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Growing and Protecting New Zealand

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Requests for further copies should be directed to:

Publications Logistics Officer Ministry for Primary Industries PO Box 2526 WELLINGTON 6140

Email: brand@mpi.govt.nz Telephone: 0800 00 83 33 Facsimile: 04-894 0300

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1 Introduction

The National Fisheries Plan for Highly Migratory Species provides the framework for the management of fisheries for highly migratory species (HMS) in New Zealand fisheries waters for the five-year period 2010–2015, as well as providing a framework for New Zealand's advocacy for management of HMS in international fora. The national plan is supported by three fishery-specific chapters, covering management of large pelagic species, skipjack, and albacore.

Annual operational plans outline actions aimed at achieving the objectives in these plans. This annual operational plan describes the management approach for HMS fisheries for the July 2013 to June 2014 financial year. Many actions contribute to meeting more than one objective in the national fisheries plan for HMS; however, noting that the national plan covers a five-year period, actions have not been identified for the 2013/14 year to contribute to every objective in the national fisheries plan. Instead, key focus areas are identified, along with business as usual tasks. The services required for achieving the tasks are also outlined, including services required of Ministry for Primary Industries (the Ministry) business groups, and of stakeholders with an interest in the management of these fisheries.

The demand for management services is frequently greater than can be provided by the Ministry. Where needed, internal prioritisation may occur in order to ensure sufficient resources to undertake not just the activities in the HMS annual operational plan, but also in annual operational plans for Deepwater, Inshore Finfish, Inshore Shellfish, and Freshwater. Engagement with tangata whenua and stakeholders also provides opportunities to identify where these groups can provide needed or desired services.

2 Management and operational objectives for HMS fisheries

The HMS fisheries plan is designed to contribute towards the overall goal for New Zealand's fisheries that is laid out in the strategy document *Fisheries 2030* – **New Zealanders maximising benefits from the use of fisheries within environmental limits.**¹ This goal is supported by outcomes that are grouped into Use Outcomes, Environment Outcomes, and the Governance Conditions that will be needed to ensure we can meet the outcomes.

2.1 FISHERIES 2030 OUTCOMES

Use Outcome: Fisheries resources are used in a manner that provides greatest overall economic, social, and cultural benefit

Environment Outcome: The capacity and integrity of the aquatic environment, habitats and species are sustained at levels that provide for future and current use.

Governance Conditions: Sound governance arrangements that are well specified, transparent, and which support cost-effective and accountable decision-making

The objectives in the HMS fisheries plan are grouped under these outcomes and governance conditions as follows.

¹ <u>http://www.fish.govt.nz/en-nz/Fisheries+2030/default.htm?wbc_purpose=Basic&WBCMODE=PresentationU</u>

^{2 •} Annual Operational Plan for HMS fisheries 2013/14

2.2 MANAGEMENT OBJECTIVES

1 Promote a viable and profitable tuna fishery in New Zealand		
2 Maintain / enhance world class gamefisheries in New Zealand fisheries waters		Maintain / enhance world class gamefisheries in New Zealand fisheries waters
Outco	3 Deliver fair opportunities for access to HMS fisheries	
Use		
	5	Maori interests (including customary, commercial, recreational and environmental) are enhanced

	6	Maintain a sustainable fishery for HMS within environmental standards
Environment Outcome	7	Implement an ecosystem approach to fisheries management, taking into account associated and dependent species
Envir Out	8	Protect, maintain, and enhance fisheries habitat
	9	Allow for HMS aquaculture development while ensuring the ecosystem and wild fisheries are protected

s ce	10	Recognise and provide for Deed of Settlement obligations			
ernan	11	Influence international fora and ensure New Zealand interests are taken into account			
Gov cor	12	Maintain an effective fisheries management regime			

These objectives are relevant to the management of all HMS fisheries. More specific operational objectives that apply to the management of particular HMS fisheries are outlined in the relevant fisheries plan chapters (i.e. large pelagics, skipjack, and albacore troll fishery chapters). The actions outlined in the following sections are designed to meet both the overall management objectives and the fishery-specific operational objectives.

3 Management actions and services for 2013/14

3.1 KEY FOCUS AREAS

In implementing the HMS fisheries plan, the key focus areas for 2013/14 will be as follows:

Key focus	Manage domestic albacore and skipjack fisheries to ensure consistency				
area 1	area 1 with Pacific-wide management				
Contributes to Management objective 1-promote a viable and profitable tuna fishery in New Zealand;					
Management objective 6—maintain a sustainable fishery for HMS within environmental standards					

Management tasks

The Western and Central Pacific Fisheries Commission (WCPFC) is responsible for the sustainable management of most highly migratory species in the western and central Pacific. This fisheries management body is currently focussed on developing a conservation and management measure to control fishing for bigeye, yellowfin, and skipjack tunas, which are the largest fisheries within its jurisdiction and are fished by many coastal states and distant water fishing nations in the region.

WCPFC's Scientific Committee has determined that the bigeye stock is subject to overfishing, and that yellowfin stocks are currently being fished at capacity, so reductions in fishing mortality are required in order to reduce the risks that these stocks will become overfished.² There is also a desire to place additional controls on the skipjack purse seine fishery, both to address its bycatch of juvenile bigeye and yellowfin tuna, and to address the large capacity in that fishery. While the most recent skipjack stock assessment indicates the stock is not overfished and overfishing is not occurring, the current catch is higher than the long-term maximum sustainable yield (MSY), which means that the stock size is gradually declining over time, and there is a need to ensure controls are in place well before the stock nears B_{MSY}.

Although the stock assessment for South Pacific albacore indicates the stock is not overfished and overfishing is not occurring, New Zealand and other south Pacific nations have long had concerns about the expansion of effort in this fishery, particularly on the high seas. Further, higher biomass levels are needed to ensure the fishery remains economically viable, particularly for those countries whose longline fisheries are based on large albacore.

Addressing these key stock management issues will entail implementation over time of some form of catch limits. For skipjack, a limit must be reported to the WCPFC by 16 November 2013, with various possible options for determining and managing to that limit.³

For albacore, negotiations are on-going but the intention is for coastal states to set their own within-zone limits as the basis for negotiations and agreement at the WCPFC meeting in December 2013. Again, there are various options for determining and managing to an albacore limit. New Zealand will work closely with Te Vaka Moana and Forum Fisheries Agency (FFA) countries in developing albacore management measures.

