SEVENTEENTH INTERGOVERNMENTAL MEETING
ON
THE CONSERVATION OF YELLOWFIN TUNA

San Diego, California
March 1975
Final Act

March 4-5, 1975

The Seventeenth Intergovernmental Meeting on the Conservation of Yellowfin Tuna was opened at 10:30 a.m. on March 4, 1975, in the West Room of the Hotel Royal Inn at the Wharf, San Diego, California.

Opening of the Meeting

Wilvan G. Van Campen (United States), acting as Provisional Chairman of the meeting, opened the session with a cordial welcome to the delegates of the member countries of the IATTC and to the observers from nonmember countries.

Owing to the sensitive nature of the matters to be dealt with, it was agreed that this would be a private meeting, open only to the accredited delegates of Canada, Costa Rica, France, Japan, Mexico, Nicaragua, Panama, and the United States; the accredited advisers of the delegations; and the accredited observers of nonmember countries, representing the Netherlands Antilles, Korea, China, Ecuador, and Peru. The list of delegates, observers, and advisers constitutes Annex I at the end of this report.
Mr. Van Campen stated that he thought it unnecessary to form a Credentials Committee, since all of the delegates were acquainted with each other, and with the members of their delegations. All present agreed, and the decision not to form a committee was adopted.

Officers

The following officers were unanimously elected:

Chairman: Wilvan Van Campen (United States)
Secretary: Carolina Teran Mouritzen (Panama).

Agenda

Taking up the topic of "Consideration and Adoption of the Agenda and Organization of Work," Mr. Van Campen asked for comments on the agenda.

The Mexican delegation requested clarification of points 4 and 5. It was explained that point 4 referred to the report on problems, successes, and failures in applying IATTC recommendations, and should be discussed together with point 5; and that on point 6 there would be a discussion of the details of conservation systems for the present year and of possible changes in the method of closing the season. Mexico cited point 5 of the resolutions adopted at the Ottawa Intergovernmental Meeting, and said that it would agree to the agenda if point 6 could include a discussion of the danger facing the resource, as indicated in the reports of Dr. James Joseph, Technical Adviser to the meeting, and possible changes in
quota and fleet management. The United States expressed the opinion that if Mexico was referring to the last trip, it was not an appropriate topic for this Intergovernmental Meeting, which was not called to discuss conservation issues, which have traditionally been discussed in the Commission meetings. The Mexican and Costa Rican Delegations disagreed, maintaining that the last trip was not just a procedural issue, but an important topic that should be touched on at this meeting, because it endangered conservation of the resource. The Delegate from Panama commented on his understanding that the topic would be discussed at the intergovernmental meeting and voted on at the Commission meeting. The United States pointed out that its understanding was to the contrary — that the topic would be taken up when the Commission reconvened later on in the week. Chairman Van Campen stated that in view of the way point 6 was phrased, no delegation could be prohibited from bringing the topic up in discussion.

The United States Delegation then moved that the agenda be accepted as it stood; the Costa Rican Delegation seconded the motion and the agenda was unanimously approved with the understanding that the topic of the last trip would be discussed in connection with point 6. The agenda constitutes Annex II to this report.
The delegates then went on to consider points 4 and 5 of the agenda: Review of Problems and Procedures Relating to the Implementation of IATTC Recommendations, and Consideration of Possible Cooperative Arrangements for Improving Implementation of Conservation Measures Recommended by the IATTC.

The United States delegation said that the United States called this Intergovernmental Meeting in order to discuss problems of enforcement of IATTC recommendations since no agreement had been reached at the meeting held last May in Washington. The United States emphasized that a joint effort should be made to resolve the problem since all the participating governments were under the same obligation to obey the regulations and to apply sanctions to those who violate them. He described the U.S. experience which has indicated that an effective enforcement program must include (1) the inspection of vessels unloading during the closed season, and (2) the location, detection, and verification of where a vessel is fishing. The United States went on to say that in previous years the problem had largely concerned only the United States, since it alone had a fleet of large vessels subject to regulation. However, the situation had changed, and now everyone needed to give equal attention to the problem. The United States distributed copies of statistical tables, one of which constitutes Annex III of this report, and explained that it was easy to see from these tables how the fleets of
other countries have been growing in greater proportion than that of the United States. The U.S. delegate explained how the boats in the United States fishing fleet are inspected and how they are obliged to follow the recommendations for conservation of the resource. Fishermen are required to report by radio, when they are outside the CYRA, and if they decide to change from outside the CYRA to inside, or vice-versa, they must first return to port for inspection. Of course, he added, it is impossible to catch every violation, but everything is done that is possible under the circumstances. The other alternative to the U.S. system would be to have a government inspector aboard each boat, but the cost could be prohibitive since the inspector would also have to be a navigator in order to determine the boat's position. The United States concluded by expressing its concern and requesting cooperation with regard to ideas, since no country can achieve the goal of conservation alone.

