

# A STRATEGIC FRAMEWORK FOR SCOTTISH FRESHWATER FISHERIES

A CONSULTATION DOCUMENT



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# Foreword

The quality and value of Scotland's freshwater fisheries have long been recognised. Nevertheless, it is felt that there are numerous opportunities for improvement that could enhance the economic and social wellbeing of Scotland's people while protecting what is a vulnerable natural resource.

In recognition of this a group representing many of the fishing interests in Scotland has been working together to develop a strategic framework under which all interests can operate to achieve the shared goal of Scotland having sustainably managed freshwater fish and fisheries resources, that provide significant economic and social benefits for its people.

The steering group of representatives has produced the following framework which, in its view, outlines the direction within which the future management of fisheries in Scotland should work. The document recognises that management of fisheries will necessarily vary through individual circumstances and is not promoting a prescriptive approach to fisheries management. It does however suggest some priorities for action which the group believes will inform the evolutionary process of fisheries management.

The document is recognised as being aspirational, as are many of the timescales contained within it, particularly in delivery of the Priorities for Action. Much will depend on the ability of stakeholder groups being able to resource their input into the work required.

The Steering Group would welcome your comments on this initial framework and the proposed priorities for action. Constructive criticism as well as support will inform the Group towards finalising a framework for the fisheries sector developed by the fisheries sector.



# Responding to this Consultation Paper

We are inviting responses to this consultation paper by 4 January 2008.

You can respond to this consultation online, via the consultation web pages of the Scottish Government website at <http://www.scotland.gov.uk/consultations> (where you can view other consultation papers online) or on the Freshwater Fisheries web pages at <http://www.scotland.gov.uk/Topics/Fisheries>. You can telephone Freephone 0800 77 1234 to find out where your nearest public internet access point is. The Scottish Government is also inviting written responses and would be grateful if you could use the enclosed questionnaire and clearly indicate in your response which questions or parts of the consultation paper you are responding to as this will aid our analysis of the responses received. Please remember to fill in and return your Respondent Information Form (enclosed) along with your response.

Please send your response to:

The Scottish Government  
Salmon and Freshwater Fisheries  
Room 408a, Pentland House  
47 Robb's Loan  
Edinburgh  
EH14 1TY

The Scottish Government now has an email alert system for consultations (SGconsult: <http://www.scotland.gov.uk/consultations/seconsult.aspx>). This system allows stakeholder individuals and organisations to register and receive a weekly email containing details of all new consultations (including web links). SGconsult complements, but in no way replaces SG distribution lists, and is designed to allow stakeholders to keep up to date with all SG consultation activity, and therefore be alerted at the earliest opportunity to those of most interest. We would encourage you to register.

## Handling your response

We need to know how you wish your response to be handled and, in particular, whether you are happy for your response to be made public. The Respondent Information Form (either enclosed or online) will ensure that we treat your response appropriately. If you ask for your response not to be published we will regard it as confidential, and we will treat it accordingly. All respondents should be aware that the Scottish Government is subject to the provisions of the Freedom of Information (Scotland) Act 2002 and would therefore have to consider any request made to it under the Act for information relating to responses made to this consultation exercise.

### Next steps in the process

Where respondents have given permission for their response to be made public, these will be made available to the public in the Scottish Government Library within 20 working days of the closing date and on the Scottish Government consultation web pages by January 2008. We will check all responses where agreement to publish has been given for any potentially defamatory material before logging them in the library or placing them on the website. You can make arrangements to view responses by contacting the SG Library on 0131 244 4565. Responses can be copied and sent to you, but a charge may be made for this service.

### What happens next?

Following the closing date, all responses will be analysed and considered along with any other available evidence to help us reach a decision on content of the Strategic Framework. We aim to issue a report on this consultation process by Spring 2008.

### Comments or complaints

If you have any comments or complaints about how this consultation exercise has been conducted, please send them to Manson Wright at the above address. If you have any queries on any of the above please contact Manson Wright at the above address or call him on 0131 244 6229.

## RESPONSE GUIDELINES

We welcome responses to every aspect of the draft Strategic Framework, but we are particularly interested to hear views on the following specific areas:

1. Do you agree that some changes are required in Scottish freshwater fish and fisheries management if we are to secure a sustainable future for the sector?
2. Do you agree that in addition to the close working relationship that has already been developed between stakeholders and the Scottish Government, some further stakeholder working and evidence-gathering is essential before finalised proposals for new management systems and structures can be proposed?
3. Do you agree that the suggested Priorities for Action (PFA) are sufficiently comprehensive and focused with respect to transparent evidence-gathering?
  - a. Suggest any amendments to the details of proposed PFAs
  - b. Suggest additional PFAs
  - c. Suggest PFAs you consider unnecessary
4. Do you feel your specific interests are properly represented by the stakeholder groups involved in the creation of this draft Strategic Framework, and those proposed for participation in the PFA activities?
5. PFA activity will require significant stakeholder commitment over the next four years. Will your representative stakeholder organisation be able to allocate sufficient resources?
6. The proposed timetable for delivery of outcomes from the PFA activity is challenging, particularly over the next two years. Do you believe it is feasible to achieve this, and if not could you suggest reprioritisation which would allow the work to be spread more evenly over the next four years?

# Executive Summary

## A Strategic Framework for Freshwater Fisheries in Scotland

This Executive Summary presents an overview of the Freshwater Fisheries Forum's work to create a framework within which we can develop and maintain Freshwater Fisheries in Scotland. The development of the framework was driven by representatives of the many divergent interests in the sector; calling upon specialised help where they felt it was necessary. The framework document provides more detail of the process and of the areas identified in which action is required.

This Strategic Framework document is in **four** parts.

**Part One** sets out a shared vision for freshwater fisheries in Scotland: **“Scotland will have sustainably managed freshwater fish and fisheries resources that provide significant economic and social benefits for its people”**. It also explains how the Freshwater Fisheries Forum Steering Group worked together to create this Strategic Framework, taking into account the interests and needs of all stakeholders, and having regard to the four pillars of sustainability: environmental, economic, social and stewardship.

**Part Two** describes the context in which freshwater fisheries in Scotland is operating, and lists the recent policy developments and other initiatives which bear on its operation. It also expands further on the context of freshwater fisheries in relation to the four pillars of sustainability. It concludes, when discussing stewardship, by identifying the need to adopt an evolutionary approach in order to move towards our shared vision. Particular emphasis will be required on:

- catchment based management of all freshwater fish species;
- the evolution, co-ordination and streamlining of existing bodies into structures that can discharge these responsibilities effectively; and
- the development of sustainable funding streams and appropriate legislation to ensure this work can be done effectively.

**Part Three** explains in more detail how the vision set out in Part One is to be realised, in an evolutionary way as identified in Part Two. It considers areas that still require further work before detailed proposals can be recommended, and refines these into a series of formal 'priorities for action'. These are brigaded under 12 broad subject headings:

- Technical Aspects of Fish and Fisheries Management
- Fish and Fisheries Management Bodies
- Legislative Requirements
- Organisational Development
- Communication
- Marketing

- Training
- Equality of Access
- Legal Issues Concerning Access
- Monitoring and Evaluation
- Fish and Fisheries Management Funding
- Research

Priorities for action are identified in text boxes throughout Part Three, and repeated in tabular form in Appendix 2, showing which bodies could be responsible for delivering the actions, and over what timescales.

**Part Four** proposes how monitoring and dissemination of progress in delivering the Framework's objectives can be taken forward. It proposes that the Freshwater Fisheries Forum is continued and that regular progress reports are published.

# PART I: VISION AND GUIDING PRINCIPLES





# PART I: VISION AND GUIDING PRINCIPLES

## The vision

1.1 Our shared vision is that:

**Scotland will have sustainably managed freshwater fish and fisheries resources that provide significant economic and social benefits for its people.**

## The freshwater fisheries forum steering group

1.2 This Strategic Framework document has been developed by the Freshwater Fisheries Forum Steering Group<sup>1</sup>. The Group was set up in 2004, and chaired by a senior official of the Scottish Executive. Its work on the development of the Strategic Framework commenced in July 2006. The Group comprised a wide range of stakeholders in the freshwater fisheries sector in Scotland. (See Appendix 1.) It accomplished its task in part through subgroup working, but also met several times in plenary session. Central government, other public body/regulatory bodies, private sector, anglers, netmen and conservation representatives on the Group all have a direct interest in the Strategic Framework's objectives and have all contributed to their formulation.

## The guiding principles

### *Strategic Objectives*

1.3 The framework takes account of the five core Strategic Objectives against which all initiatives in Scotland should be measured: Wealthier and fairer; Healthier; Safer and stronger; Smarter; and Greener. The Priorities for Action that arise from this framework will be regularly monitored and reported in the context of progress towards achieving these Objectives for freshwater fisheries.

### *Strategic Environmental Assessment (SEA)*

1.4 The EU Strategic Environmental Assessment Directive came into force in July 2001 and has been implemented as the Environmental Assessment (Scotland) Act 2005<sup>2</sup>. SEA is a key component of sustainable development establishing important new methods for protecting the environment and extending opportunities for participation in public policy decision making. SEA achieves this by:-

- systematically assessing and monitoring the significant environmental effects of public sector strategies, plans and programmes;
- ensuring that expertise and views are sought at various points in the process from SNH, SEPA, Historic Scotland and the public; and
- requiring a public statement as to how opinions have been taken into account.

- I.5 While it did not directly influence the preparation of this Strategic Framework document, the Act will impact in due course on the delivery of at least some of the actions listed in Part Three. Some of these will constitute plans and programmes in terms of the Act, and its requirements will need to be observed in undertaking them.

### **Sustainable Development**

- I.6 The Scottish Executive published *Choosing Our Future: Scotland's Sustainable Development Strategy*<sup>3</sup> in 2005. Scotland is committed to building a sustainable future. Individuals, businesses, local authorities and communities are taking action to change the way we use resources, plan and develop services, and seize the economic opportunities that sustainable development presents. Sustainability is therefore the overarching guiding principle for our vision for freshwater fisheries in Scotland and in preparing this document we have had regard to its economic, environmental, social and good governance or stewardship aspects, each of which is reflected in the guiding principles below and in our consideration of the issues in Part Two.

- I.7 The definition of sustainability we have employed here is that published in *Choosing Our Future*:

***“to enable all people throughout the world to satisfy their basic needs and enjoy a better quality of life without compromising the quality of life of future generations”***

### **The environmental principle**

- I.8 Sustainable freshwater fisheries should operate in harmony with nature.

### **The economic principle**

- I.9 Freshwater fisheries should make a positive contribution to the Scottish economy through offering and promoting high quality fishing opportunities, and by being economically viable at a national and regional level within sustainable levels of exploitation.

### **The social principle**

- I.10 Freshwater fisheries will be recognised as a major contributor to the recreational enjoyment of Scotland's countryside. They will encourage social inclusion for all parts of our society by promoting recreational fishing development and increasing angling opportunities through the activity of owners, managers, and volunteers engaged in the management and use of the fisheries.

### **The principle of stewardship**

- I.11 While the first three principles relate to outcomes, the principle of stewardship relates to the ways in which these principles will be observed. It is about delivering outcomes sustainably and implementing the principle of public-private management partnership. It embraces the concepts of transparency, integration, co-ordinated government and proportionate regulation, partnership and stakeholder participation, accountability, and a culture of best practice and continuous improvement.

## Equality

- I.12 Progressing equality is about creating a fairer society where everyone is able to participate and everyone has the opportunity to fulfil their potential. We believe that opportunities in freshwater fisheries should not be denied to anyone because of their race or ethnicity, gender, marital or civil partnership status, disability (particularly when reasonable adjustments can be made to overcome physical barriers), age, religion or belief or sexual orientation<sup>4</sup>.



## PART TWO: THE CONTEXT



# PART TWO: THE CONTEXT

## Background

- 2.1 Scotland has over 50,000 km of rivers and more than 31,000 lochs, lochans and ponds of 1 ha or greater in area, and almost all of these waters support populations of fish. Most of the water is of very high quality but the freshwater environment and the fauna it supports can be affected by a number of factors, many of them associated with human activities.
- 2.2 Atlantic salmon is widely regarded as Scotland's most iconic freshwater fish species. Fishing for salmon and its close relative sea trout takes place in almost every Scottish river. Angling for brown trout in both wild and stocked fisheries is widespread, fishing for rainbow trout is undertaken at stocked fisheries distributed throughout the country, and grayling is a popular angling species in many areas. Coarse fishing, which may be the fastest growing sector, is practised largely in the Central Belt and South-West, although fishing effort is increasing in the Highlands and North-East.
- 2.3 Coarse and game angling in Scotland results in the Scottish economy producing (after displacement) over £100m worth of annual output, which supports around 2,800 jobs and generates nearly £50m in wages and self employment into Scottish households, many of which are in rural areas. The average annual number of angler days in Scotland is estimated to be almost 1.4 million<sup>5</sup>.
- 2.4 Scotland is divided into a total of 54 salmon fishery districts which are defined in law either in byelaws, or more recently by Statutory Instrument. Of these districts, 42 have District Salmon Fishery Boards (DSFBs) in place to protect and improve salmon and sea trout fisheries in their districts<sup>6</sup>. In many areas of Scotland, Fisheries Trusts also exist<sup>7</sup>. Trusts have charitable status and are able to raise funds from a variety of sources, much of which they use to undertake biological monitoring of all fish species. Many Trusts and Boards have participated, through the Scottish Fisheries Co-ordination Centre (SFCC)<sup>8</sup>, in producing and using agreed standard methods for surveying, monitoring and storing information on the rivers and fish populations in their areas.
- 2.5 The Scotland Act 1998 makes special provision for the management of salmon and freshwater fisheries in the Border Rivers, the Esk and the Tweed. Historically, fisheries management in the Esk has been subject to English Law and in the Tweed subject to Scots Law. Since 1969, the River Tweed Commission has had statutory responsibility for the protection and management of salmon and all freshwater fish species.
- 2.6 Traditionally fishery management has largely been in the hands of the owners or tenants of the fishing rights. Environmental imperatives agreed under EU legislation are increasingly important drivers in the management of water bodies throughout Scotland. Accordingly the Scottish Freshwater Fisheries Forum has recognised that the future sustainable development of fisheries requires an integrated approach to management.

- 2.7 The salmon netting industry in Scotland has declined in size and effort significantly in recent years which has helped to reduce exploitation levels on declining fish stocks. Netting effort in both the net and coble and fixed engine fisheries is now less than 10% of the level reported when records were first collected in 1952. Nevertheless, the heritable title is still exercised at some 80 recreational and commercial netting stations and the fishermen make a positive contribution to river management and to the local economy, frequently in the more remote rural areas. Netting stations are now the only legal source of commercially available Scottish wild salmon, a product much sought after by those tourists who frequent the premier hotels and restaurants.
- 2.8 The Steering Group has failed to reach consensus on a strategy for net fishing.

## Policy developments and other initiatives

- 2.9 The overarching aim of the Scottish Government with respect to salmon and freshwater fisheries is to create the environment in which sustainable fisheries for these resources can be enjoyed<sup>9</sup>. Policy development aims to: promote access for anglers to watercourses by the removal of prohibitive restrictions particularly, whenever public investment improves fisheries; promote the local management of watercourses and a proper balance between exploitation and conservation of freshwater species.
- 2.10 To this end, the Scottish Government, in association with Fisheries Research Services (FRS)<sup>10</sup>, works closely with the major stakeholder groups in Scotland representing the owners of fishing rights and those who utilise them. FRS, in collaboration with local Fisheries Trusts and Foundations and other organisations, undertakes research and monitoring to provide the high-quality scientific information necessary to develop evidence-based policy.
- 2.11 Increasingly, the Scottish Government involves stakeholders directly in policy development. The Scottish Freshwater Fisheries Forum involves all the principal stakeholder groups as well as private individuals. A Steering Group serves the Forum and meets regularly to take forward the issues identified as necessary to maintain and improve Scotland's salmon and freshwater fisheries. Many of these issues have been addressed in the Aquaculture and Fisheries (Scotland) Act 2007.
- 2.12 The Forum and Steering Group then turned their attention to developing proposals for the integrated management of salmon and freshwater fisheries in Scotland. Stakeholders have recognised the need to develop and implement plans that accommodate the needs of not only fisheries, but also the fish upon which the fisheries depend.
- 2.13 The Tripartite Working Group (TWG)<sup>11</sup>, comprising representatives of wild salmon fishery interests, the fish farming industry and the Scottish Government has been working towards ensuring both a healthy and sustainable wild fishery and salmon farming industry. The TWG has developed a system of Area Management Agreements (AMA) implemented by Area Management Groups (AMG) to address issues such as sea lice monitoring, management and control, containment of farmed fish, and minimisation of disease risks.

- 2.14 Scotland is represented as part of the UK team within the EU delegation to the North Atlantic Salmon Conservation Organisation (NASCO)<sup>12</sup>, whose Council and Commissions meet annually to address issues relating to the conservation and rational management of salmon throughout their natural range, and specifically to set regulatory measures for the fisheries at Greenland and the Faroes. NASCO has been instrumental in reducing the fishing mortality of salmon at sea. NASCO has called for each jurisdiction to develop an Implementation Plan that will address the Organisation's overall objective of ensuring the conservation, restoration, enhancement and rational management of salmon stocks, and will be focused around the three main agreements developed at NASCO relating to fishery management, protection and restoration of habitat, and aquaculture and associated activities.
- 2.15 Those engaged in fishing activities are not the only users of water in Scotland. Good supplies of water are required for, amongst other things, potable supplies, hydro-electricity, agriculture, aquaculture, forestry, industry, and whisky production. In addition, our rivers and lochs are used by people engaged in a variety of non-fishing leisure pursuits. Sailing, motorised boat activity, windsurfing, canoeing, rafting and canyoning are all increasing in popularity.

## The issues

- 2.16 In the preparation of this document the issues confronting freshwater fisheries which the Steering Group addressed were considered under the same broad headings as the guiding principles in Part One. The inter-relationships between the different parts of the sector were carefully considered, and the sector's relationships with external stakeholders were also debated. Freshwater fisheries involve economic activity, providing much-needed income to groups and individuals across Scotland. At the same time, they provide sporting and recreational fulfilment to a diverse range of people, from local residents to visitors. They rely on a healthy and well-managed aquatic environment, and this leads to the need to address all aspects of aquatic ecosystems in order to ensure sustainability.

## Environmental issues

- 2.17 Scottish landscapes, wildlife and freshwater fisheries are internationally renowned and of high quality. They underpin a certain quality of life and are a cornerstone of the Scottish rural economy. Scotland supports a valuable array of freshwater fish species and fisheries, and fisheries managers have an important role to play as custodians of the environment.
- 2.18 Fish need clean waters and healthy habitats to thrive. In order to maintain and improve the quality of our freshwater environment, a number of issues need to be considered, including:
- Sectors that interact with the aquatic environment:
    - Angling
    - Netting
    - Fisheries management

- o Forestry
  - o Agriculture
  - o Aquaculture
  - o Hydro power
  - o Industry
  - o Recreation
  - o Engineering schemes
  - o Flood alleviation
  - o Water supply
- Types of effects on the aquatic environment:
    - o Acidification
    - o Addition or loss of nutrients
    - o Pollution
    - o Water transfer
    - o Abstraction & impoundment
    - o Fish introductions – non-local strains
    - o Introduction of non-native species
    - o Predation

These issues can interact in different ways in various parts of Scotland to affect fish populations.

- 2.19 Freshwater fisheries must be managed by using the best available information, and be sustainable for the species of fish concerned. Such management avoids over-exploitation, the inappropriate introduction of non-native species, the spread of disease and parasites, and damage to the genetic integrity of wild stocks. Maintenance and restoration of biodiversity is an essential objective of management. Many of the issues under water quality, physical habitats and other users are being addressed through the implementation of the Water Framework Directive (WFD), through regulation and incentive. One of the key actions under WFD is the production of River Basin Management Plans (RBMPs) and fisheries managers will contribute to their production and delivery.
- 2.20 Gyrodactylosis is a notifiable disease caused by the parasite *Gyrodactylus salaris* (GS), which if introduced into Scottish salmon rivers has the potential to cause widespread losses in the valuable stocks of wild Atlantic salmon. In addition, if the decision to use chemical treatment has to be made, consideration will have to be given to the possible impacts on other aquatic wildlife and activities that rely on fresh water. The Scottish Government and a wide group of stakeholders have developed a Contingency Plan against the possibility of GS being introduced to Scotland. This strategic framework fully supports the ongoing activities of the GS Task Force.

## Economic issues

- 2.21 Scottish freshwater fisheries is an important sector of the economy, delivering angling and other exploitation opportunities that are of the highest quality and entirely sustainable. We believe that there is sufficient physical, environmental and fisheries resource capacity in Scotland to enable the sector to grow at a controlled rate.

Economic growth/development in the sector would provide the benefits of:

- increasing and sustaining employment, especially permanent and skilled employment, in all relevant areas and particularly in rural areas;
- increasing the capital value of Scottish freshwater fisheries resources to enable greater investment in sustainable fish and fisheries management;
- increasing and diversifying domestic and visitor demand in Scotland, and the benefits of higher revenue to angling related businesses, by encouraging more angling tourism especially in areas where there is at present a lack of information and marketing of opportunities;
- increasing the utilisation of existing resources and opportunities, within their capacity for exploitation;
- increasing the development of new locations and opportunities for sustainable angling for specific species sectors; and
- increasing angling opportunities for existing enterprises by extending diversification of species whilst protecting environmental and native biodiversity.

2.22 These aspirations, which must be achieved within the parameters of this Strategic Framework document, will enable Scotland to optimise the benefits of a successful freshwater fisheries sector. This must include the appropriate management of angling and non-angling exploitation of migratory fish.

2.23 The growth envisaged will be contingent on the sector's ability to demonstrate that it is responsive to the needs of all fishermen. It should operate in a fair and transparent manner, basing its management decisions upon current scientific understanding, and an awareness of environmental and sustainability considerations. This approach will engender public support for the sector; and its aspirations for the future will therefore be supported by the entire community.

2.24 It is essential that the management of freshwater fisheries is well-resourced. To be increasingly successful, the sector will require:

- a fisheries management planning regime that fosters sustainable, long-term development;
- government support for fisheries management to deliver public benefits, particularly in fish stock recovery and areas that are disadvantaged in terms of income generation; and
- new sources of funding for management of the sector.

## Social issues

2.25 Freshwater fisheries represent an important social resource for Scotland's people that should be developed and promoted further, within the discipline of ensuring sustainability

of the fish stocks;

- fishing as a recreational activity can contribute to the Scottish Government's ambitions to improve the health and wellbeing of the nation;
- fishing as a recreational activity can help educate and raise awareness of rural and environmental issues, and reconnect people with the countryside;
- education about the importance of freshwater fish and fisheries to Scotland's rich cultural and natural heritage should be further promoted, particularly the need to sometimes limit exploitation;
- training in fishing, fish and fisheries management, and in the conduct of and infrastructure relating to the sport, needs to be further developed;
- voluntary effort is a major feature of the sector, and this effort must be encouraged and developed;
- delivery of access to fishing is essential to realise the above benefits;
- a key part of delivery of access is ensuring there is comprehensive information about angling opportunities;
- there is a perception that access to fishing is limited in some places. This perception must be tested and where failures of access are identified, solutions need to be found whilst ensuring that stocks are not over-exploited;
- there is concern that too few people, especially the young, are coming into angling. Positive action to address recruitment is required;
- angling can provide personal development opportunities for disadvantaged groups in society. Positive action to promote such programmes should be taken; and
- other outdoor leisure activities share freshwater resources with anglers. Interactions between these user groups must be managed.

## Stewardship issues

2.26 Freshwater fisheries are already managed and regulated under the various legislative and other policy provisions described in this section. The Steering Group, in considering the shared vision of the sector, identified that current fisheries management structures need to evolve and respond to the new challenges of managing Scotland's freshwater fisheries resources in a sustainable way. Particular emphasis will be required on: catchment based management of all freshwater fish species; the development of sustainable funding streams and appropriate legislation to ensure this work can be done effectively; and the evolution, co-ordination and streamlining of existing bodies into structures that can discharge these responsibilities effectively. As ideas are developed to address these challenges, the following issues will need to be considered:

- the best means to develop existing management structures, staff and funding streams;
- the best means to incorporate the voluntary goodwill and effort engaged within the sector;
- a consistent approach to ensuring that appropriate skills and experience are available to ensure that fisheries management bodies are managed effectively and their business is conducted in an open and transparent manner;
- a consistent approach to professionally staffing such structures, with due regard to regional differences and challenges;
- how to support and encourage the continuing programme of rationalisation of existing fisheries management boards so that they occupy areas that are large enough to have a critical mass but small enough to be locally accountable and responsive to local needs;
- how to develop new funding streams to support future fish and fisheries management initiatives that augment existing funding sources;
- the development of a capability at a national level to help ensure consistency of approach to management, to help co-ordinate the work of fisheries management bodies (both technical and management), and to disburse public sector funding, where it might become available, in an accountable and effective way; and
- the changes that might be required in legislation, and the need for a new freshwater fisheries Bill in due course.

The Steering Group recognises that further work is required in many areas before firm recommendations for all-species fisheries management can be made. Work areas are discussed in more detail in Part Three of the framework, and specific Priorities for Action identified.

## Risk

2.27 The Strategic Framework acknowledges that risk, and its assessment and management, cannot be overlooked when considering our shared vision. Risk to freshwater fish and fisheries might come from a number of sources.

Acceptance of risk implies a need to adopt a Precautionary Approach, which requires:

- consideration of the needs of future generations and avoidance of changes that are not potentially reversible;
- prior identification of undesirable outcomes and of measures that will avoid them or correct them;
- initiation of corrective measures without delay, and these should achieve their purpose promptly;
- priority to be given to conserving the productive capacity of the resource where the likely impact of resource use is uncertain;
- appropriate placement of the burden of proof by adhering to the above requirements.



## PART THREE: REALISING THE VISION





## PART THREE: REALISING THE VISION

- 3.1 We would expect to realise the vision set out in Part One of this document by adopting the evolutionary approach identified in Part Two. In order to ensure that such evolution is based upon scientific evidence and broad consensus, much work remains to be done.
- 3.2 Much of what is already taking place within Scottish freshwater fisheries policy is contributing to the realisation of our shared vision and our understanding of the details of how the evolution should progress. Therefore the work outlined in Part Three should be seen as:
- existing activities that have been identified as requiring a heightened effort;
  - new priorities for action, that do not imply a reduction of effort in other areas of policy activity;
  - priorities for action that will change in relative importance over time, as current challenges are effectively tackled, and new challenges emerge; and
  - priorities for action that will require constant monitoring and review, so that progress towards realising the vision is obvious to all stakeholders.
- 3.3 We propose to undertake activities that will assist us to move towards the realisation of the vision in the following broad categories:
- o Technical Aspects of Fish and Fisheries Management
  - o Fish and Fisheries Management Bodies
  - o Legislative Requirements
  - o Organisational Development
  - o Communication
  - o Marketing
  - o Training
  - o Equality of Access
  - o Legal Issues Concerning Access
  - o Monitoring and Evaluation
  - o Fish and Fisheries Management Funding
  - o Research

The priorities for action identified in Part Three are also shown in more detail (including identified lead body, resource implications and timetable for implementation) in Appendix 2.

## Technical Aspects of Fish and Fisheries Management

- 3.4 Fish and fisheries management at an appropriate scale and to a consistent standard, will be a central base upon which we will realise our shared vision for the sector. One of the principal aims of the Strategy is to move towards the objective that management decisions affecting freshwater fisheries and fish species should be underpinned by scientific evidence. It is recognised that some issues such as habitat management will be very localised, whereas other issues such as acid rain or climate change will have both local and national significance.
- 3.5 This framework supports the view that recommendations should be made on how to define the scale of fish and fisheries management planning, both at local level and in the way that management planning regimes might be linked together to form larger units.
- 3.6 Fisheries management decisions are regularly made for individual water bodies. These involve undertaking certain works or practices that are thought to be required in order to enhance the fishery in the area. Over the years, many techniques have been tried though not all have been scientifically evaluated.
- 3.7 The fundamental premise underpinning our shared vision is that future management regimes will only encourage increased exploitation where stock is shown to have capacity for increased exploitation. In order to make such decisions, it is important to know more about stock structure, distribution, abundance and dynamics. There is a need to ensure that we have the proper sampling/monitoring tools in place, and that they are available to the organisations and individuals undertaking the work.
- 3.8 Non-native fish species have been introduced to a number of Scottish water bodies in the past by various means. This is generally unacceptable if native fauna and biodiversity are to be protected. There are a number of provisions within the primary legislation which seek to address this issue, such as, those contained in the Import of Live Fish (Scotland) Act 1978, the Wildlife and Countryside Act 1981 and the Aquaculture and Fisheries (Scotland) Act 2007.
- 3.9 Notwithstanding the general provisions outlined above, targeted stocking of some fish to specific areas, under carefully controlled conditions, might be a valuable method to widen the angling resource base in Scotland. There may be opportunities to take advantage of new techniques in intensive breeding of fish and the production of infertile triploid fish, perhaps for a range of species of interest to anglers. Any such stocking should not conflict with the provisions of the Water Framework Directive and Habitats Directive.
- 3.10 Commercial stillwater fisheries, where fish of interest to anglers are regularly introduced from hatcheries and fish farms, are a vital component of the sector. They provide good angling opportunities in reasonable proximity to population centres, and in many respects they serve to take pressure off wild fish resources.
- 3.11 Proprietors of such establishments might wish to explore future options for further diversification in terms of the species they introduce for angling, and whilst such initiatives would be welcomed from an economic development perspective, they must be managed carefully in terms of fish health and environmental considerations.

