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Report of the Implementation Task Force on Northern Cod (Summary)

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REPORT OF THE IMPLEMENTATION TASK FORCE ON NORTHERN COD

SUMMARY

E. B. DUNNE, CHAIRMAN

OCTOBER, 1990

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INTRODUCTION: The Independent Review Panel on Northern Cod (the Harris Panel) made twenty-nine recommendations, divided into six categories: Management Actions, International Issues, Scientific Research, Technology, Goals and Institutional Arrangements and Procedures. All but two, Recommendations 5 and 23, were accepted by Government. When the Minister of Fisheries and Oceans announced the Atlantic Fisheries Adjustment Program on May 7, 1990, he indicated further consultations on recommendations of the Harris Panel would be carried out.

The Minister asked Eric Dunne, the senior Department of Fisheries and Oceans official in the Newfoundland Region, to lead a small Task Force of regional departmental officials to conduct consultations and to develop an acceptable implementation plan for those recommendations concerning: fisheries conservation; management and harvesting; surveillance and enforcement; and communications. The Task Force was also to consult on the licensing of fishermen and fishing vessels under 65 ft.

The Task Force conducted its hearings in two phases, consultations and public meetings. Between July and September, it held twenty-three "consultations" with various industry groups, including the Provincial Departments of Fisheries of Newfoundland and Labrador and Nova Scotia. In addition, seven public meetings were held during the first and third weeks of September throughout Newfoundland and Labrador. A "wrap-up" session with organized industry groups involved in the northern cod fishery and the two Provincial Governments was held in St. John's on October 2, 1990.

After extension of Canadian fisheries jurisdiction in 1977, northern cod was the focal point of rebuilding efforts. This was the largest groundfish stock off Canada's East Coast, and the one that had undergone the largest absolute, if not relative, decline in catches. The foreign presence in 2J3KL was reduced substantially in 1977 and Canadian catches grew fairly rapidly. The inshore fishery began to recover, and in expectation of higher stock levels, a Canadian offshore effort was started in 1978-79.

By 1982, the inshore sector had reached its highest level of catch since the late 1960's. The offshore fishery had developed to the point where its share of the Total Allowable Catch (TAC) began to exceed that of the inshore. However, the inshore catches declined considerably for several successive years in the mid 1980's. The state of the stock came under severe questioning by the coastal fleet in particular. By the late 1980's, it became clear this stock was no longer growing, even though it had increased more than three-fold since 1977.

By this point, the dependence of the offshore fleet on this stock had grown to such an extent that TAC reductions in 1989 and 1990 resulted in planned closures of five offshore processing plants in Newfoundland and Nova Scotia. This dependence on northern cod is the culmination of diminished stocks elsewhere in the Canadian zone and the shift in allocations away from the offshore fleets in some areas. The result is that 2J3KL inshore fishermen demand further reductions and other controls on offshore fishing while that sector of the industry is forced to reduce its size to survive.

FISHERIES MANAGEMENT GOALS FOR 2J3KL COD: It is now clear this fishery will not be the great generator of economic activity that was expected just ten to twelve years ago. A revision of the outlook must also involve a re-examination of management policies and goals for this fishery. The industry in general, agrees with this idea but has great difficulty articulating usable statements. Nevertheless, it has to be the starting point for all future initiatives for management of this stock. Our treatment of this subject resulted in a listing of targets, criteria and general prescriptions that should be considered in formulating the management policy for this stock.

Many industry groups have expressed a strong desire to have the government's objectives for management of this stock made clear. Such knowledge will result in fewer arguments over annual management decisions. This, however will require some prioritization of biological or ecological versus socio-economic objectives or vice versa.

We recommend that the following list of goals be taken as a minimum starting point for further discussions with industry:

Biological Goals

- Age 3+ Biomass = 1,000,000 t by 1994 and 1,300,000 t by 2000.
- Spawning Stock Biomass = 450,000 t by 1994 and 650,000 t by 2000.
- Multi-year TACs be used to reach $F_{0.1}$ and continued thereafter to maintain stable catches and reduce pressure for major upward revisions.
- A larger stock with more fish in older age groups.

