



Pacific Salmon Treaty Renewal Update

June 2018



Agenda

- Overview of PST Negotiations
- Chapter 1 (Transboundary Rivers) Update
- Chapter 2 (Northern Boundary) Update
- Chapter 3 (Chinook) Update
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 - Key Issues
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Pacific Salmon Treaty & Pacific Salmon Commission

- The Pacific Salmon Treaty (PST) was signed in 1985 – commits Canada and the U.S. to work together on research, conservation and management of Pacific salmon
- The Pacific Salmon Commission (PSC) is responsible for the implementation of the Treaty
- The PSC is a bilateral, multi-level organization with U.S. and Canadian delegates representing federal, state, and provincial fisheries agencies, First Nations and tribal governments, the commercial, recreational and processing sectors, and environmental organizations
- The Commission is comprised of four Commissioners and four Alternate Commissioners from each country, who are supported by the work of four Panels as well as several species- and area-specific technical committees
- The Commission's work is supported by an international "Secretariat" based in Vancouver, B.C.

Overview of PST Negotiations

- Five fishing chapters in Annex IV expire on December 31, 2018
- Canada and the U.S. (through the Pacific Salmon Commission) have been leading negotiations on renewal of Chapters 1, 2, 3, 5 and 6
 - Negotiations on Chapters 1, 2, 5 and 6 are being led by the bilateral PSC Panels (Transboundary, Northern, and Southern Panels)
 - Chapter 3 (Chinook) is significantly more complex and negotiations are being lead by Commissioners
- Progress To Date
 - “Agreement in principle” reached on Chapters 1, 5 and 6 (based on recommendation by the Panels)
 - Key issues on Chapter 3 resolved and chapter language being finalized
 - Chapter 2 proving challenging and negotiations are ongoing
- Chapter 4 (Fraser Sockeye and Pink Salmon) expires December 31, 2019 and preliminary negotiations are now underway

CHAPTER 1 (TRANSBOUNDARY RIVERS)

Chapter 1: Overview

- Chapter first established in Pacific Salmon Treaty in 1999 with significant changes implemented through renewal in 2008
- Establishes conservation, harvest sharing and enhancement objectives for Canadian-origin Chinook, sockeye and Coho salmon stocks from Stikine, Taku and Alsek Rivers
- Defines allowable catch allocations for terminal (U.S.) and in-river (Canadian and U.S.) fisheries
- Linkages w/ Chapter 3 (Chinook) and Chapter 5 (Northern Coho)
- Creates the Transboundary Technical Committee and Transboundary Enhancement Sub-Committee to support implementation
- Implementation founded on bilateral (U.S. / Canada) stock assessment and enhancement programs (unique in the PST context)
- Sockeye salmon enhancement programs on Taku and Stikine Rivers form cornerstone of allowable catch allocations (and opportunities for increased fishery opportunities)

Chapter 1: What we heard?

Key issues identified through consultations:

- Re-affirming conservation as the first priority to sustain salmon stocks and fisheries
- Strong Canadian interest in maintaining or expanding access to allowable catch allocations
- Desire for improved information sharing for Transboundary stocks (in particular, information on U.S. fishery interceptions in marine areas)
- Interest in improved monitoring, assessment and reporting on (Northern) Coho stocks

Chapter 1: Summary of Negotiations

- Between February 2015 and February 2017, 5 in-person U.S. / Canada negotiation sessions (18 days)
- 27 individual papers exchanged. Majority of focus / time spent on:
 - Chinook, Sockeye and Coho harvest share allocations
 - Conservation objectives (priority to achieve spawning escapement)
 - Test fishery provisions
 - Sockeye enhancement programs
 - Sockeye, Chinook and Coho assessment programs
- Panel achieved bilateral agreement in February 2017 to provide recommendation to Commissioners to renew Chapter 1 for a 10 year period (2019 – 2028)
- International legal language review completed in February 2018
- Chapter language ready for ratification, pending Commissioner approval

Questions/comments?

