

Department of External Affairs

CLASSIFIED

File No. 25-5-7-2-SALMON

Subject:

BOUNDARIES
WATER

HIGH SEAS

FISHERIES

HIGH SEAS SALMON FISHERIES

Vol. 2

From April 14/71

To 12-06-30

DECLASSIFIED

ACCESS TO INFORMATION
ACCÈS À L'INFORMATION
EXAMINED BY / EXAMINÉ PAR:
M. Bardouin
DATE / DATE:
2003/04/14

References to Related Files

File No.

Subject

MICROFILMED
MICROFILMÉ

RETENTION PERIOD AND DISPOSITION

PUBLIC RECORDS ORDER

P.C. 1966 - 1749 - ACTIVITY

PUBLIC ARCHIVES APPROVALS

NOS 68/001 & 69/063

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304 (SA-2SD)
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DIVISIONAL SYMBOL

2002

F. C. W. INC. 5000
MACMILLAN OFFICE 5000
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OTTAWA, ONTARIO

PAPERS IN REVERSE ORDER

000003

Div
Diary
✓File
W.F.

Mr. J. A. Beesley, FLP

FLO/T. C. Bacon/bq

CONFIDENTIAL

April 14, 1971.

ACRL

25-5-7-2-SALMON

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35-11-2-ROK ✓

NOTE TO MR. LEE, FLO:

Korean High Seas Salmon Fishery

You will observe from the attached note to file that the proposal to consult with the Japanese and the Americans on representations to the Koreans has been overtaken by events, at least to a certain extent. President Park has given assurances that the Korean fleet will not engage in the high seas salmon fishery in 1971. The problem remains, however, as to how to buy off the Koreans in perpetuity or at least in the very long term. The Arabian Sea project may offer this opportunity but this would depend on the report the USA obtains from Bob Payne of the Canada Fish Company.

2. Incidentally, according to Stuart Blow of the State Department the approach to us in Seoul by the USA Embassy was a private enterprise of the USA representative there; he was acting without authority. Nevertheless, the USA would welcome any assistance we can give in future dealings with the Koreans. Blow wasn't so sure, however, that the Japanese could be influenced to participate in any future representations to the Koreans if this should prove necessary. I would suggest that toward the end of the month we should send a telegram to Washington to instruct them to consult with Blow for further details on the Arabian Sea project and we hold off any approach to the Japanese until we have these details. Do you agree?

T.C. BACON

T. C. Bacon

Div
Diary
File
W.F.

FLO/T. C. Bacon/bq

MEMORANDUM

File

CONFIDENTIAL

April 14, 1971

Legal Operations Division, FLO

Korean High Seas Salmon Fishery

Both the SSEA and the Minister of Fisheries and Forestry have approved the Canadian approach to the USA and Japan to discuss the possibility of a tripartite representation to the Koreans on the question of the latter's high sea salmon fishery. While these consultations may still be useful, it may be that developments since the USA approached Canada on this matter (in Seoul in November last year) would suggest a delay in any further representations to the Koreans, at least for the time being.

Mr. P.T.Barwell,
CIDA

2. During recent negotiations in Vancouver between Canada and the USA on Pacific salmon problems, Mr. Bacon, Legal Operations Division, took the opportunity to discuss this matter privately with Mr. Stuart Blow of the USA State Department. According to Mr. Blow, in November, 1970 the USA obtained informal oral assurances from the Korean President that in 1971 there would be a ban on the Korean high seas salmon fishery. Mr. Blow emphasized, however, that this undertaking was for one year only and thus the problem was still very much alive.

Mr. J.M.
Harrington, GPS

Mr. B. Hunter,
ECL

Dr. W.M. Sprules,
Fisheries &
Forestry

Mr. J.A.Beesley,
FLP

3. In Vancouver Mr. Bacon also spoke to a Mr. Bob Payne of the Canada Fish Company, which is a wholly owned subsidiary of the New England Fish Company of Seattle, Washington. Mr. Payne was about to leave on a visit to Seoul to discuss a fisheries project with the Koreans but was reticent to provide full details, except to say that it was designed to draw the Korean high seas fleet away from the salmon fishery. This question was also discussed with Mr. Blow and the following is a combination of the details about this project Mr. Bacon was able to obtain through these separate conversations.

4. In 1970 all of the Korean high seas fishing vessels were transferred from private ownership to the Korean Marine Industries Development Corporation. Consequently, they are now directly under Korean Government control. Mr. Payne is going to Seoul to discuss with the KMIDC the possibility of fitting these vessels for the development of a new fishery in the Arabian sea. Apparently this is an under-exploited, reasonably

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CONFIDENTIAL

fertile area which would yield a catch of tuna and sardines. If the Koreans are attracted by this project, it would involve a considerable conversion of their fishing fleet which would cost (according to Payne) about \$1 million in the first instance growing to \$8 million at a later stage. Mr. Blow expects to have an account of the Korean reaction from Bob Payne towards the end of April. Presumably, Payne's report will include details of the Korean technical and financial requirements to make the necessary conversions if the Koreans show interest in this project. (Presumably the interests of the fish canning companies in this endeavour is to establish another source of tuna and sardines for their canning industry which at present cannot operate at capacity on the catch derived from USA and Canadian fleets.)

5. Mr. Blow promised to provide details of the Korean reaction to the Arabian proposal and suggested we contact him further in Washington toward the end of April by which time he hoped to have a full report from Mr. Payne.

T.C. BACON

Legal Operations Division.

Mr. Bacon -
Well done. Logree provided
ECL & GPS agree. Ell
22088 April 15/71

FLO/T. C. Bacon/bq

CONFIDENTIAL


April 14, 1971.

NOTE TO MR. LEE, FLO:

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T. C. Bacon

Gordon Longmuir - GPS - desk officer.
3/5 Longmuir agreed

25-5-7-2-SALMON
31

ECL - *with Mike*

ACTION COPY

FLO

QD

(Frank)

Sgt

C O N F I D E N T I A L

FM COPEN 159 APR28/71

TO OTT EXT FLO

DISTR GEO ECL

25-5-7-2-SALMON	
11	JP

ACRL

NON

(see)

YH

REF OURTEL 146 APR6

---ATLANTIC SALMON-POSSIBLE VISIT TO COPEN OF MR DAVIS

MFA NOW ADVISE FISHERIES MINISTER NORMANN HAS REPLIED TO MR DAVIS SUGGESTING JUN2-3 TOO SHORT A PERIOD QUOTE TO CONVEY ADEQUATE IMPRESSION OF RELEVANT DANISH FISHERIES MATTERS UNQUOTE AND THEREFORE PROPOSING MR DAVIS VISIT COPEN JUN1-4.MFA HAS NO/NO FURTHER INFO YET REGARDING PROGRAM ENVISAGED,ETC.BUT THEY WILL TRY TO KEEP US INFORMED.

2.APPRECIATE EARLIEST ADVICE WHEN AVAILABLE ON ADMIN QUESTIONS RAISED IN PARAS2 AND 3 OUR REFTEL IF MR DAVIS ACCEPTS

ROBERTSON

281025Z

1/29/4

MESSAGE

FM/DE	PLACE	DEPARTMENT	ORIG. NO.	DATE	FILE/DOSSIER	SECURITY SÉCURITÉ
	LIEU	MINISTÈRE	N° D'ORIG.	JUNE 1 1971	25-57-2-SALM	RESTR
	OTT	EXTER	FLO-426			
TO/A TOKYO						PRECEDENCE
INFO						IMMED
DISTR.						

REF

SUB/SUJ

REPORTED JAPANESE FISHING FOR SALMON OFF GREENLAND

QUESTIONS HAVE RECENTLY BEEN RAISED IN HOUSE CONCERNING REPORTS THAT JAPANESE VESSELS ARE FISHING FOR SALMON ON HIGH SEAS OFF COAST OF GREENLAND. ALTHOUGH JAPANESE ARE OF COURSE FREE TO FISH FOR SALMON IN THIS AREA UNDER PRESENT INNATL LAW, THIS DEVELOPMENT WOULD BE OF SOME CONCERN IN CDA IN VIEW OF STRONG PRESSURES FOR ABSOLUTE ~~PROHIBITION~~ PROHIBITION OF FISHING FOR SALMON ON HIGH SEAS. ONLY INFO WE HAVE BEEN ABLE TO OBTAIN LOCALLY IS THAT APPROX 16 JAPANESE TRAWLERS OPERATED IN NORTHWEST ATLANTIC AREA IN 1970, BUT NOT IN GREENLAND-LABRADOR REGION. ALTHOUGH JAPAN HAS NOW BECOME MEMBER OF ICNAF NO STATISTICS ARE YET AVAILABLE ON JAPANESE OPERATIONS IN NORTHWEST ATLANTIC THIS YEAR. Grateful YOU MAKE LOW-KEY APPROACH TO APPROPRIATE JAPANESE AUTHORITIES ON NATURE AND SCOPE OF JAPANESE FISHERIES IN NORTHWEST ATLANTIC IN 1971. IF ASKED YOU COULD INDICATE THAT APPROACH IS BEING MADE IN CONTECTION CDN INTEREST IN SALMON FISHERY IN PARTICULAR.

DRAFTER/RÉDACTEUR	DIVISION/DIRECTION	TELEPHONE	APPROVED/APPROUVÉ
SIG..... L.H.J. LEGAUT/jl	LEGAL OPERATIONS	2-2002	SIG..... J. H. J. LEGAUT

In Files - any necessary action

1/24
A. H. H. e.

TO/À	FROM/DE	ACRG
JUN 15 1971		
ATT'N <i>in studies</i>		

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO
À
Under-Secretary of State
for External Affairs, OTTAWA (FAP)
To See
F-16
JOH.

FROM
De
Canadian Embassy, WASHINGTON

REFERENCE
Référence

SUBJECT
Sujet
Enquiry from Danish Embassy
Re: Salmon/Seals

SECURITY UNCLASSIFIED
Sécurité

DATE 3 June 1971

NUMBER 767
Numéro

FILE	DOSSIER
OTTAWA 25-5-7-2-3A L M U N	
MISSION	
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ACRL Cuv

ENCLOSURES
Annexes

DISTRIBUTION

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(Note for
GEO: Assume
you will
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whether to
pass contents
this let. to
Copenhagen)

The press counsellor of the Danish Embassy, Mr. Anders George, recently sought an appointment with us to discuss their experience with Atlantic salmon compared to ours with seals. He was specifically interested in the volume of mail and enquiries we handled. He was also interested to know whether we retained outside public relations counsel to assist in handling the seal problem. As they were giving serious consideration to arranging for such assistance, they asked our advice broadly and in particular if we could suggest qualified agencies or consultants they might approach. The Danish government were quite concerned about rising criticism in the U.S.A. of alleged Danish over-fishing of salmon which was spurred by active lobbying and press-agentry of the Committee on the Atlantic Salmon Emergency (CASE). While the Danes are content this criticism is excessive and in large degree unwarranted, it is nonetheless difficult to combat.

2. What apparently troubles Danish authorities and business interests is that CASE and its allies by calling into question loudly and persistently the practice of a sub-industry which represents a relatively small part of the national income could place in some danger the much larger revenues represented by the range of highly visible (and hence, vulnerable) consumer goods Denmark sells in the U.S. This anxiety has led to their thinking seriously of developing, with professional collaboration, a counter-strategy. On the practical level, they are also plainly worried that the Embassy's capacity to meet the immediate manifestation of such a protest--the letters, phone calls, etc.--has been outstripped. We gave Mr. Georg our sympathy and in the course of a rather detailed, if somewhat technical exchange, all the advice we felt it appropriate to dispense.

3. Enclosures include materials the Danes have sent to critics and other correspondents on the salmon question.

FAP

30
The Embassy



Washington, D.C., May 18, 1971

Ref. No. 63. B. 5. d.

Dear Mr. O'hagan:

It was very kind of you, not only to discuss with me the problem of combating "the anti-campaign", but also in writing to let me share your experience with regard to public relations assistance.

The salmon controversy will be dealt with at a congressional hearing next Monday, and early next month we shall see what the International Commission for the Northwest Atlantic Fisheries can come up with. A possible compromise would take the steam out of the issue. Should that not be reached, we will be in for a long drawn out argument involving rather more in the field of public information than what we have done hitherto.

Thank you again for your fine and friendly help and advice.

Yours sincerely,

A handwritten signature in cursive script, appearing to read "Anders Georg".

Anders Georg
Press Counselor

Mr. Richard O'hagan
Minister Counselor (Information)
Embassy of Canada
1746 Massachusetts Avenue, N.W.
Washington, D.C. 20036

ROYAL DANISH EMBASSY
WASHINGTON, D.C.

3200 WHITEHAVEN STREET, N.W.
WASHINGTON, D.C. 20008
TEL.: (202) 234-4300
TELGR.-ADR.: AMBADANE
TELEX NO.: 44-0081 (I.T.T.)
069-525 (W.U.I.)

_____copy(ies) _____enclosure(s) Ref. 63. B. 5. b. _____Date_____

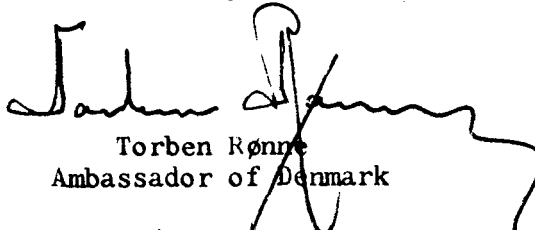
In reply to your recent letter I take note of your interest in the Danish salmon fishing on the high seas and beg to forward to you an article written by the Danish journalist, Mr. Carl Kauffeldt, in cooperation with the Ministries for Foreign Affairs and Fisheries. This article should provide you with a summary of the scientific findings and the Danish position based on these findings.

In the Danish view, it is a myth that an all-out ban on high seas fishing of salmon should be needed in order to prevent the stock from being extinct. None of the existing agreements concerning North Atlantic Fishing calls for a total ban. The interested states, including the United States, Great Britain and Denmark, have nevertheless voluntarily imposed various restrictions with regard to salmon fishing on the high seas, specifying the duration of the season, the fishing gear and the tonnage of fish caught. These agreements will be under constant review, should modifications be needed.

May I finally add that the Danish Minister responsible for Fisheries, Mr. A.C. Normann, has stated in the Danish Parliament on January 27th that the fully legal Danish salmon fishing off Greenland would be brought to a halt if irrefutable scientific evidence should support the suggestion that there is a threat to the species. At the same time Mr. Normann introduced a bill that would enable Danish fishermen to obtain loans if they should want to readapt their vessels for other fishing than salmon as a result of the above mentioned restrictions.

This should hopefully prove to you that the Danish Government, also in its own interest, will steadily support measures to secure the development of a healthy stock of salmon.

Sincerely yours,



Torben Rønne
Ambassador of Denmark

000013

MINISTRY OF FOREIGN AFFAIRS
Copenhagen, Denmark
March 1971

Contact: Anders Georg
Royal Danish Embassy
3200 Whitehaven St., N.W.
Washington, D.C. 20008
Ph. : (202) AD 4-4300

DENMARK'S COMMITMENT
TO SALMON CONSERVATION

No scientific evidence of threat to salmon stocks
from present volume of catches off Greenland.

by

Carl Kauffeldt
Staff writer of the Danish daily "Fyens Stiftstidende"

- Emotion or fact
- Three myths dispelled
- Restriction on fishing
- Biologists' findings
- Pollution of rivers
- Fluctuations in catches
- Salmon growth is not gratis

In response to highly publicized attacks on Denmark's salmon fishing policy, the Foreign Ministry in Copenhagen insists that Denmark is as interested as any other country in conserving the salmon stocks in Danish and international waters. As evidence of this, the Foreign Ministry notes that Denmark is not only actively supporting a wide range of international attempts to solve this problem but Danish authorities have intensified current research into the salmon problem.

The Foreign Ministry believes that the criticisms aimed at Denmark are mistaken. Most of that criticism has come from the Committee on the Atlantic Salmon Emergency (CASE) and from individuals inspired by that committee.

The assumption that the criticism is inspired by CASE is based on the recent flow of almost identical letters denouncing Danish salmon policy of the Prime Minister, the Minister of Foreign Affairs, the Minister of Fisheries, the Danish Embassy in Washington, D.C., and to other public officials of Denmark from private individuals in the United States.

Emotion or Fact

It has been noted with astonishment in Denmark, where the criticism has been the subject of press comment, that the American views are based more on emotion than on fact.

The Danes prefer to take a sober view of what some people are now trying to make a cause. We want to rely on facts and to establish what they are: It is a fact that there is no foundation whatever for any American boycott of Danish products in retaliation of non-existent Danish procedures and policies. Nor can Danish consumers be expected, by way of response to attacks launched against Denmark in this case, to boycott American products.

-2-

Three myths dispelled

To counter the criticism leveled against Danish and Greenland fishermen, Denmark wants to make it clear that, as a fishing nation, it is as keen as other nations to conserve the salmon stock, and it rejects the attempts made to create the following myths in this connection:

1. Myth: Ocean fishing in the North Atlantic, especially off the coast of West Greenland, is taking a heavy toll of salmon stocks, both on the high seas and in home waters so heavy that it will ultimately result in extinction of the species.

Fact: In the view of international biologists, there is no danger of the stock of salmon being exterminated, and the present level of ocean fishing involves no risk of extinction. Denmark has demonstrated its interest in having the facts disclosed through active scientific research into this problem.

2. Myth: A veritable gold mine in salmon is emerging off West Greenland.

Fact: International biologists maintain that in general the presence of West Greenland fishery has resulted in an increased total yield of salmon, and the fishing operations off Greenland are not in their present form considered to involve any reduction, or risk of reduction, in the subsequent production of smolts on which the survival of salmon depends.

To Greenland fishermen, salmon fishing represents a compensation for fishing lost in fishing for other species -- and certainly not earnings that could incite reckless extravagance. The few Danish fishermen who engage in salmon fishing on the high seas far from their home ports and under severe weather conditions, incur heavy expenses for additional equipment.

3. Myth: A total ban on high-sea fishing of salmon should be imposed to protect the stock.

Fact: Under agreement with the governments of the United States, Britain and other countries Denmark has already accepted obligations involving substantial limitations on salmon catches for the very purpose of preventing escalation of fishing operations from threatening the stock. And it should be noted, none of the existing conventions on fisheries in the North Atlantic contains provision for a total ban. Nor is there any scientific evidence to show that extraordinary intervention of this kind is necessary to preserve the salmon stock.

Restriction on fishing

The following list sets out the existing limitations on fishing, which have been adopted with Danish support by the International Commission for the Northwest Atlantic Fisheries (ICNAF):

1. Quantitative limitation: Either the same tonnage used or the same catch taken in 1969 outside the three-mile limit.

2. Closed season: Prohibition on fishing before July 31 and after November 30 outside national fishery limits (12 miles).

-3-

3. Fishing gear: Prohibition on the use of monofilament net acquired after July 1, 1970, and prohibition on trawl-fishing.

These measures, which have been accepted by the U.S. Government, are in force for the year 1971 subject to review in that year in the event of substantial changes in the catches or in the fish stocks.

Denmark has also agreed to restrictive measures in the area covered by the North East Atlantic Fisheries Convention, notably the waters off northern Norway.

In response to a recommendation from the North East Atlantic Fisheries Commission urging countries fishing for salmon on the high seas to participate in the planting of smolts, the Danish Government has presented a bill in the Folketing (parliament) under which a salmon fund will be established to finance the planting of smolts, partly out of contributions from salmon fishermen and partly with public money.

Mr. A. C. Norman, Minister of Fisheries (and also Minister for Greenland) presenting the bill in the Folketing, said that the government considered it reasonable and desirable for Denmark to promote the planting of smolts and salmon cultivation to a greater extent than previously, thereby helping maintain and increase salmon stocks not only in home waters but also off Greenland and Norway.

Under the new law, Danish fishermen engaging in salmon fishing, whether inside or outside the Danish fishing territory, have to make payments to the salmon fund in proportion to their catches. The fund will be administered by a committee of experts, on which the Danish Fisheries and Ocean Research Institute is represented; this council maintains very close liaison with international science.

Biologists' findings

Interested countries, discussing how the new fishing operations off Greenland affect the stocks of salmon, have agreed to embark on studies designed to elicit as much factual information as possible about this problem. To that end, the International Council for Exploration of the Sea (ICES) and the ICNAF have set up a joint working party. A statement made by that party in 1969 is of special interest: in recent years, the growth of salmon stocks has probably exceeded the average rate of growth, and these stocks have risen about the previous level. With inevitable reservations for year-to-year fluctuations, stocks of salmon in home waters do not appear to have decreased since the salmon fishing off Greenland began in earnest in 1964. This is borne out by the following extract from statistics compiled by the joint working party:

Catches in the Atlantic home waters 1960-1969
(salmon plus grilse, metric tons, round fresh weight. 1968 and 1969: preliminary figures)

-4-

<u>Year</u>	<u>England and Wales</u>	<u>Scotland</u>	<u>Norway</u>	<u>Canada</u>	<u>USA</u>
1960	283	1436	1659	1635	2
1961	232	1196	1533	1580	2
1962	318	1740	1935	1717	2
1963	325	1698	1786	1848	2
1964	307	1914	2147	2066	2
1965	320	1602	2000	2113	2
1966	387	1624	1863	2356	2
1967	420	2133	2052	2859	2
1968	282	1563	1593	2111	2
1969	366	1919	1480	1918	2

Atlantic salmon has been known in Greenland for many years where it has spawned in the Kapisigdlit river in the bottom of the Godthab fjord and occurred regularly in the fall inshore and offshore Greenland waters. A Danish fishery biologist Mr. Svend Aage Horsted, M.Sc. who is in charge of the Greenland fishery research and, in that capacity, maintains close cooperation with international biologists, says that it has long been realized that the fairly small stock from kapisigdlit cannot by itself sustain the stock of salmon seen off Greenland in the months of the fall. According to the reports from the joint working party, tagging experiments have confirmed that salmon occurring in Greenland waters have come from Canada, and the United States, as well as from Britain and several other European countries and that at least some of the salmon in Greenland waters return to their native rivers, but the biologists do not know in what proportion because figures are not available to show the mortality rates due to catching and/or tagging, nor have the biologists accurate figures for the natural mortality between Greenland and home waters.

The biologists have found that all salmon caught at Greenland have already spent at least one winter in the sea. This implies that Greenland fisheries have no effects on that part of home water catches which consists of grilse. It also means that salmon caught off Greenland weighs at least as much as grilse caught in home waters.

Pollution of rivers

Estimates of past and present stocks of salmon should also allow for declines in stocks which according to the biologists have been fairly general in many countries even before fishing on the high seas began. Several factors are responsible for these declines including pollution of salmon rivers, various diseases and unavoidable deaths during the long migration from the ocean to their spawning ground.

A statement which has attracted considerable attention in Denmark was made by the chairman of the Atlantic Salmon Commission of the State of Maine, Professor Alfred I. Meister, Chief Biologist of the University of Maine. He spoke to the New York correspondent of the Danish Ritzau News Agency and which is utilized by several leading Danish newspapers. Professor Meister, whose name commands international respect, spoke after dinner at the Waldorf Astoria in New York where Bing Crosby headed the campaign against Danish salmon fishing. Mr. Meister said that he did not regard fishing of salmon off Greenland as the greatest

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problem in the efforts to conserve the existing species of salmon. He added that "pollution of our rivers is much more dangerous even if I do not deny that a certain regulation of high-sea fishing may be necessary." He went on to say that "all salmon-producing countries have allowed pollution of formerly good salmon rivers to such a degree that the salmon prefer(s) to stay away from them." Professor Meister felt "convinced that continued fishing operations would lead to extermination of the stock but there is no evidence that high-sea fishing will exterminate the salmon."

Fluctuations in catches

Many arguments have been cited against salmon fishing off Greenland: it has been said that it generates Klondike-like conditions and accounts for substantial contributions to the financing of the large investments which Denmark makes in Greenland to bring this community into gradual alignment with present-day conditions.

It is true that salmon fishing has come to play an important role for Greenland's population (appr. 47,000), but that is only because it replaces other fishing which has been lost. In 1969 Greenland catches represented approximately ten million dollars of which salmon catches accounted for about one third or roughly 7 per cent of the Greenland GNP.

The economic implications of catches of salmon off West Greenland by Danish fishermen may be illustrated by the fact that the gross value of these catches in 1969 represented less than 2 per cent of total Danish expenditure in Greenland.

Assertions about rapidly growing catches should be viewed in the light of the joint working party's aforementioned reports, which showed the following total catches in tons of whole fish taken by Danish and other fishermen:

1961: 127	-	1962: 244	-	1963: 466	-	1964: 1539	-	1965: 861
1966: 1370	-	1967: 1588	-	1968: 1127	-	1969: 2144		

Figures for 1970 are not yet available, but they are estimated to be slightly lower than the 1969 figure. It will be seen that catches have fluctuated considerably since the big upswing in 1964.

Salmon growth is not gratis

Finally, it has been argued in the campaign that salmon off Greenland should be reserved for fishermen from countries where it has its breeding grounds and spends its early life.

In Denmark, this argument is described as patently unreasonable: when the salmon has reached the sea off West Greenland from the high seas its growth in Greenland waters is not free of cost. When a salmon leaves its spawning ground its weight is about 40 grammes, but when it returns to its native river it weighs about 4,000 grammes (appr. 9 lbs.).

-6-

The growth has been attained -- in competition with the very decreasing stock of cod -- by feeding on fry, which is the common source of food.

This is merely one of many scientific problems that can be answered by studies of the migratory habits of this elegant and coveted fish. Many aspects of the salmon's migrations are as yet obscure, and biologists still have many problems before them in their international cooperation.

In conclusion, the Foreign Ministry reiterates the Danish position: Denmark not only will continue to actively support the existing wide range of international agreements but also be prepared to intensify its current research on the matter to the greatest possible extent because Denmark is as interested as any other country in preserving the stock of this valuable species.

WASHINGTON, D.C.

For release: Immediate

Contact: Anders Georg
(202) AD 4-4300DANES RESPOND TO CONSERVATION CRITICISMNote to Editors and Interested Conservationists

In recent months there have been some critical comments in the United States regarding Danish salmon fishing near Greenland. In view of the Danish Government's deep and long standing concern for sealife and conservation the Danish Minister for Fisheries and Greenland, Mr. A. C. Normann appeared before the Danish Parliament (Folketing) on January 27 to underscore the fairness of the Danish point of view. We thought that you might be interested in this up-to-date summary of the Danish position. Following is an extract of the Minister's statement:

"I appreciate your questions, because they offer me an opportunity to make some observations, which will also reach the general public.

"I can see no reason whatsoever for the efforts being made at the present time, especially in the United States, to stir up sentiment against Danish salmon fishing in view of the factual reports unanimously adopted by recognized salmon biologists from interested countries.

"On the strength of studies by a joint working party of recognized fishery biologists, set up by the International Council for the Exploration of the Sea (ICES) and the International Commission for the Northwest Atlantic Fisheries (ICNAF), Denmark has maintained that the present level of high-sea fishing has had no appreciable influence on the stock of salmon in the home waters of salmon producing countries. In any case, Danish fishing does not threaten the survival of the species.

"I take it for granted that Danish salmon fishing on the high seas will immediately be brought to a halt if irrefutable scientific evidence shows that this would be necessary to avoid extinction of the species.

"Meetings held by the two international commissions on fisheries in the North Atlantic in the early summer of 1970 resulted in the adoption of various regulatory measures in respect to salmon fishing.

- 2 -

"As far as fishing off Greenland is concerned, the commission's decision aimed at stabilizing fishing operations in 1971 was set at a level that will not exceed the 1969 level. The open season is restricted to a period from August 1 to November 30.

"The total tonnage of vessels engaging in salmon fishing within the area covered by the convention, or the catch made by vessels, was restricted to the 1969 level. Finally, the use of certain types of fishing tackle was prohibited. The USA, the United Kingdom and Norway were among the nations voting in favor of these restrictions, recommended by the Danish Government.

"It has been said that Denmark does not contribute to the maintenance of salmon stock. While this allegation is not quite correct, we have to admit that there is no great salmon production in Denmark or in Greenland. For this and other reasons I urge that the bill I introduced and which had its first reading in the Parliament yesterday be enacted to provide for a levy on salmon catches. I also recommended a government grant, approximately equal, to plant considerable quantities of young fish in order to demonstrate our interest in the conservation of salmon.

"We are now considering proposals for a loan or guarantee to support those fishermen who have invested substantial amounts in vessels especially adapted for salmon fishing and now have to readapt their vessels for other fishing operations, notably for shrimp. This is likely to induce at least some of our commercial fishermen to engage in other forms of fishing. This will probably be of some importance in future discussions on the regulation of salmon fishing in the Northwest Atlantic."

-- end --

January 29, 1971

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Copy to Phillips & file

15/18
12/8/71

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

The Under Secretary of State for
External Affairs, Ottawa (FLO)

CONFIDENTIAL

TO
À

The Canadian Embassy, Wash., DC

SECURITY
Sécurité

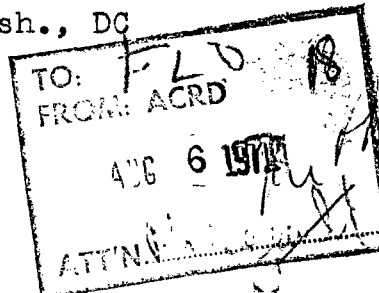
August 2, 1971

FROM
De

REFERENCE
Référence

SUBJECT
Sujet

Atlantic Salmon Fishing



DATE
NUMBER
Numéro

1150

FILE	DOSSIER
OTTAWA	
25-15-7-2-SALMON	
MISSION	SC

ENCLOSURES
Annexes

DISTRIBUTION

Dept of the
Environment

ECS

GWU

We were approached today by the State Department with an official request that United States and Canadian authorities meet with a view to concerting the positions of our two Governments on a future joint course of action to achieve a ban on Atlantic salmon fishing. We understand that this request has been unofficially taken up with the Department of the Environment.

2. This initiative is apparently the result of a meeting of the Secretary of Commerce, the Secretary of the Interior, Ambassador McKernan and representatives of the White House and interested private organizations. It is hoped that the anticipated meeting will help to avoid the voting disparities between the Canadian and American positions at the 1970 and 1971 meetings of the Northwest Atlantic Fisheries Commission.

3. A copy of the Aide-Memoire that we were handed is attached.
..

[Signature]
The Embassy.

The Department of State refers to the continuation of a high seas fishery for Atlantic salmon, and the failure of the International Commission for the Northwest Atlantic Fisheries to achieve complete agreement on a ban of such fishing. The United States suggests that appropriate authorities of Canada and the United States meet at a mutually agreed time and place with a view to concerting the positions of the two governments and agreeing on a future joint course of action. A first step might be adoption of a North American policy statement on Atlantic salmon fishing, or perhaps on any high seas fishing for anadromous species. Such a statement might formally set forth the policy of the two governments on this matter. Adoption of such a statement might be followed by negotiations with Denmark, and perhaps Norway, toward reducing the high seas catch, especially if preliminary indications are

confirmed that the number of two-year-at-sea salmon returning to North American streams this year is significantly reduced.

The Department of State would appreciate being informed if these suggestions are agreeable in principle to the Government of Canada. If so, it is suggested that details be discussed at the working level.

Department of State,

Washington, August 2, 1971

file
ary
iv

FLO/M.B. PHILLIPS/jb

ACRL 6

25-5-7-2-Salmon
39

CONFIDENTIAL

OTTAWA,

August 20, 1971

Dear Dr. Sprules,

This letter refers to our telephone conversations today concerning the Korean High Seas Salmon fishery.

As mentioned on the telephone the Koreans have been made aware in past months that Canada would be willing to consider a request by Korea for technical assistance to help them develop their own salmon resource, the implication being that they would, in return, stop high seas salmon fishing in the northeast Pacific. Ambassador Chin was spoken to about this approach in March and the matter has been raised since that time with other Embassy officials.

A detailed request from the Koreans is still awaited and as yet, therefore, we do not know in what precise terms they are thinking. It may be, of course, that the Koreans are waiting to see the outcome of their discussions with the Americans in September before formulating a request for Canadian assistance. In any case, in view of our discussions with you today the political division involved proposes to raise the matter with the Koreans again with a view to moving the matter forward.