Ecological Goals

- State of the 2J3KL cod stock to be prime imperative for all other fishery management and enforcement initiatives.
- Avoidance of excessive catches in other food chain fisheries by incorporating cod feeding requirements in annual allowable catches.
- Domestic bycatches of cod kept within total cod allocations for licensed operators.
- Strict enforcement of rules against retention of cod catches in other gears.
- Zero bycatch target for foreign fisheries in 2J3KL.

- Early quantification of seal predation of 2J3KL cod.
- Caution to be prime tenet for management decisions under uncertainty.

Socio-economic Goals

The 2J3KL cod fishery, is managed for the fishermen, processors and communities which depend on it. However, socio-economic desires cannot overrule conservation imperatives, neither can unrealistic expectations be allowed to create non-viable commercial conditions for fishermen or processors.

- Maximization of participation to be tempered by adequate economic returns.
- Licensed access to improve average income level of current participants.
- Allocation priority to the inshore sector.
- Historical dependency and adjacency to be priorities in future allocations.
- Allocation of future quota increases to more selective gears.

REBUILDING THE 2J3KL COD STOCK: The Harris Panel's main recommendations for stock management involved reducing the level of catch, restrictions on fishing activity during the spawning season, reducing the catch of small fish and ensuring offshore effort is distributed properly over all components of the stock. Our consultations and deliberations indicate the most effective approach to stock rebuilding is control of the catch level. The other measures will help stock conservation and are all useful initiatives to pursue or continue. In particular, we must point out that reducing the harvest of small fish, while desirable for various biological and economic reasons, is more a good management practice than a solution to current TAC difficulties.

There is general consensus that the rebuilding process may have to take a longer period of time to lessen the economic and other consequences of dramatic cuts in the TAC over the next few years.

The status of the 2J3KL cod stock was most recently assessed at the January 1990 CAFSAC Groundfish Sub-committee meeting. The biomass of age 3 and older is currently at about 850,000 t. The 1990 stock assessment indicated the abundance of cod age 7 years and older in 1989 was about 200 million, a five-fold increase since the mid-70's for the major portion of the spawning population. It also showed the 2J3KL cod fishery is concentrated on a relatively small number of age groups, with fewer fish at older ages available to the current gears.

The Harris Panel concluded two factors were critical for rebuilding the northern cod stock. A reduction in fishing mortality was necessary immediately or future cuts would be more drastic. As well, the Panel felt an increased level of spawning biomass was necessary to improve the chances of future good recruitment. Although there is no evidence to show good recruitment will not occur if the spawning biomass is low, a larger biomass in this stock may enhance the probability of higher recruitment, and could have other beneficial implications, especially for the inshore sector. While a larger stock size will not guarantee successful inshore fisheries completely throughout 2J3KL, it will improve the probability. It should also remove the universal complaint of inshore fishermen that current stock levels require more equipment and effort to produce reasonable catches than in the past.

Some industry groups raised the point that improvements in stock status can be achieved if fewer young, small fish are caught, an alternative to reducing the TAC. However, for a relatively small additional increase in the biomass to occur after ten years, a considerable reduction in the catch must take place, especially by cod traps and otter trawls.

The range of catch options we examined involve all the following impacts:

1. The most obvious advantage of moving immediately to $F_{0.1}$ would be a rapid increase in stock size. The disadvantage would be a drastic cut (50%) in the TAC. This implies only an inshore fishery (under quota). The consequent negative socio-economic impact on offshore plants and communities makes this an unacceptable option for the short-term.
2. Under the 50% Rule option, the immediate catch reduction would be 50% less than that of $F_{0.1}$. However, the increase in biomass would be much the same as under most of the constant catch options. The disadvantage would again be the major impact on the industry through reduced catch levels up to 1994 (and beyond).
3. At the other extreme, a constant catch of 200,000 t would provide stability in the industry and eliminate the substantial impact of reductions on companies and communities. A disadvantage would be the very small increase in stock biomass, unless recruitment to the fishery beyond 1990 is substantially larger than the average of the 1978-88 period (300 million).
4. Any TAC reduction would re-open the inshore/offshore debate on priority access and raise the adjacency/historical participation issue between the Provincial Governments of Newfoundland and Nova Scotia.
5. A reduction of any substantial size will almost certainly lead to closure of additional offshore plants and possibly inshore plants, depending how the reduction is shared.

