

Department of External Affairs
CLASSIFIED

~~File No. 25-5-7-2-SALMON-1~~

Subject: **PUBLIC ARCHIVES RECORDS CENTRE** Vol. **4**
BOUNDARIES - WATER -
ARCHIVES PUBLIQUES

Subject: BOUNDARIES- WATER-

DEPOT DES ARCHIVES
HIGH SEAS- FISHERIES-







INTERNATIONAL PACIFIC SALMON

FISHERIES COMMISSION- CANADA-USA

4 MAR/64

To ~~REG~~ 81/67

References to Related Files

File No.	Subject
<p>    </p>	<p>    </p>

PUBLIC RECORDS ORDER

P.C. 1966 - 1749 - AUTHORITY

PUBLIC ARCHIVES APPROVALS

NOS 68/001 & 69/063

RETENTION PERIOD AND DISPOSITION

AND... THEN TRANSFER TO P.A.C.
FOR SELECTIVE RETENTION

DIVISIONAL SYMBOL

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~~K-100-302~~

001295

PAPERS IN REVERSE ORDER

001296

Department of External Affairs

ACRX

CLASSIFIED

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

Subject:

PUBLIC ARCHIVES RECORDS CENTRE

DEPOT DES ARCHIVES PUBLIQUES

BOUNDARIES - WATER -
HIGH SEAS - FISHERIES -

OTTAWA

Vol. 1
From MAR/64
To AUG/81/67

INTERNATIONAL PACIFIC SALMON

FISHERIES COMMISSION - CANADA-USA

References to Related Files

File No.

Subject

CLOSED

DEPARTMENT OF EXTERNAL AFFAIRS, CANADA.

NUMBERED LETTER

TO: THE UNDER-SECRETARY OF STATE FOR
EXTERNAL AFFAIRS, OTTAWA, CANADA.

FROM: THE CANADIAN EMBASSY
WASHINGTON, D.C.

Reference:

Subject: Convention for the Protection, Preservation
and Extension of the Sockeye Salmon
Fisheries in the Fraser River System:
Protocol of December 28, 1956.

Security: UNCLASSIFIED

No: 188

Date: March 4, 1964.

Enclosures: 1

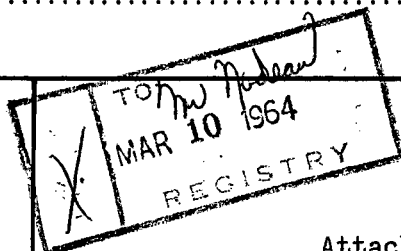
Air or Surface Mail:

Post File No:

Ottawa File No.

25-5-7-SALMON
-FACIAR-1

References



Attached is a copy of a Note from the Department of State dated February 28, 1964, asking for the views of the Canadian Government on the postponement of the meeting of the Parties under the Protocol which should take place, according to the Convention, before July 3 of this year.

2. May we be informed of the reply which might be made to the attached Note.

*h
ph*

H.B. Robinson

The Embassy

The Secretary of State presents his compliments to His Excellency the Ambassador of Canada and has the honor to refer to the Protocol amending the Convention for the Protection, Preservation and Extension of the Sockeye Salmon Fisheries in the Fraser River System, which protocol was signed at Ottawa on December 28, 1956 on behalf of the Governments of Canada and the United States of America and entered into force July 3, 1957.

The Protocol extends the application of the provisions of the Convention to pink salmon and provides that the Parties shall conduct a coordinated investigation of the pink salmon stocks which enter the waters described in Article I of the Convention. The Protocol also provides that the Parties shall meet in the seventh year of its entry into force to examine the results of the investigation and to determine what further arrangements for the conservation of pink salmon stocks of common concern may be desirable.

-2-

Since the seventh year after entry into force of the Protocol began on July 3, 1963 the date for the meeting of the Parties referred to falls prior to July 3, 1964. It is noted, however, that the results of the coordinated investigation of the pink salmon stocks became available to the United States Government only in late February 1964. This circumstance, in the view of the United States Government, raises the question as to whether sufficient time will remain prior to the end of the seventh year for adequate study of the research results and for other necessary preparations for the specified meeting of the Parties.

The United States Government suggests, therefore, that it would be appropriate for the Parties to consider a postponement of the meeting until a mutually agreeable time after the end of the seventh year of the Protocol. The views of the Government of Canada on this matter would be appreciated.

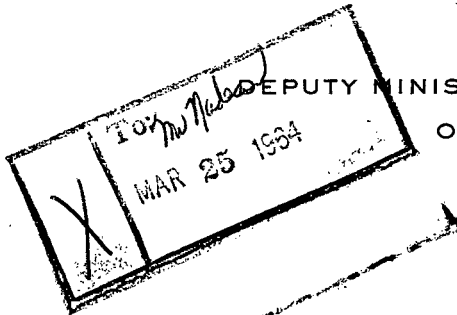
001300



CANADA

DEPUTY MINISTER OF FISHERIES

OTTAWA 8,



March 20, 1964.

File
103

The Under-Secretary of State
for External Affairs,
O t t a w a.

Dear Sir:

This will acknowledge your letter of March 13 with which you forwarded for our consideration a copy of a Note from the United States Department of State dated February 28 proposing a postponement of the meeting of the Parties under the Protocol to the Convention for the Protection, Preservation and Extension of the Sockeye Salmon Fisheries in the Fraser River System.

It would be very difficult for us to meet with representatives of the United States Government before July 3 as required under the terms of the Protocol referred to above and it would be appreciated if you would reply to the Note indicating that the Government of Canada agrees to postponement of the meeting until a mutually agreeable time can be arranged sometime after the end of the seventh year of the Protocol.

Yours very truly,

A.W.H. Needler,
Deputy Minister.

Pal

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

s.23

TO
À U.S.A. Division

FROM
De Legal Division

REFERENCE
Référence

SUBJECT
Sujet Expiry of bilateral agreements.

SECURITY
Sécurité

Unclassified

DATE

January 27, 1965.

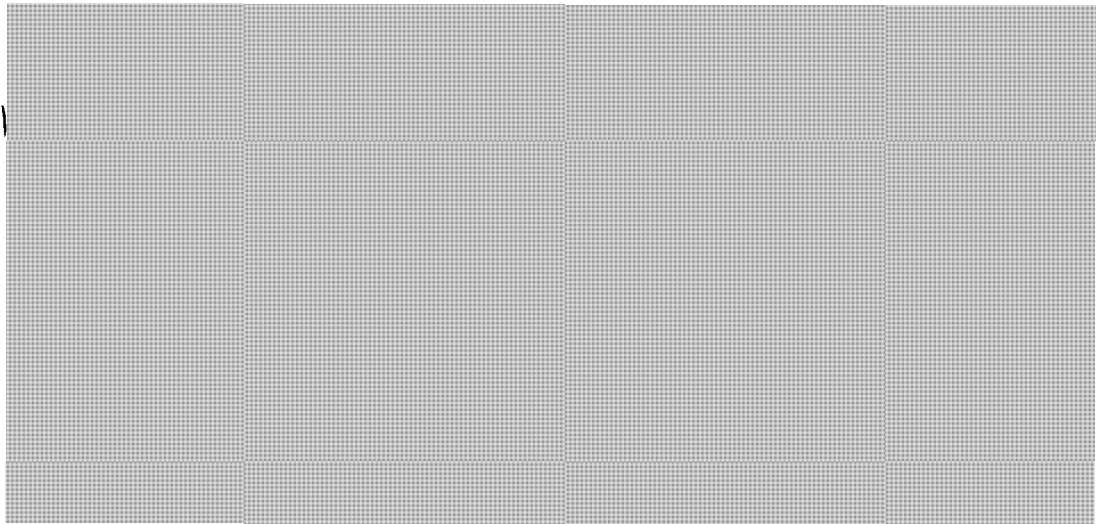
NUMBER
Numéro

FILE	DOSSIER
OTTAWA	
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MISSION	33

ENCLOSURES
Annexes

DISTRIBUTION

File 25-5-7-Pac-1
P.O.



Enclaves placed
in file point

[Signature]
Legal Division

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.

The Secretary of State has the honor to transmit
the following information with reference to the Department
of State's circular note dated July 2, 1964, concerning
conditional acceptances by the Government of the Union
of Soviet Socialist Republics of a proposed trawl fishery
regulation for sub-area 4 transmitted with the Department
of State's circular note of July 24, 1961, and of proposed
trawl fishery regulations for sub-areas 1, 2, 3, 4, and
5 transmitted with the Department of State's circular
notes of July 30, 1963 and September 30, 1963:

With respect to the aforementioned conditional
acceptances: the British Chargé d'Affaires ad interim
notified the Secretary of State by a note dated August 17,
1964, received on August 18, 1964, that the conditional

United Kingdom; the Chargé d'Affaires ad interim of
Canada notified the Secretary of State by a note dated
August 21, 1964, received on August 24, 1964, that the
conditional acceptances are "acceptable" to the Government
of Canada; the Embassy of Italy notified the Department
of State by a note dated August 24, 1964, received on
August 27, 1964, that the conditional acceptances are
"acceptable" to the Government of Italy; the Ambassador
of Norway notified the Secretary of State by a note dated
September 3, 1964, received on September 4, 1964, that
the Government of Norway has "no objection" to the
conditional acceptances; and the Embassy of the Federal
Republic of Germany notified the Department of State by
a note dated November 3, 1964, received on November 6,
1964, that the Government of the Federal Republic of
Germany "consents" to the conditional acceptances.

With respect to the aforementioned conditional
acceptance of the proposed trawl fishery regulations for
sub-areas 1, 2, 3, 4, and 5 transmitted with the

Department

and September 30, 1963, the Government of the United States of America wishes to inform the Governments concerned that it is not prepared to express its views on the conditional acceptance pending receipt of clarification of the intent of the Government of the Union of Soviet Socialist Republics, which clarification has been requested of the Embassy of the Union of Soviet Socialist Republics. The note from the Embassy of the Union of Soviet Socialist Republics states that the Soviet Government accepts the amendments on condition that the rules set forth therein may be changed correspondingly to apply to Soviet trawlers with stern trawl, as provided for with regard to English trawlers with stern trawl. The United Kingdom has made no reservation in accepting the 1963 proposals; the United Kingdom did, however, accept previous regulations on the condition that the United Kingdom could make such modifications as might be necessary to suit the operation of stern trawlers. Consequently, a question arises as to whether the Soviet conditional acceptance is intended

to exempt

- 4 -

to exempt Soviet stern trawlers completely from Commission decisions on chafing gear.

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

Department of State,

Washington, December 9, 1964.

001306

USA DIVISION/D.H.BURNEY/nw

Referred to:

cc: Ottawa

DM/Fisheries (Dr. Sprules)

European Div.

Economic Div.

Legal Div.

No. _____

The Canadian Ambassador presents his compliments to the Secretary of State and has the honour to refer to the Department of State's circular note of December 9, 1964 concerning the reaction of various governments to the conditional acceptances by the Government of the Union of Soviet Socialist Republics of certain regulations under the International Convention for the Northwest Atlantic Fisheries of February 8, 1949.

The information contained in the Department of State's circular note of December 9, 1964 has been forwarded to the Canadian Government.

Washington, D.C.
December 15, 1964.

001307

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.

In accordance with the provisions of paragraph 7 of Article VIII of the Convention, the Secretary of State has the honor to transmit the following information:

I.

Reference is made to the Department of State's circular note dated July 24, 1961, which transmitted for the consideration of the Contracting Governments proposals for international regulation of trawl fishery for ground-fish in sub-areas 1, 2, and 3, and for cod, haddock, and flounders in sub-area 4 of the Convention area. Reference is made also to the Department of State's circular note

dated

2 July 1964

tion of the Contracting Governments proposals for international regulation of trawl fishery for groundfish in sub-areas 1, 2, and 3, for cod, haddock, and flounders in sub-area 4, and for cod and haddock in sub-area 5, and the revisions to those proposals transmitted with the Department of State's circular note dated September 30, 1963. With respect to the aforementioned proposals, the Embassy of Denmark notified the Department of State by a note dated May 20, 1964, received on May 21, 1964, that "the proposed amendments to the Regulation of Trawl Fishery in sub-areas 1, 2 and 3 adopted by the International Commission for the Northwest Atlantic Fisheries at its meetings on June 10, 1961 and June 7, 1963 are acceptable to the Danish Government."

II.

With reference to the aforementioned proposals transmitted with the Department of State's circular note of

July 30, 1963,

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

July 30, 1963, and the revisions thereto transmitted with the Department of State's circular note dated September 30, 1963, the Embassy of Italy notified the Department of State by a note dated May 22, 1964, received on May 25, 1964, that "the proposed amendments are acceptable to the Italian Government."

III.

Reference is made to the Department of State's circular note dated October 5, 1961, which requested that the Government of the United States of America be informed of the views of the Governments concerned with respect to the condition subject to which the Government of the Union of Soviet Socialist Republics accepted a proposed amendment to the international regulation for trawl fishery for cod and haddock in sub-area 3 of the Convention area, which proposed amendment had been transmitted with the Department of State's circular note of October 9, 1957. On May 28, 1964 a notification was deposited in the archives of the

Department

which the Union of Soviet Socialist Republics accepted the
aforesaid proposed amendment is acceptable to the Govern-
ment of the United States of America.

IV.

Reference is made to the Department of State's circu-
lar note dated April 23, 1962, which requested that the
Government of the United States of America be informed of
the views of the Governments concerned with respect to the
understanding subject to which the Government of the United
Kingdom of Great Britain and Northern Ireland accepted the
proposed trawl regulations for sub-areas 1, 2, and 3, as
transmitted with the Department of State's circular note
of July 24, 1961. On May 28, 1964 a notification was
deposited in the archives of the Department of State
stating that the understanding subject to which the United
Kingdom accepted the aforesaid proposed regulations is
acceptable to the Government of the United States of America.

V. Reference

trawl fishery regulations, and revisions thereto, transmitted with the Department of State's circular notes of July 24, 1961, July 30, 1963, and September 30, 1963, as well as to the circular note of April 23, 1962 regarding the United Kingdom acceptance subject to an understanding. In this connection, the Embassy of the Union of Soviet Socialist Republics notified the Department of State by a note, dated May 8, 1964, reading in translation as follows:

"The Embassy of the Union of Soviet Socialist Republics presents its compliments to the Department of State and, in accordance with Para. 7 of Article VIII of the International Convention for the Northwest Atlantic Fisheries signed at Washington on February 8, 1949, has the honor to communicate the acceptance by the Soviet side of the Regulations for trawl-fishing for cod, haddock, and flounder in sub-region no. 4 of the area agreed upon, adopted on June 10, 1961, by the International Commission for the Northwest Atlantic Fisheries.

"The said regulations are accepted by the Soviet side on condition that their provisions

may be

trawlers with stern trawl operating in sub-region no. 4 of the area agreed upon, as provided for with regard to English trawlers with stern trawl in accordance with the note of January 25, 1962 from the Embassy of Great Britain to the Department of State of the USA. The Soviet side is also in agreement with the position of the Government of Great Britain set forth in the said note of the Embassy of Great Britain with regard to regulating the fastening of surface net covers (chafers) used by trawlers with stern trawl.

"In addition, the Soviet side has approved the amendments adopted on June 7, 1963 by the Commission with regard to the Regulations of trawler fishing for bottom fish in sub-regions nos. 1, 2, and 3; to trawl-fishing for cod, haddock, and flounder in sub-region no. 4, and trawl-fishing for cod and haddock in sub-region no. 5 of the agreed area.

"The said amendments are accepted by the Soviet side on condition that the rules set forth therein may be changed correspondingly to apply to Soviet trawlers with stern trawl, as provided for with regard to English trawlers with stern trawl."

A copy of the Soviet Embassy note is enclosed.

The foregoing

the request that the Government of the United States of America be informed of the views of the Governments concerned with respect to the condition subject to which the Government of the Union of Soviet Socialist Republics has accepted the proposed trawl fishery regulations for sub-area 4, transmitted with the Department of State's circular note of July 24, 1961, and the proposed trawl fishery regulations for sub-areas 1, 2, 3, 4, and 5, and revisions thereto, transmitted with the Department of State's circular notes of July 30, 1963 and September 30, 1963.

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

Enclosure:

Copy of Soviet Embassy
note dated May 8, 1964.

Department of State,

Washington, July 2, 1964.

свидетельствует свое уважение Государственному Департаменту и в соответствии с пунктом 7 статьи УШ Международной Конвенции о рыболовстве в северо-западной части Атлантического океана, подписанной в Вашингтоне 8 февраля 1949 года, имеет честь сообщить о принятии Советской стороной Правил тралового лова трески, пикши и камбалы в подрайоне 4 конвенционного района, принятых Международной Комиссией по рыболовству в северо-западной части Атлантического океана 10 июня 1961 года.

Указанные правила принимаются Советской стороной при условии, что их положения можно будет соответственно изменять применительно к советским траулерам с кормовым тралом, ведущим промысел в подрайоне 4 конвенционного района, как это предусмотрено в отношении английских траулеров с кормовым тралом согласно ноте Посольства Великобритании Государственному департаменту США от 25 января 1962 года. Советская сторона также согласна с изложенной в упомянутой ноте Посольства Великобритании позицией Правительства Великобритании в отношении регулирования прикрепления верхних сетных покрытий /чефферов/, применяемых траулерами с кормовым тралом.

Кроме того, Советская сторона одобрила принятые Комиссией 7 июня 1963 года поправки к Правилам тралового лова донной рыбы в подрайонах 1, 2 и 3; тралового лова трески, пикши и камбалы в подрайоне 4 и тралового лова трески и пикши в подрайоне 5 конвенционного района.

Указанные поправки принимаются Советской стороной при условии, что изложенные в них правила можно будет изменять применительно к советским траулерам с кормовым тралом, как это предусмотрено в отношении английских траулеров с кормовым тралом.

г.Вашингтон, "8" мая 1964 года.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO
A LEGAL DIVISION

FROM
De U.S.A. DIVISION

REFERENCE
Référence Your Memorandum to us of January 27, 1965

SUBJECT
Sujet Convention for the Protection, Preservation and
Extension of the Sockeye Salmon Fisheries on the
Fraser River System

SECURITY UNCLASSIFIED
Sécurité

DATE February 9, 1965.

NUMBER
Numéro

FILE	DOSSIER
OTTAWA 25-5-7-SACPAI	
MISSION	

ENCLOSURES
Annexes

DISTRIBUTION

2 With reference to your memorandum to us of January 27, 1965 entitled "Expiry of bilateral agreements", we enclose copies of an exchange of notes, dated February 28 and April 9, 1964, between the U.S. State Department and the Canadian Embassy in Washington. This exchange, as you will see, constitutes an agreement that the meeting called for in the Protocol amending the "Convention for the Protection, Preservation and Extension of the Sockeye Salmon Fisheries on the Fraser River System", be postponed "until a mutually agreeable time can be arranged."

2. We regret that you were not supplied with this information at an earlier date.

P.D. Brad

U.S.A. Division

BEST ORIGINAL AVAILABLE
MEILLEUR ORIGINAL

no. 176

The Canadian Ambassador presents his compliments to the Secretary of State and has the honour to refer to the Secretary's Note of February 28, 1964 concerning the Protocol amending the Convention for the Protection, Preservation and Extension of the Skeena Salmon Fisheries in the Fraser River System which came into force on July 3, 1957.

The Government of Canada agrees to the postponement of the meeting called for in the Protocol until a mutually agreeable time can be arranged.

H. B. ROBINSON

Washington, D.C.,
April 9, 1964.



001317

BEST ORIGINAL AVAILABLE
MEILLEUR ORIGINAL

The Secretary of State presents his compliments to His Excellency the Ambassador of Canada and has the honor to refer to the Protocol amending the Convention for the Protection, Preservation and Extension of the Sockeye Salmon Fisheries in the Fraser River System, which protocol was signed at Ottawa on December 28, 1956 on behalf of the Governments of Canada and the United States of America and entered into force July 3, 1957.

The Protocol extends the application of the provisions of the Convention to pink salmon and provides that the Parties shall conduct a coordinated investigation of the pink salmon stocks which enter the waters described in Article I of the Convention. The Protocol also provides that the Parties shall meet in the seventh year after its entry into force to examine the results of the investigation and to determine what further arrangements for the conservation of pink salmon stocks of common concern may be desirable.

Since the seventh year after entry into force of the Protocol began on July 3, 1963 the date for the meeting of the Parties referred to falls prior to July 3, 1964. It is noted, however, that the results of the coordinated investigation of the pink salmon stocks became available to the United States Government only in late February 1964. This circumstance, in the view of the United States Government, raises the question as to whether sufficient time will remain prior to the end of the seventh year for adequate study of the research results and for other necessary preparations for the specified meeting of the Parties.

The United States Government suggests, therefore, that it would be appropriate for the Parties to consider a postponement of the meeting until a mutually agreeable time after the end of the seventh year of the Protocol. The views of the Government of Canada on this matter would be appreciated.

Department of State,

Washington.

February 28, 1964

BEST ORIGINAL AVAILABLE
MEILLEUR ORIGINAL

001319

Diary
Circ.
File

USA DIVISION/P.F. WALKER/sm

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO
A The Canadian Embassy,
Washington, D.C.

FROM
De The Under-Secretary of State for External Affairs,
Ottawa, Ont.

REFERENCE
Référence

SUBJECT
Sujet Report of Committee on
Conservation of Salmon Stocks

SECURITY
Sécurité CONFIDENTIAL

DATE February 24, 1965

NUMBER
Numéro X - 162

FILE	DOSSIER
OTTAWA	SALMON
MISSION	25-5-7-3-10-11-1 33

ENCLOSURES
Annexes

DISTRIBUTION

Attached for your consideration and appropriate action is a copy of a self-explanatory letter of February 16, 1965, which we have received from the Deputy Minister of Fisheries.

2. Dr. Needler requests our Department to advise the appropriate officials in Washington that it will be necessary for the Canadian Government to release the report of the Canadian section of the Committee at an early date. He also asks us to point out that it will be preferable to release all the documents at one time and asks us to ascertain whether they have any objection to the release of the report of the Committee and the separate reports prepared by the two National Sections.

3. We would appreciate a reply at your earliest convenience, perhaps, by telegram.

W. A. BRIDGES

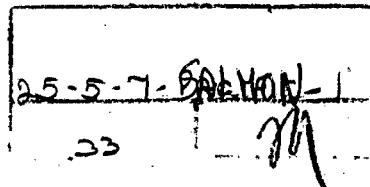
Under-Secretary of State
for External Affairs

MB

ACTION COPY

✓cc. DM/Fisheries

USA DIVISION/P.F. WALKER/sm



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over

FM WASHDC MAR8/65 RESTR

TO EXTERNAL 737 PRIORITY

INFO DM/FISHERIES PRIORITY DE OTT

REF YOURLET X162 FEB24

REPORT ON CTTEE ON CONSERVATION OF SALMON STOCKS

QUESTION OF RELEASE OF REPORT OF SEP21/64 ON CONSERVATION OF
SALMON STOCKS RAISED WITH STATE DEPT LAST WEEK. TODAY WE RECEIVED
VERBAL ASSURANCE THAT USA AUTHORITIES HAVE NO RPT NO OBJECTION TO
RELEASE OF THIS REPORT, TOGETHER WITH SEPARATE REPORTS PREPARED
BY NATIONAL SECTIONS. NOTE CONFIRMING THIS ASSURANCE EXPECTED
WITHIN A DAY OR TWO.



CANADA

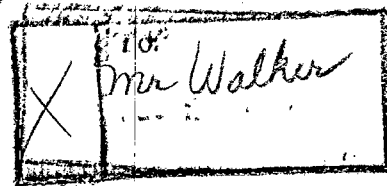
DEPUTY MINISTER OF FISHERIES
LE SOUS-MINISTRE DES PÊCHERIES

OTTAWA 8

25-5-7-SALMON-1

33

29



February 16, 1965.

The Under-Secretary of State
for External Affairs,
O t t a w a.

Dear Sir:

Pol

A resolution adopted at the "Second Conference on Co-ordination of Fisheries Regulations Between Canada and the United States of America" which was held in Vancouver, B.C. from April 21 to 24, 1959 contained a recommendation to the Governments of the United States and Canada that a Committee be established as soon as possible to consider problems of mutual concern related to the conservation and management of salmon stocks in Southeast Alaska and Northern British Columbia. Further it was recommended that the Committee subsequently recommend appropriate action to ensure continued effective conservation of these stocks of salmon. Appointments to such a Committee were made by Canada and the United States and the Committee held its first meeting on January 27, 1960 in Ketchikan, Alaska. Since that time the Committee has made a detailed study of the salmon problems of mutual concern in the designated area and submitted a report to the Governments on September 21, 1964 (copy enclosed). The main body of the report is composed of a brief history of the Committee's activities and of a summary of agreed results of the studies. A list of documents exchanged by the two Sections of the Committee is attached to the main report as Appendix 1. The main report resulted from consideration of two main technical reports prepared respectively by the Canadian and United States Sections of the Committee. The interpretations of

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- 2 -

results contained in the latter two reports are not necessarily agreed upon by both Sections and the differences which did occur are made quite clear in the summaries presented in the main report.

The Canadian fishermen and representatives of the Canadian fishing industry directly concerned with the fisheries in the study area have requested that copies of the Committee report be made available as soon as possible. The number of such requests continues to grow and at least the report prepared by the Canadian Section of the Committee should be released at an early date. We would prefer of course to release the main report which contains the agreed conclusions of both Sections of the Committee along with the separate reports prepared by the two National Sections as attachments to the report.

It would be appreciated if you would advise the United States State Department that because of the mounting interest in the information contained in the Committee's report expressed by all segments of the Canadian West Coast salmon fishing industry it will be necessary for the Canadian Government to release the report of the Canadian Section of the Committee at an early date. You could then point out to the Government of the United States that we would prefer to release all of the documents at one time and ask if they have any objection to the release of the report of the Committee and the separate reports prepared by the National Sections.

It would be appreciated if you would bring this matter to the attention of the Government of the United States at your earliest convenience in order that we will be able to reply to the requests received from our fishing industry within the next two or three weeks.

Yours very truly,



A. W. H. Needler,
Deputy Minister.

Encl.

diary
file ✓
circ.

25-5-7-SALMOND-1
10

March 17, 1965

The Deputy Minister,
Department of Fisheries,
Sir Charles Tupper Building,
Riverside Drive,
Ottawa

In reply to your letter of February 16, 1965,
concerning conservation of salmon stocks in Southeast Alaska
and Northern British Columbia, attached for your information
is a copy of a Note from the Department of State dated March
10, 1965.

You will note that the U.S. Authorities have no
objection to the release of the report of the Committee and the
separate reports prepared by the National Sections.

C. J. WOODSWORTH

for

Under-Secretary of State
for External Affairs

of the Canadian Embassy's note number 89 of March 4,
1965 concerning the publication of the report, with
connected documents, of the joint Committee established
to consider problems of mutual concern related to the
conservation and management of salmon stocks in
southeastern Alaska and northern British Columbia.

The United States authorities have no objection
to the release by the Canadian authorities of the
report of the Committee and the separate reports
prepared by the National Sections.

Department of State,

Washington, March 10 1965

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO A The Under-Secretary of State for External Affairs,
OTTAWA, Canada.

FROM Canadian Consulate General, SEATTLE, Washington.

REFERENCE
Référence

SUBJECT Fisheries: Damage to Alaska Fishery Resources from
Sujet 1964 Earthquake

SECURITY UNCLASSIFIED
Sécurité

DATE May 4, 1965.

NUMBER 165
Numéro

FILE	DOSSIER
OTTAWA	
25-5-7-SALMON-1	
MISSION	
26-1;	20-5-1 (OS) 77
CC 38-11-NOR AM	

ENCLOSURES 4
Annexes

DISTRIBUTION

Embassy
Washington

You will recall that, on March 27, 1964, an earthquake caused very serious damage in the state of Alaska. We are aware of the Department of Fisheries' interest in obtaining information about the extent of earthquake damage and its influence on fisheries' resources but accurate and comprehensive information on the subject has not been available (and final assessments are not available) because studies were not completed and because of the length of time necessarily needed to make an accurate evaluation. (The Department of Fisheries probably has seen the articles which appeared last year in the monthly magazine Pacific Fisherman giving preliminary estimates of damage to Alaskan fisheries' resources.)

2. The Alaska Department of Fish and Game has prepared a useful report entitled "Post Earthquake Fisheries Evaluation - An Interim Report on the March 1964 Earthquake effects on Alaska's Fishery Resources". This report, although dated January 1965, has just become available. As it appears to be as comprehensive and accurate a report as could be compiled under the circumstances and in the relatively short time since the earthquake we commend it to you. Four copies are attached.

[Signature]
Consulate General

File Pocket



CANADA

DEPUTY MINISTER OF FISHERIES
LE SOUS-MINISTRE DES PÊCHERIES

OTTAWA 8

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X	To:
	Mr. Helbert 20 1965

September 15, 1965.

The Under-Secretary of State
for External Affairs,
O t t a w a.

Dear Sir:

Arrangements are being made to meet with representatives of the Government of the United States in Washington, D.C. during the week of October 11 to review the Pink Salmon Protocol to the Convention between Canada and the United States of America for the Protection, Preservation and Extension of the Sockeye Salmon Fisheries in the Fraser River System as required under Article VI, paragraph 3 of the Protocol. In addition discussions will be held concerning salmon problems of mutual concern in the northern British Columbia and southern Alaska area.

The Canadian representation at these discussions will consist of myself as spokesman and approximately sixteen or seventeen advisers from the Department of Fisheries, the Fisheries Research Board of Canada and various segments of the fishing industry in the British Columbia area. It is my hope that a member of the Embassy staff in Washington may be available to sit in with the Canadian representatives at the meetings whenever possible.

It would be appreciated if you would advise our Embassy in Washington as soon as possible concerning these

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- 2 -

forthcoming meetings and arrange the necessary hotel accommodation at the Dupont Plaza Hotel or, if space is not available, at a downtown hotel such as the Statler. The reservations should include a suite which I would occupy and which would be used as a meeting room for the Canadian group and sixteen single rooms. It is expected that everyone will arrive by air on Saturday, October 9 and because some of the representatives will be coming from the West Coast I should think the reservations should be made for late arrivals on that date. As soon as we have more definite information concerning the names of the Canadian representatives and their expected arrival times in Washington I shall let you know so that this information may be made available to the hotel.

Yours very truly,



A.W.H. Needler,
Deputy Minister.



DEPUTY MINISTER OF FISHERIES
LE SOUS-MINISTRE DES PÊCHERIES

OTTAWA 8.

SALMON
25-5-7 Pacific
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C. H. H. 15

October 6, 1965.

The Under-Secretary of State
for External Affairs,
O t t a w a.

Dear Sir:

It would be appreciated if you would have our Embassy in Washington advise the United States State Department that the Canadian delegation to the Washington conference which will begin on Tuesday, October 12 to discuss the Pink Salmon Protocol and salmon problems of mutual concern in the northern British Columbia and southeastern Alaska area will be comprised as follows:

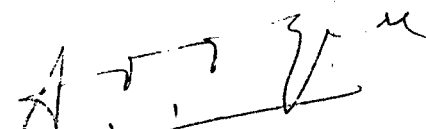
A.W.H. Needler	-	Department of Fisheries, Ottawa
S.V. Ozere	-	" " " "
W.M. Sprules	-	" " " "
W.R. Hourston	-	Department of Fisheries, Vancouver
C.R. Levelton	-	" " " "
P.A. Larkin	-	Fisheries Research Board of Canada, Nanaimo
F.C. Withler	-	" " " " " "
M.R. Shepard	-	" " " " " "
A.S. Hourston	-	" " " " " "
K.V. Aro	-	" " " " " "
J. McDonald	-	" " " " " "
D.F. Miller	-	Fisheries Association of B.C., Vancouver
R.L. Payne	-	" " " " " "
R.I. Nelson	-	" " " " " "

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- 2 -

H. Stevens	- United Fishermen and Allied Workers' Union, Vancouver
W. Paulik	- " " " " " "
T.B. Suzuki	- " " " " " "
G. Williams	- Native Brotherhood of B.C., Vancouver
R. Stanton	- Pacific Trollers Association, Surrey, B.C.
C. Clark	- Fishing Vessel Owners' Association, Vancouver
C. Giske	- Prince Rupert Fishermen's Co-operative Association, Prince Rupert, B.C.

Yours very truly,


S.V. Ozere,
Assistant Deputy Minister,
(International and Jurisdictional).

Mr. Stevens *213*

ACTION COPY

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FM WASHDC OCT11/65 CONFD
TO EXTERNAL 3144 PRIORITY
REF OURTEL 3137 OCT1

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PINK SALMON PROTOCOL-CDN DELEGATION

IN DISCUSSING WITH STATE DEPT OFFICIAL ARRANGEMENTS FOR MTGS
IN WASHDC WEEK OF OCT11 SPECIAL INTEREST WAS EXPRESSED TO US
IN KNOWING WHETHER HOMER J STEVENS, SEC TREASURER OF UNITED
FISHERMEN AND ALLIED WORKERS UNION WOULD BE A MEMBER OF CDN
DELEGATION. REASON FOR ENQUIRY IS THAT STEVENS IS KNOWN TO USA
AUTHORITIES AS MEMBER OF COMMUNIST PARTY AND IF HE WILL BE COMING
AS CDN REP STATE WOULD LIKE TO KNOW WELL IN ADVANCE SO THAT
NECESSARY ACTION CAN BE TAKEN TO AVOID EMBARRASSMENT AT BORDER
FOR MR STEVENS.

2. GRATEFUL IF YOU COULD INFORM US WHETHER STEVENS WILL BE COMING
AND, IF SO, ROUTE HE MAY BE TAKING.

Before preparing reply please speak to
me if you find that Mr. Stevens is to
be a member of delegation.

*refer to Dept
of Fisheries
(Dr. Sprules)
also
Dept of Robens.
as Dr 2 div
and consultation
and file
EH
Done Oct 5/65
my*

*Done 6/11
Oct 2 1965*

B

DEPARTMENT OF EXTERNAL AFFAIRS, CANADA.

NUMBERED LETTER

TO: THE UNDER-SECRETARY OF STATE FOR
EXTERNAL AFFAIRS, OTTAWA, CANADA.

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

Reference: Our telegram No. 3202 of October 7, 1965

Subject: Pink Salmon Protocol

Security: CONFIDENTIAL

No: 1940

Date: December 14, 1965

Enclosures: 1

Air or Surface Mail:

Post File No:

Ottawa File No.

25-5-7-PACIFIC-1

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References

Attached for your information is a copy of the summary minutes of the meetings here October 12 - 14, between Canadian and United States representatives on salmon fishing problems in the Pacific area. These minutes have been approved by both delegations.

2. According to William C. Herrington, Special Assistant for Fisheries and Wildlife to the Under Secretary of State, 30 copies of these papers have been forwarded to the Deputy Minister of Fisheries through the United States Embassy in Ottawa.

g-b

George P. Ridd

The Embassy

Internal
Circulation

POV

CONFERENCE CONFIDENTIAL

DISCUSSIONS BETWEEN THE UNITED STATES AND CANADA
ON MUTUAL PACIFIC COAST SALMON FISHING PROBLEMS

Summary Minutes, October 12, 1965
Morning Session

Mr. Herrington opened the meeting and suggested that the delegations be introduced. (Attachments 1 and 2). Mr. Herrington asked Dr. Needler for the Canadian views on the problems that exist in the salmon fishery.

Dr. Needler said that the main problem was interception of salmon bound for spawning streams in one country by fishermen of the other country. The present meeting is of a preliminary nature to expose the existing problems and the Canadian delegation would like to have another meeting early in 1966 to resolve these problems. On the question of the procedure for the meeting he felt that the two technical reports which had been received should be reviewed but the Canadian delegation did not plan to go into the details of the reports. A preliminary meeting of this type provides an opportunity to consider general approaches to the problems and provides time to develop specific proposals for joint action before the next meeting.

Mr. Herrington agreed on the purpose of the meeting and suggested that the chairmanship alternate between the delegations. It was agreed that Mr. Herrington would serve as Chairman at the first meeting and that there would be no formal record but a summary report would be prepared.

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CONFERENCE CONFIDENTIAL

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Mr. Herrington reviewed the background for the meeting. The pink salmon problem relates to the Protocol of 1957 which called for a joint study of the migrations of pink salmon which enter the Convention area and a meeting of the Parties after seven years to determine what further arrangements may be desirable. The Governments had agreed to a postponement and the present meeting is the first consultation to consider the Protocol. In addition, the Salmon Commission has brought to the attention of the two Governments the need for policy decisions regarding the escapement of Fraser River salmon from the Johnstone Strait fishery to the Convention area and of non-Fraser River salmon from the Convention area to United States non-Convention waters to the South and Canadian non-Convention waters to the North. (Attachments 3, 4, and 5).

Mr. Herrington expressed the view that salmon problems in Southeastern Alaska and Northern British Columbia should be outlined by the spokesman for the Canadian Delegation. He stated that the United States was particularly concerned with arrangements for division of the catch and proper encapement of pink and sockeye salmon runs entering the Convention area through the Strait of Juan de Fuca and Johnstone Strait.

In presenting a general statement on the Canadian views Dr. Needler said that salmon bred in the rivers of a country should be exploited exclusively by fishermen of that country. This would provide for more efficient management of the stocks because the fisheries could be

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conducted on relatively unmixed stocks. Further, the spawning streams are maintained and improved at considerable cost to the country in which the streams originate through application of positive fish culture methods, control of pollution and restriction on other water uses. He expressed the opinion that this general principle could be applied to current problems both in the southern and northern areas of concern.

