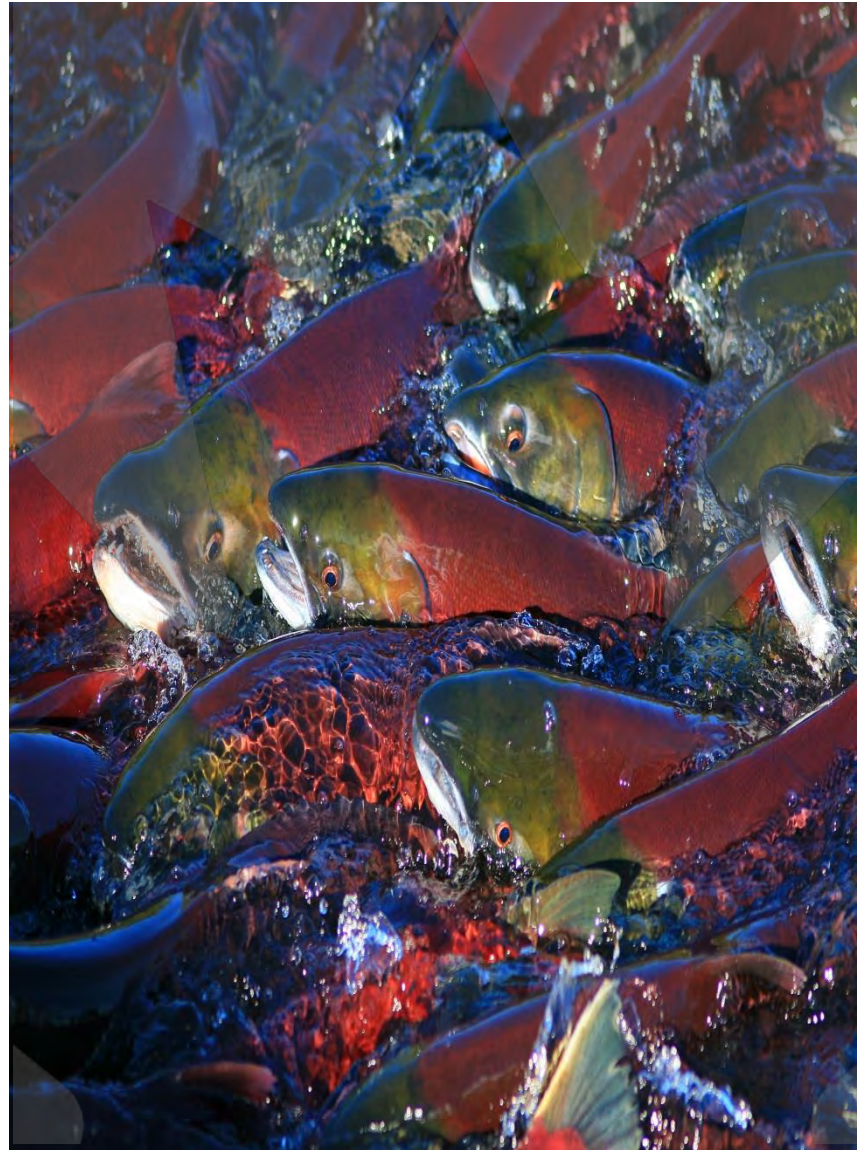




Pacific Salmon Treaty Renewal

FNFC Annual General Assembly
November 8, 2018



Outline

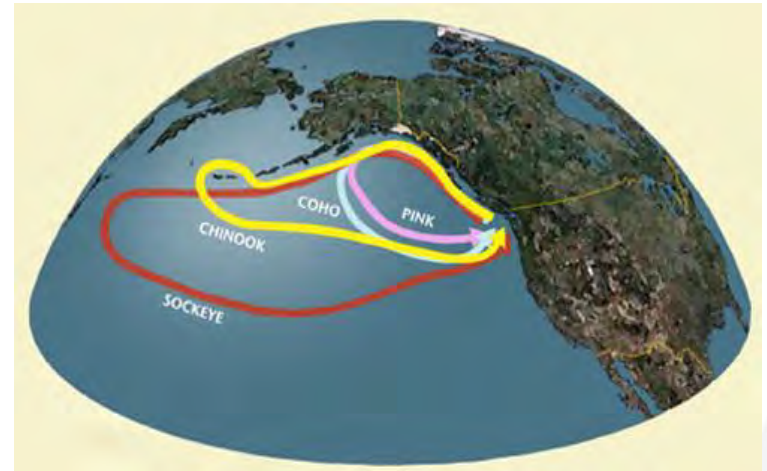
- Overview of the PST
 - Why a Pacific Salmon Treaty?
 - History of the PST and PSC
- PST Renewal
 - Recommendations from the PSC
- Next Steps and Canada's Ratification Process

Presentation Objective: *to provide an update on PST renewal, including an overview of recommendations from the PSC, and Canada's domestic ratification process.*

Overview of the Pacific Salmon Treaty

Why a Pacific Salmon Treaty?

- Pacific salmon are **highly migratory**, spending years at sea and travelling thousands of miles over their lifecycle.
- Salmon originating from one country are often *intercepted* in the fisheries of the other.
- Interceptions can:
 - Lead to overharvest
 - Discourage investment in conservation and enhancement
 - Impact domestic management / fishing opportunities
- A **high degree of bilateral cooperation** is required to conserve and sustainably manage Pacific salmon stocks.



History of the PST and PSC

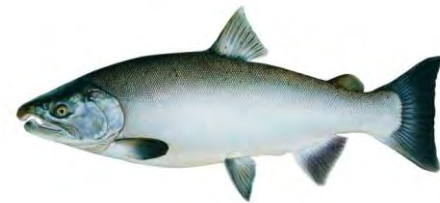
- The **Pacific Salmon Treaty (PST)**, signed in 1985, provides a framework for coastwide management of Pacific salmon, including joint conservation and harvest sharing arrangements
- The **Pacific Salmon Commission (PSC)**, formed in 1985, oversees implementation of the Treaty and consists of Commissioners from each country that are supported by Panels and Technical Committees.
- **First Nations play a key role in the PSC** process and participate on the Commission (M. Ned and B. Assu), Panels and Technical Committees.
 - With support from the FNFC, the **First Nations Caucus** has also become a key forum for improving communication, coordination, and strengthening the role of First Nations in the PSC.



PST Renewal

Renegotiation of the “Fishing Chapters” in Annex IV

- Annex IV of the PST contains “fishing chapters” that are critical to the functioning of the Treaty and are periodically renegotiated (normally on a 10-year cycle, with the exception of Chapters 7 and 8)
- Five of the current chapters expire on December 31, 2018 **(in bold)**
 - 1. Transboundary Rivers** (marine terminal / in-river Chinook, sockeye, coho) – Taku, Stikine and Alsek Rivers
 - 2. Northern B.C. and Southeast Alaska** (marine sockeye and pink)
 - 3. Chinook** (marine coast-wide)
 4. Fraser River Sockeye and Pink Salmon
 - 5. Coho** (marine coast-wide)
 - 6. Southern B.C. and Washington Chum** (marine)
 7. General Obligations
 8. Yukon River (terminal / