

# Indonesia WCPO yellowfin tuna – handline (197)

## Three-Year Evaluation Report

### FIP Information

Target species scientific name(s) and common name(s)	Yellowfin tuna <i>Thunnus albacares</i> , Western Central Pacific Ocean stock
Fishery location	Indonesia (Maluku, Sulawesi, West Papua, Flores)
Gear type(s)	handline
Estimated FIP Landings (weight in tons)	10,198 t Note: These data are from 2019; an update was requested but could not be completed in time. The FIP can update the site at its leisure.
Vessel type(s) and size(s)	Handline vessels, 1-20 GT (according to the vessel list in GTC 2021)
Number of vessels	See vessel list on FisheryProgress site
Management authority	RFMO – WCPFC; Indonesia EEZ FMAs 713, 714, 715 and 716
Assessor name(s)	Jo Gascoigne
Assessor Organization/Affiliation	-
Date of report completion	12/10/24

### FIP Background

Some elements of this fishery are already MSC certified ('first tranche') while others are not yet considered ready ('second tranche'). This second tranche make up this FIP. MSC certified elements of this fishery: <https://fisheries.msc.org/en/fisheries/indonesia-pole-and-line-and-handline-skipjack-and-yellowfin-tuna-of-western-and-central-pacific-archipelagic-waters/@@view>

There are also five other connected FIPs on FisheryProgress, being run by the same team and with overlapping activities, but some differences. These are for the pole-and-line fishery (skipjack and yellowfin) in the same area (FIPs 8863 and 8885), elements of which are also covered by the above MSC certification. In addition, there is the pole-and-line and handline fishery in FMA 573, meaning that the area is considered the Indian Ocean and IOTC is the RFMO (pole-and-line: FIPs 8893 and 8895; handline: FIP 9012).

## Stakeholder Consultation & Meetings

Name	Affiliation	Date and Subjects Discussed
Herman, Ilham Alhaq	AP2HI	19/9/24
Martin Purves, Maskur Tamanyira	IPNLF	Different UoAs, FIPs and MSC certified fisheries, and how they relate to each other. Sources of data for scoring Principles 1 and 3 for each RFMO. Engagement with RFMOs. How these fisheries are managed in Indonesia. Main activities of FIP: port sampling, enumerators, co-management committees, ETP species monitoring and training. Engagement with local government. Translating national harvest strategy to concrete management on the ground. FADs. Compliance. Traceability. Communicating the work of FIPs and other NGOs.
Kai Garcia Neefjes, Putra Satria Timur	MDPI	
Hary Christijanto	Ministry of Marine Affairs and Fisheries (MMAF)	
Shafa Garneta	AP2HI	
Herman, Ilham Alhaq, Maskur Tamanyira	As above	

## Summary of Findings and Recommendations

The range and extent of the activities of this FIP are very impressive. The FIP has achieved MSC-certification for the first tranche of vessels, for both the pole-and-line and the handline fishery in these FMAs, which is presumably the best measure of the success of their activities. The remaining ‘orange’ scores in MSC are for activities which are not in the direct control of the FIP (notably progress towards a harvest strategy at stock level at WCPFC, and implementation of the strategy across Indonesia). Both of these are very challenging, but there has been recent progress on both fronts.

## Summary of MSC Performance Indicator Scores

Note: The scores for this fishery on FisheryProgress all agree with the scores for the MSC-certified component of the same fishery (GTC 2021, GTC 2023a,b), except for the score for PI 3.2.1 (fishery-specific objectives) where the MSC condition was closed at the Year 1 surveillance audit in 2023. (For reasons which I am unclear about, despite being part of the surveillance audit team, the first and second surveillance audits for this fishery took place at the same time, in October 2023.) Since this was a year ago, the scores for P1 have also been reviewed against recent developments at WCPFC.

