

draft Agenda

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

January 17, 2019

11 a.m. – 5 p.m.

Oregon Fish and Wildlife Commission Room
4034 Fairview Industrial Drive SE, Salem, Oregon

1. (11:00-11:30) Introductions and Opening Remarks
 - a. Commissioners
 - b. Staff

2. (11:30-2:00; Working Lunch 12:00 – 12:30) Procedural Matters
 - a. Conducting the meetings (Chairing, Roberts Rules of Order, Open Public Meetings Act compliance, reaching a Committee recommendation, meeting summaries/action items, etc.). Commissioners
Commissioners
 - b. Use of fishery advisors.
 - c. Future meeting schedule and process.
 - i. Potential meeting dates (handout) and process objectives. Staff
 - d. Other (reporting to full commissions, public comments).

3. (2:00-3:30) Policy and Regulatory Concurrency in 2019
 - a. Initial review of issues identified at the November 1 joint-Commission meeting. Staff
 - i. Review of Concurrency Matrix (handout). Staff
 - ii. Review of Information Packet (handout), including pre-season forecasts and run sizes. Staff
 - iii. Discussion of issues, next steps and staff tasking for next PRC meeting. Commissioners

4. (3:30-4:30) Policy and Regulatory Concurrency 2020 and beyond
 - a. Initial discussion of process. Commissioners
Staff
 - b. Initial review of List of Ideas Matrix (handout), if possible and appropriate. Commissioners
 - i. Discussion of issues, next steps and staff tasking for upcoming PRC meeting.

2. (4:30-5:00) Conclusion
 - a. Review of expectations for next and future meetings. Commissioners &
Staff

Potential Meeting Dates for Policy Review Committee

January 17, 2019

February 2019

Sun	Mo	Tue	We	Thu	Fri	Sat
					1	2
3	4	5	6	7	8	9
10	11	12	13	14	15	16
17	18	19	20	21	22	23
24	25	26	27	28		

March 2019

Sun	Mo	Tue	We	Thu	Fri	Sat
					1	2
3	4	5	6	7	8	9
10	11	12	13	14	15	16
17	18	19	20	21	22	23
24	25	26	27	28	29	30
31						

- **February 6** (Wednesday) – Washington host
 - Ridgefield, Vancouver, Olympia
- **February 26**
 - Conference call
- **March 14** (Thursday) (Washington host)
 - Portland, Vancouver, Ridgefield
 - Option during PFMC (March 7-12) – Vancouver, Ridgefield
- **Late March** – Joint commission meeting (Oregon host)
 - Portland

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

Concurrency Matrix

The following are for discussion purposes only, and are intended to provide a foundation for PRC discussion to affect changes for the 2019 season and beyond.

January 17, 2019

Fishery	Policy Area	Current Positions	Options	Comments
Fall Chinook	Allowable Commercial Fishing Gear	<ul style="list-style-type: none"> • OR: gillnets allowed; Up to 2% allocated to alternative gears • WA: gillnets not allowed 	<ul style="list-style-type: none"> • Either OR or WA policy • Other 	<ul style="list-style-type: none"> • Moderate URB forecast and low tule forecast could result in significant numbers of harvestable URB in Zones 4/5.
	Allocation of constraining Impacts	<ul style="list-style-type: none"> • OR: sport/commercial at $\leq 70/\geq 30$ • WA: sport/commercial at $\leq 80/\geq 20$ 	<ul style="list-style-type: none"> • OR allocation • WA allocation • Consensus position 	<ul style="list-style-type: none"> • Directors conferred in 2018.
Spring Chinook	Mainstem Commercial Fishing	<ul style="list-style-type: none"> • OR: tangle-net season allowed after a run-size update for the Upriver Run if impacts remain available • WA: no mainstem commercial fishing allowed 	<ul style="list-style-type: none"> • Either OR or WA policy • Other 	<ul style="list-style-type: none"> • Non-concurrency began in 2017. • Low run size forecast in 2019 but mainstem opportunity existed in 2018.
	Unused Upriver Run Impacts from the 20% Commercial Fishery Allocation	<ul style="list-style-type: none"> • OR: allocated 100% to increased spawning escapement • WA: no restrictions on allocation within the sport fishery options 	<ul style="list-style-type: none"> • Either OR or WA policy • Other 	