Dr. Needler stated that Canada was very concerned with the effect of Alaska fisheries on Canadian bred sockeye and pink salmon stocks. He suggested that a way should be found to prevent the fishermen of one country from catching fish reared in the streams of another country. He said the Canadian Delegation was prepared to look at adjustment of certain net fishing lines as a tool to give effect to the principle outlined above.

Mr. Herrington pointed out that the cost of maintaining salmon streams was not the only important consideration and that each spawning stream presented a different cost factor. He stated that provision of adequate spawning escapements from each segment of a run and the requirements of historic fisheries must also receive consideration.

It was agreed to meet at 9:30 AM, October 14, for the purpose of receiving a report from the scientists and hear statements on the positions of Canada and the United States.

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Summary Minutes, October 12, 1965
Afternoon Session

Messrs. Hourston, Vernon and Holland reviewed IPSFC Bulletin XVII, "The Migration, Composition, Exploitation and Abundance of Odd-Year Pink Salmon Runs in and Adjacent to the Fraser River Convention Area."

Mr. Fredin said that he had some questions on the estimate of the proportions of salmon from each country in the run as determined from tagging results, particularly with regard to the 1937 through 1957 and the 1963 results. He felt that the proportions presented in the Bulletin did not agree with earlier tagging studies. In addition, he felt that some of the data were contradictory and should be studied further.

Dr. Shepard reviewed the report on "Problems of Mutual Concern Related to the Conservation and Management of Salmon Stocks in Southeast Alaska and Northern British Columbia."

Mr. McKernan stated that the tagging program was designed for a different type of study and the conclusions seemed to be open to question. He did not feel that the opportunity for recovery of tagged fish in the interior area of Alaska in 1957 was good and this would bias conclusions drawn from the data obtained. He believed that 1958 was a more typical year. The scientists from the State of Alaska had evidence that the sockeye escapements in southeastern Alaska varied from 250,000 to 500,000, but there was no recovery program on the spawning streams.

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Dr. Needler felt that the general conclusions contained in the reports were correct even though some of the details could be refined. It was his view that if the fishery off Noyes Island were limited to the size of that of 1958 the problem would not be so great, but Canada would need assurance that the fishing effort would be restricted.

It was agreed to meet at 9:30 AM, October 13, to consider further the scientific data and discuss the need for the establishment of Committee to discuss technical problems.

CONFERENCE CONFIDENTIAL

Attachment 1

CANADIAN DELEGATION

Chairman

Mr. A. W. H. Needler

Deputy Minister, Canada Department of Fisheries, Ottawa

Vice Chairman

Mr. S. V. Ozere

Department of Fisheries, Ottawa

Advisers

Mr. W. M. Sprules

Department of Fisheries, Ottawa

Mr. A. de W. Mathewson

First Secretary, Embassy of Canada, Washington

Mr. C. R. Levelton

Department of Fisheries
Vancouver, B. C.

Mr. Hourston

Department of Fisheries
Vancouver, B. C.

Dr. P. A. Larkin

Fisheries Research Board of Canada,
Nanaimo, B. C.

Mr. F. C. Withler

Fisheries Research Board of Canada,
Nanaimo, B. C.

Mr. Shepard

Fisheries Research Board of Canada,
Nanaimo, B. C.

Mr. K. J. Aro

Fisheries Research Board of Canada,
Nanaimo, B. C.

Mr. R. I. Nelson

Fisheries Association of British
Columbia, Vancouver

Mr. D. F. Miller

Fisheries Association of British
Columbia, Vancouver

Mr. R. L. Payne

Fisheries Association of British
Columbia, Vancouver

Mr. H. Stevens

United Fishermen and Allied Workers
Union, Vancouver, B. C.

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Mr. W. Paulik

United Fishermen and Allied Workers
Union, Vancouver, B. C.

Mr. T. B. Suzuki

United Fishermen and Allied Workers
Union, Vancouver, B. C.

Mr. A. S. Hourston

Fisheries Research Board of Canada,
Nanaimo, B. C.

Mr. C. Clarke

Fishing Vessel Owners Assn., B. C.

Mr. C. Giske

Prince Rupert Fisherman's
Cooperative Assn.
Prince Rupert, B. C.

Mr. G. Williams

Native Brotherhood of British
Columbia, Vancouver

Mr. R. Stanton

Pacific Trawlers Association
Surrey, B. C.

Attachment 2

UNITED STATES DELEGATION

Consultations Between the United States and
Canada on Salmon Fishing Problems

October 12, 1965

Chairman: Wm. C. Herrington, Special Assistant for Fisheries and
Wildlife, Department of State

Vice Chairman: Clarence F. Pautzko, Deputy Assistant Secretary of the
Interior for Fish and Wildlife and Parks

Advisers: Department of State:

Burdick H. Brittin, Deputy Special Assistant for
Fisheries and Wildlife
Stuart Blow, Foreign Affairs Officer, Office of the
Special Assistant for Fisheries and Wildlife
Harry B. Glazov, Bureau of European Affairs

Department of the Interior:

Donald L. McKorman, Director, Bureau of Commercial
Fisheries
William M. Terry, Director, Office of International
Relations, Fish and Wildlife Service
Harry L. Rietze, Regional Director, Bureau of
Commercial Fisheries, Juneau, Alaska
Reynold A. Fredin, Bureau of Commercial Fisheries,
Biological Laboratory, Seattle, Washington
Theodore R. Morrell, Bureau of Commercial Fisheries,
Auke Bay, Alaska

State of Alaska:

Walter Kirkness, Commissioner of Fish and Game,
State of Alaska, Juneau, Alaska
Wallace H. Neorenberg, Fishery Biologist,
Alaska Department of Fish and Game,
Juneau, Alaska
Roy A. Rickoy, Region Supervisor, Alaska Department
of Fish and Game, Juneau, Alaska
Carl L. Rosier, Area Management Biologist, Alaska
Department of Fish and Game, Ketchikan, Alaska

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U. S. Delegation (cont.)

State of Washington:

Jasper E. Lasater, Assistant Director of Fisheries,
State of Washington, Olympia
G. A. Holland, Washington State Department of
Fisheries

Industry:

Harald B. Friele, Vice President and General Manager,
Nakat Packing Corporation, Seattle, Washington
J. S. Gage, New England Fish Company, Seattle,
Washington
John R. Gilbert, Vice-President, Bumble Bee
Seafoods, Seattle, Washington
Gilbert J. Hamilton
Herald A. O'Neill, Executive Secretary, Puget Sound
Salmon Cannery, Inc., Seattle, Washington
Frank Peratrovich, Alaska State Senator
John N. Plancich, Fishermen's Packing Corporation,
Anacortes, Washington
W. G. Salotic, Manager, Purse Seine Vessel Owners
Marketing Association, Seattle, Washington
Fred Bullock, Manager, Fishermen's Cooperative Ass'n.,
Seattle, Washington

Secretary of Delegation:

Keith D. Brouillard, Office of International
Relations, Fish and Wildlife Service,
Department of the Interior

C O P Y

Attachment 3

November 21, 1955

Mr. W. C. Herrington
Special Assistant to the Under Secretary
Department of State
Washington, 25, D. C.

Dear Sir:

Reference is made to the indicated expansion of the salmon fishery on the high seas adjacent to the coast of North America and the rather remarkable catches made with gill nets in the area extending from the northern tip of Vancouver Island across the Gulf of Alaska during the exploratory operations of the United States Fish and Wildlife Service in the summer of 1955.

The Commission is having extreme difficulty, and increasingly so as reported in our latest annual reports to the respective governments, to divide the Fraser River sockeye catch on an equitable basis and allow for uniform racial escapement to the various spawning streams because of rapidly expanding fisheries, increased gear efficiency, and a rapid increment of the units of gear occurring in the fishing fleets of both signatory governments.

In our opinion the development of a salmon fishery beyond the now established fishing areas will make the fulfillment of our terms of reference practically impossible. Such a fishery would, among other things, increase the cost of production, render impossible the necessary identifying of the catch as to origin of spawning grounds, upset the division of the catch as provided in the Sockeye Convention, result in lowered production of high quality fish through the taking of growing salmon and in general upset the economy of the existing salmon fishery as well as making it impossible to intelligently regulate the fishery supported not only by the Fraser River but by all other North American salmon streams on a maximum yield basis.

We respectfully submit therefore that the United States Government together with the Canadian Government support the principle that their nationals should not be permitted to fish for salmon on the high seas of the Eastern Pacific Ocean except with hook and line or in areas of the high seas adjacent to coastal waters where well-established salmon fisheries already exist such as the high seas area lying between 48 and 49 degrees north latitude.

Yours very truly,

INTERNATIONAL PACIFIC SALMON
FISHERIES COMMISSION

Thomas Reid
Chairman

C O P Y

Attachment 4

October 15, 1956

Mr. W. C. Herrington
Special Assistant to the Under Secretary
Department of State
Washington 25, D. C.

Dear Sir:

Reference is made to our letter of November 21, 1955 wherein we respectfully submitted a request "that the Canadian Government together with the Government of the United States support the principle that their nationals should not be permitted to fish for salmon on the high seas of the Eastern Pacific Ocean except with hook and line".

At the time of the above request we had reason to believe that offshore fishing for sockeye salmon destined for the Fraser River would commence shortly in waters outside the jurisdiction of Sockeye Fisheries Convention and that such fishing would jeopardize our terms of reference.

Salmon fishing by gill nets off the coast of Washington and Vancouver Island became prevalent after August 5 of this year and while the principal catch was coho salmon because the Fraser River sockeye runs were practically over, significant numbers of sockeye were taken by United States gill net boats fishing as far north as Cape Cook near the northern end of Vancouver Island. After the above date significant numbers of sockeye were also taken by both Canadian and United States gill net boats fishing as far north as Cape Beale. The latter waters are included in the Convention but the catches further indicate the problem which will be created by an expanding net fishery.

You are advised that troll caught sockeye taken off the west coast of Vancouver Island in recent years, though few in number, have been identified by our scientists as of Fraser River origin. Sockeye tagged in Queen Charlotte Sound have also been recovered in the Fraser River. It can be assumed therefore, that Fraser River sockeye can be taken in substantial numbers between the 48th Parallel and at least to the northern end of Vancouver Island. It is further recognized in the fishing industry that the expansion of net fishing to areas outside of our control will be rapid and unless controlled will represent an important fishery in 1957.

As we have stated previously the competition between gear in the existing territorial fisheries inside the entrance to Juan de Fuca Strait is already so intense that the Commission is finding it extremely difficult to make practical recommendations for control of this fishery. The addition of an important sockeye fishery outside of Convention waters would make the fulfillment of our terms of reference impossible for the following reasons.

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1. The all-important division of the Fraser sockeye catch would be beyond our control.
2. Racial identification of the catch in a wholly cosmopolitan feeding population would not be possible.
3. The required delicate statistical knowledge of the catch now required for sound management could not be obtained for the boats would remain on the fishing grounds for several days before selling their catch.
4. Uneven racial fishing pressure would result since the fish would be taken in a feeding rather than a spawning migration area. The early maturing races would have less fishing mortality than the later maturing races.
5. We could not fulfill our commitment to the two governments under the provisions of Article IV of the International Convention for the High Seas Fisheries of the North Pacific Ocean.

You are advised that the problem created by the newly-created and rapid expanding offshore fisheries was discussed with our Advisory Committee at an official meeting of the Commission held in Vancouver, B.C. on September 28. It was the general consensus of opinion of the nine members present that we should again draw the attention of the respective governments to the problem, particularly in view of the international discussions scheduled to start on October 22 relative to the control of Fraser River pink salmon.

With the majority approval of the Advisory Committee representing the various interests of the salmon industry and with the unanimous vote of the Commission we recommend that consideration be given at the earliest possible date to protecting the Fraser River sockeye from the effects of net fishing for salmon in the territorial waters and the high seas adjacent thereto that are outside of existing Convention waters.

Respectfully yours,

INTERNATIONAL PACIFIC SALMON
FISHERIES COMMISSION

Senator Thomas Reid
Vice Chairman and Secretary

Attachment 5

March 7, 1960

Mr. W. C. Herrington
Special Assistant to the Under Secretary
Department of State
Washington 25, D. C.

Dear Mr. Herrington:

In recent years the Commission's problem of managing the fishery in Convention waters to obtain proper racial catch-escapement ratios and seasonal parity of the allowable catch between nationals has become increasingly difficult. The principal factors underlying the regulatory problem lie in expanding fishing areas, increased units and efficiency of gear as well as natural changes in availability of fish and in the character of the gear itself. All of this has been detailed in our Annual Reports and outlined to the industry in our open regulatory meetings with our Advisory Committee. Regulatory problems of a different nature have arisen in recent years.

From 1946 to 1957 there was a relatively consistent path of migration or approach of Fraser River sockeye from the ocean to the river and only a small percentage of the fish approached through non-Convention waters. During most of these years the fishery in Canadian non-Convention waters appeared to be relatively consistent and harvested only a small percentage of the sockeye destined for the Fraser River. However, it is believed that the total efficiency of this fishery has changed substantially since 1950 and the possibility of this change combined with the recent increase in the proportion of the total run available to the fishery has had a major but unmeasured effect on our regulatory problems.

We are not so concerned with the possible change in the efficiency of the fishing fleet operating in Canadian non-Convention waters as we are in knowing the numerical volume of fish escaping weekly to the Fraser River fishery. By sampling the catch from non-Convention areas when landed for processing in the Convention area we can determine the racial catch of Fraser River sockeye but we cannot calculate the number of fish using the northern route which escape the fishery since they become mixed off the mouth of the Fraser River with fish approaching by the more normal southernly route.

The Commission is greatly in need of accurate information on the percentage of both Fraser sockeye and pink salmon escaping the fishery operating in the northern migration path of these fish and it naturally follows that we are prepared to cooperate in any studies designed to that end. Such a study on pink salmon was provided for in the Convention but is not required for sockeye.

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Each fishery within a chain has some responsibility to the others and also to the overall needs of resource conservation. Not only is the Commission uninformed as to the extent of the escapement of sockeye and pink salmon through the northern non-Convention fishery but we have not been advised as to the official responsibility of that fishery to the Fraser River gill net fishery and to the final spawning escapement.

In Convention waters the Commission finds itself in a situation similar to that of the Canadian Government in Johnstone Strait. Numerous pink salmon runs destined for Washington and Canadian streams lying outside Convention waters are subject to a primary fishery of considerable magnitude within Convention waters. There is no guiding policy in either case as to the responsibility of these primary fisheries to the other fisheries within the chain or to the final conservation needs.

In the establishment of a policy in connection with these two synonymous situation the responsibility of the final conservation agency in control of the last fishery in the chain and of the factors which provide for a favorable rate of reproduction cannot be minimized. Likewise it is impractical and impossible to define specifically the individual conservation requirements of any primary fishery since these requirements are variable between racial populations and interdependent with those of other fisheries and with conditions for reproduction. The difficulties in respect to the establishment of a regulatory policy governing primary fisheries are many and some of the problems have just been detailed. Nevertheless the Commission believes that it is seriously involved both as the primary and final agent in the conservation of sockeye and pink salmon and the lack of necessarily broad policy of responsibility in either case is a deterrent to the maintenance of harmonious international relations. With this in mind we respectfully recommend, (1) that the Canadian Government establish a policy, as may be practical, in respect to the amount of the escapement of Fraser River sockeye and pink salmon which will be allowed from the primary fishery in Johnstone Strait and (2) that the two national governments establish a policy as may be practical for the Commission to follow in providing for the escapement of pink salmon from Convention waters that are destined for areas outside of Convention waters.

These representations as made in Ottawa on February 26 before the Honorable Angus MacLean, M.P. and Mr. W. C. Herrington, Special Representative of the United States Government are being submitted herewith for consideration by the Government of Canada and of the United States.

Yours very truly,

INTERNATIONAL PACIFIC SALMON
FISHERIES COMMISSION

Senator Thomas Reid
Vice Chairman and Secretary

CONFERENCE CONFIDENTIAL

Summary Minutes, October 13, 1965
Morning Session

Dr. Needler served as Chairman.

Dr. Needler presented a short statement. (Attachment 1).

Dr. Shepard presented a review of the tagging done under the INPFC and the recovery of tags which indicated the movements of United States and Canadian fish.

Mr. McKernan felt that the data were excellent and that fish bound for the streams of one country pass through the waters of the other country. Nevertheless, he felt that the information confirmed his opinion that 1958 was a more typical year in the fishery. He stated further that the United States conclusion was that the catch of Canadian salmon off Noyes Island was high in 1957 because of a concentration of the fleet due to favorable fishing conditions. He felt that if adequate data were available they would indicate that 1958 was a more typical year. He presented a table containing some effort statistics. (Attachment 2).

Dr. Needler stated that the data on the 1957 fishery resulted from actual recoveries of tags indicating a high catch by United States fishermen of Canada bound fish. Further, fishermen tend to move to where the fish are located and, in addition, there were reports that few fish were available in the inside waters during 1957.

Dr. Shepard stated that attempts were made to estimate the sockeye spawning population in Southeastern Alaska from the data provided by the

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State of Alaska but a figure such as the 250,000 to 500,000 estimate presented at this meeting by the State of Alaska could not be established. The Committee had made estimates of the division of fish based on the possibility of an uneven tag recovery but these calculations did not substantially change the final estimate of distribution of the salmon.

Mr. McKernan stated that the United States had additional information that may not have been considered by the Committee. He suggested that the scientists meet to consider the material.

Dr. Needler asked if there were other problems to be considered at the next meeting and Mr. Herrington stated that the United States scientists felt that a greater percentage of United States salmon passed through Johnstone Strait than that indicated in the report. In addition, the Canadian troll fishery took substantial numbers of salmon bound for the Convention area and the United States delegation felt that this problem needed consideration. One way to handle the problem would be to give one agency control over the entire fishery. The Governments have before them the question of determining the policy to be followed in providing an escapement through Johnstone Strait to the Convention area, as well as from the Strait of Juan de Fuca, to Canadian non-Convention waters, to the North and United States non-Convention waters to the South. The Salmon Commission has requested guidance regarding the escapement to be sought to these waters outside the Convention area.

Another problem is in the Discovery Bay and West Beach areas where Puget Sound stocks of pink salmon may be over or under harvested,

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depending upon the size of the Fraser River run. A solution might be to pass the management to the United States after sockeye salmon have left the area. The foregoing problems, plus the coho and spring salmon fisheries, are those that the United States wishes to consider.

Dr. Needler stated that there had been a joint investigation of the coho fishery and the results indicate that the catch by the fishermen of each country appears to be in proportion to the contribution to the stocks provided by each country. He felt that further investigation of coho and spring salmon was necessary.

On the question of extending the Convention area Dr. Needler stated that the Government of Canada did not favor a further extension of the Commission's authority.

Mr. Herrington felt that the two main problems were the division of the catch and the Commission's problem on Johnstone Strait and Juan de Fuca.

CONFERENCE CONFIDENTIAL

Attachment 1

10-13-65

Dr. Needler Statement

Before making the short presentation that we had planned to give yesterday afternoon, we would like to make some general comments about the course of yesterday's discussions. The two Governments set up committees to undertake investigations concerned with the problems we have been discussing. For the Pink Salmon Protocol there was established an International Coordinating Committee, and for the northern problem the "Committee on Problems of Mutual Concern . . ." The reports produced by these committees are accepted by Canada. I would repeat my remarks of yesterday that the reports produced as Bulletins XV and XVII of the IPSFC on the Pink Salmon Protocol, in our view, reflect an outstanding and most successful effort to provide scientific background for our discussions. The report of the committee concerned with the northern problem also represents an adequate gathering of the available information that can be brought to bear on the problem of interception in the north.

Yesterday we heard an exposition of the reports and heard comments upon them. As accepted documents we consider them to be an adequate basis for proceeding. We would like now to comment briefly on Mr. McKernan's statements of yesterday. In our view any further technical discussions should be concerned with specific assignments arising from our negotiations.

We have examined the agreed report of the committee on problems of mutual concern related to the conservation and management of salmon stocks in Southeast Alaska and Northern British Columbia.

-2-

We have given particular attention to sources of error in the estimates of interception, including the possibility of lack of fishing in inside waters of Southeast Alaska in 1957. We believe that for both years and for both sockeye and pink salmon, the analyses were soundly based. They indicated that interception occurred in both years. The estimates of interception for both years presented independently by the two sections, were in close agreement, and are reasonable.

Even allowing for sources of error it is important to note that in 1957 for pink salmon, 1,772 tags were recovered in B. C. fisheries from 11,485 applied at Noyes Island. This was 15.5 percent of the total applied, and is indicative of a substantial quantity of B. C. bound fish in the Noyes Island commercial catches. For sockeye, in 1957, there were 86 recoveries in B. C. fisheries of 500 tags applied at Noyes Island, representing 17.2 percent of the total applied, similarly indicating a substantial quantity of B. C. bound fish in the Noyes Island commercial catches. Returns of this order of magnitude are incontrovertible evidence of significant interception, and are not in any way prejudiced by lack of inshore fishing in Southeast Alaska.

In our view, the report of the committee provides an adequate basis for concern regarding interception of B. C. bound fish in the Noyes Island area. There are also other areas in Alaska where past taggings summarized by the committee have shown interception of salmon bound for British Columbia, for example in the Cape Fox area.

There is also substantiating evidence from tagging by both United States and Canada in connection with the INPPC program of the two countries for the

-3-

years 1961 to 1964. These data, which will be shown in detail by Dr. Shepard, clearly show that in all these recent years, some B. C. bound salmon can be found at least within 25 miles of the Alaskan coast as far north as Croco Sound, and some Alaska bound salmon within the same distance of the Canadian coast.

We believe therefore that the 1957 and 1958 data, taken in conjunction with other evidence are indicative of the common and substantial intermingling of B. C. bound salmon with Alaska bound salmon off the Alaska coast.

Attachment 2

**Preliminary Comparison of Soine Effort between Area 121
and All of Southeastern Alaska**

<u>Year</u>	<u>Area 121</u>	<u>Total Southeastern</u>	<u>Percent in Area 121</u>
1957	120	470	25.5
1958	80	654	12.2
1959	75	840	9.0
1960	127	607	19.1
1961	82	681	12.0
1962	75	1,447	5.1

CONFERENCE CONFIDENTIAL

Summary Minutes
October 14, 1965

Mr. Herrington served as Chairman.

Dr. Larkin reported that the technical group met yesterday afternoon and had an exchange and discussion of technical material concerned with the problems of mutual concern and the pink salmon Protocol.

Dr. Needler made a statement on Canadian views on the salmon problems. (Attachment 1).

Mr. McKernan and Mr. Herrington made statements on the United States views on the salmon problems. (Attachments 2 and 3).

It was agreed that (1) the Parties would exchange additional scientific data, (2) the report of the meeting would not be made public and (3) that the proposals made at the meeting were not formal proposals by the Governments.

It was tentatively agreed that another meeting will be held at Ottawa, Canada, in late March or early April, 1966.

CONFERENCE CONFIDENTIAL

Attachment 1

Concluding Statement by the Chairman
of the Canadian Delegation

We have had a very general exchange of views on the problems of salmon management as we see them in the two areas under discussion at this meeting, namely, those associated with the Protocol on pink salmon to the Fraser River Convention and those associated with the salmon fisheries of south-eastern Alaska and northern British Columbia. We have also received the joint reports related to these problems and have commented on them and offered some supplementary information. To achieve the purpose of these preliminary discussions we are not exchanging views on the solution of these problems in the hope that this will help us to prepare for further discussions in the near future and to resolve the problems at that time.

As stated earlier in this meeting we in Canada believe that in the interests of conservation and of equity, countries should harvest the salmon bred in their rivers - in the interests of conservation because management can be most effective when stocks are exploited separately close to their home streams, and in the interests of equity because the brunt of the fishery restrictions to assure spawning escapement, of the costs of maintaining or improving the conditions for reproduction and of the cost to the economy involved in refraining from other water uses are born by the countries where the salmon spawn. We believe that this principle must be applied in seeking solutions to the problems we are discussing at these meetings and that in both areas we must move towards eliminating or minimizing the capture by one country of salmon bound for rivers of the other.

-2-

In the northern area it is clear that in 1957 there was substantial interception in Southeast Alaska of both pink and sockeye salmon bound for rivers in Northern British Columbia with little compensatory northward movement. In 1958 there were more Alaska-bound pink salmon intercepted in British Columbia but not on the scale of the interception of southward-bound pinks in 1957. There is evidence that the southward movement of pink and sockeye salmon bound for British Columbia along the coast of southeast Alaska is a common, probably a usual, occurrence.

We propose that the seaward limits of net fishing be adjusted to minimize the interception of Canada-bound salmon in Alaska and of Alaska-bound salmon in British Columbia, involving to this end inward movement of the line on both sides of the border. It should in our opinion become indeed a "conf line" in all areas where mixed stocks occur except in certain limited bays where fishing is necessary to harvest local stocks. It is believed that such adjustments would simplify and improve management and would strengthen the position of fishery administrations in promoting efforts in the fields of conservation and resource development. It would also remove actual and potential inequities which are a cause of contention between our two countries.

It is noted here that the present location of the seaward net fishing limits in Alaska, on a different basis from that applied in British Columbia and in the states south of the border, is inequitable and detrimental to good management practice in that it offers a somewhat greater opportunity to fish mixed stocks than it would if located on the same basis as in the

-3-

areas to the south.* When this subject was last discussed between representatives of our two countries (at the 1959 meeting on co-ordination of fishery regulations) Canada reserved the right to adjust the seaward netting limits in British Columbia outward if the Alaska limits remain as they are. We would be reluctant to do so believing as we do in steps to minimize the fishing of mixed stocks and we have no intention of permitting high-seas salmon net fishing by our nationals. If the present inequity remains it will, however, be necessary for Canada to reconsider its present lines and to move them seaward where appropriate.

In the southern areas, in which stocks of sockeye and pink salmon running to the Fraser River are now fished together with stocks running to neighboring streams in Canada and the United States, we believe that the same principles are valid and, indeed, suggest somewhat similar remedies.

While we recognize that the Convention at present provides for an equal division of sockeye and pink salmon catches in the Convention area, the preponderance of salmon bound to Canadian rivers in the Convention area catches coupled with the great expense to the Canadian economy of maintaining the Fraser River in suitable condition for large spawning runs, means that an equitable division would give Canada more than half of the catch in the Convention area itself. Furthermore we do not consider it inequitable when Canada, through fishing outside the Convention area,

* In British Columbia the establishment of the present line put a stop to some long-standing fishing and nipped other new fisheries in the bud.

-4-

takes more Fraser River sockeye or pink salmon than does the United States. Indeed we believe that equity demands that Canada be afforded a greater share than under present conditions. We cannot, therefore, consider action which would bring more Canadian fishing grounds within the Convention area and their catches under the equal sharing provided for by the Convention as it now stands.

We are, on the other hand, anxious to play our full part in efforts to maintain and increase the stocks of sockeye and pink salmon of the Fraser and of neighboring rivers on both sides of the border and to that end are prepared to have Canadian agencies collaborate with the International Pacific Salmon Fisheries Commission as well as with the government agencies to the South.

We do not believe, however, that better management would be promoted by extending the Convention area and the management by the Commission to include more fisheries on mixed stocks bound not only for the Fraser but for other streams in both countries. We believe, on the contrary, that the solution lies in the reduction of the fishing of mixed stocks, with the purpose of minimizing the taking by each country of salmon bound for the other.

Attachment 2

Concluding Statement of the United States Delegation

Part I

The 1956 Protocol to the 1930 Sockeye Salmon Convention (which entered into force in 1957) adds the conservation and management of pink salmon in the Convention area to the responsibilities of the Salmon Commission. The Protocol recognizes that its provisions do not resolve all of the pink salmon problems by providing for a joint investigation of the migratory movements of the stocks which enter the Convention area and for another meeting of the Parties to consider the results of these investigations and determine what further arrangements for the conservation of pink salmon stocks of common concern may be desirable.

Later, in a letter dated March 7, 1960, the Chairman of the Salmon Commission described the problem generated by the increased Canadian catch of salmon approaching the Convention area thru Johnstone Strait and recommended that the Canadian Government establish a policy in respect to the amount of the escapement of Fraser River sockeye and pink salmon which will be allowed from the primary fishery in Johnstone Strait and that the two Party Governments provide the Salmon Commission with guidance regarding the policy to be followed with respect to the escapement of pink salmon from Convention waters to areas outside of these waters.

The U. S. is much concerned with the problem which prompted the Salmon Commission's recommendation and is interested in securing agreement on further arrangements, as referred to in Article VI of the Pink Salmon Protocol,

-2-

which will satisfy conservation needs and provide for effective, efficient and equitable management of the fishery for these stocks of salmon.

The salmon which enter the Convention area, U. S. non-Convention waters to the south and Canadian non-Convention waters to the north thru the Straits of Juan de Fuca and Johnstone Strait, make up an extraordinarily complex mixture with respect to origin, national fisheries, species and races, and migration routes, which vary in magnitude and relative proportions from year to year. The 1964 and 1965 reports of the Pink Salmon Coordinating Committee provide comprehensive data on migratory routes for these runs and on the proportions of salmon from Convention waters, Canadian non-Convention waters, and U. S. non-Convention waters in the total pool for three years, 1959, 1961 and 1963. Data from other sources on size of runs over the last two decades show that the runs of U. S. pinks in 1959 and 1961 were extremely small, and the 1963 run unusually large. Pink salmon of U. S. origin made up a large proportion of the total pink salmon pool in 1963. In the light of the information available it appears that salmon of U. S. origin generally make a contribution to the pink salmon pool much greater than in 1959 and 1961 although not as great as in 1963.

Considering all this we believe that present arrangements for managing this pool of salmon stocks do not assure the U. S. fishermen an equitable share, particularly when we take into account the large number of pink salmon landed by the Canadian troll fishery outside the Convention area. These arrangements also fail to assure effective conservation of all stocks.

-3-

It seems to us essential that the management of the overall intermingled stocks should be handled in such a way as to assure each area a spawning escapement adequate to maintain and increase the yield from this area and to provide for the historic national fisheries.

The most rational solution to this problem would be management by a single agency to provide for the greatest overall yield with proper consideration for an equitable division of the catch. This possibility was considered at the 1956 Conference which led to the Pink Salmon Protocol but the two countries were not prepared for such action at the time. In view of the results of the joint study of the Pink Salmon Coordinating Committee it appears to us that this solution should again be examined as offering the possibility of providing the most effective means for assuring coordination of management.

As a possible alternative to this approach we believe that the two Governments should at the minimum accept the recommendations of the Salmon Commission that policy guidance be given for that Commission to follow in providing for the escapement of pink salmon from Convention waters that are destined for Canadian waters to the north and U. S. waters to the south, to satisfy the requirements for spawning and historic national fisheries and that the Government of Canada establish a policy in respect to the amount of escapement of sockeye and pink salmon from the primary fishery in Johnstone Strait. We consider it essential that this escapement be sufficient to provide an equitable share of this run to the Fraser River fishery and Fraser

-4-

spawning escapement as well as for an equitable escapement from the Convention area to U. S. waters to meet the requirements for spawning and the historic U. S. fishery.

There remains the problem of effective management of the pink salmon found in Discovery Bay and West Beach. In these areas the pink salmon headed for U. S. waters have almost entirely separated from the other stocks. In years when the Fraser River run is heavy and the U. S. waters run is light, regulations required for appropriate management of the Convention area and Canadian water salmon stocks will result in overfishing the segments of the U. S. waters stock present at that time at Discovery Bay and West Beach. In the reverse situation, when the Fraser run is light and the U. S. waters run heavy, regulations required to limit the catch of Fraser fish will underharvest the U. S. stocks of salmon. Correction of this mismanagement could be achieved through removal of these areas from the Convention area or release of these fish to management by U. S. authority at the time they become the dominant segment of the salmon population in these areas.

Attachment 3

Concluding Statement of The
United States Delegation

Part II

We have examined the three reports submitted to us concerning the problems of mutual concern to the conservation and management of salmon stocks in Southeastern Alaska and Northern British Columbia. We believe these reports reflect the high degree of competency and objectivity of the Committee and the scientists of the two Governments who worked with the Committee on this problem.

We are pleased to accept these reports as working documents in the light of which our two Governments can mutually consider the problem raised by Canada in this area. However, it is our considered view that the reports, based primarily upon tagging experiments for 2 years only-- 1957 and 1958--which were not designed to provide quantitative separation of the stocks of salmon fished in Northern British Columbia and the southern portion of Southeastern Alaska, are inadequate to resolve the questions raised. We have three primary reservations to the use of these data in a quantitative way and to the assumptions upon which the computations in the reports are based:

1. The tagging was inadequate in both years, both with regard to number and also with regard to the distribution of tagging through the fishing season, to assess quantitatively the destination of the stocks being fished throughout the season.

2. The computations themselves are based upon the assumption of comparable recovery effort. The validity of the assumption was not

-2-

demonstrated. For this reason the accuracy of the estimate must be held in doubt.

3. Alternative assumptions have not been thoroughly examined. We believe such examination might lead to somewhat different conclusions than those reached in the above-mentioned reports. Alternative analysis might give some better indication of the range of estimation.

In 1957, the "inside" area of Southeastern Alaska were lightly fished, because of the diversion of effort to "outside" areas for reasons which in large part were unrelated to the abundance of fish inside. In the case of sockeye salmon, for most years the runs of sockeye escape to the spawning areas in the inside waters before the peak of the inside fishing. Therefore, there was in these 2 years unequal opportunity for recapture of tagged red salmon in the Southeastern Alaska and Northern British Columbia red salmon fisheries.

It is our view that the distribution of fishing effort in Southeastern Alaska was much more the normal pattern in 1958 than in 1957. We arrive at this conclusion from an examination of the catch and fishing pattern for a number of years.

In addition to the above, we believe there are a number of lines of evidence indicating that 1957 was an unusual year:

1. The extraordinarily high concentration of fishing effort on the west coast of Prince of Wales Island was unusual and had not occurred

-3-

before nor has it occurred in the same manner since. A quote from the annual report of the Ketchikan management agent for 1957 is as follows:

"The west coast district had the most unusual season in history. Continued mild weather allowed for continuous fishing throughout the season in outside waters. Approximately three million pink salmon were taken by seines in this fishery. This produced an increase in 53,490 cases of pinks over the cycle year."

2. Oceanographic conditions were unusual in 1957. A tongue of warm water extended north and close to the shore. It may well have been that this affected the migration pattern although admittedly, no proof of this exists.

3. An examination of catch records for this outside area of Southeastern Alaska indicates that 1957 was a most unusual year.

4. An examination of the catches between the west coast fishery and the Skeena fishery indicate little relationship between these fishery except in 1957 when there was a high catch in both areas. The 1958 season appeared to show a much more normal situation.

We agree that there may well have been an unusually high number of salmon destined for northern Canadian streams passing closer than usual to the shores of the United States in 1957.

We readily recognize that the data for 1957 and 1958 are subject to different interpretations, largely because the experiments were designed for another purpose. We conclude that there is no evidence that in the normal operation of the Noyes Island fishery substantial percentages of British Columbia pinks or red salmon are taken. Quite the contrary, it

-4-

appears to us that if it is at all reasonable to assume 1958 is the more normal year, and that the data have any quantitative value, the Northern British Columbia fishery takes more salmon of Alaskan origin than does the United States fishery take of British Columbia origin. This general conclusion seems to be supported by the preponderance of salmon streams in the Southeastern Alaskan area as compared with those in Northern British Columbia. An examination of the catch records for the past 20 years will bear this out.

The west coast fishery in Southeastern Alaska is an old traditional fishery with the United States. Fishermen both from Alaska and the States to the south have traditionally fished this area for many, many years. It is most important to the welfare of communities in Southeastern Alaska as is the fishery of Northern British Columbia to the communities located there.

We believe the original purpose of both countries in setting seaward net fishing lines was to prevent new fisheries from developing seaward on the high seas, and we would point out that the net fishing lines set adjacent to the United States have prevented this development. The fishery on the west coast of Prince of Wales Island has not expanded and, in fact, with the elimination of the two fish traps in 1959, the fishing effort may possibly have declined on those stocks of fish present in this area.

We believe the present fishing restrictions in this area adequately provide for the conservation of the fishery resources subject to this

-5-

fishery. However, in the interest of cooperation, we are willing to undertake further joint efforts to clarify this problem should the Canadian Government believe it desirable.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM

TO
A Mr. *Bridle*

FROM
De V. Edelstein

REFERENCE
Référence

SECURITY
Sécurité UNCLASSIFIED

DATE March 29, 1966.

NUMBER
Numéro

SUBJECT Discussions Between United States and Canada on
Sujet Mutual Pacific Coast Salmon Fishing Problems

FILE	DOSSIER
OTTAWA 25-5-7-SALMON-1	
MISSION 51	

ENCLOSURES
Annexes

DISTRIBUTION

Legal Division
Economic Div.

This meeting will be held in Ottawa, April 4 to 7, in the Conference room of the East Block. Its purpose is twofold:

1. To discuss Pink Salmon

There is a protocol to the Sockeye Salmon Convention, originally passed to deal with Sockeye Salmon on the Fraser River. Six or seven years ago Pink Salmon were brought into this protocol. Under the terms of this protocol, we have to meet this year to decide whether or not to continue to accept this protocol as originally written. During the interval of the signing of the protocol and this meeting both sides have carried on research into the problem. It is unlikely, however, that this meeting will get as far as discussing an actual revision of the protocol.

