

## IOTC-2024-CoC21-12b[E]

## Guidance and recommendations for preparing IOTC Resolutions and Recommendations.

PREPARED BY: IOTC SECRETARIAT<sup>1</sup>, 6 APRIL 2024

### **PURPOSE**

To provide the Compliance Committee with the opportunity to consider the *Guidance and recommendations for preparing IOTC Resolutions and Recommendations* (Annex 2 of the Report *Legal Scrub of IOTC Resolutions and Recommendations*), which should be used by Members when drafting proposals for Resolutions and Recommendations for the Commission.

### **BACKGROUND**

Following the review of the progress on the legal scrubbing of IOTC Resolutions, the WPICMM05 made the following recommendation related to the legal scrubbing. It should be noted that that the review of the WPICMM considered part of the document and excluded the Annex 2 of the REPORT *Legal Scrub of IOTC Resolutions and Recommendations*.

101. The WPICMM05 **ENDORSED** the proposals of the legal scrubbing and **RECOMMENDED** Compliance Committee 19 be presented the version of the legal scrubbing, where suggested changes opposed by CPCs are removed.

At its Nineteen Session, the Compliance Committee reviewed the progress on the legal scrubbing of IOTC Resolutions and made the following recommendation:

IOTC-2022-CoC19-R[E] - Paragraph 141

The CoC19 **RECOMMENDED** that the Commission consider adopting the results of the legal scrubbing in two packages of Resolutions over its Sessions in 2023 and 2024.

At its Seventh Session the WPICMM made the following recommendation:

IOTC-2024-WPICMM07-R[E] - Paragraph 69

The WPICMM07 **RECOMMENDED** the Compliance Committee to review the Guidance and Recommendations for Preparing IOTC Resolutions and Recommendations (Annex 2 of the Legal scrubbing of IOTC Resolutions, <u>IOTC-2020-WPICMM03</u>), and the additional agreed terms and definitions of the Glossary, with a view to endorse them.

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### **DISCUSSION**

The **objective** of legal scrubbing was to support IOTC on matters related to strengthening the harmonised implementation of and compliance with the Resolutions adopted by the Commission by conducting a technical legal scrubbing of all active Resolutions and Recommendations. IOTC Resolutions and Recommendations in this legal scrubbing study appear in the 2019 IOTC Compendium of Active Resolutions.

To support the legal scrubbing, this report also:

- provides guidance on technical legal drafting of future Resolutions and Recommendations;
- reviews the comments on the draft Glossary made by CPCs at WPICMM02 and propose definitions accordingly;
- reviews the IOTC Scientific Glossary and proposes updates; and
- makes recommendations on a mechanism or process that provides for the implementation of the outcome
  of the legal scrub on a continuing basis in relation to the preparation of proposals for future Resolutions and
  Recommendations.

The legal scrub was conducted for each Resolution and Recommendation and was presented in the **Annex 1** of the report *Legal Scrub of IOTC Resolutions and Recommendations*. Most of the attention regarding the legal scrubbing report was given to the Annex 1 which contain the legal scrub of the 2019 IOTC Compendium of Active Resolutions.

At its Seventh Session the WPICMM07 noted that little attention was given to the Annex 2 of the REPORT *Legal Scrub* of *IOTC Resolutions and Recommendations*, and therefore recommended the CoC21 to consider the Annex 2 with the objective to endorse it, as a stand-alone guide to support IOTC on matters related to strengthening the harmonised implementation of and compliance with the Resolutions adopted by the Commission.

The Guidance and recommendations for preparing IOTC Resolutions and Recommendations is consistent with the IOTC Agreement, international best practices and the FAO style guide. It details the inconsistencies and inaccuracies in existing Resolutions and Recommendations concerning (a) IOTC-related matters, (b) legal responsibilities, (c) references/use of terms and (d) formatting, and recommends for a range of items under each of these four headings the proper approach and language. It clearly sets out the errors and approaches found in existing Resolutions that must be avoided in future.

This paper presents, in Appendix 1, the *Guidance and recommendations for preparing IOTC Resolutions and Recommendations* (Annex 2 of the Report Legal Scrub of IOTC Resolutions and Recommendations).