6. The disruption to communities and lost jobs for plant workers and trawlermen will create additional demands on government for funding to find alternative employment for those displaced in the fishing industry.

The inescapable conclusion is that stock rebuilding must be started with an immediate, even if modest, reduction in catch. How long any reduced catch level must be maintained will depend, in the short-term, on future recruitment.

A TAC reduction in 1991 will raise associated issues of quota allocations. Three options for sharing further TAC reductions appear to cover all the choices available. They are:

1. Proportionate reduction across all fleet sectors (including the Inshore Allowance).
2. Total reduction applied to the offshore sectors (over 65 ft).
3. A 50/50 sharing between inshore and offshore sectors.

Our view would be that we "must go back to basics" to answer the question of sharing future reductions in the TAC. If priority of access to the inshore sector is in order, then TAC decreases should reflect that priority.

We reached the following conclusions regarding the level of catch or TAC for 2J3KL cod:

1. **A decision must be made if the short-term objective is:**
 - (a) to continue the status quo and keep the biomass constant,
 - (b) to start rebuilding by lowering catches, or
 - (c) to rely solely on future recruitment to improve stock status.
2. **Even a small reduction in the catch will improve stock status faster than any of the other available management measures.**
3. **Decisions on allocating any TAC reductions should be in line with management goals for this fishery.**

FISHING DURING THE SPAWNING PERIOD: There is no scientific evidence to warrant a restriction or stoppage of fishing during the spawning period. But, two new scientific research initiatives are being undertaken to address impacts of trawling on spawning and fish habitat.

The measures announced in the 1990 Groundfish Management Plan to restrict offshore catches during the January to March period were devised before the Harris Report was released.

The offshore feels the part of the Harris Recommendation pertaining to "limiting fishing mortality during the spawning period proportionally with the general reduction in total fishing mortality" has already been met because they have absorbed the majority of cuts in northern cod TACs since 1986.

We examined three options for implementing this recommendation. These are the following:

- Option 1 Refinement of the measures announced in the 1990 Groundfish Management Plan to cover the months to the end of the spawning season in each Division.

- Option 2 Catch limits in 2J in March proportionate to TAC reduction from 1988 to 1990

- Catch limits in 3K in April proportionate to TAC reduction from 1988 to 1990

- Catch limits in 3L between mid-May and mid-June proportionate to TAC reduction from 1988 to 1990

- Option 3 March closure in 2J for a directed cod fishery

- April closure in 3K for a directed cod fishery

- May 15 - June 15 closure in 3L for a directed cod fishery

We concluded that the best measure to achieve the intent of this recommendation is a one month closure by Division to cover the peak spawning period.

There is a significant range in percentage of the catch which has been taken before and after the peak spawning periods in each Division. This leads to a conclusion that a directed cod fishery closure as proposed for each Division would have minimal effect on catching Division EAs, and would cause little additional disruption to what is already a

highly variable pattern of activity. Indeed, the impacts of this option are less now than they would have been three or four years ago.

We therefore recommend:

1. That, in 1991, a closure be implemented for directed northern cod fisheries for March in 2J; April in 3K and mid-May to mid-June in 3L. If heavy ice conditions should prevent fishing in 2J during January and February, a limit equal to 20% of the 2J proportion could be applied for March. This limit represents 74% of the average March catch in 2J since 1987. (Any further TAC reduction would mean a lower monthly limit).
2. That Science Branch and industry continue the sampling program initiated in 1990 to further delineate the peak spawning periods in each of the three Divisions.
3. That, in the long-term, these measures be altered depending on the outcome of the two research initiatives on the impacts of trawling on spawning behaviour and on the benthos.

IMPROVING THE YIELD FROM THE 2J3KL COD FISHERY: The Panel's recommendation on small fish was based on concern about the biomass of age 7+ cod in the current 2J3KL population in order "to ensure an adequate level of recruitment for the future".

