

# **Draft Agenda**

Fish Committee

April 9, 2020

1. Guidance on Policy C-3619 Language Development
  - a. Review of Materials and Co-Manager Perspectives
    - i. Remaining Schedule and Process
    - ii. June, 2018 Motion Language
    - iii. Areas of Possible Language Revision
    - iv. Tribal Co-Manager Policy Perspectives
    - v. Discussion Draft of Policy Guidance on Language Development
  - b. Recommendation to Commission
2. Other

**Washington Fish and Wildlife Commission Review**  
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**Hatchery and Fishery Reform Policy (Policy C-3619)**

***Remaining Process and Schedule for possible Policy Language Revisions***

***March 27, 2020 Draft***

2020	
Date	Event
March 11	FWC Meeting, Kennewick <ul style="list-style-type: none"> <li>• Commission response to Puget Sound/Coast Tribal Co-Manager proposal</li> </ul>
April 2 or 3	Co-Manager Consultation Meeting with Tribal Government Representatives, webinar <ul style="list-style-type: none"> <li>• Receive Tribal Co-Manager policy perspectives on possible policy language revisions</li> </ul>
April 9-10	FWC Meeting, webinar <ul style="list-style-type: none"> <li>• Fish Committee consideration of a recommendation to the full Commission regarding guidance and direction to Department Staff on the development of possible language revisions</li> <li>• Public testimony and comment period</li> <li>• Commission decision on guidance to Department Staff on the development of possible adjustments to Policy C-3619 language</li> </ul>
June 11	Fish Committee Meeting, Yakima <ul style="list-style-type: none"> <li>• Staff briefing on current draft of a revised Policy C-3619 document, showing possible policy language changes</li> <li>• Feedback to staff on further progress</li> </ul>

<p>Mid-summer Date TBD</p>	<p>Co-Manager Consultation Meeting with Tribal Government Representatives, venue TBD</p> <ul style="list-style-type: none"> <li>• Receive Tribal Co-Manager policy perspectives on the most current draft of possible policy language revisions</li> </ul>
<p>July 31 – August 1</p>	<p>FWC Meeting, Aberdeen</p> <ul style="list-style-type: none"> <li>• Fish Committee meeting to consider a recommendation to the full Commission regarding a public review draft of a revised Policy C-3619</li> <li>• Staff presentation <ul style="list-style-type: none"> <li>○ Analysis of possible policy changes</li> </ul> </li> <li>• Public testimony and comment period</li> <li>• Commission decision on release of a draft revised Policy C-3619 document for consultation with Co-Managers and public review</li> </ul>
<p>September or October Date TBD</p>	<p>Co-Manager Consultation Meeting with Tribal Government Representatives, venue TBD</p> <ul style="list-style-type: none"> <li>• Receive Tribal Co-Manager policy perspectives on the draft revised Policy C-3619 document</li> </ul>
<p>October 23</p>	<p>FWC Meeting, Colville</p> <ul style="list-style-type: none"> <li>• Fish Committee meeting to consider a recommendation to the full Commission regarding adoption of any changes to Policy C-3619</li> <li>• Staff presentation <ul style="list-style-type: none"> <li>○ Final analysis and input on possible policy language changes</li> </ul> </li> <li>• Public testimony and comment period</li> <li>• Final Commission decision on any changes to Policy C-3619 language</li> </ul>

## **Commission Guidance on Policy 3619 (Policy) Implementation Effective June 15, 2018**

**Based on the foregoing information on the record under this agenda item, the Director is tasked to initiate a review of all sections and aspects of the Policy with an expectation that the results of the review be presented to the Commission at the appropriate point with a target of 6 months to a year. The review should include examining performance results since the Policy was adopted, updating appropriate policy language and scientific elements, changing language tone about the positive value of hatchery programs, and providing alternatives for possible Policy revisions including at least**

- adding a categorical designation for mitigation hatcheries,**
- accommodation of Southern Resident Killer Whale prey initiatives, and**
- accommodating levels of hatchery-wild interactions that take into account the evolving science on risks to the salmon genetic resources of the State.**

**While the review is underway and until the Commission adopts any revisions or refinements to the Policy, the Policy shall remain in effect except that Policy Guidelines 1, 2, and 3 shall be suspended for salmon species other than steelhead. Any language in the Policy that could be viewed as being inconsistent with the described suspension of these paragraphs shall be interpreted as being similarly suspended from Policy implementation. The purpose of suspending Policy Guidelines 1, 2, and 3 for salmon species other than steelhead is to allow for full consideration of the maintenance or enhancement of hatchery programs for chinook, coho, and chum salmon that would otherwise be inconsistent with these three guidelines, while still providing adequate protection of genuine native genetic resources.**

Black font is current policy language. Red font represents ideas for revised language.

