



**COMMISSION  
FIFTEENTH REGULAR SESSION**  
Honolulu, Hawaii, USA  
10 – 14 December 2018

**SOUTH PACIFIC ALBACORE ROADMAP  
PREVIOUS SCIENTIFIC COMMITTEE, TECHNICAL AND COMPLIANCE COMMITTEE, AND COMMISSION DISCUSSIONS  
REGARDING CMMS 2010-05 AND 2015-02**

**WCPFC15-2018- SPalbroadmap\_suppl  
26 November 2018**

Year	Scientific Committee	Technical and Compliance Committee	Commission
<b>2010 (SC6, TCC6, WCPFC 7)</b>	<ul style="list-style-type: none"> <li>No new information on the stock status of this species was presented to SC6; therefore, management recommendations from SC5 are maintained.</li> </ul>	<ul style="list-style-type: none"> <li>FFA members noted the importance of South Pacific albacore and CMM 2005-02, and the lack of a specific reporting provision in CMM 2005-02, thus relying on CCMs to report in their Annual Reports, which has not proven effective. FFA members proposed that TCC6 advise the Commission of difficulties with monitoring CMM 2005-02 and recommend improvements in the process for CMM 2005-02 (South Pacific Albacore) reporting on the measure. FFA Members will be considering options for improving the effectiveness of monitoring of the measure, including amending the CMM to include a reporting provision.</li> </ul>	<ul style="list-style-type: none"> <li>FFA Members, requesting that CMM 2005-02 be clarified and require that CCMs report to the Commission the total number of vessels that caught South Pacific albacore, and the total catch in tonnes for vessels catching albacore south of 20°S.</li> <li>CMM 2010-05 adopted</li> </ul>

Year	Scientific Committee	Technical and Compliance Committee	Commission
<p><b>2011 (SC7, TCC7, WCPFC 8)</b></p>	<ul style="list-style-type: none"> <li>• Any increases in catch or effort are likely to result in catch rate declines, especially for longline catches of adult albacore, with associated impacts on vessel profitability. SC7 further noted that vessel activity must be managed, as per the requirements of CMM 2010-05.</li> <li>• SC7 recognized the economic difficulties faced by the domestic albacore fisheries of Pacific Island countries and territories.</li> </ul>	<ul style="list-style-type: none"> <li>• Several CCMs associated with the Te Vaka Moana (TVM) group expressed concern about the expansion of the South Pacific ALB fishery which is vital to the economic development of some members. These CCMs highlighted limits contained in CMM 2009-03 on the number of vessels fishing for albacore south of 20° degrees and noted that as of 2011 CCMs are required to report target and bycatch catch figures for this fishery. These CCMs considered that further strengthening of the CMM may be required. The Secretariat was requested to prepare a paper for WCPFC8 containing all available catch and transshipment data by flag and by zone for South Pacific ALB and highlighting trends since the year 2000 in this fishery.</li> </ul>	<ul style="list-style-type: none"> <li>• FFA members presented a proposal to revise CMM 2010-05 to strengthen the limits on the number of vessels and include catch limits on the high seas (WCPFC8-2011-DP/03). These CCMs highlighted the importance of the stock to domestic longline fisheries and their growing concern at the increasing catch and effort for this stock by some CCMs. They recommended that the Commission take appropriate measures for high seas areas, and examine whether transshipment activities are in compliance with WCPFC CMMs.</li> <li>• Some CCMs suggested the proposed limits on vessels and catches required further discussion. Particular issues raised included the link between the proposed limits and the status of the stock, the rationale for selection of the baseline periods, the appropriateness of placing limits on all gear types rather than only on the longline fishery, and the effectiveness of imposing limits only on the high seas.</li> <li>• FFA CCMs noted that the measure already includes provisions to limit the fishery to historical levels but as it is considered that these provisions are not working effectively they should be tightened. While work continues on comprehensive management for the</li> </ul>