- 3.12 It may be that without imposing an undue burden on commercial stillwater fisheries in terms of catchment based fish and fisheries management planning, some specific guidelines on 'boundary discipline' could be introduced. In large part these probably already operate, but we would consider formalising them in a consistent manner.

#### Priority for Action 1

### CODE OF GOOD PRACTICE GUIDANCE IN FISHERIES MANAGEMENT TECHNIQUES

SFCC already provides guidance on sampling techniques, and this PFA proposes to build upon that base of consistent practice. An expert group will critically review available literature and current activities in fishery management techniques that have been applied, and will publish a definitive guide on recommendations for a Code of Good Practice in all aspects of fish and fishery management. This will include:

- integrating different scales of management planning; and
- techniques for fishery improvement and enhancement in routine situations.

This extensive PFA will necessarily require to be delivered in manageable portions.

**Objective:** The final guidance document will be utilised by all the evolving fisheries management groups in Scotland. Progress will be monitored, and fed back to a periodic review of the guidance.

#### Priority for Action 2

### CODE OF GOOD PRACTICE FOR COMMERCIAL STILLWATER FISHERIES

A Code of Good Practice will be developed for the operation of all stillwater fisheries in Scotland, and for other management in the catchment adjacent to such fisheries. There will be two main themes:

- biosecurity and other aspects of the interface between the fisheries and their adjacent catchment; and
- exploring the prospects for creating new fisheries, or modifying existing ones, whilst ensuring sustainability.

Aspects of this CoGP will inform PFA 1, but its main focus will be on existing stillwater fisheries and catchments.

**Objective:** Operational management of commercial stillwater fisheries is by and large a matter for their owners, and should not be dictated by external groups. However, where there is a chance of interaction between the fishery and the rest of the catchment, there is a need to establish rules that safeguard all parties.

### Priority for Action 3

## CODE OF GOOD PRACTICE FOR SALMON STOCKING IN CATCHMENTS

A Code of Good Practice will be developed for the operation of all salmon hatcheries and stocking programmes within catchments. It will be based on the most recent scientific advice, and will be advised by ongoing developments arising from PFA 1.

**Objective:** Operational management of salmon hatching and stocking programmes within a catchment is a matter for the appropriate DSFB. Nevertheless there is increasing evidence about the most effective methodology to adopt, and DSFB managers would welcome concise guidance on evolving best practice.

### Priority for Action 4

## FISHERIES MANAGEMENT PLANNING (FMP)

Effective catchment based fisheries management planning has been recognised by the Scottish Government and the private sector as the key to ensuring that all fish stocks and fisheries are managed and developed responsibly. This recognition has come in the form of two years of funding support by the Scottish Government for the creation of FMPs in all the major catchments in Scotland. Continued support for this process from the Scottish Government, DSFBs and Fisheries Trusts is essential.

The fisheries management planning process must build on existing best practice and be sufficiently flexible to accommodate the differing biological and other needs in various parts of the country. It should harmonise with other plans, e.g. SAC Management Plans.

In due course FMP development should be overseen and co-ordinated by the body suggested in PFA 8, but in the meantime the current FFF Steering Group is the most experienced lead body.

**Objective:** Effective fisheries management planning lies at the heart of achieving our shared vision, and this PFA will increase the level of understanding about best practice.

### Priority for Action 5

## ASSESSMENT OF THE IMPACT OF EXPLOITATION OF SALMON STOCKS

There is already a partial understanding of the scale of exploitation of salmon stocks by different sectors at catchment level, and by geographic region around Scotland. However, there has to date been no assessment of whether these levels of exploitation are appropriate given the status of stocks and populations within these stocks. A project will examine this aspect of exploitation, taking into account environmental, economic, and social impacts.

**Objective:** The logic proposed for this PFA is in keeping with the principles of Environmental Impact Assessment. Such a structured and transparent assessment will assist managers in ensuring exploitation policies are sustainable over the long term.

## Fish and Fisheries Management Bodies

3.13 The Steering Group has identified gaps in the existing system of management to which stakeholders need to respond if they are to realise the shared vision. In considering how to evolve and develop the current system to address these challenges we must take account of the following issues:

- existing DSFBs do not have a mandate to consider all-species fish and fisheries management, although Trusts and Foundations do. In some parts of the country, where the Boards and Trusts agree to work together, all-species management is either being practised, or starting to emerge on a pilot scale. We believe this activity should be supported and extended, since it provides valuable guidelines for the future, and at the same time allows an evolutionary approach to what already exists in Scotland. The Tweed Commission does have statutory responsibility for salmon and freshwater fish species;
- fish and fisheries management bodies are increasingly benefiting from public/private sector partnership initiatives. As fisheries management bodies evolve they will need to conduct the following tasks: ensure the needs of anglers and proprietors are adequately met and represented; accommodate and discharge the responsibilities that are a requirement of partnership projects; act as regulators; develop their role as custodians of the environment; and use the strengths and resolve the weaknesses that the voluntary system creates. Each of these functions will need to be transparently and efficiently discharged if the management body is to benefit from full stakeholder support;
- as management bodies evolve, they should, wherever possible, utilise the existing professional and voluntary resources that lie within the Board and Trust structures;
- national consistency will be essential, but the different regional challenges to fish and fisheries management around Scotland must be recognised and the flexibility to meet these on a regional basis must be incorporated into the new management bodies; and
- there are other regional 'management bodies' or 'stakeholder groups' operating around the country, such as sub-basin Area Advisory Groups (under our Water Framework Directive obligations)<sup>13</sup>, and Area Management Groups (under the auspices of the Tri-partite Working Group). These groups also have an interest in fish and fisheries management, and their roles must synergise with fisheries management bodies.

### Priority for Action 6

#### PILOT STUDIES FOR 'ALL SPECIES' FISHERY MANAGEMENT

We will encourage, assist and monitor the progress of two pilot studies of 'all species' fish and fisheries management within existing DSFB/Trust structures. It is hoped that the pilots will be undertaken in quite different regions: East Coast and West Coast. The Aberdeenshire Dee has been selected as the East Coast pilot. The communication strategy adopted by these pilot projects will be an important feature. The project will also pull in information from other groups such as clubs and associations that are undertaking similar 'all-species' fisheries management.

**Objective:** Successful pilot demonstrations that 'all-species' management can evolve from existing structures will provide confidence for all sectors and interests in fish and fisheries management. Furthermore, pilot studies will give an indication of the resource implications for future 'all-species' management, and will help to field-test techniques. Evidence of how to effectively communicate good practice to all parties involved in fisheries management will be sought.

### Priority for Action 7

#### FISHERY DISTRICT AMALGAMATION & FISHERIES TRUST DEVELOPMENT

We will encourage the development of a strategic plan for the further amalgamation of Scotland's statutory salmon fishery districts and the development of fisheries trusts where there is clear benefit in doing so. The plan should take account of progress with the pilots (PFA6). The plan should also take account of the experience of implementing the CoGP described referred to in PFA9, taking into account the views of all stakeholders. There are 3 main project lines:

- ongoing work on amalgamation where Boards exist;
- recommendations for approaches to be taken where Boards do not currently exist; and
- development of Fisheries Trusts in those area currently not covered by such organisations.

The plan will give due consideration to the geographical and administrative relationship between Trusts and Boards and, where Boards do not exist, to the role of Trusts in such areas.

**Objective:** Evolution of existing structures is the preferred route for future fish and fisheries management, and therefore possible amalgamation of districts is one facet of making progress. What evolves must be acceptable to all stakeholders within the sector, and therefore transparent and accountable governance are also key requirements.

**Priority for Action 8****NATIONAL CO-ORDINATION**

In parallel with activities in other PFAs, a plan for national co-ordination of all aspects of national fisheries management issues (not just structures) will be developed. This plan will consider the possible evolution of the existing Steering Group of the Freshwater Fisheries Forum. Roles and responsibilities that might be considered include: technical co-ordination of fisheries management plans; administrative scrutiny of Codes of Practice; fisheries development; regulatory oversight; funding mechanisms. As the process evolves, an opportunity to establish a 'National Centre for Angling and Freshwater Fisheries Management' will be considered.

**Objective:** Building on the strengths of the existing Forum initiative, a process will be developed to help co-ordinate and achieve consistency for fisheries and fish management issues at a national level.

**Priority for Action 9****CODE OF GOOD PRACTICE FOR FISHERIES ADMINISTRATION**

The Guide to Best Practice that is currently being developed by RAFTS/ASFB will be used, if suitable, as a foundation for a Code of Good Practice for the management and administration of some other fisheries management and angling bodies. (A further technical Code of Good Practice for the management of fish stocks and fisheries will also be developed under PFA 1). Consideration will be given as to how the development of these Codes will be managed, accredited and audited. It is recognised that this process would fall naturally under the responsibility of the national co-ordinating process referred to elsewhere in this document (PFA 8).

**Objective:** To achieve a national, credible and widely supported Code of Practice for the management of fisheries, the management of fisheries management bodies and the management of angling bodies in Scotland and to develop appropriate auditing procedures to ensure standards are adhered-to and raised.

**Priority for Action 10****INTERFACE WITH TRIPARTITE WORKING GROUP ACTIVITIES**

Interactions between wild and farmed salmon are recognised in some situations to be a source of problems for wild fisheries, particularly in the area of escapes and fish health (with an emphasis on sea-lice). Apart from their ability to breed with native fish, the same applies to rainbow trout. Considerable progress has been made in recent years with the Tri-Partite Working Group - an initiative supported and funded by the Scottish Government, wild fisheries organisations, the fish farming industry/CE/SNH and others. We will develop and build on the existing TWG initiative to enhance our understanding of these problems and to ensure that wild / farmed fish interactions are reduced to an absolute minimum and that the industry achieves its stated goal of environmental sustainability.

**Objective:** To develop and build on the existing TWG initiative to enhance our understanding of these problems and to ensure that wild / farmed fish interactions are reduced to an absolute minimum and that the industry achieves its stated goal of environmental sustainability.

## Legislative Requirements

- 3.14 There will be a requirement to consider subordinate legislation arising from the provisions within the Aquaculture & Fisheries (Scotland) Act 2007. An example would be the details of implementation of Section 35 movement controls for freshwater fish.
- 3.15 Scotland must consider provisions arising from the implementation of European legislation, for example the Fish Health Directive 2006/88<sup>14</sup>. Specifically it will be important to consider: health surveillance; registration of commercially stocked fisheries; authorisation of hatcheries. Consideration also needs to be given to the provisions of the Water Framework Directive to ensure that stocking does not result in deterioration of status of waters.
- 3.16 The evolution towards new freshwater fish and fisheries management structures in Scotland will in due course require some fundamental changes in primary legislation, for example: powers and duties; property; employment; revocations; and financial obligations. The introduction of a new Freshwater Fisheries Bill will be necessary in due course.

### Priority for Action 11

#### FRESHWATER FISHERIES BILL

A new Bill will be required to ensure that appropriate legislative machinery is made available to implement the recommendations that will emerge from several of the work streams identified in this strategic framework.

**Objective:** Develop clear and detailed recommendations for proposed inclusions in a future fisheries Bill.

## Organisational Development

- 3.17 Scotland has a deserved reputation as an excellent place for many types of fishing. The management, promotion and use of our fish and fisheries resources has an increasingly important contribution to make in an international forum with other major freshwater fishing nations. Co-operation and sharing of information at this international level, between countries with similar challenges and opportunities, will be increasingly important. Scotland should play a lead role in this.

### Priority for Action 12

#### FORGING INTERNATIONAL LINKS

Industry groups and appropriate government agencies will work together to identify and forge links with people involved in fisheries management at tourism/development, educational, research and regulatory levels in all the key North Atlantic and European freshwater fisheries nations.

**Objective:** Closer international collaboration will improve marketing opportunities and contribute to measured and appropriate regulatory developments in a European context.

## Communication

- 3.18 The Scottish Government statistical bulletin reports salmon and sea-trout catches each year for the previous year<sup>15</sup>. The time-series is over 50 years in length which is one of the longest formal national catch records for migratory salmonids in existence. We will explore options for enhancing the presentation of the bulletin, as an aid to improving the understanding and knowledge of the public in trends and current status of stocks.
- 3.19 The Steering Group recognises the good work being undertaken by initiatives such as the Scottish National Angling Programme (SNAP)<sup>16</sup> and various regional projects. The framework envisages that one responsibility of future area and national management structures will be to identify how they might support or assist in the further development of similar activities, and to identify their own specific targets as part of their management development plan.
- 3.20 There should be, in the long term, a consideration of the value of developing a 'national angling and freshwater fisheries management centre', as a resource that might foster public understanding of the sector, and also serve as an educational and promotional tool. A more immediate option for enhancing access to information about angling and freshwater fisheries management is to consider a single 'web portal', linking into all other existing and new information sources.
- 3.21 Training and general education initiatives are discussed elsewhere in this framework, but there are a number of specific but limited activities around Scotland that interact with the educational systems in schools. 'Salmon in the classroom'<sup>17</sup> is one good example. The limited and regional nature of this sort of educational activity could be extended to include more comprehensive geographical coverage.

### Priority for Action 13

#### WEB PORTAL FOR FISHERIES MANAGEMENT AND ANGLING

We will explore the prospects for establishing and managing a single web portal for all aspects of the sector in Scotland. The concept is to develop a 'virtual' fisheries management and angling centre, which provides access to information at all levels: biologists; anglers; businesses; and the general public. We anticipate that it will involve active links to the existing web-based sources of information about fisheries management and angling opportunities, e.g. RAFTS, ASFB, SFCA, ASSF, SANA, S&TA, IFM, FRS, SFCC, etc. VisitScotland and the Enterprise Agencies should also be involved in this activity.