2. The second topic of conversation will deal with Salmon fishing in the waters off the North Coast of B.C. and Alaska. We have problems in that Salmon coming from the sea and heading for streams in Canada, e.g. Skeena River, strike against the Alaska coast before reaching Canada. In that area Americans are fishing very hard, which makes for poor fishing in the related Canadian areas.

2. Conversely, Salmon headed for American waters are being fished by Canadians. This subject will be discussed, and the U.S. and Canadian officials will try to reach an agreement on it.

V. Edelstein
V. Edelstein.



EMBASSY
OF THE
UNITED STATES OF AMERICA

Ottawa, Canada

POL	TO <i>Miss Edelstein</i>
	APR 22 1966
	REGISTRY

*refer DM/Fisheries
Dr. Sprules*

April 19, 1966

*U.P.H.
to copy for the files*

25-5-7- <i>SPRULES</i>	
35	

*Done &
April 29/66*

Miss M. V. Edelstein
U.S.A. Division
Department of External Affairs
116 Langevin Block
Ottawa

Dear Miss Edelstein:

With reference to our telephone conversation last night, this is to confirm that the United States Government has approved the recommendation of the April 4-6 conference that a meeting between representatives of the two Governments be held in Seattle to give consideration to determining seaward salmon net fishing limits off the Pacific Coasts of Canada and the United States, and invites the Government of Canada to meet with the United States at Seattle on May 17, 1966 for this purpose.

I would appreciate a phone call confirming that Dr. Needler has been informed.

Sincerely yours,

[Signature]

John R. Vought
Second Secretary of Embassy

- 1 *Dr. Sprules informed by phone Apr. 19/66.*
- 2 *Mr. Vought phoned letter confirmed Apr 28/66*

APR 21 1966

FM WASHDC APR20/66 CONFD

TO EXTERNAL 1175

INFO TANDC

DOF DE OTT

PACIFIC SALMON FISHERIES

WE HAVE RECEIVED A NOTE ON THIS SUBJECT FROM STATE DEPT DATED APR14 WHICH READS AS FOLLOWS QUOTE THE SEC OF STATE PRESENTS HIS COMPLIMENTS TO HIS EXCELLENCY THE AMBASSADOR OF CDA AND HAS THE HONOR TO REFER TO THE INTERNATL PACIFIC SALMON FISHERIES COMMISSION DOCU OF 1964 ENTITLED QUOTE AN EXAM OF THE HIGH SEAS TROLL FISHERY FOR PINK SALMON OFF THE COASTS OF WASHINGTON AND VANCOUVER ISLAND UNQUOTE AND THE INFORMAL DISCUSSIONS WHICH TOOK PLACE AT OTT APR6, BETWEEN DR AWH NEEDLER, DEPUTY MINISTER OF FISHERIES OF CDA, AND MR WM C HARRINGTON, SPECIAL ASST FOR FISHERIES AND WILDLIFE TO THE UNDERSEC OF STATE, CONCERNING THE ABOVE DOCU AND GENERALLY USA AND CDN SALMON TROLL FISHERIES OFF THE COASTS OF THE NORTHWEST USA AND BRITISHCOLUMBIA, CDA. IN FURTHERANCE OF THESE INFORMAL DISCUSSIONS AND IN THE INTEREST OF CONSERVATION OF THE RESOURCE, IT IS PROPOSED THAT IN THE SITUATION WHERE THE STOCK OR STOCKS OF SALMON ARE SO SMALL AS TO REQUIRE CLOSURE OF THE NET FISHERIES BY THE INTERNATL PACIFIC SALMON FISHERIES COMMISSION THE GOVTS OF USA AND CDA WILL, IN RESPONSE TO A REQUEST FROM THAT COMMISSION, MUTUALLY IMPOSE EQUIVALENT RESTRICTIONS ON THE TROLL FISHERIES UNDER THEIR CONTROL.

COMMENTS OF GOVT OF CDA ON THE ABOVE PROPOSAL WOULD BE APPRECIATED. UNQUOTE

2. WE SHOULD BE GRATEFUL TO LEARN IN DUE COURSE WHAT RESPONSE TO MAKE TO THIS NOTE.

Economic Div
to 3 for me
to file pg done
April 21/66

X
Received 9:10 A.M.

25-5-7	SALMON - 1
10	11

Refer to:
Mr. Ritchie
Mr. Wershof
Mr. Lapointe, Legal Div.
Economic Div.
Washington DC
Seattle



DEPUTY MINISTER OF FISHERIES
LE SOUS-MINISTRE DES PÊCHERIES

OTTAWA 8

From: U.S.A./V. Edelstein

X O L	TO <i>Miss Edelstein</i>
	APR 29 1966
	REGISTRY

Refer:
Mr. Ritchie
Mr. Wershof
Mr. Lapointe/Legal Div.
Econ. Div.
Washington D.C.
April 26, 1966. *Seattle - return*

Under-Secretary of State
for External Affairs,
O t t a w a.

Dear Sir:

As a result of a decision reached at the recent Discussions Between the United States and Canada on Mutual Pacific Coast Salmon Fishing Problems held in Ottawa, April 4 to 6, a further meeting will be held in Seattle, Washington beginning on May 17. The main purpose of the Seattle meeting will be to negotiate anew the location of lines along the coasts of California, Oregon, Washington, British Columbia and Alaska seaward of which net fishing for salmon would be prohibited for Canadian and United States fishermen.

I expect to serve as Chairman of the Canadian delegation to the Seattle conference and I hope it will be possible for an official of your Department to join the Canadian delegation along with representatives from the Department of Fisheries, the Fisheries Research Board of Canada, the Provincial Government of British Columbia and the Canadian west coast fishing industry. The name and affiliation of each member of the Canadian delegation will be forwarded to you as soon as possible in order that the United States Government may be advised of the Canadian representation at the conference.

I shall look forward to hearing from you regarding the appointment of a representative from your Department at your earliest convenience.

Yours very truly,

A.W.H. Needler

A.W.H. Needler,
Deputy Minister.

Refer to:

Legal Div.
Economic Div
Seattle
Washington



CANADA

F O L	TO Miss Edelstein
	APR 29 1966
	REGISTRY

Fm: U.S.A./V.Edelstein

DEPUTY MINISTER OF FISHERIES
LE SOUS-MINISTRE DES PÊCHERIES

OTTAWA 8

5-14

25-5-7-SALMON-1	
35	//

April 27, 1966.

Refer:
Legal Div.
Econ. D.
Seattle
Washington Emb.
Copy for me
File
done
May 4/66

Under-Secretary of State
for External Affairs,
O t t a w a.

Dear Sir:

This will acknowledge receipt of a copy of the telegram you received from our Embassy in Washington, D.C. concerning the United States State Note of April 14 requesting comments of the Government of Canada on a proposal to restrict Canadian and United States pink salmon troll fisheries off the coasts of Washington and Vancouver Island under certain conditions.

The United States proposal is closely related to matters which have been considered at discussions between the United States and Canada on mutual Pacific coast salmon fishing problems held in Washington, D.C., October 12 to 14, 1965 and Ottawa, April 4 to 6, 1966. A further meeting is to be held in Seattle, Washington beginning on May 17 and it is our opinion that the decisions reached at this meeting will affect the effectiveness of the United States proposal as a conservation measure and the Canadian decision regarding the proposal.

The view of the Department of Fisheries with regard to this matter is that our Embassy in Washington should be asked to reply to the United States Note indicating that

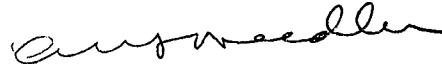
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Row

- 2 -

the proposal is being studied very carefully, that this proposal should be considered in conjunction with other salmon proposals under consideration by the two governments and that the Canadian Government hopes that early agreement will be reached regarding solutions to all mutual Pacific coast salmon fishing problems.

Yours very truly,



A.W.H. Needler,
Deputy Minister.

U.S.A. Division/V. Edelstein/el

AFFAIRES EXTÉRIEURES



MEMORANDUM

TO
A Mr. Ritchie
(through Legal Division and Mr. Werthof)

FROM
De U.S.A. Division

REFERENCE
Référence

SUBJECT
Sujet Canada-U.S. Discussions on Mutual Pacific Coast
Salmon Fishing Problems

SECURITY
Sécurité

CONFIDENTIAL

DATE April 28, 1966.

NUMBER
Numéro

FILE	DOSSIER
OTTAWA 25-5-7 Revised 1	
MISSION	10

ENCLOSURES
Annexes

DISTRIBUTION

Economic Div.
WashDC
Seattle

A Conference was held in Ottawa April 4 to 6 between Fishery officials of the United States and Canada to consider Salmon fishing problems of common concern in the Pacific Northwest, British Columbia and Southeastern Alaska. Dr. Needler, Deputy Minister of Fisheries headed the Canadian Delegation; Mr. W.C. Herrington, Special Assistant for Fisheries and Wildlife to the Under-Secretary of State, headed the U.S. Delegation. The Department was represented at the opening and closing sessions by Miss V. Edelstein. No official from the State Department or from the U.S. Embassy attended any of the sessions.

2. The Conference was concerned with the adequacy of the provisions of the 1956 Protocol to the 1930 Sockeye Salmon Convention which brought Pink Salmon in the Convention area within the responsibilities of the International Pacific Salmon Fisheries Commission, (a Canadian-U.S. body), and with other Pacific Coast Salmon fishing problems. The forementioned Convention area, which lies in the vicinity of the Fraser River and the Straits of Juan de Fuca, is relatively small in comparison with the large areas of coastline in connection with other problems which were discussed at this Conference.

3. During the meetings, the Canadian Delegation worked from the premise that, for the sake of good management and equity, each country should take only Salmon bred in its own rivers, and that Canada and the U.S. should strive to minimize the interception by one country of Salmon originating in, and bound for, the other. The United States Delegation, on the other hand, was concerned that historic fisheries should be maintained, and that the fishing catch in all Salmon fishing areas should be divided on a fifty-fifty basis, as it is in the Convention area.

Herrington is Mr. State Dept on these matters
CSN

I think somebody should attend the Seattle meeting from here if at all possible
CSN

... 2

57.57.4/1051

CONFIDENTIAL

- 2 -

... 4. Although several points were discussed in the terms outlined in the attached press release, many of which concern Salmon fishing in the Convention area, the major issue of the meeting was the location of the Salmon net fishing limits currently enforced along the North American Pacific Coast. These limits are not covered by the 1930 Convention nor the 1956 Protocol thereto, as they run along the entire length of the Alaska, British Columbia, Washington Oregon and California Coasts, and thus extend far beyond the Convention area. They were established in 1957 by means of an exchange of letters between the Deputy Minister of the Department of Fisheries and Mr. Harriman, the corresponding United States authority, confirming and adopting the minutes and resolutions of the 1957 Seattle Conference on Salmon Fishing Problems. It was agreed at that Conference that the Canadian and United States parties involved would establish a net fishing limit along their respective shore lines, and that this limit would be on the shore line. However, when the net fishing limits were actually established by legislation in the States of California, Oregon, Washington and Alaska, and by an Order-in-Council in Canada, although the limits along the British Columbia, Washington, Oregon and California coasts complied with the above-noted agreement, the State of Alaska set its territorial water line as its net fishing limits. The Canadian Department of Fisheries protested this action at a meeting held in 1959 and again at a meeting in Washington, October, 1965, which was preliminary to the meeting under discussion, and at both times reserved the right to move the Canadian limits seaward. It should be noted that we informed the Department of Fisheries in a letter dated May 23, 1957 that the net fishing limits should be set by means of an agreement between the U.S. and Canadian fishery services, and that an exchange of notes on this subject was not necessary.

5. The Canadian position is that because Alaskan limits are drawn at the territorial water line great numbers of Canadian Salmon are being intercepted and as a consequence, northern B.C. fisheries are at an economic disadvantage. The U.S. delegation takes the position that Canada has only the statistics of one year (1957) as a basis for this contention, and they will not accept the premise that great numbers of Canadian Salmon are being intercepted by the Alaskans.

... 6. As no progress was made in the discussions of the first day, and as there seemed to be no hope of either delegation compromising in the slightest degree, on Tuesday, April 5, the second day of the meetings, Dr. Needler stated that the net line limits no longer existed for Canada, that Canada has reserved the right to abrogate these limits at any time, and that it was unfortunately necessary now to take that step. This statement is attached. He added, at the request of the United States Delegation, that the Canadian regulation would not be changed before a further meeting on this subject is held in Seattle, Washington, beginning May 17. The official report of the Ottawa meeting is being prepared by the Department of Fisheries and will be forwarded to this Department when it is ready.

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... 7. Dr. Needler's statement has prompted some comment in the United States. Attached is a copy of a press release authorized by Senator Warren G. Magnuson on this subject. Senator Magnuson is not only directly interested in these meetings, but is also Chairman of the Senate Commerce Committee. Although his treatment of the general subject of Salmon fishing is distorted by his over-emphasis of the importance of the Columbia River Salmon run, the arguments he puts forward would seem to require examination if only that they be rebutted at the appropriate time and place. His suggestion that should Canada insist on taking more of the Salmon catch (the crux of the problem), the U.S. should "re-analyse the present historic markets which Canadian fishery products now enjoy" in the United States is a threat which Canada should perhaps consider in future negotiations on this subject.

... 8. While the Department of Fisheries invited us to have an official of this Department named as a member of the Canadian Delegation to the Ottawa meeting, and while we had received a copy of the proceedings of the Washington October 1965 meeting from our Washington Embassy, we had no indication as to the nature of the main issue, as opposed to the discussion of several problems, which the two sides were to confront at this meeting. Consequently, in view of the other responsibilities covered by the officer concerned in this Convention, with the full agreement of the Department of Fisheries, we arranged to have the officer attend only the opening and closing sessions. Therefore, we did not learn of Dr. Needler's abrogation of the net fishing limits until the closing session of the meetings. Attached are copies of the opening and closing statements of the U.S. and Canadian Delegations.

9. As a result of the failure of the parties to the Ottawa meetings to agree on the procedures to be followed with respect to Pacific Coast Salmon Fisheries, we can foresee that the May 17 Seattle meeting assumes a special importance in both the fisheries and political fields. For this reason, we strongly recommend that an officer of our Seattle Consulate General be named a member of the Canadian Delegation. We are prepared to issue this instruction to our Consulate General in Seattle, if you agree.



U.S.A. Division.

STATEMENT BY THE CHAIRMAN OF THE CANADIAN DELEGATION

TUESDAY AFTERNOON, APRIL 5, 1966

Perhaps it would be helpful for me to review the Canadian position. We cannot say that we are happy with the progress we have made during the present discussion towards agreement. We have put forward the principle that it is desirable for good management and for equity to avoid the taking by one country of salmon bound for the other. The rationale in support of this principle has been explained at other times. In brief, it is the fact that the brunt of the effort to maintain the stock by regulation, to protect the rivers from damage by other uses and for positive measures to increase salmon stocks falls on the country which has the rivers in which the salmon are bred. To make these efforts worth-while to that country it must be able to harvest the salmon and reap the benefits.

You will recognize that it is difficult for any country to be as it were the last on the totem pole as the United States is in Bristol Bay or the U.S.S.R. in Kamchatka or as Canada in British Columbia. Therefore, in the interests of equity and of good management, we consider it desirable for each country to harvest the salmon bred in its rivers. This principle is appropriate for broad international application as in the discussion between our countries.

The United States has said that it agrees with this principle with the reservation that historic fisheries should be protected. Canada is not impressed with this reservation.

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The right exists to fish in territorial and international waters but this right is modified from time to time by international agreement and by domestic regulations in the interests of management and of equity between nations.

Canada is sympathetic regarding the problem of economic disruption which may be brought about by regulations required for rational use and recognizes that some such disruption might be caused in Alaska by application of the principle we propose. However, I should like to point out that some British Columbia communities have already been harmed by the present salmon net fishing limits.

In an attempt to apply the principle we have proposed the inward adjustment of salmon net fishing limit on both sides of the border as one means of minimizing interception. So far as we can judge, the United States is not willing to entertain such proposals. Canada is therefore forced to review her whole position with regard to the location of salmon net fishing limits. As we stated in 1959 we would not have agreed to the establishment of the present limits had we known in 1957 that they were to be established in Alaska on a different basis from that in British Columbia and in the United States to the south. At that time, and again last October, Canada reserved the right to move these limits seaward.

We feel that to clarify the situation we should now state that the limits as now defined no longer exist as an agreement between our two countries and, indeed, Canada cannot predict how long they might exist in their present form as a domestic regulation. We invite the United States to meet with

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in the near future to negotiate seaward net fishing limits anew.

In the northern area, seeking application of the principle put forward by Canada, we have proposed inward revision of a line to prevent interception. We recognize that other measures may be worth considering such as closures at times fish bound for the other country are caught. If this objective could be entertained by the United States, Canada would be glad to co-operate in investigations to determine what action would be effective to minimize the interception of salmon bound for the other country. We hope that we can proceed on such a basis.

However, in the meantime, it will be necessary for Canada to take a complete new look at the restrictions applied to her own fisheries. It is likely that we will extend our fisheries seaward in the coming year and it is difficult to predict how far this move will take us except that, of course, we have agreed in the North Pacific Convention not to fish in the Bering Sea.

In the south the situation is more complex but perhaps easier to define. As stated in Washington, we believe that the same principle is applicable in the south and that we should move in that direction. We believe Canada should be getting a larger proportion of the salmon there. We realize that there has been co-operation to build up the runs to the Fraser River but it should be recognized that the economic cost to Canada has been several times greater than the cost of this joint effort.

At this meeting we have heard suggestions from the United States for the removal from division of some catches within

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the present Convention areas which would have the effect of increasing the catches of Fraser River pinks by the United States. Further, we have had the suggestion of inward movement of the salmon net fishing limit across the Juan de Fuca Strait which would affect Canadian more than United States fisheries. Canada would be happy to discuss proposals of this kind on a broader basis involving the entire question of the division of catches. We would even consider doing away with commercial fishing all the way into the Strait. Canada cannot, however, entertain proposals on a piece meal basis, adverse to the Canadian interest. Such proposals must be considered on a much broader basis involving consideration of the changing of the provisions under the Convention and their revision to give Canada a higher proportion of the catch.

In summary, Canada's objective^{ve} is to move in the direction of permitting each country to catch its own salmon, in the interests over the long term of management and of equity.

Ottawa, April 5, 1966.

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OPENING STATEMENT BY THE CHAIRMAN
OF THE CANADIAN DELEGATION

Since meeting in Washington last October we have given careful consideration to the United States statements at that time, and especially the concluding statement of your Delegation, and have again reviewed pertinent technical reports and data. As a result we have become more convinced than ever that, in the interests of effective management and of equity, countries should harvest the salmon bred in their rivers and that the solution of our mutual difficulties lies in minimizing the capture by one country of salmon bound for rivers of the other. While we recognize that application of this principle is fraught with difficulties and that the complete elimination of the interception of salmon bound for one another's streams may never be attained, we believe that we should start moving in that direction now with some sense of urgency.

The Canadian position as set forth in my concluding statement in Washington, in October, remains the same and, without repeating the whole of that statement, it seems desirable to repeat the following excerpts to remind ourselves of the Canadian proposals made at that time.

In the northern area "We propose that the seaward limits of net fishing be adjusted to minimize the interception of Canada-bound salmon in Alaska and of Alaska-bound salmon in British Columbia, involving to this end

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inward movement of the line on both sides of the border. It should in our opinion become indeed a 'surf line' in all areas where mixed stocks occur except in certain limited bays where fishing is necessary to harvest local stocks. It is believed that such adjustments would simplify and improve management and would strengthen the position of fishery administrations in promoting efforts in the fields of conservation and resource development. It would also remove actual and potential inequities which are a cause of contention between our two countries.

" It is noted here that the present location of the seaward net fishing limits in Alaska, on a different basis from that applied in British Columbia and in the states south of the border, is inequitable and detrimental to good management practice in that it offers a somewhat greater opportunity to fish mixed stocks than it would if located on the same basis as in the areas to the south. When this subject was last discussed between representatives of our two countries (at the 1959 meeting on co-ordination of fishery regulations), Canada reserved the right to adjust the seaward netting limits in British Columbia outward if the Alaska limits remain as they are. We would be reluctant to do so believing as we do in steps to minimize the fishing of mixed stocks and we have no intention of permitting high-seas salmon net fishing by our nationals. If the present inequity remains it will, however,

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be necessary for Canada to reconsider its present lines and to move them seaward where appropriate.

" In the southern areas, in which stocks of sockeye and pink salmon running to the Fraser River are now fished together with stocks running to neighbouring streams in Canada and the United States, we believe that the same principles are valid and, indeed, suggest somewhat similar remedies.

" While we recognize that the Convention at present provides for an equal division of sockeye and pink salmon catches in the Convention area, the preponderance of salmon bound to Canadian rivers in the Convention area catches coupled with the great expense to the Canadian economy of maintaining the Fraser River in suitable condition for large spawning runs, means that an equitable division would give Canada more than half of the catch in the Convention area itself. Furthermore we do not consider it inequitable when Canada, through fishing outside the Convention area takes more Fraser River sockeye or pink salmon than does the United States. Indeed we believe that equity demands that Canada be afforded a greater share than under present conditions. We cannot, therefore, consider action which would bring more Canadian fishing grounds within the Convention area and their catches under the equal sharing provided for by the Convention as it now stands.

" We are, on the other hand, anxious to play our full part

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in efforts to maintain and increase the stocks of sockeye and pink salmon of the Fraser and of neighbouring rivers on both sides of the border and to that end are prepared to have Canadian agencies collaborate with the International Pacific Salmon Fisheries Commission as well as with the government agencies to the South.

" We do not believe, however, that better management would be promoted by extending the Convention area and the management by the Commission to include more fisheries on mixed stocks bound not only for the Fraser but for other streams in both countries. We believe, on the contrary, that the solution lies in the reduction of the fishing of mixed stocks, with the purpose of minimizing the taking by each country of salmon bound for the other."

The quoted statement was made before the concluding statement of the United States Delegation and, without going into details in the opening statement, we should like to comment on some of the points you made starting with the southern area.

With reference to your expression of concern over what you called the "large number of pink salmon landed by the Canadian troll fishery outside the Convention area", these actually constitute a very small proportion of the pink salmon stock and do not, in our opinion, pose management problems. We agree, however, that the fishery should be kept under review and are

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prepared to do so.

In your concluding statement (penultimate paragraph of Part I) it is suggested that the Canadian Government establish a policy in respect of the amount of escapement of pink salmon from the primary fishery in Johnstone Strait. In our national interest we shall, of course, continue to provide escapement of pink salmon from the Johnstone Strait fishery to Canadian rivers, including the Fraser, and this will incidentally provide escapement of the small proportion of the Puget Sound runs which pass through the Strait. We are prepared to carry out a full exchange of information with the Salmon Commission on problems of providing pink salmon escapements and on their solution.

We are much interested in the United States reference to the problem of effective management of the pink salmon of Discovery Bay and West Beach and would appreciate clarification of the suggestions made and their rationale. In particular we would like to know which of the alternatives in the last sentence of Part I of your concluding statement you now propose and what are your views on its effect on division of catch as well as on management.

With respect to the problems of mutual concern to the conservation and management of salmon stocks in Southeastern Alaska and British Columbia, we have re-examined the information in the light of United States reservations on the use and

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interpretation of the data on interception by one country of salmon bound for the other. While we should, of course, examine carefully any new or more detailed information presented in support of these reservations, we believe that our concluding statement on this subject at the Washington meeting remains valid: "...in 1957 there was substantial interception in Southeast Alaska of both pink and sockeye salmon bound for rivers in Northern British Columbia, with little compensatory northward movement. In 1958 there were more Alaska-bound pink salmon intercepted in British Columbia but not on the scale of the interception of southward bound pinks in 1957. There is evidence that the southward movement of pink and sockeye bound for British Columbia along the coast of Southeast Alaska is a common, probably a usual occurrence."

In our opinion the available information demonstrates that relatively few salmon spawn in the streams of the outside West Coast District of Southeastern Alaska and that the fishery there exploits almost entirely salmon bound for inside waters of Alaska and British Columbia. The stocks now intercepted by the West Coast fishery could be harvested closer to their spawning streams by the fishermen of the country where each stock is bred and thus made subject to better management. The inward adjustment of the net-fishing limits, which we have proposed should therefore, in our opinion, apply along the outside West Coast district as well as elsewhere.

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Your references to the original purposes of both countries in setting seaward net fishing lines do not appear to us to state fully either the intent or the result of their establishment. The basic purpose of the limits was to minimize the interception of mixed stocks and permit their more effective management closer to their home streams. This purpose, as noted above, is very applicable to the West Coast fisheries of Alaska and should be carried out there in spite of fisheries of long standing. In areas south of Alaska these limits curtailed or eliminated established fisheries of both our countries. Too much emphasis on maintenance of the status quo could prove a serious hindrance to the development of better management.

We, of course, appreciate your concern for the welfare of communities in Southeastern Alaska dependent on the salmon fisheries but are sure that the United States will recognize that many British Columbia communities also depend on salmon fishing and that their interests cannot be sacrificed. It is our firm opinion that the best interests of both countries will be served by minimizing interception and thereby improving management. We, therefore, urge early favourable consideration of our proposal for an inward adjustment of the seaward net-fishing limits as an important tool to this end. These are very urgent problems and we hope that we can make rapid progress towards their solution during these sessions in spite of the short time available - using, if necessary, what Caesar called "forced marches".

Ottawa, April 4, 1966.

APPENDIX 1

OPENING STATEMENT BY THE CHAIRMAN
OF THE UNITED STATES DELEGATION

At our meeting in Washington during the week beginning October 12, 1965, we had a very useful and productive exchange of views regarding certain Pacific salmon problems involving our two countries. The concluding statements by the heads of the two delegations effectively summed up the views of each country regarding the problems and preferred solutions. I believe these concluding statements provide an excellent basis or point of departure for our present discussions.

The principal problems in this area as seen by the U.S., relate to the effective management of the complex pool of salmon of several species and stocks, in the Strait of Juan de Fuca, Puget Sound, Fraser River, Strait of Georgia and Johnstone Strait area. In summing up the presentations at the October meeting the U.S. concluded that present arrangements for managing this pool of salmon stocks did not assure U.S. fishermen an equitable share, particularly when we take into account the large number of pink salmon landed by the Canadian fishery outside the Convention area. This arrangement has failed to assure effective conservation of all stocks. It seems to us essential that the management of the overall intermingled stocks should be handled in such a way as to assure each area a spawning escapement adequate to maintain and increase the yield from this area and to provide for the historic national

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fisheries. We also pointed out the problems presented in the Discovery Bay, West Beach and Bellingham Bay areas when practically all of the pink salmon in these areas were destined for U.S. streams outside the Convention area while there were very few salmon of Fraser River or other Canadian origin present. Under the present management system the regulations are designed to assure suitable escapement of salmon destined for the Fraser River and such regulations often result in limiting the take of pink salmon headed for U.S. streams outside the Convention area. This makes it difficult or impossible to take the necessary catch of salmon after they have left the Area and before they enter their spawning streams. In the reverse situation when the pink salmon runs headed for U.S. streams outside the area are poor and the Fraser River run large, the pink salmon runs may be grossly over-exploited.

At our October meeting we proposed that the most rational solution to this problem would be management by a single agency in order to provide for the greatest overall yield with proper consideration for an equitable division of the catch. This solution was strongly opposed by Canada. If Canada is not prepared to consider this solution, we believe that at a minimum we should accept the recommendations of the Salmon Commission that policy guidance be given for the Commission to follow in providing for the escapement of pink salmon from Convention waters to the south, to satisfy the requirements for spawning and historic national fisheries and further

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that the Government of Canada establish a policy in respect to the amount of escapement of sockeye and pink salmon from the primary fishery in Johnstone Strait. We conclude it essential that this be sufficient to provide an equitable share of this Johnstone Strait run to the Fraser River fishery and Fraser River spawning escapement as well as for an equitable escapement from the Convention area to U.S. waters to meet the requirements for spawning and the historic U.S. fishery.

Correction of the mismanagement of the pink salmon stocks in the Discovery Bay, West Beach, Bellingham Bay areas could be achieved through placing these areas under management by U.S. authorities at the time these stocks become the dominant segment of the salmon population in these areas.

You are aware that we have not been satisfied with results of the establishment of the ocean fishery line at Bonilla-Tatoosh. We have in the past made proposals as to how this problem might be solved but to no avail. We still are of the view that the current line has acted very much to the detriment of the U.S. fishery and that a move of this line eastward would be fair and equitable.

The closing Canadian statement makes clear the basic Canadian concept that "in the interest of conservation and equity countries should harvest the salmon bred in their rivers". To a

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large extent the U.S. is in agreement with this concept provided one essential modification is included, recognition of the position of countries which have historically participated in harvesting these resources. This historic participation concept was an integral part of the abstention provision included in the North Pacific Fisheries Convention and which the U.S. and Canada sponsored and fought for at the 1955 Rome Technical Conference on Conservation of the Living Resources of the Sea and the 1958 Geneva Conference on the Law of the Sea. The U.S. considers that in the interest of equity this must remain part of any concept dealing with exploitation of salmon. This proviso is particularly persuasive when the historic fishery lies within the country's territorial sea.

The Canadian proposal to adjust the limits of net fishing lines off southeast Alaska, particularly in the Noyes Island area, has been given intensive study by the U.S. From this study we have drawn certain conclusions which have been heavily influenced by two considerations: (1) The Noyes Island fishery has been operating many years; it is an historic fishery in the full sense of the term; (2) The Canadian views concerning the Noyes Island fishery are based primarily on data gathered on the 1957 salmon season. The U.S. has advanced extensive evidence which shows that the conditions in 1957 were far from normal. In any case this fishery depends primarily on runs of salmon from southeast Alaskan streams. We have presented this evidence before and would be glad to review it again if that is

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desired. Certainly the evidence regarding the Noyes Island fishery would not justify action on the part of the U.S. that would destroy or seriously damage an industry which for many years has provided the principle support for the economy of the area.

As we stated at the Washington meeting we believe present fishery regulations adequately provide for the conservation of the fishery resources subject to the Noyes Island fishery. However, we are willing to join in efforts to clarify this problem should the Canadian Government consider this desirable and to cooperate in further conservation measures if they are found necessary to maintain and improve the salmon runs affected.

April 4, 1966

CLOSING STATEMENT BY CHAIRMAN OF THE CANADIAN DELEGATION

The statement made yesterday afternoon, which is part of the record of this Conference, presented the Canadian position at some length and need not be repeated. We do, however, reaffirm that statement at this time as this Conference draws to a close.

We wish to emphasize that our primary purpose is to minimize the catch by each country of salmon bound for rivers in the other in the interests of management and of equity and that we proposed and still do propose an inward adjustment of seaward net fishing limits as one means to that end.

Because of inequities in the manner in which these lines were established and are now defined we have found it necessary to declare that the limits as now defined no longer exist as an agreement between our two countries and that we cannot predict how long they might continue to exist in their present form as a domestic regulation. While they will not be changed without advising you in advance we are seriously planning for an extension

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of our fisheries seaward if and when the Canadian interest requires. We would much prefer to effect an agreed inward adjustment of these limits along both our coasts and are, therefore, pleased that a meeting has been tentatively arranged between us in May to negotiate seaward net fishing limits anew. We hope that at that time it will be possible to reach an agreement which will constitute a step forward towards better management and equity. We believe we should arrange at that time for further discussions on our mutual salmon problems.

We have exchanged preliminary views on a research program in the northern area and have agreed that scientists of our two countries hold preliminary discussions to explore the nature and scope of research which would serve as the basis for our objectives. It is understood that these discussions do not involve commitment to any program at this time and that to be acceptable a program would have to meet both our requirements.

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In the southern area we wish to reaffirm that, while we cannot, of course, agree to changes in the Convention which would adversely effect our fisheries and more particularly cannot agree, by itself, to the United States proposal to remove the West Beach, Discovery Bay and Bellingham Bay areas from the Convention area, we propose that we enter with you in the near future on a broad review of the terms of the Convention. We are especially interested in revising the provisions regarding the sharing of the catch to increase the Canadian share to a more equitable level. While we cannot agree to an eastward movement of the Bonilla-Tatoosh line which would affect the Canadian more than the United States fisheries, we would be glad to discuss more extensive inward adjustment of the net fishing limits affecting the Juan de Fuca Strait as a whole.

In putting forward these suggestions you will recognize our view that in the interests of management and of equity it is necessary to avoid over-emphasis of the importance of maintaining the status quo.

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Although we are disappointed at the lack of progress in our discussions this week and especially our failure to agree to any steps to minimize the catching of salmon bound for the other country, these talks have led to some clarification of one another's views and we hope that they have laid the ground for progress. We look forward especially to meeting with you again in May.

We wish you all a pleasant journey home.

DISCUSSIONS BETWEEN U.S. AND CANADA
ON INITIAL PACIFIC COAST SALMON PROBLEMS

STATEMENT BY THE CHAIRMAN OF THE U.S. DELEGATION

I should like to briefly run up the U.S. position on the salmon fishery problems of common concern to our two countries.

Canada maintains that she alone should harvest the salmon bound for Canadian rivers. The U.S. cannot agree to this position because it overlooks historic fisheries that have for many years fished mixed stocks of salmon. The Strait of Juan de Fuca - northern Puget Sound salmon fisheries of the two countries, and the extensive offshore salmon troll fishery of Canada and the U.S. take mixed stocks of salmon bound for U.S. and Canadian streams. The Canadian Johnstone Strait salmon fishery has traditionally taken mixed stocks of salmon from rivers of Canada and the State of Washington. These and other fisheries such as the U.S. and Canadian fisheries of northern British Columbia and southern Southeastern Alaska all operate to a greater or less extent on mixed stocks of salmon. We cannot agree to action that would cause economic hardship to or erosion of these long-standing fisheries in the absence of any demonstrable conservation

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need of the resource-- especially when such action benefits only one party at the expense of the other.

We have made several suggestions as to how to further eliminate areas of contention between our fisheries, including a suggestion to consider a broadened international convention which would cover certain salmon problems of common concern, since the mixing of the British Columbia and U.S. salmon stocks is so extensive and in many areas ~~is~~ complete. This suggestion, in our view, is more appropriate and offers a much better prospect for a successful resolution of these problems than does the proposal of Canada which would benefit one country to the detriment of the other.

The U.S. stands ready to participate fully in programs which would have as their objective the improvement of the salmon resources of common concern.

In Southeastern Alaska and Northern British Columbia the fishery in the national waters of each country harvests variable

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amounts of salmon from the rivers of the other country which migrate through these waters. The amount of intermixing is highly variable although we both have little scientific knowledge regarding the extent of the variation. To the extent that U.S. national fisheries affect the achievement of a successful conservation program for Canadian stocks, we are willing to regulate our fisheries to accommodate such a goal. But in the area in question, no such need has yet been demonstrated. If Canada believes that U.S. fisheries are adversely affecting the conservation of salmon resources of Canadian rivers, we would appreciate evidence of this.

We know very little about the effect of each others fisheries upon the conservation programs of northern British Columbia and Southeastern Alaska. We are prepared to cooperatively study this problem and clarify the issues as they apply to these programs.

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With respect to the salmon resources in the southern area the U.S. believes that both countries should act whenever possible to improve the conservation programs which involve the salmon fisheries of common concern. To do less is to be unresponsive to the request of the International Pacific Salmon Commission and the needs of conservation. We believe our proposals for better management of the salmon stocks in this area are sound and consistent with good salmon management.

The present salmon convention has been an effective instrument for rehabilitating depleted runs of salmon and maintaining these runs and it has allowed U.S. and Canadian fisheries to operate with a minimum of friction. Nevertheless, we believe some administrative adjustments can be made within the terms of the present Convention to improve the conservation and management of the fisheries.

I would like to again emphasize that the U.S. is prepared to further explore all aspects of the fishery problems of common concern to our two countries and to fully participate in studies

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to determine conservation needs. On the other hand, the U.S. is determined to protect the important historic fisheries which operate on mixed stocks of salmon. We do not believe the Canadian proposal provides a practical means for resolving the common conservation and economic problems of our industries.

We regret that this meeting has not made more progress in resolving our problems. However, it has had one clear result. It has focused attention sharply on the issues; we will hope that with the clear understanding we now have of these issues, ways will be found to resolve our differences to the benefit of both countries.



DEPUTY MINISTER OF FISHERIES
LE SOUS-MINISTRE DES PÊCHERIES

OTTAWA 8

P O L	TO <i>Miss Edelstein</i>
	MAY 3 1966
	REGISTRY

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May 3, 1966.

Refer: (list only)
T&C (Mr. Kinsella)
Legal (Mr. Sapointe)
Seattle
Washington
Economic (Mr. Berger)

The Under-Secretary of State
for External Affairs,
O t t a w a.

Dear Sir:

As the result of a decision reached at the Discussions Between the United States and Canada on Mutual Pacific Coast Salmon Fishing Problems held in Ottawa, April 4 to 6, 1966, a recommendation was made to the Government of the United States to convene a meeting in Seattle, Washington beginning on May 17 to negotiate anew seaward salmon net fishing limits along the coasts of California, Oregon, Washington, British Columbia and Alaska. We have been advised that the United States Government has invited Canada to send a delegation to such a meeting in Seattle beginning May 17.

It is proposed that the Canadian delegation be comprised of the following representatives:

Chairman

A.W.H. Needler

Deputy Minister,
Department of Fisheries,
Ottawa.

Advisers

W.M. Sprules

Department of Fisheries,
Ottawa.

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Advisers (cont'd.)