The Canadian Delegation stated that its Government recognized the importance of the subject brought up by the United States Delegation. Canada had put observers on board its fishing boats, had inspected the landings of both Canadian and foreign fishermen, and had made sure that its boats returned upon closure of the season. The Canadian Government had also discussed the possibility
of radio reporting with the United States Government, but this involved legislative problems, and Canada does not want to initiate any new implementing legislation until after the LOS meeting in Geneva. The Delegation suggested the formation of a working group to study alternative enforcement methods; Canada would cooperate with such a group.

The Mexican Delegation stated that Mexico was also interested in seeing that IATTC regulations were obeyed. Mexico had penalized its boats when necessary, and had prohibited unloading and transfers by foreign boats. Like Canada, it also had legislative problems, but the Mexican Delegation considered that it would be premature to change laws or to pass new ones until the results of the LOS conference were known. Thereafter, the Delegation stated, it would have a more concrete idea of what could be done legislatively.

The Panamanian Delegation reported that Panama was also interested in conservation measures, since a reduction of stocks would affect Panama too. Up to 1973 Panama had no major problems with its fishing fleet; the problems began with the construction of boats of larger capacity in both the Pacific and the Atlantic. The Delegation reported that the first draft of a new fisheries law that may resolve Panama's problems in both oceans
had already been prepared, but that time was needed to study it. The suggestions of the United States had been submitted to the Ministry. He also expressed the opinion that the inspection of Panamanian boats could not depend on foreign governments. Another solution might be to follow a plan of cooperative exchange, which would also require the approval of the Ministry of Foreign Affairs. Inspection by other countries of their flag vessels transferring tuna in Panama brought up problems of jurisdiction. Perhaps the consul of the country in question, who would already be accredited to the Panamanian Government, could make the inspection in company with a technical inspector, as was done customarily with merchant vessels. In summary, the Delegation stated that Panama continued to investigate ways to enforce IATTC recommendations.

The Costa Rican Delegation expressed its agreement with the statements of Canada and Mexico. It also shared the United States concern, and agreed that there should be methods of control, but considered that no action should be taken until the decisions adopted at the LOS conference were known, since they could affect any decision adopted at this meeting.

Since it was then noon, the meeting was recessed until 2:30 p.m. A motion was approved to extend the afternoon session to 6.00 p.m.
Upon resumption of the meeting, the United States Delegation was recognized. The United States indicated that it felt encouraged by the statements of the Delegations of Canada, Mexico, Panama, and Costa Rica, since they made it clear that those countries recognized the magnitude of the problem and that something must be done promptly and on a cooperative basis. On the other hand, he said that he was discouraged to hear that the decision on measures to correct the situation would be delayed for longer than the United States had anticipated. With the aim of making some progress in the desired direction, his Delegation had prepared a draft resolution, which, if adopted, would be a step forward, and would not interfere with problems of legislation or in any way override the expressed concerns. Copies were distributed of the resolution which appears as Annex IV to this report. The United States read and explained each of the points of the draft resolution. With regard to the first point, it noted that since there was no authority to inspect the transfer or sale of fish outside each country's jurisdiction, a cooperative effort could be made to keep watch over the amount of fish sold, unloaded, or transferred. Thus, it would be possible to supervise more effectively the catch of boats that did not return to their own country, and violations could be controlled. On the second point the delegation explained that when a government learned
that a foreign boat was violating the regulations, it
could and should report it to the country involved. Con-
cerning the third point, the United States maintained
that it would go a long way toward resolving the problem
of control. With regard to the fourth point, it explained
that it was important to establish a radio detection
system to which all of the member governments could agree.
Either an existing system could be internationalized or
perhaps a separate system could be set up. The United
States concluded by requesting the delegations to give
serious consideration to this proposal.