Yours sincerely

T.C. BACON

T. C. Bacon
Legal Operations Division

Dr. W.M. Sprules,
Director,
International Fisheries Branch,
Fisheries Service,
Department of the Environment,
Sir Charles Tupper Building,
Riverside Drive,
Ottawa, Ontario

MESSAGE

AERL

FM/DE	PLACE	DEPARTMENT	ORIG. NO.	DATE	FILE/DOSSIER	SECURITY SÉCURITÉ
	LIEU	MINISTÈRE	N° D'ORIG.		25-57-2- <i>Salmon</i>	
	OTT	EXTER	FLO-889	NOV 1/71	39	RESTR

TO/A	WASHDC	PRECEDENCE
INFO	ENV LEVELTON	

DISTR.

REF YOURLETS 1520 OCT 15/71 AND 1150 AUGUST 2, 1971

SUB/SUJ NORTH ATLANTIC SALMON FISHING

INFORM STATE DEPARTMENT AGREE TO WASHINGTON MEETING NOVEMBER 22/23 IF NO ALTERNATIVE POSSIBLE, BUT WOULD PREFER NOVEMBER 23/24.

2. FOR YOUR INFO ENVIRONMENT (LEVELTON) HAS ALREADY INDICATED OUR INTEREST IN ACCEPTING INVITATION TO MCKERNAN AND SUGGESTED THE ALTERNATIVE DATES BUT WE ARE NOT AWARE OF ANY REPLY ~~RE~~ FROM MCKERNAN. *OUR INSTRUCTIONS FROM ENVIRONMENT* RAISED NO OBJECTION TO DISCUSSION OF HERRING PROBLEM AND WE ASSUME ^{CAN} NONE NEED BE RAISED. FISHERIES OFFICIALS INVOLVED ARE IN ANCHORAGE AND WE CANNOT DISCUSS THIS WITH THEM FURTHER *AT PRESENT*.

DRAFTER/RÉDACTEUR	DIVISION/DIRECTION	TELEPHONE	APPROVED/APPROUVÉ
SIG <i>U2P</i> M.P. PHILLIPS/jb	LEGAL OPERATIONS	2-6692	SIG <i>L.H. LEGAULT</i> L.H. LEGAULT

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO: FROM: *[Signature]*
DEC 2 1971
TO: *[Signature]*

TO: The Under-Secretary of State
for External Affairs, Ottawa

FROM: Canadian Embassy
De: Copenhagen, Denmark

REFERENCE: Référence

SUBJECT: Dispute over Atlantic Salmon
Sujet

SECURITY
Sécurité

RESTRICTED

J+19

DATE

November 29, 1971

NUMBER
Numéro

278

FILE	DOSSIER
OTTAWA	
25-5-7-2-Salmon	
MISSION	
14	10

ENCLOSURES
Annexes

1

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DOE
Fisheries
Service

WSHDC

We attach a self-explanatory translation of a further newspaper report on the above subject. It originates in Washington and you will be in a better position to assess its accuracy than we are. We would of course appreciate being kept advised of any new developments in Canadian policy, as Canadian views on salmon have attracted a good deal of interest and publicity here with resultant questions addressed to the Embassy from both press and public.

[Signature]
Embassy.

DEC 15 1971

1	2	3	4	5
<i>[Signature]</i>	<i>[Signature]</i>	<i>[Signature]</i>	<i>[Signature]</i>	<i>[Signature]</i>
PC				

ACAL

SALMON -
USA and CANADA

26. "Berlingske Tidende"'s Washington correspondent reports that the American and Canadian Governments will initiate negotiations in the near future to prepare a joint attitude to Danish salmon catches off Greenland. This is expected to result in a demand for a complete cessation of sea fisheries.

27. Though the American Government is not supporting a demand for a boycott of Danish fishery products if salmon fisheries continue, it expects the Canadian government to show a still more implacable attitude and common policy to result in heavier direct pressure on the Danes. This will be demonstrated primarily during negotiations in the International Commission on North Atlantic Fisheries. (Berl.Tid./1/1, 24 November, 1971)

28. The board of the American Committee on Atlantic Salmon Emergency (CASE) has called off a visit to Denmark as they feel that relations between USA and that country have been aggravated. Mr. Richard Buck, chairman, informed "Berlingske Tidende" that, in his view, an attempt to appeal to Danes to abandon salmon fisheries off Greenland would be fruitless at present. (Berl.Tid./1/8, 24 November, 1971)

File 25-5-7-2 Salmon

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

UJBP
21/1/72

TO
À
Mr. L.H. Legault

FROM
De
M.B. Phillips

REFERENCE
Référence

SUBJECT
Sujet
Atlantic Salmon

SECURITY CONFIDENTIAL
Sécurité

DATE December 17, 1971

NUMBER
Numéro

FILE	DOSSIER
OTTAWA	
25-5-7-2 25-5-7-2-Salmon	
MISSION	33 /

ENCLOSURES
Annexes

DISTRIBUTION

As I explained to you on the telephone today Blythe Young telephoned me today to explain that he had been under some pressure from fisheries officials in the State Department to issue the joint statement on Atlantic salmon on Monday, December 20. I, of course, explained to him that we would prefer to have the matter held off for a day or so to give us time to at least bring the matter to the attention of Mr. Sharp. As a result Blythe has been able to turn the Americans off for the moment but they would like to proceed with issuance of the statement as early as possible next week.

2. I have prepared a memorandum for the Minister, draft of which is attached. In discussing this with David Miller we had initially thought that the memorandum might just be one for information but upon reflection I think that we should ask the Minister for his agreement to the two courses of action proposed. I would be grateful if you could vet the memo as soon as possible and get it off/the Minister as you will no doubt hear from Blythe Young again early in the week. to

3. He told me late this afternoon that he is preparing some material for transmission to the appropriate Embassies abroad instructing them to make a joint approach with the US Embassy concerning the special salmon meeting. It had been his intention to get the draft material over to me today but apparently it will now arrive on Monday.

approach to
Embassies not
made - joint Cday/US
statement released
by Mr Davis with
his own press
release & nothing
more to be done
until further
notice

UJBP
M.B. Phillips

*not sent - retain
for possible future use*

*Transmitted to
Salmon
Off West
Arctic*

DRAFT STATEMENT FOR MR. L. LEGAULT, DEPARTMENT OF EXTERNAL AFFAIRS.

SUGGESTED CONTEXT OF MESSAGE RE AD HOC
MEETING ON SALMON IN ROME EARLY FEBRUARY.

NEAFC

ADDRESSEES - CANADIAN EMBASSIES COPENHAGEN, DUBLIN, LONDON, OSLO, (ALSO FOR
ICELAND) ROME, STOCKHOLM,
INFORMATION COPY TO AMSTERDAM, BONN, BRUSSELS, LISBON, MADRID, MOSCOW,
WASHINGTON, TOKYO.

SUBJECT - FISHERIES.

1. CANADA AND THE UNITED STATES ARE CALLING UPON MAJOR ATLANTIC SALMON
PRODUCING NATIONS AND NATIONS PARTICIPATING IN THE WEST GREENLAND FISHERY
TO ATTEND AN AD HOC MEETING ON ATLANTIC SALMON AT FAO HEADQUARTERS IN ROME
IN EARLY FEBRUARY IMMEDIATELY FOLLOWING A SPECIAL MEETING OF ICNAF. IT IS
REQUESTED THAT THE EMBASSIES INDICATED BELOW ISSUE INVITATIONS AS SOON AS
POSSIBLE THE SUBSTANTITIVE PORTIONS OF WHICH SHOULD READ QUOTE THE GOVERNMENT
OF CANADA AND THE UNITED STATES INVITE THE GOVERNMENT OF
TO SEND REPRESENTATIVES AS APPROPRIATE TO AN AD HOC MEETING ON ATLANTIC
SALMON TO BE CONVENED AT THE HEADQUARTERS OF FOOD AND AGRICULTURE ORGANIZATION
OF THE UNITED NATIONS IN ROME IMMEDIATELY FOLLOWING AND IN CONJUNCTION WITH
THE SPECIAL MEETING OF THE INTERNATIONAL COMMISSION FOR THE NORTHWEST ATLANTIC
FISHERIES ON HERRING WHICH WILL BE CONVENED AT FAO HEADQUARTERS ON JANUARY 31,
1972. INVITATIONS ARE BEING EXTENDED TO THE MAJOR ATLANTIC SALMON PRODUCING
NATIONS AND THOSE NATIONS PARTICIPATING IN THE WEST GREENLAND FISHERY FOR ATLANTIC
SALMON. CANADA AND THE UNITED STATES PLAN TO DISCUSS AT THE AD HOC MEETING

- 2 -

THE CONTINUED DECLINE IN SALMON RUNS IN NORTH AMERICAN RIVERS THE CONTINUED HIGH LEVEL OF THE WEST GREENLAND FISHERY AND THE FURTHER STEPS WHICH SHOULD BE TAKEN TO PROTECT AND CONSERVE THE ATLANTIC SALMON. IT IS EXPECTED THAT THE MEETING WILL LAST TWO DAYS. THE GOVERNMENTS OF CANADA AND THE UNITED STATES WOULD APPRECIATE PROMPT CONFIRMATION THAT THE GOVERNMENT OF WILL BE REPRESENTED AT THE AD HOC MEETING. THE TWO GOVERNMENTS WOULD ALSO APPRECIATE BEING INFORMED IN DUE COURSE OF THE REPRESENTATIVES OF THE GOVERNMENT OF WHO WILL ATTEND THE AD HOC MEETING.

2. APPROACHES SHOULD BE COORDINATED WITH THE UNITED STATES EMBASSIES.

3. COPENHAGEN, DUBLIN, LONDON, OSLO (FOR BOTH NORWAY AND ICELAND) AND STOCKHOLM ARE REQUESTED TO INVITE HOST GOVERNMENTS AND TO INFORM THE FOLLOWING FISHERIES OFFICIALS OF THE INVITATION - DENMARK, K. LOKKEGAARD; ICELAND, J. JONSON: IRELAND, A.E.J. WENT; NORWAY, O. LUND; SWEDEN, J. HULT; UNITED KINGDOM, J. GRAHAM.

4. INVITATIONS TO ATTEND AS OBSERVERS SHOULD BE ISSUED BY COPENHAGEN TO ICES BY LONDON TO NEAFC AND ROME TO FAO, DRAWING ON PARAGRAPH ONE AS APPROPRIATE.

5. ONLY IF ASKED BY HOST COUNTRIES AMSTERDAM, BONN, BRUSSELS, LISBON, MADRID, MOSCOW, ROME AND TOKYO SHOULD CONFIRM AD HOC MEETING AND STATE HOST GOVERNMENT PARTICIPATION WOULD BE WELCOME. UNQUOTE.

6. CANADA AND THE UNITED STATES RELEASED JOINT STATEMENT ON ATLANTIC SALMON IN OTTAWA AND WASHINGTON SIMULTANEOUSLY ON DECEMBER ... STATEMENT BEING CIRCULATED TO EMBASSIES IN CANADA OF ALL ICNAF AND NEAFC MEMBERS. STATEMENT DOES NOT REFER TO AD HOC MEETING.

7. [WHATEVER WORDAGE IS USED BY EXTERNAL AFFAIRS TO INDICATE THAT URGENT AND PROMPT ACTION IS REQUIRED AND THAT RESPONSES SHOULD BE SENT BACK INCLUDING INFO FISHERIES AND REPEATED TO WASHINGTON FOR THEIR INFORMATION AS SOON AS POSSIBLE].

000031

U.S.-CANADIAN CONSULTATIONS ON ATLANTIC SALMON 11/22/71

JOINT STATEMENT ON ATLANTIC SALMON

The Governments of Canada and the United States have viewed with grave concern the failure of the North Atlantic fishing nations to agree completely on a ban on the high seas fishery for Atlantic salmon (*Salmo salar*), particularly through the International Commission for the Northwest Atlantic Fisheries (ICNAF) and the North-East Atlantic Fisheries Convention (NEAFC). Under these two Conventions, the North Atlantic fishing nations are pledged to cooperate in protecting and conserving the fish stocks of the North Atlantic. Their failure to do so effectively thus far calls into grave question the survival of the valuable Atlantic salmon stocks and requires a renewed effort on the part of those nations.

The Governments of the United States and Canada consider the Atlantic salmon to be a particularly valuable natural resource, and note the unique dependence of the species on the rivers of origin for survival--a dependence found among very few species of the world, and even fewer in the North Atlantic. The Governments of Canada and the United States also note the heavy burden borne by those nations where these rivers are found in maintaining the rivers in a suitable condition to maintain the salmon runs, and otherwise in taking action to preserve the species. The investment in maintaining and increasing Atlantic salmon runs in North America is counted in the millions of dollars, and the two nations plan to increase their investment in this resource in coming years.

Moreover, the Governments of the United States and Canada note the utter impossibility for a high seas fishery to differentiate between those runs which are in need of particular measures in order to ensure their survival and those runs containing salmon which can be harvested to provide food, recreation, and income for mankind. This fact alone is sufficient scientific justification to restrict the harvesting of Atlantic salmon to areas close to or within the rivers of origin, where scientific criteria can be applied to the harvest permitted to be taken from each run.

The issues involved in a ban on high seas salmon fishing have been thoroughly examined by all of the governments involved since Canada raised the proposition in ICNAF during its 1967 meeting. A two-thirds majority of both Commissions has found the ban to be justifiable in terms of the powers and criteria of the two Conventions, and the ban has been in legal effect for twelve members of ICNAF since early 1970. Nonetheless, a few governments continue to oppose the ban, and through their actions have nullified the effect of the ICNAF action and have prevented the NEAFC action from having any effect. Subsequent compromise actions taken by the two Commissions do not address the basic problem that high seas fisheries are applied indiscriminately regardless of the scientific needs of individual runs. Nor do they address the question of equity whereby a few nations make virtually all of the investment to conserve and protect the Atlantic salmon while others reap a significant portion of the return on the investment while making little or no investment of their own.

The Governments of Canada and the United States have vast experience in managing large salmon resources in the North Pacific. Thus far there has been nothing whatsoever to suggest that this experience cannot be applied to the Atlantic. On the contrary, as knowledge of the biology of the Atlantic salmon is increased, the two nations are led more and more to believe that the vast scientific experience in the Pacific is directly applicable to the Atlantic.

The ban on high seas salmon fishing must be considered a unique conservation tool, not generally applicable to most other species of fish found in the ocean, because of the unique dependence of anadromous species on positive action by the state of origin to maintain them.

The Governments of the United States and Canada believe that the evolution of fisheries management has proven incontrovertibly that to postpone conservation action until such need has been fully proved by scientific evidence can only lead to depletion of resources.

Accordingly, the Governments of Canada and the United States affirm their belief that the rational method of managing the Atlantic salmon resource is by limiting the harvesting to the extent practicable to the country of origin of the salmon. In addition, the two Governments agree to cooperate in research and in maintenance and in enhancement of Atlantic salmon stocks with the objective of maintaining the species at the optimum level of abundance in the rivers of the two nations.

The Governments of the United States and Canada call upon all nations fishing in the North Atlantic to cooperate fully in the protection and conservation of the Atlantic salmon. They urge that immediate action be taken by all concerned to end the high seas fishery for Atlantic salmon throughout the entire Atlantic. They re-affirm their commitment to continue working toward this end until the goal is achieved.

D R A F T

THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS PRESENTS HIS COMPLIMENTS
TO THEIR EXCELLENCIES AND MESSIEURS AND THE CHIEFS OF MISSION OF THE
GOVERNMENTS CONCERNED WITH THE INTERNATIONAL CONVENTION FOR THE
NORTHWEST ATLANTIC FISHERIES SIGNED AT WASHINGTON UNDER DATE OF
FEBRUARY 8, 1949 AND THE NORTH EAST ATLANTIC FISHERIES CONVENTION
SIGNED AT LONDON UNDER DATE OF JANUARY 24, 1959.

THE GOVERNMENTS OF CANADA AND THE UNITED STATES ARE RELEASING THE
ENCLOSED JOINT STATEMENT ON ATLANTIC SALMON.

~~THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS WOULD BE GRATEFUL
IF EACH CHIEF OF MISSION WOULD FORWARD THIS INFORMATION TO HIS GOVERNMENT
AT HIS EARLIEST CONVENIENCE.~~

ENCL. JOINT STATEMENT

39
CONFIDENTIAL

MBP 17/1/72

December 20, 1971

SEEN BY THE MINISTER

MEMORANDUM FOR THE MINISTERAtlantic Salmon

You may wish to know that an informal meeting was held in Washington on November 22 and 23 with State Department officials and representatives of other United States Government agencies to discuss possible joint action related to Atlantic salmon conservation problems. The meeting was primarily one of fisheries officials and the Canadian side was headed by Mr. Cliff Levelton, the Director General of Operations, Fisheries Branch, in the Department of the Environment. However, because of the possible implications for the Canadian position on law of the sea matters the Department had a representative at the meeting. The "Record of Agreement" and a draft "Joint Statement" which emerged from the meeting are attached. You will note that two possible courses of action were agreed upon, subject to approval by Ministers:

- ...
- (1) the convening of an early meeting of major salmon-producing and fishing nations at which the practical objective of Canada and the United States would be to achieve a further reduction of the high seas Atlantic salmon fishery, and
 - (2) the issuance by Canada and the USA of a joint statement on Atlantic salmon which would urge all nations to end the high seas fishery for Atlantic salmon and would indicate the agreement of Canada and the USA to cooperate in research, maintenance and enhancement of Atlantic salmon stocks.

2. We have now been informed by officials of the Department of the Environment that your colleague, Mr. Davis, is in agreement with the action proposed and would like to proceed with the issuance of the joint statement and the attempt to hold an early special meeting of salmon-producing and fishing nations. The idea is to hold this meeting in conjunction with a special meeting of the International Commission for Northwest Atlantic Fisheries (ICNAF) to be held in Rome in late January.

3. If you agree, we will inform Environment officials that we have no objection to issuance of the joint statement or the convening of the salmon meeting. In the law of the sea context the joint statement is consistent with the Canadian position on anadromous species. In addition we do not anticipate that a joint Canadian/US initiative to convene a special meeting on Atlantic salmon will cause serious difficulties. We cannot be sure, however, that the ICNAF member nations to be invited will show any

... 2

I agree
WDS

22.12.16/09 DM

- 2 -

enthusiasm for this special meeting as the problem of high seas fishing for Atlantic salmon is a subject of much debate at the annual ICNAF sessions held each spring. It is considered, however, that immediate re-examination of the extent of this fishery is necessary because it is now evident there has been a further serious decline in catches.

4. We should be grateful to have your views on this matter as soon as possible as the USA wishes to proceed with the issuance of the joint statement in the course of this week.



A.E.R.

BEST ORIGINAL AVAILABLE
MEILLEUR ORIGINAL

CONFIDENTIAL

RECORD OF AGREEMENT
CANADA-U.S. CONSULTATIONS ON ATLANTIC SALMON

Delegations of Canada and the United States met in Washington on November 22-23, 1971 to discuss the North Atlantic salmon fishery problem. They reviewed all available data on North American and West Greenland salmon catches for 1971 and previous years. Available data show a marked decline in North American catches and West Greenland inshore catches in 1971. Although data on U.K. catches were not available, preliminary information also indicated a decline. Although these data do not prove conclusively that the high seas salmon fishery is causing depletion of the stocks, the two Delegations agreed that they do give rise to increased concern about the state of the stocks.

The offshore West Greenland fishery, primarily by vessels under the Danish flag, continues at about its highest level, according to available data. The two Delegations agreed that, pending acceptance by all nations of a ban on high seas fishing, further interim steps appear to be necessary to protect and conserve the stocks. More data on this may be available following a Canadian scientific meeting on December 1-2.

The two Delegations agreed that all nations participating in the salmon fishery ought to share in the effort to protect and conserve the stocks. It would be equitable, therefore, for the West Greenland offshore fishery to be reduced during the 1972 season, as the North American and West Greenland inshore catches declined in 1971. To that end, the Delegations agreed to propose to their Governments a meeting of major salmon producing and fishing nations, which might be held in late January or early February 1972 when American and Canadian fisheries officials will be in Europe for the special ICNAF meetings.

The two Delegations also agreed that it would be useful for the two Governments to further concert their action on the Atlantic salmon problem, and to consult on the development of their policies on the matter. To that end they agreed to recommend to their Governments the issuance of a joint statement on Atlantic salmon, attached. The statement is proposed to be issued simultaneously in Ottawa and Washington following approval of the two Governments.

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U.S.-CANADIAN CONSULTATIONS ON ATLANTIC SALMON 11/22/71

JOINT STATEMENT ON ATLANTIC SALMON

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The Governments of the United States and Canada consider the Atlantic salmon to be a particularly valuable natural resource, and note the unique dependence of the species on the rivers of origin for survival--a dependence found among very few species of the world, and even fewer in the North Atlantic. The Governments of Canada and the United States also note the heavy burden borne by those nations where these rivers are found in maintaining the rivers in a suitable condition to maintain the salmon runs, and otherwise in taking action to preserve the species. The investment in maintaining and increasing Atlantic salmon runs in North America is counted in the millions of dollars, and the two nations plan to increase their investment in this resource in coming years.

Moreover, the Governments of the United States and Canada note the utter impossibility for a high seas fishery to differentiate between those runs which are in need of particular measures in order to ensure their survival and those runs containing salmon which can be harvested to provide food, recreation, and income for mankind. This fact alone is sufficient scientific justification to restrict the harvesting of Atlantic salmon to areas close to or within the rivers of origin, where scientific criteria can be applied to the harvest permitted to be taken from each run.

CONFIDENTIAL

CONFIDENTIAL

- 2 -

The issues involved in a ban on high seas salmon fishing have been thoroughly examined by all of the governments involved since Canada raised the proposition in ICNAF during its 1967 meeting. A two-thirds majority of both Commissions has found the ban to be justifiable in terms of the powers and criteria of the two Conventions, and the ban has been in legal effect for twelve members of ICNAF since early 1970. Nonetheless, a few governments continue to oppose the ban, and through their actions have nullified the effect of the ICNAF action and have prevented the NEAFC action from having any effect. Subsequent compromise actions taken by the two Commissions do not address the basic problem that high seas fisheries are applied indiscriminately regardless of the scientific needs of individual runs. Nor do they address the question of equity whereby a few nations make virtually all of the investment to conserve and protect the Atlantic salmon while others reap a significant portion of the return on the investment while making little or no investment of their own.

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The ban on high seas salmon fishing must be considered a unique conservation tool, not generally applicable to most other species of fish found in the ocean, because of the unique dependence of anadromous species on positive action by the state of origin to maintain them.

The Governments of the United States and Canada believe that the evolution of fisheries management has proven incontrovertibly that to postpone conservation action until such need has been fully proved by scientific evidence can only lead to depletion of resources.

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CONFIDENTIAL

- 2 -

Accordingly, the Governments of Canada and the United States affirm their belief that the rational method of managing the Atlantic salmon resource is by limiting the harvesting to the extent practicable to the country of origin of the salmon. In addition, the two Governments agree to cooperate in research and in maintenance and in enhancement of Atlantic salmon stocks with the objective of maintaining the species at the optimum level of abundance in the rivers of the two nations.

The Governments of the United States and Canada call upon all nations fishing in the North Atlantic to cooperate fully in the protection and conservation of the Atlantic salmon. They urge that immediate action be taken by all concerned to end the high seas fishery for Atlantic salmon throughout the entire Atlantic. They re-affirm their commitment to continue working toward this end until the goal is achieved.

CONFIDENTIAL

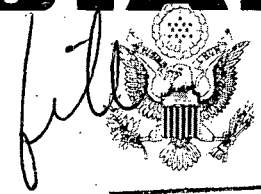
PRESS

DEPARTMENT OF STATE

DECEMBER 24, 1971

NO. 304

25-5-7-2-Salmon
14



TO: **GWU**
FROM RE: **GWU**
JAN 7 1972
TO:

U.S. - CANADIAN JOINT STATEMENT ON ATLANTIC SALMON

U.S.A. DV.	
BW	PC
QW-2	2
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The United States and Canada today issued the following Joint Statement on Atlantic Salmon. The statement was prepared at a meeting of American and Canadian fisheries officials in Washington, November 22-23, and was released simultaneously in Washington and Ottawa following approval by both Governments. Officials of the Departments of Commerce, Interior, and State participated in the meeting and the three Departments approved the statement.

JAN 10 1972

Joint Statement on Atlantic Salmon

"The Governments of Canada and the United States have viewed with grave concern the failure of the North Atlantic fishing nations to agree completely on a ban on the high seas fishery for Atlantic salmon (*Salmo salar*), particularly through the International Commission for the Northwest Atlantic Fisheries (ICNAF) and the North-East Atlantic Fisheries Convention (NEAFC). Under these two Conventions, the North Atlantic fishing nations are pledged to cooperate in protecting and conserving the fish stocks of the North Atlantic. Their failure to do so effectively thus far calls into grave question the survival of the valuable Atlantic salmon stocks and requires a renewed effort on the part of those nations.

"The Governments of the United States and Canada consider the Atlantic salmon to be a particularly valuable natural resource, and note the unique dependence of the species on the rivers of origin for survival--a dependence found among very few species of the world, and even fewer in the North Atlantic. The Governments of Canada and the United States also note the heavy burden borne by those nations where these rivers are found in maintaining the

CWU

For further information contact:

000042

- 2 -

rivers in a suitable condition to maintain the salmon runs, and otherwise in taking action to preserve the species. The investment in maintaining and increasing Atlantic salmon runs in North America is counted in the millions of dollars, and the two nations plan to increase their investment in this resource in coming years.

"Moreover, the Governments of the United States and Canada note the utter impossibility for a high seas fishery to differentiate between those runs which are in need of particular measures in order to ensure their survival and those runs containing salmon which can be harvested to provide food, recreation, and income for mankind. This fact alone is sufficient scientific justification to restrict the harvesting of Atlantic salmon to areas close to or within the rivers of origin, where scientific criteria can be applied to the harvest permitted to be taken from each run.

"The issues involved in a ban on high seas salmon fishing have been thoroughly examined by all of the governments involved since Canada raised the proposition in ICNAF during its 1967 meeting. A two-thirds majority of both Commissions has found the ban to be justifiable in terms of the powers and criteria of the two Conventions, and the ban has been in legal effect for twelve members of ICNAF since early 1970. Nonetheless, a few governments continue to oppose the ban, and through their actions have nullified the effect of the ICNAF action and have prevented the NEAFC action from having any effect. Subsequent compromise actions taken by the two Commissions do not address the basic problem that high seas fisheries are applied indiscriminately regardless of the scientific needs of individual runs. Nor do they address the question of equity whereby a few nations make virtually all of the investment to conserve and protect the Atlantic salmon while others reap a significant portion of the return on the investment while making little or no investment of their own.

"The Governments of Canada and the United States have vast experience in managing large salmon resources in the North Pacific. Thus far there has been nothing whatsoever to suggest that this experience cannot be applied to

- 3 -

the Atlantic. On the contrary, as knowledge of the biology of the Atlantic salmon is increased, the two nations are led more and more to believe that the vast scientific experience in the Pacific is directly applicable to the Atlantic.

"The ban on high seas salmon fishing must be considered a unique conservation tool, not generally applicable to most other species of fish found in the ocean, because of the unique dependence of anadromous species on positive action by the state of origin to maintain them.

"The Governments of the United States and Canada believe that the evolution of fisheries management has proven incontrovertibly that to postpone conservation action until such need has been fully proved by scientific evidence can only lead to depletion of resources.

"Accordingly, the Governments of Canada and the United States affirm their belief that the rational method of managing the Atlantic salmon resource is by limiting the harvesting to the extent practicable to the country of origin of the salmon. In addition, the two Governments agree to cooperate in research and in maintenance and in enhancement of Atlantic salmon stocks with the objective of maintaining the species at the optimum level of abundance in the rivers of the two nations.

"The Governments of the United States and Canada call upon all nations fishing in the North Atlantic to cooperate fully in the protection and conservation of the Atlantic salmon. They urge that immediate action be taken by all concerned to end the high seas fishery for Atlantic salmon throughout the entire Atlantic. They re-affirm their commitment to continue working toward this end until the goal is achieved."

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO: FLO
FROM: [illegible]
JAN 11 1972
ATTN: [illegible]

TO: The Under-Secretary of State
for External Affairs (FLO), Ottawa

FROM: Canadian Embassy
De: Copenhagen, Denmark

REFERENCE: Our letter No. 278 of Nov. 29/71 and previous
Référence: correspondence

SUBJECT: Dispute over Atlantic Salmon
Sujet:

SECURITY
Sécurité

UNCLASSIFIED

DATE: December 28, 1971

NUMBER
Numéro

303

FILE	DOSSIER
OTTAWA	
25-5-7-2-Salmon	
MISSION	25-5-7-Atlantic

ENCLOSURES
Annexes

DISTRIBUTION

DOE -
Fisheries
Service

WASHDC

GEC

AFP reports from Washington and Ottawa about a joint Canadian - USA statement or communiqué on December 24 about Atlantic Salmon was front-page news in Danish papers on Sunday, December 26 (no papers are published on Christmas Day). Attached is a translation of the news story carried by Berlingske Tidende on December 26.

2. By this morning, December 28, this particular subject had receded to page 7 of the Berlingske Tidende. This paper dealt with the subject in two parts, - first, a despatch from its Washington correspondent pointing out that Canada and the United States now stand together, and by so doing, directly threatened the Danish deep-sea salmon fishing off Greenland. The correspondent notes that the dispute, - hitherto largely pressed by private associations, - has now moved onto the intergovernmental plane.

3. The second news story in today's Berlingske Tidende summarizes the views of Greenland Minister Knud Hertling as carried on last night's radio news. Minister Hertling is reported as stating that he had a good deal of sympathy for the American viewpoint which corresponds generally with the view of Greenlanders. The story goes on to indicate that according to Mr. Hertling, Greenland fishermen are worried about salmon stocks being depleted off their coast, and suggests that the interest of Greenlanders would best be served by permitting salmon fishing within the 12 mile coastal limit, but prohibiting it outside this boundary. The paper concludes that Mr. Hertling's view is at variance with the views of Fisheries Minister Christian Thomsen and his department which is stated in the final paragraph of the attached clipping.

[Signature]
for Embassy.

RECEIVED

JAN 11 1972

In Legal Operations Division
Department of External Affairs

ALMON -
CANADA and USA

2. AFP reports from Ottawa that, in a joint communiqué issued simultaneously there and at Washington on 24 December, the Governments of Canada and USA advocated that immediate steps be taken to discontinue Atlantic salmon fisheries.
3. Mr. Jack Davis, Canadian Minister of Fisheries, said that the two countries had expressed concern about the failure of the North Atlantic fishery nations to arrive at an agreement on a complete ban on Atlantic salmon fisheries.
4. President Nixon signed at Washington on 24 December an Act providing for a possible ban on the import of fish and fishery products from Denmark, West Germany and Norway.
5. A spokesman of the White House said that the President would be able to put this into effect when the Minister of Commerce considered that a country operated fisheries at variance with the international programme on the protection of the fish population.
6. Mr. Davis stated that Canada would attempt to cause a further meeting of the International Commission on Northwest Atlantic Fisheries (ICNAF) to be convened before the 1972-salmon season opened, unless, at an earlier date, the Danish Government was prepared to suggest a solution acceptable to Canada. Mr. Davis added that he had noted with pleasure President Nixon's signing of the Act concerned. It might be necessary for Canada to take similar steps.
- 7. Commenting on the joint Canadian-American statement, Mr. Chr. Thomsen, Minister of Fisheries, said that Denmark need not be concerned. The Enabling Act in question would not affect fish export agreements concluded. He had difficulty in believing that fourteen salmon smacks of Brnholm and a few of the Faroes, West Germany and Norway would be able to exhaust the salmon population of the Arctic and the North Atlantic. He was more inclined to believe that the pollution of Canadian and American rivers was such as to explain why salmon no longer entered them. It was necessary for objective discussions based on scientific examinations to be held before current export agreements with USA and Canada expired.
(Berl.Tid./1/1 and back p., 26 Dec., 1971)

File 25-5-7-2 - Salmon

25-5-15 Cda / Norway

WBP 4/1/72

ACTION COPY

FLO

Phillips 0/2

UNCLASSIFIED

FM OSLO 465 DEC29/71

TO EXTOTT FLO

INFO COPEN WSHDC ENVOTT

DISTR-GEC

REF OURTEL 461 DEC28

---ATLANTIC SALMON FISHING

IN ITS EVENING EDITION TODAY AFTENPOSTEN MENTIONS THAT THE DANISH PRIME MINISTER OTTO KRAG WILL BE ASKED A QUESTION BY A CONSERVATIVE MEMBER OF PARLIAMENT WHO WANTS TO KNOW THE DANISH GOVTS STAND ON THE USA REQUEST THAT SALMON FISHING IN THE NORTH ATLANTIC SHOULD BE FORBIDDEN, IN VIEW OF CONFLICTING STATEMENTS BY THE DANISH MINISTER OF FISHERIES AND THE DANISH MINISTER OF GREENLAND AFFAIRS. THE MINISTER OF FISHERIES HAS STATED THAT THE DROP IN THE SALMON STOCKS IN USA AND CDN RIVERS IS DUE TO POLLUTION OF THE RIVERS AND NOT/NOT TO DANISH OVERFISHING OFF GREENLAND, WHEREAS THE MINISTER OF GREENLAND AFFAIRS HAS MAINTAINED THAT THERE SHOULD BE A TOTAL BAN ON SALMON FISHING OUTSIDE GREENLANDS 12 MILE FISHERY LIMIT.

