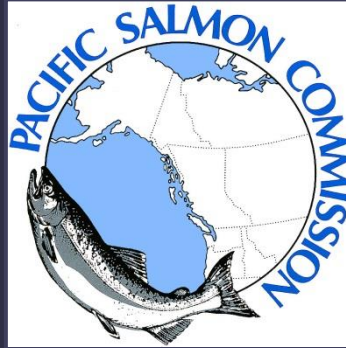


# The Pacific Salmon Treaty



Charles Swanton  
Deputy Commissioner  
Alaska Dept. of Fish and Game

Commissioner  
Pacific Salmon Commission



January 2018

RC3 – Tab 23

1

# Outline

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1. Treaty background – 1985, 1999, 2009, 2019
2. Alaska & the Treaty
3. Status of renegotiation

# Why do we have a Treaty?

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- U.S. and Canada entered into the Pacific Salmon Treaty in 1985 to **conserve and allocate** salmon harvests of inter-jurisdictional fish.

# Chinook Migratory Patterns



# Issues in the 1985 Negotiations

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- ~ 85% of harvest in Southeast Alaska historic Chinook fishery is comprised of fish originating in Canada and the Pacific Northwest.
- High levels of interception of Pacific Northwest Chinook in Canadian Chinook and coho fisheries.
- Fraser River interception in Washington fisheries.
- Boldt decision recognizing treaty fishing rights for Pacific Northwest Stevens-Palmer treaty tribes.

# Scope of the Treaty

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Stocks and fisheries  
from Cape Falcon, OR  
to  
Cape Suckling, AK  
= 1,276 linear miles

# Scope of the Agreement

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- Fishing arrangements for relevant fisheries.
- A no jeopardy biological opinion under the Endangered Species Act.
  - 28 Chinook salmon and Steelhead species
  - Southern Resident Killer Whales
- Stipulations preventing the extension of Washington treaty Indian fishing rights into Alaska.

# Treaty Principles

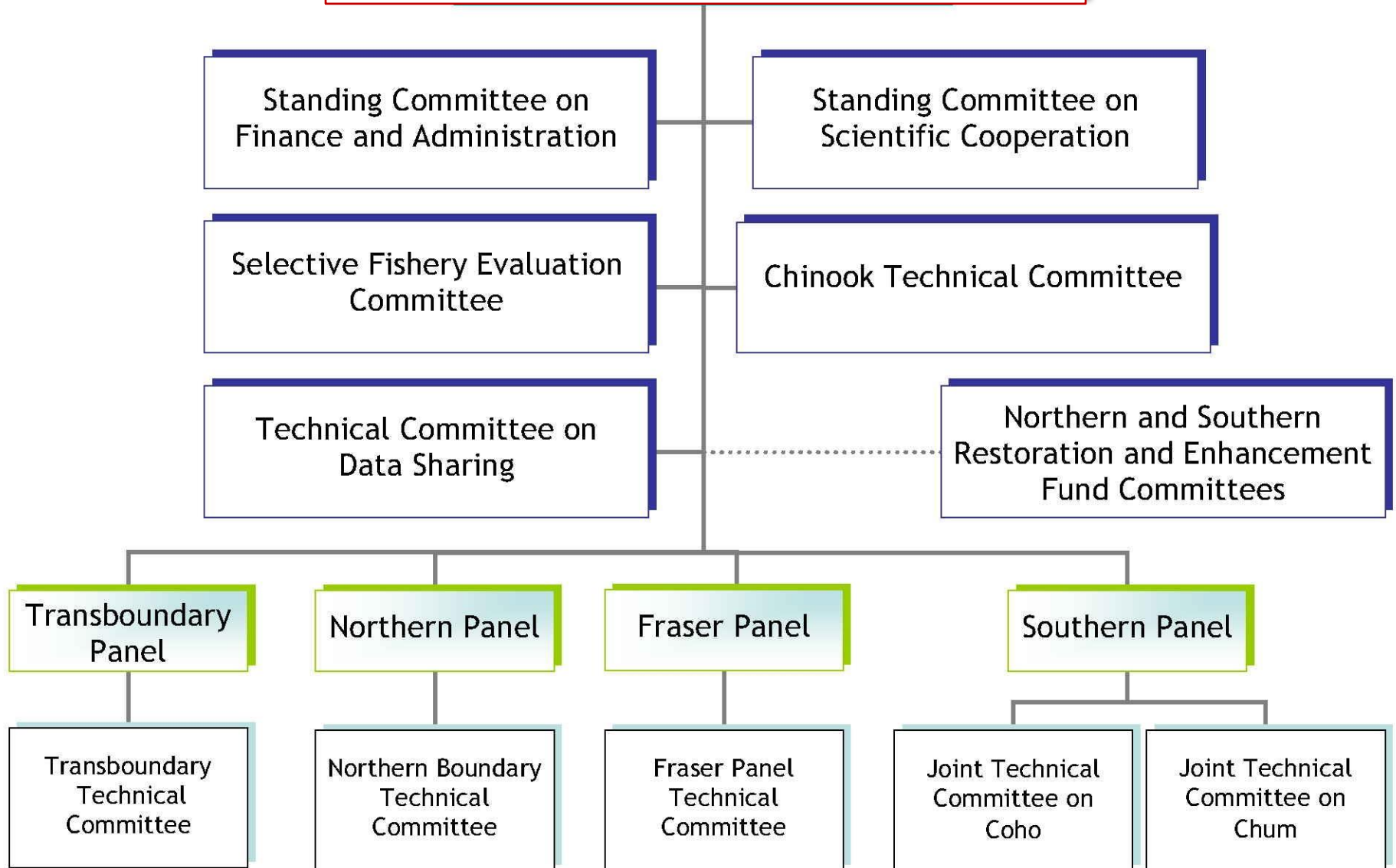
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- Prevent overfishing
- Provide for optimum production
- Fair sharing (the equity principle)
- Avoid undue disruption of existing fisheries
- Reduce interceptions