**Objective:** To create a virtual one-stop-shop for the sector in Scotland, linking into all the existing websites of the different parts of the sector. It is anticipated that this portal would contain information of interest to the general public.

#### Priority for Action 14

### REVIEW OF THE STATISTICAL BULLETIN

A review of the Statistical Bulletin will be undertaken, and recommendations reported.

**Objective:** There are two key objectives:

- the possibility that the Bulletin can be made more informative in terms of reporting of salmonid data; and
- inclusion of datasets on all species of angling/management interest in Scotland.

#### Priority for Action 15

### EDUCATION

It is noted that initiatives involving “Fish in the Classroom” are already making very valuable contributions to aspects of existing school curricula.

A working group will be established to investigate the possible expansion of such schemes throughout Scotland. Issues such as funding, training of staff etc. will require investigation and care will be taken not to damage the excellent projects that are already in existence.

**Objective:** We would want such an in-class programme available for, and taken up by, every school in Scotland.

#### Priority for Action 16

### JUNIOR COACHING

The Joint Angling Development Bodies of Scotland (JADBOS), chaired by SNAP, will monitor, support and publicise all non-classroom activities that foster wider uptake of angling. Projects currently organised by the Governing Bodies will be encouraged and supported. JADBOS will consider and report on how the development impetus obtained as a result of SNAP can be maintained in the longer term.

**Objective:** We would want to see that clubs maintain the development impetus originating from projects such as SNAP.

## Marketing

- 3.22 Scotland offers an exceptional range of fishing opportunity to suit all types of angler and all budgets. Subject to the implementation of practical management policies, we believe that there is a considerable opportunity to develop sustainable angling tourism in Scotland in regional, national and international markets.

### Priority for Action 17

#### MARKET RESEARCH

Commission a market research study to examine the range of possible target markets for sustainable angling tourism, and seek recommendations for a national promotional strategy. It will also explore the current market and ways in which the potential from that can be realised - the needs, wants and expectations of existing and future markets will also be an important part of such a study.

**Objective:** Provide a detailed evidence-base and develop a strategy for a national market promotion effort.

### Priority for Action 18

#### PROMOTION OF SCOTTISH ANGLING

Using the market study and its strategy plan (PFA 17), FFFSG will engage with the industry and VisitScotland in order to resource a concerted promotional activity. This would include: raising the profile of sustainable angling and better integrating it with other Scottish tourist-related sectors; establishing active alliances with related sectors in the UK and further afield; taking advantage of specific promotional activities outside Scotland.

**Objective:** To deliver a co-ordinated effort that will aim to increase the number of angler days in Scotland, both from Scottish and non-Scottish sources.

## Training

- 3.23 The Fisheries Management sector was historically poor at recognising the need for training. This has changed in recent years with a number of organisations involved in developing industry-specific training tailored to the requirements of employers and employees. Appendix 5 provides further information concerning all the current activities.
- 3.24 Training is fundamental to the successful evolution of Scottish freshwater fish and fisheries management, since it will provide a sufficient body of competent people to work together towards the realisation of our shared vision. These training imperatives, to be certificated by the Scottish Qualifications Authority<sup>18</sup> where possible, cut across several facets of the activities within the sector, including:
- fisheries management training at SVQ Levels 2 & 3, available as distance learning or as partial residential courses at colleges such as Barony<sup>19</sup> and Inverness;

- bailiff training to SVQ standards, developed by the Institute of Fisheries Management and ASFB;
- fisheries proprietors and owners, for whom some additional and enhanced awareness of fisheries management issues might prove helpful;
- business, personnel and general management training, for those employed professionally within the evolving freshwater fisheries management structures;
- gillies and guides, who are in many ways the 'shop window' for fishing in Scotland;
- instructors and coaches, who ensure that rewarding and fulfilling technical proficiency is developed amongst those participating in the recreation and sport of angling;
- other service providers associated with the sector, such as hoteliers and restaurateurs, whose potential to enhance the Scottish angling experience should not be underestimated; and
- volunteers, whose targeted and well-informed and managed efforts should add to the success of future freshwater fish and fisheries management in Scotland.

#### Priority for Action 19

### TRAINING CO-ORDINATION COMMITTEE

A subgroup of the Forum's Steering Group will be permanently established to oversee, advise on and promote all aspects of relevant training in Scotland. Its efforts will support and be facilitated by the work of a National Training Co-ordinator. The subgroup will seek to add value and expertise to existing programmes and projects, and will specifically identify where training gaps and weaknesses currently exist. It will identify solutions to any training gaps, and seek to have those taken up by appropriate training providers. Its remit will be as wide as required, in order to meet the objectives set out in this Strategic Framework. It will report formally to the Steering Group at plenary sessions, and will produce an Annual Report of progress with training initiatives in Scotland.

**Objective:** To ensure that all aspects of Scotland's training needs for the sector are being considered and reported in one single, publicly accessible place. The ultimate objective is to ensure that affordable and relevant training is available to everyone, across all the skill areas relevant to the sector, and to demonstrate year on year progress in the levels of trained staff in Scotland.

## Equality of Access

- 3.25 Freshwater fisheries can provide an easily accessible, safe and enjoyable experience for older people, women, young people, and the mentally and physically disabled. However these user groups may require specific facilities to ensure this and information on how to make freshwater fisheries more accessible to such groups will need to be promoted.

### Priority for Action 20

#### DISABLED ANGLING TASK FORCE

We will examine opportunities to provide support to the activities of the Scottish Disability Sport's angling co-ordination programme, and that of Scottish Disabled Flyfishers. We will specifically aim to:

- build on the existing web-based information available for disabled anglers ensuring that it covers all sectors;
- encourage, through discussions with local authorities, businesses and clubs, the development of further investment in equipment and infrastructure to provide increased access for disabled anglers; and
- provide information packs on how to improve disabled angling access.

**Objective:** Increase the opportunities for angling access for the disabled in Scotland.

### Priority for Action 21

#### BROADEN SOCIAL INCLUSION IN ANGLING

Whilst disabled angling is a specific area requiring investment in fixed assets and equipment, there is an additional opportunity to support activities that encourage increased angling by many different groups of society. We propose to set up a working group to consider and report on opportunities, and to propose specific actions for public bodies, proprietors, clubs and businesses. The working group will liaise with existing activities in this area, such as SNAP, Angling for Youth Development (AFYD) and the Scottish Ladies Committee of SANA.

**Objective:** To develop an action plan for methods to broaden the appeal of angling across all sectors of Scottish society.

## Legal Issues Concerning Access

- 3.26 Protection Orders (see Appendix 4.7) are important in terms of providing a mechanism to help promote increased access to angling and seek to resolve conflicts between different angling opportunities. They have not been created for all freshwater systems in Scotland, and there is no legal obligation for individual proprietors to become part of a local Order where one does exist. There is some concern that Protection Orders have not increased angling access in all cases.

- 3.27 It is possible that as new fisheries management structures evolve, and as new legislation is considered, individual protection orders might also be transformed into some other mechanism. Indeed, the development of local fisheries management plans may remove the need for protection orders completely, as access to fishing and protection of private rights will have to be considered in the planning. However, during the transition to any new regime, it is important to continue to oversee the effectiveness of the protection order system, and to take guidance for the future from our appraisal of the existing mechanism.

### Priority for Action 22

#### ACCESS AND PROTECTION

Independent informative research on access and protection legislation will be undertaken, as will promotion of evidence of good opportunity and availability. The study should consider the implications for all areas of Scotland, not just those with existing protection orders. This research will provide additional evidence and make recommendations to inform policy makers, when considering any new legislation in the future.

**Objective:** As existing fisheries management structures evolve according to the needs articulated in this Strategic Framework, guidance on legal protection mechanisms and on encouraging access to fishing will be important considerations. This PFA will form part of the evidence base for future decision-making.

### Monitoring and Evaluation

- 3.28 It is important to evaluate how far this strategy's aims and objectives are being achieved on an ongoing basis, and this will be done by examining each priority for action and gathering the necessary evidence to see what has been achieved.
- 3.29 In the future, the economic study entitled *The economic impact of game and coarse angling in Scotland* may be refreshed. If the aims and objectives in this strategy are met then it would be expected that the industry would continue to play an important role in creating output and jobs in the economy. However, the first priority will be to evaluate if the strategy is achieving its aims.
- 3.30 It is also believed that there may be an opportunity to gain more frequent indicators of angler numbers from databases that are currently compiled and maintained by other agencies.

### Priority for Action 23

## ANNUAL REPORTING ON PROGRESS WITH THE STRATEGIC FRAMEWORK

We will consider how objective measures of our progress towards the shared vision can be collated and publicised. Two approaches will be taken:

- an annual report will be published describing the progress with the Priorities for Action that have been initiated; and
- FFFSG will consider how frequently, and to what degree of detail, it might be necessary to refresh any studies on the economic value of the sector.

**Objective:** To evaluate annually in a cost-effective way whether our efforts are encouraging development towards our overarching vision.

## Fish and Fisheries Management Funding

3.31 Currently most freshwater fisheries management expenditure results from money raised through DSFBs which is generated by the salmon economy. Most of this funding (approximately £3.5m per annum) is spent on work that is increasingly focused on river and habitat management. This will often be of benefit to other fish species and the wider environment but the work of the Boards is inevitably and constitutionally salmon focused. Boards also give considerable financial support to Fisheries Trusts which have all-species, environmental and general fisheries management objectives but as charities RAFTS and the Fisheries Trusts raise significant extra resources from donations, charitable and grant making sources. These sources of funding are particularly critical to those areas of Scotland, and Fisheries Trusts, which do not have DSFBs to support them. The DSFB funding for salmon related management must be protected and should not be required to cross-subsidise management of other species any more than it is currently doing. Therefore if we are to manage other fisheries and fish stocks and develop the sort of ideas being generated, in this strategy, it will be essential to develop our thinking about how this might be funded.

### Priority for Action 24

## ASSESSING RESOURCE NEEDS

An expert group will monitor the financial consequences of the evidence emerging from other PFAs being undertaken as part of this Strategic Framework. It will collate this evidence base, and project the likely resource requirements for future all-species fisheries management across the different regions in Scotland. It will also identify and clearly enumerate the benefits to be gained by the implementation of new techniques and management systems.

**Objective:** To ascertain what, if any, the additional cost of all-species regional management of freshwater fisheries will be. This in turn will clearly identify the benefits, to all parts of the sector, of implementing such evolutionary change.

### Priority for Action 25

#### ASSESSING EXISTING RESOURCES

An expert group will conduct a survey of the existing manpower and financial resources being dedicated to freshwater fisheries management and fishing development. This work will include all sectors, including DSFBs, Trusts and Foundations, and Clubs and Associations. It will also consider the work areas in which resource is currently being applied.

**Objective:** It is essential that we understand where existing resource is committed, so that we can decide how to modify that commitment to meet the needs of our strategic vision, and particularly to balance this against the resource requirements identified in PFA 24.

### Priority for Action 26

#### FUNDING SOURCES

An expert group will consider how additional funding, if required, might be raised. All possible solutions should be explored. Once the benefits of additional commitment to fisheries management have been more widely appreciated, solutions for generating additional funding locally might be found, including voluntary angler contributions.

**Objective:** If additional funding is required to achieve our shared vision for the sector, a means to raise that funding must be agreed before steps such as introduction of new legislation are embarked upon.

## Research

- 3.32 Whilst some elements of the Priority for Action topics discussed above necessitate study that could be described as research, we have chosen to identify more conventional 'research' topics under their own heading within the framework. Freshwater fish and fisheries are biological systems, and the health of fish populations and high status of our freshwaters are of overriding importance to Scotland. If we cannot maintain the generally high standards of freshwater ecosystems currently found within Scotland, then our vision for sustainably managed fisheries will be threatened. Research should take place across the full spectrum relating to our need to ensure sustainability, i.e. it should include social, economic and environmental issues.
- 3.33 Some of the key concerns identified by the Steering Group whilst developing this framework include:
- for salmon and sea trout, there is a widespread view that what happens to the fish during their stay in the marine environment is not always scientifically understood. Furthermore, changes in the marine environment in recent years may be having an adverse effect on diadromous fish species. If this is the case, then there are implications for the sustainability of both netting and angling. Of Scotland's 26 native fish species which occur in fresh water, 17 rely on the marine environment for a significant part of their lives or occur there as subspecies/races. Especially important are transitional waters (estuaries and brackish waters) through which many fish have to pass to gain access to fresh water;

- climate change has the potential to affect freshwater fish and fisheries in a number of ways, ranging from changes in availability and/or seasonality of prey organisms to changes in the way that different species of fish are likely to thrive in bodies of water in Scotland and in the marine environment. Altering climate change is outwith the scope of this framework, but the threats or opportunities that might arise from it need to be well understood by fisheries biologists and managers;
- predation on fish, particularly by some species of birds and both grey and common seals, is a major concern for many anglers and netmen in Scotland. The assertion is that birds such as cormorants and sawbill ducks, protected under the provisions of the Birds Directive, have increased in number significantly over recent years, and are responsible for preying on key fish species to the level that fish populations have suffered significantly. This is a complex area, and whilst there is a significant literature base available, it does not seem sufficiently accessible to prevent passionate and often public debate. The legal obligations of the Competent Authority are clear, and any major changes in the current licensing regime for predator control in Scotland are unlikely to take place without a Europe-wide reassessment of the situation; and
- the recreation of angling is excluded from all legislative provisions concerning general animal welfare, not just nationally but also internationally.

3.34 A consideration of relevant research topics is included in Appendix 3.

#### Priority for Action 27

#### RESEARCH PRIORITISATION PANEL

A permanent subgroup of the Steering Group, with additional co-opted experts, will advise on research needs within the sector. It will undertake a formal research prioritisation exercise on an annual basis, seeking input from the wider representative groups and then honing these down to key priorities. This work should co-ordinate with the FRS Research Programme and others operating in the freshwater environment (SEPA/SNH). It will be published, and widely publicised within the research community. It will also be promoted to a wide range of funding bodies, such as The Scottish Government, Research Councils, charitable foundations and industry. Appendix 3 shows current research priorities within the sector.

**Objective:** It is important for everyone involved in the sector in Scotland to have complete confidence in research that is being undertaken for the benefit of the sector. Research prioritisation coming from a wide-interest expert panel, rather than from research providers alone, is the modern and transparent way to achieve such confidence.



