recovery of the SBT stock.

In an effort to find a formulation acceptable to all sides concerning the program for the Commission to make a decision of experimental fishing, Japan and Australia put forward the proposals at Attachments 6 and 7. There was considerable discussion of the timing and the actions proposed. In the course of discussions Japan presented a revised list of questions to be forwarded to the workshop on experimental fishing (Attachment 8). Japan advised that it could not accept the Australian proposal. Australia and New Zealand advised that they could not accept the Japanese proposal.

Japan pressed for its experimental fishing program to be implemented shortly after a workshop of 3 days which would be held directly after the modelling workshop in March and evaluate the Japanese proposal. For this purpose Japan proposed that the implementation of the experimental fishing program be agreed through diplomatic channels or at a special meeting of the Commission to be held after the workshop.

Japan regretted that no consensus could be reached on prompt implementation of their proposal and indicated that it wished it to remain on the table for the Commission's consideration.

**Review of Commission activities**

***Non parties***

At the second Commission meeting, the parties had agreed to approach non-parties with a view to encouraging their involvement in the Commission. All parties recognised that the current difficulties in reaching agreement on management measures could hinder efforts to secure the co-operation of non-parties. In addition, Japan stated that the negative attitude of the Commission towards the optimum utilisation of SBT reduced the incentive for non-parties to join the CCSBT. Australia and New Zealand responded that if the Commission failed to demonstrate responsible of the resource, this would affect prospects for attracting non-parties to join the Commission. Delegations advised the Commission that following on from the September 1995 meeting no additional catch information had been received from non-member parties.

It was agreed that active communication with non-parties was important and the Commission agreed that the Chair would write to Republic of Korea, Indonesia and Taiwan offering to engage in discussions regarding ratification of or co-operation with the Convention. Following this, consideration would be given to representatives from Commission members visiting their fisheries or other authorities to encourage participation in the Commission, or in Taiwan's case, given that none of the parties currently recognises Taiwan, close co-operation with Commission initiatives.

***Establishment of the Secretariat***

Australia advised that the establishment of the Secretariat would be delayed by 6-7 weeks due to minor administrative delays. Although this delay might create a small surplus, each of the parties indicated their intention to retain the approved 1996 budget and to provide the agreed contributions. It was noted that any surplus could be carried over to the subsequent financial year or could be required to cover revisions of the Commission budget. The Commission, recalling that the text of the headquarters agreement with Australia had earlier been finalised, urged Australia to finalise arrangements for establishment as soon as possible.

***Use of Official Languages***

Japan expressed concern that the use of Japanese as an official language had not been sufficiently recognised in the Commission's work. Japan sought agreement on some issues concerning the Commission's use of the Japanese language. Australia and New Zealand concurred and supported a wider use of Japanese within the Commission. It was agreed that until the Secretariat was established host countries of Commission meetings would provide appropriate interpreting services and that official reports of the Commission meetings would be produced in both languages, acknowledging that translation might need to occur after meetings had concluded.

The question of simultaneous interpreting of the annual Commission meeting was considered desirable by all parties but consideration would need to be given to budgetary implications.

***Workshop Program***

All parties reaffirmed their commitment to proceeding with the collaborative work set in place at the second Commission Meeting, as follows:

| | |
|---|---|
| January/February 1996 | Modeling workshop (now agreed to be held 4-15 March in Hobart) |
| Early February 1996* | Management Strategy consultations |
| 1 April 1996 | Data exchange** (catch, effort & size data) (11 weeks prior to Scientific meeting) |
| 27 May 1996 | Exchange** of Standardised CPUE series and brief description of methods (3 weeks prior to Scientific meeting) |
| 10 June 1996 | Exchange list of meeting documents** and key meeting documents to include CPUE, VPA and projections plus any other documents** which have a major impact on the assessment. (1 week prior to Scientific meeting) |
| 17-26 June 1996 | **Scientific Meeting, Hobart** |

* proposed
** documents and data are to be exchanged between all parties in such a manner that the documents are received by the specified date

***Rules of Procedure for the Scientific Committee***

Australia noted there had been some delay in the preparation of the rules of procedure but undertook to circulate to other parties draft rules of procedure for the Scientific Committee by the end of February 1996 with the objective of having them available to be used for the 1996 Scientific Committee meeting. It was decided that the parties should seek to approve the rules of procedure through diplomatic channels prior to the Scientific Committee Meeting.

***Terms of Reference for the Enforcement and Infractions Committee***

Australia undertook to circulate to other parties draft terms of reference for the Enforcement and Infractions Committee by mid-February 1996. It was noted that the draft should take full account of the recent UN Agreement on Straddling Fish Stocks and Highly Migratory Fish Stocks. Australia agreed to Japan's request that its comments

be incorporated into the draft.

On 20 January 1996 the Commission adopted this report in accordance with rule 10 of the Rules of Procedure.

