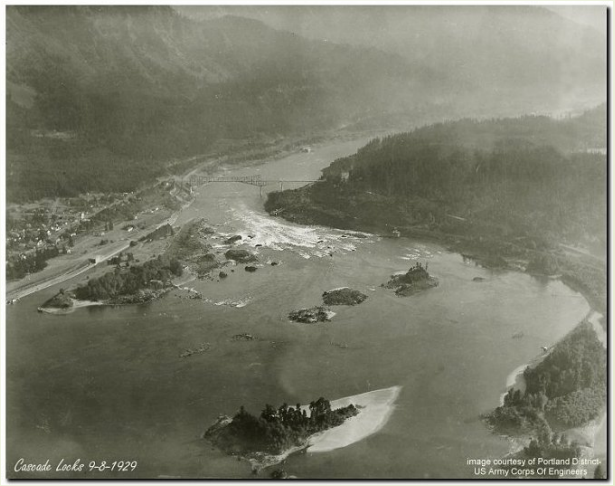
Recent Columbia River Fishery Policy Overview

Joint-State Columbia River Salmon Fishery Policy Review Committee (PRC)

August 1, 2019

Outline

- 2013-17 Columbia River Harvest Reform Initiative
- Comprehensive Review of Harvest Reform Policies
- Policy Review Committee (PRC) Process and Progress to Date



2013-17 Harvest Reform

- OR Governor Kitzhaber requested OR Commission to work with WA Commission in August 2012
  - Further prioritize recreational fisheries in the mainstem
  - Enhance Select Areas (off-channel) for commercial
  - Transition from gill nets to alternative gears in the mainstem
- 2012 joint state workgroup process
- Commissioners, staff, and key stakeholders
- Final workgroup document was developed November 2012
  - "Management Strategies for Columbia River Recreational and Commercial Fisheries: 2013 and beyond"

2013-17 Harvest Reform: Key Components

- Promote conservation and recovery of native fish
- Maintain or enhance the overall economic viability of commercial and recreational fisheries
- Promote orderly and concurrent Columbia River fisheries

2013-17 Harvest Reform

Policies established timeline for implementation

- Transition Period = 2013-2016
  - OR SB 830 (2013)
- Long Term (full implementation) = 2017+
- Allocations for mainstem recreational allocation increased from allocations prior to the policy
- Alternative commercial gear developed and tested; mainstem expected to shift to non-gillnet gears for use after transition period
- Increase production in Select Areas (off-channel)
- Evaluate potential for new Select Areas and expansion of existing time and area boundaries

2013-17 Harvest Reform: Conservation

- Promote the recovery of ESA-listed species and the conservation of wild stocks of salmon and steelhead
- Continue leadership on fish recovery actions, including hydro, habitat, hatchery reform, predation
- Meet terms of *U.S. v Oregon* agreement
- Increase focus on the harvest of hatchery fish

2013-17 Harvest Reform: Fisheries

- Increase recreational angling opportunity
  - Increase recreational allocation
  - Increase angler trips/season length
- Prioritize use of alternative commercial gear types and phase out gillnets in the mainstem
  - Research, test, and implement alternative gears
  - Transition gillnets to Select Areas only
- Increase commercial harvest in Select Areas
  - Increase production and opportunity

2013-17 Harvest Reform: Concurrency

- Promote orderly and concurrent Columbia River fisheries
- Adopt consistent and concurrent regulations for non-tribal fisheries
- Sharing of investments and benefits

2013-17 Harvest Reform

Discussion / Questions / Break?

Comprehensive Review of Harvest Reform Policies

- Oregon
  - Comprehensive review and adaptive management actions taken at end of Transition Period (early 2017)
  - "Summary and Analysis of Columbia River Harvest Reform Activities 2009-2017"
    - Draft provided January, 2019
- Washington
  - Some adaptive management for 2017-2018; call for another review in 2018
  - "Comprehensive Evaluation of the Columbia River Basin Salmon Management Policy C-3620, 2013-2017"
    - 11 month process of commission and public input process
    - Finalized November 15, 2018

