

Canada. Parliament.
House of Commons. J
Standing Committee on 103
Fisheries, 1966/67. H7
Minutes of proceedings. 1966/67

DATE	NAME - NOM
July 22/68	A. Fraser H769
Feb 1/89	[REDACTED]

CANADA. PARLIAMENT. HOUSE OF COMMONS.
STANDING COMMITTEE ON FISHERIES, 1966/67.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE

ON

FISHERIES

Chairman: Mr. GRANT DEACHMAN

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 1

TUESDAY, FEBRUARY 22, 1966

FRIDAY, MARCH 25, 1966

Main Estimates (1966-67) of the
Department of Fisheries

WITNESS:

The Hon. H. J. Robichaud, Minister of Fisheries.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE

STANDING COMMITTEE ON FISHERIES

Chairman: Mr. Grant Deachman

Vice-Chairman: Mr. G. Blouin

and Messrs.

Barnett,	Crouse,	McQuaid,
Basford,	Granger,	McWilliam,
Béchar, d,	Howard,	*Noble,
Carter,	Keays,	Nowlan,
Cashin,	Leblanc (Rimouski),	O'Keefe,
Chatterton,	MacLean (Queens),	Patterson,
Crossman,	McLean (Charlotte),	Stefanson,
		Tucker—(24).

*Replaced by Mr. Bower on February 22, 1966.

No. 1

M. Slack,
Clerk of the Committee.

TUESDAY, FEBRUARY 22, 1966

FRIDAY, MARCH 25, 1966

Main Estimates (1966-67) of the
Department of Fisheries

WITNESS:

The Hon. H. J. Robinson, Minister of Fisheries

ROGER DURAMEL, F.R.C.
QUEBEC PRINTER AND CONTROLLER OF STATIONERY
MONTREAL, 1966

ORDERS OF REFERENCE

HOUSE of COMMONS,
MONDAY, February 7, 1966.

Resolved,—That the following Members do compose the Standing Committee on Fisheries:

Messrs.

Barnett,	Crouse,	McQuaid,
Basford,	Deachman,	McWilliam,
Béchar, d,	Granger,	Noble,
Blouin,	Howard,	Nowlan,
Carter,	Keays,	O'Keefe,
Cashin,	Leblanc (Rimouski),	Patterson,
Chatterton,	MacLean (Queens),	Stefanson,
Crossman,	McLean (Charlotte),	Tucker—(24).

TUESDAY, February 22, 1966.

Ordered,—That the name of Mr. Bower be substituted for that of Mr. Noble on the Standing Committee on Fisheries.

TUESDAY, March 22, 1966.

Ordered,—That, saving always the powers of the Committee of Supply in relation to the voting of public monies, the items listed in the Main Estimates for 1966-67, relating to the Department of Fisheries be withdrawn from the Committee of Supply and referred to the Standing Committee on Fisheries.

Attest.

LEON-J. RAYMOND,
The Clerk of the House.

MINUTES OF PROCEEDINGS

TUESDAY, February 22, 1966.

(1)

The Standing Committee on Fisheries met at 12:00 noon this day, for the purposes of organization.

Members present: Messrs. Barnett, Basford, Béchard, Blouin, Carter, Cashin, Chatterton, Crossman, Crouse, Deachman, Granger, Howard, Keays, LeBlanc (*Rimouski*), MacLean (*Queens*), McLean (*Charlotte*), Noble, Nowlan, O'Keefe, Patterson and Tucker. (21)

The Committee Clerk attending, and having called for nominations, on motion of Mr. Tucker, seconded by Mr. Béchard, it was

Resolved,—That Mr. Deachman do take the Chair of this Committee as Chairman.

Mr. Deachman, having been declared elected as Chairman, thereupon took the Chair, and thanked the members for the honour conferred upon him.

On motion of Mr. Basford, seconded by Mr. Granger,

Resolved,—That Mr. Blouin be elected Vice-Chairman of this Committee.

On motion of Mr. Chatterton, seconded by Mr. Nowlan,

Resolved,—That a sub-committee on agenda and procedure be appointed, composed of the Chairman and a minimum of four members to be appointed by him after consultation with the Party Whips.

At 12:10 p.m. the Committee adjourned to the call of the Chair.

Dorothy F. Ballantine,
Clerk of the Committee.

FRIDAY, March 25, 1966.

(2)

The Standing Committee on Fisheries met at 9.55 a.m. this day, the Chairman, Mr. Deachman, presiding.

Members present: Messrs. Barnett, Béchard, Bower, Carter, Chatterton, Crossman, Deachman, Howard, Leblanc, (*Rimouski*), MacLean (*Queens*), McLean (*Charlotte*), O'Keefe, Stefanson (13).

In attendance: The Hon. H. J. Robichaud, Minister of Fisheries.

On motion of Mr. O'Keefe, seconded by Mr. Howard,

Resolved,—That the Committee print 750 copies in English and 250 copies in French of its Minutes of Proceedings and Evidence.

The Chairman read the Committee's Order of Reference dated March 22, 1966.

The Chairman then called the first item of the estimates of the Department of Fisheries:

1. Departmental Administration—
and invited the Minister to make an opening statement.

The Minister made a lengthy statement in which he reviewed the activities of his department and emphasized the expansion of the fisheries of Canada.

Messrs. Barnett and MacLean (Queens) commented on the Minister's statement.

The Chairman advised that the steering subcommittee would meet early next week.

The questioning of the Minister being deferred until the next sitting, at 10.55 a.m., the Committee adjourned to the call of the Chair.

M. Slack,
Clerk of the Committee.

EVIDENCE

FRIDAY, March 25, 1966.

The CHAIRMAN: Gentlemen, I will call the meeting to order. I think we can see we can see a quorum at this time.

I will begin by asking for a motion that the committee print 750 copies in English and 250 copies in French of its Minutes of Proceedings and Evidence.

As you know, under the new rules permission from the House is not required to print; it is clearly a matter of determining the quantity. It has been suggested that a proper quantity would be 750 copies in English and 250 copies in French.

Mr. O'KEEFE: Mr. Chairman, I move that we cause to have printed 750 copies in English and 250 copies in French of our Minutes of Proceedings and Evidence.

Mr. HOWARD: I second the motion.

Motion agreed to.

The CHAIRMAN: I will read now the committee's terms of reference:

Ordered,—That, saving always the powers of the committee of supply in relation to the voting of public moneys, the items listed in the main estimates for 1966-67, relating to the Department of Fisheries be withdrawn from the committee of supply and referred to the Standing Committee on Fisheries.

We are ready to call item 1, departmental administration.

I will invite the Hon. H. J. Robichaud, Minister of Fisheries, who is with us today, to make an opening statement.

Before calling on the Minister, you will note that you all have copies of the estimates. There are not too many of these and, if you are going to use them, I would ask that you keep them in your possession and bring them back to the next meeting.

I will now call item 1.

1. Departmental administration including grants and contributions as detailed in the estimates. \$1,552,000

The CHAIRMAN: Mr. Robichaud, you may now proceed.

Hon. H. J. ROBICHAUD (*Minister of Fisheries*): Mr. Chairman and gentlemen, I welcome this opportunity to introduce the 1966-67 estimates of my department to the Standing Committee on Fisheries.

It is my intention this morning to make a rather lengthy report in order to cover, as much as possible, the entire activities of my department. I expect to have copies of my remarks available within the next 10 or 15 minutes for every member of the committee. This will allow all members to have a copy of my remarks just in case the report of the committee is not available for your next meeting. Also, I will have a translation of these remarks ready sometime this afternoon.

Mr. Chairman,

In the introduction of the 1966-67 estimates of my department before this committee I should like to emphasize that the fisheries of Canada are in the throes of enormous expansion. Never before has there been so much action for the advancement of the industry and those who depend upon it for their livelihood.

New vessels and new plants are continually under construction, and considerable capital is being attracted into the fisheries. Such action reflects confidence that the industry will continue to grow in stature resulting in increased returns not only to those who invest their money in it but also to those who wrestle with the elements to harvest the resources of the sea for the tables of Canadians and others around the world.

In spite of all the navigation aids and other devices available, no fisherman ever goes to sea without taking risks. Fishing will always be a hazardous calling, and every year it takes its toll of human lives. This was brought tragically to our attention only a few weeks ago, when the Newfoundland trawler "Blue Mist" failed to return to her home port of Grand Bank, where 13 mothers and their 29 children waited in vain for their men to come home. Everyone here, I am sure, will agree with me that our fishermen and their families deserve a high tribute.

The fishing industry must keep pace with modern development because of the competition from other countries not only in our markets but on the main fishing grounds, the source of supply. This places a heavy responsibility on those concerned with our fisheries. We must help the people concerned wherever possible, and keep a watchful eye on the conservation aspects of the fisheries which are so vital to the future of thousands of individuals and hundreds of businesses. The situation calls for a combination of boldness and careful consideration and this is reflected in the wide variety of activities covered by these estimates.

I should like at this point to give an outline of the progress of the commercial fisheries. In 1965, the value of production of the Canadian fishing industry exceeded \$300 million for the first time. That is the gross sales value of fishery products of all kinds—the port-market value, the value of fish landed and sold by fishermen, would be slightly more than half that amount. To a large extent recent increases in production values reflect rising prices for fish and fish products but on the Atlantic Coast the total quantity of production is increasing as well. Landings in all the fisheries of Canada last year totalled 2.4 billion pounds, divided roughly among the Pacific Coast 25 per cent, the inland lakes

five per cent and the Atlantic Coast 70 per cent. On the basis of value as landed the breakdown is a little different, being 30 per cent for the Pacific Coast, 10 per cent for the inland lakes and 60 per cent for the Atlantic Coast.

It was a disappointing year in the fisheries of the Pacific Coast. Landings of salmon, halibut and herring all declined from the level of the preceding year, and the pack of canned salmon (913,000 cases) was the smallest since 1960. If comparison is made with the previous five years (1960-64), however—and, in view of the dominant role of cyclical runs of salmon in the Pacific fisheries, this is probably more meaningful than a year-to-year comparison—it appears that in total the 1965 landings were only very slightly lower in quantity, and actually 10 per cent higher in value, than the annual average for that period.

A contrast with the situation in general was provided by the troll fishery for coho salmon in 1965. The quantity landed was the highest on record for this fishery and in value surpassed the 1964 landings by almost 15 per cent. A two-year contract negotiated early in the season between fishermen and fish buyers provided for price increases ranging from about three per cent to 10 per cent (and higher in 1966) for several species of salmon. The price of halibut, averaging at dockside 34 cents a pound for the season as compared with 25 cents last year, seems to have reached a new "high". Herring prices, following protracted negotiations at the beginning of the current winter season, were set at a level approximately 20 per cent above those of a year ago.

A significant development in the Pacific fisheries is the expansion of the fishery for groundfish species (other than halibut). Landings of this group of species totalled nearly 40 million pounds in 1965, an increase of 30 per cent over the preceding year. Extensive new facilities for the processing of groundfish are being constructed and the growth of a specialized fleet is expected to follow—the groundfish stocks of the Pacific Coast are capable of sustaining year-around fishing operations. This development is related to the continued increase in the demand for groundfish products and the emergence of supply shortages elsewhere, including the Atlantic Coast of Canada as I shall describe in a moment.

In passing, I may refer to the steps that are being taken toward more effective management of the Pacific salmon resources—through control of the entry of equipment and manpower in the overcrowded fisheries based on these resources. The measures to be implemented will, we hope, not only permit more efficient regulation of the fisheries (in the interest of conserving the stocks) but also encourage the development of an economically efficient industry—one that, besides providing adequate returns to the capital and labour employed, may contribute substantially to financing the cost of research and resource-development programs in the salmon fisheries.

Gaps in our statistical information on the freshwater fisheries make an assessment of their progress somewhat difficult. Data on landings from the Great Lakes and from Great Slave Lake, together with statistics of exports and cold-storage holdings, suggest little change overall between 1964 and 1965. Production in these fisheries has been relatively static in physical terms for a number of years, declines in one area or in the case of one species being offset by gains elsewhere. There is some indication, however, that prices generally were higher in 1965 than in the preceding year. Of importance, among developments during the past year, was the establishment of a commission of

enquiry, the "McIvor" Commission, to investigate and report on the marketing problems of the freshwater fisheries. The report of this commission is expected to be available early in the summer. As a related matter, my department in association with the Department of Northern Affairs has been studying the implications for the fishing industry of the Northwest Territories of reorganization of the domestic and export trade in freshwater fish. A report on this subject is being submitted to the Federal-Provincial Prairie Fisheries Committee and the study is being extended to include other aspects of the fishing economy of the Territories.

Turning to the Atlantic Coast, we find that records were broken again in 1965. The quantity of fish produced rose in every province except Newfoundland—and even in Newfoundland, with landings valued at almost \$24 million, returns from the fisheries were the highest ever recorded. For the region as a whole, the value of production increased by 10 per cent as compared with 1964. There were exceptions to the general trend: the inshore cod fishery in Newfoundland, the lobster fishery in certain areas of Newfoundland and in the Northumberland Strait and the swordfish fishery of Nova Scotia registered declines. As a result of the shortfall in the Newfoundland cod fishery, the production of salt fish dropped about 20 per cent below that of the preceding year.

Fish prices have been rising steadily for a number of years—about twice as fast as prices generally, in fact—but until recently the price rise was induced by the demand for the quasi-luxury products of the fisheries, such as those derived from lobster and salmon. During the last two or three years, however, an upward trend has become visible in the prices for groundfish products, for example hitherto depressed by supply factors such as the availability of cod from small-boat fishing enterprises with low "opportunity" costs. This situation is changing rapidly in the current period. Groundfish prices are at an unprecedentedly high level and there is every reason to believe that the upward trend will continue.

Two developments of particular significance in the Atlantic region at the present time are: (1) the flow of investment funds from outside the industry in Canada, and from sources abroad, for expansion of the ground-fisheries, and (2) the expansion of the pelagic fisheries, more especially the herring fishery—the latter representing an extension of operations by firms from the Pacific Coast. At present the herring landings are being utilized chiefly for reduction purposes, that is the production of meal and oil, but it is expected that an expanded herring fishery for food purposes will ultimately develop also.

Our exports of fishery products were valued at well over \$200 million in 1965 and we are now the second ranking fish-exporting country in the world—only Japan is ahead of us and we are climbing faster than they are. Our best customer is still the United States and a larger proportion than usual of our exports went to that country in 1965. Exports to Caribbean and to European countries were less than normal last year because the products principally exported to those areas (cured codfish and canned salmon, respectively) were in short supply. The demand for the products of the fisheries continues to grow and, if we maintain our efficiency as producers, there is no doubt of the future success of the fishing industry in this country.

At the Federal-Provincial Conference on Fisheries Development held in Ottawa in 1964, as you are all aware, it was decided to formulate and implement a program for the development of Canada's commercial fisheries. This is now actively underway and will be given added impetus through the Fisheries Development Bill now before the House.

While much effort is aimed at bettering the offshore fisheries, where large modern trawlers and seine net vessels are required, I can assure you that we are not overlooking the smallboat fisheries. My Department, as well as the provincial fisheries authorities, are giving a great deal of study to this segment of the industry. Our development program here, too, provides for new and improved boats—we have built and are building experimental craft which will increase efficiency and, at the same time, improve fishermen's earnings.

I should like to make particular mention of the developments which are taking place to exploit the herring resources of the Atlantic Coast. Exploratory and demonstration projects undertaken by my department over the past two years have indicated that not only are there substantial quantities of herring available, but that we have now been successful in bringing to bear on these resources the modern fishing vessels, fishing gear and the techniques and skills which are required. There is investment of a great deal of private capital. With a view to assuring a consistent approach to herring development activities, we are holding a Canadian Atlantic Herring Fishery Conference to take place in Fredericton early in May.

We are experimenting with synthetic materials to improve fish catching efficiency in various netting operations, and a number of other projects are under way to improve trawling techniques for catching groundfish. These include, in particular, the so-called "Atlantic Western Trawl", designed by our technologists and already demonstrating its catching ability. We have also been carrying out intensive studies to improve the over-all efficiency of stern trawling operations for groundfish; we are combining the best available ideas in our plans for a more effective stern trawler.

● (10.15 a.m.)

Last summer we brought over to this country three Scottish fishing skippers to determine the feasibility of Scottish seining in our groundfish fishery. Their findings have led us to believe that such seining techniques hold much promise, and later this year we plan to charter a Scottish seine net vessel to demonstrate this method to our fishermen.

During the past two years we have had a Norwegian whaling vessel under charter, with a view to a revival of whaling operations on the North Atlantic coast. The results have been so satisfactory that we foresee a worthwhile whaling industry emerging in Newfoundland as well as in Nova Scotia.

We have also brought specialists to this country from the United States and Japan to demonstrate their techniques and show how they could be adapted to our fisheries. This form of technical assistance is proving its worth and we are prepared to expand this method of instruction and demonstration to fulfill a long-felt need.

Squid fishery activities are being expanded in Newfoundland. Squid are not only an export item but are the cod fishermen's first choice for bait and, traditionally, they are caught as the schools move into the shallow waters off

Newfoundland. This has meant that squid could be caught only during a very short season. Last year we co-operated with the province in introducing mechanized squid jiggers, which were adopted enthusiastically by the fishermen; this year we are laying emphasis on the catching of squid in deeper waters, in the hope of extending the season and assuring a more constant supply of squid for bait and for human consumption.

We have a promising exploratory program under way in areas which hold promise for shrimp fishing in Atlantic waters, since it is felt that this species could provide a profitable operation for many fishermen. Also in co-operation with the Atlantic provinces, we are attempting to establish a crab fishery and extend the eel fishery.

We are conducting experiments in seaweed harvesting; we are encouraging the processing of new fish products, and we are working on projects to improve the handling and storage of fish.

There is a continuing program under way in the Atlantic provinces for the construction of additional fresh fish collection centres and community stages for salt fish. This, once again, is a federal-provincial undertaking whereby the federal government meets the cost of the buildings, including supporting marine works, and the province undertakes responsibility for making building sites available and assuring normal maintenance and operation of the facilities. I might add that the thinking behind this program is directed quite logically to the provision of better facilities for the fishermen and improved quality of their product.

In all these aspects of development it is recognized that the industry is increasingly being faced with manpower problems due to the lack of highly skilled and trained people. Every effort is being made in co-operation with the Department of Labour and the provinces to provide the training facilities and instruction which is necessary. We have a current technical assistance program through which highline fishermen and other specialists are assigned to projects and areas where special skills and experience are necessary. These skills as I said, are not only recruited from different fishing areas of Canada, but from other fishing countries.

One other example of financial assistance being provided directly to individuals among our fishing force is seen in the agreement which my department has entered into with the Government of Newfoundland to provide financial assistance to fishermen and their families moving from isolated communities to areas with greater economic prospects within the province. This joint program is being administered by the Government of Newfoundland and reports I have received indicate that a substantial number of fishermen and their families are taking advantage of the plan.

It has been part of our plans in recent years to provide incentives to fishermen to invest in more efficient fishing vessels, and to this end the fishermen's indemnity plan was devised to provide fishermen operating fishing vessels the protection of insurance against total or partial loss for a nominal premium. In most cases, fishermen could not obtain insurance from commercial firms, except at a very high premium for which they felt they could not pay. As

of March 1966, 8,355 vessels are insured under the Plan for an appraised value of \$30,484,215. The upper limit on such vessels has now been raised from \$12,500 to \$15,000.

On February 1st, 1966, the plan was extended to cover fixed fishing gear, shore installations and miscellaneous equipment. The premium under this new part of the plan is one per cent of the appraised value and has been instituted to cover a real need in the fishing industry. Here again in most cases, fishermen could not obtain from commercial firms the insurance protection they required to protect them against possible loss. As of March 1966, a month after this new plan came into operation, five policies have been issued for a total appraised value of \$17,600.

The Newfoundland bait service, taken over by the Federal Department of Fisheries at the time of Confederation, to provide frozen bait to fishermen where these facilities were not available from the fishing trade, has been extended. At the present time there are in operation or about to be in operation 19 depots and 38 holding units, in addition to the bait vessel "Arctica". The average sales of bait in recent years have been from two to two and a quarter million pounds of herring; one and a quarter to one and a half million pounds of squid; between 750 thousand and 850 thousand pounds of caplin, for a total of between four million and 4,600,000 pounds of bait.

Early in the winter, I directed that a committee on the Newfoundland bait service be set up to study its requirements and suggest how it could better serve the interests and needs of the fishermen. This committee was composed of representatives of the fishing industry and the federal and provincial Departments of Fisheries. The report from this committee has not yet been studied in depth but some of its recommendations are that a few more units be established in Newfoundland and in Labrador and that a depot be built in Labrador. I have not had time to study the other recommendations as the report has just come to hand, but it indicates the continuing need of the bait service in Newfoundland and Labrador.

The payment of assistance to producers of salted fish was introduced in an attempt to equalize the income of those fishermen who cannot sell their fish to the processors because of distance and transport facilities. Fishermen who can sell fish obtain a better price for it than can those selling salted fish, and this assistance helps to equalize their incomes.

I should like to report that the planned division of the Department's Conservation and Development Service into two new services which was announced in August, 1965, has now been implemented. The need for this reorganization was brought about by the increased growth and complexity of operations of the former Service. The responsibilities of the former protection branch of the Conservation and Development Service has been assumed by the new Conservation and Protection Service. The administration and operation of programs designed to maintain and expand stocks of fish, mollusca, crustacea and marine mammals through development and enforcement of regulations is the principal function of this new Service.

A new Resource Development Service will be responsible for developing measures to preserve and extend stocks of fish, shellfish and crustacea, through

the application of scientific and technical knowledge and will carry out expanded programs formerly assigned to the fish culture development branch of the previous Conservation and Development Service.

The expenditures for conservation and protection of the fisheries resource are mainly to provide for the usual supply, maintenance and replacements in the wide-spread protection organization. One special item, I feel, requires some elaboration. This is the construction of a large new patrol vessel, one hundred and eighty feet in length, for the Pacific coast, the plans and specifications of which are now complete. Our own fishing fleets are showing increasing interest in the groundfish stocks in the Pacific, particularly on the more offshore grounds. Other nations are also casting their eyes towards these stocks and over the past twelve months a large fleet of Soviet trawlers has operated periodically on the fishing grounds adjacent to British Columbia.

If we are to maintain effective patrols offshore and manage the complex inshore fisheries effectively and maintain the integrity of Canadian fishing zones we must have a capable, well-manned, all weather vessel for this purpose. The new patrol vessel has been designed with this in mind and, at the same time, will be of a type of construction which will permit her use in exploratory fishing and research work, as well as to assist in resource development projects which may take place at remote locations along the coast. She will also have marine search and rescue capabilities to meet our commitments within the Search and Rescue Organization on the Pacific coast.

The Resource Development Service's primary function is the maintenance, expansion and management of the salmon and other fisheries resources throughout most of Canada's coastal regions and in some of the inland waters. The most difficult maintenance problems at the present time are the control of pollution from forest and field pesticide spraying programs, pulp mill and mining operations, and a variety of manufacturing enterprises. Departmental specialists who are conversant with fishery problems resulting from various types of pollution conduct negotiations with the companies and agencies concerned in order to arrive at equitable solutions. At present the Department is negotiating with a number of pulp mill concerns in British Columbia, New Brunswick and Nova Scotia.

The construction storage dams for hydro-electric and other purposes on salmon spawning rivers create serious fish maintenance problems. Fish passage facilities or other corrective devices must be incorporated in these water-use projects in order to maintain the fish runs. At the present time the Department's biologists and engineers are directing the design of a fish collection and hatchery system for the Mactaquac hydro power installation on the Saint John River in New Brunswick. Similar negotiations are progressing with the company responsible for the hydro-electric installation at Bay D'Espoir, Newfoundland.

The expansion of the salmon resource through the application of scientific knowledge to greatly improve the freshwater habitat of these species is the most challenging of the Resource Development Service's responsibilities. In British Columbia, where the recently completed Big Qualicum River salmon development project is being assessed, an extensive spawning channel project is under way on Babine Lake. Early results from a controlled flow spawning

channel in Newfoundland indicate that this technique can be used successfully for the rehabilitation of Atlantic salmon. A program is being developed to introduce salmon to inaccessible reaches of the Exploits River system through the use of spawning channels. Other development projects include the rehabilitation and maintenance of a salmon run to the East River Sheet, Harbour in Nova Scotia, and the establishment of a technique to provide supplies of oyster seed stock for Maritime growers.

The Resource Development Service works hand in hand with the Conservation and Protection Service in the scientific management of the salmon fishery in British Columbia. Management biologists analyze catch data as they are received and conduct tagging programs and test fisheries to delineate migration routes, timing and exploitation rates. The resulting information is used as a basis for regulating the fishing periods and the escapement of adequate stocks of salmon to spawn.

In 1964, as you know, the Territorial Sea and Fishing Zones Act was passed by Parliament and proclaimed in force. It established a 12-mile fishing zone around our coasts. The Act also empowered the government to draw straight baselines from which the territorial sea and fishing zone could be measured. Until such time as any straight baselines are drawn, the 3-mile territorial sea and the additional 9-mile fishing zone is measured, in most instances, following the sinuosities of the coast.

In an irregular coastline such as we have, baselines may be drawn in a number of ways. Large bodies of water are involved which, if enclosed by baselines, would affect the interests of other countries. Therefore, the government has been negotiating with a number of countries which have been fishing for many years off the Canadian coast regarding the establishment of the proposed baselines.

The negotiations which have proved to be difficult and drawn out are continuing. As has been reported by the Secretary of State for External Affairs, the Honourable Paul Martin, the Canadian Government is now awaiting a response from the United States Government to proposals put forward by the Canadian Government designed to establish exclusive fishing zone rights for Canadian fishermen.

In the meantime, until the negotiations have been completed, we have added 9 miles to the present 3-mile limit and, therefore, a 12-mile limit for fishing is an established fact and is being enforced against all countries excepting those which have traditional fishing rights off our coasts and with whom we are carrying on negotiations.

Although the establishment of exclusive fishing zones off our coasts would be a great benefit to Canadian fishermen, we must not lose sight of the fact that some of our major fisheries can and are being exploited many hundreds of miles beyond any baselines that may be established. Over-exploitation of these resources beyond the Canadian exclusive fishing zones would affect their growth and abundance inside our exclusive fishing zones.

To meet the problems of conservation in these fisheries, which can be exploited on the high seas, we have entered into a number of treaties with other interested countries. Canada is now a party to seven international conservation conventions. These are:

- the convention between Canada and the United States for the preservation of the halibut fishery of the northern Pacific Ocean and Bering Sea
- the convention between Canada and the United States for the protection, preservation and extension of the sockeye salmon fisheries in the Fraser River system
- the international convention for the high seas fisheries of the north Pacific Ocean between Canada, Japan and the United States
- the interim convention on conservatio of north Pacific fur seals between Canada, Japan, U.S.S.R., and the United States
- the international convention for the northwest Atlantic fisheries
- the convention on Great Lakes fisheries between Canada and the United States
- and the international convention for the regulation of whaling.

The negotiation, revision and implementation of the fisheries treaties are the primary responsibility of the Department of Fisheries. The department is represented on all of the commissions by one of its senior officers. It also supplies jointly with its research body, the Fisheries Research Board of Canada, the technical and expert advisers required to assist the Canadian section of each commission. Also the implementation and enforcement of any conservation measures recommended by any of the commissions are the responsibility of the department.

To further the development of fisheries, four federal-provincial committees have been established. They are:

- (1) the Federal-Provincial Atlantic Fisheries Committee composed of Newfoundland, Nova Scotia, Prince Edward Island, New Brunswick and Quebec
- (2) the Federal-Provincial Committee for Ontario fisheries
- (3) the Federal-Provincial Prairie Provinces Fisheries Committee composed of Manitoba, Saskatchewan and Alberta, and
- (4) the Federal-Provincial British Columbia Fisheries Committee.

These committees, which are on a continuing basis and on a Deputy Minister level, meet annually and more frequently when required, for the purpose of considering and co-ordinating proposals of common interest for the development of fisheries.

In this world, there are very few questions on which people agree, but one of them is the value of science to improve the economic lot of mankind.

In spite of the long, steady growth of research carried out by the Fisheries Research Board, there are ever-increasing demands for more research. During the past year, the fishing industry, through the Fisheries Council of Canada, has been pressing for more research on utilization of under-developed resources; on improved handling and processing; and on development of new products. Industry has become more interested in application of existing knowledge and new research for management of resources such as Pacific salmon, Atlantic

lobsters, and oysters on both coasts. Provincial governments have been enlarging their efforts to develop fisheries and the Department has been working very closely with them through the four federal-provincial committees already mentioned. Each of these committees has made specific requests for new research. Canadian involvement in international affairs, also outlined, continues to expand in such fields as Great Lakes pollution, tuna, whales, pink salmon and Atlantic salmon. Each of these new interests leads immediately to requests for scientific advice and new investigations.

Despite the addition of fisheries laboratories at Ste. Anne de Bellevue and Sault Ste. Marie, and those to be built at Nanaimo, St. John's, Newfoundland, and Winnipeg, research facilities must be strengthened during the next few years. I attach great importance to the developing needs for laboratory buildings, research vessels and new equipment.

The board has been giving serious attention to long-term requirements for expanding recruitment of high-calibre scientific staff. Improved board-university relations represent a significant step in this direction and the estimates for 1966-67 include funds to initiate a University grants program which will require expansion in future years.

Other increases for the fiscal year 1966-67 include increased emphasis on biological oceanography on the Atlantic Coast, expansion of freshwater research programs in the central area, including study of Great Lakes pollution and increased research on the handling and processing of fish and the improvement and development of fisheries products.

The department has always recognized the necessity for maintaining the best quality possible in our fishery products. This country is one of the leaders in fish quality control, and it is our intention to remain so. Our products are widely accepted around the world, however, both my department and the industry recognize the need for continued improvement and vigilance to meet the increasing market demand for higher quality. This has led to a greater involvement of laboratory services in the inspection of fish and shellfish products produced by our industry.

The normal functions of the departmental inspection service laboratories include such activities as continuous participation in the quality control of fish and shellfish; plant sanitation; the purity of plant water supplies and shellfish and toxicity control programs. However, the laboratories are being used more and more in the development of new and improved standards for various fish products. All these services are provided by our seventeen permanent or mobile laboratory units as the need dictates.

During the fiscal year 1966-67 new laboratory space will be made available at Grand Bank in Newfoundland. This laboratory will be capable of providing services to an area producing well in excess of 100 million pounds per year.

The growing freezing capacity of the fishing industry has been reflected in the expanded production of frozen fish and shellfish products during the current fiscal year. Regulations providing for the compulsory registration of fresh and frozen fish plants became effective in April 1965. Since then 195 plants across Canada have received certificates of registration.

A complete redrafting of the regulations under the Fish Inspection Act and the Meat and Canned Foods Act has been distributed to the processing industry and a series of meetings has been conducted with appropriate organizations from coast to coast. As a result of subsequent discussions with the processing industry, it is contemplated that new regulations will become effective April 1st, 1967. These new regulations will provide for the compulsory inspection of fish and shellfish products for import and export; the increase in the number of types of plants subject to registration; provision for a widening of regulations involving quality designation, and provision for fishing boat inspection.

Mr. Chairman, we have jumped about somewhat in presenting this brief review; however, I hope I have given the members of this committee some of the information they require. It has, of course, been impossible to touch on all of the subject matter which is of interest to the members, and I, together with members of my staff are at your service to remedy this if it is necessary to do so.

The CHAIRMAN: Gentlemen, we have a very few minutes left before we will have to rise and go to the House. I do not think that any one person should take up too much time in putting questions at this time; perhaps we could allow one question and a supplementary for those of you who wish to ask the Minister a question. Then we will have to adjourn.

I will recognize hands now. Mr. Barnett is first.

Mr. BARNETT: Mr. Chairman, in view of the few minutes that we have left perhaps rather than beginning to question the Minister at this time one or two comments about his statement might be appropriate.

I am speaking for most members of the committee when I say that the Minister's introductory statement will provide quite a basis for a detailed consideration of the operations of his department which some of us have been looking forward to for quite some time.

Mr. Chairman, I am sure that with the time at our disposal this morning we cannot go through the statement. However, I would like to say that it does raise some questions in the minds of those who have listened to it. Certainly, it has raised some questions in my mind.

I think the statement is significant not only for what it says but for what it does not say. My first comment would be that while I find a good deal of it very meaty it did seem to me that the Minister used a good deal of verbiage in dealing with the question of the implementation of the Territorial Waters and so-called 12 mile fishing zone compared to the real accomplishments in that field. As you know, Mr. Chairman, some of us are quite unhappy with the action taken and the progress made by the government in this field to date.

One of the matters that I think arises out of the Minister's statement which perhaps we could discuss is the efforts expended to promote sales. The Minister made reference to an expanding market, and I think one of the questions which some of us would like to raise is whether we should not be considering a federal fisheries marketing board or service which would actively pursue this question of our world markets.

Another subject which certainly is of great concern to all of us is this whole question of pollution; I think perhaps in this particular field we would like to have some detailed study made and information forthcoming on the question of what effect pollution spread into the high seas may be having on our future fisheries in the high seas. Those of us who were at the Federal-Provincial Fisheries Conference have tried to follow the developments that arose therefrom. Of course, we do know that in this connection we have bills before the House. My own feeling is that it might be useful, if it can be arranged, to have some time set aside so that we will have an opportunity to consider that bill in this committee before its final passage. In that way we could go into more detail on just what may be accomplished which we probably would not be able to do in committee of the whole on the floor of the House.

One observation I would like to make, Mr. Chairman—and I will not extend my remarks beyond this at this point—is that I find a good deal of significance in the relative position indicated by the Minister with regard to the fisheries of British Columbia compared to those of the Atlantic coast.

The Minister did make reference to the existence of a Federal-Provincial Fisheries Committee, but to me it is not without significance that although he referred in his remarks to specific arrangements, agreements and activities entered into between the Federal Government and some of the Provincial Governments on the Atlantic coast and in the inland provinces, there is no reference to any real agreement or activity between the Federal Government and the Provincial Government of British Columbia, the area in which I reside. From the statistics the Minister has given us I would say that the apparent complacency on the part of the Government of British Columbia is something which should be of concern to all members of this committee. If the province of British Columbia does not show a more specific interest in cooperating with the Federal Department of Fisheries on specific matters for the development of our British Columbia coastal fisheries we are likely to find ourselves being relegated further down the list so far as the total fishing picture in Canada is concerned.

The CHAIRMAN: I now will call upon Mr. MacLean (*Queens*).

Mr. MACLEAN (*Queens*): Mr. Chairman, as you have said, the House meets in about 10 minutes. In that short time we cannot effectively broach the general problem which we have in our minds with regard to the activities of the Department of Fisheries.

I want to congratulate the Minister for giving a very excellent general introduction to many of the problems that exist. However, there is the question of what will be the most efficient way to pursue the activities of the department. I see no relationship between the order in which the Minister presented this review—although it is a very good one—and the appearance in the estimates of the various activities of the department. I think we should give some consideration to how we should proceed with an examination of the estimates or of the Minister's statement, as the case may be. Members of the committee

might wish to go over the Minister's statement in the order in which the various subjects are raised by him or, in the alternative, the committee might wish to proceed in the order in which the various items appear in the estimates. As I said, Mr. Chairman, I think this is something we should consider.

I do not wish to say anything more at the present time except that there are a great number of questions, I am sure, in the members' minds with regard to the various activities in which the department is involved. I think that the pursuit of these questions will have to wait until a subsequent meeting.

The CHAIRMAN: Mr. MacLean and Mr. Bechard, do either of you have anything to say at this time?

Mr. McLEAN (*Charlotte*): Mr. Chairman, I do not think we have sufficient time this morning to go into the things which we would like to bring up, because we have to go to the House in a few minutes.

Mr. CHATTERTON: Mr. Chairman, is it the intention of the Minister to be present at the next meeting?

The CHAIRMAN: I am informed that he will be at other meetings.

In the few moments that are left I would like to tidy up one item. I was given powers at the organization meeting to appoint a steering committee consisting of the Chairman and a minimum of four members. This steering committee will now have to meet quickly and decide when the next meeting will be held and the procedure we will follow for examination of the department. It will have to decide whether we want the minister to come back, and so on.

● (10.47 a.m.)

I think there are two New Democratic Party members on the committee. But will you flip a coin or find out in some other way between yourselves the question of which one of you is going to be on the steering committee.

Mr. BARNETT: I would like to propose Mr. Howard's name as a member of the steering committee.

Mr. HOWARD: He has beaten me into submission!

The CHAIRMAN: There are more Conservative members on this committee, though Mr. Crouse is not here today, for instance. Will you be able to give me a name in due course—on Monday by the time the House opens if possible?

I think the other member will be Mr. Patterson, who is from the other party. He is not here this morning but I will speak to him.

That will get us off to a good start with the steering committee. We will meet on Monday between five and six o'clock to get these matters settled.

Is that agreeable to everyone?

Agreed.

I have no other item of business.

Mr. CARTER: I take it there will be no meeting of this committee on Monday.

The CHAIRMAN: That is right; it will be staged some time during next week.

Mr. CARTER: Will you arrange the meetings in such a manner that they will not clash with the meetings of the Transportation Committee?

The CHAIRMAN: A great many committees have been set up. We are doing everything we possibly can to find rooms and interpreters and reporters for all of the committees.

This committee stands adjourned until the call of the Chair.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

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The Clerk of the House.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

MINUTES OF PROCEEDINGS

STANDING COMMITTEE

ON

FISHERIES

Chairman: Mr. GRANT DEACHMAN

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 2

THURSDAY, MARCH 31, 1966

Main Estimates (1966-67) of the
Department of Fisheries

WITNESSES:

The Honourable H. J. Robichaud, Minister of Fisheries, and Dr.
A. W. H. Needler, Deputy Minister of Fisheries.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

STANDING COMMITTEE

STANDING COMMITTEE ON FISHERIES

Chairman: Mr. Grant Deachman

Vice-Chairman: Mr. G. Blouin
and Messrs.

Barnett,
Basford,
Béchar, d,
Bower,
Carter,
Cashin,
Chatterton,
Crossman,

Crouse,
Granger,
Howard,
Keays,
LeBlanc (Rimouski),
MacLean (Queens),
McLean (Charlotte),
McQuaid,

McWilliam,
Nowlan,
O'Keefe,
Patterson,
Stefanson,
Tucker—(24).

M. Slack,

Clerk of the Committee.

THURSDAY, MARCH 31, 1986

Main Estimates (1986-87) of the
Department of Fisheries

WITNESSES:

The Honourable H. J. Robichaud, Minister of Fisheries, and Dr.
A. W. H. Neeliger, Deputy Minister of Fisheries.

ROGER DURHAM, P.R.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1986

MINUTES OF PROCEEDINGS

THURSDAY, March 31, 1966.

(3)

The Standing Committee on Fisheries met at 9.35 a.m., this day, the Chairman, Mr. Deachman, presiding.

Members present: Messrs. Barnett, Basford, Béchard, Bower, Carter, Cashin, Crossman, Crouse, Deachman, Granger, Howard, Keays, LeBlanc (*Rimouski*), MacLean (*Queens*), McQuaid, McWilliam, Patterson, Stefanson, Tucker (19).

In attendance: The Hon. H. J. Robichaud, Minister of Fisheries; and from the Department of Fisheries: Dr. A. W. H. Needler, Deputy Minister; Mr. S. V. Ozere, Assistant Deputy Minister (International); and Dr. R. R. Logie, Assistant Deputy Minister (Operations).

The Committee resumed consideration of Item 1—Departmental Administration—of the Estimates of the Department of Fisheries.

The Minister was examined on his statement to the Committee of March 25, assisted by Dr. Needler.

The Chairman requested the members of the Subcommittee on Agenda and Procedure to meet this afternoon when Orders of the Day are reached in the House.

The examination of the Minister still continuing, at 11.00 a.m., the Committee adjourned to the call of the Chair.

M. Slack,

Clerk of the Committee.

EVIDENCE

THURSDAY, March 31, 1966.

● (9.35 a.m.)

The CHAIRMAN: Gentlemen, we have a quorum now. You will recall that at our last meeting we heard the statement of the Minister on item 1, departmental administration, on page 140 of the Estimates which were given to you at the last meeting.

Item 1 having been called and the statement of the Minister having been heard, we will now proceed to the business of questioning the Minister. I will recognize the members who wish to question the Minister.

Before doing so I will ask the Minister whether there is any further statement he wishes to make this morning at the opening of this meeting, or does he prefer us to proceed directly with the questioning?

Hon. Mr. ROBICHAUD: No, Mr. Chairman, I have no further statements to make. I believe the statement I made at the first meeting of this committee last week was a lengthy one; it covered in detail the programs now under way in the Department of Fisheries. As you have stated, I am prepared this morning to answer questions which will be addressed to me.

Mr. HOWARD: Mr. Chairman, I just wanted to ask the Minister one thing. The Minister mentioned something to me a moment ago about a proceeding in the House, and I wonder whether, in view of the fact that all the members of the committee are interested in that subject, a public comment might not be made about the Bill so that everyone will know what is likely to take place.

Hon. Mr. ROBICHAUD: Yes, Mr. Chairman, I am prepared to answer this question. As all the members noticed last evening, Bill No. C-145 on the Fisheries Development Act, was announced as the first order of business for today. It is my intention to see the House leader, after this committee meeting, to ask him that the discussion on this Bill be postponed for a few days. I cannot state at present when it will be called back, but I will ask the House leader that the discussion on Bill No. C-145 not take place today.

Mr. CARTER: Mr. Chairman, I would like to ask the Minister whether he would elaborate a little more specifically than he has done in his statement on policy with respect to inshore fisheries as distinct from offshore fisheries, and also on the policy with respect to the salt fish industry. The Minister's statement indirectly reflects on the inshore fishery when he speaks about the necessity of conservation on the Grand Banks because offshore overfishing would have a detrimental effect on inshore fishery which would perhaps deplete the stock.

Some of us are a bit worried, at least I am, because my own riding depends a great deal on inshore as well as offshore fishery. I think it would be useful if we had a clear statement of policy on just what the department envisages for inshore fishery. Is it to disappear within five, ten or fifteen years? Are we gearing our policy in that direction, and also, what is the policy with respect to the salt fish industry?

Hon. Mr. ROBICHAUD: Mr. Chairman, first, with regard to inshore fishery, I want to assure the hon. member that we believe there is an urgent need to protect inshore fishery, not only along the shores of Newfoundland but along the coast of all of the Atlantic provinces and Quebec and also the coast of British Columbia. We realize that it is of major importance for the Province of Newfoundland to protect its inshore fishery. I understand in Newfoundland we have close to 20,000 fishermen engaged in inshore fishery. In order to provide further assistance to this type of fishery we introduced, over a year ago, a special subsidy for vessel construction from 35 feet in length to 45 feet in length. In other words, we have reduced the minimum length of vessels to which a subsidy would be applicable from 45 feet to 35 feet. We have also carried out a number of experiments in order to determine better methods of fishing for the inshore fishermen. This is part of the activity of the department in this field.

With regard to overfishing of offshore fishery, Canada has for years recognized the need for control of this fishery. As the hon. members know, this control is exercised by ICNAF, and 13 countries fishing in this section of the Atlantic are members of ICNAF. Under the protocol of ICNAF certain regulations are implemented and enforced in order to protect our offshore fishery.

The hon. member has also mentioned the salt fish industry. He is aware, as all members are, of the report which we received some months ago following a full investigation of the salt fish industry and particularly the marketing of salt fish from the Atlantic provinces and Quebec. This report did not recommend the establishment of a fish marketing board but recognized the need for better control of the salt fish industry. One of the main problems of this industry is quality control, and this again applies in particular to Newfoundland because in that province most of the processing, or a large part of the processing, is being done by the fishermen themselves. Already the Department of Fisheries has taken action. We have initiated a program of quality control. We have assigned a special staff in certain areas in order to educate the fishermen in preparing a better quality salt fish, and we will increase this program in the following seasons so that we can arrive at better quality standard which will be more acceptable to the normal markets.

MR. CARTER: I take it from what the Minister has said that the present policy is not geared to the possible disappearance of either the inshore fishery or the salt fish industry in the foreseeable future.

Hon. Mr. ROBICHAUD: No, Mr. Chairman, I think it is just the contrary. The present policy is geared to maintaining and improving inshore fishery because we recognize that there is a need for this fishery, and we also recognize that there is a need to maintain the salt fish industry on account of the large number of fishing communities, particularly in Newfoundland where it would be

impossible to have the fishing industry depending on fresh and frozen fish only. It is the intention of the Department of Fisheries to do everything possible to preserve and improve this fishery.

Mr. CARTER: I am glad to hear that, Mr. Chairman, because the inshore fishery in my province, and particularly in my riding, is made up of different fisheries. The inshore fisherman is not supported by one fishery alone. He has seasonal fisheries: mackerel in the early part of the year, and then lobster, salmon, and in between he has the cod fishery on the hook and line fishery for cod, but if that were to disappear, the other industries in my riding would disappear with it. I am therefore very glad to know that that is not the intention of the department; that we still want to preserve all these inshore industries.

Hon. Mr. ROBICHAUD: I noticed that the hon. member has mentioned the herring industry. We are now giving special attention to the development of the herring fishery on the Atlantic coast. For this purpose a special conference is being called early in May in Fredericton, New Brunswick, with representatives of the Atlantic provinces, and representatives of the industry and the provincial governments of the Atlantic provinces and Quebec in order to determine what is the best method or the best approach to be made for the development of the herring industry.

Mr. CARTER: I have many more questions, Mr. Chairman, but I think I would rather give somebody else a turn and then come back.

Mr. MACLEAN (*Queens*): Mr. Chairman, I would like to ask a question which I think will perhaps open a very large subject. I would like to refer to paragraph 2 of the Minister's statement, as well as paragraph 4, and there are various other paragraphs that bear on this point. I think it might be advantageous to the committee if a statement were made directly by one of the Minister's scientific advisers on the general question of the state of the available resource of fish in both oceans. As the Minister's statement points out, there is a great increase in the activity of the fishing industry and an increasing pressure on the stocks available. Of course, generally speaking, fishery stocks are not owned by any individual or any province, or even any nation, and unless the activity is controlled or directed in a scientific manner, there tends to be a general free-for-all in the exploitation of the stocks and varieties that are most profitable economically at the moment. In this whole question, which is a very large one, there is, for example, the effect of increased pressure on the stock of, for example, codfish and various other groundfish in the western Atlantic Ocean, caused by the increased fishing activity of other countries, such as the Soviet Union and others.

The same question which causes considerable concern in the Pacific Ocean also applies to salmon and other species. There is also a related question with regard to the future possibility of the exploitation of species that have not been fished to any great extent by Canada in the past, where development of the fishery of these species might reduce the pressure on some other species which may be overfished.

I will admit this is a very large question but I think it is very important and basic and should have as definite an answer as it is possible to give from a scientific point of view; so that the industry in general may have some fairly valid estimate of the justification of increasing investment in the industry with regard to the various species.

Hon. Mr. ROBICHAUD: Mr. Chairman, I am sure that the hon. member has raised a very important point having to do with the state of available resources of the fisheries on both coasts. I believe the Deputy Minister, Dr. Needler, might be in a position to answer the points raised by the hon. member.

Mr. BARNETT: Mr. Chairman, just before the Deputy Minister commences, may I make a reference to the question raised by the member for Queens, with particular reference to the statement by the Minister on page 3 of his statement where he refers to the growth of fishing for groundfish on the Pacific coast. He states as follows:

This development is related to the continued increase in the demand for groundfish products and the emergence of supply shortages elsewhere, including the Atlantic coast of Canada.

I have looked through the remainder of the Minister's statement and I have failed to find the description of the supply shortages on the Atlantic coast as referred to by the Minister. Perhaps the Deputy Minister could expand on that point while he is dealing with the matter raised by the member for Queens.

Mr. MACLEAN (*Queens*): Might I ask an additional question for clarification? I took this to mean that on the Atlantic coast the supply was not meeting the demand. I took this to mean that there is an increasing world demand for fishery products rather than a shortage of available stocks. However, I would like to have that clarified.

● (9.55 a.m.)

Dr. A. W. H. NEEDLER (*Deputy Minister, Department of Fisheries*): Mr. Chairman, I think the point which Mr. Barnett raised is answered in the paragraph at the top of page 5, which refers to the marketing position.

So far as groundfish industries are concerned, quite recently the demand has increased in relation to the supply, so prices are increasing. I think Mr. MacLean is correct; there was no thought of implying that the supply actually had decreased. The statistics do not show this.

The CHAIRMAN: Gentlemen, may I interrupt the proceedings for a moment and say that in the process of recording the evidence our voices are being tape-recorded this morning. Some members are speaking in a tone which is so low that much of what they say is escaping the tape recording machinery. In view of this, I would ask that members speak up a little louder and make an effort to be clear. This also would assist the reporters who are experiencing a little difficulty with the noise in the room.

Mr. MacLean, had you completed your questioning?

Mr. MACLEAN (*Queens*): Yes, Mr. Chairman, I had finished for now.

The CHAIRMAN: Have you completed your statement, Mr. Needler?

Mr. NEEDLER: Mr. Chairman, I was just answering Mr. Barnett's comment on Mr. MacLean's question, and now I would like to attempt to make some sort of an answer to Mr. MacLean's question.

Obviously, this is such a large question that one could take one or two hours before fully exhausting it. However, I will try to give an account in a nutshell, as it were, of the situation as we see it.

In the Atlantic, where the groundfish stocks have been substantially exploited for some 450 years, there had been no signs of overfishing until quite recently. But, the fishing power of all countries, including our own, has been increasing and, in recent years, I think a summary of scientific opinion would be that with some of the species maximum yield has been attained while others are approaching it. We have not yet reached the stage in the groundfish fishery as a whole where more fishing will not increase the total catch, but we have reached the stage where more fishing certainly will make it more difficult to catch the fish. For example, one of the stocks that has been very extensively fished and is at its maximum is haddock in the George's Bank area. Some of the cod stocks are approaching their maximum, but some other species have not yet approached their maximum yield.

Of course, this whole subject is under review by ICNAF, which is the International Commission for the Northwest Atlantic Fisheries. This commission at its last meeting or so discussed possible further restrictive measures. And I am sure that further discussions along these lines will take place at its next two or three meetings. However, my own feeling is that so far the decrease in the catch per effort has been offset by increased prices, so it is still possible to expand the fishery profitably.

Also, Mr. Chairman, I feel it would be rather unwise or almost an impossible position to take to discourage Canadian competition for our share of these resources when other countries are still increasing their efforts.

Of course, apart from the groundfish resources we have some important inshore resources on the Atlantic coast; I am thinking of the lobster resource, which is intensively exploited. This resource, more or less, is in a state of equilibrium, and production is being maintained. Then, we have other inshore resources such as oysters and so on, and I think good regulation and development of cultural methods perhaps can increase the production of these.

The big group of resources are what we call the pelagic fish, which are fish that swim up in the water and not on the bottom, examples of which are the herring, mackerel, and so on. There is definite evidence that in that area we are taking to date only a small proportion of the yield that the stocks would support. There are some others we would like to know how to exploit more efficiently but about which we have still a lot to learn—for example the caplin, which are readily caught in the early summer. However, to date they have been caught for a very short season and we are undertaking efforts to discover how to catch them over a longer season.

It is quite clear that on the Pacific coast the salmon, herring and halibut fisheries are exploited almost to their limit. There are certain herring stocks in

the north which might be exploited more intensively, but the general picture is that full use is made of these resources. On the other hand, most of the ordinary groundfish—that is, bottom fish—to date are underexploited, and some expansion is possible in this connection.

I think perhaps, Mr. Chairman, that although I could go on for much longer I have given the general picture, as we see it.

The CHAIRMAN: Have you a question, Mr. Carter?

Mr. CARTER: Mr. Chairman, I have a supplementary question on this point.

Dr. Needler referred to the depletion of the haddock stock on George's Bank, which shows signs now of being overfished. I would like to comment that, in my opinion, the depletion of this stock is not so much because of actual overfishing but of destruction of young fish because of the methods used which prevent them from growing to commercial size.

Mr. NEEDLER: Mr. Chairman, I think it was the opinion of those who investigated this fishery intensively over the last two or three decades that it was desirable to take fewer small haddock; to that end, there was, by regulation, a minimum mesh size put into effect for that purpose.

I would like to caution about the use of the word "depletion"; I do not think that the yield of haddock from George's Bank is significantly below the maximum that can be maintained.

Mr. CARTER: I wish to bring to your attention the waste involved. I personally have seen miles and miles of young haddock floating on the water; these have been hauled up from the bottom, killed and, because they are of no commercial value, thrown away. As I have said, I have seen miles and miles of fish floating on the top of the water, which is a tremendous waste. Something certainly should be done to prevent that kind of waste, particularly when, as you say, we have reached the maximum yield from George's Bank.

Mr. NEEDLER: I say, Mr. Chairman, there are minimum mesh sizes in effect now in the trawl fisheries in the ICNAF area. Very careful investigation is being made to ascertain what these minimum mesh sizes should be. This is not a simple question because the mesh size which would best protect one species sometimes would prevent the exploitation of another. But, so far as this is concerned, I believe the present regulations have been well considered and are as effective as they can be.

The CHAIRMAN: I think the Minister has something further to say.

Mr. ROBICHAUD: Yes, I have, Mr. Chairman.

While we are on these most important subjects, the availability of fishery resources and the control of various types of fisheries, may I take this opportunity to advise the members of this committee that following numerous representations which the Department of Fisheries has received in recent months it is my intention to introduce for the coming lobster fishing season, 1966, a trap limit or, in other words, a lobster trap control in district number 8. We chose this district because we had the largest number of representations,

both from the Prince Edward Island side and the New Brunswick side of the Northumberland Strait. The representations came from fishermen in those areas, and they suggested that there should be a trap limit. We recognize and realize it will be very difficult for the officers of the department to enforce such regulations. For this reason we thought we would like to have one year to experiment. I wish to say that it is our intention, if we can find a workable system for controlling the number of lobster traps placed by individual boats, and at a later date to extend this control to other districts. I am not in a position to state exactly what the number of traps per boat will be but, if it is to be effective, it has to be a limit that will be acceptable to the majority of fishermen and it will have to be somewhat below the number now used by the majority of fishermen concerned. Also, in order to exercise proper control we will have to tie this to boat identification, which we believe we can do under existing Department of Transport licensing regulations.

Now, we may have to find means of identifying the lobster traps used by the different fishermen, if this control is to be effective. I am making this announcement this morning because I want to give the fishermen of district number 8, where the season opens in the month of August, a special warning so that they do not try to prepare a larger number of traps than will be allowed under the regulation. I am sure that those who have been engaged in catching lobsters in district number 8 in the last five or six years will realize that this type of control is essential. As I have said, I have decided this control should be in effect for the coming season.

Mr. TUCKER: Could we be advised where district number 8 is?

Mr. ROBICHAUD: District 8 comprises the northern and western sections of Prince Edward Island, all of the Northumberland Strait side of the province of New Brunswick from Pointe Sapin, and it covers the counties of Kent, Westmorland, in N.B. and Cumberland in Nova Scotia. It is a large fishing district. As I said, we have been receiving representations from fishermen for a number of years to the effect that a trap limit should be exercised.

Mr. TUCKER: Then there are three provinces involved?

Mr. ROBICHAUD: Yes.

Mr. MACLEAN (*Queens*): Could I ask the Minister if a limit on the number of traps has been decided?

Mr. ROBICHAUD: Well, Mr. Chairman, what we have in mind is approximately 250 traps per lobster boat. As I have said, if it is to be effective, we must decrease the number of traps now being used. We feel, even with this limited number, the catch could be as high as it has been in previous seasons but because of a decrease in the expenses of fishermen in preparing smaller gear their operating expenses could be reduced to such an extent as to result in a profitable operation.

Mr. McQUAID: I was wondering if that figure of 250 traps—

The CHAIRMAN: Just a moment, Mr. McQuaid. We want to proceed with an orderly method of questioning. Mr. Basford had his hand up but he has had to

leave to attend another meeting. However, he will be back. The next member who indicated he had a question was Mr. Howard; however, Mr. Howard, you are on your second round of questioning because you opened the discussion this morning. I will recognize Mr. Crouse at this time. Would members who wish to put questions please indicate by raising their hands so that we may be able to proceed in an orderly fashion.

Mr. CROUSE: Mr. Chairman, my question would deal with another matter and because Mr. McQuaid is concerned with a problem in the lobster industry I would suggest that you allow him to put his question first.

The CHAIRMAN: Did you say your question concerned another matter?

Mr. CROUSE: Yes. It would be acceptable if I followed Mr. McQuaid.

The CHAIRMAN: I understand, Mr. McQuaid, your question relates to the subject we are discussing.

Mr. MCQUAID: Yes. Mention was made of 250 traps. Does that figure approximate what has been suggested by the fishermen themselves?

Mr. ROBICHAUD: Yes, it does. This figure was arrived at through discussions with a large majority of the fishermen. However, there is no doubt that there are exceptions. Some have suggested that the figure be 300 or 350, but the majority feel that if it is to be effective we should not go any higher than 250. Personally, I must say that I would prefer to set a figure of 225. This does not mean that after a year or two of experiment we may not have to reduce this number again.

● (10.15 a.m.)

Mr. CROSSMAN: What is the average number of traps per fisherman now?

Mr. ROBICHAUD: It varies substantially, Mr. Chairman, in different districts and even in certain areas in different districts.

We received from one area a petition—signed by a small number of fishermen, I must admit—asking that the limit be 550 traps, which as you know will not be effective whatsoever.

Mr. CROSSMAN: On the over-all, what would be the average in District No. 8?

Mr. ROBICHAUD: The average might be between 250 and 300 traps, but the idea of this program is to limit the number particularly for those fishermen who have been accustomed to fish from 500 to 600 traps.

The CHAIRMAN: Mr. MacLean.

Mr. MACLEAN (*Queens*): Mr. Chairman, I do not want to take another turn of questioning, but I would just suggest that I suspect, although I do not know, that the committee might be interested in pursuing the subject which I raised, and to which Dr. Needler was replying, perhaps to a greater extent. Dr. Needler has not dealt with the problem in the Pacific Ocean in regard to fish; and, if it is agreeable to the committee, perhaps he would like to say something about that; but I do not insist.

I did have one specific question with regard to this general topic, however, and it was this. I understand that studies have been under way with the idea of initiating a whaling operation in the Atlantic provinces. Perhaps Dr. Needler might be able to say something about the stocks.

The CHAIRMAN: Mr. MacLean, this gets away from the subject of lobster trapping, on which we had a consecutive group of questioning.

Mr. MACLEAN (*Queens*): I do not want to cut that short.

The CHAIRMAN: If we have finished discussing that topic, I should go to Mr. Crouse, who has had his hand up on the first line of questioning. We can perhaps catch this later Mr. MacLean. I hope Mr. Howard will enlarge on his subject of the Pacific coast, because we are getting very far out in the Atlantic at the moment.

Mr. CROUSE: Earlier the Minister spoke of the potential in the herring industry and of his hopes of further developing this industry.

In Nova Scotia, as the Minister is well aware, we are concerned at the moment about the regulation which at present prohibits herring seiners from Grand Manan to carry out herring seining on the New Brunswick coast between the months of April and November. As a result of this action by the Department we have the entire Bay of Fundy seining fleet operating on the Nova Scotia coast. This causes overcrowding in Nova Scotia ports; it shortens the available supply of fish for all the operations of seiners in the area.

I would like to ask either the Minister or the Deputy Minister how long it is planned to retain what I would refer to as this New Brunswick regulation.

Mr. ROBICHAUD: I am sorry, I cannot agree with the statement made by the hon. member that it is a New Brunswick regulation.

Herring seiners not only from Grand Manan but herring seiners from anywhere are not allowed to fish in a certain area in the Bay of Fundy for the period of May 15 to November 15 in each year. This applies to all seiners, not only seiners from Grand Manan.

The main purpose of this regulation is to protect over 225 weirs—I am subject to correction on this figure—presently in operation in the Bay of Fundy area along the coast of Grand Manan and the mainland of New Brunswick, and also around Campobello Island. One of the main purposes of this regulation is to ensure a continuous supply during the summer months to the nine sardine canneries operating in that area and providing employment to well over 1,000 workers. Furthermore, during that period of the year, sardines are subject to be affected by what is known as red feed and during that period they are not of sufficiently high quality to be canned. So they must be kept, because if they are kept undisturbed in weirs for a period of ten days to two weeks and probably less than that, my advisers tell me they get rid of this red feed. This is one of the reasons the regulation is being enforced.

But I want to advise the hon. member that this whole situation is now under very active review. In fact, I had a meeting with my Deputy Minister and

senior officials of the department just late last week on this matter, and we are now reviewing this regulation to find out if it would not be proper to make further changes which probably would be more acceptable to all concerned.

Mr. CROUSE: Mr. Chairman, I thank the Minister for his explanation. I would like to point out that the views I have expressed on this matter are not my views alone. They are endorsed by a leading editorial in the *Halifax Chronicle Herald* of March 21 of this year, and I think that for the benefit of the committee I should quote part of that editorial which gives the views of Nova Scotia's fisheries minister on this particular matter. The editorial states as follows:

It is understandable that Nova Scotia Fisheries Minister Haliburton should feel strongly about federal Fisheries Minister Robichaud's refusal to end the ban on herring seining over a wide area of New Brunswick coastal waters in the Bay of Fundy, between April and November.

The ban, initiated two-and-a-half years ago, ostensibly as a temporary measure to protect weir fishermen in a 20-by-40 mile section around Grand Manan Island, forces large numbers of New Brunswick herring seiners over to the Nova Scotia side of the bay, and clearly discriminates against Nova Scotia purse-seiners and unprotected weir fishermen, who are thus faced with massive competition in their home waters.

Repeated efforts by Mr. Haliburton to persuade the federal government to lift the ban have failed. In recent weeks, they have even failed to elicit a response from Ottawa.

Nor is it encouraging to recall, as Mr. Haliburton did the other day, that an earlier assurance was given by Mr. Robichaud that the ban would be ended last year. Instead, the regulations have been incorporated in an order-in-council, and now are to be strictly enforced, presumably, by a federal fisheries patrol craft which is to operate in this area.

That is not all the editorial, but it is the most important part of it. I mention this because the Minister has now stated that they are going to review the matter again. Evidently this is the same assurance that was given a year ago, and still there has been no action.

In my opinion this regulation is discriminatory. One cannot pit one Canadian fishermen against another. One cannot say that all Canadian fishermen are equal but some are more equal than others. I feel it is only proper on behalf of Nova Scotia fishermen that I again register strong objection to this particular regulation.

Mr. ROBICHAUD: May I be allowed to reply very briefly to this editorial, which I would say is not entirely according to facts?

There has been no refusal on the part of the Department of Fisheries to end the ban. In the fall of 1964, the opening date was advanced at the request of the fishermen, and there has been response from Ottawa to representations made by the Nova Scotia minister of fisheries. Following his request to reconsider this matter, we sent a senior official of the Department to Halifax to meet with representatives of the provincial government. The patrol boat referred to has nothing to do with the implementation of this regulation. Regular patrols have

been carried on in that area for a number of years. Furthermore, contrary to what is specified in the editorial that has been quoted, this regulation did not change the pattern of fishing of seiners from the New Brunswick side of the bay. For years when herring or sardines, and particularly herring, were available on the Nova Scotia side of the bay, New Brunswick seiners have been operating in that particular area. So it is not right to state that owing to this regulation the New Brunswick seiners have changed their pattern and have been operating on the Nova Scotia side of the bay. But again I wish to emphasize that this whole regulation is under review, not only as it affects the New Brunswick side of the bay but the Nova Scotia side also, particularly as it refers to the operation of the seiners and the weir operators. It is under review and we hope we will be able to make some changes or amendments to the present regulations.

Mr. CROUSE: May I pose just one further brief question, Mr. Chairman?

I have listened carefully to all that the Minister has stated on this particular problem, but I find it difficult to equate his reply with the actual facts in the area. As he is well aware, there are weirs on the New Brunswick coast and there are weirs on the Nova Scotia coast. He has stated to the committee that this regulation was in force to protect the weirs on the New Brunswick coast.

Mr. ROBICHAUD: That is right, yes.

Mr. CROUSE: What protection do we have for the weirs on the Nova Scotia coast?

Mr. ROBICHAUD: I want to be understood correctly. I said it is to protect the weirs on the New Brunswick coast in order to supply the canneries during the summer months in an effort to give a year round operation to those canneries. Furthermore, the main purpose of the regulation is to control the quality of sardines.

I am sure the hon. member knows that the large proportion of sardines used in the nine or ten canneries to which I referred comes from the New Brunswick side of the bay, while the larger proportion of fish caught on the Nova Scotia side are matured herring which are not entirely or not to a large extent used for canning purposes, but which are processed as fish meal. So there is a difference between the operations of the weirs on the New Brunswick side and those on the Nova Scotia side. But what we are doing now is to review the entire regulation in order to provide as nearly as possible similar protection for the weirs on the Nova Scotia side. There are between 40 and 44 weirs in operation on the Nova Scotia side and maybe five times that number on the New Brunswick side. We are trying now to amend the regulation to provide similar protection of the weirs on both sides of the bay.

Mr. CROUSE: Mr. Chairman, I thank the Minister for his remarks. I know that all the fishermen, especially those in the Nova Scotia area, will be looking forward to the facts of this review with considerable interest. I do hope he will make these facts available to the weir fishermen and to all the seine operators in that area in the very near future.

The CHAIRMAN: Mr. Howard.

Mr. HOWARD: Mr. Chairman, I thought the first remarks I made really were in the field of discussion on the estimates and not part of the so-called round of questioning; they merely dealt with the procedural question in the House on which I thought the committee might like to have some knowledge. But that is beside the point.

The CHAIRMAN: We have rounded up a good many questions on the Atlantic side and we can proceed to the Pacific.

Mr. HOWARD: As I say, it is beside the point, but I think perhaps you were in error in assessing things in the way you did.

What I want to mention arises out of the comments of Mr. MacLean and Mr. Carter, and the answers given thereto, because of the situation that exists as you know it on the Pacific coast. It relates partly also to some of the things the Minister said the other day.

I would like to start by referring to or quoting page 2 of the Minister's presentation, in which he said it was a disappointing year for the fisheries of the Pacific coast. There is not any suggestion that that is not a fact; it was a disappointing year. And the prospects so far, at least in one of the fisheries, for this current calendar year are equally disappointing. I am referring to the herring fisheries.

In response to a question from Mr. Carter, the Minister indicated that special attention was being given to the Atlantic coast fishery and that there were some conferences scheduled to deal with this sort of thing.

I would like to urge upon the Minister that some special consideration be given to the Pacific coast herring fishery as well. Dr. Needler mentioned, referring to herring fishery among others, that perhaps on the Pacific coast it was being exploited to the full. Once that situation of exploiting a fishery to the full prevails, there is a danger of over-exploitation and consequent decline and depletion in the stocks available. Since May of last year the herring catch on the west coast has been in the neighbourhood of 180,000 tons, I am given to understand, compared to an average of some 265,000 tons, which as you can see is a decline of approximately 75,000 to 85,000 tons in the catch, maybe a third or thereabouts less than has been the average. This is a matter of great concern.

Our native Indian people on some parts of the coast use as one of their sources of food herring eggs or herring spawn. These are spawned on the beach on seaweed, or even on twigs and branches of hemlock trees attached to logs. This is a source of food for the native people. So far this year—and this is the time of the year when the native people collect spawn for food purposes—there is a noticeable lack of it, indicating again that there is something seriously wrong with the herring fishery on the west coast.

I would urge the Minister, in the light of what he said about herring fishery on the Atlantic, in the light of Dr. Needler's statement that the herring fishery on the Pacific is being exploited to the full, in the light of the decline in the catch this year over previous years, and in the light of herring spawn at least in certain areas, to give some special attention to the herring fishery on the Pacific coast, although I am not decrying the fact that there seems to be a concentration of interest in the Atlantic coast. I have raised this matter on other occasions

regarding what I considered to be a sort of disparity in financing of, and disparity in attention given to, the Atlantic coast versus the Pacific coast, but there is this urgent question.

• (10.35 a.m.)

I would also like to speak with respect to the Minister's statement on page 2 where he states:

Landings of salmon, halibut and herring all declined from the level of the preceding year, and the pack of canned salmon, (913,000) cases, was the smallest since 1960.

This too is an area which needs special attention. For some years now salmon fishermen have been curtailed in their operations to one and two days a week fishing, partly because of the number of fishermen involved in the salmon fishery, partly because of the necessity of escapement in order to provide spawn for future years. They have bitterly complained over the years about the fact that their catch per fisherman declined, especially in relation to the catch of salmon.

There was a comment by Dr. Needler that salmon fishery on the Pacific Coast appears to be exploited fully. There are a number of factors that contribute to this: One of them is the amount of gear in the water, the other is the matter, which has recently come to light but about which we had some concern for some years, of the interception of homebound salmon by other nations. In one instance the United States in Alaska, just north of the area from which I come, was the contributing factor in it. At one stage, the Minister, during one of his trips home, made the comment that in order to deal partly with this question he and his department will be involved policy-wise in a question of licence limitations.

There was a round of applause for that proposal because in certain sections of the fishing industry this had been advocated and advanced for some years, and, in fact, at one time we had an investigation and study of that question by Dr. Sol Sinclair who made a report about the matter. However, nothing further has been developed about that particular aspect of it except the increase of the licence fee. Most fishermen, as I know them, would go along with the increase in the licence fees if they saw that it was an integral part of the larger plan to deal with the question of declining catches and decline in the salmon fishery itself, but if it is to be simply a matter of an increase in the licence fee with no other concomitant action in that field, then the fishermen, and rightly so, would want to object, and probably are objecting. Some announcements and some determinations have to be made on this matter.

The halibut fishery is almost in the same class, being a fishery, as Dr. Needler said, which is exploited to the limit. Halibut stocks range over many hundreds, perhaps even thousands, of miles along the bottom of the ocean. They are exploited by a number of nations, of which Canada is one. In this field as well there has to be something more than just a statement that it was a disappointing year. I hope the Minister will be able to go into some detail and tell us what is contemplated or planned with respect to these important fisheries on the Pacific coast which, he says, resulted in a disappointing year having

taken place last year. He also made reference to it indirectly by saying that the fishing industry must keep pace with the modern development because of the competition of other countries, and the like. The Minister's statement is full of platitudinous statements about the difficulties and about the things which, in a general way, should be done, such as keeping pace with the modern developments. However, the fishermen on the coast, and I likewise, are interested in some details about what is specifically contemplated to deal with these particular matters.

On page 3 of his statement, the Minister deals with the question of groundfishery other than halibut. He makes reference to the fact that there was a significant development in the Pacific fishery through the expansion of the groundfish species. He also noted the landings of this group of species totalled nearly 40 million pounds in 1965, which was a fair increase over the previous years, and partly reflects, I think, the fullness of the exploitation of the three major fisheries of halibut, herring and salmon.

The fishermen, realizing that perhaps they are limited in their engagement in the other fisheries, extended into other fields, notably the field of groundfish. Here also we find that other nations fish groundfish. For instance Japan, I understand, had a catch in that same year of 1.2 billion pounds, as compared with our 40 million. The Soviet Union had a catch somewhere in the same area. We know that groundfish also migrate quite extensively. Some action has to be taken in the field of conservation, and one of the ways of partly dealing with it, I think, would be by an early declaration of base lines with respect to the mile limit. A declaration should be made of a base line on the Pacific coast which would contain within it Queen Charlotte Sound, Hecate Strait and Dixon Entrance, areas which are exploited for groundfish. The declaration should state that those should be contained within the Canadian waters. This would be a partial solution.

There is the question of the international treaties. Other nations, such as Japan and the Soviet Union, are making tremendous catches in these fields. We have an appreciation of the necessity of going further into groundfishery because of the possibility of increased marketing and because of the limitations which exist in the other fisheries. I think we have to move towards international conventions on these fisheries, as we have done in the field of salmon, halibut and herring on the Atlantic coast, and of other fisheries. Canada should be taking the lead in trying to get nations which border on the Pacific ocean to become involved, at least in preliminary discussions, to see whether or not we can establish some sort of treaty which will get us actively into the field of conservation so that we do not find ourselves in the position of having unnecessarily overexploited this newly developing groundfishery.

These are just a few of the points. I will confine my remarks to them because they were opened up by the comments of Mr. MacLean and by Mr. Carter. We would certainly appreciate some rather extensive policy pronouncements about things which will happen in these particular fields.

The CHAIRMAN: Before I ask the Minister or Dr. Needler to reply to Mr. Howard's questions and lengthy statement, I want to make a couple of points. I think there are a couple of matters which perhaps need to be discussed by the

steering committee. I wonder whether I could get the steering committee together today, immediately after orders of the day. We could then polish up whatever we have to do in about ten minutes' time. If this suggestion is agreeable to the steering committee, we will meet in room 16 immediately following the orders of the day. The members of the steering committee are Mr. Barnett, Mr. Patterson, and I will ask the Conservatives to send one of their members to the committee today. There will also be one more member from our party, and that will constitute the five people in the steering committee.

The other point I have to make is that, owing to the sittings of other committees, we will wind up our business today at 11 o'clock. Undoubtedly, the steering committee will set the time of another meeting of this committee before the Easter recess. We will discuss that at the meeting after orders of the day.

Mr. Minister, do you want to reply to Mr. Howard now?

Hon. Mr. ROBICHAUD: Yes, Mr. Chairman, but I will be very brief. I will ask Dr. Needler to deal with the points raised by Mr. Howard. The hon. member has referred to the Atlantic coast herring conference which has been called to meet early in May in Fredericton. This does not mean that the Department of Fisheries is showing special interest in the herring fishery on the Atlantic coast to the detriment of the important herring fishery of the Pacific coast. As was mentioned by the hon. member at the first meeting of the committee, more interest is shown in the fishing industry by the provincial governments of the Atlantic provinces than by the government of the Province of British Columbia. This meeting, which will take place in Fredericton, has been called following special interest shown in the herring fishery by the representatives of the governments of the Atlantic provinces and Quebec, and by the industry. In view of the large capital investment which is now taking place in the herring industry in the Atlantic provinces, we felt that such a conference was necessary. This conference is sponsored by the Federal Provincial Fisheries Committee of the Atlantic provinces and Quebec. However, I must state that a similar study on the herring fishery of British Columbia was undertaken a few years ago.

At this point I might ask Dr. Needler to carry on and answer the different questions raised by the hon. member, particularly the one referring to the licence limitation. It is true that I made a statement to that effect a year ago, and I want to assure the hon. member that very important discussions have taken place with the parties interested, with the representatives of the fisheries industry, and the representatives of the fishermen's union, regarding a policy which will have the effect of controlling and limiting, if I may use that expression, the number of salmon licences on the Pacific coast. I will ask Dr. Needler to deal with those two problems in particular.

Mr. HOWARD: I wonder if I could make this one comment, before Dr. Needler speaks, in response to what the Minister said. I am not an apologist for the provincial government in British Columbia. I think they are lacking in many ways in the things that that government does not do. Undoubtedly, one field in which they are remiss in their responsibilities to British Columbians is in not engaging as much as they can in the question of fisheries. However, it would seem to me that despite this closed eye approach of the provincial

government in British Columbia, the Minister and the federal government have a direct responsibility in the herring fishery and other fisheries on the west coast, and should therefore not use that as an excuse not to do anything.

The CHAIRMAN: Mr. Howard, in fairness to the Minister and taking into account the time we have left, may I say you had an opportunity to present quite a lengthy statement. Before you enlarge on the Minister's last remark, I think we should hear the Minister and Dr. Needler out on your statement. We will then proceed to an examination of that, if there is to be such an examination. I will call on Dr. Needler to proceed upon that.

Mr. HOWARD: No, Mr. Chairman. I do not think that the statement of the Minister should go by for another week before we make some comments about it. This is my contention.

The CHAIRMAN: Mr. Howard, as Chairman of the committee I think I must be fair not only to the Minister but also to those who have questions to put to him. You have had the opportunity to make a lengthy statement, the lengthiest statement this morning, and a very good statement it was indeed, regarding the views of the west coast fishermen. I think, in fairness to the Minister and the department, we should now hear their reply to that statement. I am going to call on Dr. Needler.

Mr. HOWARD: May I raise this matter, Mr. Chairman? Perhaps I can raise this as a point of order. I realize the time that is involved, but you have not interrupted other hon. gentlemen when they wanted to have a by-play, back and forth, with the Minister about comments he made. I appreciate your desire to be fair; I hope you will be fair in our case as well as with others. I merely want to indicate clearly that the government has the responsibility to proceed in spite of the reluctance of the provincial government, if they show any interest in this matter, because in this regard there is a direct constitutional responsibility revolving on the Minister and the department.

The CHAIRMAN: I think that line of further questioning can be left until we hear the Minister's and the Deputy Minister's statements in full.

Mr. NEEDLER: Mr. Chairman, as regards the herring fishery, I think it should be stated quite clearly that it is not right to say the department has done nothing about herring. In fact, the study of herring fisheries on the Pacific coast over the last two or three decades has actually been considerably more intensive than the study of those fisheries on the Atlantic coast. They are continuing at an intensive pace. One of the points that should be made also is that there is a herring management committee on the Pacific coast through which the department has conferred with representatives of the fishermen's organizations and processors, and that two or three years ago this committee conducted quite a serious review of the conditions in the fishery. As the Minister pointed out, we are trying to have more discussions on the Atlantic coast to catch up with the Pacific coast in this regard.

One of the effects of the intensive fishery of herring on the Pacific coast—not overfishing but intensive fishing which approaches the fullest exploitation—is that the ages of the fish have been reduced and only two or three age groups

constitute most of the catch. Under these circumstances, natural variations in the production of young herring tends to produce a very great change in the abundance of herring from year to year. The surprising thing is that the abundance has been as constant as it has been. The very intensive research does not indicate at all that the stocks have been reduced to such a level that the production of young herring has been affected.

As regards the salmon fishery—which is one of the points made by Mr. Howard—as many members here must already know we are discussing with the United States the problems of the interception of British Columbia's salmon in Alaska, and indeed we are going to have a meeting on this subject with them next week. The steps that have been taken regarding the registration of fishing vessels and the special fee for registration of the fishing vessels for the salmon fishery, are preparatory to further measures to restrict entry into the salmon fishery in an attempt to reduce the fishing effort and to make that fishery a more rational and profitable one. We have held two discussions with the representatives of the fishermen's organizations and processors, one last August and one again during the winter. We will be holding further discussions, and I would like to assure Mr. Howard that the steps that have been taken are only initial steps and not, in any sense, final steps.

Mr. HOWARD: Could you say when these further discussions might take place? Is there any plan for them at the moment?

Mr. NEEDLER: We cannot set a date yet, but it will be some time in the spring or early summer.

I think you mentioned the halibut fishery. Of course, the halibut fishery is being affected to some degree by the large trawler fishery of the U.S.S.R. to our northwest and in the Gulf of Alaska, but the halibut fishery has, as you know, been under a very intensive study by an international commission. I think it can be regarded as one of the world's examples of study and regulation. Unless the exploitation of ten times more groundfish could be stopped in order to protect halibut, I think we will have to face some difficulties of this kind in the future.

I fully agree with Mr. Howard that there is need for more study of groundfishery on the Pacific coast. The Fisheries Research Board has been conducting an intensive research program on these species. It is very difficult to make a research program quantitative except through a well developed fishery. At the present time we are carrying out explorations. There was quite an exploration carried out last summer through co-operation between the Research Board and the Industrial Development Service, and these programs are to help in the exploitation of the fisheries. I would like to assure Mr. Howard that studies certainly will be continued. Mr. Chairman, I think that is all I have to say at this time.

● (10.55 a.m.)

The CHAIRMAN: Gentlemen, it is getting close to 11 o'clock and I think rather than recognize members who wish to put new questions I will allow Mr. Howard to put a supplementary question, and then we will have to adjourn.

Mr. HOWARD: Yes. If I directed a new question at this time it probably would open up too broad a field for us to deal with at this time. With regard to the ground fishery one way I could suggest to deal with this problem would be the early establishment of straight base lines, which may help. Then, there could be the question of international discussions with a view to holding a convention in this field. But, as I say, that is a fairly broad subject to get into with the few minutes we have left.

The CHAIRMAN: I think it is agreed that we are not ready to leave item 1 at this time. We are having a meeting of the steering committee this afternoon.

I recognize Mr. Keays.

Mr. KEAYS: Mr. Chairman, I have not a question, but I am wondering whether it would not be of some advantage to the committee if we could have at some future meeting a review of the legislation concerning fishery policy in so far as it affects each province. I would like to know which provinces advance their own fisheries, and which waters in each province are not affected by federal legislation. I do know of some areas in fisheries which are not affected by the federal system at all, and in this regard I am thinking of fresh water fisheries. In the province of Quebec, of course, we administer our own fisheries. I would like to know the extent of federal jurisdiction in these areas.

The CHAIRMAN: I understand from the Minister, Mr. Keays, that he will be prepared to make a short statement on that subject; it is just a matter of fitting it into our hearings at the appropriate time. The steering committee will take that up this afternoon, when it meets, after orders of the day.

Mr. Howson: Yes. If I directed a new question at this time it probably would open up too broad a field for us to deal with at this time. With regard to the ground-fishery one way I could suggest to deal with this problem would be the early establishment of straight base lines, which may help. Then, there could be the question of international discussions with a view to holding a conference in this field. But, as I say, that is a fairly broad subject to get into with the few minutes we have left.

The CHAIRMAN: I think it is agreed that we are not ready to leave Item 1 at this time. We are having a meeting of the steering committee this afternoon.

I recognize Mr. Keays.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

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LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE

ON

FISHERIES

Chairman: Mr. GRANT DEACHMAN

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 3

TUESDAY, April 5, 1966

Main Estimates (1966-67) of the
Department of Fisheries

WITNESSES:

Mr. Homer Stevens, Secretary-Treasurer, United Fishermen and Allied Workers' Union, Vancouver. From the Department of Fisheries:
Mr. S. V. Ozere, Mr. J. J. Lamb, Mr. I. S. McArthur and Dr. W. R. Martin.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

HOUSE OF COMMONS
First Session—Twenty-seventh Parliament
1966

STANDING COMMITTEE ON FISHERIES

Chairman: Mr. Grant Deachman

Vice-Chairman: Mr. G. Blouin

and Messrs.

Barnett,	Crouse,	McQuaid,
Basford,	Granger,	McWilliam,
Béchar, ¹	² Howard,	¹ Noble,
Carter,	Keays,	Nowlan,
Cashin,	Leblanc (Rimouski),	O'Keefe,
Chatterton,	MacLean (Queens),	Patterson,
Crossman,	McLean (Charlotte),	Stefanson,
		Tucker—(24).

¹ Replaced by Mr. Bower on February 22, 1966.

² Replaced by Mr. Cameron (Nanaimo-Cowichan-The Islands) on April 4, 1966.

J. H. Bennett,
Clerk of the Committee.

ORDER OF REFERENCE

MONDAY, April 4, 1966.

Ordered,—That the name of Mr. Cameron (*Nanaimo-Cowichan-The Islands*) be substituted for that of Mr. Howard on the Standing Committee on Fisheries.

Attest.

LÉON-J. RAYMOND,
The Clerk of the House.

Also present: Mr. Howard.

In attendance: Mr. Homer Stevens, Secretary-Treasurer of the United Papermen and Allied Workers' Union, Vancouver, B.C.

Also in attendance: From the Department of Fisheries: Mr. S. Y. Ozere, Assistant Deputy Minister (International); Dr. K. R. Logie, Assistant Deputy Minister (Operations); Mr. I. S. McArthur, Director General, Economic Services; Mr. J. J. Lamb, Director of Administration and Dr. W. R. Martin, Assistant Chairman, Fisheries Research Board of Canada.

The Chairman read the First Report of the Subcommittee on Agenda and Procedure which contains the following recommendations to the Committee:

1. That written questions of reasonable number and length, may be put by members to the Minister or his Deputy Minister.
2. That the Minister or appropriate departmental official may reply verbally in summary form for the printed record.
3. That study papers and a bibliography may be given to Committee Members by the Department for their information, on the subject matter of verbal or written questions.
4. That, for the purpose of accommodating witnesses from 1 of the Estimates—Administration—to stand over each day to enable witnesses to appear.
5. That a definite time limit be put on witnesses and the questioning of witnesses, not to exceed one hour.
6. That the Committee try to accommodate witnesses representing the industry, when they are in Ottawa and available, giving regard to the cost of travelling to Ottawa from the Atlantic or Pacific provinces.
7. That all these suggestions for Committee procedure are experimental in nature and at the discretion of the Chair.

On motion of Mr. Barnett, seconded by Mr. Crouse,

Resolved,—That the First Report of the Subcommittee be adopted.

ORDER OF REFERENCE

Monday, April 4, 1966

Ordered,—That the name of Mr. Cameron (Nanaimo-Cowichan-The Islands) be substituted for that of Mr. Howard on the Standing Committee on Fisheries.

Attest

Charles G. Blair, Chairman

LEON J. RAYMOND,

The Clerk of the House

Barnett,	Crouse,	McQuaid,
Bastard,	Granger,	McWilliam,
Bishop,	Howard,	Noble,
Carter,	Keays,	Nowlan,
Cowan,	Leitane (Rimouski),	O'Keefe,
Chatterton,	MacLean (Quebec),	Pattenson,
Crossman,	MacLean (Charlotte),	Stedman,
		Tucker—(24).

* Replaced by Mr. Bower on February 23, 1966.

* Replaced by Mr. Cameron (Nanaimo-Cowichan-The Islands) on April 4, 1966.

J. H. Bennett,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

TUESDAY, April 5, 1966.

(4)

The Standing Committee on Fisheries met this day at 9:35 a.m., the Chairman, Mr. Deachman presiding.

Members Present: Messrs. Barnett, Basford, Béchard, Blouin, Bower, Cameron (*Nanaimo-Cowichan-The Islands*), Carter, Cashin, Chatterton, Crossman, Crouse, Deachman, Granger, Keays, MacLean (*Queens*), McQuaid, McWilliam, Nowlan, Patterson, Stefanson, Tucker—(21).

Also present: Mr. Howard.

In attendance: Mr. Homer Stevens, Secretary-Treasurer of the United Fishermen and Allied Workers' Union, Vancouver, B.C.

Also in attendance: From the Department of Fisheries: Mr. S. V. Ozere, Assistant Deputy Minister (International); Dr. R. R. Logie, Assistant Deputy Minister (Operations); Mr. I. S. McArthur, Director General, Economic Service; Mr. J. J. Lamb, Director of Administration and Dr. W. R. Martin, Assistant Chairman, Fisheries Research Board of Canada.

The Chairman read the *First Report of the Subcommittee on Agenda and Procedure* which contains the following recommendations to the Committee:

1. That written questions of reasonable number and length, may be put by members to the Minister or his Deputy Minister.
2. That the Minister or appropriate departmental official may reply verbally in summary form for the printed record.
3. That study papers and a bibliography may be given to Committee Members by the Department for their information, on the subject matter of verbal or written questions.
4. That, for the purpose of accommodating witnesses, *Item 1 of the Estimates—Administration*—to stand over each day to enable witnesses to appear.
5. That a definite time limit be put on witnesses and the questioning of witnesses, not to exceed one hour.
6. That the Committee try to accommodate witnesses representing the industry, when they are in Ottawa and available, giving regard to the cost of travelling to Ottawa from the Atlantic or Pacific provinces.
7. That all these suggestions for Committee procedure are experimental in nature and at the discretion of the Chair.

On motion of Mr. Barnett, seconded by Mr. Crouse,

Resolved,—That the First Report of the Subcommittee be adopted.

The Chairman called Item 1—Departmental Administration—of the main estimates; he then introduced Mr. Homer Stevens, Secretary-Treasurer of the United Fishermen and Allied Workers' Union of British Columbia.

Moved by Mr. Patterson, seconded by Mr. Cashin, that Mr. Stevens be heard.

Mr. Stevens was called, addressed the Committee and was questioned.

Mr. Barnett submitted a list of written questions (*See Appendix "A" of today's Minutes of Proceedings*).

Mr. Crouse suggested and it was agreed that copies of written questions should be supplied to members of the Committee.

Questioning of the departmental officials still continuing, at 11:00 a.m., the Committee adjourned to the call of the Chair.

J. H. Bennett,
Clerk of the Committee.

NOTE: Mr. Barnett's questions follow:

APPENDIX "A"

The following written questions were received from members by the Chairman and transmitted to the Department of Fisheries for written replies.

1. Mr. Barnett—April 5, 1966.

What progress is being made in the field of artificial salmon spawning in B.C. and elsewhere in Canada both on an experimental and commercial basis, especially in the areas of Big Qualicum River, Robertson Creek, Campbell River and Tlupana Inlet; and what success can the government report on experiments to transplant Pacific Coast pinks to the Atlantic Coast?

2. Mr. Barnett—April 5, 1966.

What is the present appraisal of the Department of pollution of Canadian fishing waters resulting from domestic and industrial pollutants of all kinds; and what is the Department's detailed appraisal of the effect of pulp mill effluent across Canada and in the area of the Alberni Inlet?

EVIDENCE

TUESDAY, April 5, 1966.

The CHAIRMAN: Well, gentlemen, we have an enormous attendance this morning. Thank you very much.

Since we last met we have had a meeting of the subcommittee on agenda and procedure which took place last Friday afternoon. Present at that meeting, along with myself, were Messrs. Barnett, Cashin, Crouse and Patterson.

We dealt with matters relating to what our procedure and agenda would be in dealing with the estimates before us. I have seven points I want to review with the committee before we proceed to further examination of the estimates this morning. They are:

(1) That written questions, of reasonable number and length, may be put by members to the Minister or his Deputy Minister or to the department.

Now, simply, what that means is that rather than take up the time of the committee with the discussion of questions where members are interested in some technical matter affecting probably other votes than Vote No. 1, regarding Fisheries, they may present a written question requesting information; and if those written questions are submitted to me they will then form part of the printed record of the committee and, I hope, will assist in speeding up procedure.

(2) That the Minister or appropriate departmental official may reply verbally in summary form for the printed record.

This simply means that to keep down lengthy explanations of technical matters in the committee we are hoping that this will result in more summarized replies from departmental officials.

(3) That study papers and a bibliography may be given to the committee members by the department for their information, on the subject matter of verbal or written questions.

That is to say, where a question is too long and too technical to form part of the printed record, or to be read at the meeting, this would enable you to present a written question or a verbal question, to have that identified by title or by brief summary in the printed record; and to have copies of that paper passed to the members of the committee. I think it would be of considerable assistance to the members of the committee in getting at some of the technical details surrounding this industry which many of you on this committee are interested in from a technical standpoint, since many of you are thoroughly versed in what the industry does.

(4) That, for the purpose of accommodating witnesses, Item (1) of the estimates—Administration—to stand over each day to enable witnesses to appear.

In other words, we would not close Item No. 1 until we got to the end of our examination; so that at no time would we close the discussion on the possibility of hearing anybody that the committee wanted to hear from.

(5) That a definite time limit be put on witnesses and the questioning of witnesses, not to exceed one hour.

On this point, we do not normally, on the examination of estimates of the committee, examine outside witnesses on Item No. 1. But this is a committee dealing with the industry, and, as a committee, we may find it advantageous to listen to witnesses. However, in order not to hold up the work of the committee in passing the estimates and returning them to the House we appeal to the witnesses and to the members of the committee to deal with these matters expeditiously so that we can get on with our work.

(6) That the committee will try to accommodate witnesses representing the industry when they are in Ottawa and available, giving regard to the cost of travelling to Ottawa from the Atlantic or Pacific provinces.

By this I mean that this committee has not requested, and I do not suppose would receive permission, to call witnesses from coast to coast. We have one here today, and I will introduce him in a moment. If the witnesses are here and are available to the committee for questioning, then I would hope that we would be prepared to hold Item No. 1 open and examine them verbally if they wish to appear and if the committee wishes to examine them.

(7) That all these suggestions for committee procedure are experimental in nature and at the discretion of the Chair.

What I mean by that is simply that if you intend to bring any application to examine the estimates of the committee I would ask the committee to bear with me so that we can accomplish this in a way advantageous to every member of the committee, and, at the same time, expedite the movement of the estimates through the committee and back to the House.

Those are the seven recommendations.

Do we have a mover for these recommendations?

Mr. BARNETT: I so move.

Mr. CROUSE: I second the motion.

The CHAIRMAN: Are there any questions?

Motion agreed to.

Gentlemen, as you know, the Alaska Fisheries Convention is meeting in Ottawa this week.

One of the gentlemen here attending this meeting is Homer Stevens, who is Secretary-Treasurer of the United Fishermen and Allied Workers Union, from the west coast, and who is the bargaining agent for the fishermen on the west coast.

The fishermen speak kindly of him; sometimes the industry does not speak kindly of him. He is a hard bargaining driver for the fishermen on that coast. He has asked if he can appear before the committee, and I ask you now whether

or not, under the regulations which we are trying out this morning, you wish to hear Mr. Stevens and to examine him, possibly this morning.

Mr. PATTERSON: I so move.

Mr. CASHIN: I second the motion.

Motion agreed to.

The CHAIRMAN: I would hope, before this committee hearing is over, that we would have an opportunity to examine others with, perhaps, different views than those which Mr. Stevens will present.

I think I should warn the committee that we have five committees meeting this morning and we are going to have to vacate these premises at 11 o'clock; so let us bear that in mind as we move along.

Mr. Stevens, how do you want to proceed? Have you a statement to make first?

Mr. HOMER STEVENS (*Secretary-Treasurer of the United Fishermen and Allied Workers Union*): Well, I have some notes.

The CHAIRMAN: Well, will you proceed, please.

Mr. STEVENS: Mr. Chairman, and members of the committee, I want to thank you for the opportunity to be here this morning and to indicate some of our views regarding the estimates which have been introduced here in committee, and to indicate some of the problems that we feel need to be tackled, particularly with regard to the Pacific area.

Mr. Deachman, in introducing me, said something about my being a hard driver, which I took as a compliment, but I find from sitting in on these conferences that we have some hard-driving taskmasters who keep us going pretty well all the hours of the day and night.

I think it is important that we should indicate that some of the major problems that exist in the Pacific area are being tackled.

With regard to preventing the interception of salmon, this has been going on for quite a long time. However, we feel that the present estimates which do include increases in the Fisheries budget, so to speak—I do not know if I am qualified to deal with this in more detail—represent an increase of something of the order of \$2.7 million in the estimates introduced a year ago.

