



**AUSTRALIA**

**CCSBT-EC/0510/26**

### **Implementation issues for the Management Procedure**

A major recommendation at the recent meetings<sup>1</sup> of the 2005 CCSBT Scientific Committee and the External Scientific Panel was for the implementation of a management procedure<sup>2</sup> (MP) for the global SBT fishery. A decision on a single MP<sup>3</sup> for setting future total allowable catch (TAC) will be made by Commissioners at the CCSBT12 meeting<sup>4</sup>.

Australia believes the implementation of an MP will assist the CCSBT in managing this fishery more efficiently. This MP will require, among other things, accurate data, effective implementation and a range of measures to mitigate compliance breaches within the global fishery.

Australia wants certainty that the introduction of an MP will make a difference and allow for predicted stock recovery.

Non-compliant fishers and IUU activity should not be allowed to undermine responsible fishing operations and the recovery of the fishery under CCSBT management. To prevent this IUU activity from occurring, Australia seeks the establishment of effective controls which limit non-member catch and overcatch by members.

Australia believes that it is necessary to establish a suite of new mechanisms to ensure effective monitoring and control of the global SBT fishery, including:

- the implementation of an effective Catch Documentation System (CDS) that tracks all catch of SBT regardless of the country of origin similar to the Commission for the Conservation of Antarctic Marine Living Resources (CCAMLR) CDS;
- a fully operational CCSBT compliance committee that oversees compliance matters such as the provision of compliance reports dealing with estimates of Illegal, Unreported and Unregulated (IUU) fishing and discards with comparisons to market data and the CDS (See Attachment B for the terms of reference for the CCSBT compliance committee);
- implementation of a mandatory vessel monitoring (VMS) system with simultaneous parallel poll of reporting to both flag state and a CCSBT central hub;
- implementation of an international observer programme for all CCSBT members in 2006. A further commitment to the existing observer obligations should be made by members including catch sanctions for members who do not meet the agreed target for two years in a row;
- a review of the CCSBT vessel register to ensure all vessels fishing and freighting vessels for SBT are captured under the scheme;

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<sup>1</sup> SAG meeting (29 Aug-3 Sep 2005) & SC meeting (5-8 Sep 2005)

<sup>2</sup> The MP is a pre-agreed set of rules that determines the TAC for the global SBT fishery from the data available. The MP allows for the objective setting of TAC to deal with both increasing and decreasing stock biomass, with the goal of achieving a pre-agreed stock recovery objective.

<sup>3</sup> Work has been undertaken by the external scientists to the CCSBT around four MP options, and on introduction dates commencing in 2006, 2007 and 2008.

<sup>4</sup> CCSBT12 (11-14 Oct 2005)



- the provision of fine scale catch data to the CCSBT Secretariat by all parties to the Convention; and
- the introduction of monthly catch and effort reporting to the CCSBT at a 1x1 level for all gears and the provision of fine scale historical catch and effort data for SBT and non target species. This data could be aggregated by the CCSBT Secretariat to ensure workable access arrangements and then distributed to all members.

#### *Requirement for accurate data*

In implementing an MP for the fishery, Australia seeks to avoid a position where the CCSBT MP takes action based on unreliable data.

See Attachment A for a list of data uncertainties in the SRP process. To ensure the most accurate data is available, Australia requests that the following activities, many of which are mentioned in the suite of compliance measures proposed by Australia, be prioritised to improve data integrity:

- improvements to the catch reporting scheme, by converting the current TIS to a CDS;
- institute monthly catch reporting from all members;
- report domestic SBT consumption in Korea and Taiwan, both of which have emerging SBT domestic markets;
- undertake analysis of independent data from scientific observers; and
- undertake a review and full listing of all flag of convenience vessels fishing for SBT.

Australia believes that it would also be useful to have the CCSBT Data Manager analyse all fine scale data from parties to the Convention to ensure accuracy of decision making.