Dr Alison Turner
Chair
Special Meeting of the Commission

**Attachment 1**

## List of Participants

### Chair

| | |
|---|---|
| Dr Alison TURNER | First Assistant Secretary<br>Petroleum and Fisheries Division<br>Department of Primary Industry and Energy |

### Australia

***Delegation***

| | |
|---|---|
| Ms Mary HARWOOD | Acting Assistant Secretary<br>Fisheries Policy Branch<br>Department of Primary Industry and Energy |
| Mr Neil HERMES | Acting Director<br>International Relations Section<br>Fisheries Policy Branch<br>Department of Primary Industry and Energy |
| Mr Lindsay CHAPMAN | Manager<br>SBT and Western Tuna Fisheries<br>Australian Fisheries Management Authority |
| Mr Anthony PIGOUNIS | International Relations Section<br>Fisheries Policy Branch<br>Department of Primary Industry and Energy |
| Ms Helen RATCLIFFE | International Relations Section<br>Fisheries Policy Branch<br>Department of Primary Industry and Energy |
| Dr Derek STAPLES | Acting Director<br>Fisheries Resources Branch<br>Bureau of Resource Sciences<br>Department of Primary Industry and Energy |
| Mr Andrew McNEE | Acting Executive Director<br>Biodiversity Species and Threats |
| Ms Kerry TRUELOVE | Australian Nature Conservation Agency<br>Department of the Environment, Sport and Territories |

| | |
|---|---|
| Dr Albert CATON | Senior Research Scientists<br>Fisheries Resources Branch<br>Bureau of Resource Sciences<br>Department of Primary Industry and Energy |
| Mr Peter CASSELLS | Assistant Director<br>International Relations Section<br>Fisheries Policy Branch<br>Department of Primary Industry and Energy |
| Mr Peter NEAVE | International Relations Section<br>Fisheries Policy Branch<br>Department of Primary Industry and Energy |
| Mr Andrew SERDY | Sea Law and Ocean Policy Group<br>Department of Foreign Affairs and Trade |

***Advisers to the Delegation***

| | |
|---|---|
| Mr Glenn SANT | Acting Director<br>TRAFFIC Oceania |
| Mr Brian JEFFRIESS | President<br>Tuna Boat Owners Association of Australia |
| Mr Robin PIKE | Tuna Boat Owners Association of Australia |
| Mr Joe PUGLIS | Tuna Boat Owners Association of Australia |
| Mr Mario VALCIC | Tuna Boat Owners Association of Australia |
| Mr Greg HONEYCHURCH | Tuna Boat Owners Association of Australia |

**Japan**

***Delegation***

| | |
|---|---|
| Mr Minoru MORIMOTO | Councillor<br>Oceanic Fisheries Department<br>Fisheries Agency |
| Mr Shingo OTA | Assistant Director<br>International Affairs Division<br>Fisheries Agency |
| Mr Daishiro NAGAHATA | Assistant Director<br>Far Seas Fisheries Division<br>Fisheries Agency |

| | |
|---|---|
| Mr Kiyoshi KATSUYAMA | Assistant Director<br>Marine Resources Division<br>Fisheries Agency |
| Dr Yoshio ISHIZUKA | Chief<br>Research Planning and Coordination Section<br>National Research Institute of Far Seas Fisheries |
| Ms Naoko HAMAGUCHI | Fisheries Section<br>Ministry of Foreign Affairs |
| Mr Michio IIDA | Councellor<br>Embassy of Japan<br>Canberra |
| Mr Hiroshi OGIHARA | Embassy of Japan<br>Canberra |

***Advisers to the Delegation***

| | |
|---|---|
| Mr Tsutomu WATANABE | Managing Director<br>Federation of Japan Tuna Fisheries Cooperative Associations |
| Mr Yuji KAWAI | Assistant Director<br>International Department<br>Federation of Japan Tuna Fisheries Cooperative Associations |
| Mr Tsutomu HORII | Federation of Japan Tuna Fisheries Cooperative Associations |
| Mr Keigo HARADA | Federation of Japan Tuna Fisheries Cooperative Associations |
| Mr Kiichiro YOROZUYA | Federation of Japan Tuna Fisheries Cooperative Associations |
| Mr Shinroku SASAKI | Federation of Japan Tuna Fisheries Cooperative Associations |
| Mr Yoshikatsu HATAKEYAMA | Federation of Japan Tuna Fisheries Cooperative Associations |
| Mr Masahiro YAMADA | Federation of Japan Tuna Fisheries Cooperative Associations |
| Mr Hirotaka INOUE | Federation of Japan Tuna Fisheries Cooperative Associations |

| | |
|---|---|
| Mr Hiroshi HANEDA | Federation of Japan Tuna Fisheries Cooperative Associations |
| Mr Toshiaki KANAZAWA | National Ocean Tuna Fishery Association |
| Mr Hiroaki YAMAMOTO | National Ocean Tuna Fishery Association |
| Mr Masateru TSURUMOTO | National Ocean Tuna Fishery Association |

**New Zealand**

***Delegation***

| | |
|---|---|
| Mr Mark EDWARDS | Policy Manager<br>Ministry of Fisheries |
| Dr Talbot MURRAY | Project Director, Pelagic Fisheries<br>National Institute of Water and Atmospheric Research |
| Mr Malcom McGOUN | Ministry of Foreign Affairs and Trade |
| Ms Lee ROBINSON | Ministry of Fisheries |

***Adviser to the Delegation***

| | |
|---|---|
| Mr Andre BRANSON | New Zealand Fishing Industry Board |

**Interpreters**

Ms Saemi BABA

Ms Michiyo STARK

Ms Seiko HINO

**Attachment 2**

## Agenda

1. Opening of Meeting
   (a) Introductions
   (b) Appointment of Rapporteurs
   (c) Meeting Arrangements
   (d) Adoption of Agenda

2. Chair's Opening Address

3. Opening Remarks
   (a) New Zealand
   (b) Japan
   (c) Australia

4. Total allowable catch and its allocation amongst the parties

5. Other appropriate measures under Article 8.3 of the Convention for the Conservation of Southern Bluefin Tuna

6. Other Business
   (a) Non parties
   (b) Secretariat matters
   (c) Scientific program
   (d) Use of official language
   (e) Rules of procedure for the Scientific Committee
   (f) Terms of reference for Infraction/Enforcement group

