

Phil Appleyard
President
NZ Sport Fishing Council
PO Box 207-012
Hunua 2254
secretary@nzsportfishing.org.nz



Inshore Fisheries Management
Ministry for Primary Industries
PO Box 2526
Wellington 6011
FMSubmissions@mpi.govt.nz

9 July 2016

NZ Sport Fishing Council submission on the review of management controls for the Jack mackerel 3 fishery (JMA3) for 1 October 2016

Submission: Conditional support for MPI Option 2.

Recommendations

1. The Minister decreases the Total Allowable Catch to cover the existing use, as follows:
 - a. Decrease the Total Allowable Catch (TAC) from 18,000 tonnes to 9,000 tonnes on the condition that the process is started to make Chilean jack mackerel a separate quota species;
 - b. Decrease the Total Allowable Commercial Catch (TACC) from 18,000 tonnes to 8,780 tonnes;
 - c. Establish the allowance for Maori customary non-commercial interests at 20 tonnes;
 - d. Establish the allowance for recreational interests at 20 tonnes; and
 - e. Establish an allowance for other sources of fishing related mortality at 180 tonnes.
2. The Minister acknowledges that:
 - a. There have been significant declines in abundance of Chilean jack mackerel in New Zealand and the South Pacific Ocean in the last 15 years;
 - b. New Zealand jack mackerel are now under pressure in some areas;
 - c. The stipulation made when the TAC was increase in the 1990s was that catches above the original TACs be accounted for by increases in Chilean jack mackerel only;
 - d. Having an invasive species with highly variable catch in the JMA mixed species TAC makes stock assessment and management nearly impossible.
 - e. The best longer term solution is to split Chilean jack mackerel out of the JMA TAC to allow better management the New Zealand species.
3. MPI work with stakeholders in the JMA fisheries to develop an appropriate catch splitting or monitoring scheme to provide reliable estimates of the jack mackerel species proportions.

NZ Sport Fishing Council - LEGASEA

4. The New Zealand Sport Fishing Council and our outreach LegaSea (the submitters) appreciate the opportunity to submit on the review of management controls for Jack mackerel 3. The Ministry for Primary Industries (MPI) released their Discussion Paper on 10 June 2016 with submissions due by 11 July. Any changes will apply from 1 October 2016.

5. The NZ Sport Fishing Council is a national sports organisation with over 32,000 affiliated members from 57 clubs nationwide. The Council has initiated LegaSea to generate widespread awareness and support for the need to restore abundance in our inshore marine environment. Also, to broaden NZSFC involvement in marine management advocacy, research, education and alignment on behalf of our members and LegaSea supporters. www.legasea.co.nz
6. The submitters are committed to ensuring that sustainability measures and environmental management controls are designed and implemented to achieve the Purpose and Principles of the Fisheries Act 1996, including “maintaining the potential of fisheries resources to meet the reasonably foreseeable needs of future generations...” [s8(2)(a) Fisheries Act 1996]
7. The submitters continue to object to the Ministry’s tight, 21 working day consultation timetable. In our view this timeframe does not allow for adequate consultation on the 10 fish stocks reviewed this year, it is particularly offensive for non-commercial organisations such as ours that need to consult with a range of interests and volunteers. This is unacceptable consultation and, in our opinion most likely unlawful as per ss 12 and 13 of the Fisheries Act and as judged by the Court of Appeal¹.
8. NZSFC representatives are available to discuss this submission in more detail if required. We look forward to positive outcomes from this review and would like to be kept informed of future developments. Our contact is Dave Lockwood, secretary@nzsportfishing.org.nz.

Jack mackerel

9. New Zealand has three jack mackerel species that are managed as a species complex. Until the mid-1980s only two jack mackerel species had been reported in New Zealand waters. The third species (*Trachurus murphyi*, also called “Chilean” or “redtail” jack mackerel) was first positively identified in 1986 and was found around New Zealand in large schools in the early 1990s. The abundance of the Chilean jack mackerel has declined and research trawl data suggested that yellowtail jack mackerel (*Trachurus novaezelandiae*) is part of an inshore assemblage that prefers shallow northern waters (centred on about 60 m depth and latitude about 38.7° S). All three species overlap spatially, but the horse mackerel (*Trachurus declivis*) is part of a deeper assemblage around central New Zealand (centred on about 130 m and about 40.1° S), and *T. murphyi* occurs deeper still and further south (centred on about 220 m and about 44.7° S)

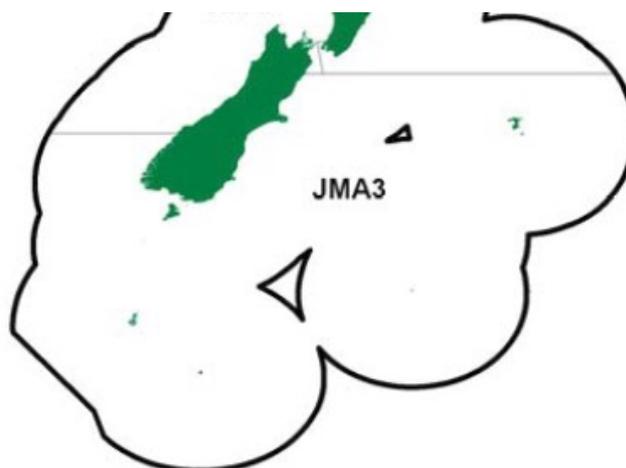


Figure 1: Jack mackerel 3 Quota Management Area

¹ International Airport Ltd and Air New Zealand (CA 23/92, 73/92[1993] 1 NZLR 671).

