

Pacific Salmon Treaty Overview



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Alaska Treaty Coordinator

RC #3, Tab #15

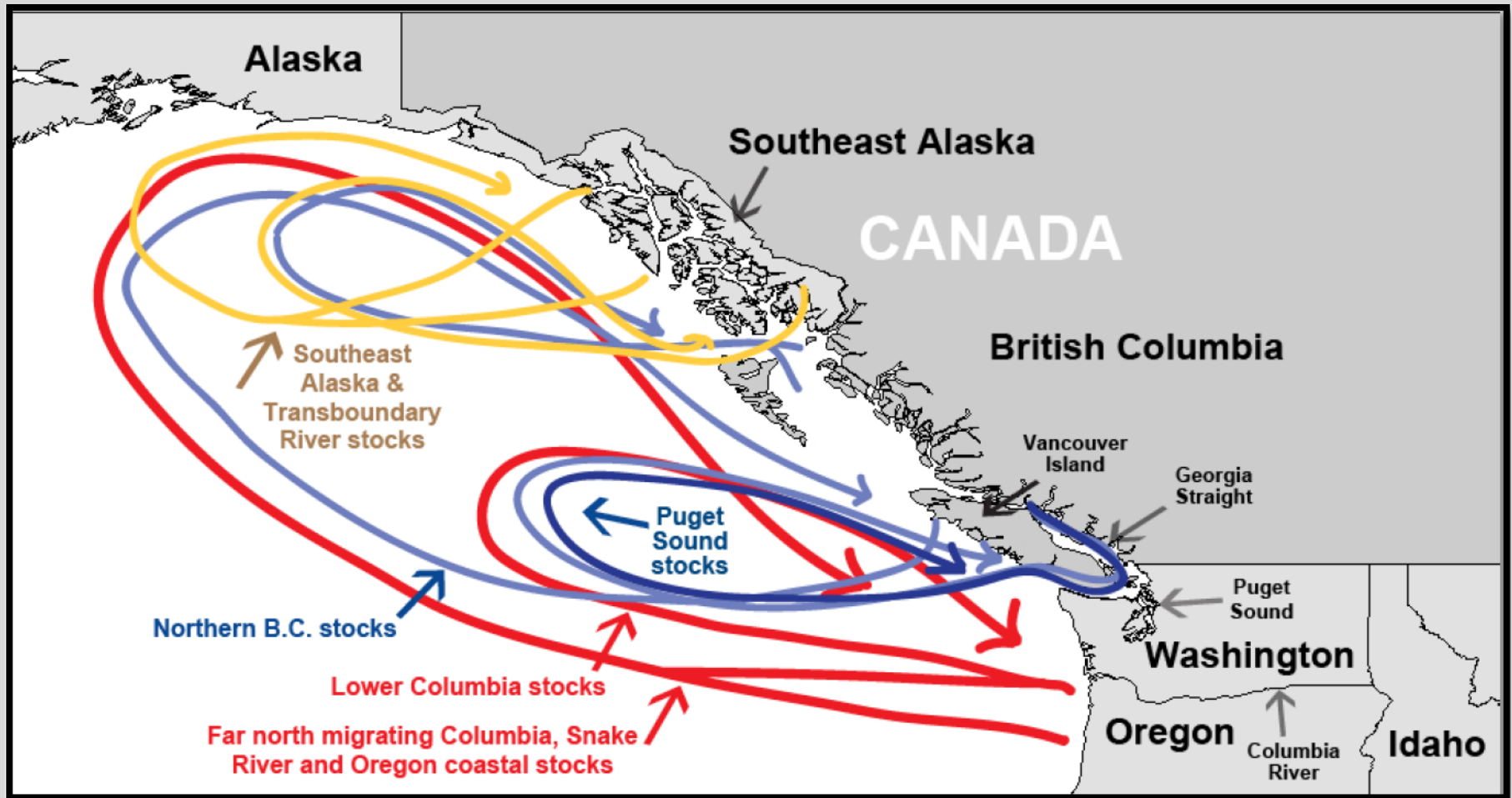
Outline

1. Treaty overview
2. Treaty role in Alaska's fisheries
3. Alaska's obligations under the 2019 Treaty Agreement
4. Endangered Species Act considerations

Why do we have a Treaty?