### RECOMMENDATIONS

That the CoC21:

- 1) **NOTE** paper IOTC–2024–CoC21-12b, which presents the *Guidance and recommendations for preparing IOTC Resolutions and Recommendations*,
- 2) Consider to **ENDORSE** the *Guidance and recommendations for preparing IOTC Resolutions and Recommendations*, and consider to **RECOMMEND** that the Commission adopts, as a stand-alone document, the *Guidance and recommendations for preparing IOTC Resolutions and Recommendations*, presented in Appendix 1.

### Appendix 1

# RECOMMENDATIONS ON A PROCESS FOR THE PREPARATION OF PROPOSALS FOR FUTURE IOTC RESOLUTIONS AND RECOMMENDATIONS

This report indicates a need for an agreed approach to the preparation and adoption of Resolutions and Recommendations to ensure they are clear and consistent. Most importantly, mindful of the legally binding nature of Resolutions and the need for all CPCs to uniformly implement their provisions into national legislation and procedures, they should be legally robust. In this regard, they should accurately reflect relevant international instruments, the IOTC Agreement, legal responsibilities, proper terminology, consistent formatting and legal best practices.

It is understood that the process for preparation of proposed Resolutions and Recommendations, or amendments, requires that they be submitted to the Secretariat in advance of the Sessions, and before distribution to CPCs.

The process for their adoption Sessions can be unpredictable due to the need for negotiation, and that agreement may only be reached as time runs out for further discussion or revision. There are added challenges where: legal advice may not be available or legal experts may not be familiar with the wide range of IOTC Resolutions, other relevant international instruments, IOTC Agreement, terminology or any legal drafting guidelines that may be agreed; and the mother tongue of many CPCs is not English or French.

Mindful of this situation, a three-step process for the preparation and adoption of Resolutions and Recommendations is recommended for consideration.

- (1) CPCs should use guidelines, based on those in Annex 2, to prepare its proposed draft or amendments.
- (2) A brief time period should be designated after receipt of the draft and prior to distribution to CPCs for the Secretariat to arrange a preliminary "legal scrub" of the proposal.
- (3) Final legal input should be given at the Session, if possible, in the form of advice during discussions, a brief legal vetting ("scrub") after negotiation and prior to adoption, or other as may be agreed.

The legal advice for all steps should take into account the need for consistency within the Resolution or Recommendation, the legal applicability to CPCs, consistency with other Resolutions or Recommendations, the IOTC Agreement, international instruments and as appropriate other RFMOs, terminology, any legal drafting guidelines that may be agreed and terminology based on the draft Glossary and the Scientific Glossary.

GUIDANCE AND RECOMMEN	DATIONS FOR PREPAR RECOMMENDATIONS	ING IOTC RESOLUTIONS AND

Guidance and recommendations in relation to technical legal drafting of future Resolutions and Recommendations, consistent with the IOTC Agreement, international best practices and the FAO style guide, is shown below. It details the inconsistencies and inaccuracies in existing Resolutions concerning IOTC-related matters, legal responsibilities, references/use of terms and formatting, and recommends for each the proper approach and language. It clearly sets out the erroneous use of terms and approaches found in existing Resolutions that must be avoided in future.

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Subject and guidance	Recommendation
	1. IOTC
Addressees of reports within IOTC.	Addressees of reports should be the:
Do not require reports to be sent to the Secretariat unless it is specifically required (e.g. the port State measures Resolution 16/11 specifies the duties of the Secretariat).	<ul> <li>Commission (where specifically required, e.g. by the IOTC Agreement or Rules of Procedure);</li> <li>Executive Secretary; or</li> <li>Other body formally designated, e.g. a Working Party to report to the Scientific or Compliance Committee.</li> </ul>
"IOTC" as part of a title/designation for IOTC bodies.	IOTC should precede Committees or subsidiary bodies, e.g. "IOTC Committee, IOTC Working Party"
Do not use "IOTC": Refer to the following without use of "IOTC", to reflect their definition/use in the IOTC Agreement and Rules of Procedure:	
"IOTC Agreement"	The formal title is "Agreement for the Establishment of the Indian Ocean Tuna Commission"
<ul><li>Do not use:</li><li>IOTC Convention</li><li>Agreement</li></ul>	The proper reference is "IOTC Agreement".
"IOTC area of competence"	Use the term "IOTC area of competence", as used in the IOTC Agreement.
<ul> <li>Do not use:</li> <li>IOTC Area of Competence</li> <li>IOTC Convention Area</li> <li>IOTC Area unless it is called out after first use of "IOTC area of competence".</li> </ul>	
"IOTC Record of Authorised Vessels"	Resolution 19/04 concerning the IOTC Record of Vessels Authorised to Operate in the IOTC Area of Competence:
<ul><li>Do not use:</li><li>Record of Vessels</li></ul>	does not specifically refer to fishing vessels in the title;
<ul> <li>Record of Fishing Vessels</li> <li>Record of Licensed Fishing Vessels</li> <li>List of Authorised Vessels</li> </ul>	applies to "fishing vessels", which include vessels authorised to fish for IOTC species in the IOTC area of competence and support, etc vessels.
	However, the definition of "vessels" proposed for the Glossary and based on international practice also includes those used for fishing or related activities.
	This report recommends use of the term "vessels" (rather than "fishing vessels") to designate those used for fishing or related activities, mindful of international practice and the confusion, for example, in referring to a carrier vessel as a fishing vessel.
Resolutions (first reference)  Do not:	Include the title on first use each time, in italics: "Resolution xx/xx on