We think this is a step forward, but we do not consider that it is nearly enough. It is a welcome increase, but it will not solve the problem. There has to be more money allocated.

The reason for this statement falls into several categories: First of all, the decline in our salmon stocks, which brings us here with quite a large delegation.

I think we met most of the members of the committee and the members of the House about a month ago.

It has been quite serious. We do not see at the moment the bottom of the decline. It seems to be continuing.

Secondly, there has been a real decline in the halibut stocks, particularly in the Bering Sea and the decline is now developing in the gulf of Alaska and down off the coast of British Columbia.

Thirdly, there is a major decline, which was not fully ascertained when we were here a month ago; in the sense that while the herring fisheries had shown some signs of a drop we did not have the full season's picture; the season did not end until March 20. Now that we have the figures, the indication is that from an average catch of about 250,000 to 265,000 tons over the last few years we have dropped suddenly to 180,000 tons.

To go back to salmon again for a moment, the figure there, as we indicated in our submission a month ago, now averages about 65 million pounds of salmon per year as compared to the early 1950s. This would represent a decline of one third; and last year's production was merely of the order of half of the early 1950s—95 million pounds compared to 180 million pounds.

In our brief, which we did present, we indicated that some expenditure of the order of about \$10 million per year, in our opinion, would be necessary to arrest the decline and begin the rebuilding of the salmon industry, and this should be devoted primarily to what we normally refer to as fish culture.

Examination of expenditures would indicate that the present expenditures for fish culture—that is, salmon culture—in the Pacific run around \$2 million per year. We are not forgetting that the department has, under way, or in the process of being started, a number of fish culture efforts—the ones referred to by the Minister when he spoke before the committee—and perhaps some others which are on the drawing board, but the impact is such that all the environmental conditions, mining developments and everything that man does in the stream to improve the conditions on the present scale will not now meet the situation. They will not change this from a decline into a rapid increase back to the potential, or nearly the potential, that the British Columbia rivers, streams and lakes can support.

Fourthly—and we can agree here with the Minister's remarks where he indicated this—we must keep pace with modern progress in the development of markets for fish and fish products, as well as dealing with the competition which exists right on the fishing grounds. This is a development which has brought big, modern fishing vessels and processing ships not only to the Pacific but to the Atlantic as well, right off the coast of Canada.

The Japanese and the Soviet fleets operating in the Bering Sea, the Gulf of Alaska, off the coast of British Columbia and down towards California have been harvesting, or have harvested, something in the order of about 2.4 billion pounds of groundfish in a single year. I do not know exactly at this moment any fisheries administrative personnel, or scientists, who can tell us exactly what the harvest is. We do know that it is increasing; and when reference is made to 40 million pounds' production last year of groundfish in British Columbia I think it is in order that everyone should keep in mind that 2.4 billion pounds is being harvested by fleets which, you might say, were not even around, or in operation, perhaps 15 years ago, or even as late as 10 years ago, and which, of course, are increasing. We feel that if Canada is to keep pace and is to meet the competition, then the program of development must include the most modern, up-to-date fishing vessels, transport vessels and processing ships as well as the development of processing plants in a rounded out way. We do not feel that this can be overemphasized.

● (9.57 a.m.)

I certainly cannot find the words to indicate what we consider to be the potential on the one side if we do this or what we consider to be the danger if we fail to take the opportunity that presents itself now.

We feel there is a great variety of ground fish and other species available out there in which we could be sharing. We do not see on the horizon as a result of private investment by companies, or the ability of the fishermen themselves, any such development on the scale and of the order that must be undertaken.

It is true that there is under construction and will be in operation fairly soon one major freezing fresh-fish plant, and this is of course welcomed by the fishermen and by the economy out in British Columbia. But when one thinks of what is happening out there in terms of all the other modern facilities, it is really only a drop in the bucket.

We also want to mention here that there is one species of fish, the grey fish shark, with which the Department of Fisheries has experimented in many ways. At one time we had a bounty on them; they paid so much for the proof that the fishermen were simply destroying them. This was applied to the livers of the fish. Very recently we learned that in Norway, for example, there is development in the use of this fish for food. They sell the main part of the carcass in England, and the so-called belly flaps are sold in West Germany where they are considered to be a luxury in a smoked condition. This has resulted in a tremendous increase in the catch, to the point where the Norwegian authorities have now placed maximum limits on the tonnage of dogfish to be landed per year as well as a minimum limit on the size of dogfish that can be used; I think it is in the order of about 50,000 tons, and some 30 inches in minimum size. This has been done in order that this resource is not destroyed.

We in British Columbia are plagued by this resource in a different sense. We consider that we have been plagued with it in as much as they tear and rip our nets and they eat a lot of fish which we think they should not eat, fish which we think we could harvest. They have been generally considered as a nuisance, and we have been wanting to have them destroyed as a nuisance. Yet here is a resource in regard to which, given the proper approach and development, we would probably find the Department would have to step in eventually if we did this and place restrictions on the number of dogfish that can be taken per season.

There was an interesting development this past winter with an experiment on a subsidized basis to see whether we could produce these fish on our Pacific coast and ship them as products to Western Germany and England. It has been proven that it can be done, but at the moment it still has to be subsidized mainly because of high freight costs and factors of this kind. Nevertheless, we feel that if there is to be a development it may mean that more money has to be spent in order to get it under way. We consider that eventually as a result of the initial assistance it should be possible for that phase of the industry to become self-supporting; and it would, of course, be a tremendous asset to the fishermen through the winter months in the off seasons when they cannot fish salmon or when they are closed down at the end of the halibut season, and so forth.

I want to speak to a bill which is not before the committee and I am told the only way in which I can do this is to refer to it as a development program. We welcome the consolidation of the idea that there must be a development program, but we feel quite strongly it should not be limited specifically to cold storage facilities. It should be broadened out to include every type of fish processing plant. There may be need for assistance, for example, in starting a new plant which would involve a combination of cold storage facilities, cannery facilities, reduction facilities, pickling, smoking and so forth. It may be that some initiative should be shown in developing plants that are not even concerned with the matter of cold storage because they have either public or other private cold storage facilities near at hand. We do not think this should be limited. This should be broadened.

We also feel this should be broadened from the present concept of assistance to developing vessels so that it includes transport and processing ships. We cannot see any reason why there should be any such limitations in a bill or in a program which is designed to expand and to keep us up to date, to modernize us, to make us able to meet the competition. Further, we feel that while the intent of federal-provincial co-operation and joint development programs to that end is good, it should not always have to await provincial action. That is to say, it should not have to await an agreement between the particular province—in this case I am speaking about British Columbia, but it could apply anywhere else—and the federal government. If there are individuals or if there are groups of individuals who have formed companies or co-operatives or other groups that are interested in some new development, and if it seems that it is logical that we should go into this in order to expand our fishing economy, then the legislation itself should give the federal government permission to move right into a direct agreement with such persons, co-ops and private companies, whether they be large or small. Sometimes the province may be very slow in getting around to the point of action. We consider this is one of the drawbacks we have been facing out in British Columbia.

I would like to mention, Mr. Chairman, that I can leave with you some resolutions. I think some members of the committee already have copies of these resolutions which indicate that there is now at least an awareness that more will have to be done by the Province of British Columbia, but we should not have to await that action.

We also feel that an advisory group as indicated in the program is a very good thing, but we feel it should not be left simply to discretion as to whether it is going to be set up in the first place or, in the second place, whether it will include all the people in the industry who may be interested. We think the fishermen, the shore plant workers, people in the industry, and of course the necessary personnel from government departments and so on, should be there in an advisory capacity discussing these programs right from the word go. We may have our differences, but we do find on many occasions that there is generally broad agreement through the industry. For example, on the matter of dogfish, I do not think there has been an organization in the province of British Columbia which has not come out and said that we should have a dogfish program, though there may be differences about how we should approach a project. We think the best possible advice that can be obtained from within the industry itself should be looked at before the government makes its decision.

We are concerned, for example, with the kind of development that took place on the east coast with the construction of a modern up-to-date tuna seiner, the "Golden Scarab". After her maiden voyage we were shocked to find there were no Canadians on board. The vessel was being manned by Americans, Puerto Ricans and so forth. This is not in the interests of fisheries development as far as Canada is concerned. There are many reasons, into which I will not go at the moment, which lead to that situation. If it is to be a development, it should be in the full Canadian interest, which includes the fishermen and shore plant workers. Not only that, but the production of that vessel was not coming into Canadian ports to be processed; it was being processed elsewhere.

We are concerned about such things as the loss of existing plants which have formed the basis of an economy. For example, the Nasset cannery is the only fish processing plant left on the Queen Charlotte Islands, and there were several before. We think this must be looked at as a part of the development. We do not want to see development that simply ignores the needs of certain communities. We must take this into account and every effort must be made to see this employment continues.

Each development will have some other side effects, and they should be considered. We think there should be action by the government now to make sure that that particular plant continues to operate in this coming season. We think what will happen if action is not taken is that the government will end up by spending more money in welfare and assistance to those people than they would spend in actually keeping a plant in operation. Of course the loss of human dignity and other things of that kind could be expanded upon.

At this point I would like, Mr. Chairman, to pass around for the benefit of the committee members copies of the resolution which was adopted, as we understood it, by the legislative committee in British Columbia and then introduced into the House and accepted there. I do this for one reason. It appears from the reading of the resolution—and incidentally we made several submissions to the legislative committee in British Columbia—that it is lacking in clarity as to the jurisdiction, responsibility and extent to which they as a province can assist in fisheries development and fishery culture work, and a number of other things, and even whether they should have a minister of fisheries for the province. We do not agree that there should be any "unclarity". We think the example set in the Maritimes is there to be seen and that British Columbia should be following it. In any event, it would be helpful in our opinion if there were an official statement of some kind from the federal government which would make it perfectly clear that the province is not only welcome but that it is anxiously awaited and needed in the kind of development we are talking about in British Columbia.

We are concerned that there is not at the moment a training school for fishermen. We have noted references to them in the remarks passed here in committee. There should be a proper training school which would educate fishermen in the most modern developments. We note no mention of specific British Columbia-federal programs of the kind that are envisaged in the present consolidation in the bill, and we think there is a much greater need here.

Finally, we do feel that some of the other points raised in our previous submission—for example, the matter of an all-inclusive treaty—must be pursued,

because without such a treaty all other efforts that may be made in rehabilitation of the salmon resource and other forms of protection will come to nothing. As we have said so many times, we think action by Canada to set up the proper lines of the twelve-mile limit must also be undertaken.

I have covered the main points of my submission, Mr. Chairman. I have brought copies of documents, resolutions and so on, which I would like to leave with the members of the committee. These are simply for background information. I am not going to speak to them this morning but I would try to answer questions on any of the subjects I have touched upon or on other matters that may be of interest to the committee.

The CHAIRMAN: Mr. Chatterton.

Mr. CHATTERTON: Mr. Stevens, you said this treaty should be all-inclusive. We have been told that Russia is not interested in partaking in the negotiation of the treaty. Have you any evidence to indicate that Russia is interested?

Mr. STEVENS: Yes, we sent a delegation over to the Soviet Union last fall specifically to see if they were interested. There were five delegates, and I was one of them. We toured across the country from their capital city to the Pacific area and to the island of Sakhalin, and back. Everywhere, we found not only interest but quite keen interest, and particularly when we got to the Pacific area, where they are also affected by some of the problems that face us. If there is any restriction it would be on the basis that they consider they have not been invited to participate.

Mr. CHATTERTON: Do you think Russia would be interested in the abstention principle?

Mr. STEVENS: I do not think Russia will accept the abstention principle that was contained in the old fisheries treaty. Japan was a member of the treaty and is now negotiating to try to get that principle taken out. It is very strongly indicated that there will be no such principle in the new tripartite treaty. Not only Russia but many other nations object to the concept of abstention as being a barrier to new development by countries that have not already had a certain type of development. They objected to that on principle and would never go along with it. In fact, the abstention principle was something relatively recent in the sense of fishery agreements, and one does not have to have an abstention principle to have a fisheries treaty. For example, there is the treaty of the Atlantic, the fur seal treaty, and a number of others in which the abstention principle is not enunciated. This is part of the good conservation that is going to be necessary in an over-all fisheries treaty, and the Soviet Union, as are other nations, is telling its scientists that they cannot overdo this sort of thing; and they are finally going to have to work with other countries in conservation. They did indicate that they felt any such treaty would have to be based on the principle of a thorough consideration of research with a very frank exchange of information pertaining to the fishery itself.

Mr. BASFORD: What is the treaty without the abstention principle?

Mr. STEVENS: The abstention principle deals with certain conditions under which a nation will totally abstain. That is what we call the abstention principle. There are many good things that can be written into a treaty—including limits and quotas, how much fish a particular nation might catch, areas

in which they should not fish in the interests of good conservation, and so forth—that do not specifically come within the stated three conditions, so to speak, of the so-called abstention principle which, in any event, as I said before, is no longer going to be in existence.

● (10.14 a.m.)

Mr. PATTERSON: Mr. Chairman, I have a supplementary question. In past years the United Fishermen and Allied Workers Union has been very insistent that the abstention principle be maintained in any negotiations or treaties drawn up. May I put this question. Are you retreating from that position now in view of conditions which may have arisen since?

Mr. STEVENS: I think, if you examined every brief, every submission and every letter that we have written you will find that we never did come out and say that the abstention principle as laid down in that treaty was the answer. What we did say was that there should be complete and total cessation of high seas salmon fishing with mother ship fleets and that this could be pursued along the lines of prior ownership by the nations which produce the salmon; in other words, there should not be a piracy form of harvesting on the high seas.

With regard to the halibut resources, because of very bad depletion of this species by overfishing, there was joint development of this fishery by Canada and the United States. We felt we should have some priority rights and that the Japanese and Russians should recognize the work that was being done, the expenditure of funds that were taking place, the restrictions and so forth, and give us special consideration.

In respect of the groundfish fishery, we said we wanted to enter into an agreement which would allow those nations to harvest but that they should give Canada a share of it and, also apply good conservation principles to the resource so it would be there at its maximum potential for all generations to come. These are the sort of things we were requesting. We were against the treaty as drafted. In fact, we held up our signatory in the first place, thereby delaying it considerably. We criticized that treaty as being a sell-out of our heritage from the day it was signed.

Mr. BARNETT: Mr. Chairman, the last answer given by Mr. Stevens more or less covered the point I wanted to raise with him as to the distinction between the abstention principle and the carrying on of the Pacific salmon fisheries.

Mr. STEVENS: I would like to add something at this point, if I may.

Mr. BARNETT: If this line of questioning of Mr. Stevens has been completed I might raise another question with him at this time.

Mr. STEVENS: If I might complete one thought in regard to this high seas treaty, I would like to do so. You see, the abstention principle, as applied there, did not stop Japan from harvesting North American salmon anyway because the salmon did not recognize the line that was drawn; and we were against the concept that even if the salmon had abided by the line, that we should enter into such an agreement with Japan to allow them to search for someone else's salmon, because the reverse can be applied. If China came into the picture she could say that she was not asked to join in this agreement and instead of fishing on the eastern side, where Japan is harvesting their fish, China could go over to

the western side. You have there the principal difference; they could fish anywhere in the Pacific for someone else's salmon.

The CHAIRMAN: Mr. Barnett, did you have a further question?

Mr. BARNETT: I would like to hear your assessment of the value of our groundfish fisheries or, indeed, any other aspect of our fisheries contained in the bill passed in the last Parliament, which was an act regarding the establishment of base lines which would make this part of our territorial waters. In this regard I am confining my question to the west coast, with which we members in the west are familiar, Hecate Strait, Queen Charlotte Sound and the Dixon Entrance. Mr. Stevens' early remarks indicated limitations, as we have them at the moment. I am thinking of our traditionally main fisheries and the possibilities that lie in the development of our groundfish fisheries. I have heard it suggested that these lines would have some bearing on ensuring us a basic source of supply. Have you any comment on this aspect?

The CHAIRMAN: Mr. Barnett, I am just wondering whether or not we are beginning to get pretty far afield from the consideration of the estimates. I think your question lies more in the field of international treaties. I do not want to hamstring the committee on any point it may wish to discuss but I am wondering whether we should not stay within our agenda. I know the topic that has been raised is one that could be expanded a great deal because it is a very intricate one but I hesitate to allow that topic to be discussed further in this committee this morning. I would invite you, Mr. Barnett, to return to the subject matter that we have before us.

Mr. CHATTERTON: With deference, Mr. Chairman, I think this is a matter of great importance and significance for the fishing industry on both coasts.

The CHAIRMAN: I agree.

Mr. CHATTERTON: And, I think Mr. Stevens should be allowed to at least make a complete comment with regard to the position of their union on this.

The CHAIRMAN: Very good.

Mr. STEVENS: If the base lines were drawn from headland to headland, as was indicated eventually would be done—and, we thought it would have been done by now—it would have prevented, for example, the Russian fleet from entering Queen Charlotte Sound, as it did over the past winter, and moving right into an area where the Canadian trawler fleet has just begun some expansion. Although our fleet has been fishing there for many years the potential is much greater than had been used up to that point. On the contrary, of course, if the Russians or the Japanese are allowed to continue in these waters we could find that the resource which we are now harvesting would be depleted rapidly to the point where it would no longer be economic for our fishermen to operate there. If this line was drawn so that it included the whole of the Dixon Entrance, Hecate Strait, Queen Charlotte Sound and, of course, down along the west coast, it would provide quite a wide belt of a fishery and a resource, which would be very important to our future economy. This does not give us entire protection because the modern ships can fish outside that limit. However, our continental shelf does drop off very rapidly outside the 12-mile limit. In fact, the limit, as we think it should be drawn, in many cases is beyond

the continental shelf, particularly in the northern part of British Columbia. But, as I say, it does extend beyond it in some other portions, particularly toward the southern part of the island. There is a need for an over-all conservation agreement if we foresee the possibility of Canadian fisheries developing in the Gulf of Alaska and up into the Bering Sea. The other agreement I mentioned is also of interest, but the 12-mile limit, if drawn, would give us something. The way it is now it does not help us at all.

Mr. BARNETT: Without entering into a broad general discussion I was wondering whether Mr. Stevens has any information as to what proportion of our current groundfish catch, which he claimed to be of the order of 40 million pounds, comes from within the waters I raised in my initial question?

Mr. STEVENS: I cannot give you a specific percentage but I would say a very large proportion and perhaps almost all of the increase has come from within that area around Queen Charlotte Sound. I would like to qualify something else. The present 12-mile limit does not give us any added protection. It does give us some but it is small by comparison to what it would be if we had the base lines.

Mr. BASFORD: Mr. Chairman, I would like to refer to Mr. Stevens' statement on the development of our fisheries resources, the need for new ships and that sort of thing. Reference was made to fish canneries, processing operations and so on. In your view, do you see this as the role of the department or of government?

Mr. STEVENS: Well, I find it difficult as a representative of citizens to try to distinguish between a particular department and a government. For example, as a taxpayer, I do not know whether I agree with the dollar being split the way it is now, from my observations in the local newspapers.

Government development may include the Fisheries Department; it may include the Department of Agriculture and it may include the Department of Forestry. We are looking to this department, which is responsible for fisheries, with assistance from any other departments necessary; and, of course, we think there has to be a greater investment—that is, public investment—which will be returned many times in the sense of expansion of the economy. I do not know whether or not I have answered your question.

Mr. BASFORD: No, you did not.

Mr. STEVENS: What is your question?

Mr. BASFORD: Well, you keep telling us that we need the best possible ships, processing facilities and so on. What do you see as the role of government in acquiring this end?

Mr. STEVENS: Oh, I understand.

Mr. BASFORD: Do you think we should have a nationalized industry? How do you think we should go about this?

Mr. STEVENS: We have not proposed a nationalized industry; what we are proposing is the joint development of public investment, private investment and co-operative investment and, perhaps, individual investment. I will give you an example of the sort of thing we have seen, which we think can lead to greater development.

We sent a delegation on one occasion over to the city of Bergen. There we noted that they had one of the most modern up to date fish processing plants in the world, with all the necessary facilities. This plant was operated jointly by the Government of Norway, the city of Bergen and private companies and co-operatives in that area. Because they were all making use of it this enabled them to expand into many fields they had not been operating in before. So, if this sort of thing was applied to the Pacific coast, the eastern coast or the prairie provinces perhaps should be a combination sort of thing. Sometime in the future it may be that some will say: "Let us nationalize the whole thing"; or, perhaps it might be decided to keep it at that level for a very very long time.

Mr. CHATTERTON: What are the present limiting factors to the development of our groundfish industries?

Mr. STEVENS: Well, one of them, in the past, has been marketing, but that seems to be improving with the growing shortage of certain species of fish—or, at least, the products of that fishery. I am not saying it is eliminated. I think a lot of attention would have to be given to marketing as well. The other limitations include such things as the ability of our present fleet to go far afield as well as to fish in our near water areas for the species of groundfish we have in mind. You see, to have a fully effective fishery you should be able to operate in all waters and at great distances as well as close to home. This is what is happening to nations like the Soviet Union and Japan.

Mr. CHATTERTON: Why are not more people making use of the 50 per cent subsidy with regard to trawlers?

Mr. STEVENS: Well, this is suitable in terms of developing, say, a modern fleet. It is being used to a certain extent at the present time, but it also means there has to be quite a large private capital investment, some of which is not available to the individual. If the big companies want to, they can finance a further portion, but if they decide not to then they just do not. Individual fishermen simply cannot go into that. Up to the present time it has been used on the Pacific coast for the expansion of the already existing fleets.

● (10.30 a.m.)

These vessels here have been built under this and other subsidy programs, which have gone back into the salmon, halibut and herring resources where we are already heavily overcrowded; and the kind of vessels we are using in our manufacture would be, largely, an entirely different class of vessel, running into, we will say, a 3,000 ton catching-processing combination vessel as compared to, perhaps, the 200 or 300 ton vessel which is presently being built.

There are many other factors, such as the organization of it so that they would be working in one sort of harmonious group with direction from a sort of organized, agreed-upon central agency. This happens in the major fleets, and this is one of the real achievements.

Mr. BASFORD: I might agree that that might be desirable, but it seems to me that our fishermen are a pretty independent lot. They want to go on their own boats and fish off their own boats. How do you, then, combine them into a co-operative fleet?

Mr. STEVENS: Well, one of the most striking examples of the ability of the individual fisherman in British Columbia—with regard to this characteristic that you mention—has been his ability to adjust to the needs of the growing fleets of the fishermen themselves. One example is in the complete planning that now exists, and one of the most advanced methods that has been found of harvesting herring in our own waters is on an organized basis, with a dispatcher sitting in the company office, talking to a fleet commander, or to the captains of the individual vessels, working through the fleet commander and harvesting the herring catch; whereby the fish transport vessels and so on are being directed in their movements in general. You do not tell them, "Set here," or "Set there," so far as setting their nets is concerned, but you do give an indication of where you want the exploratory fishing to be conducted, as well as achieving the result that they are ready to move, and where the fish is going to be transported to in order to get the best possible results from the equipment.

Mr. CHATERTON: Until now the processing of the groundfish was the limiting factor. Would this plan solve this problem?

Mr. STEVENS: We would like to say that it will assist; but it will not solve it. Just taken by itself it will not have the capacity for the developments we are thinking of, in the first place, and there will be other limitations, in the matter of whether our fishing vessels will cover the whole area up to Bering Sea and back again. We think there will have to be other processing plants and other processing equipment that will have to be installed.

The CHAIRMAN: We have been questioning Mr. Stevens for the better part of an hour now, and we want to be in a position to make progress by standing Item No. 1 and continuing with the discussion of other votes under the Fisheries Department estimates.

I do not want to cut this examination off abruptly, but I hope we are just about at the point where we can terminate our questioning.

Mr. CHATERTON: It has been proposed to expand the net fishing some 75 miles southward from the Dixon Entrance. What is your reaction to that proposal?

Mr. STEVENS: A net fishing extension?

Mr. CHATERTON: Yes.

Mr. STEVENS: For which species?

Mr. CHATERTON: For salmon; it was made by Nelson Brothers.

Mr. STEVENS: I am afraid I have not heard of it. But the only extension that we think might be, or should be, undertaken is in the negotiations with the United States, which are going forward, and we feel we should be prepared to move decisively there so to enable us to intercept not only our own fish but some of the Alaska fish, until they come to their senses. But I hope it will not be necessary.

Mr. BASFORD: I would like—

The CHAIRMAN: Can we make this the last question, Mr. Basford?

Mr. BASFORD: I would like to go back to what I was asking before, about the development of this co-operative fishing operation.

At the present time the catch of one vessel is owned by that vessel and divided amongst the crew and the owner. If you are going to develop this type of fishing fleet it is obvious that you are going to have to do away with this system and divide the return from the catch amongst all the vessels participating.

Mr. STEVENS: This is, perhaps, incorrect in two things. First of all, while it has not been entirely documented, in the main, the real ownership of the present fishing fleet is not in the hands of private, individual fishermen; it is, in the main, in the hands of the fishing companies who own a great deal of the fleet, and perhaps through the government assistance programs that have been developed up to this point, and in the hands of banks and mortgage companies, to some extent, but to a much lesser extent. So that whether the sharing arrangement is to be done entirely through a pool is also questionable.

We did have a pooling system on herring in which, we will say, twenty vessels would combine and every man in this fleet, from the time the fleet was operating, shared equally the total harvest of herring.

That no longer exists in British Columbia, but there are still three and four-boat pools that have been formed, and perhaps in some cases they are larger.

It is also possible to make adjustments so that the endeavour of the individual does bring something more, if he is successful than just what he would normally get as part of a pooled endeavour. You can have a pool established, particularly if the vessel is doing exploratory work, but you can also credit the individual vessel with the result of greater effort, or greater skill, for what might be considered as initiative.

Mr. BASFORD: Are your members prepared to enter into these co-operative fishing operations?

Mr. STEVENS: Our members have entered into them in the past, and I am quite sure they would be quite ready and willing to enter into whatever was necessary in terms of this sort of thing to make the operations successful, because it would be in their best interest to do so.

Mr. BASFORD: I see that I am getting glares from the Chairman, so I will stop now!

Mr. STEVENS: I want to thank the committee very much for having given me the opportunity to be here. I have another engagement over in the East Block, if I might be excused.

The CHAIRMAN: We would like, I am sure, to thank Mr. Stevens for being here and for giving us his time this morning.

Mr. STEVENS: Thank you very much.

The CHAIRMAN: Gentlemen, in accordance with arrangements which we approved this morning, I would hope that we would now be in a position to stand Item No. 1, leaving it open for the next meeting, and to continue now to the consideration of Vote No. 5 which appears at page 144 of the estimates of the Fisheries Department.

This is a long item, covering operations and maintenance, including Canada's share of the expense of the International Commission, detailed in the estimates, and of the cost of programs and projects shared jointly with the provinces and the industry.

● (10.40 a.m.)

Mr. BARNETT: Before Item 1 is stood over, in accordance with the recommendations that the committee adopted earlier on the matter of questions—and perhaps having been in the steering committee meeting I may have had some advantage on this point—I have prepared certain written questions. Inasmuch as I think they are of a rather technical nature in some respects, and because this may be our last meeting before the Easter recess, I wonder if I may follow that procedure and turn in the questions to you now so they might be given consideration.

The CHAIRMAN: Yes, Mr. Barnett; I will accept those questions now, the understanding being that they will be given to the Department to study, and at our next meeting or at the appropriate time in the estimates they will be brought forward for inclusion in the record of that day and for reply. Is that agreeable?

Mr. BARNETT: Yes.

May I be allowed to make a very brief comment about the questions?

Mr. CROUSE: Mr. Chairman, it was my understanding on the steering committee that questions submitted were to be read by the Chairman at the time of their submission so we would all know what had been asked and thus eliminate the possibility of any member of the committee duplicating questions.

Mr. BARNETT: I believe this was the understanding.

The CHAIRMAN: These questions are relatively lengthy. Would members agree to the suggestion that photo copies be made of these questions for immediate distribution to the members? This might serve the same purpose.

Mr. BOWER: I would agree to that suggestion, Mr. Chairman.

The CHAIRMAN: Is this agreed as a method of procedure? We will have photo copies made immediately and they will be put in the mail this day to all members of the committee.

Agreed.

Mr. BARNETT: I listed these roughly in a form that might be developed for an order paper question. They deal with two fields; they deal with the matter of pollution of fishery waters and with the matter of the artificial salmon spawning channel program.

The point I wanted to make was that by submitting them to the committee in this way, rather than by putting them formally on the order paper, an opportunity would be given for some formal or informal discussion with those members of the Department concerned about the way in which the questions are posed and developed. These are fields that are technical; and perhaps the questions are difficult for a layman to formulate in a manner that may enable

the Department to supply the information that is being requested, so they may not exactly cover the point. It does seem to me that if this technique can be used in the committee we might be able to more easily obtain the information that is available. This process might be a little more flexible than the one which is provided for formally putting this kind of question on the order paper.

The reason for my saying this is that I want to make it clear that with these questions going into the Department I for one would welcome any discussion or suggestions from the Department on any particular points for clarification of my questioning. This of course is related to the answers that the Department might bring forward later on.

The CHAIRMAN: Let me say, Mr. Barnett and members of the committee, that we are feeling our way in this procedure of written questions and replies from the Department. The questions will now be studied and made available to the Department, and I may have to consult with the steering committee between now and the time of our next meeting in regard to our approach to this program, but let me assure you that we will pursue it and see if we can make the most of it.

Mr. MACLEAN (*Queens*): May I ask one brief question before Item 1 is stood?

While it is agreed that Item 1 is normally the vehicle under which one hears witnesses and so forth, there is also the detail of the expenditures that appear in Item 1, and I would like to know when it is proposed that the committee might be able to pursue the definite points that appear under Item 1 as to changes in various expenditures and this sort of thing, as detailed on page 141.

The CHAIRMAN: Mr. MacLean, the Chair is at the disposal of the committee. If it is the wish of the committee to proceed to the consideration of votes under Item 1 I would be quite prepared to proceed along those lines rather than move first to Item 5. We have a number of men from the Department here this morning.

What is the feeling of the committee? Is it agreeable to the committee that we proceed to the items under No. 1?

Agreed.

Mr. MACLEAN (*Queens*): It is quite brief, and we might be able to clear it up before our time expires this morning.

The CHAIRMAN: On Vote No. 1.

Department of Fisheries

1. Departmental Administration, including grants and contributions as detailed in the Estimates, \$1,552,000.

Shall Vote No. 1 carry?

Mr. MACLEAN (*Queens*): In the details on page 141 there are listed the approximate values of major services not included in these estimates. They are services provided by other departments. I would like to ask what is the

explanation of the increase in the value of the accommodation in the Department's own buildings from \$718,000 to \$938,000. Is it that there is more space available or is it that the value of the space has increased?

The CHAIRMAN: I will call on Mr. Ozere, the Assistant Deputy Minister.

Mr. S. V. OZERE (*Assistant Deputy Minister, Department of Fisheries*): I think, Mr. Chairman, probably Mr. Lamb would be a more appropriate person to deal with this.

Mr. J. J. LAMB (*Director, Administration Service, Department of Fisheries*): Mr. Chairman, we really have no comparison for that. One reason is that buildings constructed in recent years have averaged at \$36 per square foot. As I said before, we have no comparison of just how the increase is made or what buildings are involved. We can procure that information for the committee.

Mr. MACLEAN (*Queens*): I do not think it is necessary to pursue that. I would be satisfied if I could be told whether this increase is due to additional or higher costs of departmental headquarters' accommodation or whether it is throughout the country in the Department's offices and accommodation generally.

Mr. LAMB: It would be the accommodation outside Ottawa. Our Ottawa accommodation is included in the figure shown as the space provided by the Department of Public Works. The outside buildings would be those provided for fisheries research, for our inspection station at Halifax for instance, and so on.

Mr. MACLEAN (*Queens*): That answers my question.

Mr. CHATTERTON: I have two questions, Mr. Chairman, and one is in respect of the contributions to the Canada Pension Plan. The figure shown is \$181,300. Is that the government's contribution?

My second question is in connection with accommodation provided by the Department of Public Works. Does that include wharves administered by Public Works?

Mr. LAMB: No.

The CHAIRMAN: What is the answer to Mr. Chatterton's first question?

Mr. LAMB: It is the government's contribution only.

The CHAIRMAN: And on the question of accommodation provided by Public Works what is your answer?

Mr. LAMB: It would be only office accommodation and laboratory accommodation and that sort of thing, not wharves.

The CHAIRMAN: Mr. Keays.

Mr. KEAYS: I would like to go back to the question asked by Mr. MacLean when the statement was made that the price of rental was roughly \$36 per square foot on an annual basis.

Mr. LAMB: That is not the price of rental; that is the price of construction.

• (10.50 a.m.)

Mr. KEAYS: How does this vary across the country?

Mr. LAMB: This is an average figure.

Mr. KEAYS: You have not the low and the high?

Mr. LAMB: No.

Mr. BARNETT: Mr. Chairman, I was wondering if we could have some explanation of the relatively small amount of \$10,000 which I notice continues to be the same. This amount is for grants to Canadian universities for research in social sciences. Could I be informed what the department is undertaking with these grants. I am referring to the details at page 143 of our estimates book.

Mr. I. S. McARTHUR (*Director General of Economic Services, Department of Fisheries*): Grants have been made to the Universities of British Columbia, Dalhousie and Memorial for special research projects in fisheries economics.

The University of British Columbia has a scholarship fund for all graduate students to help them in the preparation of their thesis based on economics and fisheries resources. Dalhousie University is assigning a graduate student to special economic studies in the Maritimes area, and the grant to Memorial University is financial assistance toward their recently established institute of social and economic research. This is something that we have just begun to get into. Also, perhaps I should say that I have just assumed this responsibility within the last couple of months so I am not too familiar with this particular field of activity. But, what we are attempting to do is interest universities in fishery economics and to get research projects going in order to develop an interest on the part of not only university professors but, particularly, students. I might say we have great difficulty in staffing our economic service and, among other things, we look on this as a valuable contribution toward developing an interest on the part of universities and their students in our work. We hope that it will help us over the long run to recruit. Then, there is the value of the work they carry out on these special projects.

Mr. CHATTERTON: Is this the total sum provided by the Department of Fisheries to universities for research in fisheries?

Mr. McARTHUR: No. This is just in the economics field.

Mr. CHATTERTON: Then, there are others?

Mr. McARTHUR: Yes. Grants appear elsewhere in the estimates and, of course, the Fisheries Research Board also works with the universities.

Mr. CROUSE: Mr. Chairman, while we are on this point I would like to ask the specialists of the Department of Fisheries who are with us this morning if any thought has been given to asking our universities to carry out some practical research programs for the development, for example, of artificial oyster raising, artificial clam development programs and artificially raising lobsters. I mention this because these are three forms of fishery operations on the east coast that have declined in recent years. As a practical means of encouraging university students to take a more active interest in fishery programs and the development of such I wonder if the department has given any thought to this type of encouragement to our universities and to students who would be interested in such programs.

Mr. W. R. MARTIN (Assistant Chairman, Fisheries Research Board of Canada): The Fisheries Research Board is actively expanding its relationship with universities, and for the year 1966-67 is proposing a fund of \$265,000 for a university grant program. In developing this program the initiative for grant proposals is taken by the universities. We have a grants committee in the research board that reviews the various proposals. These proposals greatly exceed the amount of money for these allotments and the grant committee will select areas of research at the universities having regard to their scientific content as related to that of the board and the applicability of the research to the fishery needs of the country.

Mr. CROUSE: I have a supplementary question. Has any thought been given by the department to setting aside some isolated bay or inlet for, let us say, Dalhousie University students, for practical experimental work in the fields I have mentioned, so that this could be carried out by the students and some actual facts determined relative to the development of these three types of fisheries, namely the development of oysters, clams and lobsters by artificial breeding methods, in order that we could start farming the seas, so to speak, and put back something that we have been taking away for a long time. In my view, we cannot continue to constantly remove from the sea something that we have been taking without any thought of the future in recent years without making some effort to put it back.

Mr. MARTIN: Mr. Chairman, the Fisheries Research Board is making all of its facilities across the country available to universities, and this includes use of our laboratories, research vessels, and our field establishments, wherever they may be. In the Newfoundland area, for example, the development of a new laboratory at Logy Bay is expected to be a co-operative venture, with the National Research Council investing money in this project. The province of Newfoundland, the university and the Fisheries Research Board will be co-operating in a joint venture in that area. I am not aware of any specific areas allotted to research by universities set up by the Federal Government.

Mr. CROUSE: I have one final question. Would the department not think that this would be advisable?

Mr. MARTIN: Mr. Chairman, we are very conscious of the need of supporting universities in this field. We will have an expanding program projected over the next few years and your suggestions will be examined within this special program.

The CHAIRMAN: We will have officials of the Fisheries Research Board here when we are examining vote number 20. So, we could proceed with this discussion at our next meeting, if that meets the wishes of all members present. I would suggest that we leave vote number 1, without carrying the individual items, because we may want to return to it. The meeting will adjourn to the call of the Chair, which will be after Easter.

Mr. CARTER: Before we do that Mr. Chairman, could I ask a question on procedure.

What arrangements are being made with regard to organizations who might wish to appear before this committee. I am thinking of fisheries organizations and others. Are we going to invite certain ones to come?

The CHAIRMAN: No. The only thing that we have done—and these suggestions were put to you by the steering committee this morning—is this. If an opportunity arises to hear someone in the industry who wants to be heard and if the committee is agreeable to have them, then we should hear them. I am not proposing that we get involved in the formal calling of witnesses to this committee; this would be merely incidental to the process of educating ourselves on the subject matter of the estimates.

Mr. CARTER: Mr. Chairman, I had the Newfoundland Federation of Fishermen in mind, and in all probability they would not know that this committee is sitting at the present time. How do we go about hearing such organizations?

The CHAIRMAN: Well, you may advise them, if you wish. If they can find a way of getting here other than by government expense we, as a committee, would be happy to see them. I am not saying this on behalf of the committee but I certainly would think that the committee would entertain such a suggestion.

Mr. CARTER: I do not know where you got the idea that they would request government assistance to come. I did not suggest that they would require government assistance. I think they are quite able to get here on their own, if it is their desire to come.

The Chairman: No. The only thing that we have done—and these suggestions were put to you by the steering committee this morning—is this. If an opportunity arises to hear someone in the industry who wants to be heard and if the committee is agreeable to have them, then we should hear them. I am not proposing that we get involved in the formal calling of witnesses to this committee; this would be merely incidental to the process of educating ourselves on the subject matter of the estimates.

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HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE

ON

FISHERIES

STANDING COMMITTEE ON FISHERIES

Chairman: Mr. Grant Deachman

Vice-Chairman: Mr. G. Blouin

and Messrs.

Barnett,	Chatterton,	McQuaid,
Basford,	Crossman,	McWilliam,
Béchar, J.	Crouse,	Nowlan,
Bower,	Granger,	O'Keefe,
Cameron (Nanaimo- Cowichan-The Islands),	Keays,	Patterson,
Carter,	LeBlanc (Rimouski),	Stefanson,
Cashin,	MacLean (Queens),	Tucker—(24).
	McLean (Charlotte),	

J. H. Bennett,
Clerk of the Committee.

Main Estimates (1966-67) of the
Department of Fisheries

WITNESSES:

From the Department of Fisheries: Dr. A. W. H. Needler, Deputy
Minister; Mr. S. V. Ozer, Assistant Deputy Minister (International);
Mr. I. S. McArthur, Director General, Economic Service and Mr. J. J.
Lamb, Director of Administration.

ROGER DURANDEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

MINUTES OF PROCEEDINGS

TUESDAY, April 19, 1966.

(5)

The Standing Committee on Fisheries met this day at 11:22 a.m., the Chairman, Mr. Deachman presiding.

Members present; Messrs. Barnett, Béchard, Bower, Blouin, Chatterton, Crouse, Deachman, Granger, Keays, LeBlanc (*Rimouski*), MacLean (*Queens*), McQuaid, Nowlan, Patterson—(14).

In attendance; From the Department of Fisheries: Dr. A. W. H. Needler, Deputy Minister; Mr. S. V. Ozere, Assistant Deputy Minister (*International*); Mr. I. S. McArthur, Director General, Economic Service; Mr. L. S. Bradbury, Director, Industrial Development Service; Mr. J. J. Lamb, Director of Administration; Dr. F. R. Hayes, Chairman, Fisheries Research Board of Canada; Mr. J. A. Rogers, Director of Administration, Fisheries Research Board of Canada and Mr. J. G. Hutchison, Chief of the Protection Branch.

The Chairman read a letter from the Fisheries Council of Canada, respecting its proposed appearance before the Committee on May 3.

On motion of Mr. Barnett, seconded by Mr. Chatterton,

Resolved,—That a representative of the Fisheries Council of Canada be heard.

The Chairman called Item 1—Departmental Administration—Main Estimates—Fisheries, and questioning of the Departmental Officials resumed.

Item 1 being allowed to stand, the Chairman called Item 5, Operation and Maintenance (Fisheries Management and Development), and questioning continued.

Answers to Mr. Barnett's written question (*see Appendix "A" to Committee's Minutes of Proceedings of April 5, 1956*) being read, at 1:00 p.m. the Committee adjourned to the call of the Chair.

J. H. Bennett,
Clerk of the Committee.

EVIDENCE

TUESDAY, April 19, 1966.

The CHAIRMAN: I understand that Mr. O'Keefe will be here in a moment or two, therefore I am going to call the meeting to order now. This would bring us up to a quorum. And here is Mr. Béchar. We have now achieved our quorum.

The first item of business I have to deal with is a letter from Mr. Gordon O'Brien, the manager of the Fisheries Council of Canada, who has asked for permission to appear before the committee. Under the tentative rules which we laid down at our meeting on April 5, he would be permitted to appear before the committee and make a statement of somewhere between 15 minutes to 20 minutes or so, as was our last witness, Mr. Stevens of Vancouver. Then he would be available for questioning as the manager of the Fisheries Council of Canada; and his appearance would not consume more than one hour of the committee's time.

If this committee were to approve his appearance I might be able to schedule him to be here on May 3.

I simply want to ask the committee members now whether or not they would be agreeable to having Mr. O'Brien, the manager of the Fisheries Council of Canada, and whoever he might want to bring along with him from the Council, appear before the committee on May 3 next.

Mr. BARNETT: I would so move.

Mr. CHATTERTON: I will second that.

Motion agreed to.

The CHAIRMAN: We now come to the second item on the agenda this morning, which is to return to an examination of the estimates.

You will recall that at the last meeting we were considering the items under Vote No. 1 and we had proceeded to about page 143 of the estimates, I believe.

We have the deputy minister and members of his staff with us this morning.

I will now call for Vote No. 1 to remain standing. We are not proposing at this point to carry Vote No. 1. All we want to do is to hold Vote No. 1 open in the event that we wish to recall the Minister or to recall any witness you might wish to appear before us. We could then clear off the items under this vote and proceed to the next item.

I will call the items appearing on page 143, or any items under Vote No. 1.

Mr. BARNETT: Mr. Chairman, since this committee last met some negotiations on some important salmon questions on the west coast, between ourselves and the United States, have, I believe, been concluded for the time being, at least. Inasmuch as this involves quite an important matter in relation to our

fisheries on the west coast I was wondering whether we might have such information as is available at this point on what happened at these negotiations and where the situation stands in respect of the surf line as it is referred to on the west coast. I think that the committee might be informed on what has happened.

The CHAIRMAN: Dr. Needler?

Dr. A. W. H. NEEDLER (*Deputy Minister*): Mr. Chairman, these negotiations are still under way and I would not like to go into too much detail; but I can give an outline at the present stage.

The week before last there was a meeting here in Ottawa for three days with representatives of the United States' government on two items which are very closely related. One was a problem of mutual concern in the area between northern British Columbia and Alaska, where an investigation was carried out to discover the directions in which salmon were moving, and who was catching whose salmon, as it were. The other item was the protocol within the Fraser River which brought pink salmon under the administration of the Salmon Commission.

We had held a meeting in Washington in October at which we had some preliminary information on the situation of the two countries, and this was a second phase. Perhaps I should explain at this stage that this line should more properly be called the seaward limit for net fishing for salmon, and in order to discourage the development of high seas salmon fisheries the United States and Canada entered into a mutual agreement at a meeting in Seattle in 1957 which set lines outside of which the two countries agreed not to allow their nationals to fish for salmon; that is British Columbia, Washington, Oregon, and California. This line was set against the coast except where it crossed bays, and came to be called the surf line.

In Alaska there was an alternative agreement in 1957 before the line had been defined, and when the proposed line was announced by the United States it was discovered that it was three miles farther out than the line would have been had it been defined in the same manner as it was farther south. This was discovered in 1959 and there were some protests on the part of the Canadian government, but no action was taken.

At the more recent meeting the statement was made on behalf of the Canadian government that because of the inequity of the manner in which the lines were drawn the lines could no longer be considered to exist as agreed boundaries between our two countries. We suggested that we have a meeting in May at which these seaward fishing limits will be re-negotiated on a more equitable basis.

One of the important features of those lines is that on the west coast of Prince of Wales Island, on the outer coast, there is a fisheries which has taken a considerable quantity of salmon bound for the Skeena River.

There is a strong feeling among our fishermen and the industry that if the seaward net fishing limits had been established in Alaska in the same way as they had been farther south, then the United States' opportunity to catch

salmon bound for the Skeena River would have been considerably reduced. The investigation shows that there is some truth in this, although the establishment of the line in the same way farther south would not stop all catching by Alaska of salmon bound for British Columbia. It might reduce the inequity.

Farther south, the United States had suggested some changes in the convention area which would, in effect, increase the United States' share of the catch of pink salmon and sockeye salmon bound for the Fraser River. The statement was made on behalf of Canada that changes in the convention area, which had that effect, could not be considered, although Canada would be willing to reconsider the whole sharing arrangement in the whole convention area, having in mind that, in equity, we should have a larger share of Fraser River salmon, it being a Canadian river, and its maintenance quite a considerable cost to the Canadian economy.

Was that too long an answer? It is an important subject on the Pacific coast.

Mr. BARNETT: I have one supplementary question on the general salmon question. As I understand it some of the pink salmon have entered the Strait of Juan de Fuca, and while they are making runs bound for the Fraser some of them are bound for what I have heard referred to as the Bellingham-Puget Sound area.

I wonder if we could be given any indication of the relative importance of the runs to the Puget Sound area compared with the Fraser River runs, and any information as to how far the Americans are arguing that those are their salmon? I ask this in the light of the statement that Dr. Needler made about the effect of the American proposals being such as to take a larger share of our Fraser River salmon.

Mr. NEEDLER: Well, I would not like to go into quantities at the moment, because these are quite variable. I think it is pretty clear that the pink salmon bound for Puget Sound south of the convention area and caught mainly in the area by the United States, served by runs from the convention area, are not really as important as the Fraser River stocks in general, although in certain years they may be.

I would also like to point out that there are some Canadian stocks, bound for rivers outside the convention area, which are caught in the convention area.

Mr. BARNETT: That is the extreme north of the Fraser?

Mr. NEEDLER: Yes, All of these are subject to the equal sharing agreement; so if you remove any component from the convention area which is entirely United States fish—or almost entirely—this is removed from the sharing and it increases the United States' share of the rest of it. Of course, we feel that actually if there is any change it should be in our favour because it is a Canadian river.

The CHAIRMAN: Shall Vote No. I stand.

Mr. NOWLAN: I do not know if this is the time and place, when Dr. Needler is here, to talk about something on the east coast, and which certainly concerns the province of Nova Scotia. If this is not the time to ask then you can tell me.

This was a question which was asked of the Minister on January 18 at the time of some private conversations. The season was not open. It started on April 15. On Sunday there were over 30 seiners between the New Brunswick coast and the Annapolis Basin.

I am wondering what the department is contemplating, and when this restriction on Nova Scotia and New Brunswick is going to be removed; and also whether, in your opinion, Dr. Needler, it is necessary on biological grounds to maintain this restriction which has been in vogue for over two and one-half years?

If this is getting into an element of policy, then I will certainly direct the question to the Minister. I did not want to get into a controversial subject here. But there have been representations to the Nova Scotia ministry of fisheries and to the Minister of Fisheries. We were content to wait until April 15, but there is no sign that this policy has been changed. I would like to know if Dr. Needler has any comment on this, or should I direct my question to the Minister?

Mr. NEEDLER: I do not think it would be proper for me to answer that question at all fully. I think it would be better for the Minister to do so. The matter is undoubtedly under consideration and under discussion. Some changes are being considered, but I cannot say anything more than that.

The CHAIRMAN: Mr. Nowlan, you realize that by standing Vote No. I, we will have an opportunity of recalling the Minister, and you would be able to develop that question then.

Before calling on Mr. Chatterton, I think Mr. Bower had his hand up a moment ago.

Mr. BOWER: No.

Mr. NOWLAN: I would suggest, as a supplement, that if the Minister is recalled he could go into the biological necessity of this restriction, because I understand from talking to officials in Nova Scotia that there is a real question about the biological necessity of bringing the herring from one side to the other. But we would like to go into this matter.

Mr. NEEDLER: This is not only a matter of biology; it is a matter of economics and fishing methods; and, in general, there is no evidence of any long-term overfishing of herring anywhere—and I mean "long-term" in the sense of a number of years.

There is evidence that if you catch herring in one way in a locality you will not catch them another way; and the considerations entering into this are mainly the methods of catching fish.

Mr. CHATTERTON: Dr. Needler, in some of the oyster beds, particularly around the Crofton-Thetis Island area, it is maintained that the yield of oysters has been diminished because the water has been affected by the effluent from the pulp mill. Have any tests been made with regard to the possibility of such an effect and, if so, what has been the outcome of the tests?

Mr. NEEDLER: Well, it is hard to give a simple answer. There has been a considerable amount of investigation by the department and the Fisheries Research Board at Nanaimo on the quality of the water in the Crofton area and

in the matter of what effect the outflow from the pulp mill has on growth and reproduction.

In the immediate vicinity of the outflow there are demonstrable effects, but the effects are not very demonstrable when you get even a fairly short distance away; without looking at the reports I would not like to say how far that is, but I mean a matter of a mile or two.

Mr. CHATTERTON: Could Dr. Needler perhaps look at these reports and at some future meeting give a more detailed answer on that question, and also whether negotiations have been carried on with the operators of the pulp mill.

Mr. NEEDLER: I think we could have a statement on that quite readily, Mr. Chairman.

Mr. CHATTERTON: And also whether negotiations have been carried on with the pulp mill owners.

Mr. NEEDLER: This point could be covered.

• (11:40 a.m.)

Mr. KEAYS: At our last meeting an explanation was given of accommodation in this department's own buildings. I am not too clear on this item. There is a figure of \$3.60 mentioned as the cost per square foot. Does this mean maintenance of the department's own buildings outside of Ottawa? Also, there are five or six items in the estimates which mention repairs, upkeep of buildings and works.

The CHAIRMAN: May I interrupt you, Mr. Keays? Are you referring to a specific item? This sounds to me like a specific detail of the estimates. Does your question come specifically under vote 1?

Mr. KEAYS: No, Mr. Chairman; it is not included in the estimates but it does come under vote 1. This matter was raised at the last meeting and that is why I am putting my question this morning.

The CHAIRMAN: Would you proceed.

Mr. KEAYS: As I say, this matter was raised at the last meeting and I would like to get a little more clarification on that expenditure.

Mr. NEEDLER: Mr. Chairman, may I ask Mr. Lamb to explain this. I was not here at the last meeting but I think Mr. Lamb was, and he would be pleased to explain it to you.

Mr. J. J. LAMB (*Director of Administration, Department of Fisheries*): Mr. Chairman, so far as the department's own buildings are concerned they are all outside of Ottawa. The accommodation in Ottawa is provided by the Department of Public Works, and that is shown in the first figure at the top of the page. It includes not only the accommodation in Ottawa but accommodation, for instance, at Quebec City, Halifax, St. John's, or wherever there are federal buildings in which offices are located. Our own buildings would house such things as fish hatcheries, bait depots, one or two inspection laboratories, and buildings operated by the Fisheries Research Board.

Mr. KEAYS: Does this come under the title of accommodation and is this an arbitrary amount you set aside for the cost of depreciation of the buildings or the maintenance of same?

Mr. LAMB: They are figures which are established by the Department of Public Works so far as their own figures are concerned, and it is worked out on the basis of office furniture, as provided, at .079 cents per square foot of office space; 0.22 cents for laboratory; .006 cents per square foot for storage space involved; replacement of fire losses: .003 cents for offices; .0015 cents for laboratory and .009 cents per square foot for storage space; and grants to municipalities in lieu of taxes, 49 cents per square foot. These are figures given to us by the Department of Public Works and we do not have too much detail on how these figures really are worked out.

Mr. KEAYS: In other words, is this an amount you provide for the cost of maintenance on your buildings?

Mr. LAMB: This attempts to give some information to Parliament of the cost of accommodation provided by the Department of Public Works.

The CHAIRMAN: Shall vote 1 stand or are there further questions?

Mr. BARNETT: Mr. Chairman, while we are on this question of accommodation may I say I do think that I understand the situation in respect of accommodation provided by the Department of Public Works to this department as well as others. But, could we have some further explanation on the item of accommodation for this department's own buildings which is listed here at \$938,000. It is not included in the estimates and, perhaps, it relates to the various items which provide for construction expenses and so on. I always had thought that the buildings built by and for the department were items which were listed in the estimates of the department. I have in mind the provision of accommodation in isolated places for fisheries inspectors and so on. I gather that your explanation did not cover this matter of \$93,000 which, it says, is not included.

Mr. LAMB: It would not cover residences in isolated places. We do not have here at the present time the detail on how this \$938,000 has been arrived at, but we will provide a statement showing that figure for you at a later date.

Mr. KEAYS: Is this some form of cross-accounting between the department and the Fisheries Research Board?

Mr. LAMB: No; it simply includes their buildings plus our own buildings. However, I do not have at the moment the detail of each building making up that total.

Mr. KEAYS: I am wondering whether this figure of \$938,000 is an item which would be found in the public works estimates?

Mr. LAMB: No. These are our own.

Mr. KEAYS: Then where does it come from?

Mr. LAMB: Well, it is a matter of accommodation, as I said earlier, which has been figured out. The Department of Public Works has established a

formula for this and we use it so far as our own buildings are concerned to arrive at this total. It is not for construction; we are just trying to set down an annual cost.

Mr. KEAYS: This is an estimated figure?

Mr. NEEDLER: This is an estimate of the annual cost or the annual value of the accommodation which is provided on the basis of existing buildings; it is not an expenditure this year. It is a value received by former government expenditure.

The CHAIRMAN: Shall vote 1 stand?

Some hon. MEMBERS: Agreed.

The CHAIRMAN: We shall now proceed to vote number 5.

Department of Fisheries

5. Operation and maintenance, including Canada's share of the expenses of the International Commissions detailed in the estimates and of the costs of programs and projects shared jointly with the provinces and industry, \$18,009,000.

The CHAIRMAN: The details of this vote will be found at page 144 of the estimates. This relates to fisheries management and development and, under that, industrial development service including the federal shares of the costs of programs and projects shared jointly with the provinces and industry.

Mr. MACLEAN (*Queens*): Mr. Chairman, I would like to have someone give us a detailed explanation of the increase set out. I approve of it and am delighted to see an increase in this vote. But, I believe some increases are caused solely by the increased cost of service. Of course, owing to the fact that costs are going up, some of the figures reflect this increase. But, in addition to the increase in cost I believe there is also an increase in the shared programs with the provinces. Perhaps we could have some information on what these increases are for and what current programs are being carried out jointly with provincial Departments of Fisheries in respect of the development of the industry.

Mr. NEEDLER: Mr. Chairman, I do not know what degree of detail is wanted in this connection.

Mr. MACLEAN (*Queens*): Well, you could give it in general terms.

Mr. NEEDLER: The increase actually is due mainly to an increase in program rather than increase in cost. The most expensive item in the program under industrial development service has to do with the improvement of vessels and fishing gear, exploration of new resources, demonstration of new and improved catching techniques, development of new products, development of processing machinery, and the carrying out of pilot plant operations.

Included in the development service are operations mainly being carried out in the five Atlantic provinces. The basic reason this work is concentrated in these provinces is the need of economic development on behalf of fishermen and in this respect there is a very active co-operative program between the federal department and the provincial government. Actually, we could go so far as to give you a list of all the projects, if you wish.

Mr. MACLEAN (*Queens*): Mr. Chairman, I think it would be very beneficial if we had this information, although I do not think it would be necessary for it to be read into the record. Perhaps it could be included in the proceedings, if the members of the committee so desire.

Mr. NEEDLER: I will give you an example. In co-operation with the province of Prince Edward Island there is, for example, an amount of \$3,000 for exploratory fishing for scallops; the federal contribution is \$3,000 and the provincial contribution is \$1,000. I may say, in general, that if an exploratory project or an experiment to improve fishing techniques has a broad general value—in other words, the information could be used by any province—then the federal government usually pays 75 per cent of the cost. But, if the project is very local in character and likely to benefit only the province with which the arrangement is made there is generally a 50-50 cost sharing.

In Prince Edward Island there are five projects with a total federal share of \$28,000 and a total provincial share of \$11,000; these are for herring scouting, trawling crab, trawling, exploratory fishing, and a few small items classified as miscellaneous. We could give you this sort of information for all the provinces quite readily at another meeting, or we could table the information.

Mr. MACLEAN (*Queens*): Thank you very much. Perhaps Dr. Needler would say a word about the progress which is being made with regard to the development of the herring fishery generally in the Atlantic provinces. I am not referring to additional sardine fisheries because the future prospects are for considerable development of this fishery.

Mr. NEEDLER: Mr. Chairman, over the years a great deal of research has been done with herring. Incidentally, one of the largest items was a federal-provincial program in the 1940's; research has shown the herring stocks of the Atlantic are not exploited to a very great degree. I could make a comparison with the Pacific Coast; the total annual mortality rate of the herring stocks is of the order of 75 to 80 per cent. There is about a 50 per cent natural mortality rate at the ages in which they are caught. The fisheries take about 50 per cent of what is left. Putting the two together it is roughly 75 to 80 per cent.

On the Atlantic Coast the corresponding figure of total mortality rate is more likely to be 10 or 15 per cent on the amount of stocks we know. There are large stocks to be exploited; there are traditional fisheries for bait, for sardines, for vinegar cured herring, for kippers and so on, which have a considerable value, and these could be greatly expanded. Recently there has been a development in herring fishing for reduction in much the same manner as on the Pacific Coast. Naturally, this development has been sparked, one might say, by the operations of a Pacific Coast firm in Newfoundland and Nova Scotia. There is a great deal of increased interest in herring fishing for this purpose. I believe there have been inquiries from about a half a dozen other firms, some of them on the Atlantic Coast and some elsewhere, for discussions with federal or provincial governments as to where best to engage in such a fishery. Also, there is great potential which no one really has started to exploit yet for an expansion of the food herring fishery.

The federal-provincial investigation by the Atlantic herring investigation committee, which I referred to in the 1940's, showed that in the Gulf of St. Lawrence during about four months in the summer there are some very fat

herring of the same quality as the best food herring in Europe, and two or three times as abundant as in the North Sea. Recently, there have been some inquiries for supplies of herring from Europe and, actually, there have been some shipments of frozen herring fillets in the last two or three years indicating there is a potential market for those, too. It is my opinion that when this committee meets five or ten years from now it may designate the herring fishery as three or four times as important as it is now.

Mr. MACLEAN (*Queens*): I have one brief detailed question. I notice that the amount for telephones and telegrams has more than doubled. It has been stated that with the new system of government telephone use there would be an over-all saving of perhaps \$2 million for the government as a whole. Could I be advised of the explanation for the indicated trend being in the opposite direction?

Mr. NEEDLER: Mr. Chairman, I think the answer simply is that there is a great deal of increased activity in field operations, which are the ones which are most expensive so far as this sort of communication is concerned.

● (12:00)

Mr. NEEDLER: Might I be permitted to add some comments on this question of sharing, Mr. Chairman. The federal-provincial Atlantic fisheries committee, which is a committee of five provincial deputy ministers and myself, is sponsoring a conference on herring in Fredericton from May 5 to May 7, at which we will bring together fishermen, professors, scientists and administrators to review the potential of this industry from the point of view of the resource, the methods of catching, the methods of processing, and the markets. The purpose of this is to lay a better background for a good rational development in everybody's interest. We expect to have close to 300 people there, with some experts from the Pacific coast, from Europe and from the United States.

The CHAIRMAN: Mr. MacLean, I have been glancing at the estimates on the telephone and telegram items as a result of your last question, and I note that the telephone and telegraph services are up right through these votes. If, as you say, government services have been reduced by the new lease plans, it would be interesting for this committee to know why this department's telegraph and telephone services seem to be up in general. I wonder whether, perhaps at another meeting, we might get a little more detailed explanation of this item which continues to puzzle me.

Mr. MACLEAN (*Queens*): I would be pleased if we might do so. I imagine I know the explanation, that this cost is for field telephone use where the new government leasing system does not, perhaps, apply. However, I am only assuming that, and I would like to have a more detailed explanation at some later time.

Mr. NEEDLER: Mr. Chairman, Mr. Lamb has pointed out to me that these estimates were prepared before the new government system was developed, and while a large increase like that under the development service will doubtless still be reflected in some increase, there might be savings in the other items.

Mr. CROUSE: Mr. Chairman, some of my questions follow those initiated by Mr. MacLean. I believe I understood the deputy minister correctly when he said that it was his intention at the next meeting to table the programs that are

being carried out under this particular vote so that we would know the development procedures taking place in all the provinces. Speaking as a Nova Scotian, I would certainly be interested in knowing how much the province of Nova Scotia would share in the increase which, I think, amounts to some \$410,000.

Specifically speaking, I am interested in the salmon development industry in Nova Scotia at present. In Lunenburg county we have had, for example, two rivers which used to yield large quantities of salmon, namely the Gold River and the La Have River. I believe last year the catch in the La Have River was at a lower ebb than at any time since records have been kept. I understand the dollar value to Canada of the tourist industry is second only to the pulp and paper industry.

In Lunenburg county especially we are very much concerned at the present time with the reduction in our salmon fishing industry and the effects it is having on our tourist trade. I would therefore like to ask the deputy minister if he could outline in some detail the manner in which the federal government is planning to assist the provincial government in establishing salmon runs. For example, it is the feeling in the Bridgewater area that the salmon fishing on the La Have River is very low; it is almost extinct owing to the fact that the dams we had in the river, which were built there years ago by the logging industry, have been washed out, with the result that the spring run-off is not retained and the salmon just cannot get up the river into the pools upstream to spawn. It has been suggested that log dams be built to conserve the water run-off and restore the salmon fishing in this particular river. I would like to ask the deputy minister just how far the federal authorities are prepared to go, in co-operation with the provinces, towards that type of restoration.

Mr. NEEDLER: I cannot answer this question in great detail. First I might say that Mr. Crouse is right regarding the tabling of these projects, and when I mentioned Prince Edward Island I picked the smallest of the Atlantic provinces; the activities of the others are all considerably greater. The federal government, as you know, has now what we call a resource development branch. I am sorry that the estimates have not been separated out in this way, because the separation has also taken place since these estimates were drafted. However, this work which you referred to would come under what is called in these estimates the conservation and development service. The federal government, under the resource development service in the Maritime provinces, has operated hatcheries and has undertaken some other expenditures intended to maintain the flow in this sort of thing, but we do not have an extensive program for the latter purpose. It is our intention, however, to discuss this with the provincial government and attempt, if we have the money, to expand our activities, and also to work out a co-operative arrangement with them. Basically, the federal government feels that it has some responsibility, maybe the main responsibility for the maintenance of anadromous fish such as salmon. In the past this responsibility has been exercised mainly with respect to commercial fisheries.

In the case of the La Have River, the low water is likely to have much more adverse effect on angling than on the total stock, and, where this aspect comes into the picture, we attempt to enter into some co-operation with the provincial governments. In this particular case, I do not have the details at

hand, and indeed I do not believe that I have enough information on hand at the moment on what the provincial government might be doing, but we intend to discuss this with them.

Mr. CROUSE: Well, Mr. Chairman, the Nova Scotia Anglers Association have made representations to me and have informed me that large quantities of salmon in schools have been seen in recent years just below the bridge near Bridgewater. They were unable to go farther up the river because of the lack of controlled water in the river. I understand that recently the provincial Minister of Fisheries has stated that he is willing to do whatever is necessary to improve this situation, but he has not been given any assistance from the federal authorities towards this end. I would like to ask the deputy minister if his department could contact the Minister of Fisheries in Nova Scotia and assist him, with the knowledge they have from previous experience, to restore runs on this particular river. It is virtually important to that section of Nova Scotia.

Mr. NEEDLER: It is our intention, Mr. Chairman, to proceed in the manner which Mr. Crouse suggests. However, at this stage it would not be possible to predict what proportion of our resources could be assigned to any particular river. However, we do intend to discuss this with the provincial authorities.

Mr. Crouse may be aware that a good many years ago the provincial government did have an experimental dam on the river in Lunenburg county with the intention of producing artificial freshets and making salmon come in at will and so improve angling. That was operated entirely by the provincial government.

Mr. CROUSE: I have a further question but it pertains to the lobster development and I am not sure whether it comes under this vote.

The CHAIRMAN: Suppose you proceed, Mr. Crouse.

Mr. CROUSE: In Nova Scotia the lobster industry is worth around \$10 million to our province, and this year's catch is exceptionally small. This revived the question regarding the similarity of the offshore and inshore lobster stocks. This is a very controversial item, especially in view of the fact that we in Canada still do not permit the licensing of deep sea draggers for the catching of offshore lobsters while this practice is followed in the United States, with the American port of New Bedford, I believe, being the main centre of the deep sea lobster fishing industry in the United States.

I would now like to pose this question: Who owns the offshore lobsters which are worth over \$1 million to the American fishermen? Did these lobsters arrive on the offshore banks as a result of the lobster seed drifting there from inshore stocks, or were they there originally, and does the lobster seed drift from the offshore stocks of lobsters to our inshore banks?

My question to the deputy minister is: Has his department carried out any plankton tests to determine whether lobster seed comes from offshore to the inshore banks? Has his department made any studies of the currents in there to determine which way these seed lobsters are travelling?

Mr. NEEDLER: Maybe I should get Dr. Hayes or an official from the Research Board to answer this question. I hope that with his blessing I will be able to answer this question myself since I was director of St. Andrew's station on the east coast for many years.

Many lobster investigations have been carried out. Also, extensive investigations have been made of the currents. The conclusion I would draw from this—I think it is the general conclusion of our scientists—is that the reproduction is very much better inshore than offshore. The lobster require fairly high temperatures during the larvae period, the period during which they swim in the water, to let them get down rapidly to deeper waters where they are safer. Higher temperatures occur in the inshore waters in such places as Lunenburg county, and so on. This idea is borne out by the fact that when you look at the lobster population, there are more younger lobsters there than in offshore waters. In the offshore waters you tend to get an average large size and some very old lobsters, the sort of population which you get where there is no very intensive fishing and not very good reproduction; whereas, where you have very good reproduction and very intensive fishing, you have lots of little lobsters. Therefore, the nature of the population itself, or what is known as the lobster history, indicates that the reproduction inshore is more efficient than offshore.

Mr. CROUSE: Am I to assume from what the deputy minister has stated that in his opinion the offshore stocks are supported by lobster seed coming from the inshore population?

Mr. NEEDLER: I am not saying this is so in black and white but I would say that there would be many more lobsters offshore from inshore than inshore from offshore. As you go farther south where the temperatures are higher there may be more possibility of offshore stocks being self-supporting.

Mr. CROUSE: Well, Mr. Chairman, there is just one comment which I would like to make on the deputy minister's statement. I agree with him that in warmer water lobsters would grow faster, and this of course is the real reason for the large lobster growth on the offshore banks; the George's Bank area is relatively close to the gulf stream where there is considerably warmer water than we have, for example, near Lunenburg or anywhere along the coast of Nova Scotia. This has resulted in larger quantities of lobster growing on the offshore banks, especially in the George's Bank area.

It is my understanding that we not only have the United States fishermen fishing lobsters on the George's Bank but we have other nations fishing there as well. The only records that we have are those of the United States people, and their estimated catch exceeds \$1 million. In the New Bedford area they are expanding their offshore lobster fleet, which would indicate to me that it is a profitable industry. We know the total catch in Nova Scotia is worth something like \$10 million. We know the United States catch on the offshore bank, which is George's Bank, is worth over \$1 million. What we do not know is the number of deep sea lobsters that are taken there by the Russians, the Norwegians or other countries fishing that particular bank. I would like to know our reason for continued conservation practices in so far as that bank is concerned. Why do we continue to prohibit Canadian fishermen from securing a licence to operate in that same area and catch these offshore lobsters in view of their value to the Canadian fishermen and to our economy?

Mr. NEEDLER: Well, Mr. Chairman, there are two or three points here. One of them is to get the factual background. The concentration of lobsters in these offshore grounds in George's Bank is much smaller than in the inshore grounds.

In inshore grounds conservation in the lobster producing area is in the order of 20,000 to 40,000 per square mile, or something of this order. The indications are that the concentration of lobsters on the offshore banks is actually smaller.

● (12: 20 p.m.)

As far as licensing is concerned, I think that there is every reason to believe that we should be fishing lobsters offshore, but whether we should be doing this on George's Bank or not I would not like to say. Some of our lobsters are outside of the present territorial waters or fishing zones, and there has been, for some time, a sort of gentleman's agreement, although I may be getting on dangerous ground here. If we fish lobsters immediately off the United States continental shelf, there may be some upset in this arrangement. This has not been examined lately at all, and the fishing zone is sufficient to protect most inshore lobster grounds; but under the former regime which existed a few years ago it would have been quite possible for the United States fishermen to come and fish on the inshore lobster grounds at Yarmouth county. This was never done, and there has been some reluctance to get into competition in catching one another's lobsters until it was pretty clear what these populations really were.

Mr. CROUSE: One further question on this particular matter: Is any thought being given to carrying out tests to determine if the offshore lobsters on George's Bank are helping to seed the inshore grounds? Is there any thought being given to carrying out tests to determine whether the currents are carrying the seed to the inshore grounds?

This is a very important industry, and if the offshore lobsters are helping to seed the inshore grounds in the Nova Scotia area in particular, this, I submit, is a question that should be taken up with the International Commission of the North Atlantic Fisheries to determine some international conservation measure of control to keep the offshore seeding conditions in the same condition as for our inshore lobsters; and if there is no restriction, or any conservation practice by all others on these banks, then the continued depletion of our inshore lobster grounds is a certainty and this would have a considerable effect on those in Nova Scotia involved in lobster fishing. Are you giving any thought to carrying out tests to see whether the offshore grounds are seeding the inshore grounds?

Mr. NEEDLER: I do not think there is a specific research program aimed at this at the present time, although there has been exploration and examination of lobster stocks carried out last year; and I am not sure about the plans for this year. But I think there is still a sound basis for the scientific opinion that the inshore lobsters are self-supporting, and more so than the offshore.

Mr. CROUSE: In view of the importance of this industry I would like to suggest to the deputy minister, Mr. Chairman, that some thought be given to this proposal which I have just made, that a study be made of the currents to learn more about this particular problem.

Mr. NEEDLER: Well, actually, the current system is pretty well known now.

To answer the question which you have asked, which is what contribution lobster larvae produced in the offshore grounds are making to the inshore grounds, I would say it would lead to a very difficult and expensive research

program. There are things that cannot be identified. You would have to have a quantitative investigation of them that would show their flow, and while I fully sympathize with your assessment of the problem, I believe that the scientific basis for believing that the inshore lobsters are self-supporting is very sound, and that a research program designed to show this seeding process, as you quite properly call it, would be so expensive, perhaps, and so inconclusive, as not to rate very high in research work.

Mr. CROUSE: In conclusion I can only deduce that we are continuing to refrain from catching the lobsters at George's Bank to appease the American fishermen. Is that correct?

Mr. NEEDLER: I do not think that we should say that we are doing it for that purpose. I think that we should be carrying out an exploration of offshore lobsters in the waters off our own coast, and I think I agree with Mr. Crouse that we should seriously reconsider our present regulations which, at the moment, do prevent our people from getting into the offshore fisheries.

Mr. CROUSE: There is the possibility, then, Mr. Chairman, that in the not too distant future it would be possible to reconsider the present regulations which prevent offshore landings, so that some ships may be licensed in particular areas to operate on grounds which are not presently fished by our inshore fishermen, but on banks which investigation has shown contain lobsters, in the deep sea areas close to Nova Scotia?

Mr. NEEDLER: That is my personal opinion.

The CHAIRMAN: Mr. Keays had his hand up before Mr. Bower, but I do not want to interrupt this interesting exposition on lobsters. Does your question have to do with lobsters, Mr. Bower?

Mr. BOWER: Last week in Yarmouth I ran into considerable preoccupation as to where the baseline would be and would there be any assurance that it would be so drawn as to protect the Seal Island area for lobsters, and would the proposed 12-mile baseline be effective. Would the baseline be so located as to leave Seal Island substantially outside the 12-mile limit?

Mr. NEEDLER: I am afraid I cannot answer that question because the drawing of the baselines is still under discussion. However, I think that a 12-mile zone from almost any conceivable baseline would protect most of the lobster grounds.

Mr. BOWER: In that particular area?

Mr. NEEDLER: Yes; any island, recognizable as such, would have a 12-mile zone around the island; and the 12-mile zone around Seal Island, and the 12-mile zone even based on the sinuosity of the coast would actually protect the great majority or almost all of our lobster grounds that are now exploited by the inshore fishermen.

The CHAIRMAN: Mr. Keays, are you asking a question on lobsters?

Mr. KEAYS: I am on the subject of herring and salmon.

The CHAIRMAN: I think there may be a short question from Mr. Barnett.

Is this a short supplementary question, Mr. Barnett?

Mr. BARNETT: Yes; it is related to this very intriguing question that Mr. Crouse has raised. I am sure that the committee realizes that my question does not arise from any local knowledge, but I would like to ask what relationship there is, if any, between this question about the lobster situation and the convention on the continental shelf. Does the question of, as I understand it, our right to catch on the continental shelf apply.

Mr. NEEDLER: Mr. Chairman, I would like to ask Mr. Ozere to answer that.

The CHAIRMAN: Yes, Mr. Ozere?

Mr. S. V. OZERE (*Assistant Deputy Minister*): Mr. Chairman, so far as the continental shelf convention is concerned, the position in the convention is that all resources lying on the continental shelf that are, at their harvestable stage, in continuous contact with the bottom, are included as part of the resources of the continental shelf.

Now, there are certain species like shellfish and oysters and things of that kind that definitely can be classified as being in continuous contact with the bottom. Whether or not lobsters would be in that category is something for the scientists to determine. To date I do not think questions of that kind have been raised, although there had been some question raised as to king crabs on the Pacific coast.

● (12:30 p.m.)

Mr. BARNETT: I understand that crabs were included.

Mr. OZERE: There is some question with regard to crabs but, so far as lobsters are concerned, this is something which will have to be determined. Perhaps Dr. Needler could take over now and say whether or not they are in constant contact with the bottom at the time when they are being harvested.

The CHAIRMAN: That is like a billiard player; it is a question of whether or not he keeps one foot on the floor.

Mr. NEEDLER: I do not think there is any doubt; neither lobsters nor crabs are in contact with the bottom absolutely all the time. They certainly are not. But, it becomes a matter of international interpretation whether or not they qualify. And, as Mr. Ozere implied, the United States has claimed that king crabs are continental shelf animals even though biologists might argue there will be some seconds in their life when they are not on the bottom either. Actually, this has been accepted, I believe, by the U.S.S.R. But, this may be self-interest on their part because they have a lot of king crab grounds, too.

Mr. Chairman, I do not think it is possible to give a very firm answer on whether or not lobsters could be accepted internationally as continental shelf animals. Some flat fish are in contact with the bottom, certainly well over half the time.

The CHAIRMAN: Have you a question on the same subject, Mr. Keays?

Mr. KEAYS: Mr. Chairman, I have a supplementary question to the one put by Mr. MacLean with regard to herring. If I recall correctly, there is a

tremendous amount of herring off the shores of the Magdalen Islands for the next five or six weeks during this period of the year. I am wondering whether we are taking advantage of the potential that exists around these islands. I understand that in the spring of the year ships come from Newfoundland and Nova Scotia to pick up some of these herring, which is used for bait and so on. I understand there is a tremendous amount of this herring not being captured. Because of insufficiency of funds perhaps the fishermen are unable to acquire the proper traps to capture these herring and within the last five or six years the quantity has been growing. I am wondering whether or not we are taking full advantage of this potential.

Mr. NEEDLER: Mr. Chairman, I think the main obstacle at the moment to the full utilization of these herring is economics. The season is so short that it is difficult to establish an economic reduction industry, although there has been some reduction. When the herring are inshore to spawn, in the Gulf of St. Lawrence and elsewhere, they tend to be of a rather poor quality because they are rather thin. Also, they are only suitable for certain food uses. A little earlier I said that one of the things we hoped to do was develop a fuller utilization of our herring. These same herring stocks which are in the very shallow waters around the Magdalen Islands and Prince Edward Island as well as various other areas in the southern gulf in May are scattered over wider areas away from shore, still in the southern gulf, for the four months, and they change in a matter of two or three weeks from very thin to very fat herring during June because this is the time when plankton food is much more plentiful. We are anxious to develop a use for these herring. But, as I said, in the short season they are rather thin and this produces a bit of an economic barrier. I think we have to catch them over a longer season when their quality is better.

Mr. KEAYS: Do you believe there is any further hope for the bloater industry?

Mr. NEEDLER: I would like to ask Mr. McArthur to answer your question. He is Chairman of the Fisheries Prices Support Board.

Mr. I. S. McARTHUR (*Director General, Economics Service, Department of Fisheries*): I am not sure just what Mr. Keays means by further hope for the bloater industry. Of course, there has been a continuing market for Bloaters in the Dominican Republic and one or two other places, and this is quite substantial. There is a fairly level and consistent market for about 400,000 boxes of the annual catch. But, this product is very, very low in price. A small excess in production tends to cause a very sharp drop in prices because the market for this particular product is a very specialized one and easily can be oversupplied. But during the last one or two years the price has been relatively good and there has been a fairly consistent market for good quality bloaters. I think it is a market that will continue for quite some considerable time. However, I would not say it is an expanding market.

Mr. KEAYS: Is there any hope for a larger consumption of this product?

Mr. McARTHUR: I would doubt whether there would be an expanding market. In years when there was a surplus, when the Fisheries Prices Support Board purchased it, we sent samples to many countries, with absolutely no

response whatever. We just could not find people who were interested. It would take a lot of market development to change food habits and to encourage people, who had never used it before, to accept this product. Even in Mexico we could find no interest at all at very low prices.

Mr. KEAYS: My next question concerns the salmon industry. As you, no doubt, are aware, we are very proud of our Gaspé salmon and we are deeply concerned about this product. The number of fish is declining. A few years ago we discovered there was a large concentration of salmon off the shores of Greenland, and they were making some fabulous catches in that area. Has there been any consultation between Greenland and Canada with regard to limiting their catch of that particular salmon?

Mr. NEEDLER: Yes, there have been discussions at the official level between Canada, the United States and Denmark with regard to this matter, and there has been some joint research. The research carried out in 1965 really was not adequate enough to show the whole situation and there is a discussion being carried on at the forthcoming meeting of the Northwest Atlantic Commission to consider ways and means of learning more about who is getting whose salmon. We do know that some of our salmon have been caught in Greenland; the tagging shows that. Some European salmon have been caught there. We are greatly concerned about this. We certainly want to prevent overfishing of large salmon in Greenland. But the basic information, which would give us a firm argument with the Danish government, is a little bit inadequate and we are therefore trying to mount a real research program on this subject; we are attempting to have an item of that sort in the supplementary estimates. To learn where our salmon go out to sea in a quantitative way is quite expensive; it would involve special operations and so forth.

● (12: 40 p.m.)

Mr. BARNETT: I wonder if Dr. Needler could give us some information on where Iceland fits in here.

The CHAIRMAN: I do not want to interrupt the train of Mr. Keays' thought.

Mr. KEAYS: How much information have we on the increase in salmon which we have been getting in Greenland within the last four or five years?

Mr. NEEDLER: We have the information but I do not have it with me now. The 1965 catch was smaller than the 1964 catch. The 1964 catch was the largest.

Mr. KEAYS: What ships are pursuing these fisheries, what nations?

Mr. NEEDLER: The fishery is done almost entirely by native Greenlanders in their territorial waters. It is done very close inshore, right in the bays.

Mr. KEAYS: Are you concerned with this? I gather you are going to have further talks with the Danish government regarding this industry or this new find?

Mr. NEEDLER: We will have further discussions at the Northwest Atlantic Commission meeting in early June regarding, first of all, the research problem, but also we will be seeing Danish representatives at that time.

Mr. BARNETT: I was wondering if we could have a word from Dr. Needler on where Iceland fits into the picture of this north Atlantic salmon fishery?

Mr. NEEDLER: I do not want to commit myself on this without looking it up, but I do not think Iceland is taking salmon in the Greenland area, or likely to be taking any of our salmon.

Mr. BARNETT: I saw a reference somewhere which suggested that Iceland was involved. I am not quite sure whether it was a matter of other nations fishing salmon originating from salmon streams in Iceland or whether the Icelanders were being accused of taking other people's salmon. I was wondering whether any information was available in this regard.

Mr. NEEDLER: Mr. Chairman, the European Atlantic salmon stocks are of about the same size as the North American stocks. You might read "Canadian" for "North American" because practically of all the North American stocks are Canadian. If the Icelanders are catching salmon in their own waters, they are more likely to be European or their own.

Mr. BARNETT: I was intrigued because, as I read it, there was some question of the intermingling of European and North American salmon stocks in mid-Atlantic, which, I think, you will appreciate intrigued me in view of certain questions on the Pacific under discussion.

Mr. NEEDLER: We would like to learn more of this, and we are trying to mount a better research program, but we do know that both European and Canadian salmon occur in the Greenland area. We do not know how important this is quantitatively, in other words what proportion of our salmon ever get there.

Mr. BLOUIN: Mr. Chairman, I just want to ask Dr. Needler to return to this question of Greenland salmon. Is it true that there are no restrictions on the salmon catch in Greenland such as we have in Canada?

Mr. NEEDLER: I do not know what regulations they have but as far as I know they are not restricting in any way the total quantity caught.

Mr. BLOUIN: That is what I heard.

Mr. NEEDLER: However, we do not do so either; we only restrict the times at which they can be caught and the methods by which they are caught. I would have to look up Greenland regulations, if I could find them.

Mr. BLOUIN: Do they have regulations?

Mr. NEEDLER: The Danish government has a very sophisticated and well advanced fisheries administration. They are very much interested in Greenland. They have an aboriginal population there which they have to support. As a matter of fact, the resistance to any attempt on our part to have the Greenland fishery limited would be largely based on the Danish government's need to support the natives.

The CHAIRMAN: It is now a quarter to one. There is one item I wish to take up here before we leave and that is the question of the submission of written questions. You will remember that the committee agreed to the following.

Mr. BOWER: There is just one remark, supplementary to what Mr. Crouse has said, which I wish to make. It is a matter of great importance and it relates to Shelburne county. The Cape Sable Island area has had an extremely low catch both in the fall and now. Shelburne county has advanced some reasons for this, one being the close operations of the Russian fleet, overfishing, and the possibility of some change in the lobster life itself. Has the department any idea on the cause for this big drop in the particular area of western Shelburne county?

Mr. NEEDLER: I do not think we have any firm opinion on this. Of course, there are natural fluctuations. I would think it highly unlikely that there was a sudden change in the lobsters habits, but there are changes in the conditions which lead to changes in reproduction from year to year. Lobster stocks have on the whole been relatively constant as compared with other stocks in the sea in general, but, nevertheless, there are some actual fluctuations. We would have to make a much closer examination before the question could be answered.

Mr. BOWER: I think this year there has been a sharper drop in the spring fishing than they have experienced before, and also a sharper drop off from one year to the following year. They are disturbed because they wonder about the future, will this continue in this way or is this just an exception?

Mr. NEEDLER: We will certainly be looking into it.

The CHAIRMAN: I want to return to the subject of the submission of questions to the committee. You will remember that you agreed that written questions of reasonable number and length may be put by members to the Minister or his deputy minister. Secondly, it was agreed that the Minister or the appropriate departmental official may reply verbally or in some written form for the printed record. Thirdly, we agreed that study papers and bibliography may be given to the committee members by the department for their information on the subject matter of verbal or written questions. Following the agreement reached at our last meeting I will ask Dr. Needler to proceed to read the questions received from Mr. Barnett and his reply thereto as well as the bibliographies which are appended to the questions which would then become part of the committee's records, if the committee agrees to that procedure.

Mr. NEEDLER: The answers to these two questions are moderately brief. Since they are in writing perhaps I had better give you a copy of them.

The CHAIRMAN: In accordance with the instructions which were given to the Chair the questions and replies thereto should properly be read into the record unless the committee directs me otherwise. Shall these questions be now read?

Mr. PATTERSON: I think the understanding was, when the recommendations were made, that at least a brief reply would be read into the record.

The CHAIRMAN: I would prefer to proceed on this basis because I think this is the correct procedure for a committee of this kind. Unless there is objection, I will ask Dr. Needler to read the question and his reply thereto.

Mr. NEEDLER: The first question is from Mr. Barnett and it reads as follows:

What progress is being made in the field of artificial salmon spawning in B.C. and elsewhere in Canada both on an experimental and

commercial basis, especially in the areas of Big Qualicum River, Robertson Creek, Campbell River and Tlupana Inlet; and what success can the government report on experiments to transplant Pacific coast pinks to the Atlantic coast?

The rather brief reply is as follows:

Controlled flow (artificial) spawning channels have been constructed by the department in British Columbia for Pacific salmon and in Newfoundland for Atlantic salmon. Early results in the Pacific area were sufficiently successful to justify a large scale spawning channel program in British Columbia. Additional channels are now planned for the Newfoundland area.

● (12: 50 p.m.)

Experimental results from the Robertson Creek and Big Qualicum River facilities are still being assessed. However, over-all successes to date in vastly improved salmon fry survival justified the currently active five-year, \$5 million salmon development program on Babine Lake. Fisheries Research Board studies indicated that Babine Lake could support far more sockeye fry than were being supplied by the existing tributary streams which have limited spawning areas. Therefore several large sockeye spawning channels and ancillary flow control works were proposed and are now being constructed on Fulton River and on Pinkut Creek. The second year of construction is about to commence on this project.

Available information has not indicated that controlled spawning facilities are required on the Campbell River. No data are available on the requirements for Tlupana Inlet.

Other large scale production channels have been constructed in British Columbia for pink and sockeye salmon by the International Pacific Salmon Fisheries Commission. Facilities have been completed by this agency at Seton and Weaver Creeks.

With regard to what success the government can report on experiments to transplant Pacific Coast pinks to the Atlantic Coast, Fisheries Research Board experimental transplants of pink salmon from British Columbia to Newfoundland began in 1962 when 2.5 million eggs were shipped from Glendale River to a North Harbour River spawning channel. Fry survival was 86 per cent—which I would say is very high—and in 1964 a small number of adults returned—22 to the commercial fishery, 25 to the North Harbour River and 2 others to the Haricot River.

Fry survival from the 3.4 million eggs shipped in January 1965 was 84 per cent. Adult returns from this planting are expected during the summer and fall of 1966.

A further 3.3 million pink salmon eggs were transplanted from the Lakelse River to the North Harbour River in November 1965. Returning adults are expected in 1967.

The results to date are not particularly encouraging, but the experiment is continuing with the hope that success may be achieved.

The CHAIRMAN: Then, question No. 2?

Mr. NEEDLER: Yes.

What is the present appraisal of the department of pollution of Canadian fishing waters resulting from domestic and industrial pollutants of all kinds; and what is the department's detailed appraisal of the effect of pulp mill effluent across Canada and in the area of the Alberni Inlet?

Rapid expansion of domestic and industrial pollution problems on both coasts and in the Great Lakes have necessitated increased action and research by the Department of Fisheries and the Fisheries Research Board.

The department has biologists, engineers and supporting staff actively engaged in pollution control studies. This activity by the department and other control agencies has made industry aware of the dangers of pollution and, consequently, far more co-operative than in the past in introducing treatment facilities; and this is industry generally, Mr. Chairman, not the fishing industry alone. The incorporation of effective treatment facilities by pulp mill and other industrial operators has reduced the danger to fisheries from new installation. Many existing plants have to be cleaned up before it could be said that Canada has no water pollution problems.

The Fisheries Research Board carries out studies of effects of mining pollutants, pulp mill effluents and pesticides in the laboratory and in the field to form the basis for advice to governments on control requirements. Oceanographic studies of estuaries and harbours provide information on appropriate locations for water intakes and sewage disposal.

The Fisheries Research Board is undertaking a large new program of research on the biological productivity of lakes and the effects of nutrient enrichment as they relate to the problem of pollution on the lower Great Lakes. The program is designed to gain an adequate understanding of normal and accelerated aging of lakes so that effective means can be found to combat this major pollution problem.

Thorough studies were conducted in the Port Alberni area prior to the commencement of operations by the original pulp mill. Since that time, the mill has increased production and plans are now being made to extend water quality studies to determine the possible effect increased effluent might be having on resident and transient fish populations. Continued field laboratory studies at Alberni Inlet have disclosed substantial seasonal reductions in dissolved oxygen.

The CHAIRMAN: Gentlemen, it is now about five minutes to one, and I think at this point we can entertain a motion to adjourn to the call of the Chair.

At the next meeting we will proceed with Vote No. 5.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE

ON

FISHERIES

Chairman: Mr. GRANT DEACHMAN

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 5

TUESDAY, APRIL 26, 1966

Main Estimates (1966-67) of the
Department of Fisheries

WITNESSES:

From the Department of Fisheries: Dr. A. W. H. Needler, Deputy Minister; Dr. R. R. Logie, Assistant Deputy Minister (Operations); Dr. F. R. Hayes, Chairman, Fisheries Research Board and Dr. W. R. Martin, Assistant Chairman, Fisheries Research Board.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

STANDING COMMITTEE ON FISHERIES

Chairman: Mr. Grant Deachman

Vice-Chairman: Mr. G. Blouin

and Messrs.

Barnett,	Chatterton,	McQuaid,
Basford,	Crossman,	McWilliam,
Béchar, d,	Crouse,	Nowlan,
Bower,	Granger,	O'Keefe,
¹ Cameron (Nanaimo-	Keays,	Patterson,
Cowichan-The Islands),	LeBlanc (Rimouski),	Stefanson,
Carter,	MacLean (Queens),	Tucker—(24).
Cashin,	McLean (Charlotte),	

J. H. Bennett,
Clerk of the Committee.

¹Replaced by Mr. Howard on April 19, 1966.

CORRECTION—(English Copy Only)

PROCEEDINGS No. 4—Tuesday, April 19, 1966

On page 67 in the Minutes of Proceedings, the last paragraph should read as follows: Answers to Mr. Barnett's written questions (See Appendix "A" to Committee's Minutes of Proceedings of April 5, 1966) being read, at 1:00 p.m. the Committee adjourned to the call of the Chair."

WITNESSES:

From the Department of Fisheries: Dr. A. W. H. Needler, Deputy Minister; Dr. R. R. Logic, Assistant Deputy Minister (Operations); Dr. R. R. Hayes, Chairman, Fisheries Research Board and Dr. W. R. Martin, Assistant Chairman, Fisheries Research Board.

MINUTE ORDER OF REFERENCE PROCEEDINGS

TUESDAY, April 19, 1966.

Ordered,—That the name of Mr. Howard be substituted for that of Mr. Cameron (Nanaimo-Cowichan-The Islands) on the Standing Committee on Fisheries.

Attest.

LÉON-J. RAYMOND,
The Clerk of the House.

Members present: Messrs. Barnett, Richard, Sturton, Crossman, Crouse, Deschman, Granger, Howard, Williams, O'Keefe, Patterson, Stefanson, Tucker (16)

In attendance: From the Department of Fisheries: Dr. A. W. H. Needler, Deputy Minister; Mr. S. V. Ozere, Assistant Deputy Minister (International); Dr. R. R. Logie, Assistant Deputy Minister (Operations); Mr. I. S. McArthur, Director General, Economic Service; Mr. L. S. Bradbury, Director, Industrial Development Service; Mr. J. J. Lamb, Director of Administration; Mr. A. W. Abbot, Chief, Financial Services; Mr. J. A. Rogers, Director of Administration, Fisheries Research Board; Dr. F. R. Hayes, Chairman, Fisheries Research Board; Dr. W. H. Martin, Assistant Chairman, Fisheries Research Board; Mr. H. V. Dempsey, Director, Inspection Service; and Mr. C. H. Lovell, Director, Conservation and Development Service.

On motion of Mr. Howard, seconded by Mr. Tucker,

Resolved,—That the Committee increase the printing of its Minutes of Proceedings and Evidence in English from 750 to 1200 copies.

The Chairman informed the Committee of a letter that had been sent to Mr. Anle, General Secretary, Newfoundland Federation of Fishermen, informing him of the Committee's progress and willingness to hear his views.

The Chairman referred to an invitation to the Committee, from the Minister of Fisheries, to attend a 'fish dinner' on or about May 17, 1966.

The Chairman called Item 3—Main Estimates—Operations and Maintenance (Fisheries Management and Development) and read a list of departmental officials present.

Questioning of the departmental officials resumed.

Dr. Needler presented a list of Department of Fisheries Development Projects in Co-operation with the Atlantic Provinces.

Mr. Howard proposed and it was agreed that this list appear as an Appendix to the Minutes of Proceedings and Evidence of this day. (See Appendix).

Questioning continuing, at 1:00 p.m. the Committee adjourned to the call of the Chair.

J. E. Bennett,
Clerk of the Committee.

ORDER OF REFERENCE

Tuesday, April 19, 1966

Ordered, That the name of Mr. Howard be substituted for that of Mr. Cameron (Nanaimo-Cowichan-The Islands) on the Standing Committee on Fisheries.

Witness my hand and the Seal of the House this 19th day of April, 1966.

Attest

LÉON J. RAYMOND,

Speaker of the House

and Messrs.

Barnett,	Chatterton,	McQuaid,
Basford,	Crossman,	McWilliam,
Bécharé,	Crouse,	Nowlan,
Bower,	Granger,	O'Keefe,
Cameron (Nanaimo-Cowichan-The Islands),	Keays,	Patterson,
Carter,	LeBlanc (Rimouski),	Stefanson,
Cashin,	MacLean (Queens),	Tucker—(24).
	McLean (Charlotte),	

J. H. Bennett,
Clerk of the Committee.

Replaced by Mr. Howard on April 19, 1966.

