

FISH AND WILDLIFE COMMISSION
PROPOSED POLICY DECISION
Draft December 3, 2013

POLICY TITLE: Grays Harbor Basin
Salmon Management

POLICY NUMBER: C

Cancels or
Supercedes: NA

Effective Date:
Termination Date: December 31, 2023

See Also: Policies C-3608, C-3619

Approved _____ [date]
by: _____ Chair
Washington Fish and Wildlife Commission

Purpose

The objectives of this policy are to advance the conservation and restoration of wild salmon, 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. 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 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 fishers.
- 8) Recreational and WFDW-managed commercial fisheries shall be structured (e.g., schedule, location, gear) to minimize gear and other fishery conflicts.
- 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 expected to result in meeting the conservation objective. The Department shall seek to ensure that inseason management actions affect fisheries in a fair and transparent manner.
- 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) strive 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 to submit to the Federal Energy Regulatory Commission by December 31, 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.

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 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 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 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.

Option A. Recreational Sector Input for Fall Chinook Salmon

a) In order to promote orderly fisheries and the achievement of conservation and sharing objectives, WDFW-managed commercial gillnet fisheries in a fishing area or aggregate area (i.e., Area 2A-2D; Area 2B; or Area 2C) shall be scheduled so that in any given calendar week there are a minimum of three consecutive days when no treaty or nontreaty gillnet fisheries occur.

b) **Chehalis Fall Chinook**

i. Fisheries shall be developed with the intent of achieving the following sharing of impacts between the recreational and WDFW-managed commercial fishing sectors:

QIN	CTCR	Recreational Share		Commercial Share	
		Small Run ¹	Large Run	Small Run	Large Run
50%	8.25%	40%	30%	1.75%	11.75%
Within WDFW Managed Share		96%	72%	4%	28%

ii. 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	52%	48%

c) **Humptulips Fall Chinook**

i. Fisheries shall be developed with the intent of achieving the following sharing of impacts between the recreational and WDFW-managed commercial fishing sectors:

QIN	Recreational Share		Commercial Share		
	Small Run	Large Run	Small Run	Large Run	
50%	48%	38%	2%	12%	
Within WDFW Managed Share		96%	76%	4%	24%

ii. 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%

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.

Option B. Commercial Sector Input for Fall Chinook Salmon

- a) **Chehalis Fall Chinook.** Fisheries shall be developed with the intent of achieving the following sharing of impacts between the recreational and WDFW-managed commercial fishing sectors:

QIN	CTCR	Recreational Share		Commercial Share	
		Small Run	Large Run	Small Run	Large Run
50%	8.25%	25%	19%	16.75%	22.75%
Within WDFW Managed Share		60%	46%	40%	54%

- b) **Humptulips Fall Chinook.** Fisheries shall be developed with the intent of achieving the following sharing of impacts between the recreational and WDFW-managed commercial fishing sectors:

QIN	Recreational Share		Commercial Share		
	Small Run	Large Run	Small Run	Large Run	
50%	31%	23%	19%	27%	
Within WDFW Managed Share		62%	46%	38%	54%

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 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 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.

Option A. Recreational Sector Input for Coho Salmon

a) In order to promote orderly fisheries and the achievement of conservation and sharing objectives, WDFW-managed commercial gillnet fisheries in a fishing area or aggregate area (i.e., Area 2A-2D; Area 2B; or Area 2C) shall be scheduled so that in any given calendar week there are a minimum of three consecutive days when no treaty or nontreaty gillnet fisheries occur.

b) **Chehalis Coho**

i. Fisheries shall be developed with the intent of achieving the following sharing of impacts between the recreational and WDFW-managed commercial fishing sectors:

QIN	CTCR	Recreational Share		Commercial Share	
		Small Run	Large Run	Small Run	Large Run
50%	4.32%	42%	35%	3.68%	10.68%
Within WDFW Managed Share		92%	77%	8%	23%

ii. Fisheries shall be developed with the intent of achieving the following sharing of impacts within the recreation fishing sector:

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

c) **Humptulips Coho**

i. Fisheries shall be developed with the intent of achieving the following sharing of impacts between the recreational and WDFW-managed commercial fishing sectors:

QIN	Recreational Share		Commercial Share		
	Small Run	Large Run	Small Run	Large Run	
50%	46%	39%	4%	11%	
Within WDFW Managed Share		92%	78%	8%	22%

ii. 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%

Option B. Commercial Sector Input for Coho Salmon

- a) **Chehalis Coho**. Fisheries shall be developed with the intent of achieving the following sharing of impacts between the recreational and WDFW-managed commercial fishing sectors:

QIN	CTCR	Recreational Share		Commercial Share	
		Small Run	Large Run	Small Run	Large Run
50%	4.32%	28%	21%	17.68%	24.68%
Within WDFW Managed Share		61%	46%	39%	54%

- b) **Humptulips Coho**. Fisheries shall be developed with the intent of achieving the following sharing of impacts between the recreational and WDFW-managed commercial fishing sectors:

QIN	Recreational Share		Commercial Share		
	Small Run	Large Run	Small Run	Large Run	
50%	31%	23%	19%	27%	
Within WDFW Managed Share		62%	46%	38%	54%

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 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 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.

Option A. Recreational Sector Input for Chum Salmon

a) In order to promote orderly fisheries and the achievement of conservation and sharing objectives, WDFW-managed commercial gillnet fisheries in a fishing area or aggregate area (i.e., Area 2A-2D; Area 2B; or Area 2C) shall be scheduled so that in any given calendar week there are a minimum of three consecutive days when no treaty or nontreaty gillnet fisheries occur.

b) **Grays Harbor Chum**

i. Fisheries shall be developed with the intent of achieving the following sharing of impacts between the recreational and WDFW-managed commercial fishing sectors:

QIN	CTCR	Recreational Share		Commercial Share	
		Small Run	Large Run	Small Run	Large Run
50%	0%	43%	35%	7%	15%
Within WDFW Managed Share		86%	70%	14%	30%

ii. Fisheries shall be developed with the intent of achieving the following sharing of impacts within the recreation fishing sector:

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

Option B. Commercial Sector Input for Chum Salmon

- a) **Grays Harbor Chum.** Fisheries shall be developed with the intent of achieving the following sharing of impacts between the recreational and WDFW-managed commercial fishing sectors:

QIN	CTCR	Recreational Share		Commercial Share	
		Small Run	Large Run	Small Run	Large Run
50%	0%	14%	6%	36%	44%
Within WDFW Managed Share		28%	12%	72%	88%

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.
- 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 and chum salmon in 2015.

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.