Subject and guidance	Recommendation
• Refer to a Resolution without its title, for the first use.	
Resolution (general references)  Do not use:  "The" Resolution xx/xx, On"  As provided in "the" Resolution xx/xx, On"  "IOTC" Resolution  Resolutions (future)  Do not:  When referring to existing Resolutions add "(or any (future) superseding resolution)"  Resolutions (superseding)  Do not use:  Resolution aa/aa [superseded by Resolution xx/xx, then Resolution yy/yy, then Resolution zz/zz];	When referring to a Resolution by number, cite it simply and do not precede it with "the", or "IOTC" e.g.:  • "Resolution xx/xx, On", provides  • "As provided in Resolution xx/xx, On"  Refer to "Resolution" (as used in the IOTC Agreement and Rules of Procedure), rather than "IOTC Resolution".  Refer only to the title of the Resolution, do not add "or any (future) superseding resolution"; it is stated in the superseding Resolution that it supersedes the earlier one.  International agreements, treaties, etc do not use this language or refer to the possibility of future events.  Refer to the most recent IOTC Resolution only, and not to those it supersedes, except where:  • the original Resolution is superseded by the Resolution citing it (i.e. replacing the original Resolution) then the number of the original Resolution should be shown and its ultimate
Use:  Resolution zz/zz	<ul> <li>replacement by the current Resolution indicated (e.g. superseded by this Resolution);</li> <li>a paragraph or other reference is attributed to the superseded Resolution which does not appear in the most recent version and the information referenced is only in the original Resolution (e.g. Resolution 09/01 on follow-up to the first performance review contains certain information that superseding Resolution 16/03 does not).</li> </ul>
<ul> <li>Resolutions (superfluous language)</li> <li>Do not use, where it is otherwise apparent:</li> <li>"binding" Resolution;</li> <li>Resolution "in force"</li> </ul>	It is clear from the IOTC Agreement that Resolutions are binding and in force, and unnecessary to include this where it is already apparent.
<ul> <li>"Sessions" of the Commission, Committees</li> <li>Do not use:</li> <li>session (lower case "s")</li> <li>Annual meeting of the Commission</li> <li>Meetings of the Commission</li> </ul>	The IOTC Rules of Procedure refer to regular "Sessions" of the Commission or Committees that are to be held annually.
2. LEGAL RESPONSIBILITIES	
<b>Legal responsibility</b> for implementation of Resolution must be given to CPCs.	Language should reflect CPCs legal obligation to implement requirements on owners, operators, masters etc.,
<ul> <li>Do not:</li> <li>give responsibility for implementation to vessels, operators, masters etc rather than CPCs.</li> </ul>	To the extent possible, the requirements should be made in relation to CPC control of the persons (legal or natural) relating to the vessels – owners, operators, maters – rather than the vessels.  e.g. "CPCs shall ensure/require compliance by all owners and
	operators of their flag vessels"

