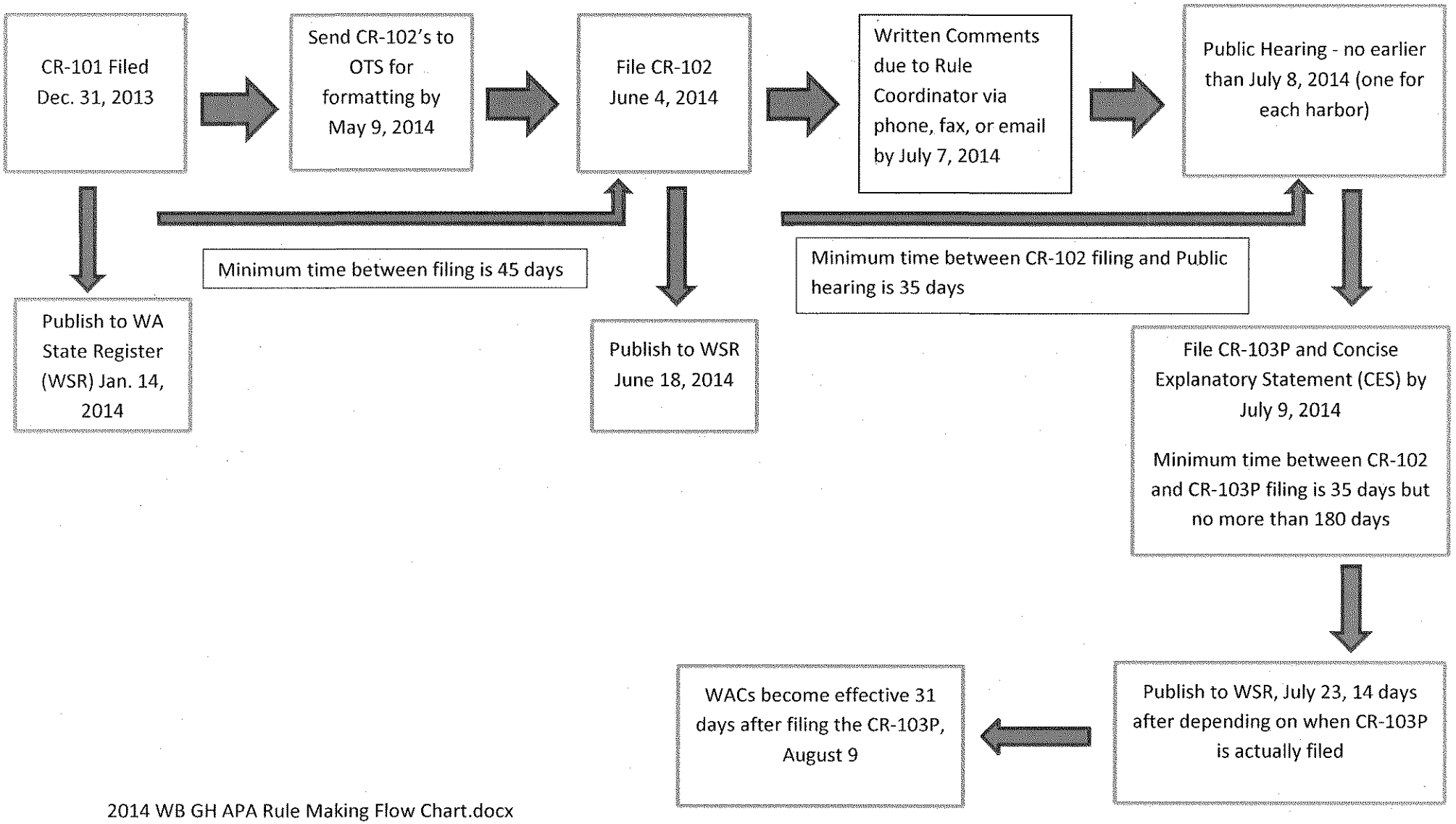
2014 Willapa Bay and Grays Harbor APA Rule Making Process



2014 - North of Falcon (NOF) and Grays Harbor and Willapa Bay Advisors Meeting Schedule

Area	Date/Location	AGENDA
Grays Harbor Advisors (public comment at end)	March 4th Grays Harbor Advisors from 5:30 pm to 7:00 pm. Montesano DFW Office	Advisory Group function APA Process Review Pre-season forecasts Management Objectives Meeting Coordination Public Comment
Willapa Bay Advisors (public comment at end)	March 4th Willapa Bay Advisors from 7:00 pm to 8:30 pm. Montesano DFW Office	Advisory Group function APA Process Review Pre-season forecasts Management Objectives Meeting Coordination Public Comment
Grays Harbor Advisors (public comment at end)	March 14th 6 pm to 9 pm Montesano DFW Office	APA Process Review Forecast Management Objectives Policy Implementation Fishery suggestions Public Comment
Grays Harbor NOF Public Workshop #1 (APA record testimony to immediately follow)	March 19th 6 pm to 8 pm Montesano City Hall	APA Process Review Forecast Management Objectives Policy Implementation Fishery suggestions
Grays Harbor Testimony For APA record	March 19th 8 pm to 9 pm Montesano City Hall	Individuals will be provided up to 3 minutes to go on the record relative to Grays Harbor Rule Making (Fishery Seasons Development)
Willapa Bay Advisors (public comment at end)	March 21st 6 pm to 9 pm Montesano Timberland Library 125 S Main St, Montesano, WA 98563	APA Process Review Forecast Management Objectives Policy Implementation Fishery suggestions Public Comment
Willapa Bay NOF Public Workshop #1 (APA record testimony to immediately follow)	March 25th 6 pm to 8 pm Raymond Elks	APA Process Review Forecast Management Objectives Management Plan Implementation Fishery suggestions