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

Chinook Salmon Migratory Patterns



Issues in the 1985 Negotiations

- **Interceptions:**
 - Interception of Canada and the Pacific Northwest Chinook in Southeast Alaska.
 - Interception of Pacific Northwest Chinook in Canadian fisheries.
 - Interception of Fraser River stocks in Washington fisheries.
 - Canadian fisheries actively harvesting on southern and transboundary river stocks to spur agreement.
- **Boldt decision recognizing treaty fishing rights for Pacific Northwest Stevens-Palmer treaty tribes.**

Treaty Principles

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

Scope of the Treaty

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



2019 PST Agreement

8 Chapters:

1. Transboundary Rivers
2. Northern BC & Southeast Alaska Boundary Area
3. Chinook Salmon
4. Fraser River Sockeye and Pink Salmon
5. Coho Salmon
6. Southern BC and Washington Chum Salmon
7. General Obligations
8. Yukon River

Pacific Salmon Commission

4 U.S. and 4 Canadian Commissioners

Standing Committee on
Finance and Administration

Standing Committee on
Scientific Cooperation

Selective Fishery Evaluation
Committee

Chinook Technical Committee

Technical Committee on
Data Sharing

Northern and Southern
Restoration and Enhancement
Fund Committees

Transboundary
Panel

Northern Panel

Fraser Panel

Southern Panel

Transboundary
Technical
Committee

Northern Boundary
Technical
Committee

Fraser Panel
Technical
Committee

Joint Technical
Committee on
Coho

Joint Technical
Committee on
Chum

Yukon does not report to Commission; they have their own bylaws

Decision Making

- Consensus of U.S and Canada required to recommend action.
- U.S. decision making requires consensus.
- Authority is vested with commissioners for states (AK, WA/OR) and Pacific NW tribes.
- Advisory Panels of Stakeholders
 - Northern Panel
 - Transboundary Rivers Panel
 - Southern and Fraser River Panels

Alaska Treaty Delegation

PSC Commissioner: Doug Vincent-Lang
Alternate Commissioner: Bill Auger

Treaty Coordinator: Dani Evenson

Chp 1: Transboundary Rivers

TBR Panel

Troy Thynes- Chair

Brennon Eagle

Larry Edfelt

Jacob Miller

Pat Robbins

Cole Wilburn

Scott Vulstek

Transboundary Tech Committee

Ed Jones- Chair

Julie Bednarski

Kristin Courtney

Scott Forbes

Dave Harris

Rick Hoffman

Phil Richards

Paul Salomone

Kyle Shedd

Jeff Williams

Enhancement Subcommittee

Flip Pryor-Chair

Katie Harms

Eric Prestegard

Josh Russell

Chp 2: Northern Boundary

Northern Panel

Lowell Fair - Chair

Clay Bezenek

Deborah Lyons

Russell Thomas

Vacant

Doug Mecum

Andy Piston - Alt

Travis Bangs - Alt

Dennis Watson - Alt

John Carle - Alt

Mitch Eide - Alt

Andy Gray - Alt

Northern Boundary Tech Committee

Bo Meredith- Chair

Vacant

Whitney Crittenden

Teresa Fish

Chuck Guthrie

Grant Hagerman

Chase Jalbert

Michele Masuda

Sara Miller

Anne Reynolds-
Manney

Chp 3: Chinook

Chinook Tech Committee

John Carlile- Chair

Brian Elliott

Dani Evenson

Gary Freitag

Sara Gilk-Baumer

Grant Hagerman

Ed Jones

David Leonard

Jeff Nichols

Randy Peterson

Anne Reynolds-
Manney

Charlie Waters

Misc.