# Pacific Salmon Commission

4 U.S. and 4 Canadian Commissioners



# Decision Making

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- Consensus of U.S and Canada required to recommend action to the Parties.
- U.S. decision making requires consensus.
- Authority is vested with commissioners for states (AK, WA/OR) and Pacific NW tribes.
  - each state and tribal commissioner have 1 vote.
  - federal commissioner is nonvoting.
- Advisory Panels of Stakeholders
  - Northern Panel
  - Transboundary Rivers Panel
  - Southern and Fraser River Panels
  - Yukon River Panel

# Treaty Financial Support

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- NOAA base grants (\$14M)
  - Treaty implementation
  - Transboundary
- DOS pays for US share of PSC dues, travel, and stipends.
- Northern Endowment Fund (\$3-\$6M)
- U.S. Letter of Agreement (\$1.6M)

# FY18 Fiscal Support for SEAK

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- NOAA base grants (\$3.85M)
  - Treaty implementation (\$3.5M)
  - Transboundary (\$0.4M)
- Northern Endowment Fund (\$2M)
- U.S. Letter of Agreement (\$0.8M)
- **FY18 total = \$7.3M**

**PSC Commissioner  
Alaska**  
Charlie Swanton

**Alternate  
PSC Commissioner - Alaska**  
Bill Auger  
Gillnet

**Northern Panel**  
Lowell Fair - Chair  
Regional Supervisor- CF

**Chinook Tech Committee**  
John Carille - Chair  
Fishery Scientist 1 - CF

**Transboundary River  
Panel**  
John H. Clark - Chair  
PSC Specialist

**Coho TC**  
John H. Clark  
PSC Specialist  
Leon Shaul  
FB3-CF

**Northern Boundary TC**  
Bo Meredith - Chair  
FB2-CF

Andy Piston  
FB4 – CF  
Alt

Clay Bezenek  
Stakeholder  
Gillnet

Bob Clark  
Fisheries Advisor

Brennon Eagle  
Stakeholder  
Gillnet

**Transboundary TC**  
Ed Jones - Chair

**Data Sharing TC**  
Tim Frawley

Mailika Brunette  
FB2-CF

John Carle  
Stakeholder – Alt  
Seine

Doug Mecum  
NOAA

John H. Clark  
PSC Specialist

Russell Thomas  
Stakeholder  
Sport

Jim Andel  
FB2-CF

**Enhancement SC**  
Flip Pryor-Chair

**Data Standards TC**  
Tim Frawley  
AP5-CF

Anne Reynolds  
FB4-CF

Mitch Eide  
Stakeholder – Alt  
Seine

Dennis Longstreth  
Stakeholder  
Troll

Dani Evenson  
FS1-CF

Arnold Enge  
Stakeholder  
Gillnet

Julie Bednarski  
FB2-CF

Lorraine Vercessi  
FB3-CF

**Selective Fishery Eval  
Comm**  
Dani Evenson-CF  
Lorraine Vercessi-CF

Sara Miller  
BIOM2-CF

Peter Hagen  
NOAA - Alt

Tom Ohaus  
Stakeholder  
Sport

Gary Freitag  
UAF

Pat Robbins  
Stakeholder  
Gillnet

Sara Gilk-Baumer  
FG2-CF

T.B.D.  
NOAA

**Habitat &  
Restoration Comm**  
Jeff Nichols  
FB3-SF

Grant Hagerman  
Troll Manager-CF

Tom Fisher  
Stakeholder – Alt  
Troll

Bob Thorstenson  
Stakeholder  
Seine

Andy Gray  
NOAA

Pete Hagen  
NOAA

Dave Harris  
FB3-CF

Eric Prestegard  
DIPAC

Scott Walker  
Ketchikan AMB-CF

Cole Wilburn  
Stakeholder – Alt  
Gillnet

Ed Jones  
Research Coord-SF

Dale Kelley  
Stakeholder  
Troll

Scott Forbes  
FB2-CF

Michele Masuda  
NOAA

Anne Reynolds  
FB4-CF

Phil Richards  
FB3-SF

Chuck Guthrie  
NOAA

Randy Peterson  
BIOM2-CF

Troy Thynes  
FB3-CF

VACANT?

Brian Elliott  
FB3-SF

Bob Clark  
Fisheries Advisor

Bill Templin  
FS1-CF

VACANT ?

- 32 ADF&G staff
- 6 NOAA staff
- 19 Industry Reps

Department Staff

# 2009 PST Agreement

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Annex I: Panels

Annex II: Fraser Panel Area

Annex III: Technical Dispute Settlement Board

Annex IV :