Willapa Bay Testimony For APA record	March 25th[th] 8 pm to 9 pm Raymond Elks	Individuals will be provided up to 3 minutes to go on the record relative to Grays Harbor Rule Making (Fishery Seasons Development)
Grays Harbor NOF Public Workshop #2 (APA record testimony to immediately follow)	April 4[th] 9 am to Noon NRB Room 172	APA Process Review Forecast Management Objectives Policy Implementation Fishery suggestions Fishery Structure
Grays Harbor Testimony For APA record	April 4[th] Noon to 1 pm NRB Room 172	Individuals will be provided up to 3 minutes to go on the record relative to Grays Harbor Rule Making (Fishery Seasons Development)
Willapa Bay NOF Public Workshop #2 (APA record testimony to immediately follow)	April 4[th] 1 pm to 3:30 pm NRB Room 172	APA Process Review Forecast Management Objectives Management Plan Implementation Fishery suggestions Fishery Structure
Willapa Bay Testimony For APA record	April 4th 3:30 pm to 4:30 NRB Room 172	Individuals will be provided up to 3 minutes to go on the record relative to Willapa Bay Rule Making (Fishery Seasons Development)

2014North of Falcon
APA Process Recreational and Commercial Fisheries

CR 101	Filed January 2, 2014
Preseason Forecast and Management Objectives Initiate Solicitation of Public input on fishery options	March 3r, 2014
PFMC Ocean Options Developed Sacramento, CA http://wdfw.wa.gov/fishing/northfalcon/	March 8 – 13, 2014
Continue to Solicit Public input on fishery options	March 13 – April 4, 2014
Final PFMC meeting for fishery completion Vancouver, WA http://wdfw.wa.gov/fishing/northfalcon/	April 5 – 10, 2014
CR 102 to Order Typing Services (OTS)	May 9, 2014
Written comments notice of CR 102	???
CR 102 Filing	June 4, 2014
Closing Written comment period CR 102	???
Public Hearing	July 8, 2014
CR 103 and Concise Explanatory Statement (CES)	July 9, 2014 (no sooner that this date)[1]
Effective Date	August 9, 2014

OTS is a cooperative effort between the office of the code reviser and state rule-making agencies to prepare new, amendatory, and repealed rules.

[1] With the public hearing the day prior we must be certain that due consideration was given in the CES See RCW 34.05.325 for specific language. http://apps.leg.wa.gov/rcw/default.aspx?cite=34.05.325

March 2, 2014

FISH AND WILDLIFE COMMISSION
POLICY DECISION

POLICY TITLE: 2013-2014 North of Falcon **POLICY NUMBER: C-3608**

Supersedes: C-3608, 2011-2012

Effective Date: February 8, 2013
Termination Date: December 31, 2014

See Also: Policy C-3001
Policy C-3620

Approved by: Miranda Weeks Chair
Washington Fish and Wildlife Commission, 02/08/2013

North of Falcon Policy

This Policy will guide Department staff in considering conservation, allocation, in-season management, and monitoring issues associated with the annual salmon fishery planning process known as "North of Falcon." When considering management issues, Department staff will ensure that decisions are made consistent with: the Department's statutory authority; *U.S. v. Washington*; *U.S. v. Oregon*; the Endangered Species Act; the Puget Sound Chinook Harvest Management Plan; the Pacific Salmon Treaty; the Pacific Fishery Management Council's Framework Salmon Management Plan; pertinent state/tribal agreements; and the applicable Fish and Wildlife Commission policies.

The Department will implement this Policy consistent with the purposes and intended outcomes described in the 21st Century Salmon and Steelhead Planning Project including:

- Salmon and steelhead will be managed to recover and assure sustainability in a way that is science-based, well-documented, transparent, well-communicated, and accountable.

- Fisheries will be managed to meet or exceed ESA, recovery, and conservation goals; and harvest management measures will protect and promote the long-term well-being of the commercial and recreational fisheries.

Fishery Management

General

- On a statewide basis, fishing opportunities will be provided when they can be directed at healthy wild and hatchery stocks.
- Selective fishing methods and gears that maximize fishing opportunity and minimize impacts on depressed stocks will be utilized to the fullest extent possible taking into consideration legal constraints on implementation and budgetary limits associated with required sampling, monitoring and enforcement programs.
- When assessed from a statewide perspective, fishing directed at chinook, coho, pink, sockeye, or chum salmon will not be exclusively reserved for either sport or commercial users.
- When managing sport fisheries, meaningful recreational fishing opportunities will be distributed equitably across fishing areas and reflect the diverse interests of fishers, including retention and catch and release fisheries.
- The Department will seek non-treaty fishing access to unutilized portions of treaty harvest allocations through the implementation of pre-season agreements, taking into consideration changes in abundance, fishery conflicts, and factors that may influence attainment of spawning escapement objectives.

Sockeye, Chum, and Pink Salmon

- For fisheries directed at Fraser River-origin chum, pink, and sockeye stocks, the majority of harvest will be provided to the commercial fisheries.
- For fisheries directed at harvestable Puget Sound-origin chum stocks, the majority of harvest will be provided to the commercial fisheries.
- For fisheries directed at Lake Washington sockeye, the first 200,000 non-treaty harvest will be provided to recreational fishers. If the allowable non-treaty harvest is greater than 200,000, commercial harvest directed at this stock may be considered.
- For fisheries directed at harvestable Puget Sound origin pink salmon, seasons will be established that provide meaningful opportunities for both recreational and commercial fisheries while minimizing gear and other fishery conflicts.

Chinook and Coho Salmon

- The Puget Sound harvest management objectives for chinook and coho stocks, in priority order, are to: (1) provide meaningful recreational fishing opportunities; and (2) identify and provide opportunities for commercial harvest. When managing sport fisheries in this region, recreational opportunities will be distributed equitably across fishing areas, considering factors such as: the uniqueness of each area; the availability of opportunities for various species in each area throughout the season; the desire to provide high levels of total recreational opportunity; and the biological impacts.
- Grays Harbor harvest management objectives shall include opportunities for both the recreational and commercial fisheries.
- The Fish and Wildlife Commission's policy on Columbia River Salmon Management (POL-C3620) shall guide pre-season and in-season planning of Columbia River salmon fisheries. Columbia River harvest management regimes shall be developed in cooperation with Oregon Department of Fish and Wildlife representatives.
- Willapa Bay harvest management shall be consistent with Willapa Bay Framework management objectives. The following general intent shall apply: Willapa Bay harvest management objectives shall include meaningful opportunities for both recreational and commercial fisheries.
- Pacific Ocean harvest shall be managed consistent with the Pacific Fishery Management Council's Framework Salmon Management Plan and the National Standards that provide for fair and equitable allocation of fishing privileges among various fishers.