2. THEN FOLLOWS AP ITEM DATED OTT, 29 DEC: QUOTE CDN MINISTER OF EXT AFF MITCHELL SHARP SAID LATE TUE NIGHT THAT HE WILL CONSIDER WHETHER CDA WILL BE ABLE TO STOP IMPORT OF FISH PRODUCTS FROM COUNTRIES THAT CARRY OUT OVERFISHING OF THE SALMON STOCKS IN THE NORTH ATLANTIC. PRES NIXON ON XMAS EVE SIGNED AN ACT WHICH WILL AUTHORIZE HIM TO STOP SUCH IMPORTS, AND CDA IS THUS CONSIDERING DOING THE SAME THING UNQUOTE.

291518Z 230Z

MESSAGE

FM/DE	PLACE	DEPARTMENT	ORIG. NO.	DATE	FILE/DOSSIER	SECURITY SÉCURITÉ
	LIEU	MINISTÈRE	N° D'ORIG.		25-5-7-2-Salmon	
	OTT	EXT	FLO-1115	DEC.30/71	39	UNCLAS
TO/A COPEN						PRECEDENCE
						ROUTINE
INFO OSLO WASHDC						DEC 31
						18 31 '71
DISTR. ENVIR ITC						

REF

OSLO TEL 465 DEC 29/71 AND COPEN TEL 512 DEC 29/71

SUB/SUJ

ATLANTIC SALMON FISHING

~~THE~~ FOLLOWING EXCHANGE ON THIS SUBJECT TOOK PLACE IN ~~THE~~ HOUSE ON DEC28/71 QUOTE JACK MARSHALL: MY QUESTION IS FOR THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS. IN VIEW OF THE STATEMENT BY THE MINISTER OF THE ENVIRONMENT ON DEC 24 INDICATING THAT THE HIGH SEAS FISHING OF ATLANTIC SALMON THROWS INTO GRAVE QUESTION THE SURVIVAL OF THAT FISHERY, WILL THE MINISTER ADVISE WHAT EMERGENCY STEPS CANADA HAS TAKEN TO RESOLVE THIS CRISIS?

SSEA: MR. SPEAKER, WE HAVE BEEN IN CONSTANT DISCUSSION WITH THE COUNTRIES THAT ARE INVOLVED IN THE ATLANTIC SALMON FISHERY. WE ARE CONTINUING THESE. WE ARE STRIVING, OF COURSE, TO SEE AN END TO HIGH SEAS FISHING OF SALMON, BUT WE DO NOT HAVE ANY FLEET THAT WOULD PREVENT OTHER COUNTRIES FROM SALMON FISHING IF THEY SO DECIDE.

~~MR.~~ MARSHALL: A SUPPLEMENTARY QUESTION. IN VIEW OF THE ACTION TAKEN BY THE UNITED STATES PROHIBITING FISH IMPORTS FROM COUNTRIES

(CONTINUED PAGE TWO...)

DRAFTER/REDACTEUR

DIVISION/DIRECTION

TELEPHONE

APPROVED/APPROUVÉ

SG..... T.C. BACON/ern

FLO

6-6316

SIG..... (D. M. MILLER)

- 2 -

WHOSE FISHING OPERATIONS DIMINISH THE EFFECTIVENESS OF INTERNATIONAL
CONSERVATION PROGRAMS, WILL THE MINISTER ADVISE IF CDA WILL BE
TAKING LIKE ACTION AGAINST THESE COUNTRIES?

SSEA: I WILL TAKE THE SUGGESTION UNDER CONSIDERATION. UNQUOTE

File 25-5-7-2 - Salmon 2/31/12 ACTION COPY
25-5-5-39 Edda / Denmark
39 30 UBP 4/1/72 S. Phillips
FLO

U N C L A S S I F I E D

FM COPEN 516 DEC30/71

TO EXTOTT/FLO

INFO OSLO WSHDC ENVOTT ITCOTT

DISTR GEC

REF OURTEL 512 DEC29

---ATLANTIC SALMON DISPUTE

ALTHOUGH NEWS REPORTS TODAY ARE SOMEWHAT CONFUSED AND CONTRA-
DICTORY, DANISH PM, MINISTER OF FISHERIES AND MINISTER FOR GREENLAND
ARE NATURALLY ENDEAVOURING TO DISPEL ANY IMPRESSION OF INTERNAL
CABINET SPLIT ON THIS ISSUE. NONETHELESS IT SEEMS CLEAR THERE IS
DIFFERENCE OF EMPHASIS ON CONSERVATION MEASURES REQUIRED AND THEIR
TIMING BETWEEN FISHERIES MINISTER THOMSEN AND GREENLAND MINISTER
HERTLING, ALTHOUGH THIS DIFFERENCE IS NOW BEING DESCRIBED AS
PRIMARILY BASED ON SPECIFICALLY GREENLANDIC FISHING INTERESTS
RATHER THAN ON BROADER CONSERVATION QUESTIONS.

2. ACCORDING TO LATEST REPORTS, PM HAS STATED DANISH POSITION SHOULD
BE CLEAR BEFORE THE NEXT ICNAF MTG IN MAY WHILE FISHERIES MINISTER
THOMSEN IS QUOTED AS SAYING HE WOULD NOT/TAKE ANY POSITION
ON CONSERVATION PROBLEMS OR THEIR TIMING UNTIL ICNAF DISCUSSIONS.
GREENLAND MINISTER HERTLING HAS RPTD THAT FISHING UP TO 12 MILE
LIMIT SHOULD BE RESERVED TO GREENLANDERS, AND LATEST REPORTS QUOTE
HIM AS STATING HE IS PRIMARILY CONCERNED WITH PROTECTING
GREENLANDIC FISHING INTERESTS AND NOT/NOT WITH INTERESTS OF NORTH
AMERICAN SPORTFISHERMEN, SO ANY DIFFERENCES OF EMPHASIS SHOULD
NOT/NOT BE REGARDED AS QUOTE CABINET SPLIT UNQUOTE.

301530Z 220

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File ~~25-5-7-2~~ ^{ACRL} Salmon ACTION COPY
Copy ~~25-5-5~~ - Cda/Noway
JMBP 5/1/72
FLO
Phillips

U N C L A S S I F I E D

FM OSLO 002 JAN4/72

TO EXTOTT FLO

INFO COPEN WSHDC DOEOTT ITCOTT

DISTR GEC

REF OURTEL 465 DEC29/71

---ATLANTIC SALMON FISHING

YOU WILL BE INTERESTED IN THE FOLLOWING EDITORIAL IN TODAYS ARBEIDERBLADET BECAUSE IT SUPPORTS THE CDA-USA VIEW ON A COMPLETE BAN OF ATLANTIC SALMON FISHING. FURTHER, ARBEIDERBLADET IS THE LABOUR PARTY NEWSPAPER, ITS EDITOR IS ONE OF THE TOP FOUR ELECTED OFFICERS OF LABOUR PARTY AND IT IS HIGHLY DOUBTFUL THAT HE WOULD PUBLISH AN EDITORIAL OF THIS NATURE WHICH DID NOT/NOT REFLECT CURRENT LABOUR GOVT THINKING ON THIS QUESTION.

2. EDITORIAL TEXT BEGINS XMAS MSG ABOUT SALMON. THE XMAS MSG FROM THE AMERICAN AND CDN GOVTS ABOUT THE NECESSITY OF STOPPING ALL SALMON FISHING IN INNATL WATERS IN THE ATLANTIC WAS A TIMELY MSG. THERE CAN HARDLY BE ANY DOUBT THAT OVER-FISHING IN OPEN SEA FOR SALMON HAS BEEN A DIRECT CAUSE OF STRONG DECIMATION OF STOCKS OF THIS FISH. AS ONE OF NORWEGIAN EXPERTS IN THIS FIELD, CHIEF OF SECTION MAGNUS BERG IN THE HUNTING AND GAME BOARD, AS STATED: THE DEEP SEA FISHING FOR SALMON HAS RESULTED IN SALMON NOW HAVING BEEN BROUGHT TO THE BRINK OF EXTINCTION.

3. AN ILLUSTRATION OF THE SITUATION IS THE INFO GIVEN BY DIRECTOR
...2

PAGE TWO 002 UNCLAS

EINAR WOHNIC(OFF THE HUNTING AND GAME BOARD)AT THE TURN OF THE NEW YEAR:THE SALMON STOCKS IN THE NORWEGIAN RIVERS HAVE BEEN HALVED DURING THE LAST FIVE YEARS.THIS INFO IS A GOOD INDICATOR,BECAUSE THE SALMON USES THE RIVERS FOR ITS PROPAGATION PROCESS.

4.SO FAR IT HAS BEEN DIFFICULT FOR SCIENTISTS TO FIND ANY RESPONSE TO THEIR MANY WARNINGS.NATURALLY ENOUGH,THE RESPONSE HAS BEEN SMALLEST AMONG THOSE WHO HAVE BEEN STRONGLY ENGAGED IN THE COMMERCIAL DEEP SEA FISHING FOR SALMON.THE DANES,WHO ARE PERHAPS THE KEENEST PARTICIPANTS IN THIS FISHING,HAVE AT THE SAME TIME BEEN THE MOST DIFFICULT NEGOTIATION PARTNERS IN THIS FIELD.THEIR OFFICIAL MOTIVATION HAS BEEN THAT IT HAS NOT/NOT BEEN SCIENTIFICALLY PROVED THAT THIS FISHING IS SO HARMFUL TO THE SALMON STOCKS AS HAS BEEN ASSERTED.WITH BITTER EXPERIENCES FROM THE HISTORY OF WHALING IT CAN SAFELY BE ESTABLISHED THAT IF ONE IS TO WAIT UNTIL THERE IS CONCLUSIVE EVIDENCE THAT IT IS HARMFUL TO NATURE IT IS OFTEN TOO LATE.

5.NORWAY SHOULD ACTIVELY JOIN USA AND CDA IN THEIR EFFORTS TO BRING THE DEEP SEA SALMON FISHING UNDER INNATL CONTROL.IN THIS CASE THEIR INTERESTS COMPLETELY COINCIDE WITH OURS.SHORTSIGHTED ECONOMIC INTERESTS MUST HERE YIELD TO THE INNATL TASK OF CONSERVING THE SALMON STOCKS.ENDS.

041411Z 440

File

25-5-7-2

Salmon

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

Phillips

33
UBP 12/1/72

TO
A The Under Secretary of State for
External Affairs, Ottawa (FLA)

FROM
De The Canadian Embassy, Washington, D.C.

REFERENCE
Référence

SUBJECT
Sujet United States-Canada Joint Statement on
Atlantic Salmon

SECURITY UNCLASSIFIED
Sécurité

DATE January 5, 1972

NUMBER
Numéro 10

FILE	DOSSIER
OTTAWA	
MISSION	25-5-7-1

ENCLOSURES
Annexes

1

DISTRIBUTION

ECT

Environment

Attached is a self-explanatory note from the Secretary
of State regarding the Joint Statement on Atlantic Salmon released
on December 24, 1971.

Dejean Smith
THE EMBASSY

JAN 4 1972

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The Secretary of State presents his compliments to
Their Excellencies and Messieurs the Chiefs of Mission of
the Governments concerned with the International Convention
for the Northwest Atlantic Fisheries signed at Washington
under date of February 8, 1949, and the North-East Atlantic
Fisheries Convention signed at London under date of
January 24, 1959.

The Governments of the United States and Canada are
releasing the enclosed Joint Statement on Atlantic Salmon
simultaneously in Washington and Ottawa at 12:00 noon on
Friday, December 24, 1971.

The Secretary of State would be grateful if each
Chief of Mission would forward this information to his
Government at his earliest convenience.

000055

Enclosures:

1. Joint Statement on Atlantic Salmon

2. List of Addresses

Department of State,

Washington, December 23, 1971

ENCLOSURE 1

JOINT STATEMENT ON ATLANTIC SALMON

The Governments of Canada and the United States have viewed with grave concern the failure of the North Atlantic fishing nations to agree completely on a ban on the high seas fishery for Atlantic salmon (*Salmo salar*), particularly through the International Commission for the Northwest Atlantic Fisheries (ICNAF) and the North-East Atlantic Fisheries Convention (NEAFC). Under these two Conventions, the North Atlantic fishing nations are pledged to cooperate in protecting and conserving the fish stocks of the North Atlantic. Their failure to do so effectively thus far calls into grave question the survival of the valuable Atlantic salmon stocks and requires a renewed effort on the part of those nations.

The Governments of the United States and Canada consider the Atlantic salmon to be a particularly valuable natural resource, and note the unique dependence of the species on the rivers of origin for survival--a dependence found among very few species of the world, and even fewer in the North Atlantic. The Governments of Canada and the United States also note the heavy burden borne by those nations where these rivers are found in maintaining the rivers in a suitable condition to maintain the salmon runs, and otherwise in taking action to preserve the species. The investment in maintaining and increasing Atlantic salmon runs in North America is counted in the millions of dollars, and the two nations plan to increase their investment in this resource in coming years.

Moreover, the Governments of the United States and Canada note the utter impossibility for a high seas fishery to differentiate between those runs which are in need of particular measures in order to ensure their survival and those runs containing salmon which can be harvested to provide food, recreation, and income for mankind. This fact alone is sufficient scientific justification to restrict the harvesting of Atlantic salmon to areas close to or within the rivers of origin, where scientific criteria can be applied to the harvest permitted to be taken from each run.

- 2 -

The issues involved in a ban on high seas salmon fishing have been thoroughly examined by all of the governments involved since Canada raised the proposition in ICNAF during its 1967 meeting. A two-thirds majority of both Commissions has found the ban to be justifiable in terms of the powers and criteria of the two Conventions, and the ban has been in legal effect for twelve members of ICNAF since early 1970. Nonetheless, a few governments continue to oppose the ban, and through their actions have nullified the effect of the ICNAF action and have prevented the NEAFC action from having any effect. Subsequent compromise actions taken by the two Commissions do not address the basic problem that high seas fisheries are applied indiscriminately regardless of the scientific needs of individual runs. Nor do they address the question of equity whereby a few nations make virtually all of the investment to conserve and protect the Atlantic salmon while others reap a significant portion of the return on the investment while making little or no investment of their own.

The Governments of Canada and the United States have vast experience in managing large salmon resources in the North Pacific. Thus far there has been nothing whatsoever to suggest that this experience cannot be applied to the Atlantic. On the contrary, as knowledge of the biology of the Atlantic salmon is increased, the two nations are led more and more to believe that the vast scientific experience in the Pacific is directly applicable to the Atlantic.

The ban on high seas salmon fishing must be considered a unique conservation tool, not generally applicable to most other species of fish found in the ocean, because of the unique dependence of anadromous species on positive action by the state of origin to maintain them.

The Governments of the United States and Canada believe that the evolution of fisheries management has proven incontrovertibly that to postpone conservation action until such need has been fully proved by scientific evidence can only lead to depletion of resources.

000058

- 3 -

Accordingly, the Governments of Canada and the United States affirm their belief that the rational method of managing the Atlantic salmon resource is by limiting the harvesting to the extent practicable to the country of origin of the salmon. In addition, the two Governments agree to cooperate in research and in maintenance and in enhancement of Atlantic salmon stocks with the objective of maintaining the species at the optimum level of abundance in the rivers of the two nations.

The Governments of the United States and Canada call upon all nations fishing in the North Atlantic to cooperate fully in the protection and conservation of the Atlantic salmon. They urge that immediate action be taken by all concerned to end the high seas fishery for Atlantic salmon throughout the entire Atlantic. They re-affirm their commitment to continue working toward this end until the goal is achieved.

December 24, 1971

ENCLOSURE 2

LIST OF ADDRESSEES:

1. Embassy of Belgium
2. British Embassy
3. Embassy of Canada
4. Embassy of Denmark
5. Embassy of the Federal Republic of Germany
6. Embassy of France
7. Embassy of Iceland
8. Embassy of Ireland
9. Embassy of Italy
10. Embassy of Japan
11. Embassy of the Netherlands
12. Embassy of Norway
13. Embassy of the Polish People's Republic
14. Embassy of Portugal
15. Embassy of the Socialist Republic of Romania
16. Embassy of Spain
17. Embassy of Sweden
18. Embassy of the Union of Soviet Socialist Republics

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO
A The Under-Secretary of State
for External Affairs, Ottawa

FROM
De Canadian Embassy
Copenhagen, Denmark

REFERENCE
Référence Our letter No. 303 of December 28 and
our telegram No. 512 of December 29

SUBJECT
Sujet Atlantic Salmon Dispute

SECURITY
Sécurité UNCLASSIFIED

DATE January 5, 1972

NUMBER
Numéro 6

TO: FLO
JAN 12 1972
ATTN: Mr. B. Phillips

FILE DOSSIER
OTTAWA
25-5-7-2-Salmon
MISSION 25-5-7-ATL 30

ENCLOSURES
Annexes

1

DISTRIBUTION

Refer
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GEC
Phillips
file
UBP
12/11/72

Further to the reports in our correspondence under reference, we now enclose a copy of a self-explanatory press item (translated) from the January 1 issue of "Berlingske Tidende". You will note that this article at least recognizes the possibility that Danish and Faroese fishermen are taking a larger share of the catch than most commentators here are prepared to admit.

2. You will also notice the suggestion that any Danish concessions should not result in their salmon catches going to "others, including the Canadians....to the south".

[Signature]
Embassy.

FLO

RECEIVED

JAN 12 1972

**In Legal Operations Division
Department of External Affairs**

*Salmon
Dispute*

PART II-COMMENT

FOREIGN AFFAIRS

Salmon dispute

"BERLINGSKE TIDENDE" (Cons.) (1 January, 1972)

19. refers to the salmon dispute and mentions the boycott of Danish goods threatened by the USA and supported by Canada, and the difference of opinion between the Minister of Fisheries and Mr. Knud Hertling.

20. The paper remarks that the Government is in the unusual situation that any solution that Denmark may suggest in regard to restrictions of salmon fisheries is likely to be accepted by the other members of the International Commission on North Atlantic Fisheries. It will, however, be necessary to secure guarantees that the catches which Danish fishermen renounce in the Davis Strait will not go to others, including the Canadians who operate extensive drift-net fisheries further to the south.

21. That trans-Atlantic anger has been directed particularly against Denmark is because Danish and Faroese fishermen catch most of the salmon off Greenland - one sixth of all Atlantic salmon catches - and Denmark is considered the leader of a small group of States that oppose bans or further restrictions.

22. Thus, a decision could, in fact, be taken at Christiansborg. However, no harm is done by postponing this until the meeting of the Fishery Commission at Washington in May if that would facilitate an objective settlement being reached.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO
A The Under-Secretary of State for
External Affairs (FLO), OTTAWA

FROM
De The Canadian Embassy, COPENHAGEN

REFERENCE
Référence Our telegram 516 of December 30, 1971
and previous communications.

SUBJECT
Sujet Atlantic Salmon Dispute

SECURITY UNCLASSIFIED
Sécurité

DATE January 7, 1972

NUMBER
Numéro 7

FILE	DOSSIER
OTTAWA	
25-5-7-2-Salmon	
MISSION	25-5-7-ATLANTIC

ENCLOSURES
Annexes

DISTRIBUTION

Oslo
Washington, D.C.
D/Environment,
Ottawa.
D/I.T.&C.,
Ottawa.

GEC

Refer:
done.
Phillips
S/lee

UBP 12/1/72

FLO

For purposes of the record, we record below a summary in translation of ^{current} Danish press comment on the Danish-American salmon dispute, which has been active recently:

"Commenting on the Danish-American salmon dispute, Mr. Frank Bregnballe, a Danish fishery biologist, said yesterday that the pollution of rivers, not fisheries, was threatening the Atlantic salmon.

"Mr. Bregnballe did not comment on an item in the Norwegian government paper "arbeiderbladet" which dissociated itself on January 4 from Denmark's official attitude, writing that Norway should support the efforts of the USA and Canada to cause Atlantic salmon fisheries to come under international control.

"Mr. Chr. Thomsen, Minister of Fisheries, recalled that Denmark had maintained for a long time that pollution was probably the main reason for the rapid decline of the salmon population.

"With reference to the possibility of planting out more salmon, Mr. Thomsen referred to the establishment of Denmark's Salmon Fund, which was to provide money for this."

for W. L. Bennett
for Embassy.

RECEIVED

JAN 12 1972

**In Legal Operations Division
Department of External Affairs**

FLO

PRESS DEPARTMENT OF STATE

FEBRUARY 3, 1972

NO. 30

File →

25-5-7-2-*Johnson*

TO/À: FLO
FROM/DE: ACRD
MAR 30 1972
ATTN: *Phillips*



9
URBP ATLANTIC SALMON DISCUSSIONS
10/4/72

The United States and Denmark began informal discussions today in Washington on the conservation of Atlantic salmon. The meeting, convened at the initiative of the Danish Government, will provide a new opportunity for both sides to explore further the possibilities of resolving the Atlantic salmon problem.

Mr. Gummar Schach Larsen, Deputy Under Secretary of State for Economic Affairs, Danish Ministry of Foreign Affairs is acting as chairman of the Danish delegation while the Coordinator of Ocean Affairs and Special Assistant to the Secretary of State for Fisheries and Wildlife, Ambassador Donald L. McKernan is chairman of the U.S. delegation.

The bilateral talks are expected to last for two or three days.

FLO

PRESS

DEPARTMENT OF STATE

FLD
GBC

ENVIR.
IT+C
COPEN



OSLO
+file

FEBRUARY 22, 1972

NO. 46

25-5-7-2-Salmon

9

ATLANTIC SALMON AGREEMENT

The Department of State announced today that agreement had been reached with Denmark on curtailing the salmon fishery off West Greenland. The two governments have agreed to recommendations made by officials of Denmark and the United States at a meeting in Washington, February 3-5, 1972.

Under the agreement the high seas fishery by Danish flag vessels will be gradually phased out over a four year period, 1972 through 1975. In addition, the inshore salmon catch by local Greenland fishermen will be stabilized while looking to their special interests. The agreement thus serves the interests of the countries of origin of the Atlantic salmon, such as the United States, which undertake heavy expenditures to protect the salmon runs in the streams of origin, and of Denmark in the local Greenland fishery considering the special importance to the Greenland economy of the salmon fishery.

The American Delegation was led by Ambassador Donald L. McKernan, Special Assistant to the Secretary of State for Fisheries and Wildlife, and included Assistant Secretary of the Interior Nathaniel P. Reed and John S. Gottschalk, Special Assistant to the Director of the National Marine Fisheries Service of the Department of Commerce. The three Departments viewed the agreement as both serving the interests of conserving the Atlantic salmon and being equitable to all interests.

The recommendations of the February 3-5 meeting have been reviewed and approved by the two governments. In addition, they have been consulting other governments directly concerned, such as Canada and Norway. Denmark and the United States will seek to have the essentials of their agreement incorporated in the conservation regulations of the International Commission for the Northwest Atlantic Fisheries (ICNAF) at its annual meeting in May. ICNAF has already

S/FW - Mr. Sullivan - ext. 22009

For further information contact:

000067

PR 46

- 2 -

adopted a ban on high seas salmon fishing effective for twelve nations, and interim measures on other aspects of the salmon fishery in the Northwest Atlantic.

The two sides agreed to cooperate in measures for the conservation of Atlantic salmon. Future meetings to review the status of the salmon stocks will be held at the request of either government. The U.S. will also seek to ensure that further appropriate conservation measures are undertaken within North American inshore waters. In a joint statement on Atlantic salmon issued on December 24, 1971, the United States and Canada pledged to cooperate closely on the conservation of Atlantic salmon.

DEPARTMENT OF STATE

FEBRUARY 22, 1972

NO. 46

25-5-7-2-SALMON
311

ATLANTIC SALMON AGREEMENT

The Department of State announced today that agreement had been reached with Denmark on curtailing the salmon fishery off West Greenland. The two governments have agreed to recommendations made by officials of Denmark and the United States at a meeting in Washington, February 3-5, 1972.

Under the agreement the high seas fishery by Danish flag vessels will be gradually phased out over a four year period, 1972 through 1975. In addition, the inshore salmon catch by local Greenland fishermen will be stabilized while looking to their special interests. The agreement thus serves the interests of the countries of origin of the Atlantic salmon, such as the United States, which undertake heavy expenditures to protect the salmon runs in the streams of origin, and of Denmark in the local Greenland fishery considering the special importance to the Greenland economy of the salmon fishery.

The American Delegation was led by Ambassador Donald L. McKernan, Special Assistant to the Secretary of State for Fisheries and Wildlife, and included Assistant Secretary of the Interior Nathaniel P. Reed and John S. Gottschalk, Special Assistant to the Director of the National Marine Fisheries Service of the Department of Commerce. The three Departments viewed the agreement as both serving the interests of conserving the Atlantic salmon and being equitable to all interests.

The recommendations of the February 3-5 meeting have been reviewed and approved by the two governments. In addition, they have been consulting other governments directly concerned, such as Canada and Norway. Denmark and the United States will seek to have the essentials of their agreement incorporated in the conservation regulations of the International Commission for the Northwest Atlantic Fisheries (ICNAF) at its annual meeting in May. ICNAF has already

S/FW - Mr. Sullivan - ext. 22009

For further information contact:

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PR 46

- 2 -

adopted a ban on high seas salmon fishing effective for twelve nations, and interim measures on other aspects of the salmon fishery in the Northwest Atlantic.

The two sides agreed to cooperate in measures for the conservation of Atlantic salmon. Future meetings to review the status of the salmon stocks will be held at the request of either government. The U.S. will also seek to ensure that further appropriate conservation measures are undertaken within North American inshore waters. In a joint statement on Atlantic salmon issued on December 24, 1971, the United States and Canada pledged to cooperate closely on the conservation of Atlantic salmon.

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File

25-5-7-2
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Salmon ACTION COPY

FLO.

Phillips

23/2/72

C O N F I D E N T I A L

FM COPEN 87 FEB23/72

TO TT EXTOTT L FLO DE LDN

INFO TT WSHDC ITCOTT DE OTT OSLO

ENVOTT (SPRULES) DE OTT

DISTR FLP GEP GEC ECL

REF OURTEL 30 JAN13 AND RELATED CORRESPONDENCE

---NORTH ATLANTIC SALMON

IN PARA4 OF REFTTEL WE REPORTED THAT DANISH-USA SALMON DISPUTE WAS TO BE DISCUSSED AT OFFICIAL LEVEL IN WSHDC DURING FIRST WEEK OF FEB 72. IT WAS SUBSEQUENTLY REPORTED HERE THAT DANISH REPS TO THESE TALKS WERE G SCHACK-LARSEN AND JORGEN ADAMSEN OF MFA; K LOKEGAARD OF FISHERIES MINISTRY AND HANS LASSEN OF GREENLAND MINISTRY, BUT NOTHING OF INTEREST HAS APPEARED IN DENMARK ABOUT COURSE OR SUBSTANCE OF TALKS OR ANY AGREEMENTS REACHED.

2. THIS WEEK, DURING CDA/GREENLAND CONTINENTAL SHELF NEGOTIATIONS (WHICH INCIDENTALLY ARE GOING WELL), LASSEN AND HESSELBJERG OF GREENLAND MINISTRY HAVE ENQUIRED INFORMALLY WHEN CDA WILL MAKE KNOWN ITS POSITION ON TENTATIVE DANISH-USA AGREEMENT ON NORTH ATLANTIC SALMON FISHERY REACHED DURING WSHDC NEGOTIATIONS EARLY IN FEB. UNSPOKEN SUGGESTION IS THAT CDA IS TAKING ITS TIME AND APPEARS TO BE QUOTE DRAGGING ITS FEET UNQUOTE. ON QUESTIONING, WE ARE INFORMED THAT DANES AND AMERICANS AGREED THAT DANES WOULD CEASE TO TAKE SALMON (A) ON HIGH SEAS IN NORTH ATLANTIC AREA AND

...2

PAGE TWO 87 CONFD

(B) INSIDE 12-MILE FISHERY LIMIT AROUND GREENLAND DANES WILL THIS YEAR RESTRICT THEIR CATCH TO TONNAGE NOT/NOT EXCEEDING AVERAGE ANNUAL CATCH DURING FIVE-YEAR PERIOD 1967-71. TENTATIVE AGREEMENT IS SUBJ TO VIEWS OF OTHER ICNAF MEMBERS INTERESTED IN SALMON FISHERY, AND USA APPARENTLY AGREED TO CONSULT CDA AND UK WHILE DANES WERE TO CONSULT NORWEGIANS AND ONE OTHER (POSSIBLY USSR). IF THERE WERE CONSENSUS IN FAVOUR, AGREEMENT WOULD THEN BE BROUGHT BEFORE ICNAF CONFERENCE IN JUN FOR FORMAL APPROVAL.

3. UNDERSTANDABLY DANES ARE KEENLY INTERESTED IN CDN REACTION TO AGREEMENT WHICH APPEARS TO GO CONSIDERABLE DISTANCE TO MEET POSITION WE HAVE BEEN ADVOCATING IN ICNAF IN RECENT YEARS. GRATEFUL FOR INFO AND ADVICE

CORNETT

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MESSAGE

PLACE	DEPARTMENT	ORIG. NO.	DATE	FILE/DOSSIER	SECURITY SÉCURITÉ
LIEU	MINISTÈRE	N ^O D'ORIG.		25-5-7-2-Salmon	
FM/DE	OTT	EXTERNAL	FLO-205	FEB 24/72	CONF
TO/A COPENHAGEN					PRECEDENCE
INFO Washdc					FEB 24 22
DISTR. GEP GEC ECL GWU					16 72

REF Yourtel 87 Feb 23/72

SUB/SUJ Atlantic Salmon: Denmark/US Agreement

FOR YOUR INFO ONLY WE LEARNED FEB 23 THAT STATE DEPARTMENT TELEPHONED ENVIRONMENT DIRECTLY FEB 14 TO GIVE REPORT ON TENTATIVE AGMT ON ACTION TO BE TAKEN SUBJECT TO CONCURRENCE BY CDA. AS RELATED TO ENVIRONMENT OVER PHONE (WE HAVE NOT SEEN TEXT) AGMT PROVIDED INTER ALIA: (1) PHASE OUT ALL DANISH SALMON FISHERIES BY DEC 31/75 EXCEPT THOSE CARRIED OUT BY LOCAL NATIVE POPULATION GREENLAND (2) SPECIFIED CATCH TONNAGES FOR NON GREENLANDERS FOR YRS 72 THRU 75. ANNUAL CATCH BY GREENLANDERS TO BE KEPT AT 1100 METRIC TONS. (2) AFTER 1975 DENMARK WOULD ADHERE TO TOTAL BAN ON SALMON FISHING OUTSIDE ITS TERRITORIAL LIMITS (3) U.S. DECLARED INTENTION TO ENDEAVOUR TO ENSURE APPLICATION OF APPROPRIATE CONSERVATION MEASURES APPLICABLE TO 12 MILE ZONES OF CANADA AND US WHICH WOULD IN EFFECT CORRESPOND TO MEASURES TO BE TAKEN BY DENMARK.