C.R. Levelton	Department of Fisheries, Ottawa.
W.R. Hourston	Department of Fisheries, Vancouver, B.C.
M.P. Houghton	Department of Fisheries, Vancouver, B.C.
R.E. McLaren	Department of Fisheries, Vancouver, B.C.
I.S. Todd	Department of Fisheries, Vancouver, B.C.
R.A. Crouter	Department of Fisheries, Vancouver, B.C.
S.L. Young	Department of Fisheries, Vancouver, B.C.
P.A. Larkin	Fisheries Research Board of Canada, Nanaimo, B.C.
F.C. Withler	Fisheries Research Board of Canada, Nanaimo, B.C.
M.P. Shepard	Fisheries Research Board of Canada, Nanaimo, B.C.
A.S. Hourston	Fisheries Research Board of Canada, Nanaimo, B.C.
K.V. Aro	Fisheries Research Board of Canada, Nanaimo, B.C.
H. Godfrey	Fisheries Research Board of Canada, Nanaimo, B.C.

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Advisers (cont'd.)

D.B. Turner	Deputy Minister, Department of Recreation and Conservation, Victoria, B.C.
J. Hatter	Department of Recreation and Conservation, Victoria, B.C.
R.L. Payne	Fisheries Association of British Columbia, Vancouver, B.C.
R. Nelson	Fisheries Association of British Columbia, Vancouver, B.C.
E.L. Harrison	Fisheries Association of British Columbia, Vancouver, B.C.
H. Stevens	United Fishermen and Allied Workers' Union, Vancouver, B.C.
W. Paulik	United Fishermen and Allied Workers' Union, Vancouver, B.C.
H. Stavenes	United Fishermen and Allied Workers' Union, Vancouver, B.C.
C. Giske	Prince Rupert Fishermen's Cooperative Association, Prince Rupert, B.C.
G. Haugan	Prince Rupert Fishermen's Cooperative Association, Prince Rupert, B.C.
R. Stanton	Pacific Trollers Association, Surrey, B.C.
D. Larden	Pacific Trollers Association, Surrey, B.C.

/4

- 4 -

Advisers (cont'd.)

J. Garcia	Pacific Trollers Association, Surrey, B.C.
C. Clarke	Fishing Vessel Owners Association, Vancouver, B.C.
F. Buble	Fishing Vessel Owners Association, Vancouver, B.C.
V. Fiamengo	Fishing Vessel Owners Association, Vancouver, B.C.
G. Williams	Native Brotherhood of B.C., Vancouver, B.C.
R. Clifton	Native Brotherhood of B.C., Vancouver, B.C.
J. Sewid	Native Brotherhood of B.C., Vancouver, B.C.

You will recall that in my letter of April 26 I expressed the hope that an official of your Department could join the Canadian delegation.

It would be appreciated if you would advise the proper United States authorities regarding the composition of the Canadian delegation to the coming Seattle conference.

Yours very truly,



A.W.H. Needler,
Deputy Minister.

diary
div diary
file ✓

Legal Div/P.A. Lapointe/cr

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

s.23

TO
À

MEMORANDUM FOR MR. RITCHIE

SECURITY
Sécurité

CONFIDENTIAL

(Through Mr. Wershof)

FROM
De

Legal Division

DATE

May 4, 1966.

REFERENCE
Référence

U.S.A. Division's memorandum of April 28, 1966.

NUMBER
Numéro

SUBJECT
Sujet

Canada-United States Discussions on Mutual Pacific
Coast Salmon Fishing Problems.

FILE	DOSSIER
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OTTAWA	
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25-5-7-SALMON-1	
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MISSION	
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51	
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ENCLOSURES
Annexes

DISTRIBUTION

Dr. Needler's decision to inform the United States Delegation that Canada would no longer be bound by the net fishing limits informally agreed to in 1957, with respect to salmon fishing on the West Coast, is legitimate in law and in fact. The 1957 arrangement was not a treaty and it is quite clear that, since the State of Alaska never respected its provisions, Canada is free to abrogate the set limits at any time.

Economic Div.

U.S.A. Div.

M. E. GOTLIEB

Legal Division

MESSAGE

FM/DE EXTERNAL OTT

DATE	FILE/DOSSIER	SECURITY SECURITE
MAY 4	25-5-7-Pacific-1 7 SALMON //	CONFID

TO/A WASHINGTON

NO
X-160
PRECEDENCE
PRIORITY

INFO SEATTLE

REF YOURTEL 1175 APR 20, 1966

SUB/SUJ PACIFIC SALMON FISHERIES

REFERRING TO STATE DEPT NOTE APR 14 REQUESTING COMMENTS
OF GOVT OF CDA ON PROPOSAL TO RESTRICT CDN AND USA PINK SALMON TROLL
FISHERIES OFF COASTS OF WASHINGTON AND VANCOUVER ISLAND UNDER CERTAIN
CONDITIONS PLEASE ADDRESS NOTE IN REPLY INDICATING THAT PROPOSAL IS
BEING STUDIED VERY CAREFULLY, THAT THIS PROPOSAL SHOULD BE CONSIDERED
IN CONJUNCTION WITH OTHER SALMON PROPOSALS UNDER CONSIDERATION BY THE
TWO GOVERNMENTS AND THAT THE CDN GOVT HOPES THAT EARLY AGREEMENT WILL
BE REACHED REGARDING SOLUTIONS TO ALL MUTUAL PACIFIC COAST SALMON
FISHING PROBLEMS.

DISTRIBUTION NO STANDARD (CONCENTRE PLS FWD 6 CPS TO USA DIV) REFS DONE IN DIV
LOCAL/LOCALE DM/FISHERIES LEGAL DIV ECONOMIC DIV

ORIGINATOR/REDACTEUR	DIVISION	TELEPHONE	APPROVED/AUTORISE
SIG V. M. EDELSTEIN V. Edelstein/el	U.S.A.	2-4993	SIG A. J. HICKS A.J. Hicks

Min Edelstein

cc: Mr. Gotlieb (Legal Division)

RESTRICTED

May 6, 1966.

SALMON
25-5-7
copy for me
file 120
may 24/66

MEMORANDUM FOR MR. BRIDLE (USA DIVISION)

Possible Dispute with the United States Regarding
Salmon Fishing in the Northeast Pacific

In view of the disturbing news story from Washington on page 1 of today's MONTREAL GAZETTE, I presume that our Department will immediately institute discussions with the Department of Fisheries.

2. Perhaps we already know what this is all about but, if our information is incomplete, we need to get the full story from Fisheries. Also, we need to ensure that we are kept in the picture by Fisheries and are consulted by them continuously, in view of the political aspects of this problem.

3. Also, our Embassy in Washington and perhaps some of our consulates on the West Coast should be kept informed.

M.H.W.

6.5.35/051

I spoke to Mr. Wershof. Dates of return of Fisheries people are as follows: Mr. Robichaud May 10 (not in time for the Committee meeting) Mr. Ozere, May 16, Dr. Needler, May 13.

Fisheries committee (Commons) meeting is planned for Tues. morning 9.30 or 11.00 a.m. Dr. Logie, the other Asst. Deputy, Fisheries is expected to be there (Mr. Wershof wants some fisheries official there). He also wants me to sit in if possible.

As for the Commons Fisheries Committee meeting yesterday morning, the following took place:

Mr. Howard had a printed submission to be included in the minutes of the meeting, but the problem of whether or not there was a quorum arose. Therefore, the chairman received the submission as a notice of motion which will be in the minutes and the chairman will make a ruling Tuesday morning as to whether or not it will be discussed.

Mr. Howard's submission following the lines of the Gazette article (almost identicle with the article says Dr. Sprules) listed the follong points:

1. Mr. Howard was endorsing the Canadian position at the Ottawa April 4 to 6 conference.
2. He urged the Government not to permit postponement or adjournment of the meetings.
3. He urged the Canadian Government to ignore threats by Senator Magnuson is making re. economic retaliation.



SECRET

CONFIDENTIAL

May 9, 1966.

RECEIVED BY THE MINISTER

File 10
25-5-7-*Receives*
SALMON
10 *✓*

MEMORANDUM FOR THE MINISTER

Possible dispute with the United States regarding
Salmon fishing in the Northeast Pacific

Discussions were held in Ottawa April 4 to 6 between Canadian and U.S. fisheries experts on mutual west coast pacific salmon fishing problems. At this meeting, a dispute of long standing came to a head. The Canadian position in this dispute is that each country should harvest the salmon bred in its own rivers, and that interception of salmon originating in, and bound for, the rivers of the other country should be minimized. The U.S. position is that historic salmon fisheries should be protected and the salmon catch divided equally.

2. In 1957, a Conference similar to that held recently in Ottawa, was held in Seattle at which, in order to promote good management and conservation of salmon stocks, a limit was established along the Pacific West Coast beyond which net salmon fishing was prohibited. The understanding of the Conference was that this "net fishing limit" would be drawn on the surf line, along the length of the North American Pacific coast. This limit was established by legislation in the States of California, Oregon, Washington and by an Order in Council in the case of British Columbia. However, the State of Alaska, to the amazement of Canadian fisheries officials, set its territorial water line as its net fishing limit. The Canadian officials protested this action at meetings in 1959 and October, 1965 (the preliminary meeting to the Ottawa/4 to 6 meeting) and each time reserved the right to move the Canadian limits seaward. /April

3. The discrepancy in the Alaska limit was due to the fact that at the 1957 meeting, Alaska, then a territory, was represented by a U.S. Federal Agency representative who did not know the location of the Alaskan net fishing limit. The U.S. delegation to that meeting assumed that the Alaskan limit was on the shore line, and indicated this to our delegation. Our delegation therefore agreed to accept the Alaskan line on the understanding that it was the surf line. Mr. Harrington, the top man of the U.S. delegation is the only person in that delegation who was at the meeting in 1957, and has not informed the U.S. fishing industry as to the assumptions upon which Canada agreed to the Alaskan line.

P.M.

MINISTERS OFFICE
MAY 9 1966
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9.5.58/US

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM

TO
À The Under-Secretary

FROM
De U.S.A. Division

REFERENCE
Référence

SUBJECT
Sujet Possible Dispute With United States Regarding Salmon Fishing in the Northeast Pacific.

SECURITY
Sécurité

CONFIDENTIAL

DATE May 6, 1966.

NUMBER
Numéro

FILE	DOSSIER
OTTAWA	
25-5-7-SALMON-1	
MISSION	SI

ENCLOSURES
Annexes

DISTRIBUTION

The purpose of this memorandum is to inform you that the Department has been giving careful consideration to the possible implications for the Government of the dispute over Pacific coast salmon net fishing limits which came to a head in the Canada-United States discussions on mutual Pacific coast salmon fishing problems held in Ottawa, April 4 to 6.

2. In view of the story in the Montreal Gazette this morning, Mr. Wershof advised the Minister's Office this morning to suggest to him that any question in this connection in the House today be referred to the Minister of Fisheries. This, in effect, was done and we are now taking steps to ensure that there is consultation with this Department and other interested Departments before the Minister of Fisheries gives his reply.

3. We are also taking steps to inform ourselves on the discussions of this matter which have taken place in the Fisheries Committee of the House of Commons and we have confirmed that another meeting of the committee is planned for next Tuesday morning at which this subject will most likely arise. We plan to have an official present at this meeting.

4. The Deputy Minister of Fisheries has recently addressed a letter to you about the meeting which is to take place in Seattle, May 17, at which the problem of the net fishing limits is next to be discussed. It is our feeling that this matter has implications which may affect not only our fishery arrangements with the U.S. but also possibly our general trade relations, and which might, at least indirectly, have a bearing on the U.S. attitude to our Law of the Sea proposals. In the light of this, we are preparing a reply for your signature designed to seek the agreement of the Deputy Minister of Fisheries to this question being considered by the Ministers concerned, or possibly by the Cabinet before the next Canada-U.S. meeting, in order that the Canadian Delegation may be appropriately instructed.

5. We are also preparing a memorandum for the Minister which we intend to forward on Monday so that he may have it before the House meets.

P. A. BRIDLE

U.S.A. Division.

- 2 -

4. The effect of the limits being drawn on the Alaska territorial water line is that, as proven by joint research by the U.S. and Canada in 1957 and 1958, a considerable number of salmon bound for the Canadian Skeena River system are being intercepted by the Alaska Noyes Island fishery. As a result, the Canadian fisheries, restricted by the net limit to our shore line, are at a great economic disadvantage. Since a certain number of salmon must be allowed to pass up the river for spawning to protect the resource, and since Alaskan Noyes Island fishermen are taking such large numbers of Skeena River salmon, the B.C. fishermen are permitted to net salmon only 1-1/2 days per week.

5. Since the U.S. delegation contended that the historic Noyes Island fishery must be protected, and would not agree that great numbers of Canadian salmon are being intercepted, no progress was made in attempts to resolve the problem. Therefore, Dr. Needler, Deputy Minister of Fisheries, head of the Canadian Delegation, announced that the net fishing limits no longer exist for Canada. At the request of the U.S. Delegation, headed by Mr. W.C. Herrington, Special Assistant for Fisheries and Wildlife to the Under-Secretary of State, the Canadian Delegation agreed not to change its domestic regulations until a meeting is held in Seattle May 17 to re-negotiate the net fishing limit.

6. The Canadian delegation has the legal right to abrogate the fishing limit, as it was established by an agreement of the Canadian Department of Fisheries and its U.S. counterpart by means of the adoption of the minutes of the 1957 meeting. No treaty, convention, or exchange of notes is therefore violated by Canada deciding no longer to accept the shore-line as the limit for our salmon fishing.

7. The Canadian action has caused adverse comment in the U.S. Congress, from Senator Warren G. Magnuson (Washington), Chairman of the Senate Commerce Committee. He accuses Canada of threatening to fish the high seas for salmon, thus endangering the salmon resource, and indicates that should Canada abolish the existing "agreements" the U.S. Congress will immediately become a party to the dispute. He has also threatened that should Canada insist on taking a larger share of the salmon catch, the U.S. Congress should re-examine the present market which Canadian fishery products now enjoy in the U.S.. Senator Magnuson's statement and subsequent articles in the Seattle press indicate that the Seattle May 17 meeting looms increasingly important in the political and economic fields, as well as in the field of fisheries.

8. Since the Ottawa meeting, the Department has been informally discussing the meeting with the Department of Fisheries, and has reached the conclusion that the issue is fraught with difficulties which may affect our trade in fishing, our negotiations on the Law of the Sea, and possibly even our relations with the U.S. We must, in particular, keep firmly in mind the possible effect of this dispute on the U.S. attitude to the Canadian proposals in the context of our Law of

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- 3 -

the Sea negotiations. We, therefore, feel that this matter should be carefully reviewed by the Ministers concerned (Fisheries, Trade and Commerce and External Affairs) before the next meeting with the United States in order that the Canadian delegation to the meetings may be instructed accordingly. We are conveying this view to the Department of Fisheries. We are also informing them that it is essential that an officer of the Department of External Affairs be a member of the Canadian delegation to the Seattle meeting.

9. As the Minister of Fisheries will be returning to the city tomorrow he will wish at that time to answer the question put to you in the House by Mr. Thompson. At Mr. Robichaud's request we have prepared, in consultation with the Department of Fisheries, a draft reply for Mr. Robichaud, a copy of which is attached.

10. You may be aware that Mr. Frank Howard of Skeena, gave notice of motion strongly supporting the Canadian stand taken at the Ottawa meetings, and urging the Canadian Government not to allow postponement of the Seattle meeting. The motion may be discussed at the meeting tomorrow at the Standing Committee on Marine and Fisheries. Mr. Deachman, Chairman of the Committee, asked me today what the Government's position would be on Mr. Howard's motion (a copy of which is attached). We are informing Mr. Deachman that we have been in touch with Mr. Robichaud and that it would be appropriate, in our view, if he were to have a word with Mr. Robichaud about the motion, on Mr. Robichaud's return tonight or tomorrow morning. We are also suggesting to Mr. Deachman that in the absence of Dr. Needler, Deputy Minister of Fisheries (until May 12) - Dr. Needler negotiated the 1957 arrangements and has represented Canada at subsequent meetings on the matter - the Committee might wish to consider postponing the debate on Mr. Howard's motion for a couple of days.

11. It is evident from the shortness of time left before the Seattle meeting is to convene, and in view of Dr. Needler's absence from Ottawa until May 12 - a few days before the Seattle conference begins - that if there is to be Ministerial consideration of this matter it will have to take place on Friday, May 13. We will accordingly take steps, if you agree, to try to arrange such a meeting.

*I agree
P.M.*

MC
M. C.

cc: O/SSEA file
O/USSEA file
Parl. Sec.
P & L Div.
Legal Div.

May 9, 1966

QUESTION IN THE HOUSE

Dispute Between Canada and the United States
Regarding Salmon Fishing in the Northeast Pacific

QUESTION: Taken as notice when asked in the House of Commons on May 6, 1966 by Mr. R. A. Thompson (Red Deer)

"Mr. Speaker, I intended to direct my question to the Minister of Fisheries, but in his absence perhaps I should direct it to the Secretary of State for External Affairs. What steps is the government taking to mediate the dispute between Canadian and United States salmon fishermen arising out of the controversy about the Hoya Island area of the North Pacific, particularly in view of statements made yesterday in the United States Congress at Washington which would indicate that this is a very critical situation?"

ANSWER:

Mr. Speaker,

I regret that I was unable to reply to the question from the Honourable Member from Red Deer on Friday last, due to my absence from the House. I agree with the Honourable Gentleman that the situation arising out of the controversy about salmon net fishing limits in the Hoya Island area off Alaska is one which requires the urgent attention of the Canadian Government. I would like to assure the Honourable Gentleman that the Canadian Government has been giving this matter its most serious attention and is taking steps to deal with it as effectively as possible. As Honourable Members know, a meeting is shortly to be held in Seattle between officials of the Canadian and United States Governments to re-negotiate the location of lines along the coasts of California, Oregon, Washington, British Columbia and Alaska, seaward of which net fishing for salmon will be prohibited for Canadian and United States fishermen. The Canadian Government is fully aware of the unsatisfactory situation which has prevailed because of the discrepancy in the net fishing limits as applying, on the one hand, to British Columbia along with California, Oregon and Washington, and on

- 2 -

the other hand, to the State of Alaska - a discrepancy which is not satisfactory from the Canadian standpoint. I wish to assure this House that the Canadian representatives at the Seattle meeting will do their utmost to work towards arrangements regarding the net fishing limits on the West Coast which are satisfactory to Canada.

The House of Commons Standing Committee on Fisheries, having taken note of the meeting between Canada and the United States in Ottawa on April 4th to 6th regarding salmon fishing problems of common concern in the Pacific Northwest, British Columbia and Southeastern Alaska herewith endorse the position taken at that meeting by the Canadian delegation.

We feel that, inasmuch as the United States delegation would not agree to move its Southeastern Alaskan salmon net fishing limits inward in the spirit of the 1957 agreement establishing such limits, the Canadian delegation had no alternative, regrettable as it may be, but to announce that it must review its established limits with the possibility that those limits be moved seaward.

Knowing that the catching of Canadian bound salmon by United States fishermen in Alaskan waters has been a matter of grave concern to Canadians we think that the meeting, subsequent to the Canadian announcement about the net fishing limits, took a forward step in recommending to the respective governments that another meeting be held in Seattle, Washington, beginning on May 17th. We further urge the Canadian government to exert itself fully to prevent any postponement or adjournment for this would leave no alternate but for Canada to take unilateral action.

We urge the Canadian government to agree to such a recommendation and to do everything in its power to get the United States government also to agree. We make this statement knowing that pressures of the fishing industry in Alaska are to have a postponement of the meeting to a time beyond the coming salmon fishing season. We feel it is imperative that an agreement be reached as soon as possible in order to conserve Canadian salmon and protect the interests of Canadian salmon fishermen to the full.

We also note, with regret, that United States Senator Warren G. Magnuson recently made the declaration that the United States may have to curtail the importation into that country of Canadian fisheries products if Canada continues to exert its desire for fair play in the catching of Fraser River stocks of salmon. We feel that Senator Magnuson, by such statements, merely detracts from the spirit of co-operation necessary to develop mutual understandings between our two countries. We feel that a mutually acceptable agreement about division of catch is necessary, but cannot see how such an agreement can be reached when one party to the discussions resorts to the threat of economic sanctions. We strongly urge the Canadian government to ignore such threats for they appear to be groundless in any event.

*Read to Fisheries Committee by Mr. Howard
M.P.
May 5, 1966.*

U.S.A. Division/V. Edelstein/mg

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

25-5-7 SALMON

51

CONFIDENTIAL

SECURITY
Sécurité

DATE

May 11, 1966.

NUMBER
Numéro

MEMORANDUM

TO
À

Mr. Wershof

FROM
De

U. S. A. Division

REFERENCE
Référence

Meeting of the Commons Standing Committee on Fisheries -

SUBJECT
Sujet

Consideration of the Discussions between Canada and
the United States on the West Coast salmon net
fishing limit.

FILE

DOSSIER

OTTAWA

25-5

MISSION

ENCLOSURES
Annexes

DISTRIBUTION

Mr. Ritchie

Legal Division
(Mr. Gotlieb)

Economic Divn.

Far Eastern Divn
(Mr. Spencer)

Washington Emb.

Tokyo Embassy

Congen Seattle

T. & C. (Mr. Jones)

The Commons Standing Committee on Fisheries met on Tuesday, May 10 at 9:30 a.m. The attached motion, presented by Mr. Frank Howard (M.P. Skeena), concerning the dispute between Canada and the United States on the location of the net fishing limit for salmon on the Pacific Coast was considered. The Department was represented at the meeting by Miss V. Edelstein.

2. The Committee on the whole was not well informed on the subject, and Mr. Howard, though familiar with the problem, had not investigated Senator Magnuson's statement, beyond reading the newspaper report of it. The Committee Chairman, Mr. Deachman, attempted unsuccessfully to have discussion of the motion postponed until the Minister or Deputy Minister of Fisheries should be present, and to have a motion supporting the statement made to the Committee by Dr. Needler, April 19, on the subject substituted in its place.

3. Dr. Logie, Assistant Deputy Minister of Fisheries, attended the meeting and made a brief statement confirming Canada's position as outlined by Dr. Needler in his April 19 statement to the Committee, and indicating that the forthcoming meeting was to be held May 17 in Seattle.

4. The motion was considered in two parts, and the first four paragraphs, amended as indicated by the changes in ink, were passed as amended. The Committee supported this portion of the motion as it contained a strong endorsement of the stand taken by the Canadian delegation at the Ottawa April 4 to 6 meeting, and urged a continuation of this stand despite pressures from the Alaska fishing industry.

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12.5.18/05)

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5. The last paragraph, concerning the statements of Senator Magnuson on the subject, was considered separately and rejected. It was felt that the Senator was not to their knowledge acting as Chairman of the Senate Commerce Committee in this matter; was not involved in the negotiations in any capacity; and his statement should not be dignified by a reply which might be taken to illustrate the attitude of the Canadian Government.

6. Attached is a copy of the amended motion as passed by the Committee.

P.A. Br-ll

U. S. A. Division.

TEXT OF THE PROPOSED MOTION PRESENTED BY FRANK HOWARD, M.P.

TO THE STANDING COMMITTEE ON FISHERIES

The House of Commons Standing Committee on Fisheries, having taken note of the meeting between Canada and the United States in Ottawa on April 4th to 6th regarding salmon fishing problems of common concern in the Pacific Northwest, British Columbia and Southeastern Alaska herewith endorse the position taken at that meeting by the Canadian delegation.

We feel that, inasmuch as the United States delegation would not agree to move its Southeastern Alaskan salmon net fishing limits inward in the spirit of the 1957 agreement establishing such limits the Canadian delegation had no alternative, regrettable as it may be, but to announce that it must review its established limits with the possibility that those limits be moved seaward.

Knowing that the catching of Canadian bound salmon by United States fishermen in Alaskan waters has been a matter of grave concern to Canadians we think that the meeting, subsequent to the Canadian announcement about the net fishing limits, took a forward step in recommending to the respective governments that another meeting be held in Seattle, Washington, beginning on May 17th.

We endorse the action of the Canadian and United States Governments to hold this meeting. We make this statement knowing that pressures of the fishing industry in Alaska are to have a postponement of the meeting to a time beyond the coming salmon fishing season. We further urge the Canadian government to exert itself fully to prevent any postponement or adjournment for this would leave no alternate but for Canada to take unilateral action. We feel it is imperative that an agreement be reached as soon as possible in order to conserve Canadian salmon and protect the interests of Canadian salmon fishermen to the full.

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FM SEATTLE MAY11/66

TO TT EXTERNAL OTT 69

FOR PAUL A BRIDLE

INFO EMBASSY WASHDC

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may 14/66

25-5-7 SALMON-	
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ACTION COPY

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FOLLOWING FROM MARITIME NEWS COLUMN, SEATTLE TIMES, TUESDAY MAY10/66,
JAY WELLS, EDITOR:

QUOTE THE CDN HOUSE OF COMMONS FISHERIES COMMITTEE TODAY
INDORSED THE CDN GOVT S THREAT OF RETALIATION IF ALASKA SALMON
FISHERMEN DO NOT WITHDRAW FROM HIGH-SEAS NETTING OPERATIONS THAT TAKE
CDN SALMON, THE ASSOCIATED PRESS REPORTED FROM OTTAWA.

DEPUTY FRANK HOWARD SAID THE FIRM STAND TAKEN BY THE CANADIAN
DELEGATION AT MEETINGS IN OTT LAST MONTH MERITS THE STRONGEST SUPPORT.
QUOTE THE AMERICANS TOLD US TO GO TO BLAZES WHEN WE FIRST ASKED THEM
TO WITHDRAW THEIR NETTING LIMITS, UNQUOTE HE SAID.

DR. R R LOGIE, ASSISTANT DEPUTY FISHERIES MINISTER, TOLD THE
COMMITTEE THE CDN AND AMERICAN DELEGATIONS HAVE AGREED TO ANOTHER
MEETING IN SEATTLE NEXT TUESDAY TO RENEGOTIATE THE NETTING LIMITS
ORIGINALLY AGREED ON IN 1957.

HOWARD REPEATED A CHARGE THAT ALASKAN FISHING INTERESTS ARE
PUTTING ON PRESSURE TO HAVE THE MEETING DELAYED UNTIL THE SALMON
SEASON HAS ENDED. QUOTE THE AMERICANS HAVE BEEN DRAGGING THEIR
FEET ON THIS ISSUE FOR YEARS, UNQUOTE HE ADDED. UNQUOTE

QQVVVVV

PAGE TWO 1403

INTERESTS WHICH MIGHT BE SUSCEPTIBLE OF ACCOMMODATION IF EMOTIONAL ASPECT COULD BE DRAINED OFF. IN THIS CONNECTION HE FASTENED ON HOMER STEVENS AS BEING MAJOR SOURCE OF DIFFICULTY IMPLYING THAT SEVENS HAD SEIZED A GOOD EMOTIONAL ISSUE AND WAS PLAYING IT FOR ALL IT WAS WORTH. HE AGREED HOWEVER THAT USA FISHERIES INTERESTS WERE STIRRING UP EMOTIONS ON THEIR SIDE.

4. HERRINGTON, WHILE NOT RPT NOT DEVIATING FROM POSITION PREVIOUSLY EXPRESSED, LEFT US WITH IMPRESSION THERE IS SINCERE DESIRE TO LOWER TEMPERATURE AND EXPLORE POSSIBILITY OF REACHING AGREEMENT ON BASIS OF A TRADE OF ECONOMIC BENEFITS. IN ANY EVENT THERE IS REAL CONCERN OVER IMPLICATIONS BOTH BILATERALLY AND MULTILATERALLY SHOULD CDA ABROGATE NET LINE LIMITS ESTABLISHED IN 1957.

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USSEA

SEEN BY THE MINISTER

CONFIDENTIAL

May 13, 1966.

MEMORANDUM FOR THE MINISTER

Canada-U.S. Relations: Salmon Fishing
on the West Coast

file	
SALMON	
25-50 Pacific	
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You agreed with the proposal in our memorandum of May 9 that there be Ministerial consideration of this matter before the May 17 meeting of Canadian-U.S. fishery experts in Seattle. Accordingly we arranged a meeting to-day which was presided over by the Minister of Fisheries. The Deputy Minister, Dr. Needler, who will head the Canadian delegation to the May 17 meeting of Canadian-U.S. fishery experts in Seattle, was also present. As you requested, officials of this Department were in attendance. The Department of Trade and Commerce was represented by an official designated by their Minister. We were represented by Mr. Bridle, Mr. Gotlieb, and the desk officers in U.S.A. and Legal Divisions dealing with this matter.

There was general agreement that, on the question of the coastal limit on salmon fishing, the Canadian delegation has a sound case and that the delegation should maintain a strong negotiating position with a view to protecting the Canadian interests involved. At the same time we drew attention to the rather highly charged atmosphere which has begun to surround this dispute, particularly as reflected in the U.S. press, and urged that all possible steps be taken to have the Seattle discussions coolly conducted. We also drew attention to the harmful effects which, especially if significant public controversy should continue, the dispute could have on other aspects of our relations with the U.S. - specifically with regard to our proposals on Canadian territorial waters (which involve important fishing interests) and possibly also with regard to our trade in fish with the United States.

The representative of the Department of Trade and Commerce took no part in the discussion and there was a general disposition to minimize the likelihood of our trade in fish being affected, although we pointed out that even if there were no actual measures directed against our trade there might well be disagreeable debate in Congress on this aspect which could have side effects in Canada.

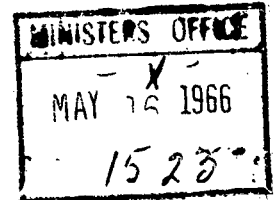
The Minister of Fisheries said that he regards our proposals as very important but he reflected that they are generous with respect to historic U.S. fishing rights. He thought that, if they are not accepted,

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we might have to move, and with some justification, in the direction of measures which would be a good deal tougher insofar as U.S. fishing rights are concerned. We said that, from our point of view, we would regard such a development as yet another reason for not allowing the salmon fishing dispute to exert any unnecessarily harmful effects on the U.S. attitude on the question of territorial waters. Nevertheless, the Minister of Fisheries did not seem disposed to relate the two questions in any significant way.

On the other hand, the exposition given by Dr. Needler of the position which the Canadian delegation would take in Seattle, combined with his appreciation of the probable U.S. attitude, indicated that there would appear to be a greater possibility than we had hitherto thought of avoiding an out-and-out disagreement on the salmon dispute as such. Dr. Needler thought that, in the course of negotiations the U.S. delegation might indicate willingness to adjust the fishing limits along the coast of Alaska, with the exception of the Noyes Island area, in such a way that there would be a substantial benefit with respect to Canadian salmon. In that case, Dr. Needler thought, the Canadian position would be to adjust the Canadian fishing limit seaward in some areas while maintaining the existing surf line in others; the main objective would be to remove the existing discrimination against Canadian fishermen who are affected by the Noyes Island fishery. Such an arrangement would, he thought, be made for two or three years and it would probably be combined with an agreement to join with the United States in further research into the affected fish runs for the purpose of conservation of and determining future fishing limits.

If a compromise solution of this kind should not be possible and the Canadian delegation should therefore feel obliged to implement fully its declaration at the Ottawa meeting with regard to abrogation of the 1957 agreement, Dr. Needler agreed that it would be appropriate for the Canadian stand to take the form of a recommendation to the Canadian Government. He was very hopeful, however, that matters would not develop in precisely this way.

There is clearly a matter of judgement involved here, particularly with respect to the terms in which the press release at the conclusion of the meetings and any other public statements are couched, and our representatives at the meeting are briefed to keep a special eye on this general aspect of the negotiations so that we may be informed directly from Seattle of any developments to which we would wish to give consideration before the deliberations are concluded.



M. C.

Meeting May 13, 1966 in Mr. Robichaud's Office - Re: Seattle
May 17 meeting on West Coast Salmon Fishing Problems

SECRET

Mr. Robichaud:

Made a statement supporting the stand of Fisheries.

Mr. Bridle: Stated our case, i.e. Consider the political and economic factors involved.

Dr. Needler gave history of the dispute:

1959 - we reserved our right to change the line. Noyes Island Fishery has caught quite a few - 2 million Skeena pinks one year, also sockeye. There is some variation in the nos. We have a development program on the Skeena.

We suggested that we move the Canadian lines in even further - flat no. So we said that we would change the lines.

Dr. N. thinks that the US is going to agree to pull the lines in except at Noyes Island. This may be quite some thing. If not we should say that we will have to adjust our line outwards. Further south, we believe that the lines should stay right where they are. We are going to try to bargain with them.

At Zueen Charlotte Island out line caused great distress in an indian town. So we will move the line out around Zueen Charlottes.

We would like to see interception minimized. Our coast for conservation is 10~~0~~⁰⁰ to 100 times theirs. U.S in North Pacific discussions backed this principle... that it is desirable to fish mixed stocks.

Fraser river area.

1957 protocol 1958 we got twice as many salmon as they did because one third came through Johnson straits to the Fraser. We agg. about 60 per cent of the cost. Scientific evidence shows hardly any pink salmon go through straits to South of the border. Americans proposed 1. that Johnson strait be brought into the sharing agreement, to give they 50 percent of all Canadian runs. This is unthinkable.
2. that they remove part of the Southern area. These runs one year were abundant. This would increase their share.
3. that we move line a little inward at Juan de Fuca str. We so nothing wrong with us have more that 50 per cent. We cannot consider any of these changes but we could consider the whole thing, but not piece meal actions which would decrease the Canadian share.

A year ago we were wondering how we could defend the Johnson straits. Now the shoe is on the other foot because of the application of this principle. the principle which they are using in the N. Pacific re Bristol Bay. We have asked repeatedly a reduction of the Skeena, salmon fishing. They have refused to do anything about it. We

SECRET

We have difficulty getting information about what is happening . Our people ~~to~~ say there is not any doubt about the validity of the conclusions of the scientific data.

If they were to give up all but the Noyes Island line, we would not modify our lines so much.

Gottlieb. What is the time table involved.

Needler The season is coming up. We must satisfy our fisherman. If there is no agreement what will happen? If none we will inform them of the change.

We will go away with an agreement on certain lines for a year of two. It will constitute our agreement ~~with~~ that we will not go into large scale deep sea netting. What will probably happen is in the South the line stays just as it is. In the North ours will be drawn much in the same way. We will permit fishing in some areas

The economic cost to Canada re. Fraser is very great, but it is true. We do not want this in the papers. We insister on two pulp mills in Prince George on spending 1 million dollars each on waste disposal. It is 10 times as much as the cost of the commission and we are not using the Fraser for power as it would be on the Chilco (when the Kitimat was developed)

DM Clark 1959 - we would not have agreed to do it have we understood it. To all intents and purposes it was put over on us.

Gottlieb: The idea of the phasing out as per NZ court case.

Minister: We are not under serious pressure, from the opposition.

G: We could at some future stage change the baselines, fishery wise. It would mean even more (fish) for us.

Needler: This would hage some effect on both coasts. U.S. trolling off Vancouver iseland. We could declare the 12 mile limit, and we could catch they around Vancouver Iselan dé

G: Could your statement be considered as a threat to take these salmon.

Needler: Homer's idea of high seas fishing is ridiculous because it spoils our idea with the Japanese. Also we do not want to be too belligerent.

We could recomment

1. Government exploratory fishing
2. Make some adjustments to help our Queen Charlotte Islanders.

The Americans need our support in the N. Pacific, because if it broke down their salmon fisheries would be much more vulnerable than ours. The present convention does not prevent us from fishing anywhere we want in the Gulf of Alaska.

SECRET

-3-

Bridle:

Will other subjects be raised. Some will be discussed. But as for changes in the Fraser River area, we expect nothing to come out of this.

We tried to introduce the principle which will protect them but if they wont agree we will treat them the same as others.

Gottlieb: If we cannot get them to agree on this we will see that we cannot win on this policy.

(We could take action) Gulf of Bay of Fundy.

Robichaud: We must establish a position for the next 12 months or take a new international basis.

Mr. Jones: Could this ruin Skeena fish.
No likely.

N: How long does it take to make a historic fishery.

Bristol Bay - started about 1952-55

G: Nearest thing to historic fishery is about 5 years.

B. Re historic rights. We discovered the concentration in the Gulf of Alaska. We have a better fleet.

We would not have to change our regulations. We have made it plain to the fishermen advisors that it does not mean we will allow them to fish there.

The line will be changed by order in council. We do not anticipate great difficulty with the US on good will. Great difficulty will be with the union. Pacific Trollers has be sceptical about the stand, because this would mean more competition for them. We must do something to keep this alive. Make some adjustments and then carry out some exploration to see what greater fishing would do. We think it might be dangerous.

(Town of Masset was hurt by net limit)

We could see in the beginning about the difficulties being exaggerated in the press.

B: What about bringing it to council.

N: Present use of waters for cooling systems in the Columbia system will raise temperatures by four degrees. With the development now in mind, it will be increased by 34° by 2000ad and by 14° by 1975. This would kill every fish in the river. Shows how precarious is the US supply in salmon.

U.S.A. Div./V.I. Edelstein/el

UNCLASSIFIED

May 17, 1966.

Discussions Between Canada and the U.S. on
Mutual Pacific West Coast Salmon Fishing Problems

25-5-7-SALMON-1	
51	-

This brief has been prepared for the background information of the Canadian Delegation in case U.S. members should raise this matter in Washington. Since the question is under negotiation at this time at a meeting of Canadian and U.S. officials in Seattle, it is not suggested that the Canadian Delegation take any initiative in raising the matter.