#### *Conversion of Trade Information Scheme (TIS) to CDS*

Catch is currently monitored in the CCSBT through member fishery reports at each annual meeting and through scientific data exchange. Previously, Australia unsuccessfully sought the introduction of a more comprehensive catch documentation scheme (CDS) or amended TIS that included more regular reporting (increasing member catch reporting to a monthly basis as a minimum).

The TIS is designed to monitor the trade in SBT under the jurisdiction of CCSBT and attempts to ensure that non-members do not export catch to member States, most significantly Japan where it is believed that 95% of the world's SBT catch is sent for sale.

It is becoming increasingly important to monitor all SBT trade and consumption as markets are now developing in such places as Taiwan, mainland China, the United States and the European Union.

The current TIS does not provide a complete picture of SBT catch and trade as it does not take account of Japan's catch (approximately 50% of the global catch) - Japan's catch is for domestic consumption, so is not technically deemed to be trade. Nor does the scheme account for domestic consumption by a number of countries. To address this, Australia seeks the agreement of all members to participate in a full CDS to assist in tracking all catch of SBT regardless of the country of origin similar to the model used in CCAMLR.



At CCSBT11, the Secretariat of the Commission produced a report on options for improving SBT catch reporting, including investigation into a CDS and increased member catch reporting. The discussion paper listed five (5) options for improving the coverage of the TIS and reconciliation of data reporting and included comparisons with other schemes implemented by RFMOs.

Australia proposes a full CDS and increased reporting to a monthly basis.

Australia suggests that this proposal be endorsed by members at CCSBT12 and referred to the re-activated CCSBT compliance committee to discuss the finer logistics of implementation, following CCSBT12.

Australia notes that several CCSBT members are parties to the CCAMLR Convention and the CCAMLR Commission has adopted a comprehensive CDS.

#### *CCSBT compliance committee*

The Commission adopted terms of reference<sup>5</sup> for the CCSBT Compliance Committee at CCSBT4, which was held in Canberra, Australia during 8 - 13 September 1997. This committee has never been activated and Australia proposes that it be assigned a series of compliance issues and be put into operation immediately following CCSBT12.

Australia proposes that a fully operational CCSBT compliance committee would oversee compliance matters such as the provision of compliance reports dealing with estimates of Illegal, Unreported and Unregulated (IUU) fishing and discards with comparisons to market data and the CDS.

This committee would also be involved in most of the suite of compliance issues, many of which are aligned with measures to mitigate the extensive IUU fishing activity, which is occurring in the Indian Ocean.

An active compliance committee would assist effective operation of an MP, whereby all non-member and IUU catch must be taken into account, as a part of the total global catch, when setting future TACs. IUU fishing must be minimised as even as little as 2% catch in excess of the agreed TAC for the global fishery will cause significant detrimental impacts on the fishery's recovery. This will flow on to the members, who will have to compensate for this illegal catch with increased individual TAC cuts in order for the MP to meet recovery targets.

#### *International observer programme*

CCSBT members agreed at the 2004 annual commission meeting that every effort needed to be made to improve understanding of the southern bluefin tuna (SBT) fishery in 2005 and one of the strategies suggested was to improve international observer coverage. At this meeting, Australia also encouraged members to increase international observer coverage on all members' vessels as a way to mitigate discarding.

The International Observer program has been identified, in the 'CCSBT Observer Standards', as one of four priority elements of the CCSBT scientific research program. This was one important research activity undertaken by Australia, in the 2004/05 fishing

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<sup>5</sup> See Attachment B of this paper for the terms of reference for the CCSBT compliance committee



season, to deliver truly independent catch and effort data. The fact that Australia deployed an international observer this year should be noted by the Commission.

Australia will be seeking a full discussion of this issues in order to gain consensus from members to reinvigorate the (original standards) of the International Observer Program and implement a fully operational international observer program for the 2005/06 fishing season.

