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THE ECONOMIC & SOCIAL RESEARCH INSTITUTE

An Economic Evaluation of Irish Salmon Fishing

III: The Commercial Fishermen

B. J. WHELAN, R. O'CONNOR and A. McCASHIN

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An Economic Evaluation of Irish Salmon Fishing

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An Economic Evaluation of Irish Salmon Fishing

III: The Commercial Fishermen

B. J. WHELAN, R. O'CONNOR and A. McCASHIN

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An Economic Evaluation of Irish Salmon Fishing

INTRODUCTION

THIS is the third report of a study entitled *An Economic Evaluation of Irish Salmon and Sea-Trout Fishing* which was sponsored by the Department of Agriculture and Fisheries and conducted by The Economic and Social Research Institute. The first report was concerned with the visiting anglers (i.e. salmon anglers from outside the Republic) [1] while the second report dealt with the Irish anglers [2]. The terms of reference of the study together with some background information on the life history of the salmon and on methods of evaluation were given in the previous reports. This third study deals with commercial salmon fishermen, their methods of operation, the time spent fishing, their alternative occupations and particularly with the income arising from salmon fishing. The report also gives information relating to the owners of angling waters and the opinions of these and of the commercial fishermen on certain aspects of salmon fishing. In the final section of the paper an attempt is made to collate the results of the three studies so as to provide some basis on which policy issues can be considered.

In this study a commercial salmon fisherman is taken to be a fisherman who fishes for salmon (or sea trout*) by any legal means other than rod and line, and who sells the major portion of his catch. As mentioned in [2] a small number of anglers operate on a commercial basis, but these have been excluded from the present study.

Particulars of the 1970 commercial licences classified by district of issue are given in Table 1, while totals for all districts combined for the years 1955 to 1971 are given in Table A1 of the Appendix.

The types of tackle or "engine" currently used by commercial fishermen include various types of net and "fixed engines" such as boxes, cribs and head weirs. We describe these engines briefly below. For a more detailed discussion of the various salmon fishing engines, both legal and illegal, the reader is referred to the very interesting paper by Went [3].

*Few commercial fishermen fish specifically for sea trout. According to the official statistics, 57 per cent of all sea trout caught in 1970 were caught by rod and line, while only 4 per cent of all salmon were caught by anglers.

TABLE 1: *Commercial Licences issued in 1970, Classified by Licence Type and District of Issue*

Fishery district	Licence Type								All types
	Nets				Fixed Engines				
	Draft	Drift	Snap	Loop	Bag net	Stake net	Head weir	Box or crib	
Dublin	10	20							30
Wexford	63								63
Waterford	12	200	138			3	1	2	356
Lismore	9	75	15			2		1	102
Cork	57	30							87
Kerry	78	20			2			10	110
Limerick	116	77				4		5	202
Galway/Connemara/ Ballinakill	29	81						5	115
Bangor/Ballina	23	106			1			7	137
Sligo/Ballyshannon	90	40			1			2	133
Letterkenny	54	168		34				2	258
Dundalk/Drogheda	126							6	132
All Districts	667	817	153	34	4	9	1	40	1,725

The salmon catch for 1970 is more fully discussed below. However, in order to indicate the relative importance of the various engines, it may be worthwhile to mention here the proportion of the total catch taken by each type in 1970. According to the official statistics* drift nets caught the largest share of the total catch, about 49 per cent. Draft nets took about 36 per cent, while all the other commercial engines took about 11 per cent. The remaining 4 per cent was reported to have been taken by anglers, but the magnitude of the anglers' catch is in some doubt (see [2]). The commercial catch is a much more reliable figure since it is obtained from the statutory records kept by fish dealers.

DESCRIPTION OF COMMERCIAL FISHING ENGINES CURRENTLY IN USE

We have divided these into two groups: Fixed Engines† and Nets. The latter category comprises Draft, Drift, Snap and Loop Nets, while the former category comprises all other legal means of taking salmon. Each type of engine is described below.

*Sea and Inland Fisheries Report for 1970, Fisheries Division, Department of Agriculture and Fisheries, Dublin.

†The definition of Fixed Engines used here is not the same as that used in legal terminology, since the latter excludes riverine weirs.

Fixed Engines

(a) *Riverine Weirs*: These consist of obstructions wholly or partly across a river, in one or more parts of which there are trapping devices called boxes or cribs. A salmon moving upstream against the current finds its passage barred by the weir and swims until it enters the trap, from which it is impossible to escape. A single weir may have several boxes or cribs and a licence must be taken out in respect of each box or crib rather than in respect of the riverine weir as a whole.

Beginning in 1783, various Acts of Parliament were passed which required that a free gap or passage should be provided in all weirs so as to allow a certain number of salmon to go upstream for spawning.* These Acts contained difficulties of implementation and enforcement, and it was not until 1863 that effective legislation was enacted. At this time there were about 40 fishing weirs in existence, and by 1930 only 14 were in operation. Since then the Lax Weir on the Shannon and the weir on the Erne have been demolished. A new weir known as the Thomond Weir was erected on the Shannon in 1940. In 1970, there were 40 licensed "boxes or cribs" in operation.

(b) *Head Weirs*: These weirs are erected between tide marks in such a way as to trap fish on a falling tide. Since they are hazardous for navigation, all but two were declared illegal in 1863. Only one head weir licence was issued in 1970. This was in the Lismore district at the mouth of the Blackwater.

(c) *Stake Nets*: The head weir was a very inefficient engine and at the beginning of the last century it was superseded in many places by the more efficient stake net or stake weir introduced from Scotland. The stake net consists of two parts, a leader and a head or trap. The leader is a wall of netting running out from the shore and held in position by a series of stakes driven into the substratum. The passing fish are stopped by the leader and are guided into the head where they are trapped. The trap fishes automatically and at low tide it can be emptied by means of a small net. Licences were issued in respect of nine stake nets in 1970.

(d) *Bag Nets*: Both head weirs and stake nets can only operate in inlets and estuaries where there is an appreciable rise and fall of the tide. They are useless on the open coastline. For many years it was known that salmon cruised close inshore around many parts of the Irish coast and the bag net was designed to take the fish at these times. Like the stake net, the bag net consists of two parts—a leader or vertical wall of netting, and a head or trap, the whole being kept

*There are nowadays some statutory exceptions to this provision generally taking the form of substituting extra close time or a catch quota for the conventional free gap.

floating by means of corks or buoys. Bag nets are set at suitable places along the coast, being attached to the shore by means of an anchor or holdfast of some kind. Salmon moving inshore find their passage barred by the leader and then they move along the leader and eventually into the funnel of the trap from which they rarely escape. Four bag nets were licensed in 1970.

Nets (other than Fixed Engines)

(a) *Draft Nets*: The draft net is probably one of the most ancient methods of fishing for salmon and has been used down the years in almost every suitable river and in the open sea. The ordinary draft net is used in the following manner. A man stands on the bank of a suitable hauling ground holding in his hand a rope attached to one end of the net. One or more men row a boat containing the net out from the shore in a semi-circular direction and thus the net is paid out or "shot" in an arc. The boat is brought to the shore downstream from where the first man is standing and the men in it haul on a second rope attached to the other end of the net. In this way the net is hauled ashore bringing with it any fish which happened to be within the arc when the net was shot.

Up to 1948 draft nets could be used in both fresh and tidal waters but since 1948 their use in fresh water has been prohibited. They can, however, be operated in rivers up to the tidal water mark. For example, in the Slaney netting is allowed up to the bridge at Enniscorthy. The number of draft net licences issued in 1970 was 667.

(b) *Drift Nets*: A drift net is a floating net held at the surface by corks and kept vertical by means of relatively heavy "sinks" or leads. Salmon drift nets are of two types:

(i) Estuarine or bay drift nets and

(ii) Open sea drift nets.

Estuarine drift nets, which are usually less than 250 yards long, have been used in suitable harbours for some considerable time. It is not certain when this type of fishing started but in 1851 licences for the use of such nets were issued in Waterford Fishery District and a small number were issued in the same year for use in the Moy estuary. Drift nets depend for their success on meshing fish and therefore it is necessary to have a mesh suitable for the size of fish to be taken. In consequence the mesh used in the early part of the season when spring fish are running must be much larger than that used when the smaller summer fish or grilse start to run. Estuarine drift nets are normally fished from boats manned by up to four men. This type of net can be fished

both day and night as the fish cannot see it due to the disturbed and muddy water of the estuaries.

Open sea drift nets are used to catch salmon on the return from the feeding grounds to their home waters for spawning. The salmon return routes do not vary from year to year and are now well known to the fishermen. The mesh of net used by sea drift netters is usually from $2\frac{1}{2}$ to 3 inches (knot to knot) or 10 to 12 inches in the round. Each net is about 50 meshes deep and hangs 15 to 18 feet when mounted. When floating the foot rope is weighted with lead and the head rope is buoyed with corks, usually spaced about a yard apart so that the net fishes at the surface. The length of the net depends mainly on the capacity of the boat used and it may be up to 3,000 yards for the bigger boats. In order to fish, the net is laid out across a path which the salmon are known to follow. Boat and net drift with the tide, and the fish mesh themselves in the drifting net.

Most drift-netting is carried out at night. The most favourable weather conditions are a fair amount of wind and an overcast sky. On calm nights it is thought that the fish can see the net. Generally, salmon swim high in the water at night and they normally mesh in the upper three feet of the net. Drift netting is carried out by day in some districts, especially in Cork. The fish usually swim a good deal deeper during the day.

Drift netting used to be mainly confined to the north-west of the country. Nowadays, however, it is practised along the south coast from Waterford to Castletownbere, in Galway Bay, off Connemara and in Clew Bay, as well as in the traditional regions of Donegal and north-west Mayo. The bulk of drift netting is carried out during the months of June and July, but some areas have a somewhat longer season.

In 1970, there were 817 drift net licences issued.

(c) *Snap Nets*: These require two boats to operate them. The net is suspended between two light flat-bottomed boats called cots, and is kept perpendicular in the water by means of weights and floats. The moment a fish touches the net the fishermen feel it and immediately jerk up the lower cords of the net, throwing the weights over the cords and doubling the net around the fish. The boats then close and the fish is removed from the net. This type of net is used only in the Waterford and Lismore districts, and 153 licences were issued in respect of snap nets in 1970.

(d) *Loop Nets*: These nets are only used in the estuary of the river Swilly which has a soft deep muddy substratum and cannot be fished satisfactorily by draft nets. The loop net consists of a wooden frame, about 15 feet long, whose width varies from about 3 feet at one end to about 6 feet at the other. Netting is attached to one side of the frame so as to form a low pyramid. To

use the net, the fisherman wades into the river and holds the frame almost vertically in the water, at a tangent to the bank. When he feels a fish enter the net, he lets the frame float, so trapping the fish. In 1970, licences were taken out for 34 loop nets in the Letterkenny district.

Illegal Methods

The above are the principal legal methods of catching salmon which are currently in use. There is also a wide variety of other methods which are used illegally. These include: spears, strokehauls, stake nets, crude bag nets and pole nets. Sometimes poachers also resort to the use of poisons and explosives to take fish.

THE SURVEY

The Pilot Study

A small pilot survey of commercial licence holders was carried out in Spring 1970 to pre-test a questionnaire, investigate the likely response rate and discover any problems likely to arise in the full study. The pilot sample was selected from the 1969 licence counterfoils provided by the Department of Agriculture and Fisheries. In all 40 licence holders were selected and completed returns were obtained from 35 of these. On the whole the pilot questions were reasonably well answered and as a result only minor modifications had to be made to the questionnaire.

The Samples

The main survey of commercial fishermen, which was carried out in 1971 and related to the 1970 fishing season, involved two samples. The first was a sample of 328 licence holders from the Department's list of licence holders for draft, drift, snap and loop nets. This sample covered fishermen who fished alone or in association with others in estuarine waters and in the open sea. It also covered owners and operators of private commercial fisheries who had taken out licences for draft nets, but it did not cover the small number of owner/operators who had taken out licences for "fixed engines" alone. The latter were covered by the second sample which was drawn from the General Valuation Office records. In this sample there were 11 large-scale fisheries, which accounted for 42 fixed engine licences out of a total of 54 such licences issued in 1970.

As information was required from different areas of the country, the sample of licences was selected so as to include a minimum number of each licence type in each district, regardless of the number of licences taken out in that district. Also, all the large commercial fishery owners were included in the sample drawn from the GVO records. This ensured that a very high proportion of commercial salmon fishing was covered by the survey. The results from the two samples were grossed separately and the grossed figures subsequently combined.

The small numbers of fishermen selected from each district posed a problem in that a high non-response rate could result in there being very few respondents with a certain type of licence in a certain district. Such small numbers would make the estimates derived from the survey very unreliable. It was therefore decided when choosing the sample to select randomly some substitute names in

addition to those which constituted the original sample. These substitutes were used by the interviewers when it proved impossible to contact a name on the original list.

Table 2 gives a breakdown of the sample and of all commercial licences by fishery district, together with information on the number of substitutes which it was necessary to use in each district. Out of the total 1,725 commercial licences issued, it was desired to sample 328. Even when the substitutes were used, the number of respondents in certain districts fell a little below the desired number and the achieved sample amounted to 313 respondents. However, the discrepancy between the desired and achieved sample was small and was not thought to be very important. The final column of Table 2 shows that the number of substitutes used was high, amounting to about one quarter of the achieved sample. The high rate of substitutes was probably due to the impossibility of contacting many licence holders some of whom are migratory workers and were not in the district at the time of the survey.

The high level of non-contact may introduce certain biases into our data if the fishermen whom we failed to contact differ significantly from the respondents. Biases of this sort seem most likely to occur in data relating to fishermen who work away from home when not salmon fishing. Our estimates of certain items are therefore liable to be affected by the non-contact rate, and it is, in

TABLE 2: *Distribution of All Commercial Licences and Numbers in the Desired and Achieved Sample, Classified by Fishery District*

<i>Fishery district</i>	<i>Total Commercial Licences</i>	<i>Desired sample</i>	<i>Achieved sample</i>		<i>Substitutes</i>	
		<i>Number</i>	<i>Number</i>	<i>As % of (a)</i>	<i>Number</i>	<i>As % of (c)</i>
	(a)	(b)	(c)	(d)	(e)	(f)
Dublin	30	13	13	43.3	—	—
Wexford	63	18	18	28.6	10	55.6
Waterford	356	44	42	11.8	2	4.8
Lismore	102	29	29	28.4	5	17.2
Cork	87	27	27	31.0	3	11.1
Kerry	110	24	23	20.9	9	39.1
Limerick	202	29	27	13.4	7	25.9
Galway/Connemara/ Ballinakill	115	27	24	20.9	8	33.3
Bangor/Ballina	137	30	28	20.4	6	21.4
Sligo/Ballyshannon	133	28	28	21.1	9	32.1
Letterkenny	258	38	33	12.8	12	36.4
Drogheda/Dundalk	132	21	21	15.9	9	42.9
<i>All Districts</i>	1,725	328	313	18.1	80	25.6

general, impossible to know the extent to which this has occurred. However, in certain instances (such as the catch data) it was possible to compare survey estimates with estimates from other sources. The results of these comparisons suggest that the survey estimates are reasonably realistic, and we hope that the same applies to the survey data which could not be checked by reference to other sources.

RESULTS OF THE SURVEY

The main results of the survey are presented below. Ninety-five per cent confidence intervals are given for most of the more important tables. These represent the range within which the true value is likely to lie. The more precise the estimate is, the narrower this interval will be. It should be noted, however, that these confidence intervals reflect only the variability due to sampling and do not make any allowance for biases of the kind described above.

As in [2], variable sampling fractions were used in the various districts and for the various licence types. This means that all figures from the survey must be weighted to take account of these variable fractions. All the averages, percentages and totals given below have therefore been appropriately weighted.

Numbers Employed

For the purpose of this paper two main classes of commercial fisherman are defined namely, (i) employers and employees, (ii) share members and relatives assisting.

Employers are the owners of commercial fisheries or fishing boats who take all of the catch and pay a cash wage to their helpers whom we define as *employees*. Directors and managers of the large commercial fisheries who take part in the fishing operation in any capacity are included as employees. Employers may or may not take part in the actual fishing operation.

Commercial netting is usually undertaken on a co-operative basis with the catch being shared out among the members of the enterprise who are referred to as *share members*. The owner of the boat usually fishes himself and generally receives a larger share of the catch than do the other crew members. Sometimes, however, the owner of the boat and nets does not fish but receives a share of the catch in return for the use of these items. These boat owners are referred to as *non-fishing share members*. If a fisherman is assisted by members of his own household who receive no cash payments he is classed as a share member and the other household members as *relatives assisting*. Persons who fish alone are also classed as share members.

Table 3 shows the estimated number of persons engaged in commercial salmon fishing, classified by fishery district and licence type. The total number

of persons engaged was estimated at 5,265. The prevalence of share fishing is evident from the fact that 4,612 or 88 per cent of these were share members. About 1 per cent of those engaged were classified as employers, about 5 per cent were employees and another 3 per cent were non-fishing share members. The remaining 3 per cent were classified as relatives assisting. The classification by licence type shows that non-fishing share members are proportionately more numerous in drift netting enterprises than elsewhere, possibly because of the high capital investment required for this type of fishing. On the other hand, employees occur a good deal more frequently in fixed engine enterprises than in other enterprises.

TABLE 3: *Estimated Number of All Persons Engaged in Commercial Salmon Fishing in the Different Fishery Districts in 1970*

<i>Fishery district</i>	<i>Share members (a)</i>	<i>Employers</i>	<i>Employees (b)</i>	<i>Relatives assisting</i>	<i>Non-fishing share members</i>	<i>Total</i>
Dublin	58	2	—	18	3	81
Wexford	141	4	11		7	163
Waterford	833	12	26		55	926
Lismore	268	2	6		15	291
Cork	245	—		11	4	260
Kerry	368	8	43		3	422
Limerick	525		26	86	15	652
Galway/Connemara/						
Ballinakill	254	3	15	13	—	285
Bangor/Ballina	436	7	43	8	4	498
Sligo/Ballyshannon	409	10	49	10	9	487
Letterkenny	767	1	29	14	31	842
Drogheda/Dundalk	309	8	29	6	6	358
<i>Licence Type</i>						
Draft	1,971	29	139	95	57	2,291
Drift	2,200	13	30	71	96	2,410
Snap	407					407
Loop	34					34
Fixed Engines		15	108			123
<i>Total</i>	4,612 ±(258)	57 ±(26)	277 ±(73)	166 ±(67)	153 ±(62)	5,265 ±(225)
<i>Percentage</i>	87.6	1.1	5.3	3.2	2.9	100.0

Note: The figures in brackets at the bottom of the table are the confidence intervals at the 95 per cent level of significance.

(a) Including those who fish alone.

(b) Including Directors and Managers.

Readers should note that the confidence intervals attached to the smaller categories are relatively large, indicating the fairly imprecise nature of the estimates for these categories. Too much reliance should not therefore be placed on the exact level of these items. However, the figures given do give an indication of the orders of magnitude involved.

Time Spent Fishing

Salmon fishing is a seasonal occupation, so it is necessary to consider the length of time spent fishing during the year as well as the numbers engaged. Table 4 shows the average number of weeks during which some salmon fishing was done by holders of commercial licences other than fixed engines. Fixed net licence holders were excluded from the averages since these licensees are frequently owners who do not work the fishery themselves and the "number of weeks" they spent "salmon fishing" is difficult to define. The total time spent by their employees, etc. is, however, included in the total man-weeks column of the table.

Readers will note that the table heading refers to the number of weeks during which some salmon fishing was done rather than to the number of weeks spent salmon fishing. The former is the phrasing used in the questionnaire (see Appendix B) and we deliberately framed the question in this way because of the fact that salmon fishing is often combined with farm work and other occupations. However, when we estimated the average number of hours per week which respondents said they spent salmon fishing, we found that they claimed to have spent an average of 38.2 hours per week. It therefore seems reasonable to interpret the "weeks during which some salmon fishing was done" as being roughly equivalent to "weeks spent salmon fishing", since these amount to very nearly forty-hour weeks on average.

The table shows that the average number of weeks fished by commercial licence holders (other than fixed engines) was about 12. The average number of weeks varied more as between different fishery districts than between licence types. The eastern and southern fisheries tended to have a longer season than did the western districts. For instance, Waterford fishermen reported the greatest average number of weeks fishing (about 19) and Letterkenny fishermen the smallest (about 7). This pattern presumably reflects the runs of fish. Most of the spring fish occur in the eastern and southern fisheries whereas the western fisheries rely almost entirely on grilse and summer salmon. Loop net fishing seems to be more of a part-time activity than other forms of netting: the number of weeks spent at it was small (about 7); the average number of hours fished per week was low (about 15); and most loop net fishermen had alternative full-time occupations (see below, Table 5).

Grossed up figures for the time spent salmon fishing by all those engaged

are given in the final column of Table 4. As mentioned above the total time devoted to salmon fishing by those employed in fixed engine operations is incorporated in this column. The latter figures were directly available from the questionnaire but in the case of the net fishermen the only employment data available related to the respondent. An estimate of weeks fished by crew members had therefore to be made by assuming that the latter fished for the same number of weeks as did the respondent.

As can be seen from this column, Waterford was the district with the highest number of man-weeks (about 16,000), and Limerick had the next highest number (about 10,000). Roughly 27,000 man-weeks were spent fishing with draft nets, and about 25,000 with drift nets. The total number of man-weeks engaged amounted to about 63,000.

As is clear from Table 4, salmon fishing is a seasonal occupation, at which only about twelve weeks are spent by the average fisherman. It is therefore of considerable importance when assessing the contribution of salmon fishing to employment in Ireland to ascertain what other occupations the fishermen were

TABLE 4: *Average Number of Weeks during which some Salmon Fishing was done by holders of Commercial Licences (other than Fixed Engines) in 1970, together with Total Man-Weeks Employment in Salmon Fishing, Classified by Fishery District and by Licence Type*

Fishery district	Nets					Total man-weeks employment (including fixed engine operations)*
	Draft	Drift	Snap	Loop	All types	
	<i>Average number of weeks fished</i>					
Dublin	12.0	21.8			16.9	1,220
Wexford	15.2	—			15.2	2,256
Waterford	29.3	21.2	12.9		18.7	15,610
Lismore	14.0	19.7	15.7		17.9	5,003
Cork	18.1	4.2			12.3	3,786
Kerry	7.7	5.2			7.0	3,532
Limerick	15.0	12.1			13.9	9,561
Galway/Connemara/						
Ballinakill	8.7	5.8			7.1	2,114
Bangor/Ballina	14.8	6.8			10.6	4,471
Sligo/Ballyshannon	7.4	7.4			7.4	3,701
Letterkenny	6.7	6.3		6.8	6.6	5,574
Drogheda/Dundalk	15.4	—			15.4	5,870
All Districts	12.7 ±(1.1)	12.0 ±(1.1)	13.8 ±(3.3)	6.8 ±(1.8)	12.4 ±(0.7)	62,698 ±(3,714)

*Based on responses to the question: "During how many weeks did you do some salmon fishing in 1970?"

Note: The figures in brackets at the bottom of the table are the confidence intervals at the 95 per cent level of significance.

engaged in and, particularly, to what extent salmon fishing was an alternative to unemployment.

Table 5 shows the average number of weeks during which commercial licence holders were engaged in certain occupations in 1970. The total number of weeks may add to more than 52, since a respondent may engage in more than one activity in any week. As can be seen from the table, an average of about 5 weeks is spent fishing for species other than salmon. Drift netmen spend an average of about 7 weeks at this activity and fishermen in Sligo/Ballyshannon an average of about 11 weeks. Loop netmen and fishermen from Limerick do not seem to engage in any other fishing. The number of weeks during which some farmwork was done by respondents varied from 28 in Bangor/Ballina to

TABLE 5: *Average Number of Weeks during which certain Occupations were engaged in by holders of Commercial Licences (other than Fixed Engines) in 1970, Classified by Fishery District and by Licence Type(a)*

Fishery district	Type of Employment					
	Salmon fishing	Other fishing	Farmwork	Other occupation	Wholly unemployed	All types
Dublin	17	6	—	25	13	61
Wexford	15	2	12	24	6	60
Waterford	19	5	15	15	8	62
Lismore	18	2	8	18	10	56
Cork	12	4	7	26	8	57
Kerry	7	7	23	17	7	60
Limerick	14	—	14	17	9	54
Galway/Connemara/ Ballinakill	7	6	14	13	12	52
Bangor/Ballina	11	5	28	14	7	65
Sligo/Ballyshannon	7	11	13	13	8	53
Letterkenny	7	8	16	14	11	56
Drogheda/Dundalk	15	2	5	26	11	60
<i>Licence Type</i>						
Draft	13	3	15	17	10	58
Drift	12	7	13	16	9	57
Snap	14	1	22	12	11	60
Loop	7	—	—	43	9	59
Overall Average	12 ±(0.7)	5 ±(1.2)	14 ±(2.4)	16 ±(2.6)	9 ±(2.0)	58 ±(1.1)

Note: The numbers in brackets at the bottom of the table are the confidence intervals at the 95 per cent level of significance.

(a) Based on total number of licence holders.

none in Dublin. On the whole, fishermen in the western districts seemed to spend more time at farmwork than fishermen from other areas. In contrast, the fishermen from the eastern and southern regions spent longer at other (i.e. non-farm) occupations. For instance fishermen from Drogheda/Dundalk and from Cork spent an average of about 26 weeks in other employment, while fishermen from Galway/Connemara/Ballinakill and Sligo/Ballyshannon spent only 13 weeks on average in other occupations. As was mentioned above, the large average number of weeks spent by loop netsmen in other employment suggests that very little time is devoted to this form of fishing; it is, perhaps, mainly a recreational activity. On average respondents spent about 9 weeks wholly unemployed. Unemployment seems to have been most severe in Dublin and in Galway/Connemara/Ballinakill, and least severe in Wexford, Kerry and Bangor/Ballina. It is, however, very difficult to assess the extent of underemployment in rural areas. For instance, much of the 28 weeks during which farmwork was reported to have been done by respondents in Bangor/Ballina may well have been spent underemployed. This region is well known for the high levels of unemployment and underemployment which prevail there.

Further details of unemployment experienced by holders of commercial licences are given in Table 6. As can be seen from this table, about one-third of all respondents experienced at least one week's whole-time unemployment. This proportion fell to about 16 per cent in Bangor/Ballina and rose to about 47 per cent in Lismore. The average duration of unemployment (among those who are unemployed for at least a week) is considerable, amounting to about 27 weeks for the country as a whole. The longest duration of unemployment was in Galway/Connemara/Ballinakill where respondents reported an average of 44 weeks unemployment. Fishermen in Letterkenny spent an average of 41 weeks unemployed. Although Lismore fishermen have the highest percentage who experienced unemployment, the average duration of this unemployment (19 weeks) was the lowest of all the districts. The average weekly amount of unemployment payments received by unemployed licence holders amounted to about £7 for the country as a whole. The total amount paid out in unemployment payments to licence holders amounted to about £109,000.

It should be borne in mind that this table refers only to licence holders and not to all salmon fishermen. Since the licence holder is frequently the best off member of the crew, it seems likely that unemployment among other crew members may be even more severe. We saw above (Table 3) that a total of about 5,300 persons were estimated to be engaged in salmon fishing in 1970, giving an average of about three persons engaged per licence. Assuming that the unemployment experience of licence holders is identical with that of other crew members, we estimate that the total amount of unemployment payments made to salmon fishermen in 1970 was something in excess of £300,000.

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TABLE 6: *Estimated Number and Percentage of all Commercial Licence Holders (other than holders of Fixed Engines Licences) who were unemployed (a) during 1970; Duration of Unemployment; Average Unemployment Payments (b) received and Total Amount Distributed in Benefits*

	Total Number of licence holders	Number unem- ployed	Percentage unem- ployed	Average Number of weeks spent unemployed (d)	Average amount of unemployment payments per man per week	Total amount distributed in unemploy- ment benefits
<i>Fishery District</i>	<i>Number</i>	<i>Number</i>	<i>Per cent</i>	<i>Weeks</i>	<i>£</i>	<i>£000</i>
Dublin	30	11	36.7	31	6.8	2.3
Wexford	63	18	28.6	22	6.6	2.6
Waterford	350	127	36.3	22	6.1	17.0
Lismore	99	46	46.5	19	9.6	8.4
Cork	87	32	36.8	21	11.0	7.3
Kerry	98	32	32.7	22	6.7	4.8
Limerick	191	71	37.2	23	6.3	9.8
Galway/Connemara/ Ballinakill	110	32	29.1	44	6.8	9.6
Bangor/Ballina	129	20	15.5	37	6.3	4.6
Sligo/Ballyshannon	130	39	30.0	28	6.7	7.3
Letterkenny	256	97	37.9	41	6.3	24.2
Dundalk/ Drogheda	126	50	39.7	28	8.0	10.8
<i>Licence Type</i>						
Draft	667	212	31.8	29	6.7	41.6
Drift	817	307	37.6	25	7.7	58.4
Snap	153	50	32.7	23	6.7	7.8
Loop	34	6	17.6	(c)	(c)	0.9
<i>Total</i>	<i>1,671</i>	<i>575</i>	<i>34.4</i>	<i>27</i>	<i>7.0</i>	<i>108.7</i>

(a) We define as unemployed any person who experienced whole-time unemployment for one or more weeks during 1970.

(b) Including Unemployment Benefits and Unemployment Assistance.

(c) There were too few respondents in these cells to permit the calculation of valid averages.

(d) Based on number who experienced some unemployment.

Capital Investment in Salmon Fishing

In this paper capital equipment is taken to be such items as buildings, boats, nets, weirs, smoking plants, refrigerators, cars, vans, etc., used for the production and distribution of salmon. We do not regard as capital such items as fuel

and oil, repairs etc., whose costs are not fixed, but vary roughly in proportion to time spent fishing. The latter are included under "current costs". Of course, the distinction between capital and current is one of degree rather than of kind and the dividing line between them is somewhat arbitrary. The basic distinction is, however, between long- and short-lived items of equipment.

Apart from the estimated value of buildings and equipment, we did not include in our estimate of capital employed the estimated market value of the fishery itself or the money invested to acquire the exclusive right to fish in that area. This problem does not arise with the majority of draft and drift net operations, which are carried out under public netting right. It does, however, arise with some of the (more lucrative) draft net fisheries, and with the fixed engine fisheries, where the operator has purchased the exclusive right to fish in that area. We excluded this investment because we felt that the values placed by owners or operators on their fisheries would be both biased and arbitrary.

Capital equipment was valued at replacement cost (i.e. at the cost in 1970 prices of replacing the item in its present condition). This was done by asking the respondent the age and amount paid for each item (historic cost). By means of index numbers* the historic cost was adjusted to obtain the present value of the item if new, and this was discounted on a straight line basis to obtain the present value at replacement cost. Respondents were also asked to say what proportion of the item's value was attributable to salmon fishing and what proportion to other purposes. Only that proportion which respondents reckoned was attributable to salmon is included in the following tables.

Table 7 shows the estimated total capital investment in salmon fishing in 1970. About 60 per cent of this was investment in boats and a further 13 per cent represented investment in nets. The item "Dams, Weirs, etc." refers to the structures used by fixed engine licensees and the very large entry of £160,000 for Limerick represents that proportion of the capital value of the Thomond Weir which is attributable to salmon fishing.

The district with the highest capital investment in salmon fishing was Letterkenny with capital to the value of £246,000. Other districts with high investment were Limerick (although this represents almost entirely the capital value of the Thomond Weir), Bangor/Ballina and Waterford.

Table 8 shows the average value (per licence) of all capital investment in commercial salmon fishing. As was seen in Table 7, boats constituted the single most important item of investment, average investment per licence in boats varying from £38 in Wexford to £843 in Bangor/Ballina. These differences reflect primarily the different proportions of drift nets in the various districts,

*Various wholesale price indices obtained from Irish Statistical Bulletin.

TABLE 7: Estimated Total Value* of All Capital Investment in Commercial Salmon Fishing in the Different Fishery Districts in 1970, Classified by Item of Investment.†

Fishery District	Item of Investment						Total
	Boats and engines	Dams, weirs, structures, etc.	Nets	Cars, vans	Boat-houses, offices, sheds	Other	
				£			
Dublin	2,660		1,230		110	290	4,290 ± (1,468)
Wexford	2,400		1,470	5,030			8,900 ± (4,092)
Waterford	85,400	130	19,600	23,450	630	880	130,090 ± (84,109)
Lismore	14,490	220	11,510	300	50		26,570 ± (5,658)
Cork	12,120		10,860	90	710	350	24,140 ± (8,102)
Kerry	9,350	500	5,890	8,270	190	3,460	27,660 ± (11,348)
Limerick	11,730	160,860	3,770	5,000	920	610	182,450 ± (3,397)
Galway/Connemara/ Ballinakill	21,410	2,000	2,420	3,430	5,500	310	35,510 ± (17,256)
Bangor/Ballina	115,500	1,000	15,910	10,520	3,830	2,850	149,610 ± (64,501)
Sligo/Ballyshannon	58,080	1,190	15,640	8,430	2,500	110	85,950 ± (59,497)
Letterkenny	216,750	80	25,530	1,870	710	770	245,710 ± (147,068)
Drogheda/Dundalk	5,250	280	4,580				10,100 ± (5,568)
All Districts	555,140 ±(313,268)	166,260 —	118,410 ±(41,439)	66,390 ±(40,461)	15,150 ±(2,887)	9,630 ±(11,783)	930,980 ±(327,586)

*All capital items valued at replacement cost (for method of valuation see text).

†Due to rounding errors the figures in each cell do not necessarily add to the row and column totals shown.

Note: The figures in brackets along the margins of the table are the confidence limits at the 95 per cent level of significance. The column headed "Dams, Weirs, Structures, etc." refers entirely to the "fixed engine" fisheries for which standard errors were not calculated.

TABLE 8: Average Value* per Licence of All Capital Investment in Commercial Salmon Fishing in the Different Fishery Districts in 1970, Classified by Item of Investment†

Fishery District	Item of Investment						Total
	Boats and engines	Dams, weirs, structures, etc.	Nets	Cars, vans	Boat-houses, offices, sheds	Other	
				£			
Dublin	89	—	41			10	143 ± (49)
Wexford	38	—	23	80	—	—	141 ± (65)
Waterford	244	—	56	67	2	2	371 ± (180)
Lismore	142	2	113	3	1	—	260 ± (57)
Cork	139	—	125	1	8	4	277 ± (93)
Kerry	85	5	54	75	2	31	252 ± (116)
Limerick	58	796	19	25	5	3	903 ± (18)
Galway/Connemara/ Ballinakill	186	17	21	30	48	7	309 ± (150)
Bangor/Ballina	843	7	116	77	28	21	1,002 ± (464)
Sligo/Ballyshannon	436	9	118	63	19	1	646 ± (447)
Letterkenny	840	—	99	7	3	3	952 ± (574)
Drogheda/Dundalk	40	2	35	—	—	—	77 ± (42)
All Districts	±332 (187)	96 —	69 ±(25)	38 ±(24)	9 ±(2)	5 ±(7)	540 ±(162)

*All capital items valued at replacement cost (for method of valuation see text).

†Due to rounding errors the figures in each cell do not necessarily add to the row and column totals shown.

Note: The figures in brackets along the margins of the table are confidence limits at the 95 per cent level of significance. The column headed "Dams, Weirs, Structures, etc." refers entirely to the "fixed engine" fisheries for which standard errors were not calculated.

since drift nets are usually used in conjunction with larger boats. Investment in nets also seems to reflect the proportion of drift nets in each district. The other items (cars, refrigeration, boat-houses, etc.) seem to be of relatively minor significance in most districts, being confined, it seems, to the larger fishery operations. Total investment per licence tends to be greatest in the north-western districts of Bangor/Ballina, Sligo/Ballyshannon and Letterkenny, and lowest in Wexford and Dublin.

Costs

These were the running expenses incurred by fishermen in operating their fishing enterprise. The main items of cost, classified by fishery district, are shown in Table 9. The largest single item of current costs is repairs to boats and buildings on which an estimated £57,000 was spent. About one third of this was spent in Waterford, about 25 per cent in Letterkenny and about 22 per cent in Bangor/Ballina. Costs of fuel and oil amounted to a total of about £52,000, the highest expenditures on these items being in Waterford. Licence fees, fishery rates and rent paid for waters amounted to about £32,000.

Depreciation was calculated on a straight-line basis from the replacement cost of the item and the respondent's estimate of its life. When the column headed "Estimated Total Depreciation" in Table 9 is compared with the column headed "Total Capital Investment" in Table 7 above, we find that the rate of depreciation varied considerably between districts. While the overall rate of depreciation was about 17 per cent ($=156,550/930,980$), Dublin had a depreciation rate of 44 per cent ($=1,880/4,300$) while that of Limerick was about 6 per cent ($=11,540/182,450$). These widely varying rates of depreciation reflect differences in the (expected) durability of the capital stock in the various districts, i.e. in the proportion of long-lasting items such as weirs and buildings, relative to the proportion of short-lived items such as nets.

For the country as a whole, total costs, including depreciation, were estimated at about £389,000. About one quarter of this was incurred in Waterford, about 18 per cent in Bangor/Ballina and about 16 per cent in Letterkenny.

Table 10 shows the average costs per licence in the various districts. The proportions of total costs in the various categories seem broadly similar in the different districts, but the level of total costs is perceptibly higher where a high proportion of the licences is for drift nets.

Thus, Bangor/Ballina, Letterkenny and Sligo/Ballyshannon are the districts with the highest current costs per licence. The costs figure for Bangor/Ballina seems unusually high, and may represent a sampling anomaly. Depreciation follows the same pattern as current costs—high in drift netting areas and low in others.

TABLE 9: *Estimated Total Current Costs, Classified by Item of Expenditure, and Estimated Total Depreciation* on Capital, incurred in the Different Fishery Districts in 1970†*

Fishery District	Item of Expenditure							Total current costs (a)	Estimated total depreciation (b)	Estimated total costs (a+b)
	Fuel and oil	Repairs to buildings and boats	All other repairs	Licences, rates, rental	Purchase of small items	Refrigeration packaging, transport	Miscellaneous costs			
	£									
Dublin	740	100	190	100	120	70	30	1,350	1,880	3,230 ± (1,349)
Wexford	300	210	1,140	650	610	120	50	3,080	2,860	5,940 ± (2,255)
Waterford	16,840	18,400	4,760	1,800	5,710	2,880	470	50,870	48,630	99,490 ± (32,138)
Lismore	2,570	900	330	3,540	850		170	8,360	12,580	20,930 ± (5,195)
Cork	960	1,260	2,250	380	890	140		5,880	5,650	11,540 ± (2,272)
Kerry	1,510	820	750	2,980	890	820	170	7,930	5,070	13,000 ± (1,928)
Limerick	9,145	1,250	5,560	4,950	3,710	4,000	1,380	29,990	11,560	41,560 ± (2,333)
Galway/Connemara/ Ballinakill	1,420	1,190	2,190	4,660	490	310	30	10,290	5,390	15,680 ± (6,017)
Bangor/Ballina	6,200	12,820	3,820	7,330	2,400	1,750	5,420	44,740	25,750	70,490 ± (15,015)
Sligo/Ballyshannon	5,260	5,340	7,380	1,190	1,700	550	1,000	22,420	15,450	37,860 ± (10,889)
Letterkenny	6,040	14,380	6,880	3,350	1,010	7,090	5,430	44,180	19,450	63,630 ± (22,689)
Drogheda/Dundalk	840	310	160	1,090	830		30	3,260	2,280	5,530 ± (4,105)
All Districts	51,820 ± (10,342)	56,980 ± (21,321)	40,410 ± (9,609)	31,020 ± (1,216)	19,210 ± (3,320)	17,730 ± (4,587)	14,180 ± (1,023)	232,340 ± (30,018)	156,550 ± (23,764)	388,890 ± (44,642)

*Depreciation: for method of calculation see text.

†Due to rounding errors the figures in each cell do not necessarily add to the row and column totals shown.

Note: The figures in brackets along the margin of the table are the confidence intervals at the 95 per cent level of significance.

TABLE 10: *Average Current Costs per Licence Classified by Item of Expenditure and Average Depreciation* per Licence, Classified by Fishery District†*

Fishery District	Item of Expenditure							Total current costs (a)	Estimated total depreciation (b)	Estimated total costs (a+b)
	Fuel and oil	Repairs to buildings and boats	All other repairs	Licences, rates, rental	Purchase of small items	Refrigeration, packaging, transport	Miscellaneous costs			
Dublin	25	3	6	3	4	2	1	45	63	108
Wexford	5	3	18	10	10	2	1	49	45	94
Waterford	48	52	13	5	16	8	1	143	137	280
Lismore	25	9	3	35	8	—	2	82	123	205
Cork	11	14	26	4	10	2	—	68	65	133
Kerry	14	7	7	27	8	7	2	72	46	118
Limerick	45	6	28	25	18	20	7	148	57	206
Galway/Connemara/ Ballinakill	12	10	19	41	4	3	—	87	47	136
Bangor/Ballina	45	94	64	54	18	13	40	327	188	515
Sligo/Ballyshannon	40	40	55	9	13	4	8	168	116	285
Letterkenny	23	56	27	13	4	27	21	171	75	246
Drogheda/Dundalk	6	2	1	8	6	—	—	25	17	42
All Districts	30	33	23	18	11	10	8	135	91	226

*Depreciation: for method of calculation see text.

†Due to rounding errors the figures in each cell do not necessarily add to the row and column totals shown.

Catch

Details of catch in 1970 obtained from the respondents in the sample were cross checked against fish dealers' registers and where discrepancies arose the dealers' figures were accepted. The catch data so derived gave estimates of total salmon catch which were found to correspond quite closely with the official catch figures, as published in the Sea and Inland Fisheries Reports of the Department of Agriculture and Fisheries. These latter figures are based on a complete enumeration of all commercial fishermen and we therefore decided to accept the official figures in preference to our sample estimates, except in the case of Kerry drift nets where the official statistics were regarded as unrealistic.

Table 11 shows the total quantity and value of all commercial catches in 1970 classified by district and licence type. Total catch was about 3.4m. lb, valued at £1.2 m. About 17 per cent of this was taken in Waterford and roughly the same percentage in Letterkenny. Bangor/Ballina was the next most productive district, followed by Limerick, Sligo/Ballyshannon and Kerry.

As was seen above, draft nets accounted for about 37 per cent of all salmon caught, while drift nets accounted for about 52 per cent. Snap and loop nets took about 6 per cent of all commercially caught salmon and fixed engines caught a similar percentage.

Average commercial catch per licence is shown in Table 12. The overall average catch per licence was about 1,966 lb, valued at £688. There was, however, considerable variation around this average as between different districts and types of licence. There were high catches per licence in Bangor/Ballina, Lismore, Kerry, Sligo/Ballyshannon and Letterkenny. Catch per licence was low in Dublin, Wexford, Galway/Connemara/Ballinakill and Drogheda/Dundalk.

Although for the country as a whole catch per draft net, at 1,891 lb, was slightly less than average catch per drift net (2,140 lb), in Lismore and Bangor/Ballina the average catch per licence for draft nets was nearly 7,000 lb. Catch per drift net was high in Lismore, Letterkenny, Bangor/Ballina and Sligo/Ballyshannon. Snap nets caught an average of about 1,000 lb each, and loop nets about 180 lb.

It seems clear from Table 12 that the fixed engines are very effective as methods of capture. These engines caught an average of about 3,600 lb per licence,* about twice as much as the average catch per draft net licence. Fixed engines in Sligo/Ballyshannon caught an average of about 9,000 lb of salmon, and those in Letterkenny and Galway/Connemara/Ballinakill an average of about 6,000 each.

*It should be noted that for licensing purposes each box or crib in a weir is considered to be a separate engine. Since several of the weirs in the country have more than one crib the average catch per weir is in excess of 3,600.

TABLE 11: Total Quantity and Value of all Commercial Salmon Catch in 1970 in the Different Fishery Districts, Classified by Type of Engine†

Fishery District	Type of Engine									
	Nets						Fixed Engines‡		Total	
	Draft		Drift*		Snap and Loop					
	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value
	lb.	£	lb.	£	lb.	£	lb.	£	lb.	£
Dublin	1,790	630	3,840	1,350					5,640	1,970
Wexford	26,160	9,160							26,160	9,160
Waterford	24,210	8,470	367,530	128,640	169,730	59,410	31,820	11,140	593,290	207,650
Lismore	61,520	21,530	246,610	86,310	14,130	4,950	13,980	4,890	336,230	117,680
Cork	129,840	45,440	14,580	5,100					144,420	50,550
Kerry	305,890	107,060	17,440*	6,100*			2,930	1,030	326,270*	114,190*
Limerick	151,050	52,870	172,880	60,510			50,130	17,550	374,070	130,920
Galway/Connemara/Ballinakill	30,780	10,770	29,280	10,250			28,760	10,070	88,820	31,080
Bangor/Ballina	159,310	55,760	292,600	102,410			20,680	7,240	472,590	165,410
Sligo/Ballyshannon	205,200	71,820	100,000	35,000			27,010	9,450	332,210	116,270
Letterkenny	61,410	21,490	503,600	176,260	6,140	2,150	12,400	4,340	583,550	204,240
Drogheda/Dundalk	103,820	36,340					4,290	1,500	108,110	37,840
All Districts	1,260,990	441,350	1,748,360*	611,920*	190,000	66,500	192,000	67,200	3,391,350	1,186,970

*The figures for total catch in Kerry and for drift nets differ from the figures given in the official statistics. This is due to the fact that no official catch returns for drift net licences were made in 1970 from the Kerry district, but we interviewed the holders of the six licences issued for drift nets in Kerry and have added in the catch figures reported by them.

†The figures in each cell do not necessarily add to the row and column totals shown due to rounding errors.

‡Fixed engines include weirs, traps, boxes, cribs, and bag and stake nets.

Sources: Appendix No. 12, page 51, Sea and Inland Fisheries Report for 1970. Government Publications Office. Detailed breakdowns were obtained from the Statistics Section, Inland Fisheries Branch, Department of Agriculture and Fisheries.

TABLE 12: Average Quantity and Value of Commercial Salmon Catch per Licence in the Different Fishery Districts in 1970, Classified by Type of Engine†

Fishery District	Average per Licence								All Engines			
	Nets						Fixed Engines‡					
	Draft		Drift*		Snap and Loop				Per Licence		Per Person Engaged	
	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value
	lb.	£	lb.	£	lb.	£	lb.	£	lb.	£	lb.	£
Dublin	180	63	192	68					188	66	70	24
Wexford	415	145							415	145	160	56
Waterford	2,022	706	1,837	643	1,230	430	5,300	1,856	1,666	583	690	220
Lismore	6,836	2,392	3,288	1,151	942	330	4,660	1,630	3,296	1,154	1,121	393
Cork	2,278	797	486	170					1,660	581	555	194
Kerry	3,922	1,372	872	305			244	86	2,966	1,038	652	228
Limerick	1,302	456	2,245	786			5,572	1,950	1,852	648	548	192
Galway/Connemara/ Ballinakill	1,061	371	361	127			5,752	2,014	772	270	298	104
Bangor/Ballina	6,926	2,424	2,760	966			2,585	905	3,450	1,207	894	313
Sligo/Ballyshannon	2,280	798	2,500	875			9,003	3,150	2,498	874	667	233
Letterkenny	1,137	398	2,997	1,049	181	63	6,200	2,170	2,262	792	688	241
Dundalk/Drogheda	824	288					715	250	819	287	288	101
All Districts	1,891	540	2,140	760	1,016	356	3,556	1,244	1,966	688	624	218

*The figures for total catch in Kerry and for drift nets differ from the figures given in the official statistics. This is due to the fact that no official catch returns for drift net licences were made in 1970 from the Kerry district, but we interviewed the holders of the six licences issued for drift nets in Kerry and have added in the catch figures reported by them.

†The figures in each cell do not necessarily add to the row and column totals shown due to rounding errors.

‡Fixed engines include weirs, traps, boxes, cribs, and bag and stake nets.

Sources: Appendix No. 12, page 51, Sea and Island Fisheries Report for 1970. Government Publications Office, Detailed breakdowns were obtained from the Statistics Section, Inland Fisheries Branch, Department of Agriculture and Fisheries.

Of course, as was stated above, the length of the salmon fishing season varies, depending on the runs of fish. It is longest in the waters of the East and South-East which have substantial† spring runs, and shortest in the West and North-West which rely predominantly on grilse and summer fish. In order to control for length of season, the catch per day fished for the various engines is given in Table 13. As might be expected from the seasonal pattern of fish runs described above, the districts with the highest catch per day were Kerry, Bangor/Ballina, Sligo/Ballyshannon and Letterkenny. Lismore, despite having the highest catch per licence of all the districts, had a relatively low catch per day fished, due to the long fishing season there. The catch per day fished was over 100 lb for draft nets in Lismore and Bangor/Ballina, and the catch per drift net per day in Letterkenny was roughly 100 lb. The figures for fixed engines are rather difficult to interpret, since the number of days fished was not recorded for these respondents. A rough estimate had therefore to be made based on knowledge about the fishery and the length of its season. However, it does appear that fixed engines are far more efficient methods of catching salmon than are other methods; average catch per day fished by fixed engines amounted to about 216 lb.

As well as length of season, another factor which seemed likely to influence the catch figures was the average number of men engaged in the different fishing enterprises. Other things being equal, the larger the number of men engaged the higher one would expect the catch to be. An attempt is made to allow for the influence of this factor in the lower half of Table 13, which shows the average catch per man engaged per day fished.

In the main, these figures reveal a similar pattern to that of the figures in the upper half of the table. The highest catches per man per day were recorded in Letterkenny, Bangor/Ballina, Sligo/Ballyshannon and Kerry, while low catches were reported in Dublin, Wexford and Drogheda/Dundalk. It is clear from the table that the average number of men engaged per fixed engine licence is a good deal higher than the average for other types of licence, since the contrast between the daily fixed engine catch per man and that for other types of licence is not as pronounced as was the contrast between the average catches per licence.

Income Arising in Salmon Fishing

The total income arising in salmon fishing is calculated by deducting the estimated total costs, including depreciation, from the value of the catch. In general, it seems reasonable to assume that, unlike anglers, commercial fishermen are in business to earn a livelihood, so that it is not necessary to value the

†Numbers of spring fish have been steadily declining in recent years in all Irish rivers. See below, and Went and Twomey [4].

TABLE 13: Average Daily Catch of Salmon (per Licence and per Man), Classified by Fishery District and Type of Licence

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Fishery District	Average Catch per Licence per Day Fished									
	Draft		Drift		Snap and Loop		Fixed Engines		All Engines	
	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value
	lb.	£	lb.	£	lb.	£	lb.	£	lb.	£
Dublin	4.1	1.4	1.6	0.6	—	—	—	—	2.0	0.7
Wexford	4.8	1.7	—	—	—	—	—	—	4.8	1.7
Waterford	24.7	8.6	16.1	5.6	22.5	7.9	289.3	101.2	18.9	6.6
Lismore	119.0	41.6	36.2	12.7	12.4	4.4	69.9	24.4	38.9	13.6
Cork	54.8	19.1	24.8	8.7	—	—	—	—	48.8	17.0
Kerry	82.9	29.0	33.7	11.8	—	—	58.6	20.6	76.6	26.8
Limerick	18.5	6.5	46.9	16.3	—	—	716.1	250.7	31.4	11.0
Galway/Connemara/Ballinakill	21.0	7.3	16.4	5.8	—	—	479.3	167.8	26.9	9.4
Bangor/Ballina	110.5	38.7	58.0	20.3	—	—	344.7	120.7	72.2	25.2
Sligo/Ballyshannon	59.1	20.7	79.7	27.9	—	—	450.2	157.5	69.4	24.3
Letterkenny	40.4	14.1	99.9	35.0	3.3	1.2	15.5	54.2	68.6	24.0
Drogheda/Dundalk	10.0	3.5	—	—	—	—	21.5	7.5	10.2	3.4
All Districts	31.6	11.1	43.9	15.4	18.1	6.3	215.7	75.5	33.5	11.7
	Average Catch per Man Engaged per Day Fished									
	Draft		Drift		Snap and Loop		Fixed Engines		All Engines	
	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value
	lb.	£	lb.	£	lb.	£	lb.	£	lb.	£
Dublin	1.2	0.4	0.9	0.3	—	—	—	—	0.7	0.3
Wexford	2.0	0.7	—	—	—	—	—	—	2.0	0.7
Waterford	7.4	2.6	6.9	2.4	8.9	3.1	96.4	33.7	7.6	2.7
Lismore	39.7	13.9	15.0	5.3	3.2	1.1	23.3	8.1	13.6	4.8
Cork	16.0	5.6	13.0	4.6	—	—	—	—	17.5	6.1
Kerry	21.0	7.4	8.4	3.0	—	—	29.3	10.3	19.4	6.8
Limerick	5.3	1.9	20.4	7.1	—	—	35.8	12.5	10.5	3.7
Galway/Connemara/Ballinakill	7.0	2.4	7.0	2.5	—	—	95.9	33.6	10.2	3.6
Bangor/Ballina	28.2	9.9	17.3	6.0	—	—	31.3	10.9	19.9	6.9
Sligo/Ballyshannon	16.3	5.7	22.5	7.9	—	—	225.1	78.8	19.4	6.8
Letterkenny	10.7	3.7	30.7	10.8	3.3	1.2	34.4	12.0	22.6	7.9
Drogheda/Dundalk	3.6	1.3	—	—	—	—	21.5	7.5	3.7	1.2
All Districts	9.5	3.3	16.4	5.7	6.1	2.1	38.1	13.3	11.2	3.9

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"satisfactions" of the commercial fisherman. However, income derived from salmon fishing would seem to have multiplier effects similar to those of tourist expenditure. In the final section of this report we therefore discuss the application of multiplier analysis to income arising from commercial salmon fishing in order to derive an estimate of the ultimate or multiplied effects of this income.

First of all, however, we must derive the income figures themselves and these are shown in Table 14. As may be seen from this table, income arising from salmon fishing for Ireland as a whole amounted to about £810,000. Letterkenny was the district with the highest income arising of about £140,000. The figures for Waterford and Kerry were also over £100,000. The figure for the Dublin district is negative, indicating that costs exceeded income in this district.* About 15 per cent of the total income arising was paid out in wages and salaries, and the remaining 85 per cent (equivalent to about £687,000) accrued to self-employed persons. The proportion of wages and salaries in net income varied from zero in Cork to about 50 per cent in Limerick. This proportion seems to

TABLE 14: *Details of Output and Income from Commercial Salmon Fishing Activity in the Different Fishery Districts in 1970*

<i>Fishery District</i>	<i>Total Output (Value of catch)†</i>	<i>Total Costs (including depreciation)</i>	<i>Income Arising</i>	<i>Wages Paid</i>	<i>Income from Self-Employment</i>
			£		
Dublin	2,630	3,230	-600	—	-620
Wexford	10,340	5,940	4,400	1,270	3,130
Waterford	208,350	99,490	108,860	14,600	94,260
Lismore	118,780	20,930	97,850	2,120	95,730
Cork	51,450	11,540	39,910	—	39,910
Kerry	114,360	13,000	101,360	10,790	90,570
Limerick	132,670	41,560	91,110	45,500	45,610
Galway/Connemara/ Ballinakill	31,750	15,680	16,070	5,540	10,530
Bangor/Ballina	166,110	70,490	95,610	20,730	74,890
Sligo/Ballyshannon	118,180	37,860	80,320	12,390	67,930
Letterkenny	204,940	63,630	141,310	5,330	135,980
Drogheda/Dundalk	38,980	5,530	33,450	4,570	28,880
<i>All Districts</i>	<i>1,198,540</i>	<i>388,390</i>	<i>809,650</i>	<i>122,840</i>	<i>686,810</i>

†Includes sales of sea trout.