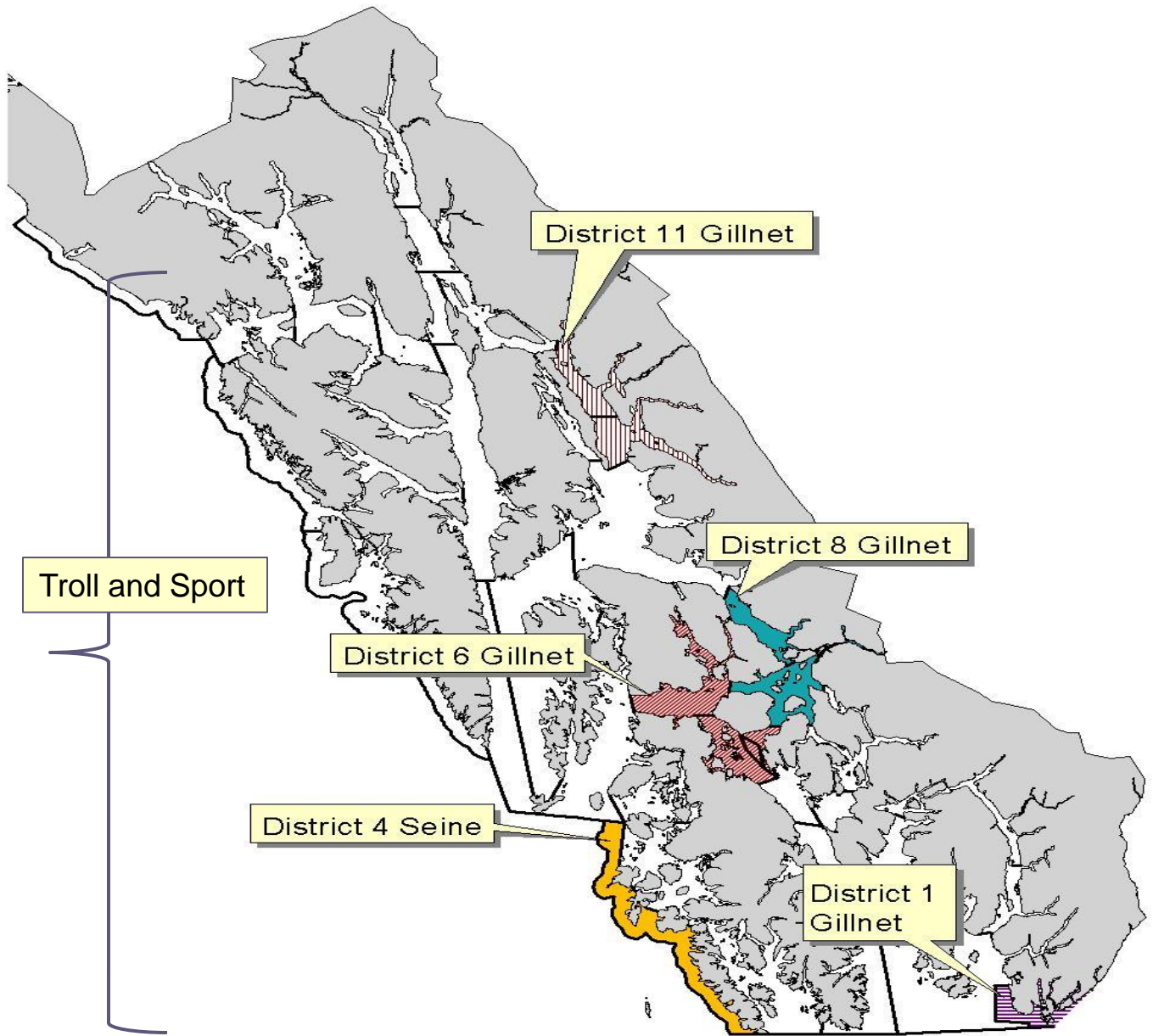
- Chp 1. Transboundary Rivers
- Chp 2. Northern BC and Southeast Alaska Boundary Area
- Chp 3. Chinook Salmon
- Chp 5. Coho Salmon
- Chp 6. Southern BC and Washington State Chum Salmon
- Chp 7. General Obligations
- Chp 8. Yukon River

# Southeast Alaska Fisheries under the PST

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- Stikine River Subsistence
- Drift Gillnet
  - Taku / Snettisham
  - Stikine
  - Tree Point
- Set Gillnet
  - Alek River
- Troll and Sport
  - Chinook harvest limit
  - Dixon Entrance Coho trigger
- Purse Seine
  - District 104

2015 SEAK salmon fisheries value = \$720 M





# Chapter 1: Transboundary Rivers

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- Alsek River
- Taku River
- Stikine River

# Chp 1 Chronology

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- 1979: Canadian commercial fishery commenced on Stikine & Taku.
- 1985: Impasse over deeming of TBR stocks.
- Enhancement of sockeye provides basis for bilateral cooperation.
- 1999: Transboundary Rivers Panel created.
- 2004: Stikine subsistence fishery initiated.
- 2005: Agreement with Canada on abundance-based Chinook fisheries for Taku and Stikine.
- 2009 & 2019: Adjust national allocations and management implementation.