2. AS STATE DEPT (MCKERNAN) EXPLAINED TELCON HE HAD SPECIAL COMMITMENT TO CDA NOT/NOT TO COME TO FULL AGMT BEFORE CONSULTATION WITH CDA. IF WE AGREED IDEA WAS TO PRESENT PROPOSAL TO MAY IGNAF FOR POSSIBLE ADOPTION.

DRAFTER/RÉDACTEUR	DIVISION/DIRECTION	TELEPHONE	APPROVED/APPROUVÉ
SIG..... M.B. PHILLIPS/jb	FLO	2-6692	SIG..... R.M. MILLER

PAGE TWO

CONFID

3. ACCORDING TO ENVIRONMENT OFFICIALS DAVIS PROPOSES TO STUDY MATTER THOROUGHLY BEFORE REACTING BUT HIS INITIAL REACTION WAS NOT ENTIRELY FAVOURABLE. DANISH AMB HAS TENTATIVE APPOINTMENT TO SEE DAVIS FEB 29 AND IT IS POSSIBLE HE MAY PROVIDE CDN REACTION THEN.

4. WHILE NO PRESS COVERAGE HERE YET WE UNDERSTAND SOME INFO HAS LEAKED ABROAD IN SPITE OF FACT MCKERNAN SPOKE OF MATTER AS STRICTLY CONFIDENTIAL (TO ALLOW DANES TO PUT BEFORE THEIR CABINET). SUGGESTED TO SSEA THAT IF MATTER BECOMES PUBLIC KNOWLEDGE HERE HE ANSWER INQUIRIES BY ACKNOWLEDGING WE ARE AWARE OF TENTATIVE AGMT AND THAT WE WILL WISH TO STUDY CAREFULLY BECAUSE OF IMPLICATIONS FOR CDA.

file

25-5-7-2-Salmon
9

CONFIDENTIAL

February 24, 1972

JB 313172

SEEN BY THE MINISTER

MEMORANDUM FOR THE MINISTER

Atlantic Salmon

In view of your forthcoming trip to Newfoundland you may wish to know that there have recently been discussions between the United States and Denmark on the subject of Atlantic salmon which have implications for Canada.

2. A U.S. State Department official telephoned direct to the Department of the Environment last week to say that a tentative agreement had been worked out between the U.S. and Denmark on Atlantic salmon fishing subject to concurrence by Canada. (You will recall that Canada and the United States issued a joint statement in December urging all nations to end the high seas fishery for Atlantic salmon) An outline of the agreement was provided by telephone (but the text is not yet available) and our quick concurrence was sought. In addition the Danish Ambassador last week visited Dr. Weir, Assistant Deputy Minister in Environment, seeking the views of the Canadian Government, and our Ambassador in Copenhagen has also been contacted.

3. According to Environment officials your colleague, Mr. Davis, proposes to study the matter thoroughly before reacting. While the agreement apparently is an improvement over the previous Danish position and would ultimately phase out Danish salmon fishing outside their territorial waters the impact of such an agreement on Canada would be considerable and our assessment of its terms may be different from that of the United States.

4. The matter had been treated as confidential but we understand press reports are now circulating abroad (although we are not aware of any press reports in Canada). Attached is a suggested reply should the matter be raised in the House, or during your Newfoundland visit.



A.E.R.

February 24, 1972

ANTICIPATED QUESTION
HOUSE OF COMMONS

Atlantic Salmon

QUESTION

Would the Secretary of State for External Affairs comment on press reports that an agreement has been reached between the United States and Denmark over the Atlantic salmon problem?

ANSWER

This question is primarily one for my colleague the Minister of the Environment. We have been made aware of what I understand is a tentative agreement. ~~We will be~~
~~study it carefully because of the implications~~
~~for Canada.~~

File 25-5-7-2 - Salmon
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2/3/72

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Phillips

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TO EXTOTT FLO

INFO OSLO WSHDC ENVOTT(SPRULES)ITCOTT

DISTR FLP GEP GEC ECL

REF OURTEL 87 FEB23

---NORTH ATLANTIC SALMON FISHERIES

OFFICIAL COMMUNIQUE ON RESULTS OF NEGOTIATIONS BETWEEN DENMARK AND USA ON NORTH ATLANTIC SALMON FISHERIES HAS NOW BEEN MADE PUBLIC. ACCORDING TO AGREEMENT DANISH AND FAROESE SALMON FISHING IN NORTH ATLANTIC AREA WILL BE SCALED DOWN TO ZERO BY 1976. IN CURRENT YEAR(1972) PRESENT LEVEL OF ABOUT 800 METRIC TONS WILL BE MAINTAINED BUT OVER NEXT THREE YEARS WILL BE PROGRESSIVELY REDUCED TO 600 TONS(73), 550 TONS(74) AND 500 TONS(75), AFTER WHICH FISHING WILL BE BANNED.

2. BECAUSE OF IMPORTANCE TO GREENLAND OF ITS SALMON FISHERIES, GREENLAND FISHERMEN WILL BE PERMITTED TO CONTINUE WITH THEIR PRESENT QUOTA OF 110 TONS OF SALMON ANNUALLY WITHIN THE 12-MILE LIMIT ESTABLISHED AROUND GREENLAND.

3. ANNOUNCEMENT IN THIS MORNINGS PAPERS IS ACCOMPANIED BY A NEWS STORY TO EFFECT THAT FISHING INTERESTS FROM BORNHOLM HAVE BEEN SUMMONED TO MTG WITH PRIME MINISTER AND FISHERIES MINISTRY OFFICIALS, WHEN PRESUMABLY RESULTS OF NEGOTIATIONS AND IMPLICATIONS FOR THEIR OPERATIONS IN COMING YEARS WILL BE FULLY EXPLAINED. NEWSPAPERS SPECULATE THAT 12-14 SALMON FISHING CUTTERS FROM BORNHOLM WILL IN FUTURE YEARS CONCENTRATE SOME OF THEIR

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PAGE TWO 93 UNCLAS

SALMON FISHING ACTIVITIES IN NORTH ATLANTIC OFF NORWEGIAN COAST.
PAPERS ALSO SPECULATE ON FUTURE POLITICAL CAREER OF MR CHRISTIAN
THOMSEN, MINISTER OF FISHERIES, WHO HAS CLEARLY LOST INTRA-CABINET
FIGHT WITH GREENLAND MINISTER HERTLING AND WHOSE TENURE OF THE
FISHERIES PORTFOLIO MAY BE IN QUESTION.

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File 25-5-7-2 - Salmon

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Miller
Phillips

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FM COPEN 98 FEB25/72

TO EXTOTT FLO

INFO OSLO WSHDC ENVOTT (SPRULES) ITCOTT

DISTR FLP GEP GEC ECL

REF OURTELS 87 FEB23 AND 93 FEB24

---ATLANTIC SALMON: DENMARK-USA AGREEMENT

FOLLOWING IS GIST OF ART APPEARING IN THIS MORNINGS INFO

QUOTE IN AN INTERVIEW TO RITZAUS BUREAU YESTERDAY, MR JO KRAG,

PRIME MINISTER, SAID THAT MR CHR THOMSEN, MINISTER OF FISHERIES,

WAS IN COMPLETE AGREEMENT WITH THE RESULT REACHED IN THE NEGOT-

IATIONS BETWEEN DENMARK AND AMERICA. MR KRAG DENIED RUMOURS TO

THE EFFECT THAT MR THOMSEN WAS CONSIDERING RESIGNING FROM THE GOVT.

QUOTE REFERRING TO THE FACT THAT THE USA PUBLISHED THEIR COMMUNIQUE

ON THE AGREEMENT WITHOUT PRIOR WARNING AND EARLIER THAN PLANNED,

MR KRAG PRESUMED THAT THE AMERICANS WERE TRYING TO BRING PRESSURE

TO BEAR ON THE CDN GOVT, WHICH WAS AT PRESENT INVOLVED IN LONG-

DRAWN-OUT NEGOTIATIONS ON THE SAME QUESTION.

QUOTE THE DANISH AMERICAN AGREEMENT WILL BE THE SUBJ OF A QUESTION

IN THE FOLKETING, AND MR KRAG SAID YESTERDAY THAT THE GOVT WOULD

WELCOME THE OPPORTUNITY TO GIVE A FULL ACCOUNT OF THE MATTER.

QUOTE MR THOMSEN REFUSED TO COMMENT EITHER FOR OR AGAINST THE

RESULT REACHED. ON TUE HE WILL ADVISE THE FOREIGN AFFAIRS TRIBUNAL

ON THE CONTENT AND EFFECT ON DENMARK OF THE AGREEMENT. MR THOMSEN

SAID THAT THE GOVT WAS AWARE THAT THERE WOULD BE A QUESTION OF

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PAGE TWO 98 UNCLAS

COMPENSATION AND THAT THIS WOULD BE TAKEN UP LATER.

QUOTE MR ANKER NIELSEN, SPOKESMAN FOR THE BORNHOLM FISHERMEN
AFFECTED, SAID THAT THE GOVT'S DECISION TO GIVE IN TO THE AMERICAN
DEMANDS WAS A CRIPPLING BLOW TO THE FISHERMEN. THERE WAS NO/NO
SCIENTIFIC PROOF OF THE AMERICAN ASSERTIONS THAT HAD BROUGHT ABOUT
THE RETREAT OF THE DANISH GOVT UNQUOTE.

2. TWO PAPERS COMMENT EDITORIALY. POLITIKEN STATES THAT THE GOVT
HAS TAKEN FAR TOO LONG TO REVEAL RESULTS OF NEGOTIATIONS AND HAS
GIVEN IN TO AMERICAN DEMANDS. WHILE THIS DECISION WAS PRESUMABLY
BASED ON BEST INTERESTS OF COUNTRY AS A WHOLE, GOVT IS UNDER AN
OBLIGATION TO GIVE FULL COMPENSATION TO FISHERMEN FOR LOSSES
SUSTAINED... EFFECTIVE MEASURES MUST BE TAKEN TO PROVIDE EMPLOYMENT
FOR ALL WHO ARE LOSING THEIR LIVELIHOOD, BOTH FISHERMEN AND THOSE
WORKING IN BORNHOLM SALMON FISHING INDUSTRY. BERLINGSKE TIDENDE
WRITES THAT DENMARK HAS BEEN FORCED TO AGREE TO A COMPROMISE IN
ORDER NOT/NOT TO ENDANGER ITS LARGEST MARKET FOR FISH PRODUCTS.
WHILE THERE IS NO/NO REAL SCIENTIFIC PROOF THAT NORTH ATLANTIC
SALMON FISHERIES ACTUALLY ENDANGER SALMON POPULATION, INTL PRESSURE
HAS BEEN TOO STRONG TO BE IGNORED IN LONG RUN.

251545Z 400

File 25-5-7-2 - Salmon

Document disclosed under the Access to Information Act
Document divulgué en vertu de la Loi sur l'accès à l'information

9 24 UNBP 2/3/72

Phillips

U N C L A S S I F I E D

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TO EXTOTT FLO ACTION COPY

INFO COPEN WSHDC ITCOTT DOEOTT/SPRULES

DISTR FLP GEP GEC ECL

REF COPEN TEL 93 FEB24

---NORTHATLANTIC SALMON FISHERIES

FOLLOWING ITEM ENTITLED QUOTE NORWAY HESITANT ABOUT SALMON
PRESERVATION UNQUOTE APPEARED IN TODAYS AFTENPOSTEN.

2.BEGINS WE MUST DISCUSS THE AGREEMENT BETWEEN USA AND DENMARK
ABOUT CONTROL OF SALMON FISHING OFF GREENLAND BEFORE WE ADOPT A
FINAL STANDPOINT.AS WE KNOW THIS AGREEMENT WILL ALSO AFFECT
NORWEGIAN SALMON FISHING OPERATING IN AREA,AND WE MUST DISCOVER
WHAT EFFECT POSSIBLE HALT IN SUCH FISHING OPERATIONS WILL HAVE
FOR OURSELVES,MINISTER OF FISHERIES MAGNUS ANDERSEN STATES TO
NEWSPAPER AFTENPOSTEN.THE AGREEMENT WILL BE DISCUSSED DURING
THE INNATL CONFERENCE OF NORTHATLANTIC FISHERIES(ICNAF)WHICH
IS TO MEET IN WSHDC IN MAY,AND WE WILL HAVE TO WAIT UNTIL THEN
BEFORE WE DECIDE WHETHER TO SUBSCRIBE TO IT.

3.DURING PREVIOUS MTG OF ICNAF WE WENT IN FOR TOTAL PRESERVATION
OF SALMON OFF GREENLAND.I AM NOT/NOT SO SURE IF THIS IS OUR
OFFICIAL STANDPOINT TODAY.WE MUST ALSO LOOK AT EFFECT OF
CONTINGENT BAN.

4.CONSEQUENCE MAY WELL BE THAT WE WILL GET INCREASED FISHING FOR

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PAGE TWO 91 UNCLAS

SALMON OFF COAST OF NORTHNORWAY, EARLIER ON DANES WERE AS WE KNOW IN MAJORITY THERE. WE CAN NOT/NOT BENEFIT FROM MERELY SHIFTING PROBLEM TO ANOTHER AREA, MINISTER OF FISHERIES ANDERSEN STATED.

5. AGREEMENT BETWEEN DENMARK AND USA HAS CAUSED POLITICAL EXCITEMENT IN DENMARK. ACCORDING TO ASSOCIATED PRESS IT IS ARGUED THAT AMERICAN GOVT HAS EXERTED PRESSURE ON DANES, OR THAT THERE WAS A SECRET AGREEMENT BETWEEN THE TWO GOVTS. USA HAS PREVIOUSLY THREATENED TO BOYCOTT IMPORTATION OF FISH AND FISH PRODUCTS FROM NATIONS WHICH CONTINUE SALMON FISHING OPERATIONS OFF GREENLAND. IF IT PROVES POSSIBLE TO REACH AN AGREEMENT, THIS THREAT OF A BOYCOTT WILL BE LIFTED.

6. IN MEANTIME, SKIPPERS ON BOARD 12 FISHING CUTTERS FROM BORNHOLM FISHING FOR SALMON OFF GREENLAND REGARD NEWS ABOUT AGREEMENT WITH PERFECT CALM. SPOKESMAN FOR FISHERMEN, OLE BASSE MORTENSEN, HAS MAINTAINED THAT DEEP SEA FISHING FOR SALMON HAS LITTLE EFFECT ON POPULATION IN AMERICAN, CDN OR NORDIC SALMON RIVERS. BUT IF GREENLAND AREA IS CLOSED THEN ATTN WILL AGAIN BE DRAWN TOWARDS NORWAY. IT MAY WELL BE THAT NORWEGIANS ARE NOT/NOT PARTICULARLY HAPPY ABOUT THIS, HE STATED. BUT DECISION TO STOP SALMON FISHING OUTSIDE GREENLAND IS AS WE KNOW A POLITICAL ONE, AND THIS TOO MAY WELL BE SUBJ TO CHANGE. MEANWHILE, HOWEVER, WE WILL BE ABLE TO FISH OUTSIDE NORTHNORWAY.

7. IN 1971 THERE WERE ALSO NINE NORWEGIAN VESSELS TAKING PART IN

...3

PAGE THREE 91 UNCLAS

SALMON FISHING OFF GREENLAND WHICH HAULED A TOTAL OF 350 TONS OF
SALMON. THESE BOATS TOO WILL HAVE TO FISH IN MORE DOMESTIC WATERS
IF TOTAL BAN IS BROUGHT ABOUT ENDS.

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FLO/M.B. PHILLIPS/jb

~~"Return to FLO"~~ DS

CONFIDENTIAL

March 1, 1972

25-5-7-2-Salmon
9

MEMORANDUM FOR THE MINISTER

Atlantic Salmon

— The attached memorandum of February 24, 1972, provides background on the agreement between the United States and Denmark on Atlantic salmon fishing. A communique has now been issued announcing the agreement which would phase out Danish salmon fishing on the high seas by the end of 1975. The announcement was made before our views were passed to the United States and Denmark.

2. The Danish Ambassador called upon your colleague, Mr. Davis, on February 29, 1972. While officials of the Department of the Environment have as yet been unable to provide full details of their discussion we understand that Mr. Davis told the Ambassador that the Canadian Government did not concur in the agreement. Mr. Davis said that he believed that Canada should maintain its position that there should be an immediate cessation of salmon fishing on the high seas.

— 3. A suggested reply for possible use in the House is attached.

A.E.R.

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FLO/M.B. PHILLIPS/jb

March 1, 1972

ANTICIPATED QUESTION
HOUSE OF COMMONS

Atlantic Salmon

QUESTION:

Would the Secretary of State for External Affairs comment on the recent announcement that the United States and Denmark have reached an agreement on Atlantic salmon fishing?

ANSWER:

This question is primarily one for my colleague the Minister of the Environment. The Canadian Government favours the prohibition of fishing for salmon on the high seas and in December the Canadian and United States Governments issued a joint statement urging all nations to end high seas fishing for Atlantic salmon. Because about one half of the salmon caught by Denmark in the North Atlantic off Greenland are of Canadian origin such an agreement would have major implications for Canada. Accordingly consultations have been undertaken between the three Governments and Canada will seek to ensure that its interests are fully protected.

MESSAGE

FM/DE	PLACE	DEPARTMENT	ORIG. NO.	DATE	FILE/DOSSIER	SECURITY
	LIEU	MINISTÈRE	N ^O D'ORIG.		25-5-7-2- Salmon	SÉCURITÉ
	OTT	EXTER	FLO-212	MAR 1/72	9	CONFID

TO/A	COPENHAGEN	PRECEDENCE
INFO	PERMISNY (BEESLEY) WASHDC	

DISTR. GEP GEC ECL GWU

REF OURTEL 205 FEB 24/72

SUB/SUJ ATLANTIC SALMON: DENMARK/US AGMT

DANISH AMB CALLED ON MIN OF ENVIRONMENT FEB 29. WHILE WE DO NOT/HAVE FULL DETAILS OF CONVERSATION GIST WAS THAT MINISTER INDICATED HE COULD NOT/NOT CONCUR IN DENMARK/USA SALMON AGREEMENT. HE PREFERRED TO MAINTAIN POSITION WE HAVE TAKEN IN ICNAF CALLING FOR IMMEDIATE CESSATION OF HIGH SEAS FISHING FOR ATLANTIC SALMON. MINISTER'S VIEWS WERE TELEPHONED TO US STATE DEPARTMENT BY ENVIRONMENT OFFICIALS. WE HAVE HAD NO/NO OFFICIAL REACTION FROM EITHER GOVERNMENT.

2. HAVE SUGGESTED TO SEE THAT SHOULD QUESTIONS BE DIRECTED TO HIM IN HOUSE HE POINT OUT GOVERNMENT QUOTE FAVOURS PROHIBITION OF FISHING FOR SALMON ON THE HIGH SEAS AND IN DECEMBER THE CDN AND US GOVERNMENTS ISSUED A JOINT STATEMENT URGING ALL NATIONS TO END HIGH SEAS FISHING FOR ATLANTIC SALMON. BECAUSE ABOUT ONE HALF OF THE SALMON CAUGHT BY DENMARK IN THE NORTH ATLANTIC OFF GREENLAND ARE OF CDN ORIGIN SUCH AN AGREEMENT WOULD HAVE MAJOR IMPLICATIONS FOR CDA. ACCORDINGLY CONSULTATIONS HAVE BEEN UNDERTAKEN BETWEEN THE THREE GOVERNMENTS AND CDA WILL SEEK TO ENSURE THAT

DRAFTER/RÉDACTEUR	DIVISION/DIRECTION	TELEPHONE	APPROVED/APPROUVÉ
SG. M.B. PHILLIPS/jb	FLO	2-6692	SG. D.M. MILLER

PAGE TWO

CONFD

ITS INTERESTS ARE FULLY PROTECTED. UNQUOTE.

Copy for Phillips & file
done JB.

25-5-7-2 Salmon
9 JBP 3/3/72
Our File No 721-19-14-2
Notre dossier



Environment
Canada

Environnement
Canada

Your File No
Votre dossier

March 1, 1972
OTTAWA, K1A OH3

Department of External Affairs,
Legal Operations Division,
520 Daly Building,
Ottawa, K1A OG2

Attention: Mr. Michael Phillips

Dear Sir:

Re: Fishing for Atlantic Salmon on the
High Seas

I am writing to confirm recent telephone conversations on the subject of the agreement reached between Denmark and the U.S.A. with respect to the taking of Atlantic Salmon on the High Seas.

The Text of the Agreement has not yet reached us. However, the contents of the agreement in draft form were telephoned to me by Mr. McKernan and subsequently summarized and commented upon in a memorandum to Mr. Davis. A copy of this memorandum is attached.

At a meeting between the Danish Ambassador and Mr. Davis on February 29th, our Minister flatly stated that Canada could not accept the agreement, since our position that there should be a ban on all High Seas fishing for salmon, remains unaltered.

Yours sincerely,

C. R. Levelton,
Director General,
Operations Directorate.

F-L O

Attach.

RECEIVED

MAR 3 1972

**In Legal Operations Division
Department of External Affairs**

DEPARTMENT OF FISHERIES AND FORESTRY



MINISTÈRE DES PÊCHES ET DES FORÊTS

MEMORANDUM

FILE NO. CONFIDENTIAL
Dossier No

TO/À MINISTER

DATE February 14, 1972.

FROM/De C. R. Levelton

SUBJECT/Sujet High Seas Fishery of Atlantic Salmon off Greenland.

Mr. Donald McKernan of the U. S. State Department telephoned me this morning to advise of the results of his discussions with the Danes earlier this month with respect to their Atlantic salmon operation. The U. S. and Denmark reached tentative agreement on action to be taken subject to concurrence by Canada. Mr. McKernan asked that the results of the discussion for the time being be kept strictly confidential as the Danes have to take this before their Cabinet and do not want their general public to be apprised of the situation at this time.

The tentative agreement involved several actions to be taken as follows:

- (1) Denmark would phase out all salmon fisheries by December 31, 1975 except those carried out by the local native population of Greenland.
- (2) This would be accomplished by measures to be taken at the discretion of the Danish government as noted below.

- (a) Catches by non Greenlanders during the next four seasons would be

1972	800	metric tons
1973	600	" "
1974	550	" "
1975	500	" "

- (b) Failure to achieve the objectives in (a) in any one year would be followed by an adjustment during the next fishing year.

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2.

- (c) The annual catch by local Greenland fishermen will be kept at the same level as measured by the period 1964 to 1971 namely 1100 metric tons.
- (3). Both sides agreed to cooperate in measures for conservation of the stocks. The status of the stocks would be reviewed in 5 years and if stocks continued to decline, the Danes would lower the annual take by the local native Greenlanders.
- (4) After the end of the phase out period (i.e. after 1975) Denmark would adhere to a total ban on salmon fishing outside of their territorial limits.
- (5) The U. S. was asked to consult with Canada and the United Kingdom with a view to obtaining their support for these proposals. Here Mr. McKernan mentioned to the Danes that he had a special commitment to Canada not to come to a full agreement before consultation with us. Denmark agreed to hold consultations quickly with Norway and Germany.
- (6) The United States declared its intention to endeavour to ensure the application of appropriate conservation measures applicable to the 12 mile zones of both Canada and the United States which would correspond in effect to the measures taken by Denmark using the catch levels of 1969 as a base. What this really means is that we will take steps now to reduce our take of salmon below that of 1969. This has already occurred in any case and in some years our annual take is less than 50% that of three years ago.

If Canada agrees to the foregoing it would be intended to present a proposal at the meeting of ICNAF in late May of this year in the hope that it would be adopted there. One thing bothers me a bit. Under item (2) above, the proposed annual catch by non Greenlanders for the period 1972-75 was detailed. When this is added to the catch of the annual catch of the native fishermen, i.e. 1100 tons annually, it approximates the yearly take of recent fishing seasons.

3.

For example the combined Danish and Greenland catch for 1969, 1970 and 1971 was 1715, 1602 and 1982 metric tons respectively.

I do not think we should agree to item 6 insofar as Labrador is concerned. The salmon catches there by the local people have increased and are greater than those of 1969 at the present time. This is because of the failure of the cod fishery in Labrador waters. The people there fish almost solely on salmon stocks which are bound for Labrador streams. The runs have not been heavily exploited to date and I feel that we should not impose any restriction on the people there because of their economic plight.

The Danes will be phoning Mr. McKernan about mid-week and he is anxious to have our recommendation. I would therefore appreciate your direction and will be available to discuss this at any time should you so desire.

C. R. Levelton

c.c. J. R. Weir
W. M. Sprules

cc Mr. May 2-11/72

6/10/3

File 25-5-7-2 Salmon
91 WBP 10/3/72

ACTION COPY

Phillips

R E S T R I C T E D

FM COPEN 106 MAR9/72

TO TT EXTOTT FLO DE LDN

INFO TT WSHDC ITCOTT DE OTT OSLO

ENVOTT(SPRULES)DE OTT

DISTR FLP GEP GEC ECL

REF YOURTEL FLO212 MAR1 AND OURTELS 87 FEB23,93 FEB24 AND 98
FEB25

---NORTH ATLANTIC SALMON FISHERY:DANISH-USA AGREEMENT

TODAYS PAPERS CARRY NEWS STORIES TO EFFECT THAT GREENLAND
FEDERATION OF FISHERMEN,WHALERS AND SEALERS HAS EXPRESSED SUPPORT
FOR DK-USA AGREEMENT ON NORTH ATLANTIC SALMON FISHERY.FEDERATION
STRESSES THAT LIMITATION OF DRIFT NET FISHING IS NECESSARY TO
SAFEGUARD SALMON POPULATION AND LIVELIHOOD OF GREENLAND FISHERMEN.
REPORTS ALSO INDICATE THAT INTERESTING POSSIBILITY OF EXTENDING
FISHING LIMIT OFF GREENLAND FROM PRESENT 12 TO 25 OR 50 NAUTICAL
MILES WILL BE DISCUSSED BY GREENLAND PROVINCIAL COUNCIL AT END
OF MONTH.THIS WOULD OF COURSE BE IN LINE WITH ACTION TAKEN RECENTLY
BY ICELANDIC GOVT WHICH IS CURRENTLY BEING DISPUTED BY UK.

2.WITH REF TO LATTER DISPUTE,JYLLANDS POSTEN TODAY EDITORIALIZES
ABOUT BROAD SYMPATHY AMONG NORDIC COUNTRIES FOR ICELANDS DEFENCE
OF ITS FISHERIES AND WARNS BRIT AGAINST ANY RECURRENCE OF GUN
BOAT TACTICS IN DEFENCE OF UK FISHING INTERESTS OFF ICELAND.
ARTICLE GOES ON TO NOTE THAT FAROESE AND ICELANDERS HAVE JOINT
COMMON INTEREST IN PROTECTING FISHERIES AND SUGGESTS SPECIAL

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PAGE TWO 106 RESTR

AGREEMENT WITH ICELAND(WHICH PRESUMABLY WOULD PERMIT FAROESE TO
CONTINUE FISHING IN WHAT ARE NOW ICELANDIC FISHING WATERS).

3.DANISH-USA AGREEMENT ON ATLANTIC SALMON IS TO BE DEBATED IN
FOLKETING MARI6.WE WILL REPORT.

091545Z 230

file

For file in FLO

Central Staff (advance copy)

(MIN/M. R. Finn/re)

CO
N (2)

PM

Parl. Sec.

FPR

PAG

FAI (Ext. Pol. Info. Sec.)

March 15, 1972

ANTICIPATED QUESTION
HOUSE OF COMMONS

25-5-7-2-Salmon
9

Overfishing of Atlantic Salmon

QUESTION:

Does the Government intend to protest to the Danish and Norwegian Governments about the irresponsible overfishing of Atlantic salmon?

ANSWER:

The Government of Denmark is already well aware, through bilateral contacts and contacts within the International Commission for North Atlantic Fisheries, that Canada favours the prohibition of the fishing of salmon on the high seas.

In the context of preparations for the Third Law of the Sea Conference, we have been seeking to convince the international community that a sound management system for salmon, a system that would meet the criteria both of conservation and of equity, would require the delegation to coastal states of the sole right to harvest the salmon bred in their own rivers.

File 25-5-7-2 Salmon
25-5-5 Cda/Demark
9 9
UBP 20/3/72

ACTION COPY.
FLO

Phillips

R E S T R I C T E D

FM COPEN 119 MAR17/72

TO TT EXTOTT FLO DE LDN

INFO OSLO TT WSHDC ENVOTT/SPRULES ITCOTT DE OTT

DISTR GEP GEC ECL GWU

REF OURTEL 106 MAR9

---NORTH ATLANTIC SALMON FISHERY:DK-USA AGREEMENT

FOLKETING DEBATE ON DANISH-USA SALMON AGREEMENT,OR QUOTE UNDER-
STANDING UNQUOTE AS PM KRAG TERMED IT,TOOK UP CONSIDERABLE AMOUNT
OF PARLIAMENTARY TIME MAR16.OUTCOME WAS INCONCLUSIVE,THOUGH SOME
PAPERS AND COMMENTATORS HOLD THAT ONE RESULT WAS TO RAISE SERIOUS
DOUBT ABOUT LEGALITY OF GOVTS ACTION IN ENTERING INTO AGREEMENT,
EFFECT OF WHICH(AFTER FOUR YEARS)WILL BE TO TERMINATE AND PROHIBIT
DANISH SALMON FISHERY ON HIGH SEAS IN NORTHWEST ATLANTIC AREA.

WHILE RESISTING THIS INTERPRETATION AND INSISTING THAT IT HAD
LAWFUL AUTHORITY TO CONCLUDE AGREEMENT,GOVT DID OFFER TO SET UP
17-MEMBER PARLIAMENTARY CTTEE TO STUDY AGREEMENT AND TO HEAR RE-
PRESENTATIONS FOR AND AGAINST.

2.DURING DEBATE PM KRAG MADE IT CLEAR THAT QUOTE UNDERSTANDING
UNQUOTE,LIMITING AND SUBSEQUENTLY PROHIBITING DANISH FISHERY,
HAD NO/NO TIME LIMIT BUT MAINTAINED THAT SHOULD CONDITIONS CHANGE
AGREEMENT COULD BE RECONSIDERED.UNDERSTANDING WAS SPECIAL SCHEME
APPLYING ONLY TO NORTHWEST ATLANTIC AND WAS WITHOUT SIGNIFICANCE
AS REGARDS SALMON FISHERY ELSEWHERE.IN ATTEMPT TO MEET CRITICISM
OF USA PRESSURE TACTICS,KRAG SAID THAT FEW HOURS EARLIER HE HAD

...2

PAGE TWO 119 RESTR

RECEIVED REPORT FROM DANISH EMB OTT TO EFFECT THAT AT A FISHERY CONFERENCE CDN MINISTER OF FISHERIES HAD DESCRIBED DANES AND NORWEGIANS AS QUOTE GREEDY AND CALLOUS UNQUOTE. CDN MINISTER HAD INFORMED HOF C TTEE THAT QUOTE DENMARK HAD NOT/NOT COMPLIED PROPERLY WITH HER PROMISE TO RESTRICT SALMON CATCHES UNQUOTE.

3. OPPOSITION. SPOKESMEN CRITICIZED GOVT STRONGLY FOR HAVING CAPITULATED TO USA PRESSURE AND ACCUSED GREENLAND MINISTER HERTLING OF ABANDONING PRINCIPLES GOVERNING FREEDOM OF SEAS. MOSES OLSEN, YOUNG INDEPENDENT MEMBER FROM GREENLAND, REJECTED ARGUMENTS THAT MINISTER HERTLING HAD ACTED IN INTEREST OF AMERICANS AND POINTED OUT THAT ON THIS ISSUE INTERESTS OF GREENLANDERS AND AMERICANS WERE CONGRUENT. IN HIS VIEW, AGREEMENT WAS STEP IN RIGHT DIRECTION, IE TOWARDS GREENLAND POLICY BASED TO INCREASED EXTENT ON INTERESTS OF GREENLANDERS AND CONDITIONS IN GREENLAND.