‡Due to rounding errors the figures in each cell do not necessarily add to the row and column totals shown.

*From the answers we received, it seems that salmon fishing is in very considerable decline in Dublin and is not likely to be practised there for very much longer.

be considerably influenced by the presence and size of fixed engine operations in the various districts.

Table 15 shows output, costs and income arising per licence, per man engaged and per man per day. Income arising per licence is highest in Lismore, Kerry, Bangor/Ballina and Sligo/Ballyshannon, and lowest in Dublin, Wexford and Galway/Connemara/Ballinakill. Controlling for numbers engaged by considering the average income per man engaged does not substantially alter this pattern.

However, when we control for length of season by considering the income per man per day fished, the high levels of income per day fished in the drift netting regions such as Sligo/Ballyshannon and Letterkenny are apparent. For example, the income per man per day fished in Sligo/Ballyshannon was £8.9 and £5.1 in Letterkenny. The Kerry district, which also has a fairly short season, has a high figure for income per man per day. In the eastern and south-eastern regions, however, the relatively long seasons and low catches gave low figures for income per man per day. For instance, this figure was *negative* in Dublin, and amounted to only about £0.40 in Wexford, £1.2 in Drogheda/Dundalk and £1.3 in Waterford.

Sales Outlets

Table 16 shows the sales outlets used by the fishermen, other than holders of fixed engine licences. The most remarkable feature of the table is probably the predominance of sale to private dealers, who bought about 76 per cent of the catch. About 18 per cent of fish was sold to co-operatives, or at auctions organised by co-operatives; 2 per cent of the catch was directly exported and a further 3.5 per cent was sold to hotels, guesthouses and private consumers. The remainder was disposed of in other ways.

In the districts where co-operatives exist, they generally account for a fairly high percentage of the catch—about 47 per cent in Kerry, 33 per cent in Galway/Connemara/Ballinakill and about 62 per cent in Letterkenny. Kerry seems to be the district with the most diversified sales outlets, since only 44 per cent of its catch is sold to private dealers, 47 per cent goes to co-operatives and 10 per cent to hotels, etc. The percentage of catch sold by draft netmen to private dealers (76 per cent) was about the same as the percentage sold by drift netmen (73 per cent). About 2 per cent of total catch was exported directly, mainly from the districts of Sligo/Ballyshannon and Letterkenny. Most of these fish presumably went to Northern Ireland. No drift netmen seem to sell to hotels or private consumers, but about 6 per cent of draft net catch was disposed of in this way.

We should point out that Table 16 may not accurately represent the disposal of the total salmon catch, since it excludes catch by fixed engines. These are

TABLE 15: Details of Output, Costs and Income from Commercial Salmon Fishing in 1970, Classified by Fishery District (Averages per Licence, per Man and per Man per Day Fished)

Fishery District	Total Output* (= Value of Catch)			Total Costs (including Depreciation)			Income		
	Per Licence	Per Man Engaged	Per Man Per Day	Per Licence	Per Man Engaged	Per Man Per Day	Per Licence	Per Man Engaged	Per Man Per Day
Dublin	88	33	0.4	108	£40	0.5	-21	-8	-0.1
Wexford	164	64	0.8	94	36	0.4	70	28	0.4
Waterford	585	225	2.5	280	107	1.3	305	117	1.3
Lismore	1,165	409	4.8	205	72	0.8	959	336	4.0
Cork	591	198	5.8	133	44	1.3	459	154	4.5
Kerry	1,040	271	7.0	118	31	0.8	921	240	6.2
Limerick	657	203	3.4	206	64	1.1	451	140	2.4
Galway/Connemara/ Ballinakill	276	111	3.9	136	55	1.9	140	56	1.9
Bangor/Ballina	1,212	334	6.8	515	142	2.9	697	193	3.9
Sligo/Ballyshannon	889	243	13.1	285	78	4.2	604	165	8.9
Letterkenny	794	244	7.4	246	75	2.2	548	168	5.1
Drogheda/Dundalk	295	109	1.4	42	16	0.2	253	93	1.2
All Districts	695	228	3.9	226	75	1.3	468	153	2.6

*Includes sea trout.

usually fairly large operations and may therefore differ significantly from ordinary netsmen in their sales outlets. However, the total catch by fixed engines is, as we saw, only about 6 per cent of the catch by all methods. This means that Table 16 would not be dramatically affected by its inclusion.

TABLE 16: *Percentage of Catch of Commercial Salmon Fishermen (other than Fixed Engine Licensees) sold to various Types of Outlet, Classified by Fishery District*

<i>Fishery district</i>	<i>Private sale to dealer</i>	<i>Co-Op*</i>	<i>Direct exportation</i>	<i>Hotel, etc.†</i>	<i>Other</i>	<i>Total</i>
Dublin	100.0					100.0
Wexford	100.0					100.0
Waterford	100.0					100.0
Lismore	100.0					100.0
Cork	91.8			7.4	0.8	100.0
Kerry	43.6	46.7		9.7		100.0
Limerick	92.0			7.9		100.0
Galway/Connemara/						
Ballinakill	55.0	33.2	1.7	9.6	0.5	100.0
Bangor/Ballina	88.7	2.1	1.6	3.3	4.3	100.0
Sligo/Ballyshannon	74.5	7.8	15.3		2.1	100.0
Letterkenny‡	27.6	67.5	4.6	0.3		100.0
Drogheda/Dundalk	99.6			0.4		100.0
<i>Licence Type</i>						
Draft	75.9	13.9	3.0	6.2	0.9	100.0
Drift	75.2	23.8	2.2		0.9	100.0
Snap	100.0					100.0
Loop	97.0			3.0		100.0
<i>Total</i>	75.8	16.4	2.4	2.5	0.9	100.0

*Including sale at Auctions organised by Co-operatives.

†Including sale to hotels, guesthouses, private consumers, etc.

‡The figure for sales to co-operatives in Letterkenny is based on data kindly supplied by Fisheries Division.

Division of Catch

It was pointed out above that most salmon fishing is share-fishing, that is, the value of the catch is divided among the crew members on some agreed basis. It is of interest to see how this division is usually carried out, and Table 17 presents the relevant figures. As may be seen from this table, for the state as a whole about 46 per cent of the catch accrues to the licence holders, who constitute about one-third of all share fishermen. About 51 per cent accrues to the other crew members, who form about two-thirds of all share fishermen.

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The remaining 2 per cent accrues to the small number of "non-fishing share members", i.e. people who supply some of the equipment such as boats or nets but do not participate in the actual fishing. These figures may reflect the fairly common practice of allocating a "share for the boat, and a share for each fisherman", since the licence holder is usually the owner of the boat and nets.

The variations between districts are not very large. The highest percentages accruing to licence holders were in Dublin (66 per cent) and Cork (54 per cent). The highest percentages accruing to other crew members were in Kerry (66 per cent) and Bangor/Ballina (65 per cent). These percentages are no doubt influenced by the average number of persons engaged per licence, which is relatively low in Dublin and Cork but relatively high in Kerry and Bangor/Ballina. We saw above that non-fishing share members occur more frequently in drift-net operations than elsewhere, probably as a result of the higher capital costs of drift netting equipment. This factor also helps to explain the pattern exhibited by the percentage of the catch accruing to non-fishing share members which is highest in the districts where drift netting is most frequently practised, namely, Lismore, Bangor/Ballina, Letterkenny and Waterford.

TABLE 17: *Average Percentage Share of Catch Received by the Various Types of Crew-Member, Classified by Fishery District*

<i>Fishery District</i>	<i>Percentage received by Licence Holder</i>	<i>Percentage received by all Crew</i>	<i>Percentage received by non-fishing share members</i>	<i>Total</i>
Dublin	65.8	34.2	0.0	100.0
Wexford	47.4	51.3	1.3	100.0
Waterford	52.7	44.9	2.4	100.0
Lismore	40.5	51.8	7.7	100.0
Cork	53.7	45.5	0.8	100.0
Kerry	32.8	66.2	0.9	100.0
Limerick	40.1	58.3	1.6	100.0
Galway/Connemara/ Ballinakill	50.7	49.3	0.0	100.0
Bangor/Ballina	29.7	65.1	5.2	100.0
Sligo/Ballyshannon	52.4	46.3	1.3	100.0
Letterkenny	49.3	47.9	2.8	100.0
Drogheda/Dundalk	45.4	53.1	1.5	100.0
<i>All Districts</i>	46.2 ±(2.6)	51.4 ±(2.6)	2.4 ±(0.9)	100.0

Note: The figures in brackets along the bottom of the table are the confidence intervals at the 95 per cent level of significance.

The Opinions of the Net Fishermen

As may be seen from the questionnaire, which is shown in Appendix B, the opinions of the licence holders (other than holders of fixed engine licences) were sought on several matters. Among these were: (i) how good was salmon fishing in 1970 and the reasons why, (ii) whether or not they favoured certain management policies which have been suggested to improve salmon fishing, (iii) what the current marketing arrangements for salmon were and whether or not they were satisfied with these arrangements. The responses to these questions are summarised below. The opinions of the fixed engine licensees are dealt with in the next section.

(i) *Quality of Salmon Fishing in 1970.* Table 18 gives the percentages of fishermen who expressed various views about the quality of commercial salmon fishing.* Overall, about 48 per cent of fishermen felt that the 1970 season had been "average" or better, while the remainder believed that it had been worse than average. Their moderate pessimism contrasts quite sharply with the views of the Irish anglers [2], nearly eighty per cent of whom felt that a decline had occurred in salmon angling. The fact that 1970 was a relatively dry year may go some way towards explaining this contrast. As we point out below, dry weather tends to prevent fish from entering the rivers, thus favouring the commercial fishing and causing a deterioration in angling.

As Table 18 shows, there was considerable variation between the views of fishermen in the different regions. The Dublin fishermen were practically unanimous in their view that 1970 had been a very bad year, while 43 per cent of the Drogheda/Dundalk fishermen believed that it had been a better than average year. Over 77 per cent of fishermen from Bangor/Ballina thought that the 1970 season had been worse than average. It is striking, however, that 12 per cent of fishermen in the same district thought it had been a "very good" season. There seemed to be little variation between the views of draft and drift netmen, but the snap and loop fishermen both seemed to feel that 1970 was very much below average.

The fishermen who said that the fishing had been either above or below average were asked why they believed this had been so. There were too few who said that fishing had been above average to warrant tabulating these responses, but Table 19 shows the reasons given by those who believed the fishing had been worse than average. The most frequently cited reason for poor returns in 1970 was Greenland netting. Excessive netting in Irish waters was also seen as a major factor, as were pollution and salmon disease.

*When answering this question (Q11, Appendix B) the fishermen were presumably thinking of their own individual catches, and not of the total catch by all fishermen, which was greater in 1970 than at any time in the past.

TABLE 18: *Percentage Distribution of Commercial Fishermen's Opinions about the Quality of Salmon Fishing in 1970, Classified by Fishery District and Type of Licence*

<i>Fishery Districts</i>	<i>Very Good</i>	<i>Better than Average</i>	<i>Average</i>	<i>Worse than Average</i>	<i>Very Poor</i>	<i>No answer</i>	<i>Total</i>	<i>No.</i>
				<i>Per Cent</i>				
Dublin	0.0	0.0	0.0	10.3	86.2	3.4	100.0	13
Wexford	4.8	0.0	33.9	11.3	45.2	4.8	100.0	18
Waterford	10.4	13.0	41.5	23.6	11.5	0.0	100.0	40
Lismore	4.2	8.3	29.2	17.7	40.6	0.0	100.0	28
Cork	0.0	12.9	32.9	17.6	36.5	0.0	100.0	27
Kerry	9.5	14.7	36.8	16.8	22.1	0.0	100.0	22
Limerick	0.0	3.7	34.7	7.4	54.2	0.0	100.0	26
Galway/Connemara/ Ballinakill	4.7	4.7	63.6	8.4	16.8	1.9	100.0	23
Bangor/Ballina	11.9	0.8	9.5	15.9	61.9	0.0	100.0	27
Sligo/Ballyshannon	7.1	11.0	37.8	34.6	7.1	2.4	100.0	27
Letterkenny	9.7	4.8	14.5	35.5	35.5	0.0	100.0	31
Drogheda/Dundalk	6.3	36.2	34.6	22.8	0.0	0.0	100.0	20
<i>Licence Type</i>								
Draft	6.2	11.2	29.0	21.1	31.5	1.0	100.0	151
Drift	6.8	7.0	38.8	18.8	27.2	0.4	100.0	123
Snap and Loop	0.0	0.0	27.3	37.1	36.6	0.0	100.0	28
<i>All</i>	5.8	7.8	34.1	21.7	30.0	0.6	100.0	302

TABLE 19: *Reasons given for poor catches by respondents who said that 1970 had been a "worse than average" or "very poor" year*

<i>Reason</i>	<i>Percentage of times each reason was mentioned</i>
	<i>Per Cent</i>
Greenland Netting	17.1
Excessive Draft or Drift Netting	15.3
Pollution	13.6
Salmon Disease	13.4
Adverse Weather	11.0
Lack of Re-stocking	8.0
Poaching	5.7
Drainage	4.7
No Fish Present	3.6
Cyclic Factors	2.3
Other	5.0
<i>Total</i>	100.0

(ii) *Views on Policies.* It seems likely that salmon fishing will, in the future, be increasingly regulated. We therefore thought it of interest to obtain the fishermen's views on how best commercial salmon fishing might be improved. First of all we asked respondents whether or not they favoured each of eleven policies, then asked them if there were any other policies not listed which they favoured and finally asked them to say which one of all the policies (including any unlisted policies they themselves had mentioned) they deemed most important. In this way, we hoped to ascertain their views on a range of policy issues and to discover their priorities.

Table 20 summarises the views expressed, and Tables A2 and A3 of Appendix A show the breakdown by district and licence type. Far and away the most popular policy was "more restocking and improvement of spawning beds" which was favoured by 96 per cent of the respondents and thought to be the most important policy of all by 37 per cent. Table A2 shows that support for this policy was practically unanimous in all districts. Table A3 shows that the percentage thinking this the best suggestion of all varied from 69 per cent in Cork to 7 per cent in Dublin.

"Lengthening the fishing season" was thought to be the best policy by about 15 per cent of respondents, but was opposed by a sizable minority (about 36 per cent). Table A2 shows that support for this policy varied from 81 per cent in Drogheda/Dundalk to 28 per cent in Letterkenny. About 70 per cent of draft netsmen favoured this policy, whereas only 40 per cent of drift netsmen did so. Forty-five per cent of drift netsmen were opposed to lengthening the

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TABLE 20: *Percentages of Commercial Licence Holders (other than Fixed Engine Licensees) who favoured and opposed Certain Policies, and Percentage believing each Policy to be the best one*

<i>Policy</i>	<i>Favour</i>	<i>Oppose</i>	<i>No ans./ not Applicable</i>	<i>Per cent thinking this the best policy of all</i>
More restocking and improvement of spawning beds	96.2	0.6	3.2	37.4
Lengthening of fishing season	51.7	35.9	12.4	14.5
Tougher laws on river pollution	91.0	1.9	7.1	10.5
Restrict drift netsmen	49.5	34.9	17.6	10.4
More or better piers, mooring places, etc.	71.0	2.0	23.0	7.4
More restriction on size of nets	37.2	31.2	31.6	3.7
Restrict draft netsmen	30.5	40.4	29.1	3.2
Restrict other commercial fisher- men	36.0	37.5	26.5	2.3
Shorten weekly close time	20.5	67.9	11.6	2.0
Restrict anglers	13.0	65.5	21.5	1.7
Restrict drainage operations	67.0	9.6	23.4	0.5
Other suggestions	—	—	—	6.4

season. It should be noted that these responses refer to the 1970 season, so that the Ministerial Order of 1972 which shortened the permitted fishing time in several districts was not in effect. Fishermen's opinions on the subject of the appropriate length of season may have changed as a result of this order.

Predictably, as many as 91 per cent of respondents favoured "Tougher laws on river pollution" and about 11 per cent of respondents thought this the most important policy of all. Table A2 shows that support for this policy was over 88 per cent in all districts except Galway/Connemara/Ballinakill, where only 54 per cent were in favour. Table A3 shows that the pollution problem seemed more serious to fishermen in the East and South-East than to those in other areas; 67 per cent of Dublin fishermen thought pollution control the most important problem of all, as did 18 per cent of those in Waterford, 16 per cent in Wexford and 15 per cent in Drogheda/Dundalk. Bangor/Ballina was different from the other western districts in that pollution control was seen as the most important priority by as many as 18 per cent of fishermen there.

"Restrict Drift Netsmen" was supported by about 50 per cent of all fishermen and opposed by about 35 per cent. Table A2 shows, quite surprisingly, that support for restriction on drift nets was considerable among drift netsmen themselves; 47 per cent of them favoured restrictions whereas 44 per cent were opposed. Table A3 shows that 10 per cent of drift netsmen thought restrictions

on drift nets to be the most important policy of all. Since the survey was carried out such restrictions have become a hotly contested issue as a result of the Ministerial Orders of 1972 and 1973 which imposed certain restrictions on the number of drift licences issued. In view of the outcry which these regulations provoked it is remarkable that in 1970 so many drift netmen seemed to favour some restrictions on their own fishing. Of course, our question did not inquire about the sort of restrictions which fishermen wanted to see introduced, and it is possible that those who favoured restrictions were thinking of some form of regulation other than that actually implemented.

The other policies listed in Table 20 did not attract a great deal of support. It is interesting to note that few fishermen thought it important to restrict draft netmen or anglers, and, although they favoured restricting drainage operations, they did not seem to think this policy was important.

When asked for additional suggestions, about 70 per cent of the respondents said they did not have any. Of the thirty per cent who did make suggestions, about one fifth mentioned better protection and about one seventh favoured restricting non-professional fishermen. The others made a wide variety of suggestions, in the main applicable only to their local area.

The broad conclusions which one can draw from these tables seem to be as follows (a) the fishermen are very concerned about the welfare of those fish which reach the rivers, as shown by the frequent mentions of improvement of spawning beds, restocking, protection and control of pollution; and (b) a sizable number see a need for some regulation of drift netting.

Marketing Arrangements. Most of the questions which we asked on the subject of marketing arrangements were not well answered. The proportion of no answers and no opinions was high, and fishermen did not make many suggestions as to how the marketing arrangements could be improved. We therefore refrain from giving detailed tabulations of the answers, and confine ourselves to stating a few overall results.

Table 21 shows the percentages who favoured and opposed certain suggestions, and the order of priority in which the respondents ranked these suggestions. "Setting up a Co-op" was reckoned to be the best suggestion by about one third of the respondents, although about 14 per cent were opposed to this idea. About 67 per cent favoured an increase in the number of buyers, and about 66 per cent wanted more control of dealers who buy illegally caught fish. Eighteen per cent of the fishermen made "other suggestions". About 43 per cent of these suggestions referred to a better or more stable price, about 24 per cent to setting up a cold store, and about 3 per cent each to more careful handling of fish and better collection arrangements. Mention was also made of setting up smoking plants, better market information and a change in the weight which classifies a fish as a grilse rather than a salmon.

TABLE 21: *Percentages of Commercial Fishermen who favoured and opposed certain suggestions about how their marketing arrangements might be improved*

<i>Suggestion</i>	<i>Favour</i>	<i>Oppose</i>	<i>No Answer/ No Opinion</i>	<i>Percentage thinking this the best suggestion</i>
Setting up a co-operative	55.2	14.4	23.1	32.3
Increase in the numbers of buyers	67.3	15.1	15.5	29.0
More control of dealers who buy fish which are illegally caught	65.8	4.0	30.2	21.1
Other suggestions	—	—	—	7.1

About a fifth of the fishermen reported that there was a co-operative in their locality. About half of these, however, were not members. Some gave the distance from their home and their own small scale of operation as reasons why they had not joined. Others (about 40 per cent) said that they had simply "never bothered" to join.

All the fishermen stated that they had a choice of dealers to whom they could sell, most often a choice of two or three dealers. However, about half the fishermen believed that there was collusion between these buyers.

*The Opinions of Operators of Commercial and Angling Waters**

As was mentioned in the introduction above we conducted a survey of operators of commercial and angling waters in addition to our survey of other commercial fishermen. This survey was the source of the information which we gave in previous sections on the holders of fixed engine licences. In this section, we present a summary of the views of the commercial and angling operators, i.e., those who own or rent salmon fisheries either for commercial fishing or angling. The questionnaire used was different from that shown in Appendix B, since it was rather more flexible, and included a number of open-ended questions. As a result, some operators expressed themselves at considerable length. We have not, therefore, given detailed tabulations of their answers and have confined ourselves to trying to convey the general tone of their opinions.

(i) *Quality of Salmon Fishing in 1970.* About two-thirds of the commercial operators thought 1970 was "worse than average" or "very poor", while the remainder thought the season was about average. Thus, the commercial operators were a good deal more pessimistic than the commercial fishermen, of

*The authors would like to acknowledge the very considerable contribution made by Mrs Susan Scott to the collection and analysis of the data on which this section is based.

whom, as we saw above, nearly half felt that 1970 had been average or better. Respondents who operated angling waters were, on the whole, even more disappointed with salmon angling in 1970. Nearly four-fifths thought 1970 was "worse than average" or "very poor". It is interesting that this proportion coincides almost exactly with the percentage of anglers who felt that a "decline" had taken place in salmon angling in 1970. When asked about the reasons for this decline, the operators mentioned excessive drift netting and salmon disease as the main factors responsible. Pollution was also frequently mentioned, especially by operators of angling waters.

(ii) *Suggestions as to Improvement of Salmon Fishing.* The most frequently mentioned policy to improve salmon fishing was the control of pollution. This was particularly popular with angling operators, possibly because they see more of the damage done by pollution since their fisheries are situated in the fresh-water sections of the river. Control of drift netting was also mentioned by a high proportion of the respondents, especially the commercial operators. Re-stocking, removal of obstructions and better protection were also cited. The general feeling of the respondents was that Irish salmon fisheries are seriously threatened and that action is urgently needed to control pollution, curb excessive netting and eliminate poaching.

Asked who should pay for the suggested improvements, most respondents replied that the public authorities should pay any costs involved. However, many respondents added that they would pay their share if other matters were taken care of by the bodies responsible for them. When asked why the improvements had not been undertaken to date, some respondents alleged inaction by the Department, while others mentioned lack of organisation, apathy and lack of funds.

(iii) *Effects of Drainage Schemes.* The effect of drainage projects, especially major arterial schemes, on fisheries is a much disputed question. Some authorities believe that drainage schemes do not have a long-term detrimental effect on fisheries, while others hold the opposite view. We therefore thought it worthwhile to ascertain the views of those operators on whose waters drainage schemes had been carried out. When interpreting the views expressed, one must, of course, take into account that respondents may have felt that the survey would be used to assess compensation. It would thus be in their interest to report detrimental effects. Account should also be taken of the apparent tendency of all those concerned with fisheries to hark back to the "good old days".*

*This is far from being a modern tendency. In 1935, the Commission on Inland Fisheries [5] reported that "the greater number of working fishermen who came before us seemed to be filled with joyous recollection of the past and but few of them were hopeful of the future".

On the whole the respondents felt that the effects of drainage schemes on their fisheries had been very bad. Most of them thought the fishery would never recover, although some thought it would recover, or could recover if certain steps were taken, such as replacement of gravel, massive re-stocking, etc.

Two types of detrimental effect were mentioned. On the one hand, operators felt that the drainage scheme injured stocks and spawning capacity. Spawning beds were reported to have been destroyed and not replaced; water levels were lowered and run-off speed increased so that fish could not reach the spawning beds; and silt was said to have blocked channels, covered gravel and even killed fish. On the other hand, angling operators felt that a severe deterioration had occurred in the quality of angling, quite apart from the question of stocks. Boulders had been extracted from the river, so removing salmon "lies", loose banks were reported to be dangerous and uncomfortable to fish from, as were the very high banks which resulted from the drainage scheme; and quick run-off with consequent low water levels made for unsuccessful angling.

While keeping in mind that the above views are those of a group with a vested interest in salmon fishing, the great concern expressed by the operators at the detrimental effects of drainage schemes would seem to us to warrant a realistic, scientific assessment of the effects which drainage schemes have on fisheries. Account should be taken not only of the short and long-term effects on fish stocks, but also of the ease and comfort with which a river can be fished after drainage.

TRENDS IN SALMON CATCH, 1952-72

IN order to put the data given above in their proper context, it is necessary to look at the trends over time in total salmon catch and in catch by the various types of licence. There are two major sources of information on salmon catch.

- (1) The Reports on Sea and Inland Fisheries mentioned above which are published annually by the Department of Agriculture and Fisheries, and
- (2) the export statistics, published monthly by the Central Statistics Office, which give the volume and value of all salmon exported from the Twenty-six Counties.

The two sets of figures are not completely comparable since the export statistics include fish landed in the Twenty-six Counties but caught in the waters controlled by the Foyle Fisheries Commission, while the Sea and Inland Fisheries Reports exclude such fish. An attempt was therefore made to estimate the amount of exports which originate from waters in the Republic. It was estimated* that about 70 per cent of salmon caught in the Foyle District are bought by dealers in the Republic, and it was assumed that 5 per cent are consumed in the Republic. The Irish export statistics were therefore adjusted by subtracting from them 65 per cent of the catch in the Foyle District. It is these adjusted export figures which are used throughout the rest of this paper. Details of the calculations involved are shown in Table A4 of Appendix A. It should also be noted that the export figures given include an allowance for exports of smoked salmon, which have increased markedly in recent years. On the assumption that a smoked fish weighs about two-thirds of its original weight, the exports of smoked salmon, as published in the Trade Statistics of Ireland, were multiplied by 1.5 and added to the exports of fresh fish in order to give a figure for total exports in each year.

Total Commercial Catch, 1952-72

Figure 1 and Table A4 of the Appendix show total commercial catch, as published in the Reports on the Sea and Inland Fisheries, and an estimate of total exports originating in the Republic, derived in the manner described above. Up to 1961 there was little appreciable difference between the export figures and the published catch figures. Indeed, in some years, such as 1952,

*On the basis of personal communications with the secretary of the Foyle Fisheries Commission and with Fisheries Division, Department of Agriculture and Fisheries, Dublin.

1955 and 1956, estimated exports are greater than total catch. This does not seem realistic, since it would imply that home consumption of salmon was negligible up to 1961, but that it then soared to reach about 37 per cent of the total catch by 1972. It is remarkable that after 1969, when the system of collecting the catch data was improved, the gap between exports and published catch widened sharply, from a difference of 594,000 lb in 1968 to 1,390,000 lb in 1969. A sudden increase of this magnitude in home consumption is most implausible, and it therefore seems reasonable to conclude that the official catch figures understate the true catch for the years prior to 1969.

An attempt was made to obtain more realistic estimates of total catch, and two such estimates are shown in Figure 1 and given in tabular form in Table A4. In the case of both estimates the export figures were taken to be correct, as were the published catch figures for the period 1969-72. The difference between the estimates arises from different assumptions made about the magnitude of home consumption. The "high" estimate was obtained by assuming that home consumption amounted to the same proportion of total catch in each year as it did in the period 1969-72. The "low" estimate was derived by assuming that home consumption rose from 25 per cent of the total catch in 1952 to 37.3 per cent in 1972 at a constant proportionate rate. The true figure probably lies between these two estimates since it is generally believed that home consumption of salmon has increased in recent years,* but an increase of about 50 per cent in home consumption may be thought slightly too large. Throughout the rest of this paper we have accepted the "low" estimate, but most of our conclusions would emerge even more strikingly if the "high" estimate were taken.

As may be seen from Figure 1, estimated catch, exports and published catch all follow the same general pattern. Total catch seems to have shown an overall decline until 1961, although there was a moderate upswing in 1956 and 1957. In 1962, catches were exceptionally good, both in Ireland and elsewhere in Europe. Went [6] is of the opinion that this depressed prices and resulted in increased home consumption. Our "estimated catch" figure, being based on exports, may therefore understate the true catch for 1962. The Irish catch in 1963 was again very high, but the catch in other countries was not exceptional. Hence, exports in 1963 were considerably greater than in 1962. After 1963, total estimated catch fell to a trough of about 2.2 m. lb in 1966, after which it rose more or less continuously to reach a record level of 3.5 m. lb in 1972. This expansion stems mainly from increased numbers of fishermen rather than from improved catches per licence. Numbers of licences issued are discussed more fully below, but it may be worthwhile to point out here that the total number of commercial salmon licences issued rose from 1,272 in 1963 to

*See [6].

2,222 in 1972. By 1972, total catch exceeded its 1963 level, although it was, of course, being shared among a far larger number of fishermen.

Attempts were made by means of regression analysis to investigate the effects on total catch of such factors as rainfall, numbers of fishermen, etc., and to find possible cycles, but in general these did not prove very satisfactory and the results are not presented.

Exports

As was mentioned above, the total quantity of exports follows the same general pattern as the official figures for total catch. Average annual export prices are illustrated in Figure 2 and shown in tabular form in Table A5. In order to allow for the effects of changes in the overall price level, these figures are also shown deflated by the Wholesale Price Index (Food Items), as published in the Irish Statistical Bulletin.

Figure 2 shows that annual average prices, in current terms, remained fairly constant until about 1968, after which a sharp rise took place. However, the deflated figures indicate that this rise in price is due to a general rise in food prices, and that salmon has not become dearer relative to other food items. In fact, the trend in the deflated price was generally *downward* until 1968. If we had used the overall Consumer Price Index rather than the Wholesale Price Index for food, this downward trend would have been even more marked.

If Figure 2 is compared with Figure 1, it will be seen that fluctuations in price around its long-run trend usually correspond to fluctuations in total catch. In years when catches are high, price tends to fall and vice versa. To put this point more precisely, there is a significant negative correlation of -0.59 between the quantity of salmon exported and the (deflated) export price. Export price is also probably influenced by salmon catches in other countries, but attempts to incorporate data on sales of Scotch salmon (Ireland's main competitor) into an equation explaining Irish export price were not successful.

In addition to export prices, Table A5 gives the catch prices (i.e., the price received by the fisherman) as obtained from the Sea and Inland Fisheries Reports. There is a close relationship between the two sets of prices, the correlation co-efficient between undeflated catch price and undeflated export price being 0.91 . Over the whole period, the average difference between the catch price and the export price is about $9.2p$, and this is presumably an estimate of the dealers' and exporters' mark-up. It was fairly stable in most years but fell as low as $6p$ in 1952, 1957 and 1959 and reached $18p$ in 1969. When expressed as a percentage of catch price, it varied between 20 and 28 per cent in the years 1952 to 1959, after that date it reached a new level, going from 31.5 per cent in 1960 to 54.5 per cent in 1969. It fell again, however, to 25 per

**Fig. 1 TOTAL COMMERCIAL CATCH AND EXPORTS
(EXCLUDING FOYLE), 1952-72.**

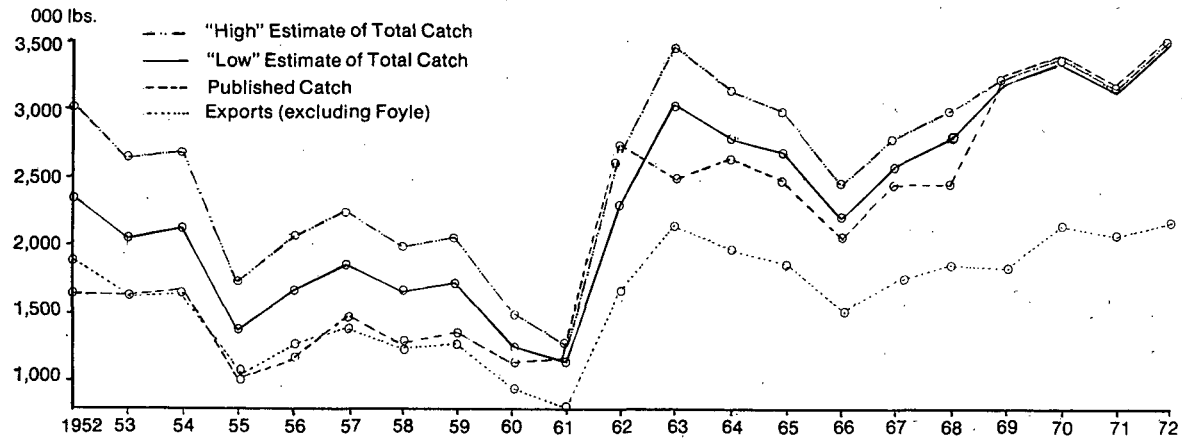
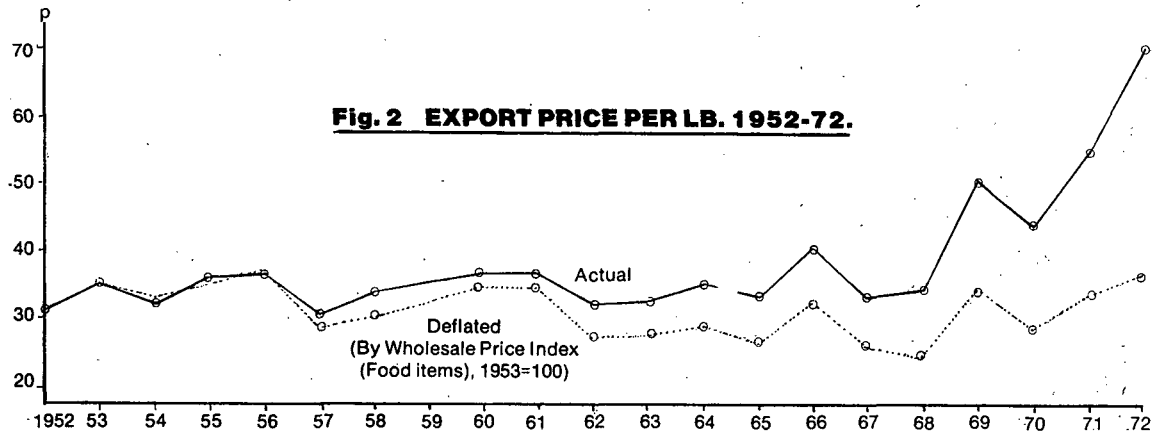


Fig. 2 EXPORT PRICE PER LB. 1952-72.



cent in 1970 and to 19.5 per cent in 1972. A possible explanation for this decline may be the expansion of fishermen's co-operatives in recent years.

We next consider the *seasonal* pattern of exports which is shown in Figure 3 and Table A6. The quantity figures exhibit a broadly similar pattern in each of the periods examined; exports remain low till about May, there is a very pronounced peak in July and the quantity exported is low from August until the end of the year. Despite the overall similarity in the pattern, however, there are some interesting differences between the earlier and later years. In the first place, the quantities of fish exported before May have, in general, been lower in the later years while the quantities exported after May have been higher. This reflects the decline in spring fish and the increase in the catch of grilse, documented by Went and Twomey in [4]. Secondly, the data for 1968-72 show the increasing importance of deep-freezing in the salmon industry. Unlike any previous period, the years 1968-72 saw appreciable quantities of salmon being exported during the close season, i.e. after September. It seems likely that the pattern of exports will be further modified in the years ahead as larger numbers of fish are deep-frozen.

When we examine the seasonal pattern of prices, we find, as might be expected from the seasonal pattern of quantities, that price is, generally speaking, high until about April or May, after which it falls sharply. A slight recovery tends to take place after August. The effect of the increasing use of deep-freeze facilities is evident from the data for 1968-72 when prices actually rose between January and May, presumably reflecting the gradual exhaustion of stocks of fish from the previous season. It should be borne in mind when interpreting these figures that until spring 1950 price control was in effect in Britain, our major export market. This explains why price remains constant at 31p until May in the earliest period shown.

Total Catch by the Different Types of Engine

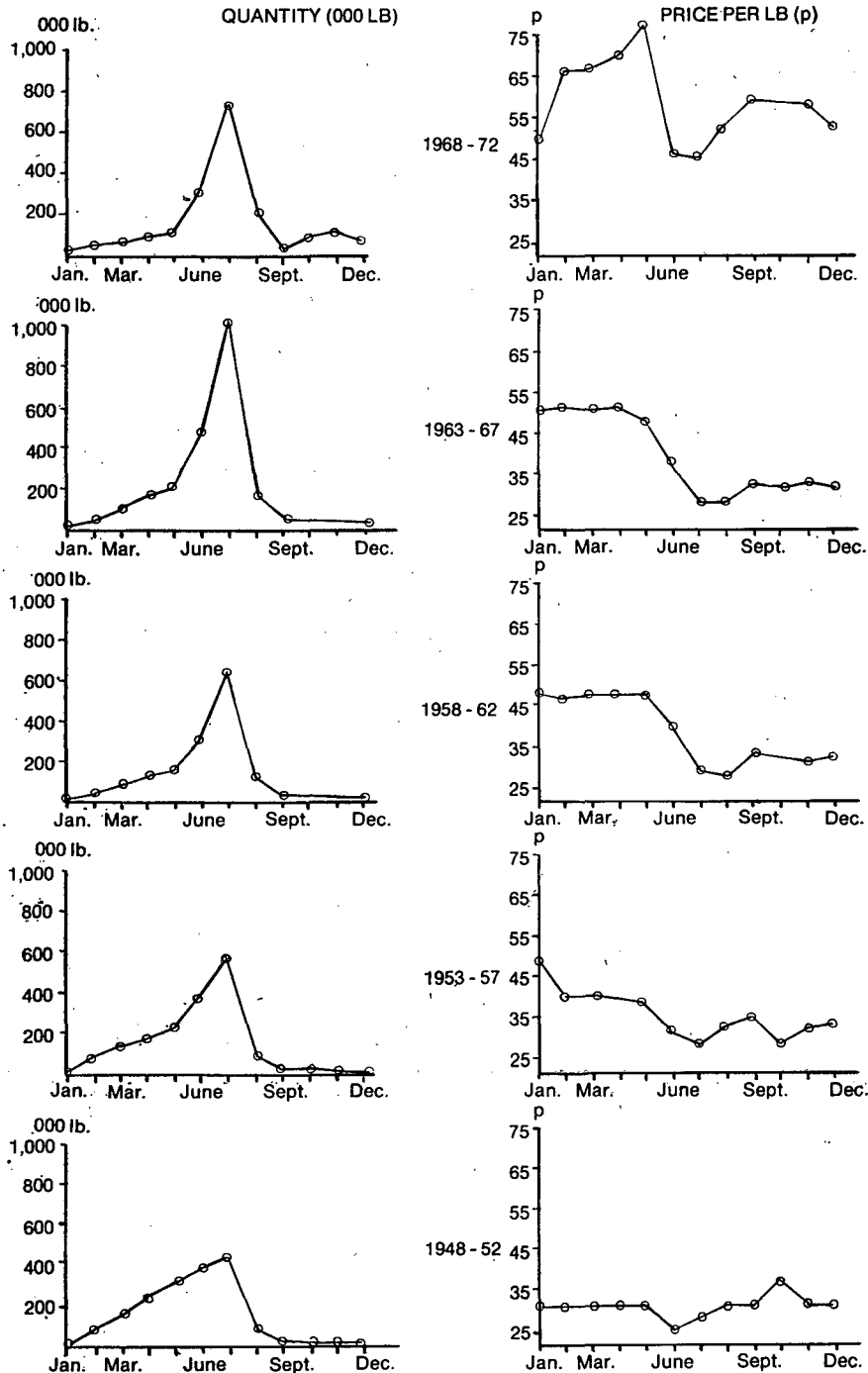
Figure 4 and Table A7 show total commercial catch by the various engines in the years 1952-72. For the years after 1968, these figures are identical with the catch data published in the Sea and Inland Fisheries Reports. The data for earlier years were obtained by dividing the "low" estimate of total commercial catch, derived in the manner described in the previous section, on a proportionate basis. The proportions used were the proportions of total published catch caught by the various engines, as shown by the official figures.

Probably the most remarkable feature of Figure 4 is the very pronounced rise in the drift net catch. From being about 660,000 lb (26 per cent of total catch) in 1952, it fell to 219,000 lb (18.9 per cent of total) in 1961. It then rose sharply until in 1972 it amounted to 2,347,000 lb (67 per cent of total catch). Draft net catch fluctuated around an average of about 1.1 m. lb until 1960

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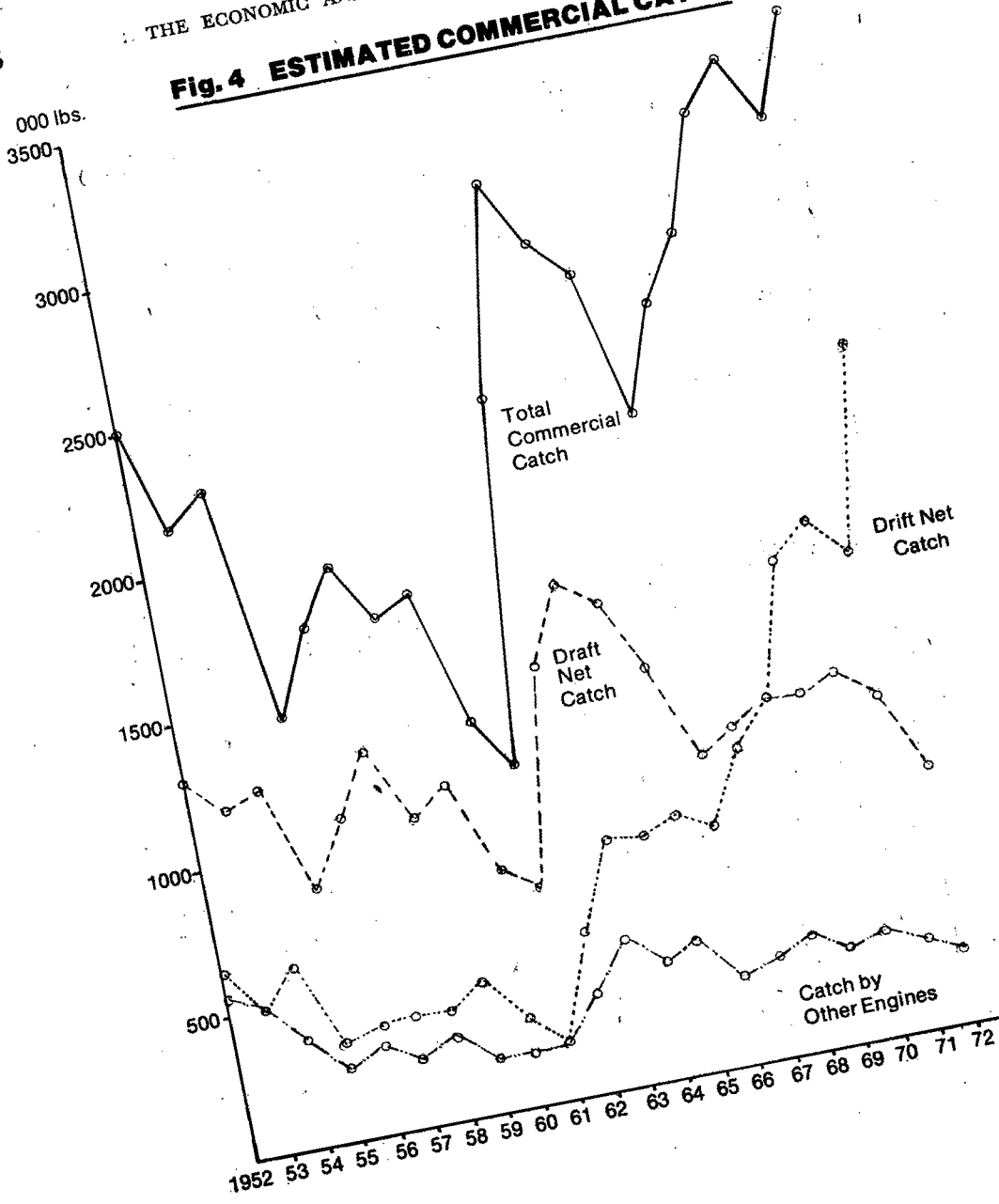
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Fig. 3 Five-year averages (1948-1972) of Quantity of Salmon Exported (in 000 lbs.) in each month and monthly export price.



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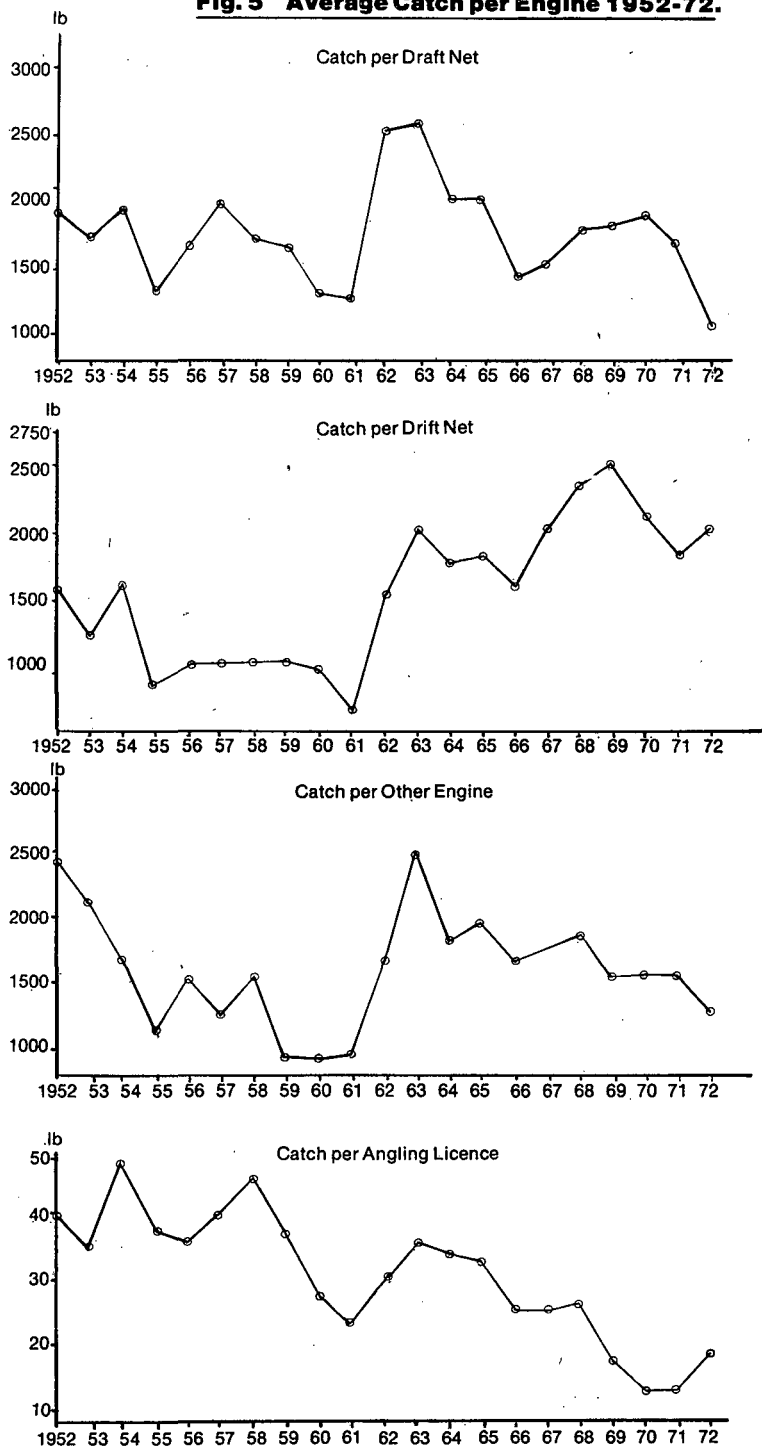
Fig. 4 ESTIMATED COMMERCIAL CATCH



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Fig. 5 Average Catch per Engine 1952-72.



when it fell to 823,000 lb. It fell further in 1961 to 743,000 lb after which it rose dramatically in 1962 and still further in 1963. Thereafter, it fell to 1,069,000 in 1966, after which it rose slightly to 1,261,000 in 1970, and then fell to 900,000 lb or about 26 per cent of total catch in 1972. Catch by "other engines" (i.e. snap nets, fixed engines, etc.) fell from 564,000 in 1952 to 193,000 lb in 1961, after which it rose to 515,000 in 1963. Thereafter, it declined until 1972 when it stood at 255,000 lb.

It is interesting to note that until about 1963 the three curves seemed to be moving more or less in step, which suggests that they were not competing with each other to a significant extent. After 1963, however, drift net catch continued to rise while catch by all other engines fell, suggesting that some element of competition had been introduced. The question of competition between different types of net is further explored below.

Catch per Licence

Figure 5 and Table A8 show average catch by the different types of licence in the years 1952-72. These figures are, like those in Table A7, based on the estimated commercial catch, and not on the catch figures published in the Sea and Inland Fisheries Reports. As can be seen from Figure 5, catch per draft net rose from 1,906 lb in 1952 to 1,978 lb in 1957, after which there was a continuous decline until it reached a trough of 1,262 lb in 1961. In 1962 and '63 catch per draft net was remarkably high, but thereafter it experienced an overall decline until it reached its lowest point (about 1,041 lb) in 1972. Catch per drift net was also very low in 1961, but showed a considerable improvement in 1962 and 1963. However, after 1962 the similarity with catch per draft net ends, since the improved catch per licence first reached in 1962-63 has been more or less sustained, despite some fluctuations. The improvement in catch per drift net is no doubt due to the considerable numbers of larger and more efficient trawler-type boats which have begun drift-netting in recent years. Catch per other engine has a broadly similar pattern to that of catch per draft net: low catches in the years 1959-61, followed by a sharp peak in 1962-63 and a continuous decline thereafter. For purposes of comparison, Figure 5 also includes catch per angling licence. Again, we find a trough in 1961, an improvement in 1962-63 and a steady decline thereafter.

Regression Results

Probably the most noteworthy feature of the above diagrams is the overall decline in catch per licence experienced by all except drift nets since 1963. A sustained trend like this one is unlikely to be due to random fluctuations such as the vagaries of weather or other natural causes. In order to arrive at a more systematic explanation, a series of regression equations was run incorporating

such factors as competition between the different types of net, rainfall, salmon disease, Greenland netting, spawning escapement, cycles, etc. The results from using many of these variables were disappointing, probably because the measures used were inadequate. For instance, we attempted to estimate the effect of rainfall on catch by means of a global figure for rainfall for the country as a whole, derived from the meteorological data in the Statistical Abstract. Clearly, such a measure has grave defects, since it does not take account of the *distribution* of rainfall over the country, nor over the year. In many other cases our measures were, of necessity, equally defective, and perhaps it is not surprising that some of the variables did not perform well. It is also true, of course, that fluctuations in runs and catches are inherently difficult to explain, since they are natural phenomena subject to all sorts of random influences, many of which are unknown or at least unobservable.

However, several satisfactory equations did emerge and these are presented below. The first equation to be dealt with is that explaining catch by draft nets. Despite considerable experimentation with a large number of fairly plausible independent variables, no fully satisfactory equation emerged for the full period. This is, however, probably no more than a reflection of the fact, noted in the above comments on Figure 5, that in the early 'sixties new factors began to influence catch by draft nets. It therefore seemed appropriate to run two separate equations, one for the period up to 1962, and one for the post-1962 period. As was mentioned above, runs of fish were exceptional in 1962 and 1963. It was therefore thought advisable to include a dummy variable for these years in each equation. The best of the equations for the 1952-62 period was:

(*t*-values are given in parenthesis)

$$DA_t = 570.13 + 1.18DI_t + 259.56E_t$$

(4.34) (4.01) (1.92)

$$\bar{R}^2 = 0.71 \quad F\text{-value} = 13.08 \quad D.W. = 1.55$$

DA_t = Total draft net catch (000 lb) in year *t*

DI_t = Total drift net catch (000 lb) in year *t*

E_t = Dummy variable = 1 in 1962
= 0 elsewhere.

Thus, for this period, there seems to have been a positive relationship between catch by draft nets and total drift net catch. In other words, the two variables rose and fell together, both of them probably being determined by the size of

the run of fish. For the post-1962 period, however, the picture is quite different. The best of the equations to emerge for this period was

$$DA_t = 1558.5 - 0.24DI_t + 395.3E_t$$

(8.89) (2.01) (2.00)

$$\bar{R}^2 = 0.52 \quad F\text{-value} = 5.8 \quad D.W. = 1.48$$

where E_t = Dummy variable = 1 in 1963
= 0 elsewhere

and all the symbols have the meanings assigned to them earlier. It is clear that in this period there is a significant *negative* relationship between total catch by draft nets and total drift net catch. This seems to imply that when drift netting expanded beyond a certain point, it began to compete with draft netting so producing a negative relationship between the two variables.*

The relationship uncovered by the regressions may be noted in Figure 5. Up to 1963, the two lines representing total draft net catch and total drift net catch move in phase; after this point, total draft net catch falls while total drift net catch rises. It seems reasonable to conclude that this is a cause and effect relationship.

Apart from a time trend, none of the variables which we tried proved useful in explaining catch per drift net. The trend was positive, ($r = 0.61$), and is presumably due to the increasing proportion of large trawler-type boats engaged in drift-netting.

Catch by other engines refers to catch by snap nets, loop nets and fixed engines. Figure 5 above showed that this variable displays a broadly similar pattern to that of catch by draft nets—it fluctuated around a fairly stable mean until the early 'sixties after which a decline took place. Separate regressions were again calculated for the period 1952-62 and 1963-72. These confirmed the impression gained from Figure 5 that in the early 'sixties a substantial shift occurred in the relationship between catch by other engines and total drift net catch. The regression for the period 1952-62 was:

$$O_t = 9.83 + 0.70DI_t$$

(0.11) (3.68)

$$\bar{R}^2 = 0.57 \quad F\text{-value} = 13.53 \quad D.W. = 1.80$$

where O_t is total catch by other engines (in 000 lb) and the other symbols have the meanings assigned above. Though the coefficient of determination (\bar{R}^2) is rather low, we find a significant positive relationship between catch by other

*A rigorous test of the significance of the change in the underlying relationship is provided by the Chow test [7]. When applied to the present data, the Chow test gives an F-value of 7.20, which is significant at the 99 per cent level. This implies that there was a substantial change in the factors determining the level of draft net catch in the two periods.

engines and total drift net catch suggesting that during the period under review the magnitudes of both these variables were determined basically by the run of fish and that they did not influence each other to any marked extent.