In-Season Management

- When in-season management actions are taken, they will be implemented in a manner that is consistent with pre-season conservation and harvest management objectives, and the fishery intent developed through the North of Falcon process.

Monitoring, Sampling and Enforcement

- Monitoring, sampling and enforcement programs will be provided to account for species and population impacts of all fisheries and to ensure compliance with state regulations.
- Fishery participants will be required to comply with fishery monitoring and evaluation programs designed to account for species and population impacts.

Gear and Fishery Conflicts

- Recreational and commercial fisheries shall be structured to minimize gear and other fishery conflicts. Unanticipated fishery interaction issues identified in-season, including conflicts with

fisheries directed at other species, shall be resolved by involving the appropriate sport and commercial representatives in a dispute resolution process managed by Department staff.

Incidental Mortalities

- The Department will manage fisheries to minimize mortalities on non-target species (e.g. rockfish, sea birds, etc.). Management regimes will include strategies to limit seabird mortalities consistent with the federal Migratory Bird Treaty Act.

Communications

- The Department shall strive to make ongoing improvements for effective public involvement during the North of Falcon planning process and annual salmon fishery implementation, incorporating the following intents:
    - North of Falcon participants will be included as observers during appropriate state/tribal discussions of fishery issues.
    - all decisions made during the North of Falcon process will be recorded in writing.
    - variety of tools will be used to effectively communicate with the public, to receive input on pre-season planning or in-season fishery issues, and to make available the record of decisions. Such tools will include: recreational and commercial advisory groups; public workshops to address key issues; the WDFW North of Falcon Web site; and in-season tele-conferences.

Other Species

- The Fish and Wildlife Commission's policy on Lower Columbia Sturgeon Management (POL-C3001) shall guide pre-season and in-season planning of Columbia River and coastal sturgeon fisheries and related incidental impacts. Management of Willapa Bay sturgeon fisheries will be further guided by Willapa Bay Framework management objectives.

Delegation of Authority

The Fish and Wildlife Commission delegates the authority to the Director to make harvest agreements with Northwest treaty tribes and other governmental agencies, and adopt permanent and emergency regulations resulting from the agreements made during the annual North of Falcon process.

FISH AND WILDLIFE COMMISSION
POLICY DECISION

POLICY TITLE: **Grays Harbor Basin Salmon Management**

POLICY NUMBER: C-3621

Cancels or
Supercedes: NA

Effective Date: March 1, 2014
Termination Date: December 31, 2023

See Also: Policies C-3608, C-3619

Approved February 8, 2014

by: Miranda Weiker, Chair
Washington Fish and Wildlife Commission

Purpose
The objective of this policy is to advance the conservation and restoration of wild salmon. Where consistent with this conservation objective, the policy also seeks to maintain or enhance the economic well-being and stability of the fishing industry in the state, provide the public with outdoor recreational experiences and a fair distribution of fishing opportunities throughout the Grays Harbor Basin, and improve the technical rigor of fishery management. Enhanced transparency and information sharing are needed to restore and maintain public trust and support for management of Grays Harbor salmon fisheries.

Definition and Intent
This policy sets a general management direction and provides guidance for Washington Department of Fish and Wildlife (Department) management of all Pacific salmon returning to the Grays Harbor Basin. The Grays Harbor Basin is defined as Grays Harbor and its freshwater tributaries.

General Policy Statement
This policy provides a cohesive set of principles and guidance to promote the conservation of wild salmon and steelhead and improve the Department's management of salmon in the Grays Harbor Basin. The Fish and Wildlife Commission (Commission) recognizes that management decisions must be informed by fishery monitoring (biological and economic), and that innovation and adaptive management will be necessary to achieve the stated purpose of this policy. By improving communication, information sharing, and transparency, the Department shall promote improved public support for management of Grays Harbor salmon fisheries.

State commercial and recreational fisheries will need to increasingly focus on the harvest of abundant hatchery fish. Mark-selective fisheries are a tool that permits the harvest of abundant hatchery fish while reducing impacts on wild stocks needing protection. As a general policy, the Department shall implement mark-selective salmon fisheries, unless the wild populations substantially affected by the fishery are meeting

spawner (e.g., escapement goal) and broodstock management objectives. In addition, the Department may consider other management approaches provided they are as or more effective than a mark-selective fishery in achieving spawner and broodstock management objectives.

Fishery and hatchery management measures should be implemented as part of an "all-H" strategy that integrates hatchery, harvest, and habitat systems. Although the policy focuses on fishery management, this policy in no way diminishes the significance of habitat protection and restoration.

In implementing the policy guidelines, the Department will work with the tribes in a manner that is consistent with *U.S. v. Washington* and other applicable state and federal laws and agreements.

Guiding Principles
The Department will apply the following principles in the management of salmon in the Grays Harbor Basin:

1) Promote the conservation and restoration of salmon and steelhead by working with our partners (including Regional Fishery Enhancement Groups and Lead Entities) to protect and restore habitat productivity, implementing hatchery reform, and managing fisheries consistent with conservation objectives.

2) Meet the terms of *U.S. v. Washington* and other federal court orders and promote a strong relationship with the Quinault Indian Nation. Spawning escapement goals, fisheries, and artificial production objectives will be developed and jointly agreed with the Quinault Indian Nation. The Department shall seek agreement with the Quinault Indian Nation to manage fisheries with the intent of meeting the Chinook and coho salmon spawner goals for the Humptulips River and the Chinook and coho spawner goals for the Chehalis River. Agreements between the Department and the Quinault Indian Nation related to salmon in the Grays Harbor Basin shall be made available to the public through the agency web site.

3) The Department will work through the Pacific Salmon Commission to promote the conservation of Grays Harbor salmon and, in a manner consistent with the provisions of the Pacific Salmon Treaty, pursue the implementation of fishery management actions necessary to achieve agreed conservation objectives.