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Concurrency Matrix

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Summer Chinook	Unused Upriver Run Impacts from the 20% Commercial Fishery Allocation	<ul style="list-style-type: none"> • OR: allocated 100% to increased spawning escapement • WA: can be used in sport fisheries upstream of Bonneville Dam or transferred to increased spawning escapement 	<ul style="list-style-type: none"> • Either OR or WA policy • Other 	
Coho	N/A	<ul style="list-style-type: none"> • Policies concurrent 		

Other items from Nov. 1 Joint Commission discussions

Element	Current Positions	Options	Comments
Barbless Hooks Requirement	<ul style="list-style-type: none"> • OR: Mainstem Columbia River fisheries barbless. Barbed hooks allowed in tributaries • WA: Mainstem Columbia River fisheries barbless. Barbless hooks required in tributaries, with some exceptions 	<ul style="list-style-type: none"> • Allow use of barbless hooks • Maintain barbless hook requirement 	<ul style="list-style-type: none"> • Mainstem regulations concurrent
Youngs Bay Sport Fishing Sanctuary	<ul style="list-style-type: none"> • Managed as concurrent waters, but located in Oregon waters 	<ul style="list-style-type: none"> • Remove Sanctuary • Retain Sanctuary 	<ul style="list-style-type: none"> • Mainstem regulations concurrent

Information for Policy Review Committee Meeting
 January 17, 2019
 Provided by the Joint ODFW/WDFW Staff

2019 Forecasts for Spring Chinook, Summer Chinook, and Sockeye			
	2018 Forecast	2018 Return	2019 Forecast
Willamette River	53,820	37,441	40,200
Sandy River	5,400	4,733	5,500
Select Areas	12,300	9,887	8,200
Cowlitz River	5,150	4,076	1,300
Kalama River	1,450	2,371	1,400
Lewis River	3,700	3,454	1,600
Lower River Total	81,820	61,962	58,200
Upriver Spring Chinook	166,700	115,081	99,300
Total Spring Chinook	248,520	177,043	157,500
Upper Columbia Summer Chinook	67,300	42,120	35,900
Sockeye	99,000	210,915	94,400

Willamette River Spring Chinook Forecasts and Actual Returns				
Year	Forecast	Actual	Error	Over/Under
2000	59,900	57,500	4%	accurate
2001	61,000	80,400	-32%	under
2002	73,800	121,700	-65%	under
2003	109,800	126,600	-15%	under
2004	109,400	144,400	-32%	under
2005	116,900	61,000	48%	over
2006	46,500	59,700	-28%	under
2007	52,000	40,500	22%	over
2008	34,100	27,400	20%	over
2009	37,600	39,400	-5%	accurate
2010	62,700	110,500	-76%	under
2011	104,100	80,300	23%	over
2012	83,400	65,100	22%	over
2013	59,800	47,300	21%	over
2014	58,700	51,800	12%	over
2015	55,400	87,100	-57%	under
2016	70,100	49,800	29%	over
2017	40,200	53,700	-33%	under
2018	53,800	37,400	30%	over

2010-2018 average percent error = 30%

2009-2018 average percent error = 31%

Cowlitz, Kalama, Lewis Rivers Spring Chinook Forecasts and Actual Returns				
Year	Forecast	Actual	Error	Over/Under
2000	6,000	6,100	102%	-2%
2001	4,800	7,200	150%	-50%
2002	6,700	11,600	173%	-73%
2003	11,600	25,600	220%	-120%
2004	27,300	28,300	104%	-4%
2005	24,800	16,300	66%	34%
2006	15,200	19,700	130%	-30%
2007	15,900	19,600	123%	-23%
2008	12,400	6,800	55%	45%
2009	7,200	7,900	110%	-10%
2010	19,400	11,900	61%	39%
2011	10,600	7,400	70%	30%
2012	12,100	14,900	123%	-23%
2013	7,800	10,700	138%	-38%
2014	13,800	10,700	78%	22%
2015	14,200	27,800	195%	-95%
2016	31,100	26,900	87%	13%
2017	20,900	18,900	91%	9%
2018	10,300	9,900	4%	accurate