 $^{^2}$ Stocks that are below a biomass limit, such as the biomass that can support catches at the Maximum Sustainable Yield (B_{MSY}), are frequently referred to as "overfished". "Overfishing" is occurring if fishing mortality is greater than that required to achieve Maximum Sustainable Yield. It is possible for a stock to be in an overfished state (i.e. below B_{MSY}) but not to currently be experiencing overfishing (for example a stock that was previously overfished that is now rebuilding). Likewise, a stock can be above B_{MSY} (i.e. not overfished) but subject to too much fishing mortality (i.e. overfishing is occurring). ³ Refer paragraph 14 of WCPFC's Conservation and Management Measure for bigeye, yellowfin and skipjack tuna in the western and central Pacific Ocean, CMM 2012-01 (http://www.wcpfc.int/system/files/documents/conservation-and-management-measures-/CMM-2012-01-Conservation-and-Management-Measure-BET-YFT-and-SKJ.pdf).

The compliance strategy for HMS fisheries also identified a need to assess the costs and benefits of changes to area reporting for albacore and skipjack, which could be done as part of this broader review of management for these fisheries.

Associated services:

- Fisheries management: develop and consult on options (including industry workshops as required); and provide advice to the Minister
- Science: provide advice as required
- Compliance: provide advice as required
- International: develop agreed negotiating position on New Zealand catch limits; liaise with FFA and Te Vaka Moana; participate in a special Working Group session in Japan in August 2013
- Legal: provide legal advice on proposals
- Stakeholders: provide input and advice on proposed options (e.g. via industry workshops, consultation rounds, fish plan meetings)

Key focus
area 2Manage interactions of HMS fisheries with seabirds

Contributes to management objective 7— Implement an ecosystem approach to fisheries management, taking into account associated and dependent species

Management tasks

The National Plan of Action to reduce the incidental catch of seabirds in New Zealand fisheries (NPOA-Seabirds) sets out a long term objective, supporting high-level subsidiary objectives, and objectives to be met within the first five years. Annual operational plans, including this one for HMS fisheries, will incorporate more specific tasks to meet the objectives contained in the plan.

The long term objective of the NPOA-Seabirds is:

New Zealand seabirds thrive without pressure from fishing related mortalities, New Zealand fishers avoid or mitigate against seabird captures and New Zealand fisheries are globally recognised as seabird friendly.

The five-year objectives are:

Five year practical objectives:

- a) all New Zealand commercial fishing vessels are shown to be implementing current best practice mitigation measures relevant to their area and fishery,
- b) recreational and customary non commercial fishers understand the risks their fishing activities pose to seabirds, relevant organisations support and promote the use of best practice mitigation measures and it is the cultural norm in New Zealand to use such measures, and
- c) capture rates are reducing in all New Zealand fisheries in accordance with reduction targets in the relevant planning documents for those fisheries.

Five year biological risk objective:

The level of mortality of New Zealand seabirds in New Zealand commercial fisheries is reduced so that species currently categorised as at very high or high risk from fishing move to a lower category of risk.

Five year research and development objectives:

a) where existing mitigation measures are impractical or of limited effectiveness in reducing the mortality of New Zealand seabirds, new or improved mitigation measures have been sought and where identified are under development for all priority fisheries or fishing

- methods (e.g. those identified in paragraph 23 [of the NPOA] and via the risk assessment),
- b) new observation and monitoring methods, especially in relation to poorly observed fisheries, are researched, developed and implemented, and
- c) programmes of research to improve our understanding of and ability to mitigate seabird incidental mortality for at risk species are underway and key projects for very high risk species have been completed.

Five year international objectives:

In areas beyond the waters under New Zealand jurisdiction, relevant RFMOs and governments (and also relevant industry organisations, fishing companies and fishers) understand the potential risk posed to New Zealand seabirds from fishing activities for which they have responsibility and are taking actions to reduce that risk where it is likely to be high.

The latest risk assessment estimated 1,340 annual potential fatalities of seabirds in surface longline fisheries (95% confidence interval: 1,170 - 1,570).⁴ Over 80% of the mean estimated annual potential fatalities were in small-vessel surface longline fisheries. Species with over 100 estimated fatalities included northern and southern Buller's albatross, New Zealand white-capped albatross, and Gibson's albatross.

Amongst areas identified in the NPOA-Seabirds as clearly requiring additional progress is implementation of spatially and temporally representative at-sea data collection in inshore and some HMS fisheries.

Work required to meet the NPOA-Seabird objectives for HMS fisheries will include measuring HMS fisheries against current best practice in surface longline fisheries and identifying any changes that may be required. The Agreement on the Conservation of Albatrosses and Petrels (ACAP) considers a combination of weighted branchlines, bird scaring lines (tori lines) and night setting are best practice mitigation in pelagic longline fisheries, and should be applied in high risk areas such as the high latitudes of southern hemisphere oceans. ACAP also notes such factors as safety, practicality and the characteristics of the fishery should be taken into account.⁵ Because line weighting is increasingly viewed as an important mitigation tool for surface longline fisheries, trials are underway and will continue into 2013-14 (as outlined below).

Additional information is also required to develop appropriate reduction targets for HMS fisheries, in line with the five-year practical objectives.

Tasks identified for 2013-14 to implement NPOA-Seabirds withnrespect to HMS fisheries include:

- On-going safe lead and lumo lead trials, potentially extending to trials of other mitigation devices such as hook pods.⁶ Trials will look at mitigation effectiveness, catch rates, and safety;
- Developing appropriate reduction targets for HMS fisheries;
- Using Buller's albatross as a case study for investigating the scope for spatial and/or temporal management to reduce risks to seabirds;
- Improving observer reporting to make it easier to characterise factors affecting catches of seabirds (including information on haul mitigation in use);
- Making observer coverage more representative across domestic surface longline

⁴ Estimation of annual fatalities was based on seabird captures reported by observers between the 2006–07 and 2010–11 fishing years. From these captures, the total observable captures were estimated (the number of seabird captures that would have been reported had an observer been on every fishing vessel). Not all seabirds that are killed are brought on-board vessels, and the observable captures were multiplied by a factor to account for these cryptic mortalities. The cryptic multiplier varied between 1.30 and 8.66, depending on fishing method and seabird species.

species. ⁵ Source: ACAP summary advice for reducing impact of pelagic longlines on seabirds. Amended at the Sixth Meeting of the Advisory Committee, Guayaquil, Ecuador, 29 August – 2 September 2011.