## PART FOUR: IMPLEMENTATION, OVERSIGHT AND REVIEW





## PART FOUR: IMPLEMENTATION, OVERSIGHT AND REVIEW

- 4.1 All who participated in developing this Strategic Framework for the freshwater fisheries sector in Scotland have a direct interest in its implementation. Responsibility for delivery of specific aspects is explicitly assigned within this document (Priority for Actions, Appendix 2).
- 4.2 The Scottish Government will continue to chair the Steering Group which will monitor progress. It will publish, on behalf of the Freshwater Fisheries Forum, a revised version of the Priority for Action Tables every six months so that the extent of progress made is visible. Where a target date for achievement of one or other of this document's commitments has been exceeded, the reasons for the delay will also be made explicit.
- 4.3 This six-monthly review of the progress with the Priorities for Action will specifically include a section that sets out how the PFA relates to the relevant one of the five Strategic Objectives articulated by the Scottish Government.
- 4.4 The Steering Group will review the overall progress with the strategic framework within 18 months of its launch, and decide whether further indicators of progress are required.
- 4.5 As the outcomes identified in the priorities for action tables are attained, they will contribute to a greater understanding of freshwater fisheries' future strategic requirements. We believe therefore that it will be appropriate to reconsider the Strategic Framework in its entirety within the next four to five years.



# APPENDICES





# APPENDIX I

## MEMBERS OF THE FRESHWATER FISHERIES FORUM STEERING GROUP (FFFSG)

Gordon Brown	Scottish Government <b>Chair</b> (until July 2007) <sup>20</sup>
Heather Jones	Scottish Government <b>Chair</b> (from July 2007)
David Dunkley	Scottish Government <b>Deputy Chair</b>
John Armstrong	Fisheries Research Services (FRS) <sup>21</sup>
David Bassett	British Trout Association (BTA) <sup>22</sup>
Sarah Bayley	Rivers and Fisheries Trusts of Scotland (RAFTS)
Colin Bean	Scottish Natural Heritage (SNH) <sup>23</sup> (from August 2006 to April 2007)
Roger Brook	Rivers and Fisheries Trusts of Scotland (RAFTS)
Craig Campbell	National Farmers Union Scotland (NFUS) <sup>24</sup>
Brian Davidson	Association of Salmon Fishery Boards (ASFB)
Walter Davidson	Salmon Net Fishing Association of Scotland (SNFAS) (from February 2007)
George Holdsworth	Salmon and Trout Association (S&TA) <sup>25</sup>
Trevor Hastings	Fisheries Research Services (FRS) <sup>26</sup> (from February 2007)
John Hood	Disabled Anglers Representative
Sarah Hutcheon	Scottish Natural Heritage (SNH) (until July 2006, and again since May 2007)
Derek Keith	Scottish Campaign for Public Angling (SCAPA)
Miranda Lindsay	Scottish Rural Property and Business Association (SRPBA) <sup>27</sup>

Peter Maitland	Fish Conservation Centre (FCC)
Willie Miller	Ministers' Consultative Committee on Protection Orders (MCCPO)
Seymour Monro	Atlantic Salmon Trust (AST) <sup>28</sup>
Ronnie Picken	Scottish Anglers National Association (SANA) <sup>29</sup>
Bob Ritchie	Salmon Net Fishing Association of Scotland (SNFAS) (until May 2007)
Willie Shearer	Salmon Net Fishing Association of Scotland (SNFAS)
Callum Sinclair	Scottish Environment Protection Agency (SEPA) <sup>30</sup>
Alastair Stephen	Institute of Fisheries Management (IFM) <sup>31</sup>
Jonathan Swift	Association of Scottish Stillwater Fisheries (ASSF) <sup>32</sup>
Andrew Wallace	Association of Salmon Fishery Boards (ASFB)
Ron Woods	Scottish Federation for Coarse Angling (SFCA) <sup>33</sup>

### **Secretariat**

Richard Slaski	Scottish Government
Manson Wright	Scottish Government
Mabel McDowall	Scottish Government
Andy Dailly	Scottish Government
Val Lusk	Scottish Government
Christine McGregor	Scottish Government
Donna Easterlow	Scottish Government

# APPENDIX 2

## PRIORITIES FOR ACTION

A2.1 The organisations represented on the Freshwater Fisheries Forum Steering Group (FFFSG) will provide 'core participants' to all the PFA working groups, as appropriate. Additional suggested core participants are identified where relevant.

<b>Priority for Action 1</b> <b>CODE OF GOOD PRACTICE GUIDANCE IN FISHERIES MANAGEMENT TECHNIQUES</b>	
<p>SFCC already provides guidance on sampling techniques, and this PFA proposes to build upon that base of consistent practice. An expert group will critically review available literature and current activities in fishery management techniques that have been applied, and will publish a definitive guide on recommendations for a Code of Good Practice in all aspects of fish and fishery management. This will include:</p> <ul style="list-style-type: none"> <li>• integrating different scales of management planning; and</li> <li>• techniques for fishery improvement and enhancement in routine situations.</li> </ul> <p>This extensive PFA will necessarily require to be delivered in manageable portions.</p>	<p><b>Proposed Lead Body:</b> SFCC</p> <p><b>Core Participants:</b> FFFSG</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Reviewers time allocations</li> <li>• Drafting meetings</li> <li>• Wider peer review</li> <li>• Publication</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Spring 2008</p> <p>Complete: Spring 2011</p>

<b>Priority for Action 2</b> <b>CODE OF GOOD PRACTICE FOR COMMERCIAL STILLWATER FISHERIES</b>	
<p>A Code of Good Practice will be developed for the operation of all stillwater fisheries in Scotland, and for other management in the catchment adjacent to such fisheries. There will be two main themes:</p> <ul style="list-style-type: none"> <li>• biosecurity and other aspects of the interface between the fisheries and their adjacent catchment; and</li> <li>• exploring the prospects for creating new fisheries, or modifying existing ones, whilst ensuring sustainability.</li> </ul> <p>Aspects of this CoGP will inform PFA1, but its main focus will be on existing stillwater fisheries and catchments.</p>	<p><b>Proposed Lead Body:</b> ASSF</p> <p><b>Core Participants:</b> FFFSG</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Drafting meetings</li> <li>• Wider consultation</li> <li>• Publication</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Spring 2008</p> <p>Complete: Spring 2009</p>

Priority for Action 3 <b>CODE OF GOOD PRACTICE FOR SALMON STOCKING IN CATCHMENTS</b>	
<p>A Code of Good Practice will be developed for the operation of all salmon hatcheries and stocking programmes within catchments. It will be based on the most recent scientific advice, and will be advised by ongoing developments arising from PFA 1.</p>	<p><b>Proposed Lead Body:</b> ASFB</p> <p><b>Core Participants:</b> FFFSG</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Drafting meetings</li> <li>• Wider consultation</li> <li>• Publication</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Spring 2008</p> <p>Complete: Spring 2009</p>
Priority for Action 4 <b>FISHERIES MANAGEMENT PLANNING</b>	
<p>Effective catchment based fisheries management planning has been recognised by the Scottish Government and the private sector as the key to ensuring that all fish stocks and fisheries are managed and developed responsibly. This recognition has come in the form of two years of funding support by the Scottish Government for the creation of FMPs in all the major catchments in Scotland. Continued support for this process from the Scottish Executive, DSFBs and Fisheries Trusts is essential.</p> <p>The fisheries management planning process must build on existing best practice and be sufficiently flexible to accommodate the differing biological and other needs in various parts of the country. It should harmonise with other plans, e.g. SAC Management Plans.</p> <p>In due course FMP development should be overseen and co-ordinated by the body suggested in PFA 8, but in the meantime the current FFF Steering Group is the most experienced lead body.</p>	<p><b>Proposed Lead Body:</b> FFFSG</p> <p><b>Core Participants:</b> SFCC</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Reviewers/researchers time allocations</li> <li>• Consultation and drafting meetings</li> <li>• Wider consultation</li> <li>• Publication</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Work in progress</p> <p>Complete: Ongoing</p>

Priority for Action 5 <b>ASSESSMENT OF THE IMPACT OF EXPLOITATION OF SALMON STOCKS</b>	
<p>There is already a partial understanding of the scale of exploitation of salmon stocks by different sectors at catchment level, and by geographic region around Scotland. However; there has to date been no assessment of whether these levels of exploitation are appropriate given the status of stocks and populations within these stocks. A project will examine this aspect of exploitation, taking into account environmental, economic, and social impacts.</p>	<p><b>Proposed Lead Body:</b> Scottish Government</p> <p><b>Core Participants:</b> FFFSG</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Drafting meetings</li> <li>• Wider consultation</li> <li>• Publication</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Autumn 2008</p> <p>Complete: Spring 2010</p>
Priority for Action 6 <b>PILOT STUDIES FOR 'ALL SPECIES' FISHERY MANAGEMENT</b>	
<p>We will encourage, assist and monitor the progress of two pilot studies of 'all species' fish and fisheries management within existing DSFB/Trust structures. It is hoped that the pilots will be undertaken in quite different regions: East Coast and West Coast. The Aberdeenshire Dee has been selected as the East Coast pilot. The communication strategy adopted by these pilot projects will be an important feature. The project will also pull in information from other groups such as clubs and associations that are undertaking similar 'all species' fisheries management.</p>	<p><b>Proposed Lead Body:</b> Scottish Government; ASFB/RAFTS</p> <p><b>Core Participants:</b> FFFSG; SFCC</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Liaison with pilots – staff time</li> <li>• FFFSG meetings</li> <li>• Communications</li> <li>• Financial support to pilot projects</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Work in progress</p> <p>Complete: Summer 2010</p>

<b>Priority for Action 7</b> <b>FISHERY DISTRICT AMALGAMATION &amp; FISHERIES TRUST DEVELOPMENT</b>	
<p>We will encourage the development of a strategic plan for the further amalgamation of Scotland's statutory salmon fishery districts and the development of fisheries trusts where there is clear benefit in doing so. The plan should take account of progress with the pilots (PFA6). The plan should also take account of the experience of implementing the CoGP referred to in PFA9, taking into account the views of all stakeholders. There are 3 main project lines:</p> <ul style="list-style-type: none"> <li>• ongoing work on amalgamation where Boards exist;</li> <li>• recommendations for approaches to be taken where Boards do not currently exist; and</li> <li>• development of Fisheries Trusts in those areas currently not covered by such organisations</li> </ul> <p>The plan will give due consideration to the geographical and administrative relationship between Trusts and Boards and, where Boards do not exist, to the role of Trusts in such areas.</p>	<p><b>Proposed Lead Body:</b> ASFB &amp; Scottish Government</p> <p><b>Core Participants:</b> FFFSG; Local Groups</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Study time allocation</li> <li>• Group meetings</li> <li>• Wider consultation</li> <li>• Final report</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence:      Work in progress Complete:      Summer 2009</p>

<b>Priority for Action 8</b> <b>NATIONAL CO-ORDINATION</b>	
<p>In parallel with activities in other PFAs, a plan for national co-ordination of all aspects of national fisheries management issues (not just structures) will be developed. This plan will consider the possible evolution of the existing Steering Group of the Freshwater Fisheries Forum. Roles and responsibilities that might be considered include: technical co-ordination of fisheries management plans; administrative scrutiny of Codes of Practice; fisheries development; regulatory oversight; funding mechanisms. As the process evolves, an opportunity to establish a 'National Centre for Angling and Freshwater Fisheries Management' will be considered.</p>	<p><b>Proposed Lead Body:</b> Independent Chair</p> <p><b>Core Participants:</b> FFFSG; SFCC</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Chair remuneration</li> <li>• Group meetings</li> <li>• Wider consultation</li> <li>• Recommendations</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence:      Spring 2008 Complete:      Ongoing</p>

Priority for Action 9 <b>CODE OF GOOD PRACTICE FOR FISHERIES ADMINISTRATION</b>	
<p>The Guide to Best Practice that is currently being developed by RAFTS/ASFB will be used, if suitable, as a foundation for a Code of Good Practice for the management and administration of some other fisheries management and angling bodies. (A further technical Code of Good Practice for the management of fish stocks and fisheries will also be developed under PFA 1). Consideration will be given as to how the development of these Codes will be managed, accredited and audited. It is recognised that this process would fall naturally under the responsibility of the national co-ordinating process referred to elsewhere in this document (PFA 8).</p>	<p><b>Proposed Lead Body:</b> RAFTS/ASFB</p> <p><b>Core Participants:</b> FFFSG</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Researchers time allocation</li> <li>• Group meetings</li> <li>• Wider consultation</li> <li>• Recommendation/implementation</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence:      Work in progress</p> <p>Complete:        Summer 2008</p>
Priority for Action 10 <b>INTERFACE WITH TRIPARTITE WORKING GROUP ACTIVITIES</b>	
<p>Interactions between wild and farmed salmon are recognised in some situations to be a source of problems for wild fisheries, particularly in the area of escapes and fish health (with an emphasis on sea-lice). Apart from their ability to breed with native fish, the same applies to rainbow trout. Considerable progress has been made in recent years with the Tri-Partite Working Group - an initiative supported and funded by the Scottish Government, wild fisheries organisations the fish farming industry/CE/SNH and others. We will develop and build on the existing TWG initiative to enhance our understanding of these problems and to ensure that wild / farmed fish interactions are reduced to an absolute minimum and that the industry achieves its stated goal of environmental sustainability.</p>	<p><b>Proposed Lead Body:</b> Scottish Government/ASFB/SSPO</p> <p><b>Core Participants:</b> FFFSG; Fish farming companies; Fisheries Trusts; DSFBs; Crown Estate</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• National and regional officials</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence:      Work in progress</p> <p>Complete:        Ongoing</p>

Priority for Action 11 <b>FRESHWATER FISHERIES BILL</b>	
A new Bill will be required to ensure that appropriate legislative machinery is made available to implement the recommendations that will emerge from several of the work streams identified in this strategic framework	<b>Proposed Lead Body:</b> Scottish Government  <b>Core Participants:</b> FFFSG
	<b>Resource Implications:</b> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Researchers time allocations</li> <li>• FFFSG meetings</li> <li>• Wider consultation; recommendations</li> <li>• A Scottish Executive Bill Team</li> </ul>
	<b>Indicative Timetable:</b> Commence: Summer 2008 Complete: Summer 2010