Shadows

Bill Templin

Judy Lum

Selective Fisheries Evaluation Ctte

Dani Evenson

Lorraine Vercessi

Northern Coho Tech Committee

Justin Priest

Grant Hagerman

Data Standards & Data Sharing Ctte

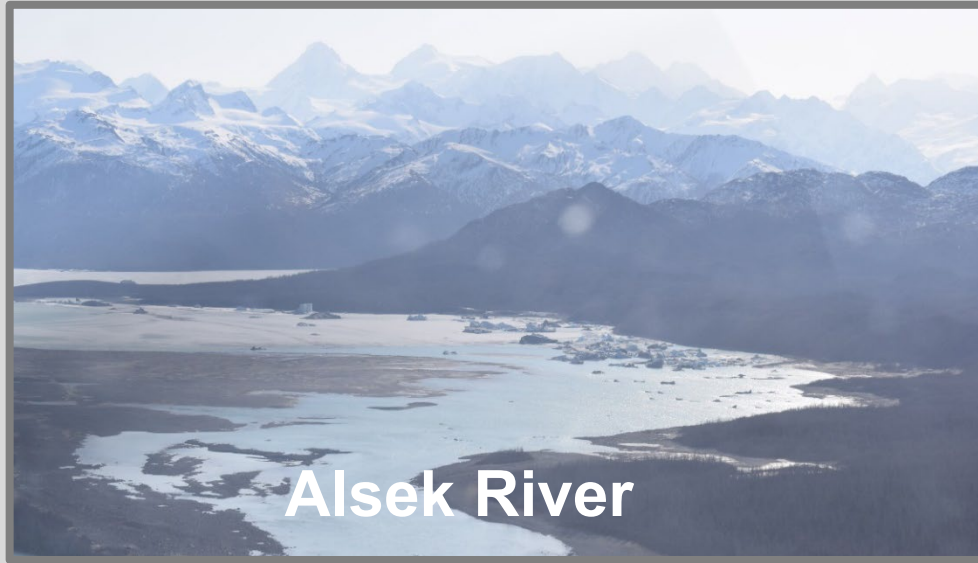
Tim Frawley

35 ADF&G staff
7 NOAA staff
17 Industry Reps

Fisheries Subject to the Treaty

- Stikine Subsistence
- Troll and Sport
 - Chinook Catch Limit
 - Dixon Entrance Coho Trigger
- Purse Seine
 - District 104
- Drift Gillnet
 - Taku (D111)
 - Stikine (D108)
 - Prince of Wales (D106)
 - Tree Point (D101)
- Set Gillnet
 - Alsek River
- *Annette Island Reserve*

Chp 1: Transboundary Rivers



Alsek River



Taku River



Stikine River

Chp 1: Scope

Scope: “salmon that originate in the **Canadian** portion of a Transboundary river”

Oversight: TBR Panel established in 1999 for “salmon originating in the Alsek, Stikine and Taku River systems.”

Species: Chinook, Sockeye, Coho

Fisheries: confined to Canadian and U.S. in-river fisheries and U.S. fisheries in Districts 106, 108, and 111

- Implementation requires intensive bilateral cooperation and coordination

2019 TBR Chapter

- Cooperative development & implementation of abundance-based management programs
 - **Alsek**: Chinook*, sockeye
 - **Taku**: Chinook, coho, sockeye
 - **Stikine**: Chinook, sockeye, coho*

*New obligation

2019 TBR Chapter

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- Defines harvest sharing arrangements for salmon originating in the Canadian portions of the Stikine, Taku, and Alsek rivers.
- Defines arrangements with regard to fishery overages and escapement underages.
- TBR sockeye enhancement program forms the backbone of bilateral cooperation and harvest sharing.

TBR Escapement Goals

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Alsek River	Sockeye (Klukshu), Chinook
Taku River	Sockeye, Chinook, Coho
Stikine River	Sockeye (Tahltan & Mainstem), Chinook

- Developed bilaterally by the TTC
- Agreed-to bilaterally by the TBR Panel
- Apply to stocks originating in Canada
- Underpin all harvest-sharing arrangements

Chapter 2: Northern Boundary



Chp 2: Scope

Scope: Northern B.C + Southern Southeast Alaska

Oversight: Northern Boundary Panel

Species: sockeye, pink (**coho*)

