



**SCIENTIFIC COMMITTEE  
THIRTEENTH REGULAR SESSION**

**Rarotonga, Cook Islands  
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**ANNUAL REPORT TO THE COMMISSION  
PART 1: INFORMATION ON FISHERIES, RESEARCH, AND STATISTICS**

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**WCPFC-SC13-AR/CCM-24**

**TOKELAU**



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**ANNUAL REPORT TO THE COMMISSION  
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**TOKELAU**

**2017**

Scientific data was provided to the Commission in accordance with the decision relating to the provision of scientific data to the Commission by 30 April 2017	<b>Yes</b>

## ABSTRACT

The Tokelau General Fono approved and endorsed the Tokelau Fisheries Policy in 2012 which clearly specifies the fisheries in Tokelau's fisheries waters into two main parts;

1. Inshore Fisheries – (0-12nm TW) specific for food security
2. Offshore Fisheries – (12-200nm EEZ) specific for revenue generation,

Tokelau has also identified a buffer zone (closed area) of 13nm in addition to the 12nm Territorial Sea closed to any fishing for food security.

Tokelau does not have a commercial fishing fleet however, it has a large artisanal fleet of about 50-60 small 12' to 16' ft. outboard motorised aluminium boats powered by 15-30HP motors. These artisanal fishing boats fish within the 12 nm TS but do not venture out any further than 5 nm from shore.

The Tokelau Fisheries Policy has also specified LL fishing in two categories;

1. Tropical LL Fishery – targeting YFT and BET
2. Albacore LL Fishery – targeting ALB and SWO

In 2016, there was a 0.9% proportionate decrease in days across all PNA VDS participants and Tokelau's days for 2016 were decreased from 1, 000 days to 991. All of Tokelau's 2016 fishing days were utilised by way of sale to bilateral fishing partners, traded between VDS participating members, contributed to the UST Pool and contributed to the sub-regional Pooling Parties pool days.

In 2016, excluding the UST vessels, a total of 33 PS vessels were licensed by Tokelau:

- 27 flagged by Korea,
- 6 flagged by Kiribati.

Although the catches in the Tokelau EEZ in 2016 occurred throughout, the majority of the catch however, occurred in the Western most parts of the Tokelau EEZ. (Refer Fig. 1)

The Tokelau longline license limit was set at 25 licenses (10 Tropical LL and 15 Albacore LL). In 2016 Tokelau issued a total of 21 longline licenses which were made up of the following;

- 15 flagged by Vanuatu (4 Tropical LL and 11 ALB LL),
- 4 flagged by Taiwan (4 Tropical LL),
- 1 flagged by the Cook Islands (1 ALB LL),
- 1 flagged by Kiribati (1 Tropical LL).

Like the PS there were LL catches throughout the Tokelau EEZ in 2016 however, the majority of the effort occurred in the South and South Eastern parts of the Tokelau EEZ (Refer Fig. 2)

While transshipment in the Tokelau EEZ is permitted by law, in certain circumstances as a matter of policy Tokelau does not currently allow transshipment to occur in her EEZ, Territorial Sea or Internal Waters.

Tokelau did not approve nor authorise any transshipment activity in her waters in 2016.

## INTRODUCTION

### Background

Tokelau is a Small Island Developing State and a Participating Territory in the WCPFC and she continues to develop her tuna management capacities. Current focus includes strengthening the capacities of her Fisheries personnel within the Fisheries Division and annually reviewing and updating her Offshore Fisheries Management Plan (OFMP).

An independent review of her Fisheries Policy has been scheduled for the end of the 2017.

Tokelau like many of the countries in the region continues to develop and build sustainable fisheries through sound management decisions that will allow the people of Tokelau to continue benefiting from into the future.

## ANNUAL FISHERIES INFORMATION

For the past few years, Tokelau has been participating in the PNA PS VDS established under the Parties to the Palau Arrangement. In 2013, it commenced selling her fishing days under this vessel day scheme.

Fisheries in Tokelau include two elements.

### **Foreign Purse-Seine Fishing & Foreign Longline Fishing.**

Offshore fishing is undertaken by foreign fishing vessels of distant water fishing nations and neighbouring Pacific Island States.

There has been little movement regarding the following and there is no indication that it is likely to change over the next few years - Tokelau does not have the capacity to flag fishing vessels so there are no Tokelau-flagged fishing vessels and Tokelau does not charter fishing vessels. There are no ports, wharves or mooring infrastructure and facilities in Tokelau to cater for transshipment, port sampling or for the processing of large-scale tuna catches. All catches by foreign licensed vessels are offloaded outside Tokelau.