7. Closure of Meeting

**Attachment 3**

# EXPERIMENTAL FISHING ARRANGEMENT FOR SOUTHERN BLUEFIN TUNA

## *I. Background*

Changes in the operational pattern of fisheries and in some of biological characteristics of southern bluefin tuna (SBT) have cast several difficult problems on the assessment of the stock status of this species. The most serious problem which should be resolved urgently is shrinking of the basic catch and effort data coverage of the longline fishery. A drastic shrink of such vital catch and effort data coverage is due to the contraction of the time and spatial coverage of the fishery, which has been caused by strengthened management measures coupled with the recent rebuilding of the juvenile and young adult segment of the population. These concerns are explicitly pointed out in the paragraphs 10, 11, 12 of Report of the first meeting of the Scientific Committee to the Commission for the Conservation of Southern Bluefin Tuna. In particular, the Scientific Committee asked, in the Recommendation section of its Report, the Commission to note that the restricted area and season coverage of the fishery has resulted in increased difficulty in the interpretation of CPUE in recent years and this uncertainty is likely to increase, at least in the short term.

A research proposal in order to resolve the specific problem stated above requires a significant amount of the catch although the research is aimed at solving qualitative issues. Specifically, it is stressed that distribution of SBT in the areas and seasons without fishing effort currently but historically fished cannot be known unless experimental fishing is conducted over those lacking strata. It should be acknowledged that the recent years data coverage makes interpretation of CPUE increasingly difficult, particularly as it is applies to the assessment of the SBT stock status using existing methodologies and information, and that scientific monitoring catch independent of the global quota is necessary.

## *II. Purpose*

The purpose of this experimental arrangement is to secure time and spatial coverage of longline catch and effort data necessary to maintain and improve the current CPUE estimation so that reduction of uncertainties in the stock assessment is made.

## *III. Method*

1. Research Period

This arrangement will be conducted for three consecutive years beginning on April 1, 1996.

Catch and effort data for three consecutive years are minimum requirement for the improvement of the stock assessment in light of the current status of lacking CPUE data.

2. Areas to be covered

High Seas areas, excluding coastal states' 200-mile zones, in which commercial tuna longline operations were conducted and related data collected in 1980, which was adopted as the target year for stock recovery of SBT.

Namely, those high seas areas specified in the Scientific Committee of the Commission as areas (4) off New South Wales, (7) off Tasmania and Albany, (8) Southeastern Indian Ocean, and (9) off South Africa.

3. Research Items

1) Catch of SBT, and fishing effort made therefor
2) Length and weight composition of SBT
3) Species composition of catch
4) Collection and preservation of stomach content specimens of SBT

4. Number of tuna longline vessels participating in this arrangement

A total of 60 tuna longline vessels will be conducting fishing operation under this arrangement. The vessels will be designated by respective Governments of Parties to the CCSBT.

5. Vessel Distribution Plan

A total of 60 vessels will be deployed and distributed in a pattern similar to that of 1980.

The Number of vessels designated by area is as follows:

| Fishing Area | Maximum No. of Vessels | Main Period of Experimental Fishing |
|---|---|---|
| (4) off New South Wales | 10 | May - August |
| (7) off Tasmania & Albany | 20 | April – July<br>October – January next year |
| (8) Southeastern Indian Ocean | 40 | July – January next year |
| (9) off South Africa | 30 | April – September<br>February – March, next year |

This distribution plan will be implemented under the supervision of the respective Governments of Parties, however, normal commercial operation mode of participating longline vessels should be respected in this arrangement in order to maintain consistency of the nature of the data to be obtained.

6. Catch level: 6,000 MT annually

Expected size of data to be obtained: 13,000 fishing days at the 6,000 MT catch level.

Expected level of improvement in data collection: Approximately 75% of

commercial tuna longline operation in 1980, in terms of number of 5º square/quarter year strata, will be covered by this arrangement with the annual catch level of 6,000 MT together with regular operation under the current catch quota allocations for three Parties, while only 45% of the 1980 level catch data was collected in 1993 for the four areas mentioned above. (Appendix 1 and 2)

7. Reporting

Reporting will be conducted on a real-time basis by a method such as GPS-INMARSAT combined system from the relevant vessels to an appropriate organization of the country to which these vessels belong (As for Japan, National Research Institute of Far Seas Fisheries).

8. Placement of Scientific Observers

Scientific observers will be placed under the responsibility of a flag state which will deploy tuna longline vessels for this arrangement, aiming at achieving 10% coverage of fishing operation under this arrangement. Scientific observer exchange arrangements may be established among all the Governments of Parties which will participate in this arrangement, provided that necessary criteria for the acceptance of foreign observers are agreed upon and met by all the Governments of Parties concerned.

9. Others

After the implementation of the experiment, if it should be proved that the parental biomass will not recover to the 1980 level by the year 2020 with the probability of 100%, appropriate measures such as the following will be taken: the amount of experimental quota used would be compensated by subtracting the same amount from the national quota allocation over years, in order to achieve the above-mention parental biomass recovery goal. For example, 18,000 MT of SBT caught in the experimental operation in three years will be returned by subtracting 3,000 MT each year from the national quota allocation over six years. In this regard, if the Parties share the experimental fishing quota, each participating Party would take the responsibility for such compensation for ensuring the parental biomass recovery, in proportion to its share of the experimental catch amount.

APPENDIX 1.