# Chp 1: Scope

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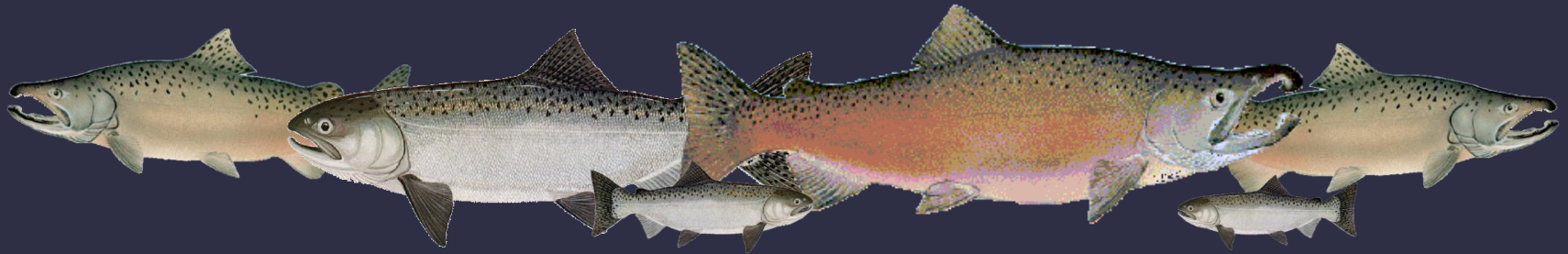
- 1985 defines TBR salmon subject to the PST as “*salmon that originate in the Canadian portion of a Transboundary river.*”
- 1999 TBR Panel established for “*salmon originating in the Alsek, Stikine and Taku River systems.*”
- Confined fisheries under consideration to Canadian and U.S. in-river fisheries and U.S. fisheries in Districts 106, 108, and 111 of SEAK.
- Provides important incentives for the Parties to work cooperatively in the management of salmon returning to the Taku and Stikine rivers.