2010-2018 average percent error = 35%

2009-2018 average percent error = 28%

Upriver Spring Chinook Forecasts and Actual Returns				
Year	Forecast	Actual	Error	Over/Under
2000	134,000	186,700	-39%	under
2001	364,600	440,300	-21%	under
2002	333,700	335,200	0%	accurate
2003	145,400	242,600	-67%	under
2004	360,700	221,700	39%	over
2005	254,100	106,900	58%	over
2006	88,400	132,600	-50%	under
2007	78,500	86,200	-10%	accurate
2008	269,300	178,600	34%	over
2009	298,900	169,300	43%	over
2010	470,000	315,300	33%	over
2011	198,400	221,200	-11%	accurate
2012	314,200	203,100	35%	over
2013	141,400	123,100	13%	accurate
2014	27,000	242,600	-7%	accurate
2015	232,500	289,000	-24%	under
2016	188,800	187,800	1%	accurate
2017	160,400	115,800	28%	over
2018	166,700	115,100	31%	over

2010-2018 average percent error = 29%

2009-2018 average percent error = 23%

Upper Columbia Summer Chinook Forecasts and Actual Returns				
Year	Forecast	Actual	Error	Over/Under
2005	62,400	60,300	3%	accurate
2006	49,000	77,600	-58%	under
2007	45,600	37,000	19%	over
2008	52,000	55,500	-7%	accurate
2009	70,700	53,900	24%	over
2010	88,800	72,300	19%	over
2011	91,100	80,600	12%	over
2012	91,200	58,300	36%	over
2013	73,500	67,600	8%	accurate
2014	67,500	78,300	-16%	accurate
2015	73,000	126,900	-74%	under
2016	93,300	91,000	2%	accurate
2017	63,100	68,200	-8%	accurate
2018	67,300	42,400	37%	over

2005-2018 average percent error = 23%

Upriver spring Chinook harvest-related ESA impact rates in Columbia River commercial fisheries, 2010-2018.					
Year	Total SAFE Impacts Used	Total SAFE Impacts Allocated	% of Allocated	Total Commercial Impacts Allowed	% of Commercial Impacts Used in SAFE
2011 ¹	0.138%	0.150%	92%	0.700%	20%
2012 ¹	0.162%	0.150%	108%	0.660%	25%
2013 ¹	0.211%	0.150%	141%	0.595%	35%
2014 ¹	0.107%	0.150%	71%	0.600%	18%
2015 ¹	0.278%	0.150%	186%	0.660%	42%
2016 ¹	0.185%	0.150%	123%	0.570%	32%
2017 ²	0.400%	0.300%	133%	0.300%	133%
2018 ²	0.270%	0.340%	79%	0.340%	79%
Avg	0.219%	0.193%	117%	0.553%	48%

¹ Managed at fixed allocation of 0.15%

² Managed at 20% of impacts available for non-treaty fisheries

Youngs Bay Control Zone

The Youngs Bay Closure Zone (YBCZ), also known as Control Zone, is an area at the mouth of Youngs Bay that is closed to recreational fishing during August 1 to September 15. It was established in 2014 by the OFWC as a result of Harvest Reform-related legislation (Senate Bill 830) passed by the 2013 Oregon Legislature. The closure is intended to increase the number of hatchery salmon (Select Area Bright (SAB) fall Chinook and Coho) returning to the Youngs Bay Select Area by reducing the number of fish intercepted by recreational anglers.

Harvest shares of adult SAB fall Chinook for the Buoy 10 sport and Youngs Bay commercial fisheries have fluctuated over the last 18 years, but the Buoy 10 share of the SAB harvest has trended upward since 2009. This increase in the Buoy 10 harvest share does not appear to be positively associated with the strength of the SAB return. On the contrary, there may be some tendency for the Buoy 10 harvest share to be higher in years when the SAB return is lower.

In the four years just prior to implementation of the YBCZ (2010-2013), the Buoy 10 share of the SAB harvest averaged 21%, while in the four years since implementation of the YBCZ, it has doubled to an average of 42% (Table 1). Between these two periods, the average SAB return decreased, but average angler effort in the Buoy 10 fishery increased substantially.