CORRECTION—(English Copy Only)

PROCEEDINGS No. 4—Tuesday, April 19, 1966

On page 9 of the Minutes of Proceedings, the last paragraph should read as follows: Answers to Mr. Barnett's written questions (See Appendix "A" to Committee's Minutes of Proceedings of April 5, 1966) being read at 1:00 p.m. the Committee adjourned to the call of the Chair."

MINUTES OF PROCEEDINGS

TUESDAY, April 26, 1966.

(6)

The Standing Committee on Fisheries met this day at 11:08 a.m. The Chairman, Mr. Deachman presided.

Members present: Messrs. Barnett, Béchard, Bower, Carter, Chatterton, Crossman, Crouse, Deachman, Granger, Howard, McLean (*Charlotte*), McWilliam, O'Keefe, Patterson, Stefanson, Tucker (16).

In attendance: From the Department of Fisheries: Dr. A. W. H. Needler, Deputy Minister; Mr. S. V. Ozere, Assistant Deputy Minister (International); Dr. R. R. Logie, Assistant Deputy Minister (Operations); Mr. I. S. McArthur, Director General, Economic Service; Mr. L. S. Bradbury, Director, Industrial Development Service; Mr. J. J. Lamb, Director of Administration; Mr. A. W. Abbot, Chief, Financial Services; Mr. J. A. Rogers, Director of Administration, Fisheries Research Board; Dr. F. R. Hayes, Chairman, Fisheries Research Board; Dr. W. R. Martin, Assistant Chairman, Fisheries Research Board; Mr. H. V. Dempsey, Director, Inspection Service; and Mr. C. R. Levellton, Director, Conservation and Development Service.

On motion of Mr. Howard, seconded by Mr. Tucker,

Resolved,—That the Committee increase the printing of its Minutes of Proceedings and Evidence in English from 750 to 1200 copies.

The Chairman informed the Committee of a letter that has been sent to Mr. Antle, General Secretary, Newfoundland Federation of Fishermen, informing him of the Committee's progress and willingness to hear his views.

The Chairman referred to an invitation to the Committee, from the Minister of Fisheries, to attend a 'fish dinner' on or about May 17, 1966.

The Chairman called *Item 5—Main Estimates—Operation and Maintenance (Fisheries Management and Development)* and read a list of departmental officials present.

Questioning of the departmental officials resumed.

Dr. Needler presented a list of Department of Fisheries Development Projects in Co-operation with the Atlantic Provinces.

Mr. Howard proposed and it was agreed that this list appear as an Appendix to the Minutes of Proceedings and Evidence of this day. (*See Appendix*).

Questioning continuing, at 1:00 p.m. the Committee adjourned to the call of the Chair.

J. H. Bennett,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

TUESDAY, April 26, 1966.

The CHAIRMAN: Order. Hold on for one second and I shall figure out where we are going to start, then we will turn to your question. I think we had proceeded as far as Vote No. 5, and we were dealing with the Industrial Development Service, Conservation and Development, and so on, under Vote No. 5.

Now, before we get going, I notice that the reporters are not here at the moment. I just want to ask are you prepared to go ahead without reporters here? You are on tape, and you are prepared to go ahead without the reporters?

Some hon. MEMBERS: Yes.

The CHAIRMAN: Thank you. I will do my best to see that you get the names of the persons who are speaking so that it is on your tape for you. Mr. Howard had his hand up on a matter of privilege, I think, at this point.

Mr. HOWARD: It is not strictly a matter of privilege but it is a matter I think the Committee might concern itself with. At our initial meeting, we passed a motion to print, I think it was 750 copies in English, and 250 in French of the proceedings of the Committee. In so far as the English copies are concerned, I think perhaps there is a scarcity of them. I know in speaking with the member for Comox-Alberni, he too has experienced difficulty in getting a sufficient number to send out to people, fishermen particularly, who are interested. I wondered if the Committee might, without my suggesting any number, consider talking in general terms about the possibility of increasing the number of copies printed and see whether or not we can come to some consensus as to what would be an acceptable, or desirable number.

The CHAIRMAN: Thank you, Mr. Howard. Is there anyone else in the room who has a number of fishermen in his own area to which he would be mailing these reports, and who has been reviewing the number that we should print? Mr. Carter, you have a comment to make?

Mr. CARTER: Well, 75 per cent or 80 per cent of my constituents are fishermen, and they have a large number of fishermen's locals. I certainly would like to be able to provide each of these locals with a copy of the proceedings.

The CHAIRMAN: Mr. Tucker, you had your hand up for comment.

Mr. TUCKER: I, too, would like to receive extra copies.

The CHAIRMAN: We seem to be looking at a demand here. I had not realized we had a best seller emanating from this Committee, but we seem to be creating

a demand, and I would be willing to entertain a suggestion from anyone in the Committee in regard to an amendment to our original resolution to print 750 in English.

Mr. HOWARD: Would 1200 seem to be a reasonable number as far as the English is concerned. I don't know about the French version. It may not be.

The CHAIRMAN: The suggestion has been made by Mr. Howard that we print 1200. Do I hear any other comment?

Mr. HOWARD: Mr. Chairman, I wonder if I could put it formally, then. I would move that we print 1,200 copies in English and that we attempt to have the proceedings up to now reprinted in that number as well.

The CHAIRMAN: Seconded by Mr. Tucker. The resolution is that we print 1,200 and we attempt to bring up to—I say attempt because the difficulty of these things is considerable, as you know—that number the reports that have already been printed. All in favour? Opposed, if any? Motion agreed to. Now, I have one item of business to report to you in addition to the hearing of the United Fishermen and Allied Workers from the coast, at the suggestion of Mr. Granger, a member of this Committee. I wrote a letter to Mr. Pat Antle, who is the General Secretary of the Newfoundland Federation of Fishermen, letting him know that the Committee is meeting at this time, and that if he or any of the officers of his Federation should be here, I would make recommendation to the Committee that they be heard.

Now, they are certainly not going to make a trip to do so, but Mr. Granger said it would be a courtesy to that federation of fishermen to let them know what we are doing, so I have sent them the material to let them know we are here and that we are sitting at this time, if they want to get in touch with us.

In addition to that, we have also, on May 3, approved to hear Mr. O'Brien, of the Fisheries Council, and I think some gentlemen whom he is bringing with him. Further than that, I understand from the Minister that on or about May 17, and the date will be confirmed to you by invitation, the Minister is asking us to be his guests at the Fisheries kitchen, and there we are going to have a fish fry or all the lobster you can eat, or something of that kind. So we have a very good program lined up to the end of our estimates. We have this morning departmental officials with us again, and if the hon. gentlemen have not already exhausted themselves in their very able discussions on the Minister's bill last night in the House of Commons, I will now entertain questions in respect of Vote No. 5, which we are continuing with this morning.

Mr. CHATTERTON: There is the explanation of repairs and upkeep of buildings and works?

The CHAIRMAN: On page 146 of the Estimates, Mr. Chatterton.

Mr. CHATTERTON: Do I take it that these fishermen's wharves are operated by the Department of Public Works. If not, who is responsible? Does this, or any part of the estimates of \$204,200 cover the upkeep of those fishermen's wharves?

Mr. NEEDLER: This does not cover the public wharves. This item covers such items as hatcheries and fishways and buildings, structures that are used by the conservation and development service.

Mr. CHATTERTON: Is anywhere in the estimates provision for such upkeep of fishermen's wharves, or is that handled by another department?

Mr. NEEDLER: This would be the Department of Public Works, Mr. Chairman.

The CHAIRMAN: Mr. Carter has his hand up.

Mr. CARTER: Mr. Chairman, I am assuming we are on page 147, Conservation and Development Service. Have we reached that yet?

The CHAIRMAN: Well we were dealing with an item that Mr. Chatterton raised, an item which is on page 146, but under Vote No. 5, you are free to take up any item under Vote 5.

Mr. CARTER: I am concerned with the broad question of conservation and with less wasteful methods of harvesting the fishery resources, particularly of the Atlantic, and, I suppose, the same would apply to the Pacific. The method most commonly used now is the dragger; there has been a rapid extension, intensification of the use of draggers, during the past few years. We are now going into another phase of the dragger industry which will utilize stern draggers, and the stern draggers will enable more intensification of the fishing because the stern draggers can fish in weather when side draggers cannot.

We must assume that when a person invests \$1,000,000 or \$1,500,000 in the stern dragger that they are going to use this method for at least fifteen or twenty years, to get their investment back, which would indicate that this type of fishing is going to continue for many years yet.

I consider the dragger method of fishing very wasteful. I have personally, in my own boat, steamed through miles and miles of water strewn with small fish of no commercial value which have been hauled up by these draggers and thrown overboard again because they are too small to be of any commercial value.

That is, to my mind, a waste of fishery resources which constitutes a problem with which we should be trying to cope. I think Mr. Needler, or one of the witnesses, indicated in the early days of our Committee that the haddock fishery on George's Bank had already reached maximum yield and perhaps could be regarded as being overfished. What I would like to know, from Mr. Needler—I realize this is an international matter, but I think Canada has so much at stake that we should be taking the initiative—is what other methods are being explored to eliminate the waste inherent in the dragger method of fishing, and particularly what advances are being made with electronic fishery, fish forms and other methods of harvesting the fish resources of our waters.

Mr. NEEDLER: Mr. Chairman, this is obviously a very big subject. As Mr. Carter says, the principal method of catching groundfish in the Atlantic and elsewhere in the world, as a matter of fact, is the Otter trawl, the trawler or dragger, as it is sometimes called, and this does, sometimes, catch quantities of small fish or quantities of undesirable species, unmarketable species, that are discarded.

The principal way of coping with the capture of small fish has been by enacting, through the international commissions, in this case the International Commission for the Northwest Atlantic Fisheries, regulations which require a

certain minimum mesh size. In certain cases, this has been shown to release fish which are not marketable and indeed to cull the fish almost as people would cull them for market. But since we are dealing with a number of different species, this is not possible for all species.

The other side of the coin, however, is that this method of fishing does catch kinds of fish which are not available to hook and line fishing at all, or practically not available, such as the yellowtail, which is commonly called sole of course, on the market, (Limada) and various species of flat fish and red fish and so forth; so that on the whole, the dragging method, the otter trawl method, actually does make better use of the resource as a whole than any other known method.

Some other methods are explored, the modification of the drag which is known as the Danish seine, sometimes now just simply called a seine net because we use the Scottish modification. Electronics are used, of course, to make the drags themselves more efficient, and there have been attempts to use purse seining for cod and other groundfish species. In our development activities, we have explored the use of gill nets, which are quite selective as far as size is concerned for certain fisheries, certain cod fisheries especially; but I do not think any of these methods shows any promise at all of replacing the otter trawl or drag as the most effective means of harvesting groundfish.

As I say, while there is some waste because everything that comes up in the trawl is not used, it is also true that the trawl harvests a lot of resources that are not harvested by any other method.

Mr. CARTER: I would like to follow up there, Mr. Chairman, the method described by Mr. Needler as gill nets and Danish seines. These, I understand, are methods applicable only to the inshore fishery. I never heard of any deepsea dragger using these methods. I understand him to say that the otter trawl is more efficient in one way in that it brings up species which you would not get with hook and line. He mentioned the grey sole and flounder; but my understanding is that this type of fish has its own grounds mainly, so that, for example, George's Bank is mostly haddock. You exploit there the haddock fishery of George's Bank. I do not think very many people go there dragging for sole or small groundfish of that nature.

● (11:25 a.m.)

Dr. Needler said that something was done in this direction by enlarging the mesh of the trawl which culled out the fish. I am not convinced that it actually works this way. It does release some fish, but the number of fish released is not at all in proportion to the increase in the size of the mesh. It would be if the mesh remained square when you are dragging it along, but we all know it does not. It stretches out in a diamond shape and the two sides come close together; so that what happens is that you release the fish on the outside, but the small fish that are caught in the middle are either killed by the pressure of the weight of the fish on them as you haul them up to the surface, or if not, they are killed because they come up to the surface, and fish like haddock can live only at a certain pressure. When they get to the pressure, the air pressure inflates them and they can't go down any more. Now that doesn't happen to cod. Small cod, when released, can get down, but haddock can't. He just floats around and dies. I think this waste of young fish that hasn't any chance to grow up to be of commercial value is a very serious problem. I would hope

that we would be looking at it from that standpoint and not accepting the principle that there is nothing more that can be done than just enlarge the mesh of these trawls.

Mr. NEEDLER: Mr. Chairman, I would like to assure Mr. Carter and the Committee that this problem is one that is regarded very seriously by not only ourselves but the other countries engaged in the fishery.

I would agree that no perfect method which will effectively select sizes of fish has been developed, but I would also disagree with Mr. Carter on some of his statements because it has been shown by extensive underwater observations and experiment, that in general, the meshes do stay open, and there have been extensive experiments on the size of the fish released and those retained which show that the mesh size is quite effective.

Mr. CARTER: Can Mr. Needler tell me what changes have been made in the mesh sizes with respect to cod and haddock. I mean by international agreement. There is not much point in our draggers conforming to a certain mesh size if it is not going to be adopted by other countries.

Mr. NEEDLER: I don't have in my mind the mesh sizes which are now required under the Northwest Atlantic Treaty. Before this treaty existed, there were, of course, no minimum mesh sizes. Perhaps Dr. Martin knows these off hand. Might I ask him to comment.

Mr. W. R. MARTIN (*Assistant Chairman, Fisheries Research Board*): Mr. Chairman, the mesh sizes that are in effect in the northwest Atlantic area are all $4\frac{1}{2}$ inch mesh size in the George's Bank area, the southern end of the convention area for cod and haddock; in the Maritimes area, sub-area 4, the mesh size is $4\frac{1}{2}$, for cod, haddock and flounders; in the Newfoundland area, sub-area 3, the mesh size applying to cod and haddock is 4 inches, and the commission has recommended that a $4\frac{1}{2}$ inch mesh size should apply throughout the convention area; as soon as this proposal is ratified by all member governments in the commission, that mesh size will become effective.

Mr. CARTER: Thank you, Mr. Chairman.

The CHAIRMAN: I think members of the Committee would be interested to know the officers of the department who are here with us to-day, because it is an impressive list and I am going to give your their names. There is Dr. Needler, the Deputy Minister; Mr. Ozere, who is the Assistant Deputy; Dr. Logie, the Assistant Deputy Minister of Operations; Mr. McArthur, Director General of Economic Services; Mr. Bradbury, the Director of Industrial Development Service; Mr. Lamb, the Director of Administration; Mr. Abbott, the Chief of Financial Services; Mr. Gratton, the Assistant Chief of Financial Services; Mr. Rogers, the Director of Administration of the Fisheries Research Board; Mr. Morin, the Financial Services of the Fisheries Research Board; Dr. Hayes, the Chairman of the Fisheries Research Board; Dr. Martin, who just spoke, who is the Assistant Chairman of the Fisheries Research Board; H. V. Dempsey, the Director of Inspection Services, and Mr. Levelton, the Director of Conservation and Protection Services. I think the Committee would want me to thank Dr. Needler for bringing such an able body of his officers here to this meeting. It is an impressive showing from the Department.

Mr. McLEAN (*Charlotte*): When I started in the fisheries forty years ago we did not have a deputy minister.

The CHAIRMAN: Well, we are a long way up from the floor, Dr. McLean.

Mr. McLEAN (*Charlotte*): It has given me a vast inferiority complex.

Mr. BARNETT: Mr. Chairman, as you may recall, when we were considering the Fisheries Development Bill in committee last night, I asked the Minister to give us some indication of what expansion in expenditure might be involved in the bill when it came into effect. I made particular reference to an item in Vote 5 which describes his programs, and projects shared by the provinces. I asked the Minister if he would care to deal with the question then, or whether perhaps it might be pursued in the committee. I think that in the interest of getting these bills dealt with last night he suggested that this question might be pursued in the Committee. Might I pose the question which I asked last night. As a result of the passage of the bill, is it anticipated that the amount I mentioned, namely \$1,130,000, will be expended. I am assuming, and if I am wrong I can be corrected, that this item is one which falls within the terms of reference of the Fisheries Development Bill.

I would also like to enquire whether there are any other points in the estimates where appropriations would be involved in the application of the terms of the bill. I am wondering in particular whether any of the expenditures listed under Vote 10 which has to do with, as I understand it, the capital expenditures of the Department, would be involved in implementing the bill. I should like any particulars that are available as to what expansion and in what direction is envisaged or planned by the Department. You will recall that the terms of the bill says that any expenditures under the act will be made out of appropriations of the fund, by Parliament and I think this obviously makes the question relevant to the consideration of the estimates.

Mr. NEEDLER: Mr. Chairman, I don't know that we could say that in the present year the passage of the bill would lead to an increase in the amounts that are shown on page 144. You will notice that this particular item, programs and projects shared by the provinces, shows an increase of more than 50 per cent. It is not the only item. The items under Vote 10 are in the main not development items. They are rather items which indirectly may contribute to development but they are departmental facilities. But the other items, immediately following the one that Mr. Barnett mentioned, "development and demonstration of vessels, gear and related equipment", and "development and demonstration of facilities for processing, packaging, storing and transporting", there are similarly development projects, but carried out without provincial share.

It might be of interest to the Committee to know that in our presentation to Treasury Board regarding Industrial Development Service estimates, we have forecast very considerable increases in the coming years. Whether these will be realized or not, of course, depends on factors beyond the department's control, but I could read the forecast figures which were presented. The figure for 1965-66 is not forecast; the actual appropriation was \$3,270,000. This year, 1966-67, the figure in the estimate is \$3,709,000; and I can give approximate forecasts for the following years, 1967-68, \$6,250,000; 1968-69 \$8,884,000, 1969-70, over 11 million. This indicates the sort of thinking that we have regarding the expansion of this sort of development project.

Mr. BARNETT: Mr. Chairman, I think that information should be of interest to all members of the Fisheries Committee. Perhaps as one member I might say that the knowledge that the department has such plans in mind may give us some opportunity of indicating our desires which respect to the Treasury Board action when the time comes. I was wondering whether we might have now, or associated with the Committee's proceedings, some of the lists of the major development projects, or some indication of where we might find the reference to the development projects that are currently at hand that are covered under these items.

Mr. NEEDLER: Mr. Chairman, at the last meeting of the Committee, I suggested that we might provide the Committee with a listing of projects. We have available for distribution to members of the Committee a listing of the projects that come under this particular item; that is, the programmes and projects shared by provinces. These, unfortunately, do not include anything in British Columbia. There are some projects under the following item in British Columbia.

● (11:40 a.m.)

Mr. BARNETT: I would appreciate it if he would provide us with a list. I am sure we would find it quite interesting and useful. We do, of course, read in various press releases from time to time, the details of projects as they are announced, but I think it will be a very useful reference. I may have some other questions on other aspects of this Vote, but I think perhaps if there are other members, I will leave the matter to them.

Mr. CHATTERTON: Could Dr. Needler tell us why are not any of these other federal-provincial projects undertaken in British Columbia?

Mr. NEEDLER: Mr. Chairman, I think the answer to that question is not wholly in our hands. However, it is quite clear that over a number of years the Atlantic provinces have been very active in what we might call fisheries development activities, and they do have, actually, ministers of fisheries; they have fishermen's loan boards; they have staffs which play a very active part in exploring the resource and the introduction of new methods and in assistance to fishermen in improving their equipment. This is more true, actually, of the five Atlantic provinces than of the other parts of Canada. It is beyond me to answer why.

Mr. CHATTERTON: It is not for lack of good projects that might be undertaken?

Mr. NEEDLER: Oh, no.

Mr. BARNETT: I should like to ask one more question. I am wondering, in the light of some of the discussions and the development of, as I understand it, the federal-provincial fisheries committee for the prairie region, whether there are any indications of development of joint projects with respect to our inland fisheries in the offing.

Mr. NEEDLER: I think that there are prospects for the development of such projects. But there are none covered by the program for 1966-67. The two federal-provincial committees in the west, the federal-provincial prairie fisheries committee and the federal-provincial British Columbia fisheries com-

mittee, are quite young, and I would think that out of them might come some such projects. I think that such projects could readily be arranged within the general expansion which is part of the department's thinking.

The CHAIRMAN: Before I turn to Dr. McLean, I see Mr. Stefanson is pricking up his ears here because this is relevant to the Lake Winnipeg fishery. Have you any further questions in that regard, Mr. Stefanson?

Mr. STEFANSON: I had originally intended to ask questions on this before Mr. Bennett raised his particular section. Has the department had any specific discussion on projects for the prairies or for Manitoba in particular that could be worked out under this arrangement?

Mr. NEEDLER: Yes, there have been projects discussed and there have been some projects undertaken by the department alone without the provinces.

Mr. STEFANSON: Do they participate in hatcheries and are they doing anything about improving the spawning grounds in Lake Winnipeg?

Mr. NEEDLER: I think, if my memory is correct, the responsibility for the regulation of the fisheries and for the development of the resource, fish culture activities, has been delegated to the provinces in these cases. I think that all of the provinces have some activities in this regard, but the federal government does not take part in such activities in the prairie provinces, as far as I know.

Mr. STEFANSON: Under this particular arrangement, they could participate in this type of project, could they, or under the bill that was just passed in the House?

Mr. NEEDLER: Mr. Chairman, the main purpose of the bill is industrial development rather than resource development, but in spite of that, there is no impossibility at all of the federal government co-operating with the provinces in these fields if the provinces wished it, and if it became part of government policy.

Mr. McLEAN (*Charlotte*): Well, I see the Fisheries Department here have herring scouting and assessment and herring scouting in the gulf and strait, and so forth. Now, it seems to me that there are two sides to the coin. At the present time the Fisheries Department, the government is saying, "go ahead and exploit all the fisheries". Is there any appropriation to guard the fisheries against overfishing and all that sort of thing? I think of the clam industry in my county. We had quite a number of clam factories, and they have all disappeared. My company owned the last one and they are not able to operate. It was agreed by everybody in the clam industry, about twenty or twenty-five years ago, that they would practice conservation; but the Fisheries Department did nothing about it. Now, we have no clams.

We have a situation in the herring business. Everybody now is getting into the herring, for reduction plants for fish meal. The sardine industry has been there for the last hundred years and the government or the Fisheries Department or anybody else has never been able to tell us the source of our supply of the small fish. But lately in Nova Scotia, and down our way too, they have gone into the reduction plants. A reduction plant will leave about \$20; whereas a canning plant will leave about \$80 in the community. We have seen the

pilchard industry on the west coast. When I first went in the business, the pilchard industry on the west coast was a great deal larger than the sardine industry in the United States on the east coast and in Canada. But the pilchard industry on the West Coast has practically disappeared. The government of the United States tried to practice conservation by licensing and so forth, but they went out to sea with these mother ships and one thing and another and they got up one fine morning and had no pilchards and have not had any since.

Now, what are we doing in the Fisheries Department? We are going to exploit the fisheries in every way. What are we doing to protect what we have? That is what I would like to know. Have we any appropriation, or is there any part of the Fisheries Department that is going to try to protect and see that our industries continue, or are we just going to go ahead and exploit the spawned herring? I figured that even last year there were billions and billions of spawn that would never be hatched because it would never be laid. Are we doing anything about this? We have gone on for a hundred years and we do not know what we are doing, it seems to me it is about time we did something about that; that we should have some appropriation to guard against the overfishing as well as encouraging everybody to get into the fishing business. I was talking to someone not long ago and they said the Atlantic Sugar people are going in and the expenditure of so many millions is going in. I said, "It is quite a lot for Atlantic Sugar; they borrowed only \$10,000,000 down in the States". But they said: "Oh, well, the government is putting up most of it. They are only putting up \$1,500,000 to get in the business." Now, how long is this going to continue? How long is this going to be encouraged by the Fisheries Department? That is what I would like to know. Are we all going to have a quick dollar and are we all going to be out of business in four or five years. Can they tell us that?

Mr. NEEDLER: Mr. Chairman, I would like to dispel one or two impressions. One of them might be that the financing of such groups as the last big expansion of herring meal operations, comes primarily from the Fisheries Department. In actual fact the encouragement of this industry comes mainly from other sources.

I would also like to say that, far from knowing nothing, we know quite a lot about the cases that Dr. McLean has mentioned. The mechanism for protecting stocks and fisheries has two main elements: one is research to discover the effects of the fishery on the stocks, and this involves knowing the life histories of the fish or shellfish concerned, their growth rates, their mortality rates, their parasites, and so forth, and also research on the fishery itself to get quantitative measures of the relationship of the fishery to the stock.

I would say that the research is mainly conducted by the Fisheries Research Board and it has an active herring investigation at the present time and has had active investigations on clams and on pilchards in the past. The other element is what is now part of the Conservation and Development Services' Conservation and Protection, the development and enforcement of fishery regulations, and that comes under Vote 5. The Conservation and Development

Service has been split in two parts: Conservation and Protection, which covers fishery regulations and Resource Development, which covers fish culture and positive measures.

This latter item does have quite an important part to play in maintaining certain stocks that are susceptible to it. I do not know whether you want me to go into clams and pilchards Mr. Chairman. I could offer some explanations of what happened. As far as the herring are concerned, they are certainly quite different in their life history and in their capacity for reproduction from the clams, which, in our area, are very slow growing and which have uncertain reproduction. I would just like to assure the Committee and Dr. McLean that, with this large development of the herring fishery, we will certainly keep as close a watch as we possibly can on what is happening to the stock. The department has as often been accused of over-regulating fisheries as of having too few restrictions.

Mr. HOWARD: Mr. Chairman, I wonder if I could ask Dr. Needler, with respect to the mimeographed list which he has just given to the Committee of federal-provincial projects in the Atlantic provinces, whether with respect to British Columbia, there are similar projects which the Department of Fisheries has in mind which might be developed, or might be approached in this way?

Mr. NEEDLER: Mr. Chairman, there are projects that could be carried out in co-operation with the province. There are also projects which we carry out ourselves of the same general nature, and if you wish, we could have a supplementary list of some of the major projects of this sort across the country that we have carried out. I think that could be done, Mr. Bradford.

● (11:55 a.m.)

In addition to this, I might say that there is a great body of technical assistance which is given in small pieces, as it were has been one of the functions of the Industrial Development Service to import the best knowledge on fishing methods from all over the world. We brought someone from Japan to tell the Newfoundlanders how to jig squid more effectively and they are now using his methods. And we have done similar things in other parts. These are not readily all listed because they are too numerous, but there are some exploratory projects of a larger nature which could quite readily be listed.

Mr. HOWARD: As I understand it, there would be one list containing projects which the Fisheries Department has or is engaging in. Would it be possible to have a list, so far as British Columbia is concerned of projects which might be developed on a co-operative basis, or would this be a bit presumptuous of me?

Mr. NEEDLER: I would sooner not do that without discussing the list first with the province.

Mr. HOWARD: What I want to get at is this. If there are projects similar in nature to those in the list provided to us; to make a quick reference, for instance, to Newfoundland, we see such references as shrimp fishery, squid fishery, cod seining, things which, to me, obviously would fall within the jurisdiction of the federal authorities. What I want to get at is, is there anything constitutionally to prevent the federal Department of Fisheries from engaging in these projects in the possibility that the British Columbia govern-

ment decides it does not want to enter into any of these things in a co-operative way? I am concerned that the development of the fisheries in British Columbia not lag because of the reluctance of one of the governments to assist in developing.

The CHAIRMAN: Mr. Howard, your question is getting pretty political. I think it is in the realm of the Minister.

Mr. HOWARD: Just a minute, Mr. Chairman. You did not let me finish, and I should say I can appreciate that this is something that perhaps Dr. Needler would not care to answer directly because of his position; but it is something which I would like to have an answer to. If at some subsequent time the Minister, who is in the political sphere of things, may want to take the responsibility of dealing with it, this would satisfy me. I think it would be necessary to explore it, because my concern is, and I am sure the concern of others, with the development and enhancement of the fisheries themselves, and it does not really matter to me whether it is the federal government that does it, or whether it is done co-operatively along with the province, or whether the province does it itself, as long as it is done.

The CHAIRMAN: Did you know, Mr. Howard, we have stood Vote No. 1, with the view to recalling the Minister, when we have gone to the various votes and items. Would it satisfy you if that question were to be brought forward at that time?

Mr. HOWARD: Yes. Perhaps I should ask a question for clarification purposes then. Is it desirable to delay the putting of questions of that nature that involve political matters rather than straight administrative or technical matters? Would it be better to postpone even putting them on the record until later on, until we get back to Item 1, or would this be a sort of advance notice?

The CHAIRMAN: I think it is nice to have the advance notice, Mr. Howard, but I think we must bear in mind as a Committee that we are here at this point on the examination of votes other than Vote No. 1. We are examining the departmental officers on matters of administration and nonpolitical matters, and we have stood Vote No. 1 with a view to having a go at the Minister when we get him back at the end of our meeting.

Mr. HOWARD: There is no disagreement on my part. Could I follow along with one or two other items, then, that perhaps will not be quite so sensitive? I noticed in Vote No. 5, in two places, one on page 145 and another listing on page 146, there are two items for a charter aircraft, one for \$100,000, and the other in the amount of \$252,500. I know the Department of Transport, and undoubtedly the Department of National Defence, owns a number of aircraft, and so far as I am able to gather, these aircraft are not used to the extent that they might be used, and as a consequence we have large capital amounts tied up in aircraft that are not being used to full economic advantage. In other words, there is a waste. Now, it may be that the Department of Transport or R.C.A.F. aircraft are not suitable; are not small enough or are not of the type that could be used by the Department of Fisheries in the work that it does. But it seems to me that it is something that, if it has not been explored yet, could be explored to see whether or not we might make an arrangement with D.O.T. or the R.C.A.F. to have available to us some of the

aircraft that they have that are not being used, for the purposes here, and have it charged merely as a service from one department to the other, instead of an outright expenditure out of the public treasury to some private groups.

Mr. NEEDLER: Mr. Chairman, we use military or Department of Transport aircraft when they are available and suitable for various purposes. For example, military aircraft have been used even in oceanographic investigations, believe it or not; and we made use of Department of Transport aircraft during the sealing season. But in general, these aircraft that are chartered under these items are for local transport and protection and of a sort that the Department of Transport does not have available. I think also that there is some reluctance on the part of the government to enter into competition with private companies for the sort of thing that they can do, for example the sort of thing the bush pilot can do.

Mr. HOWARD: How is this reflected in your bookkeeping arrangements? When you use, for argument's sake, Department of Transport aircraft, how does this show up? Anywhere is there a charge and a payment, or is it—

Mr. NEEDLER: No. I think it is just—department—

Mr. HOWARD: Just provided?

Mr. NEEDLER: Yes.

The CHAIRMAN: Does that answer your question for the moment, Mr. Howard?

Mr. HOWARD: I think this would perhaps be the one under which to deal with it. I understand that we are exporting, probably in fresh frozen state, salmon roe, salmon eggs, that are stripped in the cannery, after the fish are landed, and that we also, in order to do this, have employed, in some instances, to the extent of which I do not know, but we have employed workers from another country to come over and work in the plants and do the actual stripping, or the work of taking the eggs and arranging them for other canning, or whatever they do with them, or freezing them and exporting them. Am I correct in my understanding of this?

Mr. NEEDLER: Mr. Chairman, I know of certain individuals coming from another country, in this case Japan, to conduct some experiments in the use of herring or salmon roe, with the idea of developing something. I am not myself aware of any number of workers coming to do this. I think there have been only instructional or experimental developments, as far as I know.

Mr. HOWARD: Yes. If that is the case, I think there could not be perhaps much argument about it. But I had understood, or it had been represented to me that it had gone beyond that, and that this was the actual sort of production and export stage that they were engaging in. The people who complained were naturally shore workers who saw that here were jobs that they could readily well do without any difficulty, and they could not see that these should be removed from them by people from other countries.

Mr. NEEDLER: I am not aware of it reaching that stage.

The CHAIRMAN: Mr. Chatterton had his hand up. He is next, followed by Mr. Carter, and I think followed by Mr. Crouse. That is the order that we are in now.

Mr. CHATTERTON: Mr. Chairman, my question arises from the answer that Dr. Needler gave, or from the answer I thought he gave to the question raised by Mr. Stefanson with regard to the resource development, particularly the spawning beds in Lake Winnipeg. Do I take it that the attitude of the department has been that the improvement or restoration of spawning beds, for instance, in our rivers in British Columbia, is a provincial responsibility?

Mr. NEEDLER: Mr. Chairman, in British Columbia the responsibility for the regulation and resource development of the purely fresh water species has been delegated to the province, although in all provinces, the fisheries are primarily, from the jurisdictional point of view, a federal responsibility. In British Columbia, the responsibility, as far as the purely fresh water species is concerned, has been delegated to the province. But the federal Department of Fisheries still takes responsibility as far as the anadromous species are concerned, and these are, of course, principally salmon.

Mr. CHATTERTON: This is a qualicum in development; the provincial government had no participation in that.

Mr. CARTER: Mr. Chairman, I have two or three short questions, but before I begin, I would like to address myself to the point raised by Mr. Howard about the question which he will want to discuss with the Minister when he is available on Item 1. I am interested in that question too, and had intended to raise it. The reason I am mentioning it now is that while it may have political overtones, it is really not a political question, but a constitutional question, and perhaps when the Minister does arrive, it would be well if he could have his constitutional advisers with him. That appears particularly from the answer which Mr. Needler just gave to Mr. Chatterton.

Now, with respect to this list that was distributed about projects carried on in co-operation with the provinces, these are joint projects. There must be other projects which are being carried on solely by the federal government. I wonder if it would be too much trouble to have a list of these for each province?

Mr. NEEDLER: Mr. Chairman, I already suggested that we provide you with such a list of the major projects without going down into every little time we gave some technical advice.

Mr. CARTER: Yes. In my own province I have two things in mind. One is the transfer of Pacific salmon to replenish Atlantic salmon stocks and things of that nature. I would also like some information, if the witness can give it, about the effect of this hydro-electric development in my riding at Bay d'Espoir. I understand that this hydro-electric development will drain the basin of Grey River, which is an excellent salmon river. I wonder if Mr. Needler could give us some information as to what is happening there. Has the department taken any steps to ensure the survival of the salmon in that river, or will it cease to be a salmon river once that development takes place?

Mr. NEEDLER: Mr. Chairman, I don't have the details of this, but I believe that Dr. Logie might be able to answer this question.

Mr. LOGIE: Mr. Chairman, I don't have the details at my fingertips either, but I can speak in generalities here. Our resource development branch in Newfoundland has been negotiating in this matter for a year or more, and I believe that the tentative agreement at the moment is that there will be enough water diverted from the hydro-electric development to avert the calamity that Mr. Carter fears.

I should also say that none of these things are official until they are approved by our Minister. He has sole power under Section 20 of the Fisheries Act to approve. So we are in the advanced negotiation stage, but our field people in Newfoundland feel that the arrangements are the best that can be made and are reasonably adequate.

Mr. CARTER: I would like to ask Mr. Needler if the federal government is carrying out any project or has in mind any project that would determine the relationship of the inshore fishery in Newfoundland to the offshore fishery.

● (12:10 p.m.)

There is a fear and there is some evidence in recent years to believe that with the intensification of the offshore fishery on the Grand Banks, that this intensification has had an adverse effect on the inshore fishery, which would indicate, in turn, that there is some relationship between the two. Because it appears obvious that the fish caught on the small inshore fishing grounds do not breed on these grounds. They must breed elsewhere and migrate to these inshore fishing grounds later.

The CHAIRMAN: Mr. Carter, we had a very able discussion on that at our last meeting, led by Mr. Crouse, and I wonder whether we are covering ground twice here.

Mr. CARTER: I was not able to be present at our last meeting, Mr. Chairman.

The CHAIRMAN: The minutes will be available and I think you will find that this subject was thoroughly covered at the last meeting, and I think you will appreciate we are anxious to make progress.

Mr. CARTER: Yes. Can I ask Mr. Needler if it is fair to assume now from the scientific evidence available that as far as the Atlantic fisheries are concerned, we have already reached or are approaching the maximum yield, and any development or intensification on the part of Canada, or on the part of any other country for that matter, would not increase the over-all total catch, but would merely result in a scramble for each country to get a bigger share of what is available.

Mr. NEEDLER: Mr. Chairman, this was discussed at one of the earlier meetings of the Committee, but I could repeat the sense of what I said then, and that is that this is true of some species and some stocks, but that it is not quite true yet for the groundfish fisheries as a whole i.e. that more intensive fishing would not increase the yield. There is some room for expansion in groundfish as a whole.

Mr. CARTER: Can you name the fish? Does that include cod, haddock, flounder and sole?

Mr. NEEDLER: I would not like to go into detail, Mr. Chairman, but I think that there are still some stocks of cod that could support a larger poundage. I think there are some stocks that are fully utilized.

Mr. CARTER: Just one final question. Reverting back to Mr. Needler's answer to the questions I raised about the otter trawl, does the Department have any slides or moving pictures showing how these trawls operate when they are being dragged through the water, and when they are dragged along the bottom, and when they are being hoisted up to the ships? Are there any visual aids that can give us some education on that?

Mr. NEEDLER: I think, Mr. Chairman, that there are two or three films available. I don't know whether we have them right in the Department, but there are two or three films available taken under water when the trawl was actually in action, not by our people but in the United States and also by the British. They can be made available.

Mr. CARTER: It would be useful if we could see some of these films, Mr. Chairman, if a screening could be arranged some time.

Mr. CROUSE: Mr. Chairman, some of my questions arise out of the question posed by Dr. McLean. I was very much interested in the answers given by the Deputy Minister, in explanation of the decline in the catch of clams, for example. I have checked over the list that was supplied to the Committee this morning concerning fisheries development projects in co-operation with the various provinces; and I cannot help but express concern over the fact that in the provinces listed, namely Newfoundland, Prince Edward Island, Nova Scotia, New Brunswick and the province of Quebec, I fail to see any consideration being given to one of our major fishing industries by the Fisheries Department, namely, the lobster industry.

According to the records last year, the lobster industry in the province of Nova Scotia alone was some \$12,000,000 to our fishermen, and judging by the decrease in catch this year, it is evident that something is happening to this industry. Now, I would point out that this industry is vitally important to our inshore fishermen, and it covers almost the entire area of the Atlantic provinces.

While many of our lobster fishermen are young men, the industry provides a major part of the income for our older fishermen, men who are no longer capable of going to sea for extended periods on the new and modern draggers. In view of the importance of retaining this industry and of assisting it, I would ask the Deputy Minister first whether any thought has been given to the artificial raising of lobsters. I realize that I raised this question at the previous meeting, but in view of the facts that have been laid before us today, I cannot help but again express my concern over the fact that the lobster industry is evidently not recognized for some research or some development program. I would like to know if the Deputy Minister or his officials feel that the previous tests conducted on artificial raising of lobsters have been conclusive. I would like to know whether they plan any development program for this particular fishing.

Mr. NEEDLER: Well, Mr. Chairman, I would first like to point out that this list that we distributed is a list of development projects under the Industrial Development Service, and that these are either explorations for unexploited or

underexploited stocks of fish, or they are attempts to test and demonstrate new fishing methods, or in a few cases, new processing methods. These activities are not really applicable to the lobster fishery because in general it is very intensively exploited already. I would say, however, that in 1965-66, there were lobster deep sea exploration projects. Coming to the protection of the resource, the lobster industry has had probably one of the most intensive and lengthy research studies of any species going back, on a large scale, to the '30's, and on a small scale before that, and I think the Department spends more effort in regulating the lobster fishery than any other fishery.

As far as the artificial propagation of lobsters is concerned, we have done relatively little. Some years ago, I do not recall exactly, but I would think in the early '50's, over a number of years there was a lot of activity in the United States trying to improve techniques for the artificial propagation of lobsters. We observed these quite closely and in general found that they were not a paying proposition. Many years ago the Canadian Government operated lobster hatcheries. I think they were closed some 45 or 50 years ago. They were closed because it was shown through research that they were doing more harm than good. They were simply taking the eggs which the female lobster hatches very well. She carries them, as you know, on the underside of the tail and keeps them aerated and so forth so there is a very high proportion hatched. By putting them in a hatchery, we actually hatched a lower proportion than the female lobster did. So this activity was stopped.

When you try to carry lobsters farther than that you have a number of things to contend with. You have to hold them and feed them for quite a while. They tend to be cannibalistic, and in order to bring any large number through successfully, you really have excessive expense. Nobody has yet devised means of getting past this. If anybody had a promising idea in this field, I am sure that the research board and the resources development branch between them would try it out, but at the moment, I don't know of any promising idea. There has been intensive work in the United States.

Mr. CROUSE: Thank you, Mr. Chairman. My next question is also related to a question raised by Dr. MacLean when he expressed concern over the amount of money being provided to new companies, as it were, and he specifically named the Atlantic Sugar Refinery which is scheduled to receive considerable assistance running into many millions of dollars to enable them to participate in the expansion of processing companies as well as the expansion of ships for the fishing industry. I join with him in his concern, and would point to a question that I placed on the Order Paper at the beginning of this session relating to the amount of shipbuilding subsidy that was paid to Scarrab Fishing Ventures Limited on the *Tuna Seine* or *Golden Scarrab*.

I was informed, in answer to my question, how many pounds of tuna were landed in Canadian ports by the Canadian subsidized ship since it started fishing operations, that the answer was nil. I asked, how much money in the form of subsidy was paid to this company, and the answer was \$764,250. I asked, how many Canadian fishermen were employed on the *Golden Scarrab* and I was informed there was a crew of 13, and that of this total, there was

only one Canadian. I asked, what is the amount of the special subsidy paid to the owners of the *Golden Scarrab* by the Industrial Development Service of the Federal Department of Fisheries, I was informed \$25,000.

Now, we are departing in Canada, according to the bill which we debated last night in the House of Commons, on a very extensive fisheries development program. I approve of this type of program in principle, but in view of the replies received to my questions on the *Golden Scarrab* I would like to ask the Deputy Minister or his officials, what safeguards are they building in for the fishing industry already established in Canada? Are we to assist at the expense of almost \$1 million to the Canadian taxpayers the construction of ships which I understand from other sources, leave this country, and here I am referring to the *Golden Scarrab*, to fish off the coast of Peru. This ship has been in foreign waters during the past year or more. It is contributing nothing to the Canadian economy; it is not employing Canadian labour, and I submit to this Committee that this is not the intention of the Canadian Government when setting aside funds for the development of the fishing industry. This does nothing to help Canadian industry in any way after the ship is constructed. I should like to ask the Deputy Minister what safeguards are being set up to protect the Canadian taxpayer from further exploitation at this time.

Mr. NEEDLER: Well, Mr. Chairman, this is quite a large question. I would like to say that personally I share Mr. Crouse's concern regarding the financing of processing plants. I think that the question of what financing is needed and should be provided would warrant close examination although the picture is not at all uniform. In other words some parts of the industry may need more encouragement than others. I would, however, like to point out that in the sample that was mentioned, the Department of Fisheries was not the principal agent of government. I believe that, in most instances, where new processing plants have been established on the Atlantic coast, a good part of the financial assistance has been from provincial sources, and in no case, does the financial assistance to the plants emanate from the Department of Fisheries.

● (12:30 p.m.)

In the case of the *Golden Scarrab*, the subsidy paid was all from other departments than fisheries and our only expenditure was for the \$25,000. which is mentioned as a subsidy but which was put forward on a value received basis. For this amount the vessel provided accommodation and records and information which would enable us to make some assessment of what was happening. In fact, the information that was provided in answer to your question might very well not have been forthcoming if it had not been for this arrangement.

The question of what safeguards are being built in, or are to be built in, cannot really be answered. The department has considered proposing for the regulations governing the subsidies granted to this department, some conditions regarding crewing to ensure that the vessels are manned by people, at least living in the Canadian fishing communities.

The recent tuna development which involves the construction of some more vessels, has been proceeding under the ordinary Department of Transport shipbuilding assistance and under other financial advantages that can be gained under federal government regulations, although not fisheries. However, I believe

the fact that the company is constructing a processing plant in Canada, in New Brunswick, may very well change the picture to which you referred and can be expected to lead to the basing of the operations in Canada, and the processing of the fish in Canada, and the manning of the vessels from Canada. If the fish are not processed in Canada, I think that the company would be making a mistake to be building a processing plant.

As far as the manning is concerned, I think that this may very well change, too, when the vessels have a home port in Canada, or land their catches in Canada. This, however, is I think, an operation that is rather difficult to forecast. It is difficult to forecast the course of its development.

Mr. McLEAN (*Charlotte*): For your information, Mr. Crouse, on this tuna, this company I understand has bought a sardine plant in the United States which they are going to use for canning tuna, opposite to where they are supposed to be located in New Brunswick.

Mr. CROUSE: Well, this brings to mind my next question with regard to tuna development. I would like to ask the Deputy Minister whether any firm commitment has been made by these companies, namely the Atlantic Sugar Refinery Company, with regard to the area in which they propose to catch these tuna? Will the ships be operating in foreign waters, or will they be utilizing the tuna off the coast, for example, of Nova Scotia, Prince Edward Island and Newfoundland. Has any indication been given to the Government relative to the area in which the ships will operate. That is question No. 1. While I am at it, I may as well pose the other question I had in mind; it deals with the reply the Deputy Minister gave a moment ago concerning fish plants and the development. I think all the members of this Committee realize that up to the present time the Department of Fisheries has not participated in the development of fish plants. But as I interpreted the bill that was presented to us last evening, is it not possible under the certain terms of that bill for the Government under the Fisheries Department, to assist in the development of new plants as well as new fishing draggers.

Mr. NEEDLER: Which question first, sir?

Mr. CROUSE: I am not particular.

Mr. NEEDLER: As far as the grounds where the tuna will be caught are concerned, the company, I am sure, has not made any commitment as to where they will fish; this would be rather unusual. They have indicated to us informally though that they still plan to fish in distant waters. The availability of tuna, in large enough quantities to make the operation of such vessels profitable, is such that one would not expect them to be able to operate profitably on tuna in Canadian waters. They would have to operate either off the west coast of the Americas in the tropics or in the tropical Atlantic. As a tuna seining operation it would have to be a distant operation, in my opinion, in order to pay.

I have forgotten the other question.

Mr. CROUSE: I stated, Mr. Chairman, I agreed with the Deputy Minister that it was not possible to develop fish processing plants prior to the bill, but as I interpreted the terms of the bill, is it not possible for the Fisheries Department now to assist in the construction of plants and new draggers.

Mr. NEEDLER: I could say, Mr. Chairman, that the department, of course, has been concerned in the financial encouragement of improvement in vessels for many years. The interpretation which I would place on the bill would be that its authority would certainly comprise experimental operations to improve processing. The department has been interested in this. It is not in the present thinking of the department, to my knowledge, that it would engage in the financing of processing plants other than cold storages.

Mr. CROUSE: Mr. Chairman, I believe all of the Committee were surprised to hear the Deputy Minister state that these new tuna ships, when constructed, would be required to operate almost continuously in southern waters in order to operate profitably. The *Golden Scarrab* left Canada with a crew of Canadians and it landed one trip in Peruvian waters, and then the Canadian crew was dismissed. This ship, to the best of my knowledge, is now manned by a crew of Mexicans and Puerto Ricans seamen and I believe that I would be remiss in my duties if I did not stress the fact that in the Atlantic provinces we have an unemployment rate, today, which is double that of the unemployment in any of the other parts of Canada. Some of these men would be interested and would certainly make suitable fishermen for ships of the size of the *Golden Scarrab* and I believe the Government and especially the Fisheries Department, which is assisting in this development has a responsibility and duty to make certain that these ships, assisted through subsidies from the Canadian taxpayers, are manned during the period in which they owe any moneys to fisheries loan boards, or during the five year period that I believe the subsidy arrangements apply. I believe it is their responsibility to make certain that, at all times, they are crewed by Canadian fishermen.

I have one other question and it relates to the estimates under Vote 5 where we find the item, charter of boats. It is listed on page 146 in the amount of \$247,600, and on page 148, \$5,700. Could the Deputy Minister explain, in view of the fact that we have a large number of ships in the Fisheries Department, the need for this large expenditure for boat charge?

Mr. NEEDLER: I understand, Mr. Chairman, that there are very few chartered boats in our patrol service on the Atlantic, but there are quite a few chartered for part of the year from the Pacific, mainly in the administration of the salmon fishery regulations. Where we have chartered boats we have done this with the feeling that this was actually the cheapest way of providing the service. It only pays to own and operate boats, if suitable boats can be obtained in no other way, or if the boats are used for a high enough proportion of time, to make it more expensive to charter.

The CHAIRMAN: Gentlemen, we are coming on towards the end of this session of the Committee and I am hoping we are going to be able to make progress on Vote No. 5.

Mr. HOWARD: What I wanted to raise did not have to do with the vote, Mr. Chairman. I wondered whether this list that Mr. Needler presented today about the development projects in co-operation with the number of provinces might not be attached as an Appendix to today's proceedings, so that those

who read the proceedings will see what we have been referring to, as well as with subsequent lists of information which might be presented.

The CHAIRMAN: I wonder if we can tackle them one at a time. Let us deal with this one now and then let us look at the size of the other ones and the nature of them when they come along. Is the Committee agreed to table this with today's report?

Agreed.

Is Vote 5 agreed to?

Mr. BARNETT: Mr. Chairman, I really caught your eye. I had in mind quite a different line of questioning. There are one or two questions that have arisen in my mind at least out of some of the questions asked by Dr. MacLean and by Mr. Crouse. Perhaps I might just raise them while we are on the subject matter. I was interested in the reference to the matter of lobsters. In this connection, I would be interested to know whether the department has any reports they can give the Committee on what I understand is an attempt to transplant lobster to the Pacific coast. I believe in the Barclay Sound area, if my memory serves me right in what is known as Useless Lagoon. I am wondering whether we have any indications so far as to whether Useless Lagoon is going to become less useless.

Mr. NEEDLER: I am afraid, Mr. Chairman, I don't have details on this. Maybe Dr. Hayes could answer this.

Dr. HAYES: There were several hundred lobsters moved there. They were screened for health last year before they were taken out and placed on this reef, and the reef is being watched to see that the lobsters will accommodate themselves. There is no fishing except the matter of seeing whether they are surviving and up to the first time many of them are surviving and a few have developed the disease called gaschemia which is prevalent on the Atlantic coast. They were all freed from the disease when they were shipped out but they must have been carriers. This is also being observed so all we can say now is that the lobsters have not died but it is too early to say whether they will spawn and reproduce out there at the present time.

● (12:45 p.m.)

Mr. BARNETT: Apparently they are something like salmon on the Atlantic coast. I was quite interested in a reference earlier when Dr. McLean was asking some questions, and Mr. Needler's reference to what happened to the pilchards. Now a question that I often have asked is what happened to our pilchards of the West coast? If Mr. Needler has an answer that is more or less definitive on that, I think it would be a very useful bit of information to have. I might pose another related question at the same time. With reference to the ability of clams to reproduce successfully, I recall to my mind the visit to the fishery research station at Penang Island where we had a very interesting lecture from the director of the institute about the love life of prawn and of the experiments that have been successful in inducing better reproduction of the prawn. I am wondering whether we are doing any work in this matter of the ability of the clam to multiply and replenish the clam beds. I ask particularly having in mind the establishment of a plant in my area

which I understand expects to do some clam canning from the local beds, and the question of whether this is something that will continue would be of interest.

Mr. NEEDLER: Well, Mr. Chairman, I cannot probably answer either of these to the satisfaction of the Committee. Regarding the pilchards, the cause for the disappearance is a matter of great controversy among fishery scientists. In general, the scientists of the U.S. Fish and Wildlife Service—and our scientist Dr. Hart was a student of pilchards, he did research on pilchards when he was at Nanaimo—believe that the pilchards disappeared for natural causes. There was evidence of disease, for example, as anybody associated with the fishery at that time would recall.

There is, on the other hand, a body of opinion, mainly among the scientists of the California State Administration, which believes that overfishing was the main cause. It is very difficult to do a good detective job on a crime that is that old, so I do not imagine that this difference of opinion will ever be resolved.

Mr. BARNETT: Are they virtually extinct, or has there been any indication that they may make a come back at the present time.

Mr. NEEDLER: There are now large populations of pilchards. It was the larger, older individuals that migrated northward, larger, older individuals of one of two large stocks of pilchards that has disappeared, but the other large stock of pilchards in California, or at least another large stock, has shown signs of recovery.

Mr. BARNETT: What about clams?

Mr. NEEDLER: The culture of clams—clam farming has been the subject of a great deal of experimentation. I am afraid I cannot answer the particular instance that you have in mind, and I do not know what the population is in your area or what the prospects are, but at the moment, there are no demonstrated economic techniques for growing clams artificially. It is not as easy to capture and handle the very young clams as it is oysters or mussels either. So oysters and mussels have been the subject of successful culture but clams have not to my knowledge.

The CHAIRMAN: Shall Vote 5 carry?

Mr. BARNETT: I had some questions that I wanted to ask on Vote 5 to enable me at least to understand a little better the meaning of some of the estimates as they are set out. I understand the arrangements within the Department, under Vote 5 for example, we have quite a number of positions listed under the conservation and development service, operation and maintenance. We have quite a number of positions listed under the sections service, and under the field services administration.

I was wondering if we could have some explanation of how and where these divisions apply in the field. We have statistics showing so many positions here, but somewhere along the line some of these statistics are people that we meet, those of us who come from fishing areas, as representatives in the field of the Department, one of the things that have never been quite clear in my mind is whether, when these items are listed, they apply to individuals

in all cases doing specific jobs, or whether in some cases a member of the department one meets in the field is dividing his time between the inspection service and conservation development service. Perhaps we could have some explanation of just who these people are in the field under the salary classifications.

The CHAIRMAN: I am trying to understand your question as best I can, but I think you will have to pinpoint the area that you want the explanation on a little more if you can. Have you some particular classification in mind, or have you some area of service in mind, in which you are interested?

Mr. BARNETT: In my area, if I meet the representative of the Fisheries Department in Tofino, Uqoot, Port Hardy or any one of a dozen other places I could mention, there is usually one man wearing the Fisheries Department uniform; there are other places such as Nanaimo, Campbell River where they may be a number of people; and I would like to have clarified just what is the job that these people are doing in relation to the estimates that we have before us, and generally speaking in what salary classification are they shown in the estimates? Perhaps I have not made myself clear yet—

Mr. NEEDLER: Mr. Chairman, I have a general idea of it. I feel a little embarrassed because there has been some reorganization of the department since these estimates were prepared.

Mr. BARNETT: That is why I raise this question because I felt that—

Mr. NEEDLER: You will have noticed that departmental administration is one item, and this is mainly the headquarters administration in Ottawa; the fields services administration is in the main headquarters of the four or five regions of Vancouver, Winnipeg, Halifax and so forth. This field services administration includes things like personnel, accounting and so forth.

Of the actual field people, there are three main components, (in the department as distinct from the Fisheries Research Board). There are the protection officers whose job is to enforce fishery regulations.

Mr. BARNETT: This is under the inspection services?

Mr. NEEDLER: No, these are under conservation and development. They are among these 247, for example. There are 1,033 salaried positions there. Some of these are protection officers; some of them belong to that service; others belong to the fish culture service, in the operation of hatcheries, in the building of fish ways and this sort of thing.

Then there is the inspection service which shows on page 147; these are people who inspect for product quality, and they inspect plants for proper operation, sanitation and so on.

There are some other field services, the Fishermen's Indemnity Plan for example, has 148; this is also a field service. These are the people who administer the insurance plan.

One of the purposes of the reorganization that has just taken place and that resulted, for example, in Dr. Logie's appointment as Assistant Deputy Minister of operations last August was to have a single direction of these field services I have mentioned so as to avoid overlap, or to get the most efficient use of the personnel. So, under Dr. Logie's direction, there is a director now

of resource development (that is fish culture), a director of conservation and protection (that is regulations of fisheries), a director of inspection, (that is inspection of products and plants) and a director of special programs which include the insurance plan, the Newfoundland bait service and so forth, and we believe that this new organization will give better assurance of using the personnel to the best advantage.

Mr. BARNETT: The people who are fisheries officers in a spot where there is only one man may do jobs under several fields under this general service. Is that correct?

Mr. NEEDLER: It is brought about through the regional directors. We are changing the name. The regional directors office, in your area, Mr. Herston, for example, in Vancouver, and his staff at that headquarters, are in charge of all these services.

Mr. BARNETT: I was wondering where in this listing provision is made for the part time patrolmen that you made reference earlier when Mr. Crouse was asking the question about the charter boats. You indicated that they were principally used in British Columbia for the seasonal patrol work. Where in the estimates are the complement of people that you hire in that field?

Mr. NEEDLER: I am told that these are in the item on 146, about half way down the page, and is entitled "Casuals and Others", 234 of them, counting the whole of Canada.

Mr. BARNETT: Now, just above that we find "ships officers and crews seasonal". These are just the additional people?

Mr. NEEDLER: Employees on the vessels.

Mr. BARNETT: Of department vessels?

Mr. NEEDLER: Of department vessels, yes.

Mr. BARNETT: Of department vessels, not the people who are providing their own boats?

Mr. NEEDLER: That is right. There are some vessels, especially on the Atlantic coast; there are a great many vessels that are laid up over winter. The seasonals further up, the 160. This includes also some seasonal employees under fish culture operations.

The CHAIRMAN: Gentlemen, we are coming up to 1 o'clock and I notice some members are getting restless. I am just wondering whether or not we are going to be able to carry Vote 5 and make progress before we leave, having regard to the fact that we have a number of items to go through yet, we also have an opportunity to review what we are doing and to pick up any threads that are left unravelled when we call the Minister back. If that is suitable to the Committee, I would call Vote 5. Mr. Howard has his hand up.

Mr. HOWARD: What I wanted to ask about is perhaps something that involves a combination of both the technical aspect of things and the political complications. It relates to what Mr. Robichaud said in his opening statement with respect to what he classified as a large fleet of Soviet trawlers, which had operated periodically in fishing grounds adjacent to British Columbia in the past twelve months. I think he related this primarily to groundfish stocks. At this

junction, having in mind the time and the fact that we are fast losing the Committee—we have in fact lost it already—I would like some explanation or report of the knowledge that the Department of Fisheries has about the Soviet Union's activities, what they were fishing for, their catch if we know about that, what areas were they in, the size of the fleet as we are able to know it, in order that this may be used to perhaps give us a better idea of discussing in greater detail the NORPAC Treaty which is under vote 5.

The CHAIRMAN: This is a very interesting topic and one which we are not going to settle in a minute or two because it is an area of considerable interest to the west coast. I wonder whether it would be agreeable to you and to the Committee if Dr. Needler and the department took your question as notice and if we were able to tidy this up under Vote 1 when we return to the examination of Vote 1.

Mr. HOWARD: Well, it is quite agreeable to me. I just want the information. It does not really matter to me if you do it under Vote 1 or any other number.

Mr. CHAIRMAN: Does Vote 5 carry?

Mr. BARNETT: I appreciate your desire to have visible evidence of making progress—

The CHAIRMAN: It is always satisfactory to a Committee Chairman, Mr. Barnett, as I think you will appreciate.

Mr. BARNETT:—but I do have a few more questions relating very specifically to some of the details of Vote 5.

The CHAIRMAN: Is it your wish that Vote 5 not carry today, Mr. Barnett?

Mr. BARNETT: If we could keep it then I think it would be more orderly than for me to try to come back to them on Rule 1. I assure you, Mr. Chairman, it is not from any desire to delay progress.

The CHAIRMAN: Thank you, gentlemen. We will rise now and will meet again at the call of the Chair. We will probably have another meeting this week if we can possibly manage it.

APPENDIX

DEPARTMENT OF FISHERIES

Fisheries Development Projects in Cooperation With
Newfoundland

1966/67

	%	Federal	Provincial
1. Combination Fishing Boats	50-50	\$ 150,000	\$ 150,000
2. Scottish Seine Netting Demonstration	75-25	18,750	6,250
3. Shrimp Fishery	75-25	30,000	10,000
4. Squid Fishery	75-25	48,750	16,250
5. Snap Gear Longlining	75-25	7,500	2,500
6. Herring Scouting and Assessment ..	75-25	60,000	20,000
7. Synthetic Cod Traps	50-50	15,000	15,000
8. Cod Seining	75-25	75,000	25,000
9. Food Processing	75-25	15,000	5,000
10. Labrador—Implementation of proposals	50-50	50,000	50,000
11. Miscellaneous	50-50	15,000	15,000
		<hr/>	<hr/>
		\$ 485,000	\$ 315,000

9 December, 1965.

DEPARTMENT OF FISHERIES

Fisheries Development Projects in Cooperation With
Province of Prince Edward Island

Basis for Shared Cost Amount

Name of Project	%	Federal	Provincial
1. Herring Scouting in the Gulf and Strait	75-25	\$ 7,500	\$ 2,500
2. Shrimp Trawling and Exploratory Fishing	75-25	7,500	2,500
3. Crab Trawling and Exploratory Fishing	75-25	7,500	2,500
4. Exploratory Fishing for Scallops	75-25	3,000	1,000
5. Miscellaneous and Unforeseen	50-50	2,500	2,500
		<hr/>	<hr/>
		\$ 28,000	\$ 11,000

DEPARTMENT OF FISHERIES

*Fisheries Development Projects in Cooperation With**Nova Scotia*

<i>Name of Project</i>	<i>Basis for Shared Cost</i> %	<i>Amount</i>	
		<i>Federal</i>	<i>Provincial</i>
Deep Water Longlining	50-50	\$ 69,000	\$ 23,000
Scottish Seine Netting	75-25	36,000	12,000
Exploitation of Silver Hake, Argentine, Monkfish and Skatewings	75-25	36,000	12,000
Shrimp Fishery	75-25	60,000	20,000
Crab Fishery	75-25	60,000	20,000
Demonstration of Inshore Dragging	50-50	3,000	3,000
Introduction of Hydraulic Lobster Pot Hauler	50-50	2,000	2,000
Washer for Shrimp	50-50	1,500	1,500
Holding Tank for Live Crabs	50-50	2,500	2,500
Frozen Herring for Europe	50-50	7,500	7,500
Miscellaneous and Unforeseen	50-50	5,000	5,000
		<u>\$ 282,500</u>	<u>\$ 108,500</u>

DEPARTMENT OF FISHERIES

*Fisheries Development Projects in Cooperation With**New Brunswick*

<i>Name of Project</i>	<i>Basis for Shared Cost</i> %	<i>Amount</i>	
		<i>Federal</i>	<i>Provincial</i>
Crab Fishing	75-25	\$ 37,500	\$ 12,500
Light Attraction System for Sardines ...	50-50	4,000	4,000
Typical Bloater Processing Plant	50-50	6,000	6,000
Irish Moss Harvesting	50-50	2,000	2,000
Dragger to Scotch Seine Netter Con- version	50-50	4,000	4,000
Shrimp Fishing	75-25	37,500	12,500
Herring Exploration in the Gulf	75-25	37,500	12,500
Vessel Conversion to Combination Opera- tions	50-50	25,000	25,000
Eel Fishing	50-50	2,500	2,500
Smelt Fishing	50-50	2,000	2,000
Miscellaneous	50-50	5,000	5,000
		<u>\$ 163,000</u>	<u>\$ 88,000</u>

DEPARTMENT OF FISHERIES

*Fisheries Development Projects in Cooperation With
the Province of Quebec*

<i>Name</i>	<i>%</i>	<i>Federal</i>	<i>Provincial</i>
Seaweed Survey	50-50	\$ 5,000	\$ 5,000
Exploratory fishing for shrimps in the Gulf of St. Lawrence	75-25	12,000	3,000
Survey of scallop grounds at Magdalen Islands	50-50	8,000	8,000
Mollusc survey of inshore waters	50-50	5,000	5,000
Portable echo sounders on inshore boats (continued from 1965)	50-50	2,500	2,500
Charting fishing banks of the Anticosti Island and North Shore regions ...	75-25	12,000	4,000
Fish detection by helicopter	75-25	10,500	3,500
Gillnetting for redfish (continued from 1965)	75-25	4,500	1,500
Fishing with lights (continued from 1965)	75-25	12,000	4,000
Electrical fishing (charter)	50-50	15,000	15,000
Vacuum forming of blocks and freezing under pressure (carried over from 1965)	50-50	28,000	28,000
Laboratory experiments in clam cleans- ing (continued from 1965)	50-50	2,500	2,500
Processing of new fishery products	75-25	6,000	2,000
Mechanical gutting of fish aboard small draggers	50-50	2,000	2,000
Miscellaneous and Unforeseen	50-50	5,000	5,000
		<hr/>	<hr/>
		\$ 130,000	\$ 91,000

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

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LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

MINUTES OF PROCEEDINGS

1966

Tuesday, May 3, 1966.

(7)

STANDING COMMITTEE ON

FISHERIES

Chairman: Mr. GRANT DEACHMAN

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 6

TUESDAY, MAY 3, 1966

Main Estimates (1966-67) of the
Department of Fisheries

WITNESSES:

From the Fisheries Council of Canada: Mr. David F. Corney, President;
Mr. R. L. Payne, Past President; Mr. G. Guy LeBlanc, Vice-President;
Mr. R. I. Nelson, Vice-President; and Mr. C. Gordon O'Brien, Manager.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE ON
FISHERIES

Chairman: Mr. Grant Deachman

STANDING COMMITTEE ON FISHERIES

Chairman: Mr. Grant Deachman

Vice-Chairman: Mr. G. Blouin

and Messrs.

Barnett,
Basford,
Béchar, d,
Bower,
Carter,
Cashin,
Chatterton,
Crossman,

Crouse,
Granger,
Howard,
Keays,
LeBlanc (Rimouski),
MacLean (Queens),
McLean (Charlotte),

McQuaid,
McWilliam,
Nowlan,
O'Keefe,
Patterson,
Stefanson,
Tucker—(24).

J. H. Bennett,

Clerk of the Committee.

WITNESSES:

From the Fisheries Council of Canada: Mr. David F. Corney, President;
Mr. R. I. Payne, Past President; Mr. G. Guy LeBlanc, Vice-President;
Mr. R. I. Nelson, Vice-President; and Mr. C. Gordon O'Brien, Manager.

MINUTES OF PROCEEDINGS

TUESDAY, May 3, 1966.

(7)

The Standing Committee on Fisheries met at 9.42 a.m. The Chairman, Mr. Deachman presided.

Members present: Messrs. Barnett, Béchard, Bower, Carter, Cashin, Chatterton, Crossman, Crouse, Deachman, Granger, Howard, Keays, LeBlanc (Rimouski), MacLean (Queens), McQuaid, McWilliam, Stefanson, Tucker (18).

In attendance: From the Fisheries Council of Canada: Mr. David F. Corney, Mulgrave, N.S., President; Mr. R. I. Nelson, Vancouver, Vice-President; Mr. Guy LeBlanc, Montreal, Vice-President; Mr. L. Olmstead, Wheatley, Ontario, Vice-President; Mr. K. F. Harding, Prince Rupert, B.C., Director; Mr. R. L. Pague, Vancouver, Past President and Mr. C. Gordon O'Brien, Ottawa, Manager of the Council; *From the Department of Fisheries:* Dr. A. W. H. Needler, Deputy Minister; Dr. R. R. Logie, Assistant Deputy Minister (Operations) and departmental officials.

The Chairman presented copies of a brief received from the Campbell River Chamber of Commerce, to the Committee members.

The Committee reverted to *Item 1—Estimates—Departmental Administration*—and introduced Mr. David F. Corney, President of the Fisheries Council of Canada.

Mr. Corney read a prepared statement, was questioned thereon, assisted by members of the Fisheries Council of Canada.

Questioning continuing at 11.00 a.m., the Committee adjourned to the call of the Chair.

J. H. Bennett,

Clerk of the Committee.

EVIDENCE

(Recorded By Electronic Apparatus)

TUESDAY, May 3, 1966.

• (9.40 a.m.)

The CHAIRMAN: Order. We reached an arrangement of a sort of informal hearing of people and organizations connected with the fisheries industry, and of those we heard Homer Stevens of the Fishermen's Union on the west coast who, I see, is back again as a spectator here today. This is a fast meeting committee. We are grateful to have him before us to give his views and we have also here with us this morning representatives from the Fisheries Council of Canada. We are going to hear from them in a minute in the same way that we heard from Mr. Stevens; that is, they will present a brief of about 15 or 20 minutes followed by a question period.

I am also grateful to have officers of the Department here again with Dr. Needler who will have an opportunity to hear what the Fisheries Council will have to say and, undoubtedly, this will prompt questions from the members. It will be of value to the Department officers to have an opportunity to hear what the Council says. Before doing that, I want to make reference to a document or a letter which I received from Mr. C. W. Ross, Director of the Chamber of Commerce of Campbell River on Vancouver Island, dated April 25, 1966, in which he tells about Tyee salmon fishing in the Campbell River area. It is a very famous sport in that area and does a great deal towards the promotion of tourism on Vancouver Island. It is a very interesting document. I am not going to read what he says but I think every member of the Committee will find it very interesting indeed to read his letter. I have had photo copies made for the members and I am going to have them distributed to the members of the Committee. It is a little new, from the standpoint of the things that we have been interested in here, because it is a good brief on the value of a sports fishery in this particular area. I think you will probably recognize the fine hand of our friend, Tom Barnett, here behind us. I think this is in his riding, and I suspect that he has probably said to these people that they had better tell us what they are doing.

You will recall the last time we met I was plaintively calling to have Vote 5 carried. We did not get that far. Today I am farther from it. We will now, with the permission of the Committee, revert to Vote No. 1 for the purpose of hearing the Fisheries Council of Canada. I will call Vote No. 1 and ask Mr. D. F. Corney of Mulgrave, Nova Scotia, General Manager of Acadia Fisheries, Limited, and President of the Fisheries Council of Canada, to present the brief that he has brought with him. He has with him this morning his Vice-President, Mr. R. I. Nelson of Vancouver who is President of Nelson Brothers Fisheries, Limited; Vice-President Mr. G. Guy LeBlanc, Montreal, Production Manager of Quebec United Fisheries; Mr. K. F. Harding, Prince Rupert, British Columbia, General Manager of the Prince Rupert Co-operative Association; Mr. L. Olmstead of Wheatley Ontario, President of Olmstead Fisheries and Mr. R. L.

Payne, General Manager of J. H. Todd and Sons, Vancouver, who is a past president. Also here this morning is Mr. C. Gordon O'Brien of the Fisheries Council. We are very grateful that these people could come this morning. I will call on Mr. Corney.

DEPARTMENT OF FISHERIES

1. Departmental Administration, including grants and contributions as detailed in the Estimates \$1,552,000.

Mr. D. F. CORNEY (*General Manager, Acadia Fisheries Ltd.*): Well, Mr. Chairman and members of the Standing Committee on Fisheries, we appreciate this opportunity to appear before this Committee. The Chairman has given all our names in the introductions; I will not belabour that point.

Appendix A in this report indicates the membership of the Fisheries Council of Canada which consists of 17 Associations covering Canada from coast to coast. The last time this Council appeared before a similar standing committee, was on June 22, 1964, in connection with Bill No. S-17, an Act Respecting the Territorial Sea and Fishing zones of Canada. On that occasion, Mr. Don F. Miller, the president at that time, emphasized the fact that this Council is the only national and the only truly representative fisheries organization operating in this country. Its membership includes private, corporate and co-operative organizations across Canada. We speak, therefore, with a keen sense of our responsibilities to all segments—particularly the fishermen.

The advantage which Canada enjoys, bordering on three oceans which, I might add, is a unique world distinction, and being adjacent to some of the richest fisheries in the world on both the Atlantic and the Pacific—will become increasingly significant as time passes. We are in a favourable position to produce what we need from the sea for domestic consumption and to maintain and improve our position in export markets. This calls for good co-operation between government and industry.

We are here, gentlemen, because you are the people who have considerable to say about providing funds for the work of the Department of Fisheries. Our views on where some of these funds should go may be helpful—at least we hope so!

Conservation

There is tremendous pressure on world stocks of fish—to meet the demand for protein—and the growing pressure from foreign fleets makes it imperative that all possible measures be taken to protect Canadian fisheries for Canadians. The matter of fishing zones and territorial waters is pertinent here—and we are concerned that the Department of Fisheries, together with other departments involved, are not, in our opinion, making much progress on this problem.

Since we are blessed with some of the finest fishing grounds in the world, it is Canada's responsibility to play a leading role in developing international agreement in this field of conservation.

In this general field, we are encouraged by the increasing attention being given to pollution problems.

Inspection

Industry helped to initiate and has supported the department in its program of improved inspection over the years. This inspection service—a joint

effort of government and industry—is now regarded by many countries as one of the finest in the world today. At the moment, however, we feel that the program is a bit too ambitious—unless steps can be taken to properly train sufficient staff to administer the regulations in a uniform manner across the country.

We feel that greater recognition should be given by the department to the practical problems in production and processing. In certain cases, better communications would be helpful.

Research

We would like to see more emphasis on the technological and development work of the Fisheries Research Board of Canada. This means greater financial support to that board in order to augment this phase of its work.

Coordination of Effort

There are many governments, and agencies of governments, involved in fisheries development. We feel that it would be appropriate for this department to make a serious study of this matter with a view to coordinating the efforts of all governments and agencies operating in this field.

Assistance to Fishermen

We feel that this department should take over the responsibility for supervising the payments of assistance to needy fishermen—as recommended by the Committee of Inquiry into the Unemployment Insurance Act (Gill Committee).

Salmon Development

Of all the directions in which government expenditure can be made for development of the fishing industry, the most productive is the development of our salmon resource, but it is receiving far less attention than it deserves.

Rather than increasing, as it could be, salmon production in the past few years has been declining. This is especially true of Chum salmon but also of the other species. There is a great deal of speculation as to causes. One of these must certainly be the increasing pace of industrialization in B.C. We have indeed been fortunate in the cooperation which has been received from industry and various government agencies in minimizing the impact of industrial growth on the salmon resource. The officials of the Department of Fisheries and International Pacific Salmon Fisheries Commission and members of the forest industry should be commended on the agreements they have worked out for treatment of pulp mill effluent in the interior of B.C. But pollution and alterations of water sheds will become more and more common and the utmost in vigilance and prevention must be practised.

With adequate protection and use of development techniques the salmon resource can be increased greatly.

The artificial spawning channel and flow and temperature control techniques have been developed in a large part by Canadian Government biologists and engineers. It has the potential of increasing, by many times, the survival of salmon in some of the most critical stages of its life cycle. For example, it is estimated that the survival in the egg to fry stage can be increased from an average 10 per cent in nature, to an average 50 per cent plus in an artificial spawning channel!

A number of spawning channels have been built in British Columbia. Some are of an experimental nature but are contributing to the total salmon stock—Jones Creek, Robertson Creek and Big Qualicum River. Those at Seton Creek for Pink salmon, Puntledge River for Chinook and Weaver Creek for Sockeye were built with a specific rehabilitation job in mind. The first stage of the Department of Fisheries \$5 million project on Babine Lake aimed at increasing Skeena River Sockeye runs is complete and will receive spawners this year. Tenders have been called for the second phase of the project which will eventually see acres of new spawning gravel at Fulton River and Pinkut Creek and will increase the annual Skeena Sockeye catch by an estimated one million fish worth over \$2 million per year to the fishermen. A number of artificial spawning channels are planned by the International Pacific Salmon Fisheries Commission for the Fraser River stocks of Pinks and Sockeye—at Seton Creek (a second one), Barriere or Raft Rivers and Nadina River.

All this is commendable and our own criticism is with the speed with which projects and plans are going ahead. There are many areas in British Columbia where salmon production could be much increased by improving the natural condition of spawning streams. With the knowledge we have of the results that can be achieved, there should be no stinting in planning, engineering and construction of the facilities wherever they have application.

In addition, the potential of hatcheries as a development tool should not be ignored. Hatcheries lost favour in British Columbia in the 1930's because their contribution to salmon stocks apparently did not justify their cost. But in latter years evidence has arisen to suggest that hatchery techniques can be improved. Work done in Washington State and now being assessed, suggests that some, at least, of the hatcheries for Chinook and Coho salmon are contributing significantly to production of these species. It may be that this technique may hold promise equal to or greater than the spawning channel. In any case, it should be thoroughly explored. The same attention must be given to other techniques, tried and untried, which may have an application for increasing salmon production.

The salmon resource is a public one, belonging to the people of Canada. The necessary expenditure of Government funds on development of the resource should be considered a public investment—and a gilt-edged one—in the capacity of this most valuable of our fishes to create wealth for the nation.

The Fisheries Research Board of Canada and the Department of Fisheries are preparing a joint report, which should be ready soon, which will undoubtedly lead to requests for increased appropriations for this purpose. We hope that such a request will have the full support of this committee. These techniques may well be quite applicable to the east coast as well.

Groundfish Development

The Canadian fishing industry is embarking on an expansion of the groundfish fishery. Recent improvements in North American market demand brought about in part by a variety of factors such as population increase, developments in product presentation and changes in fish production in European countries, have permitted a substantial growth in Canadian groundfish production.

In large part also this growth is due to efforts of the industry in promoting its products, improving production techniques and, together with the trawl fishermen, prospecting new grounds and fishing methods. We have been encouraged by the Minister of Fisheries to develop this fishery. We confidently expect the demand will continue to grow and to call for much greater exploitation on both coasts. We are confident too of our ability to meet this demand, barring, of course, depletion of our resource by foreign fishermen.

It is inconceivable that the Government should urge the industry to develop the resource on the one hand, and, on the other, fail to provide protection against foreign fishing fleets. The fishing industry should not be expected to accept the risks involved in providing the fishing, processing, distribution and marketing facilities for a groundfish resource which is completely open to this large, unselective and virtually uncontrolled foreign effort.

The Department of Fisheries is now providing valuable assistance to the industry by helping to prospect new trawl grounds along the B.C. coast. The belated extension of the steel trawler subsidy to British Columbia will also be an important factor in the expansion of the groundfish catches in that area.

● (9.55 a.m.)

Predators

We are of the opinion that predator fish are a serious problem in the industry. The Department is carrying out an experiment in the commercial utilization of dogfish in B.C. However, it is our view that this program by itself is not sufficient, and we suggest that an intensive program must be carried out to bring about a sharp reduction in the population of dogfish on the Pacific coast.

Intensive work on the utilization of predator fish is required.

Lake Erie Perch

There is a need for government assistance to enable an orderly production and marketing of perch in Lake Erie. This is a case where the Fisheries Prices Support Board could conceivably play a valuable role—at little cost to the taxpayers. A floor price in surplus production periods for a three to four-week period in the spring and again in the fall, could well solve a serious problem.

Conclusion

We have touched on a number of points, gentlemen. We have suggested:—

- (a) A more concentrated Canadian approach to conservation problems;
- (b) A more realistic handling and extension of inspection;
- (c) Greater emphasis on technological research;
- (d) More coordination among agencies dealing with fisheries development;
- (e) Changes in giving assistance to needy fishermen;
- (f) A greater emphasis on salmon development;
- (g) Continuing attention to expanding the groundfish fishery;
- (h) That the predator fish problem receive more attention; and
- (i) That the problem of orderly production and marketing of Lake Erie perch receive federal government attention.

We shall be pleased to try and answer your questions.

APPENDIX A

MEMBER ASSOCIATIONS

OF THE

FISHERIES COUNCIL OF CANADA

Atlantic Fisheries By-Products Association,
HALIFAX, N.S.

Canadian Atlantic Salt Fish Exporters Association
HALIFAX, N.S.

Fish Distributors Association of Ontario,
TORONTO, Ont.

Fisheries Association of B.C.
VANCOUVER, B.C.

Frozen Fish Trades Association Limited, The
ST. JOHN'S, Newfoundland.

Montreal Fish Merchants Association,
MONTREAL, P.Q.

New Brunswick Fish Packers' Association,
MONCTON, N.B.

Newfoundland Fish Trades Association,
ST. JOHN'S, Newfoundland.

Nova Scotia Fish Packers Association,
HALIFAX, N.S.

Ontario Fish Processors' Association,
PORT DOVER, Ont.

Prairie Fisheries Federation,
WINNIPEG, Man.

P.E.I. Fisheries Federation,
CHARLOTTETOWN, P.E.I.

Prince Rupert Fishermen's Co-operative Association,
PRINCE RUPERT, B.C.

Prince Rupert Wholesale Fish Dealers Association,
PRINCE RUPERT, B.C.

Quebec Fish Producers Association,
QUEBEC, P.Q.

Quebec United Fishermen,
MONTREAL, P.Q.

Vancouver Wholesale Fish Dealers Association,
VANCOUVER, B.C.

The CHAIRMAN: Gentlemen on behalf of the Committee I wish to thank Mr. Corney for the presentation of his brief and I now call on members of the Committee for any questions they may have in regard to it.

Mr. CARTER: I would like to ask Mr. Corney about the statement on page seven where he refers to "together with the trawl fishermen prospecting new grounds and fishing methods." I wonder if he could elaborate on or give more details about the fishing methods?

Mr. CORNEY: I wonder if you could repeat the question.

Mr. CARTER: On page seven you say "In large part also this growth is due to efforts of the industry in promoting its products, improving production techniques and together with the trawl fishermen prospecting new grounds and fishing methods." Now I am just wondering what new fishing methods have been employed by the trawl fishermen or by the industry in the ground fish production?

Mr. CORNEY: There have been quite a number of new methods. On the east coast there has been a considerable development in the type of trawler. There has been a move towards stern trawling techniques as opposed to the conventional side trawler techniques which has necessitated a tremendous capital expenditure. This is one area. The terrific foreign fishing pressure on the grounds has made it necessary for the fishermen to explore for new fishing banks on the east coast. These are just a couple of the items.

On the west coast the groundfish fishery is a fairly new enterprise and the fishermen in the industry there have been doing some considerable work exploring the grounds and in tooling up their vessels so that they could, in fact, exploit this type of fishery. This has been done with considerable success. These are some of the things that have been done.

Mr. CARTER: Have there been any new developments in the trawl itself to minimize the waste of fish which are not of commercial size?

Mr. CORNEY: Well, of course, on the east coast the fishing is done under the rules and regulations as laid down by IGNAF and enforced by our own Department of Fisheries. There are definite mesh sizes permitted in the trawl. The industry adheres to these sizes and the Department of Fisheries are very aggressive in checking these mesh sizes as the vessels come in. We, in the fisheries, have some concern about this on the east coast because we, alone, are the ones that are being policed, you might say in the Canadian industry; whereas the foreign people are farther from home and they do not have the same control. Nevertheless, in Canada, we are taking the lead, I think, in controlling mesh sizes to protect the resource.

Mr. CARTER: I understand we are limited to 4½-inch mesh on George's Bank for haddock and 4 inch on the other grounds. That is my understanding; you can correct that, if it is wrong. Do you have any information of the sizes of mesh used by foreign draggers?

Mr. CORNEY: The only information I have is something I would not be prepared to give before this Committee, other than that our trawlers have on occasions—on the east coast banks, the foreign vessels and our own vessels are in very close contact and, on numerous occasions, we get tangled in one of their

trawls or they get tangled in one of ours and we get them aboard our ship or they get ours aboard their ship. We have no documented evidence but we have seen that, on occasions, the mesh sizes of foreign vessels seem to differ from our own and differ from the regulations that we adhere to but we cannot bring documented proof of this. Therefore, this is one point on which I do not want to elaborate too much.

Mr. CARTER: I would like you to clarify; these mesh sizes are smaller than our own. Are they smaller than the sizes agreed upon by international agreement?

Mr. CORNEY: I am not prepared to make a statement on that because it would require that we bring forward the proof and I cannot do this. Therefore, I am not at liberty to make a statement.

Mr. HOWARD: Mr. Chairman, I think first that Mr. Corney and the Fisheries Council should be congratulated for one, the brevity and, two, the succinctness of the presentation. It usually takes a great deal of verbiage to cover so many points. I think you should be congratulated in succeeding in a very short period of time and in a small number of words to do it.

There are a number of things I would like to inquire about, but our usual procedure is to have a sort of a round of questions so that one person does not "hog" it all. I would like to deal with page 2, if I could, first, in which you make reference to our territorial waters and the fishing zones, these express your concern that the Department of Fisheries, together with other departments involved, are not making much progress in the course of establishing what we hoped would be a straight baseline system enclosing certain waters. When the Fisheries Council made its presentation with respect to Bill No. S-17 which was the bill that set up the fishing zones and allowed for the straight baseline system to be introduced by Order in Council, the government said it based the bill upon that presentation and endorsed it in its essence. In that presentation the Fisheries Council, as I recall it, set out a proposed baseline which, on the west coast, embraced or included the Queen Charlotte Sound, Hecate Strait and Dixon Entrance as Canadian waters. I would like to ask whether this is still the position of the Fisheries Council that the straight baselines should be drawn in such a way as to enclose those waters as Canadian territorial waters?

Mr. CORNEY: I might say I do not feel the Fisheries Council position has changed. However, I would prefer if Mr. Robert Payne, our representative from the west coast, could answer that particular question?

The CHAIRMAN: Mr. Payne, we have a problem of having to speak into the microphones here and so, when you are speaking, would you please take your place at the table? It would be helpful to the transcription system.

Mr. R. L. PAYNE (*General Manager, J. H. Todd and Sons*): Mr. Chairman, I understand the question to be "is the Fisheries Council still in favour of the position which it enunciated as the basis for Bill No. S-17". The answer, I think, is yes, very much so, very strongly in favour of a boundary. But there has been a dialogue on this subject at some length and the original statement of the Council was that it was proposed that the territorial waters should be on a straight baseline with an additional margin, and beyond that a fisheries

boundary. Since then, the fisheries Council, as a result of the dialogue, has taken the position that the fact of territorial waters is really beyond the purview of the Council. The Council is concerned only with fisheries matters, and it considers that a fisheries boundary which had the effect of enclosing the waters originally proposed could be entirely adequate for the purposes of fisheries and the territorial waters, as a separate area, with different implications, is something which, perhaps should be considered in a different arena.

Mr. HOWARD: Well, perhaps I should rephrase it then and simply refer to what, in the act, is referred to as a fishing zone or fisheries boundaries. In so far as your position is concerned, purely with fisheries, it is still the position, then, that the fisheries boundary, in a fishing zone, should be drawn in such a way as to include within it Queen Charlotte Sound, Hecate Strait and Dixon Entrance?

Mr. PAYNE: Yes. If I might just amplify a little on that point, sir, Bill No. S-17 came up some time ago, and the proposals which led to the bill were in anticipation of events which did subsequently take place. The Russian fleets have now appeared on the west coast, as it was felt they would do. They had not done so at the time those proposals were made, so there is an even stronger feeling now that these fishing boundaries are essential to the protection of this potentially very important fishery.

● (10.10 a.m.)

Mr. HOWARD: I noticed, in your brief, on page seven you make reference to foreign fishing fleets and I was going to touch on that but you have raised the matter anyway beforehand. I wonder if I could ask a further question here. Has there been any correspondence with the Department of Fisheries or with any agency of government about the necessity of moving quickly in establishing these straight baselines and the consequent fishing zones within the last year, say?

Mr. CORNEY: Yes, the Fisheries Council arranged a meeting and the Minister of Fisheries and the Secretary of State and their colleagues were kind enough to receive us on November 19 of last year at which time we came to Ottawa and made a full coverage of this question and made our position very clear.

Mr. HOWARD: Would the Council, and I assume it would not, have any objections if we inquired in the House about making public or tabling any correspondence or documents exchanged between yourself and the government? Would you have any objection to that?

Mr. CORNEY: No, we would have no objection to it. I might say that the government received us very well, but they did impress upon us that this was a very delicate international matter and there was all sorts of confidential information that they could not divulge to our group. So we are not in a position to know, at this time, just how negotiations with the other countries are proceeding. They may be well on the verge of having this problem solved but, owing to diplomatic circumstance, may not be able to divulge all this information publicly to an organization as broad as our Council.

Mr. HOWARD: Do not feel unique in that position. I think I should refrain from going further into other matters now, Mr. Chairman.

The CHAIRMAN: I will call on Mr. Chatterton who has his hand up to speak next.

Mr. CHATTERTON: Mr. Corney, you described some of the rehabilitation projects with regard to salmon on the Pacific coast, at Jones Creek, Robertson Creek, Big Qualicum and Babine Lake developments. The United Fishermen and Allied Workers Union had recommended that the appropriation for development of our west coast fisheries be increased by fivefold. Would you say that if the government did that today there is sufficient knowledge available to use this money in actual developments with good results, or is the limitation the lack of knowledge and technical information such as in the case of Campbell River, development of the Chinook, rehabilitation?

Mr. CORNEY: I will ask Mr. Payne to answer that question.

Mr. PAYNE: I understand your question to be, sir, that if the appropriation were increased fivefold forthwith could it be usefully absorbed?

Mr. CHATTERTON: Yes.

Mr. PAYNE: A proper judgment on that question, I think sir, must await the report which the Department and Fisheries Research Board are preparing together. This report will be available shortly, probably within the next month and it will spell out, hopefully, the direction in which a development program might well go. There are serious misgivings in some areas about the ability of the system to usefully absorb a large block of funds in a short period of time. At the same time, there are sentiments elsewhere and I, personally, subscribe to these sentiments, that the ability to use a large block of funds productively in salmon development is really limited, not so much by the availability of trained personnel as by the ability to organize. There is no shortage of highly trained people for the key spots in the program that might well emerge.

There is a problem in amplifying the efforts of those people with the appropriate support staff. My personal feeling is that this is not an insurmountable problem at all and that the Department might well have to, on a temporary basis at least, engage consulting engineering firms, design firms and so on to implement a program. This is normal practice in most circles, excepting this particular area of fisheries, and there is no reason why this kind of practice should not be employed in fisheries development. So, generally speaking, I think the answer to your question must be that the funds could be absorbed and used productively without waste provided the organization of the Department was set up to handle it, but we will all have a better basis for our judgments when this report on salmon development comes forth.

Mr. CHATTERTON: It is described as lack of organization. You have implied inability to organize the whole program. Could this be accomplished by engaging these private consultants? Is there sufficient knowledge for them to make good use of the moneys, if it were to be appropriated?

Mr. PAYNE: I hope there is nothing I said which implied that the departmental organization is deficient at this time because I certainly did not wish to imply that at all. What we are considering is a hypothetical situation of a large block of funds being available in the foreseeable future and what is likely to happen. The departmental organization is going to have a major organizational task on its hands if that takes place. Perhaps I could digress a little. Let us

consider the kind of problem we are talking about and let us consider only one sector of the development program which would be a program of artificial spawning streams.

An artificial spawning stream is really a very simple device in principle. It is an arrangement on an already existent stream with an existing brood stock whereby the effects of flooding and drought are minimized so there has to be some kind of a water containment—a dam arrangement—and, if one wants to go first class, there has to be some kind of a temperature control. These are the two things. The third one might be a beneficiation of the gravel so that there is a maximum quality—a good quality of gravel in the bed. These, gentlemen, are not biological problems. These are engineering problems and if the biologists specify, in broad terms, what they want, the number of cubic feet per second over the gravel, the size of gravel, the temperature range, then there are many, many very well qualified engineering firms that can take a specific area and design a facility. The state of the art is such that it is just about ready to be turned over to engineers for design and to constructors for construction.

Mr. CHATTERTON: The brief by the Campbell River Chamber of Commerce indicated that although the Department was prepared to develop the Campbell River, to rehabilitate the spawning grounds, and so on, of chinook salmon, the Department indicates they do not have sufficient data, facts available, and they may not have this until 1970, in order to be able to undertake such a project. Is this typical? Does this apply throughout British Columbia or is this a special case?

Mr. PAYNE: Could we not say, sir, generally that every decision is made on insufficient evidence. The real question is "when does the preponderance of evidence indicate that the action is valid?" and there seems to be no reasonable doubt now that the preponderance of evidence in respect of artificial spawning streams, is that they are economically justifiable generally. I do not know the specifics of the Campbell River case but, certainly, it is possible to make a case for proceeding slowly in order to proceed with absolute security. It is not possible to make a very good case on that basis. As I say, I do not know the Campbell River situation specifically but I would seriously doubt that anyone could argue against moving quickly on the grounds that the evidence is insufficient.

Mr. BARNETT: Mr. Chairman, I would be interested in pursuing the question of the suggested Campbell River spawning area which, according to the brief presented by the Campbell River Chamber of Commerce, is primarily concerned with the possible increase in the stocks of Chinook or Tyee salmon in that stream but I think, perhaps, inasmuch as Mr. Payne has said he is not aware of specifics, I will not do that.

I would like to ask one or two questions with the background of what is in the Fisheries Council brief in mind in relation to developments which are not touched on in the brief but which have become of current interest, perhaps since the initial preparation of the brief. In particular, I have reference to the question of some negotiations on the west coast fisheries matter between ourselves and the United States in respect to what we refer to as the surf line and the question of the division of the pink salmon catch in the international commission area in the lower fishing grounds leading into the Fraser River.

Many of us have become aware of certain statements made by Senator Warren Magnusson of the United States which, as I read the report that was in the press, in effect, suggest that the United States, in his view, may have to take what might be called economic action in respect of our fisheries markets or the future of our fisheries markets in the United States, as part of the round of negotiations that I think we all realize are not complete at this point between the Americans and ourselves, inasmuch as a further meeting on this question has been announced for May. I think this is a matter that ties in very closely with the earlier questions about the projected expenditures in salmon conservation and development on the Pacific coast. If the Council feels it is in a position to give us some assessment of what they consider to be the potential of the remarks attributed to Senator Magnusson, I think it would be useful to us. I suppose this is in an area somewhat similar to that of the negotiations on the fishing zones in that, perhaps, the Fisheries Council has not full knowledge of everything that may be going on between the two countries any more than private members of the House have; but my understanding is that the Council and its members are concerned, among other things, with the future of our fish markets. I think that any views that the Council can give the Committee on whether Senator Magnusson's statement is an idle threat or whether it is something that should be a matter of concern to all those who are interested in the future of our fisheries, in our marketing of fish products, and the general economic picture would be quite useful at this stage.

● (10.25 a.m.)

Mr. CORNEY: Yes; I would say that the question of Mr. Magnusson's comments is one that cannot be taken lightly because of the position he holds and I would like to ask Mr. Nelson, who is very closely associated with this problem, to answer your question.

