

 <p data-bbox="215 548 454 593">Agreement on the Conservation of Albatrosses and Petrels</p>	<p data-bbox="502 235 1404 280">Fifth Meeting of the Seabird Bycatch Working Group</p> <p data-bbox="853 291 1404 336"><i>La Rochelle, France, 1-3 May 2013</i></p> <p data-bbox="574 403 1316 459">Review of RFMO Engagement Strategy</p> <p data-bbox="534 537 1364 582"><i>Warren Papworth, Marco Favero, Anton Wolfaardt</i></p>
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SUMMARY

At AC6 the Advisory Committee adopted a framework for the development of seabird conservation measures within the tuna RFMOs and CCAMLR. Significant progress has been achieved, with the adoption/amendment of seabird conservation measures by all five RFMOs. Action is now required to ensure the effective implementation of these conservation measures and to amend them, as appropriate. To achieve these outcomes additional data will be required, above that which is currently available. A revised list of actions to implement the framework is provided for endorsement by the SBWG and subsequent adoption by the Advisory Committee.

RECOMMENDATIONS

1. The SBWG is requested to review and provide endorsement for the revised list of actions to be taken in the tuna RFMOs identified in Table 2 of this document; and
2. To request the Advisory Committee to support the implementation of these actions and to provide the resources necessary to achieve this.

Revisión de la estrategia de participación de las OROP

En la CA6, el Comité Asesor adoptó un marco para el desarrollo de medidas de conservación de aves marinas dentro de la OROP de atún y la CCRVMA. Se ha logrado un importante avance, con la adopción/enmienda de las medidas de conservación de aves marinas por parte de las cinco OROP. Actualmente se requiere acción para asegurar que se implementen efectivamente estas medidas de conservación y para enmendarlas, según corresponda. Para lograr estos resultados, se requieren más datos que los disponibles en la actualidad. Se proporciona una lista revisada de acciones para implementar el marco para su aprobación por parte del GdTCS, y la posterior adopción por parte del Comité Asesor.

RECOMENDACIONES

1. Se le solicita al GdTCS que revise y apruebe la lista revisada de acciones que deben tomarse en las OROP de atún identificadas en la Tabla 2 de este documento; y
2. Que solicite al Comité Asesor que apoye la implementación de estas acciones y proporcione los recursos necesarios para lograrlo.

Passage en revue de la stratégie d'engagement des ORGP

Lors du CC6, le Comité consultatif a adopté des lignes directrices relatives à la mise en œuvre de mesures de conservation des oiseaux marins au sein des ORGP thonières et de la CCAMLR. Des progrès décisifs ont été réalisés grâce à l'adoption/l'amendement de mesures de conservation des oiseaux marins par les cinq ORGP. Des actions doivent maintenant être menées pour assurer la mise en œuvre efficace de ces mesures de conservation ainsi que leur amendement, le cas échéant. Pour y parvenir, des données supplémentaires sont nécessaires, en sus de celles qui sont déjà disponibles. Une liste des actions à entreprendre pour appliquer ces lignes directrices est soumise au GTCA pour approbation et présentée au Comité consultatif pour adoption.

RECOMMANDATIONS

1. Il est recommandé que le GTCA passe en revue et avalise la liste révisée des actions à entreprendre au sein des ORGP thonières énumérées dans le Tableau 2 de ce document ; et
2. Il est recommandé que le Comité consultatif soutienne la mise en œuvre de ces actions et fournisse les ressources nécessaires à leur application.

1. REVIEW OF PROGRESS ACHIEVED IN 2011-12

1.1. Framework adopted at AC6

At the sixth meeting of the Advisory Committee (AC6), the meeting adopted a framework for the development of seabird conservation measures within the tuna RFMOs (refer Section 15.12 of the AC6 Report). This framework was followed by the RFMO Coordinators in seeking to address the priority actions for each RFMO identified by SBWG4 (refer AC6 Doc 14 Rev1, Section 10.8). Progress achieved against these actions is identified in Table 1 below.