Table 1. Harvest and harvest shares of adult SAB fall Chinook for the Buoy 10 sport fishery and Youngs Bay Select Area commercial fishery, 2000-2017.

Year	Adult SAB Return	Buoy 10 Angler Trips	SAB Harvest		SAB Harvest Share	
			Buoy 10 Sport	Youngs Bay Commercial	Buoy 10 Sport	Youngs Bay Commercial
2000	3,472	72,518	428	1,181	27%	73%
2001	4,862	125,829	850	1,624	34%	66%
2002	5,681	84,434	694	1,873	27%	73%
2003	8,134	88,827	1,004	3,391	23%	77%
2004	7,097	68,818	465	2,137	18%	82%
2005	6,551	55,183	769	2,884	21%	79%
2006	7,232	40,608	238	2,638	8%	92%
2007	6,493	36,064	932	3,180	23%	77%
2008	12,854	32,467	836	7,192	10%	90%
2009	10,629	72,803	334	5,399	6%	94%
2010	8,617	52,300	901	3,730	19%	81%
2011	16,358	49,409	996	9,623	9%	91%
2012	11,935	65,070	3,728	5,085	42%	58%
2013	23,393	65,767	2,320	11,591	17%	83%
2014	16,462	107,522	3,893	6,697	37%	63%
2015	11,440	108,213	3,527	4,376	45%	55%
2016	6,676	94,950	1,498	2,758	35%	65%
2017	6,617	93,547	2,957	2,328	56%	44%
2010-2013 Avg	15,076	58,137	1,986	7,507	21%	79%
2014-2017 Avg	10,299	101,058	2,969	4,040	42%	58%

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

List of Ideas Matrix – derived from 2018 WA review

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January 17, 2019

Policy/Regulatory Area	Policy Area Element	Alternatives/Range of Options for Analysis
Spring Chinook	Sport/Commercial Allocation of Allowable Upriver Impacts	<ol style="list-style-type: none"> 1. 80/20 as in place in 2018/with or without tangle net option 2. 70/30 as used in 2014-16 transition period 3. Abundance based matrix (e.g. as developed during 2008 Visioning) 4. Other/combination
	Allocation of Unused Impacts	<ol style="list-style-type: none"> 1. Allocation of unused impacts
	Allowable Mainstem Commercial Gear	<ol style="list-style-type: none"> 1. Status Quo (non-concurrent) 2. Allowances in place in 2012 (flexibility to use tangle/gill nets) 3. Allow tangle nets only 4. Other/combination
	Within Sport Fishery Allocation for Lower River and Upriver Fisheries of Allowable Upriver Impacts	<ol style="list-style-type: none"> 1. Status Quo (75/25 lower/upper) 2. Increase allocation upriver 3. Different allocation between Z6 and Snake 4. Use percentage of Columbia River endorsement sales (WA) and Columbia River Basin endorsement (OR) from eastside and westside counties as allocation percentage. 5. Other/combination
Summer Chinook	Sport/Commercial Allocation of Allowable Harvest below Priest Rapids Dam	<ol style="list-style-type: none"> 1. 80/20 as in place in 2018 2. 50/50 allocation in place in 2012 3. Abundance based matrix 4. Other/combination
	Allocation of Unused Impacts	<ol style="list-style-type: none"> 1. Allocation of unused impacts
	Allowable Mainstem Commercial Gear	<ol style="list-style-type: none"> 1. Status Quo (undetermined alternative gears only) 2. Allowances in place in 2012 (allow gillnets) 3. Other/combination
	Allocation for Upriver Fisheries of Allowable Harvestable Surplus	<ol style="list-style-type: none"> 1. Status Quo (limits opportunity <PRD at run sizes <50K) 2. Other

