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ANNUAL MEETING - JUNE 1968

Report of the First Meeting of the Standing Committee on Regulatory Measures
London, 30 January-1 February 1968



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Distribution

Meeting Participants (Appendix A)*
Commission Chairman
Commission Vice-Chairman
Panel Chairmen
Chairman, Research & Statistics
" Finance & Administration
" Regulatory Measures
" Assessments Subcommittee
Commissioners
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Members of Steering & Publications Subcommittee

The attached Report of the First Meeting of the Standing Committee on Regulatory Measures will be re-circulated at the time of the Eighteenth Annual Meeting as Commissioners' Document 68/6.

*2 copies to Heads of Delegations



Serial No. 1978
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P.O. Box 638
Dartmouth, N.S., Canada

8 February 1968

Report of the First Meeting of the Standing Committee on Regulatory Measures
London, 30 January-1 February 1968

1. Time and Place of Meeting

The First Meeting of the ICNAF Standing Committee on Regulatory Measures was held in Great Westminster House, London, from 30 January to 1 February 1968 through the kindness of the Ministry of Agriculture, Fisheries and Food.

2. Delegations

Representatives of 13 member countries, with advisers and experts, and observers from FAO, were present. A list of participants is at Appendix A.

3. Welcome and Meeting Arrangements

Mr J. Graham, Fisheries Secretary in the Ministry of Agriculture, Fisheries and Food, welcomed those present on behalf of Her Majesty's Government and expressed the hope that the meeting would be fruitful. The arrangements for the meeting were explained by the Executive Secretary.

4. Election of Chairman and Rapporteur

Mr Graham (UK) was elected Chairman of the Committee and the Executive Secretary was appointed Rapporteur.

5. Adoption of Agenda

After a short discussion, a Provisional Agenda, which had been circulated by the Executive Secretary, was adopted with modifications in Items 7, 8 and 9, and the transposition of Items 6 and 7 and of 9(a) and 9(b). The Agenda, as adopted, is at Appendix B.

6. Objectives in the Management of ICNAF Fisheries

In a general discussion of the objectives which should govern the Committee's work, several members said that measures directed at securing the maximum sustainable yield from the stocks were not by themselves sufficient to ensure the efficient management of the ICNAF fisheries. The objective should not be just the conservation of the stocks; more attention should be paid now to the economic gain that could be secured and more emphasis placed on the profitability of fishing and cost/benefit analyses. Other members thought that while the economic aspects of fishing were clearly important, the Committee's remit should be rather more narrowly confined and should continue to place primary emphasis on the maximum sustainable yield and the biological facts on which it was based which must continue to be the starting point for the regulation of the fisheries. In summing up the discussion, the Chairman said that there appeared to be no great diversity of view among the members and there was general agreement that the Committee should undertake a thorough examination of all aspects of the matter without, of course, any commitment of the Governments represented to the acceptance of the results which might emerge.

7. Terms of Reference for the Committee

It was noted that, in setting up the Standing Committee, the Commission had not prescribed its terms of reference but had indicated in broad terms the guidelines which should govern its work on the economic and administrative aspects of the problems of introducing regulatory measures and those of the R&S Committee on the related scientific aspects of these problems. The Committee had therefore

to formulate its own terms of reference to enable it to discharge the task entrusted to it. A formulation was circulated which directed attention to measures for the control of fishing effort and catch. After a short discussion in which it was emphasized that the Committee should not confine itself to any particular type of regulatory measure, it was agreed that the terms of reference should be as follows:

- (a) To consider possible measures for the regulation of fishing in relation to the stocks of fish, or of any particular species of fish in the ICNAF Area, or any part thereof;
- (b) to consider the economic and administrative problems involved in the application of such measures and, in consultation with the Research and Statistics Committee, the scientific and statistical information required for their solution, and
- (c) to make appropriate recommendations to the Commission

The Committee recommended

that the Commission should make appropriate amendments to the Rules of Procedure (No 16) to take account of the new Standing Committee and requested that the Executive Secretary prepare a suitable draft for consideration by the Commission

8 Problems in the Introduction and Application of Regulation of Fishing Intensity

It was generally agreed that fishing intensity could be regulated either by direct control of fishing effort or by catch limitation; and that support for either type of regulation might in some circumstances be derived from other measures such as closed areas or closed seasons

