



**TECHNICAL AND COMPLIANCE COMMITTEE**  
**Eighteenth Regular Session**  
**Electronic Meeting**  
21– 27 September 2022

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**ANNUAL REPORT ON WCPFC HIGH SEAS BOARDING AND INSPECTION (HSBI) SCHEME**

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**WCPFC-TCC18-2022-RP04**  
**17 September 2022**

**Paper by the Secretariat**

**Purpose**

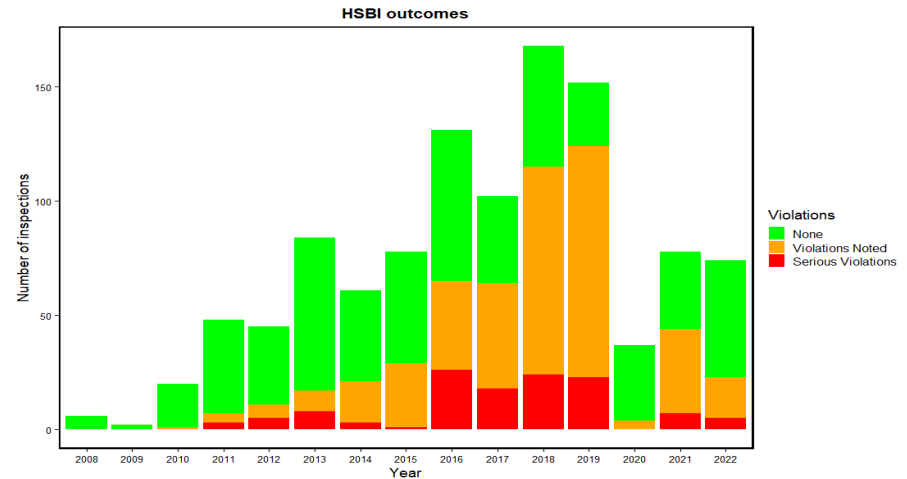
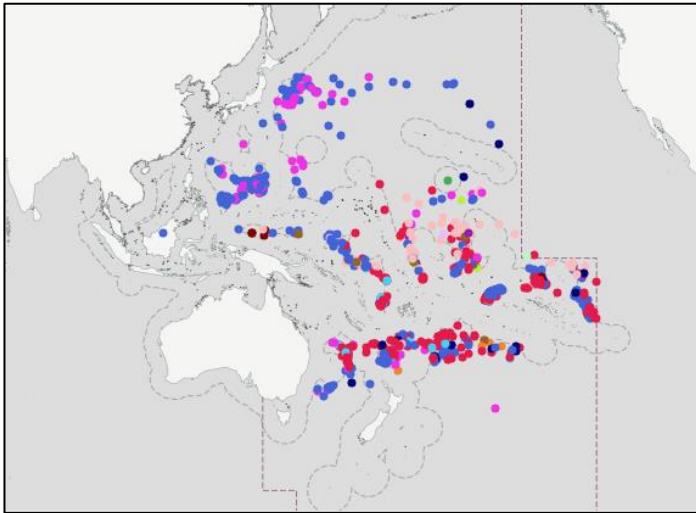
1. This paper presents a summary of High Seas Boarding and Inspection (HSBI) activities for 2021 and the period 1 January 2022 to 30 June 2022 for the consideration and information of TCC18.

**Background and Summary**

2. WCPFC3 adopted the Western and Central Pacific Fisheries Commission Boarding and Inspection Procedures in 2006 (CMM 2006-08). The following year, WCPFC4 endorsed several procedural specifications which have had some amendments since that time. Examples of procedural specifications include inspection flag and pennant minimum requirements, and the requirement that the Commission maintains a register of authorised inspection vessels.
3. Article 26 of the Convention and CMM 2006-08 paragraph 3 states that the purpose of the HSBI scheme is to establish procedures for boarding and inspection activities on the high seas which ensure compliance with provisions of the Convention, and Conservation and Management Measures. These procedures, which are set out in the measure, enable boarding and inspections of fishing vessels to be undertaken on the high seas in the Convention Area by authorised inspectors from authorised inspection vessels.
4. This report has the following sections:
  - a. Summary of the HSBI Annual Report key points;
  - b. Review of information relating to members authorised for HSBI;
  - c. Review of HSBI activities;
  - d. Outcomes of HSBI activities;
  - e. CCMs reporting on implementation of CMM 2006-08; and
  - f. Secretariat comments.
5. Summary information used in this report has been available on the WCPFC website since early 2019 (refer to <https://www.wcpfc.int/hsbi-summary-statistics> and <https://www.wcpfc.int/register-inspection-vessels>). These summaries are automatically updated as data are entered into WCPFC databases.

## SUMMARY OF THE HSBI ANNUAL REPORT KEY POINTS

- The 14 members that have notified their intent to conduct HSBI have 241 ‘active’ vessels on the Register of Authorised Inspection Vessels
- Inspection levels in 2020 (as at 30 June 2021) are around 43% of the number of inspections in 2018 and in 2019 and for 2021, 48%.
- All boarding and inspections carried out since the start of HSBI activity are spread across the convention area with 90-100% of the vessels inspected being longliners.



- There was a drop in the inspection rate during 2020 and, to a lesser extent 2021, which is assumed to be the result of the global emergence of COVID-19 and a desire to mitigate the risk to all crews involved. Boarding procedures were developed that allowed some boardings to occur in 2021 and 2022.
- The drop in HSBI activity, including physical inspections, corresponds with the reduction in the level of inspections with no violations in 2020. By comparison in 2019 and 2018 there were 26% and 43% respectively. The proportion of 2021 inspections with alleged violations is similar to previous years. 2020 is an outlier potentially as most HSBI activity in 2020 did not involve boardings but this will become clearer in the next year or two.
- Several of the alleged violations in 2021 and 2022 are still under investigation although there may be case updates that are yet to be reviewed by the Secretariat. It is apparent that the scope of alleged violations in 2020 and 2021 were reduced with partial data from 2022 reflecting more alleged violations.
- Information on WCPFC HSBI requirements, specifications and procedures as well as summary statistics and activities are available on the WCPFC website at [High Seas Boarding & Inspection | WCPFC](#).

## Review of Information Relating to Members Authorised for HSBI

6. Fourteen members have notified the Commission of their intention to participate in HSBI activities in the WCPFC Convention Area in accordance with CMM 2006-08 paragraph 6. All except two of these members notified this intent during or before 2010 with Fiji being the most recent, joining in 2019 (refer to Table 1).