Table 1. Outcomes Achieved Against 2011-12 Actions

RFMO/ OTHER ORGANISATION	Action Proposed for 2011-2012	Outcomes Achieved 2011-12
WCPFC	1 Seek amendment of CMM 2007-04 to accord with ACAP best-practice scientific advice. (to be undertaken in 2012 subject to progress in other tRFMOs;	CMM 2007-04 was revised with CMM 2012-07 'Conservation and Management Measure for Mitigation of Impacts of Fishing on Seabirds' adopted (refer attachment A). The CMM follows the structure of ACAP's best practice advice south of 30S (south of 25S would be preferred), , requiring use of two out of three of ACAP's recommended mitigation measures, however the two column approach continues to be followed in the north Pacific region. The specifications for mitigation measures substantially reflect ACAP's advice.
	2 Identify seabird bycatch hotspots making use of information from the seabird ecological risk assessment and observer data (2012);	No progress achieved. The WCPFC regional observer program for longline vessels only came into effect in mid-2012 and little data was available/provided in National Reports.
	3 Review data on the effectiveness of mitigation measures being used by WCPFC (2011 & 2012);	No progress achieved. As noted above, little data was available from the WCPFC observer programme to address this task.
	4 Seek adoption of seabird data collection protocols (2012).	ACAP minimum data fields have been included in the WCPFC observer programme.
IOTC	1 Assist in development of further seabird ecological risk assessments;	
	2 Review effectiveness of mitigation measures being used in IOTC and amend Resolution 10-06 to accord with ACAP best scientific advice, as appropriate;	Resolution 10/06 was replaced by Resolution 12/06. This requires use of two out of three of ACAP's recommended mitigation measures, south of 25S.
	3 Seek adoption of seabird data collection protocols (2012), including a seabird identification guide.	A seabird identification guide has been developed by IOTC.

CCSBT	<ol style="list-style-type: none"> 1 Lower priority as mitigation measures applied in relevant ocean basins adopted by CCSBT fisheries (although not mandatory); 2 Work with New Zealand in development of a Level-2 Risk Assessment. 	<p>Conservation measures/resolutions amended by ICCAT, IOTC and WCPFC during 2011/2012.</p> <p>Not yet completed.</p>
IATTC	<ol style="list-style-type: none"> 1 Refine and ensure adoption of a revised conservation measure; 2 Improve communication between ACAP Parties to ensure consistent positions are put forward to IATTC meetings; 3 Seek adoption of seabird data collection protocols (2012); 4 Address the needs of artisanal fisheries in relation to mitigation. 	<p>Resolution C-11-02 adopted (replacing Res C-05-01) requiring the use of two mitigation measures using the two column approach. Some tabled mitigation methods do not follow latest best practice advice. Vessels of 20 m or less and all vessels propelled by outboard motors are not subject to this resolution. Some areas excluded from the area of application on the assumption that no bycatch occurs. However, no information has been made available for those areas. Implemented on 1 Sep 2011 for longliners ≥ 24 m, and 1 Sep 2012 for vessels < 24 m in length overall.</p> <p>Communication improved with some Parties that were involved in the drafting and proposal of the CM as well as the development of sampling protocols for observers</p> <p>Resolution C-11-08 on scientific observers for longline vessels, implemented on 1 January 2013. A minimum 5% observer coverage (measured by effective fishing days) is required for longliners >20 m. Observer protocols currently under development.</p> <p>No progress made on artisanal vessels in 2012 after the adoption of C-11-02. ACAP best practice advice and strategy should be developed to allow/ facilitate the discussions about implementing mitigation in the large artisanal fleet.</p>

ICCAT	1 Assist in adoption of a revised seabird conservation measure based on results of the existing ecological risk assessment.	A supplemental recommendation was adopted in 2011 that requires use of at least two out of the three mitigation measures recommended by ACAP south of 25S. The provisions of this supplementary recommendation are to come into force to the extent possible by January 2013, and no later than June 2013. ICCAT Rec 07-07 continues to apply between 20-25S (requires use of tori line or night setting (with line weighting).
Kobe Bycatch Technical Working Group	<p>Coordinate the development of a seabird identification guide for use by the tRFMOs;</p> <p>Provide input into the discussions of the Technical Working Group to assist with the harmonisation of best-practice seabird conservation measures between the tRFMOs.</p>	<p>Substantial work achieved in the drafting of seabird id guide, including development of a key for use with dead seabirds.</p> <p>The Technical Working Group has not met.</p>
CCAMLR	1 Low priority – Incidental Mortality Arising from Fishing Working Group (IMAF now meets biennially, last meeting October 2011, and seabird bycatch reduced substantially in most fisheries.	

1.2. Review of Outcomes Achieved

Revised or supplementary seabird conservation measures or resolutions were adopted by all five tuna regional fisheries management organisations (tRFMOs) during 2011-12. The Commission for the Conservation of Southern Bluefin Tuna (CCSBT) adopted a Recommendation to Mitigate the Impact on Ecologically Related Species of Fishing for Southern Bluefin Tuna, the International Commission for the Conservation of Atlantic Tunas (ICCAT) adopted Supplemental Recommendation 11-09, the Indian Ocean Tuna Commission (IOTC) adopted Resolution 12/06, the Inter-American Tropical Tuna Commission (IATTC) adopted Resolution C-11-02, and the Western and Central Pacific Fisheries Commission (WCPFC) adopted Conservation and Management Measure 2012-07 (see hyperlinks in the reference list).