April 9 Draft

## FISH AND WILDLIFE COMMISSION POLICY DECISION

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**POLICY TITLE:** Washington Department of Fish and Wildlife  
Hatchery and Fishery Reform      **POLICY NUMBER:** C-3619  
**Change Title; no fishery component**

Effective Date: November 6, 2009

Supersedes:            N/A

See Also:

Approved by:



Washington Fish and Wildlife

Commission

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### **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. **Expand to include three purposes: conservation of wild fish; mitigating for permanently lost habitat/populations; sustainable fisheries for all groups—sport, commercial and Tribal.**

### **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. **Reword to reflect changed purpose statement above.**

### **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. **Reword and add narrative about achieving Treaty Indian**

fishing right obligations, broader ecological benefits, and other societal/legal/cultural purposes.

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.
- **Insert a paragraph identifying/defining mitigation hatchery programs.**
- 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.

**Delete the paragraphs dealing with mark-selective fisheries**

~~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 operations, in no way does it diminish the significance of habitat protection and restoration. **Modify/add language to clarify the relationship between mitigation for permanently lost habitat and continuing to work on restorable habitat; strengthen the policy commitment to habitat protection and restoration; and clarify no policy change on MSF practices.**

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. **Strengthen paragraph with stronger Co-Manager narrative.**

**Add a separate paragraph stating that after adoption of this policy by the Commission, the Director is tasked to begin development of a joint policy on hatchery programs with Tribal co-managers that has similar development and joint commitment provisions to the current joint policy on hatchery disease protocols.**

## 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.~~

~~Replace these guidelines with a guideline calling for the development of a strong HGMP for every salmon program, done in consultation with Co-Managers. Include wording requiring the strong HGMPs to be based on the best available and evolving science on hatchery-wild interactions, to describe a mitigation purpose if one exists, and to accommodate possible initiatives such as SRKW prey enhancement.~~

~~Add a guideline as #1 stating recognition of the various genetic risks of hatchery programs.~~

~~Add a guideline as #2 stating recognition of the ecological risks of hatchery programs.~~

~~(Guideline #3 would be the strong HGMP directive).~~

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 hatchery purposes, or research needs. Keep with modification.~~
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. Keep with elaboration/modification.~~
6. ~~Implement hatchery reform actions on a schedule that meets or exceeds the benchmarks identified in the 21<sup>st</sup> Century Salmon and Steelhead Framework. Delete.~~

7. Provide an annual report to the Fish and Wildlife Commission on progress of implementation. **Keep with modification (see below), but move to a new Adaptive Management section.**

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

9. ~~Seek funding from all potential sources to implement hatchery reform and selective fisheries.~~ **Delete but consolidate policy advocacy for full funding priority for hatcheries into guideline #5.**

10. ~~Define “full implementation” of state-managed mark selective recreational and commercial fisheries and develop an implementation schedule.~~ **Delete.**

**11.** Work with tribal co-managers to establish network of Wild Salmonid Management Zones (WSMZ)<sup>1</sup> 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. **Prepare alternative language that provides the highest level of protection from negative genetic and ecological hatchery impacts to natural populations that have not been significantly genetically modified from the natal state or are now in a healthy condition with little or no same-species/run hatchery influence, and a process of identifying such populations.**

**12.** Add a guideline calling for the expanded use of weirs where logistically feasible and agreed to by Tribal Co-Managers.

Add an **Adaptive Management** section that:

- describes general rationale and need for adaptive changes, including scientific and management uncertainty, effects of climate change, etc.;
- describes reporting to Commission and Co-Managers at annual/5 year/10 points;
- describes M&E programs; research studies; and assessment goals and objectives that would be pursued as part of an adaptive management program; and
- describes a process for adjustments to the policy as a result of new information or changes to critical factors.
- Other?

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<sup>1</sup> 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.



## Policy C-3619 Policy Language Development Guidance

Fish Committee Discussion Draft

April 9, 2020

*The policy language development guidance below refers to the current language of Policy C-3619. It is consistent with the original June 2018 motion as to changes to be considered and contains both items associated with that motion and additional items from the review process to date. The guidance includes direction to develop language for a draft revised Policy C-3619 for review by the Fish Committee at the June Commission meeting, so as to facilitate Commission consideration to approve a public review draft at the July 31-August 1 Commission meeting and the Commission making a final decision on any policy language changes at the October 23-24 Commission meeting.*

