



**TECHNICAL AND COMPLIANCE COMMITTEE
TENTH REGULAR SESSION**
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**AN UPDATE ON DEVELOPING CLEARER GUIDELINES TO SATISFY
THE REQUIRED LEVEL OF ROP LONGLINE OBSERVER COVERAGE**

WCPFC-TCC10-2014-13_rev1¹
9 September 2014

A paper by the WCPFC Secretariat and SPC-OFP

Background

1. CMM 2007-01 *Conservation and Management Measure for the Regional Observer Programme* says in Attachment K Annex C paragraph 6

No later than 30 June 2012, CCMs shall achieve 5% coverage of the effort in each fishery under the jurisdiction of the Commission (except for vessels provided for in paras 9 and 10). In order to facilitate the placement of observers the logistics may dictate that this be done on the basis of trips.

2. TCC9 reviewed a paper proposing clearer guidelines for satisfying the obligations for ROP longline observer coverage (WCPFC & SPC, 2013) and proposed two recommendations (Anon, 2013):

117. *TCC9 recommends that the Commission clarify that CCMs identify in their 2014 Annual Report Part 2 which metric they used to calculate the percentage of longline observer coverage for 2013.*

225. *TCC9 recommended that WCPFC10, if necessary based on progress between TCC9 and WCPFC10, refer issues associated with observer coverage targets for longline fleets to the IWG-ROP.*

3. WCPFC10 adopted these recommendations (see paragraphs 220 and 250 of WCPFC10 Summary Report). In the final Compliance Monitoring Report adopted by WCPFC10, it was also noted that “Although the WG did conduct an assessment of compliance with CMM 2007-01, Attachment K, Annex C, paragraph 6, CCMs noted the challenges in making the assessment without clear information from CCMs on the metric used to calculate the percentage of longline observer coverage.” CCMs will recall that WCPFC Circular 2014/54 confirmed that a replacement Chair for IWG-ROP was needed and that this would need to occur at WCPFC11. Noting that the IWG-ROP was tasked with considering among others longline observer coverage, it was also proposed that the Secretariat and SPC would bring forward a paper on longline observer coverage.

¹ Revision 1 includes a correction to the date on the first page

4. SC10 also recognised the issues of determining ROP Longline coverage in a consistent manner and convened a small working group to suggest a way forward for TCC10 through the following recommendation (Anon, 2014).

120. SC10 recommended that:
- a) The output from the informal small group on the longline observer coverage (Attachment E) be forwarded to TCC10 to progress this work.

5. This paper revisits the original issues raised in the TCC9 paper last year and proposes a way forward for TCC10 review and endorsement.

Issues

6. The current guidelines for longline observer coverage (CMM 2007-01) are insufficient and are proving difficult for the WCPFC Secretariat to monitor and evaluate implementation. The following issues have been identified:

- Some CCMs are not aware of what they need to achieve in order to satisfy the obligation for 5% ROP coverage in the longline fishery, and have indicated that they need assistance and guidance from the Secretariat;
- The CMM 2007-01 specifies that coverage is to be 5% of effort in each fishery, and there is also a note that logistics may dictate that coverage may be done on the basis of trips;
- There are no instructions provided in CMM 2007-01 about the spatial/temporal scale of representativeness which should be achieved by 5% observer coverage;
- Meeting the 5% observer coverage requirement is a flag State responsibility, and depending on the nature of the each CCMs longline fisheries, flag CCMs may also need to work with other CCMs, including those CCMs who are observer providers, to ensure the observer coverage for their vessels are met and that the observer data is provided to WCPFC;
- Presently the WCPFC Secretariat does not have sufficient information to review implementation by flag CCMs of longline ROP coverage requirements and by observer providers of ROP data submission requirements;
- Some CCMs interpret the measure to indicate that a trip can be a mixture of ROP and non-ROP, and while not the intent of the measure, adds extra complexity for determining coverage.

CMM Requirements

7. The specific requirements for ROP Longline coverage are described in CMM 2007-01 - Attachment K, Annex C paragraph 6:

*6. No later than 30 June 2012, CCMs shall achieve 5% coverage of the effort in each **fishery** under the jurisdiction of the Commission (except for vessels provided for in paras 9 and 10). In order to facilitate the placement of observers the logistics may dictate that this be done on the basis of trips.*

8. In determining how 5% coverage is to be applied the ROP scope is an important consideration: the ROP applies to vessels fishing exclusively on the high seas of the Convention Area, and vessels fishing on the high seas and in the waters under the national jurisdiction of one or more coastal States and vessels fishing in the waters under the jurisdiction of two or more coastal States (CMM 2007-01 para 5). In addition the implementation of the ROP for troll and pole-and-line vessels is deferred (paragraph 10).