The economic rationale is that the economic yield from cod harvested in the 7+ age group would, of course, be higher because of the higher unit price received for larger fish. However, it is questionable whether the total economic gain would amount to the "several hundred percent" cited in the Panel's report.

The Task Force conducted an analysis of the likely impact on the 2J3KL age 3+ biomass and age 7+ biomass. This analysis indicated that dramatic declines in the catch of small fish might result in an additional increase of about 12% in the age 3+ biomass and 17% in the age 7+ biomass at the end of ten years. The decrease required would be 40,000 t and 50,000 t in the total 2J3KL cod catch in 1990, and gear changes necessary to achieve these long-term gains would be dramatic. Minimum mesh size in cod traps would have to be larger than 5", a totally impossible measure for this fishery. Similarly, otter trawls would need a mesh size increase well beyond any contemplated at this point in order to reach such a target.

Based on its review of gear type selectivity patterns, the Task Force reached two general conclusions:

1. The elimination of the catch of two to five year olds is a desirable long-term biological and economic goal. But, given the current proportion of small fish taken by most gear types, particularly cod traps, this goal cannot be achieved in the short to medium term without severe economic repercussions. Furthermore, when compared with the short-term negative impacts, the long-term benefits would appear to be relatively modest. The total elimination of the catch of small fish is not a practical short-term goal given the current fleet structure, and gear configurations.
2. Any short-term management measures must target all gear types, with the exception of gillnets. Other than gillnets, all gear types currently in use in the 2J3KL cod fishery catch a high percentage of small fish. Therefore, all must share the burden of reducing the catch of young cod.

The Task Force recommends the following implementation plan with respect to cod traps:

1. In 1991, the current minimum fish size regulation 41 cm (i.e. 16") should apply to cod taken in traps.
2. In the next three years, there should be no new cod trap operators licensed to fish in Divisions 2J3KL.
3. The Department of Fisheries and Oceans should immediately implement a gear conversion program for cod trap fishermen. This program should fully cover all gear conversion costs to encourage fishermen to convert the "drying twine" of their traps at least 13 mm (1/2") above the required 89 mm (3 1/2") mesh size. A "catch adjustment incentive" should also be offered for each trap converted. Both incentives could be scaled to encourage changes in trap configurations as well.
4. The Department of Fisheries and Oceans should immediately establish a cod trap conversion committee (in conjunction with the NFFAWU). This committee would design, demonstrate and evaluate various methods of reducing the catch of small fish in cod traps. Fishermen have indicated there are many ways to reduce the catch of small fish besides regulating a mandatory increase in mesh size.
5. The Department and fishermen work jointly in 1991 to quantify the extent of discarding in the cod trap fishery and identify ways to reduce it.
6. Beginning in 1991, the Department of Fisheries and Oceans will rigorously enforce the 89 mm (3 1/2") minimum mesh size in cod traps in all areas.

7. **If these measures do not reduce the catch of small fish in cod traps, the Department should implement a minimum mesh size of 102 mm (4") in January 1993.**

For otter trawls, the Task Force recommends:

1. **That, in 1991, the minimum mesh size for otter trawls in the directed 2J3KL cod fishery be increased from 130 mm diamond mesh to either a 140 mm square mesh or a 155 mm diamond mesh.**
2. **That the necessity of future increases be considered after comparative trawling studies this autumn and next spring and the results of the 1991 winter fishery are known.**

For handlines/longlines, the recommendations are:

1. **That a minimum hook size regulation be established immediately for cod handlines and longlines, and as an initial step this minimum hook size should be set at No. 16 gauge or equivalent.**
2. **That hook selectivity studies be carried out to determine if an increased minimum hook size is needed in the future.**
3. **That the regulations be reviewed to ensure that they apply to artificial baited gears and amended, if necessary.**

And, finally for small cod bycatch in other fisheries, the Task Force recommends:

1. **That these various, non-cod directed fisheries be managed by season in a more focused way to eliminate the catch of small cod. Seasons should be set so that such gear is not used to target cod when the licensed species is not available.**
2. **That existing regulations with respect to the catch of cod in unlicensed gear be strictly enforced.**
3. **That the use of inshore/onshore observers be initiated to monitor and identify problem areas or activities that produce a bycatch of small cod.**
4. **That Northern Shrimp licence holders be required to attain a target of a zero bycatch of cod and other groundfish.**

The small fish issue was one of the most sensitive matters discussed in our meetings, especially with inshore fishermen. While there is a general, if sometimes reluctant,

acceptance that catches of small fish are a problem, no one wants to bear all the burden of solving it. At the same time, eliminating the catch of young fish is not the panacea some interests might believe. Achieving even minimal improvements in biomass through changes in the selectivity of the fishery would require dramatic gear changes and unacceptable catch reductions, especially for cod traps.