CHAPTER 2 (NORTHERN BC AND SOUTHEAST ALASKA)

Chapter 2 (Northern Boundary)

- Chapter 2 covers marine fisheries in Northern BC and Southeast Alaska impacting Nass and Skeena sockeye and pink, with some references to chum in Portland Canal
- Chapter establishes Annual Allowable Harvest (AAH) rates for U.S. interception of Skeena and Nass rivers sockeye in District 101 and District 104 prior to week 31 (incl. week 30) in the U.S. pink fishery
- Also establishes the Northern Boundary Technical Committee and technical work/activities to support implementation and evaluation of the Chapter
- Current Treaty language was first established in 1999, and “rolled over” in 2008

Context for Chapter 2 Negotiations

- Skeena River sockeye return is typically unimodal in timing
- Historically, run timing has varied between 50-95% of the run passing through South east Alaska prior to week 31 (avg. 70-80%)
- Pre-week 31 in SE Alaska purse seine pink salmon fishery the AAH is 2.45% for Skeena/Nass; and the AAH for pink salmon gill net fishery on Nass River sockeye is 13.8%
- For 2014, 2015, 2016, and 2017, the run timing for Skeena sockeye has shifted to later in the season leaving much of the Skeena run with no restriction in the treaty.
- With the shift in timing, the fishing effort by the U.S. also shifted to post week 30 which is not covered by the treaty.
- This shift in timing may, or may not be, indicative of the future

Chapter 2: What we heard?

- Key issues identified through consultations:
 - Conservation issues with Skeena and Nass sockeye are a key driver for concerns domestically and with respect to the Chapter
 - First Nations and stakeholders concerned about recent timing shifts in Skeena sockeye runs that, if continued, may allow for a substantial unintended increase in SEAK catch of sockeye
 - Concern that northern coho is not getting the required attention at the Northern Boundary Technical Committee

Chapter 2: Negotiations To-Date

- January 2016
 - Outset of negotiations, Canada identified conservation, and run timing concerns for Nass/Skeena sockeye, key interests for a revised Chapter
- January 2017
 - Canada presented U.S. with draft language to address conservation and run timing—concerns and draft language largely dismissed by the U.S.
- Spring 2017
 - Canada letter to U.S. requesting additional action based on updated forecast and severe conservation concerns
 - ADF&G agreed and additional management measures were implemented
- Summer 2017
 - Exchange of Canadian and U.S. officials to tour their respective fisheries (e.g. D101/104), improve understanding of issues
- Fall 2017/Winter 2018
 - Canada and U.S. officials exchanged draft language for a side agreement, but no agreement reached

Chapter 2: Negotiations-To-Date

- January 2018
 - Based on lack of progress within the Northern Panel, Canada recommended negotiations be moved to the Commissioner level
- March 2018
 - Canadian Commissioners received letter from U.S. outlining Alaska's intention to consider (may implement) measures to address concerns.
 - Canada responded to the ADF&G letter offering chapter language including a review of the Chapter in 2023 to determine whether to continue or make modifications for the remaining 5 years.
 - Has not been agreed.
- April/May 2018
 - The Chapter remains unresolved. Discussions continue.

Questions/comments?

CHAPTER 3 (CHINOOK)

Chapter 3: Overview

- The Chapter provides a framework for bilaterally coordinated management of Chinook fisheries
- Chinook salmon can make long ocean migrations and can be caught in many fisheries in Canada and the U.S. over their 2 to 6 year life cycle
- The PST area stocks originate from rivers in Oregon to Alaska
 - Stocks vary in abundance, productivity, and status
 - Mixture of healthy stocks and others of conservation concern
- Chapter 3 limits fishing impacts, contributes to restoration and rebuilding of depressed natural stocks, and provides sustainable harvest opportunities on abundant stocks
- Considered the most contentious and technically-complex chapter in Annex IV

Chapter 3: Overview (cont'd)