CONTRACTION OF THE FISHING AREAS FROM 1980 TO 1993

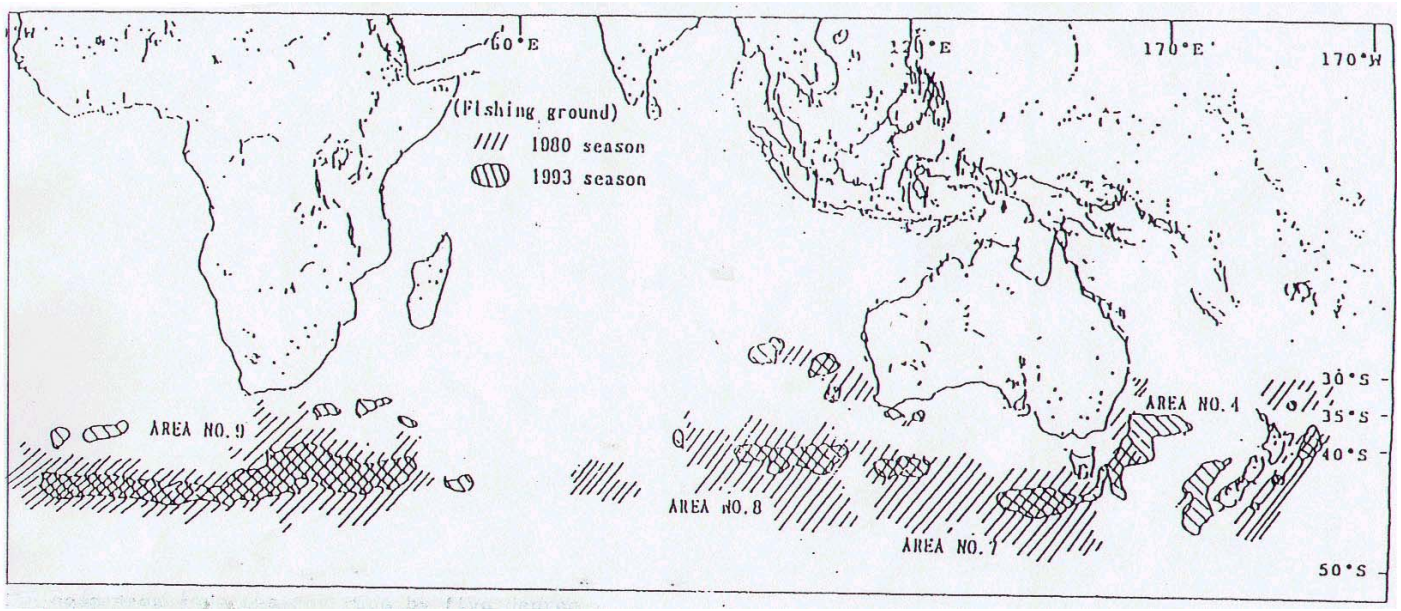
Unit: NO. OF 5 DEGREES SQUARE/QUARTER YEAR

| QUARTER AND AREA NO. | | COVERD IN 1980 | COVERED IN 1993 | PLANED EXPERIMENTAL FISHING ARRANGEMENT |
|---|---|---|---|---|
| 1ST QUARTER | | | | |
| AREA | 4 | 0 | 0 | - |
| | 7 | 13 | 1 | (2) |
| | 8 | 13 | 0 | (7) |
| | 9 | 20 | 0 | (7) |
| TOTAL | | 46 | 1 | (16) |
| 2ND QUARTER | | | | |
| AREA | 4 | 4 | 3 | (4) |
| | 7 | 10 | 11 | (11) |
| | 8 | 6 | 0 | - |
| | 9 | 28 | 20 | (28) |
| TOTAL | | 48 | 34 | (43) |
| 3RD QUARTER | | | | |
| AREA | 4 | 4 | 4 | (5) |
| | 7 | 0 | 6 | (6) |
| | 8 | 17 | 13 | (16) |
| | 9 | 21 | 13 | (18) |
| TOTAL | | 42 | 36 | (45) |
| 4TH QUARTER | | | | |
| AREA | 4 | 4 | 0 | - |
| | 7 | 12 | 0 | (7) |
| | 8 | 17 | 6 | (17) |
| | 9 | 2 | 0 | - |
| TOTAL | | 35 | 6 | (24) |
| YEAR TOTAL | | | | |
| | 4 | 12 | 7 | (9) |
| | 7 | 35 | 18 | (26) |
| | 8 | 53 | 19 | (40) |
| | 9 | 71 | 33 | (53) |
| GRAND TOTAL | | 171(100%) | 77(45%) | 128(75%) |

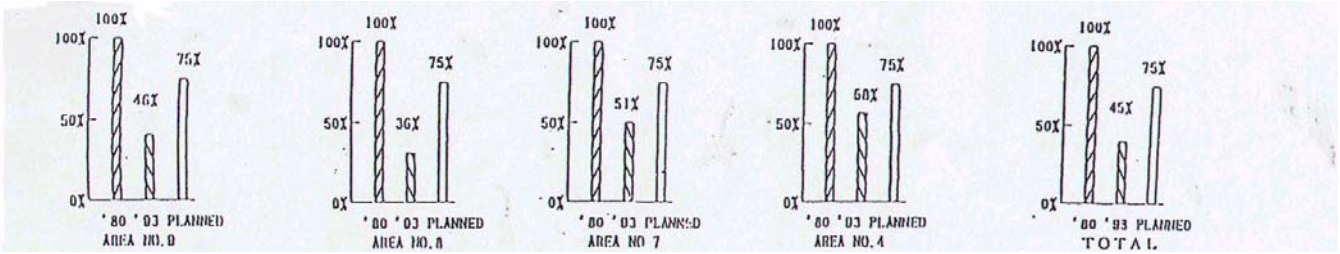
REMARKS: APPROXIMATED 75% OF TOTAL STRATA COVERED BY THE FISHING IN 1980 WILL BE COVERED BY PLAND SPECIAL EXPERIMENTAL FISHING ARRANGEMENT.