# TBR Chinook Fishery Agreement Taku and Stikine Rivers

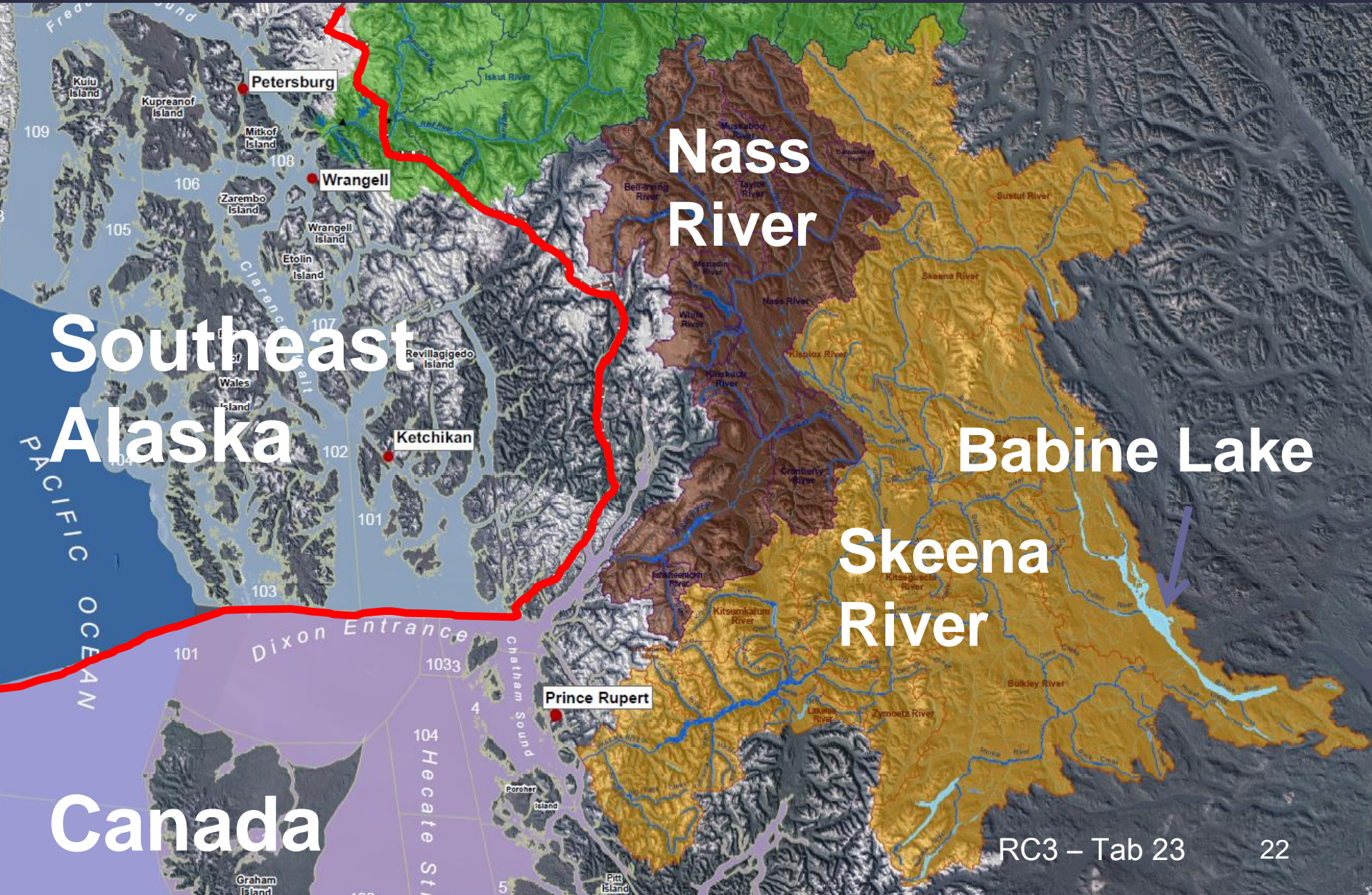
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- Recognized escapement goals.
- Allocates harvest of return in excess to escapement
  - Provision made for existing incidental harvest
  - Sliding scale with Canada receiving larger percentage of smaller runs
  - Allowable catch based on forecast, shifting to inseason abundance estimate when available.
  - In effect through the 2018 season.