⁶ <u>http://fishtekmarine.com/lumolead.php</u>

fisheries including bigeye and swordfish fisheries and increasing overall coverage (see business as usual area 3);

- Developing best practice guidelines for management of offal and bait to discuss with fishers and seek improvements to current practices where required;
- Holding seabird workshops to discuss seabird practices, report trial results, and educate new fishers; a particular focus point will be safety and other aspects of line weighting;
- Investigating electronic monitoring for monitoring mitigation use and effectiveness;
- Advocating for seabird protection through regional fisheries management organisations (RFMOs) as required (see business as usual area 2).

Other seabird actions are also required so we continue to meet our international obligations, including:

- Ensuring New Zealand's regulated seabird mitigation requirements are consistent with the updated Conservation and Management Measure agreed by WCPFC (CMM 2012-07)⁷. This will involve review of the existing seabird circular and high seas permit conditions.
- Updating the seabird risk assessment for the Commission for the Conservation of Southern Bluefin Tuna (CCSBT).
- Preparing for and attending the next meeting of CCSBT's Ecologically Related Species Working Group in August 2013.

- Fisheries management: hold seabird workshops and discussions on offal management, review mitigation rules once line weighting trials are complete, ensure the regulatory framework is consistent with international measures, investigate electronic monitoring, advocate for seabird protection through RFMOs, and liaise on other seabird tasks
- Science: develop improved observer reporting forms, lead research projects and CCSBT risk assessment, and provide advice as required on other tasks
- Compliance: monitor compliance with existing requirements and regularly report findings to fisheries managers, and provide advice on changes to regulatory frameworks (see also key focus area 3)
- Legal: provide advice on changes to regulatory framework
- Observer services: deliver planned observer coverage (see business as usual area 3)
- Data management: manage data submission process for CCSBT ecologically related species (ERS) data and WCPFC data
- Stakeholders: manage fishing activities to minimise interactions with seabirds (both commercial and non-commercial fishers); provide input and advice to improve mitigation measures where possible; participate in relevant trials of mitigation equipment; participate in fisher workshops etc.

⁷ <u>http://www.wcpfc.int/system/files/documents/conservation-and-management-measures-and-resolutions/conservation-and-management-measures-/CMM-2012-07-Conservation-and-Management-Measure-Mitigating-impacts-fishing-Seabirds.pdf.</u> Implementation will require a review of the existing seabird requirements, contained in the Fisheries (Seabird Sustainability Measures – Surface Longlines) Circular 2011 (No. F629)), to ensure consistency with the WCPFC specifications, by 1 July 2014.

Key focus area 3	HMS compliance				
Contributes to management objective 12- Maintain an effective fisheries management regime					
Management tasks					
Work will continue on implementing the compliance strategy for HMS stocks. Key priority areas identified for 2013-14 are outlined in appendix one. Services and strategies identified in the compliance plan are grouped into compliance and fisheries management activities as follows.					
Compliance:					
• At sea pa	trols				
Aerial pa	trols				
• Multilate	ral/regional operations				
Port insp	ections				
Analysis					
• Engagem	nent in RFMO work				
 Engaging 	g with fishers				
Fisheries manag	ement:				
Clearly d	ocumenting requirements and disseminating information				
Ensuring	robust systems are in place				
• Engagem	nent in RFMO work				
 Applying 	g appropriate monitoring and controls				
International obligations include reviewing and responding to New Zealand's Draft Compliance Monitoring Report. ⁸ The WCPFC Secretariat prepares a report for each member; members have one month to respond to these reports, which are then discussed at the Technical and Compliance Committee Meeting in September 2013. WCPFC is continuing to develop its MCS (monitoring, control and surveillance) framework. Work is anticipated in 2013 on development of a catch documentation scheme (CDS), as well as on-going reviews of existing measures.					
Work will take place within CCSBT on a trial independent Quality Assurance Review of Members' existing systems and processes. ⁹ CCSBT has also adopted a compliance policy guideline, 'Minimum performance requirements to meet CCSBT obligations.' ¹⁰ Under the policy guideline, members are required to develop, document, and implement rules, operating systems, and processes to meet their CCSBT obligations.					
Associated services:					
management	• Fisheries management: lead input into CCSBT compliance, and the fisheries management tasks identified in the HMS compliance strategy including development of fact sheets so fishers are aware of their obligations; liaise on other compliance tasks				
WCPFC's To to specific co	provide compliance advice as required; attend relevant meetings e.g. echnical and Compliance Committee; lead or support Ministry responses ompliance proposals or other relevant discussions (e.g. development and of an MCS framework including VMS (vessel monitoring systems),				
1					

 ⁸ <u>http://www.wcpfc.int/system/files/documents/conservation-and-management-measures-and-resolutions/conservation-and-management-measures-/CMM-2012-02-Conservation-and-Management-Measure-Compliance-Monitoring-Scheme.pdf.
 ⁹ The seventh meeting of the Compliance Committee developed general principles for a trial quality assurance review process (see attachment 6 of the meeting report, found at <u>www.ccsbt.org</u>). The Secretariat was tasked with preparing for implementation of a trial quality assurance review, including developing Terms of Reference in association with the Chair of
</u> the Compliance Committee.¹⁰ Refer Attachment 4 of the report of the seventh meeting of the CCSBT Compliance Committee.

vessel registration; IUU (illegal, unreported, and unregulated fishing) vessel listing, transhipment controls etc); and additional compliance tasks as identified in the compliance strategy under the areas outlined above (patrols, port inspections, analysis etc).

- Legal: provide advice as required
- Stakeholders: meet regulatory requirements for fishing; provide input and advice on how regulations could be improved where appropriate

Key focus area 4	Improve engagement of Maori in management of HMS	
Contributes to mana	gement objective 5- Maori interests (including customary, commercial, recreational	

and environmental) are enhanced;

Management objective 10- Recognise and provide for Deed of Settlement obligations

Management tasks

An information gap has been identified on the relationship of individual iwi with specific highly migratory species. The Ministry has commissioned a pilot study to develop a methodology for exploring this question. A second phase of research drawing on the pilot study is planned for the 2013-14 year. It is anticipated that this research will provide more information on species of particular importance, and particular ways in which iwi may wish to be involved in their management.