At a meeting of Canadian and U.S. fishery experts in 1957, a net fishing limit was established informally, seaward of which salmon netting would not be permitted. It had been expected that this net limit would be drawn on the surfline, which is almost on the beach, along the Pacific west coast of North America. In subsequent legislation in the States of California, Oregon and Washington, and by means of an Order in Council in the case of British Columbia, this net limit was established on the surfline. However, in the case of legislation by the State of Alaska, this limit was set not on the surfline, but as the three-mile territorial water limit.

The effect of the discrepancy between the net fishing limits in Alaska and northern British Columbia is that considerable numbers of salmon bound for the Canadian Skeena River are being intercepted by the Alaska Noyes Island Fishery. Partly as a result of the large catch taken by it the Canadian fisheries in the area of the mouth of the Skeena River are permitted to fish only $1\frac{1}{2}$ days a week in order to allow adequate numbers of salmon to ascent the River to spawn.

The Canadian position is that each country should take salmon bred in and bound for its own streams, and that interception of salmon bound for the streams of the other country should be minimized.

The U.S. position is that historic fishing rights should be safeguarded and that the delegations should work towards an equal division of the salmon catch all along the Pacific west coast.

At a meeting in 1959, and again at a meeting in 1965, the Canadian Delegation protested the location of the Alaska net fishing limit at the territorial water line, and at each meeting reserved the right to move the Canadian limit seaward. At a meeting in Ottawa, April 4 to 6, no progress was made in negotiations to resolve this problem and the Deputy Minister of Fisheries, who led the Canadian Delegation, felt it necessary to declare that the net fishing limit no longer existed for Canada. However, at the request of the Chairman of the U.S. Delegation, the Canadian Delegation agreed to meet again in Seattle beginning May 17 to give consideration to determining seaward net fishing limits anew, before action was taken in Canada to change regulations.

- 2 -

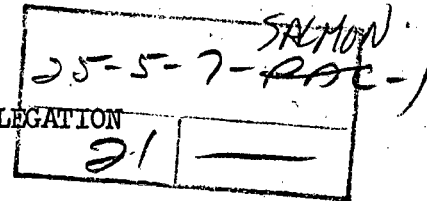
A certain amount of public debate has been generated by statements made to the press by Senator Warren Magnuson, a U.S. Senator from the State of Washington. He has suggested that should Canada insist on extending its net fishing limits seaward, endangering the historic fishery at Noyes Island, the U.S. should re-examine the entry of Canadian fishery products into the U.S. market.

This matter was recently raised in the House by Mr. Frank Howard (Skeena), at which time the Minister of Fisheries informed the House that the Canadian representatives at the Seattle meeting would do their utmost to work toward arrangements regarding net fishing limits on the west coast satisfactory to Canada.

Should this question be raised by any of the United States Delegates to the Interparliamentary Group Meeting, it would seem desirable to afford general support for the Canadian position and to express the hope that the outcome of the Seattle meeting will be satisfactory to both countries.

STATEMENT OF CHAIRMAN OF CANADIAN DELEGATION

May 18, 1966



Mr. Chairman, as you said in your opening statement, we are setting aside, without prejudice to the views we have expressed at other meetings, a number of salmon problems of mutual concern and are, in this meeting, concentrating on the problem of seaward limits for net fishing. You referred to the misunderstanding during discussion of these limits in 1957 and, because of its importance as background of Canada's position, it seems desirable to explain the nature and seriousness of the misunderstanding. In doing so, we do not wish to, and indeed cannot, place the responsibility for a failure of meeting of minds on either your shoulders or our own. We wish only to lay the basis for a better understanding of our present position.

I am sure by this time we are all quite familiar with the wording of the controversial agreement reached in 1957 as recorded in the official summary of proceedings of that conference. I refer of course to major agreement number 4 on page 7:

"The line described in the Alaska Fishery Regulations was appropriate.

In this connection, it was understood that the closing lines connecting headlands in Alaska, which were discussed and which serve as a baseline in some areas for the measurement of the seaward limits of the "waters of Alaska" as this expression is used in the Alaska Fishery Regulations, are not definitive. On the request of the Canadian Delegation for a chart showing the definitive line, the United States Delegation agreed to submit such a chart as soon as possible."

I am also sure we are all familiar with the Canadian and United States statements regarding the misunderstanding, recorded in the summary of proceedings of the 1959 Conference on Co-ordination of Fisheries Regulations, and in the minutes of the two recent meetings held in Washington and Ottawa. However, I think we should refresh our memories concerning events following the close of the 1957 conference. We expected to receive from the United States within a short period of time a chart showing the Alaska line. When more than two months had passed and as the 1957 fishing season was approaching, we wrote asking when we might expect to receive the chart. As you know, the chart was not received for some eight months, and after the 1957 salmon season had passed. After receiving the chart, which made clear to us for the first time that the Alaska seaward net fishing limits had been drawn 3 miles seaward of the baseline referred to above (which was defined for us after the 1957 meeting), we wrote requesting an early meeting to give consideration to adjustment of the line as provided for in major agreement number 5 of the 1957 conference. This consideration did not take place until April 1959.

Now let me return to the events which took place during the 1957 conference. We agree with your statements made on several occasions that as a result of concern expressed by the International Pacific Salmon Commission in correspondence directed to our two governments, a decision was reached to convene the 1957 conference to give consideration to ways and means of preventing development of major offshore salmon net fisheries. At the 1957 meeting, consideration was given to the establishment of lines seaward of which salmon net fishing by nationals of our two countries would

be prohibited. The meeting was advised that the State of California was taking action in its Legislature to prohibit the taking of salmon by the use of any type of net gear within the territorial waters of the state and by its citizens in international waters of the Pacific Ocean.

Obviously, such legislation made it unnecessary to draw a line or define coordinates. Charts showing proposed net fishing limits along the coasts of Oregon, Washington and British Columbia were presented by the respective administrations, critically examined, amended as considered necessary, and accepted. These lines were carefully defined by means of coordinates.

No similar chart was presented for the Alaska area and no critical examination or consideration of essential amendments was possible.

Towards the close of the meeting a map of the Alaska coast was produced and an attempt made by the United States Delegation to indicate the location of a tentative Alaska baseline. It was made clear, however, that this line was not definitive and that none of the people present were authorized to set its position at that time.

I hope this summary will make clear to all present how the misunderstanding arose. Although, as we finally learned, the territorial water limit off the coast of Alaska formed the proposed net fishing limit, the territorial water limit did not form the net fishing limit proposed for California, Oregon, Washington or British Columbia. The following excerpt from a statement made by the late George Clark, chairman of the Canadian delegation to the 1957 conference, towards the end of that meeting may add further clarification regarding the Canadian view at that time:

" It is recognized by all concerned that if off-shore fishing for salmon, except by trolling gear is allowed to develop, the conservation measures of the two countries will be nullified. Moreover, it is the very strong conviction of the Canadian delegation that in other areas of the Pacific high seas salmon fishing, our case that we are giving adequate and proper protection to the runs of salmon will be materially weakened if the nationals of Canada and the United States are permitted to take salmon in areas where runs are intermingled and there is no known technique or method to predetermine the various stocks and runs."

In retrospect it is clear that the Canadian delegation in its efforts to reach agreement regarding restriction of offshore salmon net fishing, which would provide for better conservation and more

effective management of the important Pacific coast salmon stocks of our two countries, made a grave error in approving the summary record of the 1957 conference without having had an opportunity to consider a definitive Alaska net fishing line.

Canada would not have agreed to the seaward net fishing limits in their present form if we had known the definitive location of the Alaska line. Furthermore as soon as the definitive line was revealed to us we asked for further discussion of the problem which took place in 1959. At that meeting we expressed our disagreement with the line as defined in Alaska and reserved our freedom to adjust our own lines.

We start now, with a clean slate, to reconsider the problem of seaward limits for net fishing and we hope that some measure of agreement can be reached.

Before proceeding with a consideration of actual proposals regarding the definition of lines we must, however, point out our disagreement with some points in your opening statement and reiterate the principle that in the interests of effective management and of equity the taking by one country of salmon bound for the rivers of the other should be minimized. Indeed the increasing demand and value of rivers for other purposes, makes it more necessary year by year for the countries with the rivers to reap the benefits, if they are to continue to bear the high direct and indirect costs of keeping the rivers fit for salmon.

The United States has indicated agreement with this principle with the reservation that so-called historic fisheries should be protected. We are not as impressed as you appear to be with the importance of maintaining the status quo. In this connection I would mention only

two points at this time. In the first place the seaward net fishing limits defined in 1957 in British Columbia and Washington did eliminate some fisheries which had existed for some years at that time as well as nipping some others in the bud. Secondly it is a commonplace both in domestic and in international fishery regulations to alter existing fisheries. Surely progress in the development of the fisheries everywhere can take place only if such changes are made. Surely, too, the main considerations must be equity and good management.

Mr. Chairman, I suggest that we now ask a smaller group to consider possible actual seaward net fishing limits. We have made a proposal as a basis for discussion and have illustrated the sort of inward adjustment we have in mind with a chart of part of south-eastern Alaska. I wish to repeat my assurance that our aim is to minimize the capture in one country of salmon bound for the other and to that end we are prepared to make adjustments of the seaward net fishing limits in British Columbia which would make a further substantial reduction of our opportunity to catch Alaska bound salmon.

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FM SEATTLE MAY18/66

TO EXTERNAL OTT 74 OPIMMED

INT WASH

FISHERY MEETINGS

25-5-7 SALMON - 1	
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Document divulgué en vertu de la Loi sur l'accès à l'information
For Eastern (Spencer)
Tokyo, Mr. Bridle
V.E. 6 file
13

FOLLOWING INTERIM PRESS RELEASE ISSUED BY JOINT PRESS
COMMITTEE OF CDN USA DEL QUOTE CDN AND USA FISHERY OFFICIALS
ARE DISCUSSING THE CAPTURE BY FISHERMEN OF ONE COUNTRY OF
SALMON STOCKS BOUND FOR THE STREAMS OF THE OTHER AT A MEETING
IN SEA. PRIOR MEETINGS INVOLVING THE SAME SUBJECT WERE HELD IN
WASH AND OTT. IN 1957 THE TWO COUNTRIES AGREED TO LIMIT THE
EXPANSION OF CDN AND USA NET FISHERIES ON THE HIGH SEAS IN
ORDER TO PROVIDE BETTER CONSERVATION OF THE RESOURCES OF
COMMON CONCERN.

done to
may 25/66

2. SINCE THAT TIME QUESTIONS HAVE ARISEN CONCERNING THE
LOCATION OF LINES WHICH DETERMINE THE SEAWARD NET FISHING
LIMITS ESTABLISHED UNDER THIS AGREEMENT. CDN OFFICIALS HAVE
EXPRESSED THE VIEW THAT USA FISHERMEN FISHING OUT OF
SOUTHEASTERN ALASKAN PORTS ARE HARVESTING LARGE QUANTITIES OF
SALMON BOUND FOR NORTHERN BRITISH COLUMBIA STREAMS.
DR NEEDLER, HEAD OF THE CDN DEL, HAS EXPRESSED THE VIEW THAT
TO THE EXTENT PRACTICABLE THE CDN FISHERMEN ALONE SHOULD
HARVEST THE SALMON BOUND FOR CDN STREAMS. THE USA SPOKESMAN,
MR WILLIAM C HERRINGTON, HAS STATED THAT THE USA BELIEVES ITS
HISTORIC FISHERIES IN SOUTHEASTERN ALASKA ARE ENTITLED TO TAKE
SALMON BOUND FOR BRITISH COLUMBIA STREAMS SO LONG AS THE USA
FISHERY DOES NOT ADVERSELY AFFECT THE CONSERVATION OF THE CDN

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PAGE 2 74

STOCKS OF FISH. BOTH DELS HAVE AGREED TO REVIEW THE NET FISHING LINES IN NORTHERN BRITISH COLUMBIA AND SOUTHEASTERN ALASKA TODAY AND ARE OPTIMISTIC ABOUT REACHING AGREEMENT BY ADJUSTING THESE LINES.

3. ADDITIONALLY IT IS HOPED THAT AGREEMENT WILL BE REACHED REGARDING A COOPERATIVE SCIENTIFIC PROGRAM TO LEARN MORE ABOUT THE SALMON ORIGINATING IN THE STREAMS OF BOTH COUNTIRES IN THE AREA OF CONCERN.

4. THE CURRENT MEETING IS EXPECTED TO CONTINUE UNTIL LATE IN THE WEEK. UNQUOTE

CORRECTION TO THIRD LINE OF THIRD PARA: COUNTIRES SHOULD
•
READ COUNTRIES.

Parl. Sec.
O/SSEA
Q/USSEA
Mr. Wershof
Press & Liaison Div.

25-5-7-~~SALEMON~~-1
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Legal/A.B. Gotlieb/Dm

CONFIDENTIAL

May 15, 1966.

PCO(Mr. Pitfield); Dept. Fisheries (S. Osere); Hon. E.J. Robichaud, Minister of Fisheries; DND (Lt. Cdr. Hysan); D.L.(2) Div.; U.S.A. Div., Mr. A.B. Ritchie.

MEMORANDUM FOR THE MINISTER

Law of the Sea--Possible Question in the House of Commons

Attached is a copy of telegram 1446 of May 17 from Mr. Ritchie in Washington. You will note that Mr. Mann has asked whether we would be agreeable to waiting another twelve days or so before receiving the U.S. reply to our initiative on the Law of the Sea. Mr. Mann said that the conclusions of the State Department were not yet cleared with the Department of the Interior (Fisheries) and the U.S. industry was to be consulted at a meeting on May 27.

2. I believe we have no alternative except to await the U.S. reply. If you agree, please release the attached telegram to Mr. Ritchie.

3. Mr. Mann's statement that the U.S. industry must be consulted reinforces our impression that there is a link between our Law of the Sea discussions and the Canada-U.S. talks now taking place in Seattle concerning the West Coast salmon fishery. American fishermen have been quite emotional about indications that Canada will depart from the 1957 arrangements restricting Canadian salmon fishing to the shoreline. If the Seattle meetings break down this may have a detrimental effect on the American attitude towards our proposals on the Law of the Sea.

4. I understand that the Canadian fishing industry representatives at the Seattle talks are hoping to get an assurance from the Canadian Government that if the salmon fishery discussions break down Canadian fishermen will be allowed to operate up to the "AB" line in Dixon entrance, which touches Cape Mudge in Alaska. The Department of Fisheries and ourselves agreed to inform Dr. Needler in Seattle that he should give no assurance that Canadian fishermen could fish in these waters. While it is true that all waters south of the "AB" line are claimed by Canada as part of our claim to the Dixon entrance, nevertheless if Canadian fishermen fished up to the "AB" line they would be operating within three miles of the Alaska coast. It appears to us to be highly unlikely--in fact inconceivable--that the Americans would ever agree to forgo a three-mile limit even if they were to recognize our claim to the Dixon entrance. We have therefore suggested to Dr. Needler that the Canadian industry be informed that the status of the

copy for
Mr. Mann &
return
Refer:
25-5-7 Pacific
Tel Mr. Mann
Lyon Mr. Mann
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MEILLEUR ORIGINAL

- 2 -

Dixon entrance forms a part of our Law of the Sea negotiations now taking place and that in his view the Canadian Government could not take unilateral action while these negotiations were taking place.

5. Also attached for your information is a copy of telegram L439 of May 17 from Washington containing a speech by Senator Magnuson of Washington. Senator Magnuson has issued a statement calling for a 200 mile fishing limit for American fishermen as a means of protection against the Soviet trawler fleet. He has charged that the Soviet trawler fleet has placed "homing devices" for missiles on the U.S. continental shelf and is threatening the security of the United States.

6. We are endeavouring to find out whether we have any information in Ottawa which would substantiate Senator Magnuson's allegations. I suggest that if, in the meantime, you are asked in the House of Commons about the allegation that the Soviet Union is placing homing devices off the western continental shelf you indicate at this stage that the Canadian authorities are studying Senator Magnuson's statement.

7. I am sending a copy of this memorandum to Mr. Robichaud.

M. WERSHOP

M. C.

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Parl. Sec.

O/SSEA

D-USSEA

Press & Liaison Div.

Mr. Ritchie

Mr. Wershof

✓ U.S.A. Div.

Hon. H.J. Robichaud, Minister of Fisheries

Legal/A.E.Gotlieb/IMc

CONFIDENTIAL

May 19, 1966.

MEMORANDUM FOR THE MINISTER

Salmon Fisheries Discussions in Seattle

The Canadian delegation to these talks in Seattle has informed us that they are not going well. It is probable that the meetings will break up today or tomorrow without agreement. The Americans have offered no real concessions to the Canadian side. While they have agreed to adjust inward the three-mile limit which Alaska now has, they are not prepared to do so in such a way as would in any way affect the present situation around Noyes Island or which would give any material advantage to Canadian fishermen in any area off Alaska's coast.

2. The Canadian delegation will put forward today a new fishery line for British Columbia which would be even more favourable to the Americans than the present shore line. If the Americans do not offer in return to adjust their line so as to exclude U.S.A. exploitation of the Noyes fishery then it will be apparent that no agreement can be reached. It is the expectation of the Canadian delegation that the Americans will refuse to change their position in any substantial respect.

3. In the event that no agreement is reached the Canadian delegation plans to take the following position. It will state that the new Alaska salmon fisheries line is no more advantageous to Canada than the old line and is therefore unacceptable. They will accordingly reserve the right of the Canadian Government to consider the present situation and to decide to extend seaward the salmon fishery line off British Columbia. At the same time they will make clear that the Canadian Government has no intention of authorizing salmon net fishing on the high seas.

4. We are of the opinion that if agreement cannot be reached the proposal of the Canadian delegation to reserve the Canadian position is probably the best line of approach to be taken at the present time. There is evidence that the American fishing industry is linking our proposals on the Law of the Sea to developments with respect to the salmon fishery off the West Coast. A meeting between the State and Interior Departments and the U.S. fishing industry is to take place on May 25. If the Canadian delegation limits itself merely to reserving the right of Canada to change the fishery net lines, the U.S.

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fishing industry cannot claim we have acted unilaterally to establish new lines. Furthermore, the pressure will be upon the American industry to consider the implications for their salmon fishing industry if the U.S. Government rejects the Canadian proposals on the Law of the Sea.

5. Because of the likelihood that the meetings will break up today we have told the Canadian delegation that the line of approach which they plan to take seems to us to be a reasonable one and consistent with the desire of the Departments of External Affairs and Fisheries to minimize as much as possible the possibility of a serious deterioration in relations between our two fishing industries--a development which could be highly prejudicial to our Law of the Sea initiatives.

6. A copy of this Memorandum is being sent to Mr. Robichaud.

M. C.

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FM SEATTLE MAY20/66

TO EXTERNAL OTT 76 IMMEDIATE WASHDC

INFO SERVICES DEPT FISHERIES OTT IMMEDIATE WASHDC

(THIS IS A CONTINUATION OF 76 PASSED EARLIER UNDER NUMBER BW38)

IT WAS MUTUALLY AGREED THAT THE USA DELS OPENING STATEMENT AND THE CDN DELS REPLY AND THE CDN DELS CLOSING STATEMENTS WOULD BE MADE AVAILABLE TO THE PUBLIC. THE USA DELS OPENING STATEMENT OF MAY17 IS AS FOLLOWS QUOTE WE ARE MEETING FOR THE THIRD TIME TO DISCUSS SALMON FISHING PROBLEMS AFFECTING FISHERMEN OF OUR TWO COUNTRIES. ON OUR PART, WE ARE CONVINCED THAT THE PRESENT SALMON CONVENTION BOUNDARIES AND THE SCOPE OF THE SALMON COMMISSION AUTHORITY ARE NOT RPT NOT BROAD ENOUGH TO ALLOW FOR THE MOST EFFECTIVE CONSERVATION OF SOCKEYE AND PINK SALMON OF COMMON CONCERN. FURTHERMORE, WE BELIEVE THE SALMON NET LINES IN THE STRAIT OF JUAN DE FUCA ARE NOT RPT NOT ADEQUATE AND SHOULD BE MOVED.

2. CDA ON HER PART HAS OBJECTED TO THE PRESENT NET FISHING LINES IN SOUTHEASTERN ALASKA.

3. AT THIS MEETING WE ARE WILLING TO SET ASIDE THE DISCUSSION OF THE SALMON COMMISSION JURISDICTION AND SOME OTHER PROBLEMS WHICH ARE OF CONCERN TO US AND TO CONCENTRATE ON THE PROBLEM OF NET FISHING LINES. IT SHOULD BE UNDERSTOOD THAT BY SO DOING WE ARE NOT RPT NOT DEPARTING FROM OUR VIEWS ON THE OTHER PROBLEMS EXPRESSED AT PREVIOUS MEETINGS.

Refer:

T & C (Mr. Kinsella)

Mr. Ritchie

Mr. Hershof

Legal Div (Mr. Espinoza)

Econ. Div (Mr. Faberge)

Far Eastern (Mr. Spencer)

Tokyo.

ACTION COPY

*done to
May 23/66*

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PAGE TWO 76

4. AT THESE MEETINGS, BOTH THE CDN AND USA DELS HAVE SET OUT THEIR POSITIONS AND PROPOSALS REGARDING NET FISHING LINES. I DO NOT RPT NOT INTEND TO REPEAT THE ENTIRE USA POSITION BUT I DO BELIEVE THAT IT WOULD BE USEFUL TO REVIEW THE ESSENTIALS. THE ORIGINAL PURPOSE OF THE QUOTE LINES UNQUOTE AS RECOMMENDED BY THE INTERNATL SALMON COMMISSION WAS TO PREVENT THE DEVELOPMENT OF NEW OFFSHORE NET FISHERIES. THAT WAS THE UNDERSTANDING OF THE USA AND IT PROVIDED THE BASIS FOR WHAT WE AGREED TO DO AT THE 1957 MEETING. WE BELIEVE THAT THIS OBJECTIVE HAS BEEN MET.

5. AS WE UNDERSTAND IT, CDA BELIEVES THAT THE ORIGINAL AGREEMENT IN FEB/57 REQUIRED THE USA TO DRAW NET FISHING LINES ALONG THE BEACH IN SOUTHEASTERN ALASKA FOR THE PURPOSE OF MINIMIZING ANY INTERCEPTION OF MIXED STOCKS AND TO PERMIT THEIR MORE EFFECTIVE MANAGEMENT CLOSER TO THEIR HOME STREAMS, IT IS INDEED UNFORTUNATE THAT THIS MISUNDERSTANDING OCCURRED AND WE WILL COMMENT FURTHER ON THIS LATER. ON THE OTHER HAND, OUR TASK AT THIS MEETING IS TO RESOLVE OUR DIFFERENCES TO THE EXTENT THAT THIS IS POSSIBLE AS WE HAVE SO MANY TIMES IN THE PAST.

6. CDA NOW PROPOSES THAT WHATEVER WAS THE INTENT OF THE ORIGINAL 1957 AGREEMENT IT IS NOW DESIRABLE TO MOVE THESE LINES INWARD TOWARD THE BEACH WHEREVER THEIR PRESENT LOCATION PERMITS THE TAKING OF SALMON FROM MIXED RUNS HEADED FOR RIVERS OF CDA AND THE USA. CDA JUSTIFIES THIS PROPOSAL ON THE GROUNDS OF IMPROVED FISHERY MANAGEMENT AND EQUITY. THE USA AGREES THAT THE COUNTRY FROM WHOSE STREAMS THE SALMON ORIGINATE SHOULD HARVEST THE RETURNS, PROVIDED THAT APPROPRIATE PROVISION IS MADE FOR HISTORIC FISHERIES.

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7. THE PROVISION FOR HISTORIC FISHERIES IS NOT RPT NOT NEW OR UNIQUE. IT IS AN INTEGRAL PART OF THE NORTH PACIFIC FISHERIES CONVENTION, THE NORTH PACIFIC FUR SEAL CONVENTION, THE INTERNATL SALMON CONVENTION, AND HAS BEEN REPEATEDLY RECOGNIZED IN AGREEMENTS AMONG EUROPEAN FISHING NATIONS. WITHOUT RPT WITHOUT SSUCH A PROVISION THESE CONVENTIONS COULD NOT RPT NOT HAVE BEEN NEGOTIATED NOR WOULD THEY HAVE ENDURED.

8. WE WOULD AGREE THAT THE COUNTRY WITH AN HISTORIC FISHERY, WHICH TAKES SALMON SPAWNING IN THE RIVERS OF ANOTHER COUNTRY, HAS AN OBLIGATION TO COOPERATE FULLY IN CONSERVATION MEASURES TO MAINTAIN AND IMPROVE THE RESOURCE. WE CAN UNDERSTAND CDAS DESIRE FOR MEASURES BY THE USA WHICH WOULD LIMIT HISTORIC FISHERIES WHERE THE CATCHES INCLUDE SOME PROPORTION OF SALMON ORIGINATING IN WATERS OF CDA. OBVIOUSLY THIS WOULD BE IN CDAS INTEREST. WE AGREE THAT LIMITATIONS OR REGS SHOULD BE IMPOSED WHEN NEEDED FOR CONSERVATION PURPOSES. HOWEVER, WE SEE NO RPT NO EQUITY IN CDAS INSISTENCE THAT AN HISTORIC FISHERY OF THE USA BE ELIMINATED FOR THE PURPOSE OF INCREASING THE CATCH BY CDN FISHERMEN AT THE DIRECT EXPENSE OF USA FISHERMEN. SUCH A MODIFICATION OF EXISTING PRACTICE OBVIOUSLY IS NOT RPT NOT IN THE USA INTEREST. IT WOULD WIPE OUT A USA FISHERY WHICH TAKES SALMON PREDOMINANTLY OF USA ORIGIN, WHICH HAS BEEN IN EXISTENCE FOR WELL OVER HALF A CENTURY, WHICH PROVIDES THE PRINCIPAL ECONOMIC SUPPORT FOR A NUMBER OF CANNERIES AND SEVERAL COMMUNITIES, AND WHICH LIES IN USA TERRITORIAL WATERS. TO MEET

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CONSERVATION REQUIREMENTS WE HAVE OFFERED THE FULLEST COOPERATION WITH CDA IN RESEARCH AND CONSERVATION MEASURES REQUIRED TO MAINTAIN AND IMPROVE SALMON RUNS ORIGINATING IN CDN WATERS WHERE OUR HISTORIC FISHERIES SHARE IN THE HARVEST.

9. WE CANNOT RPT CANNOT SEE ANY VIOLATION OF EQUITIES OR SACRIFICE OF EFFECTIVE CONSERVATION MANAGEMENT IN OUR POSITION. WE ARE DEALING HERE WITH AN HISTORIC FISHERY IN USA TERRITORIAL WATERS WHICH NORMALLY TAKES MOSTLY SALMON OF USA ORIGIN. THE CDN PROPOSAL WOULD REQUIRE THAT WE SEEK TO HARVEST THESE SALMON IN OTHER SCATTERED AND LESS ECONOMIC LOCALITIES AND SEVERELY DAMAGE THE ECONOMY OF THE DEPENDENT CANNERIES AND COMMUNITIES. ACCORDINGLY, IT APPEARS TO US THAT THE CDN PROPOSAL IS THE ONE WHICH IS INEQUITABLE AND IMPRACTICAL. WE BELIEVE THAT THIS WOULD BE THE REACTION OF MOST NEUTRAL OBSERVERS.

10. CDN REPRESENTATIVES HAVE REFERRED REPEATEDLY TO THEIR CONVICTION THAT THE NET FISHING LINES OFF SOUTHEASTERN ALASKA WERE DRAWN CONTRARY TO THE UNDERSTANDING REACHED BETWEEN OUR TWO COUNTRIES IN 1957. OBVIOUSLY, THERE WAS A SERIOUS MISUNDERSTANDING ON THIS ISSUE AND WE REGRET EXCEEDINGLY THAT IT SHOULD HAVE OCCURRED. WE HAVE REFERRED BEFORE TO THE USA UNDERSTANDING OF THE PURPOSE OF THE NET FISHING LINES. WE CONSIDER THAT THIS PURPOSE IS BEING ACCOMPLISHED; WE HAVE NOT RPT NOT PERMITTED NOR DO WE INTEND TO PERMIT THE DEVELOPMENT OF ANY NEW NET FISHERIES OFF OUR COAST. IF CDA HAD MADE IT CLEAR AT THE CONFERENCE IN 1957

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THAT SHE CONSIDERED THAT THE PURPOSE OF THE NET FISHING LINE IN SOUTHEASTERN ALASKA AND THE USA COMMITMENT WAS TO REDUCE THE HISTORIC NOYES ISLAND FISHERY, IT IS OBVIOUS THAT THE USA WOULD NOT RPT NOT HAVE AGREED. (5

(THE AGREEMENT ON NET LINES WAS MADE AT A MEETING IN FEB/57 BEFORE THE NOW FAMOUS 1957 SALMON SEASON AND TAGGING PROGRAM.)

11. CDN REPRESENTATIVES HAVE MADE A BIG POINT OF THE CLAIM THAT THE NET FISHING LINES OFF ALASKA ARE DRAWN ON A DIFFERENT BASIS THAN THOSE OFF BRITISH COLUMBIA. I WOULD POINT OUT THAT THE CDN NET FISHING LINES ON THE INNER COASTS ARE DRAWN QUITE DIFFERENTLY THAN THOSE ON THE OUTER COAST. IN SOME PLACES THESE LINES PERMIT FISHING MANY MILES FROM THE COAST. ON THE MAINLAND SHORE OF NORTHERN BRITISH COLUMBIA THEY ARE AT LEAST AS LIBERAL AS OUR PRESENT THREE MILE NET LINES DRAWN IN SOUTHEASTERN ALASKA WHICH FOLLOW THE SINUOSITY OF THE SHORE. HOWEVER, THE MEANINGFUL ISSUE IS THE EFFECT OF THE LINES, NOT RPT NOT THE PRECISE MANNER IN WHICH THEY ARE DRAWN. WE HAVE PREVIOUSLY STATED THAT THE ALASKAN LINES HAVE ACCOMPLISHED THE INTENDED PURPOSE, THEY HAVE PREVENTED THE DEVELOPMENT OF NEW NET FISHERIES. IF CDA CHOOSES TO DRAW HER NET FISHING LINES IN SOME OTHER MANNER WHICH ACCOMPLISHES THIS PURPOSE WE COULD INTERPOSE NO RPT NO OBJECTION.

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12. CDN REPRESENTATIVES HAVE COMMENTED ON THE SERIOUS EFFECT THAT THE NOYES ISLAND FISHERY HAS HAD ON THE CONSERVATION OF THE SKEENA AND OTHER SALMON RUNS ORIGINATING IN CDN RIVERS. WE WOULD POINT OUT THAT ALTHOUGH CERTAIN SCIENTIFIC EVIDENCE SUGGESTS THAT IN 1957 SUBSTANTIAL NUMBERS OF SALMON OF CDN ORIGIN WERE TAKEN AT NOYES ISLAND OTHER EVIDENCE INDICATES THAT 1957 WAS A MOST UNUSUAL YEAR; IN FACT THE MOST UNUSUAL YEAR OF RECENT RECORD. DATA FOR 1958 SUGGEST THAT IN THAT YEAR FEW SALMON OF CDN ORIGIN WERE TAKEN BY THE NOYES ISLAND FISHERY. IN FACT, A CONSIDERABLE NUMBER OF SALMON DESTINED FOR USA STREAMS IN SOUTHEASTERN ALASKA WERE CAUGHT IN NORTHERN BRITISH COLUMBIA.

13. THE USA HAS OFFERED TO PARTICIPATE FULLY IN A JOINT RESEARCH PROGRAM DESIGNED TO DETERMINE THE CATCH BY THE USA AND CDN FISHERIES OF SALMON HEADED FOR THE WATERS OF THE OTHER COUNTRY AND TO FULLY COOPERATE IN ANY CONSERVATION PROGRAM NECESSARY TO MAINTAIN AND IMPROVE THE SALMON RUNS FROM ALL STREAMS. THIS SEEMS TO US A MORE REASONABLE AND EQUITABLE PROPOSAL THAN THAT THE USA SHOULD WIPE OUT AN HISTORIC FISHERY IN USA TERRITORIAL WATERS BECAUSE IT MAY, ON APPARENTLY UNUSUAL OCCASIONS, TAKE A SUBSTANTIAL NUMBER OF CDN BOUND FISH, A MOVE THAT WOULD REQUIRE THAT THE USA HARVEST THE SALMON OF USA ORIGIN AT SCATTERED AND LESS ECONOMIC LOCATIONS AND SEVERELY DAMAGE THE ECONOMIES OF USA CANNERIES AND COMMUNITIES DEPENDENT UPON THIS FISHERY.

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14. CDN REPRESENTATIVES ALSO HAVE CLAIMED THAT THE USA POSITION ON BRISTOL BAY SALMON DIFFERS COMPLETELY FROM THE USA POSITION ON NOYES ISLAND AND THE FRASER RIVER. SUCH COMMENTATORS HAVE FAILED TO CAREFULLY EXAMINE THE USA POSITION. THIS POSITION IS THAT THE COUNTRY FROM WHOSE STREAMS THE SALMON ORIGINATE AND WHICH HAS CARRIED OUT RESEARCH AND MANAGEMENT MEASURES TO MAINTAIN AND INCREASE THE SUSTAINABLE YIELD, AND SUCH OTHER COUNTRIES WHICH HAVE HISTORICALLY PARTICIPATED IN THE FISHERY, TOGETHER ARE ENTITLED TO PARTICIPATE IN THE FISHERY. IN BRISTOL BAY NO COUNTRY EXCEPT THE USA HAS HISTORICALLY PARTICIPATED IN THE SALMON FISHERY. THUS IT IS CLEAR THAT THE USA POSITION IS CONSISTENT FOR ALL THESE FISHERIES.

15. SO MUCH FOR THE PAST. OUR TASK IS TO WORK OUT A BASIS OF AGREEMENT FOR THE FUTURE. WE ARE PREPARED TO REVIEW ALL THE NET FISHING LINES AND CONSERVATION PROBLEMS INVOLVED IN THE USA AND CDN FISHERIES OF THE REGION UNDER DISCUSSION WITH THE PURPOSE OF SEEING WHAT ADJUSTMENTS MIGHT BE AGREED UPON AND WHAT FURTHER RESEARCH AND CONSERVATION MEASURES ARE NEEDED. WE BELIEVE THAT SUCH AN APPROACH PROVIDES THE BEST POSSIBILITY OF RESOLVING OUR DIFFICULTIES ON A MUTUALLY ACCEPTABLE BASIS. UNQUOTE.

THE STATEMENT OF THE CHAIRMAN OF THE CDN DEL IN REPLY TO THE USA CHAIRMANS OPENING REMARKS IS AS FOLLOWS QUOTE MR CHAIRMAN, AS YOU SAID IN YOUR OPENING STATEMENT, WE ARE SETTING ASIDE, WITHOUT PREJUDICE TO THE VIEWS WE HAVE EXPRESSED AT OTHER

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MEETINGS, A NUMBER OF SALMON PROBLEMS OF MUTUAL CONCERN AND ARE, IN THIS MEETING, CONCENTRATING ON THE PROBLEM OF SEAWARD LIMITS FOR NET FISHING. YOU REFERRED TO THE MISUNDERSTANDING DURING DISCUSSION OF THESE LIMITS IN 1957 AND, BECAUSE OF ITS IMPORTANCE AS BACKGROUND OF CDAS POSITION, IT SEEMS DESIRABLE TO EXPLAIN THE NATURE AND SERIOUSNESS OF THE MISUNDERSTANDING. IN DOING SO, WE DO NOT RPT NOT WISH TO, AND INDEED CANNOT RPT NOT, PLACE THE RESPONSIBILITY FOR A FAILURE OF MEETING OF MINDS ON EITHER YOUR SHOULDERS OR OUR OWN. WE WISH ONLY TO LAY THE BASIS FOR A BETTER UNDERSTANDING OF OUR PRESENT POSITION.

2. I AM SURE BY THIS TIME WE ARE ALL QUITE FAMILIAR WITH THE WORDING OF THE CONTROVERSIAL AGREEMENT REACHED IN 1957 AS RECORDED IN THE OFFICIAL SUMMARY OF PROCEEDINGS OF THAT CONFERENCE. I REFER OF COURSE TO MAJOR AGREEMENT NUMBER FOUR ON PAGE SEVEN: QUOTE THE LINE DESCRIBED IN THE ALASKA FISHERY REGS WAS APPROPRIATE.

2. IN THIS CONNECTION, IT WAS UNDERSTOOD THAT THE CLOSING LINES CONNECTING HEADLANDS IN ALASKA, WHICH WERE DISCUSSED AND WHICH SERVE AS A BASELINE IN SOME AREAS FOR THE MEASUREMENT OF THE SEAWARD LIMITS OF THE QUOTE WATERS OF ALASKA UNQUOTE AS THIS EXPRESSION IS USED IN THE ALASKA FISHERY REGS, ARE NOT RPT NOT DEFINITIVE. ON THE REQUEST OF THE CDN DEL FOR A CHART SHOWING THE DEFINITIVE LINE, THE USA DEL AGREED TO SUBMIT SUCH A CHART AS SOON AS POSSIBLE. UNQUOTE

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3. I AM ALSO SURE WE ARE ALL FAMILIAR WITH THE CDN AND USA STATEMENTS REGARDING THE MISUNDERSTANDING, RECORDED IN THE SUMMARY OF PROCEEDINGS OF THE 1959 CONFERENCE ON COORDINATION OF FISHERIES REGS, AND IN THE MINUTES OF THE TWO RECENT MEETINGS HELD IN WASH AND OTT. HOWEVER, I THINK WE SHOULD REFRESH OUR MEMORIES CONCERNING EVENTS FOLLOWING THE CLOSE OF THE 1957 CONFERENCE. WE EXPECTED TO RECEIVE FROM THE USA WITHIN A SHORT PERIOD OF TIME A CHART SHOWING THE ALASKA LINE. WHEN MORE THAN TWO MONTHS HAD PASSED AND AS THE 1957 FISHING SEASON WAS APPROACHING, WE WROTE ASKING WHEN WE MIGHT EXPECT TO RECEIVE THE CHART, AS YOU KNOW, THE CHART WAS NOT RECEIVED FOR SOME EIGHT MONTHS, AND AFTER THE 1957 SALMON SEASON HAD PASSED. AFTER RECEIVING THE CHART, WHICH MADE CLEAR TO US FOR THE FIRST TIME THAT THE ALASKA SEAWARD NET FISHING LIMITS HAD BEEN DRAWN THREE MILES SEAWARD OF THE BASELINE REFERRED TO ABOVE (WHICH WAS DEFINED FOR US AFTER THE 1957 MEETING), WE WROTE REQUESTING AN EARLY MEETING TO GIVE CONSIDERATION TO ADJUSTMENT OF THE LINE AS PROVIDED FOR IN MAJOR AGREEMENT NUMBER FIVE OF THE 1957 CONFERENCE. THIS CONSIDERATION DID NOT TAKE PLACE UNTIL APR 59.