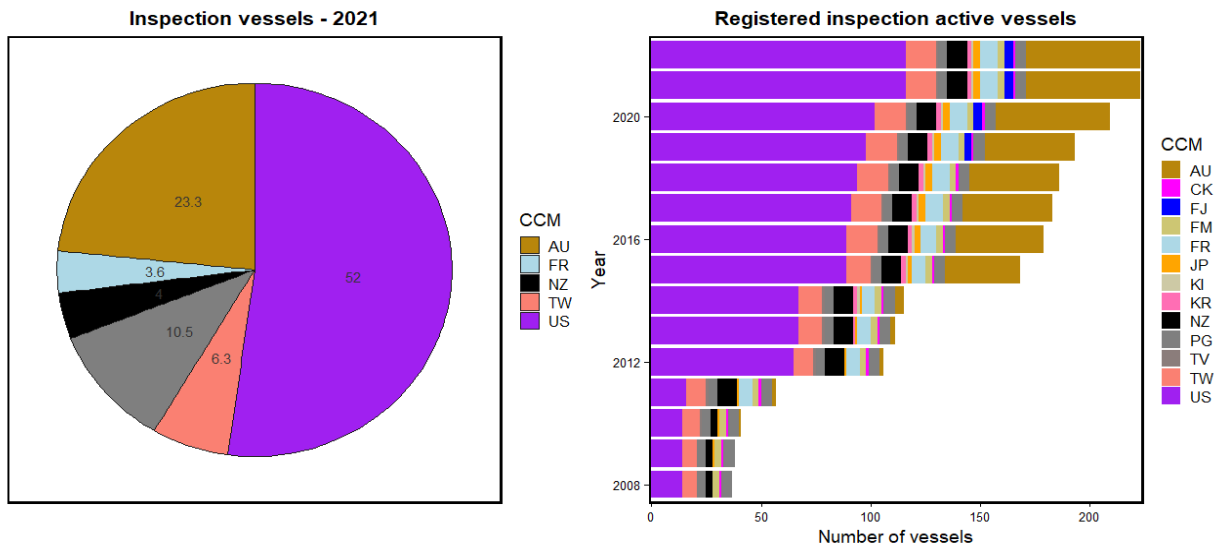
**Table 1: Summary of the Members that have notified the Commission of their intention to participate in conducting boarding and inspection activities under the WCPFC HSBI Scheme**

	Year notification received	WCPFC notifications received (CMM 2006-08 06)	No. of Vessels on the Register of Authorised Inspection Vessels (as at 31 August 2022)
Australia	2010	YES	52
Canada	2009		5
Cook Islands	2008	YES	1
Federated States of Micronesia	2010		3
Fiji	2019		4
France <sup>1</sup>	2007	YES	8
Japan	2009	YES	3
Kiribati	2014		1
Republic of Korea	2008		2
New Zealand	2008	YES	9
Papua New Guinea	2008		4
Chinese Taipei	2008	N/A	21
Tuvalu	2010		1
United States of America	2009	YES	<u>127</u>
			<b>Total: 241</b>

7. In 2021, the United States notified the Commission of additional inspection vessels to be added to the HSBI register in accord with CMM 2006-08 13. In 2022, Chinese Taipei notified of additional inspection vessels to be added.
8. Collectively, as of 31 August 2022, the participating members have 241 vessels with ‘Active’ status on the WCPFC Register of Authorised Inspection Vessels (Refer **Table 1** above and **Figure 1** below). There has been a progressive increase from almost 50 vessels in 2008 to 223 in August 2021 and 241 in August 2022.
9. Information on the inspection vessels is shown on the Register of Authorized Inspection Vessels which is publicly available on the WCPFC website at <http://www.wcpfc.int/register-inspection-vessels>

<sup>1</sup> Separate notifications were provided by France for French Authorities that are based in French Polynesia and New Caledonia.

**Figure 1: Number and percentage of inspection vessels on the WCPFC Record of Inspection Vessels by CCM**

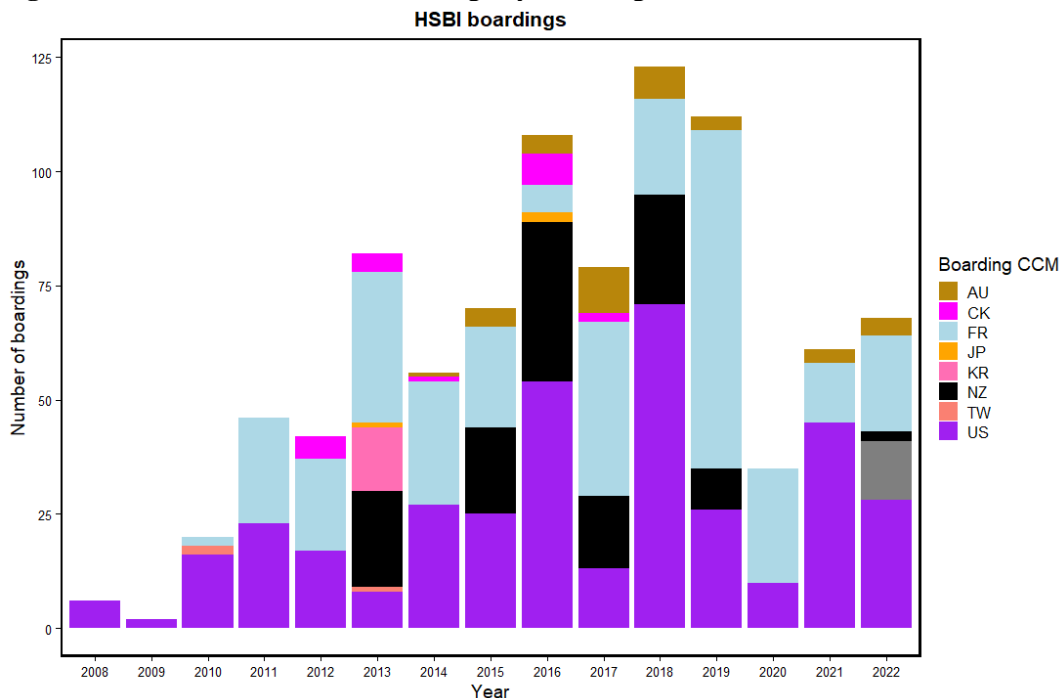


**Review of HSBI activities**

*Numbers of HSBI events*

10. This section of the report includes historical information on boardings and inspection between 2008 and 2021 (with partial information for 2022) to show change over time and allowing an understanding of pre-COVID-19 HSBI activity. **Figure 2** below shows the total number of HSBI boardings conducted under CMM 2006-08 since 2008 (to 31 August 2022).