Jack mackerel management

10. MPI is reviewing the Total Allowable Catch (TAC), Total Allowable Commercial Catch (TACC) and allowances for Jack mackerel 3 (JMA3). The TACC was increased from 2,700 t to 18,000 t in the early 1990s on the proviso that catches in JMA 1 and JMA 3 above the original TACs (5970 t and 2700 t, respectively) be accounted for by increases in Chilean jack mackerel only. This was seen as a method of managing jack mackerel independently of the other two species. This approach was introduced as a means of maintaining stocks of the endemic species while allowing exploitation of increased stocks of Chilean jack mackerel resulting from its invasion.
11. As a requirement of the increased TACCs introduced in 1994–95, improvements to jack mackerel catch monitoring were made in order to provide adequate data for quantifying the catch by species and their relative abundance in JMA 1 and JMA 3.
12. The wider South Pacific stock of Chilean jack mackerel is managed by the South Pacific Regional Fisheries Management Organisation (SPRFMO). A stock assessment for Chilean jack mackerel of the South Eastern Pacific Ocean was carried out on behalf of SPRFMO using data up to 2013. The assessment indicated that biomass of Chilean jack mackerel in 2013 was 14% B₀, after reaching a low of 5% B₀ in 2010.
13. Little is known of the movement or stock structure of Chilean jack mackerel in the Western Pacific or New Zealand. It is not possible to do a stock assessment on the portion of the stock that is in the New Zealand EEZ. Of more concern is that without good information on the catch, by species, that is landed under the JMA code it makes a stock assessment of the New Zealand jack mackerel impossible.
14. The original, agreed-to stipulation that the increased TACC would only be for catch of JMA Chilean jack mackerel has not been adhered to. The best long term solution is to split the JMA TAC between the New Zealand species and the invasive Chilean species.
15. The proposed options for the management of JMA3 in 2016/17 follows –

Table 1. Proposed TACs, TACCs and allowances for JMA 3 (all values in tonnes)

Option	TAC	TACC	Allowances		
			Customary Māori	Recreational	Other sources of fishing-related mortality
Current Settings	-	18,000	-	-	-
Option 1	18,000	17,610	20	20	350
Option 2	9,000	8,780	20	20	180
Option 3	7,500	7,310	20	20	150
Option 4	6,000	5,840	20	20	120

Future management

16. Option 2 is a reasonable management response to the reduced abundance of Chilean jack mackerel in New Zealand and the South Pacific Ocean, and would allow headroom for a split of the TAC. This would need to be consulted on and may need the agreement of quota holders. The starting point for discussions would be a TAC of 2,700 t for the New Zealand species, as it was before, and 6,300 for the Chilean jack mackerel.
17. An essential component of having the split TAC will be the ability to either separate catch by species, or having an agreed catch sampling protocol that fishers and observers can use to get an unbiased estimate of the species proportions. For example, blue mackerel is a separate quota species caught in the jack mackerel fishery and this catch has to be recorded separately.

Recreational interests

18. While the amateur harvest of jack mackerel is not large in JMA3 there has been concern expressed by clubs and LegaSea supporters about the crucial role this species plays in the food web. In southern waters where pilchard and anchovy are less common, jack mackerel provide that critical link in the food chain between plankton and larger predators.
19. This issue has also been raised by many of our member clubs in the Bay of Plenty where intensive purse seine effort is focused on schools of the yellowtail jack mackerel (*T. novaezelandiae*) in winter and spring. This mainly inshore species is getting hammered and the average size has reduced in recent years. There is concern about the decline in this stock affecting feeding and breeding success of seabirds, marine mammals, and fish stocks in the western Bay of Plenty in particular.
20. The 4,030 t increase in the JMA1 TAC specifically for Chilean jack mackerel is now being caught every year. In 2014/15 95% of jack mackerel catch by purse seine vessels was yellowtail jack mackerel and just 2% was Chilean jack mackerel. This is another stock that needs the TAC split to make it clear what species is being managed and caught.

Customary interests

21. Maori customary fishers may also find that jack mackerel is once again available for purposes of manaakitanga, and an increase in the allowance for customary fishers to 20 t is warranted.

Other mortality

22. The allowance of other sources of fishing mortality needs to be set at the best estimate of what it will be. MPI estimates of 180 t may be adequate but this tonnage does not seem to be based on any data or analysis. In high volume, low value fisheries waste can be an issue particularly when the target species is a higher value.