4) Within the Pacific Fishery Management Council (Council) process, the Department will support management measures that promote the attainment of Grays Harbor conservation objectives consistent with the Council's Salmon Fishery Management Plan.

5) In a manner consistent with conservation objectives, seek to enhance the overall economic well-being and stability of Grays Harbor Basin fisheries.

6) When establishing fishery seasons, the Department shall consider the anticipated impact of both Quinault Indian Nation and nontreaty fisheries in the Grays Harbor Basin.

7) In a manner consistent with conservation objectives, fishing opportunities will be fairly distributed across fishing areas and reflect the diverse interests of WDFW-managed fishers.

8) Recreational and WFDW-managed commercial fisheries shall be structured (e.g., schedule, location, gear) to minimize gear and other fishery conflicts. WDFW-managed commercial gillnet fisheries in a fishing area or aggregate area (i.e., Area 2A/2B/2D; or Area 2C) shall be scheduled, if possible, so that in any given calendar week there are a minimum of three consecutive days when no treaty or state-managed commercial fisheries occur. If the treaty fishery occurs 4 or more days in a calendar week, no WDFW-managed commercial fishery shall occur in the remaining days of the week.

9) Monitoring, sampling, and enforcement programs will adequately account for species and population impacts (landed catch and incidental fishing mortality) of all recreational and WDFW-managed commercial fisheries and ensure compliance with state regulations.

10) If it becomes apparent that a scheduled fishery will exceed its preseason catch expectation, and the overage will put at risk the attainment of conservation objectives, the Department shall implement inseason management actions that are projected to enhance the effectiveness of fishery management relative to the attainment of the conservation objectives and impact sharing in the preseason fishery plan.

11) Salmon management will be well documented, transparent, well-communicated, and accountable. The Department shall strive to make ongoing improvements in the transparency of fishery management and for effective public involvement. These shall include: a) clearly describing management objectives in a document available to the public prior to the initiation of the preseason planning process; b) enhancing opportunities for public engagement during the preseason fishery planning process; c) communicating inseason information and management actions to advisors and the public; d) seeking Quinault Indian Nation support for the inclusion of observers in co-management meetings; and e) striving to improve communication with the public regarding co-management issues that are under discussion.

12) The Department shall seek to improve fishery management and technical tools through improved fishery monitoring, the development of new tools, and rigorous assessment of fishery models and parameters.

13) The Department shall explore and pursue options to increase hatchery production in the Grays Harbor Basin in a manner consistent with the Hatchery and Fishery Reform policy (C-3619). These shall include:

    a. The Department shall work with the public and parties to the Wynoochee Settlement Agreement with the goal of submitting to the Federal Energy Regulatory Commission by September 30, 2014 the Wynoochee Dam mitigation plan and initiate spending of the mitigation funds in an expeditious manner thereafter.
    b. The Department shall seek restoration of hatchery funding cut in the Grays Harbor Basin since the 2007-2009 biennium.

14) When a mark-selective fishery occurs, the mark-selective fishery shall be implemented, monitored, and enforced in a manner designed to achieve the anticipated conservation benefits.

Fishery and Species-Specific Guidance
Subject to the provisions of the Adaptive Management section, the following fishery-and species-specific sections describe the presumptive path for achieving conservation objectives and a fair sharing of harvestable fish.

Spring Chinook Salmon
Subject to the adaptive management provisions of this policy, the Department will manage spring Chinook salmon fisheries consistent with the Guiding Principles and the following objectives:

1) Fisheries will be managed with the intent of achieving escapement goals for wild spring Chinook. In no case, shall WDFW-managed fisheries result in an impact of more than 5% of the return when the natural-origin adult return exceeds the spawner objective by less than 10%.

2) Prioritize freshwater recreational fisheries, with an objective of opening freshwater areas no later than May 1.

Fall Chinook Salmon
Subject to the adaptive management provisions of this policy, the Department will manage fall Chinook salmon fisheries consistent with the Guiding Principles and the following objectives:

1) Fisheries will be managed with the intent of achieving escapement goals for wild and hatchery Chinook. In no case, shall WDFW-managed fisheries result in an impact of more than 5% of the return when the natural-origin adult return exceeds the spawner objective by less than 10%.

2) The fishery management objectives for fall Chinook salmon, in priority order, are to:

a) achieve spawner goals;
b) provide meaningful recreational fishing opportunities; and
c) limit commercial fishery impacts to the incidental harvest of fall Chinook during fisheries directed at other species.

3) The following guidelines describe the anticipated sharing of fishery impacts in the Grays Harbor Basin between WDFW-managed commercial, marine recreational, and freshwater recreational fisheries. Variation from these guidelines may occur if it will result in fisheries that more closely achieve the stated purpose of this policy.

a) WDFW-managed commercial fisheries in the Grays Harbor Basin shall have the following impact limits:

Areas 2A, 2B, 2D: the impact rate of the state-managed commercial fishery shall be 0.8% on natural-origin Chehalis fall Chinook when the impact of the recreational fishery is equal to or greater than 4.2%. The impact rate of the WDFW-managed commercial fishery may be less than 0.8% when conservation concerns for natural-origin Chehalis fall Chinook result in a less than 4.2% impact rate in the recreational fishery.

When the terminal run of natural-origin Chehalis fall Chinook reaches an abundance of 18,793, the impact rate of the WDFW-managed commercial fishery shall linearly increase from 0.8% to a maximum of 5.8% at a terminal run of 25,000 natural-origin Chehalis fall Chinook.

Area 2C: the impact rate of the state-managed commercial fishery shall be 1.2% on natural-origin Humptulips fall Chinook when the impact of the recreational fishery is equal to or greater than 3.8%. The impact rate of the WDFW-managed commercial fishery may be less than 1.2% when conservation concerns for Humptulips natural-origin fall Chinook result in a less than 3.8% impact rate in the recreational fishery.