A long discussion of the draft resolution followed,
especially of point 1. Canada and France requested
clarification of the phrase "joint basis," whereupon the
United States Delegate explained that it would involve
an inspection visit by a representative of the government
which registered the vessel, with the objective of enforc-
ing IATTC regulations. This representative would natural-
ly be accompanied by an official of the country in whose
jurisdiction the boat was located. Since there are no
international regulations, each flag country would under-
take to enforce its own laws on the basis of its inspec-
tors' reports. The Canadian Delegation suggested that
the text of point 1 be reworded or expanded to make it
more clear, and indicated that it would need more time
to study the draft resolution.
The Mexican Delegate stated that the draft resolution presented problems for his Delegation, since in order to permit inspection by foreign inspectors, the Ministries of Industry and Commerce and Foreign Affairs would have to be consulted. The Delegation could not approve the resolution without first consulting with the Mexican Government. The Mexican Delegate was of the opinion that a reporting system would indeed be an effective means of control, and said that his Government did not permit unloading or transfer of tuna to foreign vessels in its territory. With regard to point 4, he stated that it seemed to him extremely limiting, and that the study should not be focused solely on radio reporting. The Mexican Delegation, he said, could not possibly approve the proposal since the use of radio would have to be carefully studied by several government departments.

The Panamanian Delegation also requested clarification of point 1, and asked whether the government of the port of unloading would have the duty of inspecting foreign vessels. Upon learning that this would be the case, the delegation indicated that Panama could not permit another country to superintend enforcement of its laws. Such a procedure would interfere with the sovereign right of each country to enforce its own laws. He further indicated that this Delegation would not be in a
position to vote at this time. A question regarding joint inspections had already been submitted to the Ministry of Industry and Commerce and was being discussed jointly with the Ministry of Foreign Affairs, but a decision had not yet been reached.

The Chairman stated that the difficulty lay in the fact that each country seemed to be considering only its own problems. He explained that port officials would have the duty of inspecting foreign vessels, and would be obliged to accept the presence during the inspection of an official of the country in which the vessel was registered.

The Costa Rican Delegation recalled that a similar situation was discussed by the Working Group in 1971, and that an extensive study had been made of the sovereignty problem. In order to avoid the problem of admitting foreigners to work in the various countries, the inspection could be made by a member of the embassy of the country in question. To this the United States Delegation replied that the embassy personnel would probably not be qualified to make such inspections. The Costa Rican Delegation stated that the proposal to admit foreigners to Costa Rica to work would require the opinion of the Ministry of Foreign Affairs, and that therefore the Delegation could not approve the resolution.
The Japanese Delegate expressed the opinion that a discussion of international cooperation on problems of control was of great importance, and that the subject would require a lot of study from many angles. He reported that Japan had adopted effective control measures through its licensing system. One of these measures is the telecommunications reporting system whereby the Fisheries Agency is informed of the catch and position of the tuna boats, as recorded in their logs. Japanese purse seiners in the CYRA carry a Fisheries Agency investigator aboard to inspect their operations. The United States Delegation congratulated the Japanese Delegation on these important control measures.

The Costa Rican Delegation indicated that the problem was evidently an extremely delicate one, the Delegations having expressed their reluctance to approve the resolution without consulting their governments. The Delegation proposed that agreement or comments on the resolution could be communicated subsequently to the Commission by cable or telegram.

The Canadian Delegation stated that the resolution would impose a heavy burden on countries whose ports are used for making transfers. In order to approve the resolution, Canada would have to have full assurance that it could inspect the transfers and unloadings of its own vessels. The Delegation expressed the opinion that the
responsibility on inspection should rest with the country whose boats were involved.

The United States Delegate expressed his discouragement and disappointment over the rejection of the draft resolution. He then requested the representatives of each country to take the draft to their respective governments for study, and to have them communicate their opinions to the other countries. He stated that he did not wish to spread alarm, but that tension was mounting in the United States Congress; it appeared that the United States was the only country taking the problem seriously. He said that if no progress were made in solving these problems, the United States Government would have to make very serious decisions.