We also recommend: That no Department of Government, at either level, encourage or assist the processing or marketing of small cod.

PROPORTIONATE HARVESTING BY DIVISION: Since 1987 offshore catches have been more evenly distributed over the three Divisions, although quota transfers in 1988 and 1989 from Division 2J and 3K to 3L, elevated the proportion somewhat in Division 3L.

The predominant view expressed during our consultations and public meetings was that this "proportionate harvesting" rule should at least be maintained for the immediate future and should only be changed when there is sufficient scientific evidence to warrant it.

The Task Force sees no reason to change the proportionate harvesting requirement in 1991. However, efforts to introduce justified refinements should begin immediately.

RECOMMENDATIONS

- 1. That the proportionate harvesting requirement be maintained in the short-term with no individual transfers between Divisions. Inter-company arrangements that ensure the requirement is met in total at year end should be encouraged.**
- 2. That, beginning in 1991, offshore catches of 2J3KL cod be reported and recorded by latitude and longitude to delineate catches on each offshore bank.**
- 3. That the proportionate harvesting requirement be incorporated in the enterprise allocation licences.**

FOREIGN FISHERIES IN 2J3KL: The Harris Panel Report does not accurately reflect past or current foreign catches of northern cod, either inside or outside the Canadian zone. The report presented data on foreign quotas, reported catches, or assumed bycatches of cod from Divisions 2GH, 2J3KL, and 3NO as exerting pressure on the northern cod stock complex above the Canadian TAC. This presents an inaccurate picture of total removals of 2J3KL cod.

Foreign fisheries inside the zone, while irritants to the industry, are not a cause of, or a solution to, current problems in the 2J3KL cod fishery. Foreign activity outside the zone is already the subject of wide ranging Government initiatives.

RECOMMENDATION

- 1. That the current initiatives of the Government of Canada to reduce overfishing outside the Canadian Zone continue, both with NAFO members and other non-member countries, so that recent progress can be sustained.**

SURVEILLANCE AND ENFORCEMENT: Surveillance and enforcement activities are considered necessary components of any fisheries management system. Our treatment of this area mainly involves specific items that were raised or emphasized by industry. The role of licence suspensions as a major deterrent is now viewed by industry as one of the most effective elements of fisheries management.

- 1. Observer Coverage:** Current observer coverage on the inshore fleet is limited to the small dragger fleet less than 65 ft. There was 60% observer coverage on this fleet in 1990, much higher than in previous years.

The offshore sector feel this fleet, together with vessels in the 65-100 ft category, should receive 100% observer coverage during peak fishing periods since they fish the same ground as offshore trawlers.

The second section of this recommendation: "to support services for analyzing observer data" has been addressed already by Science Branch through the Atlantic Fisheries Adjustment Program.

RECOMMENDATIONS

- 1. That 100% observer coverage be implemented on 65-100 ft vessels fishing northern cod EAs to prevent misreporting of areas, quantities and species fished.**
- 2. That observer coverage on the small dragger fleet be at a minimum of 50%. Wherever logistically possible, observers should collect biological samples from this fleet.**
- 3. That, in 1991, a pilot project of observer coverage for the under 65 ft fleet prosecuting the gillnet fishery offshore in Division 3L be initiated.**

4. **That observers measure and record mesh sizes and types at the beginning of each trip. This information should be recorded in DFO's domestic and foreign catch and effort systems.**

2. Patrol Activities: The Department agrees the most appropriate response to violations reported by observers is the completion of on-site inspections. Additional funds have been committed to surveillance of the inshore and offshore fisheries under the Atlantic Fisheries Adjustment Program.