Subject and guidance	Recommendation	
<b>Legal responsibility</b> to be clearly stated.	The Resolutions are legally binding and must reflect this by use of	
topolicially to be clearly banda.	"shall" or other mandatory language, unless there is clearly a	
Do not use:	contrary intention.	
<ul><li> "should" where there is an intention that the</li></ul>	contary intention.	
measure is legally binding.		
3. REFERENCES, USE OF TERMS		
as regards	This is not a term of legal art; "relating to" or "concerning" can be used.	
Do not use:		
• "as regards"		
8		
bycatch	The correct spelling is bycatch, as it appears in the IOTC Scientific Glossary.	
Do not use:		
• "by-catch"		
- by-catch		
"captain", "master" "operator"	Use "master" in relation to vessel activity and "master" or	
captain, master operator	"operator" in relation to responsibilities.	
These terms are used interchangeably in	operator in relation to responsionities.	
different Resolutions.	Note the definition of "master" and "operator" in the proposed	
different resolutions.	Glossary.	
	Glossary.	
Do not use:		
Do not use:		
• "captain"		
fish aggregating davies (EAD) was	Use of "fishing on" FADs limits the application to vessels actually	
fish aggregating device (FAD) use:	Use of "fishing on" FADs limits the application to vessels actually	
Defense to "fighing and EAD	carrying out fishing activities on FADs.	
Reference to "fishing on" FADs may be too	Defended to 2000 10 41 41 41 41 41 41 41 41 41 41 41 41 41	
narrow.	Reference to vessels that "use" FADs broadens the application to all	
D	use of FADS, such as deployment, even where no fishing activities	
Do not use	are carried out.	
• "fish on" FADs: refers to vessels that carry		
FADs, and is activity-specific		
flag vessels	Although various terms are used to denote the flag of the vessel, the	
ing redeal	term "flag" vessels is simplest and clear.	
Various references should be consistent.	torm mag vessors is simplest and clear.	
various references should be consistent.	e.g. CPC flag vessels.	
Do not use	c.g. CI C Hag vessels.	
Do not use		
• vessels "flying the flag" of,		
• vessels "flagged" to etc.		
	V 110	
gear	Use driftnet, gillnet, longline, purse seine, as spelled in the FAO	
0 111 0 0 11	Fisheries Glossary	
Spelling of fishing gear varies.		
Do not use:		
• "drift-net"		
• "gill net or gill-net"		
• "long-line"		
• "purse-seine"		
Implementation Report	Refer to the CPC "annual Implementation Report"	
<b>. . . .</b>	1	
There is inconsistent reference to annual		
Implementation Reports.		
F >	1	

Subject and guidance	Recommendation
Subject and guidance	Recommendation
Do not use:  • "annual report to the IOTC"  • "annual report to the Commission"	
"infraction" and "infringement"  Do not use:  "infraction" and "infringement"; they are terms used at national level to connote minor violations.  "IUU fishing", "IUU"	Replace by "violation", as used in UNCLOS and UNFSA.  ("Contravention" is used in the Port State Measures Agreement and is also acceptable.)  The term defined in Resolution 18/03 On establishing a list of
<ul><li>Do not use:</li><li>"IUU"</li><li>"IUU fishing" especially where it is intended to include related activities.</li></ul>	vessels presumed to have carried out illegal, unreported and unregulated fishing in the IOTC area of competence, paragraph 4 is "illegal, unreported and unregulated fishing activities", and the definition covers fishing related activities.  All references should be made to "IUU fishing activities" where it is intended to include fishing and related activities.
IUU Vessels List	The correct term for the list is "IUU Vessels List".
Do not use:  • "IUU Vessel List"  • "IUU List"	
"Laws and regulations" (at national level)  Do not use:  "laws and regulations"	The term "legislation" should be used, as it refers to any instrument at national level having the force of law (e.g. laws, regulations, orders, decrees other).
Paragraph  Do not use:  "Paragraph"  "Point"	The numbered paragraphs in the Resolutions should be referred to as "paragraph", sub-paragraph, etc.
<ul> <li>Preamble</li> <li>Do not cite:</li> <li>Detailed specifics of referenced document unless necessary, in order to maintain generality of preamble.</li> </ul>	The preamble is general and details do not need citing (such as specific paragraph numbers in referenced Scientific Committee meeting reports); it is usually enough to cite the report, Resolution etc.
Preamble, last paragraph	The language should be consistent:
The last two words should be ADOPTS "the following".	ADOPTS, in accordance with paragraph 1 of Article IX of the IOTC Agreement, "the following":
Do not use: ADOPTS "that ":	
"set forth" is very general and does not explain the status of the provision referenced (e.g. required or not).	Where needed, the terms "provided" or "required" should be used, which connote specific provisions having the force of law.
<ul><li>Do not use:</li><li>"set forth", e.g. in paragraph xx, or Resolution xx.</li></ul>	