The Canadian Delegate pointed out that only the problems connected with point 1, which could be expanded for better understanding, had been discussed. He did not see any problems with points 2 and 3, and that with regard to point 4, the number of nations which fish outside the CYRA was limited and only they would be concerned with the regulation of communication by radio.

The Mexican Delegation proposed that the presentation of the draft resolution be recorded, and that a recommendation be made to the governments to study the problem and communicate their recommendations and comments to the other member countries.
The United States Delegate suggested that a 2-month limit be established for submitting suggestions and comments.

The Panamanian Delegation agreed, stating that it was not in a position to vote on points 1 and 3 without consulting with its Government, but that it would submit its observations before the specified date.

The United States also asked for cooperation in the form of different, or better, ideas.

In view of the foregoing, it was decided to wait two months in order to allow time for study of the draft resolution presented by the United States and for submitting comments and suggestions. Since the United States Delegation had introduced the proposal, correspondence should be addressed to the United States Department of State, which in turn would transmit the information to the member countries. A rewording of point 1 was distributed (Annex V).

After a 15-minute recess, discussion began on point 6 of the agenda: Consideration of Measures Relating to the Implementation of the IATTC Recommendations for 1975.

The Chairman recognized Mexico, which referred to its earlier comments concerning implementation of the measures recommended by the IATTC for 1975, the quota which could be approved, and the difficulties of managing the international fleet in its current form. Mexico
recalled that the catch was divided into three categories and that the factor which could cause difficulties and endanger the preservation of the species related directly to what is termed the "last trip." It would therefore be desirable to exchange viewpoints on how to manage the international fleet so as not to endanger the stock. The Mexican delegate went on to say that the problem voiced by Dr. Joseph was a serious one, not only because of the volume of the last trip catch, which could raise the total catch to a dangerous level, but also because the trip, with all the boats going back out on the run to fill their holds, represented a danger that could affect the stock and the recruits, because of the single sustained effort at a determined moment. In order to gain fuller perspective on the situation, Mexico requested Dr. Joseph's opinion.

Dr. Joseph explained that it was simply a question of arithmetic; that the Commission's aim for this year was to maintain the catch at a level between 175,000 and 195,000 tons, but that if the present system were maintained, with a last free trip, the catch might exceed 200,000 tons—25,000 to 30,000 tons over the imposed limit of 175,000, which would be dangerous if the majority of the catch were taken from the spawning stock, assuming there was a relationship between the latter and the recruits. He said that he could not guarantee that the
catch would be maintained at a level of 175,000 to 195,000 tons if the same system for closing the season continued in use. In fact, the possibility would be slight. He stated that he had already spoken of the problem at the Ottawa meeting and at the one before that; that it was a problem right now and would be a problem next year because the fleet keeps growing and the amount of the catch taken during the last free trip will also grow.

Mexico was recognized, and began by reading part of the Commission's 1974 Assessment Studies of Yellowfin Tuna: "Chronologically speaking, fish one year of age have made up from 10 to 15,000 tons per year of the total catch. However, in 1973 they accounted for 45,000 tons, and in 1974 some 65,000 tons. If these large catches of fish averaging one year in age were obtained, as appears to be the case, then the number of fish two and three years of age, which chronologically contribute most heavily to the catch, will be small."

In view of this report, he commented, it was obvious that we were running a definite risk which the Commission must foresee. He stated that all the countries had the obligation to preserve the resource, and that the economic aspect should be relegated to second place. In reality,
he explained, the remedy that would least harm invest-
ments was the elimination of the last trip, since the
fishing season would be prolonged and the loss would
not be so great as it seemed at first sight. More would
be lost through reduction of the stock. The Mexican
delegate appealed to the sense of responsibility and
obligation of those present to preserve the yellowfin
tuna and to attempt to ensure that the resource was not
depleted.

A long discussion followed on the propriety of dis-
cussing the topic of the elimination of the last trip at
an intergovernmental meeting. An impasse occurred, and
it was finally unanimously resolved "that the Intergovern-
mental Meeting instructs the 31st IATTC meeting, and
gives it the authority, in the light of the information
supplied by Dr. Joseph, IATTC Director of Investigations,
to study the totals of the 1975 catches in relation with
the problems of the current regulatory system, and to
adopt such measures as it might agree upon in order to
prevent endangering the stocks of the resource."