# Chapter 2: Northern Boundary



# Northern Boundary Area



**Southeast  
Alaska**

**Nass  
River**

**Babine Lake**

**Skeena  
River**

**Canada**

# Chp 2: Northern Boundary

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- Adopted “abundance based” management in 1999.
- Both Alaska Northern boundary fisheries are managed in part on abundance of Nass and Skeena sockeye stocks:
  - Noyes Island seine fishery
  - Tree Point gillnet fishery

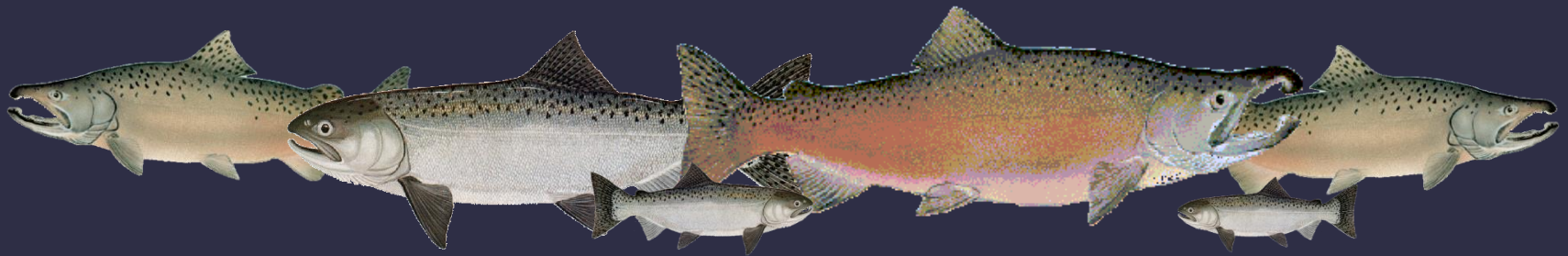
# Chp 2: Northern Boundary

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- District 4 purse seine through week 30:
  - Annual allowable harvest is the combined total run of Nass and Skeena sockeye, minus a combined escapement of 1.1 million fish.
  - Catch share = 2.45%
- Tree Point Gillnet fishery
  - Managed for the first 3 to 4 weeks based on total run of Nass sockeye.