SPECIAL EXPERIMENTAL FISHING ARRANGEMENT

1. Contracted fishing area




2. Fishing season and area coverage by five degree squares/ quarter year in 1993 compared with 1980 (Jan. to Dec.)



Jan. 17, 1996

# REQUIRD.ENT OF ACCEPTANCE OF FOREIGN SCIENTIFIC OBSERVER IN THE EXPMIMMAL FISHING ARRANGEMENTS

1. In order to secure the safety of scientific observers and quality of the data to be obtained, only persons who are judged by the government sending the observers to be capable of assuming the duties as scientific observer will be nominated. The government shall provide the list of nominated persons as scientific observers with their résumé, etc. to the government of the flag state of the vessels that will accept such foreign observers for its approval.

2. The scientific observer shall accept dates and places of embarkation to and disembarkation from the vessel which will be decided based on her own port call schedule.
   The date and place will be notified to the government sending the scientific observers as in advance as possible.

3. While a foreign scientific observer is onboard, same treatment as for officers of the vessel will be provided. The scientific observer shall not raise objection against the use of such facilities as wash room, bath, bed, etc. that were originally installed in the vessel for the use of officers. The scientific observer shall not raise objection against sharing a room with a crew member of the vessel.

4. Foreign scientific observers shall not complain about the meals which are the same as that for officers of the vessel.

5. Such cost of involved observer boarding will be borne by each government sending that observer. Those costs involves traveling, insurance, per diem and communication cost. The observer shall pay the captain of the vessel the following expenses against the vessel's invoice in the currency designated by the captain (US, Australia, Japan or New Zealand) upon receipt of the invoice.
   (1) communication cost
   (2) any cost of private nature
   (3) food cost

6. In the event of unscheduled port call which is requested by the foreign observer, the government sending the scientific observer shall reimburse the expense required for the port call and shall bear the estimated income loss.

7. While onboard, the scientific observer shall not intervene operation of the vessel nor seek access to any information beyond those requires to carry out his role which belongs to intellectual ownership of the vessel, such as details of fishing gears, fishing technique and knowledge of fishing ground, and shall follow the instruction of the fishing master and/or captain.

8. When the observer conducts biological sampling, he shall obtain approval from the

fishing master prior to sampling.

9. observer shall not disclose any information obtained during boarding the vessel to any person other than scientific sector of the Parties.

10. Boarding period is basically one trip from port to port (normally three to four month).

**Attachment 4**

# AUSTRALIAN DISCUSSION PAPER ON STRATEGIES TO REDUCE UNCERTAINTY IN THE STOCK ASSESSMENTS OF SOUTHERN BLUEFIN TUNA.

## A PAPER PREPARED FOR THE RECONVENED SPECIAL MEETING OF THE CCSBT

## JANUARY 1996, CANBERRA.

### *Introduction*

One of the major issues confronting the Commission of the Southern Bluefin Tuna is the uncertainty in the stock assessment, particularly future projections of stock status under different levels of exploitation. There is agreement that the stock is currently severely depleted and there is need to rebuild the stock back to 1980 levels to ensure a viable industry in the future. At its second meeting the Commission agreed on a substantial program of collaborative work to reduce uncertainty. On 22 December 1995, Japan forwarded to Australia and New Zealand a proposed "Experimental Fishing Arrangement for Southern Bluefin tuna" which proposes further action to uncertainty in the stock assessments. This proposal is to be considered by the CCSBT Special Meeting in Canberra in January 1996.

New proposals to address uncertainty need to be viewed in the light of commitments for collaborative scientific work already made, any additional risks to the stock and the relative contribution that the proposal can make to reducing uncertainty

### *Background*

Since 1992 Japan, Australia and New Zealand have committed to the longer term goal for SBT conservation and utilisation of restoring the parental stock to the 1980 level as soon as feasible. The shorter term strategy is to ensure that each year management action is directed at achieving an (annual) increase in the parental biomass and reduction in the risk of recruitment decline.

At its 1 995 meeting the Commission recognised that there was a high level of uncertainty in the stock assessment, and that there were areas within the assessment where scientific views varied widely. Nevertheless, international obligations require a precautionary approach to management under such circumstances.

The Commission expressed a strong commitment to take steps that would decrease the uncertainty in the stock assessment, and to enhance the opportunities for all sides to reach mutual understanding and agreement. On the basis of strong support from the Scientific Committee the Commission committed itself to the following program to reduce uncertainty.

### *Commitments to reducing uncertainty by the CCSBT in 1995196*

In 1995 the Commission committed to the following specific items and actions:

1. Every effort would be made by all Convention parties to ensure more timely provision of data for the stock assessment. The goal is to ensure that each annual Scientific Committee meeting has available to it the full catch, effort and size data for at least the years up to and including the previous year.