Priority for Action 12 <b>FORGING INTERNATIONAL LINKS</b>	
Industry groups and appropriate government agencies will work together to identify and forge links with people involved in fisheries management at tourism/development, educational, research and regulatory levels in all the key North Atlantic and European freshwater fisheries nations.	<b>Proposed Lead Body:</b> FFSG  <b>Core Participants:</b> Enterprise Agencies, VisitScotland, EA
	<b>Resource Implications:</b> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Executive time resource</li> <li>• ATDG/group meetings</li> <li>• Travel budget</li> <li>• Publication</li> </ul>
	<b>Indicative Timetable:</b> Commence: Summer 2008 Complete: Ongoing

Priority for Action 13 <b>WEB PORTAL FOR FISHERIES MANAGEMENT AND ANGLING</b>	
<p>We will explore the prospects for establishing and managing a single web portal for all aspects of the sector in Scotland. The concept is to develop a 'virtual' fisheries management and angling centre, which provides access to information at all levels: biologists; anglers; businesses; and the general public. We anticipate that it will involve active links to the existing web-based sources of information about fisheries management and angling opportunities, e.g., RAFTS, ASFB, SFCA, ASSF, SANA, S&amp;TA, IFM, FRS, SFCC etc. VisitScotland and the Enterprise Agencies should also be involved in this activity.</p>	<p><b>Proposed Lead Body:</b> ATDG/RAFTS/ASFB</p> <p><b>Core Participants:</b> FFFSG; SFCC</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Expert input costs</li> <li>• Group meetings</li> <li>• Wider consultation &amp; acceptance</li> <li>• Recommendations &amp; implementation</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Autumn 2007</p> <p>Complete: Autumn 2008</p>
Priority for Action 14 <b>REVIEW OF THE STATISTICAL BULLETIN</b>	
<p>A review of the Statistical Bulletin will be undertaken, and recommendations reported.</p> <p>There are two key objectives:</p> <ul style="list-style-type: none"> <li>• the possibility that the Bulletin can be made more informative in terms of reporting of salmonid data; and</li> <li>• inclusion of datasets on all species of angling/management interest in Scotland</li> </ul>	<p><b>Proposed Lead Body:</b> Scottish Government</p> <p><b>Core Participants:</b> FFFSG</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Review meetings - proposals</li> <li>• Wider consultation</li> <li>• Recommendations</li> <li>• Implementation</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Spring 2008</p> <p>Complete: Winter 2008</p>

Priority for Action 15 <b>EDUCATION</b>	
<p>It is noted that initiatives involving “Fish in the Classroom” are already making very valuable contributions to aspects of existing school curricula.</p> <p>A working group will be established to investigate the possible expansion of such schemes throughout Scotland. Issues such as funding, training of staff etc. will require investigation and care will be taken not to damage the excellent projects that are already in existence.</p>	<p><b>Proposed Lead Body:</b> RAFTS</p> <p><b>Core Participants:</b> FFFSG; Lantra; AFYD (Angling for Youth Development); SQA; sportscotland</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Reviewers time allocations</li> <li>• Group meetings</li> <li>• Wider meetings/consultations</li> <li>• Recommendations &amp; implementation</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Spring 2008</p> <p>Complete: Ongoing</p>
Priority for Action 16 <b>JUNIOR COACHING</b>	
<p>The Joint Angling Development Bodies of Scotland (JADBOS), chaired by SNAP, will monitor, support and publicise all non-classroom activities that foster wider uptake of angling. Projects currently organised by the Governing Bodies will be encouraged and supported. JADBOS will consider and report on how the development impetus obtained as a result of SNAP can be maintained in the longer term.</p>	<p><b>Proposed Lead Body:</b> JADBOS</p> <p><b>Core Participants:</b> FFFSG; SkillsActive; AFYD; SNAP; sportscotland</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Reviewers time allocations</li> <li>• Group meetings</li> <li>• Wider meetings/consultations</li> <li>• Recommendations &amp; implementation</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Ongoing</p> <p>Complete: Spring 2010</p>

Priority for Action 17 <b>MARKET RESEARCH</b>	
Commission a market research study to examine the range of possible target markets for sustainable angling tourism, and seek recommendations for a national promotional strategy. It will also explore the current market and ways in which the potential from that can be realised - the needs, wants and expectations of existing and future markets will also be an important part of such a study.	<p><b>Proposed Lead Body:</b> ATDG</p> <p><b>Core Participants:</b> FFFSG</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• ATDG meet - specification</li> <li>• Tender process – time resource</li> <li>• Cost of study</li> <li>• Publication</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Spring 2008</p> <p>Complete: Spring 2009</p>

Priority for Action 18 <b>PROMOTION OF SCOTTISH ANGLING</b>	
Using the market study and its strategy plan (PFA 17), FFFSG will engage with the industry and VisitScotland in order to resource a concerted promotional activity. This would include: raising the profile of sustainable angling and better integrating it with other Scottish tourist-related sectors; establishing active alliances with related sectors in the UK and further afield; taking advantage of specific promotional activities outside Scotland.	<p><b>Proposed Lead Body:</b> ATDG</p> <p><b>Core Participants:</b> FFFSG; VisitScotland; Scottish Council for Development and Industry</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• ATDG strategy meetings</li> <li>• Agency meetings</li> <li>• Funding agreed activities</li> <li>• Publicity</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Autumn 2009</p> <p>Complete: Autumn 2011</p>

Priority for Action 19 <b>TRAINING CO-ORDINATION COMMITTEE</b>	
<p>A subgroup of the Forum's Steering Group will be permanently established to oversee, advise on and promote all aspects of relevant training in Scotland. Its efforts will support and be facilitated by the work of a National Training Co-ordinator. The subgroup will seek to add value and expertise to existing programmes and projects, and will specifically identify where training gaps and weaknesses currently exist. It will identify solutions to any training gaps, and seek to have those taken up by appropriate training providers. Its remit will be as wide as required, in order to meet the objectives set out in this Strategic Framework. It will report formally to the Steering Group at plenary sessions, and will produce an Annual Report of progress with training initiatives in Scotland.</p>	<p><b>Proposed Lead Body:</b> Lantra</p> <p><b>Core Participants:</b> FFFSG; Training providers</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Reviewers time allocations</li> <li>• Subgroup meetings</li> <li>• Annual and ad hoc report preparation</li> <li>• Publicity</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Summer 2008</p> <p>Complete: Ongoing</p>
Priority for Action 20 <b>DISABLED ANGLING TASK FORCE</b>	
<p>We will examine opportunities to provide support to the activities of the Scottish Disability Sport's angling co-ordination programme, and that of Scottish Disabled Flyfishers. We will specifically aim to:</p> <ul style="list-style-type: none"> <li>• build on the existing web-based information available for disabled anglers ensuring that it covers all sectors;</li> <li>• encourage, through discussions with local authorities, businesses and clubs, the development of further investment in equipment and infrastructure to provide increased access for disabled anglers; and</li> <li>• provide information packs on how to improve disabled angling access.</li> </ul>	<p><b>Proposed Lead Body:</b> Scottish Government</p> <p><b>Core Participants:</b> FFFSG</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Researchers time allocations</li> <li>• Group strategy meetings</li> <li>• Wider meetings – agencies, businesses</li> <li>• Publication costs</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Spring 2008</p> <p>Complete: Spring 2010</p>

Priority for Action 21 <b>BROADEN SOCIAL INCLUSION IN ANGLING</b>	
<p>Whilst disabled angling is a specific area requiring investment in fixed assets and equipment, there is an additional opportunity to support activities that encourage increased angling by many different groups of society. We propose to set up a working group to consider and report on opportunities, and to propose specific actions for public bodies, proprietors, clubs and businesses. The working group will liaise with existing activities in this area, such as SNAP, Angling for Youth Development (AFYD) and the Scottish Ladies Committee of SANA</p>	<p><b>Proposed Lead Body:</b> JADBOS</p> <p><b>Core Participants:</b> FFFSG; AFYD</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Researchers time allocations</li> <li>• Group strategy meetings</li> <li>• Wider meetings</li> <li>• Publicity</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Spring 2008</p> <p>Complete: Autumn 2010</p>
Priority for Action 22 <b>ACCESS AND PROTECTION</b>	
<p>Independent informative research on access and protection legislation will be undertaken, as will promotion of evidence of good opportunity and availability. The study should consider the implications for all areas of Scotland, not just those with existing protection orders. This research will provide additional evidence and make recommendations to inform policy makers, when considering any new legislation in the future.</p>	<p><b>Proposed Lead Body:</b> Scottish Government</p> <p><b>Core Participants:</b> FFFSG</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Staff time resource</li> <li>• Contractor costs</li> <li>• Working group meetings</li> <li>• Web publication</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Spring 2008</p> <p>Complete: Annual to 2010</p>

Priority for Action 23 <b>ANNUAL REPORTING ON PROGRESS WITH THE STRATEGIC FRAMEWORK</b>	
<p>FFFSG will consider how objective measures of our progress towards the shared vision can be collated and publicised. Two approaches will be taken:</p> <ul style="list-style-type: none"> <li>• An annual report will be published describing the progress with the Priorities for Action that have been initiated; and</li> <li>• FFFSG will consider how frequently, and to what degree of detail, it might be necessary to refresh any studies on the economic value of the sector.</li> </ul>	<p><b>Proposed Lead Body:</b> Scottish Government; RAFTS/ASFB</p> <p><b>Core Participants:</b> FFFSG, DSFBs and Trusts, other Agencies</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Information gathering effort</li> <li>• FFFSG meetings</li> <li>• Compilation of reports</li> <li>• Publication on web</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Summer 2009 Complete: Annual</p>
Priority for Action 24 <b>ASSESSING RESOURCE NEEDS</b>	
<p>An expert group will monitor the financial consequences of the evidence emerging from other PFAs being undertaken as part of this Strategic Framework. It will collate this evidence base, and project the likely resource requirements for future all-species fisheries management across the different regions in Scotland. It will also identify and clearly enumerate the benefits to be gained by the implementation of new techniques and management systems.</p>	<p><b>Proposed Lead Body:</b> Scottish Government</p> <p><b>Core Participants:</b> FFFSG</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Reviewers time allocations</li> <li>• Group meetings</li> <li>• Report preparation</li> <li>• Publication</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Autumn 2008 Complete: Autumn 2011</p>

Priority for Action 25 <b>ASSESSING EXISTING RESOURCES</b>	
An expert group will conduct a survey of the existing manpower and financial resources being dedicated to freshwater fisheries management and fishing development. This work will include all sectors, including DSFBs, Trusts and Foundations, and Clubs and Associations. It will also consider the work areas in which resource is currently being applied.	<p><b>Proposed Lead Body:</b> ASFB/RAFTS</p> <p><b>Core Participants:</b> FFFSG</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Reviewers time allocations</li> <li>• Group meetings</li> <li>• Report preparation</li> <li>• Publication</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Autumn 2007</p> <p>Complete: Autumn 2008</p>

Priority for Action 26 <b>FUNDING SOURCES</b>	
An expert group will consider how additional funding, if required, might be raised. All possible solutions should be explored. Once the benefits of additional commitment to fisheries management have been more widely appreciated, solutions for generating additional funding locally might be found, including voluntary angler contributions.	<p><b>Proposed Lead Body:</b> FFFSG</p> <p><b>Core Participants:</b> Existing fundraising initiatives</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• FFFSG meetings – specification</li> <li>• Tender Process</li> <li>• Contractors cost</li> <li>• Publication of final report</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Autumn 2009</p> <p>Complete: Summer 2010</p>

Priority for Action 27 <b>RESEARCH PRIORITISATION PANEL</b>	
<p>A permanent subgroup of the Steering Group, with additional co-opted experts, will advise on research needs within the sector. It will undertake a formal research prioritisation exercise on an annual basis, seeking input from the wider representative groups and then honing these down to key priorities. This work should co-ordinate with the FRS Research Programme and others operating in the freshwater environment (SEPA/SNH). It will be published, and widely publicised within the research community. It will also be promoted to a wide range of funding bodies, such as the Scottish Government, Research Councils, charitable foundations and industry. Appendix 3 shows current research priorities within the sector.</p>	<p><b>Proposed Lead Body:</b> Scottish Government</p> <p><b>Core Participants:</b> FFFSG; Co-opted experts</p>
	<p><b>Resource Implications:</b></p> <ul style="list-style-type: none"> <li>• Secretariat/facilitation services</li> <li>• Priority gathering effort</li> <li>• Subgroup meetings</li> <li>• Compilation of annual priorities</li> <li>• Publication</li> </ul>
	<p><b>Indicative Timetable:</b></p> <p>Commence: Summer 2008</p> <p>Complete: Annual</p>

# APPENDIX 3

## RESEARCH PRIORITIES

Management of fisheries for Atlantic salmon and brown trout in Scotland is underpinned by a strong base of scientific understanding. However, there are significant deficiencies in our knowledge that need to be addressed. In comparison, research into the biology of grayling and non-salmonid fishes in Scotland, notably cyprinids, pike and eels, is less well advanced, and in these cases the research needs are very substantial in almost all areas. A main priority is for the development of tools for assessing numbers and distribution of species in relation to habitat, particularly pike and eels. The generally agreed research priorities for salmon and brown trout are outlined below.

For salmon and trout in the freshwater environment, there is a need to quantify the numbers of fish of different sizes and age classes that can be supported in various types of local habitat, the factors that limit this production, and the influence of potential mortality agents on dynamics of the populations. There is particular interest in establishing how growth and survival of salmon and trout is affected by the presence of predators, non-native species, notably signal crayfish, other fish species, escaped farmed fish of the same species, and disease agents. Research is needed into methods for minimising the spread and impact of diseases and parasites in wild fish populations.

There is also keen interest in establishing the influence on fish at all life stages of land use, thermal regime, water quality, climate change and water flow, especially as influenced by abstraction and generation of electricity. In this regard, there is particular requirement for research into practical tools for de-compaction of substratum, sediment transport processes, reinstatement of natural substratum throughout the river course, and for transfer of fish past dams and associated lochs. Particular concerns associated with land use and atmospheric deposition are the effects of agri-chemicals (including fertilisers and pesticides) and changes in those factors that limit production of fish and the direction of such change, for example nitrification, acidification and stripping of phosphorus from upland catchments through man's activities. Studies of the behaviour of fish are important in many contexts, including assessment of the impacts of potential obstructions to migration, understanding how habitat is used across a range of spatial scales, and investigation of the coastal phase of migration, which is perceived to be a time when the fish are particularly vulnerable to predation.

