

12. Columbia River Fishery Management–(Decision)

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“GREEN SHEET”

Meeting dates:	January 11-12, Commission Meeting
Agenda item #12:	Columbia River Fishery Management – (Decision)
Staff Contact:	Ron Roler, Columbia River Policy Coordinator, and Guy Norman, Region 5 Director
Presenter(s):	Guy Norman, Region 5 Director

Background:

Columbia River recreational and commercial fisheries are a vital part of the social and economic fabric of Oregon and Washington, providing valuable jobs and economic vitality to rural and urban communities. Optimizing the economic value of these fisheries within a conservation-based framework that assists recovery of Columbia and Snake River fish species is a management priority.

Current fishery management strategies have become very complex with the majority of the salmon and steelhead populations listed as threatened or endangered under the federal Endangered Species Act (ESA). An important strategy for managing non-tribal fisheries consistent with efforts to recover ESA-listed salmon and steelhead and conserve white sturgeon is to make the fisheries more selective, i.e. deploy gears and techniques and use time and area closures to minimize the catch of certain species and/or allow the safe release of wild fish.

With the harvest constrained by the ESA, the sport and commercial fisheries are limited in achieving their ideal objectives for their fisheries. Sport fisheries are not open throughout the entire season and commercial fisheries are restricted from harvesting significant hatchery surpluses. Because of the limitation of ESA impacts allocated to non-Indian fisheries, there has been spirited debate among the fishing sectors regarding the appropriate allocation of these impacts. The allowable impact rates do not satisfy the needs of all of the user groups. To provide more impacts for one sector means taking away from another sector. These conflicts divide stakeholders and communities and hinder a unified effort to work towards fish recovery objectives.

The Washington and Oregon Fish and Wildlife Commissions have agreed to work together, with agency staff and key stakeholders, in an effort to develop alternative approaches to management of the sport and commercial fisheries on the Columbia River. To that end, a Workgroup was developed consisting of three commissioners from each state. Advisors to the Workgroup included two sport and two commercial fishing stakeholders from each state and a Clatsop County commissioner representing the four Columbia River coastal counties of Pacific, Wahkiakum, Clatsop and Columbia. Key staff members from the two agencies provided policy and technical support.

The Workgroup met in public forums three times; September 21 in Olympia, October 18 in Portland, OR, and November 15 in Seaside, OR. A staff document was prepared for the first meeting that represented fishery management strategies for initial analysis and discussion with the Workgroup and advisors. The staff document was revised over the three month period to reflect discussions and decisions made by the Workgroup and additional information and analysis of the proposed fishery strategies. The final document was completed on November 21 to reflect the agreed to recommendations made by consensus of the Washington and Oregon Commission Workgroup members. The Washington Fish and Wildlife Commission reviewed the final Workgroup recommendations and received public testimony regarding the recommendations at the December 15, 2012 Commission meeting.

Policy issue(s) you are bringing to the Commission for consideration:

The Commission instructed WDFW staff to develop a draft Columbia River Basin Salmon Management Policy that reflects the Workgroup recommendations and considers SEPA process requirements associated with implementation of the policy. If adopted, the draft policy would replace policy C-3617 regarding management and allocation of non-treaty mainstem Columbia River Spring Chinook fisheries and policy C-3618 regarding mainstem Columbia River allocation of summer Chinook for non-treaty fisheries downstream of Priest Rapids Dam. The staff completed the draft policy and posted it on the WDFW website for public review on December 17. The outcome is intended to enhance the economies of Washington and Oregon as a whole, ensure the vitality of sport and commercial fisheries and those communities that rely on them and contribute to fish conservation and recovery. Fishery performance will be monitored during the 2013-16 transition to determine if planned fishery objectives are being met. The recommendation establishes Commission review periods after the 2014 and 2016 seasons in which adaptive management actions could be considered prior to full transition in 2017.

Public involvement process used and what you learned:

There was time provided at the Workgroup meetings for public comment. Representatives of the Columbia River Inter-tribal Fish Commission, the Northwest Indian Fisheries Commission, and the Oregon Council of Trout Unlimited were invited guests and provided comment at the first Workgroup meeting. Both agencies have websites with current Workgroup information included (see Communications Plan). Public comment has been provided at the October, November and December Commission meetings. Public comment on the draft Commission policy will be received at the January Commission meeting.