   The Commission noted the request from the Scientific Committee to maintain and enhance data collection mechanisms for the timely provision of verifiable catch, effort and size composition data. They confirmed their mutual intention to make efforts to improve mechanisms for data collection and exchange on the high seas and within exclusive economic zones and set the following targets:

   a) New Zealand and Australia agreed to provide 100% of position, catch, effort and size data for all domestic and joint venture vessels for 1995 to other members by 1 April 1996.
   b) Japan committed to the provision of 100% of the 1994 data and at least 70% of position, catch, effort and size data, and would make the utmost efforts to achieve a greater level of data provision for 1995, to other members by 1 April 1996.
   c) Australia and New Zealand undertook to exchange as close to 100% of RTMP data (catch, effort and size composition) as possible on a monthly basis.
   d) Japan indicated it would attempt to exchange 100% of catch, effort and size composition data from the vessels involved in the RTMP programme in 1995 an a monthly basis.

   The necessity for careful procedures to maintain confidentiality and prevent unauthorised access to fisheries data was recognised as essential. It was agreed that observers would be deployed to verify of the data collected and ensure statistically reliability.

2. Collaborative research on the analysis of fine scale data would be continued. It was recognised that these data were commercially sensitive, and that these sensitivities must be respected in the use and reporting of analyses based on fine scale data. The Commission agreed to develop specific guidelines on handling data, and that they would be developed within the context of the Rules of Procedure of the Scientific Committee.

   It was recognised that the analysis by the Commission scientists would be more efficient if data at a lxl degree and monthly level of aggregation was available to these scientists in their respective countries solely for conducting specific work for the Commission. Because of confidentiality issues Japan indicated they had difficulty in exchanging all data in this format at this time. The availability and conditions of data provision at this level of aggregation were not resolved during the meeting, but the Commission confirmed the existing arrangements to allow access to fine scale data.

3. There will be further development and examination of the methods of direct aging from otoliths, and development of sampling and archiving arrangements

for otoliths. Australia and Japan expressed strong interest in the work on ageing methods, and noted that their scientists would collaborate as much as possible. The Commission requested the Scientific Committee to develop approaches to sampling and archiving the SBT otoliths, and to report these suggestions to the Commission.

4. Fishery independent measures of abundance should be developed. The collaborative Japan-Australia Recruitment Monitoring Program has already provided the potential to assess young fish abundance off southern Australia.

5. Australia was asked, and agreed, to provide surface fishery catch, effort and size data on a 5x5 degree basis to the other Parties to the Convention.

   In addition the scientific committee has been requested to answer a series of questions as an attempt to reduce the final level of uncertainty in the stock assessments. These are,

   a) What is the status and trends for parental biomass and recruitment?
   b) If parental biomass is decreasing, what reductions in removals will reverse this trend?
   c) If parental biomass is increasing, how long will it take to rebuild to the 1980 parental biomass levels at current removals?
   d) What catch scenarios result in 50% and 75% probability of recovery of the parental biomass to 1980 levels by 2005, 2010, 2015 and 2020?
   e) What are the major sources of uncertainty in the assessment ? What steps can be taken to reduce these ?
   f) With respect to stock projections provided in previous scientific reports - how well have the previous projections predicted subsequent stock structure and abundance ?
   g) To what extent is it possible to express the degree of certainty regarding parameter estimates and data with a view to working towards the most likely projection of stock status?

It was recognised that the sum of the above would begin to reduce uncertainty in stock assessments but that significant additional steps would be required. To this end a program of workshops was proposed.

***Commitments to further reducing uncertainty by the CCSBT by workshops in 1996.***
The Commission expressed its firm intention to improve mutual understanding and agreement on assessment methods so as to reduce uncertainties in the assessments. It was recognised that workshops were an effective way of achieving this, but also that only a small number of workshops would be achievable because of the limited resources available.

Taking into consideration the recommendations of the Scientific Committee, the Commission agreed to hold two workshops.

***Planned SBT Modeling Workshop***

The 1985 Commission meeting agreed that a scientific workshop be held to further develop and improve mutual understanding and agreement on modeling used in the stock assessment. It was recognised by the Commission that CPUE modeling and VPA modeling are closely inter-linked issues that have a major effect on the results. The Commission decided that the workshop should focus on these two issues. This workshop will take place in Australia in March. It was noted by the Commission that it would be possible to access the finer scale data necessary to address the CPUE issues in the following Terms of Reference.

***Modeling Workshop Terms of Reference.***

Taking into account the recommendations of the 1995 Scientific Committee Report, Appendix 2 sections B and C, Appendix 3, and discussion by the Commission, it was decided that a scientific workshop should be held with the objective of understanding some of the differences in the assessments. The workshop should address both CPUE and VPA modeling approaches by reference to the following general questions.

1. How do CPUE models behave when the completeness of catch and effort data varies?
2. What are the consequences of the different approaches to using CPUE as an index of abundance in the VPAs?
3. What is the sensitivity of the VPAs to the various assumptions, including about the plus-group?
4. What is the effect of the inconsistencies in historical data on the VPAs?
   It is suggested that following the Commission meeting that the scientists develop an agenda for the workshop to address these general questions. It is anticipated that the workshop might be of two weeks duration.

***Draft Terms of Reference for the Workshop on Management Strategies.***

The parties decided to use the draft Australian and Japanese management strategies as the basis for discussion and development of a management strategy for the CCSBT at a workshop with due regard to the present mid-term management strategy.

This workshop should further develop and discuss:

- approaches to management strategies
- objectives and time frames for management;
- how the management strategy can take into account uncertainty;
- what are possible reference points to trigger catch variation.
- how can the performance of a management strategy be assessed.

The members proposed an early February timing in Australia.