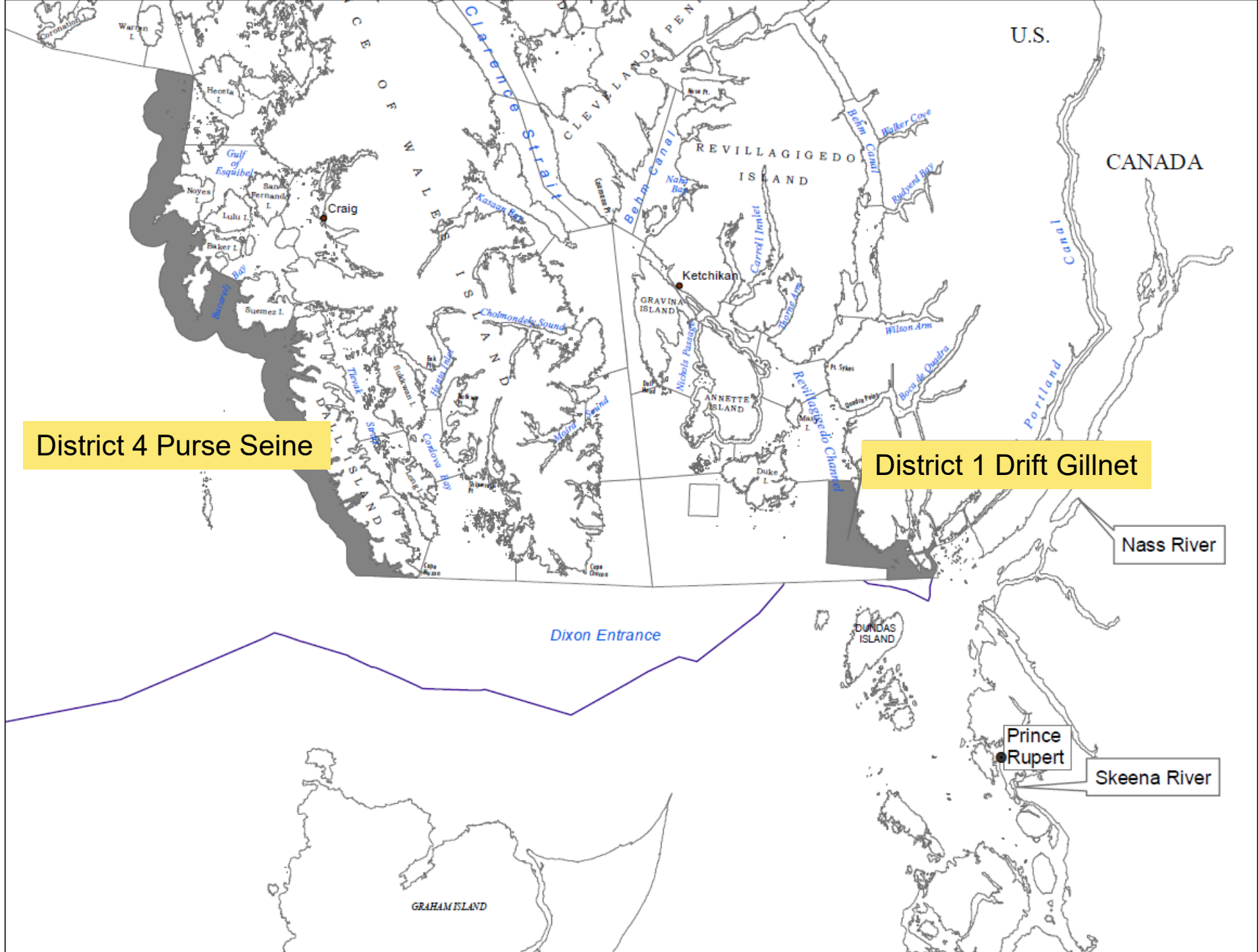
Fisheries: D104 seine, D101 gillnet, (**troll*, **sport*)

- Outlines management goals and data sharing commitments between the U.S. and Canada
- Requires intensive inseason bilateral coordination
- 2019 Treaty updates minor

** Panel also oversees Attachment B of the Treaty which focuses on Northern Boundary Coho Management*

Chp 2: Key Elements

- Primary focus on bilateral management of Skeena River and Nass River sockeye stocks
 - Catch share agreements for D104 purse seine fishery and D101 drift gillnet fishery
- Pink salmon catch share agreements for the Canadian troll and net fisheries
 - Generates little interest due to continued large underages in Canadian fisheries