Mr. R. I. NELSON (*Vice-President, Fisheries Council of Canada*): We consider the statement by Senator Magnusson a threat but not of too much seriousness. I think we should, first of all, look at his statement. It seems to be a little misleading. He implies that Canadian fisheries products receive special consideration from the United States. This is not the case. Our fisheries products are treated in the same manner as imports from any other countries. The fish that are involved in this particular dispute, net caught salmon, are pretty well all canned. There is a high duty in the United States on canned salmon. There is no Canadian salmon exported to the United States, to speak of, anyhow. As far as the total exports of fisheries products to the United States are concerned, I think the United States at the present time, imports about 60 per cent of her fisheries requirements. With the tremendous unfavourable balance of trade we have with the United States, it seems inconceivable that they could, in this particular case, discriminate against us in the marketing field.

Mr. BARNETT: I noticed in a recent bulletin of the Fisheries Association of British Columbia, reference was made to the fact that you just mentioned. I am wondering, whether in your view, Senator Magnusson's remarks are related purely to the fish catch that is involved in the negotiations in respect of marketing, or whether one could properly read a broader implication in the remarks?

Mr. NELSON: I felt that he was speaking of all Canadian fisheries exports. As for Senator Magnusson's statement, I think the worst part of it is that the

publicity has all come from the American side. In his statement he implies that, somehow, we are trying to get more salmon than we are entitled to, when in actual fact, all we are trying to do is to get our own salmon. We are trying to have the Americans desist from catching Canadian salmon and we, on our part, have offered to stop catching American salmon. I think, in his remarks, it is implied that we are trying to get something we are not entitled to and one of the unfortunate parts about this, which is giving us bad publicity, is that there is no refutation from the Canadian side on a similar level.

Mr. CORNEY: If I might broaden the answer just a little bit, Mr. Chairman, I do not think it is as commonly known, perhaps, as it should be that there has been a tremendous increase in the world production of fish over the last few years. I think something in the neighbourhood—and my statistics might be a little erroneous here—of one third of the total world production is now going into concentrates or fish meal. We know, from close association, that the production of countries such as Russia, Japan and many of the European countries is increasing tremendously. We also know that the American production of fish and the Canadian production are maintaining a pretty steady level over the years. We are putting more effort into it but we are still not raising our total production as much as a lot of people might think. We also are aware of the fact that the American market is growing by leaps and bounds, if for no other reason than the annual increase in population. Since the United States can produce only about 40 per cent of their own needs, at the present time, this is a country which is actively going out into the world in an effort to acquire enough fish, in a very competitive system, to supply their own needs.

We know, for instance, that the market in Europe and in other countries, apart from the United States, is growing and that the need for fish is becoming more prevalent and the pressures are becoming greater all the time. My personal opinion, and, I think, the opinion of the Council, were we to deliberate this matter, would be that in the future we are going to have much larger markets than we, as Canadians, are going to be able to supply, unless we can do something to increase our production substantially over what it is at the present time. The problem of the future, in our minds, is not a question of markets. Barring the seasonal cycles and the occasional ups and downs in fluctuations—these things do occur as you go along a long course—generally, we do not foresee a real market problem in a world that is crying for protein. The major problem in our mind, is developing production techniques, conservation techniques and even developing the ability to enable more fish to be available to catch. We think these are the problems. They are production problems for the future so that any current threats or suggestions that the United States might put embargos or high duties or, in some way, try to impede the flow of Canadian fisheries into that traditional market, we feel are used more for the purpose of negotiation, shall I say, than for the fact that they could actually do this without tremendous upheaval in their own system of supply.

The CHAIRMAN: Mr. Barnett, I have three members' names on my record: Mr. MacLean (*Queens*), Mr. Keays and Mr. Cashin. You have had the floor now for something like 12 or 13 minutes. I wonder whether you are coming quickly to the point as I would like to give them an opportunity.

Mr. BARNETT: I have just one more question, Mr. Chairman, that I would like to ask while we are on this subject, if I may. One of the questions I might have asked has been, in effect, answered and that was the question of what alternative marketing opportunities there might be. The other question I would like to ask—I have no reference to it before me—has to do with salmon. It is in my recollection that some time earlier in the context of negotiations about the renewal of NORPAC, Senator Magnusson made some quite strong statements, in effect, condemning the idea of the Japanese being able to take their salmon. I am just wondering whether, in view of the Council, there may be some inconsistency in his present position which would seem to imply that we are not within our rights to want to be able to take our salmon in relation to the American fishing effort.

Mr. CORNEY: This is a question of a more local nature. I will ask Mr. Payne if he would try to answer one.

Mr. PAYNE: Yes, sir. The American position is completely inconsistent. With the Japanese, they argue that the fish are bound for the Bristol Bay area of Alaska; they are fished by the American fishermen in the inshore area; the Americans have been conserving that resource for lo, these many years, and the Japanese should, therefore, withhold. The position which they hold in that debate is exactly the Canadian position in the debate with the Americans. The Americans, on the one hand, are arguing that the owner of the home stream has a special interest and, on the other hand, their other interests override the home stream interests. So, Mr. Magnusson would have a difficult time sustaining the case that he was being at all consistent.

Mr. MACLEAN (*Queens*): Mr. Chairman, I have a general comment and question to put to the president. My experience has been that there is excellent support for the fishing industry among members of Parliament who come from fishing areas regardless of their party, or anything else. This has been the case for many years. Generally their comment with regard to fisheries estimates is that, as far as fisheries development is concerned, more public money should be invested in this matter.

I feel that in the mind of the public generally, the fishing industry tends to be looked upon as one of the poorer relatives of our economy. For example, if there is a conflict between the fishing industry and, perhaps, some other more dramatic development such as the pulp and paper industry or mining or the development of power, where the development of these industries have some conflict with the interests of the fishing industry, public opinion is apt to come down against the fishing industry and in support of the other more dramatic developments. What has your Council been able to do to get more general public support, educating the public, if you wish, into realizing that support for conservation and development of the fishing industry, as a resource is, as your brief says, a gilt-edged public investment?

I believe strongly in this but I find a tendency, over the years, that if there is a pulp mill development, for example, they should not be required to take proper precautions against polluting streams, and this sort of thing, if this is going to inhibit that development. This often seems to be the public attitude.

I think that in order for the fishing industry—I am now thinking of government support, development and research of the fishing industry—to reach the point which I think it should reach, there has to be broader public support for this sort of thing and a more general realization that the fishing industry is one of the great industries of our country. It has one of the greatest possible futures in development. It can supply employment and income for Canadians and improve our balance of trade in the international field and so on. This is a broad and nebulous subject, perhaps, in a way but have you any comments to make on it?

• (10.40 a.m.)

Mr. PAYNE: I feel something like the politicians trying to represent a very broad and varied country—a country of differing regions. In the fisheries, we have the west coast which has its own particular types of problems and types of assets. As we come inland, to the prairies, we have a completely different set of circumstances. We move on to the east coast—Quebec and Ontario—and here, again, you have different problems. In the maritimes and in Newfoundland we have completely differing problems. So it is very difficult for an organization like the Fisheries Council to make broad statements that will fit into the over-all situation in Canada in its totality.

However, I think it can be safely said that the regional associations, for instance, the associations which make up the Council from the west coast, have been very outspoken and very aggressive in their publicity and in their desire to inform the public as to the situation that exists in that particular region. I think this also applies in other areas so that rather than the Council doing this, it is done more on a regional basis.

We also must bear in mind that the fishery is a little different from other industries in that it still remains an industry of hunters rather than the normal type of industry. As such, it has all sorts of colour and it is a very dramatic industry and a very interesting one but one which differs greatly from a solidly based productive industry like pulp and paper, and so forth.

I think with those general remarks, I would like Mr. O'Brien to deal with your question a bit more specifically.

Mr. C. GORDON O'BRIEN (*Manager, Fisheries Council of Canada*): Mr. Chairman, Mr. MacLean has raised a very interesting point. What has this Council done or what does it contemplate doing in respect of moulding public opinion? Mr. Corney has mentioned that we have had, at various times, problems where public opinion was extremely important to our cause. The classic example, of course, is the question of power on the Fraser River where the Fisheries Association of British Columbia, the largest association of the four we have in British Columbia, put a great deal of effort, time and money into getting the public support necessary to keep the dams off the Fraser; for how long we do not know, perhaps, but the effort has been successful to date. We have often wondered about this role of the council—whether it was being done in a very efficient manner? As you probably know, we are likely the smallest national association located in Ottawa. We run a rather neat small operation and our basic reason for the Council has been as the connecting link, in an administrative way, between the government and the industry.

It is a big country and to have people running 2,000, 2,500 or 1,500 miles, on a multitude of small problems and bigger problems, made it necessary to

have somebody here who could take these things up. We have had it said, more than once, to us by some of the members that they felt we should be more active in impressing our views on them. This, I guess, goes back to the conservative nature of the industry, in a sense. We do not like the word "lobby" and we have, perhaps, leaned over a little backwards, if you like, in this respect.

Our contacts, as you know, are practically 100 per cent with the administrative people in the government. On this basis we have been, as the former minister will appreciate, most successful in that there is not any regulation passed in any department of government today without first being passed through the Council office for the opinions of the fishing industry. This is not done from the standpoint of any political implications, but simply from an administrative point of view. The department people have found that this is good business. We come out with a better regulation when we are finished.

I think I would simply say, Mr. MacLean, on this question, that you have given us considerable food for thought because, within the Council at the moment, there is some discussion of an enlargement of our role and, I hope, our staff. These are some of the things that we will actually have to consider while we are discussing this matter. We appreciate the suggestion that there is a role here on which we could, perhaps, do a better job.

Mr. MACLEAN (*Queens*): It would seem to me the sub-heading "Research", might be divided into two questions: research that we do ourselves, or the Department does, on behalf of the Canadian people in this field; secondly, I would like the views of someone who represents the Council on this matter which applies not only to Canada but many other countries. For example, some of our basic industries, such as agriculture, have agricultural attachés in embassies in leading agricultural countries so that these attachés can keep the Canadian Government informed of developments in that industry in other countries. What is the view of the Council with regard to the possibility of Canada having fisheries attachés in embassies in, perhaps, four or five of the leading fishing countries in the world, such as Japan, Peru and Russia, if possible, so that we could keep abreast of developments in the fishing industries in other countries? I know that contact is always kept through the Department with their opposite numbers in other countries, and so on, but such a plan would, I believe, be a more direct channel of communication and have more official status, perhaps, than is the case where the industry tries to, and often succeeds, keep fairly close tab on developments in other countries and also the officials of the Department in a semi-official way. I believe that possibly there is an opportunity here to allow the Canadian industry to have official contact with the industry in other countries so that we might be fully aware of developments throughout the world.

Mr. CORNEY: Well, Mr. MacLean, in answer to that question, I must say that we, in the industry, feel that we have a very excellent flow of information, both from the technological point of view and, also, in regard to other matters relating to the fishery from nearly all of the countries of the world. The trade commissioners in the various countries are certainly most helpful and most aggressive in complying with any of industry's requests for information relating to the fishery and they seem to have developed good sources of information.

The industry, itself, has developed reasonably good contacts in other countries with regard to the development of gear, fishing equipment, and so on. If I were asked to answer your question for the Council, I would have to say this is a question that we have not dealt with in our Council deliberations as such. I think a review of the opinions of the members of Council would come up with the feeling that through the industrial development service of the Department of Fisheries, the trade commissioners and the many other trade missions that have been carried out regarding the scientific exchange of information that at present exists, we are reasonably well informed with regard to developments in other countries. I am not trying to throw cold water on your suggestion but I think this is the opinion that probably the Council would come up with had this question been placed before them as a body.

Mr. MACLEAN (*Queens*): One further brief question, Mr. Chairman; I am sorry to take so much time. This refers to the east coast. Is there an appreciable trend towards a lessening of production for a given amount of effort in the groundfish industry on the Atlantic coast owing to the lowering of the stocks by pressure on them?

Mr. CORNEY: Well, Mr. MacLean, I would have to give you a personal answer to this question and I think that I can speak fairly coherently and in harmony with what other operators would say. We have only to go back a period of four or five years to recognize—and I can say this without any reasonable chance of successful contradiction—that the amount of fishing effort—I am speaking here of the number of trawlers and the power and fishing capability of deep sea trawlers—has increased considerably. The landings have also increased but, I think, not nearly in proportion to the effort that has been placed into it.

I might also say that there is an apparent trend toward catching smaller fish, which is one of the first indications that the maximum sustained yield position is being reached, at least, or that we are moving towards this. It is only a matter of a few years ago that there was no concern about this as the growth of the fish was such that the productivity of the fleet was not keeping up with the development and growth of the fish. This situation, we feel, does not apply today. We know there are certain areas, where we used to harvest abundantly, which are now absolutely barren of the species we used to take. I mention, for instance, the St. Pierre bank, the haddock fishery there was a very productive one a few years ago. We know the Russians came in one season and took out tremendous tonnages. Since that time, the haddock fishery has been almost extinct in those particular grounds. We see the same thing happening with the haddock fishery on the Grand Banks. We think and not without some evidence, that the same thing is happening to other varieties. This is one of the major reasons for our pressing for the territorial waters, the 12-miles limit, baseline to baseline. Also, we are now engaged in consultation with other industry officials in North America to try to get a common approach on the part of industry towards pressing for greater conservation measures.

Mr. KEAYS: Mr. Chairman, before I ask questions on salmon development, may I say that the Province of Quebec has heeded Mr. MacLean's remarks concerning special attachés in other countries. This summer, I believe, the

province will have a special attaché in Washington concerning himself with fishery products only. Probably this will be followed by other provinces.

I am very interested in the statement made by Mr. Corney on salmon development. I know the most productive development of the salmon resource is receiving far less attention than it deserves. I take from that, that the largest returns we are getting for our money in relation to the expenditures on research and development, are in the time and energy. Could Mr. Corney elaborate on what extra attention we should be giving to salmon development?

Mr. CORNEY: Thank you very much. I am going to ask Mr. Payne to answer for this is a British Columbia question.

● (10.55 a.m.)

Mr. KEAYS: I am very interested in the Atlantic salmon, of course.

Mr. PAYNE: The extra attention which might be given salmon is that kind of attention which leads directly to increasing the numbers. I infer, sir, from your remarks that there is a second question; why have we not been doing more than we have, if this is so productive? The answer to that is this. A great deal of work has been done over the years. It has developed that we now appear to be on a threshold. We now appear to have within our grasp a technique for significantly enhancing the numbers. The work which has been done, these streams which have been enumerated in the report, are all generating evidence that suggests that this sort of activity can make a remarkable change in the number of salmon available if it is expanded and carried out on a commercial basis, that is, carried out, with an idea, not of a pilot plant but of a productive unit. So the reason that the results have not thus far been apparent, is that the work has just now been done—that is, it has been going on over a long period of years but it has just now reached a period of fruition.

The work that can be done from here, in this area, is a matter of refinement and proof. At this moment, nobody is absolutely certain that the increased fry, which result from an artificial spawning stream, are as healthy as those which are generated in the wild state. But all the evidence suggests that they are. There is not quite enough evidence as we sit here at this minute and so further proof should be developed along that line.

As the brief suggests, the hatchery technique, which fell into disrepute some 30 years ago, fell into disrepute for a reason and nobody, at this moment, really knows why hatcheries, under those conditions, were unsuccessful as they were apparently. Another area is to determine why hatcheries were unsuccessful if, in fact, they were and to eliminate the causes of the satisfaction. There is a whole area of research projects, in this sort of problem, that need to be done. This is the kind of work that might well go into salmon development—the implementation of the salmon stream program with a concomitant program of research.

The CHAIRMAN: Gentlemen, we are coming up to eleven o'clock and we are going to have to vacate this room to permit the Public Accounts Committee, which is hot on our heels, to use it. I see the Chairman has put his head through the door once. At this point I would like to thank the members of the Fisheries Council of Canada very much for their very able presentation made this morning.

Mr. CASHIN: I would just like to make a point. I would liked to ask some questions. I noticed, in previous committees, that we have had difficulty in getting quorums. This does not seem to be the history of this Committee to date and I wonder—I am concerned, as I think many of us are, about the co-ordination of committees—why it was that this morning this Committee was scheduled for this room at eleven o'clock. I presume the reason is that all other committee rooms are occupied at the present time, although that may not be the case. I would just like to register again some malcontent about the way the committees have been operating. I know that, perhaps, we would not be able to continue any time past eleven because of commitments of other members, but sometimes, particularly when we have outside delegations, such as we had today, it might not be a bad idea to plan that we may wish to go twenty minutes or half an hour after the time. I would just like to register that.

The CHAIRMAN: Our problem with going an extra twenty minutes is simply this. We are operating seven committees this morning and to operate seven committees through the morning with the really limited facilities we have, when you consider the availability of transcription equipment in rooms and so on, makes it impossible for us to do anything else except split these rooms into two morning periods. So what we are doing at the present moment is operating a room such as this at two periods a morning. This is true of other committees as well.

There is another point, too, and that is, what we agreed, in this Committee, that on the presentation of briefs by people such as the Council, they would be heard for a period of an hour. We have been at it now for one and a quarter hours this morning and have had a good run at it. I think, in fairness to the Committee operation, we must come to an end now.

Mr. HOWARD: Mr. Chairman, I wonder if I might raise this matter very briefly. I realize that we have this policy in the Committee of a limitation of an hour; but the Council has presented, as I said earlier, a very broad-ranging brief and I—and Mr. Cashin said he had some questions he would like answered—wanted to follow it up and Mr. Barnett as well, and I am sure other members have too. I wonder whether we might not consider waiving that hour's limitation and seek to meet this afternoon if the Council desires to, so that we can follow some of these matters up. We may have to get permission from the House to do this but this is purely a mechanical thing. I put forward the suggestion in a formal way that we should arrange to meet this afternoon if it meets the wishes of the Committee and the Council.

The CHAIRMAN: The problem of meeting while the House is sitting is the old problem of withdrawing quorum from the House of Commons. It has to fight for its quorum as well.

Mr. HOWARD: Could we reduce our quorum here to something manageable or just have a blind eye when you see.

Mr. CARTER: Could we continue until they get their quorum, Mr. Chairman?

The CHAIRMAN: There is a very good suggestion. I just wonder what the state of their quorum is at the moment, and whether we have time for another ten minutes while they are waiting for a quorum. If this is so, we can, with the permission of the Public Accounts Committee, go on. I wonder, Mr. Bennett, if

you would rush to the door and see what the situation is? In the meantime, let Mr. Keays continue with his question. We will see how far we get with this device.

Mr. HOWARD: We will run into the middle of an answer or the middle of a question when they say "we have our quorum" and we will be back where we are now.

The CHAIRMAN: Half a loaf will be better than none. We will carry on with Mr. Keays.

Mr. KEAYS: There have been many rumours in the past to the effect that the production of copper ore in mines situated close to some of our eastern rivers may have had a disastrous effect on our salmon production. Would you like to elaborate on this, Mr. Corney?

Mr. CORNEY: I believe that Dr. Hayes is here. This is a question that he or Mr. LeBlanc might answer. I am afraid I am not qualified to deal with it. Would you deal with it Guy?

Mr. G. GUY LEBLANC (*Vice-President, Fisheries Council of Canada*): I have been told, from speaking to scientists at the Defence Research Board, that the development of the mining industry in northern New Brunswick, copper mines, has had a disastrous effect on the salmon of the Miramichi River and rivers flowing to Chaleur Bay. It takes, if I am right, just a few copper elements to kill a number of young salmon which makes it quite difficult for the—

An hon. MEMBER: May we have the room? We have a quorum.

The CHAIRMAN: This brings us to the end of the sitting, gentlemen. Thank you very much. I am sorry to have to interrupt you, Mr. LeBlanc.

The meeting is adjourned.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

THURSDAY, May 5, 1966.

(8)

STANDING COMMITTEE

ON

FISHERIES

Chairman: Mr. GRANT DEACHMAN

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 7

THURSDAY, MAY 5, 1966

Main Estimates (1966-67) of the
Department of Fisheries

WITNESSES:

From the Department of Fisheries: Dr. R. R. Logie, Assistant Deputy Minister (Operations); Dr. F. R. Hayes, Chairman, Fisheries Research Board; and Mr. K. C. Lucas, Resource Development.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

Mr. HOWARD: We will run into the middle of a question when they say "we have" and we'll be back where we are now.

The CHAIRMAN: We will carry on with Mr. Keays.

Mr. KEAYS: There has been in the past to the effect that the production of sea products in our waters is not as good as it used to be. Would you like to elaborate on this?

Mr. COXZY: I believe that Dr. Hayes is here. This is a question that he would deal with it. Would you deal with it?

STANDING COMMITTEE ON FISHERIES

Chairman: Mr. Grant Deachman

Vice-Chairman: Mr. G. Blouin

and Messrs.

- | | | |
|------------------|---------------------|---------------------|
| Barnett, | Crossman, | McLean (Charlotte), |
| Basford, | Crouse, | McQuaid, |
| Béchar, Granger, | McWilliam, | |
| Bower, | Howard, | Nowlan, |
| Carter, | Keays, | O'Keefe, |
| Cashin, | LeBlanc (Rimouski), | Patterson, |
| Chatterton, | MacLean (Queens), | Stefanson, |
| | | Tucker—(24). |

J. H. Bennett,
Clerk of the Committee.

Main Estimates (1966-67) of the
Department of Fisheries

WITNESSES:

From the Department of Fisheries: Dr. R. R. Hayes, Assistant Deputy Minister (Operations); Dr. F. R. Hayes, Chairman, Fisheries Research Board; and Mr. K. C. Lucas, Resource Development.

MINUTES OF PROCEEDINGS

THURSDAY, May 5, 1966.

(8)

The Standing Committee on Fisheries met at 9.43 a.m. The Chairman, Mr. Deachman presided.

Members present: Messrs. Barnett, Béchard, Bower, Carter, Chatterton, Deachman, Howard, LeBlanc (*Rimouski*), McQuaid, McWilliam, O'Keefe, Patterson, Tucker (13).

In attendance: From the Department of Fisheries: Dr. R. R. Logie, Assistant Deputy Minister (Operations); Dr. F. R. Hayes, Chairman, Fisheries Research Board; Mr. J. J. Lamb, Director of Administration; Mr. J. A. Rogers, Director of Administration, Fisheries Research Board; Mr. K. C. Lucas, Director, Resource Development; and Mr. W. E. Snaith, Resource Development.

The Chairman proposed to allow Item 1—Estimates—Departmental Administration and Item 5—Estimates—Fisheries Management and Development to stand.

Following discussion Mr. Howard was allowed to read a prepared statement. (*see evidence*)

To accommodate departmental officials, *Item 20—Estimates—Fisheries Research Board of Canada* was called, and Dr. Hayes, Chairman of the Fisheries Research Board of Canada, addressed the Committee and was questioned, assisted by departmental officials.

The Chairman addressed the Committee on future meetings, discussion of briefs submitted and allowed Mr. Howard's statement to stand as Notice of Motion at the next meeting.

Mr. Howard proposed and it was agreed to append a list of Department of Fisheries projects for 1966-67 to this day's Minutes of Proceedings and Evidence. (*see Appendix 2*)

Questioning of departmental officials continuing, at 11.30 a.m. the Committee adjourned to the call of the Chair.

J. H. Bennett,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

THURSDAY, May 5, 1966.

• (9:45 a.m.)

The CHAIRMAN: Gentlemen, we have a quorum. The last time we met we had reverted to Item No. 1 for the purpose of hearing the Fisheries Council of Canada. In the meeting previous to that we had been taking up vote No. 5, and at the close of that meeting had stood vote No. 5. I am advised this morning that the Fisheries Research Board people under Doctor Hayes who are here this morning will not be here next week as they have to go to some meeting. I just wonder whether or not it would be useful to the Committee at this point to again stand vote No. 1 so that we may return to that when we need to re-examine the Minister or hear the Minister.

Second, that we, for the moment, stand Item No. 5 on which we were working, and that we take up No. 20 which is the vote covering the Fisheries Research Board; that we dispose of No. 20 this morning, if we possibly can, and then revert to No. 5. Is that a satisfactory way of going ahead?

Mr. HOWARD: Mr. Chairman, before we proceed to deal with that, there is something that has occurred within the last little while on which I think perhaps the Committee might want to take some action. I have prepared in rough form a piece of paper—very rough, as a matter of fact, because I notice in reading it that there are a couple of typographical errors in it which can be straightened out—which would ask the gentlemen to distribute, with some words on it which I think might be a declaration of the Committee, with respect to two very important matters on the west coast involving the salmon industry, as a formal motion of endorsement, if it so desires, or to alter it, if it so desires.

I think we should do something to deal with this particular matter. If it is distributed perhaps I could read what I have written. If you rule that we do not have a quorum, then I will desist and we will cancel the meeting. This is not my desire.

I did not particularly intend to finalize this with a motion; I wanted to present it to the Committee for the purpose of discussion to see whether or not there are other ideas about it, but I think it is something that we should deal with. It would only take a moment to read, and perhaps then I could, while reading, point out the typographical errors so that it would become more understandable.

The CHAIRMAN: Mr. Howard, before you proceed to read it, I want to put this to you. In fairness to the Committee and to other members of the Committee, we must proceed in this Committee only on motions that are before

it and motions that are given to us by the government. We are on the examination of the estimates, and if this is a matter that can be brought before us on the examination of the estimates and we may deal with it, well and good.

Another point that I must make is that, when a motion is brought before a Committee, I think we must be in a position where we are very certain that a quorum of people happens to be in the room. Now, Mr. Howard, you and I know, and Committee members know, that people come and go in this room and on every occasion on which we have had in the past we have had a quorum here. If we have not a quorum at the moment, we may consider that we may have it before we finish the meeting.

I would make this suggestion. If you are going to make a motion, is this something that we could leave until toward 11 o'clock, and could we begin to consider it at, let us say, half past ten or a quarter to eleven, in that area, and could we go ahead on vote No. 20 at the moment? Would that be a satisfactory way of proceeding?

Mr. HOWARD: Mr. Chairman, we cannot go ahead on vote No. 20 if we do not have a quorum. Obviously we have a quorum if you called the meeting to order, and you said so. I have no objection to the matter; I am not counting the number of members who are here, or who are not. We have a quorum and I think we are properly under way, and all I want to do is to present a matter for the consideration of the Committee.

The CHAIRMAN: I am afraid, Mr. Howard—and I have mentioned this before—that the Committee must proceed by way of motion, and I think you and I as parliamentarians know that.

Mr. HOWARD: Well, Mr. Chairman, then we will proceed by way of motion. I would like to read this and wind up with a motion.

The CHAIRMAN: Mr. Howard, before you proceed to a motion, I will call for a quorum and I will ask the clerk to poll the Committee to see whether or not we have a quorum. If we have a quorum, we can proceed then to hear your motion. If we cannot, we cannot.

Mr. HOWARD: And if we do not have a quorum, we cannot proceed to do anything else?

The CHAIRMAN: That would be so.

Mr. HOWARD: Regrettable.

Mr. BARNETT: May I make a suggestion on the question that is under discussion. Could we allow Mr. Howard to bring this matter before the Committee in his statement under Item No. 1 where we were when the Committee last met; and then, if there is any question in connection with the matter that has just been the subject of some exchange between yourself and the hon. member from Skeena, could we then perhaps agree to postpone action on it, or consideration of action on it, until later on in the meeting? I think by then we could agree that we could at any time refer to Item No. 1—

The CHAIRMAN: Mr. Barnett, I am tied by the rules of the House of Commons. The rule is that we must proceed by way of motion. If this is read we

are in the process of putting a motion before this Committee, and the Committee, properly to have a motion put before it must see a quorum. I am going to call upon the clerk now to ascertain whether or not we have a quorum. If the motion is to be put, then it will be the first item of business.

Mr. BARNETT: Well, I do not want to prolong this, Mr. Chairman. What I was suggesting, in effect—and what I understood was that when we are on Item No. 1 of the estimates it is permissible under the rules either in the House or in the Committee for a member to be given the floor to make a statement of his views in respect to the fisheries policy. I thought perhaps that it might be under that rule that you would allow Mr. Howard to make a short statement which he happens to have in written form, and it is available to the Committee. Then as to the question of the procedure under motion on which I agree with you—

The CHAIRMAN: I think we can settle your point now, Mr. Barnett. It has already been made clear to us that a motion has to be put—

Mr. HOWARD: Only upon your insistence, Mr. Chairman, only upon your request. My initial words were that I did not particularly want to follow this up with a motion. It was merely something that I wanted to say to the Committee, and then the Committee could take whatever action it wanted on it. You then said, that the only way to proceed is by way of motion, and at your request I said that I would wind it up with a motion. Now, if you do not request me to wind it up with a motion, I will not.

The CHAIRMAN: Are you proceeding to make a motion this morning, Mr. Howard?

Mr. HOWARD: What I want to do is to proceed to read this particular document, which is in fact a statement of mine with respect to certain fisheries matters of interest to the west coast, mainly the salmon fishery, and our relationship with the United States, both with respect to Fraser River salmon and with respect to the pinks and sockeyes that range through Alaskan waters in coming home to spawn in the Nass and the Skeena Rivers. This is what I wanted to do. As I said initially, I did not declare that I would wind it up with a motion, except when you raised the matter that we could only proceed by way of motion, and to meet your request I said, "Fine, I will wind up with a motion, then".

Mr. CHATTERTON: Mr. Chairman, I suggest that in view of what has just been said, that you allow the statement in the same way as any statement would be made under Clause 1 of a bill, or Item 1 of the estimates.

The CHAIRMAN: It is simply a statement by the hon. member.

Mr. CHATTERTON: Then the Committee can decide what to do with it.

The CHAIRMAN: If I understand you correctly, Mr. Chatterton, then this statement would be made as a statement under Item No. 1, and we are not in the process now of considering a motion being put before this Committee. Is this understood by the Committee?

Agreed.

Mr. CHATTERTON: Not at this time, anyhow.

The CHAIRMAN: Not at this time. We are not at this time considering a motion before this Committee; we are merely hearing a statement by a member of the Committee under Item No. 1, before proceeding to vote No. 20. Is that your understanding of the way we will proceed, Mr. Howard?

Mr. HOWARD: This is what I wanted to do in the first instance.

The CHAIRMAN: Thank you very much. Go ahead.

Mr. HOWARD: It is drafted in such a way that, if the Committee desires to take some action on it, it is prepared in that form. I read:

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

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

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

For the time being, Mr. Chairman, we will leave the next sentence aside, because I want to interpose it somewhere later on. Proceeding then to the next paragraph:

We urge the Canadian government to agree to such a recommendation and to do everything in its power to get the United States government also to agree. We make this statement knowing that the pressures of the fishing industry in Alaska are to have a postponement of the meeting to a time beyond the coming salmon fishing season.

We then interpose here the sentence that we left aside in the previous paragraph, so it would read:

We further urge the Canadian government to exert itself fully to prevent any postponement or adjournment for this would leave no alternative but for Canada to take unilateral action.

We feel it is imperative that an agreement be reached as soon as possible in order to conserve Canadian salmon and to protect the interests of Canadian salmon fishermen to the full.

We also note, with regret, that United States Senator Warren G. Magnuson recently made the declaration that the United States may have to curtail the importation into that country of Canadian fisheries products

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

And that is the end of it. At some subsequent time when we have a quorum, perhaps the Committee could consider a motion to do something with the particular statement, either to endorse it or to refer it to the steering committee for consideration, or whatever course the Committee might want to take.

The CHAIRMAN: Fine. I just want to repeat that, as it stands now, it is in effect really a proposal, or suggestion, that this Committee might take action along these lines; This is at the moment your statement, and, as you say, at a little later date, at a little later time, this morning we might take this thing up, and you might see fit to make it a motion if you wish. That would be up to you as an individual member of the Committee, Mr. Howard.

Mr. HOWARD: Without running into the problem of a quorum; I do not want to run again into the question of counting a quorum, and then having to adjourn the meeting because of some impropriety.

The CHAIRMAN: We are always faced with the question of quorum in any meeting of a standing committee in the House of Commons.

Mr. HOWARD: But perhaps later on in the morning we can come back to it.

The CHAIRMAN: Gentlemen, I wonder if we might at this point proceed to stand Item No. 1 and Item No. 5 and proceed to the consideration of Item No. 20.

Mr. BARNETT: Mr. Chairman, in view of the earlier exchange I hesitate to raise this question, but as you will recall, at our last meeting we primarily were dealing with the hearing of the delegation from the Fisheries Council of Canada. You announced to the meeting that you had received a brief from the Campbell River Chamber of Commerce in respect of a certain project. As you know the Campbell River happens to be in my constituency, but I did not raise the question at the last meeting because we had a fisheries delegation, as to what the committee might wish to do with the brief, in view of the fact that it was being received in written form and there was no request that it be presented by a delegation to travel here from the Campbell River. The question I raise is whether I could properly propose that the Committee receive the brief and take it into consideration which, in effect, would be official acknowledgement by the Committee of the representation received from the Campbell River delegation.

● (10:00 a.m.)

The CHAIRMAN: I do not think that is likely to be a problem, Mr. Barnett. I wonder whether or not it is something that we could leave to the steering

committee to take care of, and we will take care of it as a formal matter at our next meeting, then we would have a proper recommendation from the representation of the parties comprising the Committee and to the Committee as a whole, and we would deal with it then. This would be an easy and a simple way of doing it, and I would anticipate no problem, but I think I should seek the advice of the steering committee before moving to do so, if that is agreeable to you.

Mr. BARNETT: I agree to that.

The CHAIRMAN: Can we now proceed to the consideration of Vote No. 20, Office of the Fisheries Research Board? The details appear on page 155 of the estimates.

DEPARTMENT OF FISHERIES

20. Administration, Operation and Maintenance, including an amount of \$265,000 for grants for Fisheries Research and for Scholarships and authority to make recoverable advances of amounts not exceeding in the aggregate the amount of the share of the International Great Lakes Fishery Commission of the cost of work on lamprey control and lamprey research, \$8,770,000.

I wonder if we could proceed with, perhaps, a statement from Dr. Hayes, who is here this morning, in regard to the work of the Fisheries Research Board. I think it would be useful to the Committee to hear him briefly, and following Dr. Hayes' brief statement, to proceed to the examination of that board. Is that agreeable to hon. members?

Dr. F. R. HAYES (*Chairman, Fisheries Research Board*): The board's set-up is really three main research parts which correspond in a sense to an integrated fishing operation. One part is biological oceanography which corresponds to finding the fish and understanding the conditions of the water where the fish are, and its counterpart in fresh water; work understanding the conditions of fresh water where the fish are. It is found in this respect that fish tend to accumulate along boundaries of water masses, either where there is a certain salt change or a certain temperature change, or a current going through somewhere. The understanding of these underwater weather conditions has a great deal in common with the defence needs for seagoing underwater objects like submarines. So we have set up on the east coast a joint operation toward this end with the Department of Mines and Technical Surveys which is responsible for physical oceanography to attempt to understand these factors and, ultimately, to predict the conditions where fishes will tend to congregate.

Most of the fishing in the past on the east coast has been for groundfish, and I think there is a tendency to seek additional species which are moving freely in the water above the bottom and, for this reason, it will be important for us to understand these factors.

On the west coast, most of the fishing has been for salmon and for some inshore groundfish, and we have a large resource of groundfish a little further away which will have to be developed, and their habits and their movements understood.

The second stage of the board's work is connected with what might be called catching the fish. This involves understanding the rate of development of the species and their life histories, and at what size they can be most profitably taken, and how much of the stock can be taken each year without depleting the fisheries. For that reason, we are interested in the life histories and distribution of quite a variety of fishes.

The peculiarity of fishing as compared to, let us say, agriculture or forestry is that the waters are not owned or controlled by anybody, and the great fisheries are in international waters. We, therefore, have to spend a lot of time doing international work. Actually, 28 per cent of our work is spent in biological operations which are carried on, on fisheries which are shared by Canada and other countries. These lead to the considerable number of treaty organizations in which the board acts as adviser to the department in building up Canada's position. One of these would be the pink salmon which was mentioned earlier this morning. We have seven or eight of these covering several fisheries in regions of water: whales, seals, and so on.

We also are concerned with the environment of our inshore fisheries and, of course, improving things like lobsters which do not get into international waters very much.

The third part of our work is concerned with the quality of the product as it reaches the consumer. In these we operate two major technological laboratories, one in Halifax and one in Vancouver. The Halifax laboratory has two subsidiaries which are under scientific direction; one at Grande Rivière in Gaspé, and one at St. John's, Newfoundland. These laboratories are concerned with the study of the chemistry of decomposition and the bacteriology of decomposition of fishery products, and with the rates of spoilage of fishes, with freezing and the possible effects of freezing in periods of glut and then rethawing and fileting, and then refreezing and all these matters connected with the quality so that the consumer can get a wholesome product. These operations take about 14 per cent of our budget.

These biological operations at sea account for more money because we have to operate ships, and crews, and we require more field assistance in these operations than we do in our technological laboratories.

In addition to this, we are concerned with the development of fisheries; that is, with this line between the industrial development service and the research board on where you end research on say, gear, and where it turns into demonstrations of gear.

We are responsible for developing methods of fishing, the industrial development service for showing the industry how to carry them out. So we attempt to work with the inspection service of the department on the products, and with the development service on introducing new methods, new gear, and also to find the fish and to know the conditions of the water.

This, sir, is in general the operation of the board.

Mr. HOWARD: Mr. Chairman, there are a number of things that I had in mind, but I think perhaps I would like to deal with just one of them at the

moment. As time proceeds this will give other members of the Committee an opportunity to deal with their questions. We may be able to get back to me again later on.

The Minister, in his opening remarks on March 25, and I will quote from page 15 of his presentation, although I am sure that Dr. Hayes is familiar with it, said:

Despite the addition of fisheries laboratories at Ste. Anne de Bellevue and Sault Ste. Marie, and those built at Nanaimo, St. John's, Newfoundland, and Winnipeg, research facilities must be strengthened during the next few years. I attach great importance to the developing needs for laboratory buildings, research vessels and new equipment.

This was in the context of his talking about the Fisheries Research Board. I have had it posed to me from a number of fishermen, especially in the light of one, the extension of the establishment of the 12-mile fishing zone and the prospects that it will move even further seaward with the announcement of any straight baselines, plus the expansion into the groundfish stocks which were some 40 million pounds last year, I gather, and the fact that close to the Prince Rupert area is a fairly large area which might provide, or probably does provide, good habitat for different types of groundfish in addition to halibut.

I wondered about the prospects of establishing some sort of laboratory, whether it be a technological one or a biological research basin, or what, in the Prince Rupert area, so that it would be closer to the Dixon Entrance, Queen Charlotte, Hecate straits area, to take advantage of and be closer to the spot, as it were, to research into the groundfisheries there particularly, but also to deal with other fisheries. Has this been given any consideration by the board, or do you have any comment to make, pro and con, about it?

Mr. HAYES: As you know, the first technologists were appointed a few years after the end of the first world war, and they worked at first at Nanaimo; then they split off from Nanaimo and established a station at Prince Rupert which was, of course, a major station. This went on in this location for a number of years when because of considerations, which were before my time, and I do not altogether know what they were, the station was moved to Vancouver, it was downtown Vancouver, and it was then moved from downtown Vancouver to the campus of the University of British Columbia, where it is located now.

We have two problems, one of which is to be near the fisheries, of course, and the other problem is to be near a centre of communication for our scientists, which has great effect on the recruitment of scientists. When we started out, the kinds of problems which the corps had, and this is fifty years ago, were very local, and communications were slow; you tended to locate a station on the seashore where you could use a small boat and do the work. The kind of work which we were doing in the early days was fairly primitive, and it has become more sophisticated now.

One runs into the problems of both large libraries and computers and heavy instrumentation and sources of radioactive traces, and things which almost require major centres of scientific activity. We are having trouble with recruitment in several of our isolated stations for this reason. It is difficult to

get the kind of people that we need for our work unless they have both the opportunity to talk to their people in the same line of work, and also opportunity to get at these major types of apparatus which are coming into science today. For this reason, we are tending rather in the direction of basing our people on a major laboratory and having them go for a certain length of time to branch laboratories where they can work, and I think this could very well be done in Prince Rupert.

We have, for example, a French establishment on Babine Lake, and our people go up to Nanaimo for six months. I am in favour of extending this kind of thing. We are going to be working on the problems of pollution in the whole of central Canada from a Winnipeg laboratory, and we are undoubtedly going to have to have establishments at a number of points on the Great Lakes for work there. I think if we could work something out in these directions, we would solve our recruiting problems and perhaps also solve the problems of having a man on the spot when he was needed.

Mr. HOWARD: I was not thinking so much of the sophistication, the refinements and the necessities of science today with the tools which you mentioned, as I was in terms of the on the spot smaller in size type of operation. If the prospects are good, then I assume that—and I do not want to ask you to make pronouncements which perhaps the Minister might make—if we pressure the Minister into the finding of money to put into effect his statement about the necessity of expanding the facilities as he said, we might have a good prospect of having such an on the spot facility established in Prince Rupert or relatively close thereto.

Mr. HAYES: It is possible to keep technicians in isolated places that have scientists come in from a major station and spend some part of the year there. We are doing this in several places now. Babine Lake is one example, and we actually have technicians in Great Slave Lake all the year round. This is quite possible.

• (10:15 a.m.)

Mr. HOWARD: Could I ask how close to realization this prospect may help Prince Rupert and the lab.

Mr. HAYES: Therefore it has not been discussing a laboratory at Prince Rupert, to my knowledge. We have been discussing the laboratory on the campus at Memorial University of St. John's and one on the campus of the University of Manitoba at Winnipeg, and an enlargement of our Vancouver laboratory and an enlargement of the Nanaimo laboratory. This is a current—

Mr. HOWARD: I think perhaps my course might be then to communicate with the Minister, by way of suggestion. I am not sure of the relationship between the Fisheries Research Board and the political end of it. I always thought they were sort of a bit removed, that the Board is more of an entity unto itself than, say, the administrative section of the Department.

Mr. HAYES: This is correct. The board is similar to the Defence Research Board and the Medical Research Council in that it should have a research operation directed by research people and so the majority of the board are

actually scientific, and this has been done in a number of boards of this kind. This removes the board from the administrative part of the Department and places it directly under scientific direction. The board reports to the Minister, the same as any other part of the Department.

Mr. HOWARD: Thank you very much.

Mr. CHATTERTON: My question is along the same lines. I understand that there was originally a proposal that he push an aggressive research institute in Victoria, and then the plans were changed to make it a combined operations, combined with transport, fisheries, the research institute. Did Mr. Hayes say whether that new establishment would involve research from the fisheries board?

Mr. HAYES: Yes, sir. It was about nearly ten years ago that the Fisheries Research Board turned over its responsibility for physical oceanography to the Department of Mines and Technical Surveys.

The CHAIRMAN: May I interrupt for a moment? I wonder whether it would be better if Dr. Hayes were at the head of the table here where everybody could see him while he is speaking. Doctor, you have your back to a number of the members of the Committee. I wonder if you could come around here and join us at the table? I think this would be a better way of proceeding.

Mr. HAYES: About ten years ago, or nearly that long, the board changed its responsibility for physical oceanography and turned it over to the Department of Mines and Technical Surveys. This had arisen from a wartime condition; prior to the war it was the sole custodian of physical oceanographical research.

During the war it was taken by the navy and it turned out eventually that our oceanographic people were spending more of their time on defence than they were on fisheries. For this reason, it was thought that another department might handle it. On taking it over, the Department of Mines and Technical Surveys undertook to set up an establishment on the east coast and an establishment on the west coast, and decided that the east coast would come first. They have set up the establishment on the east coast, and before they got around to the west coast the pressure came on for them to enter the Great Lakes on account of the pollution problem. So they have now, as I understand it—and this is not my department at all—postponed somewhat their practice there. They have, however, appointed half a dozen physical oceanographers who are attached to the board's work at Nanaimo and the board is conducting its biological oceanography together with holding the fort, so to speak, until the other department can take over with physical oceanographers who are on loan to us from them.

It is their intention, I understand, when they do locate, to locate in Victoria. We have not considered whether or not at that time we would move our physical and our biological oceanographers from Nanaimo to Victoria. This will be an open question, there will be a great pull from the laboratory to keep them there and possibly some other pressures to put them in with the Mines and Technical Surveys, as we have done on the east coast. We have not had to consider the problem of moving our show from Nanaimo to Victoria yet, since it will be several years, presumably, before the laboratory is located there.

The CHAIRMAN: Have you any further questions, Mr. Chatterton?

Mr. CHATTERTON: Would somebody else like to have a turn?

The CHAIRMAN: I think you might as well continue here for the moment until you have dealt with your questions.

Mr. CHATTERTON: May I ask Dr. Hayes about the development of Zones Creek, the Qualicum River and so on, and at Babine Lake; was the work carried out according to the specifications of your board, the physical work, and so on?

Mr. HAYES: Our board works very closely in conjunction with the development service of the Department, and the engineering work is in general done by the Department. If there is to be an assessment of an experiment of the type you mentioned which is carried out, the board is often responsible for the scientific assessment of the value of the work. The Qualicum project, I think, is a Department project with which the board is not officially concerned; but in Babine both the board and the Department are concerned with their parts of it. We are, supposedly, without prejudice, taking an objective view to see whether or not the thing works since we have no stake in the installation.

Mr. CHATTERTON: Mr. Payne from the Fisheries Council told us at the last meeting that he attributed the loss to the lack of available fishing information. If the Department appropriated a fairly large sum of money, such money could be usefully employed to extend such developments as rehabilitation of spawning channels, establishing of spawning channels and the rehabilitation of existing spawning areas. Would you agree that there is sufficient knowledge available to carry out these things?

Mr. HAYES: I am not congenitally quite as optimistic as Mr. Payne on the success of dealing with animals. Mr. Payne is an engineer, and I think the engineering features are the easiest part of it. You can buy engineering constructions with money when it comes to keeping animals alive under certain conditions. It is a very subtle matter, and I would not say that research has yet reached the place where I would have confidence that the thing would go on an engineering basis.

Mr. BARNETT: Mr. Chairman, my questions are rather closely related, I think, to some of those asked by Mr. Chatterton. I was going to raise the question of the development of the oceanographic development in the Victoria area. I wonder if you could tell us something of the relationship between the Fisheries Research Board—I presume we are referring now primarily to the station at Nanaimo—and the Institute of Oceanography and the Fisheries Institute on the campus at the University of British Columbia. You mentioned that the technological research establishment of the board is now established on the campus.

I ask the question in part because I did have an opportunity when the University entertained British Columbia members when they were having a little tour of those two institutes on the University campus, and I would be glad if you could tell us what correlation there is between the effort there and the effort of the Research Board.

Mr. HAYES: Well, I think I might say that oceanographic efforts are biased in certain directions, and the board's oceanographic efforts have a bias toward fisheries, and Mines and Technical Surveys toward defence, ice clearance and so on applications, and the University Institute of Oceanography has a bias toward the production of graduate students. This is its research function, to build its research in teaching around the production of recruits for the profession prevention. This institute in the University of British Columbia is supported by grants from the National Research Council of something over \$100,000 a year, and receives some other grants from some other bodies. It does not receive large grants from the Fisheries Research Board, although this year it is to receive some sum of money, and may receive more in future years; we are just entering on the support program. But it does not have any responsibilities for economic aspects of the subject. It is to produce recruits and conduct fundamental researches.

We contribute some ship time to it and the Department of Mines and Technical Surveys contribute a larger amount of ship time. The ship time gets very expensive; it costs for a ship like the *Cameron* or the *G. B. Reid* about a thousand dollars a day, so that this contribution of a cruiser for a year is an appreciable support for these oceanographic academic institutes.

As to the Department of Fisheries in the University of British Columbia, we have close and friendly relations with it, but no official ones. It is the policy of the board that our scientists may lecture in universities and contribute to the instruction of students in relevant areas, and the people from Nanaimo do, in fact, do some lecturing in the Institute of Fisheries at U.B.C., but the station, a couple of hours away, is a little far for students or staff to commute very often. But there is some teaching done and their students do some graduate work in our Nanaimo station and also in our technological station on the U.B.C. campus, so that we are participating in the training program of the university at the graduate level, and hope to do more of this in the future.

Mr. BARNETT: I presume, these institutions on the campus, could be regarded as a potential recruitment ground for bodies such as the Fisheries Research Board?

Mr. HAYES: Yes, sir, I think recruitment is going to be one of our most pressing problems in the next decade because the universities are expanding, and medical research is expanding. We are going to be in an extremely difficult competitive position, and anything that the board can do to strengthen its area of science in the universities will, I am sure, be good for our recruiting and very much in our interest in the long run. For that reason, we have established a university support program beginning this year, and we hope to increase this in the years ahead.

Mr. BARNETT: I would like, if I might, to direct a question or two on the project at the big Qualicum River and at Robert's Creek, both of which happen to be in my constituency, and I occasionally have an opportunity of having a look at them, although not as often as I would like, owing to the amount of time we spend here in Ottawa. Earlier in this Committee we had a bit of discussion on the question of salmon hatcheries and why they were abandoned by the

Department on the west coast a number of years ago, and what future potential there is in this way of increasing salmon, and I gather that there are some experiments going on on the Atlantic coast in reference to their salmon.

On the other hand, I understand that at the Big Qualicum River, a program has been under way of planting eyed eggs in the gravel and allowing them to proceed naturally from that point. I wonder if you could give us any assessment of that program to date?

• (10:30 a.m.)

The CHAIRMAN: Mr. Barnett, I think this is a question which is not in the board's jurisdiction. If Mr. Lucas of the department is here this morning perhaps he could answer your question.

Mr. BARNETT: Well, if it is a matter that could be dealt with in that way. I raised it partly because of Dr. Hayes' suggestion that they were in a position to make a detached analysis. I was not sure whether in fact they had been doing this in connection with this program.

The CHAIRMAN: Having regard to the available time of Mr. Hayes this morning, I wonder whether we could leave that question until later and at this point confine ourselves specifically to the research board.

Mr. BARNETT: Well I will be glad to do that. But, if I may, I would like to pose another question which arises indirectly out of the brief from the Campbell River Chamber of Commerce on the Campbell River. One of the statements in that brief suggested out of a total of 285 personnel at Nanaimo biological station, there were six people employed to study Chinook salmon. Of these two were scientists; the remaining laymen worked part time. In another part of their brief they make reference to the fact that they have been informed by the federal Department of Fisheries that information available from Washington and Oregon will not be processed until 1970. This I understand is in connection with some work the Americans are doing with regard to increasing the Chinook salmon runs to the Columbia river area. Now I wonder if Dr. Hayes would care to comment on this statement. I raise it now because of the fact that he is here and this refers directly to the work of the Fisheries Research Board at the Nanaimo station. Also I would like his point of view in respect of the possibility of increasing Chinook salmon runs by artificial means, and how far we have advanced in this connection.

Mr. HAYES: I am sorry but I do not know the details of the five or seven people working in this particular project. Possibly Mr. Lucas does. There were five people plus two scientists working at Campbell River, and I am afraid I do not know the details of the work that was being done there, which is mentioned in your brief.

Referring to your first question I can comment on the production of salmon in the Columbia river program. This is a large scale hatchery program which is carried out by tagging fish in the number of hatcheries and ascertaining their migration after being liberated to find out what effect these hatcheries will have on the actual fishery and the increase in stocks; this program is now under way

and the first returns are beginning to come in, but it will be several years before the assessment of this hatchery program is possible. We through our scientists at the Nanaimo station are participating in the program and hope to benefit from whatever knowledge comes out of the assessment; if it proves that these Columbia river hatcheries are successful in increasing the stock then the experiment will have quite an effect on the possibility of re-establishing hatcheries in Canada for special purposes. But so far it is rather doubtful about what you can do with hatcheries in the way of increasing stocks. We do not seem to know enough about the behaviour of small fish when they get out of the hatcheries and what proportion of them survive. This is one of the objects of this experiment of which you speak.

Mr. BARNETT: Some time ago, there was a report carried in the *Reader's Digest* concerning some development of a run of spring salmon into the Lake Washington area, I believe it was, near Seattle, which caused quite a bit of interest. I had some correspondence about it. From reading the report, one could get the impression that this question of development of spring salmon runs was well on its way to a solution. I do not know whether you have had this particular article drawn to your attention but if you are familiar with it I was wondering if you would perhaps indicate if it was pretty well in accordance with the known facts, or was it over optimistic or under optimistic in respect of that particular project?

Mr. HAYES: I am afraid I have not seen the article. But it has been possible on a number of occasions to introduce runs of salmon. The crucial question that arises is whether the new run that you introduce can produce sufficient eggs to maintain the stock, and if it does not produce enough eggs to maintain the stock that was transferred there, then the thing is going to go down hill over a few years and finally peter out. This is the present doubt that we have, for instance, about transplanting pinks to Newfoundland. We have had a few adult salmon back but not enough to lay the number of eggs that we originally put in there. Because this would lead to a gradual decline it is necessary to watch these things for several years and to have perhaps some good breeding years intervene. There is a certain amount of luck in getting the stock established to perpetuate itself. Now, this has not been done very often and I would not be inclined to be over-optimistic about a single report of a single run returning in this way.

Mr. BARNETT: You can do that without much trouble. I did hear a report that this particular one in the Lake Washington area that I mentioned had been questioned as a test of the return. The seine was set and something like 6,000 returning adults were caught in one seining effort—and this was in connection with a run which had apparently started from quite a small beginning. I was wondering whether any analysis or report of this situation had been studied by the Research Board?

Mr. HAYES: I have not seen any recent study of it, no.

The CHAIRMAN: Mr. O'Keefe, you are next.

Mr. O'KEEFE: Mr. Chairman, first of all I would like to apologize to the Committee for my late arrival. I had to attend another meeting. My question may not be in order and if it is not, please cut me off.

Dr. Hayes, in Newfoundland at a place called Logy Bay there is a fishery laboratory building being planned. Can you tell me something about that. What is envisaged? When will it be built? We hope it will be built. What will be studied under the fisheries resources study?

Mr. HAYES: Yes sir. This was built by—

Mr. O'KEEFE: It is not built yet, sir.

Mr. HAYES: No.

Mr. O'KEEFE: It is being planned.

Mr. HAYES: I have seen a plan of it; presumably, it will go ahead, and should be occupied by 1967, I believe. It is being built by a grant from the National Research Council I think of a \$1 million or \$500,000 with a matching grant from the province of Newfoundland. We are in close discussion with the authorities at Memorial University and we hope that we can use the laboratory for Fisheries Research Board experiments. Its particular asset is that it has a supply of running outside sea water which is of good quality compared to harbour water and so on. We examined the St. John's harbour water and so did they, and they thought they would not want to put a biological station up there. But they went around the corner and got Labrador current, I think, so they are quite happy about this. But, they hope they will have a quality water which will permit us to do experiments. We are hoping that we can put a laboratory on the campus of Memorial and at the same time use the Logy Bay laboratory for running sea water experiments.

Mr. O'KEEFE: What type of experiments?

Mr. HAYES: We would like to maintain fish and we would like to carry through the feeding cycles of fish in long term experiments. If one attempts to do that with harbour water occasionally pollution develops and you lose your stocks. It is very difficult to keep an experiment going, when it has to do with feeding and growth, for any length of time unless you are assured of a good quality water. We will also be studying the invertebrates in the area, some of which may have an economic potential.

Mr. O'KEEFE: Is there any thought being given to designating certain areas so that no fishing would be carried on in those particular areas?

Mr. HAYES: If you mean to prohibit fishing around the laboratory, I have not heard of this but I understand there was fishing carried out in the Bay some years ago but that certain winds tend to blow up on the shore and fishermen cannot maintain their boats, wharves and things so there is not any fishing going on around there at the present time. In order to get free of this wind and ice I understand they are going to go down through a rock tunnel and then come out underneath the water somewhere so that their pipe lines will not be interfered with by ice and storms. But there is no fishing right there at the present time, as I understand it.

Mr. O'KEEFE: No. There is no fishing in the immediate area but this is such an imaginative program that we are a little bit dubious that it is going to come about. You are quite certain that it will be proceeded with, but can you give us that assurance?

Mr. HAYES: I have not heard that question discussed but—

Mr. O'KEEFE: No one has asked me, but I thought when I had the opportunity I would ask you, so I could assure the people that this is going on.

Mr. HAYES: I am sure the department will be interested in maintaining this laboratory and will be thinking about this question. It has not come up yet because I did not think there was much fishing going on.

Mr. O'KEEFE: It will be built?

Mr. HAYES: Yes.

The CHAIRMAN: Mr. Logie.

Mr. LOGIE: Mr. Chairman I think I am correct in saying that I saw a notation of tenders for construction calls a few years ago.

Mr. O'KEEFE: That was something I did not see.

The CHAIRMAN: Mr. Tucker.

Mr. TUCKER: Mr. Chairman, Mr. Hayes made reference to transporting fish, specifically salmon, to Newfoundland. I wonder if he would care to enlarge a little on that. I understand that the spawning was not too successful?

Mr. HAYES: We have transported eggs of pink salmon to Newfoundland over several years and have observed the return of the adults. We had hoped at one time to get 10 million eggs per year in there but we have never succeeded in getting that many. But, I think we have had up to 3 million or 4 million eggs and there were about, I think, 40 or 50 pink salmon taken last year; about 25 entering the stream and about 25 at sea, or something of that order, and the number which entered the river was not considered large enough to maintain the breeding stock. At the present time we cannot say we have established a breeding stock which can perpetuate pink salmon. The Russians undertook to bring pink salmon around from the Pacific to some of their northern rivers. These salmon—and I am referring to their experiment—were caught in Scotland and around the British Isles and so, evidently, some of them have moved around the Atlantic from that side. So, we do not know whether they have a successful breeding stock. I think they are marginal just as we are in Newfoundland with the pinks.

Mr. TUCKER: You intend to proceed with the experiment?

Mr. HAYES: Yes, sir.

Mr. TUCKER: You intend to carry on?

Mr. HAYES: Yes.

Mr. TUCKER: Thank you.

The CHAIRMAN: I know Mr. Howard has some further questions but I want to make sure that I have caught every other member who wanted to ask questions initially of Dr. Hayes before returning to a second round. Mr. Howard, you are next.

Mr. HOWARD: I want to deal, Mr. Chairman, with what has been classified by the Minister, by the Fisheries Council the other day, and by almost anyone

who is involved or interested in fishing, as the effect of industrialization and the subsequent effluents from pulp mills, mining operations and the like on fishery stocks; also, the effect of spraying forests with pesticides to curtail spruce bud worms, loopers and the like, which was of some concern a few years ago. Can Dr. Hayes give us any assessment of the deleterious effects which industrialization either is having or might have on fishery stocks?

• (10:45 a.m.)

In my opinion, certain steps should be taken to ensure that tailings from a concentrator operation be contained within a pool or a rockwalled area so that they would not get out into the lake. They have done similar things with respect to pulp mills and the like. But there still is this concern and the Minister, in fact, in his statement mentioned that one of the most difficult problems in maintaining—he referred to salmon stocks—a fishery is the effect of industrialization on salmon stocks. Are you having any difficulty in dealing with industry, which may be a matter of administration more than research, from the research board point of view. What has taken place in this field.

Mr. HAYES: Well, the research board is responsible for understanding, in so far as they can, what the mechanisms are and what the damage is; the cleaning up of the difficulty is carried out by other parts of the fisheries department, not the board. The board is not operational in doing anything about these problems. We are concerned with research at Nanaimo, on the chemistry and bacteriology of pulp mill effluents and we advise the department about this. I would guess that probably pulp mills constitute the major single problem in British Columbia but there is the heavy metal problem in connection with mines, and it is extremely difficult when it arises. There is nothing you can do except prevent the effluent from getting into the stream. We have this problem on both coasts. We also have been responsible, particularly in New Brunswick, for doing some work on the effects of these spruce budworm sprays on the Miramichi watershed. There the sprays have not only killed young fish but they have killed the insects. In fact, they have wiped out the insect population in the streams on which the fish feed in some cases. They have caused a very serious deterioration in the supporting capacity of the streams. I think it is fair to say one will have to take a choice of resources in these areas; that is, whether you want the spruce or the fish. It would seem very difficult to apply effective sprays without damaging the fisheries, although attempts are being made to get a dosage which will not knock out the rivers but will still kill the budworms. But, we are concerned with research efforts.

This is one kind of pollution; the other kind, the kind we are hearing about now in the great lakes, is fertilizers being carried by farm drainage into the streams. These, in themselves, are not damaging, nor is city sewage except by removal of oxygen and it also tends to change the species of fish from the most wanted fish like lake trout and whitefish to coarse fish like perch and so on, which do not command the same interest of the sportsman, but sometimes have just as high a marketable value when they are caught commercially. Lake Erie still has a fairly well sustained market for fish although they are catching little things like smelts now instead of lake trout or whitefish. So, one cannot say offhand that agricultural drainage and city sewers in themselves would remove a fishery unless they do it by killing off the oxygen.

These other questions of heavy metals and pulp mill effluents that remove the oxygen again are very serious to those that are interested in research but we are not the agency that takes legal action about these.

Mr. HOWARD: About eight years ago, there was a spray program on the northern tip of Vancouver Island in, I think, the Port Hardy area as well as, I think, in other areas, by the British Columbia Forest Service. If my memory serves me correctly, the late Mr. George Clark, who was the deputy minister at the time, told us that they had been able to get the Forest Service to cut down the ratio of pesticides to the oil or water, or whatever it was contained in, to the point where its toxic effect upon fish was reduced or eliminated. Now, he was talking hopefully and in anticipation at that time rather than in fact about the results.

Do I understand you correctly, when you say we have a choice of resources, that is it boils down to either fish or spruce, and we cannot have both, if there is and insect infestation. The pesticide spraying of the forests is toxic to the fisheries. Am I correct in understanding that if the ratio of pesticides to the medium in which it is carried is strong enough to kill budworms or the other bugs, no matter how low that level is, is it toxic to fish?

Mr. HAYES: We are engaged in discussions continually with the Department of Forestry about this and they have cut it down from one pound to one half a pound per acre and this is not immediately toxic. I, myself, suspect that within a balanced population of fish you put in an interfering element it is rather like putting economic pressure on a business. I have not too much hope but that the pressure of one more adverse circumstance on the fish, like Atlantic salmon, would put it out of business. It might not do it immediately. That is, you can get a concentration where you can spray the woods and they do not turn belly up and die.

Mr. HOWARD: Right away?

Mr. HAYES: Right away.

I look on this rather like bringing an economic pressure on a business. It is slightly adverse if applied over a number of years and, I think, it is very likely to have an affect.

The CHAIRMAN: Mr. Logie wants to amplify on this statement for a moment. Can we hear from him now?

Mr. LOGIE: I think, Mr. Chairman, that Mr. Howard's impression as he stated it is not completely portable. The first thing that I would like to draw to your attention is that the Department of Fisheries has very rigid anti-pollution legislation, some of which I think goes back to 1868, that basically you cannot put anything in the water that is deleterious to fish under pain of action, with quite large fines.

In the matter of competing resources that Dr. Hayes referred to, we of course, do not administer this legislation in quite this way. We are not adverse to invoking it when we have to but the department conducts negotiations with industries about what is going to happen to effluents and so on. So far I think I

could say that it is a generalization; we get further by discussion in the design stage with new industries than we ever would by threats. I think, perhaps, the measures that have been adopted by two or possibly three new pulp mills manufacturing bleached kraft in British Columbia are good examples of this. The companies are going to quite large expenditures to protect the fish, at our insistence.

On the matter of pesticides, I do not think the issue is closed yet. I think we have been largely talking about D.D.T. This has been the pesticide of choice in spraying forests until recently. There is no question but that this is a rather powerful poison for fish. In New Brunswick, where this program is longest, and where incidentally, it is discussed by an inter-departmental committee, at federal level with provincial representation, every year or frequently more than once a year, where our advice is given, we have got down to a more or less routine dose of $\frac{1}{4}$ pound of D.D.T. per acre of forest land and sometimes this is applied twice. At this level fish are killed and the environment is altered in the manner Dr. Hayes has referred to, interfering with the whole food chain, and so on. But at this level I think the department is prepared to describe the operation as tolerable. We do not like it but it is tolerable. It will not have serious impacts in itself unless it is added to some of these other pressures that Dr. Hayes is talking about. There is, however, a constant pressure from the forestry industry which is large and valuable, to increase this dosage. They adopt the proposition that if you pour enough D.D.T. in the woods you kill all the bugs. The scientific results do not actually support this proposition that the kill is directly related to the amount they put there; there is the manner of how you put it there, and other things also enter into it. We resist this pressure. This year we have given just about one half an inch or so to allow them to test this proposition in certain areas where it will not be important to fish.

The other matter I want to bring up is that there are in existence, and they are increasing all the time, other insecticides which are suitable for this purpose of killing budworms and other forest insects, which have a very low toxicity for fish. I do not want to be unfair to the recorder but one of these is called Phosphamidon. This material, as applied in the field, does not have any direct toxic effect on fish so far as we know now, but we are not fully informed on the other things in the environment that are important to fish. We were quite excited about this. It has a disadvantage in that it is more costly but we were prepared to saddle the forest industry with this to protect the fish. Then information turned up that it killed birds in great numbers including such things as grouse and so on.

This is a fluid position and I think, in this context, there is a possibility of spraying forests and having fish. But, I think we would have to admit that there would be fewer fish. I think we would have to admit too that with the strictures we put on there would be less forest. We are hopeful that it will not importantly be fewer fish in this program. I should also tip my hat to the forest industry in British Columbia. They are extremely co-operative in this matter and, maybe six or seven years ago, practically eschewed D.D.T. as an insecticide

in this province, where its effects on fish was the reason for refusing it. But I think this is a situation in some way which is in flux. We are not completely downhearted about it.

Mr. HOWARD: I would assume that the awkward effects of the pesticide would be felt by either the freshwater fish or the anadromous fish. These are the two groups that will feel the brunt of it.

Mr. LOGIE: Well, in New Brunswick, Mr. Chairman, where the largest and longest program has been undertaken, the effect is on resident fish in freshwater and on the anadromous species that is in the freshwater environment because it happens to be where the spray is applied. In British Columbia this could extend down into the salt water portions of the rivers and bays.

Mr. HOWARD: And that may have an effect on herring.

Mr. LOGIE: I do not know whether we have any data on that.

Mr. HOWARD: The point I want to get at is this. Do you have any knowledge of the effect it has had on salmon stocks over the years. Do you think that if it had not been for the spraying there might have been a certain volume of fish available? To what extent is this a contributing factor to what is classified as declining salmon stocks?

Mr. LOGIE: Well, Mr. Chairman, we have recently investigated this in connection with the New Brunswick operation because, as you may know, there is a federal contribution to this program of spraying in New Brunswick and Treasury Board wanted a benefit cost analysis from everybody concerned, forestry, wildlife, fisheries, and so on.

I think the general conclusion, which Mr. Lucas may care to amplify because this comes indirectly under him, is that in recent years, since we instituted or promoted the $\frac{1}{4}$ pound dose, the detectable economic impact on fisheries is negligible. But, you should realize at the same time there is wide fluctuation in the salmon run for other reasons. It is difficult to be positive about this. I do not think spraying operations in British Columbia, the other principal area affected—there is very little in Newfoundland—has been assessed from this point of view. I think they are too small really to be expected to have any impact. Is this correct, Mr. Lucas?

Mr. LUCAS: I was saying that the last serious spraying in British Columbia with D.D.T. or the forests was in 1957. This program was conducted with the co-operation of this department; we have observers on the ground. There was a substantial dose of D.D.T.—I forget exactly what it was—and there was a large kill of salmon and other freshwater fish in those streams. As a result of that mortality industry took a very hard look at this thing and pulled their horns in substantially. Since then there has not been a large spraying. There has been the use of this chemical Phosphamidon, which Dr. Logie mentioned a few minutes ago. That was used in spraying on the Queen Charlotte Islands a few years ago. The forest spraying area is very local on the west coast and I would say it has not had substantial effect on salmon stock except in this one region of northern Vancouver Island where the runs were reduced for a couple of cycles. They have now built up again to their previous levels.

Mr. HOWARD: Did they become rebuilt by natural effects or was this with some assistance from the department?

Mr. LUCAS: I believe the regulatory people in British Columbia did restrict fishing but when the cycle of fish that were damaged by the spray returned fishing was reduced.

The CHAIRMAN: Gentlemen, we are approaching 11 o'clock. I understand we are not pressed to get out of here at this time. We have 15 or 20 minutes in which we could still continue to use the room if we wanted, but there are a couple of points I want to take up with regard to the operation of the Committee which I think might be taken up at this time. Then Mr. Barnett and Mr. O'Keefe wish to put further questions and, perhaps, Mr. Chatterton has some questions. I wonder if I can take these points up for a moment of two and then revert to the questioning of Dr. Hayes and Dr. Logie.

My point is this; we are now at our eighth meeting and we want to look forward to the point when we can conclude our hearings. I think we have ahead of us perhaps one or two more meetings—I am not sure—with the departmental officials in order to clean up the votes in the estimates exclusive of Vote No. 1; we need to recall the Minister for the purpose of completing Vote No. 1. I think we should try to find a time when we would have the whole morning to do that so we would not have to break up at 11 o'clock; then we have the luncheon at the test kitchen. In addition to that we have an in camera meeting to deal with the writing of the report.

Now, on the writing of the report I want to say that Committees examining estimates attempted, I think, to put in reports that did not say too much more than the fact that we met so many times and looked at the estimates. I think that if Committees of this nature are going to be successful—and this Committee has taken considerable time to examine a very technical subject; I believe they have done very well at it—we ought to look very thoroughly at the recommendations that have been put to it. And, although we are a multiparty Committee, we should try to reach some conclusion with regard to the material that has been given us and to make some recommendations that are of real value to the Ministry and to ourselves as Parliamentarians. I would hope that we can get down to the writing of a serious report. I hope that the Committee would consider that.

I would think that our report should have some general comment in it, and I would think that having regard to the very regional nature of fisheries some of you would want to give very serious thought, in the light of what you have heard during our meetings, to regional recommendations.

• (11:00 a.m.)

There is another question which has to be taken up, and this is a statement which Mr. Howard made this morning. I think we must do what we can to look at statements of this kind put by members of this Committee because it is a seriously worded statement; it is a complex one. I know you will want to study it and think about it before casting a vote on it. I do not know that we need to pass it today; I was going to make the suggestion that perhaps Mr. Howard, in

order to give Committee members a chance to look at it a little more thoroughly, might be willing to let it stand as notice of motion, and if we have a meeting next Tuesday, as I hope we will, we would be prepared to discuss a statement like this, and to hear his comments on it.

I myself have had an opportunity to look at the statement for a few moments, and if I were not in this chair and a member of the Committee, I know that I would want to give that some serious thought before I faced the question of voting on it. It is a considered statement, and one which I think deserves a place in the Committee.

These are some thoughts which I wanted to present to the Committee this morning, and I would ask for any comments from hon. members on the business of winding up our work and turning in what I hope is going to be something of a model on how a standing committee on the estimates ought to proceed this year.

Mr. BARNETT: I think you have put before the Committee a very useful statement on the direction in which we might move. Perhaps in order to avoid any extended discussion on the subject matter of your statement at this point, I wonder whether it might be considered by the members of this Committee who are from the various groups, on the basis of that discussion, we could then have a meeting of the steering committee, and perhaps arrive at something there which we could place before the Committee for adoption—

The CHAIRMAN: Does that appeal to the Committee as a logical way to proceed?

I think now that we have some questions to ask. Mr. Howard, have you finished yet?

Mr. HOWARD: Yes, but I just wanted to follow up the thoughts you expressed about the statement which I presented today and leave it over as a notice of motion, as you suggest, until our next meeting.

Before we proceed today on the matter of what we are doing, I wonder if we could refer to a sheet from the Department of Fisheries entitled, "Projects Being Totally Financed By Industrial Development Service, 1966-1967", which was presented to us today. This, I think would have arisen out of the question posed to Dr. Needler at the last meeting on what the Department is doing exclusively. As we did with the other sheet that tabulated joint federal-provincial programs, I wonder if we might not make this an appendix to today's proceedings, and just print it along with the record.

The CHAIRMAN: Does the Committee agree to that?

Agreed.

Now, do we have any more questions to ask Dr. Hayes before we finish? Mr. Barnett, I believe you had a question. I hope these can be made short ones now, because we do not want to impinge on people trying to attend other committees any more than we have to. Then Mr. O'Keefe, and Mr. Chatterton.

Mr. BARNETT: Mr. Chairman, part of the ground that I might have gone over was covered by questions and replies given to Mr. Howard. I might just

say by way of comment that I have a vivid recollection of being in the office of Mr. Gil Whitmore shortly after the forest spraying program in the Quatsino forest area, and our mutual horror at some of the fish he had pickled in jars at that time. I shall confine my question to the matter of water pollution from pulp mill effluents.

As you will recall, I submitted some written questions in this area to Dr. Needler and his answer to them is on page 89, No 4, of the Committee Proceedings. I have had some opportunity of being made aware of the fact that, in some of the newer pulp mills currently under construction in British Columbia, steps have been taken—as was suggested in the earlier remarks—to build into the plant some controls in regard to the volume and nature of toxic fluids going into fisheries waters, and that automatic metering devices have been developed.

Now, my particular question relates primarily to the situation that is involved in an existing plant, and I might as well come immediately to the point and say that I speak for a great many people when I say there is concern about the existing major plant at the head of the Alberni Inlet.

In my question I made reference to the study which was done by Dr. Kelley in 1949, which I have heard referred to as something of a classic in this particular field. What I would like is an appraisal arising out of the statement given by Dr. Needler on page 89 in which this question was dealt with, an appraisal of what in the view of the research people can be done to insure proper control in existing major plants such as this one. Now if I am correctly informed, I understand that such supervision of fisheries as is being done about the situation in the Alberni Inlet—and I raise this partly because I think this is of concern across the country where there are many older pulp mill plants—that such testing as is being done is being conducted out of the biological station at Nanaimo.

I have been asked about the nature of this check, whether it is done occasionally, or whether there is a continuous record of the nature of the pollutants that are going into the Alberni Inlet. I have had questions asked of me whether or not we had a situation—I am not levelling any accusations against anybody here—where things are all fine when someone is there to test, but that once the tester is gone, that production takes priority over the rules. My question really is, what, within the realm of economic feasibility, can the Department or the Fisheries Research Board require existing plants to do to put their output on a par with the requirements that are being agreed to by industry in relation to building these plants?

Mr. HAYES: The board is not monitoring the supplies by keeping the men there. I am afraid I do not know whether the department is or not, but perhaps Dr. Logie—

Mr. LOGIE: Mr. Chairman, in the realm of a general answer, we know of very few, if any, industrial pollutions which cannot be abated to the satisfaction of the fish, but the problem with existing installations like the Alberni one is always a matter of money. This is the real problem. Sometimes there are space problems as well, in this situation. Also, there has been in some instances

federal assistance in this sort of effort as well. For instance, there are grants from the Atlantic Development Board for the purpose of cleaning up pollution, assisting existing mills to put in expensive processes; some of it supplies to the pulp and paper industry. As to the actual probable solution in the Port Alberni area, I do not know. Could you speak on this, Mr. Lucas?

● (11:15 a.m.)

Mr. LUCAS: Mr. Chairman, the company involved with Port Alberni through every step of the way in constructing their mills there, in expanding the mills, has conferred with the Department and received the Minister's approval for all treatments that they perform on their effluents. But the problem that has developed there is, as far as I can understand it, is that there has been over a period of time a build-up of very fine fibres released from the mill on the harbour bottom.

The pressing problem there in Port Alberni is the oxygen demand of the effluent rather than the toxicity of the effluent. Then, with this build-up of fibre, when this material on the bottom of the harbour is disturbed by some action like dredging, for instance—and the first time it came to our attention was when the harbour was dredged for the access of shipping—then terrific quantities of hydrogen sulphide are released and there are local areas of toxicity and oxygen reduction.

The situation in Alberni harbour is that there are in the harbour some very localized areas where the waters are not too healthy for fish. The way this is handled, is it really being tackled at the time when these mills expand. This is really the most appropriate time to adopt new procedures in these plants. This mill, of course, has gone through several expansions since it was originally built. Each time the mill is expanded, the company's scientists and engineers confer with our people, and we have made tighter and tighter restrictions on the screening of the effluents to try to put as pure a material as possible in the harbour.

And, secondly the company does want to dredge some of this material out of the harbour and the timing of the dredging is arranged so that there are minimal damages to the fishes in the area when this job is performed; but what the long-term answer is, I do not know. It is a matter again of convincing the company first of extreme damages occurring to the stocks of fish, and then it is finding some economic answer to the problem.

I would say as a general statement that the fishes in Alberni Inlet and in the streams tributary to the inlet are surviving in the face of the pulp and wood development for Alberni.

Mr. BARNETT: Might I just—

The CHAIRMAN: Mr. Barnett, I am very anxious before we adjourn to get to Mr. O'Keefe's question and Mr. Chatterton's question, in fairness to them, as they have been waiting a long time. This is an interesting subject; we do not have to drop it, we can come back to it at our next meeting if we wish. I wonder if I could get Mr. O'Keefe's question on the record, and then Mr. Chatterton's.

Mr. O'KEEFE: Mr. Chairman, I hope my question will not be considered too parochial. I am interested in water pollution; Newfoundland always has been. We have had pollution in our waters since the John Guy settlement of Cupids early in the 17th Century, I believe 1610. My particular question is in connection with the east coastal ocean. I understand the problem of the Miramichi, but I am wondering, is water pollution really a problem in Newfoundland in particular, and specifically in St. John's East?

Mr. HAYES: Is there city effluent, do you mean, in the harbour?

Mr. O'KEEFE: Anywhere in St. John's East, is water pollution a problem?

Mr. LOGIE: Mr. Chairman, since Dr. Hayes just nodded at me, I shall answer. In the St. John's area, the only serious problem that I know of is a municipal problem, and this is in itself not too serious to the survival of fish. It may be serious if you want to use this water to wash fish, or this sort of thing.

Mr. O'KEEFE: But in all the areas of St. John's itself, except the harbour, there is no water pollution. Would you suggest that?

Mr. LOGIE: Well, I am quite sure, Mr. Chairman, there was water pollution in the Garden of Eden; but no significant amount of pollution.

Mr. O'KEEFE: The point I am getting at in my question is this. The water pollution I am concerned with is oil dumped by ships in the Atlantic. That is the kind of water pollution I am particularly interested in.

Mr. LOGIE: This occurs. It is against the law for a range of 500 miles, I believe, from the coast, but it is very difficult to police. I have not heard of any serious problems in Newfoundland.

Mr. HAYES: If you go around the corner to the next bay—

Mr. O'KEEFE: Conception Bay.

Mr. HAYES: No, I mean immediately around St. John's Harbour toward Logy Bay. We were looking at this cove, with the idea of putting that station there and found that in certain conditions of wind that refuse could flow in on the shore, and that is why they went around farther to Logy Bay. Most of the time it will be all right. With offshore winds at certain times of the year you can get stuff blowing onto the land that is ultimately started from St. John's city.

Mr. O'KEEFE: I am not worried about that type, sir; I am worried about the oil pollution and the oil that is dumped into the Atlantic, as you say, 500 miles out, and the prevailing wind brings it right in. Have you no problem there?

Mr. HAYES: I have not heard of one.

Mr. LOGIE: Mr. Chairman, the temptation to pass the buck is almost irresistible. This is in the realm of the Department of Transport to police this effort.

Mr. O'KEEFE: You agree it is an important one.

Mr. LOGIE: We agree it is an important one, and we agree it is almost impossible to police it adequately, and it could be locally important at any given

time. There are areas adjacent to Halifax, for instance, where beaches have been rendered untenable to swimming, this sort of thing, from this sort of pollution.

But in answer to your questions, sir, I do not know of any serious instances, as far as fish are concerned, in the vicinity of St. John's.

Mr. O'KEEFE: Thank you, doctor.

The CHAIRMAN: Mr. O'Keefe, I think you ought to talk to the member from Bonavista-Twillingate about that question.

Mr. CHATTERTON: Mr. Chairman, I wanted to ask about pollutants. Is there any evidence of pollution from the Crofton pulp mill affecting the oysters at Chemainus and Thet's Island?

The CHAIRMAN: Give that to Mr. Lucas. Dr. Logie?

Mr. LOGIE: I think, Mr. Chairman, there is a question about this on the record to which Dr. Needler promised to provide an answer. This has not been prepared yet. There has been very extensive investigation of this, and I would ask that we have an opportunity to prepare the answer.

The CHAIRMAN: Gentlemen, that is the end of the session. It has been an interesting one. Thank you very much.

Mr. BARNETT: I would have liked to ask Dr. Logie for a report on the lamprey eel; that is a problem of the Great Lakes. Perhaps we could pursue that at another meeting.

The CHAIRMAN: I understand you can get at that on Vote No. 5 if you want to.

First Session—APPENDIX "2"—Sixth Parliament

DEPARTMENT OF FISHERIES

PROJECTS BEING TOTALLY FINANCED BY INDUSTRIAL DEVELOPMENT SERVICE, 1966/67

Projects Applying to Atlantic Projects Applying to Pacific Projects Applying Across Canada—General

Table with 3 columns: Projects Applying to Atlantic, Projects Applying to Pacific, Projects Applying Across Canada—General. Lists various fishery projects such as whaling development, offshore lobster exploration, and vessel design.

NOTES: (1) Total estimated expenditure for above listed projects \$860,000 during 1966/67. (2) Canada wide short-term specialized technical assistance for same period estimated at \$190,000 in addition to technical assistance provided by permanent staff.

April 27, 1966.

TUESDAY, MAY 10, 1966

Main Estimates (1966-67) of the Department of Fisheries

WITNESSES:

From the Department of Fisheries: Dr. R. R. Logan, Assistant Deputy Minister (Operations); Dr. W. R. Martin, Assistant Chairman, Fisheries Research Board of Canada; and Dr. W. E. Smith, Fisheries Research Board of Canada.

1921

PARLIAMENT

1921

There are areas adjacent to the coast where beaches have been rendered inhospitable to swimming, this sort of thing, from this sort of pollution.

DEPARTMENT OF FISHERIES

But in answer to your question, I am not aware of any serious instances of pollution of the coast.

Mr. O'Keefe: Thank you, doctor.

Mr. O'Keefe: I think you ought to talk to the Minister about that question.

**OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE**

This edition contains the English deliberations and/or a translation into English of the French.

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LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE

ON

FISHERIES

Chairman: Mr. GRANT DEACHMAN

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 8

TUESDAY, MAY 10, 1966

Main Estimates (1966-67) of the
Department of Fisheries

WITNESSES:

From the Department of Fisheries: Dr. R. R. Logie, Assistant Deputy Minister (Operations); Dr. W. R. Martin, Assistant Chairman, Fisheries Research Board of Canada; and Dr. W. E. Ricker, Fisheries Research Board of Canada.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE ON FISHERIES

Chairman: Mr. Grant Deachman

Vice-Chairman: Mr. G. Blouin

and

- | | | |
|-----------------|--------------------------------|----------------------------------|
| Mr. Barnett, | Mr. Crossman, | Mr. McLean (<i>Charlotte</i>), |
| Mr. Basford, | Mr. Crouse, | Mr. McQuaid, |
| Mr. Béchar, d, | Mr. Granger, | *Mr. McWilliam, |
| Mr. Bower, | Mr. Howard, | Mr. Nowlan, |
| Mr. Carter, | Mr. Keays, | *Mr. O'Keefe, |
| *Mr. Cashin, | Mr. LeBlanc | Mr. Patterson, |
| Mr. Chatterton, | (<i>Rimouski</i>), | Mr. Stefanson, |
| | Mr. MacLean (<i>Queens</i>), | Mr. Tucker—(24). |

J. H. Bennett,

Clerk of the Committee.

*Replaced by Messrs. Émard, Langlois (*Chicoutimi*), and Groos on May 9, 1966.

TUESDAY, MAY 10, 1966

Main Estimates (1966-67) of the
Department of Fisheries

WITNESSES:

From the Department of Fisheries: Dr. R. R. Jorgie, Assistant Deputy
Minister (Operations); Dr. W. R. Martin, Assistant Chairman, Fish-
eries Research Board of Canada; and Dr. W. E. Ricker, Fisheries
Research Board of Canada.

MINUTE ORDER OF REFERENCE PROCEEDINGS

MONDAY, May 9, 1966.

Ordered,—That the names of Messrs. Émard, Langlois (Chicoutimi) and Groos be substituted for those of Messrs. Cashin, McWilliam and O'Keefe on the Standing Committee on Fisheries.

Attest.

LÉON-J. RAYMOND,
The Clerk of the House.

Messrs. present: Messrs. Barnett, Bédard, Houn, Power, Chatterton, Crossman, Deachman, Émard, Groos, Howard, K... LéBlanc (Rimouski), MacLean (Queens), McLean, Paterson, Stefansson (18).

In attendance: From the Department of Fisheries: Dr. H. R. Legie, Assistant Deputy Minister (Operations); Mr. I. S. McArthur, Director General, Economic Service; Mr. L. S. Bradbury, Director, Industrial Development Service; Mr. J. J. Lamb, Director of Administration; Dr. W. R. Martin, Assistant Chairman, Fisheries Research Board; Dr. W. E. Ricker, Fisheries Research Board and departmental officials.

The Chairmen addressed the Committee respecting a new seating arrangement for members and witnesses.

The Committee reverted to Item I—Estimates—Departmental Administration and it was agreed that the text of Mr. Howard's proposed motion be taken to be read.

Text of the proposed motion presented by Frank Howard, M.P.

The House of Commons Standing Committee on Fisheries, during a session of the meeting between Canada and the United States in Ottawa on June 24 to 26th regarding salmon fishing problems of common concern in the Pacific Northwest, British Columbia and Southeastern Alaska, previously adopted the position taken at that meeting by the Canadian delegation.

We feel that, inasmuch as the United States delegation was unwilling to move its Southeastern Alaskan salmon net fishing limits further west than the 1957 agreement establishing such limits, the Canadian Government had no alternative, regrettable as it may be, but to announce that it would review its established limits with the possibility that those limits be moved seaward.

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

We urge the Canadian government to agree to such a recommendation and to do everything in its power to get the United States government also to agree.

MINUTES OF PROCEEDINGS

TUESDAY, May 10, 1966.

(9)

The Standing Committee on Fisheries met this day at 9:40 a.m. The Chairman, Mr. Deachman, presided.

Members present: Messrs. Barnett, Béchard, Blouin, Bower, Chatterton, Crossman, Deachman, Emard, Groos, Howard, Keays, Langlois (*Chicoutimi*), LeBlanc (*Rimouski*), MacLean (*Queens*), McLean (*Charlotte*), McQuaid, Patterson, Stefanson (18).

In attendance: From the Department of Fisheries: Dr. R. R. Logie, Assistant Deputy Minister (Operations); Mr. I. S. McArthur, Director General, Economic Service; Mr. L. S. Bradbury, Director, Industrial Development Service; Mr. J. J. Lamb, Director of Administration; Dr. W. R. Martin, Assistant Chairman, Fisheries Research Board; Dr. W. E. Ricker, Fisheries Research Board and departmental officials.

The Chairmen addressed the Committee respecting a new seating arrangement for members and witnesses.

The Committee reverted to *Item 1—Estimates—Departmental Administration* and it was agreed that the text of Mr. Howard's proposed motion be taken as read.

Text of the proposed motion presented by Frank Howard, M.P.

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

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

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

We urge the Canadian government to agree to such a recommendation and to do everything in its power to get the United States government also to agree.

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

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

Discussion arising thereon, on motion of Mr. Patterson, seconded by Mr. Chatterton,

Resolved,—That the first sentence in Paragraph 4 be deleted and the following be substituted therefor: "*We endorse the action of the Canadian and United States Governments to hold this meeting*".

On motion of Mr. Groos, seconded by Mr. Crossman,

Resolved,—That Paragraph 5 be deleted. Discussion arising thereon, it was agreed to divide Mr. Howard's motion into two parts.

The question being put on the first four paragraphs of Mr. Howard's proposed motion as amended was resolved in the affirmative. YEAS 10, NAYS 4.

On motion of Mr. Chatterton, seconded by Mr. Barnett, it was resolved to amend Paragraph 5 by adding the words "*was reported to have made*" after "*recently*" and to delete the word "*when*" after the words "*agreement can be reached*" and substitute the word "*if*" in order that the amended Paragraph 5 read as follows:

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

The question being put on Paragraph 5 as amended, it was resolved in the negative. YEAS 4, NAYS 10.

Item 1—Departmental Administration and Item 5—Fisheries Management and Development (Operation and Maintenance, and being allowed to stand)—Item 20—Fisheries Research Board of Canada was called.

Questioning of departmental officials continuing at 11:02 a.m. the Committee adjourned to the call of the Chair.

J. H. Bennett,
Clerk of the Committee.

THE CHAIRMAN: Gentlemen, we have a quorum.

We have rearranged the room a little differently this morning and I will tell you why. The other night somebody said to me—and he is a long-time observer of the parliamentary scene—"I do not know whether we can get Paul behind the table here or not, but we will try." He said that one of the faults of committees of the House of Commons is that, when they meet, the Minister is placed beside the chairman or the deputy chairman, and, indeed, it looks to everybody who comes into the room, and it looks to the committee itself, as if the committee is really the instrument of the Minister and that we are here only to serve the Ministry's purpose.

I made it quite clear to him that, while the arrangements may be set as a committee of the House of Commons is in reality a committee of the Members of Parliament themselves and not a committee of the Ministry and that its function is to examine the Ministry. And I thought—because of his view that he thought at least experiment with it because we do not progress very much in the House of Commons unless we are willing to do a little experiment.

Therefore this morning we at least have the physical appearance of having the Members of Parliament arranged on one side of the committee room and, as a parliamentary committee, we are back for the purpose of examining the department; and I do not want members of the department who are here this morning to feel that this in any way reflects upon them. It is a parliamentary department, and you gentlemen are having the privilege of sitting to it. I think there are advantages in arranging ourselves as a committee on one side of the table. As a committee our function is not to be performed within a committee, but, as a committee, to evolve recommendations which we will have to put to Parliament and to the Ministry.

We proceeded at our last meeting to read the Fisheries Conservation Canada Bill No. 1. During the course of that meeting we had notice of motion given to Mr. Howard of a motion which he proposed to move at the next meeting. Therefore, so our first item of business this morning will be motions, and, having concluded that, we will then return to the examination of the departmental officials on the estimates before us. Have we a copy of Mr. Howard's notice of motion before us?

I think we will begin by asking Mr. Howard to read his motion and explain

Mr. HOWARD: If you wish me to read it again, I will.

The question being put on Paragraph 5 as amended it was resolved in the affirmative YEAS 10, NAYS 10.

Paragraph 5 as amended is as follows: "The Government of Canada is pleased to have a postponement of the meeting of the Commission on Fisheries Management and Development (Department of Fisheries and Forestry) and the Canadian Fisheries Research Board of Canada was called." (The Commission on Fisheries Management and Development is now being held in Ottawa.)

Questioning of departmental officials continuing at 1:02 p.m. the Commission adjourned to the call of the Chair.

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

Discussion arising thereon, on motion of Mr. Patterson, seconded by Mr. Chatterton.

Resolved.—That the first sentence in Paragraph 4 be deleted and the following be substituted therefor: "We endorse the action of the Canadian and United States Governments to hold this meeting".

On motion of Mr. Gross, seconded by Mr. Crossman.
 Resolved.—That Paragraph 3 be deleted. Discussion arising thereon, it was agreed to divide Mr. Howard's motion into two parts.

The question being put on the first four paragraphs of Mr. Howard's proposed motion as amended was resolved in the affirmative YEAS 10, NAYS 4.

On motion of Mr. Chatterton, seconded by Mr. Bennett, it was resolved to amend Paragraph 5 by adding the words "as reported to have made" after "recently" and to delete the word "made" after the words "agreement can be reached" and substitute the word "is" in order that the amended Paragraph 5 read as follows:

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

EVIDENCE

(Recorded by Electronic Apparatus)

TUESDAY, May 10, 1966.

● (9.30 a.m.)

The CHAIRMAN: Gentlemen, we have a quorum.

We have rearranged the room a little differently this morning, and I will tell you why. The other night somebody said to me—and he is a long-time observer of the parliamentary scene—"I do not know whether we can get Paul behind the table here or not, but we will try." He said that one of the faults of committees of the House of Commons is that, when they meet, the Minister is placed beside the chairman or the deputy chairman, and, indeed, it looks to everybody who comes into the room, and it looks to the committee itself, as if the committee is really the instrument of the Minister and that we are here only to serve the Ministry's purpose.

I made it quite clear to him that, while the appearance may be so, a committee of the House of Commons is in reality a committee of the Members of Parliament themselves and not a committee of the Ministry and that its function is to examine the Ministry. And I thought enough of his idea that he might at least experiment with it because we do not progress very much in the House of Commons unless we are willing to do a little experimenting.

Therefore this morning we at least have the physical appearance of having the Members of Parliament arranged on one side of the committee room and, as a parliamentary committee, we are here for the purpose of examining the department; and I do not want members of the department who are here this morning to feel that this in any way reflects upon them. It is a parliamentary experiment, and you gentlemen are having the privilege of sitting in on it. I think there are advantages in arranging ourselves as a committee on one side of the table. As a committee our function is not to be partisan within a committee, but, as a committee, to evolve recommendations which we will have to make to parliament and to the Ministry.

We proceeded at our last meeting to call the Fisheries Council of Canada on vote No. 1. During the course of that meeting we had notice of motion given to us by Mr. Howard of a motion which he proposed to move at the next meeting. Therefore, so our first item of business this morning will be motions, and, having concluded that, we will then return to the examination of the departmental officials on the estimates before us. Have we a copy of Mr. Howard's notice of motion before us?

I think we will begin by asking Mr. Howard to read his motion and explain it.

Mr. HOWARD: If you wish me to read it again, I will.

The CHAIRMAN: Unless, of course, everyone by now is familiar with the motion, in which case if we are asked to dispense with the reading of it we will do so.

Mr. CROSSMAN: Because of my absence from the last meeting this is new to me, but was this discussed at any meeting when the Minister or Deputy Minister were present?

The CHAIRMAN: I do not think it has been, Mr. Crossman. I think the motion is new, or, at least, while we may have touched upon the discussions in the course of reviewing vote No. 1 with the Minister, I don't think the evidence would reveal that the whole subject had been covered.

Mr. CROSSMAN: I would like to ask if it would be possible for this motion to stand over until such time as the Minister and Deputy Minister are present. They are both absent today due to the departmental meeting in Halifax. Would it be possible for the honourable gentleman to stand this over until such time as we could get the views of the Minister or Deputy Minister on this situation?