Year	Scientific Committee	Technical and Compliance Committee	Commission
<b>2012 (SC8, TCC8, WCPFC9)</b>	<ul style="list-style-type: none"> <li>For several years, SC has noted that any increases in catch or effort are likely to lead to declines in catch rates in some regions, especially for longline catches of adult albacore, with associated impacts on vessel profitability. SC8 further noted that vessel activity must be managed, as per the requirements of CMM 2010-05.</li> <li>Given the recent expansion of the fishery and recent declines in exploitable biomass available to longline fisheries, and given the importance of maintaining catch rates, SC8 recommended that longline fishing mortality be reduced if the Commission wishes to maintain economically viable catch rates.</li> </ul>	<ul style="list-style-type: none"> <li>Informal meeting of interested CCMs was held.</li> <li>TCC8 recommended sufficient priority be accorded to the development of a revised CMM on South Pacific albacore at WCPFC9.</li> <li>FFA paper proposing changes to the measure to address weaknesses in reporting under the CMM.</li> </ul>	<p>whole stock and all gear types, the current proposal can be considered as an interim measure.</p> <ul style="list-style-type: none"> <li>A revised CMM was not discussed as a draft was not presented at the meeting.</li> <li>A TAC was proposed but not adopted.</li> <li>A specific proposal would be worked through discussions at TCC9 and brought to WCPFC10.</li> </ul>
<b>2013 (SC9, TCC9, WCPFC10)</b>	<ul style="list-style-type: none"> <li>It should be emphasized that increasing catch and effort on South Pacific albacore has occurred from 2009 to 2012, which is a concern. The current CMM 2010-05 appears not to be effective in constraining effort in the subtropics (south of 20°S). Given the recent expansion of the fishery and recent declines in exploitable biomass available to</li> </ul>	<ul style="list-style-type: none"> <li>FFA CCMs commented that MCS measures will be strengthened including minimum observer coverage, transshipment monitoring, VMS, and EHSP SMA requirements, and catch and effort data provision.</li> <li>Expansion of the fishery as noted by many CCMs with concern.</li> </ul>	<ul style="list-style-type: none"> <li>FFA proposed a CMM and it was noted with concern that catches have doubled in the last decade despite the adoption of CMMs in 2005 and 2010 designed to limit entry. The proposed CMM includes provisions to deter the continuing influx of vessels to albacore fishing grounds south of the equator, limits on catches in the high seas and</li> </ul>

Year	Scientific Committee	Technical and Compliance Committee	Commission
	<p>longline fisheries in SIDS and territories, and the importance of maintaining catch rates, particularly for the domestic fleets that are highly dependent on this resource.</p> <ul style="list-style-type: none"> <li>• SC9 recommended that longline fishing mortality and longline catch be reduced if the Commission wishes to maintain economically viable catch rates.</li> <li>• Further concerns were raised about the increasing catches of bigeye and yellowfin, and the continued high levels of catches of albacore, and the expansion in effort that has been seen recently in the South Pacific albacore longline fishery. These CCMs noted that these increases in catch and effort continue despite conservation and management measures (CMMs) being in place, and undermine efforts to maintain profitable and sustainable fisheries.</li> <li>• Some CCMs' primary concern was with the current albacore CMM not being able to control the rapid increase in catch and effort. In particular, projection analyses based on 2010 conditions show falling long-term CPUEs and reduced biomass in the South Pacific albacore fishery. FFA members and New Caledonia</li> </ul>	<ul style="list-style-type: none"> <li>• TCC recommended that SPC produce annual reports on the south Pacific albacore fishery.</li> </ul>	<p>overlap areas to 2006-2010 levels, and zone-based catch limits for CCMs which prevent growth in some fisheries but allow for it in others</p> <ul style="list-style-type: none"> <li>• Some CCMs expressed concerns about the limits on the number of fishing vessels being defined relative to the equator rather than 20°S as in the previous measures. One CCM also questioned the basis for limiting catches to 2006-2010 levels and suggested that catch limits should be based on a new stock assessment.</li> <li>• China stated that as of September 2013 the fisheries Administration of China has implemented a cap of 400 China-flagged vessels authorised to target south Pacific albacore. China also expressed a willingness to work toward a revised CMM.</li> <li>• FFA members stated that South Pacific albacore is a mainstay for many of their domestic longline fisheries and that they cannot compete with heavily subsidized fleets and if the current situation continues, catch rates will decline below the point of economic viability for SIDS's fleets.</li> <li>• No CMM was adopted.</li> </ul>