The best equation for the post-1962 period was

$$O_t = 515.29 - 0.11DI_t$$

(12.17) (3.51)

$$\bar{R}^2 = 0.56 \quad F\text{-value} = 12.34 \quad D.W. = 2.28$$

In this equation the highly significant negative coefficient for DI should be noted, implying that catch by other types of licence has fallen as drift net catch has risen. As was the case with catch by draft nets, we therefore have evidence of a shift in the underlying relationship.*

Although the level of significance of the relationships is rather low, it still seems reasonable to suggest that catches by one type of licence holder began to affect other fishermen's catches in the early 'sixties, and that this effect has become more marked over time. If this conclusion is valid, then it follows that the allocation of salmon licences is an extremely important question, since the granting or withholding of certain types of licence will not only affect the individuals concerned, but will also determine the level of other fishermen's catches and income. In fact, the whole issue boils down to the simple point that the salmon stock is limited and that rational decisions must be made on how to divide this stock between regions and individuals. The number and distribution of licences issued is therefore discussed in the next section.

Number of Licences Issued

Table Ag shows the numbers of various types of licence issued in the years 1952-1972. The number of draft nets remained fairly constant at about 600 to 700, falling to 589 in 1961 and rising to 813 in 1964, and to over 700 in 1966 and 1967. The highest number of draft net licences ever issued was in 1972, when 864 licences were issued. The number of drift nets shows a steady decline from 415 in 1952 to 318 in 1960 followed by a sustained rise from 319 in 1961 to 1,156 in 1972. The number of snap net licences fluctuated around 130 to 150, the lowest number (125) being issued in 1957 and the highest (153) in 1970. An average of about 30 loop nets were licensed in each year, and an average of about 50 fixed engines. Thus, the overall picture is of a considerable increase in drift nets with the numbers of other types remaining pretty static. The question therefore arises as to whether the former should be curtailed and if so the extent of the curtailment. This and other issues are discussed in the next section.

*Applying the Chow test (*op. cit.*) to the data gives an F-value of 14.80, significant at the 99 per cent level.

IRISH SALMON FISHING: AN OVERVIEW

HAVING completed our study of Irish salmon and sea-trout fishing, by both anglers and netmen, we now attempt to draw the various threads together and assess the total "value" (in the broadest sense) to the community of having and maintaining a thriving salmon fishing industry. To do this, we consider the income and exports which the industry generates and the employment and recreation which it provides. We then go on to discuss the various factors which could potentially cause a decline in stocks and a diminution in the value of salmon fishing.

The "Value" of Irish Salmon Fishing

The "value" of an industry is not a clearly defined concept. Several quite different definitions can be advanced, depending on the purpose of the evaluation. Gross output is one possible definition, i.e. the total value of all sales by the industry. Sales by the salmon fishing industry involve three basic components: sales of angling services to foreign visitors; sales of angling services to Irish anglers and sales of salmon by commercial fishermen. Estimates of these components are shown in Table 22, broken down by fishery district. This table shows that, for the country as a whole, expenditure on salmon fishing by out-of-state visitors amounted to about £533,000, expenditure by Irish anglers to £326,000 and sales of salmon by commercial fishermen to £1,199,000, giving a total gross output of the salmon fishing industry of £2,058,000 in 1970.

The figures for gross output in Table 22 reveal that, from a financial point of view, angling compares favourably with commercial fishing. Forty-two per cent of gross output arises from angling, while 58 per cent arises from commercial fishing. Some people are inclined to dismiss angling as a "mere recreation", of no real economic significance but the above figures show this opinion to be inaccurate.

These figures also indicate the relative importance of angling and commercial fishing in the different districts. Dublin, Wexford, Kerry and Galway/Connemara/Ballinakill seem to benefit more from angling, while Waterford, Lismore, Limerick, Sligo/Ballyshannon and Letterkenny earn significantly more from commercial fishing. In general, there seems to be a tendency for the popular holiday areas of the West and South-West to benefit most from angling, while other areas rely mainly on commercial catch.

Another definition of the "value" of an industry is the "net output" or value added by the industry. This involves subtracting from the gross output of the

TABLE 22: Gross Output and Net Output (Value Added) by the Salmon Fishing Industry, Classified by Fishery District

Fishery District	Out of State Visitors			Irish Anglers			Commercial Fishermen			Total Industry	
	Gross Output= Total Expenditure	Import Content	Net Output	Gross Output= Total Expenditure	Import Content	Net Output	Gross Output= Total Value of Catch	Import Content	Net Output	Gross Output	Net Output
						£000					
Dublin	19.7	4.8	14.9	21.1	5.6	15.5	2.6	0.4	2.2	43.4	32.6
Wexford	14.4	3.5	10.9	9.5	2.5	7.0	10.3	1.4	8.9	34.2	26.8
Waterford	17.8	4.4	13.4	24.9	6.7	18.2	208.4	28.5	179.9	251.1	211.5
Lismore	27.5	6.8	20.7	13.0	3.5	9.5	118.8	16.3	102.5	159.3	132.7
Cork	19.9	4.9	15.0	24.2	6.5	17.7	51.4	7.0	44.4	95.5	77.1
Kerry	133.8	32.9	100.9	30.3	8.1	22.2	114.4	15.6	98.7	278.5	221.8
Limerick	14.5	3.6	10.9	49.7	13.3	36.4	132.7	18.1	114.5	196.9	161.8
Galway/Connemara/ Ballinakill	116.7	28.7	88.0	47.8	12.8	35.0	31.8	4.4	27.4	196.3	150.4
Bangor/Ballina	71.5	17.6	53.9	47.0	12.6	34.4	166.1	22.7	143.3	284.6	231.6
Sligo/Ballyshannon	20.0	4.9	15.1	17.2	4.6	12.6	118.2	16.2	102.0	155.4	129.7
Letterkenny	67.6	16.6	51.0	25.5	6.8	18.7	204.9	28.0	176.8	298.0	246.5
Drogheda/Dundalk	10.0	2.5	7.5	14.5	3.9	10.6	39.0	5.3	33.7	63.5	51.8
Unknown				1.5	0.4	1.1				1.5	1.1
Total	533.4	131.2	402.2	326.2	87.3	238.9	1,198.5	164.0	1,034.5	2,058.2	1,675.5

industry all the costs incurred in producing the goods or service in question. From the point of view of the individual firm such costs are simply its total expenditure on non-labour inputs such as raw materials, transport, etc. From the point of view of the economy as a whole, however, it is only the import content of these costs that should be subtracted since the domestic content represents net output (or value added) by the Irish economy.

In order to estimate the net output of salmon fishing it was assumed (i) that the average import content of visiting anglers' expenditure was the same as that of other tourists' (24.60 per cent*), (ii) that the average import content of Irish anglers' expenditure was equal to that of personal expenditure in Ireland (26.76 per cent*) and (iii) that the average import content of commercial salmon output was equal to the average import content of all exports from the fishing industry (13.68 per cent*). The import contents were calculated on this basis and deducted from gross outputs to give a net output of £402,000 for sales to visiting anglers; of £239,000 for sales to Irish anglers and of £1,035,000 for sales of salmon by commercial fishermen. Thus, the total net output or value added by salmon fishing in 1970 is estimated at £1,676,000.

In our two previous papers [1, 2] the concept of a "multiplied" value† and the difficulties associated with its use were discussed. In particular, it was emphasised that the multiplied values cannot be taken to measure benefits in a welfare sense. It was explained in [2] that the conditions for the application of a multiplier were met by the expenditure of the visiting anglers, but that a multiplier could not be applied to the Irish anglers' expenditure. In the case of receipts from commercial fishing, the conditions for the application of the multiplier, which were outlined in [2], seem to be met, since the regions where salmon fishing is practised tend to have high unemployment rates and few alternative forms of economic activity.

Assuming that it is appropriate to apply the multiplier of 1.6 to the total receipts of commercial fishermen, it is estimated that the multiplied value of commercial salmon fishing in 1970 amounted to £1.91m. The multiplied value of visiting anglers' expenditure as given in (1) is £829,000.‡ Adding these to the unmultiplied value of home anglers' expenditure (i.e. £326,000) gives an estimate of £3.1 m. for the total value of all activity, direct and indirect, generated by the Irish salmon fishing industry in 1970.

A different criterion of the value of salmon fishing to the State is its export earnings. These are shown in Table 23. In 1970, export earnings from angling

*See [8].

†The basic idea of a multiplied value is that each pound of income from salmon fishing generates further rounds of expenditure (income). Both the initial income and that arising in subsequent rounds is thus attributable to salmon fishing.

‡This includes adjustments for travel expenditure, payments to foreign travel firms and expenditure on non-angling visits.

(i.e. expenditure by out-of-state salmon anglers in Ireland) amounted to about £530,000, while exports of salmon were estimated at about £1.1 m. Thus the relative merits of angling as against commercial fishing are not quite so pronounced on this criterion as they were on the basis of gross output. However, account should be taken of the fact that, in addition to its export earnings, angling helps to redistribute income within Ireland in a socially desirable way, since urban Irish anglers visit the more depressed regions in pursuit of their sport.

Yet another way of evaluating the benefits from salmon fishing is on the basis of employment. We saw above that about 5,300 people are engaged in commercial salmon fishing and, on average, they spend about 12 weeks each year salmon fishing. Many of them are unemployed or under-employed at other times, so that this fishing forms quite an important part of their livelihood. It has been estimated that those salmon fishermen who experienced some

TABLE 23: *Value of Total Exports of Salmon, 1952-72*

Year	Total Fresh (a)	Total Smoked (b)	Originating in Foyle Area* (c)	Originating in Republic (d) = (a) + (b) - (c)
		£000		
1952	638.4	—	39.9	598.8
1953	666.1	—	88.8	577.3
1954	635.6	—	93.2	542.4
1955	451.9	—	64.7	387.2
1956	557.0	—	110.2	466.8
1957	534.0	—	109.4	424.6
1958	533.6	13.4	114.6	432.4
1959	547.1	12.6	92.4	467.3
1960	474.3	13.3	111.4	376.2
1961	393.0	15.2	81.0	327.2
1962	658.4	14.6	144.5	528.5
1963	822.5	24.9	153.9	693.5
1964	901.7	31.5	204.4	728.8
1965	723.8	35.6	104.3	655.1
1966	782.3	31.3	170.2	643.4
1967	752.1	32.9	174.6	610.4
1968	755.3	53.3	124.4	684.2
1969	1,087.0	85.0	168.6	1,003.4
1970	1,100.0	117.2	155.3	1,061.9
1971	1,283.0	78.8	146.4	1,215.4
1972	1,693.0	69.0	172.6	1,589.4

Sources: See Table A4 (i).

*See Table A4 (i) for method of calculation.

unemployment received about the same amount from the sale of salmon as they did from the State in the form of unemployment benefits (i.e. £300,000 from each source spread over 1,700 people). It was not possible to estimate accurately the employment content of the angling side of salmon fishing, but if we assume that it is proportional to total expenditure by all anglers then a very rough estimate would be about 3,800 persons, again employed for about 12 weeks each.

All the definitions of "value" which have been examined so far concentrate on the more quantifiable aspects of the concept—output, income, exports, etc. They do not reflect the full "amenity value" in the Clawson or Hotelling sense [see 2] nor do they take account of externalities such as the benefits which may manifest themselves in capitalised form near recreational facilities. Despite some efforts to estimate such "amenity values", we found, as explained in [2], that, for various practical reasons, we had to confine ourselves to the more easily quantifiable definitions.

Even on the basis of these definitions, however, salmon fishing was found to be an important national asset. It generates £2–3 m. in income, creates employment in regions which are relatively depressed and provides about £1.6 m. in export earnings. Its output has a low import content, so that its relative contribution to the economy is greater than that of many industries with much larger turnover.

Over and above the present value of the industry, account should also be taken of the potential value. Given the dearth of salmon elsewhere, together with increasing incomes and leisure, a growing demand for both commercially caught salmon and for salmon angling can be envisaged in the years ahead. Hence, if our salmon stocks can be maintained or expanded, the value of the Irish salmon fishing industry should increase considerably in the future.

Dangers to Stocks

The vital question thus seems to be how we can best safeguard our salmon stocks. In order to understand the issues involved, it is convenient to think of the catches of Irish salmon according to the "exploitation sequence", illustrated in Fig. 6.

The first fishermen to catch adult Irish salmon are the deep-sea netmen off Greenland and elsewhere, who catch the fish on the feeding grounds. Irish open-sea drift netmen are next, operating mainly off the north and north-west coast. Then it is the turn of the draft, snap and loop netmen, and the inshore drifters. Fixed engines next take their toll, and anglers try their luck with the remaining fish which ascend the rivers. Those fish which survive constitute the breeding stock, when allowance is made for the effects of natural predators and poachers.

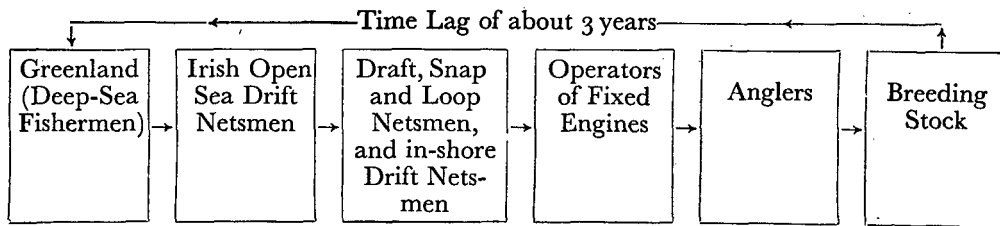


FIG. 6: The "Exploitation Sequence": Arrows indicate the effects of each type of fisherman.

It is also useful to remember that there is probably a maximum capacity for the production of Irish salmon, determined basically by the extent of spawning and nursery areas in the streams. Clearly, this capacity will vary from year to year depending on weather, drainage operations, pollution, etc., but for simplicity, let us assume it has some fixed average value in the long run. There will, therefore, be a fixed quantity of salmon which it is necessary to allow up to spawn in order to sustain the maximum average production. In addition, there will be a surplus or "crop" of fish which it is possible to catch without diminishing the stocks in the long run. If total catch by all methods is below this crop, it is possible to expand catch by one or more methods without causing a long-term decline in stocks. However, if total catch exceeds the crop, catches by fishermen further down the exploitation sequence will be affected, and total stocks will begin to decline.

Many of the anglers and the commercial fishermen that we interviewed expressed concern about the dangers which beset our salmon stocks. Excessive exploitation by one means or another was probably the single most frequently mentioned danger. However, the different groups of fishermen had, predictably, different views about how much each type of fisherman should be allowed to catch. This issue is discussed below, but before going on to it, we should mention some of the other dangers to stocks which were agreed to be of vital importance by both anglers and netsmen.

Almost every fisherman we interviewed mentioned care of the spawning fish as an urgent priority. Many policies were suggested, but among those most frequently cited were: elimination and prevention of pollution; more careful protection of the spawning fish; improvement of the spawning beds; restocking and the prevention of poaching. Most anglers and netsmen felt that, if our salmon stocks and the income and jobs which they provide are not to meet the fate of the salmon in other European countries, such measures must be implemented.

We now come to the question of exploitation, i.e. from the point of view of the community as a whole, what is the most rational way in which to utilise

our salmon resource? We consider the claims of the various types of fishermen in the order in which they appear in the exploitation sequence in Fig. 6.

Many of the fishermen mentioned excessive netting off Greenland as a major problem. An international agreement designed to limit the Greenland catch to about half of its previous level by 1976 has been signed since our survey was carried out. If its provisions can be adequately enforced, it should help to safeguard future stocks from excessive exploitation on the feeding grounds.

Drift nets are next in the exploitation sequence. The numbers of this type of net have expanded very rapidly in recent years, while the numbers of other types of engine have remained fairly constant. Catch per angler has shown a pronounced decline since 1963,* and catch per draft net also seems to have declined somewhat. Thus, some limitation on the number of drift net licences issued was appropriate and the Ministerial orders of 1972, 1973 and 1974 stabilised the numbers of draft nets at a level about three times that prevailing in the early 'sixties.

Many of the anglers and commercial fishermen that we interviewed felt that the number of drift net licences issued in 1970 (817) was excessive. They would be presumably even more concerned by the number issued in 1972, namely 1,156. The question then arises of how much validity these views have. The answer seems to hinge on two issues. The first is the determination of the maximum sustainable crop. Essentially, what is required is a (very rough) assessment of the spawning capacity of Irish rivers, combined with adequate monitoring of runs of fish. Such steps are an essential prerequisite for rational management of our salmon stock, since they will provide an estimate of the maximum sustainable crop and the size of the runs. If exploitation is above this maximum, then catches must be curbed or the salmon will disappear. Valuable information on these topics is already being obtained by the Salmon Research Trust on an individual river system. However, for the purposes of national policy, information, no matter how crude, on a wide variety of systems is also required, and steps should now be taken to begin the collection of such data.

If exploitation is at or near the maximum sustainable level, the number of licences of various type issued will determine how the benefits from salmon fishing are divided among various groups of fishermen. The second vital issue is therefore the question of how best, from the point of view of the whole community, to divide the salmon crop between the various groups.

Let us consider first of all the potential conflict between the interests of drift and other (mainly draft) netmen. The number of licences issued to drift netmen will fundamentally affect the catch by the others. It might be argued that

*It must be remembered that Salmon Disease (U.D.N.) which began to affect Irish rivers in 1964 has also had an effect on catch per angler.

preference should be given to that group which is most in need, that is, has the highest unemployment rate or the fewest alternative occupations. However, from the data given above, there seems to be little difference between drift and other netsmen on these points. Thus, the two groups should be given an equal chance to catch salmon. This may mean limiting drift netting more than other netting, since drift nets are the first in the exploitation sequence.

The relative merits of angling versus all commercial fishermen are also difficult to assess. As was shown above, angling is far from being a mere hobby; it is a valuable source of income, employment and export earnings. However, this case must not be overstated. Over-zealous advocates of angling sometimes do this by quoting the value of a salmon to a commercial fisherman as being, perhaps, £2, while to a foreign angler the same fish is worth over £100 (in the sense that the total expenditure by all foreign anglers divided by their catch gives an average of over £100). The fallacy in this argument is in its implications rather than its facts, for it implies that if one more salmon is let up the river, an extra £100 will be spent by anglers.

Let us assume that commercial catch is at or below the maximum sustainable, and that commercial netting is restricted so that 1,000 salmon are allowed upstream which would otherwise have been caught by netsmen. The figures given in the 1972 Annual Report of the Salmon Research Trust [9] show that in the Burrishoole river system in Co. Mayo, where the total number of ascending salmon is counted, the percentage of the total salmon stock in the system taken by anglers was about 22-24 per cent. If we assume that this is reasonably typical of the State as a whole, then the efficiency rate of angling in Ireland is 20 per cent.

This will give a catch of 200 salmon from our initial 1,000. In 1970, we have estimated that 15 per cent [2] of the catch went to visitors and 85 per cent to Irish residents. If we assume that these proportions continue to hold, about 30 salmon of this two hundred will be caught by visitors and 170 by Irish anglers. We have also estimated [1] that the catch for visiting anglers is 1.1 lb per rod/day (= 0.16 salmon, at 7 lb per fish) and the catch of Irish anglers is 1.0 lb per rod/day (= 0.14 salmon, again at 7 lb per fish). Thus, the 200 fish will yield 188 (= $30 \div 0.16$) rod/days for visitors and 1,214 (= $170 \div 0.14$) rod/days for Irish anglers. Visitors spend an average of about £7.2 per rod/day while Irish anglers spend about £1.2 per rod/day. This gives a total expenditure of about £2,800 for the 1,000 salmon (= $188 \times 7.2 + 1,214 \times 1.2$), i.e. a value per fish of about £2.81. The commercial value of a salmon in 1970 was about £2.45.

Several qualifications to this illustrative example must be kept in mind. In the first place, it makes many assumptions about the constancy of the various proportions involved. We assume that in the new situation the proportion of Irish to visiting anglers remains constant. This may not be valid if total stocks

are considerably above or below their 1970 levels. Furthermore, the efficiency of angling may be somewhat high. Lower rates would lead to a lower figure for value per fish.

Secondly, it should not be forgotten that a certain proportion of the salmon which escape the anglers will survive spawning, and return in later years to provide either income for netsmen or sport for anglers. If all the 1,000 fish are caught by netsmen, this cannot happen.

Thirdly, it cannot be over-emphasised that the above example refers to a situation *where adequate numbers are allowed to spawn*. If the numbers of fish allowed upstream are below the spawning capacity of the river, then allowing up this 1,000 extra fish will yield not only a return of £2.81 per fish in the current year, but will also yield returns to both anglers and netsmen in future years. The advisability of restrictions on netting in this case is obvious.

A fourth, and final, qualification relates to the responsiveness of numbers of anglers to changes in the stocks of salmon. In the above example, we have assumed that, for each proportionate increase in the numbers of catchable salmon, the rod/days and money spent by anglers will increase in the same proportion. The validity of this assumption* cannot be accurately assessed at the moment.

However, the British National Angling Survey [10] does show that there are half a million game fishermen in Britain, of whom only about one in ten usually catches salmon, but nearly half of whom would like to catch salmon more than any other game fish. This is evidence of a large and unsatisfied demand for salmon angling, and suggests that increases in the salmon stocks in our rivers would be matched by increases in the numbers of visiting anglers.

The choice between exploitation by angling or by commercial methods is thus far from clearcut. It is further complicated by the fact that, in places, whole communities are dependent on commercial salmon fishing as an important part of their livelihood. Excessively stringent restrictions will hit these communities hard. On the other hand, so would a decline in salmon stocks. Furthermore, advocates of angling argue that angling is a far less "salmon-intensive" way of creating income and employment than is commercial fishing. That is, in a time of heavy pressure on stocks, more income and employment would be provided by angling than by commercial fishing. They also claim, with some justification, that angling should be encouraged because anglers help to protect rivers by reporting poaching and pollution, so benefiting all fishermen.

*The economist might term this concept the elasticity of demand for salmon angling with respect to the (expected) success rate. In the example, we have assumed it to be equal to 1. It could just as easily have other values, either greater or less than 1.0. An elasticity of greater than 1.0 would imply that the above value per rod-caught fish of £2.81 is an underestimate, while an elasticity of less than 1 would imply that this value is an overestimate. An attempt was made to assess the elasticity by means of regression analysis in [2], but the results were unsatisfactory.

The argument is sometimes taken even further and a total ban on all commercial salmon fishing is suggested. We feel that this is too extreme a view in the present Irish context, as it would probably lead to considerable wastage of fish which could be harvested without long-term detriment to the stocks, or severe losses in income of employment from angling. The best course would seem to be to strike a balance between the interests of those at various stages in the exploitation sequence. These interests are frequently in conflict, and so this balance will, implicitly or explicitly, involve value judgements. However, the over-riding consideration of policy should be to ensure the survival of our salmon stocks. Ultimately, this must be to the benefit of *all* salmon fishermen.

SUMMARY

THIS paper forms the third and final part of a study entitled "An Economic Evaluation of Irish Salmon and Sea-Trout Fishing" which was sponsored by the Department of Agriculture and Fisheries. This part describes the activities and opinions of commercial fishermen and owners of waters, analyses trends in salmon catches over time and attempts to sketch a comprehensive picture of Irish salmon fishing based on the results of the three parts of the study.

Types of Fishing Engine Used

Drift Nets: These nets operate by "meshing" salmon and are used in estuaries and the open sea. In 1970, 817 such nets were licensed, i.e. 47 per cent of all commercial engines.

Draft Nets: These nets are cast from a boat and are hauled up onto the shore. In 1970, 667 draft net licences were issued, comprising 39 per cent of all commercial engines.

Snap Nets: These nets are confined to the districts of Waterford and Lismore. They are operated from two boats and involve doubling the net around the fish. In 1970, 153 snap nets were licensed, i.e. 9 per cent of all commercial engines.

Loop Nets: These consist of a triangular wooden frame with netting attached. They are operated by a single fisherman and are confined to the Letterkenny district. Thirty-four such licences were issued in 1970.

Fixed Engines: These include a wide variety of other devices such as Bag Nets, Stake Nets, Head Weirs, Boxes, Cribs, etc. Fifty-four such licences (i.e. 3 per cent of all commercial licences) were issued in 1970.

THE SURVEY

Having conducted a small pilot study in early 1970 with satisfactory results, the main study was carried out in 1971. Two samples were involved. The first was a random sample of 328 names, selected from the Department's licence counterfoils and stratified by district of issue. Provision was made for the use of substitute names if the sample size fell below the desired level in any district. When these substitutes were used, the achieved sample amounted to 313 or 95 per cent of the target. The second sample consisted of owners of waters and was drawn from the General Valuation Office records.

Results of Survey

Employment: The total number of persons engaged in salmon fishing was estimated at 5,265. About 4,600 (88 per cent) of these were share fishermen, about 280 (5 per cent) were employees, 170 (3 per cent) were relatives assisting, about 150 (3 per cent) were non-fishing share members and the remaining 1 per cent were employers.

Time Spent Fishing: The average number of weeks during which some fishing was carried out amounted to 12. The season in the eastern and southern districts seems longer than in the western districts. The total number of man weeks engaged on salmon fishing amounted to about 63,000.

Respondents spent an average of about 5 weeks fishing for species other than salmon. Drift netmen spent a higher than average number of weeks (seven) at this activity. The number of weeks during which some farmwork was done by respondents averaged about 14 weeks and varied from none in Dublin to 28 in Bangor/Ballina. Respondents spent an average of about 16 weeks in non-farm occupations and about 9 weeks wholly unemployed. However, this does not take account of under-employment which is known to be high in many of the districts involved.

About one-third of the respondents experienced at least one week's whole-time unemployment. The average duration among these respondents is very high, amounting to 27 weeks for the country as a whole. Average weekly unemployment payments amounted to about £7 and the total amount of unemployment payments made to salmon fishermen in 1970 was in excess of £300,000.

Capital Investment: Capital was valued at replacement cost and discounted on a straight line basis. Total capital investment for the country as a whole amounted to about £931,000, about 60 per cent of which was in boats and engines, 17 per cent in dams, weirs, etc., 13 per cent in nets, 7 per cent in cars, vans, etc., 2 per cent in boat-houses, etc., and the remaining 1 per cent in other items. Average capital investment was about £540 per licence, and varied from £77 per licence in Drogheda/Dundalk to £1,002 per licence in Bangor/Ballina.

Costs: Total costs (including depreciation) were estimated at about £389,000 for the country as a whole. About 40 per cent of these costs was attributable to depreciation, about 14 per cent to repairs to boats and buildings, about 13 per cent to fuel and oil, 10 per cent to other repairs, 8 per cent to licences, etc., and the remaining 15 per cent to other costs. Average expenditure per licence amounted to about £226 overall, including depreciation.

Catch: Estimates of total catch based on data obtained from the survey corresponded quite closely with the official catch statistics as published in the Sea and Inland Fisheries Reports. The official figures were therefore accepted in preference to the sample estimates. Total catch in 1970 amounted to about 3.4 m. lb valued at £1.2 m. Drift nets accounted for about 52 per cent of this total, draft nets for 37 per cent, snap and loop nets for 6 per cent and fixed engines for 6 per cent. The overall average catch per licence was 1,966 lb. Drift nets caught an average of about 2,140 lb per licence, draft nets an average of 1,891 lb, snap nets about 1,000 lb each, loop nets about 180 lb and fixed engines about 3,600 lb. Catch per licence was highest in Bangor/Ballina and Lismore and lowest in Dublin and Wexford.

Income Arising in Salmon Fishing: Income arising from salmon fishing in Ireland amounted to about £810,000. Total income arising was highest in Letterkenny and lowest in Dublin. About 15 per cent of this total was paid out in wages and salaries and the remaining 85 per cent accrued to self-employed persons. Income arising per licence is highest in Lismore and Kerry and lowest in Dublin and Wexford. Income arising per man per day tended to be highest in drift netting regions such as Letterkenny and Sligo/Ballyshannon.

Sales Outlets and Division of Catch: About 76 per cent of the total catch was sold to private dealers, about 18 per cent to co-operatives, 2 per cent was directly exported and about 4 per cent sold to hotels, guesthouses and private consumers.

It is estimated that 46 per cent of the catch accrued to the licence holders, about 51 per cent to other crew members and the remaining 2 per cent to non-fishing share members. These percentages varied little as between the different districts.

Opinion Data: About 48 per cent of the commercial fishermen felt that the 1970 season had been average or better, while the remainder believed that it had been worse than average. Greenland netting, excessive draft or drift netting and pollution were the main reasons given by those who felt the fishing had deteriorated. Given a list of proposed policies from which to choose, 37 per cent of fishermen felt that "more restocking and improvement of spawning beds" was the most important policy, 15 per cent opted for "lengthening the fishing season", 11 per cent for "tougher laws on river pollution" and 10 per cent for restrictions on drift netmen.

Unlike the commercial fishermen, a clear majority of the operators of commercial and angling waters felt that the 1970 season had been worse than average. Their most frequently mentioned remedy for this problem was the

control of pollution. Those operators whose waters had been the subject of drainage schemes felt that these schemes had had a detrimental effect.

TRENDS IN SALMON CATCH

The published catch figures for the years prior to 1969 seemed somewhat unrealistic, and were re-estimated on the basis of the export statistics. Total commercial catch seems to have shown an overall decline until 1961 when it stood at an estimated 1.2 m. lb. In 1962 and 1963 catch increased dramatically, then fell to 2.2 m. lb. in 1966, after which it rose to a record level of 3.5 m. lb in 1972.

Average export prices, in current terms, remained fairly constant until 1968, after which they rose sharply. However, deflating these figures shows that the rise in price coincided with a general increase in food prices, so that salmon has not become appreciably dearer relative to other foodstuffs. Exports exhibit a strong seasonal pattern, being low till about May, then rising to a pronounced peak in July and declining thereafter. However, due to the increasing use of deep-freeze facilities, this pattern has become less pronounced in recent years.

Drift net catch has risen substantially since 1961 when it stood at an estimated 0.22 m. lb or 19 per cent of total catch. In 1972 it amounted to 2.35 m. lb or 67 per cent of total catch. Draft net catch has declined from 1.74 m. lb in 1963 to 0.90 m. lb in 1972, while catch by all other engines has fallen from 0.51 m. lb in 1963 to 0.26 m. lb in 1972. The trend in catch per drift net has been generally upwards since 1963, whereas that of catch per draft net, per other engine and per angling licence has been downward. Regression analysis suggests that increasing drift net catches since 1963 have been causing a decline in catch by other methods.

IRISH SALMON FISHING: AN OVERVIEW

The "Value" of Irish Salmon Fishing

Several different definitions of the value of an industry can be advanced. Gross output is one such definition, and the gross output of the salmon fishing industry in 1970 is estimated at £2.1 m., 42 per cent of which arises from angling while 58 per cent arises from commercial fishing.

Net output or "value added" is another possible definition. Net output of the salmon fishing industry amounted to about £1.7 m. Assuming that it is valid to apply multipliers to the value of the catch and to the visiting anglers' expenditure, an estimate of £3.1 m. is arrived at for the total value of all activity, both direct and indirect, generated by salmon fishing in 1970.

Export earnings from salmon fishing amounted to £1.6 m. About 5,300

people are employed in commercial salmon fishing, for an average of about 12 weeks each. A rough approximation to the numbers employed in supplying services to anglers amounted to about 3,800 persons, again employed for an average of about 12 weeks each.

Salmon fishing is therefore an important national asset. It generates £2-3 m. in income, creates employment in regions which are relatively depressed and provides about £1.6 m. in export earnings. Its output has a low import content so that its relative contribution to the economy is greater than that of many industries with much larger turnover. The value of the industry seems likely to increase in the years ahead.

Dangers to Stocks

It is therefore vital that our salmon stocks be exploited in the most rational fashion possible. Firstly, the Irish Government should continue to press for a solution to the problem of excessive netting off Greenland at international level. Secondly, further information must be obtained regarding the total spawning capacity of Irish rivers and the runs of fish should be adequately monitored.

Thirdly, consideration must be given to limiting the number of licences issued for the various different types of engine. There seems to be little difference between the draft and drift netmen as regards the level of unemployment experienced or the alternative occupations available. Both groups should therefore be given an equal chance to catch salmon. This may mean limiting drift netting more than other forms of netting, since drift nets are the first in the exploitation sequence.

Although salmon angling is indeed an important source of income and employment, excessive claims are sometimes made for the value of each fish that is caught by an angler. Provided one can make the (rather contentious) assumption that spawning escapement in 1970 was sufficient to keep stocks at or near their maximum level, then it is estimated that the value of an extra fish being allowed upstream which would otherwise have been caught by the netmen was £2.81. The value of such a fish if caught by netmen was £2.45. However, in a time of mounting pressure on salmon stocks the balance will be tipped increasingly in favour of angling, since this is less "salmon-intensive" than netting.

Weighing the merits of the claims of the various groups (drift netmen, draft netmen, anglers, owners, etc.) will necessarily involve difficult value judgments. However, the overriding consideration for policy makers should be the survival of the salmon.

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APPENDICES

APPENDIX A

TABLE A1: Licences Issued and Catch Returns† 1955-70

Year	Licences Issued		Catch													
			Salmon						Sea Trout							
	Commercial	Rod and Line	Commercial				Anglers		Total Salmon	Commercial				Anglers		Total Sea Trout
			Drift Net lb	Draft Net lb	Other lb	Total lb	Weight lb	Number		Drift Net lb	Draft Net lb	Other lb	Total lb	Weight lb	Number	
'000																
1955	1,244	6,604	234.6	606.4	173.8	1,014.8	246.5	28.6	1,261.4	1.4	27.5	2.0	30.9	42.3	46.6	73.2
1956	1,229	7,495	250.7	720.8	207.8	1,279.0	264.2	35.8	1,443.2	1.2	33.6	2.1	36.9	56.2	57.7	93.2
1957	1,246	7,785	298.4	1,003.4	188.3	1,490.1	309.5	39.6	1,799.5	3.6	37.4	3.0	41.0	56.6	56.5	100.5
1958	1,146	8,294	286.1	772.4	220.0	1,278.5	375.4	49.7	1,654.0	1.4	23.6	1.1	26.1	40.3	38.3*	66.4
1959	1,230	7,567	352.5	865.8	146.2	1,364.5	259.9	31.6*	1,624.4	5.6	24.5	6.1	36.2	41.5	45.4*	77.7
1960	1,195	8,477	263.5	701.2	169.2	1,133.9	230.4	27.2	1,364.3	1.3	16.2	1.1	18.6	43.4	45.1	61.9
1961	1,121	8,322	218.2	741.3	192.7	1,152.2	193.4	25.3	1,345.6	1.2	23.0	1.8	26.0	64.1	64.9	90.1
1962	1,180	8,780	606.8	1,622.6	376.8	2,606.2	257.6	34.3	2,836.9	1.4	23.4	2.5	27.3	63.0	59.9	90.4
1963	1,289	9,435	687.2	1,395.9	412.0	2,495.1	341.5	40.3	2,836.6	0.8	21.9	4.1	26.8	64.8	65.7	91.7
1964	1,523	11,353	761.6	1,496.0	365.0	2,622.6	390.1	52.5	3,012.7	1.2	29.7	2.9	33.6	71.9	74.6	105.7
1965	1,435	12,378	795.0	1,250.2	407.8	2,453.0	416.3	54.9	2,869.3	4.6	25.0	0.3	29.9	83.7	83.0	113.6
1966	1,492	11,621	744.0	961.4	319.4	2,024.8	301.6	35.7	2,326.4	2.0	20.2	0.9	23.1	63.3	64.8	86.4
1967	1,531	10,502	1,015.7	1,071.3	366.0	2,453.0	267.8	35.3	2,720.8	8.5	51.3	1.1	60.9	68.1	70.0	129.0
1968	1,451	9,676	1,040.4	1,059.0	351.2	2,450.6	251.4	33.7	2,702.0	8.1	45.9	1.0	55.0	69.6	70.2	127.3
1969	1,608	10,506	1,678.5	1,206.8	336.3	3,221.6	182.2	23.8	3,403.8	7.9	46.8	1.0	55.7	71.6	72.0	127.3
1970	1,769	11,210	1,730.9	1,261.0	381.7	3,373.6	136.8	17.9	3,520.4	5.1	40.3	0.9	46.3	40.4	60.6	86.7

Sources: Sea and Inland Fisheries Reports, 1955-1969.

*Estimates by authors.

†Due to rounding errors the figures in each row do not necessarily add to the totals shown.

TABLE A 2: *Percentage Distribution of Commercial Fishermen who Favoured (Yes) and Opposed (No) Certain Suggestions for the Improvement of Commercial Salmon Fishing, Classified by Fishery District and Type of Licence**

Fishery District	Suggestion																						
	Restrict drift netmen		Restrict draft netmen		Restrict other commercial fishermen		Restrict number of anglers		Shorten weekly closing time		Lengthen fishing season		Tougher laws on pollution		More restocking and better spawning beds		Restrict drainage operations		More and better piers moorings, etc.		More restrictions on net sizes		
	No.	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No		
		Per Cent																					
Dublin	13	31.0	62.1	39.3	53.6	10.7	71.4	14.3	67.9	10.7	78.6	78.6	14.3	93.1	0.0	93.2	0.0	93.1	0.0	93.0	0.0	25.0	28.6
Wexford	18	16.1	11.3	16.4	39.4	4.9	16.4	11.3	27.4	27.4	33.9	56.4	33.9	95.2	0.0	95.2	0.0	50.8	16.4	61.3	0.0	4.8	22.6
Waterford	40	81.9	10.4	27.3	16.7	42.8	26.2	15.5	57.6	10.3	82.2	29.8	63.9	91.1	2.6	97.4	2.6	89.7	2.6	76.5	0.0	47.8	26.1
Lismore	28	46.9	46.9	17.5	51.5	35.7	51.0	8.3	87.6	10.3	87.6	43.9	56.1	98.0	2.0	100.0	0.0	87.7	0.0	73.5	2.0	28.9	51.5
Cork	27	42.4	43.5	42.4	43.5	43.5	41.2	11.8	67.1	14.1	76.5	48.2	42.4	100.0	0.0	97.7	0.0	79.1	8.1	58.8	8.2	27.1	58.8
Kerry	22	51.6	35.1	21.9	68.8	8.3	78.3	14.4	85.6	36.5	50.6	76.3	23.7	100.0	0.0	96.9	0.0	60.4	14.6	92.7	3.1	45.8	33.3
Limerick	26	30.9	38.8	23.0	35.1	37.7	31.9	27.2	38.2	39.1	49.5	78.0	11.0	81.1	7.9	88.6	0.0	49.7	23.6	46.1	3.7	30.4	23.0
Galway/ Connemara/ Ballinakill	23	30.6	50.9	28.0	53.3	13.0	63.0	8.3	59.3	1.9	47.2	62.0	8.3	53.5	5.6	87.2	0.0	33.0	14.7	70.4	5.6	11.1	38.9
Bangor/Ballina Sligo/ Ballyshannon	27	40.2	54.3	32.3	37.0	66.9	20.5	11.7	81.3	11.8	78.7	49.2	43.8	88.3	0.0	94.5	0.0	47.7	21.9	94.5	0.0	27.4	60.9
Letterkenny	27	55.8	44.2	37.5	50.0	34.1	47.3	7.0	61.2	15.5	84.5	66.4	22.7	96.1	0.0	100.0	0.0	50.4	7.0	84.5	0.0	69.5	19.5
Drogheda/ Dundalk	31	38.8	54.1	41.2	51.4	34.5	37.7	15.5	91.0	14.3	45.5	28.2	41.2	98.4	0.0	100.0	0.0	76.8	3.2	69.0	3.1	49.2	7.1
	20	55.2	4.8	35.2	40.0	44.8	20.0	14.5	55.7	0.0	100.0	80.6	9.7	100.0	0.0	100.0	0.0	60.5	9.7	50.0	9.7	20.2	50.0
Licence Type																							
Draft	151	48.5	26.5	29.5	49.7	29.9	39.7	14.4	55.5	19.4	65.9	7.5	17.5	91.0	2.3	95.6	0.0	57.7	15.8	63.5	5.4	35.5	32.8
Drift	123	47.2	44.2	28.4	37.7	42.9	36.8	15.0	68.2	22.7	66.8	39.6	45.2	91.3	1.8	95.6	1.1	73.5	5.6	83.6	1.2	37.3	32.3
Snap and Loop	28	63.0	23.4	41.9	18.5	27.2	31.5	0.0	87.6	15.1	79.0	37.0	60.3	83.3	1.1	100.0	0.0	69.7	4.9	40.9	1.1	42.7	20.5
All	302	49.5	34.9	30.5	40.4	36.0	37.5	13.0	65.5	20.5	67.9	51.7	35.9	91.0	1.9	96.2	0.6	67.0	9.6	71.0	2.0	37.2	31.2

*In any cell the difference between the percentage answering "Yes" and "No" and the total percentage, is accounted for by "No Answer's".

TABLE A3: Percentage Distribution of "Best Suggestion" for Improvement of Commercial Salmon Fishing Classified by Fishery District and Type of Licence

Fishery District	More restocking and improvement spawning beds	Lengthening of fishing season	Tougher laws on river pollution	Restrict drift netsmen	More or better piers	Various* other improvements	More restriction on size of nets	Restrict draft netsmen	Restrict other commercial fishermen	Shorten weekly closing time	Restrict anglers	Restrict drainage operations	No answer	Total No.
							Per Cent							
Dublin	7.4	3.7	68.7	0.0	3.7	0.0	0.0	0.0	0.0	11.1	0.0	0.0	7.4	100-- 13
Wexford	57.4	11.5	16.4	0.0	4.9	0.0	0.0	0.0	0.0	4.9	0.0	0.0	4.9	100-- 18
Waterford	38.9	0.0	18.4	20.7	0.0	10.4	8.9	0.0	7.8	0.0	0.0	0.0	0.0	100-- 40
Lismore	29.5	8.4	4.2	11.6	8.4	27.4	4.2	0.0	4.2	2.1	0.0	0.0	0.0	100-- 28
Cork	68.7	8.4	8.4	7.2	2.4	2.4	0.0	0.0	0.0	0.0	0.0	0.0	2.4	100-- 27
Kerry	13.6	38.6	8.4	0.0	30.2	0.0	0.0	0.0	0.0	9.4	0.0	0.0	0.0	100-- 22
Limerick	19.4	58.1	3.7	3.7	0.0	0.0	0.0	7.9	0.0	3.7	0.0	0.0	3.7	100-- 26
Galway/Connemara/ Ballinakill	42.3	21.1	0.0	15.4	1.9	5.8	0.0	5.8	1.9	1.9	0.0	1.9	1.9	100-- 23
Bangor/Ballina	20.6	5.6	17.5	14.3	23.8	0.0	0.0	12.7	0.0	5.6	0.0	0.0	0.0	100-- 27
Sligo/Ballyshannon	34.9	4.0	0.0	23.0	20.6	12.7	2.4	2.4	0.0	0.0	0.0	0.0	0.0	100-- 27
Letterkenny	64.4	0.0	5.1	1.6	5.5	0.0	8.7	0.0	2.0	0.0	11.1	0.0	0.0	100-- 31
Drogheda/Dundalk	35.8	25.2	14.6	4.9	0.0	0.0	0.0	9.8	0.0	0.0	0.0	4.9	1.6	100-- 20
Licence Type														
Draft	36.3	24.1	8.8	9.4	8.4	1.1	1.8	4.4	0.3	2.3	0.0	1.2	2.0	100-- 151
Drift	38.1	9.5	9.0	8.5	8.5	8.5	3.8	3.1	3.8	2.1	3.4	0.0	1.1	100-- 123
Snap and Loop	32.0	2.2	22.6	21.0	0.0	8.3	9.9	0.0	2.8	1.1	0.0	0.0	0.0	100-- 28
All	37.4	14.5	10.5	10.4	7.4	5.3	3.7	3.2	2.3	2.0	1.7	0.5	1.2	100-- 302

*This category of suggestions is comprised of the wide variety of responses to Q. 12 (See Q. 12, p. 98, in the questionnaire, Appendix B).

TABLE A4 (i): *Total Exports and Total Commercial Catch (Published and Estimated) of Salmon 1952-72*

Year	Exports from Republic				Published Catch in Republic	Estimated Catch in Republic	
	Total Fresh	Total* Smoked	Originating in Foyle Area†	Originating in Republic		"High" Estimate	"Low" Estimate
	(a)	(b)	(c)	(d) = (a) + (b) - (c)	(e)	(f)	(g)
ooo lb.							
1952	2,020.4	—	126.3	1,894.1	1,632.7	3,044.6	2,525.5
1953	1,877.8	—	250.4	1,627.4	1,640.3	2,616.0	2,187.0
1954	1,962.8	—	287.9	1,674.9	1,683.6	2,692.3	2,268.8
1955	1,247.1	—	178.5	1,068.6	1,014.8	2,117.7	1,459.1
1956	1,519.2	—	245.9	1,273.3	1,179.0	2,046.8	1,752.7
1957	1,759.5	—	360.4	1,399.1	1,490.1	2,249.0	1,941.6
1958	1,568.7	21.8	358.6	1,231.9	1,278.5	1,980.2	1,723.6
1959	1,532.4	20.7	279.4	1,273.7	1,364.5	2,047.4	1,796.9
1960	1,223.0	20.2	307.6	935.6	1,133.9	1,503.9	1,330.9
1961	1,014.6	24.0	233.2	805.4	1,152.2	1,294.6	1,155.4
1962	2,109.4	22.7	485.6	1,646.5	2,606.2	2,646.7	2,382.1
1963	2,629.4	37.8	530.0	2,137.2	2,495.1	3,435.5	3,118.5
1964	2,535.9	47.7	622.5	1,961.1	2,622.6	3,152.4	2,886.3
1965	2,175.0	57.8	371.3	1,861.5	2,453.0	2,992.3	2,763.6
1966	1,921.8	46.4	464.4	1,503.8	2,024.8	2,417.3	2,252.2
1967	2,265.5	54.6	580.5	1,739.6	2,453.0	2,796.3	2,628.5
1968	2,222.9	81.1	447.1	1,856.9	2,450.6	2,984.9	2,830.9
1969	2,167.3	126.0	462.2	1,831.1	3,221.6	3,221.6	3,221.6
1970	2,509.3	148.3	502.7	2,154.9	3,373.6	3,373.6	3,373.6
1971	2,333.1	98.6	365.0	2,066.7	3,159.3	3,159.3	3,159.3
1972	2,443.1	86.2	334.9	2,194.4	3,502.5	3,502.4	3,502.4

Sources: Trade Statistics of Ireland 1952-1972, Central Statistics Office, Foyle Fisheries Commission Annual Reports, 1952-1972. Reports on Sea and Inland Fisheries, Department of Agriculture and Fisheries, 1952-1972.

*The figures shown in this column are salmon which are "dried, salted or smoked but not further prepared", as recorded in the export statistics, multiplied by 1.5 to convert to original (unprepared) weight.

†The figures shown in this column are 65 per cent of the catch by licensed commercial fishermen in the Foyle area, on the assumption that 65 per cent of the total Foyle catch (excluding catch by the Commission itself) is bought by salmon dealers in the Republic for export.

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TABLE A4 (ii): Value of Total Exports and of Total Commercial Catch (Published and Estimated) of Salmon 1952-72

Year	Exports from Republic				Published Catch in Republic	Estimated Catch in Republic	
	Total Fresh	Total Smoked	Originating in Foyle Area*	Originating in Republic		"High" Estimate	"Low" Estimate
	(a)	(b)	(c)	(d) = (a) + (b) - (c)	(e)	(f)	(g)
£000							
1952	638.4	—	39.9	598.8	415.9	775.6	643.3
1953	666.1	—	88.8	577.3	465.5	742.3	620.6
1954	635.6	—	93.2	542.4	425.6	680.6	573.5
1955	451.9	—	64.7	387.2	294.7	498.6	423.7
1956	557.0	—	110.2	466.8	339.0	588.2	504.0
1957	534.0	—	109.4	424.6	363.4	548.5	473.5
1958	533.6	13.4	114.6	432.4	347.6	538.4	468.6
1959	547.1	12.6	92.4	467.3	405.3	608.1	533.6
1960	474.3	13.3	111.4	376.2	334.3	443.4	392.3
1961	393.0	15.2	81.0	327.2	345.4	388.1	346.4
1962	658.4	14.6	144.5	528.5	546.1	554.6	499.1
1963	822.5	24.9	153.9	693.5	602.1	829.0	752.5
1964	901.7	31.5	204.4	728.8	667.6	802.5	734.7
1965	723.8	35.6	104.3	655.1	588.9	718.4	663.4
1966	782.3	31.3	170.2	643.4	578.1	690.1	643.0
1967	752.1	32.9	174.6	610.4	581.3	662.7	622.8
1968	755.3	53.3	124.4	684.2	617.8	752.4	713.7
1969	1,087.0	85.0	168.6	1,003.4	1,047.0	1,047.0	1,047.0
1970	1,100.0	117.2	155.3	1,061.9	1,180.9	1,180.9	1,180.9
1971	1,283.0	78.8	146.4	1,215.4	1,263.7	1,263.7	1,263.7
1972	1,693.0	69.0	172.6	1,589.4	2,031.4	2,031.4	2,031.4

Sources: See Table A4 (i).

*See Table A4 (i).

TABLE A5: Price per lb of Catch and Exports (Actual and Deflated) 1952-72

Year	Catch Price		Export Price		Difference between Export Price and Catch Price	
	Actual	Deflated*	Actual	Deflated*	Absolute	As percentage of Catch Price
			p.		p.	Per Cent
1952	25.5	—	31.6	—	6.1	23.9
1953	28.4	28.4	35.5	35.5	7.1	25.0
1954	25.3	25.8	32.4	33.1	7.1	28.1
1955	29.0	28.3	36.2	35.2	7.2	24.8
1956	28.8	29.1	36.7	37.2	7.9	27.4
1957	24.4	22.9	30.3	28.3	5.9	24.2
1958	27.2	23.9	34.0	29.9	6.8	25.0
1959	29.7	26.0	35.7	31.3	6.0	20.2
1960	29.5	26.5	38.8	34.8	9.3	31.5
1961	30.0	26.6	38.7	34.3	8.7	29.0
1962	21.0	18.4	31.2	27.3	10.2	48.6
1963	24.1	21.1	31.7	27.7	7.6	31.5
1964	25.4	20.7	35.6	28.9	10.2	40.2
1965	24.0	18.8	33.3	26.1	9.3	38.8
1966	28.6	22.8	40.7	32.4	12.1	42.3
1967	23.7	18.6	33.2	26.0	9.5	40.1
1968	25.2	18.1	34.0	24.5	8.8	34.9
1969	32.5	22.1	50.2	34.3	17.7	54.5
1970	35.0	22.7	43.8	28.4	8.8	25.1
1971	40.0	24.7	55.0	33.9	15.0	37.5
1972	58.0	30.9	69.3	36.9	11.3	19.5

*The deflator used was the wholesale price index for food items, as published in the Irish Statistical Bulletin (Base period=1953). This deflator was not available for 1952.

TABLE A6: Five Year Averages (1948-1972) of the Quantities of Salmon Exported* in each Month and Monthly Price per lb

Year	Jan.	Feb.	Mar.	Apr.	May	Month June	July	Aug.	Sept.	Oct.	Nov.	Dec.
<i>Quantities (ooo lb)</i>												
1968-72	27.89	34.27	54.54	87.7	103.94	317.41	85.44	210.90	12.77	91.28	102.37	70.11
1963-67	11.09	45.25	97.39	146.61	199.58	447.10	1,025.92	180.99	52.30	43.45	34.72	26.34
1958-62	3.58	35.95	74.70	124.1	145.04	300.38	639.30	116.82	23.86	16.02	4.93	8.06
1953-57	4.26	82.88	121.07	185.25	204.18	382.70	584.08	80.30	10.42	13.89	1.46	2.69
1948-52	10.86	88.41	137.16	248.53	297.34	433.66	82.10	82.10	12.66	1.37	3.40	3.89
<i>Average Price (p. per lb)</i>												
1968-72	49	66	68	70	78	46	45	53	59	50	58	53
1963-67	51	52	50	51	48	36	28	28	33	32	33	32
1958-62	47	46	47	47	47	37	28	27	34	33	31	32
1953-57	49	40	41	40	39	32	29	33	35	29	33	34
1948-52	31	31	31	31	31	25	28	31	31	37	31	31

*Including salmon caught in the Foyle District but exported from the Republic.