Subject and guidance	Recommendation		
"via", "per"	"via" and "per" are not legal terms of art as used in the Resolutions.		
Many Deschitions use these terms as follows	They should be replaced by other appropriate terms, such as "by" or "through"		
Many Resolutions use these terms as follows, e.g.:	"through".		
"via" Resolution xx/xx			
"per" Guidelines on xxx			
Do not use:			
• "via"			
• "per"			
4	4. FORMATTING		
Acronyms: Callout style	At first use the acronym should be called out and afterwards only the acronym should be used.		
Do not use:			
Additional language or punctuation in the	Callout should be by use of the acronym in parentheses, e.g.:		
callout, e.g. (hereinafter referred to as "CMMs"), (collectively "CPCs")	<ul> <li>Conservation and Management Measures (CMMs);</li> <li>Contracting Parties and Cooperating Non-Contracting Parties</li> </ul>		
Civilvis j, (conecuvery CICs j	(CPCs).		
Acronyms should not be used without	(01 00).		
including the full term then callout, e.g.	Always include the full term before first use of the acronym, e.g.		
when referring to other RFMOs (WCPFC,	Western and Central Pacific Fisheries Commission (WCPFC).		
ICCAT)			
Acronyms: Consistent use	All Resolutions should use the same acronyms, and not full words,		
ACIONYMIS. COMSISTEM USC	to the extent possible, including:		
Do not:	CMMs – Conservation and Management Measures		
Repeat the full words multiple times in a	<b>CPCs</b> – Contracting Parties and Cooperating Non-Contracting		
Resolution when acronyms are normally	Parties PET		
used, e.g. multiple references to exclusive	<b>EEZs</b> – exclusive economic zone (note the upper case letters are not		
economic zone.	used in the words, consistent with UNCLOS)		
Annexes	Reference to Annexes should be in bold and roman numerals:		
Annexes must be formatted consistently,			
including their titles.	Annex I, Annex II etc.		
Do not:	The titles should be formatted consistently with the titles of the		
<ul> <li>refer to Annexes in regular font</li> </ul>	Resolution.		
• refer to "Appendix"			
• refer to Annex X "of this Resolution"			
• use numbers 1, 2, 3 or letters A, B, C.			
Chapeau The use of a chapeau should be	The chapeau should be as broad as possible to economise on words,		
consistent.	e.g. include "to" one time in the chapeau rather than at the beginning of each sub-paragraph, e.g. "CPCS have a responsibility		
	to:"		
Do not:			
• provide numbered paragraphs without a	A chapeau should be used in numbered paragraphs that consist of		
chapeau that only consists of subparagraphs	subparagraphs (a), (b), (c) etc.		
(a) (b) etc.			
begin each subparagraph below a chapeau			
with the same word(s) when it (they) could			
be placed in the chapeau, e.g. "CPCS have a			
responsibility			