Comprehensive Review of Harvest Reform Policies: Summary

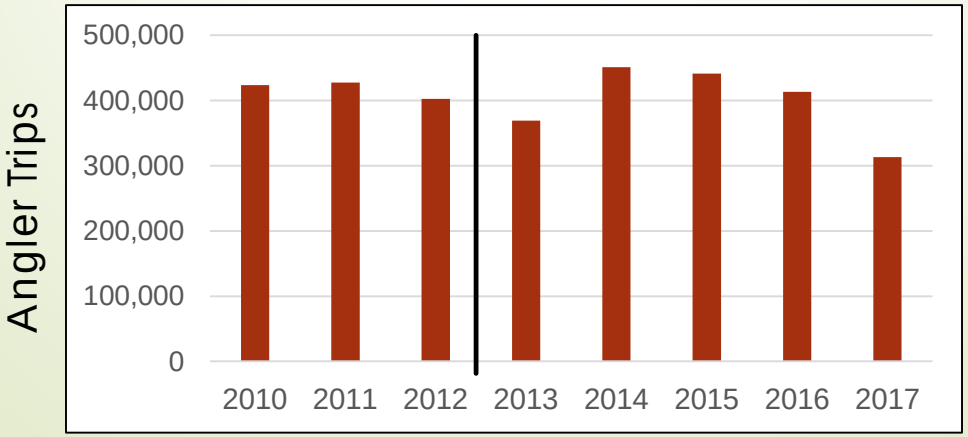
- Purpose of reports was to summarize activities and evaluate results of transition period work.
  - Evaluate how well outcomes matched expectations from the original policies.
  - Information was provided for those outcomes that differed from the expected.
- Expectations of the original long-term policy were not fully realized:
  - Performance of alternative commercial fishing gears have not met expectations
  - Select Area production has increased substantially, but the geographic scope of the areas has not been expanded
  - Changes in allocations resulted in fewer realized recreational fisheries benefits than expected

Comprehensive Review of Harvest Reform Policies: Summary

- Promote conservation and recovery of native fish
  - ESA and *US v OR* objectives were met, increases in hatchery fish harvest were limited
- Maintain or enhance the overall economic viability of commercial and recreational fisheries
  - Intent of adaptive management changes put in place by OFWC 2017 was largely targeted at this.
- Promote orderly and concurrent fisheries in concurrent waters
  - Policy/rules pertaining to allocation and gears allowed were not concurrent after the transition period

Comprehensive Review of Harvest Reform Policies: Recreational Fisheries

- Increase recreational Chinook allocation of harvest impacts
  - Allocation increased for spring, summer, and fall Chinook, and Sockeye
- Increase angler trips and days open
  - Increased allocation resulted in lower increases than expected in angler trips and open days when run sizes were taken into account

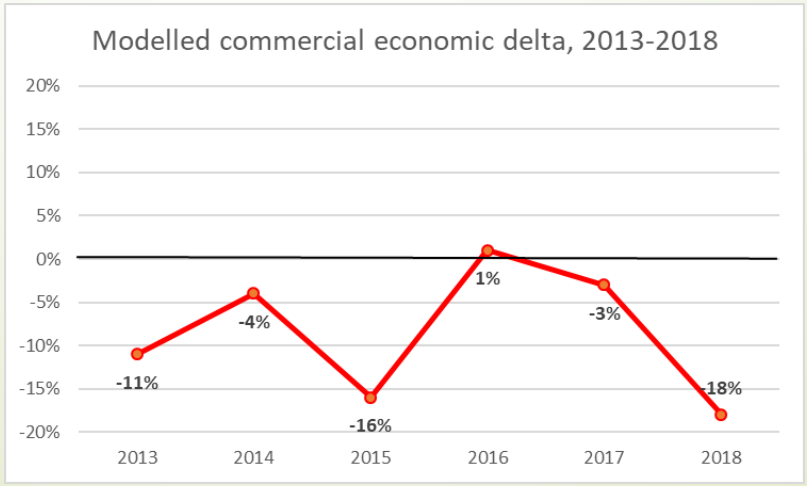


Comprehensive Review of Harvest Reform Policies: Commercial Fisheries

- Reduce commercial Chinook allocation of harvest impacts
  - Commercial allocation decreased for spring, summer, and fall Chinook, and sockeye
- Transition gillnets from mainstem to Select Areas only
  - Spring and summer
- Research, test, and implement alternative gears
  - Various gears tested during summer and fall
    - Implementation of seines constrained by bycatch and economic issues
  - Coho tangle nets implemented in fall 2013-15
    - Moderate participation; viable in higher return years
  - Beach and purse seines implemented in fall 2014-16
    - Modest catch/ex-vessel value vs. higher gear/operating costs