Action requested:

- Review, discuss and consider adoption of the Draft Columbia River Basin Salmon Management Policy that was submitted by staff for public review on December 17, 2012.

Draft motion language:

Move that the Commission adopt the Columbia River Basin Salmon Management Policy and cancel Policy C-3617 and Policy C-3618.

Justification for Commission action:

Action is consistent with Commission direction in September to work together with the Oregon Fish and Wildlife Commission, agency staff, and key stakeholders, in an effort to develop alternative approaches to management of sport and commercial fisheries on the Columbia River and with the Commission direction in December to draft a policy that reflects the Workgroup recommendations.

Communications Plan:

http://wdfw.wa.gov/conservation/fisheries/lower_columbia/

http://www.dfw.state.or.us/fish/OSCRP/CRM/LMCR_fisheries_mgmt_reform.asp

FISH AND WILDLIFE COMMISSION
PROPOSED POLICY DECISION
Draft December 15, 2012

POLICY TITLE: Columbia River Basin
Salmon Management

POLICY NUMBER: C

Cancels or
Supercedes: C-3617, 2009
C-3618, 2011

Effective Date:
Termination Date: December 31, 2023

See Also:

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

Purpose

The objectives of this policy are to promote orderly fisheries (particularly in waters in which the states of Washington and Oregon have concurrent jurisdiction), advance the conservation and recovery of wild salmon and steelhead through the implementation of selective fishing gear and hatchery reform, and maintain or enhance the economic well-being and stability of the fishing industry in the state.

Definition and Intent

This policy is applicable to the management by the Washington Department of Fish and Wildlife (Department) of Pacific salmon (spring Chinook, summer Chinook, fall Chinook, sockeye, chum, and coho) fisheries in the mainstem of the Columbia River and the Snake River.

General Policy Statement

This policy provides the Department a cohesive set of guiding principles and a progressive series of actions to improve the management of salmon in the Columbia River basin. The actions will be progressively implemented in a transitional period occurring from 2013 through 2016. There is uncertainty in this presumptive path forward, including the development and implementation of alternative fishing gear, securing funding for enhanced hatchery production, and the expansion or development of off-channel fishing areas. Consequently, the Commission recognizes that management decisions in the transitional period, and subsequent years, must be informed by fishery monitoring (biological and economic) and may be modified as necessary to meet the objectives of this policy.

The Department shall promote the conservation and recovery of wild salmon and steelhead and provide fishery-related benefits by maintaining orderly fisheries and 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 effective 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, hydro-system and habitat actions. Although this policy focuses on hatchery and harvest reform, in no way does it diminish the significance of habitat and hydro-system 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 of federal laws and agreements.

Guiding Principles

The Department shall apply the following principles in the management of salmon fisheries in the Columbia River:

1. Promote the recovery of Endangered Species Act (ESA)-listed species and the conservation of wild stocks of salmon and steelhead in the Columbia River and ensure that fisheries and hatcheries are operated in a manner consistent with the provisions of the ESA.
2. Continue leadership on fish recovery actions, including improved fish survival through the Columbia River hydropower system, improved habitat conditions in the tributaries and estuary, hatchery reform, reduced predation by fish, birds, and marine mammals, and harvest management that meets conservation responsibilities.
3. Continue to meet the terms of *U.S. v. Oregon* management agreements with Columbia River Treaty Tribes.
4. Meet Colville tribal subsistence and ceremonial needs consistent with agreements with the Confederated Tribes of the Colville Reservation.
5. Provide Wanapum Band fishing opportunity consistent with RCW 77.12.453 (“Salmon fishing by Wanapum (Sokulk) Indians”).
6. In a manner that is consistent with conservation and does not impair the resource, seek to enhance the overall economic well-being and stability of Columbia River fisheries.
7. For steelhead and salmon, prioritize recreational fisheries in the mainstem and commercial fisheries in off-channel areas of the lower Columbia River.
8. Phase out the use of non-selective gill nets in non-tribal commercial fisheries in the mainstem Columbia River. Transition gill net use to off-channel areas.