# Chapter 3: Chinook



# Chp 3 Unique Attributes

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- Shared resource coastwide
- Negotiated directly by Commissioners (no panel)
- Most complicated chapter of Treaty
- Subject to ESA consultation
- North/south sharing – Baldrige stipulation
- Highly politicized
  
- Only salmon fishery in Alaska managed to a harvest limit and escapement goals

# Chp 3 Chronology

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- 1985 Agreement:
  - Catch ceilings for major mixed stock fisheries
  - AK hatchery fish “free”
- Mid to late 1990’s:
  - No agreement reached
  - Ferry blockade
- 1999 Agreement:
  - Implementation of abundance-based management regime
  - Endowment funds to support research & management
- 2009 Agreement:
  - 15% reduction to SEAK harvest limit
  - 30% reduction to WCVI harvest limit
  - Funding programs to improve CWT and escapement data

# PST Chapter 3: Chinook

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- Comprehensive & coordinated fishery management program
  - Abundance based management
  - Catch sharing arrangements
  - Intended to achieve MSY escapement
- Obligations
  - Harvest regimes to provide escapement
  - Maintain CWT system
  - Estimation of catch for all PSC fisheries, exploitation rates, and escapement
  - Forecasting annual abundance indices.

# AABM Fisheries

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- Aggregate Abundance Based Management
  - SEAK
  - NBC
  - WCVI
- Represents 1/3 of the coast-wide catch
- Annual harvest limits determined from abundance indices
  - Als represents production of all stocks in AABM fisheries
  - Als are generated by the PSC Chinook Model.

# ISBM Fisheries

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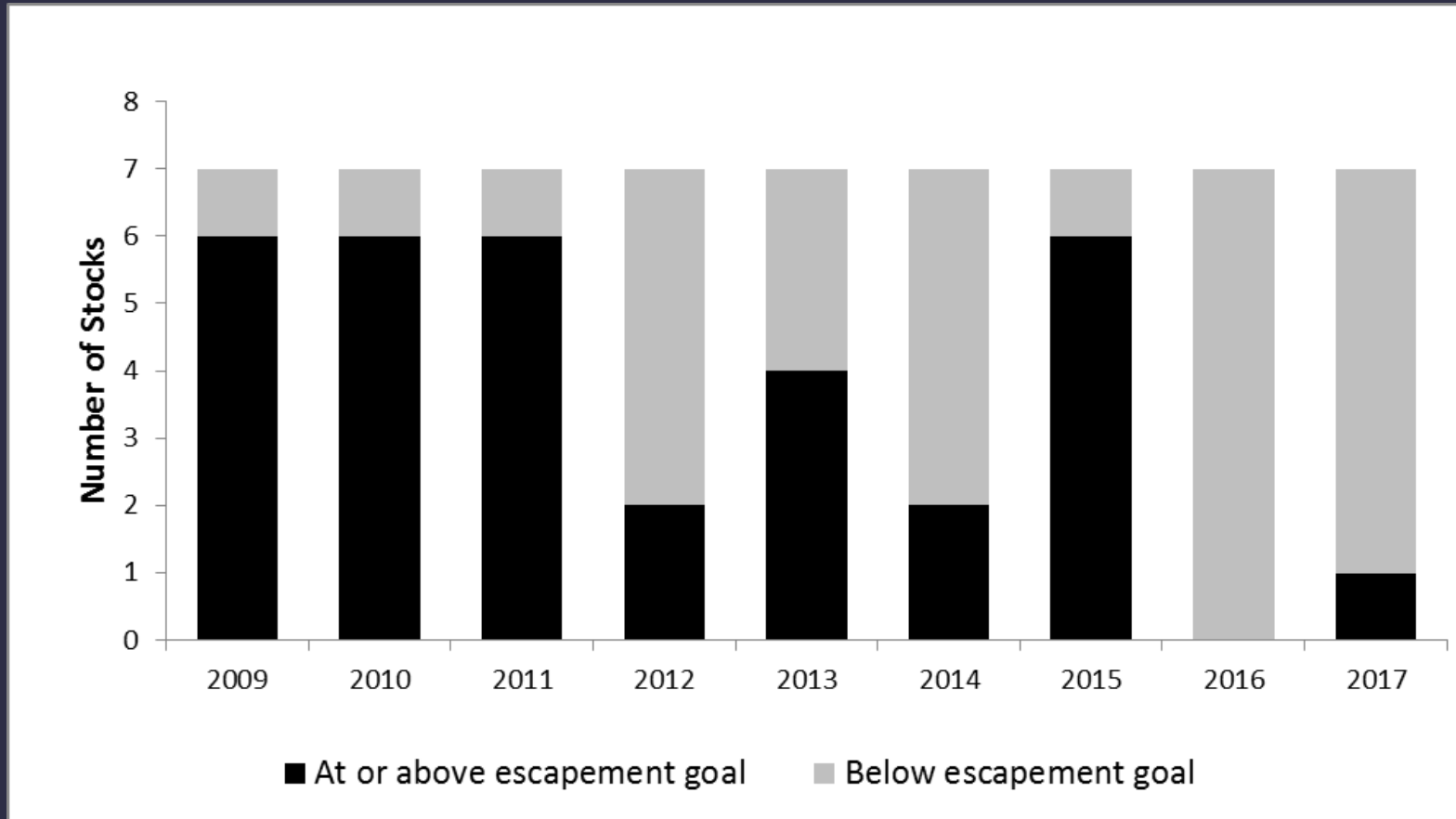
- Individual Stock Based Management
  - “Everything else”
  - 2/3 of the coast-wide catch
- Each jurisdiction obligated to limit its exploitation rate on indicator stocks to levels specified in the Treaty.