Comprehensive Review of Harvest Reform Policies: Commercial Fisheries

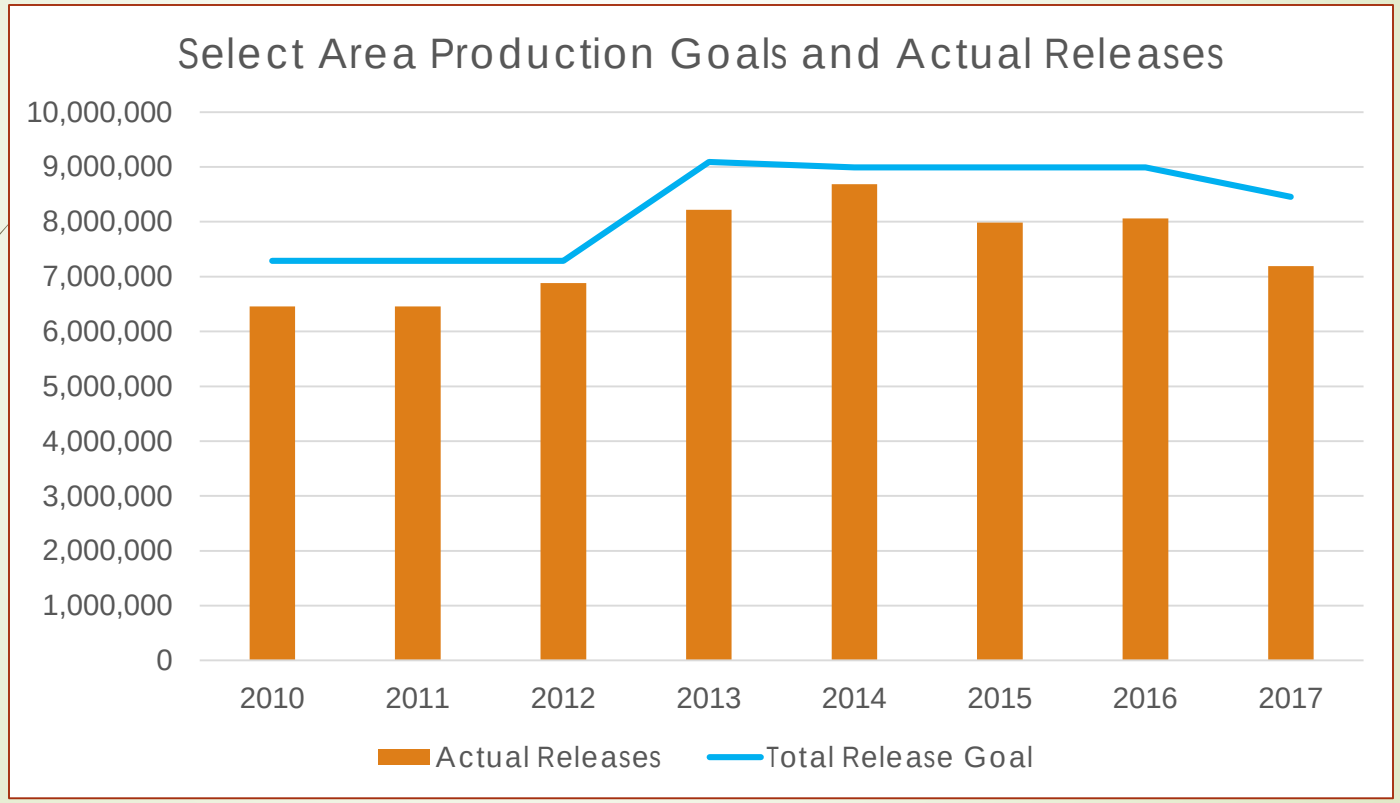
- Robust fish runs in the transition years helped ensure that commercial economics, as assessed based on annual observed ex-vessel values, generally exceeded pre-reform baseline expectations; however, commercial economics could have been even higher if 2010-2012 policies had been in place.
- Ex-vessel values were lower than they would have been with 2010-2012 policies (-3% to -16%) in all years except 2016 (+1%)



Comprehensive Review of Harvest Reform Policies: Select Areas

- Additional winter fishing periods in Tongue Point/Knappa Slough
- Increased summer season fishing periods
- No expansion of Select Area boundaries due to increased interception of non-local stocks
- No new Select Areas
  - ODFW evaluation – two new potential sites identified, in OR & WA but no new areas implemented due to logistical issues
  - WDFW effort – Cathlamet Channel was tested but released fish did not survive/return

Comprehensive Review of Harvest Reform Policies: Select Areas



Comprehensive Review of Harvest Reform Policies: Concurrency

- Concurrent 2013-2016
- Other than mainstem spring Chinook gears and allocations of fall Chinook, states were largely concurrent in 2017-2018
- As of Jan. 1, 2019, states were not concurrent in policies for 2019 and beyond
  - Spring Chinook – OR allowed limited mainstem commercial
  - Summer Chinook – mostly concurrent
  - Fall Chinook – OR gillnets allowed for mainstem Chinook and 70/30 allocation; WA no gillnets and 80/20 allocation
  - Coho and Sockeye – concurrent

Comprehensive Review of Harvest Reform Policies

- Expectations met
  - Allocation shifts did occur
  - Large percent of allocation used by fishery sectors
  - Select Area enhancement occurred (OR)
  - Alternative gear research/development
  - Barbless hooks were implemented
  - Predation work continues
- Unmet Expectations
  - Key non-concurrent issues remain for out-years (post transition)
  - Only limited commercial and recreational mark-selective fall fisheries occurred
  - Alternative gear implementation did not move beyond pilot stage
  - Economic expectations of original long-term policy not achieved
  - Commercial buyback started, stopped, restarted (WA)

Comprehensive Review of Harvest Reform Policies

Discussion / Questions / Break ?