4. AGREEMENT IS TO BE DEBATED IN FOLKETING AGAIN BEFORE SUMMER ADJORNMENT.

171545Z 340

File 25-5-7-2 Salmon
9MBP 27/3/72

Phillips

ACTION COPY

C O N F I D E N T I A L

FM SEABEDDELNY 368 MAR17/72

TO EXTOTT/FLO

INFO FISHERIESOTT/SPRULES/MARTIN DE OTT

DISTR FLP

---PROPOSED DENMARK/USA ATLANTIC SALMON AGREEMENT

IN CONVERSATION WITH DR MAY ON MAR15 MCKERNAN OF USA DEL EXPRESSED CONCERN THAT CDA HAS NOT/NOT ACCEPTED USA/DENMARK PROPOSAL FOR GRADUAL BAN ON HIGH SEAS FISHING FOR ATLANTIC SALMON.MCKERNAN CLAIMED DANES WILL HAVE REAL DIFFICULTY SELLING THIS AGREEMENT AT HOME AND THAT DANISH GOVT COULD FALL IF AGREEMENT WERE ANY MORE FAVOURABLE TO CDN AND USA POINTS OF VIEW.USA HAD BEEN ABLE TO GET PRESENT PROPOSED DEAL ONLY BY SPLITTING DANISH AND GREENLAND REPS AND GETTING GREENLAND ON USA SIDE.PHASEOUT AGREEMENT WOULD TAKE EFFECT BEFORE PROPOSALS TO RESERVE 12-MILE EXCLUSIVE FISHING ZONE FOR GREENLANDERS ONLY,IN CONTEXT OF COMMON MARKET NEGOTIATIONS.

2.DR MAY POINTED OUT THAT DENMARKS POSITION WAS SOMEWHAT QUESTIONABLE IN LIGHT OF FACTS(A)THAT DANISH SALMON CATCH IN 1971 HAD INCREASED SUBSTANTIALLY IN SPITE OF 1970 ICNAF AGREEMENT,(B)THAT CATCH LEVELS IN FIRST TWO YEARS OF PHASINGOUT PERIOD WERE TOO HIGH,(C)THAT CATCH RESERVED FOR USE OF GREENLANDERS AFTER PHASEOUT WAS ALSO HIGH(ALTHOUGH WE AGREED THAT SOME EXPLOITATION BY GREENLANDERS WAS JUSTIFIED)(D)THAT SPAWNING STOCKS IN SOME OF CDAS MAJOR RIVERS WERE DANGEROUSLY LOW THUS MAKING IT NECESSARY FOR US TO IMPOSE SEVERE RESTRICTION ON SALMON FISHERIES.SOME RESTRICTIONS HAD ALREADY

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PAGE TWO 368 CONFD

BEEN IMPOSED AND OTHERS WERE BEING CONTEMPLATED, BUT THIS COURSE WOULD BE DIFFICULT FOR CDA TO FOLLOW WHILE AGREEING TO THE LEVELS OF CATCH BY GREENLANDERS CONTEMPLATED IN USA/DENMARK AGREEMENT.

3. MCKERNAN SUGGESTED THAT CDA MIGHT TAKE STRONGER ATLANTIC SALMON PROPOSAL TO ICNAF KNOWING THAT WE WOULD LOSE AND COULD THEN SUPPORT USA/DENMARK AGREEMENT AS LAST RESORT. DR MAY SAID WE WOULD FIND IT DIFFICULT TO GO AGAINST USA/DENMARK AGREEMENT IF IN FACT THIS WERE ONLY POSSIBILITY AVAILABLE FOR REG OF GREENLAND FISHERY; THIS DID NOT/NOT MEAN, HOWEVER, THAT CDA WOULD NECESSARILY ACCEPT AGREEMENT EVEN IN SUCH CIRCUMSTANCES.

4. MCKERNAN HAS WRITTEN TO MINISTER OF ENVIRONMENT TO PROPOSE CDA/ USA CONSULTATIONS (IN OTT) ON ATLANTIC SALMON ISSUE.

180247Z 400

Un report to see & file
URP 14/4/72
EXTERNAL AFFAIRS
file
168



AFFAIRES EXTÉRIEURES

12/12/4

TO/A	FLO
FROM/DE	ACRD
APR 12 1972	
ATTN: <i>[Signature]</i>	

TO
A
The Under-Secretary of State
for External Affairs (FLO), Ottawa

SECURITY
Sécurité
UNCLASSIFIED

FROM
De
Canadian Embassy
Copenhagen, Denmark

DATE
April 7, 1972

REFERENCE
Référence

NUMBER
Numéro
108

SUBJECT
Sujet
North Atlantic Salmon Dispute

"ACPI 9-21"

FILE	DOSSIER
OTTAWA	
25-5-7-2	
MISSION	
9	25-5-7-ATL.

ENCLOSURES
Annexes

1

DISTRIBUTION

Oslo
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INVOTT
ITCOTT
GEC
ECL

You may be interested in the following translation of a news item appearing in the April 6 edition of the Copenhagen newspaper "Børsen". To date this is the only reference we have seen to correspondence of this or any other company being returned with a "Boycott Danish" poster.

[Signature]
Embassy.

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RECEIVED

APR 12 1972

**In Legal Operations Division
Department of External Affairs**

SALMON -
CANADA

5. ATLAS A/S, Ballerup, which sent 400 marketing letters to Canadian firms in the fishery industry recently, advertising icing machines, had one of them returned without comment, a "Boycott Danish" poster being attached, the text saying "SOS - Save Our Salmon".

6. Atlas has exported an increasing number of icing machines and fresh water generators to USA and Canada of recent years.
(Børsen/3, 6 April, 1972)

11/5/5

Mr. Beesley to see
cc Phillips
file

EXTERNAL AFFAIRS



AFFAIRES EXTERIEURES

TO/A FROM/DE ACRD
MAY 4 1972
ATTN

TO
A The Under-Secretary of State for
External Affairs (FLO), OTTAWA

FROM
De The Canadian Embassy, COPENHAGEN

REFERENCE
Référence Our telegram 119 of March 17, 1972

SUBJECT
Sujet North Atlantic Salmon Fishery:
DK-USA Agreement

5/5/72

SECURITY UNCLASSIFIED
Sécurité
DATE April 24, 1972
NUMBER 125
Numéro

FILE	DOSSIER
OTTAWA	
25-5-7-2-Salmon	
MISSION	
25-5-7-ATL.	

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ENCLOSURES
Annexes

(3)

DISTRIBUTION

Oslo
Washington, D.C.
D/Environment
(Mr. Sprules)
D/I.T.&C
GEC
ECL
GWU

You will recall from our telegram under reference that following the parliamentary debate on the Danish-U.S.A. Salmon Agreement on March 16 the Danish Government established a 17-member parliamentary committee to study the agreement and to hear representations for and against it.

2. One of the first acts of this committee was to seek a legal opinion from the Ministry of Justice on the legality of Denmark's agreeing to a treaty of this kind which would have the effect, after four years, of terminating the Danish salmon fishery on the high seas in the Northwest Atlantic area. The opinion of the Ministry of Justice has now been transmitted to the parliamentary committee. While the full text has not been published, various excerpts have leaked to the Danish press. As reported therein, the view of the Ministry of Justice is that the Danish Government "can adhere to the recommendation adopted by ICNAF concerning a total ban on salmon fisheries outside the fishery territory, though the matter gives rise to some doubt".

3. The element of dubiety in the above-mentioned opinion has served to whet the appetites of those Danish politicians opposed to the Danish-American Agreement. Again according to news reports, Mr. Niels Anker Kofoed (Venstre) and Mr. Erik Hansen (Radical) intend to suggest to the Folketing committee that the Government should seek additional opinions from the law faculties of various Danish universities. Commenting on the news story which appeared in Danish papers on April 21, Mr. Kofoed declared it fantastic that Denmark had had to abandon her fisheries in international waters without having been given any concessions by the United States. As Mr. Kofoed sees it, either the Government had been exposed to heavy economic pressure by the United States or Mr. Hartling's influence in the Cabinet had been very strong.

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RECEIVED

MAY 5 1972

**In Legal Operations Division
Department of External Affairs**

- 2 -

UNCLASSIFIED

4. The Radical paper "Politiken" comments that the Government has complicated its existence by its prolonged secrecy about the content of the Danish-American Salmon Agreement which no one wanted. As this paper sees it, the agreement was made solely for commercial-political reasons, and the question is whether the Government has legal authority to enter into an agreement banning salmon fisheries on the high seas. The editor recalls that when the agreement was first debated in the Folketing, Mr. J. R. Knudsen (Social Democrat), a former Minister of Fisheries, expressed the view that the Government had no authority to enter into such an agreement. Now the Ministry of Justice has given the opinion that it is "most inclined" to think that the Government had legal authority, though the Ministry added that the question gave rise to some doubt. The editor considers that this doubt should be removed. Denmark cannot conclude international agreements on such a frail juridical basis. The editor supports the demands for opinions from outside and unprejudiced legal experts.

5. In connection with this whole question, several news stories have appeared in Danish papers on April 22 and April 23 referring to a statement made in Ottawa on April 21 by the Canadian Minister for the Environment, the Honourable Jack Davis. -- We attach translations of three of these news items, namely those appearing in "Jyllands-Posten" on April 22 and in the Sunday, April 23 edition of "Berlingske Tidende" and "Politiken".

W. Cornett
for Embassy.

Mr. Cornett.

Mr. Robertson (2).

TRANSLATION

"Jyllands-Posten", April 22, 1972, p. 16.

CANADA - SALMON.

4 inches.

Headline: Canada removes salmon from the menu
and hopes that Denmark will do so, too.

On the initiative of Mr. Jack Davis, Minister for the Environment, salmon will be removed from the menu at Canadian restaurants, and the Government in Ottawa makes no secret of the fact that it hopes that, by so doing, Danes will be made to feel so "ashamed" that they will remove fresh smoked salmon from their world famous list of sandwiches.

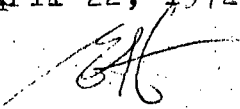
Mr. Davis will table next week a bill banning Canadian commercial salmon fisheries in the North Atlantic. The Government in Ottawa has let it be understood in advance that it intends to indemnify Canadian fishermen in an attempt to maintain and rebuild the salmon population which, in the North American view, is about to be exterminated owing to Danish overfishing off the coast of Greenland.

In an interview yesterday (April 21), Mr. Davis said that about ten years were likely to pass before the salmon population in the Atlantic would be normal again, whereupon a balance would be maintained by annual restrictions of commercial salmon fisheries being introduced.

In the interview the Canadian Minister stated openly that he hoped the Danes would be so shameful about the Canadian initiative that salmon would be removed from the menu in Denmark, too. He repeated allegations to the effect that Danes were chiefly responsible for the threatening complete extinction of Atlantic salmon.

In the Canadian view, the present state of affairs is due to the fact that the American nuclear submarine NAUTILUS discovered salmon grounds off Greenland at the beginning of the 1960s. This led to Danish trawlers commencing overfishing of full grown salmon which were returning to North American rivers to the pleasure of local anglers.

April 22, 1972.



Mr. Cornett.

Mr. Robertson (2).

TRANSLATION at sight.

SALMON - CANADA

"BERLINGSKE TIDENDE", Sunday, April 23, 1972, Sect. 1, p. 2. 12 inches.

(Ref.: Translation of item in "Jyllands-Posten", April 22, 1972.)

Headline: Canada wants us to feel ashamed.
Attempt to reduce the period of Danish salmon fisheries.

This paper's Washington correspondent reports:

Canada may arrive at an international fishery conference at Washington next month firmly resolved to sabotage the agreement on salmon fisheries off Greenland, concluded between the United States and Denmark.

It transpires from a statement submitted by Mr. Jack Davis, Canadian Minister for Fisheries and the Environment in Ottawa yesterday (Friday, April 21, the message from Washington being dated Saturday) that he considers that the period of liquidation applying to the Danish salmon fisheries is too long. The Canadian Ministry of Fisheries refused to amplify or explain Mr. Jack Davis' statement. There is nothing to suggest that the Americans wish to revise the agreement concluded recently. During negotiations with the Danes the Americans pledged, however, to persuade the Canadian to approve the agreement on the cessation of pelagic fisheries in 1975.

According to a report issued by the Canadian news agency, Mr. Davis will submit next week a plan whereby the Government will purchase the nets and boats of Canadian salmon fishermen and introduce an at least 10 years' moratorium to apply to commercial salmon fisheries. In this way, he said, Canada would cause Danes to be so ashamed that they, too, would discontinue salmon fisheries immediately.

The fifteen countries operating fisheries in the North Atlantic will meet at Washington in May. Danish officials are of the opinion that ten of them will approve the agreement between USA and Denmark without further discussion.

According to reports available Mr. Davis considers that sea fisheries have already now reduced the salmon population to such an extent as to cause it to be in danger of extinction.

Canadian catches dropped from 3.6 mill. kilos in 1967 to 2 mill. kilos last year, while Danes fished 2 mill. kilos, he said.

Source: al.

April 23, 1972.
B/H

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- 2 -

"POLITIKEN", Sunday, April 23, 1972, p. 8.

14 inches.

According to a special message from Washington, Canada intends next week to introduce a ten-year complete ban on salmon fisheries, thus attempting to put pressure on Denmark to persuade her to discontinue her salmon fisheries at an earlier date than agreed with the USA.

This was announced in Ottawa by Mr. Jack Davis, Mr. Jens Kampmann's counterpart in Canada, who stated that he intended to face Denmark with the Canadian decision at a meeting to be held of the International Commission on North Atlantic Fisheries at Washington, which will open on May 25.

USA and Denmark have agreed to secure at this meeting the support of the other member countries of a settlement whereby Danish salmon fisheries will be gradually abolished in the course of the period until 1975. However, in the Canadian view this term is too long and will be unable to prevent an extinction of salmon in the North Atlantic.

- I feel convinced that our decision will be able to force Danes to discontinue their operations immediately, said Mr. Davis.

The Danish American agreement, concluded at Washington in February, provides that current Danish fisheries of over 2000 tons a year off Greenland shall be liquidated, though Greenland fishermen are to be allowed to continue operations inside the Greenland territorial limit.

Canada which is far more directly affected by salmon fisheries than the USA in whose rivers there is hardly any salmon left, will now endanger this agreement.

Canada has in advanced banned salmon fisheries outside the territorial limit, but now intends also to introduce a ten year ban on salmon fisheries inside the 12 mile limit. This involves the purchase by the Government of fishermen's boats and equipment. In addition the Government will cause fry to be put out in rivers, and it does not want to see this fished by Danes off Greenland before the salmon return to Canadian rivers as full grown species.

The Canadian initiative turned against Denmark follows a statement by the private American Committee on Atlantic Salmon Emergency (CASE) which expressed dissatisfaction with the term allowed the Danes. CASE threatened to resume its campaign involving a boycott of Danish goods unless the agreement was made more stringent.

Source: J.G.

April 23, 1972.

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O/MIN
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File
Diary
Div.

FLO/L.H.J.Legault/jl/dh

~~Return to FLO~~ DS

Ottawa, April 28, 1972.
KIA OG2,

25-5-7-2 / 1000000	
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Dear Mr. Bennett,

Thank you for your letter of March 17 in which you suggest that the threat to salmon species arising from Denmark's reluctance to restrain its fishing activities on the high seas points up the urgent need for international agreement and internationally enforceable laws.

I have noted with interest your view that it would be appropriate for Canada to provide in its constitution for the relinquishment of some of its traditional sovereignty to a world authority when that authority is established.

So far as the salmon conservation question is concerned, I believe you will find of interest the enclosed statement made to the U.N. Seabed Committee by the Canadian representative on March 15, 1972. As that statement points out, the Canadian view is that salmon can be effectively managed and conserved only if they are harvested in or near their rivers of origin, and that the coastal state should have the sole right to harvest salmon bred in its own rivers. At the same time, however, this does not mean that the coastal state can exploit the salmon fishery without regard to conservation requirements. Indeed, as you may be aware, the Government has recently announced its intention to place still more stringent controls on Canadian commercial fishing for Atlantic salmon.

You will be particularly interested, perhaps, by the stress which the Canadian approach lays on the concept that the coastal state should act as custodian for the international community in its management of coastal fishery resources. This concept implies that coastal state management could thus be carried out on the basis of widely recognized and internationally acceptable scientific and socio-economic

Mr. Charles P. Bennett,
112 St. Pierre St.,
Box 401,
St. Norbert, Manitoba.

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April 26
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criteria; that any regime for the management of an internationally exploited fishery must be responsible and accountable to the international community; and that all countries participating in an internationally exploited fishery should cooperate with a designated management authority.

I trust you will agree that this approach recognizes the need for international agreement and internationally enforceable laws with respect to the living resources of the sea.

Yours sincerely,

ORIGINAL SIGNED BY
MITCHELL SHARP

Mitchell Sharp.

112 St. Pierre St.,
St. Norbert, Manitoba
Box 401
March 17, 1972.

Mr. Mitchell Sharpe - Minister,
Parliament Buildings,
OTTAWA, Ont.

001642

Dear Mr. Sharpe:

The article in the March 11, 1972 issue of Newsweek magazine on the threat to the salmon species due to Denmark's refusal to willingly restrain its fishing activities on the high seas, points up with stark reality the urgent need for international agreement and internationally enforceable laws.

Since Canada has so much to gain by the adoption of world citizenship types of laws, and since it has developed some reputation for leadership in this direction as evidenced by its ban on seal hunting and its espousal of admission of China to the U.K. etc., it seems timely for us to once again demonstrate our good will in this regard by including in our constitution, provision for the willing relinquishing of some of our traditional sovereignty, over to a world authority when it is established. While this will not solve the immediate problem it will at least demonstrate a permissiveness to the world which might be emulated by others, and if written into the constitution now would make the way clear for implementation when universally accepted.

Yours sincerely,

Charles P. Bennett

Charles P. Bennett.

OISSEA
MAR 21 1972
REGISTRY

STATEMENT BY MR. J. A. BEESLEY, REPRESENTATIVE OF CANADA
TO THE UNITED NATIONS SEABED COMMITTEE (PREPARATORY
COMMITTEE FOR THE THIRD LAW OF THE SEA CONFERENCE),
SUB-COMMITTEE II, NEW YORK, MARCH 15, 1972

Mr. Chairman,

My Delegation is gratified at the opportunity to proceed with the work of Sub-Committee II under your wise and skillful guidance even while informal discussions continue on the list of issues.

I should explain that I am delivering this statement on behalf of Dr. A. W. H. Needler, Deputy Representative of Canada to the Sea-Bed Committee, who is our principal adviser on fishery matters. Dr. Needler had hoped to deliver this statement himself last week but did not have an opportunity to do so as the Sub-Committee did not meet during that period, and he has since had to return to Canada.

It will be recalled that in our statement to this Sub-Committee on August 6, 1971, we outlined some of the problems being faced by fishermen in Canada and other countries as a result of the ever-increasing tendency towards over-exploitation and over-capitalization of fisheries. The pressure on fish stocks continues to be intensified by the growing demand for fish products coupled with rapid advances in technology. We have reached the point where we now have the economic incentive and the technological capability to reduce fish stocks to commercial extinction. Meanwhile, the international legal framework within which fisheries are conducted remains more attuned to the freedom to fish - and overfish - than to the need and the responsibility to conserve. While various regional commissions have promoted certain conservation measures, a more effective and comprehensive approach to fisheries conservation and management is urgently needed.

Dr. Needler's statement last August also outlined in broad general terms the Canadian approach to these problems. That approach is a functional one which recognizes that different species groups require different management regimes. Some species are already managed under national regimes, for example the sedentary species. Others obviously can only be managed by an international authority by virtue of their wide-ranging migrations, for example some pelagic fish and marine mammals. The anadromous species, such as salmon, constitute a special case about which I will say more later. As regards the coastal species - that is the non-sedentary, free-swimming species

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which live out their lives in nutrient-rich areas adjacent to the coast - the Canadian position is that they can be effectively managed only by a system under which the coastal state would assume responsibility for their conservation and management as custodian for the international community under internationally agreed principles.

I should now like to discuss in some detail the principles which we in Canada believe should form the basis for such a system of coastal state management of coastal species. I should make clear at this point that I am not addressing myself to the question of the limits of fisheries jurisdiction as such but rather the principles which should underlie the exercise of such jurisdiction. I should also make clear that these principles do not presuppose exclusive fishing rights by the coastal state with regard to coastal species, but rather the authority to manage those species and the right to a preferential share in their harvest as appropriate in particular circumstances.

The concept of fisheries management as we see it forms part of the broader concept of the management of the marine environment as a whole. The importance of that broader concept, and its relationship to fisheries management, was stressed at the second session of the Intergovernmental Working Group on Marine Pollution which was held in Ottawa in November, 1971. The report of that Working Group set forth the following objectives for the international community with regard to the marine environment, in the context of preparations for the Stockholm Conference on the Human Environment:

"The marine environment and all the living organisms which it supports are of vital importance to humanity, and all people have an interest in assuring that this environment is so managed that its quality and resources are not impaired. This applies especially to coastal nations, which have a particular interest in the management of coastal area resources. The capacity of the sea to assimilate wastes and render them harmless, and its ability to regenerate natural resources, is not unlimited. Proper management is required and measures to prevent and control marine pollution must be regarded as an essential element in this management of the oceans and seas and their natural resources." (UN Document A/CONF.48/IWGMP.II/5, para. 11).

The interrelationship between the prevention of the degradation of the marine environment and the conservation of its living resources was brought out in the FAO Technical Conference on Marine Pollution of

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December, 1970, reported on by Dr. Needler on March 10 in Sub-Committee III. The principles I am about to outline in respect of fisheries management are founded on this interrelationship and the broader concept of management of the marine environment as a whole.

SPECIAL INTEREST OF THE COASTAL STATE

The coastal state has a special interest in and responsibility for the conservation of the living resources of the sea adjacent to its coast and should have the authority required to manage those resources in a manner consistent with its special interest and responsibility, as well as preferential rights in the harvest of such resources.

The special interest of the coastal state has already been granted a degree of recognition in the 1958 Convention on Fishing and Conservation of the Living Resources of the High Seas. The recognition afforded by the Convention, however, is so hedged about with limitations and restrictions that it does not afford the basis for an effective system of management by the coastal state. Further recognition and development of the principle is essential because the development of fishing operations by distant-water fishing states often undermines and even destroys the economic base of coastal communities dependent on fisheries as a source of income. In addition, the special interest of the coastal state must be further recognized and developed in light of the responsibility imposed on the coastal state by the very relationship between land and sea. The waters bordering the continents are among the richest in the world and it is the coastal environment that sustains many of the fisheries of the world. It is a well-recognized fact that production of food organisms is concentrated in areas very close to the coast. Many commercial fish stocks inhabit coastal areas seasonally or at some stage in their life history; many of these are dependent on the coast as a "nursery area" for the young stages. Moreover, production of renewable resources over much wider areas adjacent to the coast is largely the result of the interaction of land-related factors, such as drainage, estuarial mechanisms, local upwelling, exchange and regeneration in the area of the continental shelf, and so on. This interrelationship between the sea and the land imposes certain responsibilities upon the coastal state, which must protect the coastal environment in which living resources are concentrated.

As stated in the draft declaration of principles adopted by the Intergovernmental Working Group on Marine Pollution, "In addition to its responsibility for environmental protection within the limits of its territorial sea, a coastal state also has responsibility to protect adjacent areas of the environment from damage that may result from activities within its territory". The marine environment is susceptible to serious degradation from river-borne pollutants, dumping of refuse, land fill projects and direct and indirect pollution from industrial sources. The protective measures undertaken by the coastal state, sometimes at considerable cost, may benefit resource productivity in areas well outside the traditional limits of exclusive fishing rights. Hence, the coastal state should have a right to protect this investment and a right to a preferential share in the return on such investment. In other terms, responsibilities must be balanced by rights and rights by responsibilities. This balance can best be achieved, in our view, through the concepts of custodianship and delegation of powers to the coastal state.

BIOLOGICAL PRINCIPLES

In exercising its management authority the coastal state would have to take into account certain biological principles which are universally recognized as the very foundation for any programme to conserve living marine resources.

A. Management by Unit Stock

Each population or stock within a species has unique biological characteristics, and is ideally managed as a unit.

Unit stocks will normally inhabit well-defined areas, with exceptions such as large pelagic species and marine mammals. Such areas are often relatively small, even taking seasonal migrations into account.

Unit stocks cannot be managed in isolation from other stocks of the same species or indeed of other species since restrictions on fishing of one unit will tend to divert fishing effort elsewhere.

B. Stock and Recruitment

Ideally a fishery should be controlled so that production of new age groups or "recruits" to the fishery is at a maximum.

At the very least enough fish must be allowed to escape the fisherman to ensure the continued presence of an adequate spawning stock.

5.

B. Cont'd.

Otherwise stocks may be reduced to a level where it is no longer economically possible to carry on fishing, and from which recovery may be very slow.

C. Most Effective Use of Recruits

Each age group of a species, as it becomes available to fishing, should be fished at the point when additions in weight due to growth are balanced by natural losses.

If fish are taken at a small size the total yield from the age group is smaller than it could be if the fish were allowed to grow. Abundance of each age group can often be predicted several years in advance of the time when the greatest yield from the age group can be taken, thus allowing time to plan fishing strategy.

D. Environmental Quality

The quality of ocean waters inhabited by various stocks must be maintained.

This is essential in order to ensure that life processes (for example, reproduction, growth and behaviour) are not adversely affected, and that environmental contamination detrimental to other organisms in the food chain (including humanity) is controlled. In other terms, the management of fishery resources forms part of the broader question of management of the marine environment as a whole and the coastal state has a particular interest and responsibility in this field, as recognized by the Intergovernmental Working Group on Marine Pollution. As Dr. Needler pointed out in Sub-Committee III on March 10, we may have a few decades, and only a few decades, before marine pollution causes serious damage to the resources of the world ocean, assuming present trends continue.

ECONOMIC PRINCIPLES

Maximum sustainable yield in biological terms does not necessarily produce maximum yield in economic terms. Indeed, maximum economic yield or rent from the resource almost invariably occurs at some point below the maximum biological yield. Even at the higher level, however, economic facts must be taken into account.

A. Allocation of Shares

The yield from a fishery should be allocated among participants

6.

A. Cont'd.

in that fishery, on the basis of some appropriate formula, to permit each participant to obtain his share on the most advantageous basis.

In an unregulated competitive fishery, some participants may be able to compete more effectively than others, but everybody loses in the long term. Fisheries tend to be exploited too intensely; as a result the size of the spawning stock becomes too small for maximum production, some level of yield less than that which could be obtained on a long-term basis is taken, and costs of obtaining this yield are greater than necessary since it could be taken with less effort. Canada is gratified that some progress in the direction of allocation of shares has been made in the International Commission for the Northwest Atlantic Fisheries, which has recently recommended to its member governments share allocation for herring stocks.

B. Controlled Access

Access to a fishery should be controlled, on the basis of some appropriate formula, to ensure that no more than the maximum biological yield is taken and that it is taken without wasteful investments of capital and manpower.

Controlled access is, of course, a corollary to any system of allocation of shares. Again, in an unregulated competitive fishery there is an inexorable tendency for effort or fishing intensity to increase to the point where the cost of fishing equals or may even exceed the value of the yield. The objective of rational fishery management should be to constrain the productive capacity in a fishery - by controlling access - so that the yield is taken with no greater effort than necessary, taking into account, however, relevant social factors.

By way of example, it was estimated several years ago by a Working Group of the International Commission for the Northwest Atlantic Fisheries that catches of cod in the northwest Atlantic could be maintained at the levels then existing with substantially less fishing effort and therefore a significant reduction in the costs of fishing by the participating countries. Since that time fishing effort has continued to increase and total cod catches have declined.

GENERAL MANAGEMENT PRINCIPLES

In order to put these biological and economic principles into effect it is necessary to establish a regime based on appropriate principles of management. The most important of these principles would be as follows:

A. Acceptability of Management Criteria

Management must be carried out on the basis of widely recognized and internationally acceptable scientific and socio-economic criteria.

This is essential for both effectiveness and equity. Without agreement on such criteria the coastal state would have no objective guidelines for the exercise of its management authority, and other interested states and the international community as a whole would have no objective standards by which to assess the performance of the coastal state in its exercise of that authority. Hence internationally agreed criteria are essential to the very concept of custodianship.

B. Orderly and Controlled Exploitation

Management should provide for control of the rate of expansion of fisheries.

Many of the current problems in international fisheries management are the result of rapid and uncontrolled increases in fishing; the consequences of such increases are often not apparent until the damage has been done. There are many examples where declining yields from fisheries are thought to be at least partly caused by sudden and opportunistic increases in fishing giving temporary yields which the stocks cannot maintain in the long term and which in extreme situations may seriously impair the capacity of the stocks to reproduce. Recovery of stocks under these conditions may be very slow, resulting in negligible yields over a long period of years and possible long-term imbalances in marine biological communities with consequences that are at present unforeseeable.

C. Complete Utilization of Catches

All fish caught should be reported and utilized.

Fisheries should not be conducted so that significant amounts of the species sought, or species taken incidentally to the species sought, are discarded at sea. This practice, unfortunately, is now far too prevalent in fisheries for highly-valued species where substantial quantities of other species are caught and discarded despite the fact that these other species are valuable to other participants and may

8.

C. Cont'd.

themselves by subject to conservation regulations.

D. Accountability and Responsibility

Any regime for the management of an internationally-exploited fishery must be responsible and accountable to the international community.

Responsibility for resource management must carry sufficient authority to fulfill that responsibility. While the exercise of authority should be subject to review, the authority itself should not be open to challenge. The concept of custodianship, in other terms, does not imply some form of close supervision over the exercise of powers and the discharge of responsibilities by the coastal state, but rather that the exercise of its powers in accordance with internationally agreed criteria would be subject to appropriate dispute-settlement procedures.

E. Participants Must Co-operate

All countries participating in an internationally-exploited fishery should co-operate with the designated management authority.

Participants should contribute a fair share of the costs of managing the resource proportionate to their returns from that resource, and should provide the information needed for management purposes (catch, effort and biological statistics, etc.). Contributions by participants might be in the form of research programmes, for instance. It should not be expected that a few participants should bear this burden on behalf of all participants.

CONCLUSION

The various biological, economic and general management principles I have outlined for the management of coastal species by the coastal state would, in fact, be applicable to any system for the rational management of fisheries of every species. In Canada's view, however, only the coastal state can effectively implement such principles for coastal species. The coastal state has the most to lose if adjacent stocks are not soundly managed. Only the coastal state is in a position to take prompt action in response to urgent conservation needs now and in future. By reason of geography the coastal state is in the best position to assume and exercise authority. Such authority would be the natural consequence of the responsibility which the coastal state must already meet with respect to coastal species.

Certainly the present international management systems for fisheries have been found wanting. The various international fishery commissions have admittedly certain strengths. They have provided a forum for analysis of the statistical and scientific information necessary for management decisions. They have promoted collaborative research programmes and have established a number of conservation regulations based on the results of this research. On the other hand, however, the international fishery commissions suffer from very serious weaknesses. Not all member countries participate actively in data collection and research programmes. In fact not all countries participating in the fishery are necessarily members of the commission regulating that fishery. The commissions have been unable to control fishing effort. They have been unable to formulate effective regulations because rates of increase in fishing effort have often been too rapid to allow evaluation of the impact of such increases. Regulations have often been too little and too late because unanimous acceptance of scientific evaluations is difficult to obtain, especially when these result in recommendations to reduce fishing effort. In short, the commissions do not have full authority to manage. Their decisions require ratification and unanimous agreement and regulations when finally agreed are often difficult to enforce. While one commission has recently moved in the direction of allocating national quotas, agreement on this measure has been very difficult to achieve despite the fact that the measure applies to only one species in a relatively small corner of the world's oceans. Finally, the international commissions have not been responsive to the special interest and special needs of the coastal state.

