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ARCHIVES DIVISION
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NOTICE OF PROPOSED RULEMAKING
INCLUDING STATEMENT OF NEED & FISCAL IMPACT

CHAPTER 635
DEPARTMENT OF FISH AND WILDLIFE

FILED
02/23/2026 2:39 PM
ARCHIVES DIVISION
SECRETARY OF STATE

FILING CAPTION: [CORRECTED] 2026 Ocean Salmon Fisheries Regulations

LAST DAY AND TIME TO OFFER COMMENT TO AGENCY: 04/24/2026 5:00 PM

The Agency requests public comment on whether other options should be considered for achieving the rule's substantive goals while reducing negative economic impact of the rule on business.

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4034 Fairview Industrial Dr SE
Salem, OR 97302

Filed By:
Linda Spansel
Rules Coordinator

HEARING(S)

Auxiliary aids for persons with disabilities are available upon advance request. Notify the contact listed above.

DATE: 04/24/2026

TIME: 8:00 AM - 5:00 PM

OFFICER: Michelle Tate

IN-PERSON HEARING DETAILS

ADDRESS: Lincoln City Cultural Center, 540 NE Hwy 101, Lincoln City, OR 97367

SPECIAL INSTRUCTIONS:

This hearing will be conducted as a hybrid meeting, providing an opportunity to give testimony either in person or virtually. Additional information regarding participation will be posted on our website at www.dfw.state.or.us/agency/commission/minutes/. The meeting can be viewed at www.youtube.com/user/IEODFW. Any changes to the meeting format (to virtual only if emergency arises) will be posted to our website as soon as possible.

NEED FOR THE RULE(S)

The proposed rules are necessary to implement federal regulations for commercial and recreational salmon fishing in Oregon state waters of the Pacific Ocean. Federal regulations will be adopted by the Pacific Fishery Management Council (PFMC) at their April 7-12, 2026, meeting. Rules are needed to provide orderly salmon fisheries, to protect salmon stocks listed under the federal Endangered Species Act (ESA), and for the conservation of salmon stocks of concern in conjunction with other regional, state, and federal fishery management entities.

DOCUMENTS RELIED UPON, AND WHERE THEY ARE AVAILABLE

1. Staff report prepared for the Oregon Fish and Wildlife Commission hearing on 04/24/2026, including the presentation and all provided materials.

A copy of the rules and the other documents relied upon for this rulemaking [the above document(s)] are available from the Oregon Department of Fish and Wildlife, Fish Division, 4034 Fairview Industrial Drive SE, Salem, Oregon 97302-

1142. Contact Linda Spansel at 503-947-6233 or linda.d.spansel@odfw.oregon.gov to view by appointment between the hours of 8:00 a.m. and 4:00 p.m., on regular working days, Monday through Friday.

STATEMENT IDENTIFYING HOW ADOPTION OF RULE(S) WILL AFFECT RACIAL EQUITY IN THIS STATE

The Department has solicited input from representatives of underrepresented communities likely to be affected on whether the proposed rule will have a fiscal impact on the community, the extent of the fiscal impact, and whether the rules will have significant impact on underrepresented communities. <https://www.dfw.state.or.us/OARs/index.asp>

FISCAL AND ECONOMIC IMPACT:

The rules are expected to result in minimal fiscal and economic impacts.

COST OF COMPLIANCE:

(1) Identify any state agencies, units of local government, and members of the public likely to be economically affected by the rule(s). (2) Effect on Small Businesses: (a) Estimate the number and type of small businesses subject to the rule(s); (b) Describe the expected reporting, recordkeeping and administrative activities and cost required to comply with the rule(s); (c) Estimate the cost of professional services, equipment supplies, labor and increased administration required to comply with the rule(s).

A. State agencies that could be affected by these harvest management rules are the Oregon Department of Fish and Wildlife (ODFW) and the Oregon State Police. No changes from the current levels of these agencies' operations or expenditures are expected as a result of these particular rules. However, revenues associated with the sale of sport fishing licenses, tags, commercial permits, and catch fees may change depending on the abundance and availability of salmon to the ocean and Buoy 10 fisheries.