The Ministry also seeks to involve iwi as part of more general consultation programmes run when changes are proposed to management measures such as catch limits. There are opportunities for Maori participation in the multi-stakeholder fisheries plan advisory group for HMS.

Associated services:

- Fisheries management: incorporate results of research into management, and investigate and implement other opportunities for gaining knowledge of Maori interests in HMS fisheries
- Science: manage research process
- Maori partnership advice and implementation directorates: assist with iwi engagement
- Maori with an interest in HMS fisheries: liaise with the Ministry and provide advice on how Maori interests in HMS can be incorporated into management

Key focus
area 5Manage the interaction of HMS fisheries with sharks

Contributes to management objective 6— Maintain a sustainable fishery for HMS within environmental standards

Management tasks

A revised National Plan of Action for the Conservation and Management of Sharks (NPOA-Sharks) is expected to be available to inform management of shark interactions with HMS fisheries from 2013-14. Specific management tasks will be determined based on the NPOA-Sharks, when available, and may include reviews of sustainability and regulatory measures. The compliance strategy for HMS also identifies a need to better communicate existing requirements, particularly in relation to reporting of shark catches. Planned research includes stock assessment work for porbeagle sharks; post-release survival of sharks; and stock dynamics of hammerhead sharks (see appendix two for a summary). Another key body of work will be a shark risk assessment; this is central to the

approach of the draft NPOA-Sharks 2013.

Preliminary work will take place on implementing the recent decisions by CITES (the Convention on International Trade in Endangered Species of Wild Fauna and Flora) to place various sharks including porbeagle, oceanic whitetip and hammerhead sharks on Appendix II.¹¹ An Appendix II listing does not mean a trade ban, but does place constraints on exports.

Associated services:

- Fisheries management: run consultation and advice processes for any required sustainability or regulatory changes; liaise with industry and the Department of Conservation on CITES proposals; ensure fishers are aware of existing regulatory requirements.
- Science: manage research process and provide advice on any management proposals
- Compliance: provide advice on any management proposals affecting compliance
- Legal: provide advice on any management proposals
- Stakeholders: provide input into consultation as required

Key focus
area 6Improve the catch documentation scheme for southern bluefin tuna

Contributes to management objective 1-promote a viable and profitable tuna fishery in New Zealand

Management tasks

This key focus area involves improving administration of the catch documentation scheme (CDS) for southern bluefin tuna, including looking at recovering costs for the tags used in the CDS, and exploring the pros and cons of different tagging systems. Most other CCSBT member countries already pass the associated tagging costs on to their industries.

The CCSBT Secretariat is currently investigating options for an electronic CDS. An electronic CDS would have substantial benefits, including reducing administrative costs and potentially increasing compliance benefits (e.g. greater opportunities for (near) real-time cross-checking of data inputs and decreased opportunities for alteration of data once recorded). New Zealand would therefore support adoption of an e-CDS and will undertake work as required to support its adoption (recognising that full implementation is likely to be several years away).

- Fisheries management: maintain oversight of CDS process and liaise with CCSBT Secretariat; provide input into ongoing CDS discussions within CCSBT
- Compliance: monitor performance against existing CDS requirements; provide input and advice on improvements to the CDS and on development of an electronic CDS
- International: provide input as required
- Legal: provide advice on any proposed changes to the regulatory framework for the CDS
- Data management: manage data collection and submission processes including error checking
- Industry: meet the requirements of the CDS; provide input to improve the operation of the CDS where possible; work to improve accuracy of reporting on CDS forms

¹¹ www.cites.org.

^{10 •} Annual Operational Plan for HMS fisheries 2013/14

Key focus	Improve understanding of the impact of out-of-zone fisheries on the
area 7	availability of HMS in New Zealand

Contributes to management objective 2— Maintain/enhance world class gamefisheries in New Zealand fisheries waters

Management objective 6: Maintain a sustainable fishery for HMS within environmental standards

Management tasks

New Zealand is on the margins of distribution for many HMS of interest to fishers, and the presence and availability of HMS in New Zealand waters can be affected by fishing outside of the New Zealand zone. For 2013—14, two species have been identified as requiring specific focus:

- Yellowfin tuna: New Zealand has advocated for research into potential causes for the notable decline in yellowfin catches from our waters, leading to investigation into a possible range contraction. This work is ongoing and actions in 2013—14 will include communicating the results of work to stakeholders; advocating for additional work as required; and considering how the outcomes of the work should be incorporated into advocacy for WCPFC management of the yellowfin fishery.
- Striped marlin: WCPFC's scientific committee recommended in 2012 that work be undertaken to identify areas of high marlin catch concentration that could be subject to targeted management (noting that marlin is often caught as a non-target species). WCPFC's science provider is undertaking this assessment, but New Zealand may need to support this on-going work, and should also consider the next steps following the assessment (including the need for management action). In addition, objective 2.1 of the national fisheries plan for HMS outlines a need for further review if recreational catch rates for marlin drop below the long-term mean for three consecutive seasons. This provision has been triggered (with low catch rates in 2010, 2011, and 2012).

- Fisheries management: support science delegation, and incorporate outcomes of assessment into negotiating positions
- Science: lead New Zealand delegation to WCPFC scientific committee, provide input into research as required, and encourage the scientific committee to adopt clear recommendations for future directions for yellowfin and striped marlin management and research
- International: support science delegation, and incorporate outcomes of assessment into negotiating positions
- Stakeholders: continue to provide information on availability of species of interest to the recreational sector (including anecdotally and through planned research such as the gamefish tagging programme and logbook scheme).

3.2 BUSINESS AS USUAL AREAS

Management of HMS fisheries also includes a range of 'business as usual' (BAU) tasks, as outlined below. Many of these BAU tasks contribute to multiple fisheries plan objectives, so the individual objectives have not been specifically identified here. For example, BAU area 2 could contribute to objectives 1, 2, 4, 6, 7, 8, 11, and 12 of the national fisheries plan (see section 2.2 for the objectives).