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

List of Ideas Matrix – derived from 2018 WA review

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Fall Chinook	Sport/Commercial Allocation of most Constraining fall Chinook Impacts	<ol style="list-style-type: none"> 1. $\leq 70/\geq 30$ (OR), $\leq 75/\geq 25$, $\leq 80/\geq 20$ (WA) 2. Abundance based matrix 3. Other/combination
	Allowable Mainstem Commercial Gear	<ol style="list-style-type: none"> 1. Status Quo of 2018 (allow gillnets and alternative gear) 2. Alternative gear only, gillnets prohibited 3. Other/combination
Coho	Sport/Commercial Allocation of Allowable Impacts	<ol style="list-style-type: none"> 1. Status Quo 2. Other
	Allowable Mainstem Commercial Gear	<ol style="list-style-type: none"> 1. Status Quo (tangle nets and alternative gear only) 2. Allow gillnets, tangle nets, and other alternative gear 3. Other
Alternative Gear for Mainstem Commercial Fishing		<ol style="list-style-type: none"> 1. Status Quo (non-concurrent) 2. Provide more tangible incentives to encourage commercial fishermen participation <ol style="list-style-type: none"> a. Impact set-asides, including exploring an impact allowance from the “hatchery H” b. Financial incentives for catch of hatchery fish c. Contracted expert assistance to commercial fishermen d. 5 year commitments for the above incentives 3. Hire a conservation expert to assist in development 4. Consider tributary locations 5. Note: Need to determine where steelhead impacts will come from
Buyback Program for Commercial Fishing Licenses		<ol style="list-style-type: none"> 1. Need to make progress on buyback by prioritizing, planning and budgeting
SAFE Fisheries	SAFE Area enhancements and production	<ol style="list-style-type: none"> 1. Explore new SAFE areas and strategies in Washington 2. Evaluate Coal Creek as identified by OR review 3. Prioritize achievement of target SAFE production goals.
Hatchery Production Goals	Not included in current Policy	<ol style="list-style-type: none"> 1. Continue to produce sufficient hatchery fish for all fisheries 2. Include hatchery production goals in the Policy

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

List of Ideas Matrix – derived from 2018 WA review

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Analysis of Options	Elements of Analysis to be included	<ol style="list-style-type: none"> 1. Include analysis of socio-economic impacts to smaller communities prior to policy document decision-making. This would likely require services of an economist. 2. Include more interface with Regional Recovery Boards prior to policy document decision-making. 3. Include comparisons to pre-2013 Columbia River Policy period.
Language adjustments to the WA Policy C-3620 and/or OR written policy provisions	<ol style="list-style-type: none"> 1. Policy Purpose Statement 2. Conservation Statement/Definition Clarity 3. Adaptive Management Definition Clarity 	<ol style="list-style-type: none"> 1. Need policy decisions on draft alternatives for language changes for these, if any.
Other	Limitation on Sport Fishery Guide Licenses/Impacts	<ol style="list-style-type: none"> 1. Status Quo 2. OR limits guides to match WA 3. WA relaxes restriction to match OR 4. Set guide license limits to 2012 levels 5. Fishery regulations 6. Other

Joint-State Columbia River Fishery Policy Review Committee

January 17, 2019

10am to 5pm

Location: ODFW Office, Salem Oregon

Meeting Summary Notes and Decisions

ATTENDANCE:

Holly Akenson – ODFW Commissioner
Bruce Buckmaster – ODFW Commissioner
Bob Webber – ODFW Commissioner
Curt Melcher – ODFW Director
Michelle Tate – ODFW Staff
April Mack – ODFW Staff
Ed Bowles – ODFW Staff
Chris Kern – ODFW Staff
Tucker Jones – ODFW Staff
John North – ODFW Staff

David Graybill – WDFW Commissioner
Bob Kehoe – WDFW Commissioner
Don Mclsaac – WDFW Commissioner
Ron Warren – WDFW Staff
Bill Tweit – WDFW Staff
Ryan Lothrop – WDFW Staff
Cindy LeFleur – WDFW Staff
Myrtice Dobler – WDFW Staff

NOTES:

See meeting agenda, attached.

Agenda Item 2: Procedural Matters

2a: Conducting the meetings

- Commissioner Don Mclsaac (WA) was elected Chair
- Meeting to be conducted in accordance with standard Roberts Rules of Order
- All meetings are to be open to the public
- Public Comment: These meetings won't have regular public comment, as the formal Commission meetings do.
- There will be no formal minutes written for the PRC meetings, but summary notes to include and key progress decisions and recommendations by the RRC or a PRC will be prepared in writing
- The summary notes and decisions document will be drafted by staff with consultation with the Chair and circulated to PRC Commissioners for approval.
- Reaching a committee recommendation
 - While no decisions binding to either full Commission can be made by the PRC, decisions of the PRC will strive to make a recommendation that can be taken back to the full Commissions
 - Recommendations made by the committee will be transcribed by staff and approved by the PRC as part of the summary notes process

2b: Use of Fishery Advisors

- There will be no appointment of fishing industry or participant advisors, but fishery experts may be called on situationally as desired by the PRC

2c: Future meeting schedule and process.

