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Northwest Atlantic Fisheries Organization



Report of the Standing Committee on
International Control (STACTIC)

Special Meeting
30 August - 01 September 1994
Dartmouth, N.S., Canada

NAFO
Dartmouth, N.S., Canada
1994

Members of the Fisheries Commission:

Bulgaria
Canada
Cuba
Denmark (in respect of the Faroe Islands and Greenland)
Estonia
European Union (EU)
Iceland
Japan
Latvia
Lithuania
Norway
Poland
Russian Federation

Northwest Atlantic Fisheries Organization



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Special Meeting
30 August - 01 September 1994
Dartmouth, N.S., Canada.

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A handwritten signature in black ink, appearing to read 'D. Brock', written over a horizontal line.

D. Brock
Chairman
September, 1994

Report of the Standing Committee on International Control (STACTIC)

**Special Meeting
30 August - 01 September 1994
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Report of the Special Meeting of the Standing Committee on International Control (STACTIC)	5
1. Opening Procedures	5
2. Appointment of Rapporteur	5
3. Adoption of Agenda	5
4. Reports by Contracting Parties on the Observer Scheme Pilot Project	5
5. Assessment of the Effectiveness and Cost of the Scheme	7
6. Evaluation of Administrative and Operational Problems Associated with the Scheme	8
7. Recommendations to the Fisheries Commission on the Appropriateness of Including a Scheme in the NAFO Conservation and Enforcement Measures	8
8. Recommendations on the Necessary Elements of any Future Program Including Advice on Specific Fisheries to be Targeted	9
9. Adoption of Report	9
10. Other Business	9
11. Adjournment	9
Annex 1. List of Participants	10
Annex 2. Agenda	11
Annex 3. Consolidated Table of Reports by Contracting Parties on Observer Coverage	12
Annex 4. Consolidated Table of Reports on Provisional Costs and Observer Coverage for 1993-1994	18
Annex 5. Canadian Proposal - Part VI - NAFO Observer Scheme	19

Report of Standing Committee on International Control (STACTIC)

30 August - 01 September 1994
Dartmouth, Nova Scotia

1. Opening Procedures

The meeting was called to order by the Chairman, D. Brock (Canada) on August 30 at 1015 hours. He welcomed all delegates to the STACTIC Special Meeting tasked by the Fisheries Commission at its special meeting in Brussels in February 1994 (FC Doc. 94/4, item 2, p.9). Representatives from the following Contracting Parties were present: Canada, Denmark (in respect of Greenland), the European Union (EU), Japan, Norway, and Russia. (Annex 1)

2. Appointment of Rapporteur

Mr. L. Strowbridge (Canada) was appointed Rapporteur.

3. Adoption of Agenda

The provisional agenda was adopted. (Annex 2)

4. Reports by Contracting Parties on the Observer Scheme Pilot Project

The Chair recalled the terms of reference from the Fisheries Commission (FC Doc. 94/2) and referred to several Working Papers prepared by Contracting Parties to the meeting asking each delegation to present their reports. All reports are summarized in one FC Doc. 94/6 and consolidated in Annexes 3 and 4 of this STACTIC Report.

4.1 The Canadian representative summarized the contents of its report.

Total Canadian fishing effort in the NAFO Regulatory Area during the January 1, 1993 - June 30, 1994 period was 874 days; 689 of which were in the 3M shrimp fishery. Observer coverage for the 3M shrimp fishery was maintained at 100% while coverage on groundfish fisheries was 11% or 20 days. No apparent infringements were reported. Total observer effort in the area through all period was 709 observer days. (Annex 3)

The cost of deployments for 1993 and 1994 was approximately \$256,000; exclusive of \$37,000 for program administration. (Annex 4)

4.2 The representative of Denmark (for Greenland) referred to the summary provided at the February STACTIC meeting (FC Doc. 94/3) for only vessels of the Faroe Islands with 1337 fishing days and 80 observer days.

The vessels of Greenland started its shrimp fishery in the Regulatory Area in 1994. Their fishing effort to the end of July was approximately 420 fishing days and observer coverage approximately 70 days.

Total Danish (Faroese and Greenland) fishing effort in the NAFO Regulatory Area during the January 1, 1993 - July 31, 1994 period was approximately 1757 days; primarily in the 3M shrimp fishery.