**Figure 2: The number of HSBI boardings by Boarding CCM since 2008**



11. There were 123 HSBI conducted in 2018 and 112 in 2019. In 2020, HSBI events dropped to 35 but almost doubled that number in 2021.

12. The diagrams in **Figure 3** give a more detailed breakdown of the total number of HSBI's accordance with CMM 2006-08 paragraph 30, for each full calendar year from 2018 to 2021, showing the numbers of reports received from each inspecting member and the flag of inspected vessels. Key points from the diagrams in **Figures 2 and 3** are:

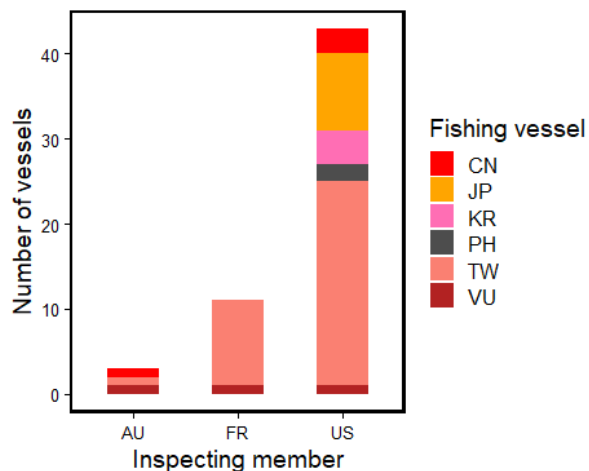
- a. During 2020 and to a lesser extent 2021, the effect of COVID-19 can be seen in reduced HSBI's conducted by two and three CCMs (respectively). In 2018, 2019 and 2022, five CCMs conducted HSBI.
- b. The numbers of inspections fluctuated significantly from the 123 HSBI conducted in 2018 and 112 in 2019 to 35 in 2020 and 61 in 2021.
- c. Overall, the number of HSBI events in 2020 averaged 43 % of the 2018 and 2019 levels of inspections and 2021 averaged 48% of those in 2018 and 2019.

13. The drop in the inspection rate during 2020 is assumed to be the result of the global emergence of COVID-19 and a desire to mitigate the risk to all crews involved. In this vein it is notable that some of the HSBI activities in 2020 were reported as interrogations, indicating the Inspecting Parties have made necessary adjustments to boarding protocols and procedures in response to COVID-19 and either did not board or only boarded if there was some indication that an inspection is warranted. Boarding procedures were developed that allowed some boardings to occur in 2021 and 2022. It was evident from some inspection reports in 2021, that inspections were more limited to minimise the length of time boarding parties and vessel crew interacted as part of new health protocols for inspections at this time e.g. no review of required reporting of catch.

**Figure 3: Summary of the number of inspection reports received from each inspecting member and the flag state of the vessel inspected for each year between 2016 and 2021**

**Number of reports received by the Secretariat from members conducting High Seas boarding and inspections, with a breakdown by flag of the fishing vessel**

2021

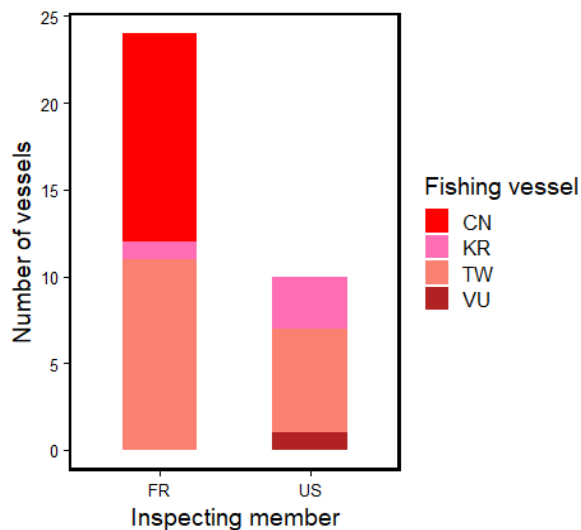


Number of inspections			
Inspected	AU	FR	US
CN	1	0	3
JP	0	0	9
KR	0	0	4
PH	0	0	2
TW	1	10	24
VU	1	1	1

Number of reports received from members conducting HSBI

**Number of reports received by the Secretariat from members conducting High Seas boarding and inspections, with a breakdown by flag of the fishing vessel**

2020

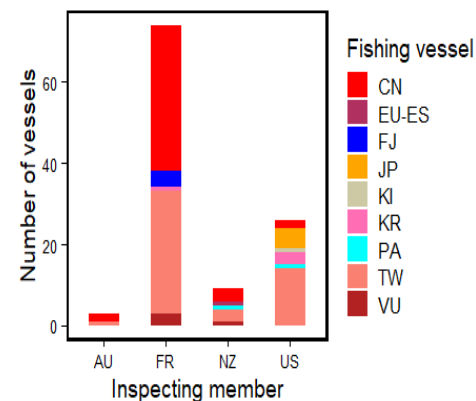


Number of inspections		
Inspected	FR	US
CN	12	0
KR	1	3
TW	11	6
VU	0	1

Number of reports received from members conducting HSBI

**Number of reports received by the Secretariat from members conducting High Seas boarding and inspections, with a breakdown by flag of the fishing vessel**

2019

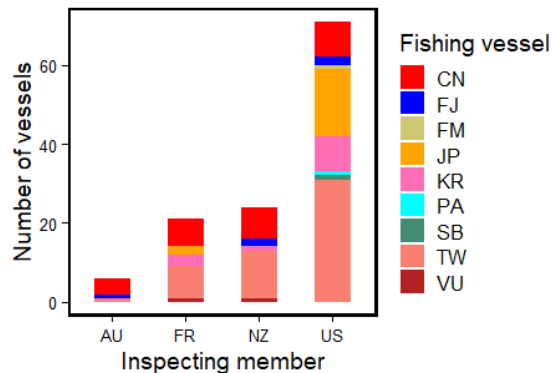


Number of inspections				
Inspected	AU	FR	NZ	US
CN	2	36	3	2
EU-ES	0	0	1	0
FJ	0	4	0	0
JP	0	0	0	5
KI	0	0	0	1
KR	0	1	0	3
PA	0	0	1	1
TW	1	30	3	14
VU	0	3	1	0