Let me make clear, however, that the system of coastal state management for coastal species envisaged by Canada would not preclude a role for international fishery commissions within the context of that system. In Canada's view such commissions could have an important advisory role vis-à-vis the coastal state in its discharge of its management functions. The commissions could provide a forum for cooperation and consultation and, in particular, a most useful mechanism for the collection, presentation and analysis of the statistical and biological data required for management purposes. Management authority, however, would clearly rest with the coastal state and would not be open to challenge. The exercise of that authority would be based on internationally agreed principles, including those I have already discussed, and would be subject to review on that basis only.

In practice, the management of coastal species by the coastal state in accordance with the principles I have outlined could mean that only the nationals of the coastal state would be allowed to fish for certain species of particular socio-economic importance to the coastal population. In other cases, the system could involve simply a preferential share in the harvest of certain species. It might be envisaged that such a system could also allow a coastal state to share in the benefits from the exploitation of particular coastal stocks without actually fishing for them. This would, for instance, permit developing countries to charge a fee in respect of fishing operations by developed distant-water states and so help underwrite the costs of research and management.

Earlier in this statement I referred briefly to the special case represented by anadromous species such as salmon which spawn and start their early life in fresh water but spend some part of their life at sea. The very existence of these species is dependent on the coastal state in whose rivers they reproduce. Their continued maintenance imposes a very considerable financial burden upon the coastal state and the sacrifice of other benefits which that state could obtain from other uses of its rivers. Indeed the current value of the Canadian commercial catch (disregarding the potential value of the recreational catch) of Atlantic salmon is not equal to the amounts expended in Canada for Atlantic salmon research and management. Moreover, all salmon species can be conserved and managed effectively only if they are harvested in or near their rivers of origin when they have attained their maximum weight. For these reasons we in Canada believe that coastal states should have the sole right to harvest salmon bred in their own rivers. In effect this would represent a special application of the principle that stocks of particular socio-economic importance to the coastal population should be reserved for that population.

Mr. Chairman, the principles I have outlined in this statement would, we hope, provide the basis for internationally agreed principles of fisheries management. We hope that they will be discussed in this Sub-Committee with this view in mind. We would also suggest that consideration might be given to the desirability of convening, under appropriate sponsorship, a technical conference of fishery experts to examine and work out principles of fisheries management which would then be referred to the law of the sea conference. Such a technical meeting would provide an opportunity to concentrate on the practical and scientific aspects of world fisheries

11.

problems and proposals for their resolution, taking into account the need for technical assistance to the developing countries and the means of providing such assistance. The Sub-Committee will recall, of course, that a very useful technical meeting on fisheries was convened by FAO prior to the 1958 Conference on the Law of the Sea. We will have more to say on this matter at a later date in the light of developments within the Seabed Committee. In the interval we should be grateful to hear comments from other delegations on the desirability of convening a technical conference along the lines I have discussed.

Mr. Chairman, we realize that some states consider that the Canadian proposal for the management of coastal species by the coastal state does not go far enough, while some other states consider it goes too far. In reply to the former group I would simply say that we believe it is necessary to find an accommodation between coastal and distant-water interests. In reply to the latter group, I would say that the only alternative to recognition of the special interest and authority of the coastal state is increased competition for declining resources and growing conflict over diminishing returns. That, we believe, is a game in which everyone will lose.

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MESSAGE

PLACE	DEPARTMENT	ORIG. NO.	DATE	FILE/DOSSIER	SECURITY SÉCURITÉ
LIEU	MINISTÈRE	N ^O D'ORIG.		25-5-7-2 - Salmon	
FM/DE	OTT	EXTER	FLO-409	MAY 2/72	9
					RESTRICTED

TO/A	COPEN	PRECEDENCE
INFO	DOE(SPRULES)	

DISTR. GEC ECL GWU FPR

REF FPR TELS 104 APR 25/72 AND 112 APR 28/72.

SUB/SUJ NORTH ATLANTIC SALMON FISHERIES.

WE BELIEVE ERROR IN BERLINGSKE TIDENDE EDITORIAL MAY 1 SHOULD BE CORRECTED.
 WE
 A LEAVE IT TO YOUR DISCRETION HOW MATTER IS RAISED WITH EDITORS. YOU SHOULD
 POINT OUT THAT AT NO TIME DID ANY MINISTER OR OFFICIAL OF THE CDN GOVT
 INDICATE CONSENT TO THE DANISH-AMERICAN AGREEMENT. YOU MAY ALSO WISH TO
 DRAW ON APPROPRIATE MATERIAL IN REFTELS.

MAY 2 18 45 '72
 EXTERNAL AFFAIRS
 COMMUNICATIONS
 SECTION

DRAFTER/RÉDACTEUR	DIVISION/DIRECTION	TELEPHONE	APPROVED/APPROUVÉ
SIG..... M.B. PHILLIPS/dh	FLO	2-6692	SIG..... T. ET BACON

File 25-5-7-2 Salmon
91
JASP 3/5/72

Phillips

R E S T R I C T E D

FM OSLO 194 MAY3/72

TO TT EXTOTT FPR DE LDN

INFO LDN COPEN TT PARIS BONN MOSCO CANDELNATO DE LDN ROME LSBO

MDRID DE PARIS TOKYO WSHDC DE OTT

DISTR FLP/FLO GEO

REF YOURTELS FPR104 APR25 FPR112 APR28

---NORTHATLANTIC SALMON FISHERIES

SO FAR THE ONLY NEWSPAPER REF TO MINISTER DAVIS ANNOUNCEMENTS WAS
A DESP DATELINED LDN APR25 WHICH SUMMARIZED RECENT DEVELOPMENTS
BUT REFERRED ONLY TO OUR CRITICISM OF DENMARK AND NOT/NOT TO
NORWAY. HOF C RESLN HAS NOT/NOT YET BEEN MENTIONED.

2. WE HAVE NOTED HOWEVER A HELPFUL ITEM DATED APR24 IN THE
FISHERMENS NEWSPAPER FISKAREN OF BERGEN, OUR TRANSLATION OF WHICH
IS AS FOLLOWS QUOTE THE NORWEGIAN FARMERS UNION WANTS TO BAN
OCEAN FISHING FOR SALMON-THE NORWEGIAN FARMERS UNION HAS ASKED THE
MINISTRY OF AGRIC TO CONTACT ENGLAND, USA AND CDA AS WELL AS OTHER
NATIONS WHICH THINK IT WILL BE NECESSARY TO BAN ALL FISHING FOR
SALMON. THE UNION, WHICH IS OF THE OPINION THAT THERE IS LEGITIMATE
HOPE TO BRING ABOUT A PERM BAN ON SALMON FISHING IN THE NORTH
WESTERN AND NORTHEASTERN ATLANTIC, POINTS TO THE POSSIBILITY THAT
NORWAY WILL BE THE NATION LIKELY TO BENEFIT MOST FROM SUCH A BAN.
THE MOTIVE BEHIND THE UNIONS STANDPOINT IS THAT SALMON CAUGHT IN
THE BREEDING GROUNDS OF INNATL WATERS IS NOT/NOT FULLY GROWN,

...2

PAGE TWO 194 RESTR

AND THAT IT IS OF POOR QUALITY. THE AVERAGE WEIGHT IS BETWEEN 2 AND 3 KILOS. WHEN THE SALMON IS BIG ENOUGH FOR FISHING IT MOVES TOWARDS THE COAST AND UP INTO THE RIVERS. AT THAT TIME THE AVERAGE WEIGHT HAS BEEN APPROXLY DOUBLED AND THE QUALITY IS FAR BETTER. IN THE LET TO THE MINISTRY A REF IS MADE TO NORWAY'S PRINCIPAL STANDPOINT AS REGARDS A BAN ON ALL SALMON FISHING, EXPRESSED DURING THE RECENT NEGOTIATIONS BETWEEN THE INNATL DELS CONCERNED WITH THE NORTHEASTERN AND NORTHWESTERN ATLANTIC. THE BAN WAS PASSED WITH A CONSIDERABLE MAJORITY, BUT IT WAS NOT/NOT PUT INTO EFFECT SINCE DENMARK, WEST GERMANY AND SWEDEN PROTESTED. SUBSEQUENTLY A COMPROMISE WAS REACHED COVERING CERTAIN LIMITATIONS AFFECTING OCEAN FISHING FOR THE SALMON. THE AGREEMENT PERIOD EXPIRES ON DEC 31 THIS YEAR, AND THE QUESTION OF PROTECTING SALMON FISHING INTERESTS IN INNATL WATERS WILL PROBABLY BE RESUMED IN MAY, THE FARMERS UNION WRITES, ADDING THE RECOMMENDATION THAT NORWAY SHOULD ABIDE BY HER GEN STANDPOINT CONCERNING A TOTAL BAN UNQUOTE.

030910Z 420

GEC:RMMIDDLETON:SM

Central Staff

PMO

MIN (2)

PDM

PARL SEC

EPR

PLEASE RETURN TO

PAGE

NORTH-WEST (EXT POL INFOR SEC) DIVISION
DIAR CIR FILE

25-5-7-2-SALMON			
28			

May 3, 1972.

MEMORANDUM TO THE MINISTER:

DANISH SALMON FISHING - POSSIBLE QUESTION IN THE HOUSE

Attached are proposed replies to possible questions
in the House this afternoon on the question of Danish salmon
fishing.

A.E.R.

Central Staff

PMO

MIN (2)

PDM

PARL SEC

FPR

PAG

FAI (EXT POL INFO SEC)

DIARY CIR FILE

PLEASE RETURN TO
NORTH-WEST EUROPEAN DIVISION

May 3, 1972

ANTICIPATED QUESTION
HOUSE OF COMMONSDanish Salmon FishingQUESTION:

With reference to the comments made yesterday by the Honourable Jack Davis does the Government plan to take any retaliatory action against Danish imports into Canada in connection with the salmon question?

ANSWER:

As my colleague said in the House Government imposed embargoes are both contrary to our international obligations and often counter-productive. We have no intention of taking such action much less against a country with which we maintain very close and friendly relations despite the current differences we may have with them over the salmon issue.

SUPPLEMENTARY
QUESTION:

Would the Minister comment on Mr. Davis' statement to the press yesterday that a consumer boycott of Danish goods "probably is a good idea".

ANSWER:

do wish beyond confirming
~~I am not prepared to comment on statements to the press~~
~~made by my colleagues. I might add, however, that such a boycott~~
would not reflect Canadian government policy.

file
Removal

25-5-7-2-SALMON

R E S T R I C T E D

FM COPEN 203 MAY4/72

TO TT EXTOTT FLO DE LDN

INFO LDN OSLO TT PARIS BONN WSAW MOSCO CANDELNATO DE LDN

ROME LSBON MDRID DE PARIS TOKYO WSHDC DE OTT

ENVOTT/SPRULES DE OTT

DISTR GECCECL GWU FPR

REF YOURTELS FLO409 AND FPR117 MAY2

---NORTH ATLANTIC SALMON FISHERIES

I AM SEEING TERKEL M TERKELSEN, EDITOR-IN-CHIEF OF BERLINGSKE TIDENDE, LATER TODAY AND WILL LEAVE WITH HIM QUOTE LET TO EDITOR UNQUOTE, TEXT OF WHICH IS GIVEN IN PARA3 BELOW, BASED ON MATERIAL IN TELS FPR104 MAY25, FPR112 APR28 AND FPR117 MAY2. SINCE THIS TEXT INCORPORATES LANGUAGE USED BY SSEA MAY1 IN RESPONDING TO PRESS QUERIES ABOUT QUOTE GOVTS SITTING DOWN SENSIBLY TOGETHER AND WORKING OUT AGREEMENTS WHICH CAN SAVE NORTHWEST ATLANTIC SALMON FISHERY UNQUOTE, I AM ALSO SENDING COPIES TO MINISTER OF FOREIGN AFFAIRS ANDERSEN, FISHERIES MINISTER THOMSEN AND GREENLAND MINISTER HERTLING, WITH COPIES TO APPROPRIATE OFFICIALS IN THEIR RESPECTIVE DEPTS.

2. WE HAVE OF COURSE MADE FULL USE OF RECENT FPR TELS, NOTABLY 104, 112 AND 117 TO BRIEF CORRESPONDENTS OF OTHER DANISH PAPERS AS WELL AS INTERESTED WIRE SERVICE REPORTERS AND OFFICIALS IN MINISTRIES OF FOREIGN AFFAIRS, FISHERIES AND GREENLAND AND WE SHALL CONTINUE TO DO SO. SO FAR, BERLINGSKE TIDENDE IS ONLY PAPER

...2

PAGE TWO 203 RESTR

WHICH HAS MISREPRESENTED OUR POSITION.

3.TEXT OF LET TO EDITOR AS FOLLOWS:

QUOTE IN YOUR EDITORIAL OF MAY1 HEADED QUOTE THE NEW SALMON
DISPUTE UNQUOTE, YOU ASSERT THAT THE CDN GOVT EXPRESSED THE VIEW
THAT THE DANISH-AMERICAN SALMON AGREEMENT OF FEB 1972 WAS A
SATISFACTORY DANISH CONTRIBUTION TOWARDS THE MAINTENANCE OF THE
SALMON POPULATION IN THE NORTH ATLANTIC. LATER ON YOU STATE:
QUOTE APPARENTLY THE CDN GOVT HAS FORGOTTEN THAT IT APPROVED THE
DANISH-AMERICAN AGREEMENT, AND NOW DEMANDS AN IMMEDIATE DISCONTINUATION
OF SALMON FISHERIES IN THE NORTHWEST ATLANTIC UNQUOTE.

QUOTE THE ABOVE ASSERTIONS ARE NOT/NOT IN ACCORD WITH THE FACTS.
AT NO/NO TIME DID ANY MINISTER OR OFFICIAL OF THE CDN GOVT
INDICATE CONSENT TO THE DANISH-AMERICAN SALMON FISHERY AGREEMENT
OF FEB 1972. QUOTE CDAS POSITION FOR TWENTY YEARS HAS BEEN THAT
THE HARVESTING OF SPECIES LIKE THE ATLANTIC SALMON, WHICH RETURNS
HOME TO SPAWN, SHOULD TAKE PLACE IN OR NEAR THE RIVERS FROM WHICH
THEY ORIGINATE. UNLESS A POLICY OF THAT KIND IS FOLLOWED, THERE
IS NO/NO INCENTIVE TO MAINTAIN THE STOCK AND TO KEEP THE SPECIES
ALIVE AND IN A HEALTHY STATE. THE ATLANTIC SALMON, IN MARKED CONTRAST
TO THE PACIFIC SALMON, IS NOW IN THE CATEGORY OF AN ENDANGERED
SPECIES. THE MAIN PURPOSE OF MEASURES RECENTLY ANNOUNCED IN THE
CDN PARLIAMENT IS TO ENSURE THAT THE ENDANGERED SPECIES SURVIVES.
QUOTE CDA IS OPPOSED TO FISHING FOR ATLANTIC SALMON ON THE HIGH
SEAS BECAUSE WE WANT TO ENSURE THE SURVIVAL OF THE SPECIES. CDA

...3

PAGE THREE 203 RESTR

REALIZES THAT WE CANNOT/NOT ASK DENMARK TO STOP HIGH SEAS FISHING FOR SALMON UNLESS CDNS ALSO ARE PREPARED TO PLAY THEIR PART. THE RECENT DECISION OF THE CDN GOVT TO CLOSE THE COMMERCIAL SALMON FISHERY IN PARTS OF THE MARITIME PROVINCES AND IN NEWFOUNDLAND, WITH COMPENSATION TO THE FISHERMEN, IS AIMED AT CONSERVING THE SALMON POPULATION WHICH SINCE 1967 HAS FALLEN IN THESE WATERS BY MORE THAN 80 PER CENT. AS CDN FOREIGN MINISTER SHARP RECENTLY SAID, QUOTE I AM SATISFIED THAT THE PEOPLE IN DENMARK WITH THEIR STRONG ENVIRONMENTAL AND CONSERVATIONIST VIEWS UNDERSTAND JUST AS WELL AS WE DO THAT THE SENSIBLE THING TO DO IS TO SIT DOWN TOGETHER AND WORK OUT AGREEMENTS WHICH CAN SAVE THIS FISHERY;- IF PRESENT FISHING PRACTICES ARE CONTINUED, SOON THERE WILL BE NO/NO SALMON TO FISH UNQUOTE.

QUOTE I SHOULD APPRECIATE YOUR GIVING THIS LET APPROPRIATE SPACE IN YOUR PAPER. UNQUOTE

DM CORNETT

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MIN
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PARL. SEC.
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PAG

File

FLO/L.H.J. LEGAULT/erc

ANTICIPATED QUESTIONS
HOUSE OF COMMONS

Atlantic Salmon

25-5-7-2- Salmon
g

QUESTION:

What consultations has the Government held with the U.S. and Danish authorities concerning the USA-Denmark agreement to curtail salmon fishing off the Greenland coast?

ANSWER:

The Government has made clear to both the USA and Denmark that while this agreement represents a step in the right direction, it nevertheless does not go far enough. The Government continues to maintain the position that there should be an immediate rather than gradual ban on high seas fishing for Atlantic salmon and that the coastal state should have the sole right to harvest ^{anadromous} fish bred in its own rivers.

QUESTION:

Has the Government made representations to Norway similar to those made to Denmark concerning high seas fishing for Atlantic salmon?

ANSWER:

Canada's position on this question has been made clear to Norway as well as Denmark. Danish fishing, however, is the principal problem as Denmark maintains the largest fleet and takes the biggest catch.

...2

- 2 -

QUESTION:

What further steps does the Government envisage to advance the Canadian position concerning Atlantic salmon?

ANSWER:

The Government will be pressing the Canadian position at the forthcoming meeting of the International Commission for the North-West Atlantic Fisheries (ICNAF) in Washington one month from now. We hope we will obtain majority support for a ban on high seas fishing at this meeting in light of further evidence of serious depletion of Atlantic salmon stocks and in light of the Government's intention to take stringent measures to control the Canadian commercial salmon fishery.

QUESTION:

Will the Government consider adopting legislation similar to the United States legislation enabling that country to prohibit the importation of fish and fish products from any country which refuses to carry out fisheries conservation measures approved by ICNAF.

ANSWER:

As I indicated last week, the Government's preference would be to resolve this problem by negotiation rather than by economic reprisals which may or may not have the desired effect.

File
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RESTRICTED

May 4, 1972

25-5-7-2-SALMON
9

MEMORANDUM FOR FDM:

Canadian/Danish Salmon Dispute

MIN
GEC
FLP

I have ascertained that the remarks which upset the Minister were made yesterday by Mr. Abrahamsen, Counsellor of the Danish Embassy here, to the press in response to an approach from them (page 8 of today's Globe and Mail contains an article on the subject). Thus the Danish Counsellor's remarks were made after Mr. Davis's remarks at the beginning of the week about a boycott of Danish goods. This is precisely the kind of mutual recrimination which sours the atmosphere and makes it more difficult to deal with the substantive issue.

J.N.
J.G.H. Halstead

4.5.22(05)

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FLP/J.A. Beesley/eg

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

Handwritten initials

TO PDA
A
FROM FLP
De
REFERENCE
Référence

Handwritten: arrived May 15.

SECURITY Unclassified
Sécurité

DATE May 4, 1972

NUMBER
Numéro

SUBJECT Canada/Denmark Atlantic Salmon Dispute: CBC TV
Sujet

FILE	DOSSIER
OTTAWA	
25-5-7-2 - Salmon	
MISSION	9

ENCLOSURES
Annexes

DISTRIBUTION

MIN
ECL
GEC
FAI
FPR
FLO

Dr. Levelton
(DOE, Fisheries
Service)

In accordance with your instructions I agreed to be interviewed for a CBC Television programme on the Canada/Denmark high seas salmon dispute on the condition that no questions be posed concerning the possibility of the private boycott by Canadians of Danish goods. This condition was accepted and I therefore spoke along the following lines, after an interview with Dr. May of the Department of the Environment, a fisheries scientists who discussed the conservation problem from a scientific point of view.

2. The points I made were:
 - (a) that existing international law of the sea permits unrestricted fishing by many states of any species irrespective of the effect of the stock of fish, in the absence of specific treaty commitments to the contrary;
 - (b) Canada considers that this "freedom to fish" must be altered in the interests of conservation;
 - (c) the International Commission for North Atlantic Fisheries (ICNAF) has considered the problem of high seas salmon fishing and found it serious enough that two-thirds of its members agreed to a total ban of high seas salmon fishing;
 - (d) the Canadian Government has made known the seriousness with which it views the problem by its own ban of Canadian fishing of salmon even with Canadian waters;
 - (e) there was considerable investment on the part of coastal states required for the maintenance of salmon stocks both in terms of actual outlays for fisheries, hatcheries etc and also in terms of benefits which the coastal state forgoes such as hydro electric development not carried out in order to preserve the fishery;
 - (f) Canada considers that in light of these circumstances only coastal states should have the right to harvest salmon on high seas; Denmark does not agree;

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- 2 -

(g) The difference of views with Denmark is serious but should be considered in the context of our friendly relations with that country which is a NATO ally, which has recently concluded an agreement phasing out Danish fishing in the Gulf and which has recently reached agreement with Canada on the basis of a continental shelf delimitation (not yet approved by the two governments);

(h) an attempt at a solution has been made by the USA and Denmark by a bilateral agreement but the terms are not acceptable to Canada since a phasing out by December 31, 1975 is too late, and, moreover, the agreement presents restrictions of Canada's take of its own fish stocks;

(i) Canada is taking a strong position in the Seabed Committee on this issue;

(j) we are hopeful that we can persuade Danes that the seriousness of the problem warrants termination of their high seas salmon fisheries.

3. I do not know how much of my statement will be used by the CBC. The interview is intended for inclusion in a programme to be televised on Sunday, May 21 at 1 p.m. "Country Canada", although excerpts may be used for other purposes between now and then.



J. Alan Beesley,
Legal Adviser.

25-5-7-2.SALMON
28

No. GEC 128

The Department of External Affairs presents its compliments to the Royal Danish Embassy and has the honour to refer to the April 24, 1972 announcement, made in the House of Commons by the Minister of the Environment, the Honourable Jack Davis that the Canadian Government has found it necessary to close certain commercial salmon fishery operations off the Atlantic coast of Canada, as well as to the Motion adopted by the House of Commons on April 25, 1972 concerning Atlantic salmon, a copy of which is attached. The Canadian Government wishes to point out that these actions emphasize the grave concern with which the Government of Canada views the failure of the North Atlantic nations to undertake an immediate ban on the high seas fishery for Atlantic salmon. The Government of Canada has on numerous occasions made clear to the other governments concerned both bilaterally and through the International Commission for the Northwest Atlantic Fisheries, that the absence of an effective ban on the high seas fishery for Atlantic salmon calls into question the survival of the valuable Atlantic salmon stocks.

.. 2

- 2 -

The Canadian Government urges the Government of Denmark to re-examine its position as reflected in the announced objectives of the bilateral agreement negotiated in February with the Government of the United States. It is understood that by negotiating the agreement the Government of Denmark has indicated its intention to move toward a ban on its high seas fishery for Atlantic salmon but has not accepted the view of the Canadian government as to the urgency of such action.

The Canadian Government remains convinced that an immediate ban is a necessity and, expresses the hope that the forthcoming meeting of the ICNAF will result in an agreement to take the necessary steps to ensure the survival of the Atlantic salmon, including the immediate ban on the high seas fishery for Atlantic salmon.

The Department of External Affairs avails itself of this opportunity to renew to the Royal Danish Embassy the assurances of its highest consideration.

OTTAWA, May 5, 1972.

NOTICE AGREED TO BY HOUSE OF COMMONS

April 25, 1972

That,

Whereas the Atlantic salmon is the most threatened fish in the North Atlantic;

And Whereas only by a concerted international effort can an agreement be reached to protect salmon from being over-fished,

And Whereas it is the position of the Government of Canada that Canada has the exclusive right to harvest salmon that spawn in Canadian rivers,

That this Canadian House of Commons calls on all the nations participating in the International Commission for Northwest Atlantic Fisheries Meeting in Washington, D.C. in May 1972 to agree that the survival of the Atlantic salmon as a species is of paramount concern and to take whatever steps are necessary to ensure such survival.

File 25-5-7-2 Salmon ←

25-5-5 Cda / Denmark

ACTION COPY

UBP

10/5/72

FLO

Mr Phillips
5/8/5

R E S T R I C T E D

FM COPEN 204 MAY5/72

TO EXTOTT / FLO

DISTR FLP GEC ECL FPR GWU

REF OURTEL (CORRUPTION) MAY1 AND 203 MAY4

--- NORTH ATLANTIC SALMON FISHERIES

THIS SUBJ CONTINUES TO ATTRACT CONSIDERABLE PUBLIC AND PRESS INTEREST HERE. IN THIS CONNECTION, QUOTE BERLINGSKE TIDENDE UNQUOTE ON MAY4 CARRIED AP REPORT FROM OTT ALLEGING CDN MINISTER OF FISHERIES HAS EXPRESSED SUPPORT FOR QUOTE UNOFFICIAL UNQUOTE CDN CONSUMER BOYCOTT OF DANISH GOODS. SAME ARTICLE QUOTES MFA AS NOT/NOT HAVING RECEIVED ANY OFFICIAL REPORT YET OF SUCH STATEMENT AND THEREFORE NO/NO OFFICIAL REACTION: ARTICLE THEN DEALS BRIEFLY WITH DANISH-CDN TRADE STATISTICS.

2. WE WOULD THEREFORE APPRECIATE RECEIVING TEXTS OF SIGNIFICANT REMARKS MADE BY IMPORTANT CDNS OUTSIDE AS WELL AS INSIDE PARLIAMENTARY CONTEXT TO ASSIST IN COPING WITH VARIOUS PRESS ENQUIRIES, LETS FROM PUBLIC, ETC WHICH ARE INCREASING AGAIN. WE WILL OF COURSE USE OUR DISCRETION IN MAKING USE OF SUCH MATERIAL BUT TRUST YOU WILL AGREE WE NEED IT AS BACKGROUND TO WHAT COULD BECOME IN COMING WEEKS AN ELEMENT OF SIGNIFICANT IRRITATION WITH DANISH PUBLIC. TEXTS OF RECENT PARLIAMENTARY STATEMENTS HAVE BEEN MOST USEFUL IN ENABLING US TO DEAL WITH PRESS AND OTHER ENQUIRIES.

05200

RECEIVED

MAY 8 1972

**In Legal Operations Division
Department of External Affairs**

ACTION COPY

RESTRICTED

FM COPEN 205 MAY5/72

TO TT EXTOTT/FLO DE LDN

INFO LDN OSLO TT PARIS BONN WSAW MOSCO CANDELNATO DE LDN ROME

LSBON MDRID DE PARIS TOKYO WSHDC DE OTT

ENVOTT/SPRULS DE OTT

DISTR MIN PDE ECP GEC ECL GWU FPR

REF MYTEL 203 MAY4

---NORTH ATLANTIC SALMON FISHERIES

HAD HALF HOURS ANIMATED BUT FRIENDLY DISCUSSION WITH TERKELSEN
YESTERDAY AS RESULT OF WHICH I BELIEVE HE UNDERSTANDS CDAS
POSITION ON ATLANTIC SALMON FISHERY BETTER THAN HE DID.
TERKELSEN ADMITTED THEY WERE OFF-BASE IN EDITORIAL, OFFERED
COLUMNS OF PAPER FOR REDRESS AND TEXT OF MYLET(PARA3 REFTTEL)
PUBLISHED IN FULL ON EDITORIAL PAGE BERLINGSKE TIDENDE THIS
MORNING.

2.PRESS SITUATION HERE APPEARS TO BE REASONABLY UNDER CONTROL
AT MOMENT THOUGH YESTERDAYS KRISTELIGT DAGBLAD REPORTS MINISTER
OF FISHERIES THOMSEN AS STATING QUOTE IF CDNS HAVE PROBLEMS TO
DISCUSS WITH US IT WOULD BE NATURAL FOR THEM TO DO SO WHEN ICNAF
MEETS IN MONTHS TIME...I WILL NOT/NOT MAKE ANY STATEMENT ON
POSSIBLE MEASURES TO BE TAKEN ON DANISH SIDE UNTIL I HAVE SEEN
DETAILED EXPLANATION OF BACKGROUND FOR STATEMENT BY CDN MINISTER
OF FISHERIES(REFERRING TO PRESS REPORTS ALLEGING THAT MR DAVIS
HAD OFFERED INDIRECT ENCOURAGEMENT TO NOTION OF INFORMAL AND
UNOFFICIAL BOYCOTT OF DANISH GOODS IN CDA)UNQUOTE.

3.WE ARE SENDING MR THOMSEN AND OTHERS TODAY TEXT OF MOST
HELPFUL TEL FPR122 MAY3

CORNETT

051015Z 210

000142

File 25-5-7-2
925-5-5-5
9/8/5
Salmon
Denmark
UBP 10/5/72

RECEIVED

MAY 8 1972

In Legal Operations Division
Department of External Affairs

*file
R. Howard*

C O N F I D E N T I A L
FM EXTOTT FLO438 MAY5/72
TO COPEN
INFO ENVOTT/SPRULES
DISTR GEC GEP ECD

25-5-72-SALMON		
25		

---ATLANTIC SALMON DISPUTE

THE FOLLOWING NOTE WAS PASSED TO ABRAHAMSON OF DANISH EMB FRI PM
QUOTE EXTER PRESENTS ITS COMPLIMENTS TO THE ROYAL DANISH EMB AND
HAS THE HONOUR TO REFER TO THE APR24 ANNOUNCEMENT,MADE IN THE HOFC
BY THE MINISTER OF THE ENVIRONMENT,THE HON JACK DAVIS THAT THE
CDN GOVT HAS FOUND IT NECESSARY TO CLOSE CERTAIN COMMERCIAL
SALMON FISHERY OPERATIONS OFF THE ATLANTIC COAST OF CDA,AS WELL
AS TO THE MOTION ADOPTED BY THE HOFC ON APR25,CONCERNING ATLANTIC
SALMON A COPY OF WHICH IS ATTACHED.THE CDN GOVT WISHES TO POINT
OUT THAT THESE ACTIONS EMPHASIZE THE GRAVE CONCERN WITH WHICH THE
GOVT OF CDA VIEWS THE FAILURE OF THE NORTHATLANTIC NATIONS TO
UNDERTAKE AN IMMED BAN ON THE HIGH SEAS FISHERY FOR ATLANTIC SALMON.
THE GOVT OF CDA HAS ON NUMEROUS OCCASIONS MADE CLEAR TO THE
GOVTS CONCERNED BOTH BILATERALLY AND THROUGH THE INNATL COMMISSION
FOR THE NORTHWEST ATLANTIC FISHERIES,THAT THE ABSENCE OF AN
EFFECTIVE BAN ON THE HIGH SEAS FISHERY FOR ATLANTIC SALMON CALLS
INTO QUESTION THE SURVIVAL OF THE VALUABLE ATLANTIC SALMON STOCKS.

THE CDN GOVT URGES THE GOVT OF DENMARK TO REEXAMINE ITS POSITION
AS REFLECTED IN THE ANNOUNCED OBJECTIVES OF THE BILATERAL

...2

PAGE TWO FLO438 CONFD

AGREEMENT NEGOTIATED IN FEB WITH THE GOVT OF THE USA. IT IS UNDERSTOOD THAT BY NEGOTIATING THE AGREEMENT THE GOVT OF DENMARK HAS INDICATED ITS INTENTION TO MOVE TOWARD A BAN ON ITS HIGH SEAS FISHERY FOR ATLANTIC SALMON BUT HAS NOT/NOT ACCEPTED THE VIEW OF THE CDN GOVT AS TO THE URGENCY OF SUCH ACTION.

THE CDN GOVT REMAINS CONVINCED THAT AN IMMED BAN IS A NECESSITY AND, EXPRESSES THE HOPE THAT THE FORTHCOMING MTG OF THE ICNAF WILL RESULT IN AN AGREEMENT TO TAKE THE NECESSARY STEPS TO ENSURE THE SURVIVAL OF THE ATLANTIC SALMON INCLUDING THE IMMED BAN ON THE HIGH SEAS FISHERY FOR ATLANTIC SALMON. UNQUOTE.