TABLE A7: *Estimated Commercial Catch by the Various Types of Engine, 1952-72*

Year	Quantity				Percentage			
	Draft	Drift	Other	Total	Draft	Drift	Other	Total
	ooo lb.				%			
1952	1,301.6	659.6	564.3	2,525.5	51.5	26.1	22.3	100.0
1953	1,190.9	495.2	500.9	2,187.0	54.5	22.6	22.9	100.0
1954	1,241.6	639.5	387.8	2,268.8	54.7	28.1	17.1	100.0
1955	871.9	337.4	249.8	1,459.1	59.8	23.1	17.1	100.0
1956	1,071.5	372.7	308.5	1,752.7	61.1	21.3	17.6	100.0
1957	1,307.5	388.8	245.3	1,941.6	67.3	20.0	12.6	100.0
1958	1,041.3	385.7	296.6	1,723.6	60.4	22.4	17.2	100.0
1959	1,140.2	464.2	192.5	1,796.9	63.4	25.8	10.7	100.0
1960	823.0	309.3	198.6	1,330.9	61.8	23.2	14.9	100.0
1961	743.3	218.8	193.2	1,155.4	64.3	18.9	16.7	100.0
1962	1,483.0	554.6	344.4	2,382.1	62.2	23.3	14.5	100.0
1963	1,744.7	858.9	514.9	3,118.5	55.9	27.5	16.5	100.0
1964	1,646.4	838.2	401.7	2,886.3	57.0	29.0	13.9	100.0
1965	1,408.5	895.7	489.5	2,793.7	51.0	32.4	16.6	100.0
1966	1,069.4	827.6	355.3	2,252.2	47.5	36.7	15.8	100.0
1967	1,147.9	1,088.4	392.2	2,628.5	43.7	41.4	14.9	100.0
1968	1,223.5	1,201.7	405.7	2,830.9	43.2	42.4	14.3	100.0
1969	1,206.8	1,678.5	336.3	3,221.6	37.5	52.1	10.4	100.0
1970	1,261.0	1,730.9	381.7	3,373.6	37.4	51.3	11.3	100.0
1971	1,178.8	1,651.2	329.3	3,159.3	37.3	52.3	10.4	100.0
1972	899.9	2,347.1	255.4	3,502.4	25.7	67.0	7.3	100.0

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TABLE A8: *Catch per Licence by the Various Types of Engine, 1952-72*

<i>Year</i>	<i>Type of Licence</i>			
	<i>Draft Net</i>	<i>Drift Net</i>	<i>Other Engine</i>	<i>Rod and Line</i>
	000 lb			
1952	1,905·7	1,589·3	2,401·4	39·4
1953	1,731·0	1,241·0	2,113·7	34·9
1954	1,927·0	1,614·8	1,693·3	47·3
1955	1,339·3	880·8	1,189·7	37·3
1956	1,687·4	1,029·5	1,512·2	35·3
1957	1,978·1	1,083·0	1,245·2	39·7
1958	1,709·8	1,172·5	1,520·8	44·9
1959	1,686·6	1,423·5	930·1	35·4
1960	1,300·2	972·7	906·6	26·4
1961	1,262·0	686·0	961·4	22·5
1962	2,517·9	1,527·9	1,663·9	28·6
1963	2,596·3	2,179·8	2,499·7	35·1
1964	2,025·1	1,760·8	1,716·6	33·5
1965	2,062·2	1,835·4	1,938·8	32·5
1966	1,441·2	1,622·7	1,660·1	25·0
1967	1,568·2	2,049·6	1,758·8	25·0
1968	1,796·6	2,379·7	1,861·0	25·5
1969	1,814·7	2,508·9	1,528·8	17·5
1970	1,890·5	2,118·6	1,584·0	12·2
1971	1,691·3	1,802·6	1,546·0	12·4
1972	1,041·5	2,030·4	1,283·5	19·5

TABLE A9: *Numbers of Different Types of Licence issued 1952-1972 (excluding Special Local Licences)*

Year	Type of Licence					Total
	Draft	Drift	Snap	Loop	Fixed Engines*	
1952	683	415	147	37	51	1,333
1953	688	399	148	37	52	1,324
1954	644	396	143	32	54	1,269
1955	651	383	129	31	50	1,244
1956	635	362	128	29	47	1,201
1957	661	359	125	31	41	1,217
1958	609	329	118	28	49	1,133
1959	676	326	129	28	50	1,209
1960	633	318	144	29	46	1,170
1961	589	319	129	27	45	1,109
1962	589	363	133	28	46	1,159
1963	672	394	137	22	47	1,272
1964	813	476	151	34	49	1,523
1965	683	488	151	40	46	1,408
1966	742	510	142	25	47	1,466
1967	732	531	149	27	47	1,486
1968	681	505	141	29	48	1,404
1969	664	669	134	37	49	1,554
1970	667	817	153	34	54	1,725
1971	687	916	130	35	48	1,826
1972	864	1,156	130	24	48	2,222

*Including Bag Nets, Stake Nets, Weirs, Boxes, Cribs, etc.

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APPENDIX B

SURVEY OF COMMERCIAL FISHING FOR SALMON AND
SEA TROUT

Code No.:

1. What kind of licence(s) for commercial salmon and sea-trout fishing have you taken out during the current season? Give the price paid opposite the licence(s) taken out.

<i>Type of Licence</i>	<i>Cost of Licence(s) (£)</i>
(i) Draft net	
(ii) Drift net	
(iii) Snap net	
(iv) Loop net	
(v) Other (specify)	
(A) <i>Total Licence fees</i>	

2. (a) Details of boat(s), crew members and share members.

<i>Type of boat(s)</i> <i>(indicate length and</i> <i>any other relevant</i> <i>particulars)</i>	<i>No. of men</i> <i>in crew in-</i> <i>cluding</i> <i>yourself</i>	<i>Status of Crew</i>			<i>Non-</i> <i>fishing</i> <i>share</i> <i>members†</i>
		<i>Relatives</i> <i>Assisting*</i>	<i>Share</i> <i>Members</i>	<i>Employees</i>	
	No.	No.	No.	No.	No.

*Unpaid relatives who assist with the fishing and whose share of the catch accrues to the respondent.

†These might include the owner of the boat, of the nets, etc.

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2. (b) Method of payment of crew and share members

(i) Is the respondent fishing as (circle the appropriate number):

- a share member and also an employer 1
- a share member only 2
- an employer only 3
- an employee 4
- other (specify) 5

(ii) If fishing is conducted on a share basis, what proportion of the catch is received by each of the following:

<i>Person</i>	<i>Proportion of catch received</i>
Respondent (if he is a share member)*	
Other crew members	
Non-fishing share members	

*Include here any share accruing to respondent on behalf of an unpaid "relative assisting".

(iii) If there are any paid, non-share fishing members (including yourself) in your crew, please indicate to the best of your ability the wages they receive.

	<i>No. of weeks employed on salmon/sea trout fishing</i>	<i>Average wage per week paid</i>	<i>Total wage Bill</i>
Employee No. 1			
" " 2			
" " 3			
" " 4			
Respondent (if an employee)			
Total paid to all employees			

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3. (a) Please indicate below how much time you spent at each occupation in which you were engaged during the past year.

<i>Occupations</i>	<i>No. of weeks in which you did some of this work</i>
Salmon/sea-trout fishing	
Other fishing	
Farm work on farm owned by respondent	
Farm work on farm owned by parents or relatives	
Other occupation in Ireland (specify)	
Occupation in Britain and elsewhere (specify)	
No. of weeks spent wholly unemployed	
<i>Total*</i>	

*Total No. of weeks need not add to 52 as a man may do some farming (say) and fishing in the same week.

3. (b) During the weeks in which you did some salmon fishing how many hours per week on average did you devote to this activity?

.....hours

4. (a) Did you draw any unemployment benefit, assistance or social insurance, etc. during the past year?

Yes1

No2

- (b) If the answer to (a) is Yes give the following details below:

<i>Type of benefit and assistance</i>	<i>No. of weeks drawn</i>	<i>average amount per week</i>
		£

5. Information on fishing equipment, etc. (Omit any equipment, etc. not used at all for salmon or sea-trout fishing but include items used for both salmon, sea-trout and other fishing).

Item	Year of Purchase or erection	Initial Cost (£)	Est. Life (Years)	Proportion to salmon/ sea trout	For Office Use	
(1) Boats (describe)						
(2) Outboard engines						
(3) Boathouses						
(4) Cold store						
(5) Refrigerator						
(6) Other Store						
(7) Office						
(8) Sheds						
(9) Nets (describe)						
(10) Boxes and cribs						
(11) Fish Containers and Boxes						
(12) Motor Car						
(13) Van						
(14) Trucks						
(15) Other (specify)						

6. If boat or boats are purchased under B.I.M. scheme indicate

(a) No. of years over which repayments are spread _____ years.

(b) Amount to be repaid annually in instalments £ _____

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7. Costs of commercial salmon and sea-trout fishing, 1970. Include only the costs attributable to salmon and sea-trout fishing and indicate the proportion of these costs paid by other crew members.

<i>Item</i>	<i>Amount charged to salmon/sea trout</i>	<i>Proportion of this cost paid by other crew members</i>
Fishing rates	£	£
Fishing rental		
Rent and/or rates paid for buildings		
Repairs to boats and buildings		
Repairs to cars, vans or trucks		
Repairs to nets, boxes and cribs		
Fuel oil, etc. for boats		
Fuel oil, etc. for cars, vans and trucks		
Purchases of reels, lines, other small items		
Purchase of canvasses or other protective material for boats and engines		
Fishing clothes, boots, etc.		
Wages paid to workers other than crew members		
Cost of ice (if not made in own ice box)		
Cost of packaging if any (excluding capital cost of containers, etc.)		
Cost of transport to market (if not in own vans)		
Auctioneer and commission fees		
Telephone		
Light and heat		
Printing, postage, stationery		
Other Cost (specify)		
<i>Total</i>		

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8. Details of catch in 1970.

<i>Waters fished (a)</i>	<i>No. of days fished in each water for (b)</i>		<i>Average No. of hours fishing per day (c)</i>	<i>Weight of fish taken (lb)</i>	
	<i>Salmon</i>	<i>Sea Trout</i>		<i>Salmon</i>	<i>Sea Trout</i>

(a) Specify location and name of water

(b) Include time spent repairing boats, mounting and repairing nets, etc.

(c) Include time spent travelling to fishing grounds, unloading and marketing fish, etc.

9. Please indicate below how you disposed of the catch in 1970.

<i>Method of Disposal</i>	<i>Weight of fish (lb)</i>		<i>Amount received (£)</i>	
	<i>Salmon</i>	<i>Sea trout</i>	<i>Salmon</i>	<i>Sea trout</i>
(a) Purchased by fishermen's co-op.				
(b) Sold privately to merchant/dealer				
(c) Sold privately to local hotels, guest-houses, individual consumers				
(d) Sold by auction (locally)				
(e) Sent directly to Dublin market				
(f) Exported directly				
(g) Other (specify)				
<i>Total</i>				

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Comments and Suggestions relating specifically to Salmon Fishing

We would like to have your views on the following questions:—

10. (a) The following have all been suggested as ways of improving commercial salmon fishing. In the case of each item, please say whether you would favour or oppose its introduction into your area.

Ring the appropriate number

	<i>Favour</i>	<i>Oppose</i>	<i>No opinion</i>
1. Restriction on number of drift netsmen	I	2	3
2. Restriction on number of draft netsmen	I	2	3
3. Restriction on number of other commercial fishermen	I	2	3
4. Restriction on number of anglers	I	2	3
5. Shortening of weekly close time	I	2	3
6. Lengthening of fishing season	I	2	3
7. Tougher laws on river pollution	I	2	3
8. More restocking of rivers and/or improvement of spawning beds	I	2	3
9. Restriction on drainage operations in rivers	I	2	3
10. More or better piers, mooring places and so forth	I	2	3
11. More restriction on size of nets	I	2	3

12. Is there any improvement not mentioned above which you would like to see made? (Specify)

10. (b) In your opinion, which one of all these improvements would be of most benefit to fishermen in your area?

Number.....

10. (c) How do you suggest that the costs (if any) involved in this improvement be paid?

By Department of Agriculture and Fisheries	I
By fishermen	2
By Bord Iascaigh Mhara	3
By Local Board of Conservators	4
Partly by fishermen, partly by Department of Agriculture and Fisheries	5
Partly by fishermen, partly by Local Board of Conservators	6
By some other means (specify)	7

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11. Please indicate by ringing the appropriate number how good the salmon fishing was in your waters in 1970.

Very good	1
Somewhat better than average	2
Average	3
Somewhat worse than average	4
Very poor	5

12. Give briefly your opinion as to why the fishing was as indicated to Q.11 above.
-

13. (a) Is there a fishermen's co-operative in your area?

Yes	1
No	2

- (b) If the answer to (a) is Yes state if you are a member.

Yes	1
No	2

- (c) If there is a fishermen's co-operative in your area and you are not a member, please indicate briefly why you are not a member.
-

14. Please indicate by ringing the appropriate number which of the following methods of disposal of your catch (other than to a co-operative) are normally open to you.

Private sale to merchant/dealer	1
Private sale to local hotels, guesthouses, individual consumers, etc.	2
Sale by auction (locally)	3
Direct sale to Dublin market	4
Direct exportation	5
Other (specify)	6

15. (a) If you have ringed "1" in 14 above, do you have a choice of dealers to whom you can sell?

Yes	1
No	2

- (b) If the answer to (a) is Yes how many dealers do you have access to?
-
-

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16. If you have ringed 3 in 14 above, how many buyers normally participate in the auction?

17. If you have ringed 1 or 3 in 14 above, do you believe that there is:

	<i>Yes</i>	<i>No</i>	<i>Don't know</i>
(a) Collusion between buyers buying privately	1	2	3
(b) Collusion between buyers buying at auctions	1	2	3

18. (a) The following have been suggested as ways of improving the marketing arrangements for salmon. In the case of each suggestion, would you please say whether you would favour or oppose its introduction into your area?

Ring the appropriate number

	<i>Favour</i>	<i>Oppose</i>	<i>No opinion</i>
1. Setting up of co-operative (if one does not already exist)	1	2	3
2. Increase in the number of buyers	1	2	3
3. More control of dealers who buy fish which were illegally caught at week-ends	1	2	3

4. Is there any improvement not mentioned above which you would like to see made to your marketing arrangements for salmon? (Specify)

18. (b) In your opinion which one of all these improvements would be of most benefit to fishermen?

Number.....

18. (c) How do you suggest that the costs (if any) involved in this improvement be paid?

By Department of Agriculture and Fisheries	1
By fishermen	2
By Bord Iascaigh Mhara	3
By Local Board of Conservators	4
Partly by fishermen, partly by Department of Agriculture and Fisheries	5
Partly by fishermen, partly by Local Board of Conservators	6
By some other means (specify)	7

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19. Please give the name(s) and address(es) of the person(s) or organisation(s) to whom the catch of your boat was sold.

	% of catch sold to this person or organisation
(1) Name: _____ Address: _____	
(2) Name: _____ Address: _____	
(3) Name: _____ Address: _____	
Total	100%

For Classification Purposes

Name of Respondent _____

Address _____

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H. Behrend, A. Knowles and J. Davies
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R. O'Connor and B. J. Whelan
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B. J. Whelan, R. O'Connor, and A. McCashin

EXTERNAL AFFAIRS



AFFAIRES ÉTRANGÈRES

From / De: ACRA
MAR 4
Att'n: G. Leger

TO Under-Secretary of State for External Affairs, Ottawa attn: FLO
FROM De The Canadian High Commission London
REFERENCE Yourlet FLO-(M)-171 of Feb 7/75
SUBJECT Sujet Law of the Sea Salmon Conference

file
legis
2/3

SECURITY CONFIDENTIAL
Sécurité
DATE February 28, 1975
NUMBER 420
Numéro

FILE	DOSSIER
OTTAWA	25-5-4-GNE
MISSION	25-5-4-LOS-75 47

ENCLOSURES
Annexes

DISTRIBUTION

DOE
(Legault)

C.C. 25-5-7-2 - SALMON

We informed the FCO of your mounting concern about securing our shared objective of incorporating in the new LOS convention special provisions for salmon. The British are equally concerned on this score and have not been greatly encouraged with the results of their lobbying efforts in LDC capitals (see ourtel no. 2259 of Oct 31/74). They have found it extremely difficult to generate any degree of enthusiasm among LDCs for special treatment of the anadromous species since it is an issue which does not effect them directly.

2. FCO officials with whom we have consulted were disturbed to find that the first draft of the Evenson proposals discussed at the recent meeting in New York contained no provision on anadromous species although highly migratory species were covered. Thanks to the strenuous objections of major spawning states this omission will be corrected in a second draft now being prepared. After ensuring that the text meets our requirements, the British emphasize that it will be up to countries such as Canada, the UK and the USA to rally support for it. FCO harbour few illusions about the magnitude of this task particularly in light of the virtual silence of LDC participants when the question was debated at the recent Evenson Group meeting.

3. FCO would welcome the opportunity to consult with you on this subject but suggested you may wish to defer a meeting until the new draft of the Evenson paper is circulated. In light of the brief time now available before the next session of the Law of the Sea conference, we assume any further consultations you plan to have with the British would best wait until you meet in Geneva.

RECEIVED

MAR 4 1975

In Legal Operations Division
Department of External Affairs

[Signature]
High Commission

ACTION

C.C. 25-5-7-2-SALMON.

25-5-4-GVE.

38

CONFIDENTIAL

CONFIDENTIAL

FM ABDJN 0267 FEB28/75

TO TT EXTOTT/FLO DE PAR

INFO TT GENEV DE PAR BH ACDIOTT/AFH ENVOTT/LEGAULT DE OTT
DISTR GAF

REF YOURLET(M)171 FEB7 YOURTEL 89 JAN16

---LOS CONSULTATIONS

HAVE HAD CONVERSATION THIS SUBJECT WITH DESIRE TANOE OF MAE
WHO ATTENDED CARACAS AND WILL ATTEND GEVEV SESSION. HAVE
ALSO, UNKNOWN TO TANOE, BEEN SHOWN HIS CONFIDENTIAL REPORT ON
CARACAS SESSION. FOLLOWING IS ACCOUNT OF DISCUSSION ON TWO
POINTS OF CDN CONCERN-SALMON AND MARINE POLLUTION-AND OVERALL
IVORIAN IMPRESSIONS OF CARACAS BASED ON REPORT.

2.SALMON. IVORIANS ARE AWARE OF PROBLEM AND ASSURE US
THEY ARE VERY OPEN TO CDN POSITION. THEY APPRECIATE SALMON
PORTFOLIOS AND REGRET HAVING BEEN UNABLE TO PARTICIPATE IN
VISIT TO SALMON PRODUCING AREAS LAST OCT. NEVERTHELESS
IVORIANS CONTINUE TO SPEAK IN GENERAL TERMS OF AGREEMENT ON
CONTROL OF FISHERIES IN PROPOSED 200 MILE EXCLUSIVE ECONOMIC
ZONE DESPITE OUR EMPHASIS ON SPECIAL CASE OF SALMON INVOLVING
REGULATIONS BEYOND 200 MILES. THEY SEEM TO BE WARY OF ANY
DEROGATION OF STRICT 200 MILE ZONE. THEY REGARD EXCLUSIVE
ZONE AS MOST SOLID ACHIEVEMENT OF CARACAS SESSION AND WILL
NOT/HAVE IT WEAKENED BY IMPLICATION OR INTERPRETATION.

3.MARINE POLLUTION. IN ADDITION TO THIS AVERSION TO
EXCEPTIONS, PROBLEMS OF ARCTIC ENVIRONMENT ARE SO FOREIGN
TO IVORIANS THAT PROPOSALS CONCERNING POLLUTION CONTROLS FOR

...2

PAGE TWO 0267 CONFD

ARCTIC OCEAN ELICIT NO/NO RESPONSE. ON MARINE POLLUTION IN
GENERAL IVORIAN POSITION IS FOR MOST EFFECTIVE CONTROLS BY
COSTAL STATES. HOWEVER, IVORY COAST HAS FEW MEANS TO POLICE
ANY REGULATIONS WITHIN 200 MILE ZONE, AND IS HAVING GREAT
DIFFICULTY IN TRYING TO REDUCE ITS OWN POLLUTION OF ABDJN
HARBOUR AND COASTLINE. DUE TO COST AND TECHNICAL SKILLS INVOLVED,
TANOE SUGGESTED POLLUTION CONTROL IS USEFUL AREA FOR INTERNATIONAL
AID.

4.GENEVA SESSION. IVORIAN DELEGATION WILL BE LED BY
SIMEON AKE AMBASSADOR TO NYK AND WILL INCLUDE TANOE. LATTER
SUGGESTED IN HIS REPORT THAT TWO EXPERTS ON FISHERIES AND ON
MARINE ENVIRONMENT AND SCIENTIFIC RESEARCH BE INCLUDED THIS
TIME. HE NOTES IVORIAN DELEGATION AT CARACAS WAS WEAKENED BY
LACK OF EXPERTISE THESE SUBJECTS ESPECIALLY IN VIEW NUMEROUS
SOLICITATIONS BY OTHER COUNTRIES.

5.MAJOR IVORIAN INTEREST AT GENEVA SESSION WILL BE TO
DEFEND PRINCIPLE OF 200 MILE EXCLUSIVE ECONOMIC ZONE AND
TO INSIST ON LARGEST POSSIBLE JURISDICTION BY COASTAL STATES
OVER RESOURCES, POLLUTION CONTROL AND SCIENTIFIC RESEARCH.
IVORIAN ATTITUDES REMAIN BASICALLY UNCHANGED BUT POSITION
WILL BE MORE DELICATE AT GENEV SINCE IVORY COAST IS CHAIRMAN
OF AFRICAN GROUP.

...3

PAGE THREE 0267 CONF D

6. GENERAL VIEWS ON CARACAS. ACCORDING TO REPORT MENTIONED ABOVE CARACAS DESPITE ITS DISAPPOINTMENTS IS SEEN AS ESSENTIAL STEP TO GENERAL LOS ACCORD. PRINCIPAL AFRICAN ACHIEVEMENT WAS RECOGNITION OF NECESSITY FOR ECONOMIC ZONE AND SOVEREIGN RIGHTS OF COASTAL STATES TO RESOURCES. WITH CARACAS PHASE OF ADOPTION OF PRINCIPLES OVER AND SECOND PHASE OF DETAILED NEGOTIATIONS OPENING AFRICANS MUST ENSURE IMPORTANCE OF THIS PRINCIPLE OR ITS APPLICATION ARE NOT/NOT DIMINISHED IN ANY WAY.

7. ONE OF MOST UPSETTING ASPECTS OF CARACAS SESSION WAS DEEP DIVISIONS AMONG AFRICAN STATES. REPORT RECOMMENDS ACTIVE BILATERAL AND REGIONAL CONSULTATIONS BEFORE GENEVA SESSION TO PUT TOGETHER AFRICAN CONSENSUS. SUCH CONSULTATIONS WOULD ALSO HAVE EFFECT OF ENSURING THAT AFRICAN DELEGATIONS ARE BETTER PREPARED THAN THEY WERE AT CARACAS. HOWEVER RECENT AFRO-ASIAN CONSULTATIONS MIN TEHRAN (26 JAN-2 FEB) DEMONSTRATED THAT SINGLE AFRICAN POSITION STILL NOT/NOT POSSIBLE.

END/157 281635Z 00580

*Source [unclear]
cc Fed done*

*free
4*

25-5-4-Hva

SC 25-5-7-2-SALMON

25-5-4-GVE

38

ACTION
RESTRICTED

RESTRICTED

FM ATHNS 2156 FEB27/75

TO EXTOTI FLO

REF OURLET 2236 SEP22/74 YOURLET FLO(M)171 FEB27

---LQS-SLXON

WITH GREEK PREPARATION FOR GENEV REACHING AN ADVANCED STAGE,
AMBASSADOR CALLED TODAY ON MINISTER OF AGRIC, HIPPOCRATUS IORDANOGLU
WHOSE MINISTRY HAS FUNCTIONAL CONTROL OVER FISHERIES. SALMON
PORTFOLIO WAS PRESENTED ALONG WITH A STATEMENT OF CDAS INTEREST
AND PROPOSALS (TEXT BY BAG). STATEMENT NOTED OUR SATISFACTION
THAT A FISHERIES EXPERT WAS TO BE INCLUDED IN GREEK DEL. MINISTER
FORTHWITH SUMMONED THE EXPERT, CHARALAMBOS SARAFIS, DEPUTY DIRECTOR
OF FISHERIES AND GAVE HIM UNEQUIVOCAL INSTRUCTIONS TO SUPPORT
CDN PROPOSALS.

2. AFTER A SHORT REHEARSAL OF BACKGROUND OF LOS INCLUDING GREEK
ADHERENCE TO 1958 CONVENTION, MINISTER ASKED QUOTE ON A RECIPROCAL
BASIS UNQUOTE FOR CDN SUPPORT OF TERRITORIAL WATER LIMITS OF 12
MILES. HE ALSO INSTRUCTED SARAFIS TO CONTACT CDN DEL QUOTE TO ALIGN
HIS ATTITUDE UNQUOTE ON VERY SERIOUS PROBLEM OF CONTINENTAL SHELVES.
AMBASSADOR ACKNOWLEDGED IMPORTANCE OF THESE ISSUES TO GREECE AND
EXPRESSED SATISFACTION OVER DECISION TO SUBMIT CONTENTIOUS ISSUES
OF AEGEAN TO INTERNATIONAL COURT OF JUSTICE.

3. RESPONDING TO QUERY ON CDN VIEWS ON STATUS OF ISLANDS AMBASSADOR
NOTED COMPLEXITY OF ISSUES AND AMENABILITY TO QUOTE SPECIAL CASES

...2

PAGE TWO 2156 RESTR

UNQUOTE APPROACH, AND INDICATED CDA HAD NOT/NOT ACCEDED TO ANY FIXED
POSITION. MINISTER REITERATED SUPPORT FOR SALMON PROPOSALS AND
EXPRESSED HOPE CDA WOULD SUPPORT GREECE WITHIN QUOTE PROPER LEGAL
FRAMEWORK UNQUOTE.

4. PROPOSE TO DISTRIBUTE REMAINING PORTFOLIA ON EVE OF CONFERENCE
WHEN GREEK DEL FULLY FORMED.

END/222 282732Z 20260

C.C. 25-5-7-2 - SALMON

25-5-4-GVE

38

ACTION

CONFIDENTIAL

FM HSNKI MEL0061 FEB21/75

TO EXTOT FLO

REF YOURLET FLO-(M)-171 FEB7 PARA5 OURTEL 0056 FEB18

---LOS-SALMON

BEFORE MAKING REPS BASIS YOUR REFTEL CAN YOU GIVE ME SUMMARY
OF DANISH DOCU L/31 ON SALMON WHICH FINNS SUPPORT.

END/232 211000Z 00040

CONFIDENTIAL

Next sent 25/2/75

~~Auger~~
~~cc Léger~~ ~~OK~~ done
~~Seeger~~ ~~OK~~

file
25-5-4-GVA

EXTERNAL AFFAIRS



AFFAIRES EXTERIEURES

From/De: ACRA

Att'n: H. Leger

TO
ÀThe Under-Secretary of State : FLO
for External Affairs, OttawaSECURITY Confidential
SécuritéFROM
De

The Canadian Embassy, Copenhagen

DATE 20 February, 1975

REFERENCE
Référence

Your FLO (M) 171 of 7 February, 1975

NUMBER
Numéro

34

SUBJECT
Sujet

Law of the Sea : SALMON

FILE	DOSSIER
OTTAWA	25-5-4-Hva
MISSION	25.5.4-Hva 47

ENCLOSURES
Annexes

C.C. 25-5-7-2-SALMON

DISTRIBUTION

GEC

During the last three months there have been two occasions when, to our knowledge, Canadian officials connected with this post or passing through Copenhagen have discussed the question of salmon with Danish officials in the context of the Law of the Sea Conference. The subject was mentioned briefly in passing during my conversation with Mr. Per Fergo about a proposed meeting of Danish and Canadian representatives reported in my telegram 562 of November 13, 1974. During that conversation I recall that Mr. Fergo enquired whether there had been any change in the Canadian position on salmon. I replied that to my knowledge, there had not been any change, and the issue remained as it had been at the close of the Caracas session of the Law of the Sea.

RECEIVED

MAR 4 1975

In Legal Operations Division
Department of External Affairs

2. On January 23, subsequent to the ICNAF meeting in Bergen, I had a brief meeting with Dr. M.P. Sheppard, Director, International Fisheries, Department of Environment, who informed me that he and Dr. Needler had had a meeting with Mr. K. Løkkegård of the Danish Ministry of Fisheries in Bergen, during the ICNAF meetings. As you know, this meeting was at Danish request, and Dr. Sheppard told me that he and Dr. Needler had listened to what Løkkegård had had to say about the question of salmon without making any comment on the substance of the issue.

3. This is to report that on February 20 in accordance with the instructions in paragraph 4 of your letter FLO(M) 171 of February 7, 1975, I called on Messrs F. Kiær and Ib R. Andreassen of the Legal Department, Ministry for Foreign Affairs, and went over in detail with them the Canadian case on salmon

... 2

- 2 -

as developed for the LOS Conference. I used as the basis for this discussion the working paper attached to your FLO(M) 1268 of October 22, 1974. I took the opportunity to refresh their memories on this subject by leaving with them a copy of the Working Paper reproduced as an Aide Mémoire.

4. Mr. Andreassen was particularly interested in whether there had been any development in the Canadian position on salmon. He seemed especially interested in the final sentence of the last paragraph of the Working Paper (A/Conf.62/C.2/1.81 of August 23 1974) which refers to "curtailment" of the fishing of salmon on the open sea outside national jurisdiction, and co-operation with the State of origin by other states through whose zones the salmon may migrate. He seemed to think that "curtailment" implied action of somewhat less severity than would be implied by the word "prohibition", which he traditionally associates with the Canadian position on the fishing of salmon on the high seas. I said that, to my knowledge, the Canadian position had not changed since the Caracas session of the LOS last August, but I recommended early consultation with the experts of the Canadian delegation at the resumed LOS Conference in Geneva. Mr. Andreassen also explained in some detail the Danish position on salmon (which, in effect, seems to be that the interested states should get together and themselves decide, perhaps in the regional fishing commissions, how the salmon fishing should be regulated). This, of course, would give no special position to the State of origin, but would treat it on a par with all other "interested" states. It would also not require any article or articles on salmon in a revised LOS convention.

5. Mr. Andreassen also wished to know whether our current démarche was being made to Denmark alone, to other salmon fishing states, or more widely still. When I replied in the latter sense, and said that Canadian missions in more than seventy states would be approaching the governments to which they were accredited, Messrs Kiær and Andreassen expressed mild concern that we had decided to extend our representations beyond the relatively small group of states (about fifteen) actively interested and concerned with salmon fisheries.

... 3

- 3 -

6. The discussion closed with my statement that, as far as I knew, there had been no recent change in the Canadian position on salmon, that the position remained as it had been, and that further clarification required should be sought through consultations with members of the Canadian delegation at the resumed Law of the Sea session in Geneva.

J. W. Cornett
for Embassy

ACTION

Brussel
RESTREINT

cc 25-5-4-GVA	
25-5-7-2-SALMON	
38	20

RESTREINT

DE BRU BRU0205 18FEV75

A TT EXTOTT FLO DE LDN

INFO LDN TT PARIS BONN HAGUE DUBLN COPEN DE LDN ROME DE PAR

BH CANMISEUR DE BRU

DISTR GEO ECL

REF NOTRETEL 154 6FEV ET VOTRELET FLO(M)171 7FEV

---DROIT DE LA MER-SAUMON

VOTRELET ET NOTRETEL SE SONT CROISES.SI RENSEIGNEMENTS CONTENUS

PARA 11 NOTRETEL SONT INSUFFISANTS ET QUIL CONVIENDRAIT REVOIR

CHEF DEL BELGE VAN DER ESSEN,NOUS AVISER.ENTRE-TEMPS NOUS ESPERONS

POUVOIR ABORDER SUJET AVEC DIR DU SERVICE DES PECHERIES MARITIMES,

M MICHIELSEN ET LUI OFFRIR LALBUM SUR SAUMON.

END/231 181524Z 00050

Léves
cc Lapointe done
file
25-5-2-2-Salmon
cc 25-5-4-GVA done

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

File

TO
À ALL POSTS LISTED BELOW

FROM
De The Under-Secretary of State
for External Affairs, OTTAWA

REFERENCE
Référence Our telegram FLO-89, January 16, 1975

SUBJECT
Sujet LAW OF THE SEA - SALMON

SECURITY
Sécurité CONFIDENTIAL

DATE February 7, 1975

NUMBER
Numéro FLO-(M)-171

FILE	DOSSIER
OTTAWA	
25-5-7-2-SALMON	✓
MISSION: 25-5-4-GVA	

38.

ENCLOSURES
Annexes

DISTRIBUTION

The purpose of this letter is to provide you with the present state of play with regard to our salmon initiative at the Law of the Sea Conference.

2. For your own information, we remain concerned about the level of international support for our salmon proposal. One of the difficulties is, of course, that the specialized nature of this fishery makes it an issue which is not one of vital interest to many countries participating in the Law of the Sea Conference. Because of this, and because the issue has not yet been widely debated in the Conference itself, it is difficult for us to fathom the amount of support which we have in this issue at the Conference.

... 2

ALGIERS	BUENOS AIRES	CANBERRA	VIENNA
DACCA	BARBADOS	BRUSSELS	BRASILIA
LONDON	YAOUNDE	SANTIAGO	PEKING
BOGOTA	BRAZZAVILLE	SAN JOSE	HAVANA
PRAGUE	COPENHAGEN	CAIRO	ADDIS ABABA
HELSINKI	PARIS	BONN	ACCRA
ATHENS	GUATEMALA	GEORGETOWN	PORT-AU-PRINCE
BUDAPEST	NEW DELHI	JAKARTA	TEHRAN
DUBLIN	TEL AVIV	ROME	ABIDJAN
KINGSTON	TOKYO	NAIROBI	SEOUL
BEIRUT	KUALA LUMPUR	MEXICO	RABAT
THE HAGUE	WELLINGTON	LAGOS	OSLO
ISLAMABAD	LIMA	MANILA	WARSAW
LISBON	JEDDAH	DAKAR	SINGAPORE
PRETORIA	MADRID	COLOMBO	STOCKHOLM
BERNE	DAR-ES-SALAAM	BANGKOK	PORT OF SPAIN
TUNIS	ANKARA	MOSCOW	WASHINGTON, D.C.
CARACAS	SAIGON	BELGRADE	KINSHASA
LUSAKA			

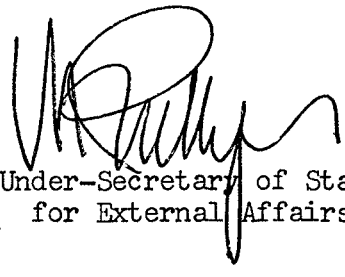
- 2 -

CONFIDENTIAL

3. Another difficulty is that while the countries of origin of salmon participating in the Conference generally have the same objectives at the Conference, the details of the regimes proposed by these countries differ. We are particularly anxious that we should not be in disagreement with the United States about the details of the regime for the protection of the salmon stocks and we have therefore arranged a meeting with the United States to iron out some of the present uncertainties. It is anticipated that these difficulties can be overcome, and immediately following the Canada/U.S.A. meeting there will be a meeting with other salmon-producing states - U.S.S.R., Ireland, the U.K., and Iceland. It is our hope that these meetings will pave the way for meaningful discussions with other countries participating in the Conference.

4. While we have not gone into detail about the difficulties concerning the various salmon proposals, it will be obvious from what is said above that we are not yet confident that the new Law of the Sea Convention will contain articles on salmon which will meet the Canadian objectives. We are anxious, therefore, that all Canadian posts remain conscious that there is still a great deal of work to be done to convince all states participating in the Law of the Sea Conference that a special regime for salmon must be established. We would, therefore, be most grateful if addressees of this letter could again emphasize to appropriate officials the importance we attach to this issue. Any approaches you make can be based on material which you already have. The working document enclosed with our letter FLO-1268 of October 22, 1974 should be particularly useful for this purpose. You will also have read the referenced telegram. The November/December issue of International Perspectives contains an article on the Caracas session of the Law of the Sea Conference written by a member of the Legal Bureau. It will be of use in providing a more wide-ranging view of developments at Caracas. Salmon is only one of the many issues discussed in the article but the point is made that strong objections remain to recognizing special rights to the states of origin beyond 200 miles.

5. Once the bilateral and unilateral consultations mentioned above have been completed, it is our intention to inform you further about developments. It may be, however, that these consultations may not be complete until just prior to the opening of the Geneva session.


for Under-Secretary of State
for External Affairs



Environment
Canada

Environnement
Canada



Fisheries and
Marine

Pêches et sciences
de la mer

February 6, 1975

Your file Votre référence

Our file Notre référence

Mr. D.M. Miller,
Director,
Legal Operations Division,
Department of External Affairs,
Lester B. Pearson Building,
125 Sussex Drive,
Ottawa, Ontario.

File
25-5-7-2-SALMON
25-5-4-GVA
10/2
leg
C.C. 25-5-7-2 - SALMON

25-5-4-GVA

38

Dear David:

I am writing in reply to your letter of January 31, 1975 requesting our views on a draft letter, prepared by Georges Leger, which you wished to send to all posts abroad as soon as possible.

Our suggested changes to this draft were provided to Georges Leger on the telephone by Bob Applebaum on Thursday, February 6. I am returning your draft with our proposed changes indicated in pencil, to confirm.

Yours sincerely,

L.H. Legault,
Director-General,
International Fisheries & Marine
Directorate.

encls:

RECEIVED

FEB 10 1975

In Legal Operations Division
Department of External Affairs

DRAFT

FLO/G.A.Léger 2-6692/dah/co

NUMBERED LETTER

To: All Posts (except consular posts and permanent missions)

CONFIDENTIAL

From: The Under-Secretary of State
for External Affairs, OTTAWA

February 1975

Ref: Our telex 89 Jan. 16

File: 25-5-7-2-SALMON

Subj: Law of the Sea - Salmon

c.c.: 25-5-4-GVA

The purpose of this letter is to provide you with the present state of play with regard to our salmon initiative at the Law of the Sea Conference.

2. For your own information, we remain concerned about the level of international support for our salmon proposal. One of the difficulties is, of course, that the specialized nature of this fishery makes it an issue which is not one of vital interest to many countries participating in the Law of the Sea Conference. Because of this, and because the issue has not yet been widely debated in the Conference itself, it is difficult for us to fathom the amount of support which we have in this issue at the Conference.

3. Another difficulty is that while the countries of origin of salmon participating in the Conference generally have the same objectives at the Conference, the details of the regimes proposed by these countries differ. We are particularly anxious that we should not be in disagreement with the United States about the details of the regime for the protection of the salmon stocks and we ~~are therefore in the process of setting up~~ ^{have therefore arranged} a meeting with the United States to iron out some of the present uncertainties. It is anticipated that these difficulties can be overcome, and it is the view of both countries ~~that once our bilateral problems are out of the way we should have a wider~~ ^{immediately following the Cdn-US mtg there will be a}

CONFIDENTIAL

- 2 -
with the salmon producing states - USSR, Ireland, UK + Iceland
encompassing all states of origin of salmon. It is our hope

that these meetings could take place before the Geneva session gets
underway, ^{will} and pave the way for meaningful discussions with other countries
participating in the Conference.

4. While we have not gone into detail about the difficulties
concerning the various salmon proposals, it will be obvious from what is
said above that we are not yet confident that the new Law of the Sea
Convention will contain articles on salmon which will meet the Canadian
objectives. We are anxious, therefore, that all Canadian posts remain
conscious that there is still a great deal of work to be done to convince
all States participating in the Law of the Sea Conference that a special
regime for salmon must be established. We would, therefore, be most
grateful if addressees of this letter could again emphasize to appropriate
officials the importance we attach to this issue. Any approaches you
make can be based on material which you already have. The working document
enclosed with our letter FLO-1268 of October 22, 1974 should be particularly
useful for this purpose. You will also have read the reference telex. The
November/December issue of International Perspectives contains an article on the
Caracas session of the Law of the Sea Conference written by a member of the legal
Bureau. It will be of use in providing a more wide-ranging view of developments
at Caracas. Salmon is only one of the many issues discussed in the article but
the point is made that strong objections remain to recognizing special rights to the
states of origin beyond 200 miles.

5. Once the bilateral and unilateral consultations mentioned above
have been completed, it is our intention to inform you further about developments.
It may be, however, that these consultations may not be complete until just prior
to the opening of the Geneva session.

002048

Environment, Dept of

25-5-7-2- SALMON	
4	28

Ottawa, Ontario
K1A 0G2

January 31, 1975.

Dear Dr. Shepard:

... We should appreciate your views on the attached draft
of a letter which we wish to send to all posts abroad as soon as
possible.

P. A. LAPOINTE

for
D.M. Miller
Director
Legal Operations Division

Dr. M.P. Shepard
International Fisheries & Marine
Directorate
Department of Environment
11th Floor
EMR Tower
580 Booth Street
Ottawa

Environment Canada Environnement Canada

MEMORANDUM NOTE DE SERVICE

DATE

January 20, 1975

Our file Notre référence

c.c. 25-5-4-GVA

25-5-7-2-SALMON

38

Your file Votre référence

FROM: L.H. Legault
DE:

TO: Dr. M.P. Shepard
A:

SUBJECT:
SUJET:

cc - FLP
- FLD - Lapointe
- G. L. [unclear]
- [unclear]
- [unclear]
- [unclear]
and file

25-5-7-2-Salmon
cc 25-5-4-GVA done
Léger
23/1

During the Law of the Sea consultations with the U.S.A. in Ottawa on January 13 and 14, a brief discussion was held concerning the respective approaches of the two countries to the salmon problem within the Law of the Sea Conference.

2. The head of the U.S. team, Mr. John Norton Moore, made the following points:

- (a) The salmon problem has to be resolved by agreement at the Law of the Sea Conference, as any more restricted approach could not provide effective protection of the stocks.
- (b) Agreement on the rights and interests of the states of origin will require a two-thirds majority vote, which will be very difficult to obtain.
- (c) If success is to be achieved, an accommodation must be reached with Japan at an early date.
- (d) While the U.S.A. has held discussions with Japan on the salmon question, these have not resulted in any kind of agreement; nevertheless, U.S. officials are optimistic that the Japanese can be persuaded.
- (e) Prospects for general agreement and an accommodation with Japan might be improved by a meeting of the major salmon-producing states, with a view to better coordination of their positions and tactics.
- (f) The U.S.A.'s approach remains based on management of salmon by the state of origin throughout the limits of their migratory range, with no fishing for salmon beyond the limits of the 12-mile

- 2 -

territorial sea without the consent of the coastal state (a point on which Moore mistakenly believed Canada and the U.S.A. to be in agreement).

3. Speaking for the Canadian team, I made the following points in reply:

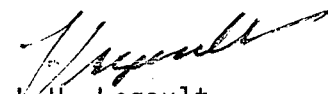
- (a) We agree that a general multilateral resolution of the salmon question at the Law of the Sea Conference is necessary to deal with possible newcomers, and that the majority needed will be very hard to get.
- (b) We also agree that an accommodation with Japan (and to a lesser extent with Denmark) is vital to our chances of success in light of the effectiveness of Japanese tactics on this issue. The difficulty is that any accommodation of Japanese salmon fishing beyond the limits of national jurisdiction (which, under present arrangements, does not seriously affect Canadian stocks) would dilute the "purity" of the rationale for the position of the salmon-producing states and leave us open to attack on the grounds that special privileges for Japan are inconsistent with the doctrine of the "common heritage of mankind" and constitute simply another application of the "historic" or "traditional" fishing rights concept so hated by most developing countries.
- (c) The salmon-producing countries are on the horns of a dilemma: damned if they do and damned if they don't come to an understanding with Japan. Canada has attempted to draft various formulations to get around this dilemma but none so far has been fully satisfactory even to us. One possibility to which we have given half-serious consideration (but have never before mentioned to any other country) would be to allow Japan to fish only inside the limits of national jurisdiction, i.e., within the 200-mile zone, of those states of origin whose stocks have been traditionally fished by Japan on the high seas - namely, the U.S.A. and U.S.S.R. We recognize, however, that such an approach might be politically impossible for these two countries. (Moore thought that this idea was worth considering but emphasized the political difficulties involved.)
- (d) We too consider that a meeting of the salmon-producing countries would be of value. However, I suggested, and Moore agreed, that Canada and the U.S.A. should hold bilateral discussions before any such initiative was taken, in order to ensure that the respective

- 3 -

positions of the two countries were on "all fours" with regard to all aspects of the salmon question. I pointed out, for instance, that under the present Canadian position the general prohibition on fishing for salmon would apply to the international area beyond the 200-mile limit and not beyond the 12-mile territorial sea as Moore believed.

4. We must now quickly follow up on this understanding with the Americans. I should be grateful if Mr. Applebaum, after consulting Dr. Shepard in Norway by telephone, would arrange the proposed bilateral discussions with U.S. salmon and LOS experts for the week of January 27 (in which case I could not participate) or the week of February 3, with the choice of site being left to the Americans. Assuming that the results of these bilateral talks would be satisfactory, we should aim for the meeting of salmon-producing states to be held no later than the end of February or early March (but not during the Evensen Group meetings in New York from February 10 to 20). No invitations or information should be given to the other countries concerned until after the preliminary talks with the U.S.A. If the Americans agree I would propose that Canada act as host for the wider meeting, preferably on the west coast in view of the time of year. One point to start mulling over immediately is whether or not to include the Swedes in the meeting; my own view is that we should despite, or perhaps because of, the difficulties they have caused us.

5. I shall look forward to a report on progress in this matter immediately upon my return from Africa on February 2.


L.H. Legault

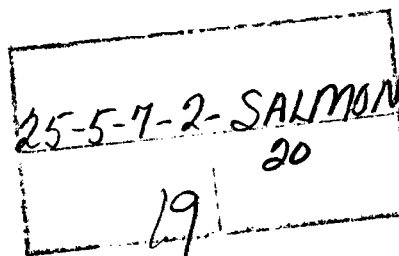
c.c. Mr. K.C. Lucas
Mr. J. Haché
Mr. B. Applebaum
Mr. G. Léger (External)

ECL/M.M. Hart/2-5421/sjt

MR 6021

FLO

ECL



RESTRICTED

January 15, 1975

Extent of Economic Leverage available in Canada/USA
Salmon talks

GWU

We appreciate that bargaining pressure on the Canadian side in the Canada/USA Salmon talks may be insufficient. We are aware of the attractiveness to non-governmental advisors of widening the scope of negotiation by adding the leverage of unrelated economic sanctions. We do not, however, consider this to be a wise policy.

2. We are opposed in principle to confusing one economic issue with another. In most instances the Canadian position has enough merit to stand by itself and would not be substantially improved by trade-offs between issues. We believe that the system of trade-offs among unrelated issues has more disadvantages than advantages and is to be avoided as much as possible. We understand that GWU agrees with this position. To introduce non-fisheries issues, therefore, into the salmon talks would probably not resolve the outstanding issues and are more likely to complicate and draw out the negotiations.

3. At the preparatory meeting to be held in Vancouver we hope you will be able to lay this argument to rest.

G. E. SHANNON

Commercial Policy Division

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO: A EHE
From: DOR-ACRA
JAN 3 1975
M. Phillips
All in
SECURITY UNCLASSIFIED
Sécurité

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

FROM: Canadian Embassy (DUBLIN) Ireland

REFERENCE
Référé

SUBJECT: Salmon Fisheries.
Sujet

DATE December 6, 1974

NUMBER 336
Numéro

FILE	DOSSIER
OTTAWA 25-5-7-12-15-18-21-24-27-30-31-1	
MISSION 25-5-4	5

*Mr. Lapointe
Mr. Phillips
and Mr. [unclear]*

ENCLOSURES
Annexes

XX

DISTRIBUTION

Attached is a copy of the Irish Economic and social Research Institute's publication on Commercial Salmon Fishing. You will note in their conclusions (p.72-76) a reaffirmation of the Irish concern over the open sea fishing of salmon stocks. On checking with the Department of Foreign Affairs we determined that this expression of concern has been expressed independently of any encouragement by either the Department of Agriculture and Fisheries or the Foreign Ministry.

att in file pocket

[Signature]
The Embassy.

RECEIVED

In the [unclear] Division
for [unclear] Affairs

(FILE)
CIRC
DIARY
CHRON

November 19, 1974

CONFIDENTIAL

GREENLAND SALMON FISHERY

25-5-7-2-SALMON

29

The Greenland salmon fishery issue is the only blemish in the otherwise excellent relations between Canada and Denmark. It is the Canadian contention that indiscriminate fishing of salmon on the high seas should be halted. Also, those nations whose rivers and streams are used for spawning should receive a just proportion of the catch in return for the effort and investments needed to perpetuate this renewable resource. Canada does not dispute the right of Greenlanders to fish for salmon in their own territorial waters but does seek, through ICNAF, controls on the tonnage of the Greenland salmon catch. Canada has severely restricted Canadian fishing of salmon and seeks the aid of Denmark in the conservation and re-building of stocks.

Denmark has reported overfishing of ICNAF quotas in Greenland waters but cites the administrative problems involved in enforcing the quota among the several hundred local fishermen scattered along the Greenland coast. Denmark also feels that the ease with which the Greenland fishermen exceeded their quota indicates that Canada is being too conservative in its estimate of allowable catches. In the 1974 meetings of ICNAF Denmark asked for an increase of 200 tons in the quota of 1100 tons. In the end there was an informal agreement to allow the Danes an increase of approximately 100 tons.

---- Just recently (see Copenhagen telegram 562 of November 13, attached) the Danes have suggested a meeting with Canadian experts early in the new year to pursue discussions on the salmon question.

Saint-Paul, le 31/7/74

File 25-5-7-2
Salmon
Maurice, 9

Don't know? could
type
than with plus?
Bob
over →

Suite aux deux visites que j'ai eues au résident, j'aurais
très aimé de lui vouloir me passer quelques renseignements
complémentaires concernant le droit des pêcheurs au Canada.

Il ne serait très utile d'émettre tous les canaux de
pêche, de déclarations etc. . . sur les rapports du Canada et des
Etats-Unis en matière de pêche: j'entends par là aussi bien
la négociation des divers accords sur les privilèges
réciproques de pêche que les entretiens sur le saumon.
J'espère qu'il vous sera loisible de me communiquer ces
renseignements.

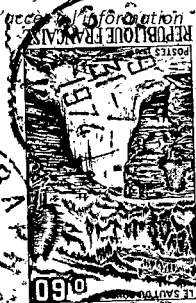
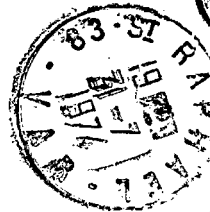
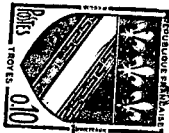
Avec mes très vifs remerciements, je vous prie d'agréer,
Monsieur, l'expression de mes distingués sentiments

Sincère Saint-Jean

Phoné Robert DOE
August 14, 1974 promised
to send public info.
Pierre SAINT-JEAN sent
5 bis quai de la République Aug 27/74
94410 SAINT-MAURICE FRANCE

Lynch
Jim - could
you look after
this please? It
should all be
in 25-5-7-2 Salmon
+ 25-5-5 Cdo-002056
back - 11-8
-69

France Dion of FLA
was kind enough
to type this out
for you



Mr B. Applebaum
legal operations division

External Affairs, Canada

L.B. PEARSON Bldg.

Sussex Drive

K1A0G2. OTTAWA

2

FLC

002058
CANADA

Pierre Saint-Jean. 5 bis quai de la République 94410

Saint-Raphaël, le 31/7/74

Monsieur,

Suite aux deux visites que je vous ai rendues, je vous serais très obligé de bien vouloir me faire parvenir quelques renseignements complémentaires concernant le droit des pêches au Canada.

Il me serait très utile d'obtenir tous les communiqués de presse, déclarations etc. ... sur les rapports du Canada et des Etats-Unis en matière de pêche: j'entends par là aussi bien la négociation des divers accords sur les privilèges réciproques de pêche que les entretiens sur le saumon.

J'espère qu'il vous sera loisible de me communiquer ces renseignements.

Avec mes très vifs remerciements, je vous prie d'agréer, Monsieur, l'expression de mes distingués sentiments.

Pierre Saint-Jevin,
5 bisquai de la République,
94410 Saint-Maurice, FRANCE

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO/A	<i>PRO</i>
From/De	ACRA
JUL 18 1974	
<i>Appelbaum</i>	

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

SECURITY
Sécurité
Unclassified

DATE
5 July, 1974

FROM
De
The Canadian Embassy, Copenhagen

NUMBER
Numéro
159

REFERENCE
Référence
My letter 150 of July 2, 1974

SUBJECT
Sujet
North Atlantic Salmon : Danish Notifi-
cation about Salmon Fisheries Outside
the Greenland Fishery Territory.

FILE	DOSSIER
OTTAWA	
<i>25-5-7-2-SALMON</i>	
MISSION	<i>25-5-7-2/28</i>

ENCLOSURES
Annexes

DISTRIBUTION

by Post :
Oslo
London

By Ottawa
GEC

Environment/
Fisheries/
Legault
Shepard

As a companion piece to our letter No. 150 of July 2, 1974, I now attach an office translation of Danish official notification No. 326 of June 24, 1974 dealing with salmon fishing in the ICNAF area, but outside the Greenland Fishery Territory. Notificaion No. 283 of June 7/74 attached to our letter 150 of July 2 1974, dealt with salmon fishing inside (within) the Greenland Fishery Territory.

for *Embassy*

DISTRIBUTION
"by OTTAWA"
done in ACR

JUL 18 1974

DISTRIBUTION
"par OTTAWA"
effectuée par ACR
Ext. 4078/Bil.

(Admin. Services Div.)

002061

CANADIAN EMBASSY
COPENHAGEN

July 4, 1974

Translation

No. 326 of June 24, 1974.

Notification regulating salmon fisheries in the
Northwest Atlantic

Pursuant to §§ 1 and 3 in Act No. 210 of May 19, 1971, on international measures to regulate fisheries, the following is laid down in accordance with resolutions adopted by the International Commission on Northwest Atlantic Fisheries (ICNAF):

§ 1. During the period until December 31, 1974, fishery for salmon in the ICNAF area, cf. enclosure to this Notification, may take place outside the Greenland fishery territory only on authorization issued by the Minister of Fisheries or the person whom he authorizes for this, and only within the following quantities of catches:

- a. In respect of persons resident, or companies etc. with registered office, in Greenland 1,100 tons (whole fish);
- b. In respect of persons resident, or companies registered, in the kingdom outside Greenland 846 tons (whole fish).

2. In connection with the authorization mentioned in 1., a distribution may be made of the catches mentioned between those so authorized.

3. The quantities mentioned in 1. shall be reduced by the quantity of salmon fished on the Greenland fishery territory.

§ 2. Supervision of compliance with the regulations in this Notification is incumbent on the police, the Fishery Control, Fishery Inspection authority or, in respect of the Faroes, such persons as are authorized for this by the Faroese National Government.

§ 3. Infringement of the regulations in this Notification is punished by fine.

2. In regard to confiscation, the rules in the Civil Penal Code and the Criminal Act for Greenland apply. Catches may be confiscated even though it cannot be determined with certainty that all of them resulted from the breach of law concerned.

3./ 2./

- 2 -

3. Half of the fines shall accrue to the Exchequer while the other half shall be paid by the Ministry of Fisheries for further distribution between the Danish Fishery Association's Relief Fund and the Danish Pelagic Fishery Association's Relief Fund by 2/3rds and 1/3rd, respectively. However, in so far as persons resident, or companies with registered office, in Greenland or the Faroes are concerned, the latter half is payable in respect of Greenland to the Governor of Greenland and shall accrue to KNAPP's Relief Fund (Carl Egede's Fund) for distribution to fishermen in difficult economic circumstances and their dependents, and in respect of the Faroes to "Hjælpargrunninum fyri oarbeidsfórar fiskimenn".

Ministry of Fisheries, June 24, 1974.

Niels Anker Kofoed

/Henning Lecht.

July 4, 1974.

EAF

Translation

No. 326 of June 24, 1974.

Enclosure to Notification No. 283 of June 7, 1974,
concerning SALMON FISHERIES IN THE GREENLAND FISHERY TERRITORY,
translated on June 28, 1974.)