District 4 Purse Seine

District 1 Drift Gillnet

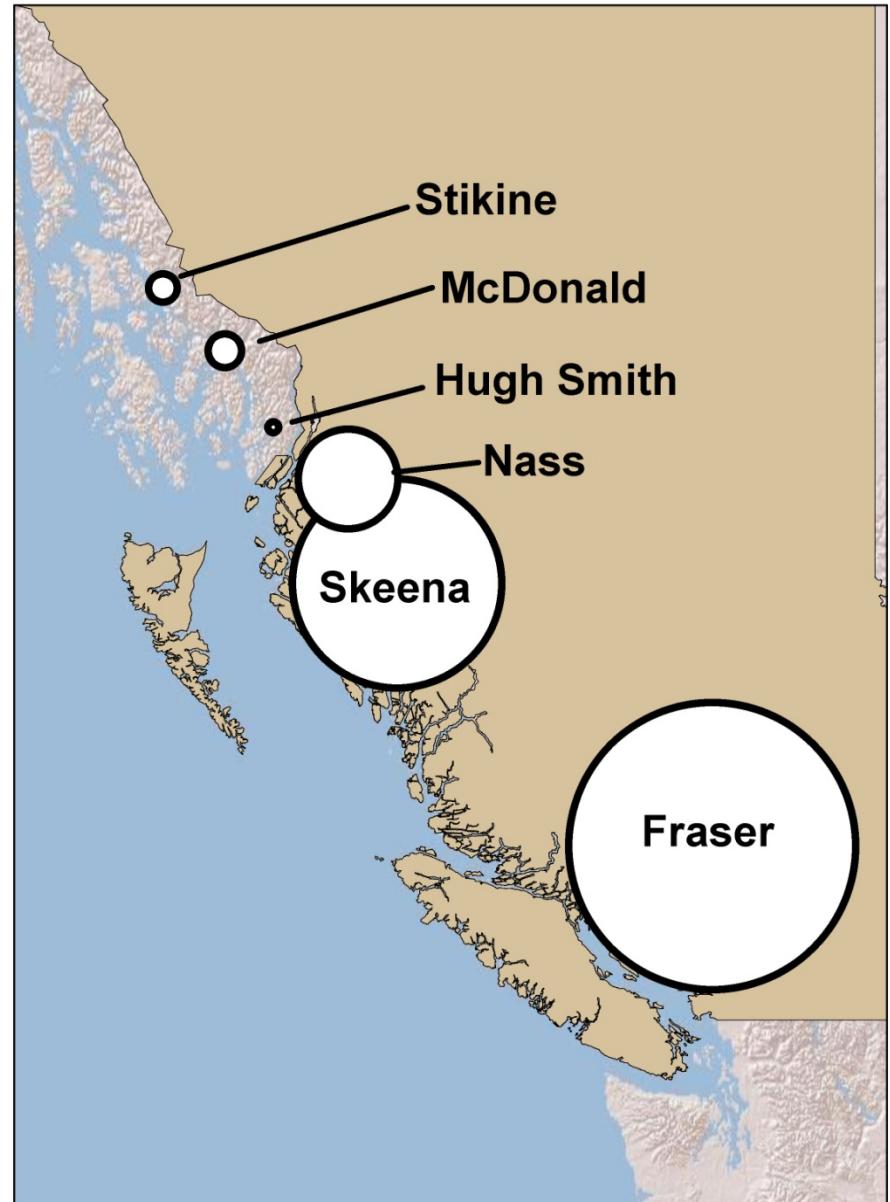
Nass River

Prince
Rupert

Skeena River

Why is this an issue?