QUOTE MOTION AGREED TO BY HOFC APR25

THAT,

WHEREAS THE ATLANTIC SALMON IS THE MOST THREATENED FISH IN THE NORTH ATLANTIC;

AND WHEREAS ONLY BY CONCERTED INNATL EFFORT CAN AN AGREEMENT BE REACHED TO PROTECT SALMON FROM BEING OVERFISHED,

AND WHEREAS IT IS THE POSITION OF THE GOVT OF CDA THAT CDA HAS THE EXCLUSIVE RIGHT TO HARVEST SALMON THAT SPAWN IN CDN RIVERS,

THAT THIS CDN HOFC CALLS ON ALL THE NATIONS PARTICIPATING IN THE INNATL COMMISSION FOR NORTHWEST ATLANTIC FISHERIES MTG IN WSHDC IN MAY TO AGREE THAT THE SURVIVAL OF THE ATLANTIC SALMON AS A SPECIES IS OF PARAMOUNT CONCERN AND TO TAKE WHATEVER STEPS ARE NECESSARY TO ENSURE SUCH SURVIVAL. UNQUOTE.

060119Z 480

File

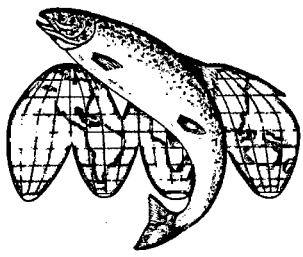
25-5-7-2

Salmon

MBP 16/5/72

3/16/75
H. Legault
Mr. Phillips

THE INTERNATIONAL ATLANTIC SALMON FOUNDATION



Executive Director
P.O. BOX 429,
ST. ANDREWS, N.B.,
CANADA

May 8, 1972

Mr. Leonard Legault
Bureau of Legal and Consular Affairs
522 Daly Building
555 MacKenzie Street
Ottawa, Ontario

Dear Mr. Legault,

At our meeting in December, 1971 you indicated an interest in receiving a final copy of the proposal on anadromous fish which I was preparing for the International Atlantic Salmon Foundation. I enclose a copy with this letter.

I believe that it offers a realistic alternative for effective anadromous fishery management and hope that it will be read by the various government agencies and private organizations having an input into decisions at the 1973 Law of the Sea Conference.

May I express my appreciation to you for taking the time to meet with me to discuss this proposal as it was developing and to guide me away from unworkable suggestions. May I also wish your department success in your preparations for the Conference and the ICNAF meeting later this month.

Sincerely,

W. H. MacKenzie
William H. MacKenzie
Special Projects Asst.

Proposal retained in my working
docs. basket
MBP

This proposal was drafted for the International Atlantic Salmon Foundation as part of its effort to support worthwhile research and to offer constructive analyses of the problems confronting states in the effective management of Atlantic salmon.

The proposal suggests that the biological bond between anadromous fish and their state-of-origin, the state in whose waters the fish spawn, ties them irrevocably to the state-of-origin. Such a bond necessitates security of investment if the resource is to be maintained. It requires that the state-of-origin have sufficient management authority over the anadromous fish at all times. This would include when the fish are in waters over which the state-of-origin exercises exclusive fishery jurisdiction, in the high seas, or in the waters over which another state exercises fishery jurisdiction. The proposal suggests that extended coastal state jurisdiction to varied mileage limits will not provide the necessary protection so long as indiscriminate exploitation is allowed on the high seas or while states are able to use their own extended fishery jurisdiction as a justification for inappropriate harvesting procedures.

The International Atlantic Salmon Foundation believes that the acceptance of the Guardianship principle suggested by Mr. MacKenzie, or some modification of it, is a necessary step in the progressive development of international law.

The International Atlantic Salmon Foundation intends, therefore, that this proposal should serve as a background document for consideration and support by government agencies, voluntary conservation organizations, and individuals having an input to positions taken by various states at the preparatory meetings for the 1973 Law of the Sea Conference.

MESSAGE

FILE CIR DIARY

PLACE	DEPARTMENT	ORIG. NO.	DATE	FILE/DOSSIER	SECURITY SÉCURITÉ
LIEU	MINISTÈRE	N ^O D'ORIG.		25-5-7-2-SALMON	UNCLASSIFIED
OTT	EXTRL	GEC-130	MAY 8	38	

FM/DE

TO/A COPEN

INFO ENVIRONMENT/SPRULES

PRECEDENCE

MAY 8 20 49 '72

DISTR. FLP FLO GEP ECL FPR GWU

REF

OURTEL FLO 438 MAY 5

SUB/SUJ

NORTH ATLANTIC SALMON FISHERIES

WHAT FOLLOWS IS THE TEXT OF THE NOTE & PRESS RELEASE DELIVERED BY THE DANISH AMB HERE TO THE SSEA ON MAY 6 IN TORONTO. AS YOU WILL SEE IT IS NOT RPT NOT A REPLY TO OUR NOTE OUTLINED IN REFFEL BUT WAS THE SUBJECT OF INSTRUCTIONS RECD BY DANES FRIDAY AFTERNOON. FOLLOWING AMB'S MEETING WITH THE SSEA THE COUNSELLOR OF THE DANISH EMBASSY WAS INTERVIEWED ON TELEVISION AND WE UNDERSTAND SPOKE ALONG THE LINES OF THE PRESS RELEASE.

2. (COMCENTRE PLEASE REPEAT THE TEXT OF THE ATTACHED, NOTE AND PRESS RELEASE)

DRAFTER/RÉDACTEUR

DIVISION/DIRECTION

TELEPHONE

APPROVED/APPROUVÉ

SIG.....

GEC

2-8216

SIG.....
R.M. MIDDLETON:SM

file ✓
diary
div
MIN
PDM
FPR
PAG
FAI
PARL SEC

PMO
Central Staff
Extra copy for FLO

FLO/M.B. PHILLIPS/jb

~~"Return to FLO" ES~~

ANTICIPATED QUESTION
HOUSE OF COMMONS

25-5-7-2- Salmon
9

Atlantic Salmon

QUESTION:

Would the Secretary of State for External Affairs comment on the press release issued by the Danish Embassy on May 6, 1972, outlining their views on the Atlantic salmon problem.

ANSWER:

The position of the Canadian Government is already well known to the Danish Government (and I might add that the Motion adopted by this House has also been formally brought to the attention of the Danish authorities). We will of course continue to press for an immediate ban on high seas fishing for Atlantic salmon and all other steps necessary to ensure the survival of Atlantic salmon.

MESSAGE

FM/DE	PLACE	DEPARTMENT	ORIG. NO.	DATE	FILE/DOSSIER	SECURITY SÉCURITÉ
	LIEU	MINISTÈRE	N° D'ORIG.		25-5-7-2-Salmon	
	OTT	EXTER	FLO-454	MAY 10/72	9	RESTR
TO/A COPENHAGEN						PRECEDENCE
INFO						MAY 10 19 57 '72
DISTR. GEC						

REF YOURTELS 204 & 205 MAY 5/72
SUB/SUJ OURTEL GEC 130 MAY 8/72
 SALMON

UNDERSTAND YOUR CONCERN TO REMAIN FULLY INFORMED. YOU WILL APPRECIATE THAT PROVISION OF PARLIAMENTARY STATEMENTS IS BEST WAY TO KEEP YOU UP TO DATE ON GOVT POLICY ON THIS ISSUE BUT WHERE OTHER TEXTS ARE AVAILABLE THEY WILL BE SENT.

2. RESPONSE TO DANISH NOTE (GEC REFTTEL) WILL BE FORMULATED AFTER CONSULTATIONS WITH MINISTER OF ENVIRONMENT.

DRAFTER/RÉDACTEUR	DIVISION/DIRECTION	TELEPHONE	APPROVED/APPROUVÉ
SG. <i>[Signature]</i> MAB PHILLIPS/jb	FLO	2-6692	SG. <i>[Signature]</i> I.H.J. MEGAUULT

ROYAL DANISH EMBASSY

File No. 63. Dan. 1/1.

1 enclosure.

File 25-5-5 Cda/Denmark
25-5-7-2 Salmon
9-1-1 MBP 11/5172

No. 11.

The Embassy of Denmark presents its compliments to the Department of External Affairs and has the honour to inform the Department of the following:

In recent discussions in the House of Commons of problems connected with the Atlantic salmon fishery it was stated that the behaviour of Denmark was reprehensible and the impression was given that Denmark had been violating obligations undertaken in the International Commission for the Northwest Atlantic Fisheries.

Since wide publicity has been given to these statements, which in the opinion of the Danish Government are unfounded, the Danish Embassy has issued a Press Release, a copy of which is enclosed.

The Embassy has been instructed to add that the question of salmon fisheries in the Northwest Atlantic has been the subject of prolonged and thorough deliberations by the Danish Government.

The Canadian Government will be aware that the Danish Government, as a result of these deliberations has decided to endeavour to reach an arrangement within ICNAF under which Danish and Faroese fishing in the Northwest Atlantic for salmon outside as well as inside the 12-mile limit would be gradually reduced and cease completely on January 1, 1976. In view of the special importance of salmon fishery to the Greenland population, greenlanders will be permitted to continue their salmon fishery within the 12-mile limit, but not exceeding the present level.

On the basis of data submitted by international fishery biologists, the Danish Government cannot agree that the salmon fishery at its present level endangers the salmon stocks. The Government has nevertheless reached the above-mentioned decision to reduce and, after a 4-year transition period, to stop completely the Danish and Faroese salmon fisheries and to restrict the greenlanders' fishery within the territorial sea in order to demonstrate its intention to meet the general wish to protect nature

.... /

Department of External Affairs,
Ottawa.

000151

- 2 -

and the environment and also to take due account of foreign as well as Danish, Faroese and Greenland interests. It is the earnest hope of the Danish Government that the Government of Canada will use every effort to support these endeavours.

The Embassy of Denmark avails itself of this opportunity to renew to the Department of External Affairs the assurances of its highest consideration.

Ottawa, May 6, 1972.

37



ROYAL DANISH EMBASSY

702, THE SANDRINGHAM,
85 GEORGE ROAD, OTTAWA 2, ONT.
CABLES: AMBADANE

OTTAWA.....

P R E S S R E L E A S E .

In recent official Canadian statements it has been asserted that one of the reasons for the decline in the return of large salmon to the Canadian mainland rivers is "the greed of the Scandinavian countries, principally the danes, but also latterly the norwegians and to some extent the faroese", and that "the behaviour of Denmark is reprehensible". It has also been stated that under the Agreement reached in ICNAF in 1970 the danes should hold the 1971 catch at the 1969 level, but that the 1971 catch went up by approximately 30 per cent. Among the reasons given for this increase is a change over to monofilament yarn in the nets.

The statements also give other reasons for the decline of large salmon in Canadian rivers, namely heavy fishing by Canadian commercial fishermen, and pollution of some of the main salmon rivers. They do, however, present a misleading picture of the Danish Government's attitude in the matter.

In actual fact, the 1970 ICNAF Agreement provided that each government which had participated in the salmon fishery should limit the tonnage of vessels employed or the catch taken to a level not exceeding the tonnage so employed or the catch so taken in 1969. The Danish Government fulfilled its obligation by limiting the tonnage of vessels employed. The number of Danish and Faroese fishing vessels participating in the Northwest Atlantic salmon fishery in 1971 amounted to 14.

The ICNAF Agreement also stipulated that the use for salmon fishery of any monofilament net should be prohibited except that the use of monofilament nets acquired before July 1, 1970 might be continued. The Danish authorities have issued regulations to this effect, and have controlled their implementation without finding any violation. It is thus clear that the Danish Government has not violated any obligation under the ICNAF-Agreement.

...../.....

- 2 -

The Joint Working Party established by ICNAF and the ICES (International Council for the Exploration of the Sea) to study the Atlantic salmon fishery problem has not so far produced any information which in the opinion of the Danish Government would warrant a total ban. The Danish Government has nevertheless declared itself prepared to discuss at the forthcoming ICNAF-meeting a gradual reduction of Danish and Faroese fishermen's salmon catches both outside and inside the territorial sea at Greenland, followed by a total ban. The Danish Government is also ready to discuss an undertaking to maintain the greenlanders' catch at the present level.

Ottawa, May 6, 1972.

File

25-5-7-2
25-5-7-2

ICNAF

Salmon✓

UBP

12/5/72

C O N F I D E N T I A L

FM LDN 1520 MAY11/72

TO TT DOEOTT(FISHERIES)/LEVELTON/MULLALLY/SPRULES DE OTT

INFO EXTOTT FLO

DISTR GEC

---NEAFC ATLANTIC SALMON DISCUSSIONS

---FOLLOWING FROM WEIR

LENGTHY DEBATE TUE REITERATED MANY ISSUES.ALL AWARE OF
USA/DENMARK AGREEMENT TO BE PUT BEFORE ICNAF.NORWAY PROPOSED SIMILAR
CUTOFF DATE OF 1976 FOR ENDING ATLANTIC SALMON FISHERY OUTSIDE
NATL FISHERY LIMITS,BUT DENMARK ADAMANT CONCERNING THIS POINT,
STATING WHILE USA/DENMARK AGREEMENT WILL BE PUT BEFORE ICNAF ITS
FINAL OUTCOME IS NOT/NOT YET KNOWN.

2.DENMARK STRONGLY REPRESENTED AT NEAFC,INCLUDING AS USUAL
COMMISSIONER AND HEAD OF DEL;NORGAARD,FIRST SEC FOR FISHERIES;
LOKKEGARD,CHAIRMAN OF ICNAF;AND ADAMSEN OF FOREIGN OFFICE:ALSO LOCAL
PM AND LOCAL MINISTER OF FISHERIES FAROE ISLANDS,BUT JUDGE THESE
LATTER TWO MAINLY FOR HERRING RATHER THAN SALMON.NORGAARD FOR FIRST
TIME EXPECTS ALSO TO ATTEND ICNAF MTG WSHDC.

3.PRIVATELY NORGAARD SPOKE OF HEATED DEBATE IN DANISH PARLIAMENT
ON THIS ISSUE,WITH PRESENT GOVT IN POSITION OF MAJORITY OF ONE.
NORGAARD ADVISED DENMARK WILL ADHERE TO AGREEMENT WITH USA BUT CAN
UNDER NO/NO CIRCUMSTANCES ACCEPT MORE RESTRICTIVE TERMS.NORGAARD
STATES USA PUBLISHED ESSENCE OF AGREEMENT WITH DENMARK FIRST,
FORCING THEM TO DO SO IMMEDIATELY.USA DELS INSIST IT WAS OTHER WAY

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25-5-7-2-SALMON	
42	—

BEST ORIGINAL AVAILABLE
MEILLEUR ORIGINAL

AGE TWO 1520 CONFD

OUND. NORGAARD EXPRESSED WHAT SEEMED TO BE SINCERE DISAPPOINTMENT
IEWS OF CDA AND UK NOT/NOT OBTAINED PREVIOUS TO ANY RELEASE TO
RESS.

.YOUNG HAD LENGTHY DISCUSSION WITH USA FISHERIES ATTACHE FOR
JROPE, SALVATORE DI PALMA, WHO IS MEMBER USA EMB STAFF COPEN. PALMAS
IEW IS DENMARK WILL KEEP TO TERMS PHASE-OUT AGREED TO WITH USA,
ND THAT IT WOULD BE DISASTROUS SHOULD CDN VOTE UPSET RESLN
MPLETELY, THUS EFFECTIVELY ELIMINATING ANY PHASE-OUT HIGH SEAS
LANTIC SALMON FISHERY. HE ALSO EXPRESSED VIEWPOINT THAT AGREEMENT
DANES TO FINAL CESSATION OF FISHERY OUTSIDE NATL FISHING
MITS WOULD STRENGTHEN GENERAL VIEW HELD BY US AND BY USA RE
LICY ON ANADROMOUS FISH FOR LAW OF SEA CONFERENCE.

VIEW MTG WITH AMB MCKERNAN MON NEXT ON SUBJ AND ASSESSMENT
TUATION HERE, WOULD LIKE TO SUGGEST CDA AT ICNAF SHOULD PROPOSE
ENDMENT TO USA/DENMARK PROPOSAL THAT THERE BE IMMEDIATE PHASE-OUT IN
EU OF THAT ENDING IN 1976, WITH SUCH PROPOSED AMENDMENT FIRMLY
SUPPORTED IN DEBATE. POSSIBILITY OF SUCCESS IN OBTAINING NECESSARY
SUPPORT FOR SUCH AMENDMENT FROM HERE APPEARS TO BE NIL, BUT CDA COULD
MAKE ITS POINT OF VIEW VERY CLEAR. PRESUMABLY THERE WILL BE ULTIMATE
DECISION ON USA/DENMARK PROPOSAL, WITH FRG AND JPN CERTAIN TO VOTE
IN FAVOR AND OTHERS AT MOMENT UNCERTAIN. IF CDA ALSO VOTES AGAINST
THE MEASURE THERE IS ONE MORE NEGATIVE VOTE OR ABSTENTION THE MEASURE WILL
NOT PASS. IF IT FAILS THERE IS NO FALL-BACK POSITION, NOT/NOT
IN EFFECT LAST TWO YEARS. ALSO, IF MEASURE FAILS IN
ICNAF, THERE IS DECIDED POSSIBILITY DANISH PARLIAMENT WOULD REJECT

RE THREE 1520 CONF

USA/DENMARK AGREEMENT AS UNSUPPORTED BY INNATL COMMISSION AND WOULD
MAINTAIN ONLY SUCH CONTROLS AS IT FELT WOULD BE NECESSARY TO
PREVENT USA PRESIDENT FROM INVOKING EMBARGO ON IMPORTS DANISH FISH
AND FISHERY PRODUCTS UNDER QUOTE PELLY UNQUOTE BILL.

IN SUMMARY, IT IS RECOMMENDED THAT WAY BE LEFT OPEN FOR CDA
EVENTUALLY TO VOTE IN FAVOUR USA/DENMARK PROPOSAL IF THIS IS
FINALLY DEEMED NECESSARY BY CDN COMMISSIONERS.

FOR HEALTH REASONS DOUBTFUL YOUNG CAN ATTEND ICNAF WSHDC.

11540Z 660

ACTION COPY

Phillips

ICNAF

Salmon

UNBP

12/5/72

RESTRICTED

FM BONN 627 MAY11/72

TO TT EXTOTT (FLO) DE LDN

INFO LDN

BAG COPEN PARIS ROME TOKYO OSLO WSAW LSBOM MDRID MOSCO WSHDC

CANDELNATO EECANMIS DE OTT

DISTR GEO FLP

---NORTH ATLANTIC SALMON FISHERIES

AS WEST GERMANS HAVE IN PAST BEEN AMONG ACTIVE OPPONENTS OF CDN PROPOSAL TO BAN SALMON FISHING IN NORTH ATLANTIC, WE DELIVERED ON MAY9 TEXT OF MINISTER OF FISHERIES STATEMENT IN HOFC APR24, AND HOFC RESLN APR25 TO HOLDERBAUM, WHO RECENTLY SUCCEEDED VON PUTTKAMER ON LEGAL DEPT DESK RESPONSIBLE FOR, INTER ALIA, NORTH ATLANTIC FISHERIES. 2. HOLDERBAUM RECALLED THAT FGR HAS BEEN OPPOSED IN PRINCIPLE TO ABSOLUTE BAN ON FISHING ANY PARTICULAR SPECIES ON HIGH SEAS AND RESERVATION OF FISHING RIGHTS TO COASTAL STATES NOT/NOT BECAUSE FGR HAS ANY SIGNIFICANT INTEREST IN SALMON FISHERIES (IT HAS VIRTUALLY NONE) BUT BECAUSE FGR HAS LARGE HIGH SEAS FISHING FLEET AND VERY SHORT COAST LINE. HE WENT ON TO SAY, HOWEVER, THAT FGR ATTITUDE ON THIS QUESTION WAS BEING REEXAMINED WITHIN EEC CONTEXT IN EFFORT TO ARRIVE AT COMMON EEC POLICY. IT WAS POSSIBLE THEREFORE THAT FGR POSITION MAY BE MODIFIED.

.IT APPEARED FROM CONVERSATION WITH HOLDERBAUM THAT GERMANS EQUATE PRINCIPLE ENUNCIATED IN THIRD PREAMBULAR PARA OF HOFC RESLN, RESERVING TO CDA EXCLUSIVE RIGHT TO FISH SALMON SPAWNED IN CDN

..2

AGE TWO 627 RESTR

IVERS, WITH UNILATERAL ACTION EG BY ICELAND AND SOME LATIN AMERICAN
STATES TO EXTEND EXCLUSIVE FISHING ZONES FAR OUT INTO WHAT HAVE
THERTO BEEN CONSIDERED HIGH SEAS.

1625Z 300

File

25-5-7-2

Salmon

POP

JBP 16/5/72

INFORMATION

DATE
16/5/72

HR.
AM

SOURCE
CP

Canada's hopes to ban
salmon fishing dimmed

A49 16-5-72

LONDON CP - Denmark has agreed to increased restrictions on salmon fishing in the northeast Atlantic and this in turn may reduce Canada's hopes of getting a complete ban on salmon fishing in the northwest.

A spokesman said the increased curb, to which Denmark subscribed, was approved by the 14-country Northeast Atlantic Fisheries Commission last week. It prohibits a high-seas salmon catch over an area of about 8,000 square miles around Iceland.

Norway proposed a complete high-seas prohibition in the northeast to be imposed in stages over a period of four years but this failed to obtain majority approval, the spokesman said.

But Denmark, who is a major salmon pursuer in the Atlantic, did agree to the ban on the "box" around Iceland which won majority support and the commission is satisfied this will be helpful in salmon preservation.

However, the Danish "concession" in the northeast may make Canada's demand for a complete prohibition in the northwest Atlantic more difficult to sustain, the spokesman suggested.

The Northwest Atlantic Fisheries Commission meets in Washington this week to consider the Canadian proposal which is linked with Canada's internal decision to ban certain salmon fishing areas in the Maritimes and to buy out commercial fishermen involved.

Denmark and the United States have agreed on a phaseout of the high-seas salmon hunt over a four-year period around Greenland. The spokesman said Canada does not think this plan is good enough and would like to see a complete prohibition immediately.

There is still a possibility that the Washington meeting may endorse the Canadian plan but the spokesman suggested Denmark may win a bit more sympathy because of her willingness to co-operate in the northeast and the Canadian plan may not be ratified.

Nevertheless, the Canadian government's action to protect the Atlantic Salmon fisheries has won wide international applause. It has provided an example which other countries will be urged to follow, the spokesman added.

BEST ORIGINAL AVAILABLE
MEILLEUR ORIGINAL

PMO	MIN 4	PDE	GAP	GEC	GPE	GWU	ECD	FCO	FLO	APP	FPO
	CIDA	PDF	GAM	GEO	GPO	DFF	ECL	FCC	UNP	APD	FPR
	PDM	PDG	GAA	GEA	GWP	DFR	ECT	FCF	UNS	PSI	PPR
PCO 4	PDS	PDH	GAF	GPP	GWL	DFD	ECS	FLP	UNO	PAG	FAP
	PDA	PGP	GEP	GPS	GWC	ECF	FCP	FLA	AFP	FLC	FAI

RECEIVED

MAY 16 1972

**In Legal Operations Division
Department of External Affairs**

MAY 17 1972

FLO/M.B. PHILLIPS/jb

U.S.A. Div.

BW

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FILE

FLO

CONFIDENTIAL

May 16, 1972

Atlantic Salmon: Meeting with U.S.

25-5-7-2-SALMON

16

GWU/
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ECL

The Minister of the Environment, Jack Davis, held a meeting and hosted a dinner for Ambassador McKernan of the U.S. State Department and three other U.S. officials on May 15. Mr. Beesley and I were present at the before-dinner discussion, I attended the supper on behalf of Mr. Beesley who had another commitment connected with the Law of the Sea discussions with U.S. officials which took place the same day.

2. Mr. McKernan told Mr. Davis that the purpose of the meeting as he saw it was to discuss with Canada what co-operation might be feasible between the two countries on the Atlantic salmon problem at the forthcoming ICNAF meeting. He reviewed the problem as it had developed over the past months, and made reference to the discussions which had taken place between the two sides in Washington last November (which drafted the joint statement on Atlantic salmon). Mr. McKernan was at pains to try and illustrate that the US action in coming to an agreement with Denmark was not in conflict with its desire to co-operate with Canada on this issue. McKernan noted that before the bi-lateral talks with the Danes had been undertaken he had discussed the matter with Mr. Levelton and had been informed that Canada had no objections to the U.S./Denmark talks proceeding. McKernan also said that he had, at one point, suggested to the Danish Ambassador in Washington that the talks should include Canada but the Danes had shown no enthusiasm for the idea.

3. He said that the talks had been very difficult and that the agreement reached was the best the U.S. could get. It was not what the U.S. had hoped for but nothing more could be squeezed out of the Danish Government at the time and he did not believe the Danes could go further now because of the political difficulties they face at home.

4. At first Mr. Davis did not respond directly to the suggestion by Mr. McKernan that they should discuss possible co-operation at the ICNAF meeting. Some time was devoted to discussing the U.S. and Canadian hatchery programs on the East coast, and the scientific information available on the problem. Mr. Davis said, at one point, that he wished to leap frog over any discussion of the ICNAF meeting and look at the long range objectives to be achieved in the conservation of Atlantic salmon.

CONFIDENTIAL

- 2 -

He stated (although he cautioned that he could not say this publicly for the time being) that it would seem desirable at some time to come to some agreement with the Greenlanders which would accord them some share of the salmon because of the fish pasturing in their territorial waters. This sharing of the catch would have to be tied to undertakings by the Greenlanders to share in conservation measures to preserve the stocks and their share would have to vary as the condition of the stocks varied.

5. The discussion at supper ranged far and wide away from the salmon problem with McKernan trying to steer back to the question of tactics for the ICNAF meeting. In the end Mr. Davis said that it was almost sure that Canada would have to present an amendment to the U.S./Danish resolution which would call for an immediate ban on high seas fishing for Atlantic salmon. He said that although he was not optimistic such an amendment would pass Canada really had no choice but to give a strong statement outlining its position and then present the amendment. McKernan did not directly oppose this approach although he implied that the amendment would almost surely be defeated and Canada should consider what overall damage this might cause to the Canadian position. He was, of course, more worried about the Canadian vote on the main resolution and he explained the importance of the Canadian vote because of the difficulties the main resolution will have gaining the 10 yes votes necessary for adoption by the Commission. Mr. Davis gave Mr. McKernan no assurance that Canada would vote yes, and said that the matter had to be considered further by him and his advisers. (Dr. Needler told me afterward that at his meeting with Mr. Davis last week it had virtually been decided to vote against the main resolution which would sanction the terms of the U.S./Danish agreement). Mr. Davis did not show any enthusiasm for the further suggestion by Mr. McKernan that perhaps a further meeting with the Danes could be arranged before the full discussion in ICNAF.

6. During the dinner I said (half in jest) to Bill Sullivan of the State Department that I assumed that the U.S. would not wish to vote against our amendment in view of the similarity of our views on the problem. Sullivan allowed as how they might have to abstain (which in ICNAF is virtually the same as a No vote).

M. B. PHILLIPS

M.B. Phillips,
Legal Operations Division

M. Phillips

ACTION COPY

1/31/5

*file
Ug*

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FM WSHDC 2131 MAY30/72

TO EXTOTT FLO

INFO COPEN ENVOTT/SPRULES/LEVELTON/MARTIN

BAG MOSCO WSAW DE OTT

AIRMAIL OSLO LDN TOKYO MDRID PARIS ROME BONN LSBN

DISTR GEC ECT

REF OURTEL 2130 MAY30

---ICNAF:SALMON

25-5-7-2-*Salmon*
9 27

FOLLOWING IS TEXT OF PROPOSAL AS ACCEPTED BY JOINT MTG OF PANELS
1-5. IT WILL NOT/NOT BE PUBLIC DOCU UNTIL AFTER APPROVED BY PLENARY
SESSION OF COMMISSION LATER IN WEEK. TEXT BEGINS 1. THAT THE
CONTRACTING GOVTS TAKE APPROPRIATE ACTION TO REGULATE THE CATCH
OF ATLANTIC SALMON, SALMO SALAR, BY PERSONS UNDER THEIR JURISDICTION
FISHING IN THE CONVENTION AREA OFF GREENLAND SO THAT THE CATCH
IN ROUND WEIGHT TAKEN SHOULD NOT/NOT EXCEED THE AMOUNT LISTED

	1972	1973	1974	1975
	IN METRIC TONS			
DENMARK				
(MAINLAND AND				
FAROE ISLANDS)	800	600	550	500
NORWAY	300	225	210	195
OTHER CONTRACTING				
GOVTS	10	10	5	5

IT BEING EXPECTED THAT NON/NON-MEMBERS OF THE COMMISSION WILL

...2

PAGE TWO 2131 UNCLAS

CATCH NOT/NOT MORE THAN 10 METRIC TONS IN 1972 AND 1973 AND NOT/NOT MORE THAN 5 METRIC TONS IN 1974 AND 1975. IN ESTABLISHING THESE QUOTAS THE COMMISSION HAS TAKEN INTO ACCOUNT THE STATEMENT MADE BY THE DANISH COMMISSIONER TO THE EFFECT THAT CATCHES BY MAINLAND AND FAROE ISLANDS BASED VESSELS TAKEN WITHIN THE 3-MILE LIMIT OFF WEST GREENLAND WILL BE INCLUDED IN THE SAID QUOTAS.

2. THAT CATCHES DIFFERING FROM THE AMOUNTS PURSUANT TO PARAI ABOVE IN ANY YEAR WOULD BE FOLLOWED BY AN ADJUSTMENT IN THE FOLLOWING YEARS CATCH.

3. THAT NOTWITHSTANDING THE PROVISION OF PARAI, FISHING FOR ATLANTIC SALMON BY LOCAL GREENLAND FISHERMEN IN THE CONVENTION AREA OFF GREENLAND MAY BE MAINTAINED SO AS TO BE AT THE APROX LEVEL OF ANNUAL CATCHES MEASURED FROM 1964 THROUGH 1971 IN ROUND WEIGHT, WHICH IS ESTIMATED TO BE 1100 METRIC TONS. THE COMMISSION HAS TAKEN INTO ACCOUNT THE STATEMENT MADE BY THE DANISH COMMISSIONER TO THE EFFECT THAT CATCHES TAKEN BY LOCAL GREENLAND FISHERMEN WITHIN THE 3-MILE LIMIT OFF WEST GREENLAND WILL BE INCLUDED IN THE SAID AMOUNT.

4. AT THE REQUEST OF ANY CONTRACTING GOVT, A REVIEW OF THE STATUS OF THE SALMON STOCKS MAY TAKEN PLACE WITHIN FIVE YEARS. SUCH REVIEW WOULD TAKE INTO ACCOUNT THE NEED FOR CONSERVATION OF THE SPECIES AS WELL AS THE SPECIAL IMPORTANCE TO LOCAL FISHERMEN OF THE SALMON FISHERIES AND MIGHT LEAD TO RECOMMENDATIONS FOR ADJUSTMENT

...3

PAGE THREE 2131 UNCLAS

OF THE CATCH LEVEL REFERRED TO IN THE PRECEDING PARA.

5. THAT CONTRACTING GOVTS HAVING COAST LINES ADJACENT TO THE CONVENTION AREA, TAKE APPROPRIATE ACTION TO ENSURE THE APPLICATION OF CONSERVATION MEASURES WITHIN THE 12-MILE ZONES WHICH WOULD CORRESPOND IN EFFECT TO THE MEASURES TAKEN BY DENMARK (IE, USING THE CATCH LEVELS OF 1969 AS A BASE).

6. THAT ALL CONTRACTING GOVTS WHICH ARE NOT/NOT BOUND BY PROPOSAL NUMBER 1 ADOPTED BY THE COMMISSION ON 6 JUNE 1969, CONCERNING THE PROHIBITION OF SALMON FISHING IN THE CONVENTION AREA OUTSIDE NATL FISHING LIMITS, CONSIDER ACCEPTING THAT PROPOSAL NOT/NOT LATER THAN 1 JAN 1976. THE COMMISSION HAS TAKEN INTO ACCOUNT STATEMENTS MADE BY THE DANISH AND NORWEGIAN COMMISSIONERS TO THE EFFECT THAT DENMARK AND NORWAY WOULD ADHERE TO THAT PROPOSAL NOT/NOT LATER THAN 1 JAN 1976.