Prin- ciple	Compo- nent	Performance Indicator		Previous Score 2023	Current Score 2024	Rationale or Key Points
1	Out- come	1.1.1	Stock status	>80	>80	There was not a new stock assessment for WCPO yellowfin in 2024, so the conclusions of the most recent assessment, set out in the 2023 audit reports, still hold.
		1.1.2	Stock rebuilding	-	-	
	Manage- ment	1.2.1	Harvest Strategy	60-79	60-79	The yellowfin harvest strategy is set out in CMM 2023-01; very similar to previous management. Work is ongoing on a management procedure, as already agreed for skipjack.
		1.2.2	Harvest control rules and tools	60-79	60-79	
		1.2.3	Information and monitoring	>80	>80	No change in scoring
		1.2.4	Assessment of stock status	>80	>80	No change in scoring. The 2020 yellowfin stock assessment was peer reviewed (Punt et al. 2023) which led to some improvements.
2	Primary species	2.1.1	Outcome	>80	>80	For Principle 2, all the PIs score $\geq 80$ except for PI 2.3.2 (see below). I am, however, reluctant to write 'no change' here since the FIP continues to work on multiple elements of P2, as part of the MSC certification, so presumably there have been improvements in various elements – notably the information PIs. I am satisfied that the scores remain $\geq 80$ – I just wanted to make that point clear.
		2.1.2	Management strategy	>80	>80	

	2.1.3	Information	>80	>80	
Secondary species	2.2.1	Outcome	>80	>80	
	2.2.2	Management strategy	>80	>80	
	2.2.3	Information	>80	>80	
ETP species	2.3.1	Outcome	>80	>80	
	2.3.2	Management strategy	60-79	>80	<p>This PI has been scored at 60-79 due to potential interactions with ETP species – mainly sharks and turtles as far as I can tell. The various updates to the associated action list a huge amount of work which has gone into first of all evaluating the rate of interactions (via on-board cameras, on-board observers and port sampling with a specific ETP species questionnaire), with a large quantity of vessels sampled over the last three years. The data provided suggest that rates of interaction are low (occasional). In addition, fishers have been provided with handling training and asked to sign a code of conduct, including a shark-finning policy.</p> <p>There is no condition on the certified tranche of the handline fishery on this PI, so clearly the MSC CAB are satisfied with the quantity and quality of data. I suggest that the score could be increased to &gt;=80 here.</p>
	2.3.3	Information	>80	>80	
Habitats	2.4.1	Outcome	>80	>80	
	2.4.2	Management strategy	>80	>80	
	2.4.3	Information	>80	>80	
	2.5.1	Outcome	>80	>80	

	Eco-system	2.5.2	Management strategy	>80	>80	
		2.5.3	Information	>80	>80	
3	Governance and Policy	3.1.1	Legal and customary framework	60-79	60-79	<p>The most recent MSC surveillance report (GTC 2024b) sets out a range of significant improvements in data collection and provision and national and regional level, the finalisation of the Indonesian Archipelagic Waters (IAW) harvest strategy, the functioning of co-management committees and vessel registration, but they do not re-score the PI for the moment.</p> <p>Overall, the situation is continuing to progress, but it does not seem as if all the requirements of the MSC condition are yet met. In any case, as noted above, any rescoring here just adds confusion to the formal MSC process, so I would not propose changing the score in advance of the MSC audit.</p>
		3.1.2	Consultation, roles and responsibilities	>80	>80	No change identified at MSC audits
		3.1.3	Long term objectives	>80	>80	
	Fishery specific management system	3.2.1	Fishery specific objectives	60-79	80	<p>The condition on this PI was closed by the MSC CAB at the annual audit last year (GTC 2023a). The PI was scored at &lt;80 due to the lack of a management objective (target reference point) for either stocks. For yellowfin specifically, the audit team concluded that the Indonesia harvest strategy provides an implicit TRP (a management objective of avoiding the LRP with at least 90% probability), which, together with the interim management objective for yellowfin in CMM 21-01 (now 23-01 but this still applies) was sufficient for the requirements of this PI at SG80 to be met. The key paragraph of the rationale is given below (GTC 2023a, Section 5.2.2):</p> <p>Regarding SG80, the Indonesian harvest strategy for tropical tuna in AW was finalised in 2023 (Govt. of Indonesia 2023), after extensive stakeholder consultation, and implementation is starting. The plan does not fix specific target reference points for skipjack or yellowfin, pending completion of the MSE process and agreement on management targets at WCPFC both the tropical tuna stocks. However, it does state a clear management objective, which is to avoid the LRP with a probability of 90%. This provides an implicit TRP, in as much as there will be a certain value of <math>SB/SB_{F=0}</math> above which this is met, although its value depends on the uncertainty in these estimations (which is perhaps appropriate, since higher uncertainty should lead to more</p>