- A. Change the title to reflect a hatchery policy only; delete fishery reform from title: *Anadromous Salmon and Steelhead Hatchery Policy*
- B. Change the language in the **Purpose** section as follows:
  - The purpose of this Department of Fish and Wildlife policy is to guide hatchery programs to advance the conservation and recovery of wild salmon and steelhead (**salmon**) by ~~promoting and guiding the continuing to implementation of hatchery reform~~ **measures; to perpetuate salmon as mitigation for lost abundance due to permanently blocked or lost habitat; and to provide sustainable economic and stability benefits to recreational, commercial, and tribal fisheries in Washington State.**
- C. Change the **Definition and Intent** section to reflect the additions in the Purpose section and to insert a separate paragraph describing the intent to begin development of a joint policy with Tribal Co-Managers after the adoption of a revised Commission policy.
- D. In the **General Policy Statement**, alter language as follows:
  - Insert a paragraph adding mitigation hatcheries as a program designation to the existing categories of conservation hatchery programs and harvest hatchery programs, using a “lost habitat” definition that refers to perpetuation.
  - Delete the two paragraphs dealing with mark-selective fisheries.
  - Add phrasing in the first paragraph about providing for a greater level of salmon abundance to achieve ecological, socio-cultural, legal, and fishery-related purposes.
  - Add clarifying language to the “All-H” paragraph regarding mitigating for permanently lost habitat; to strongly advocating for the protection and restoration of currently damaged habitat that could be restored; and to clarify any confusion over State mark-selective fishing practices.
  - Strengthen the last paragraph of the current language to more directly recognize Treaty Indian fishing right obligations and describe a strong Tribal Co-Management relationship.
  - Add a final paragraph stating that after adoption of this policy by the Commission, the Director is tasked to begin development of a joint policy on hatchery programs with Tribal co-managers that has similar development and joint commitment provisions to the current joint policy on hatchery disease protocols.

E. In the **Policy Guidelines** section:

1. Start with guideline that describes and achieves policy recognition of the various genetic risks of hatchery programs.
2. Add a guideline that describes and achieves policy recognition of the ecological risks of hatchery programs.
3. Do not include guideline points 1, 2, and 3 in the prior policy document, but rather substitute with a guideline calling for the development of a strong Hatchery and Genetic Management Plan (HGMP) for every anadromous salmon hatchery program in the State that includes at least the following.
  - a. Consistency with this policy.
  - b. Addressing policy guidelines 1 and 2 above.
  - c. Providing descriptions and plans for the normal content categories found in contemporary HGMPs in place in 2020, including sections on broodstock collection and mating protocols; juvenile salmon rearing and release specifics; and monitoring, evaluation, and research provisions. (Provide an appendix to the Policy document with a prototype HGMP table of contents as a contemporary example).
  - d. Providing for special initiatives such as the SRKW prey enhancement initiative.Include in this guideline point language that the HGMP development process is to be done with full consultation and collaboration with Tribal Co-Managers, adjacent States, and the Federal government.
4. Keep prior guideline number 4 to mark all hatchery fish, but strike the phrasing "...that is intended to be used for harvest..." so that this would constitute a guideline to mark all hatchery fish (without specification for one purpose) unless agreed to otherwise in an intergovernmental agreement.
5. Keep prior guidelines 5 (to secure some operational cost necessities) and 11 (identifying some watersheds to be free of hatchery fish of a particular species), but add in all necessary operational costs for the three purposes identified in prior guideline 5.
6. Delete prior guidelines 6 (dealing with an implementation schedule from the 21<sup>st</sup> Century Salmon and Steelhead Framework), 8 (dealing with the promotion of new selective fishing gear), 9 (relocated via consolidation with prior guideline 5), and 10 (dealing with the definition of "full implementation" of selective sport and commercial fishing gear).
7. Retain prior guideline 7, but change the annual report to the Commission to be a written report rather than a mandatory Commission presentation, unless there is a policy implementation problem identified. Place this provision in a new Adaptive Management section rather than the Policy Guidelines section with additional reporting intent (see below).
8. Prepare an alternative to current guideline #11 that calls for providing the highest level of protection from negative genetic and ecological hatchery impacts to natural populations that have not been significantly genetically modified from the natal state or are now in a healthy condition with little or no same species/run hatchery influence, and a process for identifying such populations.

9. Add a guideline calling for the expanded use of weirs to separate hatchery and natural origin adult salmon below natural spawning grounds where feasible and agreed to with area-specific Tribal Co-Managers.

F. Add an **Adaptive Management** section.

Include and adaptive management section that contains at least the following.

- A section describing the rationale and need for adaptive management, including scientific and management uncertainty, effects of climate change, etc.
- A periodic review reporting section that describes the annual review provision shown above in #8, includes a qualitative review in 2024 of policy performance over the past 15 years and adds a 10-year more comprehensive review in 2030. The reports should be provided to the Commission with an opportunity for public comment on any adaptive management changes, and to the Tribal Co-Managers for their governmental processes.
- Proposals for more extensive monitoring, evaluation or research that is appropriate for an HGMP for a particular hatchery program, or for overarching short and long-term assessment purposes.
- A process for policy adjustments when significant new information or changes in relevant factors occur, including a Co-Manager involvement process.