



CCSBT-EC/1910/11

Total Allowable Catch and its Allocation

PURPOSE

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

1. Attributable SBT Catch;
2. TAC Determination;
3. Research Mortality Allowance for 2019; and
4. Allocation of the TAC.

(1) Attributable SBT Catch

The Attributable SBT Catch is that part of a Member's or Cooperating Non-Members' (CNM) catch that is counted against its allocation. CCSBT 21 agreed on a common definition for the Attributable SBT Catch as follows:

"A Member or CNM's attributable catch against its national allocation is the total Southern Bluefin Tuna mortality resulting from fishing activities within its jurisdiction or control¹ including, inter alia, mortality resulting from:

- commercial fishing operations whether primarily targeting SBT or not;
- releases and/or discards;
- recreational fishing;
- customary and/or traditional fishing; and
- artisanal fishing."

Since the 2018 quota year, Members have been required to implement this definition of the Attributable SBT Catch. Members are expected to report on the total SBT mortalities counted against their national allowance for each sector² in their annual report to the Compliance Committee and the EC. The EC will consider Members' reports and provide any necessary recommendations.

(2) TAC Determination

At CCSBT 23, the EC agreed that the global TAC for 2018-2020 would be 17,647 t as recommended by the Management Procedure. Within the global TAC, Members agreed that:

- 306 t would be set aside to account for IUU catch by Non-Members; and
- 6 t would be set aside for research mortality allowance (RMA).

At CCSBT 25, the EC confirmed there were no exceptional circumstances that required the 2019 TAC to be revised, and the TAC for 2019 was confirmed to remain at 17,647t.

¹ Except where a vessel is chartered to a person or entity of another Member or CNM, and if a catch is attributable to that Member or CNM.

² e.g. commercial longline, commercial purse seine, commercial charter fleet, commercial domestic fleet, recreational fishing, customary and/or traditional fishing, and artisanal fishing, including any releases and/or discards

The EC needs to confirm whether there are any exceptional circumstances that should cause the TAC for 2020 to be revised. The “meta-rule” process³ agreed for the Management Procedure (MP) specifies that “*The need for invoking a metarule should only be evaluated at the ESC based on information presented and reviewed at the ESC*”.

The evaluation of meta-rules by the Extended Scientific Committee (ESC) is shown at paragraphs 104 to 107 of the Report of the Twenty-Fourth Meeting of the Scientific Committee (SC 24). These paragraphs are reproduced at **Attachment A** for convenience.

The overall conclusion of the ESC in relation to exceptional circumstances is provided in paragraph 116 of the Report of SC 24, which states that:

116. In 2019 the ESC has evaluated whether there are events, or observations, that are outside the range for which the management procedure was tested and the implications of this for TAC setting. The scope of this evaluation covered (i) the very high longline CPUE estimate in 2018; (ii) the pre-arranged absence of aerial survey data for 2018 and 2019; (iii) changes in estimates of the population dynamics and productivity of the stock since the tuning and implementation of the MP in 2011; (iv) the shift in size distribution towards small fish in the Indonesian spawning ground fishery since 2013; and (v) the potential for fishing mortality (from Members and non-Members) to be greater than the TAC recommended by the MP. Following the meta-rule review of exceptional circumstances, the ESC concluded there was no reason to take action to modify the MP’s 2019 TAC recommendation.

In relation to confirming the TAC for 2020, paragraph 119 of the SC 24 report states that:

119. Based on the annual review of the exceptional circumstances and fishery indicators, the ESC recommended that there is no need to revise the EC’s 2016 decision regarding the TAC for 2018-20. Therefore, the recommended TAC for 2020 and the 2018-20 quota block remains 17,647t.

The ESC updated its analysis of Non-Member catches, which suggested higher Non-Member catches than the previous analysis. The advice from the ESC in relation to this analysis is provided in paragraph 117 of the SC 24 report, which states that:

117. Estimates of SBT catch by non-Members provided in agenda item 9.2 are uncertain and subject to further analysis. Even the highest estimates are smaller than those used in sensitivity tests conducted as part of the 2017 stock assessment. Those sensitivity tests indicated that even with these high unaccounted catches, the objectives of the current MP would be met (i.e. the interim rebuilding target of 20% SSB_0 by 2035 would be achieved with a probability of 70% or more). This means that to achieve the objectives of the current MP, there is no requirement for the EC to change the amount of the TAC that it has set aside to account for IUU catch by Non-Members.

³ Whether any exceptional circumstances exist and a recommended process to follow to deal with any exceptional circumstances.

(3) Research Mortality Allowance

CCSBT 23 agreed that an allocation of 6 t per year would be made for Research Mortality Allowance (RMA) within the TAC for 2018 to 2020 recommended by the MP.

The following requests have been made for RMA to cover research projects in 2020:

- 2 tonnes for the CCSBT Gene Tagging Project;
- 0.1 tonnes by Japan for a trolling survey of age-0 SBT in North West Australia; and
- 1.0 tonnes by Japan for a trolling survey of age-1 SBT in South West Australia.

The ESC has endorsed the provision of RMA for these projects.