Business as usual area 1 Review catch limits and management settings as required					
Such reviews co	Such reviews could be required for a range of reasons including:				
•	• to bring the southern bluefin tuna catch limit in line with international agreements (this would be done through an in-season review);				
1	• to implement any other agreed measures e.g. as required under the NPOA-Sharks or under the marlin review				
Associated serv	ices:				
 Fisheries management: run consultation and advice processes for any required sustainability or regulatory changes 					
• Science: pro	Science: provide advice as required				
Compliance: provide advice as required					
• Legal: provi	Legal: provide legal advice on proposals				
• Registry/regulatory services: manage associated regulatory processes for implementing management decisions					

• Stakeholders: provide input and advice on proposed options

Business as	Contribute to international processes including meetings of CCSBT and
usual area 2	WCPFC
CCSBT:	

Business as usual tasks include administering the catch documentation scheme (see also key focus area 6 above); administering the authorised vessel list, including regular updates to ensure all vessels catching southern bluefin tuna are on the list of authorised vessels; preparing and submitting fisheries data; and preparing for annual and subsidiary meetings. Meetings include:

- a technical science meeting (23 26 July 2013)
- a meeting of the Ecologically Related Species Working Group (ERSWG; 28 31 Aug 2013) and the scientific committee (2 7 Sep 2013)
- the compliance committee meeting (10 12 October 2013) and
- the annual meeting of CCSBT (14 17 October 2013)

An updated seabird risk assessment will be presented at the ERSWG meeting, and New Zealand will advocate for CCSBT to adopt appropriate mitigation measures based on the risk assessment.

WCPFC:

WCPFC's focus for 2013-14 will be on agreeing and implementing a new measure for the conservation and management of bigeye, yellowfin, and skipjack tunas (see key focus area 1 above). Business as usual tasks include updating New Zealand vessels on WPCFC's record of fishing vessels as required; issuing and updating high seas permits as required to

ensure New Zealand vessels fishing within the WCPFC area comply with all relevant measures; preparing and submitting fisheries data; and preparing for annual and subsidiary meetings.

Meetings include:

- the scientific committee (6 14 August 2013)
- the technical and compliance committee (26 September 1 October 2013)
- the annual meeting of WCPFC (2 6 December)

The Ministry is actively engaged with the Forum Fisheries Agency, a pan-Pacific fisheries body. FFA typically meets in advance of each of the WCPFC meetings, as well as at other times to plan its position on key agenda items. Key meeting dates include FFA sub-regional meetings in October 2013, dates not yet finalised, and sub-committee and annual meetings likely to be in May 2014.

New Zealand is also a member of Te Vaka Moana (TVM), a grouping of Polynesian countries with shared fisheries interests, particularly in the southern albacore and swordfish fisheries (as well as other WCPFC stocks). TVM typically meets in the margins of FFA and WCPFC meetings. Business as usual tasks for TVM include development and review of planning and management documents (see BAU area 6 below).

Associated services:

- Fisheries management: coordinate input into CCSBT and provide fisheries management input into WCPFC, FFA, and TVM; liaise with stakeholders to keep them informed on international management
- Science: lead input into scientific processes and provide additional scientific advice as required
- Compliance: provide compliance advice as required and attend relevant meetings e.g. TCC
- International: lead input into WCPFC, FFA, and TVM and provide advice as required for CCSBT; liaise with stakeholders to keep them informed on international management
- Data management: ensure timely submission of New Zealand's fisheries data as required under WCPFC and CCSBT agreements
- Stakeholders: provide input into New Zealand's negotiating positions as outlined in stakeholder consultation meetings/communications; participate in international meetings as part of the New Zealand delegation (following an approval process) or as meeting observers

Business as usual area 3 Monitor	r commercial and non-commercial fisheries for HMS		
Information on HMS fisheries is collected from a variety of sources, including commercial reporting (with semi-independent reporting on catches and landings), non- commercial reporting (for a limited number of recreational gamefisheries), observer monitoring, and scientific research.			
Observer data provides the most detailed quantification of catch on a set-by-set basis, and is used for a variety of purposes including as inputs into characterisations and stock assessment. New Zealand also has obligations to WCPFC and CCSBT to provide observer coverage, as follows: CCSBT — a target of 10% of catch and effort for each fishery component (i.e. the charter			

CCSBT— a target of 10% of catch and effort for each fishery component (i.e. the charter and domestic fleets)

WCPFC— 100% coverage for purse seine vessels operating on the high seas between 20°

north and 20° south (observers are sourced from the regional observer programme); for other methods operating on the high seas, a minimum of 5% coverage sourced either from the regional observer programme or, if fishing is immediately adjacent to the New Zealand exclusive economic zone boundary, the national observer programme.

Planned observer coverage for HMS fisheries is outlined in appendix three. Priorities for domestic observer coverage for 2013-14 include:

- Meeting CCSBT observer standards;
- Collecting data to assess HMS shark conversion factors and providing a 6-monthly report on landed states of high-seas shark captures;
- Recording shark handling practices;
- Collecting data to enable better characterisation of risk factors that contribute to protected species captures; and
- Recording use of mitigation equipment supplied to vessels

Non-commercial fisheries are also monitored in a variety of ways. Recreational charter boats are subject to compulsory registration, activity reporting, and catch reporting for specified stocks including southern and Pacific bluefin tunas. Monitoring of recreational fisheries for HMS also occurs through voluntary reporting, including through the longstanding gamefish tagging programme, and through targeted logbook schemes. Monitoring and management of information from these sources is coordinated through the HMS research plan (see BAU area 4).

Priorities for compliance monitoring are outlined in appendix one (see also key focus area 3 above).

A key focus for monitoring in 2013-14 will be the southern bluefin tuna fishery, where members have recently agreed to report all sources of mortality, meaning members have an obligation to report not just commercial catches, but also any associated mortality of southern bluefin tuna (e.g. fish that are discarded), as well as non-commercial sources of mortality (such as recreational fishing)¹². The Ministry will review whether existing information sources are sufficient to meet this requirement, or improvements are required.