The United States Delegate was again recognized and
spoke of another problem connected with differing views
on the jurisdiction of a country with regard to fisheries
resources. Because of these differing views, many fishermen
are apprehended by foreign governments while engaged in
activities which their flag governments consider legal.
If a vessel is arrested, it has to pay fines, for which it may be compensated by its government; nevertheless, the fishing time lost by being under arrest for a lengthy period during the most productive season of the year cannot be compensated. He requested that consideration be given to a resolution permitting vessels detained as a result of problems of jurisdiction during the IATTC open season to fish for yellowfin tuna within the CYRA for the length of time they were under arrest, but not in any case to exceed 30 days.

In view of the difficulty of discussing this proposal without careful study of the problem, it was agreed to adjourn the meeting until the following day.

Discussion of the United States Delegation's proposal was resumed on March 5 at 9:45.

Raul Serrano, the Ecuadorean observer, stated that it was obvious that the problem to which the United States referred related to the penalties Ecuador had imposed on boats fishing in its territorial waters. He warned that careful thought should be given to the importance and scope of making a decision on this point. In this connection, he related something of the history of the Declaration of Santiago, in which the sovereignty of Chile, Peru, and Ecuador over an area of 200 miles beyond their coasts was declared. He read the new laws which
Ecuador had adopted in defense of its sovereignty. The actions of his Government, he stated, were not arbitrary measures, not instant legislation, but were the product of the last 20 years. He maintained that the matter had a legal aspect and should be carefully studied.

The Panamanian Delegation stated that the IATTC should abstain from intervening in or discussing problems of jurisdiction which, because of their political nature, were not an appropriate topic. The Nicaraguan and Costa Rican Delegations agreed that such a delicate point should not be discussed at this meeting. The United States Delegation accepted this decision.

There being no other matters to discuss in relation to point 6, Mexico made the following statement: "The Mexican delegation wishes to express officially its dissatisfaction with the development of the yellowfin tuna fishery in the Eastern Pacific, which has reached a level where the conservation of the resource is endangered. The coastal states are deeply concerned over the conservation of the living resources off their coasts. It is the special case of Mexico, taking into consideration, among other factors, the increased capacity of modern tuna fleets and the frequent cases of overfishing of marine species in various parts of the world. Moreover, the regulatory system applied to the yellowfin tuna catch in the controlled area has proved not only unjust, but
also a dangerous instrument for the conservation of the resource. Mexico's concern for the conservation of the resource is based not only on self-interest, but also on the interests of the whole international community."

Following this statement, the Nicaraguan Delegation said: "As we announced in previous meetings, our Government wishes to inform the Delegates that our country has finally begun tuna fishing. The first boat flying our flag began fishing operations in April of this year. It is not easy for a country like ours, small and in the process of developing, to make a start in this type of fishery, but in spite of all the problems we are going ahead, attempting to develop our potential tuna industry. Our government, acting on the provisions contained in point 2 of the resolution adopted at the Ottawa Intergovernmental Meeting, is already preparing a study of our situation, to be submitted at the proper time to the Director of the IATTC. I request, Mr. Chairman, that this statement of the Nicaraguan Delegation be included in the final act of this meeting."

At the conclusion of the meeting, the spokesman for the United States Delegation made reference to the final statement of the Mexican Delegate. He noted that Mexico had expressed great concern over conservation of the yellowfin tuna, and emphasized the coastal states' concern that the "last free trip" is not only unjust,
but could also result in dangerous overfishing of the resource. He indicated that he wished to state for the record that the United States considered that its actions since the start of the IATTC's conservation program in 1966 certainly suggested that the concern of the United States with respect to the conservation of the resource was second to none. He pointed out that the record clearly indicated that the United States, in contrast to some other countries, had made a concerted and sustained effort to enforce the regulations drawn up in accordance with the IATTC recommendations. He reminded the other Delegations that the United States had repeatedly pointed out the need for certain countries to adopt control measures, and had made numerous appeals, without positive results, to all the IATTC members to unite in the effort to find cooperative procedures for strengthening and improving enforcement.

The Chairman announced that the next Intergovernmental Meeting would probably be held at the same time and place as the forthcoming annual meeting of the IATTC.

The Delegations expressed their thanks to Mr. Van Campen and congratulated him on his excellent chairing of the meeting.

