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
    - 11 month process of commission and public input process
    - Finalized November 15, 2018
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

![Bar chart showing angler trips from 2010 to 2017](image)
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
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

Select Area Production Goals and Actual Releases

<table>
<thead>
<tr>
<th>Year</th>
<th>Actual Releases</th>
<th>Total Release Goal</th>
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<tbody>
<tr>
<td>2010</td>
<td>6,000,000</td>
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<td>2016</td>
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<td>2017</td>
<td>8,000,000</td>
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August 1, 2019 Joint-State Columbia River Salmon Fishery Policy Review Committee (PRC) Meeting
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
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.
## Modeling Estimates

<table>
<thead>
<tr>
<th>Economic Metrics</th>
<th>Modeling Estimates</th>
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<tbody>
<tr>
<td>Sport Angler Trips</td>
<td>339,846</td>
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<tr>
<td>Commercial Ex-Vessel Value</td>
<td>$4,948,463</td>
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<tr>
<td>Mainstem Total</td>
<td>$3,210,479</td>
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<tr>
<td>SAFE Total</td>
<td>$1,737,984</td>
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</table>

- 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?
Additional Slides
Review of Key Components
Maintain/Enhance Economics
Increase Select Area Production

Spring Chinook Production Goals and Actual Releases in Select Areas

- Actual Release Totals
- Total Release Goals

- Millions of Smolts

- 2010 to 2019

- August 1, 2019 Joint-State Columbia River Salmon Fishery Policy Review Committee (PRC) Meeting
Review of Key Components
Maintain/Enhance Economics
Increase Select Area Production
Review of Key Components
Maintain/Enhance Economics
Increase Select Area Production

SAB Production Goals and Actual Releases in Select Areas

- Actual Release Totals
- Total Release Goals

Millions of Smolts

- 2013
- 2014
- 2015
- 2016
- 2017
- 2018
- 2019
Total Recreational Angler Trips below Bonneville Dam

- 2010: 350,000
- 2011: 280,000
- 2012: 260,000
- 2013: 230,000
- 2014: 240,000
- 2015: 260,000
- 2016: 290,000
- 2017: 300,000
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

<table>
<thead>
<tr>
<th></th>
<th>2013</th>
<th>2014</th>
<th>2015</th>
<th>2016</th>
<th>2017</th>
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<tr>
<td>Spring</td>
<td></td>
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<tr>
<td>Fishing Days Gained</td>
<td>0</td>
<td>5</td>
<td>2</td>
<td>1</td>
<td>0</td>
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<td>Angler-Trips Gained</td>
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<td>10,788</td>
<td>10,321</td>
<td>6,497</td>
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<tr>
<td>Summer</td>
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<tr>
<td>Fishing Days Gained</td>
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<td>0</td>
<td>0</td>
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<td>Angler-Trips Gained</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>5,594</td>
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<tr>
<td>Fall</td>
<td>Buoy 10</td>
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<tr>
<td>Non-MSF Days Gained</td>
<td>5</td>
<td>6</td>
<td>2</td>
<td>0</td>
<td>0</td>
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<tr>
<td>Angler-Trips Gained</td>
<td>4,560</td>
<td>1,015</td>
<td>907</td>
<td>0</td>
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<td>Below Lewis River</td>
<td>Non-MSF Days Gained</td>
<td>3</td>
<td>6</td>
<td>5</td>
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<tr>
<td>Angler-Trips Gained</td>
<td>2,470</td>
<td>2,265</td>
<td>10,402</td>
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<tr>
<td>Fall Total</td>
<td>Non-MSF Days Gained</td>
<td>8</td>
<td>12</td>
<td>7</td>
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<td>Angler-Trips Gained</td>
<td>7,030</td>
<td>3,280</td>
<td>11,309</td>
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<td>All Seasons Total</td>
<td>Fishing Days Gained</td>
<td>8</td>
<td>17</td>
<td>9</td>
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<td>Angler-Trips Gained</td>
<td>7,030</td>
<td>14,068</td>
<td>21,630</td>
<td>6,497</td>
<td>5,594</td>
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<tr>
<td>% Gain in Angler Trips</td>
<td>2.1%</td>
<td>3.4%</td>
<td>5.5%</td>
<td>1.7%</td>
<td>2.0%</td>
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### Comprehensive Review - Concurrency (2018)

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<th>WFWC</th>
<th>Concurrence?</th>
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<td><strong>Spring Chinook</strong></td>
<td>• 80/20 recreational/commercial</td>
<td>• 80/20 recreational/commercial</td>
<td>• Allocation ✓</td>
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<tr>
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<td>• No pre-update buffer applied to commercial off-channel</td>
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<td>• Mainstem commercial fishing ✗</td>
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<td></td>
<td>• Unused commercial impacts left for escapement</td>
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37 August 1, 2019 Joint-State Columbia River Salmon Fishery Policy Review Committee (PRC) Meeting
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<td>Unused impacts ✗</td>
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Joint-State Columbia River Salmon Fishery Policy Review Committee (PRC) Meeting

August 1, 2019
# Comprehensive Review - Concurrency (2018)

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</table>
| **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)

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<td>• Assign commercial sufficient share of impact to implement off-</td>
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August 1, 2019

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