4. NOW LET ME RETURN TO THE EVENTS WHICH TOOK PLACE DURING THE 1957 CONFERENCE. WE AGREE WITH YOUR STATEMENTS MADE ON SEVERAL OCCASIONS THAT AS A RESULT OF CONCERN EXPRESSED BY THE INTERNATL PACIFIC SALMON COMMISSION IN CORRESPONDENCE DIRECTED TO OUR TWO GOVTS, A DECISION WAS REACHED TO CONVENE THE 1957 CONFERENCE TO GIVE CONSIDERATION TO WAYS AND MEANS OF PREVENTING DEVELOPMENT OF MAJOR OFFSHORE SALMON NET FISHERIES. AT THE 1957

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MEETING, CONSIDERATION WAS GIVEN TO THE ESTABLISHMENT OF LINES SEAWARD OF WHICH SALMON NET FISHING BY NATIONALS OF FOUR TWO COUNTRIES WOULD BE PROHIBITED. THE MEETING WAS ADVISED THAT THE STATE OF CALIFORNIA WAS TAKING ACTION IN ITS LEGISLATURE TO PROHIBIT THE TAKING OF SALMON BY THE USE OF ANY TYPE OF NET GEAR WITHIN THE TERRITORIAL WATERS OF THE STATE AND BY ITS CITIZENS IN INTERNATL WATERS OF THE PACIFIC OCEAN. OBVIOUSLY, SUCH LEGISLATION MADE IT UNNECESSARY TO DRAW A LINE OR DEFINE COORDINATES. CHARTS SHOWING PROPOSED NET FISHING LIMITS ALONG THE COASTS OF OREGON, WASH AND BRITISH COLUMBIA WERE PRESENTED BY THE RESPECTIVE ADMINISTRATIONS, CRITICALLY EXAMINED, AMENDED AS CONSIDERED NECESSARY, AND ACCEPTED. THESE LINES WERE CAREFULLY DEFINED BY MEANS OF COORDINATES. NO RPT NO SIMILAR CHART WAS PRESENTED FOR THE ALASKA AREA AND NO RPT NO CRITICAL EXAMINATION OR CONSIDERATION OF ESSENTIAL AMENDMENTS WAS POSSIBLE. TOWARDS THE CLOSE OF THE MEETING A MAP OF THE ALASKA COAST WAS PRODUCED AND AN ATTEMPT MADE BY USA DEL TO INDICATE THE LOCATION OF A TENTATIVE ALASKA BASELINE. IT WAS MADE CLEAR, HOWEVER, THAT THIS LINE WAS NOT RPT NOT DEFINITIVE AND THAT NONE OF THE PEOPLE PRESENT WERE AUTHORIZED TO SET ITS POSITION AT THAT TIME.

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5. I HOPE THIS SUMMARY WILL MAKE CLEAR TO ALL PRESENT HOW THE MISUNDERSTANDING AROSE. ALTHOUGH, AS WE FINALLY LEARNED, THE TERRITORIAL WATER LIMIT OFF THE COAST OF ALASKA FORMED THE PROPOSED NET FISHING LIMIT, THE TERRITORIAL WATER LIMIT DID NOT RPT NOT FORM THE NET FISHING LIMIT PROPOSED FOR CALIF, OREGON, WASH OR BRITISH COLUMBIA, THE FOLLOWING EXCERPT FROM A STATEMENT MADE BY THE LATE GEORGE CLARK, CHAIRMAN OF THE CDN DEL TO THE 1957 CONFERENCE, TOWARDS THE END OF THA T MEETING MAY ADD FURTHER CLARIFICATION REGARDING THE CDN VIEW AT THAT TIME QUOTE IT IS RECOGNIZED BY ALL CONCERNED THAT IF OFF-SHORE FISHING FOR SALMON, EXCEPT BY TROLLING GEAR IS ALLOWED TO DEVELOP, THE CONSERVATION MEASURES OF THE TWO COUNTRIES WILL BE NULLIFIED. MOREOVER, IT IS THE VERY STRONG CONVICTION OF THE CDN DEL THAT IN OTHER AREAS OF THE PACIFIC HIGH SEAS SALMON FISHING, OUR CASE THAT WE ARE GIVIN G ADEQUATE AND PROPER PROTECTION TO THE RUNS OF SALMON WILL BE MATERIALLY WEAKENED IF THE NATIONALS OF CDA AND THE USA ARE PERMITTED TO TAKE SALMON IN AREAS WHERE RUNS ARE INTERMINGLED AND THERE IS NO RPT NO KNOWN TECHNIQUE OR METHOD TO PREDETERMINE THE VARIOUS STOCKS AND RUNS. UNQUOTE

6. IN RETROSPECT IT IS CLEAR THAT THE CDN DEL IN ITS EFFORTS TO REACH AGREEMENT REGARDING RESTRICTION OF OFFSHORE SALMON NET FISHING, WHICH WOULD PROVIDE FOR BETTER CONSERVATION AND MORE EFFECTIVE MANAGEMENT OF THE IMPORTANT PACIFIC COAST SALMON STOCKS OF OUR TWO COUNTRIES, MADE A GRAVE ERROR IN APPROVING THE

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SUMMARY RECORD OF THE 1957 CONFERENCE WITHOUT HAVING HAD AN OPPORTUNITY TO CONSIDER A DEFINITIVE ALASKA NET FISHING LINE. 7. CDA WOULD NOT RPT NOT HAVE AGREED TO THE SEAWARD NET FISHING LIMITS IN THEIR PRESENT FORM IF WE HAD KNOWN THE DEFINITIVE LOCATION OF THE ALASKA LINE. FURTHERMORE AS SOON AS THE DEFINITIVE LINE WAS REVEALED TO US WE ASKED FOR FURTHER DISCUSSION OF THE PROBLEM WHICH TOOK PLACE IN 1959. AT THAT MEETING WE EXPRESSED OUR DISAGREEMENT WITH THE LINE AS DEFINED IN ALASKA AND RESERVED OUR FREEDOM TO ADJUST OUR OWN LINES. 8. WE START NOW, WITH A CLEAN SLATE, TO RECONSIDER THE PROBLEM OF SEAWARD LIMITS FOR NET FISHING AND WE HOPE THAT SOME MEASURE OF AGREEMENT CAN BE REACHED.

9. BEFORE PROCEEDING WITH A CONSIDERATION OF ACTUAL PROPOSALS REGARDING THE DEFINITION OF LINES WE MUST, HOWEVER, POINT OUT OUR DISAGREEMENT WITH SOME POINTS IN YOUR OPENING STATEMENT AND REITERATE THE PRINCIPLE THAT IN THE INTERESTS OF EFFECTIVE MANAGEMENT AND OF EQUITY THE TAKING BY ONE COUNTRY OF SALMON BOUND FOR THE RIVERS OF THE OTHER SHOULD BE MINIMIZED, . INDEED THE INCREASING DEMAND AND VALUE OF RIVERS FOR OTHER PURPOSES, MAKES IT MORE NECESSARY YEAR BY YEAR FOR THE COUNTRIES WITH THE RIVERS TO REAP THE BENEFITS, IF THEY ARE TO CONTINUE TO BEAR THE HIGH DIRECT AND INDIRECT COSTS OF KEEPING THE RIVERS FIT FOR SALMON.

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14. THE USA HAS INDICATED AGREEMENT WITH THIS PRINCIPLE WITH THE RESERVATION THAT SO-CALLED HISTORIC FISHERIES SHOULD BE PROTECTED. WE ARE NOT AS IMPRESSED AS YOU APPEAR TO BE WITH THE IMPORTANCE OF MAINTAINING THE STATUS QUO. IN THIS CONNECTION I WOULD MENTION ONLY TWO POINTS AT THIS TIME. IN THE FIRST PLACE THE SEAWARD NET FISHING LIMITS DEFINED IN 1957 IN BRITISH COLUMBIA AND WASH DID ELIMINATE SOME FISHERIES WHICH HAD EXISTED FOR SOME YEARS AT THAT TIME AS WELL AS NIPPING SOME OTHERS IN THE BUD. SECONDLY IT IS A COMMONPLACE BOTH IN DOMESTIC AND IN INTERNATL FISHERY REGS TO ALTER EXISTING FISHERIES. SURELY PROGRESS IN THE DEVELOPMENT OF THE FISHERIES EVERYWHERE CAN TAKE PLACE ONLY IF SUCH CHANGES ARE MADE. SURELY, TOO, THE MAIN CONSIDERATIONS MUST BE EQUITY AND GOOD MANAGEMENT.

15. MR CHAIRMAN, I SUGGEST THAT WE NOW ASK A SMALLER GROUP TO CONSIDER POSSIBLE ACTUAL SEAWARD NET FISHING LIMITS. WE HAVE MADE A PROPOSAL AS A BASIS FOR DISCUSSION AND HAVE ILLUSTRATED THE SORT OF INWARD ADJUSTMENT WE HAVE IN MIND WITH A CHART OF PART OF SOUTHEASTERN ALASKA. I WISH TO REPEAT MY ASSURANCE THAT OUR AIM IS TO MINIMIZE THE CAPTURE IN ONE COUNTRY OF SALMON BOUND FOR THE OTHER AND TO THAT END WE ARE PREPARED TO MAKE ADJUSTMENTS OF THE SEAWARD NET FISHING LIMITS IN BRITISH COLUMBIA WHICH WOULD MAKE A FURTHER SUBSTANTIAL REDUCTION OF OUR OPPORTUNITY TO CATCH ALASKA BOUND SALMON. UNQUOTE

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THE CLOSING STATEMENT OF THE CHAIRMAN OF THE CDN DEL IS AS FOLLOWS QUOTE MR CHAIRMAN, WE HAVE MADE SOME PROGRESS IN OUR DISCUSSIONS THROUGH CLARIFICATION OF POINTS AT ISSUE BUT HAVE NOT RPT NOT IN OUR OPINION MOVED SUBSTANTIALLY TOWARDS AN ACCEPTABLE SOLUTION OF OUR PROBLEMS.

2. AS STATED DURING THE FIRST OF THIS SERIES OF MEETINGS IN WASH LAST AUTUMN, CDA BELIEVES THAT THE SEAWARD NET FISHING LIMITS SHOULD BE USED AS A TOOL TO MINIMIZE THE CATCHING BY ONE COUNTRY OF SALMON BOUND FOR THE RIVERS OF THE OTHER. TO THAT END WE HAVE PRESENTED PROPOSALS FOR THE INWARD ADJUSTMENT OF THE LIMITS BOTH IN ALASKA AND BRITISH COLUMBIA. IN SPITE OF THE FACT THAT OUR PRESEN LINE ALREADY CURTAILS FISHERIES IN EXISTENCE BEFORE IT WAS ESTABLISHED, WE PROPOSED THIS FURTHER CURTAILMENT OF CDN FISHERIES IN THE INTERESTS OF BETTER MANAGEMENT AND OF EQUITY. IT SHOULD BE CLEAR, OF COURSE, THAT IMPLEMENTATION OF THE SUGGESEE NEW LINE ALONG OUR COAST WOULD BE CONPINGENT ON ESTABLISHMENT OF A SIMILAR LINE IN ALASKA. WE HOPE THAT THIS PROPOSAL WILL BE GIVEN FURTHER SERIOUS CONSIDERATION.

3. IN THIS CONNECTION WE DO NOT RPT NOT BELIEVE THAT THE ALASKAN LINES PROPOSED BY CDA WOULD PREVENT USA FROM ECONOMIC EXPLOITATION OF ALL SALMON BOUND FOR ALASKAN STREAMS. WE BELIEVE ON THE CONTRARY THAT THE OVERALL EFFECT OF THE CDN PROPOSAL WOULD BE ADVANTAGEOUS TO BOTH COUNTRIES THROUGH BETTER MANAGEMENT RESULTING FROM BOTH OF US HARVESTING OUR OWN STOCKS SEPARATELY.

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4. WE HAVE NOW BEEN PROVIDED WITH A DEFINITIVE PROPOSAL REGARDING SEAWARD NET FISHING LIMITS IN SOUTHEASTERN ALASKA. WHILE THIS REPRESENTS SOME INWARD ADJUSTMENT OF THE PRESENT ALASKA LINE SO THAT THE PROPOSED NEW LINE BEARS SOME SUPERFICIAL RESEMBLANCE, IN THE MANNER IN WHICH IT IS DRAWN, TO THE 1957 LINE ALONG CERTAIN PARTS OF OUR COAST, WE UNDERSTAND THAT IT DOES NOT RPT NOT AFFECT ANY EXISTING FISHERIES AND IN A NUMBER OF PLACES IT SEEMS THAT ITS COURSE IS DESIGNED TO THAT END. THE INWARD ADJUSTMENTS ARE LARGELY INSIGNIFICANT TO FISHERIES, IN SHARP CONTRAST TO THE MAJOR ADJUSTMENTS PROPOSED BY CDA ON BOTH SIDES OF THE BORDER.

5. THIS PROPOSED LINE IS NOT RPT NOT IN OUR OPINION COMPARABLE TO THE LINE ESTABLISHED ALONG OUR COAST IN 1957. OUR ORIGINAL PROPOSAL IN 1957 WAS ADJUSTED INWARD IN SUCH A MANNER AS TO ELIMINATE SOME OF OUR FISHERIES EXISTING AT THAT TIME. THE PROPOSED ALASKA LINE WOULD NOT RPT NOT DO SO. FURTHERMORE, WHILE IT DOES REDUCE TO SOME DEGREE THE AREAS IN WHICH NEW FISHERIES COULD BE DEVELOPED, IT IS NOT RPT NOT CLOSE ENOUGH TO SHORE TO PREVENT NEW FISHERIES ARISING ON THE OUTER OR SEAWARD COASTS OF SOUTHEASTERN ALASKA. IN THIS RESPECT IT IS NOT RPT NOT AS EFFECTIVE AS THE LINES DEFINED IN 1957 ALONG OUR COAST. WE THEREFORE MR CHAIRMAN STILL FIND OURSELVES FACED WITH AN INEQUITABLE SITUATION, AND THE LINE IS NOT RPT NOT ACCEPTABLE AS A BASIS FOR AGREEMENT.

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6. WE ARE FORCED, MR CHAIRMAN, TO SEEK AN EQUITABLE SITUATION IN OTHER DIRECTIONS AND ON BEHALF OF THE GOVT OF CDA I RESERVE THE RIGHT TO EXTEND CDN FISHERIES SEAWARD WHERE APPROPRIATE TO THAT END. WE WOULD DO THIS WITH REGRET AS WE WOULD MUCH PREFER THE COURSE WE HAVE PROPOSED--I. E. THE INWARD ADJUSTMENT OF SEAWARD FISHING LIMITS TO MINIMIZE THE INTERCEPTION BY EITHER COUNTRY OF FISH BOUND FOR THE OTHER. AS I HAVE ALREADY SAID, MR CHAIRMAN, WE BELIEVE THAT THIS WOULD IN THE LONGRUN BE BENEFICIAL TO BOTH COUNTRIES. WE WOULD ASSURE YOU THAT WE DO NOT RPT NOT INTEND TO ENGAGE IN UNRESTRICTED HIGHSEAS FISHING. WE ALSO ASSURE YOU OF DUE NOTICE OF CHANGES IN OUR REGS WHICH WOULD PERMIT CONTROLLED SEAWARD EXTENSION OF COMMERCIAL FISHING BY CDN FISHERMEN.

7. TURNING TO A FIELD IN WHICH MORE PROGRESS IS IN VIEW WE HAVE AGREED AT THIS MEETING TO INITIATE A RESEARCH PROGRAM DESIGNED TO GIVE US BOTH MORE INFO ON THE MOVEMENTS AND INTERMINGLING OF THE STOCKS ORIGINATING IN ALASKAN AND CDN RIVERS. WE HOPE THAT ON THE BASIS OF THIS INFO WE CAN ARRIVE IN THE FUTURE AT SOLUTIONS TO THE PROBLEMS NOW ARISING FROM INTERCEPTION BY ONE COUNTRY OF SALMON BOUND FOR THE OTHER. WE ARE HOPEFUL THAT SOLUTIONS CAN BE FOUND WHICH ARE EQUITABLE AND MUTUALLY ADVANTAGEOUS. WE WOULD HOWEVER STRESS THE URGENCY OF MAKING SUCH INFO AVAILABLE AND THE IMPORTANCE OF APPLYING IT FAIRLY AND EFFECTIVELY TO OUR MUTUAL BENEFIT.

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8. THE PROBLEMS WE HAVE BEEN DISCUSSING IN THIS SERIES OF MEETINGS ARE COMPLEX AND DIFFICULT. WE FEEL THAT DISCUSSIONS MUST BE RESUMED IN THE NEAR FUTURE ON BROADER ASPECTS THAN THE RATHER NARROW SUBJECT WE HAVE BEEN CONSIDERING HERE-- THAT OF SEAWARDNET FISHING LIMITS. WE ARE ALWAYS READY TO COOPERATE IN SEEKING BETTER MANAGEMENT OF THE SALMON RESOURCES OF MUTUAL CONCERN. UNQUOTE.

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INFO SERVICES DEPT FISHERIES IMMED DE OTT

INFO WASHDC

FOLLOWING IS FINAL PRESS RELEASE OF CDA USA FISHERIES DISCUSSIONS
HELD IN SEATTLE WASH MAY17-18 AND 19. FISHERIES PLSE ARRANGE FOR
IMMEDIATE PRESS RELEASE. QUOTE CDN AND USA OFFICIALS ENDED A THREE
DAY MTG IN SEATTLE TODAY AFTER DISCUSSIONS OF SALMON OFFSHORE
NET FISHING LIMITS IN THE AREA OF SOUTHEASTERN ALASKA AND NORTHERN
BRITISH COLUMBIA.

2. THE CDN DEL, UNDER THE CHAIRMANSHIP OF DR AWH NEEDLER, DEPUTY
MINISTER OF FISHERIES, OTT, WAS COMPRISED OF FEDERAL GOVT OFFICIALS
FROM THE DEPT OF FISHERIES, DEPT OF EXTERNAL AFFAIRS AND THE
FISHERIES RESEARCH BOARD OF CDA, OFFICIALS OF THE PROV GOVT OF
BRITISH COLUMBIA, AND REPRESENTATIVES OF THE FISHING INDUSTRY OF
BRITISH COLUMBIA INCLUDING THE FISPERIES ASSOC OF BRITISH COLUMBIA
UNITED FISHERMEN AND ALLIED WORKERS UNION, PRINCE RUPERT
FISHERMENS COOPERATIVE ASSOC, PACIFIC TROLLERS ASSOC, FISHING VESSEL
OWNERS ASSOC, AND NATIVE BROTHERHOOD OF BRITISH COLUMBIA.

3. THE USA DEL, CHAIRED BY WILLIAM C HERRINGTON, SPECIAL ASSISTANT
FOR FISHERIES AND WILDLIFE TO THE UNDER SECRETARY OF STATE,
INCLUDED FEDERAL, ALASKA AND WASH FISHERIES OFFICIALS AND
SCIENTISTS, AND REPRESENTATIVES OF INTERESTED FISHERMEN ASSOCS
AND PROCESSORS.

4. THE DISCUSSIONS IN SEATTLE FOLLOWED TWO PREVIOUS ROUNDS OF
NEGOTIATIONS--ONE HELD IN OTT IN APR AND A PRIOR ONE HELD IN
WASHDC IN OCT/65. THESE EARLIER DISCUSSIONS ALSO CENTERED
AROUND PACIFIC COAST SALMON PROBLEMS OF MUTUAL CONCERN.

to file

25-5-7-SALMON-
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Refer:
Dept T.O.C (Mr. Kinsella)
Mr. Ritchie
Mr. Herschof
Legal Div (Soponts)
Econ Div (Salberg)
Far East - (Spencer)
~~Mr. T. Ohya~~
Mr. T. Ohya
Mr. Briddle, V.E. &

file
done
May 25/66

PAGE TWM 16.

5. IT IS THE INTERMINGLING OF SALMON EN ROUTE TO THEIR HOME STREAMS THROUGH TERRITORIAL WATERS OF BOTH COUNTRIES THAT HAS LED TO DISAGREEMENT. THE CDN POSITION IS THAT TO THE EXTENT POSSIBLE THE NET FISHING LINES OF EACH COUNTRY SHOULD BE USED AS A TOOL TO MINIMIZE THE HARVEST BY ONE COUNTRY OF SALMON BOUND FOR THE RIVERS OF THE OTHER COUNTRY. THE POSITION OF THE USA IN THAT THE TWO COUNTRIES MUST NOT ONLY CONSIDER THE ORIGIN OF THE SALMON CAUGHT BY FISHERMEN OF THE RESPECTIVE COUNTRIES BUT THAT THEY MUST RESPECT THE HISTORIC FISHERIES OF THE TWO COUNTRIES IN SEEKING AN EQUITABLE SOLUTION TO THE PROBLEM.

6. THE CDNS SUGGESTED THAT THE SOLUTION TO THE PROBLEM LAY IN DRAWING INWARD THE SEAWARD LIMITS OF NET FISHING OFF THE COAST OF ALASKA AND IN WATERS OF NORTHERN BRITISH COLUMBIA. IT WAS THEIR VIEW THAT THIS WOULD MINIMIZE THE CAPTURE BY FISHERMEN OF EITHER COUNTRY OF SALMON BOUND FOR STREAMS OF THE OTHER COUNTRY. THE CDNS PRESENTED THE USA WITH MODIFIED NET LINES DESIGNED TO ACCOMPLISH THIS OBJECTIVE. THE USA MAINTAINED THAT THEIR IMPORTANT HISTORIC FISHERY OFF THE WEST COAST OF SOUTHEASTERN ALASKA WOULD BE ELIMINATED BY THE ADJUSTMENT OF NET FISHING LINES AS SUGGESTED BY CDA. THE USA FOR ITS PART PRESENTED NET FISHING LINES WHICH WOULD DRAW INWARD THE SEAWARD LIMITS OF FISHING IN SOUTHEASTERN ALASKA, BUT WOULD PRESERVE HISTORIC FISHERIES FOUND IN THAT AREA. CDA WAS UNABLE TO ACCEPT THESE LINES BECAUSE THEY PERMITTED CONTINUED INTERRUPTION OF CDN BOUND SALMON.

001460

7. BECAUSE OF THESE DIFFERENCES, THE CONFERENCE WAS UNABLE RPT UNABLE TO REACH AGREEMENT ON ADJUSTMENT OF THE SALMON NET FISHING LINES IN THE NORTHERN AREA. THIS LED TO AN UNDERSTANDING THAT THE COUNTRIES WOULD NO RPT NO LONGER BE BOUND BY THE NET FISHING LINE AGREEMENTS REACHED IN 1957.

8. AT THE CLOSE OF THE CONFERENCE THE CDN DEL RESERVED THE RIGHT FOR CDA TO EXTEND ITS FISHERIES SEAWARD WHERE APPROPYIATE IN ORDER TO SEEK AN EQUITABLE SOLUTION OF THE MAJOR PROBLEM OF INTERCEPTION BY FISHERMEN OF ONE COUNTRY OF SALMON BOUND FOR THE OTHER WHICH COULD NOT RPT NOT BE RESOLVED BY ATTEMPTS TO REACH AGREEMENT ON THE INWARD ADJUSTMENT OF SALMON NET FISHING LIMITS. CDA GAVE THE ASSURANCE THAT UNRESTRICTED HIGH SEAS FISHING BY CDN FISHERMEN WOULD NOT RPT NOT BE PERMITTED AND THAT DUE NOTICE OF CHANGES IN PERTINENT FISHERY REGS WOULD BE GIVEN TO THE USA.

9. THE USA DEL STATED THAT IN VIEW OF THE CDN RESERVATION THE USA RESERVED ITS RIGHT TO REDEFINE ITS SEAWARD SALMON NET FISHING LINES AS CONSIDERED APPROPRIATE. IT ALSO INDICATED THAT DUE NOTICE WOULD BE GIVEN TO THE CDN AUTHORITIES OF ANY PROPOSED CHANGES.

10. THE CONFERENCE DID AGREE THAT A RESEARCH PROGRAM DESIGNED TO PROVIDE MORE INFO ON THE MOVEMENT AND INTERMINGLING OF THE STOCKS ORIGINATING IN SOUTHEASTERN ALASKA AND NORTHERN BRITISH COLUMBIA SHOULD BE INITIATED. FROM SUCH RESEARCH IT IS HOPED THAT SOLUTIONS TO THE UNRESOLVED PROBLEMS CAN BE FOUND WHICH ARE EQUITABLE AND MUTUALLY ADVANTAGEOUS TO BOTH COUNTRIES.

W KIRKNESS AND HL RIETZE OF THE USA DEL AND WR HOURSTON AND PA LARKIN OF THE CDN DEL WERE NAMED AS A COORDINATING CTTEE TO INITIATE THE NECESSARY EXCHANGE OF INFO ANDLPREPARE PROPOSALS FOR COOPERATIVE RESEARCH FOR THE CONSIDERATION OF THE TWO GOVTS BEFORE OCT1/66. UNQUOTE

25-5-7-PAC
May 66

Notes for

MEMORANDUM FOR THE MINISTER

25-5-7-PAC-1	
21	/

SUBJECT:

CANADA US WEST COAST FISHING PROBLEMS

At a Conference held in Ottawa April 4-7 one problem concerning us and Canada Pacific Coast salmon fishing came to a head.

In 1957 at a similar meeting between us and Canadian fisheries experts, a tacit agreement was reached on the location of the Salmon net fishing line ^{to be drawn} along the West Coast of North America. The states of California, Oregon, Washington and the Province of British Columbia had in existence net fishing limits located on their surf lines. Alaska was not yet a state and was therefore represented by a District Commissioner who was not fully informed on the subject. He and the meeting assumed that the Alaska line was located on the surf line, though no one at the meeting was positive as to its exact location. Therefore, the ~~and~~ the minutes of the Conference stated that the net fishing limits would extend along the California, Ore. Wash and B.C. surf lines and the Alaskan line (which they all assumed was the surf line). With the adoption of the minutes, the surf line was constituted as the net fishing limit.

The Canadian fisheries did not receive a map of the Alaskan limits until 1959 when they demanded to be informed exactly where it had been drawn. On discovering its variation from the rest of the net limit lines, they ~~ori~~ protested at the 1959 meeting of U.S. and Canadian fishery experts and again at the 1965 Washington meeting which was preparatory to the April 4 to 6 Ottawa meeting, each time reserving the right to move the line seaward. As the US delegation headed by Mr. Farrington of

Notes

1957 meeting at which tacit approval was given to the net fishing line - no representative from the State of Alaska was present. Therefore, no one knew exactly where the Alaska line was, and everyone simply assumed that it was the same for the ~~x~~ rest of the States. Mr. Harrington is the only U.S. delegate at that meeting who is still involved in the discussions. The U.S. delegation is uninformed on this subject because ~~M~~ Harrington doesn't want to admit that the Alaska rep for the territory didn't know anything about its fisheries. We also made the mistake of agreeing to the 'line' of Alaska without knowing for sure exactly where it was. We did not state in the minutes that we were unaware of its exact location.

Possibilities of the Seattle meeting:

Senator Magnuson will make political hay out of the negotiations regardless of when they take place. If they take place after approx. June then this year's salmon catch will be lost to the Americans, that is 1957 evidence showed that an enormous number of salmon were intercepted. Should it happen again it could make incense meat of the Skeena river resource. We believe it was also a very unusual year, but it could happen again. The U.S. says it will never happen again. 1958 showed that a small number of salmon were being intercepted. We believe that this is lower than normal and research would show that the actual normal interception would lie somewhere in between the figures for the two ~~year~~ years.

At the meeting the line will be renegotiated. It will have to be because we have abrogated the present line. The U.S. will not change its position on the Alaskan line, nor will we, therefore, a new line will have to be set. But should

the new line be drawn further out, it will involve a great deal of research to protect conservation of the resource. Of course, ^{we} will exercise discretion, but new agreements would have to be made. We would hope the U.S. would use the same regulations, and from the newspapers they hope we would.

Homer Stevens.

Even if he weren't a Communist, would infuriate the Americans, but since he is C.P. is especially easy to mobilize public opinion against him. Since the Ottawa meeting, a meeting has been held by all concerned Canadians to rediscuss the events of the Ottawa meeting. At it industry was heavily represented. Stevens was the only radical at the meeting. As far as he is concerned it's black and white, and the Canadian fisheries officials are just pussyfooting around. He sent a very strong letter to Fisheries on this matter, but both Dr. Sprules and Mr. Ozere wrote memos to Dr. Needler expressing the view that Stevens is radical on the subject, and that he is alone in his radical views among the reps of industry. He is vociferous

would not adjust the Alaskan limits in compliance with
the Canadian request Dr. Needler ^{chief} the Canadian
delegate announced that the line no longer existed for
Canada and that Canada would take action to change
its domestic regulations. As the request of the U.S.
delegation, Canada stated that it would refrain from
doing so until a further meeting on the subject had been
held in Seattle May 17.

The result of the Alaska variation in limits is
as proven in research carried out by us can scientists
in 1957 and 1958 is that considerable numbers of salmon
bound for the Skeena river are been intercepted by the
~~xx~~ Alaskan Noyes Island fishery. Canada presents the
view that Canadian fishermen should fish Canadian salmon
and that historic B.C. fisheries were destr~~y~~ by the
imposition of the surf limit. The US contests that the
Noyes Island fishery is a historic one and must be
protected, and insi st that the results of the 1957, 1958
research are not conclusive prooff that great numbers of
Canadian salmon are being intercepted.

At the Seattly May 17 meeting, the net fishing
limits will have to be renegotiated. There is little
evidence to show that there will be any greater chance on
agreement on the new limits than there was a .Ottawa.

Questions on this subject in the House should be
referred to the Minister of fisheries.

Re article:

Canadian fishermen have never threatened to fish the high seas. They have spoken of changing domestic regulations which now use the surf net line, and now are speaking of extending fisheries seaward but have not mentioned fishing the high seas as such. The agreement was only a tacit agreement not an exchange of notes or treaty.

As for future salmon runs, Noyes ~~XXXXXXXXXX~~
Island is damaging our fishing runs.

Alaskans are trying to stall as they have stalled since 1959 which is when we demanded to know exactly where their line was. If we wait, it means they'll once more have won out.

cc: O/SSEA
O/USSEA
Parl. Sec.
Mr. Wershof
Press & Liaison Div.
U.S.A. Div. (Mr. ²Bridle)

25-5-7-SALMON-1	
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Miss Edelstein

CONFIDENTIAL

May 24, 1966

MEMORANDUM FOR THE MINISTER

Canada-United States Discussions on Salmon Net Fishing

Further to my memorandum of today's date on this subject, I am attaching a copy of a draft statement prepared by the Deputy Minister of Fisheries, Dr. Needler, in consultation with the Department of External Affairs. In the view of the two Departments, such a statement might usefully be made by you on Wednesday, May 25, on motions, or, alternatively, on Thursday. The purpose of the statement is to assure the United States fishing industry that, although Canada has reserved its right to extend its salmon net fishing limits seaward, the Canadian Government has no intention of doing so prior to the net salmon fishing season in 1967. The statement points out, however, that the Canadian Government will initiate some research fishing this year. The statement suggests that Canada might well take a certain line of action in 1967 if no agreement is reached by that time.

2. On Friday, May 27, the State and Interior Departments of the United States Government meet with the American fishing industry in order to discuss our recent Law of the Sea proposals. From the standpoint of timing, it would seem useful if the attached statement were made by you a day or two prior to the meeting on Friday. These conciliatory remarks might have a beneficial effect on the attitude of the United States fishing industry towards our proposals.

3. After drafting the attached statement, Dr. Needler informed us that his Minister was not entirely sure about whether he or you should give the statement (provided, of course, that you agree with its substance). As Mr. Robichaud will not be in the House tomorrow, May 25, he will be getting in touch with you in the course of the morning, if he has not already spoken with you.

M. C.

Mr. Speaker, there has been some mention in the press recently of disagreement or misunderstanding between Canada and the United States regarding salmon fisheries of mutual concern on our Pacific coasts. There is perhaps some danger of exaggeration of the effect of this matter on Canada-United States relationships. I would therefore like to clarify this matter for the information of this House, having discussed it with my colleague, the Minister of Fisheries, after the return of our officials from discussions with United States representatives in Seattle last week,

Those discussions, Mr. Speaker, were concerned with certain seaward limits of fishing for salmon with nets, which were established by the Governments in 1957 on the basis of informal agreements between senior officials. There was some doubt at that time as to the location of these limits off south-eastern Alaska and, when this was clarified, it appeared that the limits there were established on a different basis from that of the limits in British Columbia and along the United States coast south of the border. They were, in fact, farther off shore in Alaska. These limits were discussed again in 1959 when our representatives pointed out that the Alaskan limits gave the United States a better opportunity to catch salmon bound for our rivers than if they had been established on the same basis as the limits along the British Columbia coast. At that time, Canada reserved the right to move our limits for salmon net fishing seaward, where appropriate. In April of this year, at a meeting in Ottawa, our representatives insisted that these limits be re-negotiated and the meetings in Seattle were an attempt to reach an agreement on appropriate limits along both Canadian and United States coasts. Unfortunately, our

- 2 -

representatives considered that the inward adjustments of the Alaskan lines proposed by the United States were not sufficient to ^{remove} ~~remedy~~ the ^{inequity} situation, as the new limits would still be less restrictive than corresponding limits in British Columbia and would not affect fisheries in Alaskan waters which take considerable quantities of salmon bound for British Columbia rivers. A Canadian proposal for more extensive inward adjustments of the limits on both sides of the border, in order to minimize catches, in each country of salmon bound for the other, was not accepted by the United States. The Canadian representatives again reserved the right for the Government to extend Canadian net fisheries for salmon seaward, where appropriate, to achieve an equitable situation.

Under these circumstances, the Canadian Government is ^{determining} ~~examining~~ the extent of Canadian fisheries in existence on any part of our Pacific coast in 1957 which were curtailed by the limits established at that time, and also ^{by} ~~examining~~ what revisions of seaward net fishing limits would make possible their re-instatement in the future. We do not expect, however, to be in a position to make any such revisions in time for the 1966 salmon fishing season.

At the Seattle meeting, our representatives agreed, Mr. Speaker, to plan and carry out a joint research programme designed to give both Governments more information on the movements and intermingling of salmon stocks originating in Alaskan and Canadian rivers. ^{We} ~~In addition, Canada intends~~ to move energetically in this direction by carrying out this year, in waters off Northern British Columbia, some research fishing by Government or chartered vessels, with associated tagging of salmon. We hope that, on the basis of fuller information, we can arrive in the future at solutions which are equitable and mutually advantageous.

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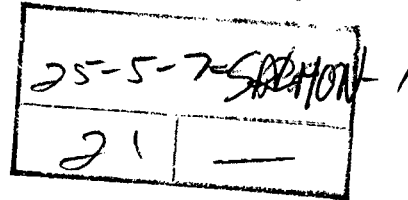
cc: O/SSEA
O/USSEA
Parl. Sec.
Mr. Wershof
Press & Liaison Div.
Mr. A. E. Ritchie

Legal/P. A. Lapointe/rh

RETURN TO LEGAL DIV. DCO

CONFIDENTIAL

May 24, 1966



MEMORANDUM FOR THE MINISTER

Canada-United States Salmon Fisheries Discussions

As you already know, the meeting which was held from May 17 to May 19, 1966 in Seattle between Canada and the United States on the question of salmon off-shore net fishing in the area of Southeastern Alaska and Northern British Columbia concluded without arriving at an agreed solution. The only positive result of this meeting was an agreement to establish a research programme designed to provide more information on the movement and intermingling of the salmon stocks originating in Alaska and British Columbia.

2. Our Department was represented at these meetings by an officer of our Legal Division and we were therefore able to follow very closely and participate in the proceedings. As you will have noted from my memorandum last week, the stand taken by the Chairman of the Canadian Delegation, Dr. Needler, Deputy Minister of Fisheries - to reserve the position of the Canadian Government if the United States Government failed to change appreciably the Alaskan net fisheries salmon line - was established after consultation with this Department and with the Minister of Fisheries. In fact, the final results of the Seattle meetings had already been envisaged before the departure of the delegation from Ottawa and Dr. Needler was under instruction from his Minister, with our concurrence, to state the Canadian position in such a way as to fully reserve our rights should the Americans refuse to move in the direction of the arrangement which we had already proposed to them.