Number of reports received from members conducting HSBI

Number of reports received by the Secretariat from members conducting High Seas boarding and inspections, with a breakdown by flag of the fishing vessel

2018

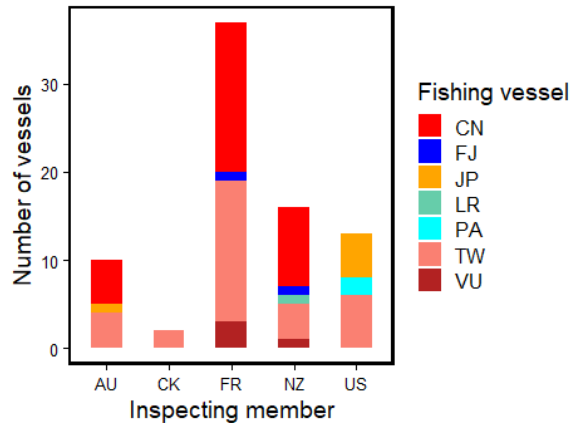


Number of inspections				
Inspected	AU	FR	NZ	US
CN	4	7	8	9
FJ	1	0	2	2
FM	0	0	0	1
JP	0	2	0	17
KR	0	3	1	9
PA	0	0	0	1
SB	0	0	0	1
TW	1	8	12	31
VU	0	1	1	0

Number of reports received from members conducting HSB

Number of reports received by the Secretariat from members conducting High Seas boarding and inspections, with a breakdown by flag of the fishing vessel

2017

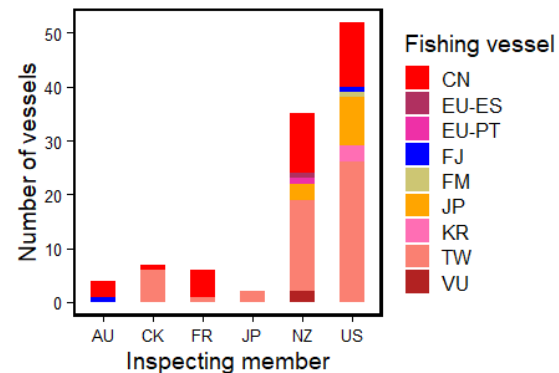


Number of inspections					
Inspected	AU	CK	FR	NZ	US
CN	5	0	17	9	0
FJ	0	0	1	1	0
JP	1	0	0	0	5
LR	0	0	0	1	0
PA	0	0	0	0	2
TW	4	2	16	4	6
VU	0	0	3	1	0

Number of reports received from members conducting HSB

Number of reports received by the Secretariat from members conducting High Seas boarding and inspections, with a breakdown by flag of the fishing vessel

2016



Number of inspections						
Inspected	AU	CK	FR	JP	NZ	US
CN	3	1	5	0	11	12
EU-ES	0	0	0	0	1	0
EU-PT	0	0	0	0	1	0
FJ	1	0	0	0	0	1
FM	0	0	0	0	0	1
JP	0	0	0	0	3	9
KR	0	0	0	0	0	3
TW	0	6	1	2	17	26
VU	0	0	0	0	2	0

Number of reports received from members conducting HSB

14. Between 90% and 100% of the vessels inspected over the last 4 ½ years were longliners. **Table 2** below shows the number of all vessels by method for 2018-2022.

**Table 2: Numbers of vessels by method for each year from 2018-2021 (to 31 August 2022)**

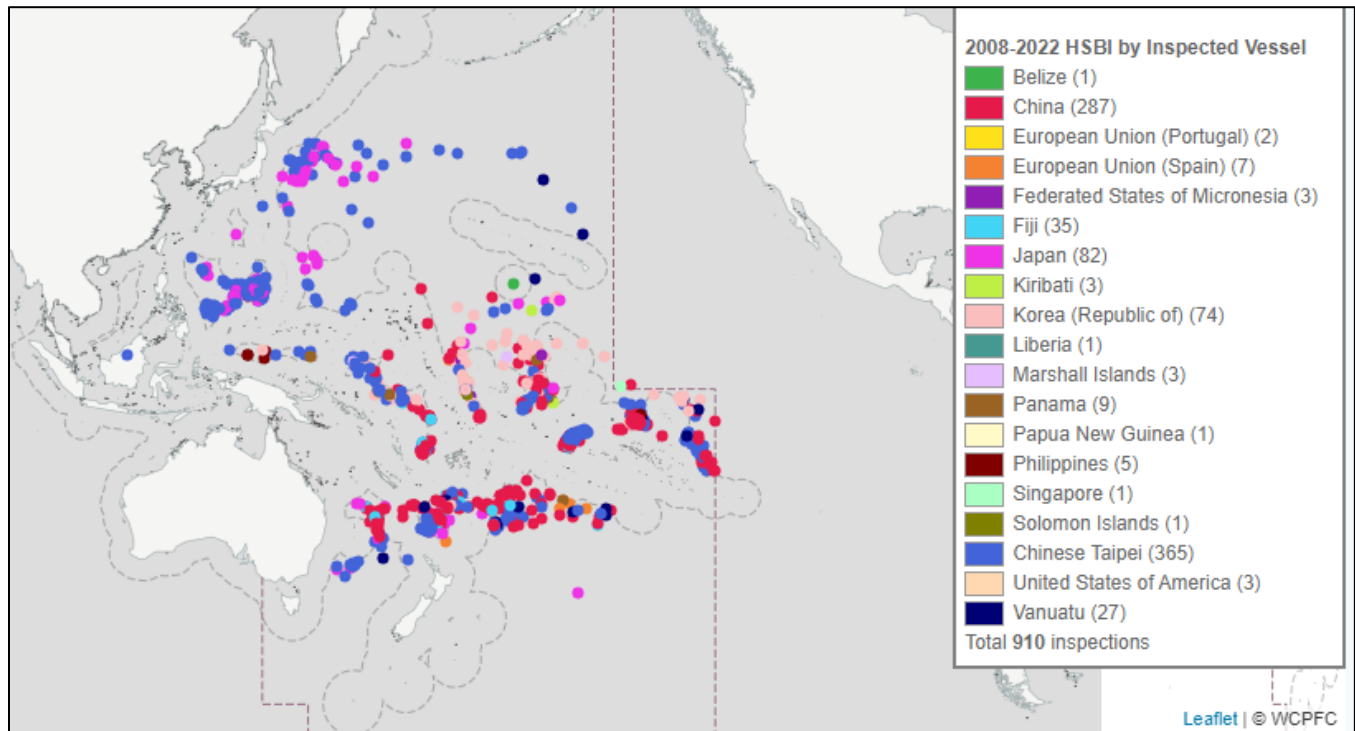
Year	Vessel Type						No. of inspections
	Bunkering	Carriers	Longliners	Pole and Line	Purse seiners	Support	
2018	-	2	114	5	2	-	123
2019	1	2	102	4	3	-	112
2020	-	-	35	-	-	-	35
2021	-	2	58	-	-	1	61
2022	-	2	61	-	2	-	65

15. The list of vessels previously inspected under the HSBI has been published on a secure page on the WCPFC website (<https://www.wcpfc.int/ccm/hsbi-report>) since 2018. Information can be exported in MS Excel and CSV format by authorised users.