Observer coverage for the 3M shrimp fishery was 8.5% or 150 days during 1993-94, and approximately 16% in 1994. No apparent infringements were reported.

The cost of deployments was approximately \$57,000; exclusive of \$12,000 for program administration.

4.3 The Norwegian representative summarized the contents of its report.

Total Norwegian fishing effort in the NAFO Regulatory Area during the January 1, 1994 - August 15, 1994 period was 1275 days; primarily in the 3M shrimp fishery. Observer coverage was approximately 13% or 169 days. No apparent infringements were reported.

The cost of deployments was about \$105,000; exclusive of \$5,880 for program administration.

4.4 The European Union representative summarized the contents of its report.

European Union fisheries in the NAFO Regulatory Area during the January 1, 1993 - August 15, 1994 period included Greenland halibut, cod, mixed flatfish, and prawns. Observer coverage on these fisheries was 845 days. Seventeen (17) apparent infringements were reported. The majority of the apparent infringements were confined to 3 of the 19 vessels who had observers on board.

The cost of deployments was \$310,000; exclusive of \$27,000 for program administration.

4.5 The Russian representative summarized the contents of its report for 1994 informing that total Russian fishing effort in the NAFO Regulatory Area during the January 1, 1994 - August 30, 1994 period was 487 days; comprised of 238 days in the 3M and 3N redfish fishery, 140 days in the 3M shrimp fishery, and 109 days in the 3L Greenland halibut fishery. He indicated that in 1993 the observer coverage was 32 days for 292 fishing days in redfish fishery.

The total observer coverage in 1993-1994 (August) was 76 days or 10.5%. No apparent infringements were reported.

The cost of deployment through 1993-94 was approximately overall \$37,696 Cdn exclusive of administration costs, which could be in the range of up to \$6,000 Cdn. These costs are provisional subject to further specifications.

5. Assessment of the Effectiveness and Cost of the Scheme

The objective of the pilot project observer scheme is to monitor compliance with the NAFO Conservation and Enforcement Measures.

Effectiveness

The Chair began discussions on this agenda item by seeking criteria that could be used to assess the effectiveness of the Pilot Project Observer Scheme. Coverage levels, apparent infringements, and comparisons with inspection vessel costs/results were identified as possible indicators of effectiveness.

During the 18-month period (January 1, 1993 - June 30, 1994) observers were deployed on Contracting Party vessels fishing groundfish in Divisions 3LMNO and shrimp in Division 3M. Measures to control the 3M shrimp fishery were not implemented by NAFO until November of 1993

Observers were deployed on fishing vessels for a total of 1950 days; 1165 of which were on the 3M shrimp fishery. No apparent infringements were reported by observers deployed on vessels fishing the 3M fishery. A total of 17 apparent infringements were reported by observers deployed on vessels fishing groundfish. However, the majority of the apparent infringements were confined to a small number of vessels. The types of infringements were:

<u>Type of Apparent Infringement</u>	<u>1993</u>	<u>1994 (to June 30)</u>
Illegal fishing gear or attachments		3 2
Reporting of catch/retention of undersized fish	7	3
Hail System		1 1
Total		11 6

Representatives agreed to provide a similar breakdown of apparent infringements detected by inspectors at STACTIC meetings scheduled during the annual NAFO meeting.

STACTIC concluded that the NAFO pilot project observer scheme, if continued, should complement the current NAFO enforcement program. The degree to which the representatives felt that the pilot project contributed to the enforcement program ranged from limited to significant. Some representatives expressed the view that observer deployments simply confirmed information reported by inspectors while others held the view that masters were deterred from committing apparent infringements by the presence of observers on board.

It was also noted that variations in the implementation of the pilot project (for example, the Canadian program provides for timely follow-up action by inspectors when observers report apparent infringement) may have had an impact on compliance levels.

STACTIC could not reach a conclusion on the effectiveness of the NAFO pilot project observer scheme.

Cost

The approximate total cost of the Pilot Project Observer Scheme was \$850,000 Cdn., including \$88,000 for program administration. A total of approximately 1950 observer sea days were obtained, at a cost of \$438 Cdn/day. (Annex 4)

6. Evaluation of Administrative and Operational Problems Associated with the Scheme

Representatives identified several administrative problems, such as difficulty recruiting and training qualified personnel. The deployment of observers under the pilot scheme resulted in a reduction of scientific observers for one Contracting Party.