The ICNAF area is as follows, cf. Article I in Notification
of February 8, 1951:

All waters, except territorial waters, delimited by a line which
begins at a point on the coast of Rhode Island at $71^{\circ}40'$ western longi-
tude; thence due south to $39^{\circ}00'$ northern latitude, thence due east
to $42^{\circ}00'$ western longitude, thence due north to $59^{\circ}00'$ northern latitude,
thence due west to $44^{\circ}00'$ western longitude, thence due north to the
coast of Greenland, thence along the Greenland west coast to $78^{\circ}10'$
northern latitude; thence southwards to a point at $75^{\circ}00'$ northern
latitude and $73^{\circ}30'$ western longitude, thence along a rhumb line to
a point at $69^{\circ}00'$ northern latitude and $59^{\circ}00'$ western longitude; thence
due south to $61^{\circ}00'$ northern latitude; thence due west to $64^{\circ}30'$ western
longitude; thence due south to the coast of Labrador; thence in a south-
erly direction along the coast of Labrador to the southern terminal
point of its border along Quebec; thence in a westerly direction to
the coast of Quebec and in an easterly and southerly direction along
the coasts of New Brunswick, Nova Scotia and Cape Breton Island to Cabot
Strait, thence along the coasts of Cape Breton Island, Nova Scotia, New
Brunswick, Maine, New Hampshire, Massachusetts and Rhode Island to the
starting point.

July 2, 1974.

July 4, 1974.

EXTERNAL AFFAIRS



AFSAIRES EXTERIEURES JUL 18 1974

To/A *FLO*
From/De: ACRA

Alt'n: *Applebaum*

SECURITY UnCLASSIFIED
Sécurité

DATE 2 July, 1974 *File*

NUMBER 150 *Jul 28/74*
Numéro *pyllm*

FILE	DOSSIER
OTTAWA	
25-5-7-2-SALMON	
MISSION	25.5-7-2-1/38

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

FROM
De The Canadian Embassy, Copenhagen

REFERENCE
Référence , Our telegram 311 of May 30. 1974 and Your
Memoranda to file of April 3 and May 8, 1974

SUBJECT
Sujet North Atlantic Salmon : Danish Notification
about Salmon Fisheries off Greenland

ENCLOSURES
Annexes

DISTRIBUTION

By Post :
Oslo
London

By Ottawa :

Environment/
Fisheries/
Legault/
Shepard

GEC

I attach copies of an office translation of Danish official notification No. 283 of June 7, 1974 about Salmon Fisheries in the Greenland Fishery Territory. Although dated June 7, 1974, this notification did not come to our notice until June 27, 1974, when it was received together with another batch of notifications.

2. This notification appears to establish the following quotas for salmon in the Greenland fishery for 1974 as follows :

1. For Greenlanders or companies registered in Greenland : 1,050 tons
2. For small boat owners in certain specified communities in Greenland (Nanortalik, Egedesminde, Kangatsiaq, Ikamiut, Umank, Upernavik) : total of 50 tons
3. For persons or companies with registered offices in Denmark, but outside Greenland (i.e. the Faeroes or Metropolitan Denmark) : 846 tons

3. Subsection 2 of Section 3 of the notification then goes on to state that the quantities mentioned (as above) shall be reduced by the quantity of salmon caught in the ICNAF area outside the Greenland Fishery Territory.

4. Without knowing more about what was agreed at the ICNAF meeting in Halifax in June, 1974 (we have had no information on this meeting) we are scarcely in a position to make any rational comment about the importance or implications of the official notification which forms the subject of this letter. It is, accordingly, merely transmitted for information.

DISTRIBUTION
"by OTTAWA"
done in ACR

JUL 18 1974

DISTRIBUTION

"per OTTAWA"

Ext. 4078/Bldg 201 ACR

(Admin. Services Div.)

[Signature]
for The Embassy

002065

3 photocopies
required.

CANADIAN EMBASSY
COPENHAGEN

June 28, 1974

File
25-5-7

Translation

No. 283 of June 7, 1974

Notification concerning salmon fisheries in the Greenland fishery territory

Pursuant to § 4 in Act No. 413 of June 13, 1973, for Greenland, relating to commercial fishery, trapping and shooting, the following is laid down:

§ 1. This Notification concerns commercial salmon fisheries operated in the Greenland fishery territory west of Cape Farewell by Greenland, Danish and Faroese fishermen.

§ 2. Fishery for salmon may take place only on the authorization of the Minister for Greenland or the person whom he authorizes for this. In connection with authorization a quantitative distribution of catches may be made between those who are authorized.

Subsection 2. Authorization to the persons mentioned in § 3, subsection 1, 1) may not be given to such persons as are employed chiefly outside fisheries, trapping and sheep breeding.

§ 3. Fishery for salmon may each year be effected only within the following quantities (whole fish):

- 1) in respect of persons resident in Greenland and permanently associated with the Greenland community or companies etc. with registered office in Greenland: 1,050 tons.
- 2) in respect of persons resident in the areas below-mentioned who only own boats of at most 26 feet, in addition:
Nanortalik Commune - 20 tons;
Egedesminde and Kangatsiaq Communes and Ikamiut - 20 tons;
Umanak Commune - 5 tons;
Upernavik Commune - 5 tons.

These catches shall be sold to installations on land in the area in question.

- 3) in respect of persons resident, or companies etc. with registered office, in the kingdom outside Greenland: 846 tons.

Subsection 2. The quantities mentioned shall be reduced by the quantity of salmon caught in the ICNAF area outside the Greenland fishery territory. The ICNAF area is described in the enclosure to this Notification. ^{x)}

Trl.'s note: Will obtain a photostat of it from the Legal Gazette and translate it.

2./

- 2 -

Subsection 3. Announcement concerning the cessation of fisheries in accordance with the quotas in question shall be given by the Governor of Greenland on the radio and in the press.

§ 4. Supervision of compliance with the regulations in the Notification is incumbent on the police, the Fishery Control, the Fishery Inspection authority or, in respect of the Faroes, such persons as are authorized for it by the Faroese Provincial Government.

§ 5. Infringement of the regulations in this Notification may result in warning or fine.

Subsection 2. In regard to confiscation, the rules in the Civil Penal Code and the Criminal Act for Greenland apply. Catches may be confiscated even though it cannot be determined with certainty that all of them resulted from the breach of law concerned.

Subsection 3. Half of the fines shall accrue to the Exchequer while the other half shall be paid to the Ministry of Fisheries for further distribution between the Danish Fishery Association's Relief Fund and the Danish Pelagic Fishery Association's Relief Fund by 2/3rds and 1/3rd, respectively. However, in so far as persons resident, or companies with registered office, in Greenland or the Faroes are concerned, the latter half is payable in respect of Greenland to the Governor of Greenland and shall accrue to KNAPP's Relief Fund (Carl Egede's Fund) for distribution to fishermen in difficult economic circumstances and their dependents, and in respect of the Faroes to "Hjálpargrunninum fyri arbeidsfórar fiskimenn".

Ministry of Greenland, June 7, 1974.

Holger Hansen.

/K. Fudde Lund.

June 28, 1974.

File

CONFIDENTIAL

June 13, 1974.

NATO MINISTERIAL MEETING
OTTAWA, JUNE 18 AND 19, 1974

25-5-7-2-SALMON	
39	

Bilateral Discussions

Greenland Salmon Fishery

This is the only issue causing any real difficulty in Canada's excellent relations with Denmark. The problem is that some of the salmon caught off the Greenland coast belong to Canada. In a Pour Mémoire of January 28, 1974, and in a meeting with officials of this Department and the Department of the Environment, the Danish Ambassador stated that over the past year the Greenlanders had overfished their ICNAF quota by over 40%: the catch was 1575 tons compared with the 1100 ton quota. He cited the administrative problems involved in enforcing the quota among several hundred local fishermen scattered along the coast and informed us that at the ICNAF meeting in Halifax in June Denmark intended to propose an increase in the Greenland salmon quota on the grounds that large catches by the Greenlanders tend to prove that the quota is too low. At that meeting, which has just ended, the Danes put forward an increase of 200 tons which was later reduced as a compromise to 100, a revised quota of 1200 tons.

TALKING POINTS

1. Tagging data show that large numbers of Canadian salmon are taken in the Greenland salmon fishery. Canadian scientists believe this is an important cause of the decline of salmon runs in eastern Canadian rivers.

. . . /2

TRANSMITTAL AND RECEIPT NOTE - NOTE D'ENVOI ET DE RÉCEPTION

The Under Secretary of State for
External Affairs, OTTAWA, (FLO/GPO)

NO.

DATE

May 9, 1974

QUANTITY
QUANTITÉ

DESCRIPTION - DESCRIPTION

REFERENCE - RÉFÉRENCE

1

News article from the JAPAN TIMES, May 3/74,
"Soviets Make Proposal for Joint Salmon Breeding"

Ref: Our Telegram 1336,
May 1/74

To/A FLO
From/De: ACSA

MAY 16 1974

Attn: Cyberium

25-5-7-2-SALMON	
12	—

Due
CC: *DoA* *Asquith*
By Hand
Return May 17
BA
to
ice &
file
May 17/74
B. Appleton

RECEIVED

B.A. Smith,
The Canadian Embassy
TOKYO

MAY 16 1974

In. Leg. Operations Division
Department of External Affairs

RECEIPT ACKNOWLEDGED / ACCUSER RÉCEPTION

RETURN TO / RETOURNER À

DATE

SIGNATURE

THE JAPAN TIMES

May 3, 1974

Soviets Make Proposal For Joint Salmon Breeding

JPN
TIMES
5/5/74

The Soviet Union has made an unofficial proposal to Japan for the joint breeding of salmon by the two nations, according to the Fishery Agency.

The agency officials said Wednesday that the Soviet Union had informed Japan of the blueprints of the joint fish farms and asked Japan's cooperation.

Such a joint undertaking, first proposed by Japan in 1962, has been one of the pending issues between the two countries since then.

Japan will step up efforts to work out its own plan for the joint breeding, the officials said.

The Government will send a mission of experts to the Soviet Union for a first-hand study of the natural environments of the sites proposed by the Soviet Union and will arrange a conference of fishery experts of the two countries to implement the plan, they said.

The Soviet proposal was made to the Japanese delegation to the recent Japan-Soviet

fishery negotiations in Moscow just after the conclusion of the talks Monday.

The Soviet Union plans to build three overall salmon breeding centers and related facilities — one each in Sakhalin, Eastern Kamchatka and Western Kamchatka, according to the officials.

It plans to spend ¥7,200 million for the construction of the breeding center in Sakhalin and ¥10,800 million in Western Kamchatka. The Soviet Union did not reveal its estimate about the construction cost for the center in Eastern Kamchatka, the officials said.

When Japan first proposed the joint breeding of salmon in 1962, the Soviet Union showed a favorable reaction, but it had taken no major step since then.

The officials said that the Russians were greatly interested in the construction of the breeding centers because salmon resources in the North Pacific had been dwindling.

The preservation of salmon resources by breeding is also

welcome to Japan which has been forced to reduce its salmon catches in the North Pacific in the annual fishery negotiations with the Soviet Union, the officials said.

25-5-7-2-SALMON	
12	—

Mr. Applebaum
cc Mr. Rife
Miller

Dorothy
Chase cc
Hand
+ File
afm/ndt
B. J. / ndt

UNCLASSIFIED

FM TOKYO ITC648 APR29/74

TO ITCOTT/HEMMING/49/MCNEIL/28

INFO EXTOTT ECL FLO

---JPN-SOVIET SALMON AND HERRING FISHERY TALKS

FURTHER TO OURTEL 627 APR26 RE CRAB FISHERY TALK, 1974 JPN-SOVIET SALMON AND HERRING FISHERY TALKS CONCLUDED ON APR27 AND AGREEMENT WILL BE SIGNED ON APR29.

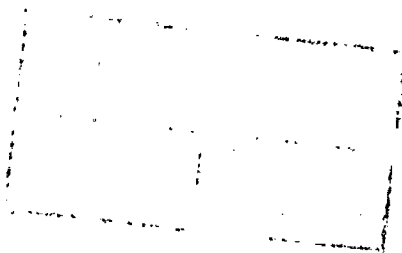
2. SALMON QUOTA FOR JPN WA SET 83,000 METRIC TONS (1973 WAS 91,000 MT) ALTHOUGH JPNSE WANTED 87,000 M/T SAME AS 1972 WHICH WAS A POOR CATCH YEAR. SOVIET QUOTA WAS ALLOCATED AT 3,000 M/T (SAME AS 1972.)

3. SALMON FISHERY SUSPENDED AND RESTRICTED AREAS BOTH IN QUOTE A UNQUOTE ZONE (NORTH OF 45 DEGREE NORTH, MOTHERSHIP TYPE OPERATIONS) AND QUOTE B UNQUOTE ZONE (SOUTH OF 45 DEGREE, LONG LINE OPERATIONS) WERE ENLARGED. RED SALMON (SOCKEYE) FISHERY IN QUOTE A UNQUOTE ZONE RESTRICTED TO 6 MILLION 1973 WAS 7 MILLION).

4. JPNSE DESIRE FOR LONG TERM FISHERY AGREEMENT WAS NOT/NOT REACHED. RUSSIAN DESIRE FOR RUSSIAN SURVEILLANCE SHIPS OPERATING IN QUOTE B UNQUOTE ZONE ENDED WITHOUT SETTLEMENT; PROBABLY SUBJECT TO FURTHER DISCUSSION.

5. NUMBER OF JPNSE RESEARCH FISHING VESSELS FOR HERRING WAS REDUCED TO 16 FROM 19. SOVIETS HAVE WITHDRAWN THE PROPOSAL OF NEW

...2



PAGE TWO ITC648

RESTRICTIONS ON HERRING FISHERY IN THE SEA OF OKHOTSK.
(FOOD/BAIT HERRING COMPARES TO SPAWNING HERRING WHICH HAS
BEEN BANNED SINCE 1971).

300445Z 280

ACTION COPY

R E S T R I C T E D

FM PEKIN 1030 APR22/74

TO EXTOTT FLO

DISTR GPL

REF YOUR 474 APR18

---LAW OF THE SEA:SALMON PORTFOLIO

OUR ADMITTEDLY LIMITED EXPERIENCE WITH PREVIOUS PRESENTATION EXERCISES IS THAT IT IS VIRTUALLY IMPOSSIBLE TO ARRANGE FOR HIGH LEVEL PERSONAL PRESENTATION IN THIS COUNTRY.BEST THAT CAN BE ARRANGED IS FOR INFORMAL PRESENTATION TO SENIOR OFFICIAL CONCERNED IN MFA.NO/NO PUBLICITY ENSUES.

2.IN PRESENT CASE SUGGEST YOU SEND US TWO PORTFOLIOS IN HOPE THAT WE CAN IDENTIFY HEAD OF LOS DEL PRIOR TO DEPARTURE TO ALSO PRESENT HIM COPY.PORTFOLIOS SHOULD NOT/NOT INCLUDE NAMES OR TITLES OF RECIPIENTS AND SHOULD BE IN ENGLISH.

220755Z 90

① Peking
② Salmon Portfolio
③ Law of Sea
④ Fisheries

RESTRICTED

25-57-2-SALMON	
.12	20

CC 25-5-4-665

File
April 24/74
B. Applebaum
- copied to
Legault
& Denbigh
POE

3

FLO/B.Applebaum 2-6692/dah

FILE
DIARY
DIV.
CIRC.

25-5-72-SALMON	
12	

Ottawa, KLA OG2

December 18, 1973

WC

Dr. G.F.M. Smith,
c/o International Fisheries Branch,
Department of the Environment,
Fontaine Building,
Hull, Quebec.
KLA OH3

Dear Dr. Smith:

We were disturbed to learn, following your return from the ICCAT Meeting in Paris earlier this month, that our telegram to Paris asking that you be informed of your mother's death was not acted upon prior to your departure from the city. We brought this to the attention of the Embassy, and were assured that while normal procedures would have ensured that such information was brought immediately to the attention of the Embassy officer responsible for liaison with the delegation, through inadvertence the usual procedure was not followed on this occasion and the officer was therefore unaware of the message and consequently unable to transmit it to you. The Embassy's telegram adds "We are very sorry for our negligence in this matter. Please convey to Dr. Smith our apologies for a most regrettable oversight." May we add our own apologies, and condolences.

Yours sincerely,

D. M. MILLER

D.M. Miller,
Director,
Legal Operations Division.

FICHE DE SERVICE
ACTION REQUEST

CABINET DU SEAE - OFFICE OF THE SSEA

Date Oct 25/73

A: FLO
To: [REDACTED]
De: MIN/E.MORSE/dg
From: [REDACTED]
Lettre en date du Oct 16 de Mr. D.M. Lank, President
Letter dated Oct 16 from Atlantic Salmon Association
Sujet Sea Conference
Subject Montreal

Action requise: - Action required: **FOR YOUR INFORMATION**

<input type="checkbox"/> Réponse pour la signature du Premier Ministre Reply for Prime Minister's signature	<input type="checkbox"/> pour avis et retourner for advice and return
<input type="checkbox"/> Réponse pour la signature du Ministre Reply for Minister's signature	<input type="checkbox"/> noter et retourner note and return
<input type="checkbox"/> Réponse au nom du P.M./ou Ministre Reply on behalf of PM/or SSEA	<input type="checkbox"/> traduction for translation
<input type="checkbox"/> Réponse pour la signature de Reply for signature of:	

Commentaires: SI 25-5-73
Comments: 25-5-7-2-Salmon

Porter à l'attention des archives du SEAE le 7
B.F. to Minister's registry on 7

Commentaires par D.C.O.:
D.C.O.'s comments:

FICHE DE SERVICE
ACTION REQUEST

CABINET DU SEAE - OFFICE OF THE SSEA

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

Date

A: _____
To: _____

De: MIN/A.MORSE/dg
From: _____

Lettre en date du Oct 16
Letter dated _____ de from Mr. D.M. Lank, President
Atlantic Salmon Association

Sujet Sea Conference
Subject Montreal

Action requise: - Action required: FOR YOUR INFORMATION

____ Réponse pour la signature du Premier Ministre
Reply for Prime Minister's signature

____ pour avis et retourner
for advice and return

____ Réponse pour la signature du Ministre
Reply for Minister's signature

____ noter et retourner
note and return

____ Réponse au nom du P.M./ou Ministre
Reply on behalf of PM/α SSEA

____ traduction
for translation

____ Réponse pour la signature de
Reply for signature of: _____

Commentaires: _____
Comments: _____

Porter à l'attention des archives du SEAE le
B.F. to Minister's registry on _____

Commentaires par D.C.O.: _____
D.C.O.'s comments: _____

with the
compliments of

avec les
hommages de

Jack Davis



Minister
Environment Canada

Ministre
Environnement Canada

002077



Minister
Fisheries Canada

Ministre
Pêches Canada

Ottawa, Ontario.
K1A 0H3

OCT 16 1973

FLOO

Mr. D.M. Lank,
President,
The Atlantic Salmon Association,
1405 Peel Street, #409,
Montreal 110, Quebec.

Dear Mr. Lank:

Thank you for your letter of September 14, 1973, concerning management rights over anadromous fish to be examined with reference to the forthcoming Law of the Sea Conference.

There will be an open hearing on fisheries matters with reference to the Law of the Sea Conference in Halifax, on October 26, 1973. It will be held at the Lord Nelson Hotel at 1:30 p.m.

I would extend to you an invitation to attend yourself or to send a representative and, also, before the meeting to forward to me a brief on the subject if you so desire.

Thank you for your assurance of cooperation.

Yours sincerely,

Original signed by
Original signé par

Jack Davis.

O/SSEA

OCT 22 1973

REGISTRY

MIN
PDM
PARL.SEC.
FAI
PAG
FPR
DOE/E.B.Young

FLO/B.Applebaum 2-8892/dan

FILE
DIARY
DIV.
CIRC.

Our File: 25-5-7-2-SALMON

9	Return to FLO
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DS"

Ottawa, K1A 0G2

October 24/73

Dear Mr. Lank:

Thank you for your letter of September 14, 1973 concerning the forthcoming Law of the Sea Conference and the question of management rights over anadromous fish. Your offer of the services of your organization in helping to develop Canadian policy is much appreciated. I have asked officials of my Department to consult with officials of the Department of the Environment, and to write to you further.

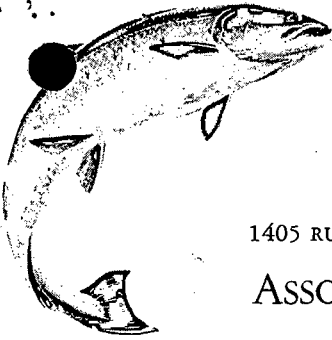
Yours sincerely,

ORIGINAL SIGNED BY
MITCHELL SHARP

Mitchell Sharp.

Mr. David M. Lank,
President,
The Atlantic Salmon Association,
1405 Peel Street, #409,
Montreal 110, Quebec.

*FLO
3004*



THE ATLANTIC SALMON ASSOCIATION

1405 RUE PEEL STREET, #409, MONTREAL 110, CANADA — TEL. (514) 282-0007

ASSOCIATION POUR LE SAUMON DE L'ATLANTIQUE

September 14, 1973

The Honourable Mitchell Sharp
Department of External Affairs
P.O. Box 655
Ottawa, Ontario K1P 5T9

FLA 5

Dear Mr. Sharp:

At the upcoming Law of the Sea Conference in Santiago, the intricate question of management rights over anadromous fish will be examined. The Atlantic Salmon Association, as the oldest, largest and most broadly-based salmon conservation group in the world, is deeply concerned about the international approach towards the irreplaceable heritage the Atlantic salmon represents.

We want to assure you of our earnest wish to be of any service possible in helping develop our appropriate Canadian policy. Our staff, the extensive information available in our files and libraries are at your service.

Might we suggest that if a tentative Canadian policy has been drafted, the directors of the Atlantic Salmon Association would welcome the opportunity of reviewing it with the sole intention of being able to offer constructive criticism.

As the question of anadromous fish is of particular concern to the Department of the Environment, we have taken the liberty of addressing another letter to the Honourable Jack Davis.

Assuring you of our total cooperation, we remain,

Yours truly,

RECEIVED

THE ATLANTIC SALMON ASSOCIATION SEP 18 1973

David M. Lank
President

In Legal Advisory Division
Department of External Affairs

O/SSEA

SEP 24 1973

kh

REGISTRY

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Dedicated to the Conservation and Protection of the Atlantic Salmon

Dédiée à la conservation et à la protection du saumon de l'Atlantique

002080



Environment Canada Environnement Canada
Fisheries Pêches

Ottawa, Ontario,
K1A 0H3,
October 17, 1973.

*File
Nov 1/73
B. Appleton*

*B.F.
Nov 6/73*

*File
Nov 8/73
B. Appleton*

Mr. D.M. Miller,
Director,
Legal Operations Division,
Department of External Affairs,
Ottawa, Ontario.
K1A 0G2

15-5-7-2-Salmon
9 | 28

Dear Mr. Miller:

With reference to your letter of October 11, 1973 and the enclosed letter of September 14, 1973 from Mr. D.M. Lank, President, Atlantic Salmon Association, a reply has been made to Mr. Lank by our Minister inviting him to attend or send a representative to the open hearing on fisheries matters with reference to the Law of the Sea Conference on October 26 in Halifax.

I attach a copy of our draft which went to the Secretariat and which was used in preparation of the Minister's letter which we are sure would have left the Minister's office before the end of the week of October 1.

Yours sincerely,

E.B. Young,
Associate Director,
International Fisheries Branch.

Attach.

LD1/110

DRAFT

FI 8600

Ottawa, Ontario,
K1A 0H3,
October 2, 1973.

Mr. D.M. Lank,
President,
The Atlantic Salmon Association,
1405 Rue Peel, #409,
Montreal 110, Quebec.

Dear Mr. Lank:

Thank you for your letter of September 14, 1973 concerning management rights over anadromous fish to be examined with reference to the forthcoming Law of the Sea Conference.

There will be an open hearing on fisheries matters with reference to the Law of the Sea Conference in Halifax on October 26, 1973. It will be held at the Lord Nelson Hotel at 1:30 p.m. I would extend to you an invitation to attend yourself or to send a representative and also before the meeting to forward to me a brief on the subject if you so desire.

Thank you for your assurance of co-operation.

Yours sincerely,

Jack Davis

c.c. Mr. H.D. Johnston, Regional Director of Fisheries, Maritimes Region
The Honourable Mitchell Sharp
Mr. J. Rogers

FLO/B.Applebaum 2-6692/dah

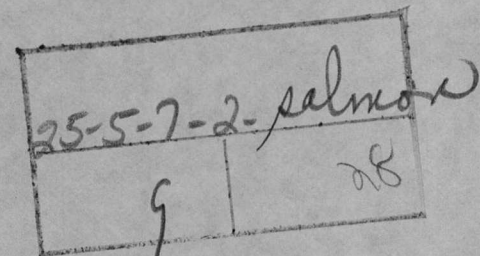
FILE
DIARY
DIV.
CIRC.

25-5-7-2 *Salmon*

Ottawa, KLA OG2

October 11, 1973

Mr. E.B. Young,
Associate Director,
International Fisheries Branch,
Department of the Environment,
Fontaine Building,
Hall, Quebec.
KLA OH3



Dear Mr. Young:

... We attach a copy of a self-explanatory letter dated September 14,
... 1973 from Mr. David M. Lank, President of the Atlantic Salmon Association,
... together with a copy of our reply.

As Mr. Lank has written to the Minister of the Environment as well,
we should be pleased to coordinate with you further correspondence with
Mr. Lank. If you agree, we see no problem in providing Mr. Lank with a
copy of the latest version of the Canadian anadromous fish position, on a
"confidential" basis, for comments.

Yours sincerely,

D. M. MILLER

D.M. Miller,
Director,
Legal Operations Division.

GEC
MIN
PDM
PARL. SEC.
FAI
PAG
FPR
COPENHAGEN

FLO/R. Auger/B. Applebaum/dah

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

FILE
DIRECT
DIV.
CIRC.

Files: 25-5-6-CDA-DEN
25-5-5-CDA-DEN
→ 25-5-7-2-SALMON ←
9

CONFIDENTIAL

October 5, 1973

MEMORANDUM FOR THE MINISTER

Visit of Danish Minister for Greenland,
Mr. K. Hartling, October 9

In preparation for the visit Mr. K. Hartling, Danish Minister for Greenland, will pay you on Tuesday, October 9, we have prepared short briefing material on points which you might wish to raise in the course of the meeting. All three topics relate either directly or indirectly to Greenland.

A. E. R.

CONFIDENTIAL

October 5, 1973

October 9 Visit of Danish Minister
for Greenland, Mr. K. Hertling

ATLANTIC SALMON: CANADA-DENMARK DISPUTE

Atlantic salmon originating from Canadian and United States Atlantic coast rivers migrate across the North Atlantic and into the territorial waters of Greenland, and on the high seas west of Greenland they have been an important resource for Danish fishermen. In the period 1966-71 the commercial landings of salmon in New Brunswick decreased by over 80%, making remedial measures necessary.

The United States negotiated with Denmark a proposal which was presented jointly to the International Commission for Northwest Atlantic Fisheries (ICNAF) at its annual meeting in May/June 1972 under which Denmark would agree to phase out its high seas fishery for Atlantic salmon by the end of 1975. In 1972 Canada closed certain commercial salmon fisheries, and at the same time called on the Danish Government to phase out its high seas salmon fishery on an urgent basis, and to recognize the Canadian position that the state of origin has the sole right to harvest salmon that spawn in Canadian rivers.

The Danish position was stated to be that all Danish and Faroese fishing for salmon, both inside and outside the twelve mile limit, should be phased out by the end of 1975, but that Greenlanders should continue their salmon fishery within the twelve mile limit, not exceeding 1972 levels. ICNAF meetings failed to obtain earlier phasing out of the high seas fishery.

... 2

- 2 -

CONFIDENTIAL

Though the problems of both the high seas and the territorial seas fisheries are still basically unresolved, the former will in any event be phased out by 1975, and the issues do not appear to be heated ones at the present time. Nonetheless, it could be pointed out to Mr. Hertling, that since Greenlanders will keep on fishing in the territorial waters off their coast, cooperation between Canada and Denmark will be required in respect of the conservation and regulation of salmon originating from Canadian rivers.

CANADA-DENMARK AGREEMENT ON THE CONTINENTAL SHELF

In February 1972 a draft agreement was worked out between officials of both countries which delimited the continental shelf appertaining to each country between Greenland and the Canadian Arctic Islands, while leaving aside the altogether separate question of sovereignty over Hans Island. Consequently, in June 1972, Cabinet agreed that the draft agreement could be signed and ratified by Canada subject to such minor editorial revisions and corrections to geographical coordinates as may be agreed to with the Danish authorities. Since then, however, a number of alternatives were put forth by the Danes which raised questions of principle; with the most significant of the changes relating to the terminal points north and south of Hans Island. We have now just received word from our Embassy in Copenhagen that the Danes are no longer pressing for their substantial amendments to the draft agreement and as a result, it will be possible to hold a signing ceremony soon. Mr. Hertling could be told of our satisfaction over the outcome of these negotiations which, in fact, led to Canada's first agreement on the delimitation of the continental shelf with any of its neighbours (i.e. U.S.A. and France). Charts inserted as annexes to the draft agreement are being prepared and a French translation will be available shortly.

HANS ISLAND

A disagreement relating to the sovereignty over a small and barren island lying in the middle of Nares Strait, Hans Island, arose in the course of the negotiations for the delimitation of the continental shelf between Greenland and Canadian Arctic Islands. Both Canada and Denmark steadfastly claim that the island is theirs. All that can be said to Mr. Hertling, at this stage, is that it is our hope that it will be possible to settle this question in the near future.

FLO/B. Applebaum - 6672/Jan

File

GWU

RESTRICTED


FLO

September 14, 1973

McClellan-Applebaum telephone conversation,
September 14, 1973

Canada-U.S.A. Salmon Talks

25-5-5-CAA-USA	
9	—

25-5-7-2-salmon 

Further to the telephone conversation under reference, we would confirm that the Under Secretary has requested a study on the implications of the actions recommended in the Memorandum to Cabinet on this subject (a copy of which you have received) i.e. possible effects on Canada-U.S.A. relations, possible resulting developments, what other issues might be affected etc. As agreed, an original draft will be prepared in your Division. This Division will be pleased to assist as required.

O/USSEA
(Mr. Fowles)

P. A. LAPOINTE

Legal Operations Division.

FLO/B.Applebaum 2-6692/dah

FILE ✓
DIARY
DIV.
CIRC.

GWU)without attach
EGS)with attach.

BY HAND

CONFIDENTIAL

Ottawa, KLA OG2

September 14, 1973

The Deputy Minister,
Department of Industry, Trade
and Commerce,
112 Kent Street,
Ottawa, Ontario.
KLA CH5

Attention: Mrs. G. Delage, U.S. Division,
Office of Area Relations.

Discussions with the United States
September 26 - October 5, Vancouver
Salmon Problems of Mutual Concern

... Further to our letter of September 11, 1973 on this subject,
we attach a copy of the Memorandum to Cabinet on this subject in its
final form, carrying the signature of the Minister of the Environment.
The original now also bears the concurring signature of the Secretary
of State for External Affairs. You may wish to note changes made to
page six of the document.

It is now anticipated that the Memorandum will reach Cabinet
in the week of September 17 to 21, and may be discussed in the meeting
of the External Policy Committee meeting on Wednesday, September 19th.

[Signature] Under-Secretary of State
for External Affairs

THIS SAME TEXT HAS BEEN ADDRESSED TO: The Deputy Minister,
Department of Energy, Mines and Resources,
583 Booth Street,
Ottawa, Ontario.
KLA OA6

MIN
PDM
PARL.SEC.
FAI
PAG
FPR

FLO/B.Applebaum 2-6692/dah

FILE
DIARY
DIV.
CIRC.

"Return to FLO DS"

CONFIDENTIAL

September 13, 1973

MEMORANDUM FOR THE MINISTER

Discussions with the United States
September 26 - October 5, Vancouver
Salmon Problems of Mutual Concern

25-5-5-CAA-US/7	
9	—

25-5-7-2-palmer

... I attach a Memorandum to Cabinet on this subject, signed by the Minister of the Environment, for your concurring signature if you agree.

2. In May of this year you received an earlier version of this same Memorandum, which did not reach Cabinet. However, on the authority of yourself and the Minister of the Environment, Canadian negotiators met with United States representatives in Seattle, but the negotiations were not successful. As you know, this led to a further round of negotiations on the broader questions involved in the Canada-U.S.A. Reciprocal Fishery Agreement, which led to a further extension of the Agreement for one year.

3. The attached Memorandum is essentially an updating of the previous Memorandum, but with extensive changes to the Conclusions and Recommendations sections. These changes are quite significant, as they involve a considerable move on the Canadian side towards a compromise, and, in addition, recommendations for action which would likely result in some degree of confrontation if no other manner of shifting from the status quo, which is unacceptable to Canada, can be achieved. Authority to the Canadian Delegation to reply in kind to any United States threats to terminate the Canada-U.S.A. Reciprocal Fishery Agreement is, of course, essential if any progress from the status quo is to be achieved.

A. E. RITCHIE

A. E. R.

CONFIDENTIAL

September 12, 1973

MEMORANDUM TO THE CABINET

Discussions with the United
States on Salmon Problems of
Mutual Concern

Discussions avec les Etats-
Unis sur des Problèmes
d'Interêt Mutuel Concernant
le Saumon

SUMMARY

Problem

/of Canadian and United States fishermen intercept salmon bound for rivers in the other country. Canada suffers a net loss from such interceptions. The situation is complicated by the Fraser River Convention which provides for equal sharing/the catches from sockeye and pink runs to the Fraser. In 1971, agreement was reached on the principle of avoiding interceptions but in subsequent discussions, agreement could not be reached on its implementation.

Objectives

To obtain the necessary authority to discuss this problem with representatives of the United States in Vancouver in September-October 1973 and to prepare an instrument of agreement for submission to the two governments.

Factors

(i) Historically, many more Canada-bound salmon (mainly pink and sockeye in the Fraser River Convention Area) have been intercepted by United States fishermen than United States-bound salmon by Canadian fishermen (mainly chinook and coho in the troll fishery off the west coast of British Columbia and Washington).

(ii) The difference in the value of these interceptions has been reduced appreciably in recent years to about \$3 million in favour of the United States based on Canadian data and \$0.5 million in favour of Canada based on United States data.

(iii) Many of the intercepting fisheries by both countries could be eliminated while still permitting a maximum harvest of the stocks involved by the country of origin.

(iv) Minimization of interceptions would benefit Canada's inshore net fishermen operating on pink and sockeye and United States sport and commercial fishermen operating on chinook and coho but would require adjustments for Canadian troll fishermen and on United States net fishermen, particularly those fishing on approaches to the Fraser.

(v) Most (\$7.9 million of \$11.1 million) of the interceptions by the United States are taken as the United States 50% share of the Fraser catch under the Fraser River Convention. It would therefore be impossible to reduce interceptions, or even to achieve a balance while limiting interceptions to their present level, without modifications in this Convention.

(vi) Long-term benefits from the proposed Fraser River enhancement program, estimated at \$14.7 million annually, should appreciably exceed any short-term gains from Canadian interception and increased production from Columbia River and Puget Sound hatcheries.

Conclusions

It would be to Canada's advantage to achieve agreement on the limitation and progressive minimization of salmon interceptions while working towards a balance in value between interceptions by the two countries. Modifications would be required in the present Fraser River Salmon Convention to implement the objectives of such an agreement.

Recommendations

Authority is sought to negotiate an agreement with the United States representatives along the above lines and for the head of the Canadian Delegation to sign an instrument of agreement subject to approval by the Government.

002090

THIS DOCUMENT IS THE PROPERTY OF THE GOVERNMENT OF CANADA

CONFIDENTIAL

September 12, 1973

MEMORANDUM TO THE CABINET

Discussions with the United
States on Salmon Problems of
Mutual Concern

Discussions avec les Etats-
Unis sur des Problèmes
d'Interêt Mutuel Concernant
le Saumon

1. Problem

Canadian and United States fishermen intercept salmon bound for rivers in the other country. Canada suffers a net loss from such interceptions which could become greater in the future. The situation is complicated by the Fraser River Convention, ratified in 1937, which provides the United States with a 50 percent share of the catch of Fraser River sockeye and pink salmon.

In 1971, agreement was reached with the United States on the principle of avoiding interceptions but in subsequent discussions agreement could not be reached on the implementation of this principle. Further negotiations have been scheduled commencing September 26, 1973, in Vancouver.

2. Objectives

To obtain the necessary authority to discuss with representatives of the United States of America in Vancouver the reduction or, as a less satisfactory solution, limitation of salmon interceptions by both countries, and in situations where this is not possible, the attainment of an equal balance in the value of interceptions on the two countries, and to prepare a draft agreement for submission to the two governments.

3. Factors

(a) Previous Consideration by Cabinet

Cabinet has not previously considered this subject in connection with the forthcoming negotiations, except for a brief reference in the Memorandum to Cabinet dated March 23, 1973, concerning the Agreement on Reciprocal Fishing Privileges between Canada and the United States. Authorization for the exploratory discussions held earlier was provided by the Minister of Fisheries in consultation with the Minister of External Affairs.

(b) Background

(i) In international discussions, Canada has consistently maintained that, in the interests of conservation and equity, countries should harvest the salmon bred in their own rivers - in the interest of conservation because management can be most effective when stocks are exploited separately close to their home streams - 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 borne by the countries where the salmon spawn. These arguments have been made in attempts to discourage development of the high seas fishery for Atlantic salmon off West Greenland, to encourage continued adherence by Japan to the North Pacific Convention which prohibits Japanese high seas fishing for Pacific salmon in the eastern part of the North Pacific Ocean, to support Canada's proposal at preparatory sessions for the 1973 Law of the Sea Conference that the producing state should have the sole right to harvest anadromous species bred in its own rivers, and to provide a basis for dealing with problems between Canada and the United States stemming from interceptions of each other's salmon runs on the Pacific Coast.

... 2

CONFIDENTIAL

(ii) Since 1964, Canada and the United States have held a series of discussions on Pacific Coast salmon problems of mutual concern. The United States, intercepting a greater value of Canadian salmon than vice versa, has been unwilling to accept the principle that each country should harvest its own salmon. At meetings held in Vancouver on March 31-April 1, and in Seattle on June 17-18, 1971, the United States indicated willingness to consider a general agreement which would provide for some restriction on interceptions and for a balancing of the remaining interceptions so that fisheries which have historically intercepted salmon bound for the other country would be perpetuated. As a possible basis for agreement, the meeting developed the following statement of principles:

(a) Subject to the considerations outlined below, each country should fish the salmon bound for its own rivers and should seek to avoid interception of salmon bound for their rivers of origin in the other country.

(b) Recognizing, however, that it is not now possible to harvest some stocks without, at the same time, catching salmon bound for rivers of the other country and that some long-established fisheries in both countries depend to a considerable degree on catching such salmon, it is agreed that there shall be an equitable balance (in dollar value) between the interceptions by the two countries.

(c) This equitable balance should be achieved, where possible, by reducing rather than increasing interception, and each country shall seek to make adjustments in the techniques and economics of its fisheries which will make reduction of interceptions possible.

(d) These adjustments must take into consideration the overriding requirements of conservation.

(iii) Detailed implementation of these principles was considered at another meeting of the representatives of the two governments on January 24-26, 1972. This meeting became deadlocked when it became apparent that the United States was not willing to reduce its intercepting fisheries in the event that Canada reduced hers and when Canada was insistent that future development of the Fraser should be a unilateral Canadian venture with Canada receiving all of the increased catch.

(iv) During the two years of meetings, technical staff of the two countries have been unable to agree on estimates of the numbers of salmon intercepted and on methods of valuing intercepted salmon. It is felt, however, that further discussions could develop acceptable compromises.

(c) Factors Relating to the Problem

(i) United States and Canadian fishermen intercept large numbers of Pacific salmon bound for rivers of the other country. Near the British Columbia-Alaska border, United States fishermen intercept a much larger number of salmon (mainly sockeye and pink) migrating to Canadian streams than Canadian fishermen intercept from runs to Alaska. In the south, United States fishermen intercept nearly half of the sockeye and pink salmon runs to the Fraser River. On the other hand, the Canadian troll fishery along the outer coast of both countries intercepts far more United States bound salmon (mainly chinook and coho) than their United States counterparts intercept from Canada-bound runs.

(ii) Historically, the value of interceptions of Canadian salmon by the United States has greatly exceeded the value of interceptions of United States salmon by Canadian fishermen. However, the difference in the value of interceptions has been reduced appreciably in recent years and, in the short term, may be reduced further as the result of increased production from United States hatcheries. Moreover the average value per fish of the main species intercepted by Canadian fishermen (chinook and coho) is appreciably greater than that for the main species intercepted by United States fishermen (pink and sockeye). Canadian scientists have estimated that

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from 1969 through 1972 interceptions by United States fishermen averaged about \$11.1 million per year, compared to about \$8.7 million by Canadian fishermen, based on prices paid to the fishermen. United States scientists, using somewhat different pricing and abundance data, estimate that interceptions by Canadians exceeded those by United States fishermen by a small margin. Nevertheless the potential of Canadian salmon stocks subject to interception by United States fishermen is considered to be appreciably greater than that of United States salmon stocks subject to interception by Canadian fishermen. Thus Canada would gain in the long run by implementation of the principle that each country should harvest its own salmon.

(iii) Many of the intercepting fisheries by both countries could be eliminated while still permitting a maximum harvest of the stocks involved by the country of origin. These include the United States fisheries near the Alaska-British Columbia border in the north and on Fraser-bound salmon in the south. Canadian fisheries near the Alaska border in the north and in Juan de Fuca Strait (except for coho) in the south could likewise be eliminated. Chinook and coho salmon migrating to streams in both countries would be more difficult to harvest fully if the offshore troll fishery (mainly Canadian) were eliminated.

(iv) Minimization of interceptions would require some adjustments on the part of fishermen of both countries. While minimization of interceptions would bring immediate benefits to Canada's inshore net fishermen who depend mainly on sockeye and pink salmon, and United States fishermen (both sport and commercial) depending on chinook and coho stocks, it would cause immediate hardships on Canadian troll fishermen and on United States net fishermen, particularly those fishing on the approaches to the Fraser. In the short term such disruption would be undesirable for Canada and would probably be totally unacceptable to the United States.

(v) The most important stocks subject to interception by United States fishermen are the sockeye and pink salmon runs originating in the Fraser River (accounting for about \$7.9 million of the total of \$11.1 million of salmon intercepted by United States fishermen). Reduction of interceptions by the United States would therefore inevitably entail reduction of the United States catch from the Fraser runs. However, under the terms of the Fraser River Convention, the United States shares equally in the costs of the Commission established by the Convention and in the catch in Convention Areas. The shared costs arising out of the Convention represent, however, only part of the cost of producing salmon. Much of the cost of regulation and protection of the watershed, and all the losses of potential benefits involved on foregoing alternate uses of water, are borne by Canada alone. The inequity of the situation is likely to be exacerbated as a result of the enhancement program proposed for the Fraser. This program, involving total capital expenditures of \$14.0 million over 16 years (beginning in 1973-74), should ultimately provide annual benefits in the order of \$14.7 million (more than double the present Fraser yield). The Commission staff estimate that the benefit-cost ratio for the program will be in the order of 9.5 to 1. Although this assessment of the future success of the program may be somewhat optimistic, there is no question that of all the salmon rivers in British Columbia, the Fraser offers the greatest promise for substantial and economically attractive opportunities for enhancing sockeye and pink salmon runs. Under terms of the present Fraser River Convention, the United States would continue to share in the investment and benefits of such an enhancement program. If, as Canada has advocated, each country harvested only its own salmon, Canada alone would net the entire benefit of the Fraser River production. If it were so agreed, the present Convention would have to be amended or replaced by a new agreement.

(vi) Apart from its direct impact on fisheries, the Fraser River Convention has sovereignty implications. Canada invited this arrangement in the 1930's in recognition of the practice of the United States fishing Fraser-bound salmon in its own territorial waters. Although Canada now fishes, in its territorial seas, chinook and coho salmon bound for the United States streams in Puget Sound and the Columbia River, the United States has never invited a similar convention for these runs. A restructuring of this situation would therefore seem to be in order.

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4. Alternatives

If no agreement is reached on the reduction or limitation of interceptions, or if, as the United States has previously proposed, agreement is limited to achieving a balance in value, interceptions are bound to escalate. Such escalation would be undesirable, particularly in offshore fisheries, because it is not compatible with sound conservation and management principles, and would probably result in a decrease in overall yield. Escalated interceptions, even though they might provide Canada with a fair exchange, would allow the United States to catch increasing numbers of Fraser and Skeena River salmon, reinforcing their "historic" participation in fisheries on our salmon. In the event that United States production collapsed in the long-term future, the United States, in order to save its fisheries, might lean heavily on the "long-established" clauses of an agreement and refuse to reduce their intercepting fisheries even if such were required to provide a balance.

While termination of the Fraser River Convention might appear to be a possible alternative means of reducing interceptions by terminating United States rights to catch Fraser River salmon, it would provide no solution to the interception problem. United States fishermen would continue to fish for these salmon on United States waters without the restraints imposed under the Convention and a new agreement would have to be negotiated to regulate the fishery on this resource which would otherwise quickly be exhausted.

5. Financial Considerations

Achievement of a balance in interceptions would result in an annual increase in the Canadian catch of \$2 million at present levels of abundance and prices. Benefits from the proposed Fraser River enhancement program have been estimated by the International Pacific Salmon Commission at \$14.7 annually. If the Fraser River Convention is amended as proposed, Canada would gain all, instead of half, of these benefits. This would involve Canada assuming all, instead of half, of the capital expenditures involved (\$14 million over 16 years) and the costs of management investigations now being carried out by the Commission (\$0.5 million annually).

6. Federal-Provincial Relations Considerations

The Province of British Columbia is involved through its interest in the use of the Fraser River for all purposes. It is also concerned with the welfare of its recreational resources and of its commercial fishermen. Provincial representatives have taken part in the discussions to date and support the position outlined above. Provincial representation is proposed in the advisors to the Canadian Delegation.

7. Interdepartmental Consultations

This memorandum has been prepared jointly by the Departments of the Environment and External Affairs and was referred in draft form to the Departments of Energy, Mines and Resources and Industry, Trade and Commerce for comments prior to its final preparation.

8. Public Relations Considerations

There is a deep-seated conviction on the part of all levels of the industry that the United States has taken advantage of British Columbia salmon production and that Canada must get a better "deal" in the future. This is especially so for the Fraser River runs. Conclusion of an appropriate agreement would provide assurance that the Government of Canada is moving in this direction.

CONFIDENTIAL

In addition, the Canadian policy that the state of origin should have special rights to the harvest of anadromous species bred in its own rivers has already received wide publicity and public attachment to this principle is likely to increase. This will inevitably bring in its wake resentment regarding United States interceptions, if a suitable agreement is not reached.

Further, public opinion is likely to be aroused at some stage regarding the sovereignty implications of the Fraser River Convention if the operation of the Convention is not suitably amended.

9. Caucus Consultation

10. Conclusions

Canadian processors and fishermen consider that the United States has long taken advantage of British Columbia salmon production in general and of Fraser River sockeye and pink salmon in particular. Canadian authorities, in consultation with industry advisers, have concluded that while efforts should continue to minimize these interceptions, these efforts should not impede the development of the Fraser River to Canada's benefit, estimated to involve an eventual annual increment of \$14 million. Accordingly, the negotiation range for the Canadian Delegation includes as the minimum acceptable position an arrangement whereby interceptions would basically be frozen at their present levels, allowing enhancement of the Fraser River as a solely Canadian enterprise.

Very strong pressures have developed from the Canadian fishing industry for means to shift from the status quo, which is entirely unacceptable to Canada, should negotiations fail. It is considered that United States refusal of the minimum acceptable Canadian position outlined above would indicate an unacceptable intent by the United States to take unfair advantage of the hold it has through the Fraser River Convention, and increase its inroads into Canadian salmon resources, and Canadian sovereignty. It is therefore recommended that in the event negotiations are not brought to a successful conclusion, Canada extend its salmon net fishing to waters off the West Coast of Vancouver Island lying within the Territorial Sea but beyond the area covered by the Fraser River Convention. This action would enable Canadian fishermen to obtain a greater share of salmon bound for the Fraser River and might increase interception of salmon bound for United States rivers, thus moving in the direction of correcting the present imbalance.

The implications of such actions could be as follows:

- i) As a first step, the United States might announce its intention to withdraw from the recently-concluded Reciprocal Fishing Privileges Agreement. This action could result in Canadian fishing vessels being excluded from the United States contiguous zone on both coasts which would result in losses to Canadian fishermen of approximately \$2.5 million annually. However, this would not actually affect Canadian operations until April-May, 1974, when Canadian fisheries operations in those areas commence, and this interim period would bring pressure to both sides to negotiate acceptable arrangements, while allowing Canadian fishermen to adjust to the possibilities. Canada's response to this action would logically be to exclude United States fishermen from her Territorial Sea and exclusive fishing zones. This action, if successful, bearing in mind that the United States does not recognize certain Canadian exclusive fishing zones, would result in losses to United States fishermen of approximately \$3.5 million annually, exceeding Canada's loss by \$1.0 million. Entailed is the possibility of

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a confrontation between the United States and Canada on this issue, which the Law of the Sea Conference, if successful, might help to resolve. In the broader context of overall Canada-U.S.A. relations, however, it may be assumed that both governments would in fact wish to avoid such a confrontation and work actively to this end, regardless of any negotiating tactic that might be used during the salmon talks.

- ii) As a second step, the United States might announce its intention to abrogate the Fraser River Convention. This action could result in application of extremely heavy fishing pressure by both Canadian and United States fishermen on Fraser River pink and sockeye salmon stocks on the major migration route in the Strait of Juan de Fuca.

In the long run, it is concluded that Canada could "out-fish" the United States, as occurred in a similar confrontation in 1955. Escapement levels could be maintained, albeit at a reduced level, through major restriction and probable disruption of Canadian fisheries which presently operate in Johnstone Strait and in the estuary of the Fraser River, if the United States remained unwilling to enter into new negotiations despite the economic ruin which Puget Sound net fishermen would be facing. It would be anticipated, however, that discussions between representatives of the two governments would take place following one, or at most two, consecutive seasons of fishing in the above manner. At that time, Canada would be in a better position to negotiate an agreement which would be more favourable to Canadian fishermen, and which would include the right for Canada to develop, on a unilateral basis, the salmon potential of the Fraser River and to harvest the total increment from such development.

11. Recommendations

It is recommended that:

- (i) Authority be granted to negotiate an agreement with the United States on the limitation and balancing of interceptions of salmon migrating to the streams of one country by fishermen of the other country.
- (ii) The Canadian Delegation be instructed to negotiate this agreement along the lines outlined above and to endeavour to achieve agreement on the following:
 - a) Minimizing and balancing interceptions.
 - b) In the alternative, reducing interceptions to a lesser extent and balancing their values.
 - c) In the alternative, limiting interceptions basically to their present level subject to adjustments to achieve a balance, and allowing Canadian development of the Fraser River as a solely Canadian concern.

Agreement on any of the above alternatives will require subsequent adjustments in the Fraser River Salmon Convention.

- (iii) The Canadian Delegation be authorized, in the event that negotiations fail, to announce to the United States that Canada will extend net fishing for salmon to the waters off the West Coast of Vancouver Island lying within the Territorial Sea of Canada but beyond the area included in Fraser River Convention waters.
- (iv) If the United States proposes retaliation through termination of the reciprocal agreement and exclusion of Canadian fishermen from the United States contiguous zone, the Canadian Delegation be authorized to announce that United States fishermen would be excluded from Canada's Territorial Seas and Fishing Zones.

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(v) The head of the Canadian Delegation be authorized to sign an instrument of agreement subject to approval by the Government.

(vi) The Canadian Delegation comprise the following:

Head of Delegation - C.R. Levelton, Director General,
Regional Operations,
Fisheries Service,
Department of the
Environment.

Members of the Delegation -

L.H.J. Legault, Director,
International Fisheries
Branch,
Department of the
Environment.

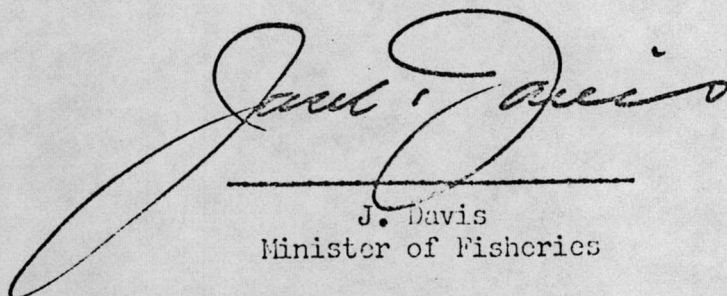
B. Applebaum, Environmental and
Fisheries Law Section,
Legal Operations Division,
Department of External
Affairs.

M.P. Shepard, Director,
Resource Management Branch,
Department of the
Environment.

W.R. Hourston, Regional Director (Pacific),
Fisheries and Marine
Service,
Department of the
Environment.

Advisers -

Other experts including representatives
of the fishing industry and the provincial
governments.


J. Davis
Minister of Fisheries

I concur

M. Sharp
Secretary of State
for External Affairs

DIARY
DIV.
CIRC.

W/Attach. (GWU)
(ECS)

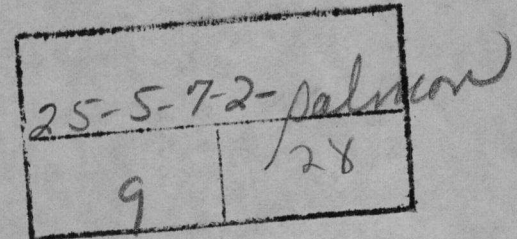
BY HAND

CONFIDENTIAL

Ottawa, K1A 0G2

September 11, 1973.

The Deputy Minister,
Department of Energy, Mines
and Resources,
588 Booth Street,
Ottawa, Ontario.
K1A 0A6



Discussions with the United States
September 26 - October 5, Vancouver
Salmon Problems of Mutual Concern

On April 18, 1973 we transmitted to you a copy of a Memorandum to Cabinet on this subject which it was thought was to be discussed in Cabinet on May 19. Subsequently the Memorandum did not reach Cabinet, and the Canadian Delegation to the discussions carried out its functions on the authority of the two Ministers most directly concerned, The Secretary of State for External Affairs, and the Minister of the Environment. As you may know, the negotiations were not successful and no progress was made in the regulation of salmon interceptions which the negotiations concerned. As this question was involved in the larger question of the Canada-U.S.A. Reciprocal Fishing Agreement, negotiations on the latter resumed in Ottawa which led to its extension, in June, to April 1974.

... As the salmon question remains unresolved, further negotiations have been scheduled for the period September 26 to October 5 in Vancouver. We attach a copy of a draft Memorandum to Cabinet on this subject, which is essentially an updating of the Memorandum to Cabinet which you received previously, but with extensive changes to the Conclusions and Recommendations sections. It is anticipated that this Memorandum will reach final form very shortly and will be submitted to Cabinet within the next week. An advance copy in final form will be transmitted to you to provide for adequate briefing of your Minister on the subject, but in the interim any comments should be addressed to Mr. B. Applebaum, Legal Operations Division, telephone 2-6692.

P. A. LAPOINTE

for Under-Secretary of State
for External Affairs

KKO FLO/B. Applebaum 2-6692/Jan

DIARY
DIV.
CIRC.