*Scope of HSBI events in the Convention Area*

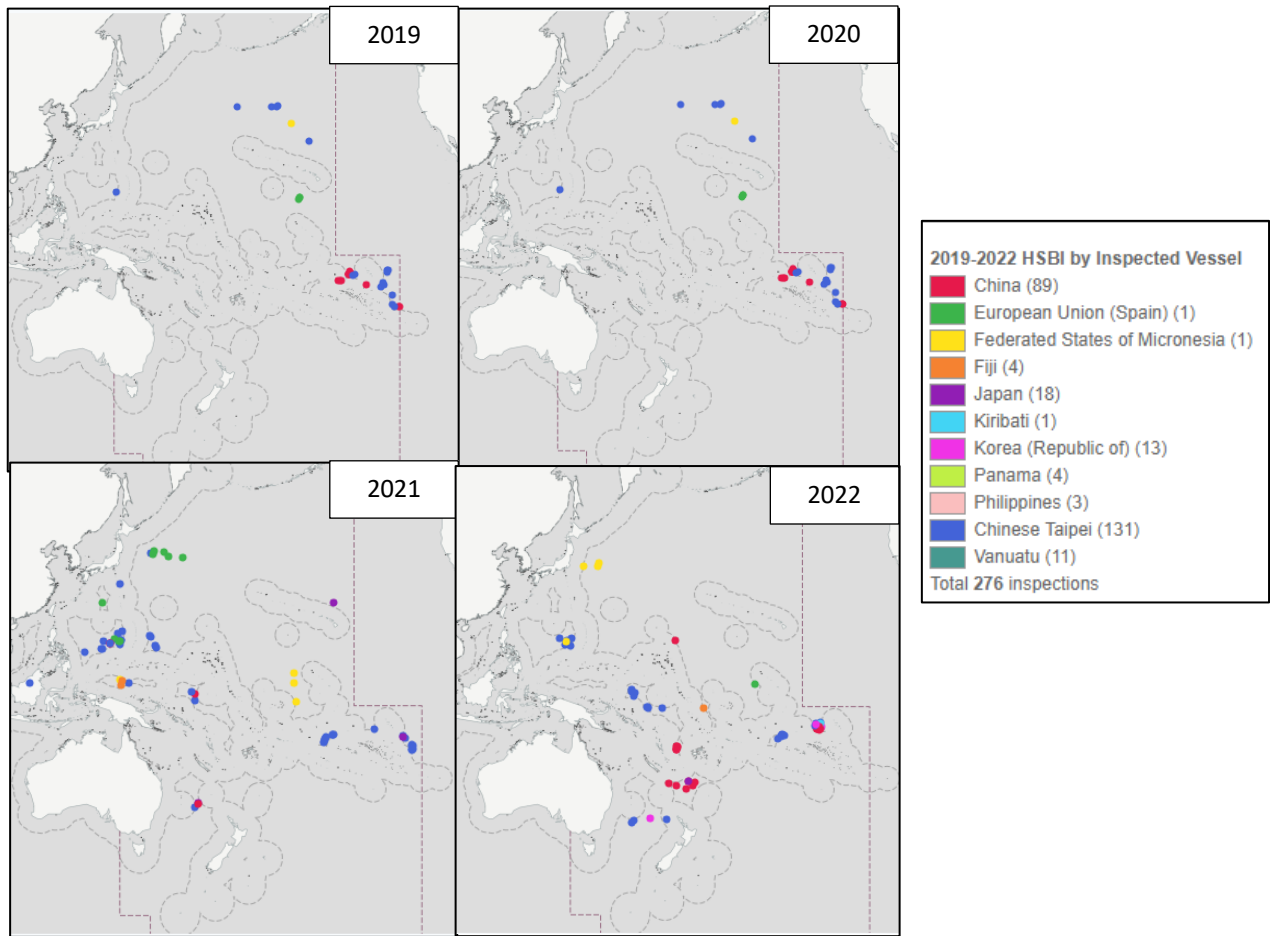
16. **Figure 4 a** below show where boarding and inspections of vessels have occurred since 2008 with more detail for 2019-2022 in **Figure 4 b**.

**Figure 4a: Distribution of all boarding and inspections conducted in the Convention Area since 2008 (as of 17 September 2022)**





**Figure 4 b: Distribution of boarding and inspections in the Convention Area 2019- 2022 (as of 17 Sept 2022)**



**Outcomes of HSBI activities**

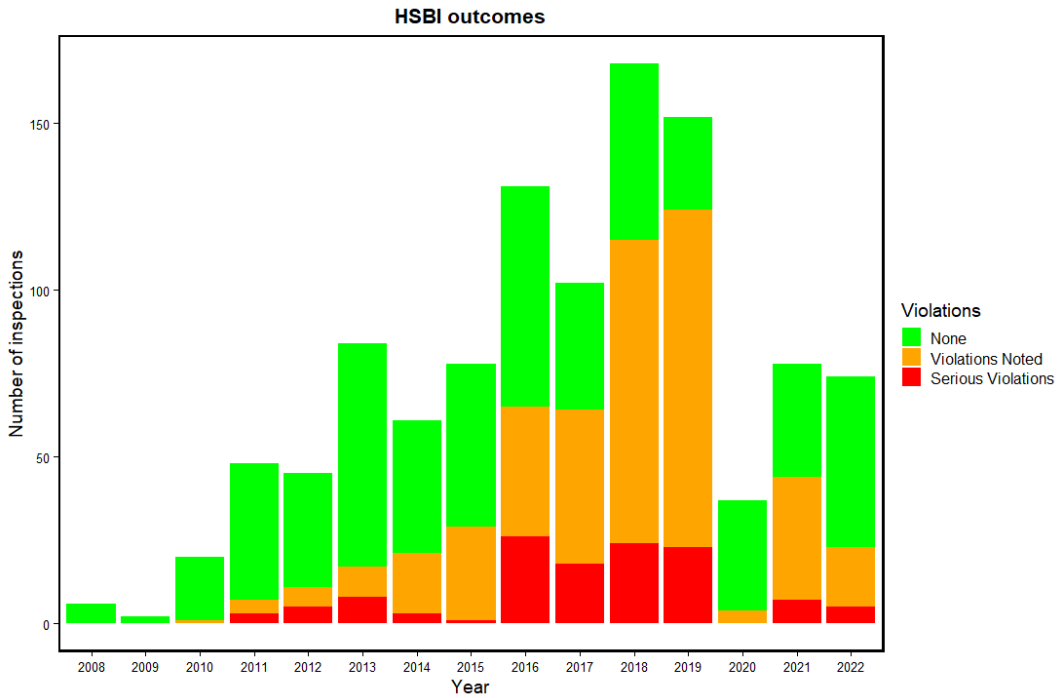
17. HSBI activities undertaken by WCPFC members provide a mechanism to assist flag CCMs with checking how their vessels are implementing the CMMs that are in force and where further support may assist in reducing infringements detected.