A key feature of the conservation measures/resolutions adopted by ICCAT, IOTC, WCPFC (and by default CCSBT as its recommendation applies the measures adopted by IOTC and WCPFC) is that they are based on the use of the three mitigation measures contained in ACAP's best practice advice for pelagic long-line operations. Under the revised measures/resolutions a 'two out of three' approach is adopted, where fishers will use two mitigation measures that we know are effective, as opposed to the two column approach where we could only reliably count on one effective measure to be used, due to the inclusion of what are now recognised as non-effective mitigation measures in the table. It should be noted that the WCPFC measure provides an exemption for the North Pacific, which will still use the two column approach. Also, in some cases, although the measures have been formally adopted they are yet to come into force (1 July 2014 for the IOTC and WCPFC measures/resolutions).

In 2011 a milestone was also reached in that all five tuna RFMOs now have observer program requirements for their longline fleets, albeit only 5% in most cases except for the CCSBT where 10% of total catch is observed, however, this isn't mandatory (refer SBWG5 Doc23).

Some progress was also achieved in having ACAP's minimum data requirements for identifying seabird bycatch incorporated into the WCPFC Regional Observer Programme, however, data collection and access to data remain as key issues to be addressed in the tRFMOs (refer SBWG5 Doc 23).

2. ACTION TO BE TAKEN IN 2013-16

2.1. Analysis of Further Actions Required

The adoption by the tRFMOs of the above-mentioned seabird conservation measures provides a much improved framework for addressing the bycatch of seabirds, particularly in Southern Hemisphere tuna fisheries. However, until they are implemented their effectiveness in reducing seabird bycatch cannot be assessed and as noted above, implementation will not occur until 1 July 2014 in the IOTC and WCPFC fisheries.

It should also be recognised that the tRFMOs have complex and full agendas and that we cannot expect them to be constantly amending their seabird conservation measures on an annual basis. In reality, amendment of these measures is likely to occur on a three to five year cycle and we should structure our strategy for presenting revised mitigation advice on this basis. Taking this into account it is recommended that ACAP's focus in the next three

year period should be on promoting the effective implementation of these measures/resolutions and refinement of those not following the current best practice advice.

One of the keys to their implementation and to assessing their effectiveness in reducing seabird bycatch is to ensure that adequate monitoring is undertaken. Achieving this will be challenging with the current level of observer coverage and the lack of adequate reporting by many RFMO Parties/Members (refer SBWG5 Doc 23).

The collection of additional data that can be used to assess the effectiveness of the mitigation measures being used, as well as identifying bycatch levels, should be given a high priority. There are a number of means for achieving this, in addition to the existing observer programmes. Other options could include conducting research programmes in areas of potential concern, the implementation of e-monitoring programmes, and increasing the level of observer coverage in specific temporal/spatial areas.

Key issues to be addressed in regard to this data collection are:

- Identifying priority areas to be targeted for additional data collection;
- The type of data that should be collected, and how these data are reported to the RFMO Secretariats (refer SBWG5 Doc 23);
- The development of methodologies for the analysis of this data (refer SBWG5 Doc 16); and
- Engagement in the work of the Kobe tRFMO Bycatch Working Group to encourage the standardisation and harmonisation of data collection and reporting protocols between the different tRFMOs e.g. through the adoption of an agreed measure across the tRFMOs.

While priority should be given to improving data collection in the tRFMOs, if there are opportunities to strengthen existing measures/resolutions then they should be taken e.g. adoption of the two out of three approach by the IATTC and by the WCPFC in the North Pacific; having this approach apply from 25 degrees South latitude in the South Pacific and 20 degrees South latitude the Atlantic Ocean. Subject to resources being available, attention should also be given to other non-tuna RFMOs that don't currently have seabird conservation measures e.g. the South Pacific RFMO.

Another issue that needs to be addressed by ACAP is the lack of flexibility in our best practice advice. It is focussed on the characteristics of industrial fisheries and does not provide options that could address fisheries with different characteristics, such as artisanal fisheries. This is not a minor consideration in some of the tRFMOs, where artisanal fleets may number in the tens of thousands.

To progress these actions within the tRFMOs it is anticipated that funding of AUD 30,000 p.a. will be required for travel and associated costs.