W/Attach.-{GWU
ECS

BY HAND

CONFIDENTIAL

Ottawa, KIA 0G2

September 11, 1973.

The Deputy Minister,
Department of Industry,
Trade and Commerce,
112 Kent Street,
Ottawa, Ontario.
KIA 0H5

25-5-7-2-salmon
9 28

Attention: Mrs. C. Delage,
U.S. Division,
Office of Area Relations.

Discussions with the United States
September 26 - October 5, Vancouver
Salmon Problems of Mutual Concern

On April 17, 1973 we transmitted to you a copy of a Memorandum to Cabinet on this subject which it was thought was to be discussed in Cabinet on May 19. Subsequently the Memorandum did not reach Cabinet, and the Canadian Delegation to the discussions carried out its functions on the authority of the two Ministers most directly concerned, the Secretary of State for External Affairs, and the Minister of the Environment. As you may know, the negotiations were not successful and no progress was made in the regulation of salmon interceptions which the negotiations concerned. As this question was involved in the larger question of the Canada-U.S.A. Reciprocal Fishing Agreement, negotiations on the latter resumed in Ottawa which led to its extension, in June, to April 1974.

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P. A. LAPOINTE

for
Under-Secretary of State
for External Affairs

002099

Free June 14/73
B. Appleyard

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES 7 1973

TO/A: FLO
FROM/DE: ACRD
ATTN: M. Appleyard

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

FROM
De The Canadian Embassy, COPENHAGEN

REFERENCE
Référence Our letter 5 of January 8, 1973

SUBJECT
Sujet Legal Notification concerning Regulation of Salmon
Fisheries in Northwest Atlantic

SECURITY
Sécurité UNCLASSIFIED

DATE May 28, 1973

NUMBER
Numéro 128

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

ENCLOSURES
Annexes

(1)

DISTRIBUTION

GEC
ECL

D/ENV, Ott.
(Fisheries
Service)

D/IT&C, Ott.

Denmark's Legal Gazette published on May 25, 1973 carries the text of Notification 253 dated May 9, 1973 concerning the regulation of salmon fisheries in the Northwest Atlantic area as defined by ICNAF.

-- 2. An office translation of the text of this notification and enclosure is attached for your information. From Section 1 of this notification, it would appear that the salmon take for this year will be as follows:

- (a) for persons or companies in Greenland - 1,100 tons
(whole fish);
- (b) for persons or companies registered elsewhere in the Kingdom - 852 tons (whole fish).

[Signature]
for Embassy.

FLO

CANADIAN EMBASSY
COPENHAGEN

May 23, 1973

TRANSLATION

LEGAL GAZETTE A 1973. No. XXV. Published on May 25, 1973.
No. 253 of May 9, 1973.

NOTIFICATION CONCERNING REGULATION OF
SALMON FISHERIES IN THE NORTHWEST ATLANTIC

Pursuant to Section 1, subsection 2, in Act No. 210 of May 19, 1971, on international measures to regulate fisheries, the following is laid down in accordance with the resolutions adopted by the International Commission on Northwest Atlantic Fisheries (ICNAF):

SECTION 1. During the period until December 31, 1973, salmon fisheries in the ICNAF area, cf. Enclosure to this Notification, and in Greenland territorial waters west of Cape Farewell may take place only according to authority given by the Minister of Fisheries or the person whom he authorizes, and only within the following quantities caught:

- a. in respect of persons resident, or companies etc. registered, in Greenland 1,100 tons (whole fish);
- b. in respect of persons resident, or companies etc. registered, in the kingdom outside Greenland 852 tons (whole fish).

Subsection 2. In connection with the authorization mentioned in subsection 1, a distribution of the quantities mentioned may be made among the persons thus authorized.

SECTION 2. Control of compliance with the regulations in this Notification is incumbent upon the police, the Fishery Control, the Fishery Inspection or, in regard to the Faroes, such persons as are authorized by the Faroese Provincial Government.

SECTION 3. Infringement of the regulations in this Notification is punishable by fine.

Subsection 2. In regard to confiscation, the regulations laid down in the Civil Penal Code and the Criminal Act for Greenland apply. Catches may be confiscated even though it cannot be proved with certainty that all of them are derived from the unlawful action.

Subsection 3. Half of the fines accrues to the Exchequer, while the other half is payable to the Ministry of Fisheries for further distribution between the Relief Fund of the Danish Fisheries Association and the Relief Fund of Denmark's Pelagic Fisheries Association at the ratio of 2/3rds and 1/3rd, respectively. In so far as persons or companies resident or registered in Greenland or in the Faroes are concerned, the latter half, however, will be payable to the Governor of Greenland and accrues to the Relief Fund (Carl Egede's Fund) of KNAPP for distribution among, and assistance to, fishermen in difficulties and their dependents, and in respect of the Faroes to "Hjálpargrunnunum fyrir starbeldisforar fiskimenn".

Ministry of Fisheries, May 9, 1973

Chr. Thomsen

/Honning Hech 002101

May 25, 1973. *CH*

Translation

ENCLOSURE

The ICNAF area is as follows, cf. Article I in Notification of February 8, 1951:

All waters, except territorial waters, delimited by a line that begins at a point on the coast of Rhode Island at $71^{\circ}40'$ western longitude; thence due south to $39^{\circ}00'$ northern latitude; thence due east to $42^{\circ}00'$ western longitude; thence due north to $59^{\circ}00'$ northern latitude; thence due west to $44^{\circ}00'$ western longitude; thence due north to the coast of Greenland; thence along the west coast of Greenland to $78^{\circ}10'$ northern latitude; thence to the south to a point at $75^{\circ}00'$ northern latitude and $73^{\circ}30'$ western longitude; thence along a rhumb line to a point at $69^{\circ}00'$ northern latitude and $59^{\circ}00'$ western longitude; thence due south to $61^{\circ}00'$ northern latitude; thence due west to $64^{\circ}30'$ western longitude; thence due south to the coast of Labrador; thence in southern direction along the coast of Labrador to the southern extreme point of its border along Quebec; thence in western direction to the coast of Quebec and in eastern and southern direction along the coasts of New Brunswick, Nova Scotia and Cape Breton Island to Cabot Strait; thence along Cape Breton Island's coast and the coasts of Nova Scotia, New Brunswick, Maine, New Hampshire, Massachusetts and Rhode Island to the point of departure.

May 25, 1973.



FLP/J. GUSS/SH 5-8878

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FILE DIARY CIRCULATION

FLP (Through Mr. Miller)

RESTRICTED

J. Guss (FLO)

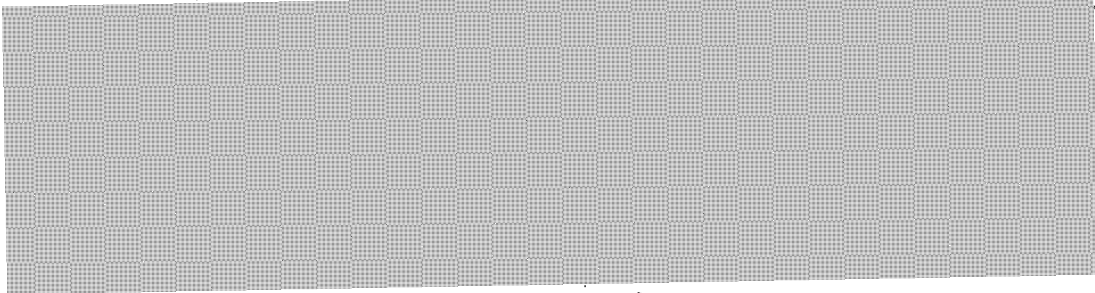
May 2, 1973

C.R. Levelton's Memo of April 27, 1973

Canada/U.S.A. Salmon Discussions

25-5-5-009/USA	
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25-5-7-2. Salmon ←



J. J. GUSS

Legal Operations Division

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FLP (through PAL)

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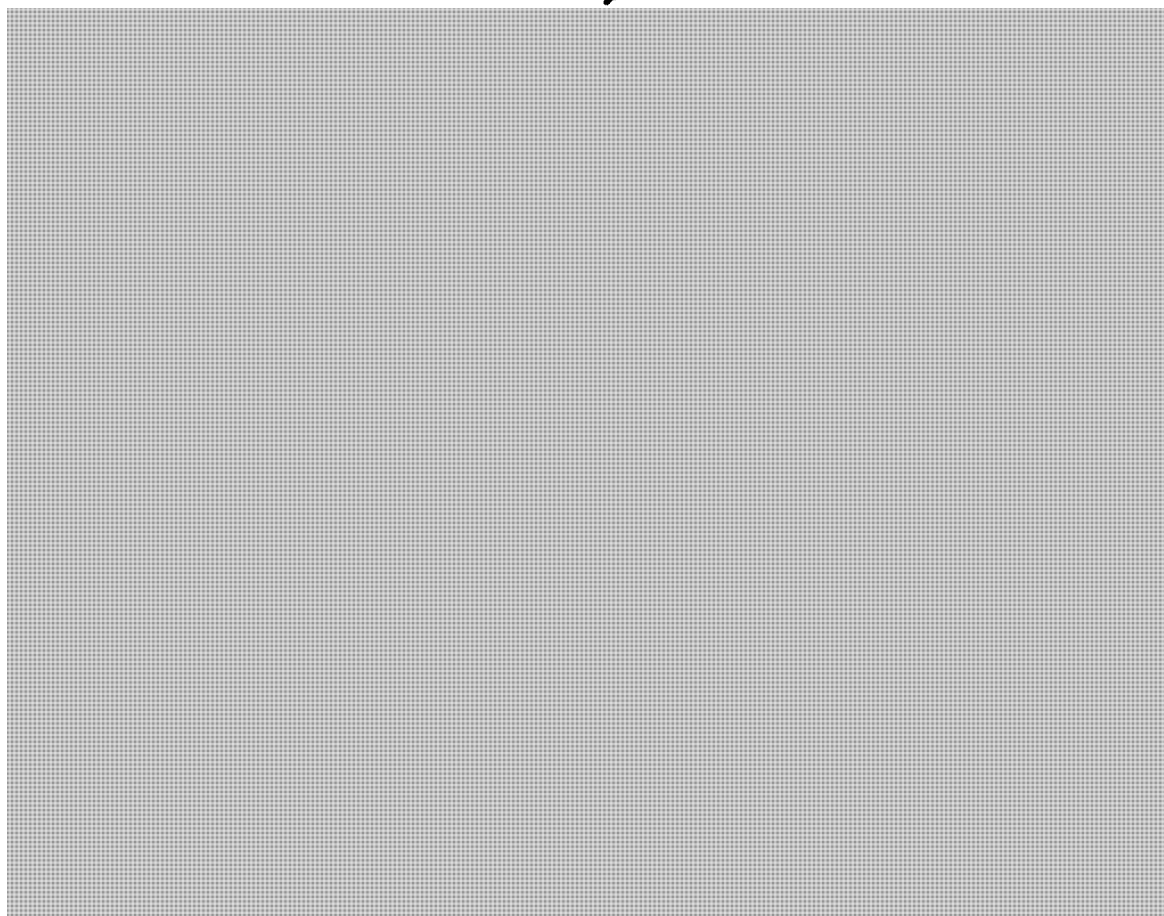
WLO (B. Applebaum)

May 11, 1973

CDA-USA Salmon Talks, Seattle, May 2-8, 1973.

25-5-5-CDA/USA

ca → 25-5-7-2-Salmon



D.H. Miller,
Director,
Legal Operations Division.

TRANSMITTAL SLIP

TO:..... The Under-Secretary of State for

..... External Affairs, Ottawa (FLO)

FROM:..... The Canadian Embassy

..... Dublin, Ireland

UNCLASSIFIED

Security.....

Date..... May. 11. 1973.....

Air or Surface..... Air.....

No. of enclosures..... One.....

The documents described below are for your information.

Despatching Authority..... M. B. PHILLIPS/bm

25-5-7-2-Salmon	
9	

Copies

Description

Also referred to:

1

Copy of extract from Evening Herald 9/5/73
entitled, "Salmon Stocks".

TO/A FLO
FROM/DE: ACRD
MAY 17 1973
ATTN M. Applebaum

Applebaum
File
May 17/73
B. Applebaum

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Copy to FLO Ottawa & file h05ea

DEPARTMENT OF EXTERNAL AFFAIRS

Subject Canada Fisheries

Date 9.5.73 Publication Eu Herald

Salmon stocks

THOSE who have studied the effect of salmon netting at sea on Irish salmon stocks will not be too happy with the Government's amending order extending the number of licences.

It provides for the issue of licences to persons who derive their livelihood mainly from fishing and who were so licensed in any of the years 1968 to 1972. The Government has also promised a revised scheme to operate from next year. For the fishermen it is pointed out that many who have invested in a boat and gear for this year have not held licences in 1968-1972.

There must, of course, be consideration for fishermen who earn their livelihood wholly or partly from salmon fishing, but the plain fact is that no matter how it is worked there are too many engaged in salmon netting. In Scotland and in parts of Canada such net fishing has been suspended and in Canada the Government has compensated the fishermen who lost their livelihood.

Whatever scheme the Government has in mind for 1974 must be sympathetic to the fishermen, but it can be said, too, that control of netting is as much in the interest of genuine fishermen as it is in the interest of the country.

FLO

TRANSMITTAL SLIP

TO: The Under-Secretary of State for
 External Affairs, Ottawa (FLO)
 FROM: The Canadian Embassy
 Dublin, Ireland

Security... UNCLASSIFIED

Date... May. 7, 1973

Air or Surface. Air

No. of enclosures... One

The documents described below are for your information.

Despatching Authority... M.B. PHILLIPS/bm

URBP

25-5-7-2-SALMON

1

Also referred to.

Copies

Description

1

Copy of extract from Evening Herald, 4/5/73,
entitled "How Canada Coped With Salmon Problem"

File
 May 17 1973
 B. Applebaum

TO/A FLO
FROM/DE: ACRD

MAY 17 1973
 m. applebaum
 ATTN

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How Canada coped with salmon problem

THE NEW Canadian Government has promised to have a fresh look at the Order made last December by its predecessor cutting back the number of salmon drift net licence holders. It will have on its hands no more delicate issue.

Drift net licences rose from 363 in 1962 to 1,156 in 1972. This popularity was brought about by the fact that netting salmon at sea on their spawning runs to the rivers had become so lucrative that many more people than the traditional fishermen—the licence only cost £3—were on to it.

SERIOUS COMPLAINTS

There were serious complaints about wholesale, even irresponsible, netting of salmon. If the salmon could not get into the rivers to spawn it was predicted that in a decade there would be no salmon stocks left. Rod anglers who account for only five to 10 per cent. of the salmon catch in any case saw Irish salmon angling being destroyed.

The Inland Fisheries Commission issued two interim reports calling for limitation of netting licences, and last December licences for this year were cut down.

It has caused a great deal of unrest among traditional drift net fishermen all over the country, although Boards of Conservators, who issue the licences, were asked to see that they were issued only to men who depended on them, or partly depended on them, for their livelihood.



In view of the fact that the Taoiseach, Mr. Cosgrave, has promised to have a fresh look at the position, some details which I have received from the Canadian Embassy on how this problem has been dealt with in Canada, are of interest.

BANNED

Because of the decline in Atlantic salmon stocks, commercial fishing in the estuaries of watersheds in New Brunswick and southwest Newfoundland areas was banned last spring, and an increase in the proportion of large salmon, fresh from two full years at sea, has resulted in spawning egg deposits which are four to five times that of 1971. The size of spawning stock in these rivers in 1972, has reversed the downward trend over the past decade.

The Canadian Government has financially assisted fishermen affected by the ban. Adjustment allowances for income loss, or compensation for redundant gear, have been made to 1,119 fisher-

men, the payment to date amounting to 2,093,993 dollars.

Fishermen significantly depending on this fishing for their livelihood were offered a choice—either to accept payment for their salmon fishing assets and cancellation of their salmon fishing licences, or compensation for loss of income, and to remain eligible to re-enter the fishery when it re-opened.

Fishermen not significantly depending on fishing for their livelihood were eligible to be paid only for their salmon fishing assets. The payment for assets turned over to the Government was calculated at 100 per cent. of the original cost, pro-rated to time used in salmon fishing, and for items retained, at 75 per cent. of original cost, pro-rated in the same way. Income loss allowances was calculated on the fishermen's average gross income from salmon fishing, calculated on their best three consecutive seasons in recent years. Compensation payments continue annually to a maximum of five years, while the fishing is prohibited.

SPECTACULAR EFFECT

It will be seen from this that the Canadian Government has not ruled out the resumption of salmon netting when salmon stocks have been built up. It is

also clear from the figures that banning netting has had a spectacular effect on spawnings stocks.

TWENTY FOUR anglers caught 2,683 fish in the first of the two finals for the National Coarse Fishing Federation of Ireland "Irish Angler of the Year" award on the Annalee river, at Derryheen, Cavan, last Sunday.

The placings were: 1, G. Proctor (Portadown), 866 points; 2, J. Neill (Portadown), 695; 3, S. Foley (Portadown), 603; 4, L. Keaveney (Dublin), 566; 5, J. Harrington (Dublin), 558; 6, D. Willis (Mallow), 506; 7, M. Fitzpatrick (Backlash), 477; 8, W. Owens (Prosperous), 463; 9, W. Clarke (Portadown), 459; 10, E. O'Farrell (Prosperous), 433; 11, J. Mooney (Prosperous), 418; 12, I. Price (Ballinamore), 412.

The second final will be fished on the Blackwater at Fermoy, next Sunday. The draw is at 1 p.m. The "Irish Angler of the Year" is the angler with the highest number of points from the two finals.

After the second final next Sunday, the top 12 anglers will fish further trials from which the Irish Team to fish in the C.I.P.S. International Championship at Chalons-sur-Saone in France on July 22, will be selected.

'TAKE ALL WE CAN GET'

CANADA'S east coast fishermen should be able to take all the fish they can catch, said Dr. A. W. Needler in Halifax, Nova Scotia, who will head the Canadian delegation to the International Commission for the Northwest Atlantic Fisheries meeting in Copenhagen next month.

He added that Canada was going to push for the maximum catch.

PLD

TRANSMITTAL SLIP

File
B. Jensen

TO: The Under-Secretary of State for

Security... UNCLASSIFIED

External Affairs, Ottawa (GEC)

Date... May 7, 1973

FROM: The Canadian Embassy

Air or Surface... Air

Dublin, Ireland

No. of enclosures... One

The documents described below are for your information.

Despatching Authority... M.B. PHILLIPS/bm

UNBP *544*

Copies

Description

Also referred to:

1

Copy of extract entitled "How Canada Coped With Salmon Problem", clipped from Evening Herald 4/5/73.

TO: <u>GEC</u>
FROM: <u>ACRL</u>
MAY 16 1973
ATTN <u>Miss Jensen</u>

<u>25-5-72-Salmon</u>		
<u>16</u>	<u>—</u>	<u>—</u>

INSTRUCTIONS

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3. The name of the person responsible for authorizing the despatch of the material should be shown opposite the words "Despatching Authority". This may be done by signature, name stamp or by any other suitable means.
4. The form should bear the security classification of the material it covers.
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How Canada coped with salmon problem

THE NEW Coalition Government has promised to have a fresh look at the Order made last December by its predecessor cutting back the number of salmon drift net licence holders. It will have on its hands no more delicate issue.

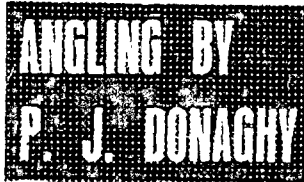
Drift net licences rose from 363 in 1962 to 1,156 in 1972. This popularity was brought about by the fact that netting salmon at sea on their spawning runs to the rivers had become so lucrative that many more people than the traditional fishermen—the licence only cost £3—were on to it.

SERIOUS COMPLAINTS

There were serious complaints about wholesale, even irresponsible, netting of salmon. If the salmon could not get into the rivers to spawn it was predicted that in a decade there would be no salmon stocks left. Rod anglers who account for only five to 10 per cent. of the salmon catch in any case saw Irish salmon angling being destroyed.

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It has caused a great deal of unrest among traditional drift net fishermen all over the country, although Boards of Conservators, who issue the licences, were asked to see that they were issued only to men who depended on them, or partly depended on them, for their livelihood.



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He added that Canada was going to push for the maximum catch.

FL0/B 77-100000/80

FILE

25-5-7-2-Salmon	
16	Q

OTTAWA, K1A 0G2

April 18, 1973

CONFIDENTIAL

Discussions With the U.S. May 2-4
On Salmon Problems of Mutual Concern

We attach a copy of a memorandum to Cabinet on this subject which will be discussed in Cabinet on May 19. Timing difficulties have prevented reference of this document to you further in advance of its consideration by Cabinet, but we trust it will be received by you in time for adequate briefing of your Minister on the subject.

T.C. BACON

for Under-Secretary of State
for External Affairs

Mr. J. Austin, Q.C.,
Deputy Minister,
Department of Energy,
Mines and Resources,
588 Booth Street,
Ottawa, Ontario,
K1A 0B4.

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PDM
PARL SEC
PPR
PAG
FRI

FLO/B. Applebaum/se

FILE DIV DIARY

~~Remitted to File~~
Confidential
OTTAWA, KIA OG2

April 17, 1973

25-5-7-2-Salmon	
16	9

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P. A. LAPOINTE

for Under-Secretary of State
for External Affairs

Attention: Mrs. C. Delage, U.S.
Division, Office of
Area Relations.

Mr. J.F. Grandy,
Deputy Minister,
Department of Industry,
Trade and Commerce,
Place de Ville,
112 Kent Street,
Ottawa, Ontario,
K1A 0H5.

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MEMORANDUM TO THE CABINET

Discussions with the United States on
Salmon Problems of Mutual Concern

SUMMARY

Problem

Canadian and United States fishermen intercept salmon bound for rivers in the other country. Canada suffers a net loss from such interceptions. The situation is complicated by the Fraser River Convention which provides for equal sharing the catches from sockeye and pink runs to the Fraser. In 1971, agreement was reached on the principle of avoiding interceptions but in subsequent discussions, agreement could not be reached on its implementation.

Objectives

To obtain the necessary authority to discuss this problem with representatives of the United States in Seattle on May 2-4 and to prepare a draft agreement for submission to the two governments.

Factors

(i) Historically, many more Canada-bound salmon (mainly pink and sockeye in the Fraser River Convention Area) have been intercepted by United States fishermen than United States-bound salmon by Canadian fishermen (mainly chinook and coho in the troll fishery off the west coast of British Columbia and Washington).

(ii) The difference in the value of these interceptions has been reduced appreciably in recent years to about \$3 million in favour of the United States based on Canadian data and \$0.5 million in favour of Canada based on United States data.

(iii) Many of the intercepting fisheries by both countries could be eliminated while still permitting a maximum harvest of the stocks involved by the country of origin.

(iv) Immediate minimization of interceptions would benefit Canada's inshore net fishermen operating on pink and sockeye and United States sport and commercial fishermen operating on chinook and coho but would cause hardships on Canadian troll fishermen and on United States net fishermen, particularly those fishing on approaches to the Fraser.

(v) Most (\$7.9 million of \$11.1 million) of the interceptions by the United States are taken as the United States 50% share of the Fraser catch under the Fraser River Convention. It would therefore be impossible to reduce interceptions, or even to achieve a balance while limiting interceptions to their present level, without modifications in this Convention.

(vi) Long-term benefits from the proposed Fraser River enhancement program, estimated at \$14.7 million annually, should appreciably exceed any short-term gains in increased production from Columbia River and Puget Sound hatcheries, thus aggravating the present imbalance.

Conclusions

It would be to Canada's advantage to achieve agreement on the limitation and progressive minimization of salmon interceptions while maintaining a balance in value between interceptions by the two countries. Modifications would be required in the present Fraser River Salmon Convention to implement the broader objectives of such an agreement.

Recommendations

Authority is sought to negotiate an agreement with the United States representatives along the above lines and for the head of the Canadian delegation to sign an instrument of agreement subject to approval by the Government.

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MEMORANDUM TO THE CABINET

Discussions with the United States on
Salmon Problems of Mutual Concern

1. Problem

Canadian and United States fishermen intercept salmon bound for rivers in the other country. Canada suffers a net loss from such interceptions which could become even greater in the future. The situation is complicated by the Fraser River Convention, ratified in 1937, which provides the United States with a 50 percent share of the catch of Fraser River sockeye and pink salmon.

In 1971, agreement was reached with the United States on the principle of avoiding interceptions but in subsequent discussions agreement could not be reached on the implementation of this principle. Further negotiations have been scheduled for May 2-4 in Seattle.

2. Objectives

To obtain the necessary authority to discuss with representatives of the United States of America in Seattle on May 2-4, the reduction or, as a less satisfactory solution, limitation of salmon interceptions by both countries, and in situations where this is not possible, the attainment of an equal balance in the value of interceptions on the two countries, and to prepare a draft agreement for submission to the two governments.

3. Factors

(a) Previous Consideration by Cabinet

Cabinet has not previously considered this subject in connection with the forthcoming negotiations, except for a brief reference in the Memorandum to Cabinet dated March 23, 1973, concerning the Agreement on Reciprocal Fishing Privileges between Canada and the United States. Authorization for the exploratory discussions held earlier was provided by the Minister of Fisheries in consultation with the Minister of External Affairs.

(b) Background

(i) In international discussions, Canada has consistently maintained that, in the interests of conservation and equity, countries should harvest the salmon bred in their own rivers - in the interest of conservation because management can be most effective when stocks are exploited separately close to their home streams - 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 borne by the countries where the salmon spawn. These arguments have been made in attempts to discourage development of the high seas fishery for Atlantic salmon off West Greenland, to encourage continued adherence by Japan to the North Pacific Convention which prohibits Japanese high seas fishing for Pacific salmon in the eastern part of the North Pacific Ocean, to support Canada's proposal at preparatory sessions for the 1973 Law of the Sea Conference that the producing state should have the sole right to harvest anadromous species bred in its own rivers, and to provide a basis for dealing with problems between Canada and the United States stemming from interceptions of each other's salmon runs on the Pacific Coast.

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(ii) Since 1964, Canada and the United States have held a series of discussions on Pacific Coast salmon problems of mutual concern. The United States, intercepting a greater value of Canadian salmon than vice versa, has been unwilling to accept the principle that each country should harvest its own salmon. At meetings held in Vancouver on March 31 - April 1, and in Seattle on June 17-18, 1971, the United States indicated willingness to consider a general agreement which would provide for some restriction on interceptions and for a balancing of the remaining interceptions so that fisheries which have historically intercepted salmon bound for the other country would be perpetuated. As a possible basis for agreement, the meeting developed the following statement of principles:

(a) Subject to the considerations outlined below, each country should fish the salmon bound for its own rivers and should seek to avoid interception of salmon bound for their rivers of origin in the other country.

(b) Recognizing, however, that it is not now possible to harvest some stocks without, at the same time, catching salmon bound for rivers of the other country and that some long-established fisheries in both countries depend to a considerable degree on catching such salmon, it is agreed that there shall be an equitable balance (in dollar value) between the interceptions by the two countries.

(c) This equitable balance should be achieved, where possible, by reducing rather than increasing interception, and each country shall seek to make adjustments in the techniques and economics of its fisheries which will make reduction of interceptions possible.

(d) These adjustments must take into consideration the overriding requirements of conservation.

(iii) Detailed implementation of these principles was considered at another meeting of the representatives of the two governments on January 24-26, 1972. This meeting became deadlocked when it became apparent that the United States was not willing to reduce its intercepting fisheries in the event that Canada reduced hers and when Canada was insistent that future development of the Fraser should be a unilateral Canadian venture with Canada receiving all of the increased catch.

(iv) During the two years of meetings, technical staff of the two countries have been unable to agree on estimates of the numbers of salmon intercepted and on methods of valuing intercepted salmon. It is felt, however, that further discussions could develop acceptable compromises.

(c) Factors Relating to the Problem

(i) United States and Canadian fishermen intercept large numbers of Pacific salmon bound for rivers of the other country. Near the British Columbia-Alaska border, United States fishermen intercept a much larger number of salmon (mainly sockeye and pink) migrating to Canadian streams than Canadian fishermen intercept from runs to Alaska. In the south, United States fishermen intercept nearly half of the sockeye and pink salmon runs to the Fraser River. On the other hand, the Canadian troll fishery along the outer coast of both countries intercepts far more United States bound salmon (mainly chinook and coho) than their United States counterparts intercept from Canada-bound runs.

(ii) Historically, the value of interceptions of Canadian salmon by the United States has greatly exceeded the value of interceptions of United States salmon by Canadian fishermen. However, the difference in the value of interceptions has been reduced appreciably in recent years and, in the short term, may be reduced further as the result of increased production from United States hatcheries. Moreover the average value per fish of the main species intercepted by Canadian fishermen (chinook and coho) is appreciably greater than that for the main species intercepted by United States fishermen (pink and sockeye). Canadian scientists have estimated that

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from 1969 through 1972 interceptions by United States fishermen averaged about \$11.1 million per year, compared to about \$8.7 million by Canadian fishermen, based on prices paid to the fishermen. United States scientists, using somewhat different pricing and abundance data, estimate that interceptions by Canadians exceed those by United States fishermen by a small margin. Nevertheless the potential of Canadian salmon stocks subject to interception by United States fishermen is considered to be appreciably greater than that of United States salmon stocks subject to interception by Canadian fishermen. Thus Canada would gain in the long run by implementation of the principle that each country should harvest its own salmon.

(iii) Many of the intercepting fisheries by both countries could be eliminated while still permitting a maximum harvest of the stocks involved by the country of origin. These include the United States fisheries near the Alaska-British Columbia border in the north and on Fraser-bound salmon in the south. Canadian fisheries near the Alaska border in the north and in Juan de Fuca Strait (except for coho) in the south could likewise be eliminated. Chinook and coho salmon migrating to streams in both countries would be more difficult to harvest fully if the offshore troll fishery (mainly Canadian) were eliminated.

(iv) Minimization of interceptions would require some adjustments on the part of fishermen of both countries. While minimization of interceptions would bring immediate benefits to Canada's inshore net fishermen who depend mainly on sockeye and pink salmon, and United States fishermen (both sport and commercial) depending on chinook and coho stocks, it would cause immediate hardships on Canadian troll fishermen and on United States net fishermen, particularly those fishing on the approaches to the Fraser. In the short term such disruption would be undesirable for Canada and would probably be totally unacceptable to the United States.

(v) The most important stocks subject to interception by United States fishermen are the sockeye and pink salmon runs originating in the Fraser River (accounting for about \$7.9 million of the total of \$11.1 million of salmon intercepted by United States fishermen). Reduction of interceptions by the United States would therefore inevitably entail reduction of the United States catch from the Fraser runs. However, under the terms of the Fraser River Convention, the United States shares equally in the costs of the Commission established by the Convention and in the catch in the Convention Areas. The shared costs arising out of the Convention represent, however, only part of the cost of producing salmon. Much of the cost of regulation and protection of the watershed, and all the losses of potential benefits involved on foregoing alternate uses of water, are borne by Canada alone. The inequity of the situation is likely to be exacerbated as a result of the enhancement program proposed for the Fraser. This program, involving total capital expenditures of \$14.0 million over 16 years (beginning in 1973-74), should ultimately provide annual benefits in the order of \$14.7 million (more than double the present Fraser yield). The Commission staff estimate that the benefit-cost ratio for the program will be in the order of 9.5 to 1. Although this assessment of the future success of the program may be somewhat optimistic, there is no question that of all the salmon rivers in British Columbia, the Fraser offers the greatest promise for substantial and economically attractive opportunities for enhancing sockeye and pink salmon runs. Under terms of the present Fraser River Convention, the United States would continue to share in the investment and benefits of such an enhancement program. If, as Canada has advocated, each country harvested only its own salmon, Canada alone would net the entire benefit of the Fraser River production. If it were so agreed, the present Convention would have to be amended or replaced by a new agreement.

(vi) Apart from its direct impact on fisheries, the Fraser River Convention has sovereignty implications. Canada invited this arrangement in the 1930's in recognition of the practice of the United States fishing Fraser-bound salmon in its own territorial waters. Although Canada now fishes, in its territorial seas, chinook and coho salmon bound for the United States streams in Puget Sound and the Columbia River, the United States has never invited a similar convention for these runs. A restructuring of this situation would therefore seem to be in order.

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4. Alternatives

If no agreement is reached on the reduction or limitation of interceptions, or if, as the United States has previously proposed, agreement is limited to achieving a balance in value, interceptions are bound to escalate. Such escalation would be undesirable, particularly in offshore fisheries, because it is not compatible with sound conservation and management principles, and would probably result in a decrease in overall yield. Escalated interceptions, even though they might provide Canada with a fair exchange, would allow the United States to catch increasing numbers of Fraser and Skeena River salmon, reinforcing their "historic" participation in fisheries on our salmon. In the event that United States production collapsed in the long-term future, the United States, in order to save its fisheries, might lean heavily on the "long-established" clauses of an agreement and refuse to reduce their intercepting fisheries even if such were required to provide a balance.

While termination of the Fraser River Convention might appear to be a possible alternative means of reducing interceptions by terminating United States rights to catch Fraser River salmon, it would provide no solution to the interception problem. United States fishermen would continue to fish for these salmon on United States waters without the restraints imposed under the Convention and a new agreement would have to be negotiated to regulate the fishery on this resource which would otherwise quickly be exhausted.

5. Financial Considerations

Achievement of a balance in interceptions would result in an annual increase in the Canadian catch of \$2 million at present levels of abundance and prices. Benefits from the proposed Fraser River enhancement program have been estimated by the International Pacific Salmon Commission at \$14.7 annually. If the Fraser River Convention is amended as proposed, Canada would gain all, instead of half, of these benefits. This would involve Canada assuming all, instead of half, of the capital expenditures involved (\$14 million over 16 years) and the costs of management investigations now being carried out by the Commission (\$0.5 million annually).

6. Federal-Provincial Relations Considerations

The Province of British Columbia is involved through its interest in the use of the Fraser River for all purposes. It is also concerned with the welfare of its recreational resources and of its commercial fishermen. Provincial representatives have taken part in the discussions to date and support the position outlined above. Provincial representation is proposed in the advisors to the Canadian delegation.

7. Interdepartmental Consultations

This memorandum has been prepared jointly by the Departments of the Environment and External Affairs and was referred in draft form to the Departments of Energy, Mines and Resources and Industry, Trade and Commerce for comments prior to its final preparation.

8. Public Relations Considerations

There is a deep-seated conviction on the part of all levels of the industry that the United States has taken advantage of British Columbia salmon production and that Canada must get a better "deal" in the future. This is especially so for the Fraser River runs. Conclusion of an appropriate agreement would provide assurance that the Government of Canada is moving in this direction.

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In addition, the Canadian policy that the state of origin should have the sole right to harvest anadromous species bred in its own rivers has already received wide publicity and public attachment to this principle is likely to increase. This will inevitably bring in its wake resentment regarding United States interceptions, if a suitable agreement is not reached.

Further, public opinion is likely to be aroused at some stage regarding the sovereignty implications of the Fraser Convention if the operation of the Convention is not suitably amended.

9. Caucus Consultation

10. Conclusions

It would be in Canada's interest to obtain an agreement implementing the principle that each country should harvest the salmon from its own streams. Practical problems mitigate against early elimination of all interceptions but the agreement should provide for their reduction as much and as quickly as is practicable with the outstanding amounts balanced between the two parties. This approach would require adjustments in the present Fraser River Salmon Convention, especially with regard to the benefits from the proposed enhancement program.

11. Recommendations

It is recommended that:

(i) Authority be granted to negotiate an agreement with the United States on the limitation and balancing of interceptions of salmon migrating to the streams of one country by fishermen of the other country.

(ii) The Canadian delegation be instructed to negotiate this agreement along the lines outlined above and to endeavour to achieve agreement on the following:

(a) Minimizing and balancing interceptions;

(b) In the alternative, reducing interceptions to a lesser extent and balancing their values;

(c) In the alternative, limiting interceptions to their present level subject to adjustments to achieve a balance.

It should be clearly understood that agreement on any of the above alternatives will require subsequent adjustments in the Fraser River Salmon Convention.

CONFIDENTIAL

- 6 -

(iii) Authority be granted to the Ministers of the Environment and External Affairs to authorize amendment of the terms of reference of the Canadian delegation should any major unforeseen items be raised during the course of negotiations.

(iv) The head of the Canadian delegation be authorized to sign an instrument of agreement subject to approval by the Government.

(v) The Canadian Delegation be the following:

Head of Delegation

C.R. Levelton - Director-General of Operations,
Fisheries and Marine Service,
Department of the Environment,
Ottawa, Ontario.

Members of the Delegation

P.A. Lapointe - Legal Operations Division,
Department of External Affairs,
Ottawa, Ontario.

B. Applebaum - Legal Operations Division,
Department of External Affairs,
Ottawa, Ontario.

M.P. Shepard - Director,
Resource Management Branch,
Fisheries and Marine Service,
Department of the Environment,
Ottawa, Ontario.

W.M. Sprules - Director,
International Fisheries Branch,
Fisheries and Marine Service,
Department of the Environment,
Ottawa, Ontario.

A.S. Hourston - Scientific Advisor,
International Fisheries Branch,
Fisheries and Marine Service,
Department of the Environment,
Ottawa, Ontario.

W.R. Hourston - Regional Director of Fisheries,
Pacific Region,
Fisheries and Marine Service,
Department of the Environment,
Vancouver, B.C.

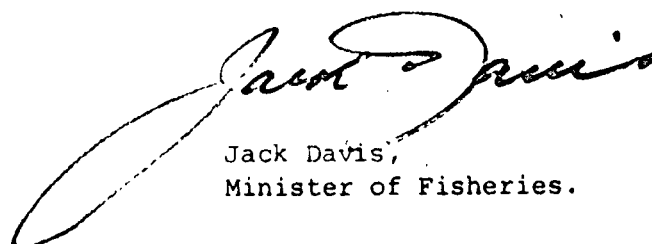
K.S. Ketchen - Assistant Director,
Pacific Biological Station,
Fisheries and Marine Service,
Department of the Environment,
Nanaimo, B.C.

Advisors

Other experts including representatives of the fishing industry and the Government of the Province of British Columbia.

I concur

Mitchell Sharp,
Secretary of State for
External Affairs.


Jack Davis,
Minister of Fisheries.

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"Return to FLO

DS"

FLO/B. Applebaum/se

FILE DIV DIARY

Confidential
OTTAWA, K1A 0G2

April 17, 1973

25-5-7-2-Salmon	
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MEMORANDUM FOR THE MINISTER

Discussions With The U.S. May 2-4
On Salmon Problems of Mutual Concern

Last week you received the attached memorandum to Cabinet on this subject from the Minister of the Environment. It is now submitted for your concurring signature if you agree. Time is of the essence as the only Cabinet meeting scheduled between now and May 2 is on Thursday May 19. Arrangements have been made with the Privy Council Office to provide for its distribution and for its placing on the agenda under a waiver of the 48 hour rule. In any event there remains the possibility of raising this matter under the agenda item "emerging issues".

The memorandum requires an addendum, but it is submitted in its present form because of the timing difficulties. An addendum is in preparation and will be submitted to you in advance of the meeting of Cabinet on May 19.

A. E. RITCHIE

A.E.R.

FLO/P.A. LAPOINTE/FD

FILE

DIV.

DIARY

GWU

P.A. LAPOINTE (FLO)

April 13, 1973

Negotiations with the United States on salmon problems of mutual concern.

25-5-7-2- salmon	
9	

... Attached for your consideration is a copy of a Memorandum to the Cabinet concerning negotiations with the United States on salmon problems of mutual concern. This memorandum which has been a subject of discussion between this division and the Fisheries Service of the Department of the Environment has already been assigned by the Hon. Jack Davis and we now intend to forward it for Mr. Sharp's signature. Since the talks are scheduled to be held in Seattle on May 2-4, we would be grateful for your early comments by telephone (Mr. Lapointe 2-2002 or Mr. Applebaum 2-6692).

ECT
ECS

P. A. LAPOINTE

for Legal Operations Division.



FISHERIES ASSOCIATION OF BRITISH COLUMBIA

Room 400-100 W. Pender Street, Vancouver, B.C. Tel. (604) 684-6454



*from - please photograph
copy for my W.F.*

C-0739

March 29 1973

Mr. K. C. Lucas,
Senior Assistant Deputy Minister
Fisheries and Marine,
Department of the Environment,
Parliament Buildings,
OTTAWA.

file this copy
25-5-7-21-palmon June 25
9
J. A. B.
T. L. e.
file
June 19/73
B. Applebaum

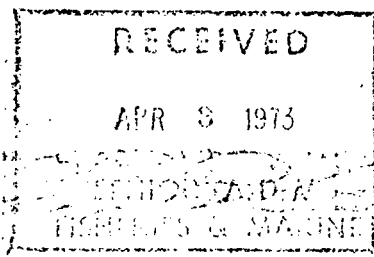
Dear Ken,

Thank you for your letter of March 16. You can understand, of course, our concern about the Canadian position on salmon at the Law of the Sea Conference. It is of critical importance to the industry in British Columbia. We felt that the high seas fishing ban position had been taken because of the immediate problem which has been facing the Atlantic salmon in the Danish fishery off Greenland and without adequate consideration of the effects such a policy might have on our own west coast salmon. I needn't point out to you that there is no comparison between the importance of the two and to solve the problems of the Atlantic salmon by a measure which would leave the Pacific salmon vulnerable to continued interception by U. S. fishermen would be tragic.

We are very much in favour of a high seas ban on salmon fishing to prevent potential fisheries by Japan, Korea, the Soviet Union and others. But our current and continuing problem with the United States requires another approach. Practically all U.S. interceptions of Canadian salmon (Pacific) take place within U.S. Territorial Waters. That is why the concept of the originating state catching its own salmon is so important. If ownership is a bad word at the bargaining tables, we'll have to use another term but the concept is correct. We can understand the problems in selling the idea of coastal state ownership of continental shelf species but a very strong case can be made for ownership of salmon.

As long as the U.S. can intercept our salmon in their own waters, a high seas ban only does not serve our purpose. The U.S. is prepared to discuss some form of balancing mechanisms where interceptions cannot be avoided or where they are part of a "traditional fishery". The only reason they will even meet with us is that we are able to intercept their hatchery-reared runs of Chinook and Cohoe. We do this primarily on the high seas. If we were not able to fish on the high

.....2/



2.

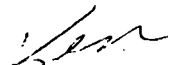
seas, there would be no pressure we could bring to bear and there would be no willingness on the part of the U.S. to talk balancing. If Canada were even to advocate high seas ban only, the U.S. would probably be inclined to wait for the results of the Law of the Sea Conference in the knowledge that our ability to intercept might eventually be blocked, while theirs would be left intact.

↗ An extension seaward of national fisheries jurisdictions or economic zones would maintain part of our troll fishery outside our present waters. But it would not help our fishing effort off the U.S. coast in what is now high seas. This is a very important part of the lever which brings the U.S. to the bargaining table now.

I wish I had the wisdom to suggest some alternative positions which would be sure to work. I think that whatever the terminology used, the principle which we desperately want established is that the originating state has the sole right to harvest. This does not mean we would have any fishing rights or other such jurisdiction in U.S. waters but it would mean U.S. fishermen would not have the right to harvest Canadian fish in U.S. waters (something like innocent passage would apply). To the extent that they could not avoid our fish in catching their own, some form of compensation would be required. It is this compensation or balancing arrangement we are trying to negotiate now.

Once we have established a satisfactory balancing agreement and if we could be sure it would have a long life, then we could accept a Law of the Sea Convention which simply banned high seas salmon fishing. Until then, we can't afford it.

Yours sincerely,


K. M. Campbell,
Manager.

Not quite all, though we could intercept more of their fish by pushing out our surf liner

TRANSMITTAL AND RECEIPT NOTE — NOTE D'ENVOI ET DE RÉCEPTION

TO
À

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

SECURITY — SÉCURITÉ
UNCLASSIFIED
WITHOUT ATTACHMENT(S)/SANS ANNEXE(S)
UNCLASSIFIED

From: The Canadian Embassy, Copenhagen D. BUCKLEY-JONES/pj March 12, 1973

QUANTITY
QUANTITÉ

REFERENCE — RÉFÉRENCE

DESCRIPTION — DESCRIPTION

Translation of an article appearing in the Danish
press dated March 8, 1973 re Norwegian support of Canada in
Salmon dispute.

J 45

25-5-7-2 - SALMON		
38		

Also referred to: Ext. Ott. (FLO)

Copy to Dept of Environment
& file B Jensen

22.3.73.

GEC

GEC
MAR 21 1973
ATTN: Miss Jensen

RECEIPT ACKNOWLEDGED / ACCUSER RÉCEPTION

RETURN TO / RETOURNER À

DATE

SIGNATURE

FOR SIGNATURE AND RETURN TO ORIGINATOR — SIGNER ET RETOURNER AU BUREAU D'ORIGINE

002127

Mr. Cornett.

Ms. Buckley-Jones (2).

Mr. Marshall.

TRANSLATION

"Jyllands-Posten", Thursday, March 8, 1973, page 17.

NORWEGIAN SUPPORT OF CANADA IN SALMON DISPUTE.

12 inches.

The Norwegian Ministry of Fisheries has given strong moral support of American and Canadian campaigns to reduce salmon fisheries off Greenland - campaigns directed particularly against Denmark.

In an interview Mr. Einar Wøhni, Permanent Under-Secretary, said that salmon fisheries with drift net upset the ecological balance in that area. This not only affected salmon spawn but also resulted in mass killing of sea birds such as the great auk, the little auk and the guillemot, and killed a great deal of seals and porpoises.

A report from the Ministry supported statements by American and Canadian scientists who claim that fisheries with drift net off Greenland killed about 600,000 sea birds in 1971.

There is reason to believe that the figure was much higher in 1972, as more than one million birds were probably killed, said the report.

Salmon fisheries off Greenland are taking place in international waters and many West European nations are taking part. However, a large part of the blame has been laid on Danish fishermen.

Mr. Wøhni said that it was most regrettable that, when one resource was drained, in this case salmon, other natural resources, such as sea birds, seals and porpoises, were also destroyed.

He added that this unfortunate secondary effect of drift net fisheries should entail consequences for that type of fishery.

Source: AP.

002128

TOKYO/S.H. HEENEY/ry 25-5-7-2 Schen
 External (FLO)
 2.5.73

TO/A FLO
 FROM/DE: ACRD
 MAY 16 1973
 ATT'N: *Lapointe*

April 6, 1973
B. Applbaum

NIKKAN SUISAN KEIZAI SHIMBUN (Fishery Economic Newspaper) (Full)

Japanese Representatives to Preliminary Meeting of International Conference on Law of Sea Return Home

Former Fisheries Agency Director General Koji OHTA and National Salmon Federation Managing Director Yukio KANAZAWA, who attended a preparatory meeting of the 5th International Conference on the Law of the Sea, which was held in New York from March 5, as Government advisor and industry circles' representative, returned home by PAA plane Flight No. 801, arriving at Haneda at 5:45 p.m. on the 4th. At a press conference held at the Airport's special room, OHTA stated as follows about the progress of the meeting, saying that, (1) As the developing countries have come to launch an offensive in unity, the advanced countries are apt to break step; (2) As the developing countries have nothing to lose, their aggressive attitudes are conspicuous; and (3) China supported the 200-nautical mile territorial waters limits advocated by Kenya and criticized the USSR sharply.

(1) General discussions alone were conducted this time, and there were no substantial discussions. On the occasion of the election of the Chairman, various African countries recommended Tunisia, various West European countries recommended Australia, and various East European countries recommended Poland, respectively. After all, Tunisia, which was recommended by various African countries, was elected Chairman formally. The reason why various countries persisted in the election of the Chairman this much is probably because they had recognized that it is the Chairman who will consolidate the discussions on a final basis.

(2) At the general discussions, Ireland has come to advocate support for Canada on anadromous fish. On this, our country's Ambassador to the UN KOGISO made a rebuttal that it is improper from the viewpoint of the problem of the right of management to discuss a problem of the northern hemisphere at the International Conference on the Law of the Sea.

At the plenary Committee meeting, the survey of fisheries by kinds was explained by FAO. This is an important survey because this may come to be proved in various forms in the future.

(3) China supported the 200-nautical mile view advocated by Kenya and criticized the USSR sharply, on the grounds that territorial waters should be fixed, depending upon the situation of a country.

(4) Among the advanced countries, the US attached more importance to navigation than the release, and British asserted that it is all right to set up regional committees in various places and utilize them. The USSR has the strong intention that it will give priority to the coastal countries. As the developing countries have nothing to lose, their aggressive attitudes were conspicuous. The assertions made by Australia and New Zealand rather belonged to the assertions of the developing countries. They asserted that they will permit conducting of fishing operations for the present, respecting the actual results, but they will reduce this operation in five years.

(5) On the problem of anadromous fish, as our country must make an enemy of the US, the USSR, and Canada, there is need for our country to work upon the developing countries by some means or other. If an economic zone is set up at a time when the developing countries will launch into deep-sea fishery in the future, the developing countries will come to be placed in a fix. From this point, an economic zone is not necessarily advantageous to the developing countries.

- 6 -

(6) In my impressions received from the meeting in general, a trend was seen that the developing countries have been solidified into one and the advanced countries did not act in concert with one another.

Necessity of Unity of International Fishermen Felt Keenly

National Salmon Federation Managing Director Yukio KANAZAWA, who returned home after attending the International Conference on the Law of the Sea, stated as follows on the 5th his impressions received from his attendance at the said Conference about the future state of international fishing industry circles:

We are well aware of the severity of the international situation surrounding Japan's fishery. However, when I attended a meeting of the international conference in actuality, I was deeply concerned about the international situation surrounding Japan's fishery. I keenly felt that it is necessary for Japanese persons concerned with international fishery to strengthen their unity further and consider in earnest how to develop the future of Japan's fisheries, based on a long-range point of view, by showing wisdom. For this purpose, I think it necessary to make progress by grasping the trends of the international situation and international fishery, while formulating long-range plans, including the problem of securing fishing-grounds, the furnishing of every possible aid to developing countries, how to deal with the economic zone, and countermeasures against territorial waters.

The age, when various companies and organizations will conduct development imports and overseas projects arbitrarily in various ways with the enterprise objectives alone as in the past, seems to have ended. I think the time has come when it is necessary to secure fishery diplomacy, centering on the Japan Fisheries Council and a corporation, which will be inaugurated shortly, and for industry circles to tackle the international fishery issue in unity.

With regard to anadromous fish, I keenly felt that unless we talk more fully with the Soviet side and push mutual co-operation, Japan's salmon and salmon-trout fishery will not develop in the future.

SO

TOKYO SHIMBUN (Full)

February 20, 1973

US Sailor Smuggles in LSD by Military Parcel Post

(Yokohama)

Two persons, including a US sailor, who abused the US military postal service, to which Japanese national law is not applicable, and who were smuggling and selling LSD secretly, have been arrested by the Yokohama Kotobuki Police Station as of the 19th, on suspicion of violating the Narcotics Control Law. The LSD, which has been seized, amounts to 1,010 tablets (equivalent to ¥10,100,000 at the terminal price).

Persons, who have been arrested, are two -- US Navy Warrant Officer Second-Class David F. ROSS (22 years old) at the Communications Unit of the said Navy Base at No. 37, 4-chome, Otsu-machi, Yokosuka City (violation of the Narcotics Control Law, the Hemp Control Law, and the Tariff Law), and snack-bar "Buzoku" operator Asaaki SUZUKI (25 years old) at No. 2, 3-chome, Hon-machi, Yokosuka City (violation of the Narcotics Control Law).

SO

002130

EXTERNAL AFFAIRS



AFFAIRES ÉTÉRIEURES

TO/A FLO
FROM/DE: ACRD
FEB 8 1973
ATTN/M. Applebaum

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

FROM
De The Canadian Embassy
Dublin, Ireland

REFERENCE
Référence

SUBJECT
Sujet Atlantic Salmon

SECURITY
Sécurité

UNCLASSIFIED

DATE

January 29, 1973

NUMBER
Numéro

26

FILE	DOSSIER
OTTAWA	
255-7-2 Salmon	
MISSION	
16	30

ENCLOSURES
Annexes

DISTRIBUTION

We enclose a copy of an article which appeared in the "Irish Times" of January 27, 1973 on the conservation of Atlantic salmon. You will note that the columnist, Mr. Burrows, makes reference to the views of the Minister of the Environment, Mr. Davis, on the conservation of Atlantic salmon. This reference to the Canadian view, while brief, is the result of our efforts and we hope that more can be done in the future to have the Irish take account of our views on salmon conservation as well as other law-of-the-sea problems.

2. In this connection, it would be useful to have any new material on Canadian views concerning the problem of high seas fishing for Atlantic salmon.

3. We would be grateful if a copy of this letter and enclosure could be forwarded to the Department of the Environment.

The Embassy

CC
DOE

International
Fisheries
Relations
Branch

For
Feb 7/3
+ File

FLO

Fisheries

27-1-73

IRISH TIMES

Salmon drift-net licence curb changed

By GEORGE DUFFY

MR. FAHEY, Parliamentary Secretary to the Minister for Agriculture and Fisheries, has already gone soft on his own regulation, announced in December, reducing the overall number of salmon drift-net licences, according to emerging criticisms.

Letterkenny Fishery Board this week has used strong words on Mr. Fahey's "about turn" and resignations are expected as a result. The board itself is not blameless — in fact it was simply outdistanced by Mr. Fahey in anxiety to meet discontented parties.

The December regulation cut back the number of drift-net licences in the Letterkenny area from last year's figure of 174 to 100. The fishery board reviewed the credentials of the applicants and recommended the Parliamentary Secretary to authorise the

issue of 120 licences, to cover a few "hardship" cases.

But Mr. Fahey, without a word with the fishery board, said that 150 licences should be issued!

Board members are angry, saying they have been kept in the dark, and making the point that if Mr. Fahey and his advisers once considered 100 licences the top figure for the district, in the light of known and declining catches, how can another 50 be justified?

One Donegal paper asks: "Surely if they were receiving even minimal courtesy from the Parliamentary Secretary the fishery board should have been told why a further 30 nets were allowed. There is no question but that members of the board were shamefully and shabbily treated."

Many people will share this opinion. The Parliamentary Secre-

tary, in the first instance, put the burden of selection of licence holders on the strength of their positions as fishermen, farmer fishermen or "moonlighters," on to the fishery boards. The boards have worked diligently and apparently fairly in the light of information as to incomes and occupations supplied by the applicants. But now Mr. Fahey, in the eyes of at least the Letterkenny board, has acted silently on his own.

The Letterkenny board now has to row over troubled waters and may indeed, so I am told, tell the Parliamentary Secretary that he, having interfered so far, may be left to allocate the licences.

There has been local upheaval in other fishery districts because some fishermen have not been given licences.