When the terminal run of natural-origin Humptulips fall Chinook reaches an abundance of 3,779, the impact rate of the WDFW-managed commercial fishery shall linearly increase from 1.2% to a maximum of 5.4% at a run of 4,070 natural-origin Humptulips fall Chinook.

b) Chehalis Fall Chinook. Fisheries shall be developed with the intent of achieving the following sharing of impacts within the recreational fishing sector:

Run Size	% to Freshwater	% to Area 2-2
Small [1]	73%	27%
Large	52%	48%

c) Humptulips Fall Chinook. Fisheries shall be developed with the intent of achieving the following sharing of impacts within the recreational fishing sector:

Run Size	% to Freshwater	% to Area 2-2
Small	78%	22%
Large	63%	37%

Coho Salmon

Subject to the adaptive management provisions of this policy, the Department will manage coho salmon fisheries consistent with the Guiding Principles and the following objectives:

1) Fisheries will be managed with the intent of achieving escapement goals for wild and hatchery coho salmon. In no case, shall WDFW-managed fisheries result in an impact of more than 5% of the return when the natural-origin adult return exceeds the spawner objective by less than 10%.

2) The following guidelines describe the anticipated sharing of fishery impacts in the Grays Harbor Basin between marine recreational and freshwater recreational fisheries. Variation from these guidelines may occur if it will result in fisheries that more closely achieve the stated purpose of this policy.

a) Chehalis Coho. Fisheries shall be developed with the intent of achieving the following sharing of impacts within the recreational fishing sector:

Run Size	% to Freshwater	% to Area 2-2
Small	73%	27%
Large	55%	45%

b) Humptulips Coho. Fisheries shall be developed with the intent of achieving the following sharing of impacts within the recreational fishing sector:

Run Size	% to Freshwater	% to Area 2-2
Small	82%	18%
Large	66%	34%

[1] A small run is defined as a run size less than 110% of the spawner goal. A large run is defined as more than 182% of the spawner goal for fall Chinook salmon and more than 156% of the spawner goal for coho and chum salmon.

Chum Salmon
Subject to the adaptive management provisions of this policy, the Department will manage chum salmon fisheries consistent with the Guiding Principles and the following objectives:

1) Fisheries will be managed with the intent of achieving escapement goals for wild and hatchery chum salmon. In no case, shall WDFW-managed fisheries result in an impact of more than 5% of the return when the natural-origin adult return exceeds the spawner objective by less than 10%.

2) No fisheries directed at chum salmon shall occur unless the adult coho salmon return exceeds spawner objectives, or if coho salmon impacts remain after coho and Chinook salmon fisheries.

3) The following guidelines describe the anticipated sharing of fishery impacts between marine recreational and freshwater recreational fisheries. Variation from these guidelines may occur if it will result in fisheries that more closely achieve the stated purpose of this policy.

    a) Fisheries shall be developed with the intent of achieving the following sharing of impacts within the recreational fishing sector:

Run Size	% to Freshwater	% to Area 2-2
Small	>98%	≤2%
Large	>98%	≤2%

Adaptive Management
The Commission recognizes that adaptive management will be essential to achieve the purpose of this policy. Department staff may implement actions to manage adaptively to achieve the objectives of this policy and will coordinate with the Commission, as needed, in order to implement corrective actions. Components of the adaptive management will be shared with the public through the agency web site and will include the following elements:

1) Annual Fishery Management Review. The Department shall annually evaluate fishery management tools and parameters and identify improvements as necessary to accurately predict fishery performance and escapement.

    As a component of the annual fishery management review, the Department shall assess if spawner goals were achieved for Chehalis spring Chinook, Chehalis fall Chinook, Humptulips fall Chinook, Chehalis coho, Humptulips coho, and Grays Harbor chum salmon. If the number of natural-origin spawners was less than the goal in 3 out of the last 5 years (beginning in 2009), the Department shall implement the following measures:

a) The predicted fishery impact for that stock in WDFW-managed fisheries in the Grays Harbor Basin will not exceed 5% of the adult return to Grays Harbor; and

b) If a spawner goal for fall Chinook salmon is not achieved, the Grays Harbor control zone[2] off of the mouth of Grays Harbor will be implemented no later than the second Monday in August and continue until the end of September.

2) Inseason Management. The Department shall develop, evaluate, and implement fishery management models, procedures, and management measures that are projected to enhance the effectiveness of fishery management relative to management based on preseason predictions.

3) Spawner Goals. The Department shall review spawner goals to ensure that they reflect the current productivity of salmon. The review shall be initiated with Chinook salmon in 2014.

   To promote improved management of chum salmon, the Department shall include in the 2015 annual review an evaluation of options to improve chum salmon stock assessments. The Department shall subsequently initiate in 2015 a review of the spawner goal for chum salmon.

Delegation of Authority
The Commission delegates the authority to the Director, through the North of Falcon stakeholder consultation process, to set seasons for recreational and WDFW-managed commercial fisheries in Grays Harbor, to adopt permanent and emergency regulations to implement these fisheries, and to make harvest agreements with treaty tribes and other government agencies.

[2] The Grays Harbor control zone is defined as an area at the entrance to Grays Harbor bounded by a line from the lighthouse 1 mile south of the south jetty to buoy #2 to buoy #3 to the tip of the north jetty to the tip of the exposed end of the south jetty.

FISH AND WILDLIFE COMMISSION
POLICY DECISION

POLICY TITLE: Washington Department of Fish and Wildlife Hatchery and Fishery Reform **POLICY NUMBER: C-3619**

Effective Date: November 6, 2009

Supersedes: N/A

See Also:

Approved by Miranda Wecker, Chair
Washington Fish and Wildlife Commission

Purpose

The purpose of this Washington Department of Fish and Wildlife policy is to advance the conservation and recovery of wild salmon and steelhead by promoting and guiding the implementation of hatchery reform.

Definition and Intent

Hatchery reform is the scientific and systematic redesign of hatchery programs to help recover wild salmon and steelhead and support sustainable fisheries. The intent of hatchery reform is to improve hatchery effectiveness, ensure compatibility between hatchery production and salmon recovery plans and rebuilding programs, and support sustainable fisheries.

General Policy Statement

The Washington Department of Fish and Wildlife (Department) shall promote the conservation and recovery of wild salmon and steelhead and provide fishery-related benefits by establishing clear goals for each state hatchery, conducting scientifically defensible-operations, and using informed decision making to improve management. Furthermore, it is recognized that many state operated hatcheries are subject to provisions under U.S. v. Washington and U.S. v. Oregon and that hatchery reform actions must be done in close coordination with tribal co-managers.