- Chinook fisheries are limited by the aggregate abundance of stocks in the fishing area (AABM fisheries) or by fishing rates on individual stocks (ISBM fisheries)
- The three AABM fisheries (Southeast AK, WCVI, Northern BC) have catch levels adjusted according to the modeled aggregate abundance for each fishery
 - Harvest rates increase with higher forecasted aggregate abundance
- ISBM fisheries have been managed to maintain harvest below 36.5% (CDN) and 40% (U.S.) of the average 1979-82 level or to the average 1991-1995 level (whichever is more restrictive). However, in the new agreement, the measure is at or below exploitation rates over the current chapter period (2009-2015).

Context for Chapter 3 Negotiations

- Changing ocean environment
 - Historic modelling and data less effective at predicting stock abundance
- Fluctuation/declines in salmon productivity, stock status
 - Significant conservation concerns in Canada, SEAK and the Southern U.S. (Washington, Oregon)
 - Several stocks listed under the U.S. Endangered Species Act
- Domestic management and ecosystem considerations
 - e.g. implications for Southern Resident Killer Whales
- Canada-U.S. relations
 - U.S. domestic dynamics (Alaska, Southern U.S.)

Chapter 3: What we heard?

Key issues identified through consultations:

- Concerns re: Aboriginal rights and FSC needs not adequately understood or addressed in negotiations
- Implication of potential harvest reductions for FSC fisheries
- Conservation concerns for domestic populations; lack of CTC-accepted escapement goals for some stocks (e.g. WCVI) Concern re: shifting demand/harvest pressure onto Chinook based on declines for sockeye, coho
- Desire to build First Nations capacity and understanding of the PST to improve First Nations ability to partner with DFO
- Concern re: strength of Canadian position/emphasis on Canadian stocks of concern
- Consideration of Ahousaht right (WCVI)
- Interest in reducing Alaskan interception of Canadian-bound Chinook
- Potential for size limits in Alaskan fishery to protect older spawning stocks
- Additional information and separation of hatchery and wild populations, contribution to escapement
- Opposition to Total Mortality Regime for Area G

Chapter 3: Key Interests for Canada

- Concern for Canadian stocks with reduced productivity
 - As changes are proposed to Chapter 3, the influence on Canadian stocks, including domestic stocks of concern, have been examined (e.g. for opportunities for more information, to reduce uncertainty, to improve biological status, harvest opportunities)
- A balanced outcome for Canada and the US
- Improving the functionality of Chapter 3
 - Alignment of indicator stocks to address stocks of concern in Canada
 - Exploring opportunities to improve data and information for some important stocks
 - Exploring alternative approaches

Chapter 3: Early Stage of Negotiation

- In February 2016, Canadian and U.S. Commissioners agreed to the overarching concepts that will guide chinook chapter negotiations:
 - Conservation and Sustainable Use
 - Consistency
 - Ability to Implement
 - Working Relationship
 - Comprehensiveness (linkages to other Chapters)
 - Flexibility
 - Environmental Conditions
- Ongoing improvements underway to update the model used to calculate abundance indices for “outside” (Aggregate Abundance Based Management - AABM) fisheries
- In May 2016, Commissioners agreed to establish an independent expert panel to review agency pre-season abundance forecasts and their application in the PSC’s Chinook Technical Committee (CTC) coast-wide model
- In May 2016, the CTC completed a review of performance of Chapter 3. This review provides information and context for negotiations

Chapter 3: Progress To-Date

- Jan 2017: Presentations by Canada and the U.S. on stock status
- Feb 2017: Canadian paper re: continuing decline in chinook productivity; proposed maintaining Canadian reductions from 2009 but with further Alaskan reduction
- May 2017: U.S. paper re: decline in Puget Sound ESA listed stocks; proposed 25% reduction in all southern BC fisheries (AABM and ISBM) with no reductions in NBC and SEAK AABMs
- Jun to Sep 2017: Focus on technical work on elements largely proposed by the U.S.; new methods and metrics to address concerns about effectiveness and allocation impacts
- Oct 2017: Canada and the U.S. clarified positions on harvest sharing and conservation (Positions remained far apart); Canadian paper clarified harvest and conservation balance issue focussed on coastwide productivity decline; proposed no change in southern BC and some reduction in SEAK
- Nov 2017 to Jan 2018: Further exchange of positions and rationale