Subject and guidance	Recommendation
(a) to (b) to (c) to	
Colons and semicolons	Use the FAO style guide for colons and semicolons
<ul> <li>Do not use:</li> <li>semicolons in the keywords description</li> <li>unnecessary semicolons and colons</li> </ul>	<ul> <li>Colons         <ul> <li>Colons are generally followed by a lower-case letter and are usually used to introduce a list or a definition. However, an initial capital letter is used when a colon is followed by a proper noun or by a complete sentence, e.g. Land-use planning can be expressed in the following questions: What is the present situation? Is change desirable?</li> </ul> </li> <li>Semicolons         <ul> <li>Semicolons are used to separate main clauses that have different subjects and are not introduced by a conjunction. A semicolon is followed by an initial lower-case letter (unless the semicolon is followed by a proper noun).</li> </ul> </li> </ul>
Commas	Use the FAO Style guide for commas:
Do not use: • unnecessary commas.	<ul> <li>Use commas to separate clauses within a compound sentence where there is a change of subject, or to prevent possible misreading: <ul> <li>The Chairperson selected the representative of the Netherlands to lead the subcommittee, and the subcommittee agreed.</li> <li>Use commas to isolate a word, phrase or relative clause: <ul> <li>The study, conducted in 1999, confirmed the earlier findings.</li> <li>The rise in productivity, although limited, has been steady.</li> </ul> </li> <li>Do not use a comma: <ul> <li>before and in a list, e.g. sheep, goats and oxen</li> <li>after i.e. and e.g.</li> </ul> </li> <li>Avoid overuse of commas. For example, the following sentence has many unnecessary commas: <ul> <li>The soil, which, in places, overlies the hard rock of the plateau, is, for the most part, thin and poor. <ul> <li>The same sentence would be better written as follows:</li> <li>The soil, which in places overlies the hard rock of the plateau, is for the most part thin and poor.</li> </ul> </li> </ul></li></ul></li></ul>
<ul><li>Italics</li><li>Do not use:</li><li>foreign words and phrases unless they are in italics.</li></ul>	<ul> <li>Use the FAO style guide for italics:</li> <li>foreign words and phrases that are not in common usage, such as et seq., inter alia.</li> <li>to indicate genus or species, e.g. <i>Oryza sativa, Cucurbita spp.</i>, but not for higher levels of taxonomic classification, e.g. Brassicaceae. Note that modifiers to species' names (such as cv., var., spp.) and species' authorities are not italicized.</li> </ul>
Keywords	Use lower case letters for each keyword (no capitals), separated by commas and ending with a full stop.

Subject and guidance	Recommendation
Keywords should be formatted consistently.	
Do not use:	
<ul> <li>upper case (capital) letters.</li> </ul>	
	W. d. Tag. d.
<b>Lists</b> Lists should be formatted consistently.	Use the FAO style guide (first two points) for lists:
Do not use: Conjunctives and disjunctives in lists except in the penultimate sub-paragraph (use of "and" or	Lists are punctuated in the same way as sentences, unless entries are very short, e.g. no punctuation is required in the following list:
"or" in Resolutions is sometimes improperly	• radios
shown after every sub-paragraph), e.g. (a); and	• televisions
(b); and	• cameras
(c); and (d)	• When entries are more complex, use initial lower-case letters and end each with a semicolon, except for the final entry, which ends with a full stop. When entries consist of complete sentences, begin each with a capital letter and end each with a full stop.
	• Use conjunctives or disjunctives only after the penultimate item in the list, e.g.
	(a);
	(b);
	(c); and
	(d)
Numbering style: Treaty-type formatting	PART XX
should be used. References would then be made, e.g. to Part I, paragraph 1(a)(i).	1. Paragraph
Do not use • "section"	(a) sub paragraph
• "point"	(i) sub sub paragraph
<ul><li>dashes</li><li>dot points</li></ul>	(1) sub sub sub paragraph
dot points	(1) sue sue paragraph
	a. sub sub sub paragraph
Objectives Objectives should be formatted consistently.	If there are multiple objectives for a Resolution, they should be expressed as a list under a general chapeau. For example:
Do not use:	The objectives of this Resolution are to:
Objectives  1. To maintain the skinjack stock in perpetuity	(a); (b) : and
<ol> <li>To maintain the skipjack stock in perpetuity.</li> <li>To use a harvest control rule.</li> </ol>	(b); and (c)
Preamble	Use upper case letters for the first word(s)
Do not use:	Use paragraph spacing of 6pt before and 6pt after
<ul><li>lower case letters for the first word(s)</li></ul>	ose paragraph spacing of opt before and opt after
hanging indents	
• paragraph spacing different from 6pt before	
and 6pt after  Species Use of capital (upper case) letters.	Use lower case letters for species, e.g. yellowfin, skipjack.
	1 / 2 3 / 13 / 13
Do not use:	
• capital letters, e.g. Yellowfin, Skipjack.	

## IOTC-2024-CoC21-12b

Subject and guidance	Recommendation
	It is based on standard practice: the common names of fishes by convention have been treated as common nouns, not proper nouns, and are accordingly spelled in lower case.
	This is the WCPFC model, others (IOTC, ICCAT etc) have no model and use upper case and lower case for the names of species inconsistently.