7. THAT THE ALLOCATIONS IN PARAS 1 AND 3 ABOVE ARE WITHOUT PREJUDICE TO FUTURE ALLOCATIONS OF CATCHES FOR THESE OR OTHER STOCKS.

8. THAT ON THE EFFECTIVE DATE OF THIS PROPOSAL, THE PROPOSAL NUMBER 1 ADOPTED BY THE COMMISSION ON 4 JUN 1971 SHALL CEASE TO BE EFFECTIVE.

DRAFT RESLN

THE COMMISSION

NOTING ARTICLE IX, ARTICLE XII, AND ARTICLE XIII OF THE CONVENTION, 1949,

HAVING CONSIDERED AND ADOPTED A PROPOSAL FOR THE CONSERVATION AND

...4

PAGE FOUR 2131 UNCLAS

PROTECTION OF ATLANTIC SALMON, NOTING THAT NON/NON-MEMBERS OF THE COMMISSION HAVE OR MAY PARTICIPATE IN THE EXPLOITATION OF ATLANTIC SALMON IN THE CONVENTION AREA.

BEING AWARE OF THE TIME PERIOD BEFORE THE PROPOSAL REFERRED TO ABOVE MAY ENTER INTO EFFECT PURSUANT TO THE PROVISIONS OF ARTICLE VIII OF THE CONVENTION, AS AMENDED, AND THE DESIRABILITY OF TAKING APPROPRIATE STEPS FOR THE IMPLEMENTATION OF MEASURES FOR THE CONSERVATION AND PROTECTION OF ATLANTIC SALMON PRIOR TO THE EFFECTIVE DATE OF THE PROPOSAL AND THE DESIRABILITY OF REDUCING THE TIME PERIOD BEFORE THE PROPOSAL TAKES EFFECT,

1) INVITES THE ATTN OF ALL CONTRACTING GOVTS TO THE ABOVE MATTERS,
2) REQUESTS ALL CONTRACTING GOVTS FISHING FOR ATLANTIC SALMON TO ANTICIPATE THE COMING INTO EFFECT OF THE ABOVE-MENTIONED PROPOSAL LATER IN 1972 AND TO INSTITUTE APPROPRIATE MEASURES AS SOON AS POSSIBLE TO ENSURE THE EFFECTIVENESS OF THE PROPOSAL WHEN IT BECOMES EFFECTIVE UNDER THE TERMS OF THE CONVENTION.
3) URGENTLY REQUESTS ALL CONTRACTING GOVTS TO NOTIFY PROMPTLY, IF POSSIBLE BEFORE AUG1, THE DEPOSITARY GOVT OF THEIR ACCEPTANCE OF THE ABOVE-MENTIONED PROPOSAL AS WELL AS OF THEIR WILLINGNESS TO BE BOUND BY IT AT AN EARLIER DATE THAN PROVIDED UNDER THE NORMAL PROCEDURE. TEXT ENDS.

302143Z 1000

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2/31/75
Mr Phillips
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FM WSHDC 2133 MAY30/72

TO EXTOTT FLO

INFO COPEN ENVOTY/LEVELTON/SPRULES/MARTIN

BAG MOSCO WSAW DE OTT

AIRMAIL OSLO LDN TOKYO MDRID PARIS ROME BONN LSBON

DISTR GEC ECT

REF OURTEL 2130 MAY30

---ICNAF:SALMON

25-5-7-2-Salmon
9 25

FOLLOWING IS TEXT OF DEFEATED CDN AMENDMENT OF SALMON PROPOSAL
SPONSORED BY DENMARK, USA, UK, NORWAY (SEE REFTEL) TEXT BEGINS

1. THAT THE CONTRACTING GOVTS TAKE APPROPRIATE ACTION TO PROHIBIT
THE CATCH OF ATLANTIC SALMON, SALMO SALAR, BY PERSONS UNDER THEIR
JURISDICTION FISHING IN THE CONVENTION AREA OFF GREENLAND NOT/NOT
LATER THAN MAR31/73.

2. THAT NOTWITHSTANDING THE PROVISION OF PAR 1, FISHING FOR ATLANTIC
SALMON BY LOCAL GREENLAND FISHERMEN IN THE CONVENTION AREA
OFF GREENLAND MAY BE MAINTAINED AT THE APPROX LEVEL OF ANNUAL
CATCHES MEASURED FROM 1964 THROUGH 1971 OR LESS. THE COMMISSION
HAS TAKEN INTO ACCOUNT THE STATEMENT MADE BY THE DANISH COMMISSIONER
TO THE EFFECT THAT CATCHES TAKEN BY LOCAL GREENLAND FISHERMEN
WITHIN THE 3-MILE LIMIT OFF WEST GREENLAND WILL BE INCLUDED IN THE
SAID AMOUNT. AT THE REQUEST OF ANY CONTRACTING GOVT, A REVIEW OF
THE STATUS OF THE SALMON STOCKS MAY TAKE PLACE WITHIN FIVE YEARS.
SUCH REVIEW WOULD TAKE INTO ACCOUNT THE NEED FOR CONSERVATION

...2

PAGE TWO 2133 UNCLAS

OF THE SPECIES AS WELL AS THE SPECIAL IMPORTANCE TO LOCAL FISHERMEN OF THE SALMON FISHERIES AND MIGHT LEAD TO RECOMMENDATIONS FOR ADJUSTMENT OF THE CATCH LEVEL REFERRED TO IN THIS PARA.

3. THAT CONTRACTING GOVTS HAVING COAST LINES ADJACENT TO THE CONVENTION AREA, TAKE APPROPRIATE ACTION TO ENSURE THE APPLICATION OF ADEQUATE CONSERVATION MEASURES WITHIN THE 12-MILE ZONES.

4. THAT ALL CONTRACTING GOVTS WHICH ARE NOT/NOT BOUND BY PROPOSAL NUMBER 1 ADOPTED BY THE COMMISSION ON JUN6/69, CONCERNING THE PROHIBITION OF SALMON FISHING IN THE CONVENTION AREA OUTSIDE NATL FISHING LIMITS, CONSIDER ACCEPTING THAT PROPOSAL NOT/NOT LATER THAN MAR31/73.

5. THAT ON THE EFFECTIVE DATE OF THIS PROFOSAL, THE PROPOSAL NUMBER 1 ADOPTED BY THE COMMISSION ON JUN4/71 SHALL CEASE TO BE EFFECTIVE.
TEXT ENDS.

302143Z 460

ACTION COPY

4/31/5
Mr Phillips

C O N F I D E N T I A L

FM WSHDC 2130 MAY30/72

TO EXTOTT FLO

INFO TT COPEN DE OTT

ENVOTT/LEVELTON/SPRUELES/MARTIN DE OTT

BAG OSLO LDN TOKYO (DRID) PARIS MOSCO ROME BONN WSAW LSBON DE OTT

DISTR GEC ECT

---ICNAF:SALMON

AT JOINT MTG OF PANELS 1 TO 5 AM MAY30 AGENDA ITEM CONCERNING ATLANTIC SALMON WAS CONSIDERED. MTG HAD BEFORE IT ICNAF COMM DOCU 72/33 CONTAINING PROPOSAL SPONSORED BY DENMARK, NORWAY, UK AND USA AND CDN AMENDMENT (SEE FOLLOWING TELS). CDN AMENDMENT WAS SECONDED BY SPAIN. CDN AMENDMENT CALLING FOR VIRTUAL IMMEDIATE BAN WAS DEFEATED AS TWO-THIRD MAJORITY REQUIRED (FOR: CDA FRANCE ICELAND USSR; AGAINST DENMARK ITALY GERMANY NORWAY; ABSTAIN JPN POLAND PORTUGAL ROMANIA SPAIN UK USA).

2. MAIN PROPOSAL AS APPEARS IN FOLLOWING TEL WAS ACCEPTED BY MTG (FOR USA UK DENMARK WESTGERMANY FRANCE ICELAND ITALY JPN NORWAY POLAND PORTUGAL ROMANIA; AGAINST CDA; ABSTAIN: SPAIN USSR).

3. IN DEBATE PRECEDING VOTE USA SPOKE IN FAMILIAR TERMS SAYING WHILE THEY PREFERRED IMMEDIATE HIGH SEAS BAN THEY SAW PRESENT PROPOSAL AS QUOTE BARELY ACCEPTABLE COMPROMISE UNQUOTE. DANISH REP ALSO RPTD ARGUMENTS EMPHASIZING THAT THEY WERE ACTING UNDER STRICT INSTRUCTIONS AND COULD NOT/NOT CONTEMPLATE ANY AMENDMENTS TO PROPOSAL AS PRESENTED. RPTD VIEW THAT SCIENTIFIC EVIDENCE DID

...2

PAGE TWO 2130 CONF

NOT/NOT ESTABLISH THEIR GREENLAND FISHERY WAS HARMFUL TO STOCKS
AND STRESSED THAT SALMON FISHERY WAS EXTREMELY IMPORTANT TO
FISHERMEN IN GREENLAND BECAUSE OF DECLINE IN COD STOCKS.

4.CDN STATEMENT OPPOSING PROPOSAL ALSO FOLLOWS IN SEPARATE TEL.

5.MATTER HAS YET TO BE CONSIDERED BY PLENARY AND ICNAF CHAIRMAN
HAS REQUESTED THAT PRESS NOT/NOT BE INFORMED OF PANEL DISCUSSION.

302143Z 340

3/31/5

Mr. Phillips

ACTION COPY

file
ML

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FM WSHDC 2132 MAY30/72

TO EXTOTT FLO

INFO COPEN ENVOTT/LEVELTON/SPRULES/MARTIN

BAG MOSCO WSAW DE OTT

AIRMAIL OSLO LDN TOKYO MDRID PARIS ROME BONN LEBON

DISTR GEC ECT

REF OURTEL 2130 MAY30

---ICNAF:SALMON

25-5-7-2-Salmon
9 25

FOLLOWING IS TEXT OF STATEMENT GIVEN BY CEN COMMISSIONER, DR AWH
NEEDLER AT MAY30 AM JOINT MTG OF PANELS 1 TO 5. AS MTG NOT/NOT
PUBLIC TEXT SHOULD NOT/NOT FOR TIME BEING BE RELEASED. TEXT BEGINS
MR CHAIRMAN, IN 1969 CDA PROPOSED TO ICNAF A PROHIBITION OF
FISHING OF SALMON ON THE HIGH SEAS OF THE CONVENTION AREA. ALL
BUT TWO MEMBER COUNTRIES OF THE COMMISSION SUPPORTED THIS RESLN.
THE TWO REASONS FOR SUCH A PROHIBITION ARE EVEN MORE VALID TODAY
THAN THEY WERE THEN. FIRST, EFFECTIVE MANAGEMENT OF THE SALMON
FISHERIES REQUIRES THAT RUNS BE HARVESTED WHEN THEY SEPARATE AS
THEY APPROACH THEIR HOME RIVERS, SO THAT THOSE IN POOR CONDITION
CAN BE PROTECTED AND THOSE IN GOOD CONDITION CAN BE CROPPED IN
ACCORDANCE WITH THEIR CAPACITIES. SECOND, THE COSTS OF MAINTAINING
THE QUALITY AND ACCESSIBILITY OF SALMON RIVERS AND OF THE VARIOUS
POSITIVE MEASURES TO PRODUCE MORE SALMON, ENTITLE THE COUNTRY
OF ORIGIN TO REAP THE BENEFITS. OTHERWISE SUCH COSTS WILL NOT/NOT
LONG BE BORNE AND SALMON WILL DISAPPEAR. I RPT, MR CHAIRMAN, THAT THE
...2

PAGE TWO 2132 UNCLAS

CONTINUING DECLINE OF THE SALMON RANS MAKES THESE REASONS EVEN MORE VALID TODAY THAN THEY WERE IN 1969.

IN SPITE OF THIS MEASURE, SUPPORTED BY SO STRONG A MAJORITY, TWO ICNAF MEMBER COUNTRIES HAVE CONTINUED TO FISH SALMON ON THE HIGH SEAS OF THE CONVENTION AREA OFF GREENLAND, HALF OF WHICH ORIGINATE IN CDA AND HALF ON THE OTHER SIDE OF THE ATLANTIC. THIS FISHERY HAS CONTINUED TO GROW WHILE CATCHES OF THESE SALMON IN HOME WATERS HAVE CONTINUED TO DECLINE.

IN 1970 THESE TWO COUNTRIES SUPPORTED A RESLN ADOPTED BY ICNAF, CLEARLY INTENDED TO FREEZE THE FISHING IN GREENLAND WATERS IN 1971 AT ITS 1969 LEVEL. IT INCLUDED A PROHIBITION OF THE USE OF MONOFILAMENT NETS PURCHASED AFTER JUN30/70, BUT IT SO HAPPENED THAT ENOUGH NETS WERE AVAILABLE TO THE FLEET FOR AN ALMOST COMPLETE CONVERSION TO MONOFILAMENT NETS IN 1971. AT THE 1971 ANNUAL MTG OF ICNAF CDA PROPOSED A 20 PERCENT REDUCTION IN THE FISHERY AS A CONSERVATION MEASURE, BEING INFLUENCED BY A DECLINE IN TWO SEA YEAR SALMON WHICH HAD CAUSED CDA TO CURTAIL ITS OWN COMMERCIAL SALMON FISHERY IN 1971. THIS PROPOSAL FAILED TO BE ADOPTED, AND CDA RELUCTANTLY VOTED FOR A CONTINUATION INTO 1972 AND 1973 OF THE 1970 ATTEMPT TO HOLD THE FISHERY AT ITS 1969 LEVEL. THIS MEASURE IS STILL IN FORCE.

MR CHAIRMAN, THE FISHING IN GREENLAND WATERS IN 1971 REACHED AN ALL TIME HIGH. THE CATCH OF TWO SEA YEAR SALMON IN HOME WATERS CONTINUED TO DECLINE AND IN SOME MAJOR RIVERS REACHED AN ALL TIME LOW.

...3

PAGE THREE 2132 UNCLAS

WE HAVE BEFORE US, MR CHAIRMAN, A RESLN GIVING APPROVAL TO A HIGH SEAS CATCH BY DENMARK AND NORWAY IN GREENLAND WATERS CONSIDERABLY HIGHER THAN IN 1969. IN THE MEANWHILE THE TWO SEA YEAR SALMON WHICH ARE THE MAINSTAY OF SPAWNING HAVE REACHED SUCH LOW LEVELS IN SOME OF CDAS SALMON RIVERS THAT CDA HAS CLOSED LARGE SECTIONS OF HER COMMERCIAL FISHERY THIS YEAR FOR AN INDEFINITE PERIOD, AND NINE HUNDRED FISHERMEN HAVE LOST THEIR ACCUSTOMED MEANS OF LIVELIHOOD AT A TIME WHEN ALTERNATIVE EMPLOYMENT IS SCARCE. THE NUMBERS OF SPAWNERS IN MANY CDN RIVERS, ESPECIALLY THOSE TRIBUTARY TO THE GULF OF ST LAWRENCE FELL IN 1971 FAR BELOW THE NUMBERS NEEDED TO MAKE FULL USE OF THEIR PRODUCTIVE CAPACITIES. THE ABUNDANCE OF SALMON IN BOTH HOME AND GREENLAND WATERS WILL BE SERIOUSLY AFFECTED.

UNDER THESE CIRCUMSTANCES, MR CHAIRMAN, CDA CAN HARDLY BE EXPECTED TO SUPPORT A MEASURE WHICH DOES NOTHING IN 1972, AND LITTLE IN 1973, TO REDUCE THE CATCH OF POTENTIAL SPAWNERS WHICH ARE ALREADY SO SCARCE - SO FAR BELOW THE NUMBERS THE FUTURE OF THE FISHERY DEMANDS.

MR CHAIRMAN, AS THE REP OF CDA I MOVE AN AMENDMENT TO THE PROPOSAL BEFORE US BY DENMARK, NORWAY, THE USA AND THE UK, TO READ AS FOLLOWS: (HERE DR NEEDLER READ TEXT).

MR CHAIRMAN, CDA DOES NOT/NOT BELIEVE THAT THE REDUCTION OF THE CATCH IN GREENLAND WATERS, WHICH WE HAVE JUST PROPOSED, IS IN ITSELF AN ADEQUATE CONSERVATION MEASURE TO RESCUE THE STORKS OF

...4

PAGE FOUR 2132 UNCLAS

SALMON FROM THEIR PERILOUS CONDITION. CDA INTENDS TO DISCUSS THE
PROBLEM WITH THE GOVTS CONCERNED WITH ATLANTIC SALMON, HOPING
TO REDUCE THE CATCH IN THE GREENLAND INSHORE WATERS TO A MORE
ACCEPTABLE LEVEL. TEXT ENDS.

302143Z 800

8/13/14

EXTERNAL AFFAIRS



AFFAIRES

TO/A F. 7. 6
FROM/DE: ACRD
JUN 22 1972
ATT'N: Mr. B. Higgins

TO
A
The Under-Secretary of State for
External Affairs (FLO), Ottawa

FROM
De
The Canadian Embassy
Copenhagen

REFERENCE
Référence

SUBJECT
Sujet
Salmon Dispute - Editorial re
Canadian Scientists

SECURITY
Sécurité
UNCLASSIFIED

DATE
June 9, 1972

NUMBER
Numéro
166

939

FILE	DOSSIER
OTTAWA	
25-5-7-2-Adm.	
MISSION	25-5-7-25

cc. 35-5-5-CLADEN

ENCLOSURES
Annexes

DISTRIBUTION

GEC

Sent to
Art May
DOE
23/6/72

We enclose a copy of a self-explanatory article on the above subject which appeared in Berlingske Tidende on June 9. As you know we called on the editor of this influential newspaper a few weeks ago to discuss some questions of fact in some of their reporting of the dispute.

comment².

We are therefore drawing the enclosed article to your attention. If it is not factually correct or seems overly slanted, you may wish to provide us with the necessary information with which to approach the newspaper again.

The Embassy

RECEIVED
JUN 11 1972
DEPT. OF EXTERNAL AFFAIRS
OTTAWA

FLO

10-11-72
10-11-72

CONFIDENTIAL - I

EVERYONE HAS THE RIGHT TO KNOW THE TRUTH
AND FOR THAT REASON THE GOVERNMENT MUST
BE OPEN AND HONEST IN ITS DEALINGS WITH THE
PEOPLE. IT IS THE RESPONSIBILITY OF THE
GOVERNMENT TO PROVIDE THE PEOPLE WITH THE
FACTS AND TO LISTEN TO THEIR OPINIONS.

THE GOVERNMENT OF CANADA IS COMMITTED TO
THE PRINCIPLES OF DEMOCRACY AND
TRANSPARENCY. IT WILL CONTINUE TO
WORK TO IMPROVE ITS RELATIONS WITH THE
PEOPLE AND TO ENSURE THAT THE
GOVERNMENT IS ACCOUNTABLE TO THE
PEOPLE.

RECEIVED
MAY 23 1972
The Legal Operations Division
Department of External Affairs

Mr. Cornett.

Mr. Robertson (2).

TRANSLATION

"Berlingske Tidende", Friday, June 9, 1972, Sect. 1, back p.

SALMON - CANADA. Ref.: Press Summary June 9, 1972, paras 11-13.

20 inches.

Headline: Nature may be the reason for decline of salmon - Canadian scientists.
Doubt about (the justification of) condemnation of Denmark.

Two Canadian scientists feel that the explanation of the disappearance of salmon from Canadian rivers may be more complicated than the one advanced by Mr. Jack Davis, Canadian Minister of the Environment, i.e. that Danes take all salmon off Greenland.

Their reports, submitted at the 90th annual meeting of the Royal Society of Canada at St. John's, Newfoundland, thus intervene in the current dispute between Copenhagen and Ottawa.

At the recently concluded meeting of the International Commission on Northwest Atlantic Fisheries at Washington, Canada, the only country to do so, maintained her opposition to a Danish American salmon agreement whereby Danes will discontinue pelagic fisheries off Greenland after 1975. The Canadians demanded the immediate introduction of a complete ban, and introduced themselves such a measure in respect of 40 per cent of their own fisheries.

Dr. F.R. Hayes of Dalhousie University, former chairman of the Canadian Fisheries Research department, said that mysterious forces, of which too little was known, might influence the life cycle of salmon. Dr. Max Dunbar of Mc Gill University's Department of Marine Biology, who is also head of the Bedford Institute's Oceanographic Examinations of the Gulf of St. Lawrence, Dartmouth, said that he felt it was difficult to believe that knowledge of the resorts of salmon in the Labrador Sea and off Greenland was a new discovery. -In the current Canadian debate, these statements are considered of importance, as Canadian scientists are involved in examinations of the salmon population in the three most important rivers of New Brunswick where it is thought to have been halved in the course of 2-3 years. Their statements are also of importance to Denmark whose fisheries have so far been mentioned as being the main reason for the decline in question.

Dr. Hayes mentioned that this might be due to periodical cycles of many live organisms. These cycles should be studied in detail. Dr. Dunbar said that spraying with chemicals in Canadian forests close to the spawning rivers of salmon had proved to affect the fish population.

He stated/ 2./

- 2 -

He stated that a more likely explanation of the decline of the population was that the life of salmon was dictated by cyclic events, in part unknown, based on sea-currents, the contents of phosphate of the water, and the contents of plankton. This might have changed the resorts of that fish.

- We have a good deal to learn about these subjects, and only detailed scientific detective work, which requires time, will assist us in understanding them.

According to diplomatic sources at Ottawa, pressure from the Canadian Government and private salmon fishermen on the Danes seems to have lessened after the fishery meeting at Washington at which the Danish American salmon agreement was confirmed internationally. However, if the outcome of the investigations made in Canadian rivers leads to an understanding between Canadian and American circles, this may result in fresh pressure being applied in order to cause the settlement to be revised.

Source: Al.

June 9, 1972.

file✓
diary
div
GEO
MIN
PDM
FPR
FAI
PAG
PARL SEC

FLO/M.B. PHILLIPS/jb

CONFIDENTIAL

June 14, 1972

25-5-72-SALMON	

MEMORANDUM FOR THE MINISTER

"Return to FLO" ~~DS~~

Atlantic Salmon: Correspondence with Denmark

On May 26, 1972, Mr. Lundrigan inquired in the House whether the Danish Government had been contacted immediately after the closure of Canadian salmon fishery operations on our Atlantic coast to outline "what we had done and requesting the withdrawal of that country from the fishery". He also asked if the documentation will be tabled.

2. Your colleague, Mr. Davis, replied that there had been "some correspondence which I would be glad to make available to the honourable member". It is the view of Environment officials that Mr. Davis had in mind the diplomatic Note passed to the Danish Embassy on May 5. (In a letter of May 15, you passed a second Note of representation to Mr. Davis, in draft, for comment by him. This draft Note was intended as a second representation dealing with the discussions contemplated at the ICNAF meeting. As we did not receive the views of Mr. Davis until after this meeting had ended, the second Note was not handed to the Danes.)

3. We have instructed Environment officials not to table the Note of May 5 or pass it to Mr. Lundrigan pending your consideration of the matter. As you are aware diplomatic Notes are not routinely made public but there is no major obstacle to doing so. If it were decided to do so in this case we would wish to inform the Danish Government in advance as a matter of courtesy. It must be kept in mind, however, that should the Note be released the Opposition might allege that the text of the Note does not ^{fully} conform with your statement in the House on May 3, that "the representations that Canada has made to Denmark on this matter are, in my time, quite unprecedented. These are the strongest representations that have ever been made by Canada on a commercial matter to any Government in the world". While strong representations have indeed been made, they are not in the main contained in the Note under reference but rather were voiced through meetings between Mr. Davis and Danish officials over the past year, and through our spokesmen at international meetings such as ICNAF.

4. If the matter is raised with you in the House, it might satisfy Mr. Lundrigan's inquiry if he was assured that a Note was passed to the Danes taking up the points he raised. A suggested reply for possible use in the House is attached with this possibility in mind. However, should you choose to release the Note, a supplementary suggested reply is attached related to your May 3 statement in the House.

A. E. RITCHIE

A.E.R.

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FLO/M.B. PHILLIPS/jb

June 14, 1972

ANTICIPATED QUESTION
HOUSE OF COMMONS

Atlantic Salmon : Correspondence With Denmark

QUESTION:

The Minister of the Environment undertook, on May 26, 1972, to make available correspondence with the Danish Government on the Atlantic salmon dispute. Would the Secretary of State for External Affairs comment?

ANSWER:

A diplomatic note was passed to the Danish Embassy in Ottawa on May 5, 1972. I can assure the House that the note did bring to the attention of the Danish Government the closure of commercial fishery operations off our Atlantic coast and in view of this drastic action requested the Government of Denmark to re-examine its position.

SUPPLEMENTARY
QUESTION:

How does the Secretary of State for External Affairs reconcile this note with his statement in the House on May 3, 1972, that "these are the strongest representations that have ever been made by Canada on a commercial matter to any government in the world".

ANSWER:

The note of May 5 (after my statement in the House) formally brought to the attention of the Danish Government actions taken by the Canadian Government and Parliament, and re-emphasized the views of the Canadian Government. Our representations are not always contained in diplomatic correspondence alone. Our views on Atlantic salmon had earlier been forcefully put to the Government of Denmark on numerous occasions during the past year at international meetings and, more importantly, at bilateral discussions with Danish officials.

FLO/M.B. Phillips/jb

fiel✓
diary

FLP - Mr. Beesley

CONFIDENTIAL

FLO - Mr. Phillips

June 28, 1972

Atlantic Salmon

ACRL

25-5-7-2-Salmon
9

Mr. Bacon
Mr. Kirsch

The Atlantic salmon issue will, I believe, continue to attract public attention in Canada because of the diverse interested sectors of the public (the commercial fishermen, the sports/fishermen and the conservationists). The focal point will obviously be continued Danish fishing and the public issue, if left to choose its own course, could become an even more difficult problem in our relations with Denmark.

2. I would suggest that the Canadian Government should initiate some further action to emphasize to the Danes that we do not view the recent ICNAF decision as having closed the matter.

3. One difficulty, as I see it, is that the claims and counterclaims of both sides are becoming somewhat formalized and what I think we should do to try and break the pattern is invite the Danish Ministers for Fisheries and Greenland to Canada for a first hand look at our problems. To have the most useful impact this visit would best take place before the autumn when the Danish Parliament will be considering the salmon decision adopted by ICNAF. Should Ministers not be available we might indicate we would be equally willing to receive lesser officials and I think it would be a useful twist if industry on both sides were involved.

4. Our objective, it might be explained to the Danes, would not be to scuttle the ICNAF agreement but rather to improve and refine it. While it may be utterly impossible to obtain Danish agreement to our immediate ban on high seas fishing we might seek to obtain some reductions in the yearly high seas catches contemplated by Denmark for the years up to 1976. We might even break some new ground by attempting to work out some mechanism for consultations which would allow for the salmon catch in Greenland waters but making the size of the catch each year subject to the condition of the stocks. (The ICNAF agreement proposes that the catch for the next years be set at 1100 metric tons.) I am aware, of course, that permitting the Greenland catch would be a variant on our anadromous fish theme but Mr. Davis has acknowledged (in his discussion with the Americans on May 15, 1972) that we might consider some arrangements with the Greenlanders.

....2

CONFIDENTIAL

- 2 -

5. I think an exercise of this sort could be framed in such a way that it would smooth any bilateral rough edges rather than make things more difficult even if no elements of agreement emerged. We could, of course, make the point in suggesting a visit that we were doing so confident that these talks would serve to further each sides understanding of the other's point of view.

M. B. PHILLIPS

M.B. Phillips

CHENEAU BOND
MADE IN CANADA

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FLO/M.B. PHILLIPS/jb

Mr. Bacon

RESTRICTED

Mr. Phillips

June 30, 1972

Salmon Negotiations with United States

ACRL
25-5-7-2 - salmon
91

Mr. Beesley
Mr. Kirsch

I had lunch with Cliff Levelton today and among the matters which we discussed was our on-going talks with the U.S. on salmon. Cliff told me that he will be going to Vancouver on August 10/11 for further discussions with the Advisory Committee and he would be grateful for our participation in the meeting. Leonard's memorandum discussing his participation at the last session (as well as Bill Montgomery's internal memo on the Fraser River convention) would alert you to the rather important issues involved.

2. Subject to Mr. Beesley's views, and your own, I think it would be best if you could undertake to attend this meeting - and perhaps continue with the subject if possible. We will have to keep close tabs on this subject and for continuity sake I think it important that we do not have this subject jumping from officer to officer.

3. Mr. Levelton is going on vacation today for a month but he said he would call you upon his return at the end of July.

M. B. PHILLIPS

M.B. Phillips

Date

APR 11 1978

File No./Dossier no

Document disclosed under the Access to Information Act
Document divulgué en vertu de la Loi sur l'accès à l'information

FORM "E"
FORMULAIRE

CHECKLIST - PREPARATION OF SUBSTANTIVE FILES FOR MICROFILMING
LISTE DE CONTROLE - EXAMEN DE DOSSIERS - MATIERES POUR FINS DE MICROPHOTOGRAPHIE

25-5-7-2-SALMON

Subject/Sujet

Vol. No.

2

Boundaries - Water - High Seas Fisheries - High Seas Salmon Fisheries

Date
From/De

April 1, 1971

Date
To/À

June 30, 1972

CLERK/COMMIS

ANALYST/ANALYSTE

Transmital slips, action request forms and envelopes destroyed	Items misfiled sent to ACRC	Straight copies destroyed	Ephemeral items sent to ACRR	Items reclassified	Copies of drafts etc. destroyed	Items reclassified	Items reclassified	Double de projets, etc. détruits	BOOKLETS, PAMPHLETS, RECORDINGS, LEGAL DOCUMENTS, CLIPPINGS, BRIEFINGS, NATO, U.N. AND SPECIALIZED AGENCIES DOCUMENTS, ETC. PHOTOGRAPHS	LIVRETS, PAMPHLETS, ENREGISTREMENTS MAGNÉTIQUES, DOCUMENTS JURIDIQUES, COUPURES DE JOURNAUX, CAHIERS D'INFORMATIONS GÉNÉRALES, DOCUMENTS DE L'OTAN, DES N.U. ET D'AGENCES SPÉCIALISÉES, ETC. PHOTOGRAPHIES	Size and clarity Dimension et qualité								
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EXT 152

WORK COMPLETED
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TRAVAIL COMPLÉTÉ
PAR ACRX

APR 11 1978

APR 11 1978

Date

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Date

Date

Signature

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Signature

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FORM "A"
FORMULAIRE "A"

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FICHE DE SERVICE DE L'UNITE DE PERFECTIONNEMENT DES ARCHIVES

..... Please take action on the attached items as indicated:
S.V.P. donner suite aux items ci-joints tel qu'indiqué ci-dessous:

ACRC

1. File/ Classer
2. Keep in appropriate file pocket in Randtriever.
Retenir au Randtriever dans pochette appropriée.
3. Keep in special container for tapes.
Retenir dans classeur spécial pour bandes magnétiques.

ACRD

1. Amend index and refer to ACRC for filing.
Modifier index et transmettre à ACRC pour mise au dossier.

ACRA

1. Open new file as follows and advise Division concerned.
Ouvrir nouveau dossier selon les directives ci-dessous et aviser Direction concernée.

No.

TITLE/TITRE

ACRR

1. Ephemeral material for disposal.
Suite à donner à correspondance éphémère.

ACRX

1. Trailer fiche to be made.
Préparer fiche auxiliaire.
2. CAUTION: Flagged item typed on both sides.
ATTENTION: papillon indique texte dactylographié sur deux côtés.

ACRE

1. For reproduction - one copy.
A reproduire - une copie.

TYPIST

1. Retype, check and return.

DACTYLO

Redactylographier, vérifier et retourner.

EXT 153

APR 11 1978

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DO NOT ADD ANY MORE PAPERS — NE PAS AJOUTER DE DOCUMENTS

FOR SUBSEQUENT CORRESPONDENCE SEE — POUR CORRESPONDANCE ULTÉRIEURE VOIR

FILE NO. — DOSSIER N°	VOLUME
25-5-7-2-SALMON	3