RECOMMENDATIONS

1. **That surveillance and enforcement efforts be focused on activities which contribute to improvements in the status of 2J3KL cod. This should involve particular emphasis on minimum mesh size requirements and catch of small cod.**
2. **That consultations be held with fishermen's committees to develop local priorities for surveillance and enforcement activities.**

3. Violations and Penalties: There is acceptance within the industry that the second part of this recommendation will be met when the proposed amendments to the Fisheries Act become law. The industry believes suspension or cancellation of fishing licences is one of the best deterrents to reduce fishing violations.

RECOMMENDATIONS

1. **That industry be encouraged to take a public stance on the seriousness of fishing violations that negatively impact on resource conservation.**
2. **That the passage into law of the Fisheries Act amendments receive wide publicity including special emphasis on licence suspension.**
3. **That the conservation consciousness of the industry and the public be raised by mounting an ongoing public information campaign.**

4. Enterprise Allocations: In the offshore northern cod fishery, the problem of discarding of small fish has been resolved since 100% observer coverage during peak fishing periods became mandatory in 1987. As well, all discards are now counted against EAs in this fishery.

There have been allegations of misreporting of catches and areas fished since the introduction of northern cod EAs to 65-100 ft fixed and mobile gear vessels.

Monitoring of EAs in fisheries conducted by many independent vessels must include adequate surveillance to ensure appropriate reporting of catches, including mandatory observer coverage. Such measures, however, are costly.

In addition, a widespread education program is needed to re-emphasize the importance of conservation and sound management of the fishery.

RECOMMENDATIONS

- 1. That observer coverage be mandatory in any new EA program in the northern cod fishery. Costing for such a program would be worked out jointly between government and the industry.**
- 2. That existing EA holders in the 65-100 ft category should, as a condition of licence, land at designated landing sites, give advance notice of landing, and offload in the presence of a Fishery Officer, or designate.**
- 3. That EA holders in the 65-100 ft category be licensed on a "trip by trip" or monthly basis only and not for the calendar year. Licence validation for the next fishing period would be contingent on submission of full catch and effort reports to the Department.**

THE CONCEPT OF INSHORE AND OFFSHORE: The designation of the inshore sector is a major current topic, especially with coastal fishermen in Division 3L. The issue is simple, the solution is not, if indeed a problem exists. At this point, we believe this matter requires further examination and discussion because it goes right to the centre of the current approach to managing the fishery.

During our consultations, a major topic was the definition of the real "inshore". Any redefinition or separation of the existing inshore fleet of vessels less than 65 ft creates problems. Some of the larger vessels (over 50 ft) do not fish further than three miles from land, while some vessels under 40 ft fish out to 100 miles or more. A separation by gear type is not straight forward either, as both small (less than 35 ft) and large (greater than 35 ft) vessels fish cod traps, gillnets and longlines to some extent.

While the fishery by nearshore (35-65 ft) vessels has grown in southern 3L, there has been no real change in the balance of landings between vessels under and over 35 ft. Catches on the Grand Banks by vessels from 55 to 65 ft have resulted in some redistribution of catches within the nearshore fleet itself. However, growth in the numbers of 55 to 65 ft vessels has been curtailed and we are proposing a further control for 1991.

RECOMMENDATIONS

1. That Science Branch undertake a sampling program of offshore gillnet landings in Division 3L this autumn for inclusion in the 1991 2J3KL cod assessment.
2. That the total 3L cod fishery be reviewed by CAFSAC to determine if present trends in activity have potential negative impacts on the management of the total stock.
3. That the current level of effort by 35-65 ft. vessels be frozen in each Division, at least for 1991.
4. That the principle and application of the Inshore Allowance be reviewed in conjunction with the review of licensing, and that it take account of findings from (2) as well as the historical fishing patterns by 35-65 ft vessels in each Division of 2J3KL.

LICENSING OF INSHORE FISHERMEN AND VESSELS: Licensing of inshore fishermen and vessels is at a crossroads. The current licensing approach was established when expectations of economic activity from 2J3KL were much greater than they are today. It is clear some immediate changes are necessary and that a revised overall approach must be developed to take account of new realities in the 1990's.