Logsheet data for the United States purse-seine vessels under the Treaty (USMLT) are obtained from SPC and data for foreign purse-seine vessels can also be obtained from SPC pending Tokelau authorising SPC to release these data.

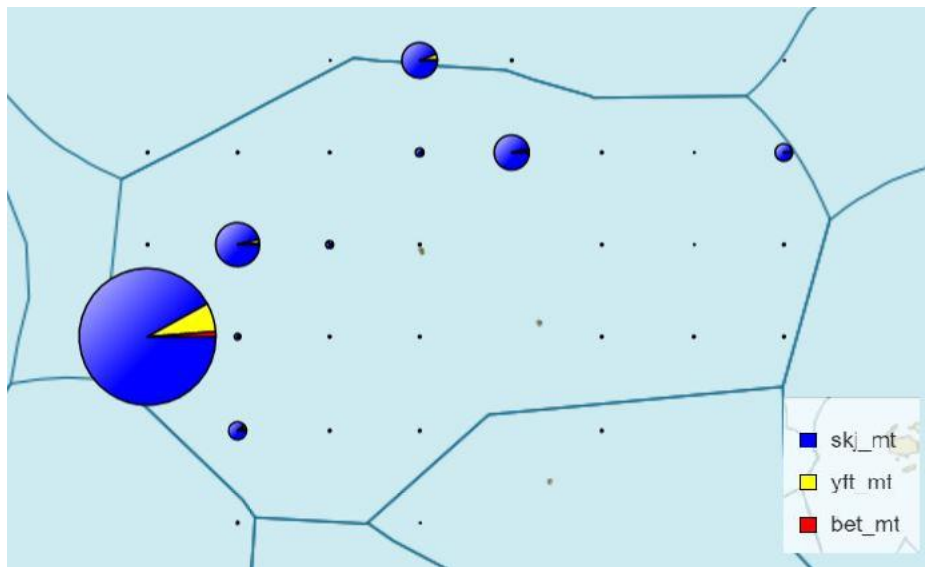
Logsheet data for foreign longliners that have been licensed by Tokelau have been obtained although not at a desired level and this is due to the lack of capacity and resources both human and financial however, having the Tokelau Fishing License General Conditions and Schedules annually reviewed and updated caters for the implementation of current and newly adopted WCPFC CMMs.

The following tables show the annual catch and effort levels in Tokelau waters by foreign fishing vessels for the period 2011 to 2016.

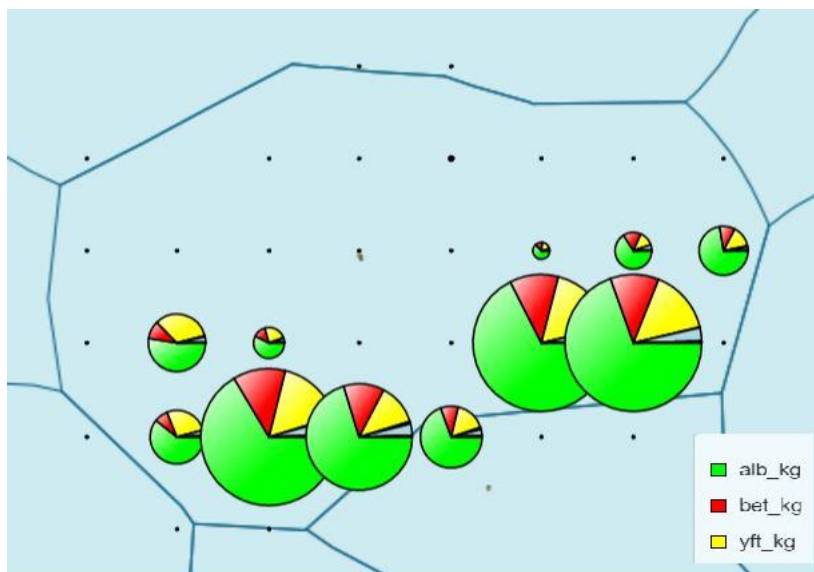
**Table 1.** Annual Foreign purse-seine catches in Tokelau EEZ from 2012 to 2016.