Mr. BARNETT: Mr. Chairman, may I point out that much of the subject matter of this proposed motion was in fact discussed with the representatives of the Fisheries Council of Canada. As I recall it, we were invited to ask them some questions as to their views on the particular situation dealt with in the motion, so that the contents of it have been the subject matter of some discussion; and it does seem to me that, generally speaking, the subject matter was also reported on by the Deputy Minister at a previous meeting when I asked him for a report on the outcome of the particular negotiations with the Americans and with regard to what the situation was when the meetings held here in Ottawa were concluded. Therefore, generally speaking, this is not the introduction of new subject matter before the committee at this stage.

Mr. Needler's statement is on record in the minutes of this committee, as well as the views of the Fisheries Council of Canada on the subject, and I would suggest that the committee, by and large, is very well informed on the subject matter of it and, therefore, in my view, competent to consider it.

Mr. HOWARD: Mr. Chairman, rather than deal with the merits of any points in substantiation of it, perhaps I could deal with this matter which Mr. Crossman referred to from two points of view. He mentioned that we might consider postponing any decision or any consideration of this until the Minister is here. I would point out that part of the reason for drafting this particular motion was because Senator Magnuson in the United States who, I think, is the chairman of the Commerce Committee, or Committee of Commerce—I've forgotten the exact name of it—made certain statements about the discussions between the United States representatives and Canadian representatives at the meetings here in Ottawa on April 4 and 6, and that subsequently Senator Magnuson also raised this matter in the Congress of the United States.

It has been pointed out to me—and I think there is some validity to this reasoning too—that Senator Magnuson holds no position in government in the United States. He is not at the same level as the Minister of Fisheries here in Canada, and the point has been put to me—and I agree with its validity—that to draw the Minister of Fisheries into a discussion about this particular matter

would be asking, in effect, for a governmental declaration, in one respect anyhow, about a statement made by someone in the United States who is not at a comparable level. It would be more appropriate for either this Fisheries Committee of ours, or the Chairman of it, who would be at a level comparable to Senator Magnuson, to make some declaration about our feelings as Canadians with respect to these two vital matters.

The other thing that I think we should concern ourselves with, and which, perhaps, should lead us not to put this off, is that today is May 10, and the proposal arising out of the meetings here on April 4 to 6 here in Ottawa was one of recommending to the top respective governments another conference to be held in Seattle in Washington, beginning on May 17 which is just seven days from now. Part of the motion deals with that particular proposed meeting on the 17th and urges the Canadian government to agree to it and urges the Canadian government to take every step it can, within the committee, to prevent a postponement beyond May 17 or beyond the coming salmon fishing season in Alaskan waters, because the pressures are from fisheries people in Alaska, and the pressures are to postpone any decision about the surf line or the net fishing limits both in Alaska and Canada at least until after this fishing year. This would give the Alaskan fishermen, or the fishermen in Alaskan waters, another year to catch and intercept our homecoming salmon.

Therefore, I think, perhaps, for those two reasons, plus the ones which Mr. Barnett has mentioned, that it might be well to be in a position to deal with this thing in substance today.

Mr. CHATTERTON: Without dealing with the substance of the proposed motion, it seems to me it would be better to avoid having the Minister involved in a statement such as this. This is the type of statement that would come from, say, this committee; and I think it would be better not to bring the Minister into this. It would not be his statement, and if he were asked to comment he would have to take one position or the other. Secondly, it would seem to me that this type of statement would perhaps put the Canadian representatives in a better bargaining position, if it comes from representatives of Parliament.

The CHAIRMAN: I think, gentlemen, in respect of Mr. Howard's remarks, that it would be a good idea if I made a couple of comments. I don't think Mr. Magnuson made this statement as he sat in the Chair of the Committee of which he is chairman. The second point I want to make is that I don't think his statement is a resolution duly passed by that Committee. Therefore I think that if individual members want to make statements in regard to any political matter, national or international, they are privileged to do so outside the committee; and, often, ways can be found, within votes and by way of resolutions, to say them in Committee. However, when it comes to a matter of a chairman saying them while he sits in the chair, or of his being in the chair while a resolution of that kind is passed by his committee, then we put an entirely different connotation on it.

I just wanted to make these comments in respect of Mr. Howard's suggestion that I myself should make any move in respect of this.

Mr. HOWARD: Mine was a comment in passing only. You will note that the resolution is drafted in such a way that it involves the committee and not you, as chairman of it.

Mr. McLEAN (*Charlotte*): I think we should be brought up to date on the matter. The Minister might have some information that we have not, and I think we should be brought up to date on it.

Mr. PATTERSON: Mr. Chairman, I would like to support the proposal that has been advanced that it might be better for a motion such as this to be disposed of in the absence of the Minister rather than when he is present, and I think the seriousness of the situation warrants some immediate action in view of the fact that, as has been pointed out here and as Mr. Howard has mentioned, to delay this too much longer would mean that the United States fishermen would have another year to exploit the situation to the detriment of Canadian fishermen. Therefore, I would like to support the resolution now before us.

Mr. LANGLOIS: Mr. Chairman, at first sight it looks like a question of policy, and if it is a question of policy then I think it is a question for the government to consider—not only the Minister, but the government. I think we should go to the Minister first and see what he has to say on it and if it is a question of policy, then the government should handle it.

Mr. CHAIRMAN: Are you ready for the question?

Mr. KEAYS: Mr. Chairman, I wonder if we could possibly hear from some official in the Department about this before the question is put.

The CHAIRMAN: Dr. Logie, the assistant deputy Minister, is here this morning, and he may have some information or facts which could shed some light on the motion before us. I will ask Dr. Logie to speak.

Mr. GROOS: Before Dr. Logie speaks, Mr. Chairman, I wonder if I might have a moment to ask a question. It might have some bearing on this. Could anyone tell me what position Senator Magnuson holds in the United States, apart from being a Senator. You mentioned that he was the chairman of some committee.

Mr. HOWARD: I have seen in the news report, Mr. Groos, that he is the chairman of the Commerce Committee, I think it is.

Mr. KEAYS: Is he a senator from the State of Washington or—

Mr. HOWARD: The news items had his name and title as chairman of the Commerce Committee. There was not any indication whether he was speaking as a private citizen, a senator, or as chairman or as all wrapped up in one; but the gist of his remarks was that the United States would have to consider some sort of economic retaliation in a prohibition of the importation of fisheries products. He is chairman of this committee of commerce, and I imagine that might be one of the things that it might deal with—matters of commerce; but the news report I saw didn't indicate whether he specifically said, as the Chairman, I say "such and such".

Mr. PATTERSON: Mr. Chairman, just before we proceed, in view of the fact that there does seem to be considerable opposition to the last paragraph dealing

with Senator Magnuson's statement, I wonder if the mover of the motion would consider deleting that particular section, because it seems as though the really important parts precede that.

Mr. HOWARD: Well, Mr. Chairman, I have no objection if the committee wants to divide the matter into two. There are two parts to it. One is the interception of Canadian-bound salmon in Alaskan waters, which was the subject matter of the meeting on April 4th to 6th, and the other is the matter of a division of Fraser River fish and stocks of salmon, which was also one of the subject matters of the April 4th to 6th meeting. They were both dealt with at the same meeting. There were two different aspects of it, it is true. I have no objection to dividing it into two, and considering the surf line question separate from the Fraser River salmon question.

Mr. PATTERSON: Mr. Chairman, I would just make reference to the last paragraph which deals with Senator Magnuson's declaration regarding the possibility of having to curtail the importation into the U.S. of Canadian Fisheries products "—if Canada continues—" and so on.

Mr. HOWARD: That is the division, Mr. Patterson, of the two subject matters. The last paragraph and the preceding ones. The division is between those two.

Mr. CHATTERTON: Can somebody tell me that the statement made by Senator Magnuson was, in fact, an official statement? Was the statement as reported? Can you assure me that he actually made this statement?

The CHAIRMAN: Well, I was not there. I did not hear it.

I will call on Dr. Logie.

Dr. LOGIE: Mr. Chairman, the Canadian position, and the reasons behind it, were given to this Committee on April 19, by Dr. Needler. They appear on pages 70 and 71 of the record. There is nothing to add to this and this is still the Canadian position.

The only other information I can give the committee is that we have received an official invitation from the United States to meet them in Seattle on May 17th. We intend to do so, and we have not received any intimations of delaying tactics officially in the Department. The only information we have is contained in Mr. Howard's motion.

Mr. MCLEAN (*Charlotte*): There is nothing official with reference to the last part of this resolution:

An hon. MEMBER: That is right.

Mr. GROOS: First of all, although I did read these remarks in a newspaper report within the last few days, I don't remember really what Senator Magnuson said, and knowing what we do about newspaper reports I think it would be advisable, before we act officially as a committee, to know exactly what was said, by actually seeing that report before us. I think that if it does turn out that Senator Magnuson has thrown down the gauntlet like this it might be of some value to take note of it; but whether we should do it as a committee or not, or as

individual members, as Senator Magnuson did when he made his statement, is a matter for conjecture. I would hate to imbue Senator Magnuson's remarks, or statement, with any greater aura of respectability than they deserve.

The CHAIRMAN: Gentlemen, I think we have heard enough argument on the motion and I am prepared to call the vote now unless—

Mr. HOWARD: Mr. Chairman, I don't like to see it fall on the basis as to whether or not we know what Senator Magnuson said or didn't say, or whether in fact he said it. I have only the news report that came out of Washington, that put some of the statements attributed to Senator Magnuson in quotation marks, and talks about a statement he made. If it would make it easier for the committee to deal with the matter, we could very easily sever the last paragraph from it and deal with the two items separately, one the question of the surfline, and the other the question of the Fraser River stocks and the statements of Senator Magnuson.

Mr. MACLEAN (*Queens*): Mr. Chairman, I just want to be clear on the what the situation is. It would seem to me that, although Senator Magnuson is reported to have made this declaration, this is not the policy of the United States government, as I see it. The meeting is to be held on the 17th and I therefore believe that, although we may not approve of these tactics at all, we have no official cause to worry. With regard to the holding of the meeting on the 17th, I am just wondering if it isn't possible that we might be giving a lot of publicity to contrary views in the United States, which are not the official views of the government. I have no objection to this in principle, if the President of the United States were to pick this up and say "This is the view of the Government".

Mr. KEAYS: It seems to me that the real reason for the motion put forward by Mr. Howard is to urge the Canadian Government to prevent a postponement or adjournment of this meeting. It seems that this is the important point which it raises, and if it were that alone I would be ready to support the motion and request the government to do all in its power to see that this meeting is held.

The CHAIRMAN: Gentlemen, the meeting is going to be held. I don't think there is any question of that.

Dr. Logie could clear the question up for us as to whether or not the meeting is going to be held. Is the meeting scheduled, Dr. Logie?

Dr. LOGIE: The meeting is scheduled for the 17th.

The CHAIRMAN: It is scheduled for the 17th. The meeting is going ahead. That is your information now.

Mr. HOWARD: Have you the date of this communication from the United States?

Dr. LOGIE: I haven't the exact date, but it was in late April, Mr. Chairman.

An hon. MEMBER: In view of the fact that the meeting is going ahead and in view of the expressions in respect of the portions of the resolution dealing with Senator Magnuson. I question whether or not we need to pass the resolution at

this time or whether we could wait until the meeting when we would call the Minister and discuss the situation with him at that time.

Now, we are assured by the Department that the meeting is going ahead. It seems to me, without having a vote taken here this morning, that we would be more prudent not to include the last paragraph of the resolution. It would seem to me, looking at it, and unless I am otherwise guided by the committee, that this is a matter that could very well stand over until we have had an opportunity to discuss it with the Minister, possibly at our next meeting on vote No. 1.

Mr. BARNETT: If there is disposition on the part of the committee not to deal formally with Mr. Howard's proposal, or with all of it, it seems to me important, in the light of the discussion which has taken place, that any such action by the Committee should not be taken, or should not be construed, as in any way indicating any disagreement, of the committee, with supporting the Canadian position which was outlined to the Committee by Dr. Needler on the 19th of April. If I might just make reference to it, Dr. Logie didn't actually quote Dr. Needler's statement where he says: "At the more recent meeting the statement was made on behalf of the Canadian government that because of the inequity of the manner in which the lines were drawn the lines could no longer be considered to exist as agreed boundaries between our two countries. We suggested that we have a meeting in May at which these seaward fishing limits will be re-negotiated on a more equitable basis." Then later on, he deals with the other question of some proposed changes in the sharing of a catch in the International Commission area. These were the two points, and certainly I, as one member of this committee, feel that I could most strongly endorse that position which was taken by the government in the negotiations as reported by Dr. Needler; and I think, in effect, that what Mr. Howard had in mind, when he introduced this proposal for consideration by the Committee, was that as the fisheries committee of Parliament, we, in effect, would be lending our endorsement to the Canadian government taking a strong position at the May 17 meeting on these two questions.

Now, it would seem to me that if we are going to leave this proposed motion up in the air, at least there should be no room for an interpretation that we did not consider that Canada should put forward strongly its views on this position.

Mr. GROOS: If we are going to leave out the last paragraph here, which notes the remarks of Senator Magnuson—and it is my impression that this has generally been agreed—we are left with four paragraphs. The first three we are—

Mr. HOWARD: I don't think it has necessarily been agreed that we drop the last paragraph. We are exploring possibilities at the moment.

Mr. GROOS: One further step, Mr. Chairman. In the first three paragraphs the operative part of each of them is that we are taking note of the meeting and endorsing the position taken by the Canadian government, or the delegation at that meeting. In the second paragraph we are talking about the reason why we are agreeing with the first paragraph; and in the third paragraph we are noting

that the government took a forward step in recommending that there be another meeting held in Seattle on the 17th. In the last paragraph, the fourth one, we are urging that the government agree to such a meeting and that they persuade the United States also to agree. Well, now, from what we have heard here this morning, and since this meeting is already going to go ahead, I feel that that paragraph is redundant, and that we are left merely with a general endorsement of what took place at the last meeting, I would suggest, therefore, Mr. Chairman, that we give serious consideration to withdrawing also the third paragraph and then taking a look at what is left.

The CHAIRMAN: Gentlemen, if we want to send a strong recommendation to the Minister, or to the Canadian government, in respect of whatever action they may take at the meeting of May 17th, would not our best way of proceeding be to endorse the statement which Dr. Needler made to the Committee on April 19th, which sets out what the position of the government is, and sets it out quite definitely and quite strongly, and which, as has already been said by Mr. Barnett here this morning, I believe to be the position which he holds and which I believe Mr. Howard holds; and perhaps we could best serve the fishing industry and the purposes of this committee by strongly endorsing Dr. Needler's statement of April 19th.

Mr. CHATTERTON: Mr. Chairman, I go along with you there. I am fully in agreement with you. But it lacks one thing, and that is with regard to the threat by the United States—I am not saying an official threat—but threat of somehow blocking the sale of our fish products to the United States. In view of the statements made by the Fisheries Council which says that there is a shortage of supply, and a growing shortage of supply, and that the United States might use this as a threat in negotiations but that they would not carry through with it—in view of that fact, I think that the very last sentence of Mr. Howard's proposal is an important one. Otherwise, we should say to the Canadian delegates—"Don't let them threaten you. Don't worry about their threats about retaliation".

The CHAIRMAN: Mr. Chatterton, I think we have come back to something that Mr. Groos said earlier, that we don't particularly want to attach more importance to Senator Magnuson's statement than it deserves; and if this were simply a statement, as I believe it could be, made by Senator Magnuson in the state of Washington, in his own bailiwick, and perhaps in front of an audience of his electors, then I think this is quite a different statement than one made by, or endorsed by, a committee, or by the chairman of a committee here in this House of Commons. I don't want to put what Senator Magnuson said in a light it doesn't deserve. I think that the argument here this morning that we could drop this part of the resolution appears to be a logical one.

Mr. MACLEAN (*Queens*): Mr. Chairman, if I might say a word, in the third paragraph it is said: "... took a forward step in recommending to the respective governments that another meeting be held in Seattle, Washington, beginning on May 17th...". Then the next paragraph goes on to urge that the Canadian government agree to such a recommendation and also get the United States government to agree. This leaves in my mind the implication that there is hesitancy on the parts of both governments in agreeing with the recommenda-

tion of the committee to hold another meeting on May 17th. This apparently is not the case. As I understand it, the United States government has convened such a meeting and has invited the Canadian government to send a representative. So could the purpose be met by deleting that first sentence in the fourth paragraph and substituting something to the effect that we endorse the actions of both governments in accepting the above recommendation which they have apparently done?

Mr. MCLEAN (*Charlotte*): But, Mr. Chairman, of course, there is more or less of a threat there which I don't like. We are not speaking officially for Canada, but it leaves us nothing else to do but go ahead on our own. In view of the fact that the meeting is going to take place, I don't think we should be saying anything like that.

Mr. HOWARD: Mr. Chairman, maybe we can get a few things in context here and in their proper relationship. In the first instance, dealing with the surf line or the net fishing limits which were established in 1957, this was as the result of an agreement between Canada and the United States. At that time, the United States in agreeing with the principle of the surf line or a limit beyond which net fishing would not be permitted—in agreeing to the principle of that—didn't have any charts or maps available. The Canadian government took them at their word in 1957, and said: "Alright, here is where we are going to draw our surf line. You have agreed in principle, so we'll go ahead and do it as part of the agreement and we will wait for you, the United States, to make public your surf line." Then the United States government subsequently made known its decision with respect to this outside limit for net fishing, they discovered—and I have forgotten the distance—it was three miles out, I think, or almost out in mid-ocean; so that the United States people participating in the negotiations in 1957 did not act in good faith.

We followed that up subsequently with some tagging and research to try to determine the amount of salmon that were being caught on both sides of the border—salmon belonging to the other country. And we had a great deal of difficulty in getting from the United States the results of their tagging operations. They dragged their feet on it time after time and finally this information was made available, which indicated that large volumes of Canadian home-bound pinks and sockeyes in 1957 and 1958 were caught in Alaskan waters on their way home.

This material was in a document prepared by the Department of Fisheries. It had a long title to it, simply relating to the catching of salmon in those areas.

At this meeting on the 4th of April, the position of the United States representatives at that meeting with respect to the surfline was to tell us to go to blazes. They weren't interested in moving their surfline inward; they were going to keep it where it was; and Dr. Needler said—and I think there are good marks to Dr. Needler for having said this, because I think it is a breakthrough in disclosing previously secret information—the information that Dr. Needler placed before that Committee finally became at least semi-public or part of it became public—it finally resulted in Dr. Needler having to lay the law down to the Americans and say, "Well, alright, if you refuse to budge, if you refuse to abide by the spirit of what we decided in 1957, then we have got no alternative

but to consider that there is no agreement and we, consequently, will have to move our surfline seaward. This is the only thing available to us." And it was this statement, this decision by the Canadian government, this announcement by Dr. Needler, that resulted in the Americans finally agreeing to a second meeting on the 17th of May. We have a whole history here of the United States people dragging their feet, of refusing to cooperate, of failing to keep up to the principle or the spirit of this surfline agreement; and all I am concerned about, and all I was concerned about doing when I presented this motion last week—and it's interesting, in one respect, Mr. Chairman, to note that at the time I drafted this and the time I presented it, I didn't know, and I think no one knew outside of the Department of Fisheries, that the United States had agreed to such a meeting. That is just a fact in passing. But when I prepared this particular statement, it was in the light of the knowledge of the history of the United States people with respect to that surf line fishery, especially in the area surrounding the border between British Columbia and Alaska; and also that the Committee might concern itself with finally making a declaration about our feeling, which is that, we hope there are no further postponements because we have a history of postponements.

I submit what the Committee should do—if we are to take seriously the statement of the chairman this morning that the committee is not here as a committee of the department, or of the Minister, but as a committee to take some decision itself, if it so desires—what we should do is to take this statement as it exists and endorse it, because it represents, I think, the desire of fishing interests in British Columbia right across the board, from the fishermen to the companies and everyone interested in it. And any attempt to emasculate it by tossing out words here and there, or reducing it, or saying we shouldn't do this because it is a matter of policy is simply something that I cannot support; and I suggest the only course we should follow is to put this motion to the test of the committee in its entirety. Eliminate Senator Magnuson if you want. But the other part of it is far too important a matter in the history of relationships with the United States that we cannot afford to sit back and blandly accept the statement of Dr. Logie that the meeting is going to go ahead and so there is nothing to worry about—everything will be hunkydory—because the history of our relationship with the United States in this matter shows that everything likely won't be hunkydory unless we stand up and say something firm about it.

The CHAIRMAN: Gentlemen, I think we've heard enough to indicate that we must face the question of the whole resolution. We have not yet received a motion to amend in respect of the last paragraph and I take it that it seems to be the desire of the Committee at this time that this be dealt with first.

Mr. GROOS: One last thing, if I may, Mr. Chairman. I am sorry to have to take up the time of the Committee. I think there is a lot of merit in what Mr. Howard has said, but I am wondering if the main nub of the thing wouldn't have more punch if we just left it. He has said, I think, what he wants to say pretty well in the first two paragraphs. Would you not agree with that, Mr. Howard.

Mr. HOWARD: Not at all; because of the knowledge that we have of the position of the United States people with respect to this surfline ever since 1957,

which has been one of serving their own interests to the detriment of others; and there is no reason to believe that they will change now simply because Dr. Needler made a pretty firm, and, I think, a worthwhile statement at those meetings of April 4th to 6th.

Mr. McLEAN (*Charlotte*): Mr. Chairman, Mr. Howard endorses Dr. Needler, and I think if the committee endorsed Dr. Needler's stand then there wouldn't be any need for this motion here before us. I think we all agreed on endorsing Dr. Needler's stand.

Mr. PATTERSON: I wonder, Mr. Chairman, in view of the discussion this morning and some of the information that has been given, if Mr. Howard would not consider it might be advisable to rewrite his motion in the light of what has been said—whether there are any changes that could be made to make it more acceptable to the committee as a whole?

Mr. HOWARD: I don't know if I have that ability, Mr. Chairman. But it is interesting to note this, that to say that everybody wants to agree with what Dr. Needler says and we should endorse his stand—I should point out when Dr. Needler made that statement before the committee no one said anything at all about it except Mr. Barnett here, and that it would have gone by the board as a nice comment and something with which we generally agreed. But I am concerned about a definitive declaration by the committee to indicate that this committee, representing all parties in the House of Commons, who are on the Committee, agrees with what the Canadian government is trying to accomplish.

Mr. LANGLOIS (*Chicoutimi*): Well, Mr. Chairman, what is in the motion here—is that not contained in Dr. Needler's statement.

The CHAIRMAN: Does the Committee want Dr. Needler's statement read? Would the committee like to have their minds refreshed as to what Dr. Needler did say? I have his statement here which appears in the report of the Committee for April 19 appearing at page 70 and Dr. Needler said: "Mr. Chairman, these negotiations are still under way and I would not like to go into too much detail, but I can give an outline at the present stage.

The week before last there was a meeting here in Ottawa for three days with representatives of the United States' government on two items which are very closely related. One was a problem of mutual concern in the area between northern British Columbia and Alaska, where an investigation was carried out to discover the directions in which salmon were moving, and who was catching whose salmon, as it were. The other item was the protocol within the Fraser River which brought pink salmon under the administration of the Salmon Commission.

We had held a meeting in Washington in October at which we had some preliminary information on the situation of the two countries, and this was a second phase. Perhaps I should explain at this stage that this line should more properly be called the seaward limit for net fishing for salmon, and in order to discourage the development of high seas salmon fisheries the United States and Canada entered into a mutual agreement at a meeting in Seattle in 1957 which set lines outside of which the two countries agreed not to allow their nationals to fish for salmon; that is, British Columbia, Washington, Oregon, and Cali-

fornia. This line was set against the coast except where it crossed bays, and came to be called the surf line.

In Alaska there was an alternative agreement in 1957 before the line had been defined, and when the proposed line was announced by the United States it was discovered that it was three miles farther out than the line would have been had it been defined in the same manner as it was farther south. This was discovered in 1959 and there were some protests on the part of the Canadian government, but no action was taken.

At the more recent meeting the statement was made on behalf of the Canadian government that because of the inequity of the manner in which the lines were drawn the lines could no longer be considered to exist as agreed boundaries between our two countries. We suggested that we have a meeting in May at which these seaward fishing limits will be re-organized on a more equitable basis.

One of the important features of those lines is that on the west coast of Prince of Wales Island, on the outer coast, there is a fisheries which has taken a considerable quantity of salmon bound for the Skeena River.

There is a strong feeling among our fishermen and the industry that if the seaward net fishing limits had been established in Alaska in the same way as they had been farther south, then the United States' opportunity to catch salmon bound for the Skeena river would have been considerably reduced. The investigation shows that there is some truth in this, although the establishment of the line in the same way farther south would not stop all catching by Alaska of salmon bound for British Columbia. It might reduce the inequity.

Farther south, the United States had suggested some changes in the convention area which would, in effect, increase the United States' share of the catch of pink salmon and sockeye salmon bound for the Fraser River. The statement was made on behalf of Canada that changes in the convention area, which had that effect, could not be considered, although Canada would be willing to reconsider the whole sharing arrangement in the whole convention area, having in mind that, in equity, we should have a larger share of Fraser River salmon, it being a Canadian river, and its maintenance quite a considerable cost to the Canadian economy."

There his statement ends and there was some questioning on it. Now it is a good statement and it covers the points which Mr. Howard gave us this morning, which certainly indicates that the government knows what the score is with respect to these negotiations; and we have these assurances that the meeting is scheduled and going ahead.

Gentleman, I come back to the point that a strong endorsement of Dr. Needler's statement would seem to me to be what is needed here this morning.

Mr. PATTERSON: Just before the motion is put, I would suggest that consideration be given to removing the first sentence of the fourth paragraph—"We urge the Canadian government to agree to such a recommendation and to do everything in its power to get the United States government also to agree." We have the assurance that there is agreement. Perhaps there is a fear that it may not be carried through, but apparently there is an agreement at the

present time that this be done. Therefore, this sentence certainly is redundant. I would like to move that the first sentence be deleted. If there is some other construction that would make some sense out of the paragraph, then that will be alright. I was just concerned about that first sentence because of the fact that there already has been agreement on the holding of the meeting between the two countries. I would make a motion that that first sentence be deleted, Mr. Chairman.

The CHAIRMAN: The first sentence of the fourth paragraph... Very well. We have a motion herewith to delete the first sentence of paragraph 4 of the resolution.

Mr. PATTERSON: I could move that it be deleted and something to this effect be put in—that we endorse the action of the governments of Canada and the United States in agreeing to the holding of this meeting on the 17th of May.

The CHAIRMAN: I think we will have to approach this resolution in a logical way and we are going to be a long time here if we begin to make bits and pieces of amendments to it.

We have two or three outstanding things to consider. One is whether or not we should proceed to the amendment of this resolution or whether we should proceed to an endorsement of Dr. Needler's statement. The next is the question of whether or not we should include the final paragraph of Mr. Howard's resolution; and the next point after that, it seems, is whether or not we should move to amend any portions of the first four paragraphs of Mr. Howard's resolution.

Maybe the best way to proceed is to ask for a motion as to whether we should proceed to an amendment of the resolution. If we can't carry that, then we are looking to the writing of a new resolution around Dr. Needler's statement. If we carry that, then we are looking to the amendment of Mr. Howard's resolution. Does that appeal to the members as the logical way of proceeding.

Mr. HOWARD: By way of a point of order, I don't think it is within the competence of the committee to decide whether or not it can amend something because the rules provide that it is possible to amend.

The CHAIRMAN: There is a motion, and the motion now is that we carry Mr. Howard's resolution.

Mr. CHATTERTON: Was there an amendment to deleting the first sentence of the fourth paragraph.

The CHAIRMAN: There has been no seconder.

Mr. CHATTERTON: I will second that amendment, that we delete the first sentence of paragraph 4 and substitute therefor the words: We endorse the actions of Canada and the United States to arrange this meeting.

The CHAIRMAN: "We endorse the action of the Canadian and United States governments to hold this meeting."

That is moved and seconded.

Is there any discussion on the motion as amended—on the amendment?

An hon. MEMBER: What about the deletion of paragraph 4 or 5 rather.

The CHAIRMAN: There is no motion on that so far. You can introduce a motion, but we will consider this, and then if there are further amendments we will come to them. Therefore I will call for the motion on the amendment—paragraph 4 will read: "We endorse the action of Canada and the United States government to hold this meeting".

In favour: 10.

Opposed, if any: 4.

Carried.

Now we are looking at the motion as amended. There is a discussion on the motion as amended. Now we come to your point here.

Mr. GROOS: I move that we delete paragraph 5 in its entirety.

The CHAIRMAN: Have you a seconder? Seconded by Mr. Crossman. Is there discussion on the deletion of paragraph 5.

Mr. HOWARD: Could I ask Mr. Groos to consider this prospect, and that is to deal with the two separate items rather than have the implication of deleting one meaning that it is discarded? We could divide the motion so that we can come back again and decide whether or not, as a separate matter, we want to say anything with respect to Senator Magnuson.

Mr. GROOS: That would be satisfactory, to do it in two steps rather than one, leaving the door open for further discussion on it.

How are we going to reword this—that we consider this motion in two parts, the first part to consist of the first four paragraphs as amended; the second part to consist of the present paragraph 5?

The CHAIRMAN: This means the introduction of another resolution, does it not? We have a resolution here to delete the final paragraph in its entirety. If we delete the final paragraph in its entirety, we look at the first four paragraphs as the resolution then. Now, if anyone here wishes to move a resolution in respect of the fifth paragraph, would he so move?

Mr. MACLEAN (*Queens*): If I may make a suggestion, would it be agreeable to, or the wish of, the committee to delete only the first half or so of the last paragraph, leaving in the sentence: "We feel that a mutually accepted agreement, etc. . . ." and pass it all as one resolution?

The CHAIRMAN: Mr. MacLean, I don't think we have a threat from the United States which is one side of the agreement. I don't think we as a committee can take it upon ourselves to say that we recognize a threat from the United States.

Mr. MACLEAN (*Queens*): I am just trying to accommodate Mr. Howard and the Committee. I suggest that you change 'when' to 'if' in the fourth last line. Otherwise, if that isn't acceptable, I would not be able to support the last paragraph at all, in its entirety.

Mr. HOWARD: Mr. Chairman, I think you have the power under the rules to divide a question. This has been done in the House. In fact, I think it was done, notably, in the Flag Debate a few years ago. I think you have the power to rule that the question be divided, and there are two separate items here, and if you would so rule, that there are two divisions to it, one the first four paragraphs, and the other the fifth paragraph, we could proceed properly in that way.

The CHAIRMAN: I have no objection to that if members of the committee are willing to proceed that way.

There, we are now looking at the first four paragraphs as amended. We are through with discussion on the first four paragraphs, as amended, and we are voting on these as a single resolution. All in favour; 10: opposed if any; 4. Carried.

Now we are working on the final paragraph, and we are looking at the final paragraph standing as a separate resolution, moved by Mr. Howard, seconded by Mr. Barnett.

Mr. HOWARD: I wonder if, in moving it, I could incorporate the change suggested by Mr. MacLean to change the 'when' to 'if'.

An hon. MEMBER: Is this the only change?

Mr. HOWARD: This is just to accommodate Mr. MacLean's thought so that we won't have to go through the process of an amendment to it. I could just adopt it, if that's agreeable.

An hon. MEMBER: Just why was that word changed? Is it a recognition of the fact that Senator Magnuson was not speaking on behalf of the American government? Is that the significance of the change?

Mr. MACLEAN (*Queens*): Yes; that is why I suggested it. Senator Magnuson is not a party to discussion and is not speaking for any of the parties, so far as I know.

An hon. MEMBER: I agree he was not speaking with the authority of the American government.

Mr. GROOS: Well, Mr. Chairman, my remarks about Senator Magnuson's statement, which I made previously, still stand, and I don't think we should, as a committee, imbue them with any more dignity than they deserve.

The CHAIRMAN: Are we prepared to vote on the final resolution?

Mr. CHATTERTON: On the second line, after the word 'recently', insert the words 'was reported to have', so that it reads: "We also note with regret that the United States Senator Magnuson was reported recently to have made a declaration..."

"My second amendment is that the word 'when' in the fourth last line should be changed to 'if'.

The CHAIRMAN: Is there a seconder for this amendment of the amendment of Mr. Chatterton? Seconded by Mr. Barnett. We are now voting for the resolution as amended—

An hon. MEMBER: No; for the amendment.

The CHAIRMAN: Excuse me; we are voting for the amendment. All in favour of the amendment of Mr. Chatterton? Can we have hands held up here, so we can find out how many are voting. There are four in favour, opposed—10: The motion is defeated.

We dealt with vote No. 1, and stood vote No. 1 at the end of our last meeting. We are returning now to consideration of Vote No. 5. We had made progress with vote No. 5. We stood vote No. 5 and we then proceeded to vote No. 20 dealing with the Fisheries Research Council. At the moment, I will return to vote No. 20 and see if we can make progress here. Are we finished with the examination of the Fisheries Research Council. Shall Vote No. 20 carry?

An hon. MEMBER: Carried.

The CHAIRMAN: Carried.

Mr. BARNETT: I wish that a printed copy of the point where we left off on Vote no. 20 was before us, but my recollection is that we had moved around considerably in order to enable different members of the committee to ask questions in different areas. Among the matter, as far as I was concerned, which I didn't have an opportunity of discussing at that point, was the approach to, and the pace at which we were proceeding with, the research involved in the development of salmon spawning on the west coast. In that connection, I think you will recall, Mr. Chairman, that we did note—I believe it was at that meeting when we dealt with Vote No. 20, or perhaps at the previous meeting when we had the Fisheries Council with us—the receipt of a brief from the Campbell River Chamber of Commerce with respect to a proposal that they have been promoting for the development of an artificial spawning channel which, in their view, might serve to enhance the very important tahi salmon fishery in the Campbell River, which, if I may be allowed to say so, Mr. Chairman, for the benefit of members from other parts of the country, is an internationally famous stream particularly with the sport of fishing, for the large pink salmon which are the large spring salmon which are commonly referred to as the tahi of British Columbia.

I might say that this Campbell River Chamber of Commerce originally brought forward this proposal with a view to making it a centennial project for the Campbell River area, and in that connection they were suggesting that the local community, through that medium, would participate in its financing and development. However, further consideration resulted in a decision for another type of project in that area as far as the centennial is concerned, resulting in part, from the assessment which was then given to them by the Department of Fisheries in regard to the immediate feasibility of proceeding with trying to develop an artificial spawning channel for spring salmon.

I don't know whether any of the officers of the Department have had an opportunity of looking through the brief as presented by the Campbell River Chamber of Commerce, but I do feel that the effort that this body has put into this project is such that it is worthy of some examination by the Committee, not only for its importance with respect to that particular stream and the possibility of enlarging the existing spring salmon fishery of the area, but also for the

implications it may have on future development of the spring salmon catch in British Columbia.

The CHAIRMAN: Mr. Barnett, if I may interrupt for a moment, to quicken the pace of the meeting and to make some progress, if we can, this morning, I think I should note that copies of the brief have been circulated to every member of the committee, and, as I recall, at the last meeting I urged that every member read it because it is a very interesting one and I just wonder if we could come to the questions as we have many of the departmental officials here this morning, and in the time left I would like to get their valuable opinion on the record in respect of your Campbell River brief if we possibly could.

Mr. BARNETT: I would like particularly, while we are considering the vote on the Fisheries Research Board to draw attention to the statement on page 3 of the brief, the paragraph which is headed "The need for biological information on spring salmon", and their suggestions there that the personnel assigned to this field of research at the Biological Station in Nanaimo is not adequate to bring about the progress in this field that they would like to see.

I believe I was on the point of asking a question on the statement made in the brief that, as of March 1965, out of a total personnel of 285 at the Nanaimo Biological Station, there were 6 people employed to study—they use the phrase—chinook salmon—I always feel this is an american phrase—and of these only two were scientists, and that the remainder were laymen working part-time. Now, I would like to have any comment or analysis of that statement that the officials of the department would care to make, and any indication, if there is some substance to them, as to what might profitably be done to expand this particular field of research?

Dr. LOGIE: Mr. Chairman, this is an area where the Board and the Department work very closely so while we are talking about this subject it might be necessary to get testimony from both sides. We have with us this morning, Dr. Martin on my immediate right, vice chairman of the board, and Dr. Ricker from Nanaimo assigned as consultant. I suggest that they might reply to the basic research questions involved here; but I should also tell you that Resources Development Service of the Department of Fisheries of British Columbia has been involved in research at the pilot type level and we may have something to say about this I think Mr. Burrige and I will try to field these questions.

I would suggest, Mr. Chairman, that perhaps Dr. Martin or Dr. Ricker might speak first to this question.

Dr. RICKER: Mr. Chairman, as far as I can recall this figure of six people engaged in research on chinook salmon or spring salmon, is correct. I regard it as too small a number, as nearly all other investigations out there are understaffed. Anything that could be done to alter this situation would certainly be welcome.

We should do far more work in exploring the utility of spawning channels. Some figures are given here about an increase in the supply or, rather, the efficiency from 10% to 50% or so, but these figures are as yet very tentative and where results of this order have been achieved, there is a big labour

income. In other words, it is an expensive proposition. This Department and the Board jointly are exploring, as fast as we can, with the funds available.

I am personally very optimistic that large increases in salmon may be achieved by this method but it certainly is not a sure thing at the present time.

I have no information, however, at all about the different merits of this area where the Campbell River Chamber of Commerce wishes to construct a new spawning channel. There is one thing to remember here that the Chinook Salmon or the spring salmon does require some feeding in fresh water, and it is quite possible for a stream to have all sorts of spawning area available but not enough water area for the young fish to feed for the two or three months that they stay there. In some streams this is today the limiting factor. A notable example of this is the River Courtenay where the flow has been so reduced by a power development that unlimited spawning channels would be of no use whatever.

Perhaps Dr. Logie can answer this.

Dr. LOGIE: Mr. Chairman, I think I may have to refer to the opinions of the Committee of the Fisheries Council, who represented to this committee that the whole matter of spawning channels was a matter of the utmost simplicity, that all you needed to do was control the water flow and sometimes to apply some warming to it. I think Dr. Ricker's comments would suggest to you that he doesn't associate himself with these opinions, and neither do our officials in the department.

This is rather a difficult matter and it is almost literally true that each river has its own problems. In this particular connection of the Campbell River, the department is convinced in a preliminary way, although it would not bar further investigations, that spawning channels will not solve the problems of Campbell River as a single measure, and the department's specialists in British Columbia, at the Resources Development Branch, have met with the Campbell River Chamber of Commerce last fall and have had discussions with them at which this opinion was expressed.

The department's intention, in the utilization of the spawning channels, is to proceed on ones that are already built and on which results are known and are being gathered, assess the results as they come in and proceed to the next most promising area, and sometimes to the next most promising species, because sometimes these species of British Columbia salmon have different requirements, namely the length of river life; but in summary, Mr. Chairman, I may say that the Department is very much aware of the Campbell River proposal, and are considering it in conjunction with the Fisheries Research Board and in conjunction with what has already been learned from other spawning channels.

The CHAIRMAN: Now, there's one question here by Mr. Chatterton.

Mr. CHATTERTON: Dr. Ricker indicated that there was not enough being done. Is the limiting factor the availability of stock or the availability of money.

Dr. RICKER: At the present time, money.

The CHAIRMAN: Gentlemen, we have come to the end of the meeting this morning. This room is preempted by another committee and I know members have other committees to go to.

We will stand Item 20 and we will adjourn, at the call of the Chair.

Dr. Brown: At the present time, money is not available to carry out the work of the Commission. The Chairman: Gentlemen, we have come to the end of the meeting this morning. This report is presented by the committee and I know members have other committees to go to.

We will stand from 10 and we will adjourn at the call of the Chairman. The Chairman: The Campbell River Chamber of Commerce wishes to construct a dam on the Campbell River. This is one thing to remember that the Chinese have been interested in fresh water, and it is quite possible for a stream to have all sorts of spawning areas but not enough water area for the young fish to feed for the two or three months that they stay there. In some streams this is the limiting factor. A notable example of this is the River Courtney where the flow has been reduced by 50 per cent. It is possible that unimproved spawning channels would be of use wherever.

Perhaps Dr. Logan can answer this.

Dr. Logan: Mr. Chairman, I think I may have to refer to the opinions of the Committee of the Fisheries Council, who represented to this committee that the whole matter of spawning channels was a matter of the utmost simplicity, that all you needed to do was control the water flow and sometimes to apply some warning to it. I think Mr. Richer's comments would suggest to you that he doesn't associate himself with those opinions, and neither do our officials in the department.

This is rather a difficult matter and it is almost literally true that each river has its own problems. In this particular connection of the Campbell River, the department is convinced in a preliminary way, although it would not set further investigations, that spawning channels will not solve the problems of the Campbell River as a single measure, and the department's specialists in British Columbia, at the Resource Development Branch, have met with the Campbell River Chamber of Commerce last fall and have had discussions with them at which this opinion was expressed.

The department's attention, in the utilization of the spawning channels, is directed at areas that are already built and on which results are known and are being achieved, and the results as they come in and proceed to the next most promising area, and would like to the next most promising species, because experience shows species of British Columbia salmon have different requirements, mostly the length of river life, but in summary, Mr. Chairman, I may say that the Department is very much aware of the Campbell River proposal and is considering it in conjunction with the Fisheries Research Board and in conjunction with what has already been learned from other spawning channels.

The Chairman: Now, there's one question here by Mr. Chatterton.

Mr. Chatterton: Dr. Richer indicated that there was not enough being done in the limiting factor the availability of stock or the availability of money.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE
ON

FISHERIES

Chairman: Mr. GRANT DEACHMAN

MINUTES OF PROCEEDINGS AND EVIDENCE

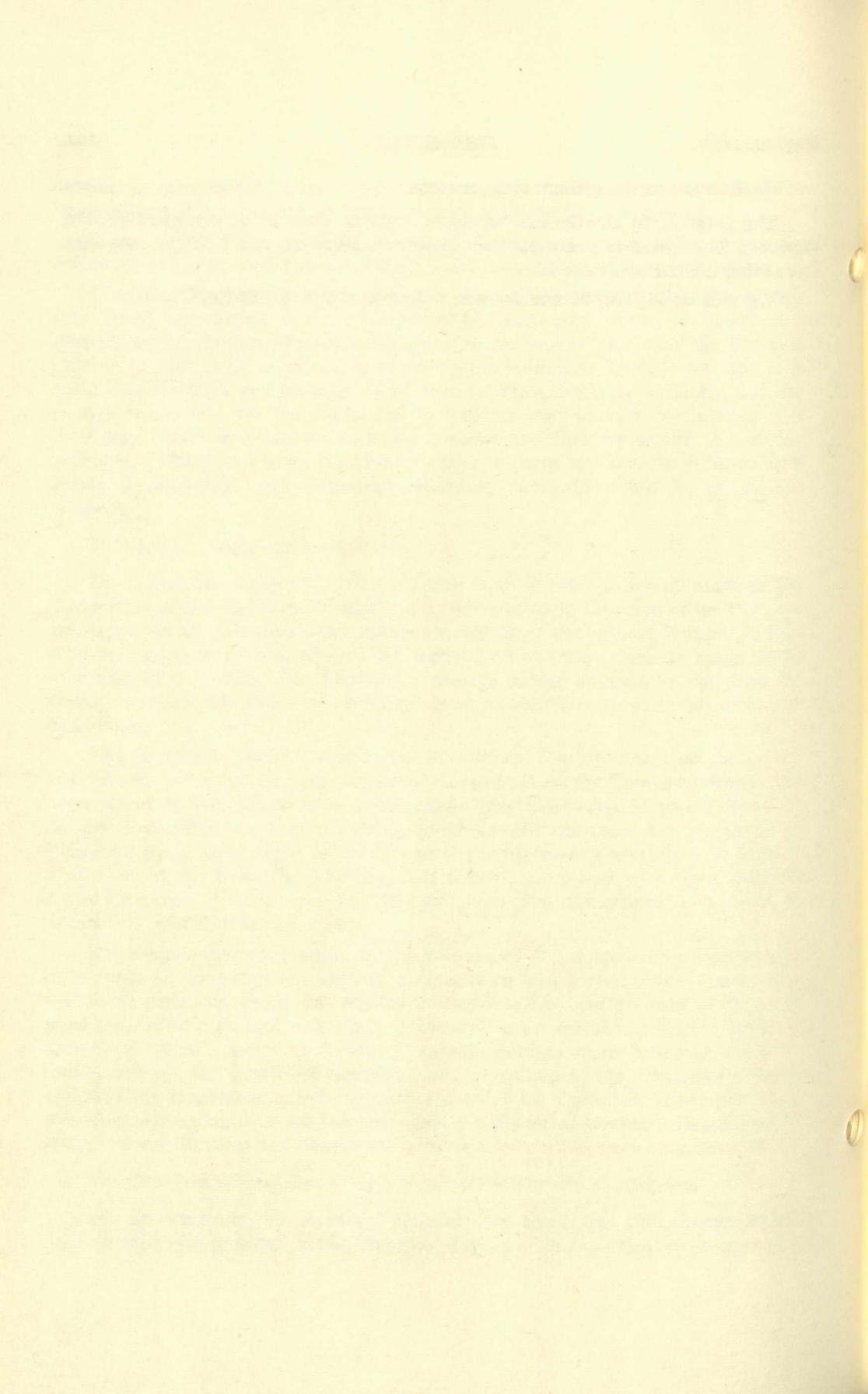
No. 9

THURSDAY, MAY 12, 1966

Main Estimates (1966-67) of the
Department of Fisheries

WITNESSES:

From the Department of Fisheries: Dr. R. R. Logie, Assistant Deputy Minister (Operations); Dr. W. R. Martin, Assistant Chairman, Fisheries Research Board; Mr. I. S. McArthur, Director General, Economic Service; Dr. W. E. Ricker, Consultant, Fisheries Research Board; Mr. E. W. Burrige, Resource Development.



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ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

HOUSE OF COMMONS
First Session—Twenty-seventh Parliament
1966

STANDING COMMITTEE
STANDING COMMITTEE ON FISHERIES

Chairman: Mr. Grant Deachman

Vice-Chairman: Mr. G. Blouin

and

Mr. Barnett,	Mr. Émard,	Mr. MacLean (Queens),
Mr. Basford,	Mr. Granger,	Mr. McLean (Charlotte),
Mr. Béchar, d,	Mr. Groos,	Mr. McQuaid,
Mr. Bower,	Mr. Howard,	Mr. Nowlan,
Mr. Carter,	Mr. Keays,	Mr. Patterson,
Mr. Chatterton,	Mr. Langlois	Mr. Stefanson,
Mr. Crossman,	(Chicoutimi),	Mr. Tucker—(24).
Mr. Crouse,	Mr. LeBlanc (Rimouski),	

J. H. Bennett,
Clerk of the Committee.

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and Mr. E. W. Burridge, Resource Development.

EVIDENCE
MINUTES OF PROCEEDINGS

THURSDAY, May 12, 1966.

(10)

The Standing Committee on Fisheries met this day at 9.47 a.m. The Vice-Chairman, Mr. G. Blouin presided.

Members present: Messrs. Barnett, Béchard, Blouin, Bower, Chatterton, Crossman, Emard, Howard, Langlois (*Chicoutimi*), LeBlanc (*Rimouski*), MacLean (*Queens*), McLean (*Charlotte*), McQuaid, Nowlan, Patterson (15).

In attendance: From the Department of Fisheries: Dr. R. R. Logie, Assistant Deputy Minister (Operations); Mr. J. S. McArthur, Director General, Economic Service; Dr. W. R. Martin, Assistant Chairman, Fisheries Research Board of Canada, Dr. W. E. Ricker, Consultant, Fisheries Research Board; Mr. E. W. Burridge, Resource Development; and departmental officials.

The Committee allowed *Item 1—Departmental Administration* and *Item 5—Fisheries Management and Development—Operation and Maintenance*, to stand.

The Committee resumed questioning on *Item 20—Fisheries Research Board—Administration, operation and maintenance*—was approved.

Item 25—Fisheries Research Board—Construction or Acquisition of Buildings, Works, Land and Equipment—was approved.

Reverting to *Item 5—Fisheries Management and Development* and questioning continuing, at 11:00 a.m. the Committee adjourned to the call of the Chair.

J. H. Bennett,
Clerk of the Committee.

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Members present: Messrs. Barnett, Bédard, Blouin, Bower, Chatterton, Crossman, Emard, Howard, Langlois (Grossman), LeBlanc (Rimouaki), MacLean (Queens), McLean (Charlton), McGuire, Nowlan, Patterson (Is.)

In attendance: From the Department of Fisheries: Dr. R. R. Loefer, Assistant Deputy Minister (Operations); Mr. J. S. McArthur, Director General, Economic Service; Dr. W. A. Martin, Assistant Chairman, Fisheries Research Board of Canada; Dr. W. E. Ricker, Consultant, Fisheries Research Board; Mr. E. W. Burridge, Resource Development; and departmental officials.

The Committee allowed item 1—Departmental Administration and Item 2—Fisheries Management and Development—Operation and Maintenance, to stand.

The Committee resumed questioning on item 30—Fisheries Research Board—Administration, Operation and Maintenance—was approved.

Item 25—Fisheries Research Board—Construction or Acquisition of Buildings, Works, Land and Equipment—was approved.

Reverting to item 5—Fisheries Management and Development and questioning continuing at 11:00 a.m. the Committee adjourned to the call of the Chair.

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Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

THURSDAY May 12, 1966.

● (9.40 a.m.)

The VICE-CHAIRMAN: Good morning, everybody. As you see I am replacing the Chairman this morning. He left last night to go to his constituency. I think we have a few members who have not come in yet but they will be here in a few minutes. Is there unanimous consent to start the meeting.

At the last meeting we were discussing Item No. 1. I understand that Item No. 1, Departmental Administration, is to stand, also Item No. 5. We are now on Item No. 20, Fisheries Research Board of Canada, Administration, Operation and Maintenance. Shall the item carry?

Mr. HOWARD: I thought an hon. member was going to continue on from where he left off at the last meeting, but if not I wonder if I could pose this question?

I used to be in the logging industry so I know pretty well what happens; but for some time there has been a controversy between the fisheries interests and logging interests. I recall, for instance, that during the time the aluminum smelter was being constructed at Kitimat, that one of the companies, probably Kitimat Constructors, were digging gravel out of the Kitimat river, which is a spawning bed presumably, for road building purposes. The same thing has been true in the Queen Charlotte Islands with MacMillan and Bloedel and presumably in other places. Also there is a tendency, amongst loggers, to just run rough shod over creeks and streams if they need to build bridges or just to get logging slash out of the way. I wonder if someone could relate to me what are the latest experiences in this regard. Are there any insurmountable difficulties? Is the logging industry easy to get along with, hard to get along with or what, in so far as fisheries' interests are concerned?

The VICE-CHAIRMAN: Excuse me, when any of the witnesses are speaking, could you identify yourself, please, for the recording equipment.

Dr. R. R. LOGIE (*Assistant Deputy Minister (Operations)*): I think this question is for departmental people to answer. I can give you a general answer. If you want details I am sure Mr. Burrige behind me could supply them.

I think that I will answer the question first and then add a little explanation. No, the logging industry is not hard to get along with now. I do not know if they were in your days or not, Mr. Howard. We have entered into consultation directly with them and through the province, and we have also obtained the legislative power to issue restraining orders, ministerial orders, which we resort to only in cases where there is no co-operation or where we suspect there might not be co-operation. I think, in general, the situation is much improved. We were not happy with it. Before this situation arose a few years

ago we were getting concerned about it but now we think it is under control. Mr. Burrige has just reminded me that we have obtained positions this year for biologists and engineers to deal with this problem that Mr. Howard has raised and also with the gravel removal part of it. But in this field we also have authority to issue restraining orders.

Mr. HOWARD: As I understand it, there was some doubt whether constitutionally the federal government had the authority to deal with river beds because it was land and land was a matter of provincial government jurisdiction. This I gather has been solved and the regulation accordingly amended.

Mr. LOGIE: This is an area of controversy, Mr. Chairman, but I think there is a Privy Council interpretation of the B.N.A. Act which makes it quite clear that the interests of the conservation of the species override these other considerations and to the best of my knowledge we are getting along very well with the British Columbia government in this matter. The question has not been seriously raised to us.

Mr. HOWARD: From the reading I have done—

Mr. PATTERSON: I was going to ask if I could ask a supplementary question. In the event of a conflict of interest between the logging industry that may have been operating in those streams for many, many years, and fisheries, do fisheries take priority?

Mr. LOGIE: If a conflict arose at legal level, I think the court would have to decide this, but our interpretation of the Privy Council rulings that apply are in this respect, that if we can clearly show that the conservation of the Species is affected, then the federal legislation is—I think, both prior and senior, is the legal term.

Mr. HOWARD: In some reading I was doing, not about this but the matter of power dams on rivers, and I have a purely layman's understanding of it, I gather that there are a number of factors involved that affect the life of fish. One of them is the level of the water; another is the temperature; oxygen content; relative muddiness or soil, and the like, and obstructions in the stream, and so on. Anything that would impede the passage of the spawning salmon could be injurious to it, depending on the degree of the impediment. In logging operations, it is not, to me anyway, simply a question of digging up gravel out of the river bed which is the removal of the spawning area, but there is also the effect, I would think anyway, of the removal of the forest, the removal of the soil protective elements so that rainfall has a tendency to wash away top soil to a far greater extent in logged-over area than it does in a forested area, because the trees and branches slow down the fall of rain. It would seem to me that this might have an effect too upon the streams where top soil is washed away and where the protecting forest cover is removed. It would seem also that these factors may also have an effect on the temperature and oxygen content of the water. Do you get into this area at all with logging companies? Do you get into any area of conflict here or am I exaggerating the situation? Do these things not really count that much in the life of fish?

Mr. LOGIE: No, Mr. Chairman, I do not think Mr. Howard is exaggerating. This is a very serious matter. The effects are sufficiently subtle that it would be

difficult for us to say to logging companies, "Thou shalt not log along the banks of streams". We have been concerned about this. At one time the Fisheries Research Board station in St. Andrews was considering a very large scale investigation of this matter in the east. I think perhaps our best salvation in this matter is that the forest industry is also interested in maintaining the streams at good levels for fire protection and perhaps for limited driving. So they are interested also in this matter. There are, however, in Canada, various areas where this is badly abused and the sort of effect that you fear comes about. I think we would need, departmentally and perhaps under the aegis of the Fisheries Research Board, a great many more data before we could prove a case. I think it is qualitatively proved but this is probably not good enough to hale one of these companies into court, for instance, and prove what they had done. Perhaps Dr. Martin would care to add something to this.

Dr. W. R. MARTIN (*Assistant Chairman, Fisheries Research Board*): I have nothing to add.

Mr. HOWARD: It would seem to me that a logging company would not be too much interested, in spending its time in conservation of fish; but it would be interested in exploiting the forest. This is its reason for being in existence, and if this is an area of concern and you require more data about it, are you in the process of accumulating that or have you had any discussions with the forest service in B.C. or with logging companies about it?

Mr. LOGIE: I think, Mr. Chairman, the answer is yes, we have been talking to the relevant departments, and there are several in British Columbia, about this. There is, I think in general, a spirit of co-operation abroad in these matters, and while we do not really know what to do with the bad actors yet, there is a general improvement, I think, from our point of view, in this matter. Forest industries are even seriously considering opening up their logging tracts for recreation, for instance, which is not directly our concern. But there is this general level of co-operation, not denying that there are some people that we do not know how to control. I do not think we are directly trying to acquire data on this matter of the effect of logging on stream flow and temperature and other disturbances, and I am not sure of the position with respect to the Fisheries Research Board.

Mr. MARTIN: Mr. Chairman, we do have programs in this area of pollution of streams on both coasts. The biological station at Nanaimo has been working in the field for some years and the biological station at St. Andrews, New Brunswick, is also engaged in this field.

Mr. HOWARD: Mr. Martin, would the Board be in a position to make any written report of what you have discovered or what the area of the problem is, some statistical data for the use of the Committee? Because somewhere along the line, as the Chairman pointed out a few days ago, we are going to have to write a report. I think it is desired of everyone on the Committee to try to be as helpful as possible to the preservation and conservation of our fisheries and to be as helpful as possible based upon knowledge. There is not much point in making recommendations just out of the hat, because we happen to think it might be a good idea, when the statistical data does not back it up. If there is anything of this sort that could be provided, I think, for my own sake anyhow,

my own interests, and I think for others on the Committee, it would be most helpful.

● (10.00 a.m.)

Mr. MARTIN: Mr. Chairman, we would be pleased to table a statement on this subject. Papers have been prepared in this general field for the pollution conference which is to be convened by resource ministers in Montreal in the fall. These are being processed for publication at the moment and these papers or a summary statement on the specific points raised by Mr. Howard could be made available to the Committee.

Mr. McLEAN (*Charlotte*): Mr. Chairman, do New Brunswick and Nova Scotia not have their own people working on this solution now, outside of the fisheries?

Mr. MARTIN: This is true, Mr. Chairman. Groups have been set up in both New Brunswick and Nova Scotia to deal with this whole problem of our water resources and the Fisheries Department and the Fisheries Research Board are working closely with these committees.

Mr. LOGIE: Mr. Chairman, I wonder if I might add one thing to the answer I gave Mr. Howard, namely the very fascinating report of the Resources Development Branch for 1965 from the Pacific area. Perhaps I could quote a paragraph here which I was not completely aware of when I answered:

Satisfactory results are being obtained in connection with the incorporation of stream protection clauses in timber sales contracts and cutting permits in the Prince George-Prince Rupert and Vancouver forest districts and a request for extension of this arrangement to the Kamloops forest district has been favourably received by the forest service.

This all applies to the provincial government of course. I am not aware of how severe these stream protection clauses are. Apparently this avenue is also being followed.

Mr. HOWARD: I did not quite get that. These stream protection clauses are being written into what?

Mr. LOGIE: The timber sales contracts and cutting permits. This will be written in by the provincial government, I take it.

Mr. HOWARD: This would apply to timber tenures that pre-date this, because there is not much vacant crown land left in British Columbia and if we are only dealing with that which is left, we are dealing with the tops of mountains.

Mr. LOGIE: I would take from the wording that this is new.

Mr. BARNETT: It did not mention that little island, then?

Mr. LOGIE: No.

Mr. BARNETT: Prince George Island is part of the Vancouver port, I think.

Mr. LOGIE:

Prince George-Prince Rupert and Vancouver forest districts and a request for extension to Kamloops.

Mr. HOWARD: I would like to know to what extent this might apply to what originally, under the Forest Act of 1947, were called forest management licences but which now go by another name, tree farm licences probably, and how it would apply to the statutory timber licences many of which were granted in 1910 and 1911. The Kitimat valley is filled with them. Just would how this apply? To what types of forest land tenure would it apply?

Mr. LOGIE: We will have to obtain that detailed information for Mr. Howard. We do not have it.

Mr. CHATTERTON: To what extent does it apply to privately held land, such as the CPR lands?

Mr. BARNETT: My understanding is that under the tree farm licence system the operating logging companies have to file in advance a plan of their logging development arrangements, and I think that many of the larger firms are now using what is referred to in British Columbia as the patch logging system. In relation to these questions I would be interested to know whether the Fisheries Department and/or the Fisheries Research Board are consulted in respect of the development plans of the logging companies. In other words, whether or not such data as we currently have available on these factors are in fact drawn into the consideration of the actual plan of management of the forest area. I ask this question, if I am in error in my understanding of it and I would like to be corrected: Is that one of the elements in the patch logging system? Is it just an opening up of a wide stretch of terrain to continuous logging and this is a factor in the amount of debris, top soil and other ingredients that maybe drained into a stream or basin at a given time? It seems to me that if we could get an understanding of what extent forest management practices are being influenced by the knowledge that is available through our Fisheries Research Board it would be a consideration in addition to the logging companies' concern about firebreaks, and this sort of thing, in relation to the patch logging system. This, I think, is related to the question that Mr. Howard was asking.

Mr. LOGIE: Mr. Chairman, I think we will have to offer to obtain these informational details in addition to what Mr. Chatterton and Mr. Howard asked for. The general statement is that our resource development people are in the closest contact with the provincial government and express themselves as satisfied in these matters; but the details we will have to obtain for you for a later answer.

Mr. BARNETT: Could I ask one specific question in relation to a specific area which gives a good deal of concern because it has been largely unexploited for logging until recently. Is the Fisheries Department satisfied with the arrangements that are being reached in respect to the Owikeno Lake drainage system into the Rivers Inlet-Smith Sound area. My understanding, is that this particular system represents a very important fishing area on the British Columbia coast, and that there is or was a question of using a narrow channel for the driving of logs. I wonder if we could just have an example, of how arrangements between

the Department of Fisheries and the forest management service in British Columbia are working out in this particular instance.

Mr. LOGIE: Mr. Chairman, perhaps Mr. Burridge would answer this question.

Mr. BURRIDGE: The Department has been working, as you know, for several years with the B.C. forest service and the forest service has completed a road, I believe, from Owikeno Lake down to the tidewater for the use of trucking logs and this has been used to a certain degree. However, we do permit or tolerate log driving in the lower section of the river between the lake and tidewater at certain water levels of the river. In other words, when the gauge reading on the river has dropped below a certain level, we can insist that log driving be terminated. Then they revert to the logging road which is sort of parallel to the river. This is an arrangement which was worked out by the department and the British Columbia forest service and has been enforced on the logging operators in this area.

Mr. BARNETT: As I recall it not only was there danger to the river bed if driving were done at low water level but there was also some concern that accumulation of bark and other logging debris might affect the viability of the stream for the fish population. Has there been any assessment arrived at respecting the importance of this factor?

Mr. BURRIDGE: Not in this particular stream but we know that this is one of the adverse effects resulting from log driving and the deposition of bark on the stream bottom. The bark accumulates in the slow water area but I think log driving has to be continued for many years before this can become a very serious threat to the spawning areas. But when there is a good flow of water running down it pretty well carries the bark.

The VICE-CHAIRMAN: Do you have the same problem in the eastern part of Canada with the logging industry?

Mr. LOGIE: Yes, Mr. Chairman, but on a much smaller scale and there are only a few important log drives left. Most of the companies are going to trucking. There are, however, rivers, the St. Croix, a boundary water between New Brunswick and Maine, is a case in point where we can find six feet of bark on the bottom. This is probably the result of over one hundred years of logging. However, the problem at the moment is not as acute as it used to be because of a transfer from stream driving to trucking.

Mr. McLEAN (*Charlotte*): Mr. Chairman, I think that on the St. Croix the American mills are probably in trouble for the first time.

The VICE-CHAIRMAN: Is it agreed by members of the Committee that Dr. Logie will obtain the information which you require? This is agreed?

Shall vote 20 carry?

Mr. Howard: If no one else wants to follow this up, I wonder if I could ask Dr. Logie, as much as he established pretty reasonable arrangements with the Province of British Columbia over these matters, how do you get along with the Department of Public Works? I say this because a couple of years ago there was

a request by a company called Riv-Tow Marine, which I think is the same one that is involved at Owikeno Lake, made an application to dredge a part of the Skeena river for log towing purposes and I, and the Chamber of Commerce in Prince Rupert, on the mistaken impression that this was not going to involve fisheries in any way, endorsed the idea and then we discovered that subsequently the department had not bothered to check with the conservation branch of the Department of Fisheries and that it could have a deleterious effect on the pink salmon in the river there. I gather that that project is not even a possibility now; that it has been put to one side because of its conflict with fisheries interest. It seems so strange that under the same governmental structure there should be this lack of communication.

Mr. LOGIE: I think it is a fact, Mr. Chairman, that we do have trouble with other federal and provincial departments. Perhaps they have trouble with us sometimes. But this situation is improving, I think. One of the administrative dodges that has helped us greatly is the creation in certain provinces of very powerful, provincial water authorities, which insist that any alteration to a stream bed or in any way interference with the water course to take the water or return polluted water to a stream, go through them. This give us only one agency we have to contact and we have built up very good relations in some areas, Nova Scotia is perhaps a prime example, New Brunswick is another, where this matter of prior intelligence which is all we need to discuss this, seems to be under good control. In general, I think this matter is improving. It has caused trouble in the past.

Mr. HOWARD: Thanks to water conservation boards then, not the Department of Public Works.

Mr. BARNETT: As I recall it, at one of our earlier meetings just about at adjournment time, I was going to ask, while we were on this vote, whether we could have a brief report on the situation concerning the program for the control of the lamprey eel in the Great Lakes system. I know, this is a matter that has been under discussion in this Committee on a number of occasions for years and one for which provision is made in this vote as part of a joint program with, as I understand it, the Province of Ontario. Could we have a progress report on the elimination of the lamprey eel and the review of the fisheries resource in Lakes Superior and Huron?

● (10.15 a.m.)

Mr. MARTIN: Mr. Chairman, the Fisheries Research Board acting as agent on behalf of the federal government, has taken responsibility for this program. The laboratory at Sault Ste. Marie is now responsible for all the work in this field in Canada. We have had a consolidation of all of our work at that laboratory at Sault Ste. Marie and on July 1, of this year, plans call for the operational work to be transferred from the Fisheries Research Board to the Department of Fisheries.

By way of a progress report, we can say the abundance of lamprey eel in Lake Superior has been reduced by something like 80 per cent, and this, together with an active planting program in Lake Superior, has resulted in a significant recovery of the lake trout population within that lake. The program

is being extended into other parts of the Great Lakes; it is very active in Lake Michigan as well as in Lake Superior and has been for some time. We now have a program in Lake Huron, and it has been particularly important to move into this area because of the active movement of the lamprey eel from Lake Huron into Lake Superior.

It is the view of biologists that increased efforts would be necessary in order to reduce the lamprey eel still further, and this is being considered by the Great Lakes Fishery Commission. The progress of the Great Lakes Fishery Commission is subject to review this year, and by the end of the year I look forward to a general statement by Canadian and United States governments concerning progress to date and proposals for the future.

Mr. BARNETT: As I recall, this information was given to the Committee when this matter was originally discussed by the Committee at the time this program was being initiated. We were told that the lamprey eel had gone up the lake system from Lake Ontario. It was believed that this had happened because of the man-made waterways that had been constructed to connect the lake system for shipping purposes. I am wondering whether there has been any work done or any means developed which might prevent the future spread of the lamprey eel from one part of the lake system to another through the canal and lock systems? This might involve I assume the Department of Transport. I was wondering whether this area of work had been undertaken or investigated?

Mr. MARTIN: Mr. Chairman, it is quite clear that lamprey eel do move through lock systems. This has been demonstrated by the tagging of lamprey eels and observation of the lampreys moving through locks on ships. In the area of study of ways and means of dealing with this, this has come up in connection with the problem of opening up the canal system into Lake Simcoe. Experimental work has demonstrated that passing the ships and the lamprey eel through a hot bath you can, in effect, eliminate this problem. At the last lock into Lake Simcoe we do have a marine railway at the moment. The Department of Transport is proposing development of a lock in that area. If this happens, the biologists feel that it is almost inevitable that the lamprey would move into Lake Simcoe, but the introduction of a hot lock system at this point would be one method of dealing with the problem if it is decided that this lock must go in.

Mr. HOWARD: Did you find any use for the eel after they were cooked?

Mr. MARTIN: Mr. Chairman, the lamprey eel is used in some other parts of the world. The problem we are faced with here, is that although they are especially abundant to be a great problem to other Canadian fisheries they are not sufficiently abundant to harvest as a profitable crop.

The VICE-CHAIRMAN: Mr. Crossman, do you have any questions on the lamprey situation?

Mr. CROSSMAN: My question is in regard to the pollution of water. On one hand, we have an authority that closes waters that become polluted to the fishing of shellfish. Has any solution been found that will prevent this water from becoming polluted? Is there any authority that would definitely work in

that direction? I refer to such pollution as sewage of factory wastes, or what have you?

Mr. LOGIE: Mr. Chairman, the dangerous pollution from the point of view of control of the shellfish industry is always sewage pollution, not necessarily completely human, although this is the most important component. The danger is in the ingestion of bacteria and in one case a virus which would cause human disease if the shellfish were eaten raw or incompletely cooked. The classical diseases which we have feared are things like typhoid and diphtheria which are transmitted in this way. These diseases are on the decrease, but there are still, in the case of typhoid, carriers among the human population which is a technical term meaning the owner of these bacteria never develops the disease, but does carry the bacteria and can pass it to someone else, in this manner. The other disease which is occupying a good deal of attention in people interested in this matter now is infectious hepatitis which is a virus disease. It has been quite clearly shown that it can be transmitted by oysters especially in the Gulf of Mexico, on the Atlantic coast of the United States and in Sweden. So, the position of the Minister of Fisheries on this matter is, that he takes the advice of his colleague in Health and Welfare that areas should be closed to the taking of shellfish for raw food.

We have people in our own department who have some competence in this matter, and we occasionally question some of these recommendations at a meeting which is held regularly every year in Ottawa. It is an interdepartmental meeting. There have been some compromises arranged in this way where there was some doubt about how great the public health danger was.

There are two ways in which this matter might be assisted and one has been in use for many years. This is to take the shellfish from the polluted area and put them in an unpolluted area and, when this is done, shellfish feed by pumping water through their systems and they clear themselves quite rapidly. This is the so-called relaying of shellfish or cleansing. This can also be done in plants or buildings by using water supplied to the shellfish which may be polluted itself but which is sterilized in various ways. The most popular one now is by ultraviolet.

The other matter which is perhaps the one that Mr. Crossman is most concerned with is the prevention of the problem by having municipal sewage and sometimes rural sewage treated so that the bacteria are killed before they reach the watershed. At the moment, the matter of promoting these facilities in municipalities is entirely in the hands of the New Brunswick water authority in the area in which he questions and they are getting on with it as fast as they can. I think the principal problem is probably expense. Sewage treatment plants are sometimes outside the financial capabilities of small communities. I do not want to pretend to be authoritative on this matter, but I think some of the provinces, New Brunswick is one, will provide low interest money for this purpose.

The matter of prevention of rural sewage reaching rivers in a dangerous form, is in the first place the function of how close the farms are, of course. If they are not too close to one another this is not really important, because the rivers will cleanse themselves, given time. But, it is probably largely a matter of proper septic tank facilities and proper absorption beds so there is a filtration

effort by the soil before the sewage gets to the rivers. And, in this connection very little is being done to my knowledge toward rendering assistance to farmers or other people living outside municipalities, except that the provincial departments of health all have fairly stringent regulations about the matter of how far the septic tank has to be from the house and how much absorption bed there has to be. But, the problem of course, is enforcement in an area like this. You have to really be there when the buildings are constructed. I do not think there is anything else I can add, Mr. Chairman.

The VICE-CHAIRMAN: Are there any other questions on this subject?

Mr. PATTERSON: Mr. Chairman, my questions are not on the same subject. There is a question I would like to ask about an item on page 156, "grant for fisheries research, including \$20,000 grant to the University of Toronto for limnological research". I am going to indicate my ignorance and ask just what limnological research means.

The VICE-CHAIRMAN: You are not the only one.

Mr. MARTIN: Mr. Chairman, limnology is the study of fresh water.

The VICE-CHAIRMAN: I knew it.

Mr. PATTERSON: Dr. Martin, why did you not put it in those words?

Mr. HOWARD: If no one else wants to deal with anything else, I wonder if we could get some indication of the progress we are making with respect to dogfish, in making it an edible commodity or an acceptable commodity?

Mr. LOGIE: Mr. Chairman, I think perhaps the combination of Mr. McArthur and Mr. Bradbury could answer this.

● (10.30 a.m.)

Mr. I. S. McARTHUR (*Chairman, Fisheries Prices Support Board, Department of Fisheries*): I take it Mr. Howard is referring to an experiment that has been in progress during the last three or four months in British Columbia in an effort to find commercial markets for dogfish and dogfish products. Dogfish liver oil has always had a market and this market is rather limited. Of course, the price is not adequate to pay for an extensive fishery based on liver alone. We do know that dogfish are used for human consumption but there are such as dogfish wings—sometimes called belly flaps—which are smoked and sold as a delicacy in Germany. This has been successful in that the product is quite acceptable there and brings a price of around 25 cents a pound. This, together with the liver price, gives us a better return. Samples of the balance of the carcass have been shipped to the United Kingdom but have not proven marketable under present conditions. While we find that we can get a modest return, we have not yet been able to get a sufficient return to give the fisherman an adequate price to encourage him to fish in quantity. However we are hopeful. There are some other possibilities being looked at at the moment; and it may be that some degree of subsidization will be necessary to support a major operation.

There is, of course, not only the desire to develop the market for a product and therefore develop a new fishery, but there is a desire to cut down on the dogfish population which causes a very considerable nuisance and cost to the fisherman. It may be necessary, as it has been in the past, to provide some measure of subsidy; but we think there is a good chance, with the development of markets for some of the flesh of the fish as well as for the liver, that we can come fairly close to a commercial operation.

Mr. HOWARD: This experiment—if I can call it that—in fishing and for export of the smoked belly flaps has been going on for a couple of years perhaps, has it—for two or three years?

Mr. McARTHUR: I think there was a little bit of private activity in this, but our operation started about the first of this year.

Mr. HOWARD: It is confined, as I understand it, to the southern coast. My people at home have asked me why this is so. We have dogfish up north, too.

Mr. McARTHUR: Yes, we are aware of that. Actually when this experiment was started we had a general meeting with the fishing industry, including the Prince Rupert representatives from Prince Rupert Co-Operative, and were prepared to enter into an agreement with any company that wanted to take part in the experiment. We were hopeful, I may say, that the Prince Rupert Co-Operative would join us in this experiment. For reasons I do not know they did not enter into this experiment.

Mr. HOWARD: Which companies are involved in it?

Mr. McARTHUR: British Columbia Packers and National Fisheries, two Vancouver firms.

The VICE-CHAIRMAN: Are there any other questions?

Mr. MACLEAN (*Queens*): On page 156 there is a breakdown of the item and I notice that scholarships have been reduced from \$30,000 to \$15,000. Could a word of explanation be given in that connection?

Mr. MARTIN: Well, the whole subject of university support has been carefully considered by the Fisheries Research Board over the past year or two and the general conclusion reached is that we should abandon our scholarship program and get out of the area of competition with the National Research Council, which is actively engaged in this field and move instead into a university grants program. You will note in the item just above that grants to universities are increasing; the amount set up for 1966-67 is \$250,000.

This grants program is largely designed for the support of university staff and their graduate students, so we are in fact giving more support to graduate students than has been the case in the past, and we are hopeful that this will help our recruitment problems in the long run.

Mr. BARNETT: Mr. Chairman, I was interested in that and I would ask for a little more information on this \$250,000 vote which I had noted was a fairly substantial increase from the previous year's proposals. My question has been partly answered but I would like to know, does this \$250,000 go entirely to universities?

Mr. MARTIN: Yes, Mr. Chairman, this goes entirely to universities. It is a limited program and it is hoped over the next few years that this will expand. University staff members apply for the grants and only a small number of the applications can be dealt with because of the limited amount of money available.

Mr. BARNETT: I wonder if we could have a breakdown as to which universities are involved and some idea of the amounts that will be going to these universities.

Mr. MARTIN: Mr. Chairman, the grants approved for 1966-67 total \$181,000 to date; it is expected that these will increase later in the year. The breakdown is as follows: The University of Toronto, \$57,000, shared by seven university professors and their students; University of British Columbia, \$60,000, shared by eight university professors; University of New Brunswick, \$3,500; University of Guelph, \$3,500; Carleton University, \$5,000; Acadia University, \$2,450; Memorial University of Newfoundland, \$15,000; McGill, \$2,500; University of Manitoba, \$30,000 and Queen's, \$3,000.

Mr. BARNETT: I think it is rather interesting for us to know which universities are interested in being active in this field.

The VICE-CHAIRMAN: Are there any other questions?

Mr. ÉMARD: What is the approximate water area that can be polluted by a sewer, and is it easier to pollute soft water than salt water?

Mr. LOGIE: I think what is meant by the question—it is faecal pollution that runs out of the sewer, although industrial pollution can too. I think the answer to the question is completely dependent on two matters: One is how much comes out of the sewer in the first place, whether it is a lot or a little, and the water currents in the area and how it is going to be spread before the bacteria start to die in this water, so that there cannot be any definitive answer to the question.

As far as the fresh and salt water part of it is concerned, and as far as faecal pollution is concerned, there is no difference. We have many examples now in our coastal communities of polluted salt water. When we start talking about industrial pollution the chemical composition of the receding water has, sometimes, a very great effect on this, so that we have to know which particular industrial effluent was being talked about and what receiving body was being talked about before we could get a firm answer.

The VICE-CHAIRMAN: Are there any other questions?

Mr. ÉMARD: My problem is concerned not with the large fisheries but the game fisheries. We find that lots of little towns have the outlets of their sewers in the Ottawa River and I would like to have information on pollution, because the people always blame it on somebody else. Let us say, for instance, that one town has a new sewer system: They claim that the other towns farther up the river may be responsible for the pollution of water. I thought perhaps there may be just a vague distance that you could mention that pollution could be carried by those sewers—I am not referring to the other kind of pollution, just by sewers.

Mr. LOGIE: Perhaps I could add just a few remarks here. It was not clear to me that the question related to game fish. The remarks that I made earlier about the effect of pollution on shellfish was a matter of danger to human health from eating the shellfish.

It is rather difficult—it can be done but it is rather difficult—to pollute a river sufficiently with purely human sewage pollution or faecal pollution to really bother the fish very much. The main effect of this pollution which does impinge on fish is that oxygen is used up in destroying the bacteria. But from this source alone it is rather difficult, you have to have a large community. The more dangerous pollutions from this point of view are the industrial ones, which are much more powerful. But perhaps I could give this rule of thumb, which is a little dangerous to apply too generally: Where sewage pollution is not massive an ordinary river will destroy these bacteria in about seven miles. Now, this is a rule of thumb which has to be applied with care, because whatever else is coming in at the time enters into this. This is ordinarily a well oxygenated river, but to say how large an area can be polluted by one given sewer is a question a little too indefinite to answer.

The VICE-CHAIRMAN: Does that answer your question?

Are there any other questions?

Mr. MACLEAN (*Queens*): Ellerslie, for administrative purposes, comes under St. Andrew's here, I take it?

Mr. LOGIE: That is correct.

The VICE-CHAIRMAN: Another question?

Shall Vote No. 20 carry?

Item agreed to.

Gentlemen, now we shall go back—

Mr. HOWARD: Mr. Chairman, I would suggest you take Vote No. 25, which is also part Fisheries Research Board.

25. Construction of Acquisition of Buildings, Works, Land and Equipment, \$3,000,000

The VICE-CHAIRMAN: Vote No. 25. "Construction or acquisition of buildings, works, land and equipment," on page 157; is that what you mean? Mr. Howard?

Mr. HOWARD: Could I raise one item here: I notice here for the Nanaimo biological station an amount of \$1,075,000. I wonder if you could give us an explanation of what is taking place there.

● (10.45 a.m.)

Mr. MARTIN: We certainly have a major expansion of our facilities at Nanaimo, British Columbia, under way, to be completed by the end of 1967. We have in addition to this, major changes in the waterfront facilities in front of that laboratory building. These are under way now.

Mr. HOWARD: Mr. Chairman, I ask this primarily for the reason that I raised the other day with Dr. Hayes, and that is about the prospects of the Fisheries Research Board moving into Prince Rupert or in that area, as it is able to do so within the confines of scientific requirements, and so on. He said nothing was under way, of course, in that regard, but my concern is that if we are in the rush of pouring everything into Nanaimo and Vancouver this is going to leave Prince Rupert out in the cold. For obvious reasons I desire to have some sort of recognition, if nothing else, given to the importance of fisheries in that area. I raised it with only that point in mind. Now let me pose a question based on that.

This, so far as you are able to determine, would not detract in any way from the prospects of expanding into Prince Rupert, would it?

Mr. MARTIN: Mr. Chairman, our research facilities on the Pacific coast are concentrated at two major laboratories. Biological and oceanographic work is concentrated at headquarters in Nanaimo and all of our technological work which will be expanding over the next few years has its headquarters at Vancouver, at the University of British Columbia campus. Both of these research stations take the responsibility for research throughout the whole area and have active research programs in the northern part of British Columbia, but none of our scientists are placed the year round in that area to date.

Mr. HOWARD: If there is anything in mind with respect to Prince Rupert, would this project interfere with the prospects of moving into Prince Rupert. Has the possibility of establishing something in the northern area been thought out?

Mr. MARTIN: Mr. Chairman, the answer to the question is no, and there is no consideration being given by the board at the present time to construction of facilities in the Prince Rupert area.

Mr. BARNETT: Mr. Chairman, I realize that questions about the physical location of installations is a delicate subject in certain context. I would like to ask a question, which perhaps, I should have asked under the operational vote. It has to do with the location of the biological station in Nanaimo, in its relationship to the recently established research establishment of the federal Department of Forestry, on the other end of Vancouver Island. Mr. Chatterton, the member who represents that area, was here, but he was called out. I was really wondering whether this physical juxtaposition in a relatively close way was resulting in an opportunity for increased liaison between the biological research station in Nanaimo and the forestry research station in Victoria. This, as you can see, arises out of some earlier questions we had about the relationship between what happens in the forest in relation to the fish population. In other words, does this give an opportunity for an exchange and correlation of research work in this field?

Mr. MARTIN: Mr. Chairman, our research operations in British Columbia are very closely tied with the universities and other research agencies. The location of expanded facilities now going ahead at Nanaimo were carefully considered in relation to interests of other government agencies such as Mines and Technical Surveys and their interest in oceanography. It was decided on the

basis of the long established success of the station at Nanaimo that the logical place for expansion was there. Does this answer your question?

Mr. BARNETT: Well, what I was really getting at Mr. Chairman—and I should really have asked this when we were on the operational vote—is that I am very interested in to what extent there is liaison between the research effort in the forestry establishment near Victoria and the biological station in Nanaimo. The fact they are relatively close together is increasing the opportunity for an exchange of information and co-ordination perhaps with research programs in certain areas where there is an overlapping in respect of fisheries and forest management. As I understand it, they are doing quite a lot of work in Victoria on the question of forest infestations and control of the damage to the forest by the use of insecticides in that whole area. I was wondering if we could have some indication of what liaison—Dr. Logie indicated earlier that he thought the interdepartmental consultation was on the increase—is taking place. Could we have a specific example or illustration or information?

Mr. RICKER: Mr. Chairman, there is some liaison between the forest laboratory and our own at Nanaimo particularly in respect of the matter you mentioned: the use of insecticides on forest areas and their effects on the fish in streams. Our Dr. Alderdice is in contact with people down there. This is only one example of a research laboratory in another field with which we are in contact. Dr. Martin has mentioned several others.

Mr. EMARD: Mr. Chairman, can we get some explanation on the amount of \$28,000 that is being spent at the Ste. Anne de Bellevue research centre?

Mr. MARTIN: Mr. Chairman, the newest laboratory of the Fisheries Research Board is at Ste. Anne de Bellevue. Our Arctic program is carried out from this laboratory. This item of \$28,000 is largely in the area of equipment for the operation of that research station.

Mr. PATTERSON: Could you say a brief word about the building development at St. John's, Newfoundland and St. Andrew's?

Mr. MARTIN: The Minister of Fisheries has announced that we will be constructing a new laboratory on the campus of Memorial University in St. John's. This program will take three or four years and this increased amount for 1966-67 represents a start on this laboratory program. There are a number of equipment and small vessel items included with this construction proposal and a need for waterfront facilities in St. John's harbour.

In the case of St. Andrew's, this represents the normal amount required by that large station for equipment needs, plus completion of a new research vessel to be based at that laboratory.

Mr. PATTERSON: Mr. Chairman, I was just going to ask a question regarding the appropriation for Vancouver. There is an increase from \$25,000 to \$113,000. I was just wondering what facilities were being contemplated for this particular vote?

Mr. MARTIN: Mr. Chairman, an expansion of our facilities at Vancouver is planned over the next few years, but this increased item simply represents

some of the special equipment required at that laboratory, plus some minor alterations of the existing building to accommodate the increased staff moving in there over the next year or two.

The VICE-CHAIRMAN: Mr. Bower, you are next.

Mr. BOWER: Could I have some comment on the biological research station at Dartmouth and the technological research station at Halifax?

Mr. MARTIN: Mr. Chairman, the expansion of capital funds required for Dartmouth is to cover the construction of fish holding facilities immediately adjacent to the large Bedford Institute of Oceanography in Dartmouth.

The Halifax increased expenditure represents equipment plus a heating plant for the laboratory on the waterfront.

The VICE-CHAIRMAN: Are there any other questions, gentlemen. Mr. Barnett, have you a question?

Mr. BARNETT: If I might come back again to the questions that were asked about the program in St. John's, Newfoundland. Do I understand correctly that this program will mean the eventual replacement of the old Fisheries Research building and establishments in St. John's, which, if I am correct, were a pre-confederation establishment with a more modern and up to date set of facilities?

Mr. MARTIN: Yes, we have two buildings in St. John's, the larger biological station on the waterfront and a smaller technological unit. These will be consolidated and moved into a new research building at the university.

Mr. BARNETT: My colleague from Skeena suggested I ask you if you are going to preserve the old buildings as an historic monument?

The VICE-CHAIRMAN: Are there any other questions. Shall vote 25 carry?

Some hon. MEMBERS: Carried.

Item agreed to.

The VICE-CHAIRMAN: Well gentlemen, it is 11 o'clock and due to the fact that we have to vacate this room for the next committee, this meeting is adjourned.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE

ON

FISHERIES

Chairman: Mr. GRANT DEACHMAN

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 10

THURSDAY, MAY 19, 1966

Main Estimates (1966-67) of the
Department of Fisheries

WITNESSES:

From the Department of Fisheries: Mr. S. V. Ozere, Assistant Deputy Minister (International); Mr. H. Dempsey, Director, Inspection Service; and Mr. E. B. Young, Assistant Director, Conservation and Development Service.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

HOUSE OF COMMONS

1966

STANDING COMMITTEE ON FISHERIES

Chairman: Mr. Grant Deachman

Vice-Chairman: Mr. G. Blouin

and

Mr. Barnett,	Mr. Crouse,	Mr. McQuaid,
Mr. Basford,	Mr. Granger,	*Mr. McWilliam,
Mr. Béchar, d,	Mr. Howard,	Mr. Nowlan,
Mr. Bower,	Mr. Keays,	*Mr. O'Keefe,
Mr. Carter,	Mr. LeBlanc (Rimouski),	Mr. Patterson,
*Mr. Cashin,	Mr. MacLean (Queens),	Mr. Stefanson,
Mr. Chatterton,	Mr. McLean (Charlotte),	Mr. Tucker—(24).
Mr. Crossman,		

J. H. Bennett,

Clerk of the Committee.

* Replaced Messrs. Énard, Groos and Langlois (*Chicoutimi*) on May 17, 1966.

CORRIGENDUM—(English copy only)

PROCEEDINGS No. 7—Thursday, May 5, 1966

In the Evidence—Page 169 of the printed proceedings,—Line 2 should read: “Mr. A. J. Whitmore shortly after the forest spraying program in the Quatsino”

and line 19 should read: “Tully in 1949, which I have heard referred to as something of a classic in this”

WITNESSES:

From the Department of Fisheries: Mr. S. V. Ozer, Assistant Deputy Minister (International); Mr. H. Dempsey, Director, Inspection Service; and Mr. E. B. Young, Assistant Director, Conservation and Development Service.

ROGER DUHAMEL, P.R.S.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

1-1115

MINUTES OF PROCEEDINGS

ORDER OF REFERENCE

TUESDAY, May 17, 1966.

Ordered,—That the names of Messrs. Cashin, McWilliam and O'Keefe be substituted for those of Messrs. Énard, Langlois (*Chicoutimi*), and Groos on the Standing Committee on Fisheries.

Attest.

Members present: Messrs. *Ernest, Richard, Louis, Howard, Carter, Chatterton, Crossman, Denchoux, Desjardis, Hovland, (New Brunswick), McWilliam, Novlan, O'Keefe, (New Brunswick), Tucker*

LÉON-J. RAYMOND,
The Clerk of the House.

In attendance: From the Department of Fisheries: Mr. S. V. Quin, Assistant Deputy Minister (Administration); Mr. L. S. Bradbury, Director, Industrial Development Service; Mr. A. H. Baker, Director, Information Service; Mr. J. J. Lamb, Director of Administration; Mr. A. W. Abbot, Chief, Financial Services; Mr. H. Dempsy, Chief, Fisheries Service; Mr. E. B. Young, Conservation and Protection and *Assistant Deputy Minister*

On a point of order, Mr. *Baker* made a correction in substance given by him at meeting number 1, 20th May 1966, page 157 (see *Erudite* for corrections)

Item 1—Departmental Affairs—*See agenda for details.*

Item 5—Fisheries Management—*See agenda for details.* Operation and Maintenance was called and followed *by the agenda for details.*

The Chairman invited members to support the *Spring* of the Final Report and discussion arising thereon, to the *Committee* of the *Committee* to the Sub-Committee on Agenda and Procedure.

Item 10—Fisheries Management—*See agenda for details.* Operation and Maintenance of Buildings was called and followed *by the agenda for details.* The Committee adjourned to the call of the next day.

ORDER OF REFERENCE

Tuesday, May 17, 1966

Ordered—That the names of Messrs. Cashin, McWilliam and O'Keefe be substituted for those of Messrs. Emond, Langlois (Chicoutimi), and Gros on the Standing Committee on Fisheries.

STANDING COMMITTEE ON FISHERIES

Attest:

Chairman: Mr. Grant Dochow

LEON J. RAYMOND,

Vice-Chairman: Mr. ...

The Clerk of the House.

and

Mr. Barnett,
Mr. Bostock,
Mr. Bouchard,
Mr. Bower,
Mr. Carter,
Mr. Cashin,
Mr. Chatterton,
Mr. Crossman,

Mr. Crouse,
Mr. Granger,
Mr. Howard,
Mr. Keays,
Mr. LeBlanc (Rimouski),
Mr. MacLean (Quebec),
Mr. McLean (Charlotte),

Mr. McQuaid,
Mr. McWilliam,
Mr. Nowlan,
Mr. O'Keefe,
Mr. Patterson,
Mr. Stinson,
Mr. Tucker—(24)

J. H. Bennett,

Clerk of the Committee.

Replaced Messrs. Emond, Gros and Langlois (Chicoutimi) on May 17, 1966.

CONCORDANCE—(English copy only)

PROCEEDINGS No. 7—Thursday, May 5, 1965

In the Evidence—Page 199 of the printed proceedings.—Line 2 should read: "Mr. A. J. Whitmore shortly after the forest spraying program in the 'Quintine'".
and line 19 should read: "Tully in 1948, which I have heard referred to as something of a classic in this"

MINUTES OF PROCEEDINGS

THURSDAY, May 19, 1966.

(11)

The Standing Committee on Fisheries met this day at 9.45 a.m. The Chairman, Mr. Deachman, presided.

Members present: Messrs. Barnett, Béchard, Blouin, Bower, Carter, Chatterton, Crossman, Deachman, Granger, Howard, Keays, LeBlanc (*Rimouski*), McWilliam, Nowlan, O'Keefe, Stefanson, Tucker (17).

In attendance: From the Department of Fisheries: Mr. S. V. Ozere, Assistant Deputy Minister (International); Mr. L. S. Bradbury, Director, Industrial Development Service; Mr. T. H. Turner, Director, Information Service; Mr. J. J. Lamb, Director of Administration; Mr. A. W. Abbot, Chief, Financial Services; Mr. H. Dempsey, Director, Inspection Service; Mr. E. B. Young, Conservation and Protection and departmental officials.

On a point of order, Mr. Barnett made certain corrections in evidence given by him at meeting number 7, May 5, 1966, page 169. (*See Evidence for corrections*)

Item 1—Departmental Administration was allowed to stand.

Item 5—Fisheries Management and Development—Operation and Maintenance was called and, following discussion, was approved.

The Chairman invited comments respecting the drafting of the Final Report and discussion arising thereon, it was agreed to refer the question to the Sub-Committee on Agenda and Procedure.

Item 10—Fisheries Management and Development—Construction or Acquisition of Buildings was called and discussion still continuing at 11.00 a.m., the Committee adjourned to the call of the Chair.

J. H. Bennett,

Clerk of the Committee.

MINUTES OF PROCEEDINGS

THURSDAY, MAY 19, 1966

(11)

The Standing Committee on Fisheries met this day at 9:45 a.m. The Chairman, Mr. Deschman, presided.

Members present: Messrs. Barnett, Béchard, Blouin, Bower, Carter, Chasterton, Crossman, Deschman, Granger, Howard, Kasay, LeBlanc (Rimowski), McWilliam, Nowlan, O'Keefe, Stetson, Tucker (T).

In attendance: From the Department of Fisheries: Mr. S. V. Oxer, Assistant Deputy Minister (International); Mr. L. S. Bradbury, Director, Industrial Development Service; Mr. T. H. Turner, Director, Information Service; Mr. J. J. Lamb, Director of Administration; Mr. A. W. Abbot, Chief, Financial Services; Mr. H. Dempsey, Director, Inspection Service; Mr. E. B. Young, Conservation and Protection and departmental officials.

On a point of order, Mr. Barnett made certain corrections in evidence given by him at meeting number 7, May 5, 1966, page 188. (See Evidence for corrections)

Item 1—Departmental Administration was allowed to stand.

Item 2—Fisheries Management and Development—Operation and Maintenance was called and, following discussion, was approved.

The Chairman invited comments respecting the drafting of the Final Report and discussion arising thereon. It was agreed to refer the question to the Sub-Committee on Agenda and Procedure.

Item 10—Fisheries Management and Development—Construction or Acquisition of Buildings was called and discussion with continuing at 11:00 a.m. the Committee adjourned to the call of the Chair.

J. H. Bennett,

Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

THURSDAY, May 19, 1966.

● (9.45 a.m.)

The CHAIRMAN: Gentlemen, on April 26 we stood Vote No. 5 in order to proceed with Vote No. 20, dealing with the Fisheries Research Board.

We have finished with Vote No. 20, I understand. We made very good progress under the vice chairman while I was away. We have dealt with Vote No. 5, and Vote No. 25 has also been finished, and we are now prepared to return to Vote No. 5 with which we have dealt at considerable length in the report of April 26, if you will refer back to that report, and the one immediately preceding it.

I will call again: Shall Vote 5 carry? We are proceeding in the estimates at approximately page 148 or 149.

Mr. BARNETT: I wonder if, before we return to consideration of Vote No. 5, I might be allowed to call the attention of the Committee to a couple of mistakes which have been made in the recording of names?