Associated services:

- Fisheries management: liaise with observers on outcomes of coverage
- Science: lead improvements on observer data capture; liaise with observers on outcomes of coverage
- Compliance: monitor commercial and non-commercial fisheries for HMS as outlined under key focus area 3, and follow up on items of interest identified through observer coverage
- Observer services: deliver planned observer coverage; liaise with fisheries management, science and compliance to provide feedback on observer coverage

Business as usual area 4

Implement the HMS research plan

Research projects planned to implement the HMS research plan for 2013-14 are outlined in detail in appendix two, and include:

- Albacore catch sampling
- Impacts of large scale environmental change on albacore, bigeye tuna, skipjack tuna

¹²<u>http://www.ccsbt.org/userfiles/file/docs_english/operational_resolutions/Resolution_Reporting_on_all_Sources_of_Mortality.pdf</u> The resolution requires CCSBT members (including New Zealand) to report accurate and complete data on the quantity of all sources of southern bluefin tuna mortality in their national reports. Where accurate and complete data is not available, a best estimate shall be provided.

and trevally abundance in New Zealand

- Stock dynamics of hammerhead sharks part II
- Data reports for New Zealand HMS fisheries for national and international obligations
- Age, growth and reproduction of HMS sharks from observer-collected samples
- Estimates of release mortality of elasmobranchs from commercial vessels
- Rapid assessment of iwi fisheries part II
- Stock assessment of porbeagle sharks
- Estimation of non-fish bycatch (e.g. seabirds, turtles, and marine mammals)
- Multi-year stock monitoring of striped marlin including logbook programme implementation
- Catch-at-age of southern bluefin tuna.
- Management of data from the gamefish tag recapture programme

Associated services:

- Research Advisory Group: develop research proposals to meet information needs for fisheries management (membership of this group is limited to technical experts).
- Fisheries management: review research projects; participate in the Research Advisory Group as required
- Science: run the research process, including working group meetings; convene meetings of the Research Advisory Group as required
- Contracts management: manage research contracts
- Stakeholders: participate in working group meetings to review research projects.

Business as
usual area 5Support environmental certification for the albacore fishery

The MSC (Marine Stewardship Council) has certified that the New Zealand troll fishery for albacore conforms to the requirements of the MSC Principles and Criteria for Sustainable Fishing. The certification report includes conditions and recommendations, which the Ministry will continue to work with industry to implement as appropriate. The current focus is working with neighbouring Pacific Island countries to develop target and limit reference points for the southern albacore stock, and advocating for the adoption of these reference points within the wider WCPFC (MSC Condition 1; see key focus area 1 above). The 9th Regular session of the WCPFC (December 2012) adopted a biomass-based limit reference point for South Pacific albacore¹³ with the agreement that further work would be carried out by the Scientific Committee on F–based (i.e. fishing mortality-based) reference points.¹⁴ New Zealand will continue to co-operate with other countries in the fishery to further refine limit reference points and to adopt an appropriate target reference point for the South Pacific albacore sock.

- Tuna Management Association of New Zealand: implement Client Action Plan for ongoing certification
- Fisheries management: work with Tuna Management Association to implement their

 $^{^{13}}$ The reference point is 20%SB_{recent, F=0}, where SB_{recent, F=0} refers to the estimated average spawning biomass over a recent period in the absence of fishing.

¹⁴ F-based reference points are fishing mortality-based reference points. Advantages over biomass-based reference points include: i) biomass estimate updates require new stock assessments; ii) F levels are more directly controlled by management; and iii) F-based reference points are more robust to biological uncertainties.

Client Action Plan

- Science: provide input into plan implementation as required
- Other stakeholders: engage with the Tuna Management Association and the Ministry to provide input into the certification process



The Ministry has a supporting role providing technical assistance to develop Pacific countries' fisheries management and MCS capacity, including through TVM. The Ministry has signed a Memorandum of Understanding (MOU) with the Ministry of Foreign Affairs and Trade to deliver this work.

TVM countries are keen to develop their longline fisheries, and to ensure they are managed sustainably and development opportunities are realised. TVM is working to refine the collective development opportunities open to member countries. The initial priority species is albacore (key focus area 1), but longer-term objectives will be established for all key tuna species as well as some others of recreational significance. Implementation of robust regional MCS arrangements is also of mutual interest and is supported by a specific multilateral agreement (Te Vaka Toa).

Associated services:

- Fisheries management: provide fisheries management advice on Pacific capacity building
- Science: provide science advice on Pacific capacity building
- Compliance: provide compliance advice on Pacific capacity building, especially through the Te Vaka Toa agreement on regional compliance
- International: coordinate implementation of the MOU
- Ministry of Foreign Affairs and Trade: monitor and engage on MOU implementation

Business as usual area 7

Engage with fisheries stakeholders

Engagement with stakeholders with an interest in HMS fisheries occurs in a variety of ways and through various forums, including through:

- The fisheries plan advisory group, which includes commercial, recreational, customary fishers, and environmental representatives, and typically meets twice yearly to provide input into the annual review report and the annual operational plan.
- Workshops with surface longline fishers, which occur two times a year, in areas where the fishery is concentrated (generally Tauranga and sometimes Napier or other centres)
- Recreational and iwi forums
- A national environmental advisory group
- Stakeholder consultation meetings held before and/or after key international meetings
- Targeted meetings or workshops as required; recent examples include on marlin, and skipjack and albacore management

Targeted communications are also used to keep in touch with the sector, including a newsletter for surface longline fishers.

Statutory consultation as required under the Fisheries Act 1996 occurs for changes to sustainability and regulatory measures.

- Fisheries management: engage with stakeholders with an interest in HMS fisheries
- Science: participate in meetings/workshops as required e.g. fish plan meetings and longline workshops
- Compliance: participate in meetings/workshops as required e.g. longline workshops