9. Develop and implement selective-fishing gear and techniques for commercial mainstem fisheries to optimize conservation and economic benefits consistent with mainstem recreational objectives. Provide incentives to commercial fishers to develop and implement these gear and techniques.
10. Enhance the economic benefits of off-channel commercial fisheries in a manner consistent with conservation and wild stock recovery objectives.
11. Seek to maintain consistent and concurrent policies between Oregon and Washington related to management of non-tribal Columbia River fisheries.
12. Develop a program that seeks to implement Marine Stewardship Council or other certification of salmon fisheries in the Columbia River as sustainably managed fisheries.

General Provisions

The Department shall implement the following actions to promote the achievement of the purpose of this policy.

1. Gill Net License Buyback Program. Initiate in 2013 the development (with Oregon) of a program to buyback non-tribal gill net permits for the Columbia River and implement as soon as the appropriate authority and financing is secured. Efforts should be made to also develop, evaluate, and implement other tools (e.g., minimum landing requirements) to reduce the number of gillnet permits.
2. Development and Implementation of Alternative Gear in Transition Period. The Department shall promote the development and implementation of alternative selective gear during the transition (2013-2016) time period. If alternative selective gear is not available and practical, based on administrative, biological or economic factors, the use of gill nets in these fisheries will be allowed during the transition period. For fall fisheries, pilot commercial fisheries with alternative selective gear should be initiated in 2013, if appropriate authority is acquired, with a target of full implementation no later than 2016. The development and implementation of alternative selective gear such as purse seines and beach seines will provide area-specific opportunity to target fishery harvests on abundant hatchery stocks, reduce the number of hatchery-origin fish in natural spawning areas, limit mortalities of non-target species and stocks, and provide commercial fishing opportunities. To facilitate the timely development of and transition to alternative gear and techniques, Oregon and Washington should develop incentives for those commercial fishers who choose to use these gear and techniques.
3. Development and Implementation of Alternative Gear in Long Term. Non-tribal mainstem commercial fisheries will be restricted to the use of selective gear and fishing techniques beginning in 2017. With respect to Upriver Bright

fall Chinook, the presumptive path forward regarding targeted commercial harvest upstream of the Lewis River is to access these Chinook with alternative gear and techniques. Because access to Upriver Bright fall Chinook is critically important to ensuring the long-term economic health of commercial fishers, adaptive management will be used to ensure these gears are effective and that commercial fishers continue to have profitable mainstem access to these critical salmon stocks.

4. Additional Opportunities for Mainstem Commercial Fisheries in Transition Period. Under the following conditions, opportunities for additional mainstem commercial fishing may be provided during the transition period using alternative selective gear, or gill nets if alternative selective gear is not available and practical. This approach is expected to provide additional mainstem commercial fishing opportunities during the interim for Upriver Bright fall Chinook.
 - a. If mainstem recreational fisheries are predicted to be unable to fully use their shares of ESA-impacts or harvestable surplus.
 - b. If reasonable goals for mainstem recreational fisheries are predicted to be met.
5. Additional Opportunities for Mainstem Commercial Fisheries in Long Term. As during the transition period, opportunities for additional mainstem commercial fishing may be provided as described below. This approach is expected to provide mainstem commercial opportunities in the long-term for Upriver Bright fall Chinook, lower river hatchery fall Chinook, and hatchery coho salmon.
 - a. If mainstem recreational fisheries are predicted to be unable to fully use their shares of ESA-impacts or harvestable surplus.
 - b. If reasonable goals for mainstem recreational fisheries are predicted to be met.
 - c. As needed to remove lower river hatchery tule Chinook and coho consistent with conservation objectives.
6. Off-Channel Commercial Fishing Sites. Seek funding (with Oregon) to evaluate the feasibility of establishing new off-channel sites. Seek funding to invest in the infra-structure and fish rearing and acclimation operations necessary to establish new off-channel sites in Washington, as identified by evaluations completed during the transition period.
7. Barbless Hooks. Implement in 2013 the use of barbless hooks in all mainstem Columbia River and tributary fisheries for salmon and steelhead.

8. Logbooks. Evaluate the benefits of requiring licensed recreational fishing guides and charters to maintain and use logbooks. Logbook reporting could provide fishery managers with additional catch and harvest data on guided salmon, steelhead, sturgeon fishing trips on the Columbia River. In addition, evaluate the use of volunteer trip reports in private boat fisheries.
9. Enhance Fishery Management. Because implementation of this policy will change the current management of fisheries and because run-size forecasts play a vital role in shaping fisheries, two enhancements will be put in place during the transition period.
 - a. Increase Management Certainty. Implement outreach programs to increase understanding of recreational fishing rules, improved enforcement programs, and enhanced fishery monitoring to improve the accounting of catch and fishing related mortality, increase management certainty, and ensure conservation effectiveness.
 - b. Improve Management Tools. Explore and develop alternative approaches to improve pre-season forecasts of run size and timing, in-season updates of run-size estimates, and in-season estimates of the harvest impacts by fishery.

Spring Chinook Salmon

The presumptive path for the management of spring Chinook salmon fisheries is summarized in Appendix Table A. The Department will manage spring Chinook salmon fisheries consistent with the Guiding Principles and the following objectives:

1. The Department will exercise in-season management flexibility to utilize the non-Indian upriver spring Chinook impact allocation to meet the objectives of both fisheries, i.e., upriver impact sharing adjustments in response to in-season information pertaining to catch and run size.
2. Fishery Management Buffer. To account for uncertainties in the information used to plan and implement fisheries, a management buffer in fishery structure will be established and applied to fisheries occurring prior to the run size update (primarily in March and April). The buffer is intended to be sufficient to cover potential run-size forecasting error and ensure compliance with ESA requirements and *U.S. v. Oregon* allocation provisions. Prior to the run size update, the Department will manage non-treaty fisheries for a run size that is 70% of the pre-season forecast (30% buffer) or other fishery management buffer as agreed through *U.S. v. Oregon*. During the transition period, the overall buffer will be achieved by applying a fishery management buffer of 20% of the sport fishery impact to the sport fishery, and a fishery management buffer of 40% of the commercial fishery impact to the commercial fishery.

3. Recreational-Commercial Allocation During Transition Period (2013-2016).
The Department shall assign 70% of the ESA-impact for upriver spring Chinook stocks to mainstem recreational fisheries. Assign the balance (30%) to off-channel and mainstem commercial fisheries.
4. Recreational-Commercial Allocation in Long Term (2017 and Beyond). The Department shall assign 80% of the ESA-impact to mainstem recreational fisheries to meet management objectives and the balance (20%) to commercial fisheries for use in off-channel areas. The commercial fishery ESA-impact share will not be subject to the pre-run-size update buffer in the off-channel areas.
5. The Department shall ensure broad geographic distribution of recreational fishing opportunity in the main-stem Columbia River including the Snake River. Seventy-five percent (75%) of the impacts allocated to the sport fisheries will be assigned to the sport fishery downstream from Bonneville Dam. Twenty-five percent (25%) will be assigned and reserved for the sport fishery upstream from Bonneville Dam. Providing for a sport fishery upstream from Bonneville Dam will be the highest sport fishery priority after the run-size update.
6. The Department shall provide to the Commission each year a briefing on the effectiveness of fishery management in meeting spring Chinook recreational fishery allocation objectives throughout the Columbia River basin. The Commission may consider changes to the recreational allocation in this policy in the future to balance recreational fishery objectives in the areas below Bonneville Dam, above Bonneville Dam, and in the Snake River.
7. Without compromising the objectives for recreational fisheries upstream of Bonneville Dam, seek in the long-term to extend recreational fishing opportunity as far into April as possible downstream of Bonneville Dam, with a high probability of an uninterrupted 45-season beginning March 1.

Summer Chinook Salmon

The presumptive path for the management of summer Chinook salmon fisheries is summarized in Appendix Table B. The Department will manage summer Chinook salmon fisheries consistent with the Guiding Principles and the following objectives:

1. Manage the upper Columbia summer Chinook populations for sustainable natural production and for the artificial production programs which are necessary to meet mitigation requirements and provide conservation safeguards.
2. Manage for population specific performance goals for Wenatchee, Methow and Okanogan natural populations, and for hatchery escapement goals.