3. At the last formal meeting of the two delegations in Seattle, on the afternoon of Thursday, May 19 (in the evening, Ottawa time), Dr. Needler made his closing statement after clearing it with Ottawa. It was that same statement that Mr. Robichaud decided to use in the House on Friday morning. We only learned of that statement just before it was actually delivered to the House.

4. In view of the American determination not to abandon any of their so-called historical rights over the Koyes Island fisheries, we believe that the only course of action which was open to Canada was the one adopted by the Canadian delegation at that meeting. There is, of course, the danger that this dispute might have some effect on our Law of the Sea discussions with the United States. Great care was taken at the Conference to avoid linking in any way the salmon fisheries questions with the other wider aspects of our fisheries zones policy. What the Americans appeared to be more concerned with was the possibility of escalation which would arise if Canada were to extend its salmon fisheries operations on the high seas in an unrestricted manner. Such action would, of course, call for corresponding action on the part of American fishermen (re authorizing United States net salmon fishing on the high seas) and the whole purpose of the conservation measures and arrangements which have so far

- 2 -

been the rule would be defeated. The Canadian delegation committed Canada not to engage in unrestricted high-seas fishing. However, it is our view that restricted high-seas fishing by Canada, even in a very limited way, would immediately cause the Americans to react and, from then on, no one can say where the escalation would stop. If such escalation were to take place, the main concern of the Americans would really be the effect that this competition between Canada and the United States would have on the Japanese who have for some years now been trying to get their share of high seas fishing in the eastern part of the North Pacific. This could possibly be more damaging to American interests, and also to Canadian interests, than the relatively small amounts of salmon which are involved in this dispute.

5. The Department of Fisheries will consider, in the course of the next few days, what action it intends to suggest that the Canadian Government take in accordance with the stand Canada has taken at the Seattle meeting. It should be recognized that our West Coast fishermen would, of course, be quite happy to engage in more extensive salmon net fishing in the hope of striking an equitable balance with the Americans. There are some, like Homer Stevens, who, while aware of the possible consequences for our relations with the United States, would be quite happy to dare the Americans to react and await the consequences. However, it is clear that any Canadian action which the Minister of Fisheries would recommend would be quite limited in scope and would have to be taken with due regard to the overall state of Canadian-United States relations and the effect of any Canadian actions on these relations. The Department of Fisheries is, in fact, thinking of conducting, in an area yet to be determined, a certain amount of Government-operated exploratory fishing. Such a course of action would not allow Canadian fishermen to use their nets for salmon fishing beyond the present surf lines. Although these lines can no longer be said to be a part of an intergovernmental arrangement, they will remain the law for the immediate future as they were set by Orders-in-Council which have not been revoked. We have arranged for consultations to be held between our Department and the Department of Fisheries in the course of the next few days. The results of these consultations will be submitted to you and to Cabinet for consideration and approval.

6. Attached are copies of the closing statement made by Dr. Needler on May 19 (which was repeated in the House by Mr. Robichaud on May 20) and of the final Press Release issued on May 20.

2

M. H. WERSHOF

H. C.

Mr. Chairman,

We have made some progress in our discussions through clarification of points at issue but have not in our opinion moved substantially towards an acceptable solution of our problems.

As stated during the first of this series of meetings in Washington last autumn, Canada believes that the seaward net fishing limits should be used as a tool to minimize the catching by one country of salmon bound for the rivers of the other. To that end we have presented proposals for the inward adjustment of the limits both in Alaska and British Columbia. In spite of the fact that our present line already curtails fisheries in existence before it was established, we proposed this further curtailment of Canadian fisheries in the interests of better management and of equity. It should be clear, of course, that implementation of the suggested new line along our coast would be contingent on establishment of a similar line in Alaska. We hope that this proposal will be given further serious consideration.

In this connection we do not believe that the Alaskan lines proposed by Canada would ~~prevent~~ ^{the} United States from economic exploitation of all salmon bound for Alaskan streams. We believe on the contrary that the over-all effect of the Canadian proposal would be advantageous to both countries through better management resulting from both of us harvesting our own stocks separately.

We have now been provided with a definitive proposal regarding seaward net fishing limits in south-eastern Alaska. While this represents some inward adjustment of the present Alaska line so that the proposed new line bears some superficial resemblance, in the manner in which it is drawn, to the 1957 line along certain parts of our coast, we understand that it does not affect any existing fisheries and in a number of places it seems

②
that its course is designed to that end. The inward adjustments are largely insignificant to fisheries, in sharp contrast to the major adjustments proposed by Canada on both sides of the border.

This proposed line is not in our opinion comparable to the line established along our coast in 1957. Our original proposal in 1957 was adjusted inward in such a manner as to eliminate some of our fisheries existing at that time. The proposed Alaska line would not do so. Furthermore, while it does reduce to some degree the areas in which new fisheries could be developed, it is not close enough to shore to prevent new fisheries arising on the outer or seaward coasts of southeastern Alaska. In this respect it is not as effective as the lines defined in 1957 along our coast. We, therefore, Mr. Chairman, still find ourselves faced with an inequitable situation, and the line is not acceptable as a basis for agreement.

We are forced, Mr. Chairman, to seek an equitable situation in other directions and on behalf of the Government of Canada I reserve the right to extend Canadian fisheries seaward where appropriate to that end. We would do this with regret as we would much prefer the course we have proposed--i.e. the inward adjustment of seaward fishing limits to minimize the interception by either country of fish bound for the other. As I have already said, Mr. Chairman, we believe that this would in the long-run be beneficial to both countries. We would assure you that we do not intend to engage in unrestricted high-seas fishing. We also assure you of due notice of changes in our regulations which would permit controlled seaward extension of commercial fishing by Canadian fishermen.

Turning to a field in which more progress is in view we have agreed at this meeting to initiate a research program designed to give us both more information on the movements and intermingling of the stocks originating in Alaskan and Canadian rivers. We hope that on the basis of this information we can arrive in the future at solutions to the problems now arising from interception by one country of salmon bound for the other. We are hopeful that solutions can be found which are equitable and mutually advantageous. We would, however, stress the urgency of making such information available and the importance of applying it fairly and effectively to our mutual benefit.

The problems we have been discussing in this series of meetings are complex and difficult. We feel that discussions must be resumed in the near future on broader aspects than the rather narrow subject we have been considering here--that of seaward net fishing limits. We are always ready to cooperate in seeking better management of the salmon resources of mutual concern.

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FINAL PRESS RELEASE

CANADIAN-UNITED STATES FISHERIES DISCUSSIONS

May 17, 18, 19, 1966

Canadian and United States officials ended a 3-day meeting in Seattle today after discussions of salmon offshore net fishing limits in the area of southeastern Alaska and northern British Columbia.

The Canadian Delegation, under the chairmanship of Dr. A. W. H. Needler, Deputy Minister of Fisheries, Ottawa, was comprised of federal government officials from the Department of Fisheries, Department of External Affairs and the Fisheries Research Board of Canada, officials of the Provincial Government of British Columbia, and representatives of the fishing industry of British Columbia including the Fisheries Association of British Columbia, United Fishermen and Allied Workers Union, Prince Rupert Fishermen's Cooperative Association, Pacific Trollers Association, Fishing Vessel Owners Association, and Native Brotherhood of British Columbia.

The United States delegation, chaired by William C. Herrington, Special Assistant for Fisheries and Wildlife to the Under Secretary of State, included Federal, Alaska and Washington fisheries officials and scientists, and representatives of interested fishermen associations and processors.

The discussions in Seattle followed two previous rounds of negotiations--one held in Ottawa in April and a prior one held in Washington D.C. in October 1965. These earlier discussions also centered around Pacific Coast salmon problems of mutual concern.

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It is the intermingling of salmon en route to their home streams through territorial waters of both countries that has led to disagreement. The Canadian position is that to the extent possible the net fishing lines of each country should be used as a tool to minimize the harvest by one country of salmon bound for the rivers of the other country. The position of the United States is that the two countries must not only consider the origin of the salmon caught by fishermen of the respective countries but that they must respect the historic fisheries of the two countries in seeking an equitable solution to the problem.

The Canadians suggested that the solution to the problem lay in drawing inward the seaward limits of net fishing off the coast of Alaska and in waters of northern British Columbia. It was their view that this would minimize the capture by fishermen of either country of salmon bound for streams of the other country. The Canadians presented the United States with modified net lines designed to accomplish this objective. The United States maintained that their important historic fishery off the west coast of southeastern Alaska would be eliminated by the adjustment of net fishing lines as suggested by Canada. The United States for its part presented net fishing lines which would draw inward the seaward limits of fishing in southeastern Alaska, but would preserve historic fisheries found in that area. Canada was unable to accept these lines because they permitted continued interception of Canadian-bound salmon.

Because of these differences, the conference was unable to reach agreement on adjustment of the salmon net fishing lines in the northern area. This led to an understanding that the countries would no longer be bound by the net fishing line agreements reached in 1957.

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At the close of the conference the Canadian Delegation reserved the right for Canada to extend its fisheries seaward where appropriate in order to seek an equitable solution of the major problem of interception by fishermen of one country of salmon bound for the other which could not be resolved by attempts to reach agreement on the inward adjustment of salmon net fishing limits. Canada gave the assurance that unrestricted high seas fishing by Canadian fishermen would not be permitted and that due notice of changes in pertinent fishery regulations would be given to the United States.

The United States Delegation stated that in view of the Canadian reservation the United States reserved its right to redefine its seaward salmon net fishing lines as considered appropriate. It also indicated that due notice would be given to the Canadian authorities of any proposed changes.

The conference did agree that a research program designed to provide more information on the movement and intermingling of the stocks originating in southeastern Alaska and northern British Columbia should be initiated. From such research it is hoped that solutions to the unresolved problems can be found which are equitable and mutually advantageous to both countries. W. Kirkness and H. L. Rietze of the U.S. delegation and W. R. Hourston and P. A. Larkin of the Canadian delegation were named as a coordinating committee to initiate the necessary exchange of information and prepare proposals for cooperative research for the consideration of the two governments before October 1, 1966.

EXTERNAL AFFAIRS



AFFAIRES EXTERIEURES

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

FROM Canadian Consulate General - San Francisco
De

REFERENCE Nil
Référence

SUBJECT Talk on Fishing Industry
Sujet

SECURITY Unclassified
Sécurité

DATE August 9, 1966

NUMBER 173
Numéro

X	TO <i>Miss Edelstein</i>
	AUG 10 1966
	REGISTRY

FILE	DOSSIER
OTTAWA	
25-5-7-SALMON-1	
MISSION	
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ENCLOSURES
Annexes

One

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Attached is the text of a speech given by Ambassador William C. Herrington, Special Assistant to the Under-Secretary for Fisheries and Wild Life, Department of State, Washington, which may be of interest to both our Department and The Department of Fisheries.

[Signature]
Consulate General

**Coming: Friday, August 12th — Paul St. Sure,
"The San Francisco Waterfront"**

The Commonwealth

Official Journal of the Commonwealth Club of California

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San Francisco, California 94119, Monday, August 1, 1966

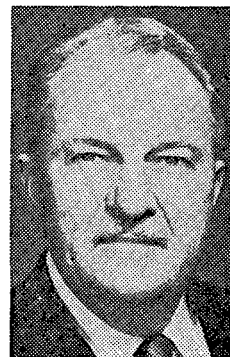
No. 31

Friday, Aug. 5th, 12:10 p.m., Gold Ballroom, Sheraton-Palace Hotel

"International Issues in North Pacific Fisheries"

**by Hon.
WILLIAM C. HERRINGTON**

***Special Assistant to Under Secretary for
Fisheries & Wildlife, Department of State,
Washington, D.C.***



¶ What effect will Soviet fishing techniques have on our fisheries? ¶ Are Japan and Russia violating U.S. fishing rights? ¶ What international agreements, if any, determine who has what rights to certain fishing areas? ¶ How can our independent commercial fishermen compete with the vast fishing giants of Japan and Russia? ¶ William Herrington is the man who should know.

\$3.50 a plate

DE WITT W. KRUEGER, Quarterly Chairman

Thurs., Aug. 11th, 12:10 p.m., Regency Room, Sheraton-Palace Hotel

Section Reports and Recommendations on

Six 1966 State Ballot Measures!

EDUCATION—Dr. Eugene S. Hopp, Section Chairman

GOVERNMENTAL FINANCE—F. Everett Cahill, Section Chairman

LOCAL & REGIONAL GOVERNMENT—John A. Busterud, Section Chairman

NATIONAL DEFENSE—Vice Adm. T. D. Ruddock, Jr., Section Chairman

PROPOSITION #1 — Investment of State Employee Pension Funds.

PROPOSITION #4 — Changing Bond Majority.

PROPOSITION #7 — Supervisors to Set Own Salaries.

PROPOSITION #9 — Extends Veterans' Exemption to Blind Veterans.

PROPOSITION #10—Interest Free Loans for Disaster Damage.

PROPOSITION #14—Similar Federal and State Tax Forms.

Phone DO. 2-4903 for \$3.50 luncheon reservations to door; otherwise \$3.75.

"OUTSIDE WORLD DOESN'T MATCH DREAMS OF MAN IN PRISON WHEN HE GETS OUT" — DUFFY

In the past forty years, the system of punishment as a means of correction has been quietly changing. Clinton T. Duffy, former Warden of San Quentin Prison said in a talk before the Section on Delinquency (J. C. Russell, Chairman).

"Programs of self-help are now being instituted in prisons throughout the country," he said. "For example, in San Quentin today, an inmate may take University of California Extension classes in most fields of study, he may learn a trade, or avail himself of the fine counseling, religious or therapeutic programs the prison offers.

—These programs are there to help make better citizens of the men and to help prepare them for the day they are released.

—There is still one major problem: why do we have such a high recidivism rate? There are over 300,000 men now in our prisons, and of these, 285,000 men will some day return to society. Of those returned to society, 230,000 will again return to crime.

—The main reason we have such a high recidivism rate is because the outside world does not match the dreams of the man in prison when he gets out.

—Several years ago, in the Kansas State Prison, a program of self-help was started by an 'ex-con' named Bill Sands. It was called the '7th Step Foundation.' This program is another approach to the never-ending problem of penologists — how to equip a man to return to the outside world and become a useful and productive citizen.

—The program is not religious, but it is based on faith. It is not an employment

agency, but it helps men find jobs. It is based on psychiatric principles, but has no professional direction. It offers personal counseling, but is not a social agency.

—(The 7th Step Foundation's office, headed by James O'Toole, is at 1548 Market Street, San Francisco.)

—The 7-Step Program for Ex-convicts, based on seven principles, reads as follows:

1. Facing the truth about ourselves and the world around us; we decide we needed to change.
2. Realizing that there is a power from which we can gain strength; we decide to use that power.
3. Evaluating ourselves by taking an honest self-appraisal; we examine both our strengths and our weaknesses.
4. Endeavoring to help ourselves overcome our weaknesses; we enlist the aid of that power, to help us concentrate on our strengths.
5. Deciding that our freedom is worth more than our resentments; we are using that power to help us from those resentments.
6. Observing that daily progress is necessary; we set an attainable goal toward which we can work each day.
7. Maintaining our own freedom; we pledge ourselves to help others as we have been helped.

—The 7-Step program is not 'the answer' any more than any other single program ever has been or ever will be. However, it is one more avenue through which the man can try to better adapt himself to the requirements of future life."

The Commonwealth

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"Get the Facts" — Founder Adams

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Johnson's Use of Presidential Power Analyzed

As Director of the Club's research project which has recently resulted in the book, "Powers of the President in Foreign Affairs," Professor Edgar E. Robinson, Margaret Byrne Professor of American History, Stanford University, among other things, has this to say about the extension of power under President Johnson:

"By mid-September . . . it was clear that the nation was engaged in a full-scale war. . . . Into this dreaded 'ground war' on the vast continent of Asia, the President had drawn the American people with, he believed, their consensus. The implications of presidential power were now revealed as never before in the history of the United States, and cast a new light upon the development of the nation under powerful presidents preceding Lyndon Johnson.

"'Commander-in-Chief' suggests that the presidential office is a military one. . . . But the presidents who have exercised the greatest power as Commander-in-Chief (Lincoln, Wilson, Franklin Roosevelt, Truman, Kennedy, Johnson) have not been military leaders by profession or experience. . . .

"The Congress had taken no action on policy in Southeast Asia, for it has not been asked to do so. It had voted funds to support the program of the President. The provisions of the Constitution do not anticipate these actions of the President except as he has acted as Commander-in-Chief. The Senate as a body had not been consulted; it had been informed. The Congress had not acted as a coordinating branch of the government in formulating policy, determining objectives, and—except for providing funds—had not participated except as a President had called upon individuals or groups of individuals. . . .

"The most persistent opponents of Lyndon Johnson's program for 'world peace' were those who refused to admit that in the nuclear age there is absolute necessity of international action support-

"Few Skilled Workers Immigrate to U.S.," Says Saroyan

Suren Saroyan, Attorney and Vice Chairman of our Club's Study Section on Immigration, recently spoke to that Section and analyzed types and occupational groups of immigrants to the United States from Western Hemisphere countries during the last ten years.

Mr. Saroyan said that there were 297,000 aliens admitted during the fiscal year ended June 30, 1965. Of these, 99,000 were quota immigrants; 198,000 non-quota. Of non-quota immigrants, 153,000 came from Western Hemisphere nations.

From 1820 to 1965, a total of 43,000,000 aliens emigrated to the United States, of which 6,500,000 came from Western Hemisphere nations.

1,050,000 of the latter entered 1956-1965. Few were skilled workers or professional persons.

The Bracero Program (which admitted Mexican laborers to harvest California's agricultural crops on a temporary basis) accounted for the following admissions per year:

1956.....	417,000	1962.....	283,000
1957.....	450,000	1963.....	195,000
1958.....	419,000	1964.....	182,000
1959.....	448,000	1965.....	103,000
1960.....	427,000		
1961.....	294,000		3,218,000

Theoretically, all Braceros are required to be returned to Mexico at the expiration of their contracts, but no statistics are available as to the number who may have eluded immigration officials and remained.

ed by international law and international thinking. In the present emergency, in which the world is involuntarily united by technological advances, there is no recognized international power to uphold international law. The United Nations is seemingly as ineffective in this respect as was the League of Nations."

Additional copies of the book may be purchased from the Club Office. Mail your check for \$5 for each copy, with your order.

COMMONWEALTH CLUB OF CALIFORNIA'S FRIDAY SPEAKER RADIO SERVICE

San Francisco, KSAY (1010) 4* Su.	King City, KRKC (1570) 9:45† Su.	Salinas, KSBW (1380 & 102.5†) 7* Mon.
Bakersfield, KPMC (1560) 5* Su.	L.A., KFI (640) 9:30* M.	San Jose, KLIV (1590) 6:15 Su.§
Chico, KPAY (1060) 6:00* Su.;	L.A., KBCA-FM (105.1†) 9:00 Su.§	S.L. Obispo, KATY (1340 & 96.1†) 8*W.§
10:15† M.	Medford, KSHA (860) 8:30 Su.	Santa Barbara, KTMS (1250) 8:10* M.§
El Centro, KICO (1490) 6:30* Su.	Mdsto., KBEE (970 & 103.3†) 10:45† Su.	Santa Rosa, KSRC (1350) 7* 1u.
Eureka, KRED (1480) 8:35* Su.	Portland, KLIO (1290) 12:00 M Su.§	Susanville, KSUE (1240) 7* Th.
Ft. Bragg, KDAC (1230) 5:05* Su.‡	Red Bluff, KBLF (1490) 2:00* Su.	
Fresno, KMJ (580 & 97.9†) 1:45*†W.	Sac'to, KCRA (1320; 96.1†) 8:10*	
Grants Pass, KAGI (930) 8:30* Su.	8:40† M.	

*p.m. †15-minute interview with speaker by Club's Executive Secretary, Stuart R. Ward. ‡fm.

GEN. STILWELL SAID: "HAVE A LITTLE FAITH—THERE'S A LOT WE DON'T KNOW ABOUT GOING ON—IN THE RIGHT DIRECTION!"

FRIDAY FLASHES—JULY 22ND

From Address by
BRIG. GEN. JOSEPH W. STILWELL, JR.
Commander, J. F. Kennedy Special Warfare
School, Fort Bragg, North Carolina

"THIS IS a distillation of two years spent in Vietnam. Vietnam is a problem for many people. It's a question of whether it's worth it or not?

—It costs money—a lot!

—Other than money — lives are more important! So far we've had 4,129 Americans killed in Vietnam. On our highways 48,500 were killed last year—it's safer in Vietnam.

—The war in Vietnam is not an internal insurgency but a confrontation with Communism. If we don't stand up to it here where will it be?

—South Vietnam lies in the Southeast corner of Asia. It's bounded on the north by North Vietnam, a totally Communist state. All the countries of Southeast Asia have had trouble with Communism; have had to fight or are worried. And there are 700 million Chinese to the north.

Rice Bowl of Orient

—South Vietnam is the last buffer. It's worth holding or we're then a third-rate power. No one would be able to respect us again.

—South Vietnam is a long narrow country with good beaches. There are three jungle canopies over most of it. In one instance our forces were making an air-drop of C-rations—and they never reached the ground—it's so thick.

—Vietnam is the rice bowl of the Orient. Over the years, in the good days when there was no war, they always exported rice to China.

—It's very difficult to control people through the control of food in an area like this.

—Now it's the summer monsoon season with a temperature of 95 degrees—and a humidity of 95.

—When winter comes to Vietnam it comes in with a bang—76 degrees. The people burn leaves in the streets and put on sweaters if they have them.

—There are two million Buddhists and a

million Catholics. And then there are some 11 million Taoists, Confucianists, etc.

—The people are mainly of Chinese origin though the Montangards—the hill people—are of Malay extraction. The Malays and Chinese have never gotten on well together.

—How do the people live? Most are in the countryside. Saigon, built to hold 300,000, now has over 3 million. It's a beautiful city—the 'Paris of the Orient'. Much of the country's commerce goes by way of canals in Saigon and the Delta.

—In the north people live in grass huts built on stilts. As you can guess there's a sanitation problem. In the Delta houses are built right on the ground. It's completely different.

Faced Tremendous Problems

—The country was in the hands of the French for 95 years. The French lived well.

—One thing of vital concern—the French did not educate many of the people. In 1954, when Vietnam gained its sovereignty, there was no one who knew how to govern. Most Vietnamese administrators were captains and majors in the Army: in some instances even lieutenants!

—Can you imagine what would happen if a captain were to take over as mayor of San Francisco—with only the experience he had gained through six years in military service?

—In consequence the Vietnamese faced tremendous problems of trying to pull themselves together as a nation.

—Now add Communist depredations on top of all this.

—The situation now is completely different than it was in the days of the French. France lost 300,000 soldiers — good soldiers—and many now ask how can we do any better? In those days everybody in Vietnam was against the French. Communist guerrillas had a natural advantage.

—Now it's entirely different. When the Communists started activities in 1954 the people had had enough of war and wanted no more. The people have turned against the Communists and, in response, the Communists have turned to terror, rape,

(Continued on next page)

"Hold Vietnam — or U.S. Becomes a Third-Rate Power" — Gen. Stilwell

STILWELL (Continued from preceding page)
and pillage. Now they're killing about 3,000 village chiefs a year.

—In one instance they made a man and his children watch while his wife was raped 30 times. Then they disembowelled the father in front of the children—and after that they shot the kids.

Can't Kill Ideas

—This is the way the Communists treat the people. Within this reign of terror lie the seeds of victory—for us.

—They can't kill an idea.

—It's very difficult to protect a population. We can't gather them all together in fortified villages. They are ancestor worshippers who are tied to their lands.

—In some villages the chief doesn't work for the people, they work for him. He could care less what happens to the people of the village.

—There are still many areas where the government doesn't have control. In this case government forces live in camps surrounded by barbed wire and communicate by radio.

Organized Guerrilla Flotilla

—When I was there we had 12,000 troops. Only 200 of them were Navy personnel. These were used around Saigon and to organize a guerrilla flotilla. It was a tough job.

—Our AID program built 600 armed junks which were then sent around picking up people.

—The Marines are doing a terrific job.

—The Air Force had 400 aircraft and were doing the best they could with World War II planes. On some of them the wings were coming off. Then we pulled the AD-1 Skyraider from mothballs and it has now become the workhorse in Vietnam. We saved the situation with these aircraft. They can carry 12,000 pounds in payload

—300 pounds more than the plane's own weight.

—My Command had about 7,000 of the 12,000 American personnel there. We performed all sorts of support functions.

—I had responsibility for all communications from Hawaii to Thailand. There was

only one problem—the Air Force controlled all the switchboards.

—In 1962 our men were living in tents, mud, etc. Now they at least have good roofs on those tents (when in from the field) and concrete floors as well as a little screening. And all this cost just \$1.00 more than the tent itself.

Shades of World War I

—Our Army Aviation units first started with guys going along with shotguns. They've ended up with helicopters armed with six flexibly-mounted machine guns and two banks of rockets. They use nothing but solid tracers because you can't see the people you're firing at. They put the tracers on the ground in open spaces so they'll bounce. The enemy doesn't know where they're coming from and he quits firing to hide. That's the object so they won't fire at the unarmed ships.

—We didn't have 'heavy lift' capability while I was there. If a plane went down there were only two choices: immediate repair or destroy the craft. Now we can go in and pick up a downed plane. Last year we were able to pick up 125 aircraft and managed to put 100 of them back into service.

—President Johnson, in September 1964, said about all our armed forces: 'Our officers and men of today have no counterpart in history . . . they are brave men who work while others sleep'."

Answers to Written Questions from Floor:

Q: (Bedford Boyes) What is being done about anti-guerrilla training for Latin American countries? A: Special Forces has a group in Panama; groups are in Latin American countries by request only. Twelve teams are out.

Q: (John A. Rowe, Jr.) Are Special Forces trained in what has been learned from the enemy? A: Yes, at all times. Also train on weapons of the world—never can tell when you may have to use them.

Q: (Gordon R. Saunders) Buddhist demonstrations religious or Communist inspired? A: Would suspect the latter but don't know. Really a minority, but had same effect in Hanoi as did our draft-card burners. A very minor thing—while 2,000 students rioted what about the 180,000 others who were in class?

Q: Describe training of Green Berets? A: Training fits them to operate behind the

(Continued on next page)

"Brave Men Who Work While Others Sleep," Gen. Stilwell Says About Boys In Vietnam

STILWELL (Continued from preceding page)
lines in hot war. They're to train indigenous peoples in guerrilla warfare. All are trained to be public speakers—they must be able to teach what they know.

Q: (Leonard J. Quever) "Ramparts" article painted black picture of Green Beret training—comment? **A:** As far as anyone knew Sergeant Duncan had fine record and reputation. As far as I know he was speaking about torture. It's not countenanced by us and doesn't work. In Burma, when Japanese prisoners learned they would not be tortured they would talk.

Q: (Herb Fowler) Why so little armor used in Vietnam? **A:** When I was there we had only one armored company. Now we have a lot. It's successful in many places, when teamed with infantry. Have to be choosy about where you use them — can't just drive into a canal and expect a tank to emerge on other side!

Q: (Phil F. Garney) Why are we restricting use of air power in North Vietnam? **A:** I'm no expert in that field. Have a little faith, there's a lot going on — and in the right direction.

Self-Help On Taiwan

"On Taiwan I saw a research laboratory built by money provided by the tangerine growers. It included a complete index of those tangerine growers on the island. They were organized into 'teams,' the leaders of which would come to the lab for periodic training and information. They would be tested at the end of each training period and granted a certificate upon graduation. They would then take home laboratory kits for tests at home. —This was an example where technical knowledge is directly applied and appreciated by the planters.

—Another example is in the growth of banana exports from Taiwan. There was a tendency for the fruit to spoil. Entry of bacteria into the fruit, at the time it was cut, was found to be the cause.

—Research led to a simple solution and, as a result, volume of export increased. This resulted in a better price to the farmer from the exporter."—**Dr. Yuan Li-Wu**

"This fellow—the police officer—is your front line in the protection of your constitutional rights."—MAYOR OF LOS ANGELES

IN THE COMMONWEALTH LIBRARY *Books Reviewed by the Editors*

"THE TWO FACES OF AMERICAN FOREIGN POLICY"

by Thomas Molnar

Many are puzzled by an American foreign policy which appears to upset the status quo everywhere but in Europe or countries already Communist, and which sometimes appears to regard any anti-Communist dictator, even though friendly, as worse than a potential pro-Communist dictator. To such people Thomas Molnar's examination of the roots of American foreign policy will be both revealing and disturbing.

Professor Molnar believes intellectuals have come to play too strong a role in American foreign policy and have confused ideals and hopes with reality; tried to transmute the world of their dreams into the world that is; consider other nations as merely extensions of our internal American society. But he points out that the traditions, realities and approaches to foreign relations of other nations are, like their expectations and utilizations of the U.N., radically different.

To those who question his hypothesis that U.S. foreign policy has not been a forward march of repeated successes, he asks a sharp question: "Who would have thought in the early '50's that the United States might, ten years later, tolerate a Communist regime in Cuba, a wall across Berlin, Communist infiltration in Southeast Asia, and so on?" His next question is even more disturbing. "And now in the early '60's who can calm the western European anxieties over the possibility of an American retreat before Soviet nuclear threat?"

"FOR THE YOUNG VIEWER"

Edited by Ralph Garry, F. B. Rainsberry, Charles Winick

"For the Young Viewer" is the determined efforts of 223 stations in 146 communities to use television to expand the horizons of children. Its prime concern is with improving children's television, and is aimed at broadcasters, parents, creators of children's programs and educators.

Evolving from a desire to assist broadcasters and program producers in developing programs for children at the local level, the editors were primarily interested in stimulating consideration of the wide variety of ways children's programs can be designed. (Of 179 pages, over half are devoted to existing programs.)

Parents, interested in what stations broadcast, will find this worthwhile reading.

"Health Insurance for the Aged: The 1965 Program for Medicare"

by Margaret Greenfield

With the new Medicare Legislation in effect, here is a timely analysis of the act, the problem of medical insurance for the aged, the "struggle for enactment."

"Future California Water Requirements Involve Construction of Desalters," Says Brice

William E. Warne, Director of the State Department of Water Resources, has said on a number of occasions that: "The regional water plan of the year 2000 that does not include a desalter is likely to appear as antiquated and inadequate as a major dam project built 30 years ago without a powerplant." "That is the direction in which California is heading," Donat B. Brice, Chemical Engineer on Warne's staff, told the Section on Water Problems (Wright Hiatt, then Chairman).

"President Johnson has recently approved Interior's Program for Advancing Desalting Technology; the State of California and the U.S. Atomic Energy Commission have signed a 'Memorandum of Understanding' covering joint construction of a nuclear powerplant including the possibility of a sea water desalter.

—Desalting brackish agricultural drainage water could cost between \$120 and \$200 per acre-foot. In addition, there are costs for conveyance of the drain water to desalting plants and then disposal of the desalting plant brine effluent.

—The President directed Secretary Udall to request supplemental funds for last fiscal year—double the original budget of approximately \$12 million — \$29 million has been requested for the current fiscal year.

—Two recommendations of the federal program are of special interest: (1) That a West Coast test center be established so that full-size modules and components may be tested under sea-water conditions applicable to large plants in the Pacific Southwest. (2) That we plan to have construction started in 1967 of at least one dual-purpose distillation plant in the intermediate range. Present information indicates that this plant will approximate 50 million gallons per day. The specific size will be determined by the results of design studies and research and development undertaken during the next two years.

—On December 1, 1964, Governor Edmund G. Brown wrote Secretary Udall expressing interest in the expanded desalting program and offering cooperation in having desalters tried and proved in California. The Governor wants the Department of Water Resources to participate as fully as practicable in the Federal program. This will include studies on marketing the water, site development and planning, and construction of a dual-purpose plant beginning in 1967.

—The joint study, by the Metropolitan Water District, Department of the Interior and Atomic Energy Commission, is now in progress. The work includes an engineering and feasibility study of a combination power desalting plant operable by 1970. The study includes an analysis of combination plants with outputs of 50 to 150 million gallons of water per day and 150,000 to 750,000 kilowatts of electrical power. The study requires about one year for completion.

—A plant at Point Loma, of the flash type, will incorporate a novel multiple-effect cycle — expected to be especially useful for single-purpose applications in high fuel-cost areas. Specifications, drawings and plans for this replacement plant are substantially complete.

—By 1975 it will be necessary to make a firm decision on future staging of our North Coast development to meet requirements for State Water Facilities beyond the mid-1980's. It then becomes necessary that the economics of saline water conversion be firmly established no later than the mid-1970's. In order to provide a firm cost estimate it will be necessary to commence plant design no later than 1968. It is anticipated that data obtained from operation of the planned West Coast test center will be valuable and necessary. It is time to take the necessary steps in development leading to the construction of a large desalter."

"This is not a radical club. It is not a conservative club. It is a club in which radicals and conservatives meet to thrash out their disagreements in all candor, and all friendship, and yet as vigorously as they can. It is hoped that some of us, at any rate, are as willing to learn from our opponents as to teach them."

—FOUNDER EDWARD F. ADAMS

APPLICATIONS FOR MEMBERSHIP

If no objections are filed with the Secretary prior to August 12, 1966, following applicants will stand elected:

- WILLIAMS, A. HUGHES, farmer, P. O. Box 188, South Dos Palos, Calif. By Milton L. Levy.
MOORE, HOWARD E., forester, California Division of Forestry, 1007 Eureka Ave., Davis, Calif. By W. P. "Chet" Wing.
JACKSON, DR. LARRY A., provost, Callison College, University of the Pacific, 1620 West Alpine, Stockton, Calif. By Dr. Robert E. Burns.
PATTERSON, J. VERNON, assistant state director, University of California Agriculture Extension Service, 340 East Buckingham Way, Fresno, Calif. By Membership Committee.
LARSEN, A. W., retired—division sales manager, Texaco Inc., 16173 Roseleaf Lane, Los Gatos, Calif. By Rolf M. Bondelle.
MORTON, ROBERT G., sales manager, Amdal Co., Division Abbott Labs., 1361 Harwalt Drive, Los Altos, Calif. By Membership Committee.
ZENTMYER, GEORGE A., professor—plant pathology, University of California, 2892 Chapman Place, Riverside, Calif. By Membership Committee.
MOORE, DR. JAMES G., physician, 20 Bridge Road, Kentfield, Calif. By Dr. Ferd W. Callison.
McDONNELL, PHILIP A., S.F. advertising manager, Life Magazine, 132 Shelby Lane, Atherton, Calif. By William T. Kirk, Jr.
HAYES, THOMAS L., biophysicist, University of California, Berkeley, 6666 Colton Blvd., Oakland, Calif. By Brendan Courtney.
COLLINS, LEONARD G., security analyst, J. Barth & Co., 404 Montgomery St., S.F. By Samuel H. Halsted.
GIFFORD, ERNEST M., JR., professor, University of California, 1023 Oupias Ave., Davis, Calif. By Membership Committee.
WHITE, WILLIAM G., president, Consolidated Freightways Inc., 1530 Russ Bldg., S.F. By W. P. "Chet" Wing.
OSTRANDER, EDWIN L., art appraiser and broker, 555 Sutter St., S.F. By Kenneth R. Williams.
GWERDER, F. JOSEPH, rancher, P. O. Box 242, Walnut Grove, Calif. By W. P. "Chet" Wing.
LEININGER, C. RAY, M.D., pediatrician, Drs. Leininger, Ablin and Steinman, 324 Bretano Way, San Rafael, Calif. By Frederick A. Zimmerman.
OMAN, MICHAEL, student, School of Business, Stanford University, Palo Alto, 2898 Jackson, S.F. By Jon R. Fewler.
WHITE, TIMOTHY R., student, University of California, 2345 College Ave., Berkeley, Calif. By Membership Committee.
PANTOJA, DAVID J., lawyer, 932 Broderick, S.F. By Bruce S. Silverman.
BAKER, JOHN H., territory representative, Xerox Corp., 3010 Sacramento St., S.F. By Harry L. Baker, Jr.

July 29, 1966

DR. ROBERT E. BURNS, Sec.

IN MEMORIAM

NEWTON BISSINGER

Joined the Club January 29, 1926

Died June 30, 1966

DR. GEORGE L. SULLIVAN

Joined the Club November 29, 1954

Died July 1, 1966

WARREN F. McCONNELL

Joined the Club June 14, 1957

Died July 11, 1966

SECTION LUNCHEONS

St. Francis Hotel, Unless Otherwise Noted

"There is no such thing as selective freedom of speech"

Any Club member may attend any of these luncheons by phoning his reservation to the Club Office—DO. 2-4903—a day beforehand. Section luncheons are held at the St. Francis Hotel unless otherwise indicated. All Section meetings are off-the-record.

Monday, August 1st

"PROPOSED REVISION OF ARTICLE VI OF THE JUDICIARY ARTICLE OF THE CALIFORNIA CONSTITUTION — DOES IT GO FAR ENOUGH TO SOLVE OUR PLANS IN THE SELECTION OF JUDGES?"—by Thomas E. Stanton, Jr., Partner, Law Firm of Johnson & Stanton. Section on Administration of Justice.

"PROPOSITION #5 (ACA-8)—REASSESSMENT OF PROPERTY DAMAGED BY CALAMITY"—by Hon. Willie L. Brown, Jr., Member of State Assembly from San Francisco. Section on Governmental Finance.

Tuesday, August 2nd

"AN IMPENDING ISSUE: REGIONAL VS. STATE TRANSPORTATION PLANNING AND DECISION MAKING"—by Richard M. Zettel, Bay Area Transportation Study Commission (BATS). Section on Highways & Transportation.