FLAG	YEAR	EFFORT (Days)	CATCH (mt)			TOTAL
			BET	SKJ	YFT	
EC	2012	23	76	1,0	62	1,206
	2013	35	156	1,9	116	2,171
	2014	4	29	225	21	274
	2015	0	0	0	0	0
	2016	0	0	0	0	0
ES	2012	2	6	160	6	172
	2013	16	116	1,3	111	1,618
	2014	39	220	2,9	162	3,320
	2015	0	0	0	0	0
	2016	0	0	0	0	0
KI	2012	25	0	820	10	831
	2013	5	7	305	12	324
	2014	23	59	867	118	1,043
	2015	5	0	151	1	152
	2016		0	70	15	85
KR	2012	37	1	1,4	18	1,506
	2013	14	54	740	88	883
	2014	22	23	1,0	69	1,137
	2015	31	0	343	5	3440
	2016		4	609	12	625.08
NZ	2012	23	8	351	31	390
	2013	20	21	483	37	541
	2014	2	0	0	0	0
	2015	0	0	0	0	0
	2016	0	0	0	0	0
SV	2012	45	171	1,1	186	1,550
	2013	18	26	441	31	498
	2014	5	69	622	110	801
	2015	0	0	0	0	0
	2016	0	0	0	0	0
US	2012	581	408	12,8	1,595	14,885
	2013	291	465	8,5	839	9,821
	2014	456	624	15,0	1,547	17,173
	2015	697	43	3626	709	37019
	2016		116.5	3440	275.6	3832.53

**Figure 1.** Distribution of purse seine catches by species in the Tokelau EEZ in 2016



**Figure 2.** Distribution of longline catches by species in the Tokelau EEZ in 2016



**Table 2.** Annual Foreign longline catches in Tokelau EEZ from 2012 to 2016.

FLAG	YEAR	DAYS	CATCH (MT)			TOTAL
			ALB	BET	YFT	
CK	2012	0	0	0	0	0
	2013	0	0	0	0	0
	2014	0	0	0	0	0
	2015	141	147	22	47	238
	2016	148	93.23	20.22	31.26	144.71

<b>FJ</b>	2012	0	41.123	83.847	27.714	152.684
	2013	0	0	0	0	0
	2014	0	0	0	0	0
	2015	0	0	0	0	0
	2016	0	0	0	0	0
<b>KI</b>	2012	0	0	0	0	0
	2013	0	0	0	0	0
	2014	0	97.746	55.259	62.029	215.034
	2015	239	202	63	77	369
	2016	172	108.33	16.12	56.17	180.62
<b>SB</b>	2012	0	0	0	0	0
	2013	0	0	0	0	0
	2014	0	0	0	0	0
	2015	225	82	41	42	165
	2016	92	44.58	11.99	9.59	66.16
<b>TV</b>	2012	0	110.299	141.013	85.474	336.786
	2013	0	0	0	0	0
	2014	0	0	0	0	0
	2015	0	0	0	0	0
	2016	0	0	0	0	0
<b>TW</b>	2012	0	0	0	0	0
	2013	0	0	0	0	0
	2014	0	0	0	0	0
	2015	173	71	24	38	146
	2016	727	378.81	67.64	126.71	573.16
<b>VU</b>	2012	0	0	0	0	0
	2013	0	0	0	0	0
	2014	0	0	0	0	0
	2015	1890	969	244	445	1658
	2016	2811	1483.66	287.52	409.11	2180.29



### **National Fleet – Artisanal Tuna Fishery.**

Tokelau's Artisanal fleet consists of small 10' – 16' outboard motorised aluminium boats. These vessels fish primarily for local consumption and uses surface trolling and vertical handline methods that mainly target skipjack and yellowfin tuna.

Most artisanal fishing activities in Tokelau's waters occur within 4 nautical miles from shore. Domestic fisheries development in Tokelau is severely constrained by market access and lack of infrastructure. The Government continues her commitments in developing strategies that will provide these artisanal fishers with opportunities to participate in small-scale commercial tuna fishery developments.

Any commercial inshore fisheries developments need to be authorised by the Taupulega (Village Council) of each respective atoll and is subject to a cost-benefit and market analysis, and an environmental impact assessment to demonstrate it will not jeopardise her food security and will result in creating net economic gains.

The following table provides an estimated annual catch and effort by the Tokelau artisanal fleet in 2016 based on incomplete data collected from the artisanal fishery. The SPC TAILS Software that is now being used will help improve the collection of our artisanal fisheries data.