B. Units of local government that could be affected by harvest management rules include Port Authorities and County Governments. Port Authorities may derive revenues from the provision of moorage for recreational and commercial fishing and from the provision of facilities for the unloading of catches. We do not have precise information on how much the 2026 harvests and fishing activity will affect the units of local government in a fiscal sense. We are not able to project the magnitude of the fiscal effects, because the data required to link allowable harvests and local government revenues and expenditures are not available.

C. The public is affected by the harvest management rules. Various sectors of the public economy (recreational fishers; commercial harvesters; processors; suppliers of recreational fishers; and the general economy) will experience different impacts. Those impacts cannot be determined at this time, as commercial harvest and recreational effort will depend on multiple factors, such as prices for salmon and other food fish, abundance of returning fish, weather, as well as the 2026 regulations. Overall, the 2026 regulations are likely to be similar to the 2025 ones and therefore no significant impacts are anticipated.

Revenues to commercial fishers depend primarily on poundage landed and prices received. In 2025, a total of 400,556 pounds with an ex-vessel value of \$3,529,686 were landed in the commercial salmon ocean troll fishery. Of this total, Chinook salmon contributed \$3,402,126 in revenue and coho salmon contributed \$127,560. In 2025, there were 790 salmon troll permits issued, of which 167 had landings. Average ex-vessel revenue was approximately \$21,136 per vessel reporting landings. [1] Wholesale dealers who buy landed ocean salmon would also be affected; there were 54 in 2025 (plus 11 limited fish sellers).

The total (direct, indirect, and induced) effects on personal income in the local areas where the sport and commercial fisheries take place are the result of the direct purchases of goods and services made by sport fishers, charter operators, commercial fishers and processors from local suppliers. Through the "multiplier process," there is a resulting increase in

economic activity and personal income in the general economy of the area.

The total landings, average ex-vessel price per pound landed, and the coastal community personal income impacts for both coho and Chinook salmon are shown in Table 1 (see attachment). These impacts may change depending on 2026 levels of ex-vessel and ex-processor prices.

At the time this statement was written, the options for allowable levels of harvest and other regulations for the upcoming season had not been determined, but these options will be developed by the PFMC. As a result, the magnitudes of harvest limit adjustments and any changes in economic impacts could not be accurately estimated. We do not have sufficient information at this time to describe precisely the magnitude of any expected changes in commercial landings and angler activity, or to predict whether prices received by commercial harvesters will be higher or lower than those received in 2025. Also, information needed to predict possible movement of recreational fishing effort among other marine recreational opportunities is too limited to infer shifts in effort.

The economic impact of ocean recreational salmon fishing activity depends primarily on the level of angler activity (i.e., days of recreational fishing) supported by the seasons and allowable harvests provided to the sport fishery, but also on substitute recreation activities and related angler expenditures. The coastal community impact (local area) on personal income per angler day of ocean sport salmon fishing is based on the estimated impact of ocean salmon angler destination expenditures.

Ocean salmon recreational estimates of angler activity were 89,443 total angler trips in 2025. This is greater than the previous year's total of 77,363 in 2024 and greater than the 2023 total (76,355) as well. Compared to the previous year (2024), regional effort increased by 11% in Astoria, 7% in Tillamook, 19% in Newport, and 31% in Coos Bay. Salmon angler trips decreased by 31% in the Brookings catch area. Overall, there was a 16% increase in ocean salmon angling trips compared to 2024. [2]

Table 2 (see attachment) shows estimates of the total personal income impacts per angler day in the coastal area by recreational user origin and fishing mode. These estimates should be used as the coastal area per unit economic impact per recreational ocean salmon fishing day. In addition to being affected by the total allowable level of recreational harvest, the estimate of the aggregate impact on coastal personal income will vary depending on the proportion of total trips by charter boats versus private, as well as the proportion of coastal resident versus non-resident anglers.

Although the rules related to regulations can be viewed as reducing positive economic impacts in the short run, conservation through the regulation of seasons and other factors are intended to perpetuate Oregon's salmon resources at optimal levels in the long run. The regulations are also needed to protect salmon stocks listed as threatened or endangered under the federal Endangered Species Act. Failure to restrict harvests of fish to allow escapement for reproduction would probably result in adverse economic effects in the future. The proposed regulations attempt to strike a balance between present fishing opportunities and future benefits. Therefore, the proposed regulations attempt to provide the best possible fishing opportunities in the present consistent with the requirement to sustain fish population levels and to provide future harvest opportunities for both recreational and commercial fishers.