Representatives also identified operational difficulties and significant costs associated with the deployment of observers. These difficulties and costs resulted from lengthy transit periods to the NAFO Regulatory Area or the scheduling of deployments to fishing vessels at sea. As well, representatives noted that it was sometimes difficult to determine in advance which vessels would be participating in NAFO fisheries.

General discussions followed on options available to reduce deployment costs, however, it was concluded that significant reductions could not be achieved.

Representatives also noted the reluctance of some masters to accept observers and the occasional difficulty obtaining safety certification when one additional individual is deployed on fishing vessels.

Representatives also discussed an optimum deployment period for observers, noting that current deployments of up to 100 days could affect work performance. Any reductions in the deployment period would significantly increase costs.

7. Recommendations to the Fisheries Commission on the Appropriateness of Including a Scheme in the NAFO Conservation and Enforcement Measures

Each representative presented views on the appropriateness of including an observer scheme in the NAFO Conservation and Enforcement measures.

Some representatives felt that the observer program was an appropriate means to ensure compliance with enforcement measures while other representatives felt that the appropriateness of an observer scheme must be evaluated in the context of the comprehensiveness of the current inspection scheme.

Discussions continued on this agenda item with references to earlier discussions on the effectiveness of the pilot project.

It was concluded that an observer scheme may be an appropriate means to deal with certain enforcement problems, however, other factors such as cost and alternate enforcement approaches should also be considered.

If the Fisheries Commission decides to continue the pilot project, such continuation should include specific criteria to evaluate the cost-effectiveness of the project.

8. Recommendations on the Necessary Elements of any Future Program Including Advice on Specific Fisheries to be Targeted

Canada referred to its proposal to incorporate an observer scheme into the Conservation and Enforcement Measures (Annex 5). This proposal includes enhanced reporting requirements and increased coverage levels.

Discussions continued on the general topics of coverage levels and the reporting of apparent infringements by observers.

With respect to NAFO observers reporting apparent infringements to enforcement authorities, STACTIC concluded that if the pilot project is continued and if the observer's role is modified, this reporting should be limited to a certain category of apparent infringements deemed to have significant conservation implications.

With respect to targeting of observer coverage, STACTIC concluded that the Fisheries Commission, based on advice from the Scientific Council on the status of stocks and STACTIC on enforcement issues, should establish appropriate coverage levels for particular fisheries. Some Contracting Parties indicated a preference to maintaining the current coverage levels while one Contracting Party suggested raising it to 20%.

9. Adoption of Report

The report was reviewed and adopted by STACTIC.

10. Other Business

There was no other items for discussion.

11. Adjournment

The meeting adjourned at 1430 on September 1, 1994.

Annex 1. List of Participants

CANADA

Head of Delegation

- C. J. Allen, Resource Allocation Br., Dept. of Fisheries and Oceans, 200 Kent St., Ottawa, Ontario K1A 0E6
 D. Brock, Dept. of Fisheries and Oceans, 200 Kent St., Ottawa, Ontario K1A 0E6
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 G. R. Traverse, Resource Mgmt. Br., Dept. of Fisheries and Oceans, P. O. Box 5667, St. John's, Newfoundland A1C 5X1

DENMARK (GREENLAND)

Head of Delegation

- T. Pedersen, Fiskerilicenskontrollen, P. O. Box 501, 3900 Nuuk, Greenland

EUROPEAN UNION (EU)

Head of Delegation

- P. A. Curran, Directorate General of Fisheries, Commission of the European Union, Rue Joseph II 99, Office 7/7, B-1049 Brussels, Belgium
 D. Dunkley, Directorate General of Fisheries, Commission of the European Union, Rue Joseph II 99, Office 7/24, B-1049 Brussels, Belgium
 V. Cody, Council of the European Union, 170 Rue de la Loi, B-1048 Brussels, Belgium
 B. Buch, Danish Permanent Representation to the EU, Rue D'Arlon 73, B-1040 Brussels, Belgium
 P. Peronne, Ministere Agriculture et Peche, Direction des Peches Maritimes, 3, Place de Fontenoy, 75700 Paris, France
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 A. Fernandez, Secretaria General Pesca Maritima, c/ Ortega y Gasset 57, 28006 Madrid, Spain

JAPAN

Head of Delegation

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NORWAY

Head of Delegation

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 R. Blikshavn, Directorate of Fisheries, P. O. Box 185, 5002 Bergen, Norway