Artificial production programs will be designated as one of the following:

- Conservation Programs. Artificial production programs implemented with a conservation objective shall have a net aggregate benefit for the diversity, spatial structure, productivity, and abundance of the target wild population.

- Harvest Programs. Artificial production programs implemented to enhance harvest opportunities shall provide fishery benefits while allowing watershed-specific goals for the diversity, spatial structure, productivity, and abundance of wild populations to be met.

State commercial and recreational fisheries will need to increasingly focus on the

harvest of abundant hatchery fish. As a general policy, the Department shall implement mark-selective salmon and steelhead fisheries, unless the wild populations substantially affected by the fishery are meeting spawner and broodstock management objectives.

In addition, the Department may consider other management approaches provided they are as or more effective than a mark selective fishery in achieving spawner and broodstock management objectives.

Hatchery reform should be implemented as part of an "all-H" strategy that integrates hatchery, harvest, and habitat actions. Although this policy focuses on hatchery and harvest reform, in no way does it diminish the significance of habitat protection and restoration.

In implementing the policy guidelines the Department shall work with the tribes in a manner that is consistent with U.S. v. Washington and U.S. v. Oregon and other applicable state laws and agreements or federal laws and agreements.

Policy Guidelines

1. Use the principles, standards, and recommendations of the Hatchery Scientific Review Group (HSRG) to guide the management of hatcheries operated by the Department. In particular, promote the achievement of hatchery goals through adaptive management based on a structured monitoring, evaluation, and research program.

2. The Department will prioritize and implement improved broodstock management (including selective removal of hatchery fish) to reduce the genetic and ecological impacts of hatchery fish and improve the fitness and viability of natural production working toward a goal of achieving the HSRG broodstock standards for 100% of the hatchery programs by 2015.

3. Develop watershed-specific action plans that systematically implement hatchery reform as part of a comprehensive, integrated (All-H) strategy for meeting conservation and harvest goals at the watershed and Evolutionarily Significant Unit (ESU)/Distinct Population Segment (DPS) levels. Action Plans will include development of stock (watershed) specific population designations and application of HSRG broodstock management standards. In addition, plans will include a time-line for implementation, strategies for funding, estimated costs including updates to cost figures each biennium.

4. Externally mark all Chinook, coho and steelhead artificial production that is intended to be used for harvest except as modified by state-tribal agreements or for conservation or research needs.

5. Secure necessary funding to ensure that Department-operated hatchery facilities comply with environmental regulations for passage facilities, water intake screening, and pollutant control systems.

6. Implement hatchery reform actions on a schedule that meets or exceeds the benchmarks identified in the 21st Century Salmon and Steelhead Framework.
7. Provide an annual report to the Fish and Wildlife Commission on progress of implementation.

8. Develop, promote and implement alternative fishing gear to maximize catch of hatchery-origin fish with minimal mortality to native salmon and steelhead.

9. Seek funding from all potential sources to implement hatchery reform and selective fisheries.

10. Define "full implementation" of state-managed mark selective recreational and commercial fisheries and develop an implementation schedule.

11. Work with tribal co-managers to establish network of Wild Salmonid Management Zones (WSMZ)1 across the state where wild stocks are largely protected from the effects of same species hatchery programs. The Department will have a goal of establishing at least one WSMZ for each species in each major population group (bio-geographical region, strata) in each ESU/DPS. Each stock selected for inclusion in the WSMZ must be sufficiently abundant and productive to be self-sustaining in the future. Fisheries can be conducted in WSMZ if wild stock management objectives are met as well as any necessary federal ESA determinations are received.

1 Wild Salmonid Management Zone is equal in meaning and application to the term of 'Wild Stock Gene Bank' as used and defined in the Statewide Steelhead Management Plan.

2014 GRAYS HARBOR FISHERY MANAGEMENT OBJECTIVES

GRAYS HARBOR BASIN SALMON MANAGEMENT POLICY KEY ELEMENTS

- Fisheries will be managed with the intent of achieving escapement goals for natural origin salmon.
- WDFW-managed commercial gillnet fisheries in a fishing area or aggregate area (i.e., Area 2A/2B/2D; or Area 2C) shall be scheduled, if possible, so that in any given calendar week there are a minimum of three consecutive days when no treaty or state-managed commercial fisheries occur.
- If it becomes apparent that a scheduled fishery will exceed its preseason catch expectation, and the overage will put at risk the attainment of conservation objectives, the Department shall implement in-season management actions that are projected to enhance the effectiveness of fishery management relative to the attainment of the conservation objectives and impact sharing in the preseason fishery plan.

Spring Chinook Salmon

- Prioritize freshwater recreational fisheries, with an objective of opening freshwater areas no later than May 1.

Fall Chinook Salmon

- The fishery management objectives for fall Chinook salmon, in priority order, are to:
  - achieve spawner goals;
  - provide meaningful recreational fishing opportunities; and
  - limit commercial fishery impacts to the incidental harvest of fall Chinook during fisheries directed at other species
- For Chehalis natural-origin Chinook, the predicted fishery impact in WDFW-managed fisheries will not exceed 5% of the adult return to Grays Harbor because the number of natural-origin spawners was less than the goal in 3 out of the last 5 years.
- WDFW-managed commercial fisheries in the Grays Harbor Basin shall have the following impact limits:
  - Areas 2A, 2B, 2D: the impact rate of the state-managed commercial fishery shall be 0.8% or less on natural-origin Chehalis fall Chinook
  - Area 2C: the impact rate of the state-managed commercial fishery shall be 5.4% or less on natural-origin Humptulips fall Chinook.
- Grays Harbor control zone off of the mouth of Grays Harbor will be implemented no later than the second Monday in August and continue until the end of September.
- **Chehalis Fall Chinook**. Recreational fishing sector impacts allocated to Area 2.2 will be between 27 and 48% of the total recreational impacts.
- **Humptulips Fall Chinook**. Recreational fishing sector impacts allocated to Area 2.2 will be 37% of the total recreational impacts.