Policy Review Committee (PRC) Process and Progress to Date

- Joint OFWC/WFWC meeting Nov 1, 2018
  - Established PRC to address impending non-concurrency problems
- 3 members from each commission
  - Holly Akenson – OR
  - Bruce Buckmaster – OR
  - Bob Webber – OR
  - David Graybill – WA
  - Bob Kehoe – WA
  - Don McIsaac – WA
- Meetings – 2019 to date
  - January 17, February 6, February 26, March 14

Initial PRC Meeting Agreements

- Adopted Procedures (Roberts Rules of Order, etc.)
- Goal – recommend concurrent policy/regulations to both full Commissions
  - Focus first on 2019 seasons in time for North of Falcon/PFMC
  - Strive for recommendation for 2020 and beyond as soon as possible
- Process: Develop several initial 2019 options for staff analysis and review
- Evaluation Criteria
  - Maintain or enhance the economic well-being and stability of both the recreational and commercial fishing industries
  - Meet conservation goals including, but not limited to, ESA criteria for salmon and steelhead
  - Promote orderly fisheries

2019 Modeling Option Summary

- The Joint WA/OR staff provided 3 basic modeling options as requested by the PRC
- The 3 options were:
  - 1. Transition period – 2016
  - 2. 2018 Washington policy
  - 3. No loss of commercial ex-vessel relative to without policy (two versions were provided)
- The PRC reviewed and discussed these models at the Feb 6 and Feb 26 meetings.
- The PRC agreed on a recommendation to bring to the full commissions in both states.

2019 Modeling Option Summary

			Modeling Estimates			
		Without Policy	1. Transition Period Policy (2016) with current OR Policy releases	2. 2018 Washington Policy	3a. No Loss of Economic Benefit Potential #1	3b. No Loss of Economic Benefit Potential #2
Economic Metrics	Sport Angler Trips	339,846	349,780	354,378	350,775	350,775
	Commercial Ex-Vessel Value	$4,948,463	$4,229,789	$3,362,124	$4,158,775	$4,169,435
Commercial Ex-Vessel Detail	Mainstem Total	$3,210,479	$2,225,915	$1,358,250	$2,154,900	$2,165,561
Commercial Ex-Vessel Detail	SAFE Total	$1,737,984	$2,003,874	$2,003,874	$2,003,874	$2,003,874

- All options show increase in angler trips compared to base (2010-2012)
- All options show decrease in commercial ex-vessel values compared to base

PRC Recommendation on February 26, 2019

- February 26 – PRC decision to adopt motion to take to respective Commissions regarding 2019 fisheries
- Spring Chinook
  - 70/30 recreational/commercial allocation
  - Tangle nets allowed pre-update
  - Tangle nets/gillnets allowed post-update
- Summer Chinook
  - 70/30 recreational/commercial allocation
  - Gillnets allowed
- Fall Chinook
  - ≤70/≥30 recreational/commercial allocation (URB/LRH)
  - Gillnets/beach and purse seine allowed
- Coho
  - Similar to current policies
  - Gillnets/beach and purse seine/tangle nets allowed
- Barbless hooks voluntary

PRC Recommendation on February 26, 2019: Rationale

- Goal to have concurrent policies for 2019 (and beyond).
- Adaptive management provision allows changes when the assumptions are not met.
- There is no substantial difference between the options regarding conservation benefits.
- Angler trips between options remains above without-policy baseline.
- Scientific basis was not presented during consideration of implementing barbless hooks, and remains unpopular.
- Provided the highest ex-vessel values of options considered.

Commission action on PRC Recommendation

- Washington
  - March 2 - PRC recommendation was passed as written.
    - 5 ayes, 1 nay, 2 did not vote
- Oregon
  - No new rulemaking to date; Commission authorized Director to use temporary rule process if needed for concurrent management.