Chapter 3: Progress-To-Date

February/March 2018

- Canada provided a paper outlining the need for SEAK reduction, balanced approach to harvest sharing and concern across the coast for declining chinook productivity
- Canada-U.S. Commissioners requested the CTC to model/analyze several scenarios (e.g. impacts of hypothetical catch reductions in)
- Parties exchanged formal proposals on harvest sharing / potential reductions in AABM fisheries and ISBM fisheries

April 2018

- Parties reached agreement in-principle on harvest reductions in Alaska and Canadian AABM fisheries; and in southern Canadian and SUS ISBM fisheries.
- ISBM reductions are treated in a more restrictive manner in the new chapter and help to address Canadian and Puget Sound chinook stocks of concern.
- Detailed provisions allow flexibility in Canada's ability to manage Treaty reductions while also meeting domestic requirements.
- A small group of Canadian and U.S. delegates to work on outstanding technical details and finalize Chapter language

Key Elements of Proposed Agreement

- **Harvest reductions in Canadian and U.S. AABM and ISBM fisheries** to address ongoing conservation concerns for Chinook stocks in both countries;
- Adoption of a new **Calendar Year Exploitation Rate (CYER) metric** for evaluating performance for Individual Stock Based Management (ISBM) fisheries;
- Renewed commitment to the **coastwide Coded Wire Tagging and Recovery (CWT&R) Program**;
- 10-year **Catch and Escapement Improvement (CEI) program** that will include more robust and timely information (including for data-limited stocks) and development of new analytical tools for managing Chinook; and
- Enhanced **fishery monitoring** and management of **incidental mortality**.

Overview of Harvest Reductions: AABM

SEAK AABM

CPUE Tiers	Reduction to Catch Limits
1-5 (AI less than 1.805) (1)	7.5 %
6 (AI between 1.805 and 2.2)	3.25%
7 (AI greater than 2.2)	1.5%

WCVI AABM

AI	Reduction to Catch Limits
AI less than 0.93 (1)	12.5%
AI between 0.93 and 1.12	4.8%
AI greater than 1.12	2.4%

(1) Abundances have fallen within this range 75% of the time over the last 20 years.

Overview of Harvest Reductions: Canadian ISBM

- For escapement indicator stocks not meeting management objectives, the following General Obligation apply:
 - For U.S. Stocks in Canadian Fisheries: A reduction of 12.5% by stock in exploitation measured from the period 2009-2015.
 - For the following Canadian stocks: NWVI natural, SWVI natural, East Vancouver Island North Fall, Nicola, Cowichan, Harrison, Chilcotin, Chilko: a 5% reduction in exploitation measured from the period 2009 - 2015.
 - Other Canadian Stocks: no greater than average exploitation values by stock over the period 2009 - 2015.

Overview of Harvest Reductions: U.S. ISBM

- For escapement indicator stocks not meeting management objectives, the following General Obligation apply:
 - Puget Sound: 5% reduction in average exploitation rate by stock from 2009-2015, no reduction for escapement indicator stocks for which Chapter provisions don't achieve the ESA Recovery Exploitation rate (Nooksack Spring, Stillaguamish, and Snohomish).
 - Hoko: ISBM obligation set at 0.10 in recognition of closure of the Hoko River to Chinook salmon fishing in 2009-2015.
 - Canadian Stocks: 5% reduction in exploitation in Canadian stocks caught in the U.S. ISBM fishery by stock measured from the period 2009-2015.
 - Lower Columbia River (Coweeman): no greater exploitation by stock than that measured over the period 2009-2015
 - Other Stocks: 15% reduction by stock from exploitation measured over the period 2009-2015

Questions/comments?