4 Work plan for 2013/14

HMS Management Actions & objectives	Work Period			
they contribute to	Q1 (JUL-SEP)	Q2 (OCT-DEC)	Q3 (JAN-MAR)	Q4 (APR-JUN)
KEY FOCUS AREAS				
1. Manage domestic albacore and skipjac	k fisheries to ensure consistency with Pacific-wid	e management		
Management objective 1—promote a viable and profitable tuna fishery in New Zealand; Management objective 6 —maintain a sustainable fishery for HMS within environmental standards	 ALB: ALB options to be discussed at FFA meeting in July, with aim of gaining agreement on Pacific Island limits as basis for WCPFC negotiations Develop implementation options for discussion with stakeholders SKJ: Compilation of background information Preparation of discussion paper and discussion with stakeholders Both: WCPFC scientific committee (6 – 14 August 2013) WCPFC technical and compliance committee (26 September – 1 October 2013) 	 Skipjack limit to be reported by 16 Nov 2013 Additional opportunity to develop Pacific position on ALB at October FFA meeting WCPFC annual meeting (2 – 6 December) will discuss ALB management 	Implement agreed meeting outcomes as required	Implement agreed meeting outcomes as required
2. Manage interactions of HMS fisheries w	vith seabirds			
Management objective 7— Implement an ecosystem approach to fisheries management, taking into account associated and dependent species	 Bird mitigation trials (line weighting) Prepare for and attend CCSBT ERSWG meeting (August 28-31 2013) (including updating CCSBT seabird risk assessment) Make improvements to forms for recording observer data Begin planned observer coverage (with improved coverage and representativeness) Develop appropriate reduction targets for HMS fisheries (on-going) Investigate electronic monitoring for monitoring mitigation use and effectiveness (on-going) 	 Implement new observer forms (from 1 Oct) Hold seabird workshops to discuss seabird practices, provide information on best practice offal management, report trial results (with a focus on safety), and educate new fishers. Use Buller's albatross as a case study for investigating the scope for spatial and/or temporal management to reduce risks to seabirds 	• Update high seas permit conditions relating to seabirds and review seabird circular that covers in-zone fisheries to meet the requirements of WCPFC's seabird measure (CMM 2012-07).	Additional seabird workshop if required
3. HMS compliance				
Management objective 12— Maintain an effective fisheries management regime	 Prepare for CCSBT compliance committee meeting (10-12Oct 2013) and annual meeting (14-17 Oct) On-going liaison with CCSBT auditors if 	 Attend CCSBT compliance committee meeting and annual meeting WCPFC annual meeting (2-6 December 2013) Quarterly review of HMS compliance strategy 	 Implement any outcomes of WCPFC and CCSBT meetings as required Quarterly review of HMS compliance strategy Annual review of HMS compliance strategy, 	 Quarterly review of HMS compliance strategy At-sea patrol (in zone) Monitored unloads of domestic vessels (focus STN season)

HMS Management Actions & objectives	Work Period								
they contribute to	Q1 (JUL-SEP)	Q2 (OCT-DEC)	Q3 (JAN-MAR)	Q4 (APR-JUN)					
	 required Prepare for and attend WCPFC technical and compliance committee (26 Sept – 1 Oct 2013) and CDS working group (dates not yet confirmed) Quarterly review of HMS compliance strategy Compile and distribute fact sheets on HMS rules that require better communication Review extension of VMS to domestic fleet (on-going) At-sea patrol (out of zone) Aerial patrols (on-going) Port inspections of foreign-flagged vessels and NZ vessels that fish out of zone (on-going) Monitored unloads of domestic vessels (focus STN season) Port inspections of amateur charter vessels Discrepancy checking of fisher and LFR 	 Analysis and cross-checking of various data sources on fishing (in and out of zone) (on-going) Develop reporting template for HMS compliance activities 	including prioritisation of services for next financial year	Direct contact with surface longline vessel operators to ensure they are familiar with HMS rules					
	reporting								
4. Improve engagement of Maori in management	gement of HMS								
Management objective 5— Maori interests (including customary, commercial, recreational and environmental) are enhanced; Management objective 10— Recognise and provide for Deed of Settlement obligations	 On-going work on Phase I research project to investigate relationships of iwi with particular species 	Phase I completed and Phase II commences (depending on outcomes of Phase I)							
5. Manage the interaction of HMS fisheries	s with sharks								
Management objective 6— Maintain a sustainable fishery for HMS within environmental standards	 Consultation and finalisation of draft NPOA- Sharks Ongoing liaison with fishers and DOC on CITES listings 	Tasks to implement NPOA-Sharks as required (on-going)		Final preparations for CITES listing for selected shark species (becomes operational Sept 2014)					
6. Improve the catch documentation scheme for southern bluefin tuna									
Management objective 1—promote a viable and profitable tuna fishery in New Zealand	Improvements to CDS administration and data management (on-going)	• Advocate for the adoption of an electronic CDS system at the CCSBT compliance committee and commission meetings.							
7. Improve understanding of the impact of out-of-zone fisheries on the availability of HMS in New Zealand									
Management objective 3— Deliver fair opportunities for access to HMS fisheries	Support relevant analyses at the WCPFC scientific committee (6 – 14 August 2013)	On-going support for relevant scientific work and consideration of how to incorporate into							

HMS Management Actions & objectives	Work Period								
they contribute to	Q1 (JUL-SEP)	Q2 (OCT-DEC)	Q3 (JAN-MAR)	Q4 (APR-JUN)					
		management where required							
		Consider available information on marlin that might be influencing lower recreational catch rates in recent seasons.							
BUSINESS AS USUAL	•	•	•						
1. Review catch limits and management s	ettings as required								
	 Develop and consult on proposals (if any required) 	 Catch limit/management proposals generally operational from 1 Oct. 		Consider any proposals for change for 2014-15 year					
	Develop final advice to Minister	• Southern bluefin tuna: determine need for in- season review following CCSBT annual meeting in Oct 2013 and implement if required							
2. Contribute to international processes in	ncluding meetings of CCSBT and WCPFC		·						
	WCPFC:	WCPFC:	Quarterly CDS reporting	Quarterly CDS reporting					
	• Scientific committee (6 – 14 August 2013)	Annual meeting (2-6 December 2013)	• Updates to authorised vessel list as required	Updates to authorised vessel list as required					
	Technical and compliance committee (26 September – 1 October 2013)	CCSBT: • Compliance committee (10-12 Oct 2013)	On-going liaison with fishers and LFRs on CDS	On-going liaison with fishers and LFRs on CDS					
	FFA:	Annual meeting (14-17 Oct)							
	Ministerial Forum Fisheries Committee (FFC) (2-5 Jul 2013) plus Sub-committee on Tuna and Billfish meeting in margins (TBD)	Quarterly CDS reportingUpdates to authorised vessel list as required							
	Meetings in advance of science and TCC meetings CCSBT:	Distribute tags and forms for CDS							
	• ERSWG meeting (August 28-31 2013)								
	Scientific committee: 2-7 Sep 2013								
	Quarterly CDS reporting								
	Updates to authorised vessel list as required								
	On-going liaison with fishers and LFRs on CDS								
3. Monitor commercial and non-commercial fisheries for HMS									
	• Deliver planned observer coverage as outlined in appendix 3.	• Deliver planned observer coverage as outlined in appendix 3.	• Deliver planned observer coverage as outlined in appendix 3.	• Deliver planned observer coverage as outlined in appendix 3.					
	• Liaise regularly on outcomes of coverage and follow-up as required.	• Liaise regularly on outcomes of coverage and follow-up as required.	• Liaise regularly on outcomes of coverage and follow-up as required.	 Liaise regularly on outcomes of coverage and follow-up as required. 					
			Plan 2014-15 coverage	Plan 2014-15 coverage					