PRC progress on Policies and Regulations in 2020 and Beyond

- Range of alternatives for analysis has been identified and expanded to include issues such as recreational allocation of upriver spring Chinook, unused impacts, guiding limitations, etc.
  - See Agenda item 3

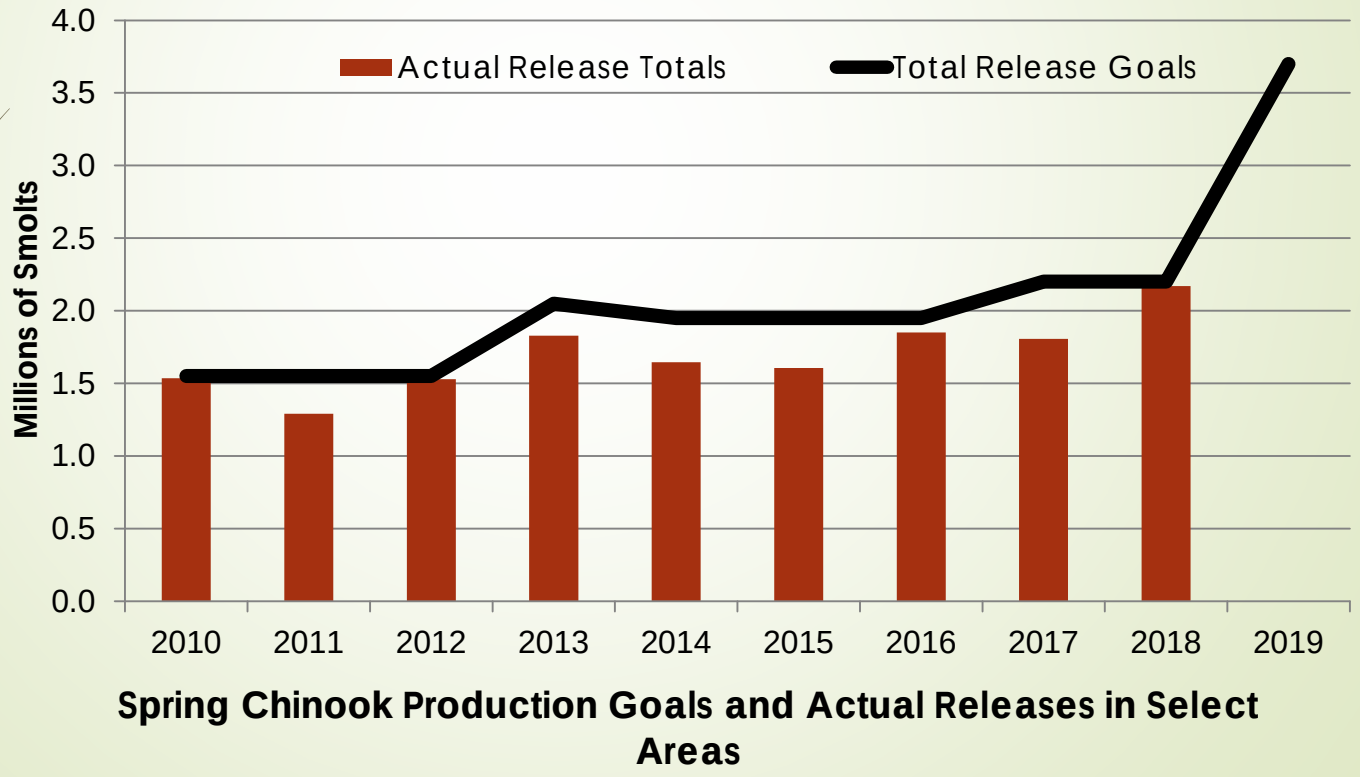
PRC Process and Progress

Discussion / Questions / Break ?

Credit: D. Graybill

Additional Slides

Review of Key Components Maintain/Enhance Economics Increase Select Area Production