18. The WCPFC Compliance Case File System (CCFS) Article 25(2) list contains records of HSBI events that resulted in a request for flag State investigation pursuant to Article 25(2) of the Convention. Until March 2022 with the release of the new Compliance Case File System, each HSBI event with one or more alleged violations noted, comprised a single compliance case. The new CCFS will lead to an increase in individual cases shown in future reports as each noted alleged violation is a separate case however, this will not affect records of violations for each obligation. Copies of relevant correspondence are enclosure with each case along with a summary of the outcomes of the flag CCM investigations. Individual HSBI case files in the Article 25(2) list can be viewed and edited by the relevant Inspecting Member and flag CCM and, where relevant, by the Coastal State and Regional Observer Programme. The Secretariat can review all cases.

19. **Figure 5** gives a break-down of whether violations were noted in final inspection reports provided to the Secretariat each year between 2008 and 2021. There are 13,622 cases recorded over this period.

20. The proportion of HSBI events that have resulted in Article 25 (2) case files being created by the Secretariat has reduced in 2020 and 2021 as shown in **Figure 5**. Figures for 2022 are incomplete at the time of writing this report. However, as noted previously, the number of inspections in 2020 represents 43% of the numbers of inspections in 2018 and 2019 and 48% of inspections in 2021. Also, most inspections in 2020 did not involve boardings with ‘interviews’ conducted by radio. In 2021 there were more boardings which, as noted in paragraph 14, were reportedly more limited in scope (i.e. fewer obligations assessed to limit time on board and in close contact with crew). It is not clear the extent to which this may be reflected in the number of alleged infringements for 2021.

**Figure 5: WCPFC High Seas Boarding and Inspection events reported each year 2008 – 2022 (to August 2022), with a break-down of whether violations were noted.**

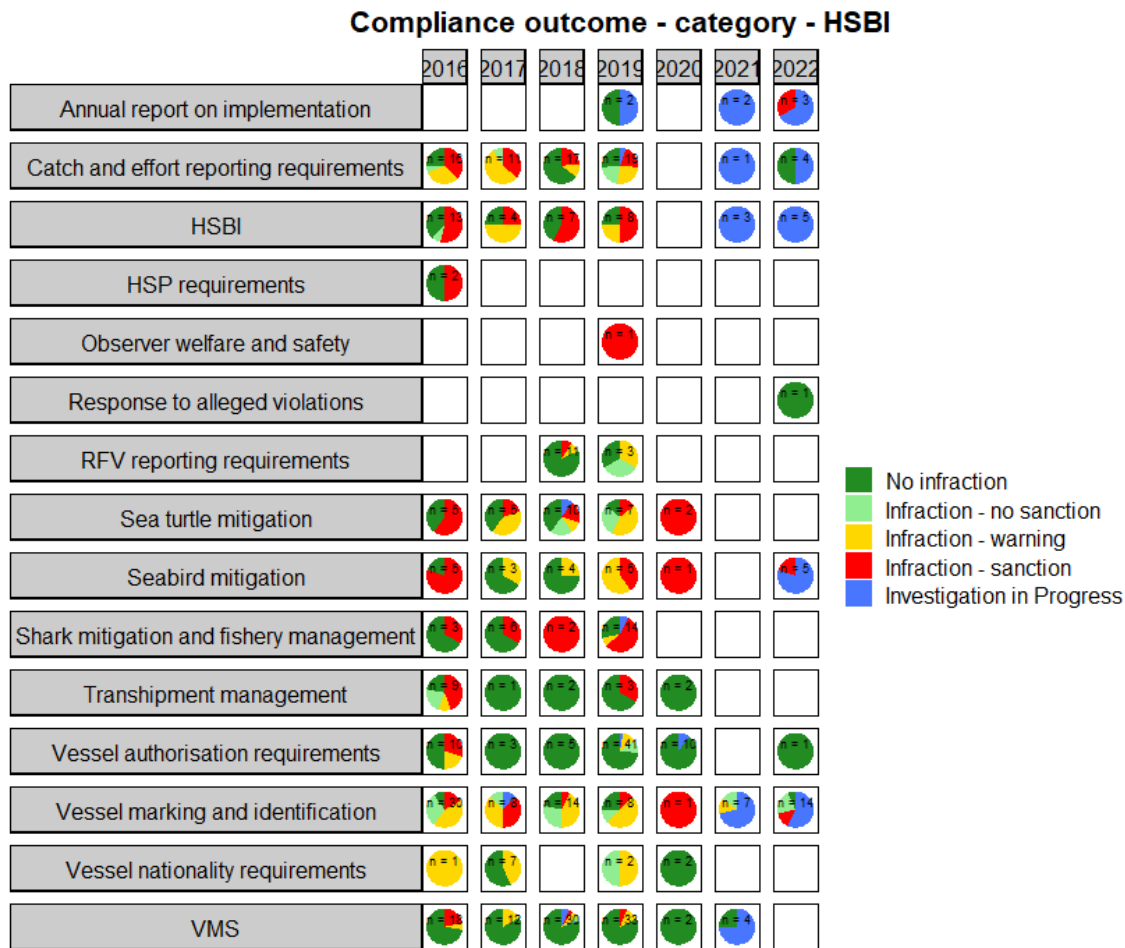


21. **Figure 5** above shows that, since 2020, there have been a significant reduction in inspections with a corresponding reduction in alleged violations. There are not enough cases in 2020 and potentially 2021 to identify any issues or trends relative to previous years except that the proportion of inspections resulting in fewer alleged violations in 2021. It may be that when full information is available for 2022 that the effect of COVID-19 on inspections and the level of alleged and note violations will start to become clearer. The lack of boardings during HSBI events in 2020 and to a lesser extent in 2021 will influence these figures which are at odds with years prior to 2020.