- The overarching goal is to achieve concurrent policies and regulations for 2019 and beyond
 - First step: Focus on the 2019 season, to have concurrency prior to the start of the North of Falcon process in mid-March
 - Secondary priority: continue the dialogue on the long term beyond 2019 and make this the primary focus after mid-March
- Next meeting scheduling
 - When and where
 - Feb 6th @ WDFW, Ridgefield, 9am-5pm
 - Feb 26th @ ODFW, Salem, 10am-5pm
 - March 14th @ WDFW, Ridgefield, 10am-5pm
- A detailed schedule and process document should be developed for PRC review at the next PRC meeting

Agenda Item 3: Policy and Regulatory Concurrency in 2019

3a: Initial review of issues identified at the November 1 joint Commission meeting.

- **3a iii: Discussion of issues, next steps and staff tasking for next PRC meeting.**
 - The following criteria that should guide PRC decision-making on 2019 concurrency (from current WA Policy):
 - Maintain or enhance the economic well-being and stability of both the sport and commercial fishing industries
 - As referenced in original WA Policy language, use ex-vessel values and angler trips, in comparison to the period prior to 2013
 - Meet conservation goals for salmon and steelhead
 - Promote orderly fisheries (concurrent rules)
 - Committee Members agreed that it would be best to not return to non-concurrence after 2019.
 - Four options were identified for further staff analysis and review and the next PRC meeting:
 - i. Option 1: Transition Period Rules
 - allowance of fisheries under the allocation and gear type measures in the policy during the Transition Period years. Include the following and any others appropriate to the Transition Period.
 - 70/30 spring Chinook – tangle nets ok in mainstem
 - 70/30 summer Chinook – gill nets ok in mainstem
 - 70/30 fall Chinook – gill nets ok in mainstem
 - ii. Option 2: Approximately 2018 Status Quo
 - 80/20 spring Chinook with no mainstem commercial fishery. Unused impacts go to escapement
 - 2018 regulations for summer and fall Chinook

iii. Option 3: No Economic Loss from Base Period

- Describe allocations and gear types that provide for no economic loss to the commercial fishery across a full season (not by individual season/fishery) – (base period identified as the 2010-2012 average values)

iv. Option 4: Other Option Identified by Staff

The PRC agreed that staff could present additional approaches if applicable.

Agenda Item 4: Policy and Regulatory Concurrency 2020 and beyond

4b: Initial review of List of Ideas Matrix (handout), if possible and appropriate.

- **4b i: Discussion of issues, next steps and staff tasking for upcoming PRC meeting.**
 - For the upriver/downriver allocation of spring chinook within the sport fishery allocation, include in the listing of ideas the ideas received from the eastside stakeholders to the WFWC; for example, the “payback” options
 - For the commercial fishery license buyback program option, the PRC will need to identify and list program goals for further analysis
 - Provide example of 2010-era spring Chinook Willamette/Upriver allocation matrix (note, differences existed between WA and OR allocation policy on this matrix)

Agenda Item 5: Conclusion

5a: Review of expectations for next and future meetings.

- Staff Assignments
 - Send around draft meeting summary notes to PRC members very soon
 - Prepare a descriptive narrative of the four options described for 2019 above and analysis that PRC members should consider at the next meeting towards a goal of making progress towards a single recommendation
 - Prepare a draft schedule and process document for PRC activities, for review at the next PRC meeting
 - Provide materials for next meeting by ~February 1
- Expectations for next meeting
 - The PRC will focus first on 2019 issues, including the review the staff analysis of the four options above and further discussion of voluntary barbless hooks and the status of the Youngs Bay fishing closure sanctuary.
 - The PRC will continue dialogue on a long-term policy, as a secondary focus.