[1] Data in this paragraph, the next paragraph, and the columns in Table 1 drawn from: Pacific Fisheries Management Council (PFMC), Review of 2024 Ocean Salmon Fisheries: Stock Assessment and Fishery Evaluation Document for the Pacific Coast Salmon Fishery Management Plan. Tables IV-3, IV-10, IV-12, IV-17.

[2] Angler trip data comes from the ORBS internal database.

2a. The main type of small business subject to the rule are commercial troll salmon fishermen. Of the 790 salmon troll permits issued in Oregon in 2025, 167 of them made landings. Those active fishermen would be most affected by the rules. Wholesale dealers who buy landed ocean salmon would be affected and there were 54 in 2025 (plus 11 limited fish sellers). Other small businesses affected would be gas stations, tackle shops, charter boat owners, restaurants/cafes/bars, food stores, and places of lodging (hotels, campgrounds, etc.). Information is not available to estimate to number of those types of small businesses affected.

2b. No significant changes in these costs are expected for the small businesses subject to the rule.

2c. No significant changes in these costs are expected for the small businesses subject to the rule.

DESCRIBE HOW SMALL BUSINESSES WERE INVOLVED IN THE DEVELOPMENT OF THESE RULE(S):

The department has solicited input on whether the proposed rule will have a fiscal impact on small businesses or communities, the extent of the fiscal impact, and whether the rule will have a significant adverse impact on underrepresented communities or small businesses.

We do not believe that a less intrusive or less costly alternative adaptation to only small business is consistent with the purpose of the rule.

WAS AN ADMINISTRATIVE RULE ADVISORY COMMITTEE CONSULTED? NO IF NOT, WHY NOT?

No. The alternatives for federal salmon regulations and harvest limits were developed through the PFMC process, which involves advisory committees and public comment. The rules are believed to be fully compatible with legislative direction on the goals for fish and wildlife management in Oregon. At the April 2026 Commission hearing, public correspondence and testimony will be accepted into the record as part of the rulemaking process.

Table 1. Personal income impact per pound and per fish - commercially harvested ocean salmon (prices in inflation adjusted 2025 dollars)

Year	Species	Landings (thousands of dressed pounds)	Avg. ex-vessel price per dressed pound landed	Estimated state-level personal income impacts (thousands of \$)
2013	Coho	2	\$3.15	\$12.86
	Chinook	1,291	\$7.24	\$19,074.81
2014	Coho	67.5	\$2.46	\$331.20
	Chinook	2,571.1	\$7.02	\$36,024.31
2015	Coho	11	\$2.32	\$42.41
	Chinook	1,189	\$7.57	\$14,996.81
2016	Coho	0	\$0	\$0
	Chinook	518	\$10.12	\$8,813.14
2017	Coho	2	\$3.73	\$13.77
	Chinook	265	\$9.89	\$4,832.36
2018	Coho	0.6	\$4.49	\$5.07
	Chinook	288	\$10.43	\$5,593.97
2019	Coho	6.6	\$3.28	\$41.88
	Chinook	313.3	\$8.20	\$4,688.36
2020	Coho	0.8	\$4.06	\$6.14
	Chinook	181.1	\$10.34	\$3,795.95
2021	Coho	13	\$5.01	\$125.80
	Chinook	219	\$12.18	\$5,159.50
2022	Coho	18.5	\$3.45	\$104.48
	Chinook	356.6	\$9.97	\$6,012.35
2023	Coho	27.5	\$3.65	\$151.77
	Chinook	35.1	\$9.68	\$515.06
2024	Coho	14.7	\$3.94	\$85.28
	Chinook	238.3	\$10.89	\$3,836.97
2025	Coho	36	\$3.54	\$TBD ¹
	Chinook	364.6	\$9.33	\$TBD ²

Table 2. Total personal income impacts per angler day by user segment³

User Segment	Average coastal trip expenditure per day (2025\$)	Associated coastal personal income impact (2025\$)
Private boat, coastal resident	\$111.29	\$68.81
Private boat, coastal non-resident	\$114.70	\$85.13
Charter boat, coastal resident	\$160.46	\$121.75
Charter boat, coastal non-resident	\$266.32	\$215.11

¹ Coho data on the 2025 state-level personal income impacts is preliminary

² Chinook data on the 2025 state-level personal income impacts is preliminary

³ Estimates based on data originally collected from Oregon anglers in 1988 and 1989. See [Oregon Angler Survey and Economic Study](#) (1991) by The Research Group, Corvallis, Oregon. 2025\$ estimates were calculated using the Bureau of Labor Statistics (BLS) Consumer Price Index (CPI) inflation calculator using a January-to-January method.