SPANISH (Advanced Group)—Instructor, Don Ulpiano Borja. "Lecturas Iberoamericanas."

Wednesday, August 3rd

SPANISH (Beginners Group)—Instructor, Don Ulpiano Borja. Vamos a Viajar, "Aqui se habla español," "Vamos a hablar español."

Thursday, August 4th

"PROPOSITION #12 (ACA-10) — COUNTY TAX APPEALS BOARDS"—by Tom Willoughby, Consultant, Assembly Interim Committee on Municipal and County Government. Section on Governmental Finance.

"(1) DISCUSSION OF OPPOSITION ARGUMENTS AND REPORT — PROP. 6 (ACA-90); (2) REVIEW REPORT ON PROP. 15 (ACA-28)." Section on Law-making Procedures.

Monday, August 8th

"REVISION OF THE JUDICIARY ARTICLE (ART. VI) OF THE STATE CONSTITUTION — VIEW IN OPPOSITION"—by Robert M. Desky, Deputy City Attorney, City and County of San Francisco; Section's Chairman. Section on Administration of Justice.

"SCA-4—THE BREATHING SPACE AMENDMENT"—by Senator Fred S. Farr, Author of SCA-4. Section on Governmental Finance.

Tuesday, August 9th

"GOALS OF OUR NATION (INTERNATIONAL) FROM VIEW OF POLITICAL SCIENTIST"—by Dr. Ira Cohen, Consultant, Stanford Research Institute. Section on Business Economics.

"(1) PROPOSITION 3 (SCA-4x)—ASSESSMENT OF OPEN SPACE LANDS; (2) PROPOSITION 5 (ACA-8x)—REASSESSMENT OF PROPERTY DAMAGED BY CALAMITY"—Discussion by members. Section on Governmental Finance.

SPANISH (Advanced Group)—Instructor, Don Ulpiano Borja.

Wednesday, August 10th

SPANISH (Beginners Group)—Instructor, Don Ulpiano Borja.

Thursday, August 11th

"FINAL DISCUSSION OF PROPOSED REPORT ON THE REVISION OF THE JUDICIARY ARTICLE (ART. VI) OF THE STATE CONSTITUTION." Section on Administration of Justice.

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

Commonwealth Club of California

International Issues in North Pacific Fisheries

Mr Chairman, members of the Commonwealth Club of California, and guests, it is indeed an honor and a privilege to be with you today to talk about International Issues in North Pacific Fisheries. I am well aware that previous speakers who have occupied this platform have dealt with issues of the greatest national and international importance. Perhaps the subject of my remarks today does not qualify with some of these. However let us say that it is of much national interest and oceanic importance. This is attested by the numerous communications on the subject received by the Dept. of State from Governors, Senators, Congressmen, and many others. It is attested by a headline in a Seattle newspaper which screams:

BEST ORIGINAL AVAILABLE

MEILLEUR ORIGINAL

SPEECH BEFORE COMMONWEALTH CLUB OF CALIFORNIA

William C. Herrington
Special Assistant
for Fisheries and Wildlife
to the Secretary

- - -

INTERNATIONAL ISSUES IN NORTH PACIFIC FISHERIES

A headline in a Seattle newspaper screams:

"GREAT FLEETS OF FOREIGN FISHERMEN ON OUR COAST
IMPERIL OUR FISHERIES"

A headline in a Lima paper blasts:

"YANKEE FISHERMEN ARE POACHING OUR TUNA"

What is the meaning of these screams and counterblasts;
are crucial interests at stake?

Prior to World War II the Western Hemisphere countries had the eastern Pacific fisheries much to themselves. The U.S. fished off Canada and Canada did some fishing off the U.S., mostly along the coast of Alaska. The U.S. tuna fishermen were beginning to get the hang of catching the tropical tunas found along the coasts of southern California and ^{of} our Latin American neighbors to the south. Japan had tried some salmon fishing in the Eastern Bering Sea but backed off on protest from Secretary of State Hull. The people of the Soviet Union and

predecessor governments had shown no great interest in high seas fishing.

Then came the postwar period with its development of large stern ramp trawlers, factory ships and supply ships (and even reportedly cabaret ships) which greatly extended the practical radius of fishing operations, so that all the fishing^{ery} resources of the seven seas finally were brought within range of man's fishing implements. Japan and particularly the Soviet Union have been in the forefront of this development, Japan because she had a great number of fishermen crowded into her coastal waters, an ability to build low cost ships, and a pressing desire to use these facilities in exploiting the common property resources of the seas. The USSR did not have the tradition of high seas fishing but turned to the oceans increasingly as her need for animal protein increased and her agricultural programs continued to fail to meet assigned quotas. The only spectacular development on the U.S. side was in our Eastern Pacific tropical tuna fishery, which expanded rapidly as the result of the ^{spectacular} ~~rapid~~ growth of the U.S. ^{market} ~~demand~~ for canned tuna and the development of able, long-range tuna clippers capable of cruising thousands of miles and of preserving their catches for weeks or months by means of refrigeration. Briefly, late

in the 1940s and early 1950s, the California tuna fleet was threatened with disaster from imports of lower cost Japanese frozen tuna. However, timely technological developments consisting principally of synthetic fiber for purse seines and the power bloc, revolutionized our tuna fishing methods and greatly decreased the cost of production, with a consequent increase in profitability of operations. The modern fleet of California tuna clippers has grown from this development.

There is another northeast Pacific fisheries development which provides needed background to current international issues in North Pacific Fisheries. Back in the 1920s and 1930s, the U.S. and Canada negotiated agreements through which the two countries undertook to cooperate in research and conservation management of the halibut stocks found along the ^{coast of} Pacific North American coast and the sockeye salmon of the Fraser River. These stocks were fished only by U.S. and Canadian fishermen. The halibut stocks had decreased greatly in abundance and were still declining because of overfishing. The Fraser River sockeye salmon stock was greatly reduced as the result of rock slides in the Fraser River which had blocked off a large part of the spawning run and by subsequent overfishing. As a result of the joint efforts involving extensive

research and stringent regulation, the decline in the stocks was halted. The halibut stocks have been restored to the level that provides the maximum sustainable yield and the Fraser River salmon stock has been substantially restored from its previously depleted condition.

The principal current international fishery issues in the Pacific involving the U.S., stem from these situations. They boil down essentially to two main issues - 1) securing assurance of adequate conservation measures by the fishing countries to make certain that the stocks will not be overfished. 2) determining who gets the fish.

In seeking to achieve U.S. objectives in respect to these two issues we must keep in mind that since the high seas are not subject to the jurisdiction of individual countries, the rights and duties respecting fisheries of the high seas are determined by international law or practice, not by domestic law. Prior to the Law of the Sea Conference at Geneva in 1958 there was very little that one could conclude with regard to accepted rights and duties bearing on fishing and conservation. Out of this Conference came the "Convention on Fishing and Conservation of the Living Resources of the High Seas." The U.S. has signed and ratified this convention which came into

effect early in 1966 when The Netherlands provided the 22nd ratification. The terms of this Convention include:

(1) The rights of all states to engage in fishing on the high seas subject a) to their treaty obligations, b) to the interests and rights of coastal states as provided for in the Convention, and c) to the conservation provisions of the Convention; (2) the duty of all states to adopt necessary conservation measures and to cooperate with other states in conservation programs; (3) the definition of conservation as the "aggregate of the measures rendering possible the optimum sustainable yield from the resources so as to secure a maximum supply of food and other marine products;" (4) the special interests of coastal states in the maintenance of the productivity of the resources in the high seas adjacent to their territorial sea and the special privileges which go with this, one of these being the right to adopt unilateral measures of conservation provided negotiations with other states concerned have not led to agreement within six months and ^{further} provided that there is an urgent need for such measures, that they are based on scientific findings and that they do not discriminate against foreign fishermen; and (5) a procedure is included for settling disputes regarding the need for

conservation measures and the kind of measures to be applied.

Conservation, the first issue I mentioned, is not difficult to satisfy in principle. With an increasingly hungry world and the results of several international conferences devoted principally to conservation of the living resources of the high seas, conservation has achieved something of the ^{international} status of peace and motherhood, concepts which no international statesman dares oppose.

However, achieving conservation in practice is somewhat more difficult, for the science of fishery management is not precise and more often than not an adequate research program is not instituted by the fishing country until there are clear signs of over-exploitation, if then. In this situation, particularly when world fishing efforts are being rapidly expanded, it usually is impossible to assemble convincing evidence of the condition of the stock and the kind of conservation measures needed, until the ~~fish~~ stock has been seriously depleted. This is particularly true where one or another of the fishing countries is not eager to initiate a regulatory program which would limit its fishermen, or where such limitations would prevent the expansion of that country's

share of the total catch. In those situations such a country is likely to utilize its research talent to disprove or discredit any conclusion that limitations are necessary. Yet for the regulations to be effective on the high seas every country participating in the fishery on a substantial scale must agree on the conservation measures to be applied and cooperate in effective implementation of such measures. Experience has shown us that such unanimous cooperation becomes increasingly difficult to achieve as the number of countries participating in the fishery increases.

The second issue - who gets the fish - has become increasingly important as world-wide fishing intensity increases, more stocks of fish become fully utilized, and the ever expanding range of fishing equipment enables countries to extend their fishing operations to distant shores to harvest under-utilized stocks of fish and also to place more fishing pressure on stocks already being fished to the optimum. Both of these developments are at present taking place off the coasts of Oregon, Washington, and Alaska (also British Columbia) and can be expected shortly off the California coast. The reaction of the U.S. fishing community and some of the public has

been loud and angry. Demands for Governmental action range from proposals to extend U.S. jurisdiction to exclude all foreign fishermen from wide areas off our coasts, to the proposal to negotiate an open-ended fisheries convention under which all countries now fishing the North Pacific or which may in the future undertake such fishing, would cooperate in research and conservation management of the fishery resources and participate in the fishery on a first-come-first-served basis.

Before seeking to analyze what we can and should do about this problem of foreign fishing off our coasts, let us consider its more important components.

CONSERVATION

First let us consider foreign fishing on stocks of fish which we do not use at all. Fish like trees and wild game are a self-renewable resource. Properly used they will furnish a valuable supply of food in perpetuity. If they are overfished, this annual supply is diminished and if sufficiently overfished, the resource may be reduced to economic extinction. The Antarctic whale stocks almost reached this point before present conservation measures were agreed upon. On the other

hand, if a stock of fish is not fished at all or underfished, then a potential continuing supply of food or other useful products is wasted. From these considerations there developed the international definition of the objective of conservation which now is widely accepted and used.

In this situation, our chief concern should be that the foreign fisherman does not overfish these stocks. Their operations should be conducted under such restraints that the resource continues in a healthy productive condition, available to our fishermen at such time as they find it economic to engage in the fishery. To seek to limit foreign operations more than this would be to promote a situation which would waste some or all of the sustainable yield. To seek to do less than this would mean accepting a condition of overfishing and reduction of stock and sustainable yield below their ^{optimums} ~~maximum~~ with a consequent waste of the stocks' potential.

Second, consider foreign fishing on stocks which we are only partially utilizing. As long as the foreign catch plus our own does not exceed the "maximum sustainable yield," (i.e., does not overfish the stock) the foreign catch does no damage to the resource. Therefore, our first concern should be that sufficient knowledge is secured regarding the effect of the

fishery on the stock so that we know whether overfishing is taking place.

Third, consider the initiation of foreign fishing on stocks which we are already fully utilizing (halibut, salmon). The U.S. Government for some 15 years has supported as a policy the "abstention" procedure which deals with this situation at least in part. The "abstention" concept relates to situations where coastal ~~states~~ ^{countries} have, through the expenditure of time, effort and money on research management, and through drastic restraint on their fishermen, increased or maintained the productivity of stocks of fish, which without such action would not exist or would exist at far below their most productive level. Under such conditions and when the stocks are being fully utilized, that is, under such exploitation that an increase in the amount of fishing would not result in any substantial increase in the sustainable yield, ~~states~~ ^{countries} not participating, or which have not in recent years participated in exploitation of ~~such~~ ^{these} stocks of fish, should be required to abstain from participation in such fisheries. An exception is made for coastal states adjacent to the waters in which the stocks occur.

The abstention procedure takes into account the fact that under the stated conditions, the present, the continuing or the growing productivity of the stocks of fish is the result of and dependent on past and current action of the participating ^{countries} ~~states~~, and that the participation of additional ^{countries} ~~states~~ would result in no increase in the amount of useful products. Rather than increasing production the advent of additional ^{countries} ~~states~~ is almost sure to discourage the continuation of any exceptional conservation activities through removing much of the incentive for maintaining the conservation programmes.

Although a resolution commending the abstention procedure received wide support (over a majority) at the 1958 Geneva Conference on Law of the Sea, it did not receive the 2/3 vote required for adoption. In this situation such fully utilized stocks remain vulnerable to the fishing operations of other nations unless it is possible to secure through negotiation their agreement to abstain. In the absence of such agreement the stocks remain open to the exploitation by any nation that desires to do so and we are limited to such cooperative measures of research and regulation to prevent overfishing as we can negotiate.

GEAR AND OPERATIONS IMPACT

The second major impact of foreign fishing operations along our coast arises from their physical effect on established or developing U.S. fisheries. If the fishing gear or method of operation of the foreign fishing fleet is such as to damage or destroy U.S. gear or to seriously interfere with the operations of U.S. fishermen, the effect on such operations can be serious, even to the point of forcing the U.S. fisherman to abandon his traditional fishing areas. We have had complaints from our fishermen on all these counts. Trawling, particularly at night, in areas where our fishermen are operating with fixed gear such as crab pots or halibut set lines, may cause substantial losses of equipment which places a very heavy burden on the usually individually owned U.S. vessels. With good will on both sides this ^{problem} can be resolved by agreement on marking of fishing gear, exchange of knowledge of how the gear operates, agreement on so-called rules of the road for fishing and courteous behavior, and sometimes on separate fishing areas. We have one such agreement with the Soviet Government, are working with most of the European countries on such rules of the road for the Atlantic, and expect to further consider a solution of this problem in the Pacific with the

Soviet Government in the near future. The problem appears to be amenable to solution using procedures which are presently available.

A new gear or operations problem has developed off our coast with the appearance of large fleets of Soviet vessels fishing in limited areas with the vessels operating in a coordinated pattern which is designed to systematically cover the area. In such situations it becomes difficult or impossible for the smaller and usually slower U.S. vessels operating individually, to fish effectively. Thus in effect, the large fleet preempts the grounds. Such operations are likely to cause difficulties almost anywhere in our narrow coastal waters. When such a foreign fleet moves onto an historic U.S. fishing ground the effects are particularly harmful. As I mentioned earlier, operations of this kind and magnitude are a new development in this hemisphere and there are no current international rules or practices capable of resolving the problem. Use by the U.S. of similar sizes and numbers of boats, and fleet tactics, offers no solution since such operations would not be economic for us. For operation ^{of US fishermen} along our coast ^{our} ~~U.S.~~ fishing methods are more economic. ~~for the U.S.~~

than Soviet methods, that is, they provide more fish per man and ton of vessel than do the Soviet fleet operations. We are seeking agreement with Soviet fisheries representatives on a number of measures to improve the operations situation. ^{These measures} ~~They~~ include proposals that fleet operations should keep clear of certain areas, fishing pressure should be reduced, and the large concentrations of trawlers operating in limited fishing areas should be dispersed. Unless an effective solution is found for this problem along our coast (also along other coasts) there can be no doubt that U.S. fishermen and those of coastal countries in general will increasingly press for broader fishing jurisdiction and changes in international law to protect the small boat coastal fisheries.

MASS FISHING POWER AND MOBILITY

Traditionally fishermen have located fishing grounds by exploratory fishing or prospecting followed by a buildup of fishing vessels as other fishermen learn of successful trips and their origin. Generally the buildup in fishing capacity is slow enough to permit some measure of the stock and the effect of fishing is observable before serious overfishing occurs. Also, as the big catches taken in early fishing taper off and the catches decrease in size, the individually

operated boats on their own initiative begin to disperse to other grounds. Thus the impact on the resource is spread out in time and over a wider area and fishing intensity is adjusted in response to declines in the availability of fish, whether of short or long duration.

A new problem is created when large long-range fishing vessels operate together in large fleets. They have the capacity to rapidly concentrate tremendous fishing power on one area or stock of fish and just as rapidly to shift that power successively to other areas ~~or stocks of fish~~ at distant points. Where the ~~former~~ fish stock is relatively limited such a concentration can rapidly reduce the availability of fish to a level indicating severe and at least localized and temporary overfishing. If this stock is relatively independent of the stocks in other areas it ~~will~~ ^{may} take years to recover. If there is considerable intermigration between this stock and those in nearby areas, it will recover more rapidly, providing those other stocks are not similarly reduced, ~~in succession~~. The mobile fleet of large vessels is not particularly handicapped by this situation for it can move on to other areas.

However, the smaller, short range coastal vessels may be severely affected, for they must continue to make their living from the nearby fishing grounds.

As I stated earlier, this is a relatively new problem along our coasts and there are no established remedies available. Adequate conservation measures and perhaps catch quotas, dispersion of heavy fleet concentrations and some agreement on fishing areas will help. Unless we can find a solution, the massive long range fishing fleets presently will dominate the coastal fisheries even though they may not provide the most economic means for collecting the harvest of the sea.

SALMON AND HALIBUT AND TUNA.

Other international fishery issues of the North Pacific of importance to the U.S. involve the salmon and halibut fisheries extending from California north to the Aleutians, and the tropical tunas extending from California south as far as northern Chile. Here again the principal issues are conservation and who gets the fish.

The salmon and halibut problems are shared with Canada. Both Governments maintain that newcomers should not harvest these stocks of ^{salmon and halibut} fish, as long as we can show that research and regulation are adequate and the resource is being fully

utilized. Japan is not allowed to participate under the terms of the North Pacific Fishery Convention, which she is seeking to modify to eliminate this requirement. The USSR maintains her right to enter these fisheries but has not exercised that right. This issue probably will continue as an active source of discussion and contention during the foreseeable future.

TROPICAL TUNAS

The U.S. fishery for tropical tunas off the Pacific coast from Southern California south to Northern Chile, compares in some respects to foreign fishing off the coasts of the U.S. However, there are basic differences between this situation and the situations I have just described.

The U.S. fleet is far smaller in number and the vessels operate individually. Consequently they do not develop such concentrations of gear and fleet tactics as I have just described. The fishery built up to the present level slowly so that there was an opportunity to determine the extent of the resources, the effect of fishing, and the conservation measures needed. The conservation work was done by the IATTC, an international Commission constituted in 1949 and strongly supported by the U.S. Finally the behavior of tuna differs

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substantially from that of the stocks of fish we have discussed. The tropical tunas are highly migratory. They move great distances both along the coast and offshore. In order to maintain a fishery the tuna fishermen must be able to cruise great distances to find fishable concentrations of tuna. Nevertheless, there have been complaints from some countries of the effects of the operation of our fleet on local fisheries. These complaints have been discussed from time to time with the countries concerned and we have been prepared to agree on measures to minimize the impact on short range local fisheries where damage can be demonstrated. However, in the face of the insistence of some of these countries on jurisdiction to extreme distances, our attempts at resolution of the problem of local fisheries have not been successful. These countries, some of which claim extreme jurisdiction in spite of the lack of justification under international law, from time to time have arrested U.S. tuna vessels and required the payment of fines or purchase of licenses before release. The U.S. Government ^{strongly} has protested these actions, but there are no real indications that these countries are receding from their claims and it is likely that the problem will long be with ^{U.S.} ~~the U.S.~~.

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Gentlemen, I have briefly reviewed the more important international fisheries issues of the Pacific affecting U.S. interests. There are many others which affect us to a lesser extent. For example, we have some fishery problems with Canada and we recognize that fishery problems and the resulting arrangements between Japan and the Soviet Union may presently have an impact on us.

I wish that I could tell you that there are specific courses of action which we can follow that will presently and surely lead to conclusions favorable to us. However, I would be deceiving you if I did so. The U.S. as a responsible nation dedicated to furthering and developing the handling of international problems in accordance with international law, cannot well move beyond international law to impose ^{our views} ~~her doctrine~~ on ^{fishing} ~~the~~ high seas unilaterally upon other countries. If we decide that it is in our interest to change international law we can try to do so; we have done it before. But we should be sure that the changes that we have in mind have wide appeal and that we can defeat other proposals that might be adverse to our interests. It is impossible in a short space to define precisely what makes international law but a loose approximation might be the following: the support of a good proportion (usually 2/3 or more

20

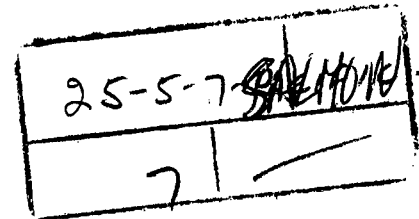
SHARE

of the family of nations, including a good ~~proportion~~ of the most influential countries.

In the absence of international law to resolve our fishery problems we must continue to rely on patient negotiations making use of such logic, leverages and trading points as we can muster. Looking back over the past ten-fifteen years it seems to me that we have not done too badly ^{on most issues.} ~~at all~~. As for the future, I am an optimist. To be in the fish business one ~~has to be.~~ ^{must be.}

August 5, 1966.

Circ.
Diary
File



Ottawa,
August 11, 1966

Dear Mr. Ozere,

We refer to your letter of January 26, 1966 and the subsequent conversation between you and Mr. Lapointe concerning the problem existing with respect to the opening date for the taking of coho salmon in reciprocal Canada-U.S. conservation measures for the West Coast.

You will recall that in our note No. X-55 of February 25, 1966 to the U.S. Embassy we enquired whether the State of Washington has the legal capacity to remedy the existing situation, and if not whether the government of the U.S. could provide a means of redress.

... We have now been informed by the U.S. Embassy (Note No. 20 of July 20, 1966, attached) that the State of Washington does have the authority to regulate the fishing activities of citizens of that State on the High Seas as well as in the territorial waters, but that existing legislation of that State does not empower the fisheries' management authorities to do so.

It seems to us that the question of determining the best way to proceed, in the light of this information, might best be considered in an informal meeting of officials of our two Departments. For this purpose, if you agree, Mr. Gottlieb, Mr. Lapointe, Miss Edelstein and I would be glad to meet with you, at your convenience.

MR. HICKS

Yours sincerely,

Under-Secretary of State
for External Affairs

Mr. S. V. Ozere,
Assistant Deputy Minister,
(International and Jurisdictional),
Department of Fisheries,
Sir Charles Tupper Building,
Riverside Drive,
Ottawa, Ontario



CANADA

DEPUTY MINISTER OF FISHERIES
LE SOUS-MINISTRE DES PÊCHERIES

OTTAWA 8

File *Dec 25/66* TO *Mr. Currie*
FROM *RES*
OCT 21 1966
FILE CHARGED OUT
TO: *X*

J-20

October 20, 1966.

Under-Secretary of State
for External Affairs,
Department of External Affairs,
East Block,
Ottawa, Ontario.

<i>25-5-7</i>		
<i>35</i>		<i>11</i>

Dear Sir,

Reference is made to Mr. Hicks' letter of August 11, 1966, concerning the problem existing with respect to the opening date for the taking of coho salmon in reciprocal Canadian-United States conservation measures on the Pacific coast.

Since the U.S. Embassy has advised that the State of Washington has the authority to regulate the fishing activities of its citizens on the High Seas, we would be grateful if the U.S. Department of State were approached and a request made to have the regulation for coho amended. This would involve changing their existing opening date of June 15, which is really a landing date for coho salmon and permits their fishermen to take coho before June 15, to make it a commencement date for the taking of coho. This would then conform with the Canadian regulation.

We do not think a meeting is necessary with you at this time unless you feel some further clarification of the problem is required.

Yours very truly,

S. V. Ozere

S. V. Ozere,
Assistant Deputy Minister.
(International & Jurisdictional)

X

U.S.A. Division/J.W. Currie/dmc

EXTERNAL AFFAIRS



AFFAIRES EXTERIEURES

MEMORANDUM

TO
A

File

FROM
De

J. W. Currie, U.S.A. Division

REFERENCE
Référence

SUBJECT
Sujet

Department of Fisheries' letter of October 20, 1966,
Taking of Coho Salmon

SECURITY
Sécurité

DATE

December 28, 1966

NUMBER
Numéro

FILE	DOSSIER
OTTAWA	SALMON
25-5-7-Pacific-1	
MISSION	

ENCLOSURES
Annexes

DISTRIBUTION

I spoke with Mr. Levelton of the Department of Fisheries' request that we approach the U.S. State Department and request them to have the Washington State regulation for coho salmon fishing amended. I raised the following questions:

1. What formal or written basis do we have for requesting Washington State to change their opening date for taking coho salmon;
2. is this request likely to result in a situation similar to that involving the net salmon limit;
3. could we not change our regulations to conform with those of Washington State;
4. Have any informal requests been made by the Department of Fisheries to Washington State;
5. Have we considered the effect of the new U.S. 12-mile fishing limit; and
6. would we be expected to have our closing date conform with that of Washington State?

2. Mr. Levelton is going to raise the above questions with Mr. Ozere, Assistant Deputy Minister, Department of Fisheries, and their request may be withdrawn in favour of another avenue of approach.

J. Currie
U.S.A. Division

Have you discussed with legal?
JWL
Yes - Paul Lapointe has spoken with Dr. Ozere and he is going to reconsider the request. H.

Diary
Div. Diary
Tel File
File

MESSAGE

FM/DE

EXTERNAL OTTAWA

BEST ORIGINAL AVAILABLE
MEILLEUR ORIGINAL

DATE	FILE/DOSSIER	SECURITY SECURITE
Feb. 1/67	25-57-SALMON-1 24	
		RESTR

TO/A

EMBASSY WASHDC

NO

PRECEDENCE

X-49

ROUTINE

INFO

SEATTLE, SAN FRANCISCO, DEPT OF FISHERIES (MR. OZERE)

REF

SUB/SUJ

OPENING DATE FOR THE TAKING OF COHO SALMON ON PACIFIC COAST

YOU WILL RECALL THAT IN OUR NOTE NO X-55 OF FEB 25, 1966 TO THE U.S.A. EMBASSY WE ENQUIRED WHETHER THE STATE OF WASHINGTON HAS THE LEGAL CAPACITY TO REMEDY THE PRESENT SITUATION CONCERNING THE PROBLEM EXISTING WITH RESPECT TO THE OPENING DATE FOR THE TAKING OF COHO SALMON IN RECIPROCAL CANADA-USA CONSERVATION MEASURES FOR THE WEST COAST. IN OUR NOTE WE POINTED OUT THAT THE EXISTING SITUATION IS UNFAIR TO CANADIAN FISHERMEN AND PREJUDICIAL TO U.S.A. FISHING INTERESTS.

2. THE U.S.A. EMBASSY HAS SINCE ADVISED US THAT THE STATE OF WASHINGTON HAS THE AUTHORITY TO REGULATE THE FISHING ACTIVITIES OF ITS CITIZENS ON THE HIGH SEAS.

3. WE WOULD BE GRATEFUL IF YOU WOULD REQUEST DEPARTMENT OF STATE TO APPRISE AUTHORITIES OF STATE OF WASHINGTON OF OUR VIEWS IN THIS MATTER AND ASCERTAIN WHETHER THEY WOULD SEE ANY OBJECTION TO REPRESENTATIVES OF CND DEPARTMENT OF FISHERIES IN WEST COAST AREA MEETING INFORMALLY WITH THEIR OPPOSITE NUMBERS IN GOVT OF STATE OF WASHINGTON TO DISCUSS THIS DIFFICULTY.

DISTRIBUTION
LOCAL/LOCALE

ORIGINATOR/REDACTEUR

DIVISION

TELEPHONE

APPROVED/AUTORISE

SIG J. T. Dawlin/lmc

U.S.A.

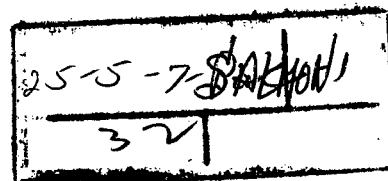
2-9682

(SGD) H.B. ROBINSON

SIG J. C. Langley

FM WASHDC FEB6/67 RESTR
TO EXTERNL 519 PRIORITY
REF YOURTEL X48 FEB1

RECEIVED



OPENING DATE FOR TAKING OF COHO SALMON ON PACIFIC COAST
WE DO NOT RPT NOT FEEL COMPETENT TO APPROACH STATE DEPT ON THIS
SUBJECT WITHOUT RECEIVING MORE THOROUGH BRIEFING ON BACKGROUND
INCLUDING TEXT OF USA EMBS REPLY TO EXTERNL NOTE X55 OF FEB5/66
AND SOME INDICATION OF SCOPE AND SIZE OF PROBLEM.

2. WE ALSO HAVE FOLLOWING GENERAL COMMENTS WHICH YOU MAY WISH TO
TAKE INTO ACCOUNT BEFORE INSTRUCTING US TO PROCEED: (A) WE ARE
SOMEWHAT SURPRISED AT STATEMENT ATTRIBUTED TO USA EMB THAT QUOTE
STATE OF WASHINGTON HAS AUTHORITY TO REGULATE FISHING ACTIVITIES
OF ITS CITIZENS ON HIGH SEAS UNQUOTE. IN WHAT MANNER HAS USA EMB
ADVISED US OF THIS POSITION? DOES THIS MEAN ANYWHERE ON HIGH SEAS?
IF SO, IS IT WITHIN COMPETENCE OF STATE OF WASHINGTON TO IMPOSE
FISHING REGS ON ITS QUOTE CITIZENS UNQUOTE WHICH WOULD DIFFER
FROM THOSE IMPOSED ON THEM BY FEDERAL GOVT AS USA CITIZENS?
(B) IS IT WISE TO SUGGEST TO USA GOVT THAT DISCUSSIONS BE INITIATED
BETWEEN CDN GOVT AND STATE OF WASHINGTON HAVING REGARD
PARTICULARLY TO IMPLICATIONS OF SUCH A COURSE OF ACTION FOR USA
DEALINGS WITH CDA? MOREOVER WOULD WE (GRP CORRUPT) VIEWS OF STATE OF
WASHINGTON ON MATTER AFFECTING JURISDICTION OVER HIGH SEAS?
(C) IN LIGHT OF OUR PRESENT DIFFICULTIES WITH USA ON LAW OF SEA
MATTERS AND RELATIONSHIP, ALBEIT INDIRECT, OF COHO SALMON PROBLEM
TO THAT QUESTION, IT MAY NOT RPT NOT BE IDEAL TIME TO RAISE

...2

PAGE TWO 519 CONFD

WITH THEM LATTER PROBLEM AT THIS STAGE.(D)IN VIEW OF PREVIOUS
HISTORY OF THIS QUESTION WOULD IT BE BETTER TO CONTINUE
THROUGH CHANNELS ALREADY ESTABLISHED, IE WITH USA EMB IN OTT.

MESSAGE

File
D1
Fishery
Tel. File

FM/DE

INTERNAL OTTAWA

DATE	FILE/DOSSIER	SECURITY SECURITE
FILE 10/67	25-57 SALMON-1 37 52	CONF.

TO/A

WASHINGTON

NO

PRECEDENCE

L-153

PRIORITY

INFO

REF YOUR TEL 519 OF FEBRUARY 6

SUB/SUJ OPENING DATE FOR TAKING OF CONGO SALMON ON PACIFIC COAST

WE ARE MOST GRATEFUL FOR YOUR BRINGING TO OUR ATTENTION CERTAIN IMPLICATIONS RAISED BY OUR REE REQUEST TO APPROACH STATE DEPARTMENT ON ABOVE MENTIONED SUBJECT. AFTER RECONSIDERATION OF THE MATTER, THE CONSENSUS OF ALL DEPARTMENTS INVOLVED NOW IS THAT IT MIGHT BE MORE APPROPRIATE TO AWAIT NEXT CONFERENCE BETWEEN AMERICAN AND CDM FISHING AUTHORITIES WHICH IS SCHEDULED FOR LATER THIS SPRING, TO TRY AND FIND A SOLUTION TO THIS PROBLEM.

2. WE SHALL ENDEAVOUR IN THE NEAR FUTURE TO SEND YOU FURTHER BACKGROUND INFORMATION ON THIS QUESTION. WHILE THIS PROBLEM IS OF RELATIVE INSIGNIFICANCE WHEN COMPARED TO SOME OF OUR OTHER FISHERIES' DIFFICULTIES, IT MIGHT BE ADVISABLE AS YOU HAVE SUGGESTED TO RAISE IT AT PRESENT TIME SINCE IT IS ONLY ONE OF MANY SUCH PROBLEMS THAT WILL HAVE TO BE DISCUSSED IN THE CONTEXT OF THE TREATMENT TO ACCORD TO FOREIGN FISHERMEN THAT HAVE TRADITIONALLY FISHED WITHIN 12 MILES FISHING ZONE OF BOTH CANADA AND U.S.

DISTRIBUTION
LOCAL/LOCALE

NO STANDARD

C.G.: Dept. of Fisheries
U.S.A. Div.

ORIGINATOR/REDACTEUR

DIVISION

TELEPHONE

APPROVED/AUTORISE

SIG.....
P.J. Lapointe/lmc

LEGAL

2-2002

SIG.....
A.E. GOTLIEB
A.E. Gotlieb

File
Circ
Diary (2)
Seattle

U.S.A. Division/E.A. Willer/P.E.A. Romeril/nb
Document disclosed under the Access to Information Act
Document divulgué en vertu de la Loi sur l'accès à l'information

File: 25-5-7-Pac-1

SALMON	
34	—

Ottawa, July 12, 1967.

The Deputy Minister,
Department of Fisheries,
Sir Charles Tupper Building,
Ottawa, Ontario.

Alaska State Department of Fish and
Game - United States Embassy Note

...

We attach a copy of Note No. 5 dated July 7, 1967 from the United States Embassy, which requests the approval of the Canadian Government for officials and employees of the Alaska Department of Fish and Game to carry out certain projects in Canada in 1967. When this Note was delivered, it was indicated that the Alaska Government hopes to start on these projects near the end of this month, and the Embassy has asked that we consider this request at our earliest convenience.

We would appreciate your comments regarding this Note as soon as possible, so that we may reply to the United States Embassy.

K. J. BURBRIDGE

for
Under-Secretary of State
for External Affairs



M.G. Rodal
To see & file
J. M. M. M. M.



DEPUTY MINISTER OF FISHERIES
LE SOUS-MINISTRE DES PÊCHERIES
OTTAWA 8,

coru

25-3-7-SPLEMON
25-5-2-Yukon
832
11

TO: <i>W. M. M. M.</i>
FROM REGISTRY
AUG 11 1967
FILED OUT
X

August 8, 1967.

Under-Secretary of State
for External Affairs,
O t t a w a, Ontario.

Dear Sir,

Re: Alaska State Department of Fish
and Game - United States Embassy
Note

This refers to a copy of Note No. 5 dated July 7, 1967 from the United States Embassy which you forwarded with your letter of July 12. In this note approval of the Canadian Government was requested for officers and employees of the Alaska Department of Fish and Game to carry out certain projects in Canada in 1967.

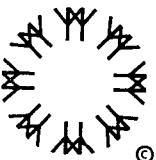
In view of the fact that the Alaska Government hoped to start on the projects near the end of July, as soon as the request had received sufficient study advice indicating approval was telephoned to the appropriate officer of your department.

We understand that a reply has accordingly already been made to the United States Embassy. This letter is to confirm the approval indicated by telephone.

Yours very truly,

A. W. H. Needler

A. W. H. Needler,
Deputy Minister.



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

Date

APR 11 1978

File No./Dossier no

25-5-7-2-SALMON-1

Subject/Sujet

Boundaries - Water - High Seas - Fisheries - International Pacific Salmon

Fisheries Commission (Canada/USA)

Date
To/A

Vol. No.

1

Date
From/De

ANALYST/ANALYSTE

CLERK/COMMIS

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	BOOKLETS, PAMPHLETS, RECORDINGS, LEGAL DOCUMENTS, CLIPPINGS, BRIEFINGS, NATO, U.N. AND SPECIALIZED AGENCIES DOCUMENTS, ETC. PHOTOGRAPHS	Size and clarity
Notes d'envoi, fiches de service et enveloppes détruites	Erreurs, de classe- ment - ACRC	Doubles détruits	Items éphémères - ACRR	Items reclassifiés	Doubles de projets, etc. détruits	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	Dimension et qualité
11		13	29			<div> <div>ACRC</div> <div>ACRD</div> <div>FAH</div> <div>FAI</div> <div>Cut Réduction</div> <div>42</div> </div> <div> <div>ACLC</div> <div>14</div> </div> <div> <div>ACLL</div> </div> <div> <div>ACLN</div> </div> <div> <div>ACRC</div> </div> <div> <div>ACRE</div> <div>5</div> </div> <div> <div>Retyped Retapé</div> </div>	

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COMMISStripping completed:
Première épuration complétée:ANALYST
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Examen complété:

ACRX

Microfiche completed:
Microfilmage complété:

APR 11 1978

Date

APR 11 1978

Date

Date

LA Nesornie
Signature

LA Nesornie
Signature

Signature

001517



DATED FROM MAR 164 FILE No. 95-5-7-2-SALMON-1
TO DEC 31/67 VOLUME No. 1

CLOSED VOLUME

DO NOT PLACE ANY CORRESPONDENCE ON THIS FILE

FOR SUBSEQUENT CORRESPONDENCE SEE:

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PLEASE KEEP ATTACHED TO TOP OF FILE