Progress since TCC9

9. Some flag CCMs have diverse longline fleets with the clear differences in (i) broad areas of operation, (ii) the species targeted, (iii) size of vessel, (iv) fish storage capabilities and (v) trip length. The term 'fishery' is used in the CMM 2007-01 and has been used in the past, in particular with respect to broad areas of operation and target species, as the basis for the logical separation of the catch and effort data within one longline fleet for WCPFC assessments.

10. TCC9 reviewed a proposal for defining each distinct longline "fishery" to be covered by observer data collection (WCPFC & SPC, 2013) and several requests for revision were received from CCMs during and subsequent to TCC9. Table 1 shows the revised table of the breakdown of CCM longline fleets/fisheries, and it is proposed that each part of a CCMs longline fleets would be expected to achieve 5% ROP longline coverage so as to produce the overall ROP Longline coverage of 5%, as stipulated in CMM 2007-01.

11. For most CCM longline fleets, particularly the domestic longline fleets, the proposal is no different from the status quo in that CMM 2007-01 requires that a target of 5% of the longline vessel trips that occur in waters under the jurisdiction of the Commission should have an observer. Most CCMs that have domestic fleets restricted to the waters of national jurisdiction (that is, their home EEZ where vessel trips are non-ROP trips) have indicated that they are working towards having observer coverage that is at least compatible with the ROP required coverage of 5%, even though it is not a WCPFC obligation.

12. TCC9 recommended "*...that CCMs identify in their 2014 Annual Report Part 2 which metric they used to calculate the percentage of longline observer coverage for 2013*" and Table 2 lists the CCMs that have responded to this recommendation in their 2014 Annual Report Part 2 or in replies to draft Compliance Monitoring Reports prepared by the Secretariat.

13. Further guidance to TCC10 was provided through a SC10 Small Working Group (ISG7) which identified four metrics to be used for measuring longline observer coverage and recommended that TCC10 should identify the best metric of observer coverage for compliance purposes (see ANNEX 1).

14. The WCPFC Science/Data service provider (SPC) has published estimates of observer coverage for 2013 based on trip information (Williams et al., 2014); this information could be extended to include the other metrics used to measure longline observer coverage, as recommended by the SC10 ISG7, and a proposed template is shown in Table 3 of this paper. The estimates of each metric populated in this template would also be useful to flag CCMs for determining the target observer coverage in the future, and as appropriate for their discussions with observer providers.

Recommendations

15. Considering the information now available, the TCC10 is invited to review, consider and recommend to the Commission that it –

- (i) Approve the proposed guidelines for ROP longline coverage by fleet/fishery described in Table 1;
- (ii) Approve the proposal for CCMs to

- a. Decide on the observer coverage metric and then compile the observer coverage using this metric for their fleet activity in 2013 (as required in Tables 2 and 3) and submit this information to the WCPFC Secretariat before 28 February 2015, and
 - b. (for subsequent years) Compile and include this information in their respective Annual Report Part 1 to be submitted from 2015 onwards.
- (iii) Approve the recommendation that the WCPFC Science/Data service provider compiles estimates of total activity of each fleet for each of the four metrics (outlined by the SC10 ISG7) to be included in the proposed template (Table 3)
- a. For 2013 activities, this information should be combined in the template (Table 3) with the observer coverage provided by the CCMs (deadline 28th February 2015) and made available by 30th March 2015.
 - b. For subsequent years, this information should be combined in the template (Table 3) with the observer coverage provided by the CCMs (in their Part 1 reports) and made available for SC and TCC;
- (iv) Approve any recommendation made by TCC10 on the best metric of observer coverage for compliance purposes;
- (v) Approve the recommendation that the WCPFC Secretariat (with assistance from the Science/Data service provider) compile the information reported by CCMs on longline observer coverage and report the information included in Tables 2 and 3 in papers tabled for future SC and TCC meetings.