In the minutes and proceedings of May 5, No. 7, at page 169, I made reference to the former director of fisheries in British Columbia, Mr. A. J. Whitmore, and it is recorded that I referred to him as "Gil", which I am sure he has never been called to my knowledge. A little further down this page I made reference to—

The CHAIRMAN: On that page "Gil Whitmore" should read "A. J. Whitmore".

Mr. BARNETT: And a little farther down the page I was referring to a study which had been done in 1949 by one of our fisheries scientists, Dr. Tully, and he is recorded as "Dr. Kelly".

The CHAIRMAN: "Dr. Kelly" should read "Dr. Tully".

Now, we are again in the area of pages 148-149 of Vote No. 5.

Mr. HOWARD: Mr. Chairman, I think we might be able to get at least a little bit of information about the progress or otherwise of the talks that are currently going on in Seattle, Washington, between Canada and the United States. These talks, I understand, started as scheduled the 17th May, relative to matters of mutual concern to both Canada and the United States over salmon fisheries problems.

One of these problems is the situation on the north coast relating to what we claim is the catching of Canadian-bound salmon by United States fishermen; another is the matter, along the southern coast, of the catch of Fraser River fish.

I wondered if we might not have someone from the department—I would have liked it to have been the Minister because I think there are pretty high policy matters involved here—but failing that, if we might have someone from the department to give us an account of what is taking place, or what has taken place to date—whether there is any agreement or disagreement, or what?

The CHAIRMAN: Well, Mr. Howard, as you have suggested, it is unfortunate that the Minister, or the deputy minister, is not here on a matter of this nature. I do not think you or I would want to embarrass the officials of the department by asking them questions in areas in which perhaps they are restricted at this particular time; but, nevertheless, let me call on Mr. Ozere, the assistant deputy minister, for whatever comment he is able to give us at this time.

Mr. S. V. OZERE (*Assistant Deputy Minister, (International), Department of Fisheries*): Thank you, Mr. Chairman.

We are expecting a telephone call from Dr. Needler later today. We have had no report so far unless, of course, the Minister received a telephone call from Dr. Needler last night. But we are expecting a telephone call later today. Until then we have nothing to report.

Mr. HOWARD: Mr. Chairman, I know this is rather putting things off, but I would like to suggest, on that basis, if we can proceed to other matters and clean them up and pass other votes, that we should not pass Vote No. 5 under which the Pacific Salmon Fisheries Commission is involved, or we should agree that we consider these matters under Vote No. 1 which is the one we are saving to the end.

I suggest this in view of the fact there is an expected call from Dr. Needler, and we may, next week, have more information. The Committee, on the basis of that information, may want to take some action, or may not want to take any action. But I do not think, if we even get to that stage, that we should pass votes with the hope of cleaning up the Committee's work before this important matter—which is so current—is dealt with.

The CHAIRMAN: Mr. Howard, I quite agree with you and I think that everybody in this Committee, before the Committee rises, would want to have the fullest information we can get from the Minister in respect of the negotiations that are now going on.

I am just wondering, in the interests of moving the Committee's work forward and in moving towards the business of preparing our report—which we will have to do in due course—and moving towards the re-examination of the Minister, whether or not we could deal with this matter under Vote No. 1 when we recall the Minister and the deputy minister to speak to us, and go on with tidying up other items in Vote No. 5, and perhaps carry Votes 5, 10 and 15?

Mr. BARNETT: Mr. Chairman, I would agree with that proposal on your part; but in view of the information that has been given, that there may be word coming through from Seattle, I wonder if, perhaps, through Dr. Ozere, we could express our interest to the Minister, and if there is some news which he is able to give he might consider making a statement on this subject in the House under motions of the day, to give us a progress report if, in fact, there is anything which has developed which would constitute a report.

The CHAIRMAN: Mr. Barnett, I will undertake to speak to the Minister myself if the Minister is present at the opening of the House today, and ask him for whatever he may be able to say on the subject, and let him know of the interest of the Committee on this subject.

Mr. HOWARD: I just want to make this point so that we do not run afoul of our own procedures later on.

This is something that the Committee may or may not want to do anything about, or say anything about, or make any motion about, or recommendations about, but I wonder if the Committee would agree that, even though the matter of the Pacific Salmon Fisheries Commission and other relationships do not perhaps come under Item No. 1, except in the sense of general administration—if the Committee could agree that we could deal with those things then and take whatever definitive, or substantive action, that we wanted, that we then could proceed, if desired, to pass the other items? Otherwise we are likely to get to Vote No. 1 and then have someone raise the matter of order, "Oh, you cannot deal with that here because we have already passed that item and it has gone by the board".

I say this because of an earlier question I raised about information that may be available concerning the activities of the Soviet Union fishing fleet which was off the west coast last year, and the concern that we have over that matter.

● (10.00 a.m.)

The CHAIRMAN: It certainly is my view that the Committee has the right to proceed to any item of business it wishes under Vote No. 1. The reason that we stood Vote No. 1 was to permit you to return to any item with which we may wish to deal at a later time. These are two matters of great interest right now, which Mr. Howard is raising concerning west coast fisheries namely, the negotiations in Seattle and what is actually being done at this time regarding the movement of the Russian fleet on the west coast which is appearing there for the first time. I just want to make sure at this point that we have the indulgence of the Committee to return to Vote No. 1 and to examine this question fully before the Committee, if that is required and if information is available, before it becomes time for us to adjourn this meeting.

Do we have this understanding from everyone; is there any doubt about our procedure?

Agreed.

The CHAIRMAN: Now to return to Item No. 5; Mr. Stefanson has his hand up.

Mr. STEFANSON: There is just one brief question I want to ask and that is on the fishermen's indemnity plan: Is any consideration being given to extend this plan, to recruit fishermen on inland waters, for instance, fishermen on Lake Winnipeg?

The CHAIRMAN: Now who shall answer that, Mr. Ozere?

Mr. OZERE: Mr. Chairman, this matter has been discussed at more than one meeting of federal-provincial prairie fisheries committee, and it will come up again for discussion at the meeting of the same committee to be held, I think, on May 27.

Mr. KEAYS: I understand that under the same plan the lobster fishermen on the east coast have their gear insured by the Department of Fisheries. It is also evident that the amount of insurance which is deductible varies from one region to the other. What are the reasons for this variation in deductibility?

Mr. OZERE: Mr. Chairman, I am sorry we do not have Mr. McArthur here who is our expert on this subject; he is unavoidably absent. In general, I would say that it is because of the differential in the rate of losses in different areas.

Mr. KEAYS: This sounds quite reasonable, but I fail to understand why there would be a variation between the lobster fishermen who are fishing the north side of the St. Lawrence and those who are fishing the south side of the St. Lawrence. Is it based on the number of traps being used and the number of people who are taking advantage of it—in other words, the dollar volume—because there seems to be a 5 per cent differential between the north side of the St. Lawrence and those who fish in the Gulf. I think my own experience tells me that the weather is a little better on the south side than it is on the north, so there should be less danger of loss. I would like to know why there is a variation.

Mr. OZERE: Well, Mr. Chairman, we will undertake to produce that information later on.

The CHAIRMAN: Thank you very much, Mr. Ozere.

Are there further questions on Vote No. 5?

Mr. BARNETT: Mr. Chairman, I have a question which has to do with the matter of fisheries management on the west coast with reference to regulations on the harvesting of oysters, and more particularly in the matter of the harvesting of what are being referred to as wild oysters.

The CHAIRMAN: Now where would that come under Vote No. 5, Mr. Barnett?

Mr. BARNETT: I confess, Mr. Chairman, I have been trying to pinpoint the exact spot myself, but I assume it comes under fisheries management which you will notice is a heading under Vote No. 5. If I am in error on the question of order—

The CHAIRMAN: Well, go ahead with your question, Mr. Barnett, under Vote No. 5; perhaps we can get it answered now.

Mr. BARNETT: Well I have before me a photostat copy of a document which is entitled "Regulations Concerning the Harvesting of Oysters from Vacant Crown Foreshore" and this is accompanied by a copy of a resolution of protest which is addressed to the Hon. W. K. Kiernan, Minister of Recreation and Conservation of the government of British Columbia—

The CHAIRMAN: Just a moment. You say that is an official document; is it an official document of the Canadian government or the government of the province of British Columbia? Can you identify that?

Mr. BARNETT: Well, this is the information I am seeking, Mr. Chairman.

The CHAIRMAN: You do not know whether the document is a Canadian government document; is that the problem?

Mr. BARNETT: Well, this is one of the things I want to establish, whether or not and in what way the federal department enters into the picture in this connection.

I think probably you are aware that the question of jurisdiction over shellfish in the immediate areas adjacent to the foreshore in British Columbia is a rather complex matter, and that there is some aspect of jurisdiction in the fields of both the federal and provincial governments. In any event, Mr. Chairman, this is a resolution of protest which was passed by the Kwawkwiltz Tribal Council representing the Indian bands in the area which lies on the eastern coast of Vancouver Island from roughly Campbell River north; they object to some proposals which are set forth in proposed harvesting regulations.

Now, my understanding is that—and this is what I would like to have verified in this particular instance—generally speaking, in certain areas of the administration of the fisheries, particularly in reference to sports fisheries, the provincial government authorities draft regulations which subsequently have to be formally approved by the federal authorities before they become statutory. I am wondering if I can have any clarification whether or not there is a federal responsibility in any decision about regulations which concern the harvesting of oysters on what is described as vacant crown foreshore on the British Columbia coast.

Mr. OZERE: Mr. Chairman, the province, since about 1912, administers its oyster fisheries under an agreement made with the federal government. The federal government passes the regulations at the request of the British Columbia government in the same way as sports fisheries.

Now, the Department of National Health and Welfare enters into the picture in examining the waters and deciding whether the areas are polluted so the oysters can be taken from those areas, and questions of toxicity and so on. Apart from that, the province administers its own oyster fisheries.

Mr. BARNETT: Would these proposed regulations require review and consideration by the federal department before they became legally effective or, under the existing arrangement, has the federal Department of Fisheries any right to propose amendments or alterations to any regulations or proposals for regulations that are submitted to Ottawa?

Mr. OZERE: The regulations are passed by the federal government, but they are passed on the recommendation of the provincial government. Since the provincial government administers the regulations they have their own officials and the federal government is in the position of merely passing the regulations without any question.

The CHAIRMAN: Mr. Ozere, is this not the same sort of thing as one finds in local police jurisdiction; while they may be operating under a federal statute, they are a local authority operating under a federal statute. Is that your understanding of this situation?

Mr. OZERE: Well, the federal parliament alone has jurisdiction in fisheries and, therefore, regulations on fishing must be made by federal authority only. In a number of provinces they are administered by the provincial government. We have no officers in these areas, the officers are all provincial officers, so that the knowledge is all in their hands and every time a recommendation comes

here we pass it as a matter of course, unless it is something that may involve several provinces, or involves the sort of problem where we might make representations to the province and point out certain difficulties. Usually, however, these regulations are passed at the request of the province without any question.

Mr. BARNETT: Mr. Chairman, I am interested in this question in part because the matter of the aboriginal rights of the Indian people are involved. Their resolution requests that the harvesting of oysters be continued under the same principle as that which has been applied to the harvesting of clams in the past by the Indian people. The regulations as proposed require, for example, the payment of a fee for a licence for the purposes of harvesting oysters and places restrictions, through that system, not only on the areas where oysters can be harvested but limits the time for which a permit will be issued to 30 days.

In addition, as I read them, the regulations require that any wild oysters harvested must be delivered to the holder of the registered oyster lease. There apparently is concern on the part of the Indian people involved that this is restricting what they have considered to be a normal activity on their part in respect of the harvesting of the products of the sea. I am given to understand that, generally speaking, one of the purposes of requiring that wild oysters harvested be delivered to the owner of an oyster lease is the sanitary control of the shellfish industry in British Columbia; in other words, to make sure that no polluted oysters go into the commercial market. Now I would like to ask if that is the understanding of the situation that the federal Department of Fisheries has.

● (10.15 a.m.)

Mr. OZERE: Yes, Mr. Chairman. We also have an agreement with the United States on this matter. Perhaps Mr. Dempsey could say what the situation is. What are the terms of this agreement with the United States?

Mr. H. V. DEMPSEY (*Director, Inspection Service, Department of Fisheries*): Well, Mr. Chairman, there has been an agreement for several years between Canada and the United States for the registration of areas from which shellfish, oysters and clams are taken. This is because of certain public health problems which have arisen in the marketing of these items. With respect to the registration of a lease, a bed or a shipper, the purpose of this agreement between Canada and the United States is to provide each other twice monthly with the names of the firms in each country who are registered to handle approved shell stock, oysters or clams.

Mr. BARNETT: Mr. Chairman, I have not seen these regulations presented, but I would like to ask whether in fact the proposed regulations have been submitted to the federal department in the usual formal way and, if so, whether or not any federal action has been taken in regard to approval at the present time?

Mr. OZERE: Mr. Chairman, we will be glad to look this point up and provide you with the necessary information.

Mr. BARNETT: I would like to make one point, Mr. Chairman, if I may. In view of the particular question raised by the Kwawkwewlth Tribal Council,

which in my view does raise some bona fide questions about their aboriginal rights, the federal fisheries department should consult the Indian Affairs Branch in respect of this matter to see what steps might be taken to insure that every provision in any action is taken under the regulations. I believe some appropriate reservation of the rights of the Indian people to at least a fair share of licensing or opportunity for harvesting of these oysters should be reserved, and that the provincial authorities should be made aware of our interests here in this connection.

I might say that in my view this may be an area in which the Indian Affairs Branch could become active through the recently proposed development fund plan announced by the Superintendent General of Indian Affairs. I would not like to see any formal approval given to these regulations, at least until there is an opportunity for this matter to be considered not only by our federal Department of Fisheries, but by our Indian Affairs Branch, with a view to protecting the legitimate rights of the Indian people in respect of this kind of harvesting.

The CHAIRMAN: I think you have made your point, Mr. Barnett, and I think this takes care of the matter in so far as we can proceed in Committee with the officers of the department.

Are there any other questions arising out of Vote No. 5? Are there any questions from the eastern seaboard members of the Committee? Mr. Bower.

Mr. BOWER: Mr. Chairman, under the item "International Commission for Northwest Atlantic Fisheries", is Russia a party to that?

Mr. OZERE: Yes, Mr. Chairman, they are.

Mr. Bower: In the course of meetings I believe the president of the fisheries council intimated, reasonably, that the Russians did not hold to mesh sizes too well. What sort of control do we have to see that the international agreements are carried out?

The CHAIRMAN: Mr. Ozere, can you deal with that question?

Mr. OZERE: Yes, Mr. Chairman. This is a rather involved question and we have no proof that Russia or any of the other countries that are members of ICNAF are not complying with regulations as to mesh size. However, there is this difficulty, that the regulations that are accepted by each country are enforced by the country on their own vessels. That is, we have no international control, but for several years now attempts are being made to establish some form of international control so that vessels of other countries can perhaps be subjected to inspection by some sort of patrols established by agreement with the countries involved. So far nothing has been developed, but at the next meeting of the International Northwest Atlantic Fisheries Commission, which is taking place in Madrid next month, this question will again be discussed.

At the present time we only know about our own vessels and we have no reason to think that other countries are not enforcing the regulations on their own vessels.

Mr. BOWER: Mr. Chairman, I have one other point. I believe it was also brought out that in one area, and I think it was off the Saint Pierre bank, the haddock population was completely decimated by an intensive campaign. I do

not remember now which country was responsible for this, but the upshot was that there was no more haddock fishing in that area. Is there any system of control to avoid such action?

Mr. OZERE: Well, the regulations prescribing the mesh size apply to haddock as well as to other ground fish like cod.

Mr. BOWER: What I had in mind more was whether, in specified areas, there is any control system to avoid vessels from a country going in and just overfishing a single area such as the case I mentioned, the Saint Pierre bank?

Mr. OZERE: So far there has been nothing except the regulations prescribing the size of the mesh or nets. This is the only type of regulation we have had so far. Now it may be that in the future there will certainly be a necessity for some additional kind of control.

Mr. BOWER: Thank you.

Mr. KEAYS: Mr. Chairman, under fish management I would like to know if the seagull is having any disastrous effects on our fisheries on the east coast?

The CHAIRMAN: Mr. Ozere, have you a seagull specialist here this morning?

Mr. OZERE: I do not believe so. The estimates have been passed and most of the scientists from the research board are out and others are in British Columbia.

Mr. KEAYS: Mr. Chairman, this matter was brought to my attention by an article in the paper this morning where it says that up in Nantucket Island they are dropping smelt treated with birth control agents which destroy the embryos and all gull eggs. I am wondering if we are planning this for the east coast of Canada also.

The CHAIRMAN: Are we coming to family planning? This is a matter that is before the Health and Welfare Committee, Mr. Keays.

Are there any further questions on Vote No. 5? Let us clean up these Atlantic questions and then we will come back to this again. Are there any further Atlantic questions on this?

Mr. HOWARD: I would like to make an inquiry about the fishermen's indemnity plan. On the 11th of January there was a press release from the department under the name of the Minister announcing an extension on a one-year experimental basis of the indemnity plan to cover certain types of fishing gear—what is called here fixed fishing gear and shore installations—and the Minister said; and I quote now from the press release:

The insurance would be available on and after February 1 to fishermen of the Atlantic coast provinces and British Columbia.

I have read through both the press release and the regulations attached to it, which are called fixed fishing gear and shore installations indemnity regulations. With respect to the types of things which would be insurable, the interpretation section says that (1) fixed gear means any of a cod trap, herring trap, herring weir, mackerel trap and salmon trap and includes any similar type of fish catching or fish holding trap but does not include a lobster trap. It also goes on to say that a fisherman means a person who carries on fishing operations involving the use of fixed gear or a shore installation, or a member

of the immediate family of such person. Miscellaneous equipment, which is another class of equipment that is insurable, is also listed, including fishing gear, lobster traps, non-powered boats and powered fishing vessels that have an appraised value of less than \$250, but does not include automotive vehicles.

What I want to pose to someone and get an answer to, if I can, is to what extent is this applicable in British Columbia? I do not think we use salmon traps or herring weirs or any of this type of equipment, and we do not fish from shore installations.

Mr. OZERE: That is true, sir. It would not apply very much to British Columbia because of the fact that they do not use fixed shore equipment.

Mr. HOWARD: Well, could I establish to what extent it may be applicable in British Columbia, if at all? To my way of reading it, it really does not apply except with respect perhaps to net loft, salting sheds and boat repair sheds. However, these do not appear to apply very much to British Columbia either because these installations are usually installations provided by the fishing company to whom the fellow sells his fish or, in other cases like the harbour board in Vancouver, are provided by the harbour board in Falls Creek.

Mr. OZERE: Mr. Chairman, I cannot think offhand about any equipment to which it might apply unless it would be some purse seines that were stored in shore installations.

Mr. HOWARD: Perhaps I was thinking in terms of not only purse seines, but other gear too that might be stored. In any event the effect of it is that it does not particularly apply to British Columbia; this is the point I wanted to get at. I wanted to have it cleared up, if I could, because when the press release was announced I received two or three letters from people at home asking, "How does this apply; can we bring crab traps in under this regulation now?"—apparently not.

Mr. BARNETT: Mr. Chairman, in an effort to be helpful both to Mr. Howard and Dr. Ozere, perhaps I could ask if this would apply to Indian smoke houses for salmon and eulachon?

Mr. HOWARD: In answer to that, perhaps I can read from the regulations for Mr. Barnett's edification:

Shore installation means any building having four walls and a roof situated on land, wharf or secure float customarily used by a fisherman in his fishing enterprise, and includes such a building as a boathouse, boat repair shed, fish holding shed, fish salting shed or net loft.

And then the definition of a fisherman further back indicates it is a person who carries on fishing operations involving the use of fixed gear or a shore installation. Now they do not catch eulachon by fixed gear or shore installations.

The CHAIRMAN: Well, Mr. Barnett, it sounds as though smoke houses are in. Are there any other questions under Vote No. 5?

Mr. BARNETT: Mr. Chairman, I have one or two questions I would like to ask concerning the personnel of the Department of Fisheries. I think some reference was made to this earlier in our study principally of people who operate in British Columbia as seasonal patrolmen. My understanding of the

situation is that in many cases people who have been employed in this capacity very often provide their own boat under charter, as part of the arrangement with the department; they have been practical fishermen with considerable experience and therefore people who are perhaps getting on somewhat in years.

I have had some objections raised to me on the question of compulsory retirement age of these people. The understanding I had was that at one time this was not particularly considered in relation to these particular seasonal employees of the department as long as they were considered to be competent to carry on their work, but that a policy was introduced, or was going to be introduced in this respect. It is some little time ago now that this matter was brought to my attention, but we have not had this kind of opportunity for some time. I wanted to inquire whether in fact the compulsory retirement at age 65 was being enforced by the department and, if so, what were the reasons.

Mr. OZERE: Mr. Chairman, perhaps I can call on Mr. Young to speak to this.

Mr. E. B. YOUNG (*Assistant Director, Conservation and Development Service, Department of Fisheries*): Mr. Chairman, the compulsory retirement age is a semi-compulsory matter, I believe, and it applies to people who are in non-certified positions. It has generally been the policy within the department that whenever possible a person will be selected for a position such as this at an age lower than 65. One of the reasons for this is that the personnel employed as patrolmen—and I think they are now all called patrolmen in British Columbia—are also required to assist in spawning ground surveys and other work of a strenuous nature which is difficult for a person of an advanced age to do.

On the other hand, there are areas in British Columbia where we do need people to work with a vessel at the mouth of a stream to maintain a constant watch. In this instance the age factor is perhaps not as important, although I believe even there the policy is, where possible, to employ people who are under 65 years of age. There are instances where this is not possible, but this is the general policy which has been followed.

Mr. BARNETT: Mr. Chairman, Mr. Young made reference to employing people at an age younger than 65. Perhaps I could explore the question I was asking a bit further. Does this mean that any person who has been employed at age 60 or 55, that when they reach age 65 they are no longer considered for re-engagement? I am thinking now of a person who may have had a number of seasons of experience in this work. The question I was really getting at is: Does this mean that more or less automatically on reaching the age of 65 they are no longer considered for re-engagement for another season?

Mr. YOUNG: The normal policy, Mr. Chairman, is this is so where younger men are available for employment in this capacity.

Mr. BARNETT: I have one other question in this connection, Mr. Chairman. I am sure the officers of the department appreciate that these people are not only employees of the fisheries department, but also constituents of members and that we have reason to be as much concerned about their situation as any other of our constituents. I might say that in my opinion this applies to the full time people in the field as well. I would like to know whether it is normal practice that when there has been a salary review as far as the classified positions in the department are concerned, the rates for the seasonal patrolmen are also

reviewed. I was also wondering whether revisions of the rates in respect of remuneration for their work, as well as the rates for boat charters, are reviewed and changed in line with the general revision of the rates within the department?

Mr. YOUNG: Mr. Chairman, in this respect, with persons who are not under the classified civil service, or public service, the rates are based on labour rates in the area. These rates are recommended by the Department of Labour and approved by Treasury Board. This is not done in conjunction with civil service salary changes—at least this is my understanding of it—it is done in conjunction with changes in wage rates for comparable types of labour within the area of the country involved. These reviews are made at intervals and certainly it is my understanding that they are made yearly.

The charter rates for the boats that these patrolmen use are defined by the department and approved in Ottawa, but they are on the basis of comparable charter rates for similar craft in the area involved, and these are also reviewed from time to time and they have been changed from time to time.

The CHAIRMAN: Mr. Barnett, we have three other gentlemen here this morning who want to ask questions, and in the interest of making progress on Vote No. 5, I hope we are coming to the end of your series of questions so that we may give others the same opportunity.

Mr. BARNETT: I have two other questions on this particular point, Mr. Chairman, and I would be very happy to terminate it at that point.

The CHAIRMAN: Thank you.

Mr. BARNETT: Mr. Young made reference to the application of the prevailing rate principle. This is the first reference I have heard to it. This may be information that one should seek from the Department of Labour, but I find it difficult to understand what terms of reference could be used in the application of the prevailing rate principle to this particular type of employment, because I cannot think of any other field of employment that could be considered comparable. I wonder if perhaps I could, in view of the fact that it does concern the fisheries department employees, get some more detailed information sent to me with respect to what methods the Department of Labour uses in making a survey in reference to these particular employees. Could this be secured for me through the Department of Fisheries?

Mr. YOUNG: I should think this could be provided, Mr. Chairman. I could not give an answer offhand with regard to what comparable rates are used for the west coast, but this is information which I am sure we can obtain for Mr. Barnett.

Mr. BARNETT: I have just one other question, Mr. Chairman. Reference was made to the use of these employees in stream survey and clearance work. I may say that from time to time I have talked to people in the field who were engaged in seasonal patrol work and they expressed some dissatisfaction to me because they were not allowed to do enough of this sort of work. In other words, they felt there was opportunity for useful work to be done in this field, but under the terms of their engagement they were not being allowed to do it either because of the shortness of the period for which they were engaged or for other

reasons. I would like to know whether this restriction is sort of a general policy in regard to this subject or whether the departmental fund made available for this work has been too restricted to allow this kind of activity on a larger scale than has taken place?

I ask this question because I found that some of these people, who have had long experience as active fishermen and have done other work with the department, were vitally interested in the conservation of the salmon runs and they felt there were opportunities to save and conserve fish which were not being utilized because of the restrictions on their engagement.

Mr. YOUNG: Mr. Chairman, these are matters of local administration of which we do not have detailed knowledge in Ottawa at all times. There may be the explanation that in some areas it is necessary to use these patrolmen solely for protection work or at least mainly for protection work and that this is absolutely necessary at the time the stream survey work is going on and it is impossible to use them. It is a matter of local day to day employment of the personnel involved, and this is largely left to the west coast regional director and his staff.

● (10.45 a.m.)

The CHAIRMAN: Thank you very much, Mr. Young.

I have the names of Mr. Crossman, Mr. Béchard and Mr. Carter, and we will call Mr. Crossman first.

Mr. CROSSMAN: Mr. Chairman, the fishery prices support that administration. I notice that in 1965-66 \$58,000 was paid in salaries and wages and in 1966-67 \$41,000. Does this mean a diminution in staff and what would be the reason for this?

The CHAIRMAN: Would you identify the page this is on?

Mr. CROSSMAN: Page 150.

The CHAIRMAN: Page 150, thank you. Fisheries Prices Support Act. Mr. Ozere?

Mr. OZERE: At one time, Mr. Chairman, the chairman of the fisheries prices support board was paid out of this appropriation, but now the chairman has moved into a classified position in this Department, and I think this accounts for the difference.

Mr. CROSSMAN: In 1965-66 it was \$58,000 and in 1966-67, \$41,000. So that would be less money.

Mr. CARTER: My question follows along the line pursued by Mr. Barnett. I do not know which item he was discussing it under, but it has to do with river guardians. I would like to know how they assess the needs for guardians, whether they are operating under a fixed budget in each province or whether it is possible to get additional guardians when necessary. I would like to know the procedure under which they assess the requirements, because I have had a number of requests in this respect in my own riding and I have been told that they cannot be provided because there is no money. We are opening up the whole province with roads and, of course, more and more rivers are becoming accessible and more and more people are finding leisure times to fish out of

these rivers. This makes it impossible now for some guardians to effectively patrol the used areas under their jurisdiction and there is need for guardians and assistant guardians on rivers which have not had patrols before. I was wondering if Mr. Young could tell us how to meet that situation.

Mr. YOUNG: Well, Mr. Chairman, Mr. Carter is certainly right in the expansion, shall we say, of accessibility to various fishing areas. This is recognized and each year the regional director in Newfoundland and the regional directors in other areas request in their estimates a greater number of fishery guardians, fishery officers, fishery wardens, the various types of protective staff. These come in in the estimates from the area and are reviewed at the Ottawa headquarters and we then have a review with the Treasury Board staff. At this time a general policy is laid down to us with regard to what sort of an increase we will be permitted in any of these categories. For instance, in the case of fishery guardians, we are told that last year we had a certain number of man years in the Newfoundland area and a certain number of man years in the Maritimes area. In the case of British Columbia it is patrolmen, and there again it is the number of man years; it is based on the total number of man years. We plead for an increase in this and we are told that we may have an increase of a certain number of man years, which is normally fewer man years than would be necessary to meet all the requests that have come in from the various regions.

When we find out by how much we have to reduce these requests in the areas, we then have to pass them back to the areas for review. It is then a matter of assessing priorities on new positions in accordance with the number of additional man years which we can put in. This is pretty generally done in the area office, or the regional office, because they are the people who know the local geography best.

It is a fact that we do not manage to increase the budget for guardians perhaps as much as we would like. Therefore, we have to provide for enforcements on these rivers in the best way we can with whatever new guardians we can get out of the number of man years allotted to us in excess of what we had the previous year, and also make the best use possible of our permanent fishery officers and the permanent and seasonal fishery wardens.

Mr. CARTER: Just one more question on that point. In regard to a fishery guardian, which I understand is the lowest rank amongst this whole seasonal staff, does that same procedure apply to the one above him, the one who is responsible for a number of patrol areas or river guardians?

Mr. YOUNG: Yes, Mr. Chairman, it does with a slightly different aspect. Eventually it gets down to government policy with respect to how many man years we may increase the protection service in terms of wardens and fishery officers. After we determine the increase in the number of man years which we may make, we have to make a selection with regard to where we are going to place these additional positions. Once again I think in every area of this department, and probably most other departments, the increases never seem to be as much as we need.

Mr. CARTER: My first question had to do with patrol boats which applies to all boats operated by the department. I am not sure whether they are in order under this vote; you will have to decide that Mr. Chairman. However, what I

want to find out is whether the Canada Labour (Standards) Code is being applied to these ships, and are extra crews being taken on to enable the provisions of this code to be carried out on ships operated by the Department of Fisheries?

Mr. YOUNG: Mr. Chairman, I think I can answer that simply by saying that we are aware of the provisions of the Canada Labour (Standards) Code and are in the process of putting these provisions into effect on the ships.

Mr. CARTER: Does that involve having extra crews, double shift crews, or just extra members on a ship so that no member of the crew will work more than 40 hours a week? I would like to know the guideline which you are following to carry out that policy.

Mr. YOUNG: Mr. Chairman, these have to be examined in each region. I do not think we have determined exactly how we are going to manage this on the Atlantic. Some years ago we went into the matter of relief crews on the Pacific. We are examining the whole situation on the Atlantic, but the guidelines have not yet been drawn up.

The CHAIRMAN: Thank you very much. Shall Vote No. 5 carry?

Mr. HOWARD: I wonder if we can ask, perhaps, for a subsequent meeting in order to get an analysis of what has happened. Can we get some information with respect to the manner in which the Fisheries Prices Support Act was used or applied last year, which was a pretty bad fishing year all the way around? What I want to do subsequently is to try to argue that the Fisheries Prices Support Act should be revised to operate on a different basis than it does now. If we can get some information of that sort in reportorial form with respect to the operation of the act, I think this would be helpful.

The CHAIRMAN: As you were speaking, Mr. Howard, I was just trying to find out what vote it came under.

Mr. HOWARD: The administration of it comes under Vote No. 5. I think it was Mr. Keays, if I am not mistaken, who asked about it a while ago.

Mr. OZERE: Mr. Chairman, we will have Mr. McArthur at the next sitting, who is the chairman of the Prices Support Board, and perhaps he will be able to give you the necessary information on that question.

Mr. HOWARD: Well, you can pass on to Mr. McArthur the information which I desire and then this will be followed up.

The CHAIRMAN: Shall Vote No. 5 carry?

Mr. HOWARD: Well, if it carries I hope it does not prevent me from raising the matter of the operations of the Fisheries Prices Support Act at a subsequent meeting.

The CHAIRMAN: If Mr. McArthur is going to be here we will plan it that way. We will see that he is heard because I think we are all interested in this matter.

Can we consider that Vote No. 5 carries?

Item agreed to.

The CHAIRMAN: It is now five minutes to eleven and I think before attacking Vote No. 10 I would like to have a consensus from the Committee with regard to how we should proceed.

I think we will want to write some suggestions into the report regarding many of the interesting things we have been dealing with during the course of this Committee. I believe it might be a good idea to look at a draft of the report before we finally call the Minister. With this in mind, we might look at a draft of the subjects we want to report on, hold an in camera meeting on that draft and then decide what the general shape of the report should be. When we have looked at the draft, I am sure it will suggest some questions to us with which we will want to deal with the Minister when we call him for Vote No. 1, and then we could finally tidy up our report and submit it. I am suggesting this procedure to you at this moment with a view to having the thoughts of the Committee before we break up within the next few minutes.

Mr. CARTER: Mr. Chairman, may I suggest that we have a drafting committee who might make a draft report.

The CHAIRMAN: I think a drafting committee is not generally the way one proceeds. I have been around to see most of the members on all sides of this Committee to determine what their interests are and to get a balance of interest in respect of the report. Perhaps the quickest way to proceed would be for me to prepare a rough draft, call an in camera meeting and then we could discuss the draft at that time to find out what else needed to be put in it.

Mr. HOWARD: Mr. Chairman, with all due respect to your abilities as a draftsman—

The CHAIRMAN: Oh, I think they are considerable.

Mr. HOWARD: I know this is recognized, otherwise you would not be the Chairman of a Committee. I wonder if I could pose a question to you, and I only make this suggestion because of the experience that we had—I do not think many of the members here were on that committee—with a joint committee that met a few years ago on Indian Affairs, which extended over a period of some three years. I believe the drafting of that report was approached in a little different way in that each person who had some idea of the subject matter, which they thought should be included in the report and dealt with, offered it. These were set down in tabular form and the steering committee then met and divided them up on the basis of subject matter, area of interest, geographic locale and the like. Each member of the steering committee had the responsibility for drafting a section of the report with appropriate recommendations, as he saw them, with regard to the subject matters which were sort of assigned to him. The steering committee then met and tried to meld all of these thoughts together and eventually came up with a consolidated report which was found to be quite a pleasant way to do it. I think Mr. Stefanson was on the committee too.

Mr. TUCKER: Mr. Chairman, I suggest that you go ahead and prepare a rough draft and then present it to the steering committee before coming to us.

The CHAIRMAN: I think I have heard enough suggestions here to get a pretty good idea on how to proceed. I have listened very carefully and I am

sure I can incorporate some of your suggestions, Mr. Howard. I think perhaps there should be a meeting of the steering committee before we meet again. The committee on Public Accounts are about to throw us out of here and unless there are any further questions, we will rise.

Thank you.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

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LÉON-J. RAYMOND,
The Clerk of the House.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE
ON

FISHERIES

Chairman: Mr. GRANT DEACHMAN

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 11

THURSDAY, MAY 26, 1966

Main Estimates (1966-67) of the
Department of Fisheries

WITNESSES:

The Honourable H.-J. Robichaud, Minister of Fisheries, and Dr.
A. W. H. Needler, Deputy Minister of Fisheries.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

STANDING COMMITTEE
ON
FISHERIES

STANDING COMMITTEE ON FISHERIES

Chairman: Mr. Grant Deachman

Vice-Chairman: Mr. G. Blouin

and

- | | | |
|-----------------|-------------------------|-------------------------|
| *Mr. Barnett, | Mr. Crossman, | Mr. McLean (Charlotte), |
| Mr. Basford, | Mr. Crouse, | Mr. McQuaid, |
| Mr. Béchard, | Mr. Granger, | Mr. McWilliam, |
| Mr. Bower, | Mr. Howard, | Mr. Nowlan, |
| Mr. Carter, | Mr. Keays, | Mr. O'Keefe, |
| Mr. Cashin, | Mr. LeBlanc (Rimouski), | Mr. Patterson, |
| Mr. Chatterton, | Mr. MacLean (Queens), | Mr. Stefanson, |
| | | Mr. Tucker—(24). |

J. H. Bennett.
Clerk of the Committee.

*Replaced by Mr. Mather on May 25, 1966.

WITNESSES:

The Honourable H.-J. Robichaud, Minister of Fisheries, and Dr.
A. W. H. Needler, Deputy Minister of Fisheries.

MINUTE ORDER OF REFERENCE

WEDNESDAY, May 25, 1966.

Ordered,—That the name of Mr. Mather be substituted for that of Mr. Barnett on the Standing Committee on Fisheries.

Attest.

LÉON-J. RAYMOND,
The Clerk of the House.

Members present: Messrs. Mulroney, Hogg, Cross, Deschamps, Gagnon, Poirier, Mather, Patterson, Tackler (19).

In attendance: The Honourable H. J. Robichaud, Minister of Fisheries; and from the Department of Fisheries, Dr. A. W. H. Seeley, Deputy Minister; Mr. S. V. Ozere, Assistant Deputy Minister (operational); and departmental officials.

The Chairman read the Second Report of the Subcommittee on Agenda and Procedure.

The Subcommittee on Agenda and Procedure met on May 24, 1966. Messrs. Barnett, Gagnon, Cross, Deschamps and Patterson attended.

Matters respecting the drafting of the First Report were discussed and the Subcommittee unanimously agreed that this report should refer to:

- (1) The encroachment of foreign fishing fleets.
- (2) Fisheries Research, especially in the fields of salmon and lobster culture and the scale and long range programming of research expenditures.
- (3) Pollution.
- (4) Policing of fisheries subsidy programs to ensure maximum benefit to Canadians.

It was agreed that a rough draft of the report should be available to the Subcommittee members for Thursday, May 25, 1966.

The Subcommittee also agreed to proceed with the remaining Items on Fisheries Management and Development (Items 14, 15 and 16) on Thursday, May 26, 1966 and if possible report to Item 1—Departmental Administration and examine the Minister of Fisheries on the recent Seattle negotiations with the United States respecting salmon fishing, at the Thursday meeting.

On motion of Mr. Carter, seconded by Mr. Deschamps, the Second Report of the Subcommittee on Agenda and Procedure was agreed to.

MINUTES OF PROCEEDINGS

THURSDAY, May 26, 1966.

(12)

The Standing Committee on Fisheries met this day at 11:08 a.m. The Chairman, Mr. Deachman presided.

Members present: Messrs. Béchard, Bower, Carter, Cashin, Chatterton, Crouse, Deachman, Granger, Howard, Mather, McWilliam, Nowlan, O'Keefe, Patterson, Tucker (15).

In attendance: The Honourable H.-J. Robichaud, Minister of Fisheries; and *from the Department of Fisheries:* Dr. A. W. H. Needler, Deputy Minister; Mr. S. V. Ozere, Assistant Deputy Minister (International); and departmental officials.

The Chairman read the *Second Report of the Subcommittee on Agenda and Procedure:*

"The Subcommittee on Agenda and Procedure met on May 24, 1966. Messrs. Barnett, Cashin, Crouse, Deachman and Patterson attended.

Matters respecting the drafting of the First Report were discussed and the Subcommittee unanimously agreed that this report should refer to:

- (1) The encroachment of foreign fishing fleets.
- (2) Fisheries Research, especially in the fields of salmon and lobster culture and the scale and long range programming of research expenditures.
- (3) Pollution.
- (4) Policing of fisheries subsidy programs to ensure maximum benefit to Canadians.

It was agreed that a rough draft of the report should be available to the Subcommittee members for Thursday, May 26, 1966.

The Subcommittee also agreed to proceed with the remaining Items on Fisheries Management and Development (Items 10, 15 and (S)) on Thursday, May 26, 1966 and if possible revert to *Item 1—Departmental Administration* and examine the Minister of Fisheries on the recent Seattle negotiations with the United States respecting salmon fishing, at the Thursday meeting."

On motion of Mr. Carter, seconded by Mr. Béchard, the Second Report of the Subcommittee on Agenda and Procedure was agreed to.

Item 10—Fisheries Management and Development—Construction or Acquisition of Buildings was called and Mr. Howard suggested that in view of the urgency and importance of the negotiations between the Canadian and United States Governments in Seattle on the Salmon Fisheries that the Committee call the Minister of Fisheries first.

Discussion arising thereon, on motion of Mr. O'Keefe, seconded by Mr. Howard, that the Committee revert to *Item 1—General Administration* and call on the Minister of Fisheries.

The question being put, it was resolved in the affirmative. YEAS 9, NAYS 2.

The Committee reverted to *Item 1* and the Minister of Fisheries, the Honourable H.-J. Robichaud addressed the Committee on the Seattle negotiations and was questioned, assisted by Dr. A. W. H. Needler, Deputy Minister of Fisheries.

On motion of Mr. O'Keefe, seconded by Mr. Chatterton, that the Committee seek permission to reduce its quorum to 9 members, was withdrawn by unanimous consent.

At 12:30 p.m., the Committee adjourned to the call of the Chair.

J. H. Bennett,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

THURSDAY, May 26, 1966.

The CHAIRMAN: Gentlemen, I will begin by reading the short report of the steering committee, which was held on Tuesday. Matters respecting the drafting of the first report were discussed and the subcommittee unanimously agreed that this report should refer first to the encroachment of foreign fishing fleets; second, fisheries research, especially in the fields of salmon and lobster culture and the scale and long range programming of research expenditures; third, pollution; fourth, policing of fisheries subsidy programs to ensure maximum benefit to Canadians.

These are the four main areas around which the fisheries feel the report of the Fisheries Committee should be written, according to the recommendations of the subcommittee. This does not mean that it cannot contain other material as well but we are attempting to get a report which is drafted around those four main headings. It was agreed that a rough draft of the fourth report should be available to subcommittee members for Thursday, May 26. The subcommittee also agreed that we should try to proceed with the remaining items on Fisheries Management and Development; that is, votes 10 and 15 and S on Thursday May 26, today, and at the Thursday meeting, if possible revert to item 1, Departmental Administration and examine the Minister of Fisheries on recent Seattle negotiations with the United States respecting salmon fishing.

Now, if there are no questions in respect of the minutes of the steering committee, I will call for the adoption of the steering committee report.

Mr. CARTER: I so move.

Mr. BÉCHARD: I second the motion.

The CHAIRMAN: Those in favour?

Mr. HOWARD: Quite frankly, I do not think that we can adopt the minutes of another group unless they contain a recommendation for endorsement of something.

The CHAIRMAN: It seems to me, Mr. Howard—and I stand to be corrected on this because I am certainly not an expert on procedure—that, in the past, committees have appointed their steering committee, which is a subcommittee of the main committee, to make a recommendation to the general body on how it should proceed. If the general committee then approves that as a method of procedure, then those minutes are approved or received by vote and that constitutes the agenda for the proceeding of the general committee. Is this not the way it should go?

Mr. HOWARD: This is precisely what I was saying, that if this is a committee recommendation, then we endorse it, but I may have misunderstood you. I thought you asked us to adopt the minutes of the steering committee, which we can not do, because they are the property of the steering committee.

The CHAIRMAN: I see what you mean. In other words, what we need to do is to rephrase the question being put, which should be that we adopt the recommendations of the steering committee.

Mr. HOWARD: That is correct.

Mr. NOWLAN: Will you give us those four headings again, Mr. Chairman?

The CHAIRMAN: I will review the four headings again. The encroachment of foreign fishing fleets. That is both on the east and the west coast; it covers a broad range of subjects. We are in the process of writing this now and you will find all the material that we are referring to here is now contained quite voluminously in our report. Two, fisheries research; this arises out of our long examination of the Fisheries Research Council and other questions, especially in the fields of salmon and lobster culture and the scale and long range programming of research expenditures. That covers a broad range of research. Third, pollution, and you will remember we had a long session running into another session—a very profitable one—on the subject of pollution and dealt very widely with this subject. Four, the policing of fisheries subsidy programs to ensure maximum benefit to Canadians. Members will recall the case of the *Golden Scarab*—that is a magnificent title; it sounds like a murder story—and also the discussions surrounding that, in which Canadians did not seem to be benefiting by any means as much as they should out of a Canadian subsidized program.

Mr. CARTER: Can I ask, Mr. Chairman, if one of these four headings includes conservation and international agreements connected with conservation?

The CHAIRMAN: Mr. Carter, I think you will find conservation is certainly dealt with under the subject of encroachment of foreign fishing fleets, because this involves the whole subject of the conservation of the fishing resource. Conservation again crops up under the subject of Fisheries Research, which is heading number two, and certainly conservation is dealt with under the subject of pollution. Therefore, I think the whole report, with the exception of number four, which is the policing of subsidized programs, is one surrounding the field of conservation.

Mr. BOWER: I take it then, Mr. Chairman, that encroachment of foreign fishing fleets will include the question of supervision and control offshore, on the offshore banks.

The CHAIRMAN: Mr. Bower, I already have a preliminary draft of that section, which includes the the references to fishing on George's Banks, to dragging, to net sizes and the problem of violations of net sizes, to the problem of offshore lobster fishing, and covers that whole area.

Mr. MATHER: Maybe we could have a vote to approve this.

The CHAIRMAN: Are we all set to adopt the recommendation?

Motion agreed to.

The CHAIRMAN: Gentlemen, we will now accordingly proceed to Item No. 10. We have now succeeded in covering Vote 5, Vote 20, Vote 25 and we are proceeding to No. 10. Our hope this morning is that we will be able to deal with No. 10; I hope with No. 15 and, as quickly as possible, we will revert to No. 1 and hear the Minister because we have a subject of some considerable interest this morning and the Minister has been recalled for this purpose. On vote No. 10, Mr. Howard.

DEPARTMENT OF FISHERIES

Fisheries Management and Development

10. Construction or Acquisition of Buildings, Works, Land and Equipment, including acquisition of land for the International Pacific Salmon Fisheries Commission, as required by Article VIII of the Convention, \$4,822,000.

Mr. HOWARD: I do not particularly want to say anything at this time on vote No. 10. Maybe I did not follow clearly what you read out concerning the Committee's activities, but it would seem to me, in view of the fact that the Minister and Dr. Needler are here and that Dr. Needler, along with others, was at the talks in Seattle; the urgency of that situation in the light of the opening of the salmon season, particularly in the northern area; the breakdown of the discussions and what followed, that the Committee might be well advised to deal with Item 1. Because I do not say that this will happen we could very easily spend the morning dealing with items under vote 10, and this other matter, which is extremely important, would be put off again. I would urge this course.

● (11.15 a.m.)

The CHAIRMAN: Mr. Howard, when we took up this question in the steering committee, and this was reviewed carefully there, the question was put and discussed concerning whether or not we had sufficiently covered the details of the estimates to make good progress with votes 10 and 15 and come to the Minister this morning. There was a full representation of the steering committee at that meeting, and the feeling was that there seemed to be little left that we needed to cover in votes 10 and 15; that we could get this off quickly and move to the examination of the Minister.

It was also remarked at the steering committee meeting that, if it became necessary to recall the Minister twice, we would schedule another meeting just as quickly as possible in order that we could have as much time with the Minister as was necessary. So, if on examination of the Minister this morning we exceed our time we will promptly call another meeting.

These were the thoughts of the steering committee and what was contained in that recommendation. There is a motion to hear the Minister and to set aside the proceedings on vote 10 and vote 15. Is that correct? And is it seconded over here? Those in favour of the motion.

Mr. CHATTERTON: Is this an amendment to the original motion?

The CHAIRMAN: This reverses the report we have just passed. Presumably the Committee can immediately reverse motions it has just passed if it agrees

to. We have a motion to hear the Minister now. We have a motion from Mr. O'Keefe. Mr. Howard has seconded that motion. All in favour. I will have to ask the Clerk to poll the Committee.

Mr. CARTER: I am a little confused, Mr. Chairman. I thought we just adopted the steering committee's report.

The CHAIRMAN: We have adopted the steering committee's report and the report recommends that we go ahead with vote 4 and vote 5. Having done that, we now have a motion put to reverse ourselves, in the next breath, and this is put by Mr. O'Keefe seconded by Mr. Howard, that we now hear the Minister.

Mr. CHATTERTON: If we do not pass this motion, what happens.

The CHAIRMAN: If we do not pass this motion, we will move to vote 10 and vote 15, and having dealt with votes 10 and 15, we will then proceed to vote 1 and hear the Minister.

Mr. CROUSE: If we vote to hear the Minister now this means that the desire of the steering committee to finish up the estimates will not be fulfilled and we will be required to call yet another meeting or two in order to deal with the rest of the votes. Is that a correct assumption?

The CHAIRMAN: Yes, that is a correct assumption. We would be delayed. I do not know how long we would be delayed, but we would be setting aside what I think was the hope of the steering committee that we were moving toward the conclusion of the detailed examination of estimates and the writing of the report.

Mr. HOWARD: Mr. Chairman, with respect, I think that is an incorrect assumption, because as I envisage it now, there are matters in both votes 10 and 15 that are important. I know that there are a couple of matters that I am concerned about. If we spend the morning with those, we are going to have another meeting to hear the Minister on this other important matter, anyhow. For my own part, I would be perfectly willing to waive at this juncture the items I wanted to raise under votes 10 and 15 now and dispense with them and pass votes 10 and 15 now, reserving the right to raise them when we get to vote No. 1. I do not care which way you do it but, to me it is imperative that we deal with the matter of these talks in Seattle, that broke down because the livelihood of our west coast fishermen is involved.

The CHAIRMAN: I quite agree, and this is why the Minister was recalled this morning, so we could deal with this at the earliest possible moment.

Mr. CHATTERTON: The only point in this motion is to hear the Minister sooner. That is the effect of it.

The CHAIRMAN: It also means that having heard the Minister on the subject of Seattle, we must now at the end of this session presumably revert to vote 5 and vote 10 at some further session and having reverted to vote 10 and vote 5 at some further session, beyond that recall the Minister on vote 1 again to complete the examination of vote 1. Now, I think, we all understand what we are doing. Mr. O'Keefe has put a motion that we hear the Minister now. Those in favour of hearing the Minister now, please indicate.

Mr. CHATTERTON: Did the steering committee know both the Minister and Deputy were going to be here?

The CHAIRMAN: Yes, sir, they have thoroughly considered this. Those who wish to hear the Minister now, please indicate. Would you have those counted please? Nine in favour; and two opposed.

Motion agreed to.

We will now revert to Item 1. I will re-open the examination of vote 1 by asking the Minister at this time if he cares to make a statement in respect of the recent negotiations in Seattle.

Hon. H.-J. ROBICHAUD (*Minister of Fisheries*): Mr. Chairman, I believe the best way to proceed would be first, if it is agreeable to the Committee, to refer to the question that was asked in the House on Tuesday by Mr. Howard. If there are no objections to this, I would refer to it and then, following my remarks regarding this question I would like to follow up the statement which I made in the House on May 20. I said at that time, in replying to a question from the member for Comox-Alberni, that the Canadian delegation had not yet returned to Ottawa and I wanted to discuss this problem with my Deputy Minister before making any further commitments. If it is agreeable to the Committee this is the way I intend to proceed.

First, referring to the question asked by Mr. Howard, he quoted in asking his question part of the statement which I made on May 20 when I was expressing government policy when I said, and I quote: "at the same time I wish to make clear that the Canadian government has no intention of authorizing salmon net fishing on the highseas." In the press release which was made at the close of the conference in Seattle, it was stated, and I quote: "At the close of the conference the Canadian delegation reserved the right for Canada to expand its fisheries seaward, where appropriate, in order to seek an equitable solution of the major problem of interception by fishermen of one country of salmon bound for the other which could not be resolved by attempts to reach agreement on the inward adjustment of salmon net fishing limits. Canada gave the assurance that unrestricted highseas fishing by Canadian fishermen would not be permitted and that due notice of changes in pertinent fishery regulations would be given to the United States."

I realize, that in checking the exact wording, Mr. Howard could have been justified to see probably a contradiction in both statements, but I want to make sure that there is no contradiction at all. My statement expressed in general what we consider to be government policy; that is, that Canadian government has no intention of authorizing salmon net fishing on the highseas. This would be against the position that we have adopted in the past and that we intend to retain, I hope, in the future.

In the statement made in Seattle in the press release, the Canadian delegation has given at this meeting the assurance that unrestricted highseas fishing by Canadian fishermen would not be permitted, and that due notice of changes in pertinent fishery regulations would be given to the United States. Now, we all know that the salmon net fishing, both on the south side of British Columbia and on the northern section, that is, the vicinity of Queen Charlotte

Islands, is presently covered by fisheries regulations. Under existing regulations our Canadian fishermen are prevented from setting salmon nets in the highseas, and this is exactly what was meant by this release.

We had no intention of unrestricted fishing by Canadian fishermen in the highseas and here, there might be some question of what is meant by the highseas. In this case, the delegation at the meeting, in Seattle was dealing with salmon net fishing controlled by existing regulations, where we were objecting to the fact that the American fishermen were authorized under existing regulations to fish at a much farther distance from the shore than our Canadian fishermen, on the British Columbia side.

I do not know how I could clarify the interpretation of what was said, but I am going to make it clear that there is no misunderstanding; that there is no contradictions; that both releases, although I had not seen the Seattle release at the time, were made with the same principle in mind; that it was not the intention of the Canadian government to authorize salmon net fishing on the highseas.

Furthermore, while I am on this subject, I would also like to clarify a statement or a declaration which appeared in *Time* magazine for May 27, where I am reported as follows:

“Rising in the Commons to announce that a conference had founded at that point, Fisheries Minister Hedard Robichaud talked retaliation.”

This I wish to deny. I never used the word “retaliation” and, furthermore, they had me in quotation as saying:

“We are prepared to extend seaward Canadian nets to protect our salmon.”

Now, I have here the statement I made to the House of Commons and no such declaration appears in the statement referred to. I want to clarify this because I think it is worth while to put the facts on the record.

Probably before I am questioned further, it might be proper if as I said earlier that I do follow up this statement as I said I would make following the return of Dr. Needler, who was head of our Canadian delegation at Seattle.

After the return of our officials from the discussions with the United States held in Seattle last week, I had discussed this matter with my colleague, the Secretary of State for External Affairs. The discussions in Seattle last week were concerned with certain seaward limits of fishing for salmon with nets, which were established by the government in 1957, on the basis of informal agreements between senior officials. I believe, Mr. Chairman, that it would be to our advantage and it would be proper to have this on the record of this Committee.

● (11.30 a.m.)

There was some doubt at that time as to the location of these limits off southeastern Alaska and when this was clarified the fear that the limits there were established on a different basis from the limits in British Columbia and along the United States coast south of the border. They were, in fact, farther off

shore in Alaska. These limits were discussed again in 1959 when our representatives pointed out that the Alaskan limits gave the United States a better opportunity to catch salmon bound for our rivers than if they had been established on the same basis as the limits along the British Columbia coast. At that time, Canada reserved the right to move our limits for salmon net fishing seawards where where appropriate.

In April of this year, at a meeting in Ottawa, our representatives insisted that these limits be re-negotiated and the meetings in Seattle were an attempt to reach an agreement on appropriate limits along both Canadian and United States coasts. Unfortunately, our representatives considered that the inward adjustments of the Alaskan lines proposed by the United States were not sufficient to move the inequity, as the new limits would still be less restrictive than corresponding limits in British Columbia and would not affect fisheries in Alaskan waters, which take considerable quantities of salmon bound for British Columbia rivers.

The Canadian proposal for more expansive inward adjustments of the limits on both sides of the border in order to minimize catches in each country of salmon bound for the other was not accepted by the United States. The Canadian representatives again reserved the rights for the government to expand Canadian net fisheries for salmon seawards where appropriate to achieve an equitable situation and probably this is where the word "unrestricted" was used, in order to qualify this position that was taken by the Canadian delegation at the time.

Under these circumstances we are determining the extent of Canadian fisheries in existence on any part of our Pacific coast in 1957 which were curtailed by the limits established at that time and also determining what provisions of seaward net fishing limits would make possible their reinstatement in the future. We do not expect, however, to be in a position to make any such revision in time for the 1966 salmon fishing season.

At the Seattle meeting our representatives agreed to plan and carry out a joint research program designed to give both governments more information on the movements and intermingling of salmon stock originating in Alaskan and Canadian rivers. We intend to move imaginatively in this direction by carrying out this year, in waters off northern British Columbia, some research fishing by government or chartered vessels with associated tagging of salmon. We hope that on the basis of fuller information we can arrive in the future at solutions which are equitable and mutually advantageous.

I wish to add, Mr. Chairman, that we are wasting no time. We have a proposal which we are submitting to the treasury board this afternoon asking for authorization funds needed to carry on this research program, which we intend to start immediately. This is the position, in detail, that we intend to take.

Now, to proceed—and I made it clear also in a statement that I made in the House—at once with substantial changes would not be in accordance with the position we have taken. What I said was that we reserve the right to extend Canadian fisheries seaward, where appropriate, to correct the inequitable

situation which exists under present conditions. I said we still believe that in the long run an adjustment would have been beneficial to both countries, that is, the adjustment that we proposed at the Seattle meeting. I stated in the House that we had agreed to initiate the research program which I have just mentioned, designed to give more information on the movement and intermingling of the stock. I also added, in the House, that while we recognized the problems that we were discussing were complex and difficult, we still believe that discussions must be resumed in the near future on the broader aspect of the subject we have been raising at these particular meetings.

Mr. CARTER: Mr. Chairman, in his preliminary statement the Minister made reference to the high seas. Now, this area referred to as "the high seas", is that outside our territorial waters?

Mr. ROBICHAUD: I do not think, I could, at this time, define exactly what interpretation can be given to "the high seas" because this is a matter which is presently under discussion, under the negotiations, with a number of countries, regarding the 12 mile fishing zone and the closing of certain bodies of water where we reserve certain rights. "The high seas" in general terms, in this case, was used to cover that area outside of the surf line.

Mr. CARTER: Outside the 12 mile limit, I presume. No, outside of the three mile limit.

Mr. ROBICHAUD: The surf line of the Alaska coast—I do not have any chart or map before me—is approximately three miles, while, on the Canadian side most of it is all within a mile or—probably less. In this case the term "high seas" which was used by the delegation at Seattle—and in the release—covered that area outside of the surf line.

Mr. CARTER: Outside of the three mile limit?

Mr. ROBICHAUD: Of the surf line.

Mr. CARTER: Oh, the surf line.

Mr. ROBICHAUD: There is no really definite limit.

Mr. CARTER: I am not quite clear what you mean by the term "surf line".

Mr. ROBICHAUD: Well, the surf line is the line which was agreed upon in the 1957 meeting to determine the distance from shore for the setting of salmon nets along the British Columbia coast. At that meeting it was definitely agreed upon, and it was also understood that a similar line would be established along the Alaskan coast but when the lines were established by the United States authorities along the Alaskan coast, they were extended to approximately three miles compared with less than one mile along the British Columbia coast.

Mr. CARTER: From the shore.

Mr. ROBICHAUD: Yes; from the shore. The nets are practically tied to the shore on the British Columbia side.

Mr. CARTER: Well, this controversy, then, has nothing to do with prohibiting Canadian fisherman, if they wish, to fish outside our 12 mile limit?

Mr. ROBICHAUD: No; it has nothing to do with the 12 mile limit, really.

Mr. HOWARD: Except we do not allow net fishing for salmon beyond this surf line which is well within the 12 mile limit. So, in other words, we cannot go out beyond 12 miles to net for salmon.

Mr. CARTER: Well, I do not know if there is any salmon out there—I am not familiar with it—but I am trying to get the picture of it. If there were salmon outside of the 12 mile limit there is nothing to prevent Canadian fishermen from going out there and getting them if they want to. Is that it?

Mr. ROBICHAUD: Yes, there is. I made it very clear in my statement in the House that we have no intention of authorizing salmon net fishing on the high seas. It is a principle which we have adopted, it is a principle for which we are fighting in the north Pacific treaty; that is we do not believe in salmon net fishing in the high seas.

Mr. CARTER: But it is not a principle that is recognized by the United States.

Mr. ROBICHAUD: Yes; it is recognized by the United States with reference to the North Pacific Treaty.

Mr. CARTER: Then the only controversy is whether it should be three miles or one mile?

Mr. ROBICHAUD: Well, yes, in general. This is, of course, the controversy which we have now in relation to existing surf line.

Mr. CROUSE: Mr. Chairman, would the Minister explain the regulations governing that surf line? I am personally not aware of what he means by this. Does this mean you can set a net in the surf where it breaks from the shore?

Mr. ROBICHAUD: No.

Mr. CROUSE: By what reasoning do you determine this surf line?

Mr. ROBICHAUD: Mr. Chairman, the "surf line" is an expression which is used marking the line outside of which no salmon net fishing would be authorized. In 1957 it was agreed with the United States, I believe, that the surf line along the British Columbia coast would be so close to the shore that it is all within one mile and, in most places, the nets are attached to the shore. The Americans, on the contrary, on the Alaska side, have adopted a surf line which brings those nets about three miles from the shore. Our objection is that it is not fair for them to fish such a distance from the shore because they are intercepting large quantities of salmon bound for Canadian rivers. So we are suggesting to them that they bring that line inward, closer to the shore, in line with what we are doing on the British Columbia side.

Mr. HOWARD: I am becoming more confused all the time about this regarding just what is the position of the government. It seems to me that what was announced, both in the House by the Minister on May 20 and announced in the press release that emanated from Vancouver, from the fisheries department on the same day, is not now what the Minister is saying.

The Minister has said on a number of occasions and the press statement said—if I could read from it—at the bottom of page 2:

Because of these differences the conference was unable to reach agreement on adjustment of the salmon net fishing lines in the northern area—

“Salmon net fishing lines” is what we commonly refer to as the surf line.

This led to an understanding that the countries would no longer be bound by the net fishing line agreements reached in 1957.

That seems clear enough that we said to the Americans—and they understood this too—that we would no longer be bound by that decision made in 1957. The press statement went on to say, and the Minister has said it a number of times—he reiterated it again today—that Canada reserves the right to extend its fisheries seawards. In other words, to go out beyond the salmon net fishing line or the surf line. One, there was an understanding that we were no longer bound by the agreement establishing these lines and, two, is reserving the right to move outward beyond these lines.

Whether we use the word “unrestricted” or not does not now matter because the question has been cleared up, I think, sufficiently well by the Minister’s definition of what was meant by the “high seas”—both in the press statement that emanated from Vancouver and the Minister’s statement in the House.

He now tells us that “high seas” in this context means the area beyond the salmon net fishing lines. So the Canadian government, on the one hand, said that these lines no longer exist. We have the understanding that the agreement we reached in 1957 with respect to those lines has disappeared; we reserve the right to move beyond them but we give the unequivocal assurance that “high seas”—by the Minister’s own definition, the area beyond the surf line or beyond the salmon net fishing line—is an area beyond which we will not permit salmon net fishing, which means we are going to preserve the surf line as it existed in 1957. Unless the Minister comes up with a different definition of what he meant by “high seas” this is the only conclusion we can come to.

Mr. ROBICHAUD: Mr. Chairman, again, maybe I have not expressed myself too clearly. The Canadian government policy certainly is not to authorize salmon net fishing on the high seas, but the exact definition of “high seas” could lead to confusion or misunderstanding.

It is true, as we have said in the release in Seattle, that this led to an understanding that a country would no longer be bound by the net fishing line agreement reached in 1957, and we have qualified this by reserving the right to reconsider our position. We have qualified this by reserving this right. Now, I have also said, a while ago, that we are not prepared to move today or tomorrow because we want to make a more definite study of the situation so that when we do make changes—if we do make such changes; as we have said, we have reserved the right to do it—we will know exactly what we are doing and for what purpose.

(11.45 a.m.)

Certain distances from the shore are bound by either Canadian or American waters. But, it may be where I am not clear is the interpretation given to "high seas". Now, if we use the words "high seas" as we understand it in the north Pacific treaty where we have taken a definite position and where we are fighting for certain principles, we know, under that treaty—and I am subject to correction if I am wrong—the term "high seas" is used for that body of water outside of the three-mile limit, which is now changed to the 12-mile fishing zone. But, in connection with this particular problem by regulations, we have accepted that a surf line would be—on the Canadian side, say "one mile"; (it may be much inside one mile, in fact it is in many cases closer to the shore).

What we are doing, notwithstanding the definition of the words "high seas", is reserving the right to further extend the surf line which we now have adopted under the 1957 regulations, on the British Columbia side.

Mr. HOWARD: If you extend it, then "high seas" will become that area beyond it.

Mr. ROBICHAUD: Exactly, because it is defined by definite regulations.

Mr. HOWARD: Well, is this correct, though, that if you do extend the surf line, then the area beyond the surf line will be considered high seas in so far as your statement—

Mr. ROBICHAUD: For the setting of salmon net fishing only. That is another thing, too.

Mr. HOWARD: All right, then. In other words, you are not talking about the high seas at all; what you are talking about is that you will not permit salmon net fishing beyond the surf line, whatever the surf line is. Wherever it is established.

Mr. ROBICHAUD: That is a correct interpretation.

Mr. HOWARD: Well, if that is the case, then all this gobbledegook about unrestricted and high seas fishing and assurances, and everything else, does not mean a thing. You are still reserving the right, and you are going to reserve it for this year. There will be no movement of the surf line this year. You just said that; you used the phrase that there was no time for a revision of the surf line for this particular coming salmon season, which means we are in the position this year, as we were last year, and the year before, and the year before that, dating back to 1957.

This is important to me for two reasons—and perhaps I could receive some information regarding this subject—because salmon runs are critical and some years are high runs and some years are low, depending upon the species. Could we get some indication from Dr. Needler perhaps, or someone else, on what it is expected to be this year, in so far as pink and sockeye salmon, homebound to Canadian waters, are concerned. Is it expected to be a good year or a low year?

Dr. A. W. H. NEEDLER (*Deputy Minister, Department of Fisheries*): Well, Mr. Chairman, predictions of the sizes of salmon runs, by any authority in existence, are not very reliable.

I think there is a two-year cycle in pink salmon and the pink salmon runs which were fished to such an extent in 1957 by the United States come back in 1965 and 1967. Now, if this behaviour of making themselves available to the Noyes Island fishery—the property of that run—they do not expect it this year. But I would think that this is likely to be influenced by oceanographic conditions, which also are not very readily predictable.

An hon. MEMBER: What about sockeye?

Mr. NEEDLER: There have been some sockeye bound for the Skeena intercepted in the Noyes Island area in both the years that were studied. Statistics indicate that there have been interceptions there every year, I must say this, with the timing of the daily catches and the correspondence of these timings with the timing of the Skeena river catches. There is no reason to believe that the opportunity to catch sockeye at Noyes Island this year would be above or below average.

The CHAIRMAN: May I interject with a question here, if I may. Do I understand that this matter concerns pinks almost exclusively or does it indeed affect the sockeye run equally?

Mr. HOWARD: Well, I do not know about equally, but perhaps Dr. Needler could answer that.

Mr. NEEDLER: Well, Mr. Chairman, the largest catches that were demonstrated were of pink salmon off the southeastern Alaska coast; the catches we thought would have been reduced if the salmon net fishing limits had been established there on the same basis as in British Columbia. They caught about 1.7 million pink salmon bound for Skeena in 1957.

Mr. CHATTERTON: What percentage is that of the total Skeena pink salmon run?

Mr. NEEDLER: I could not say offhand, but it is pretty substantial.

Mr. CHATTERTON: Maybe half.

Mr. NEEDLER: Not as much as half.

Mr. HOWARD: I wonder if I could make reference to this. According to the statistics it accounted for 60.5 per cent of the Alaskan catch; 60.5 per cent of it was pink salmon bound for Canada.

Mr. NEEDLER: The sockeye, Mr. Chairman, are, of course more valuable, but the numbers that have been intercepted in Alaska are, nevertheless, quite substantial.

Mr. CHATTERTON: Do the Americans admit the figures you have quoted there about the number of our Skeena pinks they are catching? Do they admit this or do they deny it?

Mr. NEEDLER: The Americans admit the estimates in that report for that particular year. As a matter of fact, the estimates that were made by the American calculators and ours are actually very close. But the Americans hold that 1957 was a very unusual year and not likely to recur, whereas the opinion of our scientists, including myself, is that while it may have been well above average there is no assurance that it will not recur and that similar conditions do, in fact, recur.

Mr. HOWARD: I would like to follow this up. I would like to thank Dr. Needler for providing me with another copy of the April, 1965, report on the Committee on Problems of Mutual Concern. If this is the title I think someone should change it. It is a long definition of what they were doing.

The CHAIRMAN: Mr. Howard, is that a federal government report? I wonder if you could give us the reference in full so that we have it in the minutes of proceedings.

Mr. HOWARD: Perhaps I could do it this way. As I understand it, following the disagreement in 1957 about the extent of the salmon net fishing or surf line, there was a committee established consisting of Canadian research people and United States research people who tagged salmon in the areas, to determine the extent of the catch by one country of salmon bound for the other. This is the report of that committee—there is a Canadian section and a United States section report of it. I obtained this from the Department of Fisheries and I presume it was published by that department. The full title is "Report of The Committee on Problems of Mutual Concern Related to the Conservation and Management of Salmon Stocks In Southeastern Alaska and Northern British Columbia," April 1965. If we are going to make extensive reference to it perhaps, in order to describe it, we could boil it down into a short word or so.

I wanted to ask this: Prior to this report being prepared and published, I understood extensive reasearch and tagging operations had taken place in this area, which led to the evaluation of the percentage of catch of one country by salmond bound for the other. I just wonder what is the emphasis that we should place on this report, in view of the fact that we are going to ask Treasury Board this afternoon to engage in another sort of research project?

Mr. NEEDLER: Mr. Chairman, the committee which prepared that report did not plan the tagging for that purpose. These were taggings which were carried out by ourselves and by the United States for more general conservation purposes and were not really designed to show the extent of intermingling of British Columbian and southeastern Alaskan salmon on the fishing grounds nor to define the quantities taken by each country of salmon bound for the other. They were designed for another purpose.

The research which is now planned as a joint program would be designed for this purpose and would give a fuller picture of the opportunity everywhere in northern British Columbia and southeastern Alaska or catching one another's salmon and a fuller picture of how we can avoid this.

Furthermore, the research that we would carry out in 1966 would not supplement but not really overlap very much with that information. It would likely give us better information of where in the waters of northern British Columbia various proportions of United States and Canadian bound salmon occur and where they are catchable.

Mr. HOWARD: Mr. Chairman, it may be that this was a committee established for the purpose of conservation and, in fact, reading the terms of—

Mr. NEEDLER: No; I am sorry, you misunderstood me. The committee was established to consider this problem but the research quoted there had been conducted for another purpose and was not well adapted to give a full picture of the opportunity to catch one another's salmon.

Mr. HOWARD: Well, the research that was carried out, then, by the United States section of it determined that in 1957 the United States fishermen caught, by estimate, 1,703,672 pink salmon which was 60.5 per cent of the American catch, which were bound for Canadian waters. The Canadian report determined that it was estimated that Americans caught 1,992,100 pink salmon which represent 70.7 per cent of the American catch of pink salmon bound for Canadian waters. By the Americans' own determination of this 60 per cent of their catch was Canadian homebound salmon.

Now, this to me seems to be pretty conclusive; that there is a large catch by American fishermen of Canadian bound salmon. It would seem to me that if we are just going to tie this into a different sort of research project to determine the degree of intermingling and the areas within which intermingling takes place, it will just develop another set of statistics which cannot do anything but substantiate what these figures already say here. And, if they do not substantiate them, then this research report is all cockeyed. We either have to have faith in what was discovered here or we do not.

Mr. NEEDLER: Mr. Chairman, the figures you are quoting were for 1957.

Mr. HOWARD: Yes.

Mr. NEEDLER: With the certain disposition of the fishery, in 1958, the balance was in the other direction; we caught more Alaska bound pink salmon than the Alaskans caught British Columbia bound salmon.

Now, we believe that fuller information will show the balance over the years is similar to that of 1957 rather than to 1958. Research is needed, for our purposes, in order to discover what limitations need to be put on fishing in order to prevent the taking of salmon by one country bound for the rivers of the other. To be able to substantiate the sort of limitations we would like to put into effect, which would be more restrictive on both sides of the border, much fuller information is needed than is present in that report.

The CHAIRMAN: I have Mr. Crouse here but, before he puts his question, I think, as Chairman, I can say for everyone in this room who is interested in the west coast fisheries, that our great concern must continue to be that there is evidence that as a result of the failure of negotiations, a great many fish are now being taken by the Americans.

Our deepest concern is not necessarily the pursual of research—except as a tool in determining how we shall proceed—but to determine precisely what Canadians are going to do on their side of the border to recoup what is obviously a considerable loss to the Canadian economy. I think the members would want to question both the Minister and Deputy Minister along these lines.

Mr. CROUSE: Mr. Chairman, my comments are not in the nature of a question but more in the nature of a statement. I would like to put it to the Committee and to the Minister and the Deputy Minister that the west coast salmon fishing industry is not the only area in which Canada and Canadian fishermen are concerned over the lack of control and conservation measures which obviously should be enforced.

The commercial salmon fishing industry which in recent years has developed off the coast of Greenland, for example, has been attracting attention and causing apprehension in many quarters because of the threat to the stocks of our Atlantic salmon.

The netting is obviously taking place on the west coast of Greenland in area of Holsteinborg and Godthaab where, under the influence of the branch of the gulf stream which travels north of the Greenland coast, there is a comparatively warm and mild climate for the greater part of the year.

There is, in Greenland, only one river capable of supporting a native salmon stock and therefore the large numbers of fish being caught come from farther afield. Now, a number of the fish caught in Greenland carry tags which identify them as coming from Scotland, England, Wales, Ireland, Sweden, Canada and as far away as the state of Maine on the United States coast.

The Greenland salmon apparently have an average weight of only 10 pounds and, when they arrive at the market to be gutted, they are usually found to be of poor quality. Now this fisheries comes under the operation of the Greenlanders and under the advice and the active assistance of the Danes. The fishing period is in the latter part of September to the end of November when the salmon are also near the coast. There is a great similarity between this problem and the problem we have on the west coast.

Most of the fish are caught in gill or hang nets set on the shore and it is understood that conditions under which the fishing takes place are not good. The quantity of salmon exported from Greenland has increased rapidly from two metric tons in 1957 to almost 1,400 tons in 1964. To these totals we must add the quantity retained for domestic consumption and for processing. The proportion of the catch exported was known, at one time, to be about 70 per cent but there may now be some variation in this figure.

Now, there is great apprehension on the east coast over the possible effect of the Greenland activity on world stocks of fish. I would say to this Committee and to the Minister, where the almost total extinction of salmon stocks could take place in the next four or five years on the Atlantic coast, we obviously cannot sit by without taking some action. We cannot go through the ordinary routine or just letting this matter drift.

There are reports that fishing for salmon by vessels at sea has also been taking place off Greenland and that at least three European countries will soon be moving into the area between Greenland and Baffin Island to drift net exclusively for salmon.

I raise this point because I listened very carefully to the Minister this morning when he stated that we in Canada, under the present government, are still prohibiting the catching of deep sea salmon. Obviously, this is not the plan or the intention of other countries. One French trawler is already reported as having caught some 2,000 salmon offshore. That is, off the Greenland-Baffin Island area.

Now, as fishing on the present scale is taking place by legal means within the territorial waters of Greenland, I realize that we, as Canadians, are

powerless to control this situation. If, however, the Greenlanders are willing to co-operate, it may be possible, by discussion and agreement, to achieve some measure of international control, possibly taking the form of a regulation governing size or restriction on fishing time. Perhaps, the most appropriate approach to this question would be some type of international agreement, through the National Council for the Exploration of the Sea, or the International Commission for the Northwest Atlantic Fisheries. I leave that question with the Minister and his officials because I believe this type of negotiation should start without delay. If the Greenlanders should be persuaded that it is in their best interests to adopt some form of conservation this, of course, would be helpful in the restoration of our Atlantic salmon which has diminished in recent years and is causing grave concern in all areas, and especially in Nova Scotia.

Mr. Chairman, could I finally ask: is the Minister or his officials doing anything along the lines I have suggested in order to reach negotiations with the Greenlanders to conserve some of these salmon stocks, which obviously belong to Canada.

Mr. ROBICHAUD: Mr. Chairman, may I comment very briefly on the statement made by Mr. Crouse. I want to assure the members of this Committee that we are greatly concerned about what has taken place off the shores of Greenland in recent years in relation to salmon fishing.

Unfortunately, I might add, most of this fishing was done by native Greenlanders and even inside the three-mile limit. But, notwithstanding this fact, this matter was brought up before the delegates attending the International Commission North Atlantic Fisheries meeting in Halifax in 1965. A special committee of ICNAF is meeting this week to consider this problem and the subject will be before that commission at their annual session in June.

Furthermore, a co-operative research program was initiated in 1965—not on as large a scale as we would have hoped—but it is our intention to increase this and I wish to confirm that it is definitely under way. This is a problem which is of very serious concern to the government.

Mr. CROUSE: One further question, Mr. Chairman. In view of the fact that other countries are now licensing their ships to fish exclusively for salmon, would it be possible for Canadian fishermen, who are desirous of getting in on this bonanza, to secure a specific licence from the federal Department of Fisheries in Canada to travel to the coast of Greenland and engage in the exclusive deep sea fishing of salmon?

Mr. ROBICHAUD: Mr. Chairman, this is a matter which will be discussed by the special committee which is meeting before the annual meeting of ICNAF, which will take place in June.

Now, this type of fishing definitely comes within the negotiations taking place under ICNAF and I would not make a commitment, now, to the effect that we are prepared or authorized to give such a special licence to a Canadian trawler. I would rather wait until the report of this committee is received and also the report of the discussions that will take place at the ICNAF session in June.

Mr. CROUSE: Mr. Chairman, I have one comment. It would appear that we, as Canadians, then, are more conservation-minded than many other countries, because we are adopting conservation measures until it really hurts. It hurts our own nationals and our own fishermen and I think we should re-examine, very closely, some of our laws in this regard because, while agreeing that conservation is necessary, I cannot agree that we should carry it out to the extent that it definitely prohibits some of our fishermen from participating in what is obviously a great fishing bonanza. If we are conserving our fish for others to catch then this unilateral action to prohibit our own fishermen from catching those species which are the most valuable, is something which I think we should closely examine.

Mr. HOWARD: May I say to Mr. Crouse, in passing, that this is precisely the major concern of the surf line question in northern British Columbian waters because our fishermen are restricted and they see American fishermen fishing for longer periods.

I do not know whether the meeting is going to close, but I wonder if, at some subsequent meeting—to give the committee a visual understanding of the area about which we are talking, and I do not know if the normal size charts would show this well enough whether the Department of Fisheries might not have a chart or map large enough to place on the wall, to depict the area about which we are talking; perhaps with the international boundaries and the delineation of the surf lines shown on there too. I think this would be valuable in order to see just what we are talking about.

I would like to pose this question about which I understand there is a great deal of doubt, and that is in the area of Hecate strait and the waters just off that, into the Canadian mainland. Are those international waters or are they Canadian waters or what are they? I am given to understand that United States charts indicate a line three miles south of the international boundary into Hecate strait, the attitude of the United States presumably being that its three mile limit extends beyond the international boundary into an area which we have previously considered Canadian territory.

I would like to have some indication of what is the position of the Canadian government with respect to those waters. What are they? I know that if the United States net fishermen drift across the boundary they are herded back again, but this is not so with trollers.

● (12.15 p.m.)

We have, perhaps, a twofold approach to it. One is, we claim that this is Canadian territory right up to the boundary, and do not allow net fishermen across, and the other one is, that we do not consider it so because trollers are permitted to fish south of that border.

This is a vitally important question in the line of the whole controversy that is going on right in that area which is just who is catching which fish in whose waters. Knowing the territorial desires of the United States, as they have been indicated over the years, they would claim anything they could lay their hands or eyes on. If their charts show that their limit extends south of the

international border then they consider that, in their own eyes, anyhow, as being United States territory. This is something which I think it is vitally important to clear up.

Another matter I would like to pose to you, which may give us a better understanding of what took place, is to inquire whether or not there can now be made public what you might call the proceedings or the official record of the meetings which were held both in Seattle recently and, earlier, here in Ottawa. I understand that such official records of previous types of conferences have been made public and have been made available. If that official record could be made available to the Committee, I think this might be helpful.

Mr. ROBICHAUD: Mr. Chairman, in reply, I may say that the definition of what exactly are Canadian or American waters in the Hecate strait area or other adjoining areas, is exactly the matter which is now under discussion, relating to the 12 mile fishing zone and the closing of certain bodies of water. So it would be impossible for me or for any officials of the department to define at this stage exactly what are Canadian waters. As I have said, the points now under discussion with the United States are the ones which are unsettled.

Now, regarding the records of the meetings which took place here in Ottawa and in Seattle, I believe I should leave this answer to Dr. Needler, who was chairman of our Canadian delegation.

The CHAIRMAN: Gentlemen, before we adjourn I wonder whether we could have common consent to do two things; a motion to reduce our quorum to nine and a motion to sit while the House is sitting. I ask this now because I thought we might have been finished with our questions a little earlier, but it looks as though we will have to go on into next week with perhaps two or even three meetings. The schedule is now so very crowded that I think if we could possibly get in a couple of meetings in the afternoon, it would greatly help our work. If those motions are agreeable to members here I would ask if they could be moved from the floor. One, a motion to reduce the quorum to nine.

Mr. O'KEEFE: I so move.

Mr. CHATTERTON: I second the motion.

The CHAIRMAN: All in favour?

Mr. HOWARD: Mr. Chairman, I want to register my opposition to it, both vocally and by vote.

The CHAIRMAN: Do you want a vote taken on this?

Mr. HOWARD: Well, it would be helpful.

Mr. CHATTERTON: Mr. Chairman, I am definitely not complaining of this committee sitting while the House is sitting consecutively but, officially, now there are so many committees and so many committee meetings. What if they clash? Unless our meetings are held early in the morning—

The CHAIRMAN: Our problem is simply this; we have 21 committees meeting now and if 21 committees are to get their work done, we have to come to some kind of a system where we can spread them out over a broader period. It seems to me that a couple in the afternoon and a couple in the evening—if no

more than those are scheduled—does not really take too much of a bite out of the House. It is on this basis that I ask for this motion. I would like to get common consent for it, if I could.

I do not particularly want to be defeated in my own committee, in respect of these motions, and I would prefer rather to drop it if we do not have unanimous consent for it. We have a good working committee and I do not particularly want to impose a change in our rules of sitting, on a meeting that is not in unanimous agreement with the idea.

Mr. O'KEEFE: Well, Mr. Chairman, the very fact of reducing the quorum would allow other members to stay in the House.

Mr. HOWARD: Which motion is before you now?

The CHAIRMAN: We have one motion at the moment; a motion to reduce the quorum to nine. There are two motions I would like to see passed.

Mr. HOWARD: Is that the one which is before the Committee now?

The CHAIRMAN: Yes.

Mr. HOWARD: Mr. Chairman, I think we have approached this previously in the delightful way of the committee proceeding and no one raising objections—except on one occasion when you and I had an exchange of words about it—about the number of members present. This, I think, is perhaps a better way to go about it, rather than having a fuss raised in the House on whether or not we reduce the quorum.

The other point I want to make is this—and this not only applies to this committee but to every other committee too—that the membership on the committee and the established number of members required for a quorum is pretty well at the insistence of the government House Leader and the government. We have to think in terms of whether there is a conflict of a variety of committees meeting at the same time.

The CHAIRMAN: I can assure you there is because I have to co-ordinate these committees.

Mr. HOWARD: All right; then our best course is to not to deal with it on an intermittent basis of each committee deciding what it wants to do in terms of a quorum, but to deal with the whole concept of the structure and the operation of the committees. Every time we reduce the quorum we reduce the pressure to get the system changed, and it is the system that is wrong, not the operation of any one committee. That is the reason why I am not disposed to support the reduction of a quorum.

The CHAIRMAN: We have a motion here for a quorum and I do not want to be insistent on this point. It may be that Mr. O'Keefe might wish to withdraw because we got along well here, as members will agree; and maybe Mr. O'Keefe would like to withdraw.

Mr. O'KEEFE: Mr. Chairman, yes I would be happy to withdraw. I only made it at your suggestion.

The CHAIRMAN: All right. We have tried the first one; let us shoot for the second. How about a motion to sit while the House is sitting?

Mr. PATTERSON: Mr. Chairman just before you do so and before you dispose of that first one, is it understood that there will not be objections raised regarding the quorum?

The CHAIRMAN: Well, Mr. Patterson, I think the thing for us to do is to proceed as this Committee has done before, on the subject of a quorum. We have got along in a very amiable way in regard to the quorum and I do not think we can gain much by muddying the waters with sets of rules or questions about how we will look at quorums. Is that agreeable to everyone?

Some hon. MEMBERS: Agreed.

The CHAIRMAN: However, we do have a motion here that we will meet, if we are going to get a couple of sittings in next week. Believe me, the schedule next week looks terrible. We need a motion to sit while the House is sitting.

Mr. ROBICHAUD: May I add a word on the second motion? Before you proceed with it, may I say that if it is the intention of the Committee that I shall be present at most, if not all, of the following meetings, I would inform you that I will be away from Ottawa probably from June 7 or June 8 until June 15. If you feel that I should be present at the next few meetings, the committee can decide accordingly.

Mr. HOWARD: You could always take the Committee with you.

The CHAIRMAN: Have we a motion to sit while the House is sitting?

Mr. PATTERSON: I so move.

The CHAIRMAN: Have we a seconder for that?

Mr. HOWARD: I have more objections to that than to the first one.

The CHAIRMAN: You have more objections to that. Shall we drop these two motions, then and continue having our meetings whenever we can?

Mr. HOWARD: Try Mondays and Fridays.

Mr. CHATTERTON: May I make a suggestion, too, Mr. Chairman? I am not sure whether I made it before to this Committee but it is that we sit from one o'clock until a quarter to three, this is a suggestion I think we should consider. There is time for lunch. Why do we not do that?

The CHAIRMAN: Would members be willing to sit at one o'clock? This is always a possibility; a one o'clock meeting. How does that suit everybody? Shall we stage a couple of one o'clock meetings next week, because this is about the only place we can crowd it in. How about trying a one o'clock meeting on Tuesday and Thursday and see how much progress we can make next week? Does this sound all right to everyone?

Some hon. MEMBERS: Agreed.

The CHAIRMAN: We will adjourn to the call of the Chair. We will try to arrange for meetings along that line as best we can.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1900

STANDING COMMITTEE

FISHERIES

Chairman: Mr. JOHN HENNING

MINUTES OF PROCEEDINGS AT THE EVIDENCE

TUESDAY, 29th JANUARY 1900

Main Estimate (1900) of the
Department of Fisheries

WITNESSES

Honourable H. J. Robertson, Member of Council for the Fish and Game Department,
Secretary, Assistant Deputy Secretary, and Inspector of Fisheries.

QUEEN'S PRINTER, 1900.

Mr. PATTERSON: Mr. Chairman just before you do so and before you dispose of that first one, is it understood that there will not be objections raised regarding the quorum?

The CHAIRMAN: Well, Mr. Patterson, I think the thing for us to do is to proceed as this Committee has done before, on the subject of a quorum. We have got along in a very amiable way in regard to the quorum and I do not think we can gain much by muddying the waters with sets of rules or questions about how we will look at quorums. Is that agreeable to everyone?

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Mr. ROSENBAUM: May I add a word on the second motion? Before you proceed with it, may I say that if it is the intention of the Committee that I shall be present at most, if not all, of the following meetings, I would inform you that I will be away from Ottawa probably from June 7 or June 8 until June 15. If you feel that I should be present at the next few meetings, the committee can decide accordingly.

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Some hon. MEMBERS: Agreed.

The CHAIRMAN: We will adjourn to the call of the Chair. We will try to arrange for meetings along that line at least we can.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE
ON

FISHERIES

Chairman: Mr. GRANT DEACHMAN

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 12

TUESDAY, MAY 31, 1966

Main Estimates (1966-67) of the
Department of Fisheries

WITNESSES:

The Honourable H.-J. Robichaud, Minister of Fisheries and Mr. S. V. Ozere, Assistant Deputy Minister (International) of Fisheries.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE ON FISHERIES

Chairman: Mr. Grant Deachman

Vice-Chairman: Mr. G. Blouin

and

Mr. Basford,	Mr. Crouse,	Mr. McLean (<i>Charlotte</i>),
Mr. Béchar, d,	Mr. Granger,	Mr. McQuaid,
Mr. Bower,	Mr. Howard,	Mr. McWilliam,
Mr. Carter,	Mr. Keays,	Mr. Nowlan,
Mr. Cashin,	Mr. LeBlanc (<i>Rimouski</i>),	Mr. O'Keefe,
Mr. Chatterton,	Mr. MacLean (<i>Queens</i>),	Mr. Patterson,
Mr. Crossman,	Mr. Mather,	Mr. Stefanson,
		Mr. Tucker—(24).

J. H. Bennett,
Clerk of the Committee.

TUESDAY, MAY 31, 1966

Main Estimates (1966-67) of the
Department of Fisheries

WITNESSES:

The Honourable H.-J. Robichaud, Minister of Fisheries and Mr. S. V.
Oates, Assistant Deputy Minister (International) of Fisheries.

EVIDENCE

(Proceedings by Standing Committee)

May 31, 1966

MINUTES OF PROCEEDINGS

TUESDAY, May 31, 1966.

(13)

The Standing Committee on Fisheries met this day at 1.25 p.m. The Chairman, Mr. Deachman presided.

Members present: Messrs. Béchard, Bower, Carter, Cashin, Chatterton, Crossman, Crouse, Deachman, Granger, Howard, MacLean (*Queens*), McWilliam, Patterson, Tucker (14).

In attendance: The Honourable H.-J. Robichaud, Minister of Fisheries; *From the Department of Fisheries:* Dr. A. W. H. Needler, Deputy Minister; Mr. S. V. Ozere, Assistant Deputy Minister (International); and departmental officials.

The Chairman called *Item 1—Estimates—Departmental Administration* and the Minister, assisted by the Deputy Minister and Assistant Deputy Minister (International) was examined by the Committee with respect to “*the 12 mile limit*” and historic fishing rights of certain nations in Canadian waters.

At 2.25 p.m. questioning still continuing, the Committee adjourned until Thursday, June 2, 1966 at 1.00 p.m.

J. H. Bennett,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

TUESDAY, May 31, 1966.

● (1.22 p.m.)

The CHAIRMAN: I am very sorry to be late. The Transport Committee had a motion before them, and we had to wait until the motion was over.

Gentlemen, we have a quorum; we will call the meeting to order. We had stood Item No. 1 at our last meeting. There are also some matters to deal with under Items Nos. 10, and 15. I think at this moment we can stand Item No. 1 and proceed to Item No. 10.

I think we had completed the examination of the Minister in respect of the recent negotiations in Seattle. Was there to be further questioning under Item No. 1 in respect of that matter before proceeding with the Minister on Items No. 10 and 15? Could I have comments here as to our method of procedure? I recognize Mr. Chatterton first and then Mr. Howard. Mr. Chatterton, are you close enough to the microphone so that you are being heard there? I wonder if everyone in the room would watch the microphone carefully? We are having some difficulty in transcription about procedure, and the main one is that members tend to get out of range of the microphone, and then they are not heard; the other one is that we do not identify people.

Mr. CHATTERTON: Mr. Chairman, in regard to the 12-mile limit, the future co-ordinates and the base line, are there any bodies of water that might be encompassed by such a base line where there are no claims by foreign countries as to historic, traditional or treaty rights?

Hon. Mr. H. J. ROBICHAUD (*Minister of Fisheries*): I do not think there are any bodies of water that could be classified as such. There are claims one way or the other, either by treaty or by historic rights.

Mr. HOWARD: I am not sure whether we had concluded dealing with the discussion about so-called surf lines, but it is my understanding that perhaps we might have had a map or chart available to indicate on it just where these net fishing limits are in relationship to the international boundary in the Alaska-B.C. area, and that 12-mile limit too.

The CHAIRMAN: Mr. Howard, I think you expressed that wish at our last meeting, and it was our hope that we would have it here at this meeting.

Mr. HOWARD: Well, that is just why I am raising it, to see whether or not this is the case.

Mr. ROBICHAUD: Unfortunately, we do not have the charts available now, but we will make sure that we have them at the next meeting, and if it is the intention of the Committee, we could revert to another item.

Mr. HOWARD: That being the case, I think perhaps we could dispense with any further discussion of that matter, but I would like to follow it up once we get the charts available.

The CHAIRMAN: Yes. The committee clerk tells me he was under the impression that maps would be available for our Thursday meeting, and if that is agreeable to the committee, then we hope that they will be available at that time. Mr. Patterson has his hand up.

Mr. PATTERSON: Mr. Chairman, I was just going to ask if, in the latter part of the last meeting, there was any statement made regarding the present status of the discussions on the 12-mile limit. I regret that I had to leave it early, but I was just wondering if there was a statement made in the latter part of the meeting regarding that matter.

Mr. ROBICHAUD: Mr. Chairman, the answer is no to that question, there was no statement made. There was no direct reference made to the 12-mile limit because the whole discussion was in relation to the surf line. In the general discussion the 12-mile limit was casually referred to, but there was no discussion of the 12-mile fishing zone policy.

Mr. HOWARD: I do not think that it was casually referred to at all. As I recall it, I asked how we classified the body of water known as Hecate Strait. As I understand the situation, the international boundary there prevails where the United States charts indicate that their fishing zone or territorial sea extends southward from that boundary to an extent of three miles. I inquired what our position was, whether we consider this to be international waters, United States territory, or Canadian waters, or what? If I recall the Minister's comment correctly, he said that we could not make any comment about that because we were in negotiations with the United States about the location of the geographic co-ordinates between which we would draw the strait base line and from which we would measure our territorial sea and fishing zone.

Mr. ROBICHAUD: Mr. Chairman, Mr. Howard is correct, that is what I meant. Perhaps, again, my use of the word "casual" was incorrect, but reference was made to the 12-mile limit in connection with the surf line, and particularly in the definition of high seas. That was the time when we referred to the 12-mile fishing zone.

Mr. PATTERSON: Mr. Chairman I believe it was this morning that Mr. Chatterton had mentioned it in his question, and in view of the fact that no statement has been made and put on the record, apparently, I wonder if it would not be advisable if the Minister could give us a brief picture of how the negotiations are proceeding, and just how much longer he anticipates it will take to get this matter resolved.

Mr. ROBICHAUD: Mr. Chairman, I have very little to add to the initial statement which I made at the first meeting of the committee. I did refer to the 12-mile fishing zone, and I stated at the time what our position was. Since then we have again communicated with the United States government and we have requested an early reply to the proposal which we made to the United States in relation to the 12-mile fishing zone some time in February. We have been assured that a reply will be forthcoming at the earliest possible date. Now, this

is our second request to the United States for a reply to the proposal which we have placed before them, and we are very anxious to get the position of the United States government with respect to this proposal so that we can carry on with our negotiations with other countries.