It was pointed out that the circulated papers and previous discussion in the Commission had shown that mesh regulation, by itself, was not sufficient and that regulation of fishing intensity was required. The previous studies also indicated that the practical problems involved would make the regulation of fishing intensity difficult. Accordingly it was proposed that, in the first place, the Committee should examine the problems likely to arise from measures directly controlling fishing effort and those controlling catch, each of which could take a number of forms depending on whether they applied generally to all species or to particular species or to the whole Convention Area or to part of it only. This examination might indicate which types of regulation might involve the least practical difficulty and at the same time what further advice might be required from the R&S Committee in order to minimize the practical difficulties or for the effective operation of the regulation

On the other hand, several members of the Committee thought that before the Committee became immersed in the study of detailed questions, it was necessary to have more information on the current situation of the fisheries in the ICNAF Area and the need for further regulation. It was noted that, while regulation of intensity of fishing might result in substantial economic gains, the gains in catch from the regulated stocks might be relatively small; it was felt therefore that the Committee should ask the R&S Committee for advice on the state of the various fish stocks, the yield that they could be expected to support and the extent to which fisheries for such stocks were conducted independently of other stocks. Several members of the Committee thought, moreover, that before new measures were considered it was necessary to see what effect the mesh regulations already recommended by the Commission but not yet in force would have. It was also stressed that the Convention did not permit the Commission to recommend measures for the control of fishing effort as such and that while it could propose a global catch limit it was unable to recommend catch quotas for individual member countries. Broad agreement was reached that the Committee should request further information from the R&S Committee

Many members of the Committee expressed the opinion that the problems involved in direct control of fishing effort were likely to be more intractable than those involved in catch limitation, more particularly because there were no generally accepted standard units for the measurement of effort. Although some members of the Committee expressed a contrary opinion, it was felt that the Committee should concentrate in the first place on the control of catch and that the

guidelines proposed by the United States delegation at the 1967 Annual Meeting of the Commission as amended below should form the basis of the request for information directed to the R&S Committee:

- 1) To elucidate the possibility of estimating the total annual catch so as to maintain the maximum sustainable yield, as a basis for regulating the total catch;
- 2) Research required to establish annual catch quotas;
- 3) Precision that can be achieved with available data, and effects of the errors in annual quotas on yield;
- 4) What are the magnitudes of the year-to-year adjustments in quotas necessary to take into account for each stock, year-class fluctuation, recovery of the stock due to conservation measures, errors in setting previous quotas, etc.
- 5) Timetable.

After further discussion, it was agreed that these amended guidelines should be supplemented by the following questions proposed by the Canadian member of the Committee:

- 1) Which stocks are agreed to be demonstrably fully exploited or over exploited (identified by species and ICNAF subareas or, where appropriate, divisions)? What sustainable yields (catch quotas) could these stocks support, and what would be the effect of effort restrictions in obtaining those yields?
- 2) Which of these stocks can be fished independently of other species?
- 3) What are the total yields of demersal species which could be supported by the stocks in each subarea? In which way would these total yields be affected by regulating the fisheries identified in 1)?
- 4) What additional information is required for the regulation of fishing intensity a) through limitations of effort, and b) through limitation of catch and what time is required to get it? What continuing study and year-to-year adjustment would be required for a) and for b)? Which method, a) or b), is preferable as regards effectiveness and work needed for continued study and year-to-year adjustment?

In further discussion of the practical difficulties, the Committee took the guidelines proposed by the United Kingdom delegation at the 1967 Annual Meeting of the Commission as a basis.

Many members of the Committee felt that a catch quota would not produce the maximum economic benefits unless the quota were allocated among member countries and unless there were appropriate reductions in inputs at the national level. Some members considered it essential that fishermen and the Commission as well as Governments should be assured that the enforcement of the restrictions was effective; and for this reason some members considered that countries should apply restrictions by tonnage or licensing rather than by national catch quotas alone.

It was also noted that the narrower the scope of any restrictions the greater the difficulties of enforcement would be, as there would be the temptation to mis-state areas of capture. From this point of view only, it was desirable that any restrictions of catch should apply to as large an area as possible.

As regards the allocation of quotas, it was recognized that it would be difficult to formulate principles on which this could be based. Many members felt that it was premature to express an opinion about these principles and that they would require much further consideration. In a preliminary discussion, however, some members mentioned that allocation would need to start from actual performance during some recent period but that other factors would have to be taken into account.

The Committee did not attempt to enumerate these in detail but factors mentioned included the position of fishermen who would not have easy access to alternative fishing grounds and the problem of providing for new members of the Commission and also non-member countries.