#### *Authorised Vessel Register*

At CCSBT10, the Commission has established a record of vessels over 24 meters authorised to fish for SBT. Members are required to maintain an updated vessel register at all times and ensure that only vessel listed on the register take, retain, land or transship SBT and that statistical documentation is only authorised or accepted for catches from vessels listed on the register.

At CCSBT11, an amendment to the CCSBT Authorised Vessel List was made to remove the 24 metre vessel length restriction. This means that now all vessels fishing for SBT, no matter what length, must be recorded on this list. Catch cannot be imported into Member States that is caught from vessels not on the register.

Australia seeks the support of CCSBT members in undertaking a review of the vessel register to eliminate IUU fishing by vessels flying 'flags of convenience' (FOC) as well as to require that a genuine link be established between States and fishing vessels flying their flags. This review proposes that the register include all refrigerated transport vessels and supply vessels, incorporating information on beneficial ownership<sup>6</sup>.

#### *Threat to the SBT spawning ground*

One of the clear danger areas for management of the fishery is that there is only one SBT spawning ground below Java and in the Indian Ocean. The spawning ground straddles the Indonesian exclusive economic zone (EEZ), the high seas and a small amount of the Australian EEZ. Indonesian catches of SBT in this area have been as high as 2,500t. This Indonesian catch is totally unregulated and includes a large flag of convenience presence, which has proven difficult to regulate.

Australia has previously proposed the establishment of time and area closures over the high seas portion of the spawning ground and believes that this should be urgently pursued, which is another matter that would need to be pursued by the CCSBT compliance committee.

In conclusion, Australia calls on all Commission members to approach this year's Commission meeting with vigour in order to reach a positive resolution on these matters.

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<sup>6</sup> This item concurs with section 4.3 of the '2005 Rome Declaration on IUU Fishing' (adopted by the FAO Ministerial Meeting on Fisheries, Rome 12/03/05)



**ATTACHMENT A**

**LIST OF DATA UNCERTAINTIES TO CONSIDER IN THE MP PROCESS**

| <b>Input data</b>      |  | <b>Uncertainty</b> | <b>Priority</b> |
|------------------------|--|--------------------|-----------------|
| Catch in number        | Conversion from weight to number (historical)                                      | L                  | 1               |
|                        | Number of no-retained fish   | M                  | 1               |
|                        | Mortality of non-retained fish   | L                  | 1               |
|                        | Non-reported catch by CCSBT members  | H                  | 1               |
|                        | Catches by non-parties   | H                  | 1               |
| Age structure of catch | Representativeness of size data  | H                  | 1               |
|                        | Low spatial-temporal resolution of size data                                       | H                  | 1               |
|                        | Sampling variance  | M                  | 1               |
|                        | Conversion from weight to length (historical)                                      | M                  | 1               |
|                        | Conversion from length to age (biases and variance due to knife edge partitioning) | H                  | 1               |
|                        | Yearly variation of growth   | L                  | 1               |
|                        | Difference in growth by sex  | ?                  | 1               |
|                        | Size frequency of catches by non-parties   | H                  | 1               |
|                        | Natural mortality rate   | Magnitude          | H               |
| Difference by age      |  | H                  | 1               |
| Difference by sex      |  | L/?                | 1               |



**CPUE indices**

|                                      |                                  |   |   |
|--------------------------------------|----------------------------------|---|---|
| Standardisation                      |                                  |   |   |
|                                      | Error structure                  | L | 1 |
|                                      | Factors incorporated into models | H | 1 |
| Models for CPUE of unfished cells    |                                  | H | 2 |
| Fish distribution                    |                                  |   |   |
|                                      | Extent of SBT habitat            | L | 2 |
|                                      | Temporal changes in availability | M | 2 |
| Change of q (catchability) over time |                                  | H | 2 |
| Change of non-retention practice     |                                  | M | 2 |
| Change of targeting (size/species)   |                                  | H | 2 |
| Relation between CPUE and abundance  |                                  | H | 2 |
| Cryptic biomass                      |                                  | L | 2 |