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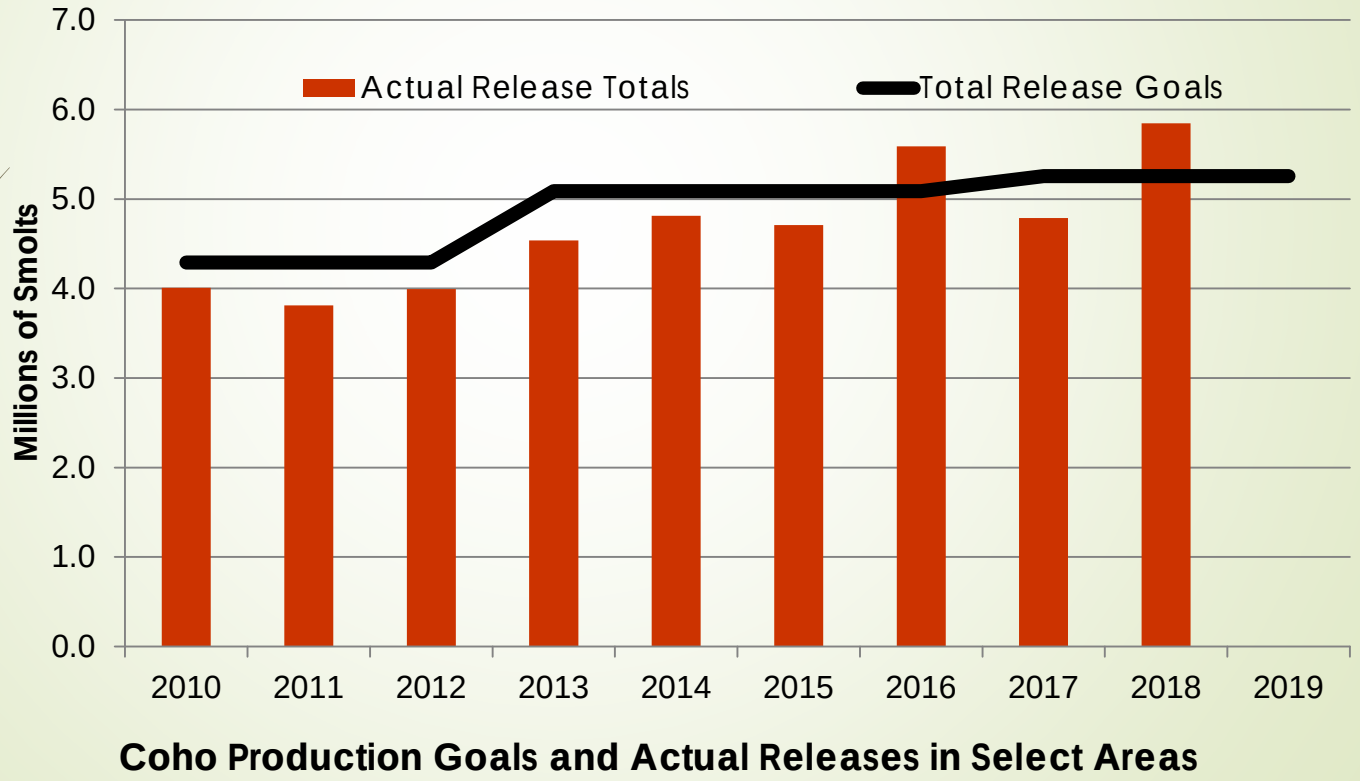