Research is required into the interactions between the different forms of leisure activities that utilise water bodies. In particular, there is a need to investigate concerns that rafting and canoeing reduce angling efficiency and influence the use of refuge areas and spawning of fish, particularly in wider rivers. Furthermore, there is concern over the influence of motorised craft on the general ecology of lochs, including populations of fish.

There is requirement for research into mortality and growth of salmon at sea. There is particular concern regarding the effects of aquaculture on populations of wild fish, through proliferating sea lice and disease and through the influence of escaped farmed fish distorting the gene frequencies of the wild stocks by inbreeding. There is also concern about the possible effects of seals and piscivorous birds and of reduced food supplies on the high seas. Further research is required in each of these areas.

Management of salmon and trout and recommendation of exploitation levels is supported by continuous stock assessment. Research is required to develop and improve such assessments and to explore opportunities for applying genetic tools to differentiate stocks into population components to enhance management and conservation. Further work is also required to determine the impacts of angling and netting on populations of fish. For all species of fish, there is a need for improved methods for assessing populations in wide rivers and standing waters.

# APPENDIX 4

## THE REGULATORY FRAMEWORK

A4.1 With particular respect to salmon, the data in the NASCO Salmon Rivers Database indicate that there are:

- 361 rivers supporting salmon populations which are designated as not being threatened with loss. Many of the larger rivers support multiple populations. On the other hand, there is uncertainty over the current status of the salmon populations of some of the smaller watercourses included in this category.
- 8 rivers where salmon populations have been restored.
- 12 rivers where salmon are threatened with loss.
- 1 river where the salmon population has been lost.

A4.2 A total of 17 rivers with salmon listed as a qualifying interest have been designated as Special Areas of Conservation (SACs), under the EU Natura 2000 system. These rivers are:

Tweed	Thurso	Teith
Tay	Naver	Moriston
South Esk	Little Gruinard	Oykel
Dee (Aberdeenshire)	Grimersta (langavat)	Borgie
Spey	Bladnoch	North Harris
Berriedale and Langwell	Endrick	

A4.3 It is important to note that although fish are wild animals and belong to nobody until caught, and then they belong to the captor, the rights to fish for salmon or freshwater fish in Scotland are private titles. In the case of salmon, the fishing rights are private, heritable titles that may be held with or separate from any land. Any person who without legal right or written permission from a person having such right, fishes for or takes salmon (which includes sea trout) in any waters, including any part of the sea within 1.5 kilometres of mean low water springs, shall be guilty of an offence, and liable on summary conviction to a fine not exceeding level 3 on the standard scale.

A4.4 DSFBs were first created as a result of legislation made in the mid 19th century. Provisions for their formation and details of their powers and duties are specified in the Salmon and Freshwater Fisheries (Consolidation) (Scotland) Act 2003. DSFBs comprise elected representatives of upper and lower proprietors of salmon fishing rights (the boundary between upper and lower is defined in byelaws), and co-opted representatives, where appropriate, of anglers and tenant netmen.

A4.5 Where fishing for freshwater fish is concerned, the issue is slightly more complicated. The right to fish for freshwater fish is a pertinent of the land, and need not be mentioned separately in any sale of the land. Where a person wishes to transfer the fishing right without conveyance of the land, there must be a specific conveyance of the bed of the river or loch and the right of fishing must be attached.

A4.6 In general, fishing may only be undertaken by a person holding the legal right or permission from a person having such right, but fishing without permission is a civil offence. There are exceptions to this rule, however:

- where the waters concerned are a proper stank or loch, anyone who fishes without legal right or written permission from a person having such right shall be guilty of an offence and liable on summary conviction to a fine not exceeding level 1 on the standard scale. A “proper stank or loch” is a stank or loch where the fishing rights are owned by one person, and a “stank” is a reservoir or pond with neither inlet nor outlet sufficient to allow access or egress by fish;
- any person who, without legal right, or without permission from a person having such right, takes or fishes for any fish other than salmon in any of the rivers, streams or other watercourses running into the Solway (except for the River Annan) shall be guilty of an offence and liable on summary conviction to a fine not exceeding level 1 on the standard scale;
- where a river is both tidal and navigable, there is a public right of fishing for freshwater fish as long as the person fishing can demonstrate a right to be present on the bank from which the fishing takes place, or where the fishing is done from a boat; and
- where a protection order has been made, any person who fishes for freshwater fish in inland waters without legal right or written permission from a person having such right commits an offence.

A4.7 Protection orders are made under the provisions of section 48 of the Salmon and Freshwater Fisheries (Consolidation) (Scotland) Act 2003. Where a protection order has been made, any person who fishes for freshwater fish in inland waters without legal right or written permission from a person having such right commits an offence. Such orders may only be made upon application to the Scottish Ministers by, or on behalf of, an owner of land to which freshwater fishing rights pertain. Before making a protection order, the Scottish Ministers must be satisfied that there would be a significant increase in the availability of fishing, that the fishing would be to a degree and on such terms and conditions as they consider reasonable, and they must take into consideration, and consult on, the need for conservation of any species of fish in the area concerned. With regard to the availability of fishing, Ministers must take into account the demand from both local and visiting anglers.

A4.8 When an application is received, the Scottish Ministers consult the Consultative Committee on Protection Orders. The Scottish Anglers National Association was asked to establish this committee, which represents the principal angling interests in Scotland, to assess applications to determine whether they meet the criteria set out in section 48 of the 2003 Act. Ministers also consult FRS and SNH on fisheries and conservation aspects.

A4.9 There are currently 14 protection orders in force. These are:

- The River Tweed and Eye Protection (Renewal) Order 1991 (SI 1991/2234)
- The Upper Spey and Associated Waters Protection (Renewal) Order 1993 (SI 1993/3216)
- The River Tummel Catchment Area Protection (Renewal) Order 1991 (SI 1991/2235)
- The River Lunan Catchment Area Protection (Renewal) Order 1991 (SI 1991 2236)
- The River Tay Catchment Area Protection (Renewal) Order 1993 (SI 1993/276)
- The West Strathclyde Protection Order 1988 (SI 1988/1516)
- The River Earn Catchment Area Protection Order 1990 (SI 1990/50)
- The River Don Catchment Area (Part) Protection Order 1990 (SI 1990/1971)
- The Loch Awe and Associated Waters Protection Order 1992 (SI 1992/771)
- The Loch Morar and River Morar Protection Order 1992 (SI 1992/2316)
- The River Clyde Catchment Area (Part) Protection Order 1994 (SI 1994/1949)
- The North West Sutherland Protection Order 1994 (SI 1994/3302)
- The River Arkaig, Loch Arkaig and Associated Waters Protection Order 1995 (SI 1995/2683)
- The Assynt-Coigach Area Protection Variation Order 2006 (SSI 2006/488)

A4.10 Where protection orders have been made, the Scottish Government requires an annual report on the operation of each one from a Liaison Committee established for each area.

A4.11 In addition to the wild fishery resource, there are more than 300 stillwater fisheries, stocked principally with rainbow trout, many of which are operated as commercial concerns.

A4.12 Although certain measures, such as the duration of annual close times for salmon and trout fishing are specified in the primary legislation relating to salmon and freshwater fisheries in force in Scotland, the law in force is largely enabling legislation, allowing the Scottish Ministers to make Orders, Regulations and Byelaws to introduce specific fishery-related measures, such as designating salmon fishery districts, making protection orders, and specifying baits and lures that may not be used. The introduction of subordinate legislation is done usually only upon application to Ministers, and always only after public consultation.

A4.13 The Scottish Government is committed to ensuring that the whole of Scotland's environment is looked after. The Executive has a central role in ensuring the implementation of domestic and European legislation directly related to the safeguarding of our fauna and flora. This necessarily involves the pragmatic application of derogations where appropriate to control, for example, serious damage to fisheries by avian and marine predators of salmon and freshwater fish.

A4.14 Although committed to the development of renewable energy, the Scottish Government is conscious of the fact that badly-designed schemes in the wrong place may have detrimental effects on fish and fisheries. Thus, proposed developments of wind farms are examined by our fisheries scientists, and the development of hydro-electric schemes with an installed capacity of greater than 1MW must be examined by the Fisheries Committee, under the provisions of the Electricity Act 1989. Schemes of 1MW or less are subject to the provisions of the Salmon (Fish Passes and Screens) Regulations 1994.

Furthermore, engineering works and a number of other activities that may affect rivers are regulated by SEPA under the Water Environment (Controlled Activities) Regulations 2005.

- A4.15 The Tripartite Working Group (TWG) has targeted 20 areas for the formation of AMAs. A total of 18 AMGs have been established and, to date, 14 AMAs have been signed. In areas where these Agreements have been implemented, there are clear signs of improvement in local wild salmon stocks.
- A4.16 The majority of the growth made by wild Atlantic salmon occurs during the marine phase of its life cycle. Historically, salmon from all rivers that support them and that flow into the North Atlantic were potentially vulnerable to being taken in fisheries on the high seas. Indeed, great numbers of salmon were taken in fisheries at west Greenland and around the Faroe Islands. Scotland is represented as part of the UK team within the EU delegation to the North Atlantic Salmon Conservation Organisation (NASCO), whose Council and Commissions meet annually to address issues relating to the conservation and rational management of salmon throughout their natural range, and specifically set regulatory measures for the fisheries at Greenland and the Faroes. NASCO has been instrumental in reducing the fishing mortality on salmon at sea.
- A4.17 The Habitats Directive is transposed into domestic law by means of the Conservation (Natural Habitats, &c.) Regulations 1994 as amended (referred to as the 'Habitats Regulations'). The Directive requires member states to designate Special Areas of Conservation (SACs) which, taken together with Special Protection Areas (SPAs) classified under the 1979 Birds Directive provide a network of sites across the EU known as 'Natura 2000', for the protection of our most seriously threatened habitats and species. A list of water-dependent species and habitats contained in Annexes I and II of the Habitats Directive, and designated for that feature in Scotland, is provided below.

<b>Species</b>		<b>No. Scottish Sites</b>
Freshwater pearl mussel	<i>Margaritifera margaritifera</i>	19
Sea lamprey	<i>Petromyzon marinus</i>	4
Brook lamprey	<i>Lampetra planeri</i>	4
River lamprey	<i>Lampetra fluviatilis</i>	5
Atlantic salmon	<i>Salmo salar</i>	17
Great crested newt	<i>Triturus cristatus</i>	2
Slender green feather-moss	<i>Drepanocladus vernicosus</i>	2
Slender naiad	<i>Najas flexilis</i>	5
Eurasian otter	<i>Lutra lutra</i>	43

Habitats	No. Scottish Sites
Oligotrophic waters containing very few minerals of sandy plains ( <i>Littorelletalia uniflorae</i> )	1
Oligotrophic to mesotrophic standing waters with vegetation of the <i>Littorelletea uniflorae</i> and/or of the <i>Isoëto-Nanojuncetea</i>	32
Hard oligo-mesotrophic waters with benthic vegetation of <i>Chara</i> spp.	4
Water courses of plain to montane levels with the <i>Ranunculion fluitantis</i> and <i>Callitricho-Batrachion</i> vegetation.	1
Natural eutrophic lakes with <i>Magnopotamion</i> or <i>Hydrocharition</i> -type vegetation	8
Natural dystrophic lakes and ponds	16

In addition to sites within the Natura 2000 series, the Habitats Directive requires member states to protect a smaller number of species regardless of their location. A list of 'European Protected Species' [EPS] of plants and animals' is provided in Annex IV of the Habitats Directive. This makes it an offence to deliberately or recklessly capture, kill or disturb any EPS of plant or animal. This is transposed in Part III of the Habitats Regulations. The table below provides a list of EPS which are known to occur within Scotland and may be impacted by developments either in or near waterbodies.

Species	Scientific name
Bats, typical (all species)	<i>Vespertilionidae</i>
Wildcat	<i>Felis silvestris</i>
Eurasian Otter	<i>Lutra lutra</i>
Natterjack toad	<i>Bufo calamita</i>
Great crested newt	<i>Triturus cristatus</i>
Killarney fern	<i>Trichomanes speciosum</i>
Slender naiad	<i>Najas flexilis</i>
Yellow marsh saxifrage	<i>Saxifraga hirculus</i>

Scottish Office Circular 6/1995 (updated in June 2000) states that the planning decisions reached by local authorities in Scotland must at all times be consistent with the obligations placed on the UK by the Habitats and Bird Directives. This is a duty incumbent on local authorities as a matter of Community law.

Where a proposed development is within or likely to have an effect on a Natura site the competent authority has a duty under either Part IV or regulation 3(4) of the Habitats Regulations to:

- determine whether the proposal is directly connected with or necessary to site management for conservation; and, if not,
- determine whether the proposal is likely to have a significant effect on the site either individually or in combination with other plans or projects; and, if so, then; and
- make an appropriate assessment of the implications (of the proposal) for the site in view of that site's conservation objectives.

It is unlikely that any new development will be necessary for the conservation management of the site and therefore determination of significance will usually be required. It is important to note that the determination of significance is more of a coarse sieve to decide whether a more detailed appropriate assessment is required. If there is insufficient information to answer this question it must be assumed that there will be a significant effect and an 'appropriate assessment' will therefore be needed.

A4.18 It is inevitable that there will be occasions when different sectors wish to access the same water resource at the same time. In many cases, such as the water and hydro-electricity supply industries, compensation flow requirements have been included at the time of consent for the installation. In other cases, however, most notably the relatively recent increase in the use of rivers and lochs for other leisure activities such as canoeing and rafting, working arrangements must be developed between the interested parties.

# APPENDIX 5

## TRAINING

The following section expands upon the details of training issues, covered within the main document by paragraphs 3.23 – 3.24.

- A5.1 Lantra, which is the Land-Based Sector Skills Council for land based industries, helped identify skill gaps and co-ordinate the delivery of appropriate training courses and qualifications. The Fisheries Management Industry Group was only recently established by Lantra. It should be noted that Lantra's remit is to deliver to land-based industries and not to other sectors. This means that technically they are not directly involved with angling clubs and associated skill requirements. The best analogy is that Lantra represents greenkeepers but not golfers. However, there are some grey areas due to the overlap of definitions.
- A5.2 The Industry Group with Lantra has produced the Fisheries Management Sector Skills Agreement, was involved in helping to undertake an initial Sector Skills Check and produced a Skills and Labour Market Information Report for the industry.
- A5.3 The existing relevant training includes Fisheries Management Level 2 and Level 3, which can be delivered either by distance learning (UHI – Inverness College) or by a partial residential course (Barony College – Dumfries). Electrofishing training within these qualifications has been developed by SFCC. Other colleges are looking at delivering SVQs and/or other relevant vocational and academic qualifications.
- A5.4 The Institute of Fisheries Management (IFM) has been heavily involved in helping develop the units for the SVQs and with the Association of Salmon Fishery Boards (ASFB) has produced a training unit for Scottish fisheries bailiffs that has been accepted as the standard required before a warrant card is issued, either by the DSFB or by the Scottish Executive.