22. **Figure 6** below provides a summary of the themes and number of cases relating to alleged violations arising from HSBI between 2016 and August 2022. This figure also identifies whether cases are still under investigation and, if completed, the outcome of the investigation. **Annex 1** provides more detail on the specific obligations and the outcomes of investigations of alleged CMM infringements identified in HSBI reports pursuant to Article 25(2) between 2016 – 2022 (to August 2022).

23. Several of the alleged violations in 2021 and 2022 are still under investigation although there may be case updates that are yet to be reviewed by the Secretariat. It is apparent that the scope of alleged violations in 2020 and 2021 were reduced with even partial data from 2022 reflecting more alleged violations.

**Figure 6:** Summary of the themes and number of cases relating to alleged violations from HSBI between 2016 and August 2022 and whether cases are still under investigation and, if completed, the outcome of the investigation



**CCMs reporting on implementation of CMM 2006-08**

*Reporting through Annual Report Part 2*

24. The Compliance Monitoring Report 2022 covering RY 2021 did not include reporting on obligations under CMM 2006-08.

25. The most recent reporting was through the 2021 Annual Report Part 2 template covering 2020 activities which included questions relating to CCM implementation of paragraphs 7, 30, 32, 33, 36, 40 and 41 of CMM 2006-08. CCMs had the choice of answering “Yes” meaning the obligation has been implemented; “No” meaning the obligation has not been implemented; or “N/A” meaning CCM determined that the obligation is not applicable. CCMs also had the opportunity to provide further information on each obligation and attach any supporting documentation. This summary reporting by CCMs in Annual Report Part 2 assists the Secretariat with checking the completeness of the reporting of HSBI activities.

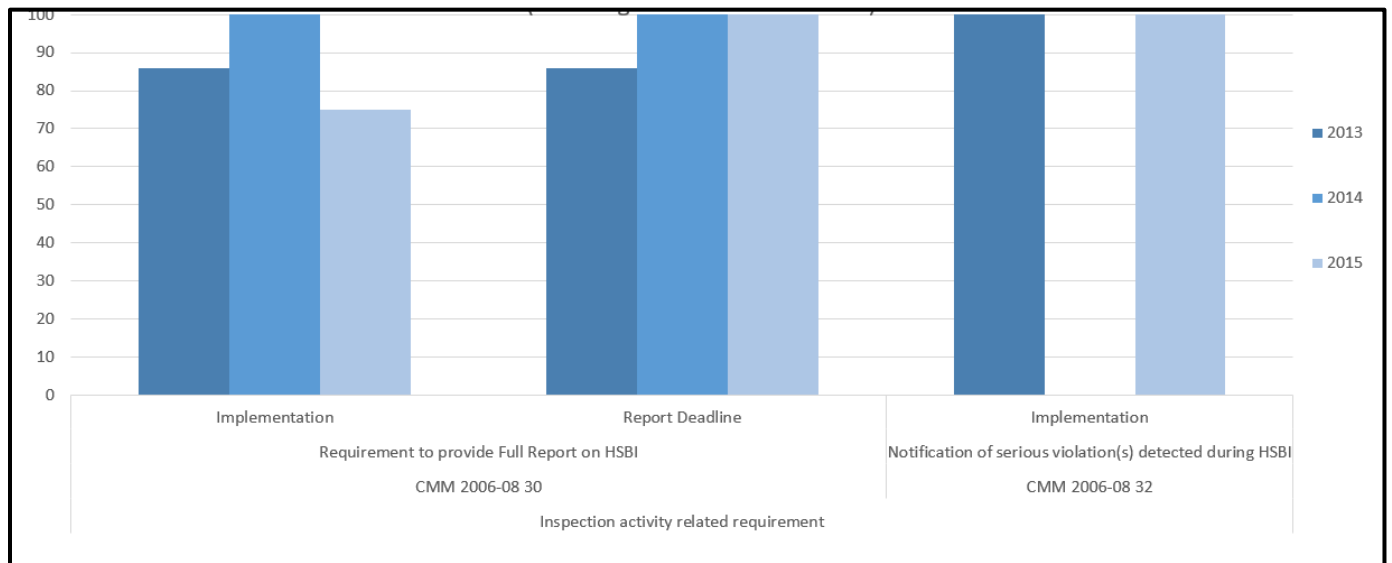
26. **Annex 2** provides a summary of CCMs responses to CMM 2006-08 in Annual Report Part 2 covering activities for 2020. Responses indicate that most countries have implemented the requirements for their fishing

vessels in relation to accepting HSBI from authorized vessels including those that do not authorize fishing outside of their national jurisdiction.

*Review of implementation by applicable CCMs under the Compliance Monitoring Scheme (CMS) RY2013 - 2015*

27. **Figure 7** below provides an overview of the outcome of the evaluation of CMM 2006-08 under the CMS over the years they have been assessed. There was a general trend of improved implementation of the required reporting under CMM 2006-08 by applicable CCMs with most obligations fully implemented by RY2015.

**Figure 7: CMR Compliance Score relating to Inspection Activity related requirements over the years it was assessed**



**Secretariat comment**

28. CCMs are reminded that they can directly update their authorities of fishing vessels in the CCMs official contact details through the secure page of the website at <https://www.wcpfc.int/official-circulars>. This will ensure HSBI related reports can be provided directly to the correct flag state contacts.

29. To assist with the WCPFC Secretariat’s record keeping, copies of HSBI reports from Inspecting Members and any replies from the fishing vessel authorities, which are to be submitted to the Commission in accordance with CMM 2006-08, should be sent to the email: [HighSeasBoardingInspection@wcpfc.int](mailto:HighSeasBoardingInspection@wcpfc.int).

30. CCMs are reminded that, as of 2021, an alert is emailed directly from the CCFS to each CCMs nominated email recipient when NEW CASES are created as a result of the information in the final inspection report and when updates are made by an involved CCM or the Secretariat.