It is claimed that some men not properly entitled to licences, be-

cause they are also substantial farmers or something else, have been given licences simply because they held licences in the previous three years—a stipulation in the regulation. It is argued that this bar keeps new-coming young men out of salmon fishing and could lead to illegality.

Some groups want the year 1972 level of licence issue as the base or starting point. But it was in fact the sharp rise in the purchase of drift-net licences in 1972 (when anyone could buy) that alarmed the Department of Fisheries and indeed the Government, that netting was already out of hand. Joining the E.E.C. was another factor of fear—Continental might come into the fishing.

Mr. Fahey is now having to live with a kettle of very lively fishermen—and critics from opposing ends.

Conserving Salmon

AND NOW to deal with some outstanding items before the angling season gets into top gear, with lots of salmon rivers opening on next Wednesday.

The Atlantic Salmon Research Trust has sent me a note saying that shortly before Christmas the Danish Parliament gave formal approval to a resolution passed by ICNAF, one of two North Atlantic fishery commissions, saying that high seas fishing for salmon off the west coast of Greenland would be progressively phased out by the end of 1975 and banned from January 1st, 1976. With no objections to this resolution from any member country having been received by December 23rd, 1972, the resolution is now in force.

Some people might tend to read too much into this resolution. A point to bear in mind when discussing it is that inshore fishing by the Greenlanders will continue (it's their way of making a living), and doubtless this will take away some of the benefit that some mis-read into the Danish Parliament's decision.

The Canadian Minister for Fisheries, Mr. Jack Davis, does not think much of the decision to phase out high seas Greenland fishing for salmon—he thinks that by 1975 too many salmon will have been caught to make any improvement possible; in other words, it will be then too late to do anything. Serious thought!

There is an interesting angle to all this in a book which I have just received from the Lonsdale

Library, a revised, updated edition of the late Eric Taverner's "Salmon Fishing," as completed by Jock Scott. It is published by Seeley Service at £4.50. Drummond Sedgwick, now inspector of salmon fisheries for Scotland, who was for a time with our Electricity Supply Board, on the fishing side, contributes a foreword. He says: "In face of all that has happened in recent years which might have had the effect of reducing our catches of salmon and grilse, it may seem strange to reflect that in Scotland the average catches in the years 1960 to 1970 have greatly exceeded catches made in the years 1950 to 1960. This does not mean that high-seas fishing for salmon in the North Atlantic has not affected our stocks of fish, but it indicates that the policies of conservation and management of salmon fisheries which have been adopted in the British Isles since before the first World War are now paying off so handsomely that so far we have been able to absorb the drain on our stocks made outside home waters. How long this can go on is a debatable point."

What Sedgwick says is true of Ireland. In 1968 our salmon catch was 2,702,248 lb.; in 1969 it was 3,403,849 lb., and in 1970 it was 3,510,758 lb. I have no later official figures, but know that the catch in 1971 and 1972 went so high as to frighten the Government into taking a decision to curtail catching power by refusing some netting licences and cutting down private netting catches.

OFF

THE

REEL

by GEORGE

BURROWS



I appreciate that Sedgwick could not, in a foreword, go into much detail about figures (nor can I in the absence of current figures) but I have the nagging feeling that our home netting effort has become so efficient and widespread that it is now a grim threat manufactured by ourselves, helped by the Danes and the Greenlanders. In looking over suggested net licence allocations I notice that what looks like special indulgence was given to drift-net boats along the west coast—in the Galway, Connemara and Ballinakill districts, areas of controversy, the total drift-net numbers were not pared significantly.

* * *

NOW TO OTHER things. The Midland regional tourist organisation (Lakeland) justifiably makes claim that of all the big fish caught in 1972, no less than 90% of them were caught in midland waters. Bully for Lakeland! The group reckons that angling is worth £750,000 in revenue to the region. Not quite satisfied with that, the region makes the additional point that each year many specimen fish taken from our waters go unrecorded and claims are rejected because of incomplete or inadequate information.

And the region has a keen clear eye on the Continental fishermen: I hope they will leave me the occasional trout in Ennell, Derravaragh or Sheelin.

And now, of Sheelin brings me back to the old, familiar subject of pollution—excess algae. The Agricultural Institute which once (rather foolishly) said that of course farmers would never hurt their own land or any water, mentions the problem in its annual report, published this week. An experiment or project with the University of Newcastle-on-Tyne indicates "that the only economically feasible method for the disposal of animal manure is to spread it on the land, and that modern livestock production methods yield more homogeneous manures with a high fertilising value. An urgent task is the rationalisation of spreading manures on land. This will require information on soil type, climatic conditions, topography and hydrology with a view to integrating the nutrients contained in animal manures into the agricultural cycle."

These are big words and phrases to digest. But no matter—the report says that in the catchment area of Sheelin experimental plots have been laid down on two soil types to find out at what period of the year most slurry be stored, and then to find out how much should be spread on land under different cropping routines.

Very interesting and we anglers are glad to have this type of contribution. But a word in the ear of every angler using our lakes this season—if you see great gobs of algae floating around, and if you find dead trout, shout like hell.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO/A	FLO
FROM/DE	ACRD
FEB 5 1973	
ATT'N Mr. Applebaum	

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

FROM
De The Canadian Embassy
Dublin, Ireland

REFERENCE
Référence

SUBJECT
Sujet High Seas Fishing for Atlantic Salmon

SECURITY
Sécurité

UNCLASSIFIED

DATE January 23, 1973

NUMBER
Numéro

20
ACRL


FILE	DOSSIER
OTTAWA	
25-5-7-2-Salmon	
MISSION	
16	20

ENCLOSURES
Annexes

DISTRIBUTION

The attached press release issued by the Irish Department of Agriculture and Fisheries deals with tagging experiments being carried out on Atlantic salmon. The cooperation of Irish fishermen is sought in returning captured tags.

2. You may wish to provide a copy of this press release to Dr. May of the Department of the Environment. He has been involved in the work of the ICES concerning these tagging experiments and might find this press release of use for his files.


The Embassy

FLO

PRESS RELEASE

DEPARTMENT OF AGRICULTURE, FISHERIES AND FORESTRY

UPPER MERION GATE, DUBLIN 4, IRELAND. TELEPHONE: (01) 675611-TELEX 4280

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26/73

International Tagging Salmon Scheme

In the past eight years evidence had been obtained by tagging experiments that salmon derived from Irish rivers which, but for capture, would have spent two years or more feeding in the sea, have been taken in the West Greenland area. The fish in question were either tagged as smolts or kelts and recaptured in Greenland or were tagged in Greenlandic waters as feeding fish and recaptured in Irish waters. Tagging experiments in other countries having stocks of salmon, namely Canada, France, Great Britain, Iceland, Sweden and the U.S.A. have recorded similar experiences.

The salmon fishery, inshore and offshore, around Greenland was conducted at a very low intensity until 1964 since when the intensity of fishing increased to such an extent as to give rise to concern in salmon producing countries (very few salmon actually spawn in the Greenland region).

In 1965 the International Council for the Exploration of the Sea (ICES), of which Ireland is a member, and the International Commission for the North-West Atlantic Fisheries established a Working Party on North Atlantic Salmon, with a view to assessing the effect of the Greenland and other "high seas" fisheries for salmon on the catches in home waters and, whilst some progress was made with these investigations, in which Ireland participated, it was recognised that

- 2 -

one of the most effective methods of investigating this problem was by means of a large scale salmon tagging scheme.

Accordingly arrangements were made for the International Council for the Exploration of the Sea to organise a special salmon tagging scheme in the West Greenland area in the Autumn of 1972. These operations were carried out by means of a number of fishery research vessels operated by member countries and by observers on board salmon fishing boats in the area. A total of 2364 salmon were tagged from August to November 1972 and it is expected that recaptures will be made in home waters in 1973.

The tags used in Greenland are made of yellow plastic and are printed with the letter X followed by a number on one side and by an inscription "Return tag to ICES 2920 CHL Denmark REWARD" on the other side. Other types of tags are also in use by different countries and the recovery of these is also important. Anyone capturing salmon bearing one of these tags, or any other type of tag, is requested to return such tags to the Department of Agriculture and Fisheries, Fisheries Division, 3 Cathal Brugha St., Dublin 1 as soon as possible, together with the following information:-

Name and address of captor.

Place and date of capture.

Length of the fish from the tip of the snout to the fork of the tail.

Weight of the fish to the nearest 2 ozs.

Also 50 scales should be scraped from the fish just behind its shoulder.

The captor supplying the set of scales and the information requested in preceding paragraph will be given details of the original tagging of the fish and a reward of £1.50. In addition those persons who return tags up to and including 31 October 1973 will be eligible for inclusion in a lottery carrying a first prize of £50. additional prizes of £20, £10 and four prizes of £5 each.

- 3 -

Since the recovery of such tags is of the utmost importance in assembling scientific data on the movements of salmon, it is in the interest of all who fish for salmon, whether for profit or pleasure, that every tag should be returned with the relevant data as this may be the last occasion on which such an assessment can be made of the effects of the commercial fishery in Greenland on the stocks of salmon in this country. If anyone is in doubt as to what he should do in any particular case he should contact either the Inspector to the local Board of Fishery Conservators or the Department direct.

19 January, 1973.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO/A	FLO
FROM/DE	ACRD
JAN 25 1973	
ATTN: M. Appleby	

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

FROM
De The Canadian Embassy, TOKYO

REFERENCE
Référence Our Letter 554 of October 20, 1972

SUBJECT
Sujet Korean-USA Fisheries Negotiations

SECURITY
Sécurité UNCLASSIFIED

DATE January 15, 1973

NUMBER
Numéro 24

FILE	DOSSIER
OTTAWA	
25-5-7-2-SALMON	
MISSION	30
16-35-11-1	

9.43

File
Jan 26/73
M

ENCLOSURES
Annexes

1

DISTRIBUTION

GPO

Washington

Environment/
Sprules

As you may be aware, the lengthy negotiations between Korea and the United States over the Korean undertaking to abstain from fishing for salmon in the North Pacific beyond the 175° West Longitude have now been completed. We are attaching for your information copies of the exchanges of notes which we obtained from the Regional Fisheries Attache of the USA Embassy in Tokyo.

P. Lee
The Embassy.

FLO

KAM 72/244

The Embassy of the Republic of Korea presents its compliments to the Department of State of the United States of America and has the honor to refer to the agreement between the Government of the Republic of Korea and the Government of the United States of America concerning cooperation in Fisheries signed in Washington on 24 November 1972.

The Embassy has further the honor to inform the Department of State, pursuant to article X of the agreement, that the Government of the Republic of Korea has fulfilled the domestic legal requirements for entry into force of the agreement.

It is, therefore, understood that the agreement enters into force on December 12, 1972 in accordance with article X thereof.

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

December 12, 1972

Washington, D. C.

AGREEMENT BETWEEN
THE GOVERNMENT OF THE UNITED STATES OF AMERICA
AND THE GOVERNMENT OF THE REPUBLIC OF KOREA
CONCERNING COOPERATION
IN FISHERIES

The Government of the United States of America and
the Government of the Republic of Korea,

Desiring to continue and to expand their cooperation
in the conservation and rational exploitation of fishery
resources and in the acquisition of scientific knowledge
necessary thereto, and

Being mutually concerned to have the fisheries in the
Northeastern Pacific Ocean and Bering Sea conducted with
due regard to their respective interests,

Have agreed as follows:

ARTICLE I

The Government of the United States of America and the Government of the Republic of Korea consider it desirable to expand research concerning species of fish of mutual interest to both parties through both national and joint or coordinated programs. The specialized agencies of both Governments will exchange scientific and statistical data, published studies and other results of fishery research.

ARTICLE II

The Government of the United States of America will:

- a. continue to provide technical advice, as may be needed, regarding the propagation under sanitary conditions of shellfish in the Republic of Korea and, subject to its domestic laws and regulations, assist in other ways in the further development of the shellfish industry in Korea;
- b. continue to provide technical assistance toward the establishment and development of salmon resources in waters of the Republic of Korea, including the continued provision of salmon eggs as available.

ARTICLE III

Fishing vessels of the Republic of Korea may conduct loading operations in the following areas within the nine-mile zone contiguous to the territorial sea of the United States:

- a. On the north side of Unalaska Island, Alaska, between 167°30' and 167°35' west longitude.
- b. On the north side of St. Matthew Island, Alaska, between 172°29' and 172°46' west longitude and on the south side of St. Matthew Island between 172°17' and 172°35' west longitude and between 172°54' and 173°04' west longitude.
- c. Off St. George Island in the Pribilofs.

ARTICLE IV

Both Governments will encourage and assist by appropriate means the establishment and development of commercial fisheries ventures with the joint participation of nationals of the two countries, bearing in mind the conservation requirements of the stocks of fish to be harvested.

ARTICLE V

Both Governments will ensure that fishing operations by their nationals and vessels in the Northeastern Pacific Ocean and Bering Sea are conducted with a view to the maintenance of the maximum sustainable yield of the living resources. In view of the cooperative programs for the development of fisheries of the Republic of Korea as set forth in preceding articles, the Government of the Republic of Korea will take the measures necessary to ensure that nationals and vessels of Korea will refrain from fishing for salmon and halibut in the Northeastern Pacific Ocean and Bering Sea east of 175° west longitude.

ARTICLE VI

With respect to areas of concentration of fishing operations of both countries, each Government will take appropriate measures aimed at prevention of damage to fishing gear, including measures for improvement of the means of marking fixed gear, measures to ensure that fixed gear is set with due regard for the operation of mobile gear and measures to ensure that vessels operating with mobile gear will operate with due regard for fixed gear. In the event that gear conflicts should arise between the fisheries of the two countries, prompt consultations will be held between the two Governments as may be appropriate in each case.

ARTICLE VII

Both Governments will seek to ensure that their nationals and vessels engaged in the fisheries refrain from practices which would result in pollution of the seas and consequent deleterious effects on living marine resources.

ARTICLE VIII

Nothing in this Agreement shall be interpreted as prejudicing the views of either Government with regard to freedom of fishing on the high seas, nor will be construed as limiting the rights of either Government under international law.

ARTICLE IX

At the request of either Government, representatives of the two Governments will meet at a mutually convenient time with a view to modifying the present Agreement. In any event, representatives of the two Governments will meet at a mutually convenient time prior to the expiration of the period of validity of this Agreement to review its operation and to decide on future arrangements.

ARTICLE X

This Agreement shall enter into force when the Government of the Republic of Korea has given written notification to the Government of the United States of America that the domestic legal requirements for entry into force of the Agreement have been fulfilled. The Agreement shall remain in force for a period of five years.

IN WITNESS WHEREOF the undersigned, being duly authorized for this purpose, have signed this Agreement.

DONE at Washington, November 24, 1972, in duplicate, in the English and Korean languages, both texts being equally authentic.

FOR THE GOVERNMENT OF THE
UNITED STATES OF AMERICA:

FOR THE GOVERNMENT OF
THE REPUBLIC OF KOREA:

Donald L. McKinnon

Dongjo Kim

AGREED MINUTES

The representatives of the Government of the United States of America and the Government of the Republic of Korea have agreed to record the following in connection with the Agreement signed today concerning cooperation in fisheries:

1. In connection with the provisions of Article III of the Agreement, the United States representative stated that should the need arise for additions to or changes in the list of loading zones the United States would be prepared to consider sympathetically a Korean request to that effect.
2. It is agreed that if problems should arise concerning entry by Korean fishing vessels into United States ports in accordance with United States law and regulations, the two Governments will consult concerning alleviation of such problems.
3. With respect to Article IV of the Agreement, the Korean representative stated that development of the live-bait fishery for skipjack in the western Pacific is of particular interest, and the United States representative stated that his Government would continue to provide technical advice on this fishery as may be practicable and would continue to encourage joint ventures in this area.

4. In connection with the provisions of Article VI of the Agreement, it is recognized that the area of the southeastern Bering Sea commonly known as the "sanctuary area" offers the potential for serious gear conflicts. It is agreed that if Korean trawling operations in the Bering Sea should expand eastward to the vicinity of the "sanctuary area" consultations will be held with a view to special measures to avoid development of gear conflicts. The area in question is the area lying seaward of the nine-mile zone contiguous to the territorial sea of the United States within the following described boundaries: a line running from a point on the Bering Sea coast of the Alaska Peninsula due west along 55°54' north latitude to its intersection with a line connecting the two points 56°20' north latitude, 163°00' west longitude and 55°16' north latitude, 166°10' west longitude, thence southwesterly along the said line to its intersection with a line passing between Cape Navarin and Cape Sarichef at 55°16' north latitude and 166°10' west longitude, thence southeasterly along the Cape Navarin-Sarichef line to Cape Sarichef.

DM *sp*

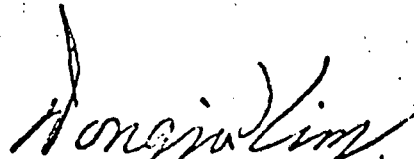
KAM 72/228

November 24, 1972

Excellency:

I have the honor to refer to the notes exchanged today regarding shellfish sanitation, and to inform you that the Government of the Republic of Korea will bear, subject to the availability of annual budgetary appropriations, the cost of observations by an expert or experts of the United States Government provided for in paragraph 4 of my note.

Accept, Excellency, the renewed assurances of my highest consideration.


Dong Jo Kim
Ambassador

The Honorable
U. Alexis Johnson
Acting Secretary of State
Department of State
Washington, D. C.

November 24, 1972

Excellency:

I have the honor to acknowledge receipt of Your Excellency's note of today's date reading as follows:

"I have the honor to refer to the recent conversations between the representatives of the Government of the Republic of Korea and the Government of the United States of America concerning the improvement and standardization of shellfish sanitation practices and exchanges of information on sanitary controls applied to the production and handling of fresh or frozen oysters, clams and mussels intended for shipment between the Republic of Korea and the United States of America.

"As a result of these conversations the following understandings were reached:

"1. Uniform sanitation principles in the national shellfish sanitation program adopted by the United States Public Health Service will be applied to the production and handling of all fresh or frozen oysters, clams and mussels intended for shipment between the Republic of Korea and the United States of America.

"2. The standards, criteria, and guidelines promulgated by the national shellfish sanitation program as amended from time to time will be embodied in the relevant sanitary regulations of the Republic of Korea.

"3. The Office of Fisheries, Ministry of Agriculture and Forestry, Republic of Korea and the United States Public Health Service will

His Excellency

Kim Dong Jo,

Ambassador of the Republic of Korea.

exchange information on the state of compliance with these principles by the competent authorities in their respective countries and will maintain close contacts on matters concerning sanitary conditions of such shellfish.

"4. Either Government will cooperate with the other in the observations of shellfish production areas or handling facilities whenever requested by the other Government.

"5. The Office of Fisheries of the Republic of Korea and the United States Public Health Service may enter into detailed arrangements for the implementation of this Agreement on request of either Government.

"6. Either Government may terminate this Agreement by giving to the other six months' advance notice in writing. Shipments may be prohibited from importation for cogent public health reasons.

"I have the honor to propose that if these understandings meet with the approval of the Government of the United States the present note and Your Excellency's note in reply concurring therein shall constitute an agreement between our two Governments which shall enter into force on the date of Your Excellency's reply."

I have the honor to inform Your Excellency that the foregoing proposals are acceptable to the Government of the United States of America and to confirm that Your Excellency's note and this reply thereto shall constitute an agreement between our two countries in this matter which shall enter into force on the date of this reply.

Accept, Excellency, the renewed assurances of my highest consideration.

For the Acting Secretary of State:

KAM 72/229

November 24, 1972

Excellency:

I have the honor to acknowledge the receipt of Your Excellency's letter of this date reading as follows:

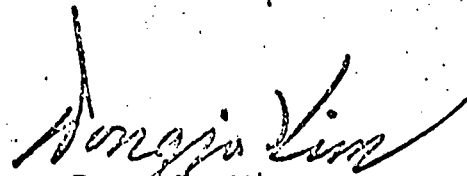
"I have the honor to refer to the notes exchanged today regarding shellfish sanitation and to confirm the understanding that, for the time being and pending resolution of certain technical problems not related to public health, no fresh or live oysters in any form will be shipped from the Republic of Korea to the United States. This understanding will not affect oysters in frozen form. It is further understood that joint research and other activities necessary to resolve these technical problems will be undertaken and completed as soon as possible and that resolution of these problems will be confirmed by a further exchange of notes.

The Honorable
U. Alexis Johnson
Acting Secretary of State
Department of State
Washington, D. C.

"I have the honor to confirm also the understanding that no shipments of shellfish from the Republic of Korea to the United States under the provisions of the notes exchanged today will be made prior to the entry into force of the Agreement between the two Governments concerning cooperation in fisheries, also signed today."

I have the honor to inform you that the foregoing understandings are in conformity with those of the Government of the Republic of Korea.

Accept, Excellency, the renewed assurances of my highest consideration.


Dong-Jo Kim
Ambassador

The Honorable
U. Alexis Johnson
Acting Secretary of State
Department of State
Washington, D. C.

FLO/A.D. TAYLOR/FD

FILE ✓

CLERK

CENTRAL STAFF

PMO

MIN

PDM

PARL. SEC.

FPR

PAG

FAI

25-5-72-Salmon	
16	—

ACRL

January 2, 1973.

ANTICIPATED QUESTION
HOUSE OF COMMONS

Atlantic Salmon

QUESTION:

Would the Secretary of State for External Affairs comment on the current situation concerning Canada's disagreement with Denmark over the fishing of Atlantic salmon on the high seas?

ANSWER:

The Danish Parliament recently approved the signature by Denmark of a bilateral treaty with the United States for the phasing out, over a five-year period, of salmon fishing on the high seas in the Northwest Atlantic. While the Canadian Government welcomes this information, we would still prefer the immediate prohibition of fishing for salmon on the high seas. In the past year the Government made known its position on this issue both in the International Commission for the Northwest Atlantic Fisheries and in the United Nations' Seabed Committee which is preparing for a diplomatic conference in 1973 and 1974 on a great

. . . /2

- 2 -

number of the unresolved issues of the Law of the Sea. Canada's position on anadromous species such as salmon is that only the coastal state in whose rivers and lakes the salmon spawn should have the right to harvest them. We take this position because it is the country of origin that bears the cost of preserving the species in the construction of hatcheries and fish-ladders and in taking measures against pollution of the salmon-spawning waters while at the same time foregoing the benefits of these same waters for hydro-electric and other non-fisheries purposes.

TRANSMITTAL SLIP

TO: The Under-Secretary of State for

External Affairs, Ottawa (FLO)

FROM: The Canadian Embassy

Dublin, Ireland

The documents described below are for your information.

Despatching Authority... M. B. PHILLIPS/bm

Security..... UNCLASSIFIED

Date..... December 12, 1972

Air or Surface. Air

No. of enclosures. One

file
sh

Copies

Description

1

Press Release, Dept. of Agriculture and Fisheries, Dublin, entitled "Control of Fishing for Salmon Order 1972".

(FLO, please send copy for Dr. May, Environment Branch)

Also referred to:

TO/A..... FLO

FROM/DE: ACRD

DEC 20 1972

ATT'N.....

25-5-7-2-SALMON
17

FLO

INSTRUCTIONS

1. This form may be used in sending material for informational purposes from the Department to posts abroad and vice versa.
2. This form should *NOT* be used to cover documents requiring action.
3. The name of the person responsible for authorizing the despatch of the material should be shown opposite the words "Despatching Authority". This may be done by signature, name stamp or by any other suitable means.
4. The form should bear the security classification of the material it covers.
5. The column for "Copies" should indicate the number of copies of each document transmitted. The space for "No. of Enclosures" should show the total number of copies of all documents covered by the transmittal slip. This will facilitate checking on despatch and receipt of mail.

PRESS RELEASE

DEPARTMENT OF AGRICULTURE AND FISHERIES

UPPER MERRION STREET, DUBLIN 2 TELEPHONE (01) 67561. TELEX 4280

Send copy to FLO
FLO pls copy R. May Environment

257/72

Control of Fishing for Salmon Order 1972

Mr. John Fahey T.D., Parliamentary Secretary to the Minister for Agriculture and Fisheries announces that after full consideration of the Interim Reports of the Inland Fisheries Commission on Drift-net fishing for salmon at sea and in estuaries, he has made an Order under the provisions of Section 29 of the Sea Fisheries (Amendment) Act 1962 to control net fishing in all tidal waters as from the 1973 fishing season in the interests of conserving salmon stocks.

So far as public fisheries are concerned the Order limits the number of fishing licences for each kind of salmon fishing engine, except rod and line, which a Board of Conservators may issue and prescribes the criteria to which a Board of Conservators shall have regard in selecting persons for the number of licences available.

Applicants for salmon fishing licences should obtain an application form as soon as possible from the Board of Conservators for the fishery district in which they have held licences during the past five years. The closing dates for receipt of applications in respect of the 1973 salmon fishing season are:-

20th December 1972, in Kerry and Sligo fishery districts

31st December 1972, in all other fishery districts.

The Order also provides that private fisheries may only be operated in accordance with a scheme of controlled fishing providing for a suitable reduction of normal fishing effort, which will require to be made by the appropriate Board of Conservators and subsequently approved by the Parliamentary Secretary.

... /

Department of Agriculture and
Fisheries Press Release contd.

Copies of the Order may be purchased at the Government Publication
Office G.P.O. Arcade, Dublin 1, price 4p.

7 December, 1972

Notes for Editors

Routine advertising in connection with this Release has been booked
by the Boards of Conservators in newspapers circulating in their
respective areas.

TRANSMITTAL SLIP

TO:.....**Under-Secretary of State for**.....
.....**External Affairs, Ottawa (FLO)**.....
FROM: **Canadian Embassy,**.....
.....**Dublin, Ireland.**.....

Security.....**UNCLASSIFIED**.....
Date.....**December 7, 1972..**..
Air or Surface.....**Air**.....
No. of enclosures.....**2**.....

The documents described below are for your information.

Despatching Authority.....

Copies

Description

Also referred to:

Press Release:

Control of Fishing for Salmon at Sea
outside Exclusive Fisher Limits

Copy to: DOE (Dr. May)

TO/A.....	FLO
FROM/DE:	ACRD
DEC 20 1972	
ATTN.....	

25-5-7-2-SALMON	
17	—

1. This form may be used in sending material for informational purposes from the Department to posts abroad and vice versa.
2. This form should *NOT* be used to cover documents requiring action.
3. The name of the person responsible for authorizing the despatch of the material should be shown opposite the words "Despatching Authority". This may be done by signature, name stamp or by any other suitable means.
4. The form should bear the security classification of the material it covers.
5. The column for "Copies" should indicate the number of copies of each document transmitted. The space for "No. of Enclosures" should show the total number of copies of all documents covered by the transmittal slip. This will facilitate checking on despatch and receipt of mail.

ATTN
DEC 30 1945
FROM
TO

PRESS RELEASE

DEPARTMENT OF AGRICULTURE AND FISHERIES

UPPER MERRION STREET, DUBLIN 2 TELEPHONE (01) 67561 TELEX 4280

255/72

Send 2 copies to FLO (1 to be
forwarded to DOE
Dr May)

Control of Fishing for Salmon at Sea outside Exclusive Fishery Limits

UBP 7/12/72

The North East Atlantic Fisheries Commission (of which Ireland is a member) has recommended the introduction of a further prohibited area for salmon fishing, this time surrounding Iceland, to supplement the prohibited area around Ireland and Great Britain which was announced in December, 1971. In addition to these reserved areas, the Commission has recommended the continuance of the close season and other restrictions (operating outside the exclusive fishery limits of the member States) which are already in force in the region within the Commission's jurisdiction.

In common with the other countries concerned, Ireland has decided to implement these recommendations which should benefit the salmon stocks here and the Parliamentary Secretary to the Minister for Agriculture and Fisheries, Mr. John Fahey, has made an Order bringing these restrictions into effect as from 1st January, 1973. The restrictions will remain in force indefinitely unless need is seen for any revision in future years.

6 December, 1972.

FLO

UNCLASSIFIED

FM COPEN 512 OCT31/72

TO EXTOTT FLO

INFO OSLO LDN WSHDC ENVOTT/SPRULES ITCOTT

DISTR FLP GEP GEC ECL

REF OURTEL 131 MAR24

---NORTH ATLANTIC SALMON FISHERY;-PROPOSED EXTENSION OF GREENLAND
FISHERY LIMITS

IN OUR REFTTEL WE REPORTED THAT IN MAR/72 GREENLAND NATL COUNCIL
DECIDED UNANIMOUSLY TO URGE EXTENSION OF GREENLANDS FISHING
LIMITS FROM 12 TO 50 NAUTICAL MILES.WE ALSO REPORTED GREENLAND
MINISTER KNUD HERTLINGS COMMENT THAT MATTER WOULD BE CONSIDERED.

2.IN RECENT LET TO GREENLAND NATL COUNCIL MINISTER HERTLING HAS
STATED THAT MINISTRIES OF FOREIGN AFFAIRS AND GREENLAND HOLD
VIEW THAT UNILATERAL EXTENTION OF FISHERY LIMITS WOULD IMPAIR
POSSIBILITIES OF SECURING BETTER SOLUTION AT FORTHCOMING
UN CONFERENCE ON LAW OF THE SEA TO BE HELD IN 1973 OR 74.IN
HIS COMMUNICATION TO GREENLAND NATL COUNCIL MINISTER
COMMENTED THAT IT WOULD BE POSSIBLE FOR WISHES OF GREENLANDERS
TO BE PUT TO CTTEE ON MARITIME LAW ESTABLISHED BY MFA IN
COPEN.HE SUGGESTED THAT AN APPROPRIATE OCCASION FOR THESE
REPRESENTATIONS WOULD OCCUR IN JAN/73 WHEN THE EXECUTIVE CTTEE
OF GREENLAND NATL COUNCIL IS TO ATTEND MTG OF THE GREENLAND
COUNCIL (GRONLANDSRAADET)TO BE HELD AT CHRISTIANSBORG COPEN.

311015Z 180

25-5-7-2- salmon
91

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO/A	FLO
FROM/DE	ACRD
DATE	NOV 9 1972
ATTN	

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

FROM
De The Canadian Embassy,
Dublin, Ireland.

REFERENCE
Référence Ourlet 237 October 5, 1972

SUBJECT
Sujet Irish Salmon

SECURITY UNCLASSIFIED
Sécurité

DATE October 30, 1972

NUMBER 254
Numéro

FILE	DOSSIER
OTTAWA	
25-5-7-2 - salmon	
MISSION	

942

file
OK

ENCLOSURES
Annexes

DISTRIBUTION

Department
of
Environment
(Dr. May)

with
enclosure

GEC
with
enclosure

The attached article and editorial appeared in the Irish Times of October 30, 1972. The article deals, in the main, with domestic action to cut back salmon fishing and will be of interest in the context of Canadian action to conserve Atlantic salmon stocks.

The Embassy

FLO

Fisheries

30-10-72

IRISH TIMES

Too Many Nets

The decision of the Minister for Agriculture and Fisheries to seek to limit the salmon catch, by curtailing the issue of netting licences, in the interests of conservation is encouraging. High market prices for salmon, as well as improvements in catching methods, have brought more nets into action—drift nets have risen by one third. It is considered that if restrictive action were delayed for two or three more years the spawning stock by then would have reached the point of no return: the industry and sport would disappear.

Differences of opinion about the reasons for the pending introduction of the limiting order on nets and fishing times can be debated at length. It is true that bigger boats and longer drift nets used at sea have stepped up catching efficiency. It is also true that the traditional netsmen in our estuaries, who caught their share of incoming shoals and were satisfied, have been augmented by men who could be described as holiday fishermen anxious to cover their expenses. The catch has been rising so fast in salt water that there is inadequate escapement of potential spawners.

It is argued that if the Government had not moved now to curtail the issue of net licences to Irish nationals it would be hamstrung when dealing with applicants for licences once the country had physically become a member of E.E.C. Refusal to grant licences could be read as discrimination against new-found comrades in Europe, which Dr. Hillery hardly could defend. In these circumstances, action has become urgent and will probably have to be taken before next January 1st.

* * *

The Minister apparently is taking this action independently of the Inland Fisheries Commission, which has yet to publish its final report. The Commission has indeed recommended early conservation of stocks in an interim report. Many people who are involved with salmon at different points have few kind and appreciative things to say about the tardiness of the Government over the last five years as the danger signs about salmon stocks showed up.

The Minister and his advisers will have to work hard to prise certain groups of fishermen from catching positions which he allowed them to capture, while dealing fairly with traditional fishermen; but all who know the worth of salmon as a valuable export, as well as a sport tied in with tourism, will hope to see a satisfactory outcome of negotiations between fishery boards and licence-holders in the interests of conservation.

FIRST MOVES TO CUT NUMBERS OF SALMON NET LICENCES

Fishery boards asked to vet lists

By George Burrows

THE GOVERNMENT is moving to curb the excessive netting of salmon in Irish estuary and coastal areas. It is doing this ostensibly because we are entering E.E.C. on January 1st, but an additional reason—and perhaps the more important one—is that too many people have gone in for netting salmon because of its soaring price. As salmon have become fewer the price has gone up much faster than inflation and today Irish rivers, where the spawning beds are, are in a parlous condition.

It would be easy to exaggerate the present position, which is more than somewhat complicated. This article does not purport to give all the facts of the Government's move through the Department of Agriculture and Fisheries. There is a reluctance just now by the Department of Fisheries to state clearly and publicly what it is seeking to do and the effect of this will be seen later, arising from suspicions built up among fishermen, probably wrongly, because they feel they are being ignored in consultations at least for the present.

The dilatoriness of the Government and the Department of Fisheries goes back over three, probably four years. In that time it was well known, and clearly seen, that there were too many nets chasing a declining number of fish that had been hit by the salmon disease, ulcerative dermal necrosis (U.D.N.) and by overfishing by Danes off Greenland. It was also well known that Irish licensed netmen were retaining their illegally fixed nets in sea areas off estuaries (example: Killala) and nets in the sea attached to land by long line. These were kept there blatantly during the week-end periods when no net should be in water according to the law.

Fishery boards have the duty of enforcing the law. But this has become a joke because the fishery boards have no money to support worthwhile survey or protection boats and, even if they had, waterkeepers would have to think twice before taking on forces that might sink their boats or otherwise harm individuals, either on water or land. It was, and is, as bad as that. Thus, in the fishing season, there is flagrant flouting of the law and so the Department of Fisheries and the Government now have to face up to a seriously deteriorating position.

There is a story going the rounds that the Government, largely through the Minister for External Affairs, Dr. Hillery, "jumped" at Messrs. Gibbons and Fahey, Minister and Parliamentary Secretary respectively of Agriculture and Fisheries, when the Cabinet came to discuss a strongly-worded recommendation from the Inland Fisheries Commission that the Irish over-netting of salmon should be taken in hand. The Commission said that netting should be the preserve of *bona fide* fishermen, that there should be a maximum number of licences in each fishery area, that co-operatives should be consulted about the quality and merit of licence-holders and new entrants seeking licences.

The law may be clear—or unclear, depending on how you look at it. It is held—and contested—that every person who seeks a salmon netting licence is entitled to get it when he tenders the licence fee—there is no maximum limit and the fisherman's right to the licence comes from Common Law. It is claimed that the Government has the power under Section 20 of the Fishery Act of 1962 to fix the number of licences, and indeed the Department did act in this way in the Letterkenny district this last season.

Dr. Hillery comes into the story because, so it is said, he argued that under the law as it stands, and now that we are in E.E.C. any German, Italian, Dutch or Briton, could demand and secure a netting licence to fish in estuaries and off-shore areas. He was refused a licence, that would be discrimination. It is a good argument as far as it goes, and it is a safe diplomatic way to approach a subject bristling with difficulties. But the more direct, and I think, more honest way of tackling it is to say to Irish netmen that if they go on plundering the fish stocks coming to Irish rivers then soon, in a matter of years, they will be selling their boats, for there will be no fish to catch. Both arguments will be used on fish catchers.

The Government has a popularity problem here. If it should strive to cut down the number of nets permitted in areas, then someone is going to have less money, and that someone has a vote, or can influence votes. In an attempt to sidestep that sandhole of responsibility, the Department of Fisheries has asked each fishery board of conservators to go through the list of licence holders and discover how many of them are not genuine *bona fide* fishermen depending on water and fish for their livings. It is true that there are interlopers in the netting business, men who are in professions, doctors, dentists, veterinary surgeons—the list is long—who take out licences so that they may have something to do on their holidays or their weekends. There are others who, in the salmon netting closed season, go off to Britain and work, returning home for the salmon bonanza.

In 1969 there were 669 drift net licences and 665 draft net licences. In 1971 there were 916 drift net licences and 697 draft net licences. The jump in the number of drift-net licences is the obvious cause of the present trouble. In Waterford district drift net licences rose from 135 in 1969 to 200 in 1971, in Lismore from 62 to 105, and in Letterkenny from 131 to 179.

The Lismore fishery board, which looks after the Cork Blackwater, Ireland's premier salmon river, spent some hours last week considering the credentials of licence holders and came up with the notion that the 120 existing (1972 figure) licences should be cut back by 19, or something near it. The Blackwater is a complicated river because of private ownership (the Duke of Devonshire is the biggest private owner, though there is also a big area of public ownership). Thus, in considering any possible rearrangement of licence holding it might be wrong to work on the Blackwater as an example. But almost all rivers will have at least some of the problems that will have to be faced on the Blackwater, where netmen inside the river mouth have lost salmon in great numbers to netmen working in the sea adjacent but beyond the mouth. So here netmen oppose netmen!

It has tentatively been agreed by the Lismore Board that netting time each week in season shall be cut by five hours in addition to the closed Saturday and Sunday. This may be seen to be all right, from the board's point of view, with most of the netmen who work for themselves, and share what they catch, but there is a complication, still to be resolved. It relates to nets which are worked on privately-owned stretches, in which the crews share catches with the fishery owner, who of course does not physically help with the netting. Those crews may have to face a cut in an income that fluctuates wildly at times.

There is still another thorny problem. If netmen are to be curtailed in tidal waters, what about the weirs and traps that work merrily in freshwater? Netmen would look wryly on a suggestion that they should let more fish upstream to such traps. There must be some curtailment on working the traps, though whether existing law provides sufficiently for such action has still apparently to be decided. Perhaps the owners may be persuaded to limit their weekly catching period in the general interest.

Better sea fishing techniques are undoubtedly responsible for all this trouble about salmon. Bord Iascaigh Mhara, sponsored by the Government, has given fishermen much better boats and equipment to go after herring and whiting and general fish, not forgetting lobsters. But these fishermen, or at least many of them, put their boats to fishing salmon in June and July, when the salmon start coming inshore to spawning rivers. One complaint about overnetting, sent to the Government, said that in a southern district net catch jumped from 500 in 1967 to 36,000 in 1972. That alleged take-off spoiled salmon angling in a once-famed area, in Lough Curran at Waterville, this season, though reports coming to me independently say the salmon angling there was quite good. There was a significant swing to drift net catches away from draft nets.

Bord Iascaigh Mhara has not declared an interest in salmon netting, but neither has it declared that fishermen should stay out of it. A salmon is a fish is a fish to B.I.M. It is the same to the fishery co-operatives, whose members have been doing unbelievably well around the south coasts and north-west coasts in recent seasons. One does not know who in the co-operatives is going to decide which member shall lose his licence when the maximum is fixed, but plainly the co-operatives will have to co-operate with the fishery boards and the fishery department if they are to save the fisheries. And these fisheries, in nature, must depend on enough fish getting through to spawning beds each year.

It is going to be a winter of debate about salmon netting, making equitable arrangements for next season. My information is that, numbers of nets and netting times apart (these remain to be fixed, by agreement if possible) the illegal netters in estuaries and in the sea have come to the end of their line. The fishery patrol boats recently bought by the Government will be used, apparently with determination, to clear areas like Killala, Shannon, Blackwater of illegally-set nets at weekends or at other improper times.

For people who may not know the difference between a drift net and a draft net; the drift net, sometimes one mile long, drifts in the sea and salmon are caught or meshed by the gills; a draft net, worked from land or shore, is cast from a boat in a half-moon shape and then drawn ashore, surrounding fish.

EXTERNAL AFFAIRS



AFFAIRES

TO/A	FLO
FROM/DE	ACRD
JUN 29 1972	
ATTN	

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

FROM
De The Canadian Embassy, COPENHAGEN

REFERENCE
Référence Our telegram 245 of June 1, 1972

SUBJECT
Sujet North Atlantic Salmon Fishery: -
Denmark-U.S.A. Agreement

SECURITY
Sécurité UNCLASSIFIED

DATE October 19, 1972

NUMBER
Numéro 293

FILE	DOSSIER
OTTAWA	
25-5-7-3-SALMON	
MISSION	

ENCLOSURES
Annexes

DISTRIBUTION

GEC
ECL

D/ENV., Ott.
(Fisheries)

D/IT&C, Ott.

Oslo
London
Washington
Dublin

As reported in our telegram under reference, the majority of the Folketing committee concerned with the North Atlantic salmon fishery and more specifically the Denmark-U.S.A. agreement of February 5, 1972 reported at the end of May their view that the Government had insufficient authority to conclude the agreement without specific legislation.

2. Pursuant to this development, the Government has now introduced a bill to the Folketing which would authorize the Minister of Fisheries to accede to the Denmark-U.S.A. agreement of February 5, 1972. The bill was given its first reading on October 19, when it was supported by the Social-Democrats and the Socialist People's Party. Spokesmen for the Venstre, Conservative and Radical Parties called for further scientific information which would justify the curtailment of the important North Atlantic salmon fishery.

3. For the Government, Mr. Chr. Thomsen, Minister of Fisheries, recalled that a number of countries had introduced restrictive measures long ago. The question had been raised originally by the British and the Scots. They were supported by the Americans and still more strongly by the Canadians, who had introduced an extensive ban off the coasts of Canada. Mr. Thomsen stated that no scientific material was available to justify the limitations contained in the Danish-American salmon agreement. To the question from Mr. Hakun Djurhuus (Faroe Islands), Mr. Thomsen confirmed that adoption of the measure would not affect salmon fishermen from the Faroes unless the bill were acceded to by the Faroese Lagting. Mr. Thomsen recommended that the House adopt the bill. He was supported in his stand by Mr. Knud Hertling, Minister for Greenland, who pointed out that the fact that Greenland fishermen were able to prove that the large-scale drift net fisheries of recent years had affected Greenland catches was as important as the result arrived at on the basis of scientific and biological examinations.


...2

- 2 -

UNCLASSIFIED

4. For the Conservatives, Mr. Henning Andersen stated that the only places where it had been possible to determine a decline of the salmon population were in British and American rivers which were heavily polluted. After they had been cleared up, the salmon population had increased. Mr. Hakun Djurhuus observed that he did not feel attracted by the American threat to impair Danish exports to the United States if Denmark refused to approve the agreement. Spokesmen for the Liberal and Radical Parties pointed out that other countries advocating a ban on salmon fishing on the high seas had hardly any salmon interests in international waters.

5. Winding up for the Government, the Minister for Fisheries Mr. Chr. Thomsen argued that it was of great importance that a number of countries, ranging from the U.S.S.R. in the East to the United States and Canada in the West, supported the ban on salmon fisheries. He hoped that the House would adopt the bill. The measure was read a first time and was referred to the Committee on Agriculture and Fisheries.


Ambassador.

ACRL



Environment Canada
Environnement Canada
Fisheries Pêches

Your file Votre dossier

Our file Notre dossier 721-19-2

TO/A FLO	
FROM/DE:	ACRD
OCT 16 1972	
ATTN M. Bacon	

Ottawa, Ontario
K1A 0H3

October 11, 1972

Mr. T.C. Bacon,
Environmental Law Section,
Legal Operations Division,
Department of External Affairs,
520 Daly Building,
Ottawa, Ontario
K1A 0G2

25-5-7-2-palmon
9

Dear Mr. Bacon:

Following our telephone call to you today, we checked with our mailroom staff and found that the copy of the paper you had sent me on Friday had indeed been tied up at this end.

Many thanks for your prompt attention to our request and our apologies for any inconvenience we may have caused you.

Yours very truly,

Redface Shepard.

M.P. Shepard,
Director,
Resource Management Branch

FLO

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES OCT 17 1972

ATT'N.....

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

FROM
De The Canadian Embassy
Dublin

REFERENCE
Référence Your Letter FLO-965 of September 21, 1972

SUBJECT
Sujet Law of the Sea: Anadromous Species

SECURITY
Sécurité

UNCLASSIFIED

DATE October 5, 1972

NUMBER
Numéro 237

FILE	DOSSIER
OTTAWA	
25-5-5-IRE	8
MISSION	
25-5-4	

ENCLOSURES
Annexes

1

DISTRIBUTION

--- We are pleased to enclose a copy of the Embassy's letter of September 5, 1972 addressed to the Irish Times. We trust that the views expressed do not extend the bounds of Canadian Government policy in this area.

2. It should be noted that the letter was addressed to the fisheries correspondent of the paper and has not been published.

The Embassy

10 Clyde Road,
Dublin 4.

September 5, 1972.

Dear Mr. Burrows,

I have read with interest your article in the September 5, 1972, edition of the Irish Times. In view of your reference to action taken by the Canadian Government I thought you might be interested in seeing the attached excerpt from May/June edition of the "News of Canada".

You will note that the Canadian Minister of the Environment, the Honourable Jack Davis (who is also Fisheries Minister) makes the point that the Canadian Government views high seas fishing for Atlantic salmon as the first reason for the decline of Canadian Atlantic salmon stocks. It is also recognized of course that heavy fishing by our own inshore commercial fishermen has contributed to the decline in stocks, as has pollution in our rivers.

You will be aware that Canada has been pressing for an immediate ban on high seas fishing for Atlantic salmon, particularly in the context of the International Commission for Northwest Atlantic Fisheries. The annual ICNAF meeting this year did not agree to an immediate ban on such high seas fishing but the Commission, in agreeing to a phase out by the end of 1975, did by its action acknowledge that the fishing, particularly off West Greenland, was a factor contributing to the depletion of stocks. Mr. Davis has, however, expressed the view of the Canadian Government that the phase out of high seas fishing off West Greenland by the end of 1975 will be too late to be effective.

Yours sincerely,

M.B. Phillips
Chargé d'Affaires.

Mr. George Burrows,
Irish Times,
Westmoreland Street,
Dublin 2.

FLO/T.C.Bacon/eob

PDM
✓ File
Diary
Div

copy to: Dr. Michael P. Shepard
Fisheries Service
Dept. of the Environment

"Return to FLO

DS"

CONFIDENTIAL

25-5-1-2- *Sabin*
9 | 8
Ottawa KLA OG2
October 4, 1972

Dear Mr. Shaw,

As requested in your letter of August 25 an Aide-Memoire respecting the future developments of salmon production on the Fraser River was passed to the USA authorities through the USA Embassy in Ottawa. A reply has now been received from the USA authorities and, as expected, the USA has not accepted Canada's proposal for the unilateral funding of the first year of the proposed salmon development scheme for the Fraser. A copy of the USA reply is attached and you will note that it is suggested first that they see no reason why the programme need be started in the 1973-74 fiscal year, and second that this possibility might be usefully explored in a special meeting of the Salmon Commission and its advisory committee. In effect the USA is insisting on strict compliance with the terms of the Fraser River Convention, namely the joint funding of any such development schemes.

As you are aware, of course, this approach was made to the USA in connection with the negotiations at present under way which involves a renegotiation of the Fraser River Convention in such a way as to take account of the total West Coast salmon fishery. We tend to agree with the view expressed by your Department that to go ahead with the joint funding of the Fraser River scheme could lessen the likelihood of a successful renegotiation of the Convention. Apparently the USA is not unhappy with the status quo (a 50% share of the Fraser River salmon) and any developments which would increase the production of salmon thereby increasing their catch would only reinforce their interest in maintaining the status quo. Thus, while there may be short term gains for Canada in joint development of the Fraser, the

.... 2

Mr. R. F. Shaw
Deputy Minister
Department of the Environment
Fontaine Building
OTTAWA KLA OH3

- 2 -

CONFIDENTIAL

continuation of this approach could be prejudicial to the long term objectives of Canada, namely to acquire the right to harvest Fraser River salmon on an exclusive basis. I assume that you will wish to arrange further consultations with this Department respecting how we might best proceed.

Yours sincerely,

~~A. E. RITCHIE~~

Paul Tremblay
Associate Under-Secretary

FLO/T.C.Bacon/eob

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM

TO
À

PDS

s.23

FLO

FROM
De

REFERENCE
Référence

SUBJECT
Sujet

Salmon Production on the Fraser River

SECURITY
Sécurité

CONFIDENTIAL

DATE

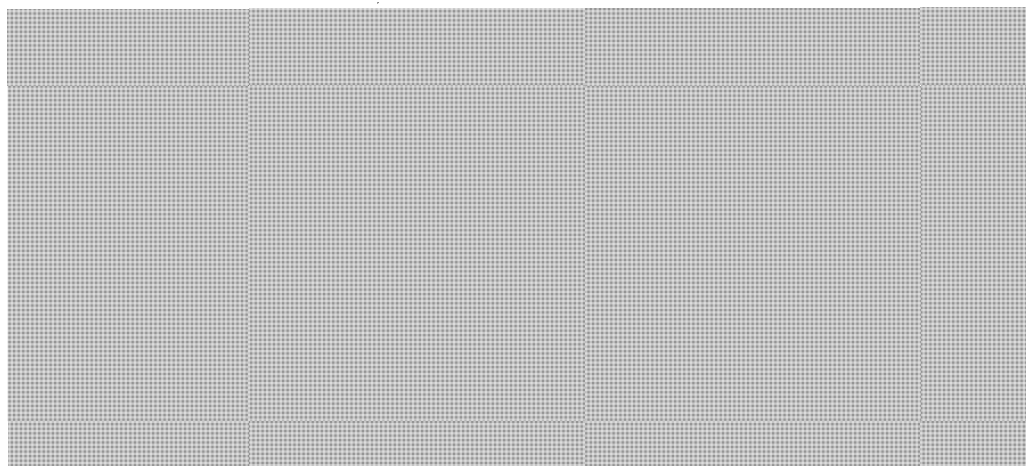
October 4, 1972

NUMBER
Numéro

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

ENCLOSURES
Annexes

DISTRIBUTION



D. M. Miller

D. M. Miller, Director
Legal Operations Division

25-5-7-2 - Salmon
9

AIDE-MEMOIRE

We have received with some surprise the proposal of the Government of Canada, outlined in its aide-memoire of September 12, that it proceed to assume full responsibility for funding for one year of the salmon development program recommended by the International Pacific Fisheries Commission.

We also attach great importance to this program but have had no reason to believe that special or emergency factors require that the program be started in the 1973/74 fiscal year. If such factors exist, we are prepared to consider providing our fifty percent share of the funds needed to begin the program in 1973/74.

Since expert advice on this question would be available from the Salmon Commission, we propose that a special meeting of the Commission and its Advisory Committee be held, at which meeting representatives

of the

-2-

of the two governments would also be present. Such
a meeting would afford an opportunity for full
examination of the situation.



Embassy of the United States of America,

Ottawa, October 2, 1972

MESSAGE

PLACE	DEPARTMENT	ORIG. NO.	DATE	FILE/DOSSIER	SECURITY SÉCURITÉ
LIEU	MINISTÈRE	N° D'ORIG.			
FM/DE	OTT	EXT	FLO-979	SEPT. 26/72 25-5-7-2-20-10-10 9	UNCLASS
TO/A DUBLIN					PRECEDENCE
INFO					SEP 26 18 09 '72
DISTR. GEC					
<div><div>REF</div><div>YOURTEL 416 SEPT 21/72</div><div>SUB/SUJ</div><div>ATLANTIC SALMON</div></div> <p>MR. DAVIS SPOKE EXTEMPORANEOUSLY IN ST. ANDREWS SEP 20.</p> <p>AS THERE WAS NO ELEMENT ACTUALLY NEW IN SUBSTANCE OF</p> <p>SPEECH, DOE HAVE DECIDED NOT TO MAKE AN OFFICIAL</p> <p>TRANSCRIPT OF IT.</p>					
DRAFTER/RÉDACTEUR		DIVISION/DIRECTION		TELEPHONE	APPROVED/APPROUVÉ
SIG... <i>Philippe Kirsch</i> P. KIRSCH/fd		FLO		2-6692	SIG... <i>D.M. Miller</i> D.M. MILLER

File
25-5-7-2
Salmon
Kinsch
ACTION COPY

UNCLASSIFIED

FM DUBLN 416 SEP21/72

TO EXTOTT FLO

DISTR GEC

---ATLANTIC SALMON

GRATEFUL HAVE MINS OFFICE DOE MAIL US TEXT REMARKS MADE BY MR
DAVIS IN ST ANDREWS SEP20.

211312Z 30

TRANSMITTAL SLIP

TO:.....The Under-Secretary of State for

External Affairs, Ottawa (FLO)

FROM:.....The Canadian Embassy

Dublin, Ireland

The documents described below are for your information.

Despatching Authority.....M.B.PHILLIPS/bm

UNCLASSIFIED

Security.....

Date.....September 13, 1972

Air or Surface..Air.....

No. of enclosures..One.....

[Handwritten signature] (P)

Copies

Description

Also referred to:

1

Extract from the Sunday Press 10/9/72
"Labrador Sea Salmon Caught Here"

RECEIVED

SEP 22 1972

In Legal Operations Division
Department of External Affairs

TO/A	<u>FLO</u>
FROM/DE	<u>ACRD</u>
SEP 21 1972	
ATTN	<u>[Signature]</u>

<u>25-5-7-2-Salmon</u>	
9	<u>1</u>

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4. The form should bear the security classification of the material it covers.
5. The column for "Copies" should indicate the number of copies of each document transmitted. The space for "No. of Enclosures" should show the total number of copies of all documents covered by the transmittal slip. This will facilitate checking on despatch and receipt of mail.

Canada

10.9.72

J. Press

Labrador Sea salmon caught here

Sunday
Irish Press

THE Canadian Research Centre on Fisheries has attached importance to the recovery off the Co. Donegal coastline of a salmon that was tagged in the Labrador Sea, on the 22nd of September, 1971.

The salmon was recaptured by Mr. R. Robinson, skipper of the "Girl Sylvia", on July 5th of this year. He sent the tag and details to the Fisheries research Station at St. John's Newfoundland.

In its acknowledgment the centre classified it as an important discovery, and added that it was the first salmon tagged in the Labrador Sea, that has been captured in Europe.

File

Pol
AERL

FLD/T.C. Bacon/eob

FLP - J. A. Beesley

UNCLASSIFIED

FLO - T. C. Bacon

September 12, 1972

Canada-USA-West Coast Salmon Negotiation

25-5-7-2-Salmon	
9	—

The purpose of the proposed approach to the USA on this matter as set out in the draft note attached to the D.O.E. letter of August 25 is explained in my Note to File of August 14, also attached. You will note that the D.O.E. letter was misdirected to GWU; hence, the delay in taking action on it. I think it would be best to prepare an Aide Memoire rather than a draft note and I have accordingly changed the text received from D.O.E. If you agree, I will arrange for the appropriate person at the USA embassy to call on this bureau in the next few days. Would you wish to convey the Aide Memoire or should I take on this task?