3. Non-treaty Sharing Above and Below Priest Rapids Dam. The highest priority for state managed summer Chinook fisheries is recreational fishing opportunity above Priest Rapids Dam. The percent of the non-treaty (including the Confederated Tribes of the Colville Reservation) allocation assigned to fisheries above Priest Rapids Dam will vary with the abundance of summer Chinook consistent with the following guidelines:

River-mouth run size	Percent of non-treaty allocation assigned to fisheries above Priest Rapids Dam
0 – 29,000	>90%
29,001 – 50,000	90%
50,001 – 60,000	70% - 90%
60,001 – 75,000	65% - 70%
75,001 – 100,000	60% - 65%
>100,000	60%

4. Nontreaty Sharing Below Priest Rapids Dam. The harvestable surplus available for nontreaty fisheries below Priest Rapids Dam will be allocated as follows:
- a. Through 2014, assign 60% of the nontreaty harvestable surplus to mainstem recreational fisheries. Assign the balance (40%) to mainstem commercial fisheries.
 - b. Beginning in 2015 and for the remainder of the transition period (through 2016), increase the recreational fisheries share of the harvestable surplus to 70% and assign commercial fisheries the balance (30%).
 - c. Beginning in 2017, reserve up to 2% of the harvestable surplus for off-channel commercial fisheries targeting late-returning spring Chinook and early-returning Select Area Bright fall Chinook. Allocate the remainder of the harvestable surplus to recreational fisheries.
5. Provide for in-season management flexibility to utilize the non-treaty summer Chinook harvest to meet the objectives of all fisheries.

Sockeye Salmon

The Department will manage sockeye salmon fisheries consistent with the Guiding Principles and the following objectives:

1. During 2013-2016, assign 70% of the ESA-impact for Snake River sockeye to mainstem recreational fisheries. Assign the balance (30%) to mainstem commercial fisheries for incidental harvest of sockeye in Chinook-directed fisheries.

2. Beginning in 2017, assign approximately 80% of the ESA-impact for Snake River sockeye to mainstem recreational fisheries to meet management objectives and the balance (approximately 20%) to mainstem commercial fisheries for incidental harvest of sockeye in Chinook-directed fisheries.
3. If NOAA Fisheries increases the allowable ESA-impact for Snake River sockeye, the Department will provide opportunities for increased commercial harvest using selective gear if developed and practical, within the constraints of achieving escapement objectives for other sockeye populations in the Columbia River Basin.

Tule Fall Chinook Salmon

The presumptive path for the management of tule fall Chinook salmon fisheries is summarized in Appendix Table C. The Department will manage tule fall Chinook fisheries consistent with the Guiding Principles and the following objectives:

1. During 2013-2016, assign no more than 70% of the ESA-impact for lower Columbia River tule fall Chinook to mainstem recreational fisheries to meet management objectives. Assign the balance (not less than 30%) to off-channel commercial fisheries, mainstem commercial fisheries that target Upriver Bright fall Chinook, and, if selective gear is developed during the transition period, mainstem commercial fisheries that harvest Washington Lower River Hatchery Chinook to help reduce strays.
2. Beginning in 2017, assign no more than 80% of the ESA-impact for lower Columbia River tule fall Chinook to mainstem recreational fisheries to meet management objectives. Assign the balance (not less than 20%) to off-channel commercial fisheries, mainstem commercial fisheries that target Upriver Bright fall Chinook, and mainstem commercial fisheries that harvest Washington Lower River Hatchery Chinook with selective gear to help reduce strays.
3. Recreational fisheries objectives are:
 - a. Buoy 10 season – August 1 to Labor Day
 - b. Tongue Point to Warrior Rock season – August 1 to September 7 as non-mark-selective and September 8-14 as mark-selective
 - c. Warrior Rock to Bonneville Dam season – August 1-October 31.

Upriver Bright Fall Chinook Salmon

The presumptive path for the management of Upriver Bright fall Chinook salmon fisheries is summarized in Appendix Table D. The Department will manage Upriver Bright fall Chinook fisheries consistent with the Guiding Principles and the following objectives:

1. During 2013-2016, assign no more than 80% of the ESA-impact for Snake River Wild fall Chinook to mainstem recreational fisheries to meet

management objectives. Assign the balance (not less than 20%) to off-channel and mainstem commercial fisheries.