31. CCMs involved in the conduct of HSBI are reminded that CMM 2006-09 paragraph 24 g and 30-31 require the completion of a full boarding report within 3 full days of the completion of the boarding and inspection that provides information to specifics of the violation. Where this timing is not possible, the authorities of the inspection vessel shall provide this information to the authorities of the fishing vessel and specify the time-period within which the report will be provided.

32. To allow the creation of an Article 25(2) case file, the Secretariat is reliant on the timely receipt of full inspection reports that fully describe any alleged violations which will also be critical to allow timely investigations and responses by flag states.

**Recommendation**

33. TCC18 is invited to note and discuss the recent activities undertaken under the HSBI scheme.
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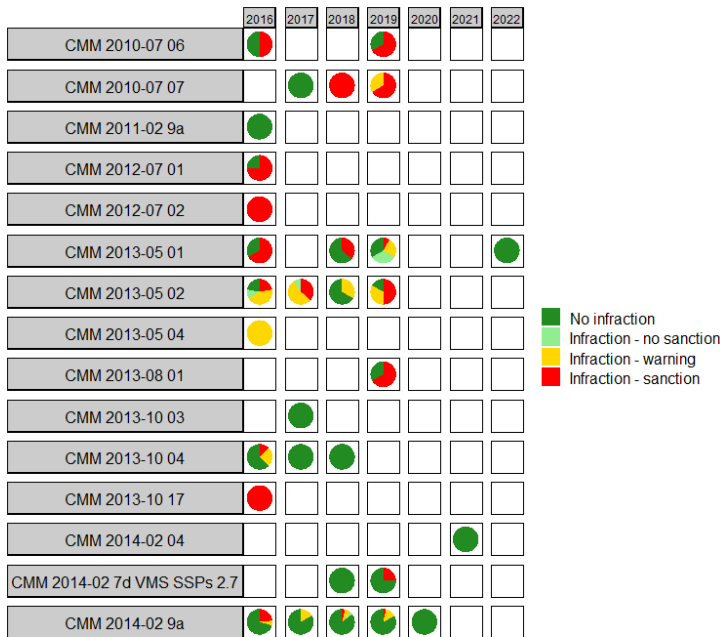
**Annex 1:**

Summary of the outcomes of investigations of specific obligations where there have been alleged CMM infringements identified in HSBI reports that have resulted in a request for flag State investigation pursuant to Article 25(2) between 2016 – 2022 (to August 2022)

**Compliance case outcomes - all flags HSBI**



**Compliance case outcomes - all flags HSBI**



Compliance case outcomes - all flags HSBI

	2016	2017	2018	2019	2020	2022
CMM 2014-03 02						
CMM 2014-05 01						
CMM 2015-03 01						
CMM 2017-05 04						
CMM 2017-05 07						
CMM 2017-06 01						
CMM 2018-03 01						
CMM 2018-03 02						
CMM 2018-03 06						
CMM 2018-05 15 (g)						
CMM 2018-06 03						
CMM 2018-06 04						

- No infraction
- Infraction - no sanction
- Infraction - warning
- Infraction - sanction

**Annex 2: Summary of CCMs responses to CMM 2006-08 in 2021 AR Part 2 covering 2020 activities (last year of CMR reporting for this CMM)**

<b>CMM paragraph and brief</b>	<b>N/A Summary of further information provided</b>	<b>YES Summary of further information provided</b>
<p><b>CMM 2006-08 07</b> <i>Fishing vessels to accept HSBI boardings by duly authorised inspectors, and as applicable Members to ensure compliance of its authorised inspectors with the HSBI procedures</i></p>	<p>12 No flag vessel fishing beyond areas of national jurisdiction or in the high seas, flag vessel not allowed to fish on the high seas, no HSBI conducted</p>	<p>25 Implemented through national legislation (Acts or Regulations), the Niue Treaty Subsidiary Agreement, through Flag Agreement with flag vessels, Plans of Action  1 member responded “No”- not yet implemented with National policies and procedures.</p>
<p><b>CMM 2006-08 30</b> <i>Provide Full Report on HSBI</i></p>	<p>25 Have no authorized inspection vessels to carry out HSBI; did not conduct HSBI, no vessels fish beyond national jurisdiction</p>	<p>12 Twelve members either made no comment, have no inspection vessel on the HSBI register or did not conduct any HSBI in 2020.  Two members (NZ, USA) who conducted HSBI in 2020 state full reports have been sent to flag States of fishing vessels and the WCPFC Secretariat.</p>
<p><b>CMM 2006-08 32</b> <i>Notification of serious violation(s) detected by inspection vessels during HSBI</i></p>	<p>25 No HSBI undertaken or no HSBI of member’s flagged vessels; no serious violation detected or notified</p>	<p>12 No boardings carried out or received, procedures in place if boarded.  Of the boardings that were undertaken, only one member reports finding serious violations, primarily fishing without a licence, permit or authorization issued by the flag member, failure to maintain sufficient records of catch and catch related data, intentional taking or retention of species in contravention of any applicable CMM; multiple violations which taken together constitute a serious disregard of measures in force, and/or using prohibitive fishing gear.</p>



<b>CMM paragraph and brief</b>	<b>N/A Summary of further information provided</b>	<b>YES Summary of further information provided</b>
<b>CMM 2006-08 33 and 36</b> <i>Response by authorities of the fishing vessel to a serious violation notification</i>	22 No serious violation detected; no HSBI of member's flagged vessels; no flag vessels fish on high seas	16 No HSBI conducted or no serious violation notification; several cases remain open but initial responses provided or, if a notification of serious violation is received, CCM respond immediately and internal investigation carried out and outcomes of investigation and case updated, no HSBI conducted, if occurs vessel can be instructed to return to port
<b>CMM 2006-08 40</b> <i>Annual reporting by members on the HSBI carried out by its authorized inspection vessels.</i>	28 Did not conduct any HSBI in 2020; no inspection vessel on the HSBI register, vessels not allowed to fish on the high seas/outside areas of national jurisdiction; No HSBI carried out due to COVID 19 restrictions.	9 CCMs answer YES but only 3 conducted HSBI in 2020 and one of these inspected vessels of their own flag (TW). One member (US) conducted 10 HSBI in 2020 noting violations of CMM.
<b>CMM 2006-08 41</b> <i>Annual reporting by members on their actions in response to HSBI of their fishing vessels that resulted in observation of alleged violations.</i>	29 No HSBI conducted; no flag vessel fishing on the high seas; no flag vessels boarded No cases of violations reported to CCM.	9 CCMs answer YES and provided further information depending on whether the case was still being investigated or had been completed and case files updated.