***Timetable of current commitments to further reducing uncertainty by the CCSBT in 1996***

| | |
|---|---|
| January/February 1996 | Modeling workshop *(now agreed to be held in March in Hobart)* |
| Early February 1996* | Management Strategy consultations |

| | |
|---|---|
| 1 April 1996 | Data exchange** (catch, effort & size data)<br>(11 weeks prior to Scientific meeting) |
| 27 may 1996 | Exchange** of Standardised CPUE series and brief description of methods<br>(3 weeks prior to Scientific meeting) |
| 10 June 1996 | Exchange list of meeting documents** and key meeting documents to include CPUE, VPA and projections plus any other documents** which have a major impact on the assessment.<br>(1 week prior to Scientific meeting) |
| 17-26 June 1996 | **Scientific Meeting,** Hobart |

* proposed

** documents and data are to be exchanged between all parties in such a manner that the documents are received by the specified date

***Summary of Current Approved Program for reducing uncertainty***
Successful completion of the program of work already agreed to should achieve a significant level of reduction in the level of uncertainty. This program of work is recommended by the Scientific Committee. Further, this program can be completed without putting the stock at any new risk.

***Experimental fishing as part of future programs of reduction in stock assessment uncertainty***
Uncertainty in the stock assessment is derived from a range of sources including;

a) availability of only partial data
b) changes in area and season coverage of the fishery
c) interpretation of catch per unit effort
d) inconsistencies between CPUE of different aged fish
e) the treatment of older fish in analysis
f) the pattern of natural mortality
g) statistical aspects of analyses

Prior to attempting to design an experimental fishing program to address changes in fishing coverage, it is vital to conduct the modeling workshop as already supported by the Commission, Scientific Committee and the external scientists.

Once this workshop is completed there will be a clearer basis of how to structure a program of scientific fishing, the design of which could be developed by the three nations scientists to address identified areas of CPUE uncertainty. The program could be presented to the Commission via the Scientific Committee in the normal way.

Whilst Australia appreciates the Japanese efforts in preparing a draft experimental fishing proposal in an attempt to advance the cause of reduction in stock assessment uncertainty, Australia also believes that it is more appropriate to have the development of such programs considered, in the broader context of uncertainty, by the Scientific Committee. This is especially so given the range of processes now in place to reduce uncertainty and need for careful scientific consideration of the results of these activities in preparing any proposal for experimental fishing.

This process of scientific development and scrutiny is fundamental to the functioning of the Commission. It is critical to the long term validity of the Commission's processes and to increasing the reliability of stock assessments, and therefore to the security of the SBT stocks.

***Conclusions***

In the interests of providing solutions to the current uncertainty in the SBT stock assessments at the Special Meeting, the Commission should note:

- that a substantial program of activities designed to reduce uncertainty has already been developed and supported by the three Commission nations

- the efforts undertaken by Japan in developing a proposed experimental fishing program

- that the design of any scientific fishing proposal ensure independent verification, quantification of CPUE, specification of fished areas and experimental 'controls and identify processes to interpret time related and other changes in CPUE

- that the modeling workshop will provide inputs to a range of future programs designed to reduce uncertainty and this may include developing a scientific or experimental program to address areas of uncertainty in CPUE data

- the high level of risk placed on the SBT stock in any experimental fishing program that uses additional quota, and therefore the need for the highest levels of scientific guarantees on the validity of the proposals and need for scientific risk assessment of such proposals by the Commission

and, that the Commission should, as a matter of urgency,

- examine its current workshop program with the view to including, after the modeling workshop, an additional workshop in 1996 to examine experimental fishing and its ability to reduce CPUE data uncertainty and to provide advice to the 1996 Commission meeting , through the Scientific committee, on the operational requirements and details of such an experimental program, an assessment of the risk of the proposal and an assessment of the expectation of the level of its value in reducing uncertainty.

**Attachment 5**

**DRAFT**
**QUESTIONS TO BE ADDRESSED BY A SCIENTIFIC MEETING ON EXPERIMENTAL FISHING**
**(paper prepared by Australia)**

1. What are the main sources of uncertainty in the SBT stock assessment?

2. Which of these sources of uncertainty can be resolved by experimental fishing?

3. What reduction in uncertainty in the current stock assessment would be achieved with different levels of experimental fishing?

4. What alternatives to experimental fishing could contribute towards resolving this uncertainty?

5. What are the most important areas/seasons historically fished for which information is needed on current abundance and distribution of SBT?

6. With which historic CPUE data should OPUE estimates for currently unfished areas be compared?

7. What are the implications of changes in operational efficiency of vessels for comparison of current and past CFIUE estimates?

8. What would be the best design of an experimental fishing program to provide statistically robust estimates of CPUE in each of these fishing areas. The design of the program should address issues including:
   - the number of vessels/number of days fished in each area
   - the required spatial and temporal resolution of data
   - the most appropriate scale at which to conduct experimental fishing - global, regional or subregional
   - the time frame for experimental fishing
   - consecutive or concurrent implementation of experimental fishing in different areas?
9. What data and samples should be collected under an experimental fishing program to maximise the reduction in uncertainty?

10. What level and type of verification and monitoring would be required to ensure that the estimates derived are statistically robust?

**Note:**

Questions relating to the risk to stock recovery of different levels of additional removals with experimental fishing would be better handled in the context of the annual stock assessment.

18 January 1996 Canberra

**Attachment 6**

**PROPOSAL SUBMITTED BY JAPAN**

**19 January 1996**

It is recognized that for years contracted spetio-temporal coverage of fishing ground of southern bleufin tuna has resulted in uncertainty in stock assessment of SBT and, therefore, Scientific Committee has not been able to make recommendation for total allowable catch level of SBT. In order to reduce such uncertainty, experimental fishing arrangement will be implemented commencing no later than May 1, 1996 for at least three (3) years on the high-seas areas with the annual catch limit of 4,000 tonns of southern bleufin tuna, unless it is proved that experimental fishing arrangement will produce meaningless result in reducing uncertainty in stock assessment of southern bluefin tuna and/or will bring about adverse effect to recovery of parental stock to the 1980 level by 2020 by the special meeting of Scientific Committee to be held immediately following the Modeling workshop in March 1996. Annual catch limit can be changed for the second season, and thereafter.