*Table 3. Estimated Artisanal tuna catches in Tokelau waters, 2016*

<b> TOKELAU </b>					
Year	Month	RAISED CATCH (mt)			
		SKJ	YFT	BET	TOTAL
<b>2016</b>	<b>TOTAL</b>	<b>52.1</b>	<b>31.0</b>	<b>0.1</b>	<b>83.2</b>
	Catch Percentage	63%	37%	0%	

### **RESEARCH AND STATISTICS**

Tokelau is seriously concerned about the quality of catch and effort data relating to the Tokelau EEZ fisheries. Due to a variety of reasons—including poor administration and IUU fishing—the fisheries statistics for the Tokelau EEZ are less than adequate. While not necessarily material for stock assessment purposes, Tokelau will not be constrained by the paucity and poor quality of the catch and effort data as it proceeds to determine the nature and extent of the fishing rights in its EEZ.

### **TUFMAN - TUF-ART**

The tuna research and statistical needs of Tokelau are largely met by the assistance and support of SPC's Oceanic Fisheries Programme. Part of this assistance is the implementation of the Tuna Management System TUFMAN, now upgraded to TUFMAN 2, in Tokelau. It is now fully functional with ongoing assistance with training as new systems are developed. This initiative will empower the fisheries division with a tool to help provide advice to local

government and to help fulfil its obligations and commitments to the Commission and other regional organisations. Whilst TUFMAN 2 manages the commercial data (offshore fisheries) TUF-ART has been implemented for managing the artisanal fishery (inshore fisheries). The new artisanal fisheries component of TUFMAN 2 was introduced to Tokelau fisheries officers in late 2016.

### **Monitoring**

All foreign fishing vessels that are licensed to fish in Tokelau waters are required to carry an FFA approved Automatic Location Communicator (ALC) or Mobile Transmitting Unit (MTU) and whilst within Tokelau waters, they are monitored by the FFA installed Vessel Monitoring Systems (VMS). This is a critical part of MCS and a workstation was installed in Tokelau in 2005. Tokelau aims to strengthen MCS capabilities through participation in regional and sub-regional strategies and through regional infrastructures. Due to limited resources available, Tokelau must participate in regional and sub-regional collaborations to combat IUU in the Tokelau EEZ. As a participant in the PNA VDS established under the Palau Arrangement, Tokelau is now implementing the VDS for their purse seine fisheries and vessels licensed to fish against Tokelau's vessel days within its EEZ are also monitored through the PNA VDS systems. Any vessels operating under a new US Tuna Treaty will also use the PNA VDS.

Tokelau appreciates the value of an Observer Programme and will consider appropriate collaborative effort in the region. Required observer services are provided through the FFA Regional Observer Programme (within which Tokelau has a very limited number of observers) and other FFA members' country observer programmes and the PNA Observer Programme. Tokelau has no port and wharfage infrastructure so there is no Port Sampling Programme and no port sampling is carried in Tokelau.

Tokelau falls under the umbrella of the Niue Treaty Subsidiary Agreement, an agreement that provides for cooperation in fisheries surveillance and enforcement in the South Pacific region. Tokelau is committed to working cooperatively with respect to monitoring and enforcement, and sharing MCS assets and information with her counterparts to strengthen the MCS arrangements for Tokelau's EEZ.

Surface and air patrols/surveillance of Tokelau's EEZ are undertaken by New Zealand and FFA coordinated patrols, with input and assistance from Tokelau's fisheries division.

## **MANAGEMENT AND CAPACITY BUILDING**

### **Management**

In June 2011 Tokelau adopted a new Fisheries Policy. Since then Tokelau had developed an Offshore Fisheries Management Plan (endorsed by General Fono in June 2013) covering the tuna fisheries of the Exclusive Economic Zone, and commenced the consultations of management plans for the inshore fisheries (lagoons, reefs and coastal waters of the Territorial Sea) for each atoll.