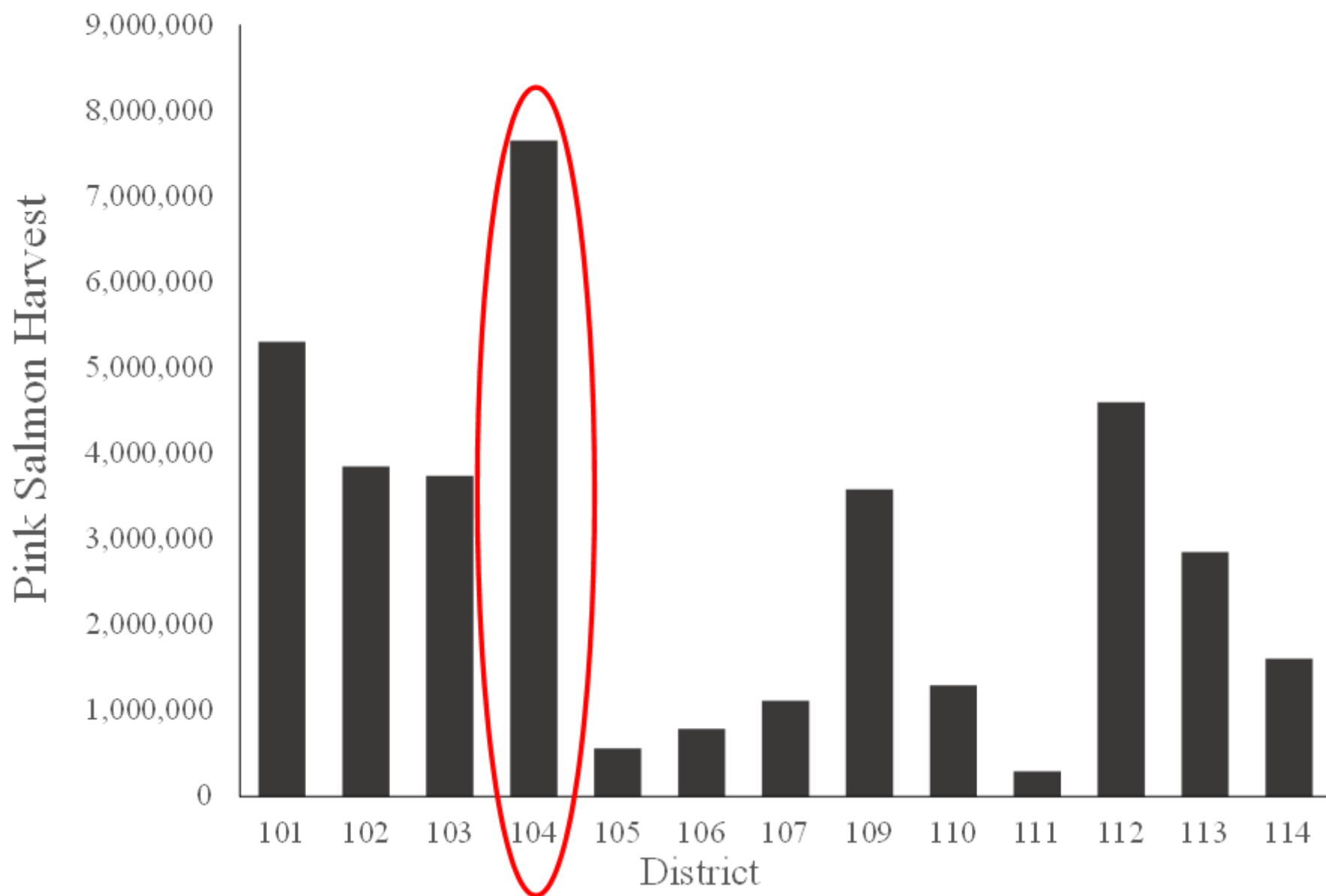
High % of Canadian sockeye in District 4 catch because Nass and Skeena run size vastly exceeds small southern SEAK stocks.



Chp 2: PST Management

- District 4 purse seine (pre-week 31): annual catch share of Nass and Skeena sockeye
 - Annual allowable harvest is the combined total run of adult Nass and Skeena sockeye, minus a combined escapement of 1.1 million fish.
 - catch share = 2.45%
- District 1 drift gillnet (all season): annual catch share of Nass sockeye
 - Annual allowable harvest is the total run of adult Nass sockeye minus escapement of 200,000 fish.
 - catch share = 13.8%