Mr. Chairman, this is the present standing of the negotiations. We are waiting and we are asking for a reply by the United States government.

Mr. PATTERSON: In the event of no satisfactory or favourable reply being received, what would be your position then?

Mr. ROBICHAUD: Then we would have to reassess our position, and it would be up to the government to decide what our next step will be. However, we are hoping to receive a reply very soon from the United States, and we have their assurance that a reply will be forthcoming.

Mr. HOWARD: On this subject, I wonder if I could follow it up by asking this question. Presumably—and I think this is a fact from all the knowledge we have about the situation—there is only thing which is being discussed or negotiated with the United States, and that is the location of the geographic co-ordinates on the Pacific coast.

Mr. ROBICHAUD: On both coasts.

Mr. HOWARD: Well, I am talking about the Pacific coast; I did not want to get involved in the Atlantic coast. This is the only point then on which we are negotiating in respect of the location of our base line. It is not the location of the United States base line, or anything else, but the location of the base line within our own territory. It seems to me rather strange that we should be negotiating something which we have the sole right to determine ourselves, and which it was promised would be determined by the Canadian government without recourse to negotiating the position of that line with a foreign country. That is one thing that seems odd to me, and I think is in error in establishing this base line.

The other matter is, why so much secrecy? Why can the Minister or the government not tell the Canadian people what is happening? What is happening from our point of view? What are we proposing to the United States? Not what the United States is proposing to us; I am not asking for a disclosure of what another country has suggested about the location or the reasons for the location of certain geographic co-ordinates. But what is wrong with disclosing to the committee and to the Canadian public what we are proposing?

Mr. ROBICHAUD: Mr. Chairman, I can answer that question. After the bill was passed by parliament we made it very clear that we would not take a unilateral position before negotiating with the countries involved, and this is exactly what we are doing.

Now, Mr. Howard has asked why so much secrecy? It is an established policy that when negotiations are under way, and particularly negotiations on such an important matter which affects so many countries, it has never been the policy of the government at any time to make known what the terms and details of negotiations were, and this is exactly what is being done at this time. We are making proposals to the United States government; they are Canadian

proposals. We are establishing our position, and we are trying to get acceptance of those proposals by the United States government.

These are also in line with proposals that we will be making to other countries. Now, we had completed a phase of the negotiations when we ran into very serious objections on the part of the United States government to certain proposals made by the Canadian government. We have altered somewhat the initial proposals, and we feel that the recent proposals which we have made to the United States government should be acceptable. It is our understanding that they will be acceptable by them, and until we have a reply to our proposals, I do not think that I can add much more.

Again, I want to repeat what I said earlier, that it has been an established policy that when negotiations are under way, it does not help our cause by making the terms of those negotiations public.

Mr. HOWARD: Except that it was done with respect to the surf line negotiations before they were concluded. In any event, that is another matter. However, again, it seems to me—if I could reiterate this point—that the committee which considered the bill for the territorial sea and fishing zones, or for the establishment of them, and the House of Parliament that passed it did so on the express understanding that the lines would be drawn on the Pacific and the Atlantic coast in such a way as to enclose the Bay of Fundy on the Atlantic coast, and Queen Charlotte Sound, Hecate Strait and Dixon Entrance on the Pacific coast. And for the Minister to say now that he is negotiating and retreating from that position, means that he is not keeping faith with the expressed declaration made before the committee and parliament.

Mr. ROBICHAUD: I did not use the word “retreating”. I object to that.

Mr. HOWARD: I used it. I say that the government is retreating from its position that it took before the standing committee on marine and fisheries a couple of years ago when it considered this bill. It was expressed on more than one occasion that the base line would be drawn on the Pacific coast in such a way as to enclose Queen Charlotte Sound, Hecate Strait and Dixon Entrance as Canadian waters. The Minister has now said that he is negotiating, at least, the position of the geographic co-ordinates in so far as the Dixon Entrance is concerned.

Mr. ROBICHAUD: Mr. Chairman, I do not want the hon. member to put words in my mouth that I have not said. I did not say that we are retreating from the original position that we have taken. I said that we have made new proposals to the United States government. At no time have I said that we are retreating from the position that we have taken referring to Hecate Strait, Dixon Entrance, or any other portion of water.

Mr. HOWARD: In other words, in so far as you are concerned at this time, in respect of any discussion with the United States, it is still the intention of the government to draw the strait base lines in such a way between the end of Vancouver Island and the lower portion of the Queen Charlotte Islands, as to enclose Queen Charlotte Sound, Hecate Strait and Dixon Entrance behind the base line?

Mr. ROBICHAUD: Those, Mr. Chairman, are the bases under which we are negotiating. To state now that our proposals will be accepted or, instead of the word “accepted”, will be recognized, is a different thing.

Mr. HOWARD: If your position is one of no retreat from that, then what are you negotiating, except the position of the base lines?

Mr. ROBICHAUD: I have said, Mr. Chairman, that it is not my intention to talk in detail about the negotiations which are taking place. Furthermore, such negotiations are done by Department of External Affairs, not by the Department of Fisheries. Although we take part in those negotiations, they are done under the jurisdiction of the Department of External Affairs.

The CHAIRMAN: I think the Committee is getting a little far afield from Item No. 1 here, on two grounds. First, we are getting into an area of discussing the terms of negotiations between Canada and another nation which are not generally revealed in the process of negotiations. Second, we are involved in something here which is essentially handled by another department, and perhaps should be looked into when the estimates of the Department of external affairs are under discussion, and questions might very well be put to Mr. Martin by any member of this committee.

Before leaving this subject, I want to remind members of the procedure under the new rule which permits members to enter a committee in which they are not necessarily a member, where they feel that they are concerned, and to put questions in that committee. And while the Committee on External Affairs is sitting, it might be well worth while for some members of this committee to attend that committee and ask some questions in respect of these negotiations. I think Mr. Crouse has his hand up now.

Mr. CROUSE: Mr. Chairman, before we leave this question of the 12-mile limit, I would like to put on the record one of the resolutions that arises out of the 21st Annual Meeting of the Fisheries Council of Canada.

Be it resolved that top priority

—and I stress those words, “top priority”—

be given to an immediate conclusion to a negotiation and declaration of an exclusive fishing zone from a state strait base line drawn headland to headland on Canada's Pacific and Atlantic coasts, and in an area measuring 12 miles to seaward of that base line.

Now, I recognize, Mr. Chairman, that we have the Minister of Fisheries in a bit of a spot in that he is being questioned on a matter that is really negotiated by the Department of External Affairs. But in saying this, I also realize that he has somewhat of a joint responsibility, I believe, in this matter, and I would also like to quote from the *Globe and Mail* which has a statement by the minister saying, and the headline states:

Canada Enforcing 12-Mile Limit. Fisheries Minister Tells Council.

In that comment, it states:

Meanwhile the Department's enforcement vessels are measuring the 12 miles from the sinuosities of the coast. The 12-mile limit is an established fact, Mr. Robichaud said, and is being enforced against all countries excepting those which have traditional fishing rights off our coast, and with whom we are carrying on negotiations.

Now, my question to the Minister is this: Does his statement imply that Canadian fishermen and Canadian fishing craft are still required to remain 12

miles off the coast in order to carry out fishing operations, while countries who claim traditional fishing rights off our coast are still permitted to fish up to the old fishing line or three miles from the shore line?

Mr. ROBICHAUD: Mr. Chairman, there is no change in this particular regulation, and we do not expect to make any change in the application of this particular regulation until we have completed our negotiations. I agree that it is difficult to explain how and why a Canadian fishing vessel of a certain size will have to fish outside of a 12-mile limit, while foreign vessels of certain nations are allowed to fish inside this limit. Fortunately, I may say, this does not apply to Newfoundland where the large majority of the foreign fleet is operating at different seasons of the year. I understand that regulations, in Newfoundland which existed before they joined Confederation, are still being enforced.

Mr. CROUSE: Mr. Chairman, I must again refer back to this resolution which states that top priority be given to this matter, and I must disagree with you when you state that we should go on to something more pressing. It seems to me that as long as Canadian fishermen are being legislated against by this government, which is exactly what the Minister has just now told the committee, that this matter is of prime importance. I would now ask the Minister, in view of his statement, if he would tell the committee the names of the countries that are receiving this special treatment. Certainly, if some countries are receiving this type of special treatment wherein they can come within three miles of the coast of Nova Scotia, for example, close to the port of Louisburg, near Scatari Island, and in that area where there is exceptionally good haddock fishing in the spring of the year, we should know about it. Any ship that is permitted to go within three miles of Scatari Island in the months of March and April is almost assured of getting a trip of prime haddock within a week or less; while Nova Scotia fishermen, desirous of going into that area, are refused such permission by this government, and are directed to go further offshore because negotiations are not concluded. I find it extremely difficult to accept that reasoning. Mr. Chairman, and I would ask the Minister to give us the names of the countries receiving special consideration in this matter.

Mr. ROBICHAUD: Mr. Chairman, I take exception at least to one part of the hon. member's statement. He has said that they are being allowed by this government; they have been allowed by all governments since 1929. It is not a regulation established by this government. It is a regulation which this government is trying to correct, a situation to which this government is giving top priority. It is unfortunate that the negotiations, which are complex and difficult, I must admit, are taking so long to finalize.

The hon. member has asked what countries are allowed inside the 12-mile fishing zone. The countries that are now fishing along the east coast are France, which is a country protected by a treaty, Spain, and Portugal. They are the main countries operating along our coast, and we have had a number of vessels from the U.S.S.R. trying to operate along our coast. However, I must say that these vessels have been kept outside of the 12-mile limit because they have not established historic rights, and only yesterday one of our patrol boats ordered two Russian ships out of Dixon Entrance who were transferring fish. They were not fishing, they were not engaged in any type of fishing operation, but they

were transferring fish from a trawler to a factory ship. They were ordered outside of Hecate Strait, and they moved out.

Among the other countries who are operating, but on a much smaller scale than France, Spain and Portugal, are Italy, Norway, Denmark, the United Kingdom, and the United States of America. But the first three countries I mentioned have the largest fleet operating along our eastern shores.

Mr. CROUSE: Mr. Chairman, I wish to thank the Minister for the names of those countries. If I heard him correctly, there are a total of eight countries that receive this special type of consideration, whose fishermen, in effect, receive greater consideration than our own Canadian fishermen. Now, I realize that what the Minister has stated is correct when he said that it is not a law imposed by this government, that it has been in effect for some time, but I would like to state most forcefully that I was of the opinion, when they brought into effect the 12-mile legislation, that it was the intention of the present administration to alter this inequitable regulation. But it is now evident that they are hiding behind the words "continued negotiation" and that the 12-mile limit brought about by the government is strictly nothing else but window-dressing, and does nothing for the Canadian fishing industry today.

Mr. ROBICHAUD: Mr. Chairman, I am sorry, but I cannot agree with this statement; I take strong exception to that statement. As I said earlier, the fact that such a regulation was passed by parliament has already prevented a country having one of the largest fishing fleets in the world, the U.S.S.R., from establishing such historic rights as have been established by the other eight countries whose names I have just mentioned. It has also prevented another country, which was attempting to fish along our shores—and I am thinking of the Japanese fleet—from establishing such rights. We have been able to do this because of the fact that we have passed this very important legislation which, I admit—to be fully effective—must be fully implemented after the co-ordinates have been established. So it is not window-dressing; it is the type of legislation which has already had a beneficial effect on our Canadian fishermen.

Mr. CROUSE: Mr. Chairman, we have the Minister's statement that this legislation has prohibited the U.S.S.R. and Japan from establishing traditional fishing rights off the coast of the Atlantic provinces. I think that having made that statement, the Minister, in all fairness, should enlarge upon it and give us some concrete facts to go on which would substantiate that statement.

Mr. ROBICHAUD: Yes, Mr. Chairman, I am prepared to give a fact that will substantiate this statement. On quite a number of occasions in the last two years our Department of Fisheries patrol boats have intervened when fishing vessels from the U.S.S.R. were attempting to fish within 12 miles of our shores, both on the Pacific and Atlantic coasts, and this is no secret. I can say that we have had communication with the government of the U.S.S.R., and they have recognized the application of the 12-mile fishing zone.

Mr. CROUSE: Mr. Chairman, I know there are other members who would like to speak on this matter. However, in conclusion, it would appear that the 12-mile limit restricts the U.S.S.R., Japan, and Canadian fishermen from fishing along the shores of Nova Scotia up to three miles.

Mr. ROBICHAUD: I cannot agree with that, Mr. Chairman, because the hon. member is trying to suggest that this regulation affects our own Canadian fishermen. Our own Canadian fishermen have been affected since 1929 by regulations which have existed since 1929, and not by regulations imposed by the present government. This is what we are trying to correct by implementing this 12-mile fishing zone. There are other countries who are also affected and have been prevented from establishing such historic rights which, according to the international practice, we would have to phase out gradually after negotiations had been completed. We have also been able to prevent fishing vessels from West Germany and Poland to establish such rights.

Mr. CROUSE; Mr. Chairman, I respect the Minister's views on this matter, but it is still true that it was in July, 1964 that we passed this Territorial Sea and Fishing Zones of Canada Act, and to this date, there have been no changes or concrete benefits that I can see that accrue to Canadian fishermen.

It is true that the Minister did not bring about the law which restricts fishing up to within three miles of the coast of Canada, but the government brought in this act with great fanfare; it was used in not one, but two political campaigns in a manner that would attempt to gain them votes. The Canadian fisherman, according to the Minister's statement, is still required to stay 12 miles off the coast while the fishermen of eight other countries can come within three miles of the coast of Canada. I submit it is time to do something about this, that it is window dressing, that they stop hiding behind the screen that we are still negotiating, and implement the act as it was brought down in July, 1964.

Mr. ROBICHAUD: Mr. Chairman, it is not because of the act passed in July, 1964 that Canadian fishing vessels are obliged to fish outside of the 12-mile limit; it is under an act which was passed in 1929.

The CHAIRMAN: I have on my list at the present moment Mr. Bower, Mr. Cashin, and Mr. Patterson. I am going to call Mr. Bower.

Mr. BOWER: Mr. Chairman, I could not agree more with Mr. Crouse that this matter of the 12 mile limit is an issue of burning interest in Nova Scotia, but I have an indirect approach. I understand that several months ago representatives of the United States Congress brought in a bill opposing a United States 12-mile limit. Does the Minister have any information on the progress of that bill which might give us some inside light on this very important subject in Nova Scotia?

Mr. ROBICHAUD: Yes, Mr. Chairman. The bill mentioned by Mr. Bower, I believe, is the type of bill that is introduced in this House, called a private member's bill. However, there are rumours to the effect that there is very serious consideration on the part of the United States to consider the introduction of a bill establishing different fishing zones from the 3-mile limit, which does exist now along the coast of the United States. I cannot speak for the United States government, but from the reports that are reaching us, there is a growing interest in the United States, and probably a growing need, for that Government to consider what action they will take in regard to changing the existing 3-mile limit. This is as far as I can go because I cannot speak for the government of another country.

Mr. BOWER: Does this not suggest a more sympathetic attitude, perhaps, on the part of the United States government to our position?

Mr. ROBICHAUD: Mr. Chairman, this is a matter of opinion, but I think Mr. Bower has pretty well expressed the over-all picture that could be among us today in this regard.

Mr. CASHIN: Mr. Minister, during the earlier part of the dialogue between yourself and Mr. Crouse, you made some mention of Newfoundland, which immediately activated my interest because I must admit at that point I was not devoting my full attention to the remarks. However, I gather you were saying that the regulations passed in 1929, with which Mr. Crouse is unhappy, do not apply to Newfoundland. Is that correct?

Mr. ROBICHAUD: Yes.

Mr. CASHIN: I would like to bring to the attention of the Minister, and to other members of the committee, how this problem can work in another way. In the province of Newfoundland, where we have a far greater number of inshore fishermen than they do in the Province of Nova Scotia, it is a great political, as well as an economic issue that this regulation, about which Mr. Crouse is complaining, is not applicable in Newfoundland. In the final solution of this problem, I do hope that the Department will bear in mind that in many areas of Newfoundland—and I am thinking particularly of the area from Cape Race to Cape St. Mary there are large numbers of inshore fishermen who are in a transition period; this is well known. However, part of that transition means that these inshore fishermen are getting into larger or medium-sized boats, at least by Newfoundland standards, and they can fish farther out.

I have received a great many complaints from fishermen in St. John's West, which is perhaps the area most affected by this, that many of our own Canadian or Newfoundland-based trawlers are operating in these waters. In view of the seriousness of this situation, but recognizing that it is a local situation, I am wondering if some sort of moral persuasion can be brought to bear on the fishing interests to refrain from fishing in these waters, which have been traditionally the preserve of the inshore fishermen. I think this is a suggestion which is in the enlightened self-interest of the fishing companies, because these companies depend, in part at any rate, on these inshore fishermen and those with the new long liners for their catch.

Secondly, if they harass these fishermen, then it has a detrimental effect on the area and, consequently, will reflect itself in some way or other in the operations of the company. I am wondering if there is any form of moral persuasion that the government can bring to bear on those Newfoundland interests, or, secondly, whether this is a moral persuasion that, perhaps, the fishermen themselves, through other means, ought to exert on these companies. Does the Minister have any comment to make on that?

Mr. ROBICHAUD: Mr. Chairman, I do not think I can directly answer the question raised by Mr. Cashin. However, I understand that Newfoundland is very interested, that we retain the 3-mile limit, and it is part of the terms of union with Newfoundland.

Now, when these 12-mile co-ordinates are established, this will probably be the time to reconsider what position should be taken in the application of such regulations as suggested by Mr. Cashin.

Mr. CASHIN: I brought this matter up, Mr. Minister, at the time the Fisheries Council were here discussing the bill. I asked them if they had any objections to establishing, in certain areas, what I refer to, for lack of a better word, as conservations areas. There are certain areas, such as the headlands of St. Mary's Bay and in the Strait of Belle Isle, where there are large concentrations of inshore fishermen who are now in a period of transition. Perhaps a certain self-discipline of one sort or another could be imposed on Canadian fishing interests to have them refrain from going into these areas.

I do not remember the exact words, but I do recall that the Fisheries Council accepted this suggestion as a principle. I am wondering, therefore, whether the Minister meant, in his answer to my question, that these things could be borne in mind at such time as this matter is resolved?

Mr. ROBICHAUD: This is what we had in mind, Mr. Chairman.

Mr. CASHIN: I would like to emphasize that this is very important, I think, to the economy of the area, recognizing that the fishermen are in transition, and part of that transition is taking place in larger boats, but not of the dragger or trawler size. If we are really to be helpful to these people, then I think that we should pay a great deal of attention to this suggestion.

Mr. PATTERSON: Mr. Chairman, I am just going to limit myself to one more brief question, and it is this. In view of the fact that it is about two years since the legislation was passed, and the problems have not been resolved up to the present, would the Minister consider setting a deadline, and advising the nations with whom he is negotiating that he expects to have the negotiations completed by that date?

Mr. ROBICHAUD: Mr. Chairman, this is a very good question which, unfortunately, I am not in a position to answer because it involves government policy. As I said earlier, these negotiations are undertaken by the Secretary of State for External Affairs. However, I agree that there should be a time limit to these negotiations, then if no satisfactory replies are received from the United States, we will have to reconsider our position. When I mentioned this earlier, I was told that we were prepared to retaliate, which is not so. We will have to reconsider our position, taking into consideration many international factors. After all, if we have to take unilateral action, we have to take the type of action which we know will be recognized by the international court of justice.

Mr. HOWARD: Just in passing, I wish to comment upon the question from Mr. Patterson about a deadline. I think it is particularly appropriate because Mr. Martin, the Secretary of State for External Affairs, firmly stated that the government would be in a position to declare the geographic co-ordinates by the end of 1964.

So we had a deadline set at one time, but the same gentleman who is now doing the negotiating is the one who forgot about it. In any event, I wonder if I could ask the Minister this: He said, if I recall him correctly, that a day or so ago our fisheries patrol vessel had ordered a Soviet Union transport ship out of Hecate Strait. Were they within our 12-mile limit at that time?

Mr. ROBICHAUD: No, they were outside of the 12-mile limit; they were 15 miles from the shore.

Mr. HOWARD: And where did they go?

Mr. ROBICHAUD: They went outside.

Mr. HOWARD: Outside of Hecate Strait?

Mr. ROBICHAUD: On the high seas.

Mr. HOWARD: Through the Dixon Entrance way?

Mr. ROBICHAUD: The other way.

Mr. HOWARD: Or through Queen Charlotte Sound?

Mr. ROBICHAUD: Through Queen Charlotte Sound.

Mr. HOWARD: Well, I think this is a commendable course, incidentally, but I think it is completely unauthorized by any recognition of international law. I gather that Hecate Strait is considered high seas and international waters, although I may be incorrect in that regard.

The CHAIRMAN: Mr. Howard, it is a step forward; let us not knock it.

Mr. HOWARD: You were not listening, Mr. Chairman. I said it was a commendable course of action, and I wish the same course of action would have been taken last fall when the Soviet Union had a fishing fleet off the northern tip of Vancouver Island.

Mr. ROBICHAUD: Mr. Chairman, the same course of action was taken last fall. The Russian fleet may have taken a little longer to reach its position, but a similar course was taken. As a matter of fact, on three different occasions, the Russian vessels moved out, after having been ordered to do so; they have recognized the position taken by the Canadian government.

Mr. HOWARD: What did they recognize?

Mr. ROBICHAUD: They have recognized the position that we have taken by asking them to kindly move out of Canadian waters.

Mr. HOWARD: Then Hecate Strait is Canadian waters?

Mr. ROBICHAUD: You can draw your own conclusions.

Mr. HOWARD: Mr. Chairman, that is a rather facetious argument, that I can draw my own conclusions. Presumably the Minister is speaking on behalf of the government. He is a member of the government, and he is making some fairly important declarations. If he is not clear about them, I do not think he has any right, in a smart aleck way, to come back and say, "You can draw your own conclusions from what I said". I am concerned about getting at the core of this thing. The prime issue is, what is and what is not Canadian waters, and there is really no sense in being flippant about it.

Mr. ROBICHAUD: Mr. Chairman, I am not trying to be flippant about it, except that the hon. member is trying to get out of me details of negotiations which are taking place, which I have said I am not prepared to give.

I think that Mr. Ozere, who is our expert in these negotiations, might be able to add something to what I have said.

Mr. OZERE: Mr. Chairman, as far as Hecate Strait is concerned, since about 1908 Canada has claimed the sovereignty over Hecate Strait and Dixon Entrance. This was as the result of decisions of the arbitration tribunal in 1903

dividing up the territories in the northern area between British Columbia and Alaska.

No country has opposed our claims except the United States, and the governments of the day have taken the position that, although we claim these to be Canadian waters, we would not interfere with United States fishing up to the ordinary 3-mile limit. Now, that has been the situation up to the present time.

In other words, our claims to Hecate Strait are based on something else than the straight base lines. Our claim to Hecate Strait is based on historic title. This has been the Canadian contention, and we cannot give that up. We have been taking that position ever since.

Now, there is another way of determining what bodies of water might be Canadian waters, and that is by the system of straight base lines, which is a different problem. Perhaps in the case of such waters as Hecate Strait and other bodies of water, we strengthen our position by this new system of drawing straight base lines. In addition to our claim on historic grounds, we would also have the additional support of drawing straight base lines so as to enclose these bodies of water.

However, all of this, of course, although it can be done unilaterally, nevertheless it requires international recognition of some kind. Now, if the United States had never opposed that claim to Hecate Strait, there would have been no question today as to these bodies of water. But we still have our position with the United States to contend with, and, of course, in the negotiations which are taking place, all of these matters naturally would be involved.

The CHAIRMAN: I think Mr. McLean had his hand up.

Mr. HOWARD: I just want to follow this up to ask about Queen Charlotte Sound, which is a body of water contiguous to Hecate Strait; in fact, I do not know where the division is between the two of them, but it is somewhere out there.

Mr. OZERE: Well, with regard to Queen Charlotte Sound we have no records in the past of having claimed these bodies of water to be Canadian waters. In other words, while as regards Hecate Strait and Dixon Entrance we have historic claims to these bodies of water, we have no such historic claims to Queen Charlotte Sound. However, Queen Charlotte Sound comes into the question with respect to where the straight base line is to be drawn. The Fisheries Council, of course, and all the fishery organizations, have supported the idea that the straight base line should be so drawn that Queen Charlotte Sound would be enclosed. It is on this basis that negotiations have been conducted with the United States.

Mr. HOWARD: May I say that you should be the Minister, Mr. Ozere. You have far more cogent answers to some of these problems than—

Mr. OZERE: I think we have the most knowledgeable Minister that we could have.

Mr. McLEAN (*Queens*): Mr. Chairman, I want to mention the resolution passed by the Fisheries Council which has already been referred to by Mr. Crouse, and also an additional one which reads:

That the Government of Canada be requested to make an immediate study of inshore fish stocks and their anticipated availability to inshore

fishermen, and also pass all matters regarding territorial waters and conservation calculated to prevent the matter from becoming critical.

I merely want to ask the Minister if these resolutions have been received by the Department or the Minister, and if any reply has been made to them other than an acknowledgment?

Mr. ROBICHAUD: Mr. Chairman, we have recently received the resolutions. I do not recall having acknowledged them as yet because we want to study them very carefully, and we might be in a position to take immediate action on some of them.

Referring to the resolution concerning the inshore fish stock for inshore fishermen, I want to assure the committee that it is the intention of the Department to take some action in this field, and we are also taking special measures in order to assist the inshore fishermen. In recent weeks, we had a meeting with representatives of the Fishermen Loan Board of the Atlantic provinces and Quebec. We made a proposal to them to the effect that we were prepared to increase the subsidy from 25 per cent to 50 per cent which will be paid on special types of fishing vessels, from 35 to 55 feet in length, that will be used to improve and develop our inshore fisheries. We realize that in the Atlantic provinces there is a need for protection of inshore fisheries, and particularly in Newfoundland where there are over 20,000 fishermen, and a large majority of those fishermen are engaged in inshore fishery. They require special assistance if they are to improve their method of fishing. With this in mind, we are prepared to increase, from 25 per cent to 50 per cent, the subsidies applicable to special design vessels which will be used for inshore fishery.

Mr. McLEAN (*Queens*): My second question has to do with the same problem of territorial waters. If my memory serves me right, the Secretary of State for External Affairs said in the debate, which took place in the bills before the House, that there were probably some areas, especially on the east coast, where there were no countries that had established traditional fishing rights—these areas might be quite limited—and that there was a possibility of establishing base lines from which the exclusive fishing zones would be measured in some areas, that it would not necessarily all be done at once. Is there any contemplated action in the near future on the part of the government in this regard? Is there any action which can be taken that is not dependent on the negotiations that are in course at the present time?

Mr. ROBICHAUD: Yes, Mr. Chairman. I recall very well that the Secretary of State for External Affairs made a statement to that effect. On two different occasions we considered the possibility of establishing a certain number of co-ordinates in areas, as Mr. McLean has said, which are not directly affected by countries claiming historic or treaty rights. However, after consultation between the Department of External Affairs and the Department of Fisheries, we considered that it was to our best interests not to proceed, at least at that time, with the implementation of certain co-ordinates.

However, this does not mean that we can not change this position in the near future. I want to assure you Mr. Chairman, that at the time we did not expect that the negotiations would take so long. In fact, about eight or nine months ago, we were hoping that we had reached the stage where we were just about ready to complete the negotiations. But, unfortunately, certain incidents

have changed the situation almost overnight. At that time we did consider the possibility of establishing certain co-ordinates. I am not prepared to say that we will do this, but we will certainly consider this possibility again—and the Secretary of State for External Affairs is just as impatient as anyone—to take definite action in the establishment of co-ordinates.

Mr. McLEAN (*Queens*): I think the Minister said a while ago that at the present time there was a proposal made to the United States and we were awaiting a reply to that proposal. Is the Minister in a position to state the material differences between this proposal and the previous attitude taken by the Canadian government?

Mr. ROBICHAUD: No, Mr. Chairman, I am not in a position to state at this time what the differences or changes are in the proposals made to the United States. However, as Mr. Ozere has said may be more clearly than I did, the bodies of water covered in our recent proposal are the same as those made in the original proposal.

Mr. McLEAN (*Queens*): I think the Minister will agree that seeking a solution to this problem is a very complicated and knotty problem which is of great concern to all Canadians engaged in the fishing industry, and time has proven this to be the case over the last two years. I do not want to be facetious, and I do not intend to be, but I would like to feel that someone, preferably the Minister who is knowledgeable in these matters, would somehow bring under control the propagandists of his party at election times who like to create the impression that this is perfectly simple, and that there are no problems that cannot rightly be solved if the government of the day would bestir itself.

I feel it is unfortunate that this problem, which is one of great concern to the Canadian fishing industry, ever became a political football. I think it is a problem on which we require a united front in order to solve it—its solution is difficult, at best.

The CHAIRMAN: I think we ask more of politicians at election time than we can really expect of them.

Mr. CASHIN: Mr. Chairman, I hope that this is an academic question at this point, because I would hope that Mr. McLean would agree that we ought not to be in an election for some time, and perhaps, hopefully, the situation will be solved by then.

Mr. ROBICHAUD: Well, Mr. Chairman, I think Mr. McLean will agree that the present Minister has been very moderate in this field, whether it was election time or not.

Mr. McLEAN (*Queens*): I agree with that.

Mr. ROBICHAUD: I certainly appreciate the position suggested by Mr. McLean, and I am sure he realizes, having had experience in this field, how complicated such negotiations can be. At this time may I add that perhaps the easiest way to solve such an important and difficult problem might be for a certain number of countries interested to suggest that another conference of the law of the seas should be called at the earliest possible date.

Mr. McLEAN (*Queens*): The Minister has just anticipated what was to be my final question. I was going to ask if Canada or any other country has made

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any proposals that a further conference be called. After all, I believe the number of nations constituting the United Nations has changed very considerably since the last meeting was held, and the results, if another meeting were held, might be entirely different. In my judgment, such an international agreement, if it could be achieved, would be by far the best way of solving this problem because then it would have the force and recognition of international law.

Mr. ROBICHAUD: Mr. Chairman, again I agree. Canada has not taken direct steps in this direction, but we have been bringing out this idea on different occasions in recent months. Judging from recent actions which have taken place in certain countries, such as between New Zealand and Japan, the thinking now, as Mr. Bower mentioned earlier, seems to be getting more prominent in the United States towards the need for establishing different limits than the 3 miles which now exist. This might assist in getting agreements for the calling of such a conference. If this could be done, we all agree that it would be much more effective than any country such as Canada having to take a unilateral position.

The CHAIRMAN: Gentlemen, we are coming up to within a few minutes of the time when the House bells will ring, and I think I will bring the meeting to a close with the end of Mr. McLean's questions, if he has finished his line of questioning now. We will meet again at 1 o'clock on Thursday next.

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Department of Fisheries

WITNESSES:

The Honourable H. J. Robichaud, Minister of Fisheries; Fred the Deputy Minister of Fisheries; Dr. A. W. H. Needler, Deputy Minister; Mr. E. V. Ozere, Assistant Deputy Minister (International); and Dr. G. M. Levelton, Director, Conservation and Protection.

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HOUSE OF COMMONS
First Session—Twenty-seventh Parliament

MINUTES OF PROCEEDINGS

1966

Thursday, June 2, 1966

1141

STANDING COMMITTEE

ON

FISHERIES

Chairman: Mr. GRANT DEACHMAN

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 13

THURSDAY, JUNE 2, 1966

Main Estimates (1966-67) of the
Department of Fisheries

WITNESSES:

The Honourable H.-J. Robichaud, Minister of Fisheries; *From the Department of Fisheries*: Dr. A. W. H. Needler, Deputy Minister; Mr. S. V. Ozere, Assistant Deputy Minister (International); and Mr. C. R. Levelton, Director, Conservation and Protection.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE
ON

STANDING COMMITTEE ON FISHERIES

Chairman: Mr. Grant Deachman

Vice-Chairman: Mr. G. Blouin

and

Mr. Basford,	Mr. Crouse,	Mr. McLean (<i>Charlotte</i>),
Mr. Béchar, d,	Mr. Granger,	Mr. McQuaid,
Mr. Bower,	Mr. Howard,	Mr. McWilliam,
Mr. Carter,	Mr. Keays,	Mr. Nowlan,
Mr. Cashin,	Mr. LeBlanc (<i>Rimouski</i>),	Mr. O'Keefe,
Mr. Chatterton,	Mr. MacLean (<i>Queens</i>),	Mr. Patterson,
Mr. Crossman,	Mr. Mather,	Mr. Stefanson,
		Mr. Tucker—(24).

J. H. Bennett,

Clerk of the Committee.

Department of Fisheries

WITNESSES:

The Honourable H.-J. Robichaud, Minister of Fisheries; from the Department of Fisheries: Dr. A. W. H. Needler, Deputy Minister; Mr. S. V. O'Keefe, Assistant Deputy Minister (International); and Mr. C. R. Lavelon, Director, Conservation and Protection.

MINUTES OF PROCEEDINGS

THURSDAY, June 2, 1966.

(14)

The Standing Committee on Fisheries met this day at 1.12 p.m. The Chairman, Mr. Deachman, presided.

Members present: Messrs. Carter, Cashin, Chatterton, Crossman, Crouse, Deachman, Granger, Howard, MacLean (*Queens*), McWilliam, Patterson, Stefanson, Tucker (13).

In attendance: The Honourable H.-J. Robichaud, Minister of Fisheries; *From the Department of Fisheries:* Dr. A. W. H. Needler, Deputy Minister; Mr. S. V. Ozere, Assistant Deputy Minister (International); Dr. R. R. Logie, Assistant Deputy Minister (Operations); Mr. C. R. Levelton, Director, Conservation and Protection; and departmental officials.

On motion of Mr. Tucker, seconded by Mr. MacLean (*Queens*),

Agreed,—That the Committee increase the printing of its Minutes of Proceedings and Evidence, in French, from 250 to 400 copies.

Item 1—Estimates—General Administration was called and the Committee resumed its examination of the Minister and Department of Fisheries officials with respect to "the 12 mile limit" and historic fishing rights of other nations in Canadian waters.

The Deputy Minister and Assistant Deputy Minister (International) used maps to show areas of catch for salmon in British Columbia waters.

At 2.20 p.m. discussion still continuing the Committee adjourned to Monday, June 6, 1966 at 1.00 p.m.

J. H. Bennett,

Clerk of the Committee.

MINUTES OF PROCEEDINGS

THURSDAY, JUNE 3, 1958

(14)

The Standing Committee on Fisheries met this day at 1.13 p.m. The Chairman, Mr. Descham, presided.

Members present: Messrs. Carter, Gairin, Chatterton, Crossman, Crouse, Descham, Granger, Howard, Maclean (Queens), McWilliam, Patterson, Ste-lanson, Tucker (13).

In attendance: THE HONOURABLE H. J. McBRIDE, Minister of Fisheries; from the Department of Fisheries: Dr. A. W. H. Neelke, Deputy Minister; Mr. S. V. Ozere, Assistant Deputy Minister (International); Dr. R. R. Lorie, Assistant Deputy Minister (Operations); Mr. G. R. Lawler, Director, Conservation and Protection; and departmental officials.

On motion of Mr. Tucker, seconded by Mr. Maclean (Queens),

Resolved: That the Committee increase the number of the Minutes of Proceedings and Evidence in French, from 250 to 400 copies.

Item 1—Estimate—General Administration was called and the Committee resumed its examination of the Minister and Department of Fisheries officials with respect to the 12-mile limit and water fishing rights of operations in Canadian waters.

The Deputy Minister and Assistant Deputy Minister (International) used maps to show areas of catch for salmon in British Columbia waters.

At 2.30 p.m. discussion still continuing the Committee adjourned to Monday, June 8, 1958 at 1.00 p.m.

J. H. Bennett,

Clerk of the Committee.

EVIDENCE

THURSDAY, June 2, 1966.

The CHAIRMAN: Gentlemen, we have a quorum. We will open the meeting again with the minister and officials of his department here. I want to thank members again for being in attendance here at a time when quite an important event is going on, I understand, in the Centre Block in respect of honours to the previous Mr. Speaker, and also at a time when it intervenes with your own lunch hour. I can say that the chair is certainly grateful for the way this committee has kept quorum.

I have been advised by the committees branch that the 250 copies of minutes of proceedings and evidence originally passed by this committee to be printed in French is not sufficient for distribution purposes to members, senators, officials and others, and that this should be raised. The recommendation is that it should be raised to 300, but I think that is a little on the underside. If you decide to provide yourselves with additional copies, I think we should make sure that we provide sufficient so that we do not have to go back a third time. I think I will raise this recommendation an additional 100 copies; then we go up from 200 to say, 350 or 400. Are there any views in the committee in respect of this?

I would like to settle the matter quickly, so I will ask for a motion that we print 400 copies, to be on the safe side.

Mr. TUCKER: I move the motion.

Mr. MACLEAN (*Queens*): I second the motion.

The motion was carried.

The CHAIRMAN: We are returning now to a discussion on Vote 1. At the last meeting you will recall it was requested that we have maps present to discuss the matter of fishing limits on the west coast. I see that these maps have been provided. I think at this moment I will ask the minister if he will speak on this to be followed by questions from the committee.

The Hon. H. ROBICHAUD (*Minister of Fisheries*): Mr. Chairman, I believe it would be proper to ask Dr. Needler to speak on this and probably explain the lines which have existed since 1957. Dr. Needler is familiar with this, he has attended the different meetings and, in fact, has been chairman of the meetings that have taken place.

The CHAIRMAN: I will call on Dr. Needler now who will lecture on the maps which are at the other end of the room.

Dr. A. W. H. NEEDLER (*Deputy Minister, Department of Fisheries*): We have distributed small maps which duplicate on a small scale what we have here. In 1957 there was a line close to the coast, all the way down to the Mexican border, and this line was agreed to. Actually, in the process of reaching agreement, a line was proposed which made inward adjustments.

The CHAIRMAN: Order. Dr. Needler, I am afraid we are in a position where we are not getting your voice on the tape. I wonder if you could start again so we can be sure you are on the record.

Mr. NEEDLER: Mr. Chairman, these charts describe the lines which are now in force in our regulations and were agreed to in 1957. Similar lines were agreed to all the way down to the Mexican border, close in against the shore but cutting across small bays. In arriving at this, we have presented a somewhat different line and made some inward adjustments on discussions, similar to what was done farther south. You will notice, however, in our inside waters, you might say, we did go from island to island a little bit farther out.

The United States line simply followed the border, that is the Alaskan line; and did not cut out any of the inside waters. They had a base line which was determined on about the same basis as this, certainly no farther in, and then established a line three miles outside that as the line. This was not quite clear in 1957 and when it became clear the Canadian representatives protested and reserved the right to change the lines. That was in 1959.

At our meetings in October and April we pointed out this inequity and reserved the right to change the line. As a matter of fact, we finally said in April that the lines no longer existed as an agreement between our two countries. We met the week before last in Seattle to renegotiate the lines, and in this renegotiation we presented proposals which would establish the Alaskan line on a similar basis to this on the outside, and also eliminate some of the inside waters as in Canada. We also proposed a line that would involve inward adjustments of the line you see here; indeed, it would come in about here. This was a line proposed in order to minimize the taking by one country of salmon bound for the other.

The United States counter proposal did make some inward adjustments, but, quite frankly, no inward adjustment that would affect any of the existing fisheries. The line in the Noyes Island area, which is up above there, took an outward course in order not to interfere with our fisheries. So we failed to come to an agreement.

Mr. HOWARD: I wonder if Dr. Needler, while he is there, would mind indicating the path, as has been determined by tagging, of the fish as they come into the Nass and Skeena rivers and indicate just where the rivers are in relationship to the international boundary.

Mr. NEEDLER: The path is not all that definite. We do know that some fish tagged in the Noyes Island area appeared in the Nass and Skeena rivers and in some other areas. We also know, however, that in 1958, for example, a number of pink salmon tagged in this area were caught in Alaska. The situation is pretty well mixed up. It is our opinion, though, that there is a much larger movement from there to our rivers, which has been demonstrated, than there is in the other direction.

Mr. HOWARD: I would like to ask a supplementary question. Were these northward bound fish that we caught in 1958, pinks which were bound for Alaskan waters?

Mr. NEEDLER: There were a few sockeye.

Mr. HOWARD: Do you know if any or many of them would be Stikine river bound fish?

Mr. NEEDLER: Probably not very many. The Stikine is not a big pink river.

Mr. HOWARD: No. That is why I asked if it were pinks you were talking about entirely.

Mr. NEEDLER: The data we have are only on pinks and sockeye; these were the only two that were tagged.

Mr. HOWARD: The Stikine is a sockeye spawning ground.

Mr. NEEDLER: Yes. There were a few sockeye tagged south of the border that moved north, but I think actually the sockeye path of migration is probably more constant than the pinks. This is general experience. But in 1958 there was more northward movement across the border with pinks than there was southward. In every year there are indications of quite a substantial catch of Skeena bound sockeye coming down this way, and the migration paths of the sockeye used to be pretty stereotyped. However, this indication of quantities in these other years, when we did not have any tagging, depended on detailed information on the timing of the run. In other words, the peak of the run was timed in just the right way to correspond with the peak of the runs entering the Skeena.

Mr. CHATTERTON: I have a little local problem about which I have talked to you before but I did not get down to it, sir. Inside this line they are allowed to catch with nets. If a company wants to continue to use fish traps, will they be allowed to do so?

Mr. NEEDLER: According to the act, this is within the discretion of the minister. The trap-nets are a rather controversial issue, and I do not think anything could be said as to whether a particular application would be approved.

Mr. CHATTERTON: It is not covered by the regulations?

Mr. NEEDLER: It is not prohibited by the regulations.

Mr. CHATTERTON: Are these nets more to the shore that they catch these fish in?

Mr. NEEDLER: Do you mean off Alaska?

Mr. CHATTERTON: Yes.

Mr. NEEDLER: The catches off North Island which, as I say, would be up in that area somewhere, are giving us some concern with purse seines mainly.

Mr. CARTER: Then our concern arises out of the fact that the catch coming down to us is greater than the catch going up. Is that right?

Mr. NEEDLER: We think that is right.

Mr. CARTER: Are you sure of that?

Mr. NEEDLER: Well, we are sure that in 1958 it was very much greater coming down than going up. In 1957, while the balance was moving that way, this excess of northward over southward movement was very much more than it was in 1958. There is some other accessory evidence, but I would point out another thing. We have been putting forward the principle, both in our treaty negotiations in the north Pacific and in these negotiations, and, in fact, in

general, that it is at least of greater efficiency and better conservation for the people in each country to catch its own fish as they approach the river when the runs can be exploited individually. Whenever you exploit mixed stocks you may be over-fishing some who need protection and under-exploiting others that you could go to town on. It is better, from a conservation point of view, to fish them when they are separate. So this is the background of principle for our proposal to reduce the taking of one another's fish. As I said, we did put forward a proposal that would reduce this greatly and would even eliminate some quite substantial fisheries.

Mr. CARTER: If the stocks of fish moving in opposite directions were, say, of equal proportion, would that principle still hold?

Mr. NEEDLER: Yes, it would still hold.

Mr. CARTER: Therefore, we can base it upon principle rather than on movement?

Mr. NEEDLER: We do base it on principle.

Mr. CHATTERTON: Dr. Needler, can you explain to us briefly what are the main provisions of the treaty with the United States with regard to the Fraser salmon, which, as pointed out, is one of the main provisions.

Mr. MACLEAN (*Queens*): Before Dr. Needler answers that, I would like to ask a supplementary question, if I may. Is it not true that the important thing is not whether there are more salmon migrating south and north, but the crux of the thing is that we generally refrain from catching them because of the surf line being well in? Whereas in Alaska, the Americans have the surf line well out; they catch the south bound salmon, but we refrain from catching the ones that are going north.

● (1.25 p.m.)

Mr. NEEDLER: Yes, this is an important point. This is what we considered was inequitable, but in addition to the inequity there is this basis of principle for minimizing catching one another's salmon.

With respect to the treaty, in brief, the Fraser river enters here. The treaty provides for joint investigation and development projects, and also for an equal sharing of the catch of pink and sockeye only within a convention area. I am afraid I cannot indicate this, but the convention area goes up to the 49th parallel; it goes up this far on the map and down to about a corresponding distance south. Within this area the treaty provides for an equal sharing of pink and sockeye.

Mr. CHATTERTON: In other words, United States is entitled to half of our fish?

Mr. NEEDLER: Well, some of them are theirs. In this area some pink salmon are caught going through the sound, and some have been caught going through other areas.

Mr. CHATTERTON: Roughly, what would be the size of the Fraser run compared to the one down in the United States?

Mr. NEEDLER: As far as sockeye is concerned, ours are not any more. However, as far as pinks are concerned, I believe there was one year when pink salmon amounted to 2 per cent of the spawn in the Fraser.

Mr. CHATTERTON: Then as far as sockeye are concerned, we gave them half of our sockeye.

Mr. NEEDLER: Yes.

Mr. CHATTERTON: What did they give us in return?

Mr. NEEDLER: What they received in return, of course, was that at that time we had a fishery here which could catch almost all the sockeye before they ever reached the border. The treaty did away with that and this sort of complication could have led to complete eradication of the run. Our fishery in here is so intensive that if the existing boats and nets were allowed to fish seven days a week they would catch 98 per cent of the run as they went by.

The CHAIRMAN: Dr. Needler, could you name that area for the record.

Mr. NEEDLER: This is the lower Fraser river delta.

Mr. HOWARD: Mr. Chairman, the other day the minister said he was going to ask the treasury board to contract two boats for experimental fishing in the northern area around the British Columbia-Alaska border. Was that approved?

Mr. ROBICHAUD: Yes, Mr. Chairman, the treasury board met on Monday and it approved \$200,000 to proceed with this experiment without delay.

Mr. HOWARD: I wonder if I could ask Dr. Needler to indicate on the chart generally where these boats will be fishing, and about how many might there be?

Mr. NEEDLER: We are hoping to have three each of large purse seiners, small purse seiners and gill netters. The large purse seiners are fairly expensive, so these may be reduced to two. They will be operating in this general area, to get more information on where fish are catchable and where they are bound.

The CHAIRMAN: Can you name that area again for the purpose of the record?

Mr. NEEDLER: In general the Dixon Entrance.

Mr. HOWARD: I wonder if I could ask another question? What knowledge do you have as a result of the activities of NORPAC in its tagging operations and its experimental fishing, which I understand they have done, in respect of the migration of salmon? Do you have any knowledge which would give you any indication of the paths or the volume of fish moving in through that Dixon Entrance area?

Mr. NEEDLER: The INCFE investigations did not give any information on the details being sought. However, some of the tagging does indicate that especially sockeye of British Columbia origin occur to the north in the Gulf of Alaska fairly close to shore, within 10, 15 or 25 miles, which supports our contention that this North island fishery is a continuing potential danger to the Skeena stock.

The CHAIRMAN: Gentlemen, I believe we are through with the map.

Mr. HOWARD: I would like to ask another question which does not deal specifically with this matter, but it is a matter which Mr. Ozere related to us the

other day. It concerns the 1903 arbitration with regard to the international boundaries and the jurisprudence, if that is what it is, which exists with respect to our claim that Hecate Strait and Dixon Entrance are Canadian waters. I wonder if it would be possible to indicate on the chart the extent of what we claim to be our waters?

The CHAIRMAN: Mr. Ozere, can you answer that question?

Mr. HOWARD: Could I ask this question? Is there a point of land or a small islet or reef or something like that at Cape Muzon border, which is Canadian territory?

Mr. NEEDLER: We are not completely aware of the details of that. I have heard it said a number of times that there is a reef that the United States has shown the boundary as crossing.

Mr. HOWARD: I understand there is a spot of land which is Canadian.

Mr. NEEDLER: There is.

Mr. HOWARD: Whether there is enough to establish a beachhead or not is hard to say.

Mr. S. V. OZERE (*Assistant Deputy Minister (International), Department of Fisheries*): With respect to the boundary question, in 1903 the arbitration tribunal, in a dispute between the northern boundaries of British Columbia and Alaska, decided on the line from Cape Muzon to the entrance of Portland Canal which is generally known as the AB line. Ever since then we have claimed that this line divided not only the land masses between Canada and the United States, but also the water areas. The United States, on the contrary, have always contended that this boundary merely divided the land areas and not the waters, because if this divided the waters then it would leave them nothing at all, not even their three mile territorial sea off their land areas. This is the dispute that has never been settled.

A number of attempts have been made in the past, especially around 1945, to settle this dispute, and different proposals have been made. For example, one suggested the bisecting of the Dixon Entrance and have the northern part belong to the United States and the southern part to Canada with fishing rights allowed to nationals of both countries on either side of this bisecting line up to the three mile limit of each country. None of these proposals actually was agreed to, so the dispute is up in the air at this stage.

Mr. HOWARD: What about the Hecate Strait area?

Mr. OZERE: This is the problem, namely if this area is closed by the boundary and we claim that these are Canadian waters south, then of course, the same thing applies to Hecate Strait. The question then is, where is the southern boundary of Hecate Strait? This is where our problem is today. If, for example, a line were drawn here so as to take in Queen Charlotte Sound, there would be no necessity to have a line closing off Hecate Strait. On the other hand, if you have an arbitrary line today closing off Hecate Strait, then there is some difficulty for negotiations on the basis, as proposed by the Fisheries Council, to take in the area of the whole of Queen Charlotte Sound. Therefore, it is in an indefinite state and we are in a very difficult position in that respect. For example, as the minister mentioned the other day, some Russian fishing

vessels have come into this area just 15 miles off the east coast of Queen Charlotte Island, and they were told to move off. We are sometimes asked where the boundary is, and this is one of the difficulties we are up against. In general we say that Hecate Strait and Dixon Entrance have been claimed to be Canadian waters. There have been several statements in Parliament by previous ministers to the effect that although the United States has been opposing our claims and although we have permitted United States vessels to keep on fishing up to the three mile limit, nevertheless, as far as other countries are concerned, we would be enforcing our claims to these waters against them. This is the situation.

Mr. HOWARD: There is some vague recollection in the back of my mind of the Canadian government having taken a position about some matter in the Dixon Entrance area which would detract from the point of view you now express, namely that we claim these to be Canadian waters. It seems to me that we passed an order in council or did something with respect to some matter that did not quite jell with what you have just said; in other words, we tended to recognize something in that area as international waters.

Mr. OZERE: Perhaps your reference is to another proposal that had been made. There have been several proposals discussed with the United States over the years. One of the proposals was that there should be a three mile limit off the United States land areas here and that that should be the dividing line between the two countries. Perhaps this is the matter to which you are referring.

Mr. HOWARD: It was simply a proposal?

Mr. OZERE: It was simply a proposal that was never adopted.

Mr. HOWARD: It was never given any authority by order in council or regulation or anything of that sort?

Mr. OZERE: Not as far as I know.

Mr. HOWARD: Then I have had a misunderstanding about it.

Mr. PATTERSON: Was that proposal to which you referred a Canadian one? Was a proposal advanced by Canada that the boundary should be three miles off the land mass?

Mr. OZERE: It was discussed between the Canadian and the United States officials, but I am not quite sure whether it was a Canadian proposal or whether it originated in the United States. I would be inclined to think that it had been a Canadian proposal, but it has never had the sanction of the Canadian government. It was merely on a negotiating basis between the officials of the two countries.

Mr. CHATTERTON: In the 1957 treaty with the States, was there any undertaking that Canada would control the amount of fishing within that black line and they would control the amount of fishing within their line?

Mr. OZERE: Yes, that was part of the agreement.

Mr. CHATTERTON: But who is to be the judge as to when we stop fishing within our line?

Mr. NEEDLER: Mr. Chairman, the regulations on fishing are carried out by the two countries.

Mr. CHATTERTON: They can fish as much as they want to according to their regulations?

Mr. NEEDLER: Yes.

Mr. CHATTERTON: The agreement does not specify that we must stay beyond a certain point?

Mr. NEEDLER: The agreement was simply that we would not prevent fishing outside the line established. It did not say anything about the amount of fishing we would do inside the lines.

Mr. CHATTERTON: That is entirely up to ourselves.

Mr. NEEDLER: Yes.

Mr. HOWARD: Mr. Chairman, I wonder if we could get some indication of the location of the various Soviet Union fishing vessels or fleets that have been off the west coast; what our knowledge is concerning what they are doing, the size of them and so on?

Mr. OZERE: I do not think I can give you an exact indication, just the general area. Some of them were off Hippi Island, and that is the only place where there has been any fishing. Representations were then made through the Soviet Embassy and we were assured by the Soviet government that instructions had gone out to all their vessels to respect our 12 mile fishing zone. Since then we have had no incidence of fishing by any Soviet vessel, but recently we have had some vessels coming in here to transfer their catch from one vessel to another. When they were told that this was contrary to the Coastal Fisheries Protection Act they moved on.

The CHAIRMAN: Mr. Ozere, I wonder if you could tell us about the three vessels which were recently in Vancouver harbour for provisioning and which, I understand, were very big and very impressive fisheries research vessels belonging to the U.S.S.R. What can you tell us about their movement and purpose?

Mr. OZERE: Well, Mr. Chairman, we had reports of two vessels being in port. One of them turned out to be a weather vessel and, therefore, did not come within the authority of the Coastal Fisheries Protection Act. Under this act fishing vessels are prohibited from entering Canadian waters to fish, to discharge seamen, to buy supplies and things of that kind, without specific authority from the government. We have such authority for vessels on the east coast, but on the west coast the Governor in Council has not granted authority to the minister to give that permission for any such purposes.

The other vessel, called the *Adler*, was a hydrographic vessel engaged in hydrographic surveys and it came into port for supplies. Our people went aboard and found quite a large trawl-net on the vessel which, according to the definition of a fishing vessel under the Coastal Fisheries Protection Act, made it a fishing vessel. The Act states that a fishing vessel is one that is used or equipped for fishing. Therefore, the captain of the vessel was told that he should not have come in without first getting permission from the minister, which he had not. They were told to go and they left.

Mr. CHATTERTON: After they received their water.

Mr. OZERE: Yes. That is another problem. There are some tankers that keep coming in and getting water, but we have no jurisdiction over tankers. They are not fishing vessels, they do not come under the Coastal Fisheries Protection Act.

Mr. CHATTERTON: Is it contrary to the stated policy of the government not to sell our water to foreign countries?

Mr. OZERE: That does not come under the Department of Fisheries.

Mr. CROUSE: Mr. Chairman, while Mr. Ozere is at the map there are one or two questions that come to mind. For example, I note that in the Pacific area last year the total catch of all fish declined by something like 92 million pounds. In salmon it dropped to 86 million pounds from 124 million; the herring fishery declined by 14 per cent; the halibut catch dropped by almost 1 million pounds. I can realize that the reason for this is evidently due to over fishing by other nations, namely the Soviet Union, which is apparently carrying on fishing operations when they are supposed to be doing oceanographic studies, and also by the United States.

I can appreciate the difficulty which Canada is experiencing in this area in establishing base lines as a result of the fact that the United States owns a piece of territory in our northern area. However, as one from the Atlantic coast I cannot help but wonder what the situation would be if the government did not take any action in sealing off our Gulf of St. Lawrence area, for example, to strictly Canadian fishermen. We read with a great deal of interest the fact that the present government—and the minister is to be commended for this—is placing great emphasis on expanding our fisheries in the Atlantic coast areas, especially in so far as it pertains to the catching of herring. To the best of my knowledge there are large schools of herring that are to be found in the Gulf of St. Lawrence area, and if the same type of over-fishing is permitted to continue in that area, it seems to me that Atlantic coast fishermen are going to face the same problem when they go after these herring as are being faced in the Pacific coast area. There is going to be over-fishing and a decline in the catch, and I am wondering if Mr. Ozere could give the committee any reason for the inaction with regard to the sealing off of the Gulf of St. Lawrence area as a specifically Canadian territorial water restricted only to Canadian fishermen?

Mr. OZERE: Mr. Chairman, it is very difficult to deal with one area without dealing with the whole area. In other words, you have to follow certain principles. The establishment of territorial waters and fishing zones are very difficult to establish in one area without doing it at the same time in all areas.

On the other hand, too, although on the west coast we have negotiations only with one country, the United States, on the east coast there are about eight countries that are affected by our actions, and negotiations have to go on with these countries. Although strictly speaking, the drawing of base lines is a unilateral act of a country, that is only the country to which the adjacent waters lie can do that, nevertheless it has international consequences. If the action of the government is not recognized or is disputed by other countries, we could be taken to the international court and the whole thing could be upset. So that if you can negotiate and reach an agreement with other countries and gain

recognition for your action, you are building something solid which cannot be upset later on.

Mr. ROBCHAUD: May I be permitted, Mr. Chairman, to add something to what Mr. Ozere has said when he referred to the question asked by Mr. Crouse. So far as the Gulf of St. Lawrence is concerned, even the countries who have established historic rights, have established such rights for certain types of fish or certain methods of fishing. I am subject to correction on this, but so far no foreign country has established any historic rights with regard to the fishing of herring. We are now protected but if they would start fishing now and no action was taken, say, for a period of five years, which is normally recognized as the period required for establishing historic rights, then our herring fishing would be exposed. So far, under existing conditions, our herring fishing is protected due to the fact that no foreign country has established historic fishing rights for this particular species.

The CHAIRMAN: Gentlemen, if we are through with the map, I wonder if we could have it moved back to the side.

Mr. HOWARD: Before you do, I would like to make an enquiry. Mr. Ozere said that there had been a Soviet Union vessel fishing off Hippa Island. I presume they were fishing for ground fish or cod, but do you know?

Mr. OZERE: Yes, it was ground fish; it was perch.

Mr. HOWARD: Do you have any idea of the volume of their catch?

Mr. OZERE: There was no way for us to know this at that time.

Mr. NEEDLER: As far as we know, the U.S.S.R. vessels have also fished in the fall in the mouth of Queen Charlotte Sound, and they have fished in areas outside our zone, all the way down to off the Oregon coast. In our area they appear to have concentrated on ocean perch of which there is quite an abundance. I presume their catch would be fairly good.

Mr. HOWARD: I wish they would follow that up because last fall there was an accident between one of our fishing boats, from which a gentleman was drowned, and a Soviet Union boat or tug and a barge which was being towed. As I recall, this took place off the upper end of Cape Scott, at the northern tip of Vancouver Island. Have you any idea where this actually took place?

Mr. NEEDLER: That was just off the northern tip of Vancouver Island.

Mr. HOWARD: Were they fishing?

Mr. NEEDLER: I am not sure whether they were actually fishing at that time.

Mr. C. R. LEVELTON (*Director, Conservation and Protection, Department of Fisheries*): It was a large ocean-going tug patrolling a crippled trawler that became involved in a collision with the Canadian fishing vessel, which was also not fishing at the time but was running in with its catch.

● (1.55 p.m.)

Mr. HOWARD: Dr. Needler said that the Soviet Union fishing boats had been fishing in that area, and he indicated an area almost in line between Cape St. James and Cape Scott which is about the general area through which the Fisheries Council of Canada proposed that the straight base line should be

drawn and upon which the government based its Territorial Sea and Fishing Zones Act. If the Soviet Union continues to fish in that area will they be in a position subsequently to claim the right of an historic fishery there if we do not have a straight base line drawn across that area? I am not asking a question. I am making a statement in connection with my own wonderment and concern.

Mr. NEEDLER: Mr. Chairman, I think the answer is that if they fished in an area sufficiently long—

Mr. HOWARD: The period is five years.

Mr. NEEDLER: —there would be some sort of traditional—I do not think “right” is the right word—claim or interest.

Mr. CROUSE: Mr. Chairman, I would like to refer back for a moment to the statement made a few minutes ago by the minister when he stated that under the present regulations all foreign countries are prohibited from establishing traditional herring fishing rights. Is that correct, Mr. Minister?

Mr. ROBICHAUD: Mr. Chairman, I did not say that they were prohibited, but I said that no foreign country had attempted to fish for herring in the Gulf of St. Lawrence, so automatically they have not established historic rights for that type of fishery. In order to establish historic rights to the herring fishery, they would normally have to fish five years for that particular species of fish. This they have not done.

Mr. CROUSE: In commenting on that, I would like to read into the record part of a letter which was written to the *St. John's Evening Telegram* on May 27.

The CHAIRMAN: Before you proceed, I wonder if we could have the map withdrawn to the back of the room because it interferes with the view of the monitor and makes the recording procedures that much more difficult?

Mr. CROUSE: Thank you, Mr. Chairman. I am referring to the question of allowing foreign nationals to continue fishing for at least another five years to establish fishing rights anywhere, whether it be for herring or otherwise. The letter which I wish to place on the record is written by a Mr. Ray Hickey, a fisherman from St. Mary's Bay, and was quoted in the *St. John's Evening Telegram*, and I will read briefly from it. He says:

Sir: Please allow me space in your paper for this letter concerning the fishery in St. Mary's Bay, Newfoundland. During the past number of years, quite a number of fishermen have built larger types of boats such as long liners so that they can go off shore and farther afield to get fish, but we have a very serious problem. Are our members of Parliament going to fight and get the 12 mile limit for us? If not, in less than two years there will not be a long liner operating out of St. Mary's Bay if the present system is allowed to continue. Draggers are coming in and taking away our nets so we cannot hope to operate very long.

This matter can be very serious to fishermen and merchants alike. At the present time there are 15 or 16 long liners operating around Cape St. Mary's. Besides, in a few days about 40 smaller boats from Branch and Point Lance nearby will be operating there.

Now, I can say this can be serious as there is quite an amount of money involved; these long liners using an average of 30 nets. I, myself, having a larger boat, am using 50. At times there are 1,000 nets in this area costing roughly \$60,000. So when the draggers drag in at night they take away the greater part of these nets.

How many of us can buy more nets? I would say nobody. We are ourselves out over the limit, but what can we do? We have the boats and we have to get fish if it is at all possible. Is there any law that says a dragger cannot drag where there are a lot of nets? I think it would be better for them to haul our nets, take out the fish and leave our nets there. It is not that they cannot be seen because the draggers are around all day.

On the night of May 24, 1966, the draggers cleaned up quite a few nets.

He goes on and mentions the problem, and ends up by saying:

If there is no law passed yet why do the members not get together and do it very quickly, or there will be a lot of Belle Islers.

Now, I am sure our Newfoundland members, who are well represented here and are completely on the government side of the House, could enlarge upon this problem, but I would like to put it on the record. I think that it is pertinent; it evidently has occurred quite recently, and I think these facts should be brought to the attention of the committee and the minister in the hope that some action can be taken to protect Canadian fishermen. We seem to be constantly concerned about the feelings and about what may be happening to fishermen of other nationals. Frankly, I am personally and vitally concerned about what is happening to our own Canadian fisherman and our own Canadian fisheries, which is why I brought this matter to the attention of the committee.

The CHAIRMAN: Mr. Cashin, if you are on this same subject I will let you speak, and then the minister wants to comment on it.

Mr. CASHIN: This letter that appeared in the *St. John's Evening Telegram* refers more specifically to the matter about which I questioned the minister the other day. I made specific reference to that area of St. Mary's Bay because this is a very serious problem. At that time I think I mentioned, in fact I am sure I did, that the Canadian draggers and the Newfoundland ones more particularly, are the source of a considerable amount of this problem. I might say that I interjected into the questioning at that time to illustrate to Mr. Crouse the difference in the problem that exists because Mr. Crouse, in the case of Nova Scotia, was complaining that Nova Scotia draggers were not permitted the same privileges as foreign draggers. Whereas, in fact, in St. Mary's Bay, if you were the representative, as I am, for St. John's West, this would not be a source of concern to you; it would be the opposite, namely that it would be some improvement if the Canadian draggers were not permitted to enter this area of St. Mary's Bay.

I might say that I have written to this gentleman, who is the treasurer of the union in that area, with the suggestion that these fishermen, through collective action on their part, in my view can bring pressure to bear on the Newfoundland fishing interests to stay out of that area. The particular companies, such as Fisheries Products Limited, who do go into that area, in my view,

are treating the fishermen with undue regard to their problems. On the one hand, these companies want to buy the fish from these fishermen. In the case of Fisheries Products, they have a fish plant in the area catering to this inshore fishery. In another area, in Mr. Carter's constituency, they have a dragger based operation. I feel that these fishermen themselves, through bringing pressure to bear on the provincial government, can help to rectify this situation. To that end, as a result of the correspondence I have received on it, I have sent this suggestion to the fishermen of St. Mary's Bay because I feel that at least in the period, until this whole matter is resolved and hopefully it will not be much longer, there are certain types of action which can be taken to relieve the situation, at least, in part.

Mr. CROUSE: Would Mr. Cashin indicate to the committee if there are only Canadian draggers involved, or are there draggers from other nationals in the St. Mary's Bay area causing problems to the fishery?

Mr. CASHIN: At various times of the year—I could stand to be corrected by the officials of the department—but from the best information that I can gather, the St. Mary's Bay area and the other side of my constituency, Ferryland district, are probably two of the most harassed groups of fishermen in North America as far as offshore fishing operations are concerned. This is the nearest point in Newfoundland to the Grand Banks, and therefore, it is a little easier, I suppose, for these ships to come into these waters and, of course, there are, traditionally, particularly in St. Mary's Bay and around these various capes, excellent fishing grounds. I do not have direct information on this, but I gather from the correspondence I receive on the point and from discussions which I have had with the fishermen in the area, that these fishermen feel that if our own draggers could show some restraint it would certainly improve the situation. However, it certainly would not solve the problem because draggers and ships of other nations are in there. Spain and Portugal are the other nations besides Canada who are the source of irritation to the Newfoundland inshore fishermen.

The CHAIRMAN: I think Mr. Carter had his hand up. We have a large concentration of Newfoundland people in this room today.

Mr. CARTER: I would like to supplement what Mr. Cashin has said because his problem deals with long liners using nets. I believe the problem arises mainly from the operations of local draggers. However, I have the same problem where my fishermen, instead of using nets, use long lines, and the source of the trouble is not only local draggers, but foreign draggers.

This happens up on the western part of my riding between Rose Blanche and Port aux Basques where there is a good winter fishery and because of this there is a congregation of long liners not only from the Newfoundland side, but from the Nova Scotian side as well. They come over there and fish out of Newfoundland ports because it is more convenient and they do not have ice problems.

However, these inshore fishing grounds are rather small. They are probably 20 or 30 miles long and four to ten miles wide; a dragger can scrape all the lines up over night. I have brought this to the minister's attention on numerous occasions, because there is hardly a winter that we do not have some problem, although last winter it was relatively free from trouble, but this is the first time

in ten years that this has occurred. It gets to the point where our local fishermen are afraid to set their nets; they cannot afford to take the risk of having them lost because they cannot replace them. So, the fishery is denied to them completely.

I do not know how we should go about it, but I think the minister will recall, when we were debating the bill for the fisheries development program on one of the clauses, I suggested that we should have certain restricted fishing grounds for long liners, and for the inshore fishermen so that the large trawlers, which can fish 200 or 300 miles offshore, would be prohibited from using these small inshore grounds. They can destroy within two or three nights what would take a fisherman, over a year and sometimes longer, to replace.

Mr. CASHIN: Mr. Chairman, I have a supplementary on this point again.

The CHAIRMAN: I do not want to prolong this too long because I am hoping we are going to make some progress with some other items.

Mr. CASHIN: I would just like to make reference to something the minister said during questioning at the last meeting regarding the situation eight or nine months ago when it was considered that it might be possible to introduce some of the coordinance, which I presume meant proceeding in part with the establishment of the 12 mile limit.

I would just like to say this. In my view, and I think that members of this committee, who are not from Newfoundland, would have to agree with me, that in our progression with the establishment of these fishing zones in Canada, that the area in which this is most important, because it affects the livelihood of 20,000 inshore fishermen, are the waters of Newfoundland.

By saying this, I am in no way diminishing the problem that exists in British Columbia and in Nova Scotia, but in these cases we do have the draggers from Canada competing with draggers from foreign nations. Whereas it is slightly different in the area to which Mr. Crouse has made reference through Mr. Hickey's letter because of the number of inshore fishermen who, if this situation persists, will be unable to make a livelihood. However, in the case of men operating draggers, while, undoubtedly, they will be adversely affected as well, it does not have such a direct bearing on their investment. I have heard of many cases where people have lost their nets and there are difficulties in reclaiming or finding out who exactly caused the damage. While, sometimes, there may be fault in all quarters because the nets may not be properly marked and so on, this is a source of great difficulty, and these individual fishermen do not have the financial resources that perhaps larger operators do to replace equipment when it is lost.

The CHAIRMAN: I will call on the minister now because I want the minister's reply on the record before we get too close to the end of this meeting.

Mr. ROBICHAUD: Mr. Chairman, first referring to the letter which Mr. Crouse read for the record, the Department of Fisheries has had many complaints from inshore fishermen in Newfoundland claiming that damage was done to their gear by draggers operating close to the shore. This shows the problem that we have to face. On the one hand, we have representations, say

from Nova Scotia, that large draggers should be allowed to fish closer to the shore. There was a report in yesterday's Halifax *Herald* which reads as follows:

All the while the Territorial Sea and Fishing Zones Act passed in 1964 served no purpose other than to discriminate against Canadian fishermen by requiring them to fish more than 12 miles from their own shore.

This is not the case. The Canadian fishermen operating large trawlers or draggers are not permitted to fish inside of 12 miles not by this Twelve Mile Fishing Zone Act, but under the Fisheries Act which was passed first by an order in council in 1929, then by the act which is known as the Fisheries Act 1932, which was amended in the House in 1960 and 1961 when there was a minor amendment made to this particular regulation of section 50 of the act. This is the act which prevents fishermen from fishing with large trawlers or draggers within 12 miles from the shore.

Now, in Newfoundland, and I repeat what I said the other day, under the terms of union, we were asked to leave this limit at three miles from the shore. Following representations received from fishermen, not only, as Mr. Cashin has said, and rightly so, was damage done by foreign draggers, but also by Canadian draggers. We received a complaint yesterday, for example, where a fisherman lost his whole long line equipment, and they found out it was done right outside the three mile zone in St. Mary's Bay by a dragger under the name of "Fortune" owned by some firm in Nova Scotia, I think National Sea Products. It was a Canadian dragger which had done this damage.

For the last two years we have made surveys of the Atlantic coast. We made a survey of Newfoundland, Quebec, New Brunswick, Nova Scotia and Prince Edward Island in order to determine if there were any areas that we could close for dragging altogether; areas where we could have a certain dividing line inside of which no dragging would be allowed in order to protect the inshore fishermen. We would be prepared to take this restriction out of the regulation by allowing larger draggers to operate up to three miles, but we would meet with very serious objection not only from the fishermen of Newfoundland or New Brunswick, but particularly from the inshore fishermen of Nova Scotia. This is why, in 1960, the minister of fisheries of the day did not recommend that this be taken out of the regulations, because it is there to protect the inshore fishermen.

I am taking a similar attitude, and particularly more than ever after making our survey when we found out that there are many areas where dragger fishing is now permitted which should be closed to dragger operations in order to protect the inshore fishermen. This is what we have in mind; this is what we are studying now; this is what we are proposing to do at the proper time. I hope that when we are implementing the coordinates that we will be able, at the same time, to agree on the closing of certain areas to dragger or trawler fishery.

Mr. CROUSE: There is only one comment I would like to make. I would not want the minister or any of the members of this committee to misconstrue anything I said at the last committee meeting to indicate I was in favour of having Canadian trawlers come from 12 miles up to three miles off the coast.

As the minister has stated, this law has been implemented, I believe, since 1929 by order in council and it has been followed by Canadian fishermen ever since.

What I did say and what I do repeat is that the 12 mile limit legislation was brought in with great fanfare; it was talked about throughout two federal election campaigns; it was mentioned as a *fait accompli*, and yet at the last committee meeting we were informed that there are eight of the largest fishing nations in the world who are still permitted to come within three miles of Canada's shore line to drag for fish. It is the fact that the government has taken credit for implementing the 12 mile limit, while in effect eight nations are still permitted to come within the three miles, to which I take exception.

I would ask that having taken the stand that we should have a 12 mile limit, that it was to be imposed unilaterally, that they follow through with the law because this was brought about and put on the statutes in July 1964.

When the Conservative party was in power, we endeavoured to bring this about not by unilateral action, but by bilateral action through international conferences. We almost succeeded; I believe it only lost out by one vote. In my view this course should have been followed and perhaps by this time we would have international agreement whereby all the nations would agree to adopt a 12 mile limit. Recent actions in the United States and in other nations would indicate that they are giving new thoughts to the enforcement of conservation by adopting a 12 mile limit.

This is my criticism at the present time of the minister and of the government, in that they are endeavouring to take credit throughout federal election campaigns for something which has not as yet been achieved.

Mr. ROBICHAUD: I think I made it clear the other day, and it was accepted, that the present minister was not involved in making such statements even during the election campaigns.

Mr. CASHIN: I wonder if I could say something on this matter about federal members taking credit during the election campaign for accomplishing something that was not accomplished. I do not know if that was possible to do in Nova Scotia, Mr. Crouse, but I can certainly assure you that it was not possible to do it in Newfoundland. My constituents are very much aware of the fact that there are still eight nations that can come in, including the Canadians, and they are very upset about it and made their views known about it in no uncertain terms. All that I was able to say to them at that time was that we had made a start on this and that negotiations were going on, and it was hoped that they would come to an early conclusion. To my knowledge, that was the way the election campaign on this matter was conducted in the Province of Newfoundland.

The CHAIRMAN: Now, gentlemen, we have begun to fight the election campaigns of 1962, 1963 and 1965. It is nearly 20 minutes past two and the House is going to meet very soon. I think this would be a good point at which to end the current session. In closing the session I want to say this. We have just finished the 14th meeting of this committee; this represents approximately 21 hours of sitting. We have had excellent attendance and quorums over 13; it represents an effort of something in the neighbourhood of 300 man hours of sitting, and with all that polishing behind us, we still have two votes to get through, namely Vote 10 and Vote 15.

I dearly hope, as your chairman, that we will be able to carry these items very soon and address ourselves finally to outstanding Item 1 and return our estimates to the House. I wonder whether members present can give us any idea as to when we might be able to expect to do this?

Mr. HOWARD: Soon, Mr. Chairman. That is the appropriate phrase with which Mr. Robichaud is quite familiar.

Mr. ROBICHAUD: Mr. Chairman, may I have a word here; I will be very brief. I would like to inform the committee that Dr. Needler is leaving this afternoon; he will not be available for two weeks. I will be leaving next Thursday and will be away for eight or ten days. It is an unavoidable absence, so I thought I had better inform the committee in case it would want to call me back at the next two meetings.

The CHAIRMAN: Gentlemen, is it agreeable that we sit on Tuesday at one o'clock again? The days when the other committees sit are very crowded and this procedure has not been too bad.

Mr. CASHIN: We are agreeable, Mr. Chairman.

Mr. HOWARD: What is wrong with Monday at one o'clock?

The CHAIRMAN: I think this committee might sit on Monday because the Atlantic and Pacific fellows are the ones who keep this House going during the early and late part of the week. How do you gentlemen feel about that?

Mr. CHATTERTON: Agreed. I think we should wind it up on Monday.

The CHAIRMAN: Very well, we will sit on Monday at one o'clock. Thank you very much, gentlemen.

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OF
PROCEEDINGS AND EVIDENCE**

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The Clerk of the House.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE

ON

FISHERIES

Chairman: Mr. GRANT DEACHMAN

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 14

MONDAY, JUNE 6, 1966

Main Estimates (1966-67) of the
Department of Fisheries

WITNESSES:

The Honourable H.-J. Robichaud, Minister of Fisheries; *From the Department of Fisheries*: Mr. S. V. Ozere, Assistant Deputy Minister, (International); Dr. R. R. Logie, Assistant Deputy Minister (Operations); Mr. J. J. Lamb, Director of Administration; Mr. K. C. Lucas, Director, Resource Development; and Mr. C. R. Levelton, Director, Conservation and Protection.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE ON FISHERIES

Chairman: Mr. Grant Deachman

Vice-Chairman: Mr. G. Blouin

and

Mr. Basford,	Mr. Granger,	Mr. McQuaid,
Mr. Béchar, d,	Mr. Howard,	Mr. McWilliam,
Mr. Bower,	Mr. Keays,	Mr. Nowlan,
Mr. Carter,	Mr. LeBlanc (<i>Rimouski</i>),	Mr. O'Keefe,
Mr. Cashin,	Mr. MacLean (<i>Queens</i>),	Mr. Patterson,
Mr. Chatterton,	Mr. Mather,	Mr. Stefanson,
Mr. Crossman,	Mr. McLean (<i>Charlotte</i>),	Mr. Tucker—(24).
Mr. Crouse,		

J. H. Bennett,

Clerk of the Committee.

MONDAY, JUNE 6, 1966
The Clerk of the House.

Main Estimates (1966-67) of the
Department of Fisheries

WITNESSES:

The Honourable H.-J. Robichaud, Minister of Fisheries; From the Department of Fisheries: Mr. S. V. Ozer, Assistant Deputy Minister (International); Dr. R. R. Logic, Assistant Deputy Minister (Operations); Mr. J. J. Lamb, Director of Administration; Mr. K. C. Lucas, Director Resource Development; and Mr. C. R. Lavelon, Director, Conservation and Protection.

ROGER DUBAMILL, P.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

MINUTES OF PROCEEDINGS

MONDAY, June 6, 1966.

(15)

The Standing Committee on Fisheries met this day at 1.15 p.m. The Chairman, Mr. Deachman presided.

Members present: Messrs. Blouin, Bower, Carter, Chatterton, Crouse, Deachman, Howard, Keays, MacLean (*Queens*), McWilliam, Nowlan, Patterson, Stefanson (13).

Also present: Mr. Barnett, M.P.

In attendance: The Honourable H.-J. Robichaud, Minister of Fisheries; *From the Department of Fisheries:* Mr. S. V. Ozere, Assistant Deputy Minister (International); Dr. R. R. Logie, Assistant Deputy Minister (Operations); Mr. J. J. Lamb, Director of Administration; Mr. K. C. Lucas, Director, Resource Development; and Mr. C. R. Levelton, Director, Conservation and Protection.

Item 1—Estimates—General Administration was called and allowed to stand.

Item 10—Fisheries Management and Development—Construction or Acquisition of Buildings was called and following discussion was approved.

The Committee reverted to *Item 1—General Administration* and resumed the examination of the Minister and departmental officials.

The Minister provided copies of a reply to Mr. Howard's question respecting water pollution research, which the Committee agreed to append to this day's Minutes of Proceedings and Evidence. (*see Appendix 3*)

At 2.28 p.m. questioning still continuing the Committee adjourned to Tuesday, June 7, 1966 at 1.00 p.m.

J. H. Bennett,

Clerk of the Committee.

MINUTES OF PROCEEDINGS

MONDAY, June 6, 1966
(15)

The Standing Committee on Fisheries and Aquaculture met at 1:15 p.m. The Chairman, Mr. Deschamps, presided.

Members present: Messrs. Bouché, Bower, Carter, Chatterton, Crouse, Deschamps, Howard, Keays, MacLean, (Absence), McWilliam, Nowlan, Patterson, Stetson (18).

Also present: Mr. Barrett, M.P.

In attendance: The Honourable H. J. Hobbie, Minister of Fisheries and Aquaculture; Mr. S. F. O'Brien, Assistant Deputy Minister (International); Mr. J. R. Taylor, Assistant Deputy Minister (Operations); Mr. J. M. Lamb, Director of Administration; Mr. K. C. Lucas, Director, Fisheries Development; and Mr. C. McLevett, Director, Conservation and Research.

Item 1—Estimates—General Administration was called and allowed to stand.

Item 10—Fisheries Management and Development—Construction of Aquaculture Buildings was called and following discussion was approved.

The Committee reverted to Item 1—General Administration and resumed the examination of the Minister and departmental officials.

The Minister provided copies of a reply to Mr. Howard's question respecting water pollution research, which the Committee agreed to append to this day's Minutes of Proceedings and Evidence (see Appendix 3).

At 2:25 p.m. questioning still continuing the Committee adjourned to Tuesday, June 7, 1966 at 1:00 p.m.

J. H. Bennett,
Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

MONDAY, June 6, 1966.

● (1.15 p.m.)

The CHAIRMAN: Order. I understand the Minister may be here just a little later. May we stand Item 1, and call Item 10 followed by Item 15. If you will turn to the estimates at page 151 we come to Vote No. 10, which is "construction or acquisition of buildings, works, land and equipment, including acquisition of land for the International Pacific Salmon Fisheries Committee, as required by Article VIII of the Convention."

I thought perhaps we might open by asking Mr. Lamb, the Director of Administration and who, I think, is the one most familiar with this Vote, to indicate with a few remarks the nature and scope of the Vote and then we can move to questioning. Is that agreeable or did you have something else in mind Mr. Howard?

Mr. HOWARD: In the light of the way you suggest we proceed, I will not make the suggestion I intended to, except to put it on record, without making it in any formal way. I was going to suggest—and I was going to do this a meeting or two ago—that we might move with some despatch if we were to formally pass Items 10 and 15 with a minimum of discussion and consider under Item 1 those matters we might have considered under 10 and 15, which will just leave us with the one item with which to deal.

The CHAIRMAN: Is that agreeable to everyone here?

Mr. CARTER: Can we do that?

The CHAIRMAN: I do not think we should be passing a Vote until we reach a quorum and I would hope we will reach a quorum in a few minutes.

Let us then proceed for the moment. Are there any simple questions we might have under this Vote without getting us, as Mr. Howard suggests, into too protracted a discussion.

Mr. CARTER: What about your earlier statement about Mr. Lamb? I understood Mr. Lamb was going to say a few words by way of introduction.

The CHAIRMAN: I thought a good way of proceeding would be to ask Mr. Lamb to outline the nature of this Vote and then we would proceed to any questions that might be directed to the departmental officials. Mr. Lamb.

Mr. J. J. LAMB (*Director, Administrative Service, Fisheries Department*): Mr. Chairman, as the Vote title suggests, the funds herein are provided for construction or acquisition of buildings, works, lands and equipment. There are numerous small items in the Vote. I might point out two or three of the larger ones.

The largest of all is that in British Columbia, the construction work at the Babine Lake project, there being a total of \$1,213,000 for this project. The other large one on the west coast is for completion of construction of the Meziadin River fishway, an item of \$357,000. There is provision under equipment for a new patrol vessel in Newfoundland for \$120,000. In the Maritime provinces there is provision for the completion of a new 179-foot vessel the total cost of which is \$1,700,000. There is \$1,200,000 involved in this vote. There is also provision for a new large vessel for the Pacific coast, largely along the plans of the one now being constructed for the east coast.

As I said, there are a large number of other small items but I think maybe these are the ones that need pointing out.

Mr. CHATTERTON: What role does the Fisheries Department play in the construction of, say, a fisherman's wharf? Let us say that a certain fisherman's wharf was proposed and in a certain location and that Public Works undertakes to construct, and so on. What role does your Department play in recommending to Public Works the necessity for or the size of it, and so on? Are you consulted?

Mr. LAMB: There is now a committee, composed of Public Works and members of our economics service, which enquires into the need for such as a public wharf at a definite location and, together with Public Works, recommend either for or against.

Mr. CHATTERTON: What role does your department play with regard to Department of Transport regulations governing moorage charges, and so on?

Mr. LAMB: We would not be involved in that, it would be D.O.T.

Mr. HOWARD: I wonder if I could ask Mr. Lamb what are other contemplated projects or those already on the drawing boards for British Columbia concerning the artificial or controlled flow of spawning channels, in addition to the ones he mentioned?

Mr. LAMB: Mr. Chairman, I think either Dr. Logie or Dr. Lucas would be in a better position to advise in this respect.

The CHAIRMAN: Mr. Lucas. I wonder if the witnesses would sit up at the table so that we can get them. If they would move right up into those places at the table where we can get them as close to those microphones as possible. It will assist in the transcriptions. Mr. Lucas, on the subject of controlled salmon spawning channels.

Dr. K. C. LUCAS (*Director, Resource Development, Fisheries Department*): Mr. Chairman, our technical staff in the Pacific region are making very widespread surveys, looking to the future salmon development possibilities. We are looking at all sections of the province and also at several of the species of salmon which occur there.

I do not think I can answer Mr. Howard's question directly by saying what the next project is going to be. But we are definitely looking at the possibilities for enhancing the production of chum salmon in the southern part of the province and of pink salmon in the central coastal regions. We definitely have plans for enhancing the production of chinook salmon, coast-wise, and are looking at the technical methods, right now. The same methods used for

sockeye, for instance, are not necessarily applicable to chinook and coho salmon.

I do not know if this answers your question specifically enough but we are taking a broad look at things. We hope our spending rate will be equal to or greater than our spending rate for the future.

Mr. HOWARD: Can I ask this? How do you approach these particular matters? Do you forecast ahead, in expectation of certain projects perhaps being undertaken within a year or two or three, if you happen to have funds available?

I understand this is the method by which Public Works operates, at least in its Harbours and Engineering and Rivers Branch. They have a variety of projects which they review periodically, look at the funds available and at the necessity and urgency of proceeding with a particular item, and then try to do it. Do you operate this way too?

Mr. LUCAS: Yes, Mr. Chairman, we are presently working on a three-year forecast of specific spending rates. We can, right now, suggest what our spending rate will be up until 1969.

Mr. HOWARD: But you cannot pinpoint particular areas or streams that you would hope to move into?

Mr. LUCAS: Well, Mr. Chairman, the Babine development project, which is in this year's estimates, has three more years to run. The original cost estimate was \$5.3 million. Because of the inflationary trends I think this might be closer to \$7.5 million before we are finished. But the bulk of our spending in the next two years is going to be in the Babine Lake area but when the Babine program is drawing to a close, then we will be bringing in another large project to take its place.

Mr. HOWARD: The traditional way of financing matters such as this has always disturbed me; principally because it is on an annual basis depending on what the Minister of Finance decides in his Budget, and how much power play there is from other departments, one may find that projects of this sort become under-financed in subsequent years.

This may be an unfair question to ask, Mr. Lucas, and perhaps it is something I should ask the Minister, because it is really in the realm of policy. But, could you give me some idea whether, in financing projects of the sort which have to extend over a period of years before they are actually completed, a guaranteed financial relationship under that period of time would be more beneficial? Would you be able to plan more easily?

Mr. LUCAS: Mr. Chairman, as I interpret Mr. Howard's question, he is suggesting one of the limiting factors here, the money limiting factor. I really think it is a very subtle combination of scientific knowledge, staff and money, and these three things must be in balance in order to have a decently continuing programme. I believe all of them are being strained to the limit. I do not think that extra scientific opinion would be a big help, but this is probably one of the limiting factors.

We are not only rapidly developing ways to enhance the production of salmon, but are developing staff as quickly as we can get it to start utilizing its

knowledge. And we are getting money to match the ability of that staff to turn out projects. I think this is the most reasonable way I could answer your question.

Mr. HOWARD: I had just one other question I wanted to ask. When it was here, the Fisheries Council of Canada, as I recall it, made quite a point of the so-called controlled flow of spawning channels, artificial spawning beds, and so on. As I recall, listening to their brief, they felt there was a sufficient background knowledge available to enable it to expand more quickly into this area. Do you have any comments about their contentions in that brief?

Mr. LUCAS: I am not, personally, familiar with their brief. Mr. Harley was not in town when that brief was presented. Perhaps Dr. Logie would rather comment.

Dr. R. R. LOGIE (*Assistant Deputy Minister (Operations) Fisheries Department*): I was at that meeting of the Committee and I think we would have to say that we, in our profession, do not regard the job to be as simple as do the Fisheries Council. We think it is a lot more sophisticated.

I think the suggestion put forward by Mr. Payne, on behalf of the Council, was that money was the sole limiting factor. We would have to associate ourselves with the opinion Mr. Lucas just expressed and disagree with the Council in that statement.

The CHAIRMAN: I wonder if I might interject here. To what extent have artificial spawning beds proved commercially feasible? Do we have commercial operations in this field as a result of developments of the Fisheries Department?

Mr. LUCAS: I cannot give a straightforward answer. Spawning channels and other methods of artificial enhancement of nature are still, at the very best, only an experimental device. They have not been in existence long enough for anyone to know whether they are the best answer. Our scientists are sufficiently confident in the results obtained to date, to be fairly confident that they should carry on these experiments, if there is to be every hope that they will be successful. But they are not a proven device at all.

The first spawning channel in the world was built as recently as 1955 at Jones Creek, in the Fraser Valley, so their history is only eleven years old. It is only now, that we are getting into a large scale type of project, so I would think it would be another few years before we could say they are a production tool we can depend on. However, we have enough confidence to believe we will be able to convince Treasury Board that we should be engaging in such a project. We are gambling that they will work.

The CHAIRMAN: On what is that confidence based, if you have been experimenting since 1955? This is a matter of twelve years. Are fish on a four-year cycle?

Mr. LUCAS: Depending on their species. They might be on a two, four or five-year cycle.

The CHAIRMAN: So you are covering from three to six cycles? Roughly, what has been your experience in those three to six cycles to give you sufficient hope to go back to the Treasury Board, which is a pretty formidable group to approach. Just what has happened to give you this courage?

● (1.30 p.m.)

Mr. LUCAS: What has happened, Mr. Chairman, is that we have substantially increased the survival of salmon eggs from the stage when they are laid in the gravel until they emerge as fry and swim down stream to the sea. What we do not yet understand is whether Nature, in the sea, can maintain the same increment of return that we are getting in fresh water. This is not yet totally understood.

The CHAIRMAN: Are you suggesting that fry from a natural spawning bed are going to behave differently in the sea than fry from an artificial bed? Is this a problem?

Mr. LUCAS: They might very well act differently, yes.

Mr. HOWARD: Just one return of spawning salmon to maintain the resource?

Mr. LUCAS: It is not that, Mr. Howard. We are not talking about discreet runs, which can be totally identified by themselves. For instance, the Jones Creek experiment, which was not really an experiment but the production and answer to a hydro electric project, was introduced eleven years ago but the fish schooled there were a part of the major pink salmon runs to the Fraser River. It is almost impossible to sort these fish out from amongst the great river stocks. We do know there were substantially larger escapements of fish to Jones Creek after the channel was built, but you cannot irrefutably say it was the channel that did it, because, you see, it could have been due to the way the fish were regulated on the outside.

Mr. HOWARD: I have a question on this specific point.

The CHAIRMAN: If it is short and related, because I see Mr. Chatterton and Mr. Carter both have their hands up.

Mr. BARNETT: What about the results, so far, on the pink run? As I understand, it was a completely new run and that there had not been pink runs through the Somass system. Have you any information on the results, so far, which I realize are more recent than the Jones Creek, which would amplify the situation?

Mr. LUCAS: Mr. Chairman, the Robertson Creek situation is a bit different. I think here we are getting into a rather complicated and scientific field; but there, as one of the projects carried out in that spawning channel, was an attempt to transplant a run of pink salmon. This was a totally different thing from enhancing production in an existing run.

Mr. BARNETT: I realize that.

Mr. LUCAS: Any attempt to define a new run there has been successful, in that a new run was established, but the new run is not maintaining itself anywhere near a normal production level. In other words, without artificially boosting it every year, I would very much doubt if a commercially sized run could be established at Robertson Creek. But, again, this is because of the difficulty of transplanting a run of salmon, not because spawning channels do not work.

The first of what could be called production channels of the department is the Big Qualicum project, which is a combination of spawning channels and

flow control. That project was completed in 1962 and the real proof of whether this type of enchancement of natural conditions will work, will be coming this year and next, when the first returns of the adult fish which spawned in those new areas will be entering the fishery and coming back to the stream.

We will know far better, in a couple of years, how successful these projects have been. So far, the fresh water survival is being substantially increased, but will the production of adult fish, coming back, be increased? We cannot yet answer that question with certainty.

Mr. BARNETT: I just wanted to ask, Mr. Chairman, seeing that Big Qualicum has been mentioned, whether this year's estimates include any funds for increasing the spawning channel area in the Big Qualicum development. I understand there is room for expansion and I was wondering whether this was part of the construction vote for this year?

Mr. LUCAS: Well, Mr. Chairman, we do have plans prepared for an extension of the spawning grounds at Big Qualicum if and when the need can be shown by the return of fish. We have postponed further expenditure there until such time as we do get our returns from these runs, which are now at sea. There is ample room for the first returns, and if those returns are optimistic, then we will probably be going ahead and asking for funds to extend the facilities there.

Mr. CHATTERTON: My question concerns Gold Stream which enters into the Pennington Arm. Whether this is a fact or not, perhaps you can tell me, but old timers tell me that the runs going up there now are only a fraction of what they were twenty or forty years ago.

Further, I understand the Greater Victoria Water Board which, I believe, owns just about all the watershed to Gold Stream, will be abandoning that watershed in a few years. Is the department giving consideration to the taking over of the watershed, at least from the point of view of rehabilitating the spawning facilities in the Gold Stream?

Mr. C. R. LEVELTON (*Director, Conservation and Protection, Fisheries Department*): It is true there has been a decline in the spawning populations of chum salmon in Gold Stream. This is not an isolated case; it occurred in common with the chum salmon production on the entire southern coast of British Columbia and, to some degree, on the northern British Columbia coast. So I would not say the cause lies in that stream alone; it is a rather general and widespread picture.

As for the Victoria Water Board abandoning the stream, I am not, at the moment, familiar with this matter so I cannot answer that part of your question, Mr. Chatterton.

Mr. CHATTERTON: You are not then aware of their plans, which call for the abandoning of the Gold Stream as a source of water and relying entirely on the Sooke Lakes? If you are not aware of it, could I ask that some contact be made with them to see if there is a possibility of your department taking over when they do abandon their Gold Stream watershed?

Mr. LUCAS: The department was aware of these proposals and have had a few general discussions but the situation is not as clear-cut as you describe. I believe other problems are involved. It is not just a matter of a total turnover.

There may be other competing agencies in the same water. Certainly we would never pass up any opportunity for enhancing runs of fish if we can do so economically.

Mr. CARTER: I have one question on this subject, Mr. Chairman, and then I would like to ask some questions regarding the east coast. I understand that, two or three years ago, some Pacific salmon were transplanted to the Atlantic coast off the east coast of Newfoundland. Has that experiment developed to the point where any evaluation can be made?