Based on the views expressed by inshore fishermen, the Task Force recommends that the Department should adopt a two-fold implementation plan for licensing of fishermen and fishing vessels. The basic licensing program has been in place since the late 70's/early 80's when expectations for northern cod were more optimistic than is now justified. A major review would therefore be appropriate.

Recommended Licensing Measures for 1991

- That the freeze on fixed gear groundfish licences be continued.
- That transfers of active fixed gear groundfish licences only be permitted to another full-time fisherman in the same NAFO Division.
- That current restrictions on the replacement of vessels between 35 and 65 ft be continued but the combining of cubic numbers within vessel classes be permitted only for active vessels.

- That a freeze be placed on additional vessel registrations under 35 ft. Vessels under 35 ft can continue to be replaced with a vessel up to 34 ft 11 inches in the case of full-time fishermen. Part-time fishermen will be permitted to replace the same size vessel as the one currently registered.
- That part-timers not be allowed to transfer vessel registrations.
- That new part-time personal fishing registrations be restricted to crew members only. Individuals requesting a new part-time fishing registration will be required to obtain certification from an existing enterprise owner indicating that he/she will be employed as a crew member by that owner.
- That renewals of part-time personal fishing registrations be limited to active commercial fishermen. Renewal of part-time registrations in 1991 will require proof of commercial fishing activity in 1989 or 1990.
- That current long-term leasing provisions not apply if the leasing arrangement involves an inactive groundfish licence. Activity will be defined as recorded commercial fishing activity in one of the previous two years. In the case of long-term leases the vessel will be registered only in the licence holder's name during any given calendar year.
- That the movement of additional fishermen and vessels from all Divisions into Division 2J be frozen. Fishermen from outside Division 2J with a record of historical participation in this area can continue to fish in Division 2J. Historical participation will be based on a majority of the past three years.
- That individuals who are permanently downgraded to part-time status not be permitted to retain any limited entry licences. Part-time fishermen who currently hold a limited entry licence would not be permitted to retain these licences after January 1, 1993, if their status remains unchanged.
- That a freeze be placed on capelin fixed gear licences in 1991.
- That no new cod trap operations be licensed to fish in 1991-93.

That the licensing review in 1991 include an examination of:

- the part-time/full-time categorization system
- the transferability policy for limited entry licences
- the handline/jigger provision for personal registrations
- the linkage of DFO's licensing system with the professionalization/certification of fishermen

- the linkage of DFO's licensing system with CSI requirements
- leasing/registration of vessels across sectors
- holding of fishing licences by processing companies
- participation criteria for limited entry licences
- participation in the squid fishery

This review should be completed before the end of June 1991 so that proposals for changes can be incorporated in the licensing cycle for 1992.

IMPROVING COMMUNICATIONS WITH CLIENTS: Several major initiatives to improve communications with fishery clients have already begun. The attention of the industry is focused on the subject, especially the identified need to raise the level of awareness of conservation. New approaches must be taken and the several significant ideas raised with us should be pursued. Foremost is an information/educational effort to promote fisheries conservation by the fishing industry and the public.

There was generally wide agreement among participants at public meetings and consultations that both the electronic and print media, while making an important contribution to the amount of fisheries-related information available to the industry and the general public, also created problems. Information provided by the media is too often incomplete and/or inaccurate, and creates unnecessary stress and confusion for those who rely on radio, television and newspapers for "the facts". Other channels of communication are, therefore, required to complement and/or supplement the traditional ones.

RECOMMENDATIONS

1. **That an advertising and promotion campaign to promote conservation of the resource be developed to raise the conservation consciousness of the fishing industry and the general public.**
2. **That development of a fisheries educational strategy by the appropriate agencies in Newfoundland and Labrador be encouraged.**
3. **That increased attention be given to providing the industry with up-to-date information on a systematic basis. This should include such things as the results of specific fisheries or in season status reports.**

Overall, this Report outlines a series of first steps that must be made to revitalize the 2J3KL cod fishery. It will not provide all the actions that all members of the industry might like. However, we are convinced that the series of decisions and actions proposed will enable Government and industry to turn the corner on 2J3KL cod management.