RUSSIA

Head of Delegation

- Y. Videneev, Representative of the Russian Federation in Canada on Fisheries, Welsford Place, Suite 2202, 2074 Robie St., Halifax, Nova Scotia B3K 5L3

NAFO Secretariat

- L. I. Chepel, Executive Secretary
 B. J. Cruikshank, Senior Secretary

Annex 2. Agenda

1. Opening by the Chairman, D. N. Brock (Canada)
2. Appointment of Rapporteur
3. Adoption of Agenda
4. Reports by Contracting Parties on the Observer Scheme Pilot Project
5. Assessment of the effectiveness and cost of the Scheme
6. Evaluation of administrative and operational problems associated with the Scheme
7. Recommendations to the Fisheries Commission on the appropriateness of including the Scheme in the NAFO Conservation and Enforcement Measures
8. Recommendations on the necessary elements of any future program including advice on specific fisheries to be targeted
9. Adoption of Report
10. Other matters
11. Adjournment

**Annex 3. Consolidated Table of Reports by Contracting Parties
on Observer Coverage at the Special STACTIC Meeting
during 30 August - 01 September 1994**

CANADA

1993/1994

Atlantic halibut fishery

MONTH	3L	3M	3N	3O	OBSERVER DAYS
April			11/-		11

American plaice fishery

MONTH	3L	3M	3N	3O	OBSERVER DAYS
September			1/-		1

Witch flounder fishery

MONTH	3L	3M	3N	3O	OBSERVER DAYS
November				8/-	8

Shrimp fishery

MONTH	3L	3M	3N	3O	OBSERVER DAYS
April		1/10			1/10
May		73/100			73/100
June		240/126			240/126
July		139/-			139/-
TOTAL		453/236			453/236

Grand Total: 709

DENMARK (in respect of Faroe Islands and Greenland)

1993*/1994*

Shrimp fishery

MONTH	3L	3M	3N	3O	OBSERVER DAYS
April		-/1			
May		40/31			
June		40/30			
July		-/8			
August					
September					
TOTAL		80/70			80/70

*1993 - For Faroese vessels (80)

*1994 - For Greenlandic vessels (70)

Grand Total: 150

EUROPEAN UNION

1993/1994

Salted cod fishery

MONTH	3L	3M	3N	3O	OBSERVER DAYS
FEBRUARY		-/9	-/-	-/1	-/9
MARCH		-/22	-/5	-/-	-/27*
APRIL	0/-	10/26	1/2	0/1	11/29*
MAY	35/-	32/7	19/2	7/-	93/9
JUNE	0/-	43/-	30/-	11/-	84/-
JULY	0/-	0/-	2/-	0/-	2/-
TOTAL	35/-	85/64	52/9	18/1	190/74

* Visits to the port of St. Pierre.

EUROPEAN UNION (continued)

Mixed Flatfish fishery

1993 only

MONTH	3L	3M	3N	3O	OBSERVER DAYS
MAY	4	1	6	1	12
JUNE	11	0	3	8	22
JULY	10	16	1	0	27
TOTAL	25	17	10	9	61

Greenland halibut fishery

1993/1994

MONTH	3L	3M	3N	3O	OBSERVER DAYS
MARCH	0/2	0/1	0/0	0/0	0/3
APRIL	0/8	0/27	0/21	0/0	0/56
MAY	0/0	0/31	0/56	0/0	0/87
JUNE	0/0	0/13	0/31	0/0	0/44
JULY	5/0	3/0	24/6	0/0	32/6
AUGUST	0/-	0/-	62/-	0/-	62/-
SEPTEMBER	0/-	0/-	26/-	0/-	26/-
OCTOBER	2/-	0/-	0/-	0/-	2/-
NOVEMBER	19/-	11/-	0/-	0/-	30/-
DECEMBER	12/-	4/-	0/-	0/-	16/-
TOTAL	38/10	18/72	112/114	0/0	168/196

EUROPEAN UNION (continued)

Prawn Fishery

1993/1994

MONTH	3L	3M	3N	3O	OBSERVER DAYS
JULY		0/46			0/46
AUGUST		0/50			0/50
SEPTEMBER		15/0			15/0
OCTOBER		31/0			31/0
NOVEMBER		15/0			15/0
TOTAL		61/96			61/96