### *Additional Competence Training*

- A5.5 Throughout these proposals for further development of the freshwater fisheries sector, there are references to making things happen. A necessary precondition for such extension of existing activities or creation of new ones is that there are sufficiently competent people who can make them happen. Whatever other constraints there may be on recommended structures and functions, shortage of suitably qualified personnel would be absolute. That is a resource issue.
- A5.6 The range of issues covers legal matters and such like that may be addressed in the usual manner, viz. by taking professional advice. However, there will be subjects that should be addressed within the resources of the sector. Widely defined, the sector encompasses:

owners and tenants of fishings, their employees and suppliers (including their specialist advisers), fisheries research and management bodies, their suppliers, tackle producers and suppliers, hotel and catering industry and specialist personal services (guides and instructors).

### *“Ownership” Subsector*

A5.7 Despite the title, “management” bodies may only carry out limited management and maintenance of fisheries. Rather, any physical improvement on-the-ground is often carried out by owners, tenants, their employees and other suppliers (e.g. construction sector). At the very least, information on the management processes and what might be achieved in particular circumstances needs to be made available to these sectors. This can be done through awareness raising and information dissemination and whilst formal training may be appropriate in some circumstances, it may not always be required.

### *Fisheries Management*

A5.8 The management structure proposed will require a range of knowledge and skills. Not all of these will be in biological sciences. Indeed, depending what evolves for fisheries trusts’ relationships with the new bodies, those institutions may be the key users of biological expertise. However, they will be needed somewhere.

A5.9 The Institute of Fisheries Management, with Lantra (the national skills council for the environmental and land-based industries), have proposed the creation of a post for co-ordination of training relevant to fisheries management. The post holder’s responsibilities will be to work with employers to build a bottom-up assessment of key skill requirements. Inevitably, in a changing situation, some of this projection of needs will be speculative. However, some reassurance will come from being advised by the people who are liable to constitute the component parts of the emerging organisations. Having generated a projection of training needs, the next task will be to help training providers develop relevant prospectuses.

A5.10 The intention is that all training developed through this appointment will be certificated by the Scottish Qualifications Authority. Specifically, the target activities are gillieing (an owners’ sector responsibility); guiding; bailiffing; field biology services; personnel management and volunteer services (for angling clubs and fishery improvement associations).

# APPENDIX 6

## GLOSSARY

<b>Anthropogenic</b>	(in this context) materials occurring in the natural environment which have originated from human activities.
<b>Aquaculture</b>	the rearing or culture of aquatic organisms using techniques designed to increase the production of the organisms in question beyond the natural capacity of the environment, the organisms remaining the property of a natural or legal person throughout the rearing or culture stage, up to and including harvesting.
<b>Area Management Agreement</b>	agreement established, under the Tripartite Working Group initiative, between fish farming companies and District Salmon Fishery Boards/Fishery Trusts with the objective of promoting and maintaining the good health of both wild and farmed salmonids. Area Management Groups undertake ongoing oversight of the functioning of the AMAs.
<b>Biodiversity (biological diversity)</b>	the variability amongst living organisms, including the variability within species, between species, and of ecosystems.
<b>Birds Directive</b>	the European Directive, supported by national legislation, that makes it an offence to trap or kill certain species of bird without permission from the Competent Authority – Scottish Executive.
<b>Catchment-based fisheries management</b>	is a process where people come together out of self interest to optimise the benefits that can be derived for their local community. It involves the assessment by the people in a geographically distinct river catchment of their needs, appraisal of the assets of that catchment and the application of a plan to best meet individual needs in a harmonious manner.
<b>Diadromous</b>	Fish which migrate between fresh and salt water.

<b>Ecosystem</b>	a community of interdependent organisms, together with the environment they inhabit and with which they interact ; this complex, integrated unit exists in a fine balance, so that even small changes to one part of the system can have knock-on effects on many other components of the system.
<b>Ecosystem approach</b>	identifying and protecting critical processes in the ecosystem and the interactions between them.
<b>Eutrophication</b>	the enrichment of water by nutrients, especially compounds of nitrogen and phosphorus, causing an accelerated growth of algae and higher forms of plant life to produce an undesirable disturbance to the balance of organisms and the quality of the water concerned.
<b>Fallowing</b>	practice of leaving cages empty of fish for a period of time to break cycles of disease and/or to allow the seabed to recover.
<b>Fisheries Trusts</b>	charitable organisations, sometimes called Foundations, that work on all-species scientific advice and data gathering, and that provide other project work options to freshwater fisheries catchment areas. They are represented nationally by The Rivers and Fisheries Trusts Scotland (RAFTS).
<b>NASCO</b>	the North Atlantic Salmon Conservation Organisation, established under the Convention for the Conservation of Salmon in the North Atlantic Ocean, which came into force in 1983, whose objective is to contribute to the conservation, restoration, enhancement and rational management of salmon stocks in the North Atlantic Ocean.
<b>Natura 2000</b>	a network of protected areas established under the EC Habitats and Species, and Wild Birds Directives.
<b>NGO</b>	Non Governmental Organisations
<b>Non-native</b>	this term is commonly applied at a Scottish level, although it may be applied at a more local level. For a species to be truly native, it has to have reached and become established in an area by natural means, rather than by a transfer by man, whether deliberately or accidentally. Successful reintroductions of formerly present species may be treated as native populations too, and populations which may have been introduced by man before there were historical records may sometimes also be given similar status too, particularly if there is uncertainty if they got to an area by natural means or not.

<b>OSPAR Convention</b>	the 1992 Oslo-Paris Convention, to which the UK is a signatory, aimed at preventing and eliminating pollution of the marine environment in the Northeast Atlantic from land-based sources and by dumping from ships and aircraft.
<b>Precautionary approach</b>	approach requiring inter alia: <ul style="list-style-type: none"> <li>• consideration of the needs of future generations and avoidance of changes that are not potentially reversible;</li> <li>• prior identification of undesirable outcomes and of measures that will avoid them or correct them;</li> <li>• initiation of corrective measures without delay, so that these achieve their purpose promptly;</li> <li>• priority to conserving the productive capacity of the resource where the likely impact of resource use is uncertain; and</li> <li>• appropriate placement of the burden of proof by adhering to the above requirements.</li> </ul>
<b>Precautionary principle</b>	the principle that all responsible parties should act prudently to avoid the possibility of irreversible environmental damage in situations where the scientific evidence is inconclusive but the potential damage could be significant.
<b>River basin</b>	area of land from which all surface run-off flows through a sequence of streams, rivers and, possibly, freshwater lochs into the sea at a single river mouth, estuary or delta.
<b>River Basin Management Plans</b>	required by the Water Framework Directive, plans subject to review every six years setting out the environmental objectives for water bodies and providing a summary of the measures that are being used to achieve them.
<b>Salmonid</b>	a member of the salmon family, including the Atlantic salmon, brown trout/sea trout and the grayling.
<b>Sea lice</b>	<i>Lepeophtheirus salmonis</i> Krøyer and <i>Caligus elongatus</i> Nordmann, natural marine ectoparasites of salmon.
<b>Social justice</b>	the equal and fair distribution of social values such as freedom, income and wealth and the opportunity to take part in society.
<b>Sustainable development</b>	development that meets the needs of the present without compromising the ability of future generations to meet their own needs.
<b>SVQ</b>	Scottish Vocational Qualification.
<b>Triploid fish</b>	a fish that has an extra set of chromosomes. Triploid fish occur rarely in the wild but can be produced in hatcheries.



# APPENDIX 7

## ORGANISATIONS

A7.1 Many organisations have been involved in the development of this strategic framework, or have been proposed as participants in future work. They are often referred to by their acronym within the text:

AFYD	Angling for Youth Development
ASFB	Association of Salmon Fishery Boards
ASSF	Association of Scottish Stillwater Fisheries
AST	Atlantic Salmon Trust
ATDG	Angling Tourism Development Group
BTA	British Trout Association
DSFB	District Salmon Fishery Board
EA	Environment Agency
FCC	Fish Conservation Centre
FFFSG	Freshwater Fisheries Forum Steering Group
FRS	Fisheries Research Services
IFM	Institute of Fisheries Management
JADBOS	Joint Angling Development Bodies of Scotland
NFU	National Farmers Union
RAFTS	Rivers and Fisheries Trusts of Scotland
S&TA	Salmon and Trout Association
SANA	Scottish Anglers National Association
SCAPA	Scottish Campaign for Public Angling
SEPA	Scottish Environment Protection Agency
SFCA	Scottish Federation for Coarse Angling
SFCC	Scottish Fisheries Co-ordination Centre
SFF (FFA previously)	Salmon & Freshwater Fisheries, Food & Drink, Marine Directorate, Scottish Government
SNAP	Scottish National Angling Programme
SNFAS	Salmon Net Fishing Association of Scotland
SNH	Scottish Natural Heritage
SQA	Scottish Qualifications Authority
SRPBA	Scottish Rural Property and Business Association
SSPO	Scottish Salmon Producers Organisation



# APPENDIX 8

## RESPONDENT INFORMATION FORM

### STRATEGIC FRAMEWORK FOR SCOTTISH FRESHWATER FISHERIES – PROPOSALS FOR CONSULTATION

This form can be completed electronically online at:

<http://www.scotland.gov.uk/Consultations>

You can telephone Freephone 0800 77 1234 to find out where your nearest public internet access point is. All consultation responses are recorded for analysis; completing this questionnaire online will help the Scottish Government achieve this more efficiently. However, if you prefer to complete a paper copy, please return your completed questionnaire to the address at the end of this form. We are inviting responses to this consultation paper by 4 January 2008.

Please complete the details on the Respondent Information Form below. This will help ensure we handle your response appropriately.

Name:	
Organisation: (if applicable)	
Postal Address:	
Post Code:	
E-mail:	
Telephone Number:	

**1. Are you responding as: (please tick one box)**

- An individual? (go to Q2a/b and then Q4)
- On behalf of a group or organisation? (go to Q3 and then Q4)

**2. INDIVIDUALS**

**A. Do you agree to your response being made available to the public (in the Scottish Government library and/or on the Scottish Government website)?**

- Yes (go to 2b below)
- No, not at all (we will treat your response as confidential)

**B. Where confidentiality is not requested, we will make your response available to the public on the following basis (please tick one of the following boxes)**

- Yes, make my response, name and address all available
- Yes, make my response and name available, but not my address
- Yes, make my response available, but not my name or address

**3. ON BEHALF OF GROUPS OR ORGANISATIONS**

The name and address of your organisation will be made available to the public (in the Scottish Government library and/or on the Scottish Government website). Are you also content for your response to be made available?

- Yes
- No, we will treat your response as confidential

**4. SHARING RESPONSES/FUTURE ENGAGEMENT**

We will share your response internally with other Scottish Government policy teams who may be addressing the issues you discuss. They may wish to contact you again in the future, but we require your permission to do so. Are you content for the Scottish Government to contact you again in the future in relation to this consultation response?

- Yes
- No

# APPENDIX 9

## REFERENCES

The following list of web resources are referred to in the main text of the document. Many of these sites serve as a useful portal to other helpful sources of information about freshwater fisheries and angling.

- 1 <http://www.scotland.gov.uk/Topics/Fisheries/Salmon-Trout-Coarse/FFF/SteeringGroup>
- 2 <http://www.scotland.gov.uk/Topics/Environment/14587>
- 3 <http://www.scotland.gov.uk/Topics/SustainableDevelopment/7368>
- 4 <http://www.scotland.gov.uk/Topics/People/Equality>
- 5 <http://www.scotland.gov.uk/Publications/2004/03/19079/34369>
- 6 <http://asfb.hub.uk.com/>
- 7 <http://rafts.hub.uk.com/>
- 8 <http://www.sfcc.co.uk/>
- 9 <http://www.scotland.gov.uk/Publications/2003/05/17150/21954>
- 10 <http://www.marlab.ac.uk/Delivery/standalone.aspx?contentid=111>
- 11 <http://www.scotland.gov.uk/Topics/Fisheries/Fish-Shellfish/18677/14220>
- 12 <http://www.nasco.int/>
- 13 <http://www.sepa.org.uk/wfd/rbmp/aag.htm>
- 14 [http://eur-lex.europa.eu/LexUriServ/site/en/oj/2006/l\\_328/l\\_3282006l124en00140056.pdf](http://eur-lex.europa.eu/LexUriServ/site/en/oj/2006/l_328/l_3282006l124en00140056.pdf)
- 15 [http://www.marlab.ac.uk/Delivery/Information\\_resources/information\\_resources\\_view\\_document.aspx?resourceId=23692&documentId=2005](http://www.marlab.ac.uk/Delivery/Information_resources/information_resources_view_document.aspx?resourceId=23692&documentId=2005)
- 16 [www.scottishcountrysidealliance.org/main/pdf/2006/snap\\_brochure.pdf](http://www.scottishcountrysidealliance.org/main/pdf/2006/snap_brochure.pdf)
- 17 [http://www.snh.org.uk/SalmonintheClassroom/salmon\\_threats.shtml](http://www.snh.org.uk/SalmonintheClassroom/salmon_threats.shtml)
- 18 [http://www.sqa.org.uk/sqa/CCC\\_FirstPage.jsp](http://www.sqa.org.uk/sqa/CCC_FirstPage.jsp)
- 19 <http://www.barony.ac.uk/>
- 20 <http://www.scotland.gov.uk/Topics/Fisheries>
- 21 <http://www.frs-scotland.gov.uk>
- 22 <http://www.britishtROUT.co.uk/>
- 23 <http://www.snh.org.uk/>
- 24 <http://www.nfus.org.uk/>
- 25 <http://www.salmon-trout.org/>
- 26 <http://www.frs-scotland.gov.uk>
- 27 <http://www.srpba.com/>
- 28 <http://www.atlanticsalmontrust.org/>
- 29 <http://www.sana.org.uk/>
- 30 <http://www.sepa.org.uk/>
- 31 <http://www.ifm.org.uk/>
- 32 <http://www.assf.net/>
- 33 <http://www.sfca.co.uk/>



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