References

- Anonymous. 2013. Report of the Ninth Regular Session of the Technical and Compliance Committee of the WCPFC (TCC9). 24 September–1 October 2013. Pohnpei, FSM.
- Anonymous. 2014. Report of the Tenth Regular Session of the Scientific Committee of the WCPFC (SC10). 6–15 August 2014. Majuro, Republic of the Marshall Islands.
- WCPFC & SPC. 2013. A proposal for clearer guidelines to satisfy the required level of ROP Longline observer coverage. Working Paper WCPFC-TCC9-2013-09. 24 September–1 October 2013. Pohnpei, FSM.
- Williams, P.G., I. Tuiloma & C. Falasi 2014. Status of ROP data management. Information Paper ST IP–05. Tenth Regular Session of the Scientific Committee of the WCPFC. Majuro, Republic of the Marshall Islands. 6–14 August 2014.

Table 1. Observer coverage targets for Longline fleets active in the WCPFC Area

CCM Fleet	Fishery	ROP Longline coverage required	See Note(s)
AUSTRALIA	Domestic	5%	1, 3
BELIZE	Distant-water	5%	2, 5
CANADA	Distant-water	5%	2, 5
CHINA	Pacific Islands based	5%	2, 4
	Distant-water	5%	2, 5, 6, 7
COOK ISLANDS	Pacific Islands	5%	1, 3, 4
EUROPEAN UNION	Distant-water	5%	2, 5, 6, 7
FEDERATED STATES OF MICRONESIA	Pacific Islands	5%	1, 3, 4
FIJI	Pacific Islands	5%	1, 3, 4
FRENCH POLYNESIA	Pacific Islands	5%	1, 3
INDONESIA	Domestic	5%	1, 3
	Distant-water	5%	2, 5, 7
JAPAN	Ice/Fresh, short-trip	5%	2, 4
	Frozen, long-trip	5%	2, 5, 6, 7
KIRIBATI	Pacific Islands	5%	1, 3
MARSHALL ISLANDS	Pacific Islands	5%	1, 3, 8
NAURU	Pacific Islands	5%	1, 3
NEW CALEDONIA	Pacific Islands	5%	1, 3
NEW ZEALAND	Domestic	5%	1, 3
NIUE	Pacific Islands	5%	1, 3, 8
PALAU	Pacific Islands	5%	1, 3, 8
PAPUA NEW GUINEA	Pacific Islands	5%	1, 3
PHILIPPINES	Distant-water	5%	2, 5, 7
REPUBLIC OF KOREA	Distant-water	5%	2, 5, 6, 7
SAMOA	Pacific Islands	5%	1, 3, 8
SENEGAL	Distant-water	5%	2, 5, 8
SOLOMON ISLANDS	Pacific Islands	5%	1, 3
TONGA	Pacific Islands	5%	1, 3
TUVALU	Pacific Islands	5%	1, 3, 4
CHINESE TAIPEI	Small longline fishery- STLL	5%	1, 3, 4, 6
	Distant-water – DWLL	5%	2, 6, 8
USA	HAWAII and California-based	5%	1, 3
	AMERICAN SAMOA	5%	1, 3
VANUATU	Pacific Island-based, short trip	5%	1, 3, 4
	Distant-water	5%	2, 5, 6, 7
WALLIS AND FUTUNA	Pacific Islands	5%	1, 3, 8
VIETNAM	Domestic	5%	1, 3, 8

Notes

1. Most (if not all) vessel trips (and therefore most days-at-sea) would be non-ROP trips since mostly restricted to waters of national jurisdiction. For the Pacific Island countries, the ROP trips that are conducted outside the waters of national jurisdiction will normally be covered by Observer providers from the coastal state (i.e. PIC Observer providers other than the flag state)
2. All vessel trips (and therefore days-at-sea) would be defined as ROP trips.
3. The DOMESTIC Observer provider would normally cover a component of this fleet.
4. Pacific Islands Observer provider(s) would normally cover this fleet.
5. The Observer provider(s) covering these trips are not known.
6. The FLAG-STATE Observer provider(s) may be covering these trips
7. “Distant-water” vessels have very long trips and often tranship at sea and there has been no obligation to define a trip in this context, and this type of information is mostly unavailable nonetheless. The unit of coverage should therefore be “days-at-sea” for these situations.
8. Currently this CCM does not have flagged longline vessels on the Record of Fishing Vessels

Table 2. The metric used to calculate the percentage of 2013 longline observer coverage, as provided by CCMs in their Annual Report Part 2 (as at 8 September 2014)