Summary of

Presence of Observers by NAFO Division and by Month

1993/1994

MONTH	3L	3M	3N	3O	OBSERVER DAYS
FEBRUARY	0/0	0/9	0/0	0/0	9/0
MARCH	0/2	0/23	0/5	0/0	30/0
APRIL	0/8	10/53	1/23	0/0	11/84
MAY	39/0	33/38	25/58	8/0	105/96
JUNE	11/0	43/13	33/31	19/0	106/44
JULY	15/0	19/46	27/6	0/0	61/52
AUGUST	0/0	0/50	62/0	0/0	62/50
SEPTEMBER	0/-	15/-	26/-	0/-	41/-
OCTOBER	2/-	31/-	0/-	0/-	33/-
NOVEMBER	19/-	26/-	0/-	0/-	45/-
DECEMBER	12/-	4/-	0/-	0/-	16/-
TOTAL	98/10	181/232	174/123	27/0	480/365

Grand Total: 845

EUROPEAN UNION (continued)

Number of incidents of apparent infringements reported by type

TYPE OF APPARENT INFRINGEMENT	1993	1994
Illegal mesh size		1 (1)
Illegal attachments		
- Top-side chafers	1	0
- Strengthening ropes	1	1
- Chafers	1	0
Catches		
- Underdeclaration	1	1 (2)
- Fishing zone not changed	2	0
- Undersized fish processed	3	0
- Misreporting catch	1	2
Communications		
- Hail System	1	1
TOTAL	11	6

(1) Illegal mesh size 116mm over a period of 10 days.

(2) Discrepancies $\leq 20\%$.

NORWAY

1994 only

Shrimp fishery

MONTH	3L	3M	3N	3O	OBSERVER DAYS
March		11			11
April		30			30
May		28			28
June		32			32
July		58			58
August		10			10
TOTAL		169			169

RUSSIA

1993/1994

Redfish fishery

MONTH	3L	3M	3N	3O	OBSERVER DAYS
May					
June					
July		*-/18	-/2		
August		*-/24			
September					
October					
TOTAL		32/42	-/2		32/44

* no specification

Annex 4. Consolidated Table of Reports on Provisional Costs and Observer Coverage for 1993-1994

(For those Contracting Parties whose fishing presence exceeded
300 days in the NAFO Regulatory Area)

Fishery	Canada	Denmark (Faroes/Greenland)	EU	Norway (1994 only)	Russia	Total	%
a) <u>Observer days</u>							
Cod fishery			264			264	13.6
Redfish fishery					76	76	3.9
Mixed flatfish fishery	9		61			70	3.6
G. halibut fishery			363			363	18.6
Shrimp fishery	689	80/70	157	169		1165	59.8
A. halibut fishery	11					11	0.5
TOTAL	709	80/70	845	169	76	1949	100
b) <u>No. of apparent infringements</u>							
	nil	nil	11*/6*	nil	nil	11*/6*	
c) <u>Costs of:</u>							
per sea day ¹	413.	461.	399.	657.	575.	438.	
overall ²	256,220	57,150	310,000	105,209	37,696	766,275	100
administration	37,000	12,000	27,125	5,880	6,000	88,005	11.5 (to overall)

* 1993/1994

¹ includes overall + administration

² excluding administration costs

Annex 5. Canadian Proposal

PART VI - NAFO OBSERVER SCHEME

1. (i) All Contracting Parties that anticipate their fishing operations to exceed ____ days on ground in the Regulatory Area during any calendar year, will deploy on their vessels trained observers from their own jurisdiction, and from other NAFO Contracting Parties, to monitor and report on compliance with the provisions of the Conservation and Enforcement Measures in accordance with criteria agreed by STACTIC and approved by the Fisheries Commission.
- (ii) The appropriate authorities of the Contracting Parties shall notify the Executive Secretary by November 01 of each year, the names of the observers they will appoint under the Scheme. Modifications by Contracting Parties to such notifications shall be communicated to the Executive Secretary with one month notice whenever possible.
- (iii) Upon receipt of the notification of assignment to the Scheme from a Contracting Party, the Executive Secretary shall issue a document of identity, as shown in Annex __ (to be developed), to the respective authority of each observer of that Party. This document shall be numbered. Each observer shall carry and produce this document of identity upon commencement of any deployment or when requested by an inspector.