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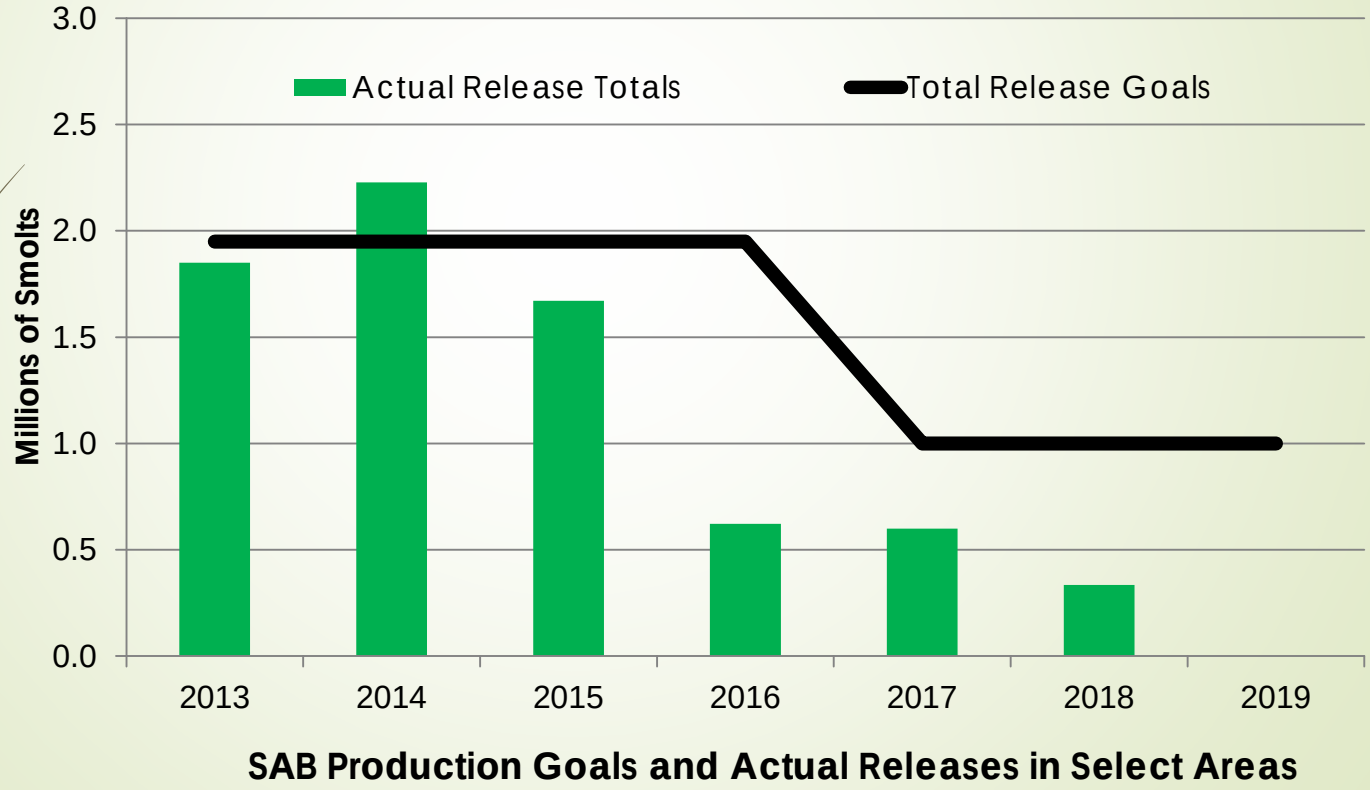
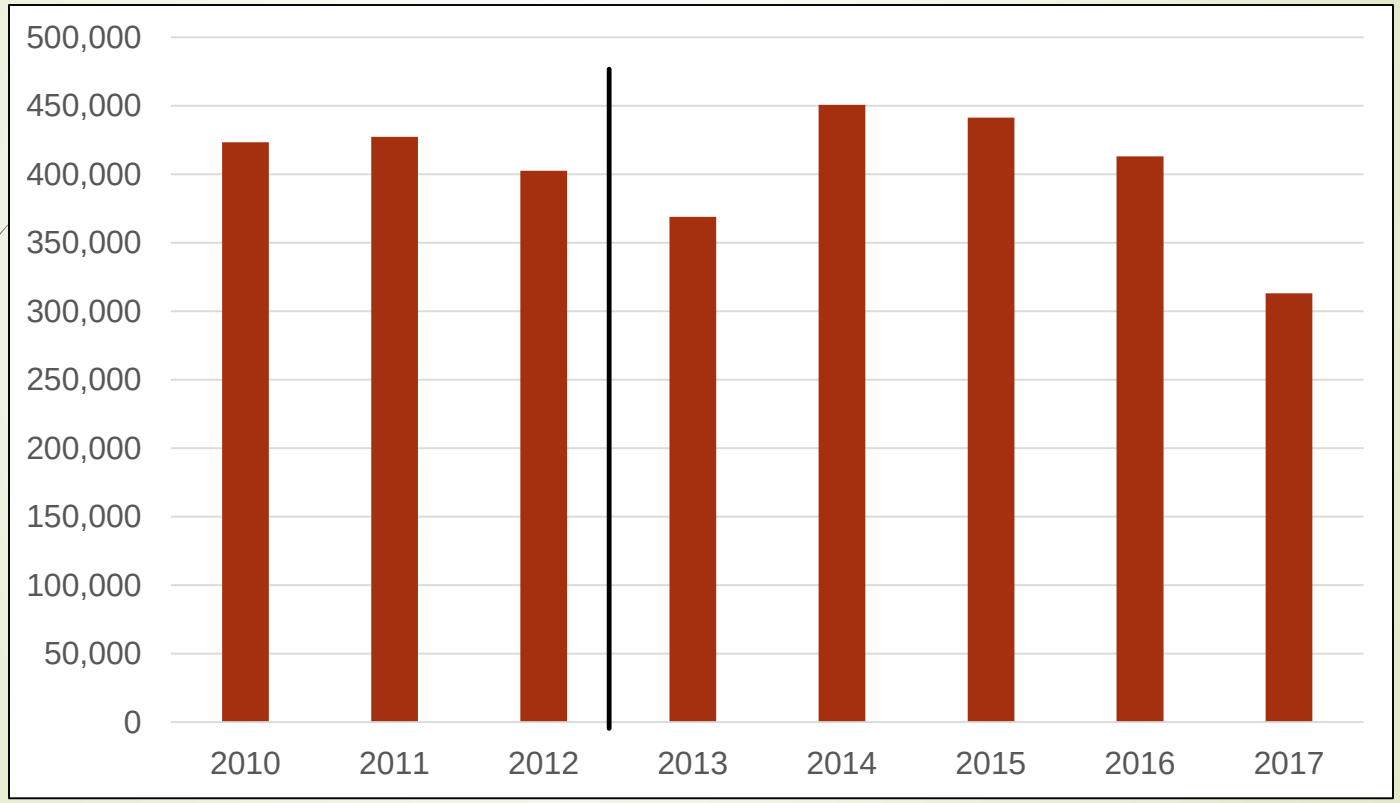