# Chapter 3: SEAK Obligations

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1. Achieve escapement goals for SEAK and TBR stocks.
2. Manage to preseason harvest limit.
3. Not exceed the 1<sup>st</sup> postseason harvest limit.

# SEAK Escapement



Situk, Alsek, Chilkat, Taku, Stikine, Unuk, Chickamin



# Abundance Index (AI)

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- Preseason AI
  - Metric by which harvest limit is determined preseason.
  - Influenced by terminal run forecasts of driver stocks, recent average survival, projected maturation rates.
- Postseason AI
  - Metric by which harvest limit is determined postseason.
  - Used to evaluate compliance under Treaty.
  - More accurate – incorporates actual terminal runs, observed survival, observed maturation rates.

# 2016 Example

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- Preseason AI = 2.06
- Preseason AC = 355,000
- Observed Catch = 353,000
- Postseason AI = 1.65
- Allowable Catch = 288,000

Overage of 65,000 due to model error

# SEAK Fishery Performance 2009 Agreement

	<b>Allowable Catch</b>	<b>Observed Catch</b>	<b>Overage/ Underage</b>
<b>2009</b>	176,000	228,033	52,033
<b>2010</b>	215,800	230,750	14,950
<b>2011</b>	283,300	290,669	7,369
<b>2012</b>	205,100	242,549	37,449
<b>2013</b>	284,900	191,428	-93,472
<b>2014</b>	378,600	435,166	56,566
<b>2015</b>	337,500	335,029	-2,471
<b>2016</b>	288,200	353,704	65,504
			<b>137,928</b>

# Status of Treaty Renegotiation

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- Chapter 1: Transboundary Rivers - complete
- Chapter 2: Northern Boundary Area – on-going
  - Agreement to roll-over current chapter language.
  - On-going discussion on improved stock assessment and sockeye conservation.
- Chapter 3: Chinook – on-going
- Chapter 8: Yukon River – not in active negotiation

ACRs likely needed after negotiation completed.

# 2018 FISHERIES PLANNING

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- Commissioners and technical staff from Alaska and Canada discussing a collaborative management approach to improving SEAK, TBR, and NBC Chinook salmon stock status.
- Goal is collaborate management for 2018 fisheries within the PST Agreement to increase escapement rates.
- Process on-going.