**VPA**

|   |  |   |   |
|---|--|---|---|
| cumulative effect of above  |  | H | 2 |
| F estimates for terminal age<br>conditional on inputs                         |  | L | 2 |
| F estimates for all ages for the most<br>recent year<br>conditional to inputs |  | M | 2 |
| F estimates for age 0-3/4 (No tuning<br>indices available)                    |  | H | 2 |
| Estimation of plus group  |  | H | 2 |



**Australian Government**

**Department of Agriculture, Fisheries and Forestry**

|   |   |        |   |
|---|---|--------|---|
| <b>Estimation spawning stock biomass</b>                |   |        | 2 |
| Age of maturity and its change over time                |   | M      | 2 |
| Temporal change in growth (particularly for projection) |   | M      | 2 |
| Mean weight of plus group                               |   | L      | 2 |
| <br>  |   |        |   |
| <b>Projection</b>                                       |   |        |   |
| Stock-recruitment relationship                          |   |        |   |
|   | Cumulative effect of VPA uncertainty            | H      | 3 |
|   | Functional forms                                | H      | 3 |
|   | Parameter estimates conditional on specific     | L      | 3 |
|   | VPA model realisations                          |        | 3 |
|   | Recruitment variability conditional on specific | M      | 3 |
|   | VPA model realisations                          |        | 3 |
|   | Auto-correlation of recruitment                 | L      | 3 |
| <br>  |   |        |   |
| Estimation of future catch                              |   |        |   |
|   | Selectivity pattern                             | M      | 3 |
|   | Catches by non-contracting parties              | H      | 3 |
|   | Temporal change in growth                       | M      | 3 |
|   | Penalties                                       | L      | 3 |
| <br>  |   |        |   |
| <b>Other factors</b>                                    |   |        |   |
| Interpretation of aerial survey results                 |   | M      | 3 |
| Pre-exploitation stock level                            |   | H***** | 3 |
| Spatial dynamics of stock                               |   | H      | 3 |
|   |   |        | 3 |
|   | * solved through development of direct ageing   |        | 3 |
|   | ** depends on experimental design               |        | 3 |
|   | *** spawning ground index                       |        | 3 |
|   | **** by allowing for older terminal age         |        | 3 |
|   | ***** depends on interpretation of significance |        | 3 |



TERMS OF REFERENCE FOR THE CCSBT COMPLIANCE SUB-COMMITTEE

1. To review the southern bluefin tuna (SBT) fishing activities of each Member of the Commission, including compliance with national quota allocations and associated fishery management arrangements.
2. Develop cooperative system, which can be implemented under the Convention, relating to monitoring and compliance for SBT fishing activities, taking into account international initiative.
3. To review matters and prepare an annual report relating to implementation of conservation and management measures decided by the Commission, including an exchange of:
  - (a) information on the activities by which each Member ensures compliance by vessels flying its flag; and
  - (b) information on measures including legislative and administrative arrangement and penalties; and
  - (c) views on practical and cost effective measures for improving monitoring and compliance.
4. To exchange information on flag State SBT enforcement activities including outcomes, where appropriate, of judicial and administrative proceedings and the development of measures to ensure compliance with Commission measures and recommendations.
5. Examine ways of cooperating in the undertaking of surveillance including arrangements for the exchange of information of sightings and other information and about activities of vessels.
6. Develop educational material to promote the Commission's conservation and management measures.
7. To exchange information on activities for taking SBT by nationals, residents or vessels of any State or entity not party to the Convention.
8. To report the results of discussions, including making recommendations as appropriate, to the Commission.

Source: CCSBT website

[http://www.ccsbt.org/docs/pdf/about\\_the\\_commission/terms\\_of\\_reference\\_for\\_subsidary\\_bodies.pdf](http://www.ccsbt.org/docs/pdf/about_the_commission/terms_of_reference_for_subsidary_bodies.pdf)