RULES PROPOSED:

635-003-0003, 635-013-0003

AMEND: 635-003-0003

RULE SUMMARY: These amended rules will ensure that ocean salmon fishery regulations for nearshore (0-3 nautical miles offshore) and other state regulated marine areas are consistent with federal regulations for domestic salmon fisheries in marine waters from three to 200 nautical miles offshore, which is defined as the U.S. Exclusive Economic Zone.

The Commission may decide to adopt staff recommended proposed rule and rule amendments as proposed in Attachment 3, or the Commission may decide to modify the proposed rules or not adopt some or any of the proposed rule amendments.

CHANGES TO RULE:

635-003-0003

Purpose and Scope ¶¶

(1) The purpose of Division 003 is to provide for management of commercial salmon fisheries off the Oregon Coast over which the state has jurisdiction. ¶¶

(2) Division 003 incorporates into Oregon Administrative Rules, by reference, the annual ocean troll salmon specifications and management measures ~~as adopted by the Pacific Fishery Management Council in its annual Ocean Salmon Management Measures and Impacts, as finalized in April 2025, 6,~~ and in addition to the extent they are consistent with these rules, Code of Federal Regulations (CFR), Title 50, Part 660, Subpart H (61FR34572, July 2, 1996, as amended to incorporate the standards in the Pacific Fishery Management Council referenced document). Therefore, persons must consult the Pacific Fishery Management Council referenced document and Federal Regulations in addition to Division 003 to determine all applicable troll salmon fishing requirements. A copy of the Pacific Fishery Management Council referenced document and the Federal Regulations may be obtained by contacting the Pacific Fishery Management Council at ~~www.pcouncil.org~~ or at 7700 NE Ambassador Place, Suite 101, Portland, OR 97220-1384. ¶¶

(3) To the extent not preempted by Federal law, these regulations apply within the State of Oregon's Fisheries Conservation Zone (out to fifty miles from shore).

Statutory/Other Authority: ORS 496.138, ORS 506.119, ORS 506.129, ORS 496.162

Statutes/Other Implemented: ORS 496.146, ORS 506.109, ORS 496.012

AMEND: 635-013-0003

RULE SUMMARY: These amended rules will ensure that ocean salmon fishery regulations for nearshore (0-3 nautical miles offshore) and other state regulated marine areas are consistent with federal regulations for domestic salmon fisheries in marine waters from three to 200 nautical miles offshore, which is defined as the U.S. Exclusive Economic Zone.

The Commission may decide to adopt staff recommended proposed rule and rule amendments as proposed in Attachment 3, or the Commission may decide to modify the proposed rules or not adopt some or any of the proposed rule amendments.

CHANGES TO RULE:

635-013-0003

Purpose and Scope ¶¶

(1) The purpose of Division 013 is to provide for management of recreational salmon fisheries off the Oregon Coast over which the State has jurisdiction.¶¶

(2) This rule incorporates by reference, the annual ocean recreational salmon specifications and management measures as adopted by the Pacific Fishery Management Council in its annual Ocean Salmon Management Measures and Impacts, as finalized in April 2025, 6, and in addition to the extent they are consistent with these rules, Code of Federal Regulations (CFR), Title 50, Part 660, Subparts A and H.¶¶

(3) This rule also incorporates by reference the Oregon Sport Fishing Regulations.¶¶

(4) A copy of the Pacific Fishery Management Council referenced document and the Federal Regulations may be obtained by contacting the Pacific Fishery Management Council at www.pcouncil.org or at 7700 NE Ambassador Place, Suite 101, Portland, OR 97220-1384.¶¶

(5) To the extent not preempted by Federal law, these regulations apply within the State of Oregon's Fisheries Conservation Zone (out to fifty miles from shore).

Statutory/Other Authority: ORS 496.138, ORS 506.119, ORS 496.162, ORS 506.129

Statutes/Other Implemented: ORS 496.146, ORS 496.012, ORS 506.109