 NOTE: Section 2 has two options for discussion

OPTION 1

2. Contracting Parties that are participating in the Scheme as outlined in paragraph 1(i) above shall:
 - (i) deploy the observers assigned to their vessels appropriately to ensure that a minimum of (x) percent of the Contracting Party's total estimated days on ground for the calendar year are subject to observation across as many fisheries in the NAFO Regulatory Area as possible;
 - (ii) allow for deployment on their vessels of observers appointed by other Contracting Parties for a minimum of (x) percent of the days on ground for which observers must be provided under (i) above;
 - (iii) on receipt of an offer from another Contracting Party to provide observers under (ii) above, arrange as soon as possible, a meeting between officials of the two Parties to develop the necessary modalities so that the requesting Party's observers can be deployed on the vessels of the other Party for a reasonable period during the relevant fishing season;
 - (iv) ensure observers are deployed in a manner that ensures an optimum coverage level on a fishery by fishery basis;
 - (v) pay all costs associated with the observers they appoint.

OPTION 2

2. (i) Contracting Parties that are participating in the Scheme as outlined in paragraph 1 (i) above shall make available to the Executive Secretary the number of observers required to cover (x) percent of the Contracting Party's total estimated days on ground for the calendar year. Other Contracting Parties may also voluntarily assign observers to the scheme.
 - (ii) The Executive Secretary shall deploy observers in a manner that ensures an optimum coverage level on a fishery by fishery basis.
 - (iii) Contracting Parties with an inspection presence in the area will assist the Executive Secretary in deploying observers to and from the fishing grounds if possible.
-
3. (i) Observers under this Scheme shall record and report on the fishing activities of the vessel observed and will specifically:
 - (a) verify the position of the vessel when engaged in fishing;
 - (b) observe and estimate catches taken with a view to identifying catch composition, and monitor discarding, by-catches and the taking of undersized species;
 - (c) record the gear, mesh sizes and attachments to the nets being used;
 - (d) verify entries made to the logbook as required by the Conservation and Enforcement Measures;
 - (e) collect catch and effort data on a set by set basis, including location (latitude/longitude), depth of net, time net on bottom, catch composition and discards.
 - (ii) If so decided by the Party that appoints the observer, the observer can also collect biological samples/data in accordance with a biological sampling protocol defined by the Scientific Council and approved by the Fisheries Commission.
 - (iii) Within 30 days following completion of an observer's assignment on a vessel, the observer shall report on the activities of the vessel to the competent authorities of the vessel in a format outlined in Annex ___ (to be developed). A copy of the report will be provided by these authorities to the to the NAFO Executive Secretary within 30 days following receipt of the report. The Executive Secretary shall provide copies of any reports received to any requesting Contracting Party.

- (iv) When an apparent infringement is identified by an observer, the observer shall report it to the competent authorities of the Contracting Party of the vessel within 24 hours using a code established before the observer boards the vessel. These authorities shall ensure that the vessel is inspected on the fishing grounds as soon as possible. If an inspection is not possible within 24 hours of receipt of this report, the assistance of other Contracting Parties with an inspection presence in the Regulatory Area shall be requested.
 - (v) During at sea inspections, observers shall, in private discussions, bring to the attention of inspectors assigned pursuant to Part IV.1 of these Measures any apparent infringement observed during the current deployment.
- 4.
- (i) The master of each vessel that carries an observer under this Scheme shall ensure that the name of the observer and the duration of his/her deployment is included as part of the message required to be sent under Part III.E of the Conservation and Enforcement Measures.
 - (ii) If an observer is placed on board a vessel after it has already entered the Regulatory Area, the Contracting Party deploying the observer shall notify the NAFO Executive Secretary within 24 hours of the name of the observers and the duration of the observer's deployment.
 - (iii) When a vessel departs the Regulatory Area with an observer on board, the Executive Secretary shall be so notified by the master of the vessel. If an observer's duties are concluded while the vessel remains in the Regulatory Area, the Executive Secretary shall be notified by the vessel master within 24 hours of the observer's departure from the vessel.
5. The master of a vessel on which an observer has been deployed shall assist the observer, wherever practicable, in the completion of his/her duties. The assistance shall include transmission by radio of messages provided by an observer.
6. The appropriate authorities of Contracting Parties that place observers under the Scheme shall annually prepare an analysis of their observer reports. These reports shall be forwarded to the Executive Secretary by March 01 of the following year for consideration at the annual STACTIC meeting.