2. Beginning in 2017, assign no more than 80% of the ESA-impact for Snake River Wild fall Chinook to mainstem recreational fisheries to meet management objectives. Assign the balance (not less than 20%) to off-channel and mainstem commercial fisheries.
3. The focus of mainstem commercial fisheries will be to target Upriver Bright fall Chinook in the area upstream of the Lewis River where the incidental take of lower river tule Chinook is reduced and to harvest Upriver Bright fall Chinook in the area downstream from the Lewis River in selective fisheries that target Washington Lower River Hatchery Chinook and coho. At the large run sizes that have recently occurred, it is anticipated that over half of the lower river harvestable surplus of Upriver Bright fall Chinook will be allocated to mainstem commercial fisheries under this scenario.
4. The presumptive path forward regarding targeted commercial harvest of Upriver Bright fall Chinook upstream of the Lewis River will be to access available Chinook with alternative gear and techniques. Because access to Upriver Bright fall Chinook will be important to ensuring the long-term economic viability of commercial fishers, adaptive management will be used to ensure alternative gear and techniques are effective and that commercial fishers continue to have profitable mainstem access to these economically important salmon stocks.

Coho Salmon

The presumptive path for the management of coho salmon fisheries is summarized in Appendix Table E. The Department will manage coho fisheries consistent with the Guiding Principles and the following objectives:

1. During 2013-2016, assign commercial fisheries a sufficient share of the ESA-impact for Lower Columbia Natural coho to implement off-channel coho and fall Chinook fisheries and mainstem fall Chinook fisheries. Assign the balance to in-river mainstem recreational fisheries (currently in-river mainstem recreational fisheries are assigned a sufficient share of the allowable incidental-take of ESA-listed coho to meet fishery objectives). If these fisheries are expected to be unable to use all of the ESA-impact for Lower Columbia Natural coho, assign the remainder to mainstem commercial coho fisheries. As selective techniques and alternative gear are developed, additional commercial mainstem coho fisheries should be provided with an emphasis on harvesting hatchery coho in October when wild coho are less abundant.
2. Beginning in 2017, assign commercial fisheries a sufficient share of the ESA-impact for Lower Columbia Natural coho to implement off-channel coho and fall Chinook fisheries and mainstem fall Chinook fisheries. Assign the

balance to in-river mainstem recreational fisheries. If these fisheries are unable to use all of the ESA-impact for Lower Columbia Natural coho, assign the remainder to mainstem commercial coho fisheries. It is expected that substantive new selective mainstem commercial fisheries will be available for hatchery coho, particularly in October.

Chum Salmon

Maintain the current practice of opening no fisheries that target chum salmon. Assign commercial fisheries a sufficient share of the ESA-impact for chum to implement off-channel and mainstem fisheries targeting other salmon species (retention in recreational fisheries is currently prohibited).

Adaptive Management

The Commission recognizes that appendix tables A-E describe a presumptive path forward for salmon fishery management in the Columbia Basin. Uncertainty exists in some aspects of the presumptive path, including the development and implementation of alternative fishing gear, securing funding for enhanced hatchery production, and the expansion or development of off-channel fishing areas. Under these conditions, adaptive management will be essential to achieve the purpose of this policy.

The Commission will track implementation and results of the fishery management actions and artificial production programs in the lower Columbia River during the transition period, with an initial review at the end of 2014 and a comprehensive review at the end of the transition period (e.g., 2016). Management of non-tribal fisheries will be adaptive and adjustments may be made to sharing agreements and mainstem fisheries if the catch and economic expectations for commercial or recreational fisheries are not achieved consistent with the principles of this plan. If these expectations are not achieved, efforts will be made to determine why and to identify actions necessary to correct course. Correcting course, however, does not mean dismantling the foundations of this alternative management framework or removing its key elements described above. These elements constitute a cohesive package and actions necessary to achieve the desired outcomes. In this context, and with recognition of the prioritization of recreational fisheries in the mainstem of the Columbia River, reconsideration of the sharing agreements and mainstem fisheries may take place under the following circumstances:

1. Significantly lower than expected returns of harvestable fish to off-channel sites.
2. Insufficient space within off-channel sites to accommodate the commercial fleet.
3. Significantly lower than expected commercial catches in the mainstem Columbia River using selective gears.