It was also suggested that these problems might be eased if the scheme could provide compensation for countries which undertook to abstain from particular fisheries.

It was recognized that any division of global quotas between countries might need to be subsequently changed to take account of new factors, but it was suggested that there should be some limitation on the extent of such changes from year to year. This would not, however, affect general adjustments of catch quotas to take account of changes in abundance due to natural fluctuation.

9. Future Work

The Committee agreed to meet again during the 1968 Annual Meeting of the Commission when it would give further consideration to the economic and practical problems set out in the guidelines mentioned above. It was felt that this discussion would be facilitated if the R&S Committee could provide a progress report on the matters referred to it in Section 8 above.

10. Approval of Report

The Committee approved this report for submission to the Commission.

Standing Committee on Regulatory Measures

Meeting Participants

London, 30 January-1 February 1968

Chairman: Mr J. Graham, Ministry of Agriculture, Fisheries and Food, London
Rapporteur: Mr L.R. Day, ICNAF

Canada

- * Dr A.W.H. Needler, Department of Fisheries, Ottawa
- Dr G.F.M. Smith, Fisheries Research Board of Canada, Ottawa
- Dr F.D. McCracken, Fisheries Research Board of Canada, St. Andrews

Denmark

- * Mr J. Hertoft, Ministry of Fisheries, Copenhagen
- Mr Sv. Aa. Horsted, Grønlands Fiskeriundersøgelser, Charlottenlund

France

- * Monsieur R. Lagarde, Ministère de la Marine Marchande, Paris
- Madame G. Rossignol, Ministère de la Marine Marchande, Paris

Germany, F.R.

- * Mr G. Möcklinghoff, Bundesministerium für Ernährung, Landwirtschaft und Forsten, Bonn
- Dr U. Schmidt, Bundesforschungsanstalt für Fischerei, Hamburg

Iceland

- * Dr J. Jónsson, Marine Research Institute, Reykjavik

Norway

- * Mr O. Lund, Directorate of Fisheries, Bergen
- Mr P.L. Mietle, Directorate of Fisheries, Bergen
- Mr E. Kvammen, Ministry of Fisheries, Oslo
- Mr S. Rempøy, Norwegian Embassy, London

Poland

- * Dr F. Chrzan, Sea Fisheries Institute, Gdynia
- Mr Z. Pietniewicz, Central Fisheries Board, Szczecin

Portugal

- * Captain T. de Almeida, Comissão Consultiva Nacional das Pescarias do Noroeste do Atlantico, Lisbon

Romania

- * Mr Popescu Liviu, Ministry of Foodstuff Industry, Bucharest

Spain

- * Dr O. Rodriguez Martin, Direccion General de Pesca Maritima, Madrid

USSR

- * Dr A.S. Bogdanov, All-Union Research Institute of Marine Fisheries and Oceanography, VNIRO, Moscow
- Mr A.A. Volkov, Ministry of Fisheries, Moscow
- Mr L.M. Zheltov, Ministry of Fisheries, Moscow

UK

- * Mr J. Graham, Ministry of Agriculture, Fisheries and Food, London
- Mr A.J. Aglen, Fisheries Secretary for Scotland, Edinburgh
- Dr H.A. Cole, Fisheries Laboratory, Lowestoft
- Mr A. Laing, British Trawlers Federation, Grimsby

USA

- * Mr W.M. Terry, Bureau of Commercial Fisheries, Washington
- Dr H.W. Graham, Bureau of Commercial Fisheries, Woods Hole
- Mr W.L. Sullivan, Jr., Department of State, Washington

* Head of Delegation

(over)

ICNAF

Mr B.B.Parrish, Chairman of Assessments Subcommittee
Mr L.R.Day, Executive Secretary

Observers

FAO

Mr R. Jackson
Mr F. Popper
Mr J. Gulland

First Meeting of the Standing Committee on Regulatory Measures
London, 30 January-1 February 1968

Agenda

1. Welcome
2. Statement of meeting arrangements
3. Election of Chairman
4. Selection of Rapporteur
5. Adoption of Agenda
6. Observations on the objectives in the management of ICNAF fisheries
7. Terms of reference for the Standing Committee on Regulatory Measures
8. Problems in the introduction and application of regulation of fishing intensity
9. Terms of reference for work programs on various aspects of the problems of regulation of fishing intensity
 - a) administrative, economic and practical aspects
 - b) biological aspects
10. Further proposals for future work on the problems of international regulation of fisheries
11. Other business
12. Approval of Report
13. Adjournment