Year	Scientific Committee	Technical and Compliance Committee	Commission
	<p>were also concerned with any increases in catch or effort that would lead to declines in catch rates in Pacific Island waters. This is particularly important relative to high and increasing longline catches of adult albacore, which will have associated impacts on vessel profitability of domestic longline fishing fleets of small island developing States (SIDS) and territories.</p> <ul style="list-style-type: none"> <li>• Considering the indicator trends in the fishery, CCMs supported SC9 strengthening SC8’s advice to WCPFC to more effectively control South Pacific albacore catches.</li> <li>• Some CCMs recognised the potential for oceanography and climate change to influence south Pacific albacore stocks and fishery catchability.</li> </ul>		
<p><b>2014 (SC10, TCC10, WCPFC11)</b></p>	<ul style="list-style-type: none"> <li>• SC10 noted the increasing catch and effort on South Pacific albacore south of the equator in both the WCPFC and IATTC convention areas which, under 2012 conditions, is projected to result in a 16% reduction on average (range of 6% to 30% reduction) in vulnerable biomass by 2030 (the biomass available to longline fleets, as a</li> </ul>	<ul style="list-style-type: none"> <li>• FFA CCMs advise members that before the end of 2014 they would agree upon a zone-based management agreement for south Pacific albacore.</li> </ul>	<ul style="list-style-type: none"> <li>• FFA members presented a proposal for a more comprehensive CMM for South Pacific albacore tuna, to replace CMM 2010-05 (WCPFC11-2014-DP05). FFA members’ proposal covers the entire WCPO range of the stock, promotes cooperation with IATTC, and would limit catch rather than effort in part of this area. It defines a total catch limit for the</li> </ul>

Year	Scientific Committee	Technical and Compliance Committee	Commission
	<p>proxy for CPUE, thus particularly impacting on the vulnerable biomass available to small island developing states domestic fleets and their profitability.</p> <ul style="list-style-type: none"> <li>• SC10 recommends that longline fishing mortality and longline catches be reduced to avoid further decline in the vulnerable biomass and possibly exceeding the biomass LRP, and so that economically viable catch rates can be maintained.</li> <li>• It was noted that these scientific concerns were captured in SC9’s advice, and remain valid for SC10. FFA members wanted to reiterate SC9’s recommendation for SC10, advising that longline fishing mortality and longline catch need to be reduced if the Commission wishes to maintain economically viable catch rates.</li> </ul>		<p>stock, set at the latest assessed MSY level – around 100,000t – an interim limit which would be replaced by a TRP when one is agreed by WCPFC, and proposes that the total stock limit be divided into four different sub-limits. There are no flag limits for EEZs, with zone limits instead, so fishing nations are not limited by their flag state allocations, which only apply on the high seas. Access arrangements are still possible.</p> <ul style="list-style-type: none"> <li>• USA strongly support many aspects of the proposed shift in the CMM to catch based measures.</li> <li>• A few other CCMs could not support the proposal, with concerns including: a) no new stock assessment has been carried out on South Pacific albacore, so it was premature to consider establishing a catch limit; b) if FFA member countries want to establish a catch limit transfer, it should be applied to all the WCPFC stocks, not just South Pacific albacore; c) establishing separate high seas and waters under national jurisdiction catch limits is not suitable for tropical tuna species; d) para 1 of the measure was deleted and that had included catch and effort limits; e) longline fishing</li> </ul>

