

## HIGH SEAS FISHING SESSION

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### **Legislation for Fisheries in the 89th Congress**

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I HAVE BEEN ASKED to comment on what can be expected in regard to the United States fisheries in the 89th Congress which will convene in 1965. It is difficult to guess what will develop during the next two years in any field. This is particularly true when the United States Congress is concerned. However, I think it is safe to say that certain fishery legislation before the Senate Committee on Commerce and the Congress last session will be reintroduced. I also expect that several new substantive legislative proposals can be anticipated. In addition to those old and new legislative matters before the Senate Committee on Commerce and the House Committee on Merchant Marine and Fisheries, there will be legislative activity relating to fisheries before the House and Senate Appropriations Committees. I will discuss the prospects for fishery legislation in the next Congress in the order suggested.

Let me first make a few remarks regarding legislation introduced last session which did not pass, but is likely to be reintroduced in the 89th Congress.

The first is a resolution similar to Senate Joint Resolution 174 introduced last session by Senator Warren G. Magnuson. This would authorize the Bureau of Commercial Fisheries to conduct an extensive survey of the marine and fresh water commercial fishery resources of the United States. The measure was introduced late last session, passed the Senate but not the House. The comprehensive survey contemplated would be similar to one conducted in 1944 and 1945 which proved to be very useful. The Bureau of Commercial Fisheries is in favor of the comprehensive study. I therefore expect early hearings will be held by the Senate Commerce Committee on a proposal similar to the one considered and passed in the Senate last year. This legislation, in my opinion, takes on added significance with the addition of each signatory nation to the 1958 International Convention on Fishing and Conservation, which recognizes that each coastal state has a particular interest in the fishery resources immediately off its coast. The convention has received the ratification of 17 of the necessary 22 nations and is likely to come into effect in 1965. The International Convention anticipates that each coastal state possess a knowledge of its coastal fishery resources far beyond that which we have in the United States today. I would surmise that in regard to several fishery resources off the United States coast foreign nations have more information than we do. This is particularly true of the resources of the North Pacific and Bering Sea, where the Japanese and

Russian fleets during the past spring and summer included over 500 vessels that were far larger than any American vessel in the area.

A second measure which I expect will be reintroduced early next year is Senator E. L. Bartlett's bill regarding the conservation of certain fishery resources on the sea bed or subsoil of the outer continental shelf. On June 12, 1964, the 1958 International Convention on the Continental Shelf came into force and shortly thereafter Senator Bartlett's bill, S 1988, became law. Together, these measures gave to the United States certain general jurisdiction over fishery resources beyond the 3-mile limit and made it unlawful for any foreign nation to engage in the taking of these resources. There remains, however, the question as to whether responsibility for the conservation and regulation of these resources should be placed in the hands of the federal or state government. Senator Bartlett's bill follows the policy established for fishery resources within the 3-mile limit and would give the responsibility to the states. I expect hearings on this legislation at an early date.

During the last several Congresses, Senator Magnuson and Senator Bartlett have introduced legislation regarding the manner in which negotiations are carried out in the ex-vessel sale of fishery products. This legislation would give fishermen a voice in the price at which the catch is sold. Under the present law and the Federal Trade Commission rulings, the vessel owner alone bargains with the buyer for the price of the fish. The last two bills introduced in this area were S 1135 and S 3026. Hearings were held in the Senate last year, but the Commerce Committee took no final action on the legislation.

Legislation on a 12-mile fishing zone was introduced by Senator Ernest Gruening of Alaska last Congress, but no hearings were held on the bill. This is a subject that has continued to create interest, particularly since Canada and several major European nations have moved in this direction during the past year. In March, 1964, 13 West European nations agreed on a new fisheries convention that called for a modified 12-mile fishing zone. The nations included the six Common Market countries, Austria, Denmark, Ireland, Portugal, Spain, Sweden, and the United Kingdom. Later this year, Canada took similar action. Today only approximately a dozen coastal nations have not extended jurisdiction over their coastal fisheries beyond the 3-mile limit. Pressure will probably continue for a 12-mile fishery zone, either through legislation by Congress or executive action by way of an international agreement. Hearings on this subject are likely.

Undoubtedly other legislative proposals considered in the last session will be advanced again. It is expected that special legislation relating to anadromous fish will be reintroduced, as will legislation relating to water pollution. This list of bills that may be reintroduced is not intended to be exhaustive, but the major proposals that may be reintroduced have been mentioned.

In terms of new legislation, I believe that we can expect a proposal to extend the present fisheries loan program which expires in June, 1965. This program has been very successful and I expect there will be strong interest in its continuation and possible expansion. Over \$18 million has been loaned since 1956 with over 800 loans involved. At the present time the program does not permit a loan to be made on a participating basis with commercial banking institutions or for new vessels. Consideration will be given to an extension of the present program and such changes as those mentioned.

In most instances, those who watch the legislative process from some

distance tend to look primarily at the substantive committees in Congress to see what is being done that affects their interests. Actually, some of the most important activity in Congress affecting fisheries during the next two years will occur in the Appropriations Committees. The Senate Appropriations Committee will consider whether to provide money for carrying out the provisions of the Commercial Fisheries Research and Development Act passed last year. This involves approximately \$7 million. It will consider the fishing vessel construction program which was enacted last session and authorizes \$10 million annually. Additional funds may be necessary to continue the present program of research in the field of fish protein concentrate and for other special projects such as those proposed for tuna research. The Coast Guard appropriations will also be important since their vessel replacement program includes several fishery patrol vessels.

Last Congress was a very active one and a constructive one for fishermen and the fishing industry. I expect the 89th Congress also to be a creative two years for the American fisheries.

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## **The Japanese-Soviet Challenge to World Fisheries**

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### **Abstract**

Three major happenings dominate the development of post-war fishing: (1) the resurgence of Japan, (2) the land giant of USSR moving to the ocean, and (3) the creation of the Western fishmeal bastion in Peruvian waters. It is possible that the build-up of Chinese fisheries is equally significant. Both Japan and the Soviet Union are now operating in all major fishing grounds. Japan is largely depending on a far flung chain of transshipment ports and more elaborate bases and has created an impressive fleet of trawlers in the range of 3,500 tons.

USSR has besides a number of new capturing vessels acquired a massive fleet of factory ships, transport vessels, searching vessels, motherships, and freezing trawlers. The most recent series of Soviet factory ships attains 43,000 tons, four times larger than any such unit now in operation. These Soviet ships come from a number of their own shipyards, but also from around the world, western Europe as well as Japan. A large number are under construction.

WHEN ANALYZED INTERNATIONALLY, three major events dominate world fisheries: (1) The impressive emergence of the land giant of the Soviet Union as a major marine empire with fishing activities in all oceans. (2) The resurgence of Japan after the war-catastrophe to the top ranking fishing nation of the world. The Japanese program is accompanied by a major commercial and industrial drive as well as a technical aid program of grand design, the dimensions of which presumably are already overshadowing the total advisory activities of the FAO. (3) The creation of a major feeding bastion for the western world in Peru and Chile, exploiting the fish riches of the Humboldt streams, chiefly by extracting anchoveta. A slightly smaller one is emerging off SW Africa and