Total Recreational Angler Trips below Bonneville Dam



Summary of gains in fishing days and angler-trips due to allocation changes for lower Columbia River recreational Chinook fisheries, by year and season, 2013-2017

			2013	2014	2015	2016	2017
Spring		Fishing Days Gained	0	5	2	1	0
		Angler-Trips Gained	0	10,788	10,321	6,497	0
Summer		Fishing Days Gained	0	0	0	0	25
		Angler-Trips Gained	0	0	0	0	5,594
Fall	Buoy 10	Non-MSF Days Gained	5	6	2	0	0
		Angler-Trips Gained	4,560	1,015	907	0	0
	Below Lewis River	Non-MSF Days Gained	3	6	5	0	0
		Angler-Trips Gained	2,470	2,265	10,402	0	0
	Fall Total	Non-MSF Days Gained	8	12	7	0	0
		Angler-Trips Gained	7,030	3,280	11,309	0	0
All Seasons Total		Fishing Days Gained	8	17	9	1	25
		Angler-Trips Gained	7,030	14,068	21,630	6,497	5,594
		% Gain in Angler Trips	2.1%	3.4%	5.5%	1.7%	2.0%

Comprehensive Review - Concurrency (2018)

	OFWC	WFWC	Concurrence?
Spring Chinook	• 80/20 recreational/ commercial • No pre-update buffer applied to commercial off-channel • **Commercial mainstem tangle net allowed after run update** • **Unused commercial impacts left for escapement**	• 80/20 recreational/ commercial • No pre-update buffer applied to commercial off-channel • **Commercial mainstem not allowed**	• Allocation ☑ • Buffer ☑ • **Mainstem commercial fishing** ☒ • **Unused impacts** ☒

Comprehensive Review - Concurrency (2018)

	OFWC	WFWC	Concurrence?
Summer Chinook	• 80/20 recreational/ commercial • Non-gill net gear • **Unused commercial catch left for escapement**	• 80/20 recreational/ commercial • Non-gill net gear only • **Unused commercial catch transferred to recreational upstream of Bonneville or to escapement**	• Allocation ☑ • Gears ☑ • **Unused impacts** ☒

Comprehensive Review - Concurrency (2018)

	OFWC	WFWC	Concurrence?
Fall Chinook	• **≤70/≥30 recreational/ commercial** • Gill nets allowed upstream of Lewis R. • **Up to 2% of commercial allocation to alternative gears**	2017-18: • **≤75/≥25 recreational/ commercial** • Gill nets allowed upstream of Lewis R. 2019+: • **≤80/≥20 recreational/ commercial** • **Gill nets not allowed**	2017-2018: • **Allocation** ☒ • Gears ☑ 2019+: • **Allocation** ☒ • **Gears** ☒

Comprehensive Review - Concurrency (2018)

	OFWC	WFWC	Concurrence?
Coho	• Non-gill net gears • Assign commercial sufficient share of impact to implement off-channel coho and fall Chinook, and mainstem fall Chinook and hatchery coho fisheries • Assign balance to mainstem recreational • Assign remainder (if any) to mainstem commercial coho fisheries	• Non-gill net gears • Assign commercial sufficient share of impact to implement off-channel coho and fall Chinook, and mainstem fall Chinook and hatchery coho fisheries • Assign balance to mainstem recreational • Assign remainder (if any) to mainstem commercial coho fisheries	• Allocation ☑ • Gears ☑ • Unused impacts ☑

Comprehensive Review - Concurrency (2019)

	OFWC	WFWC	Concurrence?
Spring Chinook	• **80/20 recreational/ commercial** • No pre-update buffer applied to commercial off-channel • **Commercial mainstem tangle net allowed after run update** • **Unused commercial impacts left for escapement**	• **70/30 recreational/ commercial** • Pre-update buffer applied to commercial off-channel • **Commercial mainstem allowed**	• **Allocation** ☒ • Buffer ☑ • **Mainstem commercial fishing** ☒ • **Unused impacts** ☒

Comprehensive Review - Concurrency (2019)

	OFWC	WFWC	Concurrence?
Summer Chinook	• 80/20 recreational/ commercial • Non-gill net gear • Unused commercial catch left for escapement	• 70/30 recreational/ commercial • Gill net allowed • Unused commercial catch transferred to recreational upstream of Bonneville or to escapement	• Allocation ☒ • Gears ☒ • Unused impacts ☒

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Fall Chinook	• ≤70/≥30 recreational/ commercial • Gill nets allowed upstream of Lewis R. • **Up to 2% of commercial allocation to alternative gears**	• ≤70/≥30 recreational/ commercial • Gill nets allowed upstream of Lewis R.	• Allocation ☑ • Gears ☑ • **Unused impacts** ☒

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