Year	Scientific Committee	Technical and Compliance Committee	Commission
			<p>effort and capacity should not be transferred to other parts of the Convention area; f) there was no evident justification for changing the 2001-2004 baseline; g) the kind of transfers envisaged among PNA members should be applied to all members.</p> <ul style="list-style-type: none"> <li>• The CMM was not adopted.</li> </ul>
<p><b>2015 (SC11, TCC11, WCPFC12)</b></p>	<ul style="list-style-type: none"> <li>• SC11 recommends that the following be undertaken prior to MOW4 and WCPFC-12 to support the Commission consideration of south Pacific albacore: Update the bio-economic model described in (MI-WP-04); and Conduct medium-term projections (2014-2034) under current fishing conditions to determine the predicted impact of these levels on the abundance of albacore vulnerable to the longline fishery.</li> <li>• Despite the fact that the stock is not overfished and overfishing is not occurring, SC11 reiterates the advice of SC10 recommending that longline fishing mortality and longline catch be reduced to avoid further decline in the vulnerable biomass so that economically viable catch rates can be maintained.</li> </ul>	<ul style="list-style-type: none"> <li>• FFA members noted that vessel numbers of several CCMs are reported in Annual Reports Part 1, but FFA has reservations about those declarations, particularly the information that went into determining the South Pacific albacore target vessel baselines declared under the CMM. SPC has confirmed in the past that it is not possible to separate vessels actively fishing for albacore from those targeting bigeye or yellowfin or shark or swordfish, at least not to the levels of accuracy required for setting baselines and assessing compliance, particularly in the overlap areas between these fisheries, making the CMM fundamentally flawed as a mechanism for limiting albacore target vessel numbers. FFA members noted that they plan to propose</li> </ul>	<ul style="list-style-type: none"> <li>• The new stock assessment and increased catch over the past five years increases the urgency of concerns relating to declines in vulnerable biomass and economically viable catch rates; active management is needed and FFA commented that CMM 2010-05 is not capable of doing that job. Until a more effective measure is developed, the FFA proposal aims to help CMM 2010-05 fulfil its purpose which is ensure vessel numbers in this fishery do not increase above 2000-2004 or 2005 levels south of 20°S, noting that TCC has advised that the CMM in its current form is not capable of doing that. DP04 inserts data requirements into the CMM, providing two alternatives for decision by WCPFC – a) to expand the provision of summary data by CCMs for their vessels that take</li> </ul>

Year	Scientific Committee	Technical and Compliance Committee	Commission
		<p>changes to the CMM at WCPFC12 address these issues. These CCMs considered that the best CMM 2010-05 could achieve would be to maintain the status quo south of 20°S and opined that it cannot implement the advice from SC10 and SC11 which recommended that longline fishing mortality and longline catch be reduced to avoid further decline in the vulnerable biomass so economically viable catch rates can be maintained. FFA members flagged their pursuit of other mechanisms and would be recommending that the SC11 advice be implemented through the agreement of a South Pacific albacore TRP implemented through a Harvest Strategy approach based on zone catch limits.</p> <ul style="list-style-type: none"> <li>• These CCMs noted their dependence on the Commission to provide for collaborative management of the high seas component of the fishery.</li> <li>• TCC11 advises WCPFC12 that the compliance and the performance of CMM 2010-05 cannot effectively be assessed, either for implementing management advice for the stock as a whole, or for demonstrably limiting albacore fishing capacity south of 20</li> </ul>	<p>albacore south of 20°S or b) for those CCMs that do not already provide operational data to enter into or extend an agreement with SPC to make operational data available for the purposes of this CMM.</p> <ul style="list-style-type: none"> <li>• After small working group discussions. The Commission adopted CMM 2015-02 to revise and replace CMM 2010-05.</li> </ul>