4. Biological, fiscal and/or legal circumstances that delay or preclude implementation of alternative gear, buyback of commercial fishing permits, and/or additional off-channel hatchery investments.
5. Significantly lower than expected economic benefits to commercial and recreational fishers.
6. Conflicts with terms of *U.S. v Oregon* management agreements with Columbia River Tribes.
7. Failure to meet conservation objectives, e.g. reducing the proportion of hatchery fish on spawning grounds.

Planned enhancements of salmon and steelhead production upstream from Bonneville Dam may have implications to harvest management contemplated in this plan. For production enhancements that come on-line and produce adult salmon on or after 2017, Oregon and Washington staff should evaluate the implications of the increased mainstem production on these harvest strategies, including *U.S. v. Oregon* harvest agreements, and make additional recommendations to the Commission as needed, consistent with the guiding principles.

Delegation of Authority

The Commission delegates the authority to the Director, through the Columbia River Compact and North of Falcon stakeholder consultation process, to set seasons for recreational and commercial fisheries in the Columbia River, to adopt permanent and emergency regulations to implement these fisheries, and to make harvest agreements with treaty tribes and other government agencies. The Director shall work with the Oregon Department of Fish and Wildlife to achieve implementation of this Commission action in a manner that results in concurrent regulations between the two states. The Director shall consult with the Commission Chair if it becomes necessary to deviate from the Commission's policy to achieve concurrent regulations with Oregon.

Appendix A. Tabular Summary of the Presumptive Management Framework for Non-Tribal Mainstem Columbia River Recreational and Commercial Fisheries - Spring Chinook Salmon.

Sharing Metric: Incidental-take of ESA-listed upriver spring Chinook

Fishing Year	Recreational Fishery		Commercial Fishery		
	Impact Share	Location	Share	Location	Gear
2013-2016	70%	Mainstem Columbia River and Snake River	30%	Mainstem Columbia below Bonneville Dam	Tangle Net
				Off-Channel Areas	Tangle Net/ Gill Net
2017+	80%	Mainstem Columbia River and Snake River	20% ¹	Off-channel and mainstem areas of the Columbia River	Tangle Net/ Gill Net ² / Beach Seine/ Purse Seine/Other Alternative Gear

¹ Not subject to pre-update buffer.

² Gill nets confined to off-channel areas

Appendix B. Tabular Summary of the Presumptive Management Framework for Non-Tribal Mainstem Columbia River Recreational and Commercial Fisheries – Summer Chinook Salmon.

Sharing Metric: Harvestable share of summer Chinook available downstream from Priest Rapids Dam

Fishery-Specific Objective: Meet terms of agreements with the United Tribes of the Colville Reservation.

Fishing Year	Recreational Fishery		Commercial Fishery ¹		
	Share	Location	Share	Location	Gear
2013-2014	60%	Mainstem Columbia River below Priest Rapids Dam	40%	Mainstem Columbia River below Bonneville Dam	Gill Net
2015-2016	70%	Mainstem Columbia River below Priest Rapids Dam	30%	Mainstem Columbia River below Bonneville Dam	Gill Net
2017+	~98% ²	Mainstem Columbia River below Priest Rapids Dam	0%	Mainstem Columbia River below Bonneville Dam	Beach Seine/ Purse Seine/ Other Alternative Gear

¹ To offset reductions in mainstem commercial harvest of summer Chinook, Oregon will enhance the fisheries for Select Area Bright Fall Chinook.

² Recreational fisheries will be assigned the harvestable surplus in excess of that needed for off-channel commercial fisheries targeting late-returning spring Chinook and early-returning Select Area Bright fall Chinook (~2%).

Appendix C. Tabular Summary of the Presumptive Management Framework for Non-Tribal Mainstem Columbia River Recreational and Commercial Fisheries – **Tule Fall Chinook Salmon.**

Sharing Metric: Incidental-take of ESA-listed Lower Columbia River natural (tule) fall Chinook

Fishing Year	Recreational Fishery		Commercial Fishery		
	Share	Location	Share	Location	Gear
2013-2015	≤70%	Mainstem Columbia below Bonneville Dam	≥30%	Mainstem Columbia River below Bonneville Dam and off-channel areas	Gill Net/ Pilot Beach Seine/ Pilot Purse Seine
2016	≤70%	Mainstem Columbia below Bonneville Dam	≥30%	Mainstem Columbia River below Bonneville Dam	Beach Seine/ Purse Seine
				Off-channel areas	Gill Net
2017+	≤80%	Mainstem Columbia below Bonneville Dam	≥20%	Mainstem Columbia River below Bonneville Dam	Beach Seine/ Purse Seine/ Other Alternative Gear
				Off-channel areas	Gill Net

Appendix D. Tabular Summary of the Presumptive Management Framework for Non-Tribal Mainstem Columbia River Recreational and Commercial Fisheries – Upriver Bright Chinook Salmon.