Average Pink Salmon Purse Seine Harvest by District, 1985–2020



Chp 2: 2019 PST Changes

- Canada agrees to complete a comprehensive escapement goal analysis (by 2023 fishing season) Nass and Skeena sockeye
 - Peer reviewed by independent contractors, NBTC, and Northern Panel (*Task ongoing*)
 - Will likely affect Alaska sockeye catch shares

Chapter 3: Chinook



Chp 3: Scope

Scope: Cape Suckling to Cape Falcon

Oversight: Pacific Salmon Commission

Species: Chinook

Fisheries: SEAK troll, sport, gillnet, seine

* Includes Metlakatla Indian Community Annette Island Reserve catches

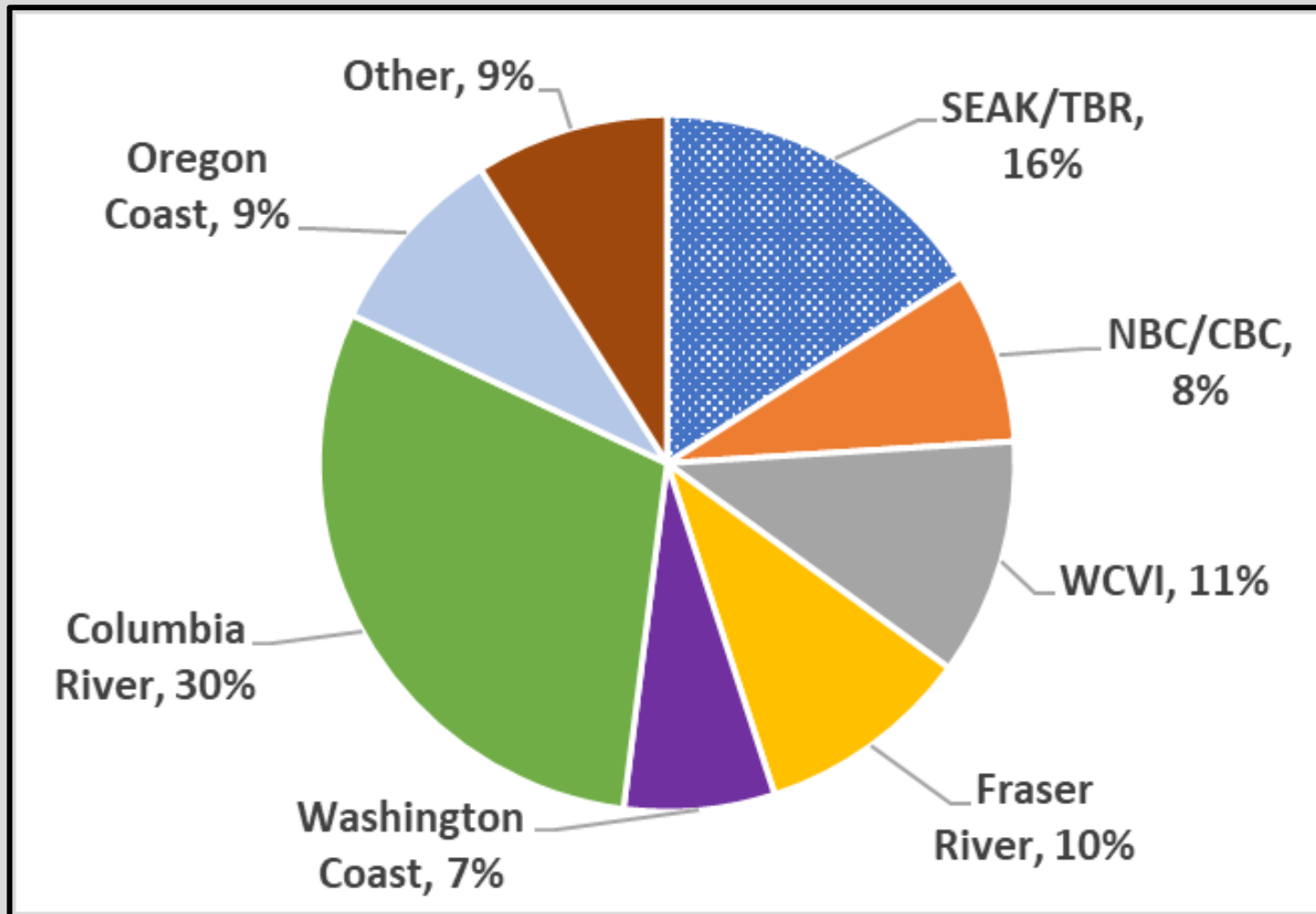
- Calls for a comprehensive & coordinated abundance-based fishery management program
- Extremely data & time intensive