						<p>precautionary management). Nevertheless, although this is not an explicit TRP, it is an explicit management objective which is consistent with Principle 1 (maintaining the stock at or above Bmsy), since Bmsy is estimated to be close to the LRP these stocks.</p> <p>In addition to this, the new skipjack harvest strategy, agreed by WCPFC (CMM 2022-01) sets a management target for skipjack which, in practice when the HCR is applied is in the range <math>0.4-0.6SB_{F=0}</math> (if the stock is within this range, the catch multiplier is set to 1, while below it is <math>&lt;1</math> and above it <math>&gt;1</math>). While not a fixed value, maintaining the stock in this range seems appropriate and precautionary as a management objective for the stock. CMM 2022-03 restates WCPFC's commitment to the process of establishing similar harvest strategies for all their key stocks, including yellowfin, and lists a TRP as a component of a harvest strategy. WCPFC19 (Dec. 2022) rescheduled agreement on bigeye and yellowfin TRPs to 2024 and agreement of a MP for these stocks to 2026, because (among other reasons) the yellowfin model now needed updating to reflect the 2023 stock assessment, including the results of the external peer review (Punt et al. 2023) (see WCPFC19 summary report para. 272 and harvest strategy workplan Attachment M).</p> <p>On this basis, there are explicit long- and short-term fishery-specific objectives, both at regional / stock level and at Indonesia / AW level. <b>SG80 is met.</b></p>
		3.2.2	Decision making processes	>80	>80	No change identified at MSC audits
		3.2.3	Compliance and enforcement	>80	>80	
		3.2.4	Management performance evaluation	>80	>80	

## Environmental Workplan Results

Result	Related Action on FisheryProgress	Related MSC Performance Indicator	Explanation
First tranche MSC certified	All the actions	The PIs where scores have been improved: 2.2.3,	The first and most obvious achievement of this FIP, which is a huge one, is that the first tranche of UoAs (the most advanced and enthusiastic participants) have