Flag CCM	Advice on metric used to calculate the percentage of longline observer coverage in 2013 (in AR Pt 2 2014)
Australia	% of total hooks deployed in the fishery which were monitored by observers
Belize	
Cook Islands	Vessel sea days compared to observer sea days
China	Number of fishing vessels as the basis to arrange observer
European Union	
Federated States of Micronesia	Number of observed trips compared to total trips by fleet
French Polynesia ¹	The ratio of total hooks reported in observers' reports and the total number of hooks raised for the entire fleet.
Fiji	Number of observed trips against the total trips by national fleet
Indonesia	
Japan	Total observed fishing days / total fishing days
Kiribati	
Korea	Vessel sea days compared to observer sea days
Republic of Marshall Islands ²	
New Caledonia ¹	Number of observed sets , compared to the number of sets for the fleet
New Zealand	Vessel sea days compared to observed sea days
Papua New Guinea ¹	
Philippines	
Solomon Islands ¹	
Chinese Taipei	Days-at-sea of observers to days-at sea of vessels (DWLL) STLL – still to be confirmed, maybe based on vessel trips
Tuvalu	
United States of America	Number of trips to calculate the percentage of longline observer
Vanuatu	

² CCM confirmed that all longline trips by this fleet in 2013 were domestic trips (within their EEZ).

Table 3. Proposed template for future reporting of Longline observer coverage by CCM

CCM Fleet	Fishery	No. of Hooks			Days Fished			Days at Sea			No. of Trips			See NOTES
		Total estimated	Observer	%	Total estimated	Observer	%	Total estimated	Observer	%	Total estimated	Observer	%	
AUSTRALIA	Domestic													
BELIZE	Distant-water													
CANADA														
CHINA	Pacific Islands based													
	Distant-water													
COOK ISLANDS	Pacific Islands													
EUROPEAN UNION	Distant-water													
FEDERATED STATES OF MICRONESIA	Pacific Islands													
FIJI	Pacific Islands													
FRENCH POLYNESIA	Pacific Islands													
INDONESIA	Domestic													
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JAPAN	Ice/Fresh, short-trip													
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NEW CALEDONIA	Pacific Islands													
NEW ZEALAND	Domestic													
NIUE	Pacific Islands													
PALAU	Pacific Islands													
PAPUA NEW GUINEA	Pacific Islands													
PHILIPPINES	Distant-water													
REPUBLIC OF KOREA	Distant-water													
SAMOA	Pacific Islands													
SENEGAL	Distant-water													
SOLOMON ISLANDS	Pacific Islands													

CCM Fleet	Fishery	No. of Hooks			Days Fished			Days at Sea			No. of Trips			See NOTES
		Total estimated	Observer	%	Total estimated	Observer	%	Total estimated	Observer	%	Total estimated	Observer	%	
TONGA	Pacific Islands													
TUVALU	Pacific Islands													
CHINESE TAIPEI	Small longline fishery-STLL													
	Distant-water – DWLL													
USA	HAWAII and California-based													
	AMERICAN SAMOA													
VANUATU	Pacific Island-based, short trip													
	Distant-water													
WALLIS AND FUTUNA	Pacific Islands													
VIETNAM	Domestic													

**The Commission for the Conservation and Management of
Highly Migratory Fish Stocks in the Western and Central Pacific Ocean**

**SCIENTIFIC COMMITTEE
TENTH REGULAR SESSION**

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A LONGLINE OBSERVER COVERAGE METRIC UNDER THE ROP

ISG7 meet during the afternoon tea break on Friday 8 August 2014 to discuss identifying an appropriate metric for measuring observer coverage rates on longline vessels fishing under the ROP in the WCPFC. The following principles were agreed:

1. Observer coverage needs to be representative across the different fisheries under the WCPFC Convention Area.
2. Fisheries need to be defined as used in the stock assessments to help differentiate the different types of fishing activities undertaken by several CCMs. An example of the various fisheries defined for this purpose is given in Table 1 of TCC9-2013-09, though the group noted that this table may need to be modified where appropriate.
3. There are a variety of metrics that can be used to measure observer coverage in longline fisheries. The group identified the following hierarchy of four metrics (from best downwards):
 - i. number of hooks deployed
 - ii. number of days fished
 - iii. number of days-at-sea
 - iv. number of trips
4. While ISG7 agreed that CCMs should be encouraged to achieve a coverage rate which accords with the best metric in the above hierarchy (or the second best), ISG7 recommends that SC10 request TCC10 identify the metric of observer coverage to be used for compliance purposes.
5. ISG7 also agreed that when reporting coverage rates for each CCM that the Scientific Services Provider list coverage rates against each of the four types of coverage rates listed above. This list can be used to identify how coverage rates compare across each of the different metrics.