Year	Scientific Committee	Technical and Compliance Committee	Commission
		degrees south. TCC11 recommended that CMM 2010-05's data requirements need to be revised in order to make it more verifiable.	
<b>2016 (SC12, TCC12, WCPFC13)</b>	<ul style="list-style-type: none"> <li>• Based on the indicator analysis, SC12 also advised that there is a 19% chance that the south Pacific albacore stock will fall below the Limit Reference Point by 2033 if 2014 fishing effort levels continue, and that overall decreases in vulnerable biomass (a proxy for longline CPUE) of 14% would also be likely to occur.</li> <li>• SC12 recommends that the Commission note the information presented on economic conditions in the south Pacific longline fishery. Information in SC12-ST-WP-04 indicated that declining catch rates are contributing to declines in economic conditions that are likely to undermine profitability in the fishery.</li> </ul>	<ul style="list-style-type: none"> <li>• The Secretariat had received one or two submissions but had not received comprehensive reporting from all CCMs. The Compliance Manager confirmed that CMM 2015-02 para 4 was on the list of CMM paragraphs needing clarification for CMS and noted that the Secretariat had received queries from CCMs and SPC in the lead up to SC12, which indicated that it was unclear whether it should be included in the Annual Report Part 1 or Part 2 or submitted separately. It was noted that para. 4 did not have a specific deadline.</li> <li>• In response to queries about reporting under the new measure, the Compliance Manager noted that the Secretariat had flagged previously that it would like guidance on the reporting requirement as there is not a deadline. The Compliance Manager advised that it had received information from at least one CCM. The Secretariat hoped to understand what was expected of it as it will</li> </ul>	<ul style="list-style-type: none"> <li>• Commission discussion for south Pacific albacore focused on target reference point and FFA proposal for CMM to establish a limit for south Pacific albacore, not on issues related to CMM 2015-02.</li> </ul>

Year	Scientific Committee	Technical and Compliance Committee	Commission
		<p>generate a lot of detailed reporting, as it is on a per-vessel basis.</p> <ul style="list-style-type: none"> <li>• FFA members doubted whether the Commission has enough data to assess whether or not the number of vessels actively fishing for albacore south of 20°S has increased over the baseline number set 10 to 15 years ago, and considered that the TCC12 report should reflect this.</li> <li>• FFA members noted that TCC was not going to be able to properly assess whether CCMs are meeting their obligations, in particular with the commitment not to increase the number of vessels actively fishing for south Pacific albacore because of the difficulty in identifying vessels that are “actively fishing for albacore”.</li> </ul>	
<p><b>2017</b> (SC13, TCC13, WCPFC14)</p>	<ul style="list-style-type: none"> <li>• None</li> </ul>	<ul style="list-style-type: none"> <li>• The TCC Chair noted that CMM 2015-02 paragraph 5 required that the measure be reviewed annually based on advice from SC. There were no comments.</li> </ul>	<ul style="list-style-type: none"> <li>• South Pacific albacore roadmap was adopted.</li> </ul>
<p><b>2018</b> (SC14, TCC14, WCPFC15)</p>	<ul style="list-style-type: none"> <li>• SC14 recalled its previous advice from SC11, SC12, and SC13 that longline fishing mortality and longline catch be reduced to avoid decline in the vulnerable biomass so that economically viable catch rates can be maintained, especially for longline catch of adult albacore.</li> </ul>	<ul style="list-style-type: none"> <li>• Fiji, on behalf of FFA members, stated that the provision of operational level data as required under CMM 2015-02 has provided CCMs with a better understanding of past and current fishing practices for South Pacific albacore, and serves to highlight the weaknesses and</li> </ul>	

Year	Scientific Committee	Technical and Compliance Committee	Commission
	<p>SC14 recommends that this advice be taken into consideration when the TRP for South Pacific albacore is discussed at WCPFC15.</p>	<p>limitations of the current measure. CCMs are well aware that (i) the CMM has a limited geographic scope (it only restricts effort south of 20° south); (ii) vessel-based limits are not well specified because of the lack of clarity regarding “vessels actively fishing for” South Pacific albacore; (iii) flag-based limits do not recognise the zone-based rights of SIDS in respect of the South Pacific albacore stock in EEZ waters; and (iv) the reference period was observed to have little relation to the fishing activity that is taking place.</p> <ul style="list-style-type: none"> <li>• FFA members advocated that a fundamental rethinking of the approach to management of South Pacific albacore is required. They advocated not seeking to revise the existing measure, but instead focusing on setting a clear objective for the fishery and working toward achieving that.</li> </ul>	