		2.3.2, 2.3.3, 2.4.3, 2.5.3, 3.2.3	received MSC certification for their fishery. Presumably this is the ultimate result for a FIP.
Harvest strategy for IAW	Harvest strategy for IAW	1.2.1, 1.2.2, 3.1.1, 3.2.1	<p>This was finalised in 2023 (Indonesia 2023). It is important for two reasons: i) there is evidence particularly for yellowfin that there may be a separate stock or sub-stock in this area, so a management focus on this area specifically is desirable and precautionary; ii) it sets clear and precautionary management objectives for Indonesian fisheries in IAW, which have so far not been forthcoming from WCPFC, and which have allowed the condition on PI 3.2.1 to be closed. During the stakeholder meetings, the MMAF representative noted that stakeholder input was crucial in creating the harvest strategy, and emphasised the role that these FIP play in engaging these small-scale fishers from remote areas in the consultation process.</p> <p>During 2023 and 2024, the discussion has moved towards how to implement quota-based fisheries management in Indonesia, and the FIP has played a role in explaining the system and its implications to their participants, and allowing them to put their views forward.</p>
Harvest strategy (MPs) at WCPFC	Support harvest strategies and control rules at WCPFC	1.2.1, 1.2.2	<p>IPNLF is a strong advocate at WCPFC and IOTC for improved management of these stocks (e.g. Birdlife International et al. 2023). Although progress at WCPFC has been quite slow for the tropical stocks (noting that it is not easy), there is now a MP for WCPO skipjack (CMM 2023-01), which is a big deal.</p> <p>The FIP supports the Ministry in preparing for these meetings (i.e. in supporting preparation of data submission and putting forward objectives, which at the last meeting included advocating for more progress on yellowfin).</p>
Implementing a data collection system	Data collection system in place for handline fisheries Integrated vessel database	2.1.3, 2.2.3, 2.3.3 2.1.2, 3.2.3, traceability	A wide range of tools are being used to collect catch, effort and bycatch data from the vessels, including: port sampling, on-board observers, cameras and vessel tracking. At the start of the FIP, the project was a leader in developing online systems and apps for catch data entry and reporting, which has been copied elsewhere and which has very much facilitated consistent data collection and high coverage. The Ministry representative made it clear how much this was appreciated by the authorities. The FIP has also supported vessel registration, which has also been a logical challenge for the authorities in remote areas. Overall, I would say that this is one of the most impressive achievements of the FIP.
Management / mitigation of	Assess and mitigate the risks of ETP interactions	2.3.2, 2.3.3	The FIP has recruited and trained observers and put cameras and vessel tracking onboard handline vessels. The port sampling also includes a questions around ETP interactions. The FIP also provided training and training material to captains on ETP

ETP interactions			<p>handling, and asked them to sign a code of conduct. They have also conducted wider awareness raising work, such as talking to students.</p> <p>The MSC PCR (GTC 2021) only identifies silky sharks as a potential ETP species for the handline UoAs, although reporting on the FIP site also notes a turtle interaction spotted on the cameras (this was a fisher picking up the turtle rather than catching it). However, no harm was done and overall, the data and awareness-raising provides confidence that the fishery is not impacting ETP species.</p>
Shark finning policy	Assess and mitigate the risks of ETP interactions	2.3.2	The code of conduct includes a shark-finning policy (i.e. no shark finning), which is an important requirement for MSC certification.
Fisheries co-management committees	Community-based management	3.2.2, 3.2.3	<p>As I understood it, the FCMCs play a role in the management system which sit below government, in that government consultation process (national and local) tend to be at the level of the FMA, i.e. covering a large number of communities. The FCMC allow meaningful discussion at a properly local level, and provide a conduit to channel this information up to the government structures, as well as bringing information back down, and interpreting it for communities. They are also important in discussing and agreeing on local issues (e.g. bycatch).</p> <p>It is clear from the updates on the site that the FCMCs have been very active across several areas.</p>
Better knowledge on the impact of anchored FADs in this area	<p>Estimate effect of FADs on species distribution</p> <p>Estimate effect of FADs on habitats</p>	<p>2.5.3</p> <p>2.4.3</p>	The observer programme (described above) also collected data on whether (anchored) FADs were used during fishing. The MSC full assessment of the first tranche (GTC 2021) evaluates the potential role of FADs in the ecosystem in some detail, and concludes that impacts are not at all likely. Hence this action was considered complete in 2021. However, the FIP continues to run 'FAD forums' and support the registration of FADs.

## Supporting References

Birdlife International, Conservation International, International Pole and Line Foundation, Monterey Bay Aquarium, The Ocean Foundation, Ocean Outcomes, Pew Charitable Trust, Sharkproject, Sustainable Fisheries Partnership, World Wide Fund for Nature 2023. 18 Environmental Organizations and 48 Supply Chain Companies Call for Progress at the Upcoming WCPFC Meeting. WCPFC20-2023-OP10.



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Punt André E., Mark N. Maunder, and James N. Ianelli 2023. Independent Review of Recent WCPO Yellowfin Tuna Assessment. WCPFC-SC19-2023/SA-WP-01

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