Chp 3: Unique Attributes

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

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SEAK Troll Stock Composition



Chp 3: Alaska Obligations

1. Manage to preseason catch limit
2. Payback any overages the following year; underages cannot be accumulated
3. Manage to achieve escapement goals for 6 SEAK and TBR stocks
4. Manage incidental mortality to not exceed 59,400
5. Commitment to discuss significant management changes that may alter the stock or age composition or incidental mortality of the catch

New SEAK Catch Limits

- Up to a 7.5% reduction in annual catch limit
- Tiered approach based on early winter CPUE using *D113 power troll harvest from statweeks 41–48*

2021 Catch Limit

- Catch: 1,772
- Effort: 460
- CPUE: $1,772/460 = 3.85$



Table 2 Catch Limits

CPUE-based Tier	AI-based Tier	Catch Limit
Less than 2.0	Less than 0.875	Commission Determination
2.0 to less than 2.6	Between 0.875 and 1.0	111,833
2.6 to less than 3.8	Between 1.005 and 1.2	140,323
3.8 to less than 6.0	Between 1.205 and 1.5	205,165
6.0 to less than 8.7	Between 1.505 and 1.8	266,585
8.7 to less than 20.5	Between 1.805 and 2.2	334,465
20.5 and greater	Greater than 2.2	372,921

Tier = 4 Catch Limit = 205,165

* 2020 catch limit not exceeded; no payback for 2021

2021 Allocation By Gear

Gear	Harvest Limit
Purse seine	8,822
Drift gillnet	5,950
Set gillnet	1,000
Troll	151,514
Sport	37,879
All gear	205,165

SEAK Treaty Catch

$$\begin{aligned} \text{SEAK Treaty Catch} = & \\ & \text{Total All-Gear Chinook Catch} \\ & - \\ & \text{AK Hatchery Fish (Hatchery Addon)} \\ & - \\ & \text{Terminal Exclusion Catch} \end{aligned}$$

2021 Treaty Catch by Gear

Fishery	Allocation	Actual	Difference
Set gillnet	1,000	276	-724
Purse seine	8,822	7,339	-1,483
Drift gillnet	5,950	1,943	-4,007
Sport	37,879	36,935	-944
Troll	151,514	155,590	+4,076
Total all-gear catch limit	205,165	201,943	-3,082

* Includes Annette Island Reserve catch of 199 troll, 478 seine, and 228 gillnet

* 2021 catch limit not exceeded; no payback for 2022

Accountability Provisions

- If pre-season catch limit exceeded, payback any overages the following year.
- If post-season catch limit exceeded for 2 consecutive years, Alaska will need to provide a proposal to the PSC on actions to minimize variance between the pre-season and post-season catch limits
- If incidental mortality limit exceeded, the PSC will determine if fishery adjustments are needed and recommend remedial action.
- Conduct up to two reviews of the CPUE-based approach to decide whether to continue to use this method

Endangered Species Act (ESA)

- ESA-listed species of salmon and marine mammals occur in SEAK which requires permits for take of ESA-listed species.
- Biological Opinion (BiOp) is the document that provides ESA coverage
- The BiOp covers all SEAK gear types and salmon species.
- Without ESA coverage, few salmon fisheries could be prosecuted by the State
- It is to Alaska's advantage to comply with all provisions of the PST & BiOp to maintain ESA coverage.



SEAK Biological Opinion

- BiOp provides coverage for incidental take of ESA-listed fish and marine mammals:
 - Puget Sound Chinook salmon
 - Lower Columbia Chinook salmon
 - Upper Willamette Chinook salmon
 - Snake River Fall Chinook salmon
 - Southern Resident killer whale (critical habitat)
 - Mexico Humpback whales
 - Western Steller sea lions
- Terms & Conditions include meeting Treaty obligations and annual reporting requirements