Mr. LUCAS: Mr. Carter is referring to an experiment in trying to transplant Pacific salmon species into the Atlantic ocean. This is very similar to the experiment the Soviets tried, a few years ago, of moving pink salmon from the North Pacific over to the White sea. In our experiment, pink salmon eggs were taken from a stream in British Columbia and taken to a small incubating channel in a stream on the southern shore of Newfoundland. There have been some returns from the spawning but, again, as I was pointing out to Mr. Barnett earlier, these returns have been of a low order and not at the rate these fish would reproduce themselves and build extensive runs. But the experiment has been a success, I suppose, from a scientific point of view, in the fact that the fish have come back.

One of the objects of the experiment, in the first place, was to see if the fish could be incubated, would survive and migrate to sea, and secondly, to find out whether the fish which went to sea would come back to their spawning stream, and they have done this. But they have not come back in the numbers which would indicate the possibility of commercially sized runs there.

The experiment, I believe, is not yet over. This experiment is being conducted by the Fisheries Research Board of Canada and I believe they hope to have further findings of pink salmon there, if they can produce a stock of eggs to continue the experiment.

Mr. CARTER: I note what Mr. Lucas has said about the experimental salmon stocking in the Newfoundland area. Could he tell us if there is any method of checking on the numbers of these salmon which may have returned but were caught, for example, off the coast of Greenland. Have you any method of determining this, from countries fishing extensively in the Greenland area?

Mr. LUCAS: Mr. Chairman, I could perhaps start to answer the question, then I might defer to Dr. Logie. I was in Newfoundland all last week and the scientists there were telling us that many fishermen, all around the island, had been giving them reports of pink salmon being caught, which they attributed to this planting of eggs in the south. Apparently our biologists have checked many of these reports and have found that most of the fishermen do not recognize a pink salmon when they see one and that they are calling sea trout and every other darned thing pink salmon, and they think we have been wrong in our assessment of this program. Our strength has been that these fish are homing very exactly to their stream of origin and that we do not think there has been any substantial straying. So I think there are some exaggerated ideas in Newfoundland regarding the success of this finding.

The CHAIRMAN: That is an incredible fish story to have to believe, is it not?

Mr. KEAYS: Mr. Chairman, what about the pink salmon?

Mr. LUCAS: So far as the Greenland fish are concerned, I do not have any information on them. Perhaps Dr. Logie might have.

Mr. LOGIE: Mr. Chairman, to complete the answer, the information I have to give is negative. When the Fisheries Research Board first started to assess the returns, there was an widespread idea that pink salmon might stray rather badly in return, because they did this in Russia. Some of them were, I think, captured as far away as Ireland. So, in conjunction with the Fisheries Research Board we took steps to distribute circulars up and down Canadian coast and, I think, perhaps down into New England, describing how to tell the difference between pink salmon and other fish. However, none were sent to Greenland. I think the answer to your question is that if a Greenlander caught one—if in fact they do stray that far—to him it would look odd, but he would not know what it was.

Mr. CARTER: Returning to Mr. Lamb's statement, he mentioned I think \$120,000 for a boat for Newfoundland. Is that a patrol boat?

Mr. LAMB: Yes, Mr. Chairman, it is. It replaced a smaller boat which had been in operation in Newfoundland since Confederation and which is now worn out.

Mr. CARTER: Do you know which boat it is replacing?

Mr. LAMB: The *Arctica*.

Mr. CARTER: Oh, yes.

Mr. LAMB: It is much larger than the *Arctica*.

Mr. CARTER: You have an appropriation there for the bait service. I understand a committee was studying this problem some time ago. Has this committee made any report, or has any specific baits policy been developed as a result of the work of that committee?

Mr. LOGIE: We are passing this one around, Mr. Chairman. Yes. This is a Committee set up by the Minister and it has reported to the Minister.

I find myself in some doubt here, Mr. Chairman. The Minister indicated he would be here; he has been called. He also told us he would like to answer questions of this nature himself, and the questions on subsidies in Vote 15. I would rather defer the answer until he comes, if this is at all agreeable.

The CHAIRMAN: Is that agreeable gentlemen? Could we defer that to the Minister, who is expected to be here before the end of the session.

Mr. CARTER: That concludes my questions. I will wait until the Minister comes.

Mr. MACLEAN (*Queens*): I have one brief question. The acquisition of equipment for the Newfoundland baits services increased several times this year. Would that be for bait holding units or something of the sort. Or what is the equipment involved?

Mr. LAMB: The acquisition, Mr. Chairman, involves part payment on a new baits service vessel that is required in Newfoundland. A smaller vessel than the large article replacement, to take bait to some of the smaller outpoints.

Mr. CARTER: A second vessel?

Mr. LAMB: Yes, a second one.

Mr. CROUSE: Would this vessel be, say, similar to one presently operating in that area?

Mr. LAMB: No. It would be much smaller, Mr. Chairman, simply a bait carrying vessel. It would be refrigerated but not capable, as the larger one is, of freezing.

Mr. CROUSE: Has the department, so far as developing this is concerned, given some thought to the change taking place in Newfoundland, as well as in the Atlantic provinces. Before my Newfoundland colleagues jump on me, asking why am I against something for Newfoundland, I assure them that I really am not.

I am just wondering if you have taken cognizance of the fact that there is a tremendous change taking place. Practically all the large Newfoundland companies with which I am familiar, are now building deep sea draggers. They are taking their crews from the inshore fisheries and taking them offshore in an operation that does not require any bait. You do not need any bait for a scallop dragger or deep sea ground fishing dragger, and I am wondering if the Department, prior to expending this amount of money on a boat, has taken this fact into consideration. And the fact that, perhaps within a five-year period, you will not need the present bait service as it is set up.

Mr. LAMB: Mr. Chairman, I think this question is one which was also dealt with by the Committee referred to in answer to Mr. Carter, and I feel that perhaps it should be left for the Minister's consideration.

Mr. MACLEAN (*Queens*): Just one small question, which is a supplementary to the previous question. It think it goes without saying that it is obviously impossible to specifically identify fish when they return, as having hatched artificially. There is no type of scientific experiment which can be evolved to identify artificially spawned salmon. There is not such a thing as putting tracers of some sort in with them, or sport salmon of any sort.

An hon. MEMBER: Make them radioactive!

Mr. LUCAS: Well that is Mr. MacLean's question. We actually are now trying to mark these fish so we can tell whether or not they were artificially bred and born. At the Big Qualicum project for instance, we are fin-clipping the fish which are migrating out of our spawning channel in a different way than the fins of the fish coming out of the natural stream, so that we will know the relative production at sea from each type of fish. We are marking almost a million small fish at the Big Qualicum project this year and we hope to be able to identify these clipped fins when the fish come back and are caught in the fishery.

Mr. BARNETT: Mr. Chairman, I have one further question I would like to ask in the field of the improvement and development of spawning channels for Pacific salmon. It has to do with the possible inter-relation of the work of the Fisheries Department and the ARDA programme. I think I have raised this question in the House with the Minister of Forestries and also, as I recall it, the Minister of Fisheries.

My interest in this question arises, in part, from the emphasis Mr. MacMinn, of the B.C. provincial Department of Recreation and Conservation, placed in his report to the fisheries committee in B.C. on possible improvement of smaller streams in British Columbia.

As I recall it, the Minister of Forestries suggested to me that there was no real obstacle to co-operative work in this field. What I would like to know is does the Department of Fisheries have, within its existing organization, the necessary facilities to deal adequately with this kind of joint project if it should be brought forth? I realize this would involve a project which would be concurrent with one run by the provincial authorities in British Columbia, but I have a feeling that there are some possibilities along the east coast of Vancouver Island for a co-operative development which might not be entirely economic from a purely fishing point of view, but would assist in reclamation of agricultural land and this sort of thing. Is the department set up so that it could deal promptly with a situation of this kind if it reached a point where the department was requested to come in?

Mr. LOGIE: I think, Mr. Chairman, I win this one. Or lose it. So far, ARDA has not, to my knowledge, adopted a fisheries project, as such, under its own wing. They are usually part of a redevelopment plan for an area in which fisheries play an important part. And this is the way we see them continuing.

In such cases, there is an agreement that the two departments get together. In fact Mr. McArthur is our liaison officer and these things are thoroughly discussed. There have been several such meetings this year. So I think perhaps the answer to Mr. Barnett's question is yes, we are in close contact and presumably could act in concert if it came about.

Mr. BARNETT: This arrangement could include some appropriation of funds on an agreed formula from both sources. Is this correct?

Mr. LOGIE: I do not think we have tried this yet.

The CHAIRMAN: Gentlemen, before I ask for Vote 10 to carry, I want to draw your attention to the Item on page 151 under the heading Conservation and Development service—acquisition of buildings and equipment. There is a total item here of \$4.4 million out of a Vote of \$4.8 million under Vote 10, and so this is really the heart of that whole vote. I wonder whether, before passing the item, we are quite clear on what these items stand for. Are there any further questions on that before I call for Vote 10?

Mr. CARTER: Mr. Lamb explained it to me that there was \$2 million over in B.C., was there not? Did he not explain that \$4 million? I thought he explained it.

The CHAIRMAN: This is on the composition of the item of \$4.4 million for buildings and equipment?

Mr. LAMB: Yes. I have given the main items.

The CHAIRMAN: If the Members are satisfied with that I will now call for Vote 10. Shall Vote 10 carry?

Item agreed to.

Vote No. 15 deals with grants, contributions and subsidies in the amounts and subject to terms specified in sub-vote title listed in the details of Estimates. I am reading from page 152, and I will ask Mr. Lamb whether this particular vote comes under his jurisdiction. On whom shall I call to explain the nature of this vote?

Mr. CHATTERTON: There is only about half an hour left. Should we not go to Item 1 so that the Minister could answer the questions that have been asked? Otherwise, we may be stuck with 15 for the rest of the session.

The CHAIRMAN: Very well. I will then proceed to those who had questions which were previously put and which it was suggested by departmental officials should be directed toward the Minister. Who is proceeding first on this? Was it Mr. Crouse or was it Mr. Carter?

Mr. CROUSE: There was only one question that was deferred, and that was in item 10 on the Newfoundland bait service, which had increased from \$16,000 to \$111,000. The question I raised was with respect to the tremendous change that is taking place in the fishing industry and the fact that, at the present time, many of the Newfoundland firms with which I am acquainted are utilizing this subsidy construction programme to build large deep sea fishing trawlers and scallop draggers and, consequently, the bait service would undoubtedly, within the next five years, diminish rather than expand because neither of these types of draggers constructed requires any bait. My question was, has the Minister and his staff taken this fact into consideration before enlarging on the equipment required to expand the bait service in that province?

Hon. H. J. ROBICHAUD (*Minister of Fisheries*): I believe I can answer this question quite briefly. As the hon. member knows, under the Terms of Union the federal government is responsible for the supply of bait in Newfoundland. We have agreed to carry on with this program, which was already in existence.

It is true that, under the subsidy program, there is a trend in Newfoundland, as there is and has been in other provinces, particularly in Nova Scotia, for the construction of larger trawlers or draggers, which do not require bait. However the situation in Newfoundland is exceptional. We have there actually 21,500 inshore fishermen. So we must admit, at once, that it would be impossible to try to convert the fishing industry in Newfoundland by shifting even a large percentage of it to this type of offshore fishery.

We must admit that we have to maintain substantial inshore fishery in Newfoundland, and it is with this in mind that we are increasing the service in order to provide an adequate supply of bait for those areas, particularly on the Labrador coast, where inshore fishery is of major importance. This is why, last year, we added, I believe, ten additional units and we have made provision for a supply depot on the Labrador coast which will be built this year at a cost of about \$100,000. As I have said, we feel this service is a necessity.

Last Fall I appointed a special commission of inquiry to study the bait situation and the bait problem in Newfoundland. This commission has reported to me about a month and a half ago. We are now studying their recommendations and we feel that some needed changes—I would not say substantial or major ones—or some amendment to the existing bait policy will have to be made in Newfoundland.

Under the new program, where we are assisting inshore fishery, we are building a number of longliners. We have whole areas, for example, where fishing has been done in small boats—22, 25 and 28 feet in length. In those areas, we have been introducing forty, forty-five or fifty foot longliners so that the fishermen can expand their operations thirty or forty miles from port where actually they are only fishing at a maximum distance of maybe ten miles. So this is the reason for this extension in the bait program.

Mr. HOWARD: Mr. Chairman, I wonder if, while the Minister is here, I could ask him a couple of questions that will probably require rather short answers.

On the 29th March the Legislative Committee of British Columbia, which dealt in the provincial legislature with certain questions of fisheries, made its report to the House. One of its recommendations, and I will quote from it, was:

that negotiations be commenced with the federal government to clarify the responsibilities and jurisdictions as between federal and provincial authorities in relation to *inter alia*

and then it lists a number of items of concern.

I would like to ask the Minister whether he has had any communication from the provincial government in British Columbia, since this time, suggesting that there be some negotiations about these or other points concerning fisheries.

Mr. ROBICHAUD: Yes, Mr. Chairman. I cannot specify the date but I know that we have had communication with the government of British Columbia and this is a matter which has now been referred to the federal-provincial committee at the Deputy Minister level, which meets regularly. The recommendation of this special committee will be studied at the next meeting of this committee.

Mr. HOWARD: One of the items they mentioned in here was the limiting of the number of commercial licenses issued and this, of course, is a matter on which the Minister has at least started, by raising fees. I assume that this will be one of the items discussed at the federal-provincial committee.

Mr. ROBICHAUD: Yes, Mr. Chairman, as Mr. Howard has said, we have now made the first step by raising the licenses. We have already had three or four meetings with the industry and with representatives of the fishermen, in order to determine what is the best policy to follow. We are now dealing with the registering of all salmon boats and the increase in the cost of salmon licenses, so that we can exercise better control and gather full information on the types and numbers of boats operating. Our ultimate objective, I am sure, is to control the number of commercial licenses issued for commercial salmon fishing in British Columbia.

Mr. HOWARD: Since the introduction of the increased license fee, which is applicable to this year for the first year, what has been the experience? Has there been a decline or an increase in the number of licenses applied for? Or has the number been relatively the same?

Mr. ROBICHAUD: I think Mr. Levelton could answer that.

The CHAIRMAN: Perhaps it is a little early to assess the situation fully.

● (2.00 p.m.)

Mr. LEVELTON: Yes, Mr. Chairman, that is exactly it. It is a little too early, yet, to assess the situation. There was a deadline date of May 31st, by which date applications for salmon licenses should have been made. A large portion of the native Indian population had not applied by that time and the time limit had been extended for them only. So it is a little too early yet to tell what effect this will have had.

Mr. HOWARD: Speaking of our native Indian people, there is another matter I would like to ask about, if I could and that is the Fishing Vessels Assistance Regulations which the Department of Fisheries operate, and which apply solely to the four Atlantic provinces and the province of Quebec but which do not apply to the province of British Columbia. What is happening? Are any steps being taken to extend the operation of those regulations to British Columbia?

Mr. LEVELTON: Yes, especially in view of the communication between yourself and Mr. Tremblay when he was Minister of Citizenship and Immigration, relating to the desire of native Indian people in B.C. to come under these regulations.

Mr. HOWARD: I would like to know what is happening.

Mr. ROBICHAUD: Yes, Mr. Chairman, it is not that this regulation is only applicable to the Atlantic provinces and Quebec, but we have now had meetings with the governments of Ontario, the prairie provinces and British Columbia and this regulation is applicable to those provinces who have a Fishermen Loan Board, with whom we can deal.

There is a special case to be made in the case of the native Indians and the Department of Northern Affairs and National Resources has been recently studying the possibility of introducing a special assistance program based on the same principle that we have on the Atlantic coast, which would be made applicable to the native Indian. We in the Department of Fisheries have offered all the assistance possible in order to determine the regulations applicable to such a program. I sincerely hope we will have something to put into effect before too long, in this regard.

Mr. CROUSE: I would like to direct this question to the Minister. On another matter, the United States Department, has announced that, in future, the United States representative at international fisheries discussions will carry the rank of ambassador. This is in view of the general upgrading of importance of United States fisheries that has followed in the wake of heavy foreign fishing off the American coast and belated recognition by policy makers in the United States that other maritime nations consider their high seas fisheries of prime importance. In the high level conferences regarding conservation and territorial rights which take place soon, or which the Minister has stated are going on constantly, full ambassadorial status gives added weight to the United States hand, and I would like to ask the Minister what steps we have taken to match this new development in fisheries negotiations.

Mr. ROBICHAUD: Mr. Chairman, I think I should ask Mr. Ozere to answer this question.

Mr. S. V. OZERE (*Assistant Deputy Minister (International), Fisheries Department*): Mr. Chairman, as honourable members probably know, the system in the United States is a little different than ours. Under the constitution of the United States, each state has control of its own fisheries and the federal government only participates whenever a treaty is negotiated. Therefore, in the federal set-up, they have nothing comparable to the Ministry of Fisheries. They have what is known as the Fish and Wildlife Service, which devotes itself mostly to research in fisheries and things of that nature and also administered the fisheries of Alaska until Alaska became a state.

For some years now, the Secretary of State's Department, which is the equivalent of our External Affairs, has had in its set-up what is known as a special assistant to the Undersecretary of State for Fisheries and, so far as I can make out from the reports we have received, only the title will be changed. There will be a new appointee because the present special assistant is retiring in September and a new appointment at a slightly higher rank will be made.

Mr. CROUSE: Another question, Mr. Chairman. We have been told that the 12-mile limit cannot be established as envisaged by Bill S-17 because of objections by the United States. We have also been informed, or I have been led to believe, that other countries, specifically the seven besides the United States which the Minister mentioned the other day, would drop their objections to our implementing the 12-mile limit if the United States and Canada could reach agreement on this matter.

We have been told for a period of almost two years that negotiations have been going on and, while I do not expect the Minister to tell this Committee the clauses under which they are negotiating with the United States, I would like to know if he can tell the Committee just what the United States is objecting to in this legislation which we passed some two years ago?

Mr. ROBICHAUD: Mr. Chairman, I think I have made it clear that I could not give exact details as to the objection of the United States. I have stated that they were objecting to our proposal which is based, as was said before this Committee, I believe by Mr. Ozere, at one of our previous meetings, on the proposal similar to that made to the government by the Fisheries Council of Canada. The Fisheries Council of Canada requested that a number of bodies of water be considered as Canadian waters; this is the basis of the objection. But I am not in a position to give details regarding what bodies or what parts they are objecting to.

They are objecting to the principle, in general, which is based on the proposal that was submitted to the government by the Fisheries Council of Canada.

Mr. CROUSE: This then, means, Mr. Chairman, that we are practically in a deadlock with our American counterparts, does it not, over this?

Mr. ROBICHAUD: No, I would not go that far. I would not say we are in a deadlock. We certainly have not as yet been able to get approval to our proposal but, as I have said at the first meeting, we are expecting a firm reply from the United States and, when this is received, it will be considered by the government. And if a change or a new policy has to be adopted I cannot say now what position will be taken. It may be, as I have stated, that we may be starting immediately to establish certain co-ordinates and leave aside, for the

time being, those areas where we cannot get complete agreement. I am not saying that this is what we will do but it is a possibility.

As the matter now stands, what advantage would it be to Canada and to Canadian fishermen, if we were to take a unilateral position that would not be accepted by the international court of justice? It would mean that we would set back our position by twenty-five years at least. So there are now two approaches to this problem; they would be either to re-assess our position or to start establishing co-ordinates. Or, and this is the one I know Members here would probably prefer, to have another conference on the Law of the Sea, because there may have, and I think there has, been a change of attitude throughout the world.

A number of countries at the last meeting who may have been opposed to the proposal which was then made may look at it now with a different mind. It would be much more practical and to the better advantage of Canadian fisheries if we could arrive at a solution acceptable to the majority of countries taking part in the Law of the Sea Conference.

On the other hand, if we force the proposal and one of the countries involved takes us before the International Court of Justice, and our proposal is turned down, where do we stand? As I say, we would put our position twenty-five years back.

Mr. CROUSE: Mr. Chairman, just one other question and this will be my last. When this legislation was introduced on May 20th, 1964 by the Honourable Paul Martin, he stated, and I looked up his quote:

on proclamation the 12-mile fishing zone will be established. I must emphasize there is no doubt, and there can be no doubt about this point..."

That was on May 20th, 1964 and the legislation was, I believe, proclaimed in July of that year. Is it safe then, Mr. Chairman, to assume that the eight countries mentioned the other day by the Minister, namely France, Spain, Portugal, Italy, Norway, Denmark, the United Kingdom and the United States of America, still do not comply with the legislation as passed? Is this a safe assumption?

Mr. ROBICHAUD: Not exactly, Mr. Chairman. Those countries which have just been mentioned had either treaty or historic rights with Canada. What we had to do was pass a special order in council allowing them—which is an international practice and is not new, on our part—allowing them to carry on under the same conditions as they were fishing before this Act was passed, we would then negotiate a phasing out period with them. This is what we have been doing. Again, this is an international practice which is internationally recognized.

Mr. CROUSE: Mr. Chairman, can the Minister tell us of the state of agreement with these eight countries on the phasing out period?

Mr. ROBICHAUD: I cannot give details. This would be giving details of the negotiations. But a number of those countries—and I hope I am not forced to name them because we have agreed, in negotiation, that we would not give the names until the negotiations were completed—have come to agreement with

Canada and their phasing out period has been agreed upon. We are waiting to complete negotiations so that we can enforce these phasing out periods.

Mr. CHATTERTON: Was the agreement which was tentatively entered into by some of these countries conditional on all the countries agreeing?

Mr. ROBICHAUD: In accordance with international practice, if one of those countries, not naming anyone says, "all right you go ahead and establish your co-ordinates, you close your bodies of water but if you do it, we will take you before the international court", then our agreement with the others may not be valid any more, it may have no value.

Mr. CROUSE: One further question, Mr. Chairman. Were the Minister and the government not aware of these rights when they made this unilateral declaration?

Mr. ROBICHAUD: Definitely, and this is why we are negotiating. This is why we are trying to convince those countries who are objecting. We are trying to convince them of our rights.

Mr. HOWARD: I understood the Minister and also the Secretary of State for External Affairs had stated quite clearly and definitely, when Bill S-17 was being considered—and they used the remarks of the Prime Minister in his talks with the President of the United States—that we would do nothing, either by way of negotiating a phasing out period or anything else, to upset the United States claim of an historic fishery within what was then proposed to be the 12-mile fishing zone in so far as the west coast is concerned. Is that still the position?

Mr. ROBICHAUD: Yes. I am trying to get the exact words said then. It was stated then that we would respect the historic rights claimed by the United States where we felt those rights existed. There may be areas where they may claim rights. We have had the experience with some countries, where they have claimed certain rights but we were able to prove to them that they did not have such rights in those certain areas.

Mr. HOWARD: You are talking about the United States fisheries out on the west coast?

Mr. ROBICHAUD: There is on the west coast quite a large area; there are different bodies of waters involved, I could mention Dickson entrance, Hecate Strait, Queen Charlotte Sound. I will give you an example, without getting into detail. The situation, say, in Hecate Strait is altogether different than that of Queen Charlotte Sound on account of the distance separating the co-ordinates if based from headland to headland.

Mr. HOWARD: We have not got any co-ordinates yet.

Mr. ROBICHAUD: We have to base our negotiations on co-ordinates.

Mr. HOWARD: Let me get back to the question. Are you negotiating with the United States for it to phase out its claim of an historic fishing right on the west coast within the 12-mile fishing zone?

Mr. ROBICHAUD: This is a detail which I am sorry I cannot answer at this stage.

Mr. HOWARD: You answered it two years ago saying definitely not, that it would not be phrased out, that it would be recognized in perpetuity.

Mr. ROBICHAUD: The statement was made before negotiations started, not since negotiations started.

Mr. HOWARD: If that is the situation then what the government told the Committee two years ago was incorrect, and it misled the Committee into believing that this was not the case.

Mr. ROBICHAUD: No. I cannot agree to that.

Mr. HOWARD: You may not agree with it but it is a fact. I find the minister not agreeing with embarrassing situations sometimes, but this is politics.

Mr. ROBICHAUD: It is a question of taking a responsible position, Mr. Chairman.

Mr. HOWARD: The only people you have been responsible to on the west coast have been the United States fishermen and the preservation of their historic rights within the 12-mile fishing zone. You have shown no responsibility whatever towards the desires and needs of Canadian fishermen out there.

Mr. CROUSE: I wonder, Mr. Chairman, if I can ask the Minister about this International Court of Justice; it seems to be some super body of which we are deathly afraid. What is the jurisprudence in the international sea that we are afraid of? What are the rules, regulations or the established law considered by the International Court of Justice to be the proper course of events in such matters?

Mr. ROBICHAUD: Mr. Chairman, this is asking me for a legal opinion and I think it would not be fair for me to try to give a legal opinion in the name of the government, especially if some details are required. I am sure Mr. Ozere can briefly state what is the position of Canada, for example, regarding the International Court of Justice which we have accepted to recognize.

Mr. OZERE: Mr. Chairman, Canada as you know, has accepted compulsory jurisdiction of the International Court. We are one of the countries that has led the world in the concept that international disputes should be settled through the International Court. Having accepted the compulsory jurisdiction, we can be taken to court, whether we like it or not, by any of the other countries that have also accepted compulsory jurisdiction, such as Japan for example.

Coming to the immediate question we had about jurisprudence, the only case decided in the International Court on the question of base lines, was the case of Norway against the United Kingdom in 1951. In that time, the court decided that where the coast is heavily indented by fiords, or where there is a lot of violence in the regular coast line, straight base lines can be drawn from which territorial seas can be measured. Subsequently this judgment, or at least the principle enunciated by the judgment, was confirmed at the 1958 Geneva Conference. There is now a principle established in the Convention of 1958, that sets out when a country may draw straight base lines. It is much the same as the principle enunciated by the court in the Norwegian case.

But, while the principle itself is enunciated, the application of it is the thing which gives rise to difficulties because the lines must be reasonable, they

must be drawn following the trend of the coast line, and so on. Now what is reasonable and what is not, is a question of fact and if the government closed certain bodies of water and somebody thought they were unreasonable it could be taken before the international court, and the outcome of it would be unknown. This is unpredictable.

Mr. HOWARD: Exactly. This is my understanding of the situation; that you look at each situation and say, "How does this fit within the general concept of the outline or contours of the coast?" But there is no clear spelling out of the details saying they must be so wide, or anything of this sort.

Mr. ROBICHAUD: Yes, there is because the distance that has been normally accepted by the International Court is about 47 miles?

Mr. OZERE: No. No. There is a special article for base which closes base at 24 miles but, in the case of straight base lines, I think this is what the Minister had reference to. For example, one of the lines drawn in Norway was about 43 miles in length.

Mr. HOWARD: My concern first, though not exclusively, but at the moment, is with the west coast. There are, with respect to those straight base lines, one or two places they could go. They could close off Queen Charlotte Sound and stretch from the northern top of Vancouver Island to the southern tip of Queen Charlotte, and presumably this is what the United States is contending against. I am just guessing now that they are arguing the area where those base lines should go.

Presumably again, if we come to some agreement with the United States on where those base lines should go, which will be a withdrawal from the initial position the government took in the Committee two years ago, then presumably, if there is an agreement, we have no fear of the United States taking us before the International Court of Justice. I think I, or anybody could come to this conclusion. But if there cannot be agreement, if the United States position is too firm, then, so far as we are concerned, and knowing the United States, I know they would want to drive our base lines as close into shore as they possibly could and to have as small a belt of water as possible as Canadian territory.

If there cannot be an agreement on that basis then, presumably, the Minister's position would still be, as stated before the Committee a couple of years ago, that the straight base lines would be, for the sake of argument, enclosing the southern portion of Queen Charlotte Sound. If that were the case, we might be taken to the International Court of Justice by the United States if they do not get their way in negotiating with us. In effect, in forcing us to accept their determination of what will be the straight base line, not ours.

Mr. ROBICHAUD: It is a possibility.

Mr. HOWARD: Yes, all I am doing is posing these possibilities. I am not asking you to deny or confirm the assumptions to which I am coming, because this would put you in the position of having to say you make no comment about it because it would be disclosing a certain position. But I think it is fairly obvious to me that this is the position we are in.

The CHAIRMAN: Gentlemen, I want to draw to your attention that the time has come for us to rise because the House will be sitting very shortly.

I had hoped that we might have been able to dispose of items today. On our present topic, I might say we have had a long and, I think, a very fair discussion between the Committee and the Minister on the subject of base lines and the aspects of these international negotiations. While Members of the Committee may not necessarily be in agreement with the Minister, I think all of us have had an opportunity to get at the facts and get at them very fully within this Committee.

I just wondered whether or not we could come quickly to some understanding of when we could close the work of the Committee, to carry Item 15, carry Item 1, and return these Estimates to the House. Are we prepared to make any further progress before we rise today, or should we schedule another meeting with the departmental officials before we rise? What is the wish of the Committee?

Mr. HOWARD: Mr. Chairman, I would just wish to indicate this; there are two matters I raised earlier and Dr. Martin of Fisheries Research Board and another gentleman, I forget who, indicated to me that they would bring back to the Committee certain documentary information about questions I posed. One of them had to do with pollution in relationship to logging companies. I can give you the page numbers. It is on pages 205 and 206 of the Committee proceedings. The other is on page 207, and I think perhaps it was Mr. Lucas with whom I was conversing about the relationship between Fisheries Department and the Department of Forestry in British Columbia, and whether or not that relationship extended to forest management license and certain types of timber tenure. This information, of course, was to be provided too.

I am interested in the extent of the Kings Craft fishery on the west coast at some subsequent meeting, to see whether or not we might expand into that. I am interested in having some statistics of salmon production on the west coast, ranging over, say, the last ten years. I am wondering whether this might not be available for a subsequent meeting. I could communicate these directly to Dr. Logie or to someone in the department after the meeting rises, but I thought I should put them on the record.

The CHAIRMAN: Are these questions, Mr. Howard, on which you want examination in committee or are these questions on which you can ask the department to provide you with basic information?

Mr. HOWARD: These are points on which I hope the Committee can base some recommendations in its Report.

The CHAIRMAN: You will remember, earlier, we had a procedure whereby if you wished to submit written questions to the Committee, these would be forwarded to the department for reply, which takes the detailed examination of them off the floor of the Committee. I wonder whether this would satisfy your needs, Mr. Howard, or whether we need to proceed to further meetings, giving regard to the necessity for returning the Estimates to the House.

Mr. HOWARD: With respect to the Kings Craft Fisheries for instance, it is difficult for me to say until I have a look at what information is available. This I cannot say. Two of the other items were matters which I had asked about earlier and it had been indicated that information would be provided. The matter of the statistics of salmon production is purely something we really do not need, because it is factual.

The CHAIRMAN: We have a meeting scheduled for one o'clock tomorrow, if Members can bear with us. I see we are going to have to go to one more meeting with the officials of the department. Will you be available tomorrow, Mr. Howard?

Mr. HOWARD: I am always available, Mr. Chairman.

The CHAIRMAN: Very well. I think we will rise now. Incidentally, the reply on pollution is here now. I have papers on this for distribution. This is a reply to the question by Mr. Howard concerning sewage disposal in the sea, pulp fibre pollution, fish tolerance studies, wood decay, and so on. It is a very substantial reply to Mr. Howard's question on pollution.

Mr. HOWARD: Mr. Chairman, does that sheaf of documents consist of one reply or does it include copies?

The CHAIRMAN: These are just copies.

Mr. HOWARD: If it is not too extensive, could we have it printed as an Appendix to today's proceedings?

The CHAIRMAN: Are we agreed?

Mr. CHATTERTON: Is one not enough?

The CHAIRMAN: Let me raise this as the next issue, there is plenty of time. You may have a copy of it distributed to you now. It is a matter of printing it in the Committee proceedings. Is that agreed?

Agreed.

The CHAIRMAN: We will rise and meet again tomorrow at one o'clock.

APPENDIX "3"

FISHERIES RESEARCH BOARD OF CANADA

Water Pollution Research on the Pacific Coast,
including reference to effects of logging on fisheries

Reply to question by Mr. Howard, M.P.

Reference: Minutes of Meeting of Fisheries Committee
dated May 12, 1966, Page 206

The Board conducts research to determine the effects of changes of the environment on aquatic life and, where such changes are deleterious, research is undertaken to determine feasible and economic means of alleviating the situation. Consideration is given to the effects of physical structures such as dams, etc.; the effects of noxious chemicals, sewage, industrial waste, etc. (man-made pollution) as well as secondary effects such as eutrophication, silting due to excessive land erosion resulting from logging, construction, etc. All these are termed "Water Pollution Research".

As it is written, the Fisheries Act forbids any modification of waters inhabited by fish. However, in an industrial civilization some degree of pollution (environment modification) must be accepted. The Board's task is to define the limits of "tolerable degrees" of pollution; observe or forecast what degree of pollution is or will occur in any situation; define limits of development that may be accepted and, in cases where the acceptable limits are likely to be exceeded, to devise and define economic means of reducing the pollution within the tolerable limits.

Sewage disposal in the sea

Where fresh water enters a coastal seaway (harbour, inlet, etc.) it moves to and fro with the tides but progresses seaward in the surface layer. This layer entrains sea water from below and so becomes more saline to seaward. In the deep zone below the surface layer the sea water progresses persistently inward toward the river mouth. Fisheries Research Board scientists discovered this flushing mechanism, related the surface seaward transport to land drainage, and applied it to predict the fate of freshwater-borne sewage. Using sea and air survey techniques and hydraulic models, they have been able to forecast the path in the sea, rate of diffusion and concentration of the pulp mill effluent, its oxygen demand and the residual oxygen in the water at Port Alberni, Nanaimo (Harmac), Prince Rupert, Crofton, Burrard Inlet and Seymour Narrows. In all these cases they were able to assist with sewer outfall design and location. In consequence, there is no pollution problem from these installations.

The techniques were used to forecast the consequences of municipal sewage disposal from Vancouver, Nanaimo and Victoria and to determine the optimum location of sewer outfalls.

In British Columbia, the Department of Fisheries is advised by the Water Commissioner when a new pulp mill is to be built and approval is sought for effluent disposal. The Department asks the Fisheries Research Board for a study and forecast of the proposed situation. The Board works with the design engineers to find the optimum solution and recommends conditions for control of the process, sewer outfall, and effluent quality, which the Department then imposes as conditions for granting permission for disposal of the effluent in the coastal waters.

Presumably, the Pollution Control Board of British Columbia will exercise similar study and control over sewage (or effluent) entering the rivers.

Monitoring

On the Pacific Coast, the major potentially polluting situations are monitored regularly, usually at the time of minimum flushing (late summer) when the worst conditions can be expected. Methods have been developed to determine the concentrations of the active ingredients of the effluent, the oxygen concentration and the factors of water quality critical to the well-being of the fish. In almost every case the observed situation has been found to be within the limits that were forecast. In a few cases there have been additional factors which contributed to the condition.

Pulp fibre pollution

The effluent from pulp mills contains an appreciable amount of wood (cellulose) fibres which settle to the bottom and consume oxygen while they slowly rot. When the dissolved oxygen in the bottom mud is depleted, hydrogen sulphide (a noxious gas) is formed and is dissolved in the water.

These occurrences have been monitored in Alberni Harbour since 1963 and at Port Mellon, Woodfibre (Squamish), Powell River, Ocean Falls (Kitimat) and Port Edward. In all cases there was evidence of this type of pollution.

Wood decay studies

The rate of decay (or oxidation) of wood, bark and pulp chips is being studied at Nanaimo to provide bases for forecasting their effects in natural waters.

Fish tolerance studies

Research has been done to determine the concentrations of deleterious chemicals (pulp mill waste) that affect the well-being and growth rate of fishes (salmon) as well as the concentrations at which they become lethal.

When a dam is built on a river it creates a lake in which the water is usually warmer than it was in the unobstructed river. Research has been done to forecast this temperature increase and research on migrating salmon has been done to determine its effect on their well-being, behaviour and ability to cope with the obstructions.

Deforestation

During logging operations the ground cover is removed, the land is eroded by rains and silt is washed into the rivers where some of it covers the bottom. Also, the silt contains humus which rots, using oxygen, so that the ground water below the silt becomes devoid of oxygen.

Salmon lay their eggs in the gravel of the stream beds. These eggs depend on oxygen in the ground water for their life. Studies at Nanaimo have shown that in areas where silting occurs there is no oxygen and the eggs die.

United States studies of the effects of logging on the environment of pink and chum salmon in southeastern Alaska have shown that changes in habitat, though subtle, have been found to be mainly the results of addition of logging debris or increased sedimentation.

Stream protection clauses in forest cutting permits for certain districts have been reviewed at joint meetings of Federal and Provincial Fisheries and Forest Service officials. Results of protection clauses have been accepted as worthwhile and extensions to other districts are being pursued.

During the past year the Federal-Provincial British Columbia Fisheries Committee has been examining the relationship of logging operations to fisheries interests. Discussions of long-term research programs on the effects of forest removal on fish have been initiated.

The common objectives in multiple use of fresh water result in a high degree of cooperation between Forest Services and the agencies responsible for fisheries.

OTTAWA,
May 31, 1966.

During the past year the Federal-Provincial British Columbia Fisheries Committee has been examining the relationship of logging operations to fisheries. Discussions of long-term research programs on the effects of logging removal on fish have been initiated. The common objective in multiple use of forest water is a high degree of cooperation between forest, fisheries and the agencies responsible for their management. In a few cases there have been some adjustments in the limits that were formerly set which have contributed to the condition.

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May 31, 1966

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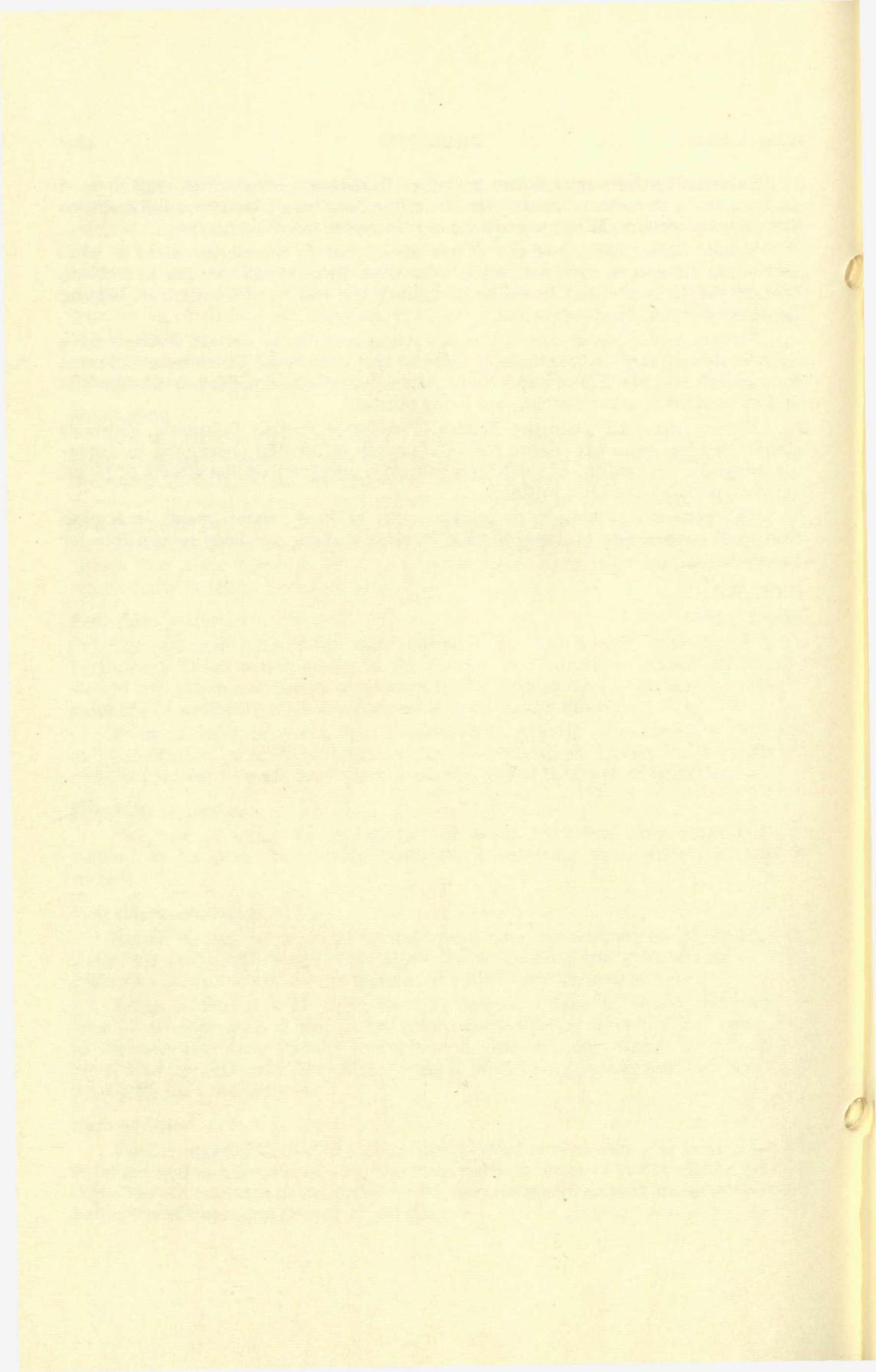
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HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE

ON

FISHERIES

Chairman: Mr. GRANT DEACHMAN

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 15

TUESDAY, JUNE 7, 1966

Main Estimates (1966-67) of the
Department of Fisheries

WITNESSES:

The Honourable H.-J. Robichaud, Minister of Fisheries; *From the Department of Fisheries*: Dr. R. R. Logie, Assistant Deputy Minister (Operations); Mr. J. J. Lamb, Director of Administration; and Mr. K. C. Lucas, Director, Conservation and Protection.

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE

ON

STANDING COMMITTEE ON FISHERIES

Chairman: Mr. Grant Deachman

Vice-Chairman: Mr. G. Blouin

and

*Mr. Barnett,	Mr. Crouse,	Mr. McQuaid,
Mr. Basford,	Mr. Granger,	Mr. McWilliam,
Mr. Béchar, <i>and</i>	Mr. Howard,	Mr. Nowlan,
Mr. Bower,	Mr. Keays,	Mr. O'Keefe,
Mr. Carter,	Mr. LeBlanc (<i>Rimouski</i>),	Mr. Patterson,
Mr. Cashin,	Mr. MacLean (<i>Queens</i>),	Mr. Stefanson,
Mr. Chatterton,	Mr. McLean (<i>Charlotte</i>),	Mr. Tucker—(24).
Mr. Crossman,		

J. H. Bennett,
Clerk of the Committee.

* Replaced Mr. Mather on June 6, 1966.

Main Estimates (1966-67) of the
Department of Fisheries

WITNESSES:

The Honourable H.-J. Robichaud, Minister of Fisheries; from the Department of Fisheries: Dr. R. R. Leslie, Assistant Deputy Minister (Operations); Mr. J. J. Lamb, Director of Administration; and Mr. K. C. Lucas, Director, Conservation and Protection.

MINUTES OF PROCEEDINGS

ORDER OF REFERENCE

MONDAY, June 6, 1966.

Ordered,—That the name of Mr. Barnett be substituted for that of Mr. Mather on the Standing Committee on Fisheries.

Attest.

LEON-J. RAYMOND,
The Clerk of the House.

Members present: Messrs. Barnett, DeChamplain, Crossman, Groves, DeChamplain, Howard, Keays, Patterson (15).

In attendance: The Honourable H.-J. Robichaud, Minister of Fisheries; From the Department of Fisheries: Mr. E. V. Ozer, Assistant Deputy Minister (International); Dr. R. E. Louis, Assistant Deputy Minister (Operations); Mr. J. J. Lamb, Director of Administration; Mr. K. C. Loring, Director, Resource Development; Mr. C. B. Levesque, Director, Conservation and Protection; and departmental officials.

Item 1—Estimates—General Administration was called and allowed to stand.

Item 14—Grants, cost financing or subsidies was called and following discussion was approved.

The Committee reverted to Item 1—Estimates—General Administration and following further examination of the Minister and Departmental Officials, it was approved.

At 2:30 p.m. the Committee adjourned, following approval of the Fisheries Estimates for 1966-67, \$19,445,000, and agreed to meet (in camera) Thursday, June 9, at 1:00 p.m. to draft its report to the House.

J. H. Bennett,
Clerk of the Committee.

ORDER OF REFERENCE

Monday, June 8, 1966

Ordered—That the name of Mr. Bennett be substituted for that of Mr. Mather on the Standing Committee on Fisheries.

Attest:

LEON J. RAYMOND,
The Clerk of the House.

Chairman: Mr. Grant Deschamps

Vice-Chairman: Mr. G. Blain

and

- | | | |
|-----------------|-------------------------|------------------|
| Mr. Barnett, | Mr. Crouse, | Mr. McQuaid, |
| Mr. Bastford, | Mr. Ganger, | Mr. McWilliam, |
| Mr. Bédard, | Mr. Howard, | Mr. Nozian, |
| Mr. Bower, | Mr. Leys, | Mr. O'Keefe, |
| Mr. Carter, | Mr. LeBlanc (Monouck), | Mr. Patterson, |
| Mr. Cashin, | Mr. MacLean (Queens), | Mr. Stefanson, |
| Mr. Chatterton, | Mr. MacLean (Charlott), | Mr. Tucker—(24). |
| Mr. Crossman, | | |

J. H. Bennett,
Clerk of the Committee.

Replaced Mr. Mather on June 8, 1966.

MINUTES OF PROCEEDINGS

TUESDAY, June 7, 1966.

(16)

The Standing Committee on Fisheries met this day at 1.17 p.m. The Chairman, Mr. Deachman presided.

Members present: Messrs. Barnett, Béchard, Blouin, Bower, Carter, Crossman, Crouse, Deachman, Howard, Keays, MacLean, (*Queens*), McQuaid, Patterson (13).

In attendance: The Honourable H.-J. Robichaud, Minister of Fisheries; *From the Department of Fisheries:* Mr. S. V. Ozere, Assistant Deputy Minister (International); Dr. R. R. Logie, Assistant Deputy Minister (Operations); Mr. J. J. Lamb, Director of Administration; Mr. K. C. Lucas, Director, Resource Development; Mr. C. R. Levelton, Director, Conservation and Protection; and departmental officials.

Item 1—Estimates—General Administration was called and allowed to stand.

Item 15—Grants, contributions or subsidies was called and following discussion was approved.

The Committee reverted to *Item 1—Estimates—General Administration* and following further examination of the Minister and Departmental Officials, it was approved.

At 2.30 p.m. the Committee adjourned, following approval of the *Fisheries Estimates for 1966-67*, \$39,445,000, and agreed to meet (*in camera*) Thursday, June 9, at 1.00 p.m. to draft its report to the House.

J. H. Bennett,

Clerk of the Committee.

EVIDENCE

(Recorded by Electronic Apparatus)

TUESDAY, June 7, 1966.

● (1.00 p.m.)

The CHAIRMAN: Order please, gentlemen. We carried item 10 last week and we are now moving to item 15.

DEPARTMENT OF FISHERIES

15. Grants, contributions and subsidies in the amounts and subject to the terms specified in the subvote titles listed in the details of estimates, \$3,025,000

This involves education work in fisheries, assistance to the construction of bait freezing storage facilities, and so on. Shall we proceed now.

Mr. KEAYS: Mr. Chairman, I notice in vote 15, an amount of \$34,000 in the form of a grant to the Ste. Anne de la Pocatiere school. I am wondering whether this school is giving the same results today as it was 20 years ago, and, if there is still the need of continuing that grant?

Hon. H. J. ROBICHAUD (*Minister of Fisheries*): Mr. Chairman, I can answer this very briefly unless Mr. Keays wants to carry on further.

Mr. KEAYS: Not at this moment.

Mr. ROBICHAUD: Yes; in fact I asked myself that very same question, if that school was really fulfilling the need or the objective for which it was established some years ago. We discussed this matter with officials of the Provincial Department of Fisheries in Quebec and it was agreed a few months ago that the work that was done previously by Le College de Ste. Anne de la Pocatiere will now be carried on under the supervision of Les Pecheurs unis de Quebec. Those are special grants which are made available to certain universities to promote adult education and the co-operative movement. We had a meeting here last Wednesday with representatives of the different colleges and universities who are receiving such grants—as we have now included in the estimates—It was decided to carry on with this grant which will now be made available to Les Pecheurs Unis de Quebec to proceed with adult education and co-operative movement promotion. It was agreed also to retain the service of those who are available from the staff of Le College de Ste. Anne de la Pocatiere who have been engaged in this type of work. We are convinced following the meeting we had last week, that very profitable work can be done under the new group.

Mr. KEAYS: I am happy to have the Minister make that statement because I realize there is a need for adult education facilities for the fishing industry. But, I am wondering, owing to the fact of course that the Quebec United Fishermen operate mostly in the lower St. Lawrence region, whether it would not be better if that item under vote 15 were included under vote 20 and added to the

technological research station at Grande Rivière. I mean they could incorporate both there because, it seems to me, the station at Grande Rivière should get away from some of the technological work and do a little more practical work. Since it is situated in an area where all the fishermen are, greater benefit could be derived from this education which possibly could be given under the research board at the technological school at Grande Rivière.

Mr. ROBICHAUD: In reply to this brief remark made by Mr. Keays, I wish to say that the whole matter of research in Quebec is now under very serious study. In fact, I believe there is a meeting taking place today or tomorrow between the chairman of the Fisheries Research Board and provincial officials of the Department of Fisheries in Quebec City in order to review the whole research situation. So far as the Quebec United Fishermen are concerned, I want to make it clear that we insisted, when we met with them, that this work had to be expanded not only in the regions where they are keenly interested but, I would like to mention, for example, the north-shore of the St. Lawrence River. There is a great need on the Northeastern Shore of the St. Lawrence River for this type of work. They have agreed that those regions would be given special consideration. I cannot make any commitment at this time on what will be done to further research in Quebec but, I want to assure members of the Committee that we have it in mind and a meeting is taking place today or tomorrow between the chairman of the research board and the Quebec officials.

Mr. KEAYS: Mr. Chairman, I think it would be to the advantage of the Department of Fisheries if the biological and technological studies made in eastern Canada were concentrated more in certain schools or stations which they now have and, that we should consider more practical application of the studies to the fishermen. I would think, with the provincial school of fisheries at Grande Rivière and with your technological station there, we should consider more practical applications of knowledge to our fishermen, and it would certainly be of greater advantage to leave the research and technological studies to other larger stations because, there is definitely a need to show our fishermen some practical ways of doing things. This is why I think this adult education program which is going on at Ste. Anne de la Pocatière could be much better applied to our own fishermen.

In the past what has happened is that most of the people who get interested in the studies of fisheries at Ste. Anne de la Pocatière are people from the cities of Quebec and the surrounding areas of Ste. Anne de la Pocatière, and our own fishermen and sons of fishermen who could possibly get some advantage out of the studies, cannot afford to go to school at Ste. Anne de la Pocatière and a school closer to their homes would certainly be of some benefit to them.

Mr. ROBICHAUD: This type of work is already being carried on, on a much larger scale, again following consultation with officials of the provincial department of fisheries in Quebec. We are making special attempts now to familiarize the fishermen with not only the experiment we are making in their own areas but also with the findings of the research board. I agree there has been lack of communication in the past. There has been in the past lack of communication on the part of the research board with the fishermen themselves in order to assist them to put into practice the findings of the board, but, there are now major improvements in this field.

Mr. KEAYS: Mr. Chairman, I have one last question. I note under vote 20 there is an amount of \$135,000 for the operation of the technological research station at Grande Rivière, but there is a further amount in item 25, and if you would allow me, I would like to ask why are there two different amounts under the research board. There is an additional amount under construction or acquisition of buildings, on page 158 of \$18,000.

Mr. ROBICHAUD: The last item mentioned under vote 25 is for the construction or purchase of equipment by the research board.

Mr. KEAYS: What is anticipated in this expenditure of \$18,000?

Mr. ROBICHAUD: Mr. Lamb will give you the details.

Mr. J. J. LAMB (*Director, Administrative Service, Department of Fisheries*): Actually, the construction under vote 25 is for new buildings for the research board. There is no connection with education.

Mr. KEAYS: That is addition or improvements to the station at Grande Rivière. Is this it?

Mr. LAMB: No, there is no provision particularly for Grande Rivière.

Mr. KEAYS: Well, it is \$18,000.

Mr. ROBICHAUD: You see vote 20 is for the operation and maintenance, that is the regular operation of the station. And \$18,000 is either for construction or purchase of equipment but, we will get the details.

The CHAIRMAN: Are you finished now, Mr. Keays?

Mr. KEAYS: As soon as I get the details. You can give them to me later.

Mr. ROBICHAUD: We can ask the research board officials to give us the details, Mr. Keays. We will get them for you.

The CHAIRMAN: Before we leave the item, I would just like to ask as a supplement to what Mr. Keays has been saying: How come the province of British Columbia shares in only \$14,000 of \$150,000 worth of grants under this at the University of British Columbia, which happens to be the second largest university in Canada and just two blocks down the street from my house?

Mr. ROBICHAUD: Well, maybe I could explain that, Mr. Chairman, because I think the movement for co-operatives in British Columbia has been very limited and then there may have been less interest on the part of the provincial government than there has been in some other provinces on the Atlantic coast.

The CHAIRMAN: Mr. Barnett, you are next.

Mr. BARNETT: Mr. Chairman, I might say that my recollection is that when I first became a member of this Committee the amount was \$5,000 for British Columbia so, at least it has moved forward.

The CHAIRMAN: Are there any further questions on vote 15?

Mr. CROUSE: On page 153, "assistance in accordance with terms and conditions approved by the governor in council for the construction of fishing vessels in respect of which capital subsidies are not payable pursuant to any other federal authorization," \$1,700,000 for this year. Would the Minister give the Committee an explanation of this particular item?

Mr. ROBICHAUD: This is the assistance that is being provided directly by the Department of Fisheries. That covers the construction of fishing vessels from 35 feet up to and including 100 gross tons which is in the vicinity of 70 feet in over-all length. Now, the subsidies applicable to the construction of fishing vessels over 70 feet in length, or over 100 gross tons from 100 tons up come under the Maritime Commission. This is the difference, and that is why it reads "pursuant to any other federal authorization." This covers the assistance given by the Department of Fisheries in subsidies on the construction of certain types of fishing vessels.

● (1.30 p.m.)

Mr. CROUSE: I thank the Minister for that explanation.

At this time I will not burden the Committee with any comment on the ship *Golden Scarab*. I believe this was adequately aired on previous occasions. But, when I refer to the *Golden Scarab*, I would like the Committee to be aware of the regulations under which that ship was constructed, and I would ask the Minister if, in view of this horrible example of mal-administration of funds, his department is now going to give any thought to tightening up the regulations under which assistance would be provided to ships up to 100 tons. For example, I have in front of me the regulations that deal with this matter as put out by the Maritime Commission. Under the terms "agreement", for example, it states that the ship owner undertakes:

1. To retain the vessel on Canadian registry for a period of five years.
2. Not to sell or transfer the vessel during that period without the consent of the commission and the approval of the Treasury Board.

Would the Minister give some thought, for example, to putting in there a clause to refit the ship annually in conformity with Board of Steamship Rules and Regulations? If this was done, it would tighten up the regulations in so far as maintaining the ship in good condition is concerned because this is of prime importance to the government during the five year period as well as to the ship owner.

Mr. ROBICHAUD: Mr. Chairman, I cannot make a commitment just now but, we are certainly prepared to look into this suggestion. I want to correct my first statement. When I said this was applicable to subsidies on vessels up to 100 tons, I should have added that we also subsidize wooden vessels over 100 tons but not steel hulls under this particular subsidy.

So far as the *Golden Scarab* is concerned, I must admit that this was a subsidy by the Maritime Commission, not under the Department of Fisheries regular subsidy program. I agree there should be some tightening in the regulations affecting those subsidies and for that very purpose we had a meeting in Montreal about a month ago with the representatives of the Fishermen's Loan Board of the Atlantic provinces and Quebec and we are now in the process of drafting new regulations that will cover specifically the purpose of the subsidy and, also, to do away with the practice or the situation with which we have been faced in the past, when we had applications from certain provinces on certain vessels or fishing boats that had been built four or

five months previously. Now before an application is accepted by the Fishermen's Loan Board, it will also have to be accepted by the federal government if a subsidy is going to be applicable.

We also want to supervise the construction of those ships and make sure that a subsidy is being applied according to specific regulations. We are reviewing the whole matter now and, I think Mr. Crouse, with some experience in ships and the operation of them, will agree that this is a matter of importance.

Mr. HOWARD: Perhaps I can raise this matter under this item. In a bulletin of the Fisheries Council of Canada dated May of this year in which reports about some of the activities of the meeting in Halifax of the council, there is a reference to a statement by a Mr. E. H. Collins, who is in the technical and vocational training branch of the Department of Citizenship and Immigration, and I quote now from this bulletin, "Mr. Collins also dealt with the training programs of fisheries schools established throughout the Atlantic area. These schools, either now or in the future, would be able to provide basic training for captains, mates, boatswains, deck hands, engineers and ships cooks" I wonder if there is anything comparable on the Pacific coast in this field?

Mr. ROBICHAUD: In this very field, Mr. Chairman, we are prepared to give the same type of assistance and co-operation on the Pacific coast as we are now giving on the Atlantic coast. The prerogative has to come from the province. After all, it is their responsibility. Education comes under their jurisdiction and this is a type of education. We have a fisheries school, in St. John's, Newfoundland, that is a fisheries college and university. We have a fisheries school at Grand River, Quebec, at Caraquet, New Brunswick, and Pictou, Nova Scotia. Those schools are operated in cooperation with the assistance available from the Department of Labour, and we have now, in the Department of Fisheries, a co-ordinator, a man who will be responsible for the educational programs which will be made available to fishermen. Now at any time that the Government of British Columbia will show some interest and intention to proceed with similar schools, I can give assurance that the same co-operation and type of assistance will be available from the federal government.

Mr. HOWARD: Mr. Chairman, yesterday I asked the Minister if he had had any communication from the government of British Columbia arising out of the report of the committee of the legislature of British Columbia about fisheries matters, and the Minister said that he had had a communication and there were discussions in the offing about federal-provincial matters. Can he say whether this question of educational schools is one of those matters?

Mr. ROBICHAUD: I cannot recall offhand, Mr. Chairman, but if it was recommended by the legislative committee, I am sure it is one of the matters that will come up at the discussions which will take place at higher official level, a Deputy Minister level, a British Columbia-federal committee.

Mr. BARNETT: Mr. Chairman, perhaps I could raise a question which lies in the same field as has been raised by Mr. Howard. As you may know, I have just come back from attending the first week of the ILO conference under the auspices of the Department of Labour. I was quite interested to discover that one of the advisers to the Canadian delegation was Captain Hutchison of the

Department of Fisheries, and, as undoubtedly the Minister knows, one of the major matters receiving attention and discussion in this year's ILO conference is the question of the formulation of a convention or recommendation by the I.L.O. on the question of the training of fishermen.

The question I wanted to raise had to do with the proposals that are now before the ILO convention which go into some considerable detail about training of fishermen, about the recommendation that knowledge from the work of the Fisheries Research Board and similar bodies be made more widely available to working fishermen. Assuming that this recommendation is adopted by ILO and also assuming that Canada will generally be interested in moving towards the ILO recommendation, will this mean an expansion in any major way of the vote that now comes under the general heading of educational work in fisheries into these fields, or will it be likely that this aspect of the matter will be handled through the Department of Labour or some other agency of the federal government, I assume in co-operation with the provinces.

Mr. ROBICHAUD: Mr. Chairman, this would be government policy; it would be up to the Government to decide, but normally it would be administered under the Department of Labour, although we have offered, and we are giving, our co-operation. The officials of this department are involved in the courses that are being given, in the preparation of fish and other matters; but we all agree that there is a need for the training of fishermen, and if the ILO convention recommends that there should be an expansion in this field, I am convinced that Canada will be one of the first countries to accept this recommendation.

Mr. BARNETT: I raised this question partly because it was obvious to me that our department was vitally interested inasmuch as one of the officers of the department is playing a very leading role and was chairman, as I understand it, of a preparatory conference that we held leading up to the first ILO meeting.

Mr. ROBICHAUD: It was with this in mind, Mr. Chairman, that we did have a fisheries representative attending this meeting. We recognize the need in the near future for this type of training on the Pacific coast. If we are going to develop our offshore ground fish fisheries on the Pacific coast, we are certainly going to get away from the inshore fisheries. We will be engaged in fisheries on the high seas and we will need this type of training.

The CHAIRMAN: Are there any further questions under Vote 15?

Mr. KEAYS: One short question under "Items not required for 66-67". These concern payments of assistance to fishermen whose income from fishing in a certain calendar year are lessened. I understand there is no item included for 66-67. Is it the intention of the department that if, and we hope it does not happen, it does happen that there is a bad year, this assistance will still be available.

Mr. ROBICHAUD: Mr. Chairman, this was an emergency measure, as the hon. member knows, because of the bad season that we had last year in some areas. There is no way of having an item in the main estimates to cover such a measure because it will depend upon the need. If there is the same type of urgency this fall, I am convinced—I cannot speak for the government—but I am sure that I would be prepared to recommend to the government that consideration be given to provide some type of assistance.

Mr. KEAYS: I think that the Minister is aware there is nothing which becomes more permanent in government than temporary measures.

Mr. ROBICHAUD: That is right, Mr. Chairman, although I was pleased looking at the reports for the month of April, to know that the total cash in the Atlantic provinces was by far higher than in previous years.

Mr. CROUSE: On the same Vote, it states here, that the contribution for the expansion of the public aquarium at Vancouver last year was \$300,000. Has the Minister received any request for assistance to a public aquarium in the city of Halifax, Nova Scotia?

Mr. ROBICHAUD: Yes. Mr. Chairman, first I must say this assistance which is provided in the estimates now is the third phase of the construction of an aquarium in Vancouver, British Columbia, involving participation by the province, by the municipality, and by the university. I did receive a letter this morning from the Mayor of Halifax requesting special assistance. I stated a few days ago, when I was asked the question to that effect that we are always prepared to consider any application. I was in no position to commit the government. I am not in a position now to commit the government and say that the request will be accepted. The present aquarium was to be built as a Centennial project following participation again by the municipality, by the Province and by Ottawa under the Centennial agreement. Now, it is claimed that the amount provided will not be sufficient to build the type of aquarium that they would like to proceed with, and I received a letter to that effect this morning. I did not have time to reply to it or to consult my colleagues in the government, but we will certainly consider this request on its merit and try to give a reply at the earliest possible date.

The CHAIRMAN: I might say, as a supplement for Mr. Crouse's question, that this aquarium at Vancouver is just about the major tourist attraction in the city. It has been enormously successful. It sits in Stanley Park; they charge an admission of fifty cents, I think it is, for adults going through it now, and the traffic through it is so heavy that it pretty well pays for its operation. It is steadily expanding and it has proved to be just an enormous attraction. It beats the polar bears and the penguins and other displays in Stanley Park, and I think anybody in a coastal city who is thinking about an aquarium need have no qualms about going ahead. It is a huge success if you do it well.

Mr. CROUSE: Mr. Chairman, I wish to thank you for your comments along these lines, and I can assure you and the Minister that Nova Scotia, even though it is endowed with many natural beauties and is one of the finest provinces in Canada, still can use an additional attraction in the form of an aquarium; and I hope that your words in favour of this attraction will lead the Minister to encourage the Government to give favourable consideration to the request from Nova Scotia that a grant be given to Halifax so that one may be constructed in that area.

The CHAIRMAN: Mr. Howard had his hand up, and I presume he wants one at Prince Rupert.

Mr. HOWARD: The grain elevator and the fisheries research station are top items there. But what I was going to say is that coming from a province which

is not, as Mr. Crouse puts it, one of the most beautiful, but the most wonderful province, B.C., I was going to say that one of the reasons why the aquarium is so successful is that it is in a wonderful province in the most beautiful park in the nation on top of all that. But I wanted to make a comment on the matter raised by Mr. Keays, namely, payment to fishermen of assistance when they have had a tough year. It seems to me that this touches somewhat on the activities of the Department of Labour and the Unemployment Insurance Commission. It seems to me that the method used by the Unemployment Insurance Commission in determining eligibility for unemployment insurance benefits by fishermen is rather a ridiculous one, and should be altered, because it does not take into account the income of the fisherman himself. It only takes into account the number of weeks which he has spent in fishing. We know of instances of some fishermen who have had an exceptionally good year and have incomes up into the twelve or fifteen thousand dollar bracket who are eligible for and receive unemployment insurance benefits; but other fishermen whose income is much less—

Mr. ROBICHAUD: May I interrupt? Are you talking about the regular unemployment insurance benefits?

Mr. HOWARD: Yes. I am just trying to draw the comparison that this is a very unwise thing. And that other fishermen whose income over the year has been decidedly less than that, in some cases only a thousand or two thousand dollars, find themselves ineligible for assistance because they do not have a sufficient number of stamps, they do not meet the requirements. I just want to put this forward as being an unreasonable situation. I think it is something that came about simply because at the time a particular minister of fisheries desired to have some selling point to the fisherman during the course of some national event, at which he was not successful, I gather, so far as being returned to government is concerned.

The CHAIRMAN: I am sure if he were here he would give you an argument, Mr. Howard.

Mr. HOWARD: No, he would not give me an argument; it has been admitted that this was part of the reason. But, in any event, the situation that exists is most ridiculous and I think that an alteration should come about. It is also part of the base upon which the special program that the Minister announced rests, namely, number of weeks of contribution. This is part of it. I only want to say that if in future an arrangement is made whereby assistance is provided to fishermen that at that time we have a different system of determining eligibility for unemployment insurance, one which rests on income. Then we would be far better off and so would the fishermen.

Mr. ROBICHAUD: Mr. Chairman, I think that Mr. Howard will be prepared to admit that in the measure of special assistance we combine both. We corrected part of the discrimination which might have existed there, because even if the fishermen had ten, fifteen or twenty stamps if he was not getting a minimum, we gave him the difference. We corrected part of this discrimination.

Mr. HOWARD: Yes, you corrected it twice, as a matter of fact. You found out your first correction was too low.

Mr. ROBICHAUD: I am the first one to admit it.

The CHAIRMAN: Gentlemen, are there further questions on Vote 15? Shall Vote 15 carry?

Item agreed to.

Now, shall we return to question under Item 1 which is our only outstanding item now, general questions which you may have to the Minister at this point. Mr. Carter has his hand up.

Mr. CARTER: I would like to ask the Minister if he would perhaps supplement the answer I got the other day to this question which inquired about the policy adopted by the department in manning their ships to bring the practice in line with the requirements of the Canada Labour Code and the other one, Fair Wages and Hours of Labour Act, I think. Just what is being done in the department to implement the requirements of these pieces of legislation.

Mr. ROBICHAUD: Mr. Chairman, we have amended our wages or salary policy, if this is what Mr. Carter means, covering overtime or extra hours of work. We have made two or three amendments in recent months in order to bring our policy in line with the Canada Labour Code and the changes which were passed by Parliament last year. Now, this requires some further adjustment and we are now working to this effect. We had to find out first how we could apply the Canada Labour Code because there is a problem. In manning ships we sometimes have limited space; crews have to work extra hours; there are the hours they are being paid when the ships are laid up, for example, either for repairs or regular maintenance for long periods of time. We are in almost constant discussions or negotiations with the Civil Service Commission in order to apply to the ships operated by the Department of Fisheries all the provisions coming under the Canada Labour Code.

Mr. CARTER: You have not got to the point of having double shifts, or double crews, or anything like that?

Mr. ROBICHAUD: We have not reached that point, Mr. Chairman, and I know that it might be desirable in some aspects, but it would be very complicated in view of the responsibilities involved, and the time that those ships that are called out at sea, for example, for long periods of time. They may be called out for two or three weeks at a time on patrol duty, and it would be quite difficult to have a definite policy. Although the day may not be too far away where we may have and, in fact, we already have, for example, in the province of Nova Scotia, a number of small patrol boats with a captain and engineer available at all times for replacement in case of emergency, or when a boat is called upon to give longer hours than would normally be required. So we are moving in that direction.

Mr. CARTER: The general effect of this legislation if implemented at all will be to increase the number of men per ship? Is that a fair question?

Mr. ROBICHAUD: It would be, but we have to take into consideration the space available, living quarters, for example. The space is limited. The ship is built for a certain purpose. If it is to be manned by a crew of twenty, we have accommodation for twenty or twenty-two, and we can not force thirty men to live in the same quarters that have been made for twenty. So this is the problem that we have; but we are certainly working on this, and as I have said, I know I have approved amendments, one no later than last week, to this effect.

Mr. BARNETT: There is just one question on the same subject raised by Mr. Carter. I wonder if the Minister could explain to what extent in the British Columbia vessels the pattern is being followed or developed along the lines of averaging which are generally prevailing in the operation of our tow boats, and the fish packers industry on the coast in respect to the terms at sea and the terms ashore as far as the officers and men on our fisheries vessels are concerned? This is, as I understand it, the development within the framework of the Labour Standards Code that is being accepted in industry in British Columbia.

Mr. ROBICHAUD: My understanding, Mr. Chairman, is that in British Columbia we do not seem to have very serious problems in this regard. We are negotiating with the crew members the changes that would be required to comply with the labour standards. We do not seem to have any serious problems, not to my knowledge, I am sure if there were any they would have reached me. They seem to be working out fairly well. There is good understanding between the department and the patrol boat crews.

Mr. BARNETT: I might say, Mr. Chairman, that I asked the question for information. I have not had any representations made to me on this subject from people in British Columbia.

Mr. ROBICHAUD: It is a good sign, because it is in line with what I have just said.

Mr. HOWARD: Mr. Chairman, perhaps Dr. Logie may answer this, because it is a technical or scientific matter. It relates to the document which was made available yesterday in response to some queries of mine about pollutants and the like. I will just read a portion of it at the bottom of the first page. In fact, it is probably just the last couple of sentences. It says,

"Using sea and air surface techniques in hydraulic models, they have been able to forecast the path in the sea, rate of diffusion and concentration of pulp mill effluent, its oxygen demand, and the residual oxygen in the water at Port Alberni, Nanaimo (Harmac) Prince Rupert, Crofton, Burrard Inlet and Seymour Narrows. In all these cases they were able to assist with sewer outfall design and location. In consequence there is no pollution problem from these installations."

This last sentence is a pretty firm and definite statement and my understanding in listening to Mr. Barnett from Port Alberni is that there was a difficulty in Port Alberni, and I am also given to understand that at the Columbia Cellulose Mill near Prince Rupert that one, and if not two, salmon spawning streams had been made completely uninhabitable by the pulp mill effluent. I would just like to find out what this statement means.

Dr. R. R. LOGIE (*Assistant Deputy Minister, Department of Fisheries*): I think, Mr. Chairman, in spite of the fact that the question has been directed to me, I would like to ask that Mr. Lucas answer it because he has spent more time in British Columbia and he spent some time this morning with the author of this document.

● (2.00 p.m.)

Mr. K. C. LUCAS (*Director, Resources and Development, Department of Fisheries*): Mr. Chairman, I think probably in this document which was tabled by the research board people in answer to Mr. Howard's earlier question should have had the word "serious" inserted here in this last line. But, the situation is that in the disposal of pulp mill effluents in the sea, the dilution by tidal influence is being used to disperse these effluents so they become non-toxic and do not have great local oxygen demands. When the first salt water pulp mill was proposed at Port Alberni, a large hydraulic model was constructed at the Nanaimo biological station of the research board by the oceanographers to attempt to predict the rate of dilution in that harbour, and I think this covered the reference which was first made here. Because, of many of the things which were learned on that large hydraulic model, these results have been applied to many of the other coastal pulp mills. It is true that at the pulp mill in Prince Rupert, the Port Edward mill, there have been some local areas around the mill outfall there which have been causing us problems. In the negotiations with the company concerning the expansion which is presently under way at that mill we have been successful in having the company adopt measures which will reduce a level of pollution below that which existed before the expansion by the introduction of more washers into the system and that sort of thing. Again, we make our best estimate before these mills are built to try and provide a clean situation but, in many cases, even our scientists can be wrong, and there are local areas around some of these pulp mills, particularly the one at Port Edward, where there have been pollution problems. But, they are areas of pollution and they are not affecting important fisheries.

Mr. HOWARD: If the word "serious" had been inserted in there, it would have made it easier to accept.

Mr. ROBICHAUD: Mr. Chairman, we could amend that to include the word "serious".

The CHAIRMAN: On page 1, the last line, "in consequence there is no serious pollution problem for these installations."

Mr. HOWARD: Mr. Chairman, we cannot amend a document presented by another body. We have to accept it and argue about it.

The CHAIRMAN: I am just noting that we are not amending it, I am merely commenting that this should be his insertion. We are not amending his document, Mr. Howard.

Mr. HOWARD: I am sure the Fisheries Research Board or no one else looks upon us to correct their omissions.

The CHAIRMAN: This is Mr. Lucas' own insertion.

Mr. ROBICHAUD: Mr. Chairman, I think I as the Minister am responsible for this report. After all, I take the responsibility to accept the remarks that were made to the effect that it would be more proper to add the word "serious".

Mr. HOWARD: I accept that, no question about it.

The CHAIRMAN: Mr. Howard, are you through yet on that item.

Mr. HOWARD: No, there are two or three other matters in this same document.

The CHAIRMAN: I think we should finish up with your questions first before proceeding with Mr. Barnett.

Mr. HOWARD: At the bottom of page 2, relating to cellulose fibre pollution, it talks about certain monitoring of waters in certain places, one of which is Ocean Falls (Kitimat). What is the reference to Kitimat?

Mr. LUCAS: Mr. Chairman, I cannot take the responsibility for that statement. I have no explanation either. There of course is a pulp mill at Ocean Falls and there is a pulp mill proposed for Kitimat which is not yet confirmed. I have no idea what is referred to here.

Mr. HOWARD: It is immaterial. I just wondered about it. On page 3, dealing with fish tolerance studies, in the third paragraph it states, that "when a dam is built on a river it creates a lake in which the water is usually warmer than it was in the unobstructed river. Research has been done to forecast this temperature increase and research on migrating salmon has been done to determine its effect on their well being, behaviour and ability to cope with the obstructions". It is the last part of this in which I have an interest namely, what have you discovered about the effects of the increase in water temperature upon migrating salmon, except that it is an obstruction.

Mr. LUCAS: I could become very scientific here if I were a scientist, I am a bystander; too, when the physiologists get going. This, of course, refers to the physiological research which is being conducted both in the Fisheries Research Board laboratories in Canada and also in the laboratories of our neighbours to the south. Certainly, one of the big difficulties this. A fish, of course, is a cold blooded animal and let us say, a slave to his temperature environment and the efficiency of a fish for swimming can be impaired by too high or too low a temperature. For instance, a fishway over a dam, if the waters coming over a dam were very warm and the waters in the fishway were very warm, a fish may actually be inhibited from going up that fishway and, there have been cases, I know in the United States, where a fishway became a block to migration because of high temperatures.

Mr. HOWARD: Well then, research is leading to biological instructions to engineers how to construct these obstructions in such a way that they will have the least possible effect on migrating salmon. This is what it is getting at.

Mr. LUCAS: Right. The situation here is that the biologists have given us an understanding of the tolerance limits of a fish and in applying this information, of course, we will be able to design structures which were passable. We could predict a problem which would occur with certain structures.

Mr. HOWARD: The other item that I had, Mr. Chairman, related actually to the question which I posed yesterday about an explanation of the types of forest cutting permits or tenures which would contain the stream protection clauses and the types of tenures which might not contain them. I raised this earlier and I think Dr. Logie and I who had the interchange of words about it.

The CHAIRMAN: Who is going to attend to this Mr. Lucas?

Mr. LUCAS: Mr. Chairman, I can attempt to answer this question. This refers to the points made on pages 204 and 207 in the earlier minutes. Mr. Howard asked the question: "What did these stream protection clauses apply

to." Well, Mr. Howard, they are written into two main types of permits which are issued by the British Columbia forest service. The timber sale licences which are issued by that forest service to cover public timber sales in crown forests or to sustain new units, public works and services and this sort of thing. These are sales which are made by auction. We have a clause called the "L" series of clauses which are inserted by the forest service for this type of tenure.

The second type of tenure which we have in British Columbia is the tree farm licence. Mr. Howard wondered how we dealt with these tree farm licences which were common after the forest act of 1947.

Under these tree farm licences, the holder of these licences must submit periodically to the British Columbia forest service harvesting plans for the timber they are required to cut. The forest service issues tree cutting permits periodically, I think it is every two or three years, to these licensed holders and, it is in these tree cutting permits where they insert a clause called the "G" clause which covers the fisheries requirements. This covers the tree farm licences, the pulp harvesting licences and this sort of thing. This leaves then only one of the categories of tenure to cover and, this is the private holdings of which there are some statutory licences to timber companies who have had these since 1910 or so and, in these situations, we deal strictly with the company involved. Almost all of these statutory licences are held by large timber companies who are very easy to get along with in comparison with the group we call the gyppo logger. We have dealt directly with these large timber concerns and have received their assurances and their co-operation in making sure that they observe the intent of these clauses we insert in the public tree cutting and timber licences. I think that covers it, Mr. Chairman.

Mr. BARNETT: I have a question or two arising out of the same document that Mr. Howard has been referring to. If I might be permitted, Mr. Chairman, while we were dealing with the pages in the question of the timber tenures in British Columbia to make a correction. In the last line on page 206 I am reported as having said: "Prince George Island is part of the Vancouver Port, I think." This would be most unintelligible to anyone in British Columbia. As I recall it, what I did say is—

The CHAIRMAN: It is a good thing you have a British Columbia Chairman or we might hold you to that.

Mr. BARNETT: —Vancouver Island is part of the Vancouver forest district, I think.

Coming back to the document, like Mr. Howard I was a bit surprised at that sweeping statement at the bottom of page 1 that there was no pollution problem from these installations. This matter has, of course, been corrected but I would like to observe that I was surprised in part because, I had read the Research Board report on the outfall installation at Crofton. From my understanding of it, with my lack of scientific knowledge in these fields, it did not seem to me that this was in accordance with the detailed report of the research board and, I feel quite sure that the oyster leaseholders around Crofton would not be too happy with a statement that there was no pollution problem at all from these installations.

In connection with the Alberni situation, perhaps I could get some clarification of the relationship between the statement in this document, and an

answer which Dr. Needler gave me earlier to a question in the pollution field. This statement that there is no pollution problem refers to outfall discharges from pulp mills and then later on, on page 2, when the paper is dealing with the problem of pulp fibre pollution and the absorption of oxygen from the water by decaying wood matter, it has this statement: In all cases there was evidence of this type of pollution." It refers to Alberni harbour and several other locations in British Columbia where there are pulp installations.

The answer Dr. Needler gave me will be found on page 89 of the Committee report. The last line of his answer says: "field laboratory studies at Alberni Inlet have disclosed substantial seasonal reductions in dissolved oxygen." I wonder if I could have it clarified for me whether this seasonal reduction in dissolved oxygen is as a result of the absorption of oxygen by decaying wood matter in the bottom of the inlet or whether it is related to the direct discharge of fluids in the effluent from the mill?

Dr. R. R. LOGIE (*Assistant Deputy Minister, Department of Fisheries*): Mr. Chairman, I would like to point out that this is also discussed on page 170, when Mr. Lucas was discussing it with Mr. Barnett at that time so I will ask him to carry on.

Mr. LUCAS: Is it the same question, Mr. Barnett, that we were discussing on page 170?

Mr. BARNETT: Mr. Chairman, I think it has been correctly pointed out that this question, in effect, is answered on page 170. I am sorry. There is just one other question I would like to ask for clarification. In these references to the question of pollution or the lack of pollution or the absence of pollution, am I correct in inferring that this is in relation only to the affect on fish populations, that it is not to be considered there is a lack of pollution in the sense that it is described here, as far as, well shall we say, recreational uses of certain waters are concerned. And, perhaps ancillary to that—

The CHAIRMAN: I think we should confine ourselves to the field of the Department of Fisheries' interests here, Mr. Barnett.

Mr. BARNETT: Mr. Chairman, if you would allow me, I think it is important that people who are concerned should understand in what context statements are made by the Department of Fisheries. I know a great many people who have quarrelled seriously with the fact that there is no pollution, for example, in the Alberni Inlet. In asking this question I feel that I am asking it for purposes of assisting people to understand what the Fisheries Department people mean when they make a statement of this kind. In other words, I do not want to have statements by the Fisheries Department misunderstood as meaning something they do not. I hope you might allow me—

The CHAIRMAN: I think I will allow it. I am not just sure whether the safety of the girls on the beach lies within the problems of this Committee but, if Mr. Lucas can answer this, or Dr. Logie, we will have the answer.

Mr. LOGIE: Mr. Chairman, I will try to be brief. Basically, and as a broad generalization, the responsibility of the Minister of Fisheries is for the health and welfare of the fish. When the pollution acts on the health of the fish, it is quite clearly our responsibility. There is a parallel responsibility principally the

health and welfare of people, in the field of shellfish, when people can become ill from eating polluted fish, I think this describes the entire field.

Mr. HOWARD: Cook them well and do not eat the feet.

The CHAIRMAN: Shall item 1 carry?

Mr. HOWARD: Just before it does, Mr. Chairman; I developed a habit as we went along of making notes and I gradually have to clean them all up. I have three left, two of them were dealt with yesterday by way of query; one had to do with king crab fishery, whether or not there is any potential kingcrab fishery within our waters. The other had to do with the statistics of salmon production over a period of, say, the last 10 years.

Mr. ROBICHAUD: Mr. Chairman, on the question of king crab maybe I could make a very brief reply. There are no king crab on our continental shelf. Most of the king crab are found in the Gulf of Alaska on the continental shelf claimed by the United States and, this led to the agreement with Japan in 1964. The Japanese claim that those crabs were on the high seas while the United States claimed they were on their continental shelf. So, they came to a mutual agreement, between the two countries. We do not find any king crabs on our continental shelf.

Mr. CROUSE: Mr. Chairman, just apropos of that, we have a similar crab on the east coast. To whom do these belong?

Mr. ROBICHAUD: It is not a king crab. We have crab and they are fished by our own fishermen. Some are well within our continental shelf and others are further out. In fact, you can get them on the high seas. Draggers get large crabs in their fishing nets. But, that problem has not occurred yet on the Atlantic coast.

Mr. CROUSE: But, we do have quite an extensive potential crab fishery and, are they not now conducting experiments in Halifax with regard to the proper methods of cooking and cleaning these crabs. Could the Minister's assistants not give us some report on the potential scope of this particular industry?

Mr. ROBICHAUD: Mr. Chairman, there are a number of experiments taking place now. There are cost-sharing arrangements, or programs with the province of Nova Scotia and, we have some in the Northumberland Strait area with the province of New Brunswick, to determine the potential of this crab fishery. This has been going on now for over a year and, I hope that by the end of this year, 1966, we will have the type of information that Mr. Crouse is asking for now.

Mr. CROUSE: This information is not now available, as to the potential.

Mr. ROBICHAUD: We have some information available on request. It is limited because the experiments have not yet been completed. Not only have we experimented on the methods of catching those crabs but also in processing them, as you have suggested.

Mr. HOWARD: One other brief item, Mr. Chairman. It has to do with the Fraser River Board, which is a group that has spent, I do not know how many years, studying the Fraser River, which have made numerous interim preliminary—I think they did make a final report—but it did have, because the Fraser River was involved there might have been a conflict between the

proposals for certain dams and water controlling units on the upper reaches of the Fraser, dikeing and, this sort of thing. I wonder if we could have a brief explanation of what is happening there?

The CHAIRMAN: Mr. Lucas, can you answer that question?

Mr. LUCAS: The Fraser River Board was disbanded when they made their final report to both the federal and provincial governments, I believe it was two years ago. They have made their final report, carried out their obligations and have now been disbanded.

Mr. HOWARD: Yet, the implications with respect to fish is what I am concerned about, taking in mind Dr. Logie's statement about the responsibility of the department.

Mr. LUCAS: Mr. Chairman, the Department of Fisheries was represented on the six man Fraser River Board by the regional director of fisheries, Vancouver. The board is made up of six people, three from the province and three from the federal government, representing most of the agencies involved with the water resources.

Mr. HOWARD: Do you consider there to be any conflict between the final report of the Fraser River Board and the interests of the Department of Fisheries?

Mr. LUCAS: The final report which the board presented to the two governments, contained recommendations for the construction of a series of dams at the headwaters of the Fraser River to control floods and, these dams are to be financed through multipurpose benefits including flood control and power. The type of recommendations which were made, were made with the knowledge of the fisheries agencies represented on the board and a series of dams were recommended which would do the least harm to the fisheries resource of the Fraser River. There would be some potential harm but, the system "A" recommendation would have dams on headwater streams which were not frequented by fish.

Mr. HOWARD: I was getting at the area of conflict, and even though you may have had a representative on the board and had cognizance of all the inner discussions that led up to the report, still a potential conflict may still exist. This is what I wanted to get at but, if it is minimal or non-existent, that is sufficient for an answer.

The CHAIRMAN: Shall item 1 carry?

Some hon. MEMBERS: Carried.

The CHAIRMAN: Gentlemen, this brings us to the end—Mr. Bower has a question.

Mr. BOWER: We are getting very close to bell ringing time but, I want to bring up the question of inshore fishermen. I was interested in the Minister's reply to Mr. Crouse's question in respect of inshore fishermen in Newfoundland when he brought up the matter about bait expenditures and bait matters in that province. We certainly, in Nova Scotia, and particularly in western Nova Scotia, have a great numbers of inshore fishermen. I would be the first to agree that we have to modernize our fishing the major efforts being in the offshore fishing,

but, in phasing in these modernization processes and the larger ships offshore, I think we have to give consideration to not phasing out too abruptly the inshore fishermen. I brought this up with the Minister in the form of a petition of protest signed, I think, by over 600 fishermen from the western part of Nova Scotia and, there are several thousands there who are interested in what is happening in the close inshore herring fishing which is part of their livelihood, one of the components that make up, to a considerable extent, their annual income. They seemed to be very disturbed about the big purse seiners fishing in very close to shore and eliminating them from that fruitful pursuit of it. Is there not some way that those people could be protected by an internal zone?

Mr. ROBICHAUD: Mr. Chairman, I can answer this. Following receipt of this petition that was presented to me by Mr. Bower, we immediately investigated what the situation was and, we have had long discussions with the officials of the provincial department of fisheries. There is a keen interest in Nova Scotia in the development of the herring fishery. Private capital, provincial assistance has been involved and, we have discussed this matter of, say, closing in certain areas, on the west coast and, I must admit that while we did not state that it was our intention to do so, we wanted to have the opinion of the provincial people. I want to assure you that the interest of the province of Nova Scotia, and rightly so, is the development of the herring fishery such as that is taking place there now. There are already existing regulations preventing herring seiners from operating too close to set gear and, in that particular area, the type of gear consisted of gill nets set along the shore. I do not think it would be practical and I do not think it would be acceptable by the province and by the large majority of the fishermen to close certain areas for seiners just for the protection of the gill net fishermen. We find there is very little interference, if any, by the seiners with the gill net operators, and the province would be very reluctant for us to take any action in this regard.

Mr. BOWER: Has any study been made to determine whether purse seining close inshore has a bad effect on the spawning grounds in the reproduction of the herring?

Mr. ROBICHAUD: Yes, but it all depends on how close to shore they are and, we use the expression sometimes in a different interpretation because, as you know, sometimes herring spawn right on the shore, not only close to shore but, the spawns are right there possibly in 10 or 12 inches of water. Certainly seining cannot take place unless we have a certain depth of water. But, I do not think there is an interference there. There is nothing to show us now that the type of fishing that is being carried on, whether by seiners, gill netters or others, is interfering with the reproduction of herring fishery.

The CHAIRMAN: Gentlemen, I hear the bell and I wonder if item 1 can carry?

Some hon. MEMBERS: Carried.

Item agreed to.

The CHAIRMAN: Before we rise, may I take this opportunity to thank the Minister very much for appearing several times here and I particularly want to thank on behalf of the Committee, the members of the department who have given us a great deal of their time and who indeed have been very valuable to

us in the examination of the estimates. I think each of you would want me to express the thanks of the Committee to them for their very considerable efforts on our behalf.

We have one item of business, and I think we will now require an in camera meeting to consider a short report and turn it in. I wonder if members can bear with this long enough to have a meeting at let us say, 1 o'clock on Thursday. Are these 1 o'clock meetings satisfactory and do you think we can do that?

Agreed.

Mr. ROBICHAUD: Just before the Committee rises, I want to express my sincere thanks and appreciation to all members of the Committee, not only for their attendance which has been exceptionally good, but for the way they have carried on their questioning and deliberations. I really appreciate the attitude of all members of the Committee.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE
ON
FISHERIES

Chairman: Mr. GRANT DEACHMAN

MINUTES OF PROCEEDINGS

No. 16

THURSDAY, JUNE 9, 1966

Main Estimates (1966-67) of the
Department of Fisheries

INCLUDING FIRST REPORT TO THE HOUSE

ROGER DUHAMEL, F.R.S.C.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1966

STANDING COMMITTEE ON FISHERIES

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Vice-Chairman: Mr. G. Blouin

and Messrs.

Barnett,	Crouse,	McWilliam,
Basford,	Granger,	Nowlan,
Béchar, d,	Howard,	O'Keefe,
Bower,	Keays,	Patterson,
Carter,	LeBlanc (<i>Rimouski</i>),	Stefanson,
Cashin,	MacLean (<i>Queens</i>),	Tucker—(24).
Chatterton,	McLean (<i>Charlotte</i>),	
Crossman,	McQuaid,	

J. H. Bennett,

Clerk of the Committee.

No. 15

THURSDAY, JUNE 9, 1966

Main Estimates (1966-67) of the
Department of Fisheries

INCLUDING FIRST REPORT TO THE HOUSE

REPORT TO THE HOUSE

MONDAY, June 13, 1966.

The Standing Committee on Fisheries has the honour to present the following as its

FIRST REPORT

On Tuesday, March 22, 1966, the House referred to your Committee for consideration the Items listed in the Main Estimates for 1966-67, relating to the Department of Fisheries.

Your Committee has held 17 (seventeen) meetings during which it heard statements and evidence from the Honourable H.-J. Robichaud, Minister of Fisheries. From the Department of Fisheries: Dr. A. W. H. Needler, Deputy Minister of Fisheries; Mr. S. V. Ozere, Assistant Deputy Minister (International); Dr. R. R. Logie, Assistant Deputy Minister (Operations); Mr. I. S. McArthur, Director General, Economic Service; Mr. J. J. Lamb, Director of Administration; Mr. H. Dempsey, Director, Inspection Service; Messrs. E. W. Burrige and K. C. Lucas, Resource Development; Mr. E. B. Young, Conservation and Development Service; and Mr. C. R. Levelton, Director, Conservation and Protection.

On Items 20 and 25 evidence was heard from Dr. F. R. Hayes, Chairman; Dr. W. R. Martin, Assistant Chairman; and Dr. W. E. Ricker, of the Fisheries Research Board of Canada.

Your Committee heard and examined Mr. Homer Stevens, Secretary-Treasurer of the United Fishermen and Allied Workers' Union, Vancouver, B.C.

Your Committee also heard a submission from the Fisheries Council of Canada, by Mr. David F. Corney, President, and examined Messrs. R. L. Payne, Guy LeBlanc, R. I. Nelson and C. G. O'Brien, members of the Council.

Your Committee received a brief from the Campbell River Chamber of Commerce, Vancouver Island, copies of which were passed to members of the Committee and discussed.

The Committee draws attention to four areas affecting the industry on which considerable evidence was given by the Minister, his officials and representatives of the fishing industry. While it is left to individual members of the Committee to state their own views on how these matters should be dealt with, your Committee jointly expresses its concern at the serious nature of these problems.

There is increasing evidence of bold encroachment by foreign fishing fleets into waters on both the Atlantic and Pacific coasts where the Canadian fishing industry has traditionally operated. It is urgently necessary for this government problem to be resolved. There is also evidence of the breakdown in one case and

of lack of progress in other cases of recent international negotiations to conserve and protect the fisheries from which Canadian fishermen draw their living.

Pollution of rivers, lakes, beaches and tidal waters is rising and continues to threaten the industry. More particularly it threatens the livelihood of inshore, fresh water and salmon fishermen. This should be of highest concern to several other federal departments and to other levels of government in Canada responsible for conserving our water resources.

Evidence was given to the Committee that at least one Canadian subsidized vessel has left Canadian waters and is no longer employing Canadians, or bringing its catch to Canadian docks, or refitting in Canadian yards; pointing to the need for closer policing and regulation of Canadian subsidized programs for the fishing industry.

Your Committee notes with interest the encouraging efforts of the Department towards the development of East Coast herring fisheries, but believes this expansion should be coupled with further research immediately to ensure that stocks are not over-exploited.

Much evidence was given on the encouraging results obtained in developing salmon spawning beds in British Columbia. Evidence was also given on efforts to cultivate lobsters and oysters in Atlantic beds under controlled conditions. Giving regard to the very high return which each of these fish brings on the market, and their value to the industry in developing easily worked and readily accessible inshore fisheries, your Committee felt that research in these areas should be pushed as rapidly as possible to the point of commercial feasibility. In view of the high return on public investment in these fields, financing, within reason, should not be the limiting factor.

The Committee urges the continuance of explorations programs for new exploitable stocks of fish on both coasts and in our inland waters.

Having considered these estimates, your Committee approves them and recommends them to the House for approval.

A copy of the Minutes of Proceedings and Evidence (*Issues Nos. 1 to 16*) is appended herewith.

Respectfully submitted,

GRANT DEACHMAN

Chairman.

MINUTES OF PROCEEDINGS

THURSDAY, June 9, 1966.

(17)

The Standing Committee on Fisheries met *in camera* this day at 1.15 p.m. The Chairman, Mr. Deachman, presided.

Members present: Messrs. Barnett, Béchard, Bower, Carter Crossman, Crouse, Deachman, Granger, LeBlanc (*Rimouski*), MacLean (*Queens*), McLean (*Charlotte*), McQuaid, McWilliam, Nowlan, O'Keefe, Patterson (16).

A draft "Report to the House" containing certain observations and recommendations was considered.

Following discussion, the report was amended and on motion of Mr. Crossman, seconded by Mr. Crouse, it was unanimously resolved that the Chairman be instructed to present it to the House as the Committee's "First Report".

The Chairman thanked the Committee for its co-operation and at 2.30 p.m. the Committee adjourned to the call of the Chair.

J. H. Bennett,
Clerk of the Committee.

OFFICIAL REPORT OF MINUTES
OF
PROCEEDINGS AND EVIDENCE

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The Clerk of the House.