The 17th Intergovernmental Meeting was adjourned at 10:45 a.m. on March 5, 1975.
ATTENDEES

CANADA
E. Blyth Young
S. N. Tibbo
G. E. Waring
J. F. McAvoy

COSTA RICA
Fran Leland
Gabriela Myers
Herbert Nanne E.
Carlos Diez
Fernando Flores

ECUADOR
Raul Serrano

FRANCE
R. Letaconnoux

JAPAN
Koichiro Seki
Shigenobu Kato

MEXICO
Jesus Nieto
Luis Garcia Cacho
MEXICO (cont.)
Amin Zarur-Menez
Pedro Mercado
Ricardo Gutierrez Cabal
Norma Cordero
Salvador Lepe
Alonso Jurado Salazar
Felix Iniguez
Joaquin Mercado
Arturo Diez Rojo
Alejandro Martinez Ruiz
Noemi Arce Guillen

NETHERLANDS ANTILLES
Hendrik Clemente Girigorie

NICARAGUA
Gilberto Bergman P.
Antonio Flores Arana
Octavio Gutierrez

PANAMA
Juan L. de Obarrio
Carolina T. Mouritzen

PERU
Eduardo Rosenfeld
REPUBLIC OF CHINA
Rong Tsong Yang

REPUBLIC OF KOREA
Han Mo Kin

UNITED STATES
John J. Royal
O. E. Kerns, Jr.
C. R. Carry
Robert Kaneen
Anthony Pisano
Ralph Spinello
John G. Driscoll, Jr.
Wilvan G. Van Campen
Robert C. Macdonald
Donald P. Loker
Anthony Nizetich
Gerald V. Howard
Brian J. Rothschild
William W. Fox, Jr.
Daniel D. Ruppert
Gordon C. Broadhead
Norman A. Mendes
Barbara Keith
Edward P. Silva
Janous J. Marks
Edmund Cann
United States (cont.)

Jack C. Bowland
Jack Tarantino
V. Jim Bozzo
Peter Buchan
August Pelando
O. A. Schulz
Brian S. Hallman
ANNEX II

SPECIAL INTERGOVERNMENTAL MEETING ON THE CONSERVATION OF YELLOWFIN TUNA

San Diego, California - March 1975

Provisional Agenda

1. Opening of the Meeting

2. Selection of Chairman and Secretary

3. Consideration and Adoption of Agenda and Organization of Work

4. Review of Problems and Procedures associated with the implementation of the recommendations of the IATTC.

5. Consideration of possible cooperative arrangements to improve enforcement of the conservation measures recommended by the IATTC.

6. Consideration of measures relating to the implementation of the recommendations of the IATTC for 1975.

7. Other Business

8. Adjournment
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Intergovernmental Resolution of the 17th Intergovernmental Meeting on the Conservation of Yellowfin Tuna on Cooperation in Enforcement of IATTC Conservation Measures

The 17th Intergovernmental Meeting on the Conservation of Yellowfin Tuna recommends that the following provisions be incorporated in the Resolution of the 31st Meeting of the Inter-American Tropical Tuna Commission, calling upon the member Governments to:

1. Regularly inspect all landings and transshipments of tuna from the eastern tropical Pacific in their ports to determine whether the conservation measures recommended by the Commission are being observed and, upon request, permit, on a joint basis, such inspection by officials of other member Governments.

2. Facilitate the exchange of information between countries that can be used to control their vessels and to expedite action by the flag state against violators.

3. Prohibit vessels of their flag from landing or transshipping tuna from the eastern tropical Pacific in ports where inspection facilities are lacking.

4. Establish a Working Group, whose report would be made available within three months, to study and analyse 1) a method of radio reporting to which the vessels of all member countries could subscribe, and 2) the means by which the position of any vessel reporting itself to be fishing outside the CYRA could be verified.
Alternate Wording for Provision #1 of the
Intergovernmental Resolution of the 17th Intergovernmental Meeting
on the Conservation of Yellowfin Tuna on Cooperation in Enforcement
of IATTC Conservation Measures

1. Facilitate the participation of flag state officials in the
inspection of their vessels in countries outside the flag state,
by allowing flag state officials access to their own vessels at
the port of landing to participate in the inspection of their
landings and transshipments of tuna taken in the eastern tropical
Pacific.