Table 2. Actions Proposed for 2013-2016

RFMO/ OTHER ORGANISATION	Action Proposed for 2013-2016	Comments
WCPFC	1 Seek amendment of CMM 2012-07 so that the north Pacific fishery follows the two out of three approach; (2015 & 2016, sooner if possible)	
	2 Support the implementation of CMM 2012-07 through improved data collection and reporting (2013-2015);	
	3 Advocate for a methodology to be adopted to review the effectiveness of mitigation measures being used. Apply this to review the effectiveness of CMM 2012-07 (2014 & 2016);	
	4 Seek adoption of seabird data collection protocols (2013).	
IOTC	1 Advocate for full implementation of IOTC Regional Observer Scheme (2013-2014).	
	2 Advocate for a methodology to be adopted to review the effectiveness of mitigation measures being used. Apply this to review the effectiveness of Resolution 12/06 (2016);	
	3 Review data currently being submitted through the IOTC Regional Observer Programme (2013-2016).	
	4 Advocate for development of allocation criteria to ensure quotas can be used to deal with non-compliance with observer, data submission, seabird and other conservation measures	
CCSBT	1 Seek adoption of seabird data collection protocols (2013).	
	2 Work with New Zealand in development of a Level-2 Risk Assessment.(2013-14)	
	3 Advocate for a methodology to be adopted to review the effectiveness of mitigation measures being used. Review data on the effectiveness of mitigation measures being used (2013 & 2014)	

IATTC	<ol style="list-style-type: none"> 1 Seek adoption of a revised conservation measure that reflects two out of three approach (2013-2014); 2 Improve communication between ACAP Parties to ensure consistent positions are put forward to IATTC meetings; 3 Seek adoption of seabird data collection protocols (2013); 4 Address the needs of artisanal fisheries in relation to mitigation. 	
ICCAT	<ol style="list-style-type: none"> 1 Advocate for a methodology to be adopted to review the effectiveness of mitigation measures being used. Review data on the effectiveness of mitigation measures being used (2013 & 2016) 2 Assist with the development of data collection and reporting protocols (2013 & 2014) 	
Kobe Bycatch Technical Working Group	<ol style="list-style-type: none"> 1 Coordinate the development of a seabird identification guide for use by the tRFMOs; 2 Provide input into the discussions of the Technical Working Group to assist with the harmonisation of best-practice seabird conservation measures, including data collection and reporting, between the tRFMOs. 	<p>Submit work achieved to date and seek feedback from tRFMO observer programmes.</p> <p>The Technical Working Group has not met.</p>
CCAMLR	<ol style="list-style-type: none"> 1 Low priority – Incidental Mortality Arising from Fishing Working Group (IMAF now meets biennially, next meeting October 2013, and seabird bycatch reduced substantially in most fisheries. 	

REFERENCES

CCSBT RECOMMENDATION TO MITIGATE THE IMPACT ON ECOLOGICALLY RELATED SPECIES OF FISHING FOR SOUTHERN BLUEFIN TUNA

http://www.ccsbt.org/userfiles/file/docs_english/operational_resolutions/Recommendation_E_RS.pdf

CCSBT MANDATORY USE OF TORI LINES BELOW 30S

http://www.ccsbt.org/site/bycatch_mitigation.php

ICCAT SUPPLEMENTAL RECOMMENDATION 11-09

<http://www.iccat.es/Documents%5CRecs%5Ccompendiopdf-e%5C2011-09-e.pdf>

RECOMMENDATION BY ICCAT TO ESTABLISH MINIMUM STANDARDS FOR FISHING VESSEL SCIENTIFIC OBSERVER PROGRAMS

<http://www.iccat.es/Documents%5CRecs%5Ccompendiopdf-e%5C2010-10-e.pdf>

IOTC RESOLUTION 12/06

<http://www.iotc.org/English/resolutions.php>

REPORT OF THE TECHNICAL MEETING ON THE IOTC REGIONAL OBSERVER SCHEME

<http://www.iotc.org/files/proceedings/2010/wros/IOTC-2010-WROS-R%5BE%5D.pdf>

IATTC RESOLUTION C-11-02

<http://www.iattc.org/PDFFiles2/Resolutions/C-11-02-Seabirds.pdf>

DATA COLLECTION PROTOCOLS FOR REPORTING SEABIRD BYCATCH IN IATTC INDUSTRIAL LONGLINE FISHERIES

<http://www.iattc.org/pdf/files2/iattc-bycatch-rates-birdlife.pdf>

WCPFC CONSERVATION AND MANAGEMENT MEASURE 2012-07

<http://www.wcpfc.int/doc/CMM-2012-07/Conservation-and-Management-Measure-Mitigating-Impacts-Fishing-Seabirds>

WCPFC CONSERVATION AND MANAGEMENT MEASURE FOR THE REGIONAL OBSERVER PROGRAMME CMM 2007-01

<http://www.wcpfc.int/doc/cmm-2007-01/conservation-and-management-measure-regional-observer-programme>