On the premise that experimental fishing arrangement will be implemented no later than May 1, 1996 through the above--mentioned process, the Japanese tuna longline industry will continue cooperation with Australian and New Zealand industries in the field of Joint venture operation on mutually acceptable conditions.

**Attachment 7**

**INFORMAL DRAFT OF FRIDAY 19 JANUARY 1996**

(Paper Submitted by Australia - not accepted by the Commission)

The Commission recognised that one of the sources of uncertainty in the current stock assessment is the contraction of commercial fishing grounds. The Commission considered a proposal from Japan for an experimental fishing program. The Commission acknowledged the potential contribution of an experimental fishing program to providing data from currently unfished areas.

In order to develop an experimental fishing program for decision at the third Commission meeting the Commission agreed to the following schedule for collaborative work on an experimental fishing program in 1996.

| | |
|---|---|
| March 4- 15 | modelling workshop, Hobart |
| April 1 - April 22 | experimental fishing workshop, venue tba |
| July 8 - 26 | Scientific Committee meeting |
| August 19 | Commission meeting |
| September | final preparation and planning for experimental fishing program |
| October | experimental fishing program can commence if endorsed by the Commission |
| October | management strategy workshop. |

The Commission agreed tat the experimental fishing workshop will draw on the work already undertaken by Japan and will develop advice to the Commission in response to the questions on experimental fishing at Annex A. The workshop will provide advice on the most appropriate design and potential contribution to resolving uncertainty for programs based in the range 1,000, 2,000 and 3,000 tonnes per year for one, two and three years.

It was agreed that the Scientific Committee meeting in July would assess the impact of any experimental fishing program on recovery of the SBT stock in the light of the 1996 annual stock assessment. The Scientific Committee would also consider the outcomes from the experimental fishing workshop and provide advice to the Commission.

It was agreed that clear advice on the structure, design, scale and impacts of any experimental fishing program would be essential for the Commission to be in a position to make a sound decision. The Commission would need to ensure that the experimental fishing program would offer genuine prospects for reducing the level of uncertainty with respect to the abundance of SBT in unfished areas, that it was operationally practicable and that it did not adversely affect the prospects for stock recovery to 1980 levels of parental biomass.

The Commission agreed that any quota for experimental fishing should be allocated

fairly amongst the parties.

The Commission recognised that the experimental design would need to reflect the fact that the program would be conducted using commercial fishing vessels.

The Commission noted that the timetable for development of an experimental fishing program could only be met if other commitments, eg for the modelling workshop, information exchange and other activities and undertakings relating the stock assessment process, were honoured.

It was decided that the Commission would, at the 1996 meeting, make every effort to align the season start dates for all Commission parties in 1997.

---

It was agreed that the total allowable catch and national allocations for 1995/96 would remain at the same level as agreed at the first meeting of the Commission in Wellington in May 1994. The mutual understanding of the three parties in relation to future adjustments to quota allocation was reaffirmed and is at Attachment #.

**Annex A**

**DRAFT**
**QUESTIONS TO BE ADDRESSED BY A SCIENTIFIC MEETING ON EXPERIMENTAL FISHING**

1. Which of these sources of uncertainty can be resolved by experimental fishing?

2. What reduction in uncertainty in the current stock assessment would be achieved with different levels of experimental fishing?

3. What alternatives to experimental fishing could contribute towards resolving this uncertainty?

4. What are the most important areas/seasons historically fished for which information is needed on current abundance and distribution of SBT?

5. With which historic CPUE data should CPUE estimates for currently unfished areas be compared?

6. What are the implications of changes in operational efficiency of vessels for comparison of current and past CPUE estimates?

7. What would be the best design of an experimental fishing program to provide statistically robust estimates of CPUE in each of these fishing areas. The design of the program should address issues including:
    - the number of vessels/number of days fished in each area
    - the required spatial and temporal resolution of data
    - the most appropriate scale at which to conduct experimental fishing - global, regional or subregional
    - the time frame for experimental fishing
    - consecutive or concurrent implementation of experimental fishing in different areas?

8. What data and samples should be collected under an experimental fishing program to maximise the reduction in uncertainty?

9. What level and type of verification and monitoring would be required to ensure that the estimates derived are statistically robust?

**Attachment 8**

**PROPOSAL SUBMITTED BY JAPAN**
**19 JANUARY 1996**

**DRAFT**
**QUESTIONS TO BE ADDRESSED BY A SCIENTIFIC MEETING ON EXPERIMENTAL FISHING**

1. What kind of uncertainty can be resolved by experimental fishing?

2. What are the most important areas/seasons historically fished for which information is needed on current abundance and distribution of SBT?

3. With which historic CPUE data should CPUE estimates for currently unfished areas be compared?

4. What would be the best design of an experimental fishing program to provide estimates of CPUE in each of these fishing areas. The design of the program should address issues including:
    - the number of vessels/number of days fished in each area
    - the required spatial and temporal resolution of data
    - the time frame for experimental fishing
    - consecutive or concurrent implementation of experimental fishing in different areas?

5. What data and samples should be collected under an experimental fishing program to reduce in uncertainty?

6. What level and type of verification and monitoring would be required?