CHAPTER 5 (COHO)

Chapter 5 (Coho): What has changed

- Continued bilateral commitment to conservation-based management approach, acknowledging current environmental uncertainties
- Continue current approach to chapter 5 implementation until Canada finishes work on a status-based management approach for Canadian Management Units (MUs) in the PST. Status-determination work will involve establishing reference points for moving amongst Low – Medium – High status (for purposes of annual fishery planning), and the allowable sustainable exploitation rates at each status level
- Structure of Canadian MUs will be simplified for bilateral management – two Strait of Georgia Management Units have been combined into one
 - Past information shows U.S. fisheries have similar impact on the two existing SoG MUs
- Until Canada completes this work, bilateral (Canada-U.S.) management will be driven by the status of Interior Fraser Coho (IFR), and based on a “Low” status level. Canada has committed to completing the work for Canadian MUs by the end of 2018

Chapter 5 (Coho): What has changed

- For Northern Coho, the following approach was approved by the Co-Chairs of the Northern Panel at the February 2017 PSC annual meeting:
 - To facilitate sustainable management in support of optimum production of Coho salmon origination from rivers situated between Cape Caution and Cape Suckling, a Coho subcommittee of the Northern Boundary Technical Committee will produce a report on assignments completed as part of Chapter 5 s.3(a) to 3(h)
 - The report will address the state of knowledge on the status of northern Coho stocks, and provide recommendations to improve the management and conservation of these stocks
 - The subcommittee will report out on its progress to the Northern Panel annually, with the final report presented to the Northern Panel and Commission in advance of the 2020 fishing season to inform the Parties consideration of management actions or recommended conservation measures

Questions/comments?

CHAPTER 6 (CHUM)

Chapter 6 (Chum): What has changed

- U.S. chum fishery in Areas 7 / 7 A will have a reduced catch ceiling (from current 130,000 to 125,000) in years of moderate Fraser chum run size abundance (run size estimate between 1,050,000 and 1,600,000).
- U.S. will cease their fisheries if the Fraser Run size is less than 1,050,000 . Under current Chapter, trigger for ceasing U.S. fisheries is a Fraser run size less than 900,000.
- In exchange, Canada has agreed to allow increased U.S. harvests at high Fraser run sizes (run size estimate in excess of 1,600,000) up to a catch ceiling of 160,000 chum.
- Specific provisions for monitoring and reporting of steelhead encounters in U.S. and Canadian fisheries have been added.

	Current	Proposed	What's new?
Lower Breakpoint (Fraser Chum Terminal run size estimate)	900,000	1,050,000	U.S. fisheries terminated below this run size – more protection at lower Fraser run sizes
Lower U.S. Catch Ceiling (pieces of chum)	130,000	125,000	Reduced U.S. harvests at low to moderate run sizes
Upper Breakpoint (Fraser Chum Terminal run size estimate)	NA	1,600,000	New inflection point
Upper U.S. Catch Ceiling (pieces of chum)	No change at increased run size – 130,000	160,000	More U.S. harvest flexibility in years of high chum abundance

Questions/comments?

Next Steps

- Once agreement is reached on all chapters, recommendation will go from the bilateral PSC to Canadian and U.S. governments.
- Domestic ratification process in Canada will include:
 - Further consultation with First Nations, stakeholders
 - Tabling of proposed agreement in the House of Commons (21-day sitting period)
- Goal is to seek ratification/approval and exchange of diplomatic notes by December 31, 2018

Discussion Questions

- Any outstanding questions or feedback regarding proposed changes to Chapters 1-3 and 5 & 6?
- What information and issues would you like to see considered in the renewal of Chapter 4?

Contact Information

Pacific Salmon Commission: www.psc.org

Pacific Salmon Treaty: <http://www.psc.org/pubs/Treaty/Treaty.pdf>

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