Sharing Metric: Incidental-take of ESA-listed Snake River wild fall Chinook

Fishery-Specific Objective: Implement mainstem commercial fisheries in Zones 4 and 5 upstream of the Lewis River to remove excess hatchery-origin bright Chinook and harvest surplus wild bright Chinook

Fishing Year	Recreational Fishery		Commercial Fishery		
	Share	Location	Share	Location	Gear
2013-2016	Necessary to meet recreational objectives, but not more than 70% ¹	Mainstem Columbia below Bonneville Dam	Dependant on recreational fisheries need, but not less than 30%	Mainstem Columbia River below Bonneville Dam	Gill Net ² / Beach Seine ³ / Purse Seine ³
2017+	Necessary to meet recreational objectives, but not more than 80%	Mainstem Columbia below Bonneville Dam	Dependant on recreational fisheries need, but not less than 20%	Mainstem Columbia River below Bonneville Dam	Beach Seine/ Purse Seine/ Other Alternative Gear
				Above Lewis River	Alternative Gear ⁴

¹ It is expected that recreational fishery objectives (Buoy 10 season August 1-Labor Day; Tongue Point to Warrior Rock season August 1-September 7 as non-mark selective and September 8-14 as mark selective and Warrior Rock to Bonneville Dam season August 1-October 31 when the season is assumed to be essentially complete) will be met in most years at less than a 50% share of Snake River Wild fall Chinook impacts (see Appendix B, Table B.3). However, the recreational fishery share will likely need to be increased to meet objectives in years when Upriver Bright fall Chinook returns are significantly less than recent years.

² The mainstem gill net fishery will be restricted to the area above the Lewis River in 2016.

³ Beach seine and purse seine fisheries will be pilots in 2013, 2014 and 2015.

⁴ The presumptive (expected) path forward regarding targeted commercial harvest of Upriver Bright fall Chinook upstream of the Lewis River will be to access available Chinook with alternative gear and techniques. Because access to Upriver Bright fall Chinook is critically important to ensuring the long-term economic viability of commercial fishers, adaptive management will be used to ensure alternative gear and techniques are effective and that commercial fishers continue to have profitable mainstem access to these economically important salmon stocks.

Appendix E. Tabular Summary of the Presumptive Management Framework for Non-Tribal Mainstem Columbia River Recreational and Commercial Fisheries – Coho Salmon.

Sharing Metric: Incidental-take of ESA-listed coho

Fishing Year	Recreational Fishery		Commercial Fishery		
	Share	Location	Share	Location	Gear
2013-2016	1	Mainstem Columbia below Bonneville Dam	1	Mainstem Columbia River below Bonneville Dam and off-channel areas	Gill Net/ Tangle Net ² / Beach Seine ² / Purse Seine ²
2017+	3	Mainstem Columbia below Bonneville Dam	3	Mainstem Columbia River below Bonneville Dam and off-channel areas	Tangle Net/ Beach Seine/ Purse Seine/ Other Alternative Gear

¹ Maintain current sharing except provide sufficient additional impacts to the commercial fishery to implement the pilot alternative gear fisheries.

² Tangle net, beach seine and purse seine fisheries will be pilots in 2013, 2014 and 2015.

³ Assign commercial fisheries a sufficient share of the ESA-impact for Lower Columbia Natural coho to implement off-channel coho fisheries, fall Chinook fisheries as described above, and alternative gear fisheries to reduce the number of hatchery-origin coho in natural spawning areas. Assign the balance to mainstem recreational fisheries. If these recreational fisheries are unable to use all of the ESA-impact for Lower Columbia Natural coho, assign the remainder to mainstem commercial coho fisheries.