For Offshore Fisheries Tokelau has set the following zone-based limits:

<b>PURSE SEINE</b>	<b>EEZ Limit (Days)</b>	<b>2016 (days)</b>	<b>Status</b>
Purse seine fishery	1000 Days	991 Days	WCPFC formally notified through PNA plus Tokelau reporting of annual vessel day

<b>LONGLINE</b>	<b>Interim Limit</b>	<b>2016 (mt)</b>	<b>Status</b>
Albacore	2500 tons	2108.61	Interim limit
Bigeye	2000 tons	403.49	Interim limit
Yellowfin	4000 tons	628.84	Interim limit

To implement the purse seine limits Tokelau has become a Participant to the Palau Arrangement and joined the PNA's Vessel Day Scheme (VDS). Tokelau's purse seine vessel day limits are set annually and moves up or down in proportion to changes in the annual PNA VDS TAE. The Conservation and Management Measure 2014-01 agreed by the Western and Central Pacific Fisheries Commission requires the PNA to stay within a TAE whose reference level is the 2010 fishing year effort levels. In the US Tuna Treaty renewal negotiations Tokelau is now in the 'PNA plus Tokelau' pool.

In the longline fisheries, the interim zone limits are implemented by limits on the number of vessels to be licensed each year (up to 15 vessels in the albacore fishery and up to 10 vessels in the tropical longline fishery). Tokelau is a participant to the Tokelau Arrangement, which provides a framework for the development of cooperative zone-based management of South Pacific albacore tuna fisheries Tokelau will work with coastal states with an interest in the longline fisheries prior to formally notifying the country limits to the Commission.

Tokelau has also revised its licensing conditions to meet Tokelau's obligations under CMM 2014-01 and to be consistent with the standardised format recommended by FFA.

The Tokelau EEZ Fishing Regulations are under review to ensure that they will support the Tokelau Fisheries Policy and Offshore Fisheries Management Plan, and requirements of the Palau Arrangement.

### **Capacity Building**

Following on from adopting the new Tokelau Fisheries Policy, there is now a strong focus on capacity-building for the Tokelau Fisheries Division.

In 2016 fisheries personnel spent a total of 125 days in training on fisheries management related issues. Tokelau is committed in ensuring ongoing capacity building and developments for her fisheries personnel.




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**ADDENDUM TO ANNUAL REPORT PART 1**

**Specific information to be provided in Part 1 as required by CMMs<sup>1</sup>**

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**15 May 2017**

**TOKELAU**

**2017**

<b>CMM 2005-03 [North Pacific Albacore], Para 4</b>	<p>* NA</p> <ul style="list-style-type: none"> <li>• Tokelau is not a flag state. Tokelau does not authorize vessels to fish on the High Seas. Tokelau does not charter Foreign Fishing Vessels.</li> <li>• The Tokelau EEZ is geographically situated between approximately 6 and 11 degrees South of latitude and between 167 and 176 degrees West of longitude and is therefore outside the area of application.</li> <li>• Tokelau does not have a domestic commercial fishing industry.</li> </ul>
<b>CMM 2006-04 [South West Striped Marlin] Para 4</b>	<p>* NA</p> <ul style="list-style-type: none"> <li>• Tokelau is not a flag state. Tokelau does not authorize vessels to fish on the High Seas. Tokelau does not charter Foreign Fishing Vessels.</li> <li>• The Tokelau EEZ is geographically situated between approximately 6 and 11 degrees South of latitude and between 167 and 176 degrees West of longitude and is therefore outside the area of application.</li> <li>• Tokelau does not have a domestic commercial fishing industry.</li> </ul>
<b>CMM 2009-03 [Swordfish], Para 8</b>	<p>* NA</p> <ul style="list-style-type: none"> <li>• Tokelau is not a flag state. Tokelau does not authorize vessels to fish on the High Seas. Tokelau does not charter Foreign Fishing Vessels.</li> <li>• The Tokelau EEZ is geographically situated between approximately 6 and 11 degrees South of latitude and between 167 and 176 degrees West of longitude and is therefore outside the area of application.</li> </ul>

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<sup>1</sup> Reporting requirements requested by CMMs and decisions by the Commission, as of WCPFC13 (Dec 2016)