Coho Salmon

- **Chehalis Coho**. Recreational fishing sector impacts allocated to Area 2.2 will be 45% of the total recreational impacts.
- **Humptulips Coho**.

- For Humptulips natural-origin coho, the predicted fishery impact in WDFW-managed fisheries will not exceed 5% of the adult return to Grays Harbor because the number of natural-origin spawners was less than the goal in 3 out of the last 5 years.
- Recreational fishing sector impacts allocated to Area 2.2 will be between 18 and 34% of the total recreational impacts.

Chum Salmon

- No fisheries directed at chum salmon shall occur unless the adult coho salmon return exceeds spawner objectives, or if coho salmon impacts remain after coho and Chinook salmon fisheries.
- Recreational fishing sector impacts allocated to Area 2.2 will be 2% or less of the total recreational impacts.

PAST PERFORMANCE

	Natural Origin Escapement (Preliminary and subject to revision)				
Year	Chehalis Chinook	Humptulips Chinook	Chehalis Coho	Humptulips Coho	Grays Harbor Chum
2008	--	--	30,968	192	
2009	6,655	2,187	63,543	1,703	15,216
2010	10,925	5,418	83,412	4,410	34,644
2011	14,533	4,174	58,102	4,460	30,101
2012	9,293	3,753	63,869	1,220	27,876
2013	8,771	2,641			22,519
Goal	12,364	2,236	28,506	6,894	21,000
Exceeded 3 of 5	NO	YES	YES	NO	YES

Shaded values exceed Goal

HATCHERY SALMON ESCAPEMENT OBJECTIVES:

- Manage fisheries to achieve hatchery broodstock collection goals, as identified in the Future Brood Document.
  - Hatchery Chinook;
    - Satsop Springs – an estimated 425 adults to achieve a release goal of 500,000 juveniles
    - Humptulips River – an estimated 425 adults to achieve a release goal of 500,000 juveniles
  - Hatchery Coho;
    - Chehalis River – an estimated 1,540 adults to achieve a release goal of 1,400,000 yearlings
    - Humptulips River – an estimated 550 adults to achieve a release goal of 500,000 of yearlings
  - Hatchery Chum;
    - Bingham, Satsop Springs, and Mayor Brother (Wishkah) facilities – an estimated 500 adults to achieve a release goal of 500,000 juveniles for on-station release.

STURGEON: Closed due to conservation concerns.

FORECASTS:

Forecast for salmon returning to Grays Harbor during 2014-15 season:

2014 Forecast

	Natural origin	Hatchery
Chinook		
Chehalis	16,876	744
Humptulips	6,959	1,479
Coho		
Chehalis	93,145	46,405
Humptulips	7,413	15,679
Chum	44,670	3,003

Review of Release Mortality – Preliminary Finding of the IFSP

Question 1.

Table 1. ISFP recommended release mortality rates, "Fish Friendly" scenario.

	TANGLE NET	GILLNET large mesh	GILLNET small mesh
Columbia studies			
Immediate survival	99%	99%	99%
Long-term survival	80%	53%	57%
Post release survival	81%	53%	58%
Willapa (and Grays Harbor by inference) all time periods; all locations			
Immediate survival	95%	84%[1]	84%
"Actual Practice" survival adjustment	100%	100%	100%
Post release survival	81%	53%[2]	58%[2]
Long-term survival	77%	45%	50%
Long-term mortality	**22%**	**55%**	**51%**

Assumptions and conclusions:

1. Weighted averages for immediate and long-term survival rates were calculated using 1/SE as the weighting factor (1/SE) for each estimate.
2. We assumed that post release mortalities in the Willapa Bay/Grays Harbor fisheries are the same as those estimated for the Columbia River studies. Data were insufficient to conclude otherwise.
3. We found no significant difference in immediate mortality between small and large mesh studies due to lack of data.
4. Estimates in Table 1 are likely to be minimum estimates of mortality rates in the actual fisheries. They are based on mortality rates associated with researchers utilizing short soak times, gentle handling, and appropriate use of recovery boxes; thus they assume perfect compliance with "fish-friendly" techniques.
5. These estimates are based on immediate and delayed mortality studies for Chinook salmon. We are still considering how these rates should be applied to non-retention of chum salmon.

[1] Assumes large and small mesh are the same for gillnets

[2] Assumed to be the same as in the Columbia River studies

Question 2.

Evidence presented to the panels indicate that Fish Friendly handling procedures may, or perhaps cannot, always be followed; consequently release mortalities will be higher in actual practice. The "Actual Practices" factor in Table 2 below is used to capture a) evidence of deviations from techniques used in research studies, and b) qualitative information regarding the possible impacts of different environmental conditions in Willapa Bay and Grays Harbor relative to Columbia River conditions.

The adjustments used in Table 2 are the Panel's preliminary recommendations for these rates, but are under continuing evaluation.

Table 2. IFSP recommendations for actual practice scenario.

	TANGLE NET	GILLNET large mesh	GILLNET small mesh
Columbia studies			
Immediate survival	99%	99%	99%
Long-term survival	80%	52%	57%
Post release survival	81%	53%	58%
Willapa (and Grays Harbor by inference) all time periods			
Immediate survival	95%	84%[3]	84%
"Actual Practice survival adjustment "	90%	80%	80%
Post release survival	81%	53%[4]	58%2
Long-term survival	70%	36%	39%
Long-term mortality	**30%**	**64%**	**61%**

[3] Assumes large and small mesh are the same for gillnets

[4] Assumed to be the same as in the Columbia River studies

Question 3.

Factors contributing to differences between study conditions and actual practice.

o

1. Evidence was presented to the Panel that at least in some instances, fishery operations do not fully comply with the fish-friendly prescriptions for non-retention mortality. This evidence included submitted statements, video documentation, and testimony at the workshop. Reported deviations from fish-friendly operations included longer soak times, rough handling and handling fish by gills, non-functioning recovery tanks, and underuse of recovery tanks.