HMS Management Actions & objectives	Work Period								
they contribute to	Q1 (JUL-SEP)	Q2 (OCT-DEC)	Q3 (JAN-MAR)	Q4 (APR-JUN)					
4. Implement the HMS research plan	·	·	·						
	2013-14 research projects commence	Fisheries plan advisory group identifies information needs for HMS fisheries		Consultation on proposed research proposals as part of cost recovery consultation					
		Research advisory group develops potential research projects to meet identified needs							
5. Support environmental certification for	5. Support environmental certification for the albacore fishery								
	See actions associated with key focus area 1, above			Audit meeting with MSC certifiers					
6. Contribute to implementation of the Min	6. Contribute to implementation of the Ministry's Memorandum of Understanding on Pacific capacity development								
	 Work with members of Te Vaka Moana and FFA's Sub-committee on Tuna and Billfish to consider management approaches for Pacific fisheries (on-going) Implement the MOU work plan 								
7. Engage with fisheries stakeholders	7. Engage with fisheries stakeholders								
	Publish 'pelagic update' newsletter (1-2 x per year)	Meet with fish plan advisory group to discuss annual review report and research needs		Meet with fish plan advisory group to discuss annual operational plan					
		Hold surface longline workshop		 Provide information to iwi and recreational forums on planned HMS projects 					
				Hold surface longline workshop					

5 Appendices

HMS COMPLIANCE PRIORITIES FOR 2013/14 5.1

Outcome	Specific Priorities				
Compliance with QMS rules for HMS	Specific attention addressed to:				
ensured	 Routine unload inspections The risk of high-grading of southern bluefin tuna Compliance with southern bluefin tuna catch documentation requirements Appropriately condition s110 approvals¹⁵ 				
Compliance input to New Zealand	Specific attention addressed to:				
commitments to CCSBT, Te Vaka Toa, FFA and WCPFC is delivered	Contributions to annual meetingsContributions to Te Vaka Toa initiatives				
Compliance with protected species rules	 Accurate non-fish bycatch reporting Full compliance with regulated seabird mitigation measures Assessment and follow-up of observer reports 				
Accurate reporting of shark catches	Specific attention addressed to:				
	 The reporting of 6th Schedule releases¹⁶ Correct species identification of fins landed as the primary state 				
Compliance with RFMO measures	Specific attention addressed to:				
	 Commercial awareness of the rules relating to fishing on the high seas for HMS 				
Integrity of the New Zealand Exclusive	Specific attention addressed to:				
Economic Zone is maintained	Aerial and at-sea patrolsCompliance analysis and profiling				

¹⁵ Section 110 of the Fisheries Act relates to conditions that can be applied to landings of fish taken in New Zealand waters that are landed elsewhere. In this case, it applies to conditions that can be applied to randings of fish taken in New Zealand waters that are failed elsewhere. In this case, it applies to conditions to be placed on vessels that fish for southern bluefin tuna under charter to a New Zealand company which lands the fish in Japan. ¹⁶ The 6th Schedule of the Fisheries Act lists species that may be returned to the sea under certain circumstances. HMS sharks (blue,

porbeagle and mako sharks) may be returned to the sea if alive and considered likely to survive.

5.2 HMS RESEARCH PROPOSALS FOR 2013/14

Project code	Title
ALB2013-01	Albacore catch sampling
ENV2013-xx (HMS2013- 05)	Impacts of large scale environmental change on albacore, bigeye tuna, skipjack tuna and trevally abundance in New Zealand - AEWG
HHS2013-01	Stock dynamics of hammerhead sharks - part II
HMS2013-01	Data reports for New Zealand HMS fisheries for national and international obligations.
HMS2013-02	Age, growth and reproduction of HMS sharks from observer collected samples
HMS2013-03	Estimates of release mortality of elasmobranchs from commercial vessels (project details to be updated after scoping work)
HMS2013-04	Rapid assessment of iwi fisheries - part II - Customary Research
POS2013-01	Stock assessment of porbeagle sharks
PRO2013-xx	Estimation of non-fish bycatch (e.g. seabirds, turtles, and marine mammals) - AEWG
STM2013-01	Multi-year stock monitoring of striped marlin including logbook programme implementation
STN2013-01	Catch-at-age of Southern bluefin tuna.
TAG2013-01	Management of data from the gamefish tag recapture programme
Blue shaded projects are w	ork required by the HMS Fisheries Plan but funded through other funding streams.

5.3 PLANNED OBSERVER DAYS FOR HMS FISHERIES FOR 2013/14

HMS observer days are allocated to reflect the effort in the identified fishery groupings. The table below reflects the proportion of effort expended in each target fleet. Observer days were allocated according to the days available for those target fisheries to achieve 10% coverage for surface longline fisheries, and the days allocated to each month proportionally. Days were rounded up to a minimum of 5 days to accommodate the trip length.

	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Total
Domestic tuna longline - EC STN	70	23									18	46	157
Domestic tuna longline - WC STN	8	7									7	13	35
Domestic tuna longline - EC BIG/SWO	5	15	10	10	15	15	20	30	40	35	25	5	225
Domestic tuna longline - WC BIG/SWO	5	5						5	5	5	5	5	35
Domestic tuna longline - ET/ WCPFC										1	0		10
Tuna Charter (STN)	66									120	124	120	430
Albacore troll													
Domestic purse seine- SKJ							25	25	20				70
Domestic purse seine - SKJ Super Seiner									30				30

EC – east coast; WC – west coast; STN – southern bluefin tuna; BIG – bigeye tuna; SWO – swordfish; ET – Out-of-zone; WCPFC – Western and Central Pacific Fisheries Management Commission

For surface longline fisheries, the planned coverage relates to overall fishery effort as follows:

	EC BIG/SWO	EC STN	WC BIG/SWO	WC STN
January	9.81		5.09	0.00
February	12.30		9.50	0.00
March	18.09	0.04	14.14	1.72
April	15.68	0.97	18.44	0.21
Мау	10.08	11.15	12.44	21.89
June	2.39	28.71	6.79	40.34
July	2.16	43.63	8.48	25.11
August	7.22	14.31	13.91	10.73
September	4.64	1.18	6.67	0.00
October	3.74		2.71	0.00
November	6.49		1.36	0.00
December	7.41		0.45	0.00