The EC should confirm whether it approves these requests for Research Mortality Allowance, totalling 3.1 t, which is within the 6 t of RMA set aside in the allocation of the TAC for 2020.

(4) Allocation of the TAC

The allocations and effective catch limits to Members and Cooperating Non-Members (CNMs) for 2018-2020 were agreed at CCSBT 23 as specified below⁴:

Member	(1) Adjusted Allocation	(2) Nominal Catch Proportion	(3) Effective Catch Limit
Japan	6165	0.355643	6117 ⁵
Australia	6165	0.355643	6165
New Zealand	1088	0.062779	1088
Korea	1240.5	0.071568	1240.5
Taiwan	1240.5	0.071568	1240.5
Indonesia	1002	0.057785	1023 ⁵
European Union	11	0.000628	11
South Africa	423	0.024387	450 ⁵

At CCSBT 23, the allocation to the only Cooperating Non-Member at that time (the Philippines) was set to zero, noting the Philippines' lack of catches of SBT and that it had not been reporting to or attending meetings of the CCSBT. CCSBT 23 noted that if a later allocation is made to the Philippines, it would be sourced from Members on a pro-rata basis.

Discussion of allocation is not anticipated at CCSBT 26 unless unexpected circumstances arise (e.g. new Members, new Cooperating Non-Members, or increased estimates of unaccounted non-Member IUU catch beyond those indicated by the ESC).

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⁴ This assumes that there are no exceptional circumstances that cause the TAC to be revised.

⁵ These figures reflect the voluntary transfers of 21t that Japan is providing to Indonesia and 27t that Japan is providing to South Africa for the 2018 to 2020 quota block. The starting point for Japan, Indonesia and South Africa in considering the allocation from 2021 will be 6165t, 1002t, and 423t respectively.

Extract of Agenda Item 11.1 from the Report of SC 24***11.1. Evaluation of meta-rules and exceptional circumstances***

104. In 2011, the CCSBT adopted the meta-rule process as the method for dealing with exceptional circumstances in the SBT fishery (ESC 18). The meta-rule process describes: (i) The process to determine whether exceptional circumstances exist; (ii) The process for action; and (iii) The principles for action. Exceptional circumstances are events, or observations, that are outside the range for which the management procedure was tested and, therefore, indicate that application of the total allowable catch generated by the MP may be inappropriate.
105. Australia presented paper CCSBT-ESC/1909/14. It examines the meta-rules in relation to the TAC set for 2020 which was recommended at the 2016 meeting of the ESC. Five potential exceptional circumstances are identified: (i) The very high longline CPUE estimate in the timeseries for 2018; (ii) the planned absence of the index of recruitment from the scientific aerial survey in 2018 and 2019; (iii) changes in estimates of the population dynamics and productivity of the stock identified in 2017 through the updated stock assessment; (iv) some years of unresolved shift in size distribution, towards small fish, in the Indonesian spawning ground fishery since 2013; and (v) the potential for total catches (Members and Non-Members) to be greater than the TAC (either annually or over the 3 year quota block). These issues, and their cumulative impacts, are considered. As part of the recommendation of a new MP in 2019, the ESC will need to consider adopting meta-rules that will provide a schedule of activities and a safety-net around the MP TAC recommendations for circumstances or events not included in the CMP testing. The meta-rules schedule of activities should include the frequency of evaluation of exceptional circumstances, TAC setting, assessment of stock status and MP review. The meta-rules are an essential component of the MP that provides structure and confidence for CCSBT Members and stakeholders and transparency in the TAC decisions of the CCSBT.
106. Japan presented paper CCSBT-ESC/1909/28. In this paper, values of the core vessels' longline CPUE index (one of the series required for input to the Bali MP) are compared to projection results obtained using the Base case OM. Recent observations for this index fall well within the 95% probability envelope predicted using the Base case OM in 2011. The aerial survey (AS) index (the other input required for the MP) is not available from 2018 onwards. Therefore, to evaluate this year's recruitment level and consider the possible occurrence of Exceptional Circumstances in the absence of the 2019 AS index, information on the estimates from the gene-tagging (GT) project and from the grid-type trolling index (TRG) was examined. The recruitment estimates from the GT project and from the TRG lead to the inference that the recruitment levels for 2016 and 2017 – the cohorts which would have been observed by the 2019 AS - are not notably low and probably fall within the range predicted by the projections made in 2011 under the Base case OM. Accordingly, in regard to a decision on implementation of the recommended TAC (calculated by the Bali MP in 2016 for the 2018-2020 fishing seasons) for the 2020 season, it follows that no modification of the value of this TAC is required because: (i) there is no conclusive evidence to support a declaration of Exceptional Circumstances from the viewpoints of a check of the OM predictions and other potential reasons (the Indonesian small/young fish catch, the extent to which the total reported global catch exceeds the TAC and the scale of unaccounted mortality); and (ii) no unexpected change has been detected in the fisheries' indicators examined.

107. Given the information presented, the ESC concluded there was no reason to take action to modify the 2020 TAC recommendation in relation to its review of exceptional circumstances.