2. Enforcement personnel have issued citations for non-compliance.

3. At high catch rates of target species, soak times will increase due to the time it takes to work the net; as soak time increases, so does mortality (Buchanan et al. 2002). The Panel also understands that soak times can increase when fishers need to remove grass from their nets.

4. Recovery tanks will become over-crowded if encounter rates of salmon that must be released, e.g. wild Chinook and chum salmon, are high.

5. Testimony and presentations from commercial fishermen asserted high compliance by a large majority of the fleet and an understanding of the necessity and value of compliance.

6. Observer data indicate that soak times are shorter than those that were used historically or required by regulation (45 minutes) and that mandated recovery tanks are utilized by the fleet, indicating that there is some degree of compliance with the regulations.

VII c.

FRAM/TAMM fishery-related mortality rates for Chinook salmon used for Southern U.S. fisheries, and proposed for 2014 pre-season modeling.

Fishery: (designated by area, user group, and/or gear type)	Fishery Type	Comments	"Shaker" Release Mortality	"Adult" Release Mortality	"Other" Mortality[a]
PFMC Ocean Recreational[e]	Retention	N Point Arena	14.0%	n.a.	5.0%
	MSF	N Point Arena	14.0%	14.0%	5.0%
	Retention	N Point Arena	14.0%	14.0%	5.0%
	Retention	S Point Arena	23.0%[g]	n.a.	5.0%
PFMC Ocean Troll	Retention	barbless	25.5%	n.a.	5.0%
Area 5,6,7 T-Troll	Retention	barbless	25.5%	n.a.	5.0%
Puget Sound (PS) Recreational[f]	Retention	barbless	20.0%	n.a.	5.0%
	MSF	barbless	20.0%	10.0%	5.0%
	Non-Retention	barbless	20.0%	10.0% [b]	5.0% [b]
Buoy 10 Recreational	not modeled within FRAM		n.a.	n.a.	n.a.
Commercial Net					
PS Areas 4B,5,6,6C	PT[d] GN, SN		n.a.	n.a.	3.0%
WA Coastal & Col R. Net	PT[d] GN, SN		n.a.	n.a.	3.0%
PS Areas 6A,7,7A	PT[d] GN, SN, Purse S		n.a.	n.a.	1.0%
NT PS Areas: 6B,9,12,12B,12C	PT[d] GN, SN, Purse S		n.a.	n.a.	1.0%
T PS Areas:7B,7C,7D	PT[d] GN, SN, Purse S		n.a.	n.a.	1.0%
All other PS marine net	Terminal GN, SN		n.a.	n.a.	2.0%
PS Purse Seine	Non-Retention	immature	n.a.	45.0% [b]	0.0%
	Non-Retention	mature	n.a.	33.0% [b]	0.0%
PS Reef Net, Beach Seine	Non-Retention		n.a.	5% [h]	n.a.
Freshwater Net			n.a.	n.a.	n.a.
Tangle Net	MSF	mature	n.a.	40 to 52% [i]	n.a.
Freshwater Recreational	Retention		n.a.	n.a.	n.a.
	MSF	TAMM	n.a.	10.0% [b]	n.a.
	Non-Retention	TAMM	n.a.	10.0% [b]	n.a.

[a] The "other" mortality rates (which include drop-out and drop-off) are applied to landed fish (retention fisheries), thus FRAM does not assess "drop-off" in non-retention fisheries. Drop-off (and release mortality) associated with CNR fisheries are estimated outside the model and used as inputs to the model. For mark-selective fisheries (MSF), "other" mortality rates are applied to legal sized encounters of marked and unmarked fish.

[b] Rate assessed externally to FRAM.

[c] None assessed.

[d] PT = Pre-terminal.

[e] Source: Salmon Technical Team (2000).

[f] Source: WDF et al. (1993).

[g] Release Mortality rate variable between years, dependent upon gear regulations

[h] Nisqually Beach Seine release mortality rate

[i] Tangle Net release mortality rate range from 40% Bellingham Bay to 51% Nisqually River

FRAM/TAMM fishery-related mortality rates for coho salmon used for Southern U.S. fisheries, and proposed for 2014 pre-season modeling.

Fishery: (designated by area, user group, and/or gear type)	Fishery Type	Comments	Release Mortality	"Other" Mortality[a]
PFMC Ocean Recreational[d]	Retention		n.a.[c]	5.0%
	MSF	Barbless	14.0%	5.0%
	Non-Retention	N. Pt. Arena	14.0%[b]	5.0%[b]
	Non-Retention	S. Pt. Arena[f]	23.0%[b]	5.0%[b]
PFMC Ocean T-Troll	Retention		n.a.[c]	5.0%
	Non-Retention		26.0%[b]	5.0%[b]
PFMC Ocean NT-Troll	MSF	barbless	26.0%	5.0%
Area 5, 6C Troll	Retention		n.a.	5.0%
Puget Sound Recreational[e]	Retention		n.a.[c]	5.0%
	Non-Retention		7.0%[b]	5.0%
	MSF	barbless	7.0%	5.0%
WA Coastal Recreational	Retention		n.a.	5.0%
Buoy 10 Recreational	MSF	barbed	16.0%	5.0%
	MSF	barbless	14.0%	5.0%
Gillnet and Setnet			100%	2.0%
PS Purse Seine			26.0%[b]	2.0%
PS Reef Net			0.0%	0.0%
Beach Seine			???	n.a.
Round Haul			26.0%[b]	2.0%
Freshwater Net			???	2.0%
Freshwater Recreational	Retention		n.a.	5.0%
	Non-Retention		10.0%[b]	5.0%[b]
	MSF		10.0%[b]	5.0%[b]

[a] The "other" mortality rates (which include drop-out and drop-off) are applied to landed fish (retention fisheries), thus FRAM does not assess "drop-off" in non-retention fisheries. Drop-off (and release mortality) associated with CNR fisheries are estimated outside the model and used as inputs to the model. For mark-selective fisheries (MSF), "other" mortality rates are applied to encounters of marked and unmarked fish.

[b] Rate assessed externally to FRAM.

[c] None assessed.

[d] Source: Salmon Technical Team (2000).

[e] Source: WDF et al. (1993).

[f] Release Mortality rate variable between years, dependent upon gear regulations