	<ul style="list-style-type: none"> <li>• Tokelau does not have a domestic commercial fishing industry.</li> </ul>
<b>CMM 2009-06</b> <b>[Transshipment],</b> <b>Para 11</b> <b>(ANNEX II)</b>	<p>*NA</p> <ul style="list-style-type: none"> <li>• Tokelau is not a flag state. Tokelau does not authorize vessels to fish on the High Seas. Tokelau does not charter Foreign Fishing Vessels.</li> <li>• Tokelau has no ports and is therefore not a Port State.</li> <li>• While transshipments in the EEZ is permitted by law in certain circumstances, as a matter of policy Tokelau does not currently allow transshipments to occur in its EEZ, Territorial Sea or Internal Waters.</li> </ul> <p>** Tokelau did not approve nor authorise any transshipment activity in her waters in 2016.</p>
<b>CMM 2010-07</b> <b>[Sharks], Para 4</b>	<p>*NA</p> <ul style="list-style-type: none"> <li>• Tokelau is not a flag state. Tokelau does not authorize vessels to fish on the High Seas. Tokelau does not charter Foreign Fishing Vessels.</li> <li>• Tokelau does not have a domestic commercial fishing industry.</li> </ul>
<b>CMM 2011-03</b> <b>[Impact of PS</b> <b>fishing on</b> <b>cetaceans], Para</b> <b>4</b>	<p>*NA</p> <ul style="list-style-type: none"> <li>• Tokelau is not a flag state. Tokelau does not authorize vessels to fish on the High Seas. Tokelau does not charter Foreign Fishing Vessels.</li> <li>• Tokelau does not have a domestic commercial fishing industry.</li> </ul> <p>** No interactions with cetaceans were reported to or by Tokelau in 2016.</p>
<b>CMM 2011-04</b> <b>[Oceanic</b> <b>whitetip sharks],</b> <b>Para 3</b>	<p>*NA</p> <ul style="list-style-type: none"> <li>• Tokelau is not a flag state. Tokelau does not authorize vessels to fish on the High Seas. Tokelau does not charter Foreign Fishing Vessels.</li> <li>• Tokelau does not have a domestic commercial fishing industry</li> </ul> <p>**No interactions with oceanic white tip sharks were reported to or by Tokelau in 2016.</p>
<b>CMM 2012-04</b> <b>[Whale sharks],</b> <b>Para 06</b>	<p>*NA</p> <ul style="list-style-type: none"> <li>• Tokelau is not a flag state. Tokelau does not authorize vessels to fish on the High Seas. Tokelau does not charter Foreign Fishing Vessels.</li> <li>• Tokelau does not have a domestic commercial fishing industry.</li> </ul>

	<p>**No interactions with whale sharks were reported to or by Tokelau in 2016.</p>
<p><b>CMM 2012-07</b>  <b>[Seabirds], Para 9</b>  <i>Applies until 1 Jan 2017 (see CMM 2015-03 below)</i></p>	<p>*NA</p> <ul style="list-style-type: none"> <li>• Tokelau is not a flag state. Tokelau does not authorize vessels to fish on the High Seas. Tokelau does not charter Foreign Fishing Vessels.</li> <li>• Tokelau does not have a domestic commercial fishing industry</li> </ul> <p>** No interactions with seabirds were reported to or by Tokelau in 2016.</p>
<p><b>CMM 2013-08</b>  <b>[Silky sharks], Para 3</b></p>	<p>*NA</p> <ul style="list-style-type: none"> <li>• Tokelau is not a flag state. Tokelau does not authorize vessels to fish on the High Seas. Tokelau does not charter Foreign Fishing Vessels.</li> <li>• Tokelau does not have a domestic commercial fishing industry</li> </ul> <p>**No interactions with oceanic silky sharks were reported to or by Tokelau in 2016.</p>
<p><b>Observer coverage (WCPFC 11 decision – para 484(b))</b></p>	<p>*NA</p> <ul style="list-style-type: none"> <li>• Tokelau is not a flag state. Tokelau does not authorize vessels to fish on the High Seas. Tokelau does not charter Foreign Fishing Vessels.</li> <li>• Tokelau does not have a domestic commercial fishing industry.</li> </ul> <p>** Tokelau does not have a National Observer Programme.  *** Tokelau has very limited fisheries scientific, management or MCS capability. However New Zealand, FFA, SPC, TVM and PNAO provide fisheries services to support Tokelau meet its fisheries obligations.</p>
<p><b>CMM 2015-02</b>  <b>[South Pacific Albacore] Para 4</b></p>	<p>*NA</p> <ul style="list-style-type: none"> <li>• Tokelau is not a flag state. Tokelau does not authorize vessels to fish on the High Seas. Tokelau does not charter Foreign Fishing Vessels.</li> <li>• The Tokelau EEZ is geographically situated between approximately 6 and 11 degrees South of latitude and between 167 and 176 degrees West of longitude and is therefore outside the area of application.</li> <li>• Tokelau does not have a domestic commercial fishing industry.</li> </ul>