(Signed) T. C. BACON

T.C.B.

File ECL MIN Parl. Secty
Div GWU ~~KWH~~ FPR Ecs
Diary FAI PDM PAG

FLO/T.C.BACON/ern

RESTRICTED

Ottawa,

25-5-7-2-Salmon	
9	

My dear Colleague,

In response to your letter of July 31 concerning further development of salmon production in the Fraser River, my Department has prepared, in consultation with officials in your Department, a communication to the Government of the United States apropos Canada unilaterally funding the first year of the development project pending the outcome of the current United States - Canada salmon negotiations. If you agree with the contents of the Note I would suggest that it be conveyed to the United States authorities through the USA Embassy in Ottawa. This would provide an opportunity for officials in our two Departments to discuss this matter more fully with USA representatives, if this should be required. The necessary arrangements will be made as soon as I am informed of your reaction to the Draft Note.

In view of the provisions of the Fraser River Convention for joint funding of projects of this kind, I understand that we are not optimistic that the Americans will accept the Canadian proposal for unilateral funding. I agree, however, that it is useful that a proposal by Canada to fund this development, without prejudice to the current negotiations, could in the longer term facilitate bringing this important resource more fully under Canadian control.

Yours sincerely,

Mitchell Sharp

The Honourable Jack Davis, P.C., M.P.,
Minister of the Environment,
House of Commons,
Ottawa, Ont.
K1A 0A6

1454
10/9/78.

DRAFT NOTE

The Department of External Affairs has the honour to refer to the request of the International Pacific Salmon Fisheries Commission for the approval of the Governments of the United States and Canada to proceed with a \$14 million sockeye and pink salmon development programme in the Fraser River; it is understood that the first year of the development would cost \$875,000. The Government of Canada attaches considerable importance to this programme and would like to see it under way in the near future.

Negotiations between Canada and the United States have been proceeding for the past two years to reach a new agreement on the Fraser River which would give each country full credit for salmon produced in its own rivers. It is hoped that these negotiations will resume later this year. In the meantime, pending the completion of these negotiations, the Government of Canada wishes to pay the entire cost of the first year of the Fraser River Salmon Development Programme. In making this proposal it is not the intention of the Government of Canada to prejudice in any way the outcome of the present negotiations or to bind either side to a fixed arrangement on the allocation of benefits from the programme. If the Government of the United States would agree to this proposal, this would permit an early start on the project.

.../2

- 2 -

The Government of Canada requests therefore the concurrence of the Government of the United States for the unilateral funding by Canada of the first year of the proposed development programme of the Fraser River.

The Department of External Affairs avails itself of this opportunity to renew to the Government of the United States the assurances of its highest consideration.

FWD
ECL
⑤
⑧
Minister
Fisheries Canada

Ministre
Pêches Canada

Ottawa, Ontario.

K1A 0H3

JUL 31 1972

The Honourable Mitchell Sharp, P.C., M.P.,
Secretary of State for External Affairs,
House of Commons,
Ottawa, Ontario.

Dear Mitchell:
My dear Colleague:

I am writing today in connection with proposed further development of salmon production on the Fraser River in British Columbia and our concern over the continued involvement of the United States with programs on this entirely Canadian river. The International Pacific Salmon Fisheries Commission has requested the governments of the United States and Canada for approval to proceed with a \$14. million sockeye and pink salmon development program on the Fraser River. Expenditure in 1973-74, the first year of the proposed program would be \$875,000.00. The program with a potential for adding \$14. million to the annual landed value of the Fraser River salmon catch is a very exciting one, and one which I would like to see under way in the near future. However, under the present terms of the Fraser Convention benefits from such a program would be shared on a 50/50 basis with the United States. Continuation of this arrangement, which is based upon the equal sharing of the benefits and development costs by both countries, is not in Canada's long term interest.

Negotiations with the United States concerning Pacific Salmon have been under way for the past two years to reach a new agreement which would give each country full credit for salmon produced in its own rivers. Officials of your Department have participated fully in these discussions and are aware of the background of the problem. It is expected that these negotiations will resume late this fall.

.../2

- 2 -

In the meantime, we do not want to proceed with further joint United States - Canada development schemes on the Fraser, which the United States would continue to consider as the basis for their interest in Fraser River salmon production. It is apparent to me that we must turn down the Salmon Commission's proposal for the joint \$14. million 50/50 cost sharing program and work towards the unilateral development of the Fraser River Salmon stocks by Canada. Rejection of the joint cost sharing program would pose difficulties respecting the provisions of the Fraser River Convention. Canada could veto the entire program but this would be inconsistent with our objective to develop the salmon resource. Therefore, in order to avoid any delay in commencing the Fraser salmon development program, I would like to propose that Canada unilaterally fund the first year of the project pending the outcome of current United States - Canada salmon negotiations.


As I have mentioned, the proposal to fund the project unilaterally could be in breach of the terms of the Fraser River Convention which specifically provide that all fish cultural operations for the Fraser River sockeye and pink salmon shall be carried out by the Salmon Commission and that costs of such operations shall be borne equally by the two governments. In the opinion of officials of your Legal Advisory Division unilateral funding by Canada of the proposed Fraser River development program could be interpreted as an abrogation of the Convention. We, therefore, propose that the United States be advised that pending completion of negotiations on salmon problems of mutual concern Canada wishes to pay the entire cost of the first year of the Fraser River salmon development program. It would be clearly stated that this proposal, which would permit an early start on the project, would not bind either side to any fixed arrangement on the allocation of benefits from the program. In order to avoid contravening the Convention I would propose an exchange of Notes with the United States which would indicate concurrence by both governments for the one year unilateral funding of the program by Canada.

.../3

- 3 -

In order to expedite this matter I would suggest that officials of our two Departments collaborate on the preparation of a letter to the United States along the lines indicated in my penultimate paragraph. I would appreciate receiving comments in this regard at your earliest convenience.

Yours sincerely,

A handwritten signature in cursive script, appearing to read "Jack Davis". The signature is written in dark ink and is positioned above the printed name "Jack Davis.".

Jack Davis.

File ECL MIN PAG
Div GWU PDM ✓TPR
Diary FAI Parl Secty. ELS

RESTRICTED

August 9, 1972.

MEMORANDUM FOR THE MINISTER

Fraser River Salmon Production

...

Attached is a suggested reply to Mr. Davis' letter to you of July 31 on this subject. There have been three rounds of negotiations with the United States authorities and fishing authorities on the revision of the Fraser River Convention. You will note from Mr. Davis' letter that he considers the present arrangements for sharing the benefits of Fraser River salmon production to be contrary to Canada's long term interests. Regardless of the USA contributions to the development of the salmon fishery, the maintenance of the river for salmon production, (which of necessity limits its development in other respects) imposes a burden on Canada for which at present we do not derive an adequate benefit. By resisting the further development of joint programmes and by seeking to assume full responsibility for the improvement of the fishery, it is hoped that in the longer term greater benefits of Fraser River salmon production will fall to Canada.

A. E. RITCHIE

A.E.R.

1456
10/9/72

File ECL MIN Parl. Secty
Div GWU ~~ENH~~ ✓FPR Ecs
Diary FAI PDM PAG

RESTRICTED

Ottawa,

My dear Colleague,

In response to your letter of July 31 concerning further development of salmon production in the Fraser River, my Department has prepared, in consultation with officials in your Department, a communication to the Government of the United States apropos Canada unilaterally funding the first year of the development project pending the outcome of the current United States - Canada salmon negotiations. If you agree with the contents of the Note I would suggest that it be conveyed to the United States authorities through the USA Embassy in Ottawa. This would provide an opportunity for officials in our two Departments to discuss this matter more fully with USA representatives, if this should be required. The necessary arrangements will be made as soon as I am informed of your reaction to the Draft Note.

In view of the provisions of the Fraser River Convention for joint funding of projects of this kind, I understand that we are not optimistic that the Americans will accept the Canadian proposal for unilateral funding. I agree, however, that it is useful that a proposal by Canada to fund this development, without prejudice to the current negotiations, could in the longer term facilitate bringing this important resource more fully under Canadian control.

Yours sincerely,

Mitchell Sharp

The Honourable Jack Davis, P.C., M.P.,
Minister of the Environment,
House of Commons,
Ottawa, Ont.
K1A 0A6

DRAFT NOTE

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Negotiations between Canada and the United States have been proceeding for the past two years to reach a new agreement on the Fraser River which would give each country full credit for salmon produced in its own rivers. It is hoped that these negotiations will resume later this year. In the meantime, pending the completion of these negotiations, the Government of Canada wishes to pay the entire cost of the first year of the Fraser River Salmon Development Programme. In making this proposal it is not the intention of the Government of Canada to prejudice in any way the outcome of the present negotiations or to bind either side to a fixed arrangement on the allocation of benefits from the programme. If the Government of the United States would agree to this proposal, this would permit an early start on the project.

.../2

- 2 -

The Government of Canada requests therefore the concurrence of the Government of the United States for the unilateral funding by Canada of the first year of the proposed development programme of the Fraser River.

The Department of External Affairs avails itself of this opportunity to renew to the Government of the United States the assurances of its highest consideration.

F.L.O. (b)
ECL (4)
Minister
Fisheries Canada

Ministère
Pêches Canada

Ottawa, Ontario.

K1A 0H3

JUL 31 1972

The Honourable Mitchell Sharp, P.C., M.P.,
Secretary of State for External Affairs,
House of Commons,
Ottawa, Ontario.

Dear Mitchell:
My dear Colleague:

I am writing today in connection with proposed further development of salmon production on the Fraser River in British Columbia and our concern over the continued involvement of the United States with programs on this entirely Canadian river. The International Pacific Salmon Fisheries Commission has requested the governments of the United States and Canada for approval to proceed with a \$14. million sockeye and pink salmon development program on the Fraser River. Expenditure in 1973-74, the first year of the proposed program would be \$875,000.00. The program with a potential for adding \$14. million to the annual landed value of the Fraser River salmon catch is a very exciting one, and one which I would like to see under way in the near future. However, under the present terms of the Fraser Convention benefits from such a program would be shared on a 50/50 basis with the United States. Continuation of this arrangement, which is based upon the equal sharing of the benefits and development costs by both countries, is not in Canada's long term interest.

Negotiations with the United States concerning Pacific Salmon have been under way for the past two years to reach a new agreement which would give each country full credit for salmon produced in its own rivers. Officials of your Department have participated fully in these discussions and are aware of the background of the problem. It is expected that these negotiations will resume late this fall.

.../2

- 2 -

In the meantime, we do not want to proceed with further joint United States - Canada development schemes on the Fraser, which the United States would continue to consider as the basis for their interest in Fraser River salmon production. It is apparent to me that we must turn down the Salmon Commission's proposal for the joint \$14. million 50/50 cost sharing program and work towards the unilateral development of the Fraser River Salmon stocks by Canada. Rejection of the joint cost sharing program would pose difficulties respecting the provisions of the Fraser River Convention. Canada could veto the entire program but this would be inconsistent with our objective to develop the salmon resource. Therefore, in order to avoid any delay in commencing the Fraser salmon development program, I would like to propose that Canada unilaterally fund the first year of the project pending the outcome of current United States - Canada salmon negotiations.

As I have mentioned, the proposal to fund the project unilaterally could be in breach of the terms of the Fraser River Convention which specifically provide that all fish cultural operations for the Fraser River sockeye and pink salmon shall be carried out by the Salmon Commission and that costs of such operations shall be borne equally by the two governments. In the opinion of officials of your Legal Advisory Division unilateral funding by Canada of the proposed Fraser River development program could be interpreted as an abrogation of the Convention. We, therefore, propose that the United States be advised that pending completion of negotiations on salmon problems of mutual concern Canada wishes to pay the entire cost of the first year of the Fraser River salmon development program. It would be clearly stated that this proposal, which would permit an early start on the project, would not bind either side to any fixed arrangement on the allocation of benefits from the program. In order to avoid contravening the Convention I would propose an exchange of Notes with the United States which would indicate concurrence by both governments for the one year unilateral funding of the program by Canada.

.../3

- 3 -

In order to expedite this matter I would suggest that officials of our two Departments collaborate on the preparation of a letter to the United States along the lines indicated in my penultimate paragraph. I would appreciate receiving comments in this regard at your earliest convenience.

Yours sincerely,

A handwritten signature in black ink, appearing to read "Jack Davis", with a long, sweeping underline that extends to the left.

Jack Davis.

TRANSMITTAL SLIP

TO: ... Under-Secretary of State for

... External Affairs, Ottawa (FLO)

FROM: The Canadian Embassy

... Dublin, Ireland

The documents described below are for your information.

Despatching Authority... L.A. WHIFFEN/bm

Security... UNCLASSIFIED

Date... September 1, 1972

Air or Surface... Air

No. of enclosures... One

*File
Kirsch*

25-5-7-2-Salmon

Copies	Description	Also referred to:
1	<p>Extract from "Cork Examiner", 30/8/72</p> <p>"Major Fisheries Row Brewing"</p> <p>RECEIVED</p> <p>SEP 13 1972</p> <p>In Legal Operations Division Department of External Affairs</p> <p><i>FLO</i></p>	<p>25-5-5 IRELAND</p> <div data-bbox="1068 719 1438 972"> <p>TO/A FLO</p> <p>FROM/DE: ACRD</p> <p>SEP 13 1972</p> <p>M. KIRSCH</p> <p>ATT'N</p> </div>

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Major fisheries row brewing

By DERMOT RUSSELL

THE Government faces a major fisheries row over massive coastal catches of salmon which are starving the rivers of breeding fish and raising widespread fears for the very future of the species in these waters.

Drift nets are at the heart of the storm because, with licences costing a nominal £3 a year, they are being operated not only by full time professional fishermen, but also by part-timers who are reported reliably to include farmers, shop assistant, businessmen, doctors, teachers and even the occasional Garda.

Up to two years ago no more

than 25 drift nets were licensed for use in the waters off Cork each year but now the number has soared to a frightening 231 as more and more people cash in on the salmon bonanza.

The authorities have made an official estimate that drift netmen working out of only three West Cork centres (Courtmacsherry, Bantry and Skib-

been) will have taken 40,000 salmon by the time the season ends next month. The story is virtually the same in the other coastal waters along the south and west coasts of Ireland.

Comparative fortunes are being made rapidly, but river and estuary salmon and white trout fishing has crashed into decline and it's getting so serious that at least one Board of Fishery Conservators has demanded a meeting with the Department of Agriculture and Fisheries in Dublin.

Fears expressed are the same everywhere: that if salmon cannot get into the rivers in any decent number the breeding rate will collapse and the fish might even disappear in the foreseeable future.

The Government showed awareness of the danger of indiscriminate issue of drift net licences for a nominal sum as far back as 1969 and set up a commission to investigate in 1970. But there appears to have been severe procrastination since then. The Commission made recommendations in December of 1971 and, following normal procedure, these were circulated to the various boards of fishery conservators for discussion. According to the Department, they were sent out in January last. But one board, the Kerry one, did not get the circular until early last month it is reported.

At least they recognised the urgency of the problem and they held a special meeting in Kenmare only a fortnight later at which they made their recommendations, based on those of the commission.

But it is patently obvious that the Government is not now in a position to do anything about the drift net situation this season. They will, however, be pressed on every point by genuine conservators from all over the country to take action "before the salmon is gone."

BEING TAKEN BY HUNDRED

Meanwhile salmon are being taken by the hundred every day in the coastal waters and poaching is rearing its head more brazenly than ever before in the estuaries and rivers.

Kenmare traditional fisherman Jerry McCarthy, a member of the Kerry Board of Conservators, claims: "Drift nets from big boats are chopping out 100 salmon a day outside our bay. They have ruined the salmon and are intent on fishing them out. There are hardly any fish coming into the rivers and the future looks black as long as the Government hands out licences at random to people like doctors, dentists and the like."

The story is different in Castletownbere, around the headland from Kenmare. There boatmen operating drift nets are reaping a golden harvest from the salmon. But it appears, so the story goes, that they are not liked by the river and estuary men or by the conservators for their perfectly legal work.

The recommendations of the 1970 commission set up by the Government include one that drift net licences should be issued in future only to local bona fide fishermen, to local smallholders who have in the past supplemented their income by drift-netting, and to crew members who have a history of three years employment in the fishery.

It is a good recommendation, but not everyone will agree that it goes far enough, and Kerry, for example, want to back-date the "history of employment" from 1970.

The recommendations suggest a limit on the number of licences in any given area, examination of the length of season, a review of fishery protection methods, a legal limit on the length of nets, a legal limit on the size of boats.

But nowhere does the commission dwell on the simple fact that licences cost only £3 a year and throughout the country boards of conservators are thinking on that one. The suggestion from Kerry is that they should cost £100 a year, with a view to cutting out the lately-come part-timers.

The salmon bonanza is nearly over for this season. It can only have the result of severe reduction of stock in coming seasons. (The commission itself admits)

TRANSMITTAL SLIP

TO:..... The Under-Secretary of State for
..... External Affairs, Ottawa (FLO)
.....
FROM:..... The Canadian Embassy
.....
..... Dublin, Ireland
.....

Security..... UNCLASSIFIED
Date..... August 30, 1972
Air or Surface..... Air
No. of enclosures..... One.....

The documents described below are for your information.

Despatching Authority..... L.A. WHIFFEN/bm.....

*File
Kirsch*

25-5-7-2 - salmon
9

Copies	Description	Also referred to:
1	<p>Extract from "Irish Times", 29/8/72 "Slaughter of West Cork Salmon Worries Fisheries Board"</p> <p>RECEIVED</p> <p>SEP 13 1972</p> <p>In Legal Operations Division Department of External Affairs</p> <p><i>flo</i></p>	<p>25-5-5 IRELAND</p> <div data-bbox="1074 692 1444 946"> <p>TO/A <i>FLO</i> FROM/DE: ACRD SEP 13 1972 <i>M. KIRSCH</i> ATTN</p> </div>

INSTRUCTIONS

1. This form may be used in sending material for informational purposes from the Department to posts abroad and vice versa.
2. This form should NOT be used to cover documents requiring action.
3. The name of the person responsible for authorizing the despatch of the material should be shown opposite the words "Despatching Authority". This may be done by signature, name stamp or by any other suitable means.
4. The form should bear the security classification of the material it covers.
5. The column for "Copies" should indicate the number of copies of each document transmitted. The space for "No. of Enclosures" should show the total number of copies of all documents covered by the transmittal slip. This will facilitate checking on despatch and receipt of mail.

Fisheries

Copy

External (FLO) (GEC)
IRISH TIMES

29-8-72

file
JBP

'Slaughter' of west Cork salmon worries fisheries board

BY-LAWS URGED TO SAVE SPAWNING STOCKS

By Donal Musgrave

THERE ARE SO MANY "part-timers" fishing for salmon with drift nets along the west Cork coast that the local Board of Fishery Conservators fears that spawning stocks will be wiped out unless by-laws are made immediately to bring this type of fishing under strict control.

A list of current holders of drift net licences prepared by the board for the Department of Agriculture and Fisheries, includes teachers, hoteliers, publicans, Gulf Oil employees, schoolboys, and members of the legal, dental and veterinary professions.

This season the board issued licences for 237 boats compared with 70 last year. By the end of last month these had caught 32,600 salmon and grilse (salmon weighing less than 8lb), more than three times the entire catch during the whole of last season. Yesterday, the board's chairman, Mr. Sean Baker, said in Bantry that the returns this month had already brought the catch to over 40,000 salmon and grilse.

"That is an incredible figure. It represents slaughter," he said. "At this rate, the spawning stocks will be wiped out."

The problem is compounded by the fact that some fishermen in the area have joined eight or nine nets together and are fishing them as single nets measuring more than a mile long. Another difficulty, in the board's view, is that licences are issued for boats and not for people, with the result that a few hotels have been allowing tourists to fish on their behalf as part of the holiday package. There is also considerable illegal fishing, either by poachers using unlicensed nets or by people holding drift licences but who instead of drifting the nets fish them from an anchored posi-

tion, a much more lethal method. To make matters worse, the official returns are not an accurate picture of the numbers of fish caught in a season.

BEFORE SEASON

Members of the Cork board recently met officials of the Department to explain again (they did it in 1964 and 1966 without effect) what they believe the new by-laws should be, and Mr. Baker is hopeful that these will be introduced soon. "It is absolutely essential to introduce the by-laws before next season," he said.

Basically, the Cork board wants the Department to curtail strictly the number of licences issued each season. At present the board must issue a licence to anyone who requests it and has £3, provided he has not been convicted on a fishery charge.

The board also wants to have licences issued in respect of people, not boats, and believes that they should be restricted to fishermen depending solely on fishing for a livelihood or to small holders and labourers to whom inshore fishing is an essential supplementary income.

The conservators are also seeking a restriction of the length of drift nets and they want the Department to introduce a demarcation line in Bantry Bay inside which drift netting would be banned. No such limit exists around Bantry, as in other areas.

Although the board's area of responsibility stretches from Ballycotton pier in east Cork, to Toe Head in west Cork, and includes the Lee and Bandon rivers, over 90% of the licensed boats are in west Cork in the Courtmacsherry, Skibbereen, and Bantry Bay areas, where more than 95% of the salmon are caught.

PREPARED LIST

With a view to controlling licences, the chief fishery inspector in the area, Mr. Dan Good, has prepared a list of drift net licensees, giving their occupation, the size of boat and the length of nets used and, where possible, the number of fish caught by each person. A copy of the list has been sent to the Department.

"I expect to receive another 100 applications for licences next year," said Mr. Good yesterday. "Restrictions will have to come whether they like it or not, because if this continues, there will not be sufficient stocks for spawning to maintain the salmon population."

In 1967 there were 25 drift nets in use on the Cork coast and the catch was 251 salmon and grilse; in 1968 the same number of nets caught 1,502 fish; by 1969 30 nets caught 2,056 fish; in 1970 the same 30 caught 2,100. The first big increase came in 1971 when 70 nets caught 10,840 and this year, up to July 31st, 231 drift nets have caught 32,600 salmon and grilse.



Deputy Minister
Environment Canada

Sous-ministre
Environnement Canada

Referred to Mr. Bacon
FLO.

PDS - Registry notified
7/9/72 - 20.
file

Ottawa, Ontario.
K1A OH3

U.S.A. D.V.	
BW	PC
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3	3
4	4
5	5

NOT SEEN BY USSEA
FOR ACTION

AUG 25 1972

Mr. P. Tremblay,
Associate Under-Secretary
of State for External Affairs,
Ottawa, Ontario.
K1A OG2

25-5-7-2-salmon
9 25

Dear Mr. Tremblay:

Thank you for your letter of August 15, 1972, concerning future development of salmon production on the Fraser River. We have reviewed the text of the note that you propose to convey to United States authorities through the United States Embassy in Ottawa. In consultation with officials of your Department, we suggest a slight modification of the note and have attached a new draft for your consideration.

Because of the extensive preparations that would be required if such a program were to be launched in 1973, and growing public concern about the positions of the two governments toward the Fraser development, it is urgent that we obtain an indication of the United States' attitude on this question in the very near future. We therefore request that the note be conveyed to the United States as soon as possible, preferably before September 1.

Anything you could do to expedite this matter will be very much appreciated.

Yours sincerely,

B.F. Shaw,
Deputy Minister.

Att.

29.8.2/55

RECEIVED
SEP 7 1972
In Legal Operations Division
Department of External Affairs

REVISED
DRAFT NOTE

Ande Thompson

The Department of External Affairs has the honour to refer to the request of the International Pacific Salmon Fisheries Commission ^{has requested} ~~for~~ the approval of the Governments of the United States and Canada to proceed with a \$14 million sockeye and pink salmon development programme in the Fraser River. The Government of Canada attaches considerable importance to this programme and would like to see it under way in the near future.

Negotiations between Canada and the United States have been proceeding for the past two years to reach a new agreement regarding interceptions by both countries of salmon bound for rivers in the other country. It is hoped that these negotiations will resume later this year. In the meantime, pending the completion of these negotiations, the Government of Canada wishes to assume full responsibility for the funding of one year of the Fraser River Salmon Development Programme at a level to be determined in consultation with the Commission. In making this proposal it is not the intention of the Government of Canada to prejudice in any way the outcome of the present negotiations or to bind either side to a fixed arrangement on the allocation of benefits from the programme.

On this basis, the Government of Canada requests the concurrence of the Government of the United States with this proposal. If the Government of the United States ^{should} ~~would~~ agree, this would permit an early start on the project.

The Department of External Affairs avails itself of this opportunity to renew to the Government of the United States the assurance of its highest consideration.

DDH

CANADIAN CONSULATE GENERAL



CONSULAT GÉNÉRAL DU CANADA

AUG 24 1972

U.S.A. D.V.	
BW	PG
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3	3
4	4
5	5

25-5-7-2-SALMON		
34	6	

412 PLAZA 600
Seattle, Washington 98101
(206) 682-3515

August 21, 1972.

Mr. Keith MacLellan
Director
Department of External Affairs
United States of America (GWU)
Ottawa, Canada.
K1A OG2

TO:	GWU
FROM RECEIVED	
AUG 24 1972	
TO:	

Dear Mr. MacLellan:

Attached is a copy of a newspaper article regarding complaints made by Daniel J. Evans, Governor of the State of Washington, to Secretary of State William Rogers, about apparent inroads being made by Canadian trollers on the U. S. chinook salmon fishery.

Yours sincerely,

E. C. H. Shelly
Consul and Assistant
Trade Commissioner

ECHS/b
Encls.

cc: Mr. A. J. Hemming, Chief
Fisheries & Fish Products Division
Agriculture Fisheries & Food Products Branch
ITC, Ottawa.

GWU.

The Seattle Times • Saturday, August 19, 1972

POL - AG

Maritime

Evans hits Canadian fish 'inroads'

OLYMPIA — (AP) — Gov. Dan Evans has asked Secretary of State William Rogers to reconvene United States meetings with Canada to help resolve a controversy over Canadian fishing of American fish.

Evans told Rogers in a telegram yesterday that Washington fishermen are facing "a critical shortage in a current chinook salmon fishery because of the inroads made on this fishery by Canadian trollers."

"It is urgent that the Department of State immediately reconvene the meetings between the American and Canadian governments to have a third round of negotiations so as to resolve the great impact by Canadian fishermen on Washington salmon stock," he said.

The governor contended that most of the Canadians' 1971 catch of chinook salmon came from United States waters and hatcheries. He said 84 per cent of the 611,000 fish came from American waters "and 41 per cent were specifically from Puget Sound."

FLO/T.C.Bacon/ern
(re-typed MIN/M.R.Finn/mem)

25-5-7-2-Salmon
9 | 25

RESTRICTED

Ottawa, KIA OG2,
August 15, 1972.

Dear Mr. Shaw,

Your Minister wrote to Mr. Sharp on July 31 concerning further development of salmon production in the Fraser River. Our Department prepared, in consultation with officials in yours, a reply for Mr. Sharp's signature in the form of a communication to the Government of the United States apropos Canada unilaterally funding the first year of the development project pending the outcome of the current United States-Canada salmon negotiations. Unfortunately, due to the heavy work load that preceded Mr. Sharp's departure for China, he was unable to sign that reply.

... In order to expedite matters, I am attaching to this letter the text of the Note that we suggest be conveyed to the United States authorities through the USA Embassy in Ottawa. This would provide an opportunity for officials in our two Departments to discuss this matter more fully with USA representatives, if this should be required. As soon as I am informed of your reaction to the Draft Note, we will prepare the final text for my Minister's approval on his return from China August 28. I will also ensure that Mr. Sharp is informed of what has gone on during his absence.

In view of the provisions of the Fraser River Convention for joint funding of projects of this kind, we are not optimistic that the Americans will accept the Canadian proposal for unilateral funding. We agree, however, that it is useful that a proposal by Canada to fund this development, without prejudice to the current negotiations, could in the longer term facilitate bringing this important resource more fully under Canadian control.

Yours sincerely,

PAUL TREMBLAY

Associate Under-Secretary

Mr. R.F. Shaw,
Deputy Minister,
Department of the Environment,
Ottawa, Ontario.
KIA OH3

1456
10/9/72

Under
Office of
The Secretary of State for External Affairs



Secrétaire d'Etat aux Affaires extérieures

Canada

RESTRICTED

Ottawa,

Dear Mr. Shaw,
My dear-Colleague,

Your Minister wrote to Mr. Sharp on
In response to your letter of July 31 concerning
further development of salmon production in the Fraser
River. ^{Our} Department has prepared, in consultation with
officials in your Department, a communication to the
Government of the United States apropos Canada unilaterally
funding the first year of the development project pending
the outcome of the current United States - Canada salmon
negotiations. ^{in order to facilitate communication in the form of} If you agree with the contents of the Note ~~that we suggest~~
I would suggest that it be conveyed to the United States

authorities through the USA Embassy in Ottawa. This would
provide an opportunity for officials in our two Departments
to discuss this matter more fully with USA representatives,
if this should be required. The necessary arrangements will be
made as soon as I am informed of your reaction to the Draft Note,
we will prepare the final text for Mr. Sharp's approval on his return from China ^{Department} August 28.
I will also ensure that my Minister is informed of what has gone on during his absence.

In view of the provisions of the Fraser River Conven-
tion for joint funding of projects of this kind, ~~I understand~~
~~that~~ we are not optimistic that the Americans will accept the
Canadian proposal for unilateral funding. ^{we} I agree, however,
that it is useful that a proposal by Canada to fund this
development, without prejudice to the current negotiations,
could in the longer term facilitate bringing this important
resource more fully under Canadian control.

Yours sincerely,

Mr. R. F. Shaw

Deputy Minister

The Honourable Jack Davis, P.C., M.P.,

Minister of the Environment,

House of Commons,

Ottawa, Ont.

K1A 0A6

Department of the
Environment

~~Mitchell Sharp~~

Associate Under-Secretary

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM

TO
À

To File

SECURITY CONFIDENTIAL
Sécurité

FROM
De

T. C. Bacon

DATE August 14, 1972.

REFERENCE
Référence

NUMBER
Numéro

SUBJECT
Sujet

Canada-USA West Coast Salmon Negotiations

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

ENCLOSURES
Annexes

DISTRIBUTION

D.M. Miller

... In response to a letter received from the Minister of the Environment dated July 31 on this subject, a draft Note to the USA was prepared for his consideration and officials in his Department. In order to expedite consideration of the draft I took a copy of it to Vancouver to enable officials involved in the consultations on this question to consider its contents. A revised draft was prepared and presumably the Department of the Environment will be getting in touch with this Department conveying to us formally this revision for transmission to the USA authorities. (It has been decided that the Note might best be transferred through the USA Embassy in Ottawa - an information copy should go to the Canadian Embassy in Washington.) Attached is a copy of the revised Note.

2. The USA is not expected to accept the Canadian proposal set out in the Note. In fact the proposal is a device to place the onus on the USA for any delay in the development of the Fraser for greater salmon production. If the USA rejects the Canadian proposal and insists on the strict compliance with the terms of the Fraser Convention (i.e. joint funding of development schemes), it could be argued by the Canadian authorities, in respect of the Canadian public, that to go ahead with joint funding would lessen the likelihood of a successful re-negotiation of the Convention since in such circumstances there would be no compulsion on the part of the United States to change the status quo, i.e. a 50% share of a developing resource. Therefore, while there may be certain short term gains for Canada in joint development of the Fraser, the continuation of this approach could be prejudicial to the long term objectives of Canada ^{namely} the total harvest of Fraser River salmon (subject to arrangements for equalization on certain interceptions) through a revision of the Convention.

3. The foregoing explanation should be kept in sight since it seems very likely that in rejecting the Canadian proposal for unilateral funding the Americans will simultaneously make some generous offer for joint funding - in these circumstances, if no satisfactory explanation is made Canada will appear to be the obstacle in the way of early development of the Fraser.

DRAFT NOTE

The Department of External Affairs has the honour to refer to the request of the International Pacific Salmon Fisheries Commission for the approval of the Governments of the United States and Canada to proceed with a \$14 million sockeye and pink salmon development programme in the Fraser River. The Government of Canada attaches considerable importance to this programme and would like to see it under way in the near future.

Negotiations between Canada and the United States have been proceeding for the past two years to reach a new agreement regarding interceptions by both countries of salmon bound for rivers in the other country. It is hoped that these negotiations will resume later this year. In the meantime, pending the completion of these negotiations, the Government of Canada wishes to assume full responsibility for the funding of one year of the Fraser River Salmon Development Programme at a level to be determined in consultation with the Commission. In making this proposal it is not the intention of the Government of Canada to prejudice in any way the outcome of the present negotiations or to bind either side to a fixed arrangement on the allocation of benefits from the programme.

On this basis, the Government of Canada requests the concurrence of the Government of the United States with this proposal. If the Government of the United States would agree, this would permit an early start on the project.

The Department of External Affairs avails itself of this opportunity to renew to the Government of the United States the assurance of its highest consideration.

25-5-1-2 - salmon
9

RESTRICTED

August 9, 1972.

fr
A

MEMORANDUM FOR THE MINISTER

Fraser River Salmon Production

...

Attached is a suggested reply to Mr. Davis' letter to you of July 31 on this subject. There have been three rounds of negotiations with the United States authorities and fishing authorities on the revision of the Fraser River Convention. You will note from Mr. Davis' letter that he considers the present arrangements for sharing the benefits of Fraser River salmon production to be contrary to Canada's long term interests. Regardless of the USA contributions to the development of the salmon fishery, the maintenance of the river for salmon production, (which of necessity limits its development in other respects) imposes a burden on Canada for which at present we do not derive an adequate benefit. By resisting the further development of joint programmes and by seeking to assume full responsibility for the improvement of the fishery, it is hoped that in the longer term greater benefits of Fraser River salmon production will fall to Canada.

CS/

A.E.R.

File	ECL	MIN	Barl. Secty
✓ Div.	GWU	ENM	FPR
Diary	FAI	PDM	PAG

RESTRICTED

Ottawa,

My dear Colleague,

In response to your letter of July 31 concerning further development of salmon production in the Fraser River, my Department has prepared, in consultation with officials in your Department, a communication to the Government of the United States apropos Canada unilaterally funding the first year of the development project pending the outcome of the current United States - Canada salmon negotiations. If you agree with the contents of the Note I would suggest that it be conveyed to the United States authorities through the USA Embassy in Ottawa. This would provide an opportunity for officials in our two Departments to discuss this matter more fully with USA representatives, if this should be required. The necessary arrangements will be made as soon as I am informed of your reaction to the Draft Note.

In view of the provisions of the Fraser River Convention for joint funding of projects of this kind, I understand that we are not optimistic that the Americans will accept the Canadian proposal for unilateral funding. I agree, however, that it is useful that a proposal by Canada to fund this development, without prejudice to the current negotiations, could in the longer term facilitate bringing this important resource more fully under Canadian control.

Yours sincerely,

Mitchell Sharp

The Honourable Jack Davis, P.C., M.P.,
Minister of the Environment,
House of Commons,
Ottawa, Ont.
K1A 0A6

DRAFT NOTE

The Department of External Affairs has the honour to refer to the request of the International Pacific Salmon Fisheries Commission for the approval of the Governments of the United States and Canada to proceed with a \$14 million sockeye and pink salmon development programme in the Fraser River; it is understood that the first year of the development would cost \$875,000. The Government of Canada attaches considerable importance to this programme and would like to see it under way in the near future.

Negotiations between Canada and the United States have been proceeding for the past two years to reach a new agreement on the Fraser River which would give each country full credit for salmon produced in its own rivers. It is hoped that these negotiations will resume later this year. In the meantime, pending the completion of these negotiations, the Government of Canada wishes to pay the entire cost of the first year of the Fraser River Salmon Development Programme. In making this proposal it is not the intention of the Government of Canada to prejudice in any way the outcome of the present negotiations or to bind either side to a fixed arrangement on the allocation of benefits from the programme. If the Government of the United States would agree to this proposal, this would permit an early start on the project.

.../2

- 2 -

The Government of Canada requests therefore the concurrence of the Government of the United States for the unilateral funding by Canada of the first year of the proposed development programme of the Fraser River.

The Department of External Affairs avails itself of this opportunity to renew to the Government of the United States the assurances of its highest consideration.

EXTERNAL AFFAIRS - AFFAIRES EXTÉRIEURES

TRANSMITTAL SLIP - NOTE D'ENVOI

TO/A

FROM/DE

(Thru ~~ROS~~ ~~MR~~)

FLO

SUBJECT/SUJET Fraser River Salmon Production

SECURITY SÉCURITÉ	RESTRICTED
FILE DOSSIER	25-5-7-2 - Salmon
DATE	August 8, 1972.

RECORD OF CONSULTATION - RAPPORT DE CONSULTATION

COPIES SENT TO:
(DIV. SYMBOLS)
EXEMPLAIRES
ADRESSÉS À:
(SYMBOLES DE DIR.)

PREPARED IN CONSULTATION WITH
(NAMES OF INDIVIDUALS AND DIVISIONAL SYMBOLS)
ÉTABLI EN CONSULTATION AVEC
(NOMS DES INDIVIDUS ET SYMBOLES DE DIRECTEUR)

ECS
ECL
GWU
FAI
MIN
PDM
Parl Secty
PAG
FPR

ECS
GWU

~~No Action~~
This is

Mr. B. B. B.
Re PDM's question. I assume
DOE - but we had better
inform & inform PDM.
Mr.

part of DOE's budget -
External commitment
Who is going to be
responsible for getting
funds for this?
J. R.


TO BE RETAINED WITH FILE COPY - A CONSERVER AVEC L'EXEMPLAIRE DESTINE AU DOSSIER

002212

FICHE DE SERVICE
ACTION REQUEST

CABINET DU SEAE - OFFICE OF THE SSEA

Document disclosed under the Access to Information Act
Document divulgué en vertu de la Loi sur l'accès à l'information
Date Aug. 4/12

A:  FLO cc. ECL

De: MIN/J.D.Gardner/jb.
From:

Lettre en date du July 31 de The Hon. Jack Davis
Letter dated from

Sujet Salmon production on the Fraser River
Subject

Action requise: - Action required:

☐ Réponse pour la signature du Premier Ministre
Reply for Prime Minister's signature

☐ pour avis et retourner
for advice and return

☒ Réponse pour la signature du Ministre
Reply for Minister's signature

☐ noter et retourner
note and return

☐ Réponse au nom du P.M./ou Ministre
Reply on behalf of PM/ or SSEA

☐ traduction
for translation

☐ Réponse pour la signature de
Reply for signature of:

Commentaires: Reply by August 28 please
Comments:

Porter à l'attention des archives du SEAE le
B.F. to Minister's registry on

Commentaires par D.C.O.:
D.C.O.'s comments:

25-57-2-Salmon	
9	—

*This don't
you to be
the word
"action required"
But I am not
of Mr B's letter
what now is
water
for*

002213

RECEIVED

AUG 4 1972

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

Ministre
Pêches Canada

KLA OH3

JUL 31 1972

The Honourable Mitchell Sharp, P.C., M.P.,
Secretary of State for External Affairs,
House of Commons,
Ottawa, Ontario.

My dear Colleague:

I am writing today in connection with proposed further development of salmon production on the Fraser River in British Columbia and our concern over the continued involvement of the United States with programs on this entirely Canadian river. The International Pacific Salmon Fisheries Commission has requested the governments of the United States and Canada for approval to proceed with a \$14. million sockeye and pink salmon development program on the Fraser River. Expenditure in 1973-74, the first year of the proposed program would be \$875,000.00. The program with a potential for adding \$14. million to the annual landed value of the Fraser River salmon catch is a very exciting one, and one which I would like to see under way in the near future. However, under the present terms of the Fraser Convention benefits from such a program would be shared on a 50/50 basis with the United States. Continuation of this arrangement, which is based upon the equal sharing of the benefits and development costs by both countries, is not in Canada's long term interest.

Negotiations with the United States concerning Pacific Salmon have been under way for the past two years to reach a new agreement which would give each country full credit for salmon produced in its own rivers. Officials of your Department have participated fully in these discussions and are aware of the background of the problem. It is expected that these negotiations will resume late this fall.

002215

- 2 -

In the meantime, we do not want to proceed with further joint United States - Canada development schemes on the Fraser, which the United States would continue to consider as the basis for their interest in Fraser River salmon production. It is apparent to me that we must turn down the Salmon Commission's proposal for the joint \$14. million 50/50 cost sharing program and work towards the unilateral development of the Fraser River Salmon stocks by Canada. Rejection of the joint cost sharing program would pose difficulties respecting the provisions of the Fraser River Convention. Canada could veto the entire program but this would be inconsistent with our objective to develop the salmon resource. Therefore, in order to avoid any delay in commencing the Fraser salmon development program, I would like to propose that Canada unilaterally fund the first year of the project pending the outcome of current United States - Canada salmon negotiations.

As I have mentioned, the proposal to fund the project unilaterally could be in breach of the terms of the Fraser River Convention which specifically provide that all fish cultural operations for the Fraser River sockeye and pink salmon shall be carried out by the Salmon Commission and that costs of such operations shall be borne equally by the two governments. In the opinion of officials of your Legal Advisory Division unilateral funding by Canada of the proposed Fraser River development program could be interpreted as an abrogation of the Convention. We, therefore, propose that the United States be advised that pending completion of negotiations on salmon problems of mutual concern Canada wishes to pay the entire cost of the first year of the Fraser River salmon development program. It would be clearly stated that this proposal, which would permit an early start on the project, would not bind either side to any fixed arrangement on the allocation of benefits from the program. In order to avoid contravening the Convention I would propose an exchange of Notes with the United States which would indicate concurrence by both governments for the one year unilateral funding of the program by Canada.

.../3

- 3 -

In order to expedite this matter I would suggest that officials of our two Departments collaborate on the preparation of a letter to the United States along the lines indicated in my penultimate paragraph. I would appreciate receiving comments in this regard at your earliest convenience.

Yours sincerely,

A handwritten signature in cursive script, appearing to read "Jack Davis".

Jack Davis.

O/SSEA

AUG 1 1972

REGISTRY

FOR USE WHEN SIGNATURE ACKNOWLEDGING RECEIPT OF DOCUMENTS IS NEEDED. ORIGINATOR TO COMPLETE BOTH SECURITY BLOCKS.
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TRANSMITTAL AND RECEIPT NOTE — NOTE D'ENVOI ET DE RÉCEPTION

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

The Canadian Embassy, Copenhagen

NO. I.W. ROBERTSON/pj

DATE
July 27/72

QUANTITY
QUANTITÉ

DESCRIPTION — DESCRIPTION

REFERENCE — RÉFÉRENCE

Translation of an article appearing in the Danish
press dated July 26, 1972 re North Atlantic Salmon Dispute -
Canada - Denmark.

TO/A FLO
FROM/DE: ACRD
AUG 4 1972
Sm. Kirsch
ATTN

Also referred to: Ext. Ott. (FLO)

ACRL
25-51-2 - Salmon
9

FLO

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AUG 4 1972

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

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Mr. Cornett.

Mr. Robertson (2).

Miss Buckley-Jones.

TRANSLATION

"Berlingske Tidende", July 26, 1972, Section 2, p. 2.

Letter to the Editor, headlined

AFTER "WAR", CANADIAN SALMON

Once upon a time a "salmon war" was waged between USA-Canada on the one hand and Denmark on the other. Denmark was heavily defeated, and even had to face threats about a boycott of Danish goods. What then have we experienced after this ignominious defeat? Well, Canadian freshly-smoked salmon is offered in our country at such favourable prices that consumers hesitate between buying one packet or two for their Sunday lunch. Have we lost our dignity? Buy Danish, say, Danish "Bornholmers" (Trl.'s note: smoked herring) or salmon!

Marie Louise Truels-Christensen

Købmagergade 49,
1150 Copenhagen K.

July 26, 1972.

EH

~~XXXXXXXXXXXXXXXXXXXX~~

FLO/P. Kirsch/jb.

(Retyped - MIN/J.H.Taylor/jb.)

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OTTAWA, K1A 0G2

July 21, 1972.

25-5-7-2- Salmon	
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My dear Colleague,

The Danish Minister for Greenland, Mr. Hertling, will be paying a short visit to Canada in October on your invitation. While his primary interest during the visit will be to discuss mining and oil problems in the North, the question arises whether the visit would provide a useful opportunity to pursue the Atlantic salmon problem. Indeed, questions might be raised if the salmon problem was not discussed, however briefly. His position in the Danish Government puts him very near the centre of this controversy in Denmark and it may well be that the Danish Parliament will not yet have ratified the International Commission on Northwest Atlantic Fisheries salmon agreement at the time of the visit.

I would be grateful for your views on this matter. If you and Mr. Davis agree, the possibility of setting aside some time to discuss salmon will be raised with Mr. Hertling. We cannot be sure of his reaction, and we will have to accommodate his wishes concerning his program. I am hopeful, however, that he would agree to discuss the salmon problem in the interest of relations between our two countries.

Yours sincerely,

ORIGINAL SIGNED BY
MITCHELL SHARP

Mitchell Sharp

The Hon. Jean Chrétien, P.C., M.P.,
Minister of Indian Affairs and
Northern Development,
House of Commons,
Ottawa.

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FLO/P. KIRSCH/jb

~~"Return to FLO — DS"~~

25-5-7-2 - Salmon	
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Ottawa, K1A 0G2

July 21, 1972

My dear Colleague,

As you may know, the Danish Minister for Greenland, Mr. Hertling, will be paying a short visit to Canada in October on the invitation of Mr. Chrétien. While his primary interest during the visit will be to discuss mining and oil problems in the North the question arises whether the visit would provide a useful opportunity to pursue the Atlantic salmon problem. Indeed questions might be raised if the salmon problem was not discussed, however briefly. His position in the Danish Government puts him very near the centre of this controversy in Denmark and it may well be that the Danish Parliament will not yet have ratified the International Commission on Northwest Atlantic Fisheries salmon agreement at the time of the visit.

I would be grateful for your views on this matter. If you and Mr. Chrétien agree, the possibility of setting aside some time to discuss salmon will be raised with Mr. Hertling. We cannot be sure of his reaction, and we will have to accommodate his wishes concerning his program. I am hopeful, however, that he would agree to discuss the salmon problem in the interest of relations between our two countries.

Yours sincerely,

ORIGINAL SIGNED BY
MITCHELL SHARP

Mitchell Sharp

The Honourable Jack Davis, P.C., M.P.,
Minister of the Environment,
House of Commons,
Ottawa, Ontario,
K1A 0A6.

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July 21
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TRANSMITTAL AND RECEIPT NOTE — NOTE D'ENVOI ET DE RÉCEPTION

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

From: Canadian High Commission, London.

NO.

DATE 20/7/72

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DESCRIPTION — DESCRIPTION

REFERENCE — RÉFÉRENCE

*Mr. Appleton
for info*

For your information:

1 Copy of the letter we received
from the University of Salford,
addressed to Mr. Warren, and,

1 Copy of Mr. Warren's answer to the
University of Salford.

10/A FCC
FROM/DE: ACRD
JUL 27 1972
M. Woodsworth
ATTN

To file -
Mr. R. Warner

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*to return
Aug 15/72
Mr. Warren*

M. Warren - ACRD
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*Mr. Hattaway
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FAR - Mr. Warner
EG - Mr. Sneydski
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HMG

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University of Salford

Salford 5, Lancashire

J H Warren Esq
His Excellency The High Commissioner
for Canada

From the Vice-Chancellor

Canada House
Trafalgar Square
LONDON SW1

Telephone
061-736 5843

6 July 1972

Dear Mr Warren

I hope you do not mind me taking the liberty of addressing you as Mr Warren, but I felt it would be very distant to do otherwise since we met in the Midland Hotel and later in my office. When you were discussing with me in the office we talked about possible links with Canada and I promised to keep you au fait with what we had in mind. I write now to tell you of two developments.

First, we have a Mr J B Alexander, who is going over to Canada for an international conference arranged by the Atlantic Salmon Research Trust at Huntsman Marine Laboratory, St Andrews, New Brunswick, Canada, on the subject of the Atlantic Salmon. The basis behind this seems to be that, some years ago, netting of salmon in the Denmark Straits off Greenland - an obviously profitable escapade - was suspected of decimating the salmon population on migration to Western Europe and Eastern Canada. Pressure has been brought on the Danish Government to stop this practice and it seems likely that politically this has been successful. At the same time, Mr Peter Liddell, Chairman of the Association of River Authorities of this country and also an External Lecturer in the Department of Biology here, has seen fit to promote research and commercial interests and political interest in fisheries on both sides of the Atlantic. It is likely that the Danish Government will put clear limits on netting salmon at sea. Unless this is done, salmon fisheries in Western Europe and Eastern Canada may well be decimated. Mr Liddell has promoted the Salmon Research Trust on both sides of the Atlantic to encourage research into the life cycle of the salmon in such a way that reasonable management can be arranged. The Secretary of the Trust is Vice-Admiral Sir Hugh MacKenzie, KCB, who was responsible for the development of nuclear submarines in this country.

For the past five years, Mr Alexander, a lecturer in our Department of Biology, with his ten colleagues in immunochemistry has shown that fish have their own immune reactions, which are in part similar but different from other creatures in that they are exposed to many

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J H Warren Esq

6 July 1972

infections, to which they develop natural immune reactions, and that the response of migratory fish like salmon to infection is a very complex business. By his work and that of his colleagues, it is possible now to understand how fish like salmon react to noxious agents in their environment, both in freshwater and at sea. One of our Pakistani postgraduates has established the metabolic pathways involved in the transfer of heavy metals in salmon.

This work runs in parallel to the policy of the World Health Organisation in which the previous history of communities of man can be assessed by the immune bodies found in their serum and in this matter in fish the Department of Biology of the University of Salford leads the field.

As a result of this conference, it will be possible to understand much more of the scientific background of fish behaviour and therefore of the husbandry of salmon populations.

The second possible development and, at this stage, possible rather than probable is that we shall form a link at the postgraduate level with Lakehead University at Thunder Bay. The tentative suggestion is that, as that University has no PhD degree, we might register one or more of their students for a PhD and allow them to do their first year PhD course at Lakehead, then come over to Salford and complete the PhD of Salford at the end of the year. This would involve what is known as validating the first year. That means that the Senate of this University would have to accept the first year of the PhD course at Lakehead as equivalent to the first year at Salford. If this experiment were to be successful, in a subsequent year we might reverse the procedure and thus a student of ours register for a Lakehead PhD.

I know that this would involve federal/provincial problems but, if the link were successful, there would be a strong initial reason for starting a fully fledged PhD course at Lakehead.

You very kindly left me with the impression that you would be happy to help in any way that you could and, at this stage, I am not asking that you should do anything but rather that you should be aware of what we are trying to do.

Yours very sincerely

Clark Macdonald

CL. WHITWORTH MSc PhD FRIC

002226

JHWarren/nm

circ.
diary

July 19, 1972

Dear Vice-Chancellor,

Thank you for your letter of July 6, 1972, informing me of Mr. Alexander's forthcoming trip to the New Brunswick conference on Atlantic Salmon and of your advancing plans to form a postgraduate link with Lakehead University at Thunder Bay.

I was very pleased to have had the opportunity, in the course of my visit to Manchester, to discuss with you the possibilities for your university to establish new links with Canada. It was with great interest that I read your account of the work which the members of your Department of Biology have been doing in the field of immunochemistry, with particular reference to the future St. Andrews' conference and its promising result.

The idea of establishing a special link with Lakehead University, with the view to starting a fully fledged PhD course, is imaginative and can, I am sure, be of benefit to both our countries. I wish you every success in your endeavours.

I would like to repeat that I am most interested in being kept informed of your plans. Please do not hesitate to contact me if I may be of any assistance.

J.H. WARREN

J.H. Warren
High Commissioner

Mr. C. Whitworth, M.C.S., PdD, F.R.I.C.,
Vice-Chancellor,
University of Salford,
Salford 5,
Lancashire.

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ary
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The Canadian Embassy,
COPENHAGEN

The Under-Secretary of State for External Affairs,
OTTAWA

Your letter No. 166

Salmon Dispute - Editorial re Canadian Scientists.

UNCLASSIFIED

July 14, 1972.

FLO-746

25-5-7-2-Salmon

91 —

GEC

After consulting with Environment, we consider that
we can refrain from reacting to the particular article mentioned
in your reference letter.

M. B. PHILLIPS

for

Under-Secretary of State
for External Affairs



Environment
Canada

Fisheries

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Canada

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W. Kersch J. Balcer
You have Copenhagen. Let
D. J. [unclear]

File *[unclear]* July 7, 1972

-25-5-5 <i>CL</i> Denmark	
* -25-5-7-2 <i>CL</i> Salmon ←	Your file Votre référence
9	Our file Notre référence

Mr. Michael Phillips,
Dept. External Affairs,
Daly Building,
OTTAWA, Ontario.

Dear Mike,

Dr. Martin has forwarded to me your note of 23 June with attached memorandum from the Canadian Embassy in Copenhagen dated June 9, and translation of an article from "Berlingske Tidende". I don't think there is anything to be gained by reopening the salmon controversy just now, and therefore no point in responding to the newspaper story.

I hope it will be possible by early autumn to produce within the Fisheries Service a summary of Canadian and International scientific reports which can be made available to various interested persons, including those Canadian scientists who have expressed publicly their doubts about the effect of Greenland fishing on salmon stocks.

Sincerely yours,

A. W. May.

In Legal Operations Division
Department of External Affairs

JUL 12 1972

c.c. Dr. W. R. Martin

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/JM

Fisheries Research Board
of Canada
Biological Station,
St. John's, Newfoundland.

Office des recherches
sur les pêcheries du Canada
Station de biologie
Saint-Jean, (Terre-Neuve)

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25-5-7-2 - Salmon	
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OTTAWA, KLA OG2

July 4, 1972.

Dear Mr. Garon,

Thank you for your letter of June 8, 1972 about the activities of Danish salmon fishermen off Greenland. Your concern is fully shared by the Canadian Government, and it is not the intention of the government to leave this matter unresolved.

The Government of Canada has on numerous occasions made clear to the governments concerned that the absence of an effective ban on the high seas fishery for Atlantic salmon calls into question the survival of the valuable salmon stocks. The Danish government has been fully aware of our position on this urgent matter, and has been repeatedly urged to co-operate with us. Strong representations have been made to the Government of Denmark through meetings of the International Commission for North Atlantic Fisheries and through bilateral contacts such as the visit of the Minister of Environment to Copenhagen last year, as well as through scientific meetings in which the matter has been fully discussed.

I can assure you that the strenuous efforts we have made over the last months and years to protect the salmon stocks and the interests of our fishermen will continue in the future.

Yours sincerely,

ORIGINAL SIGNED BY
MITCHELL SHARP
Mitchell Sharp

Mr. David H.E. Garon,
7221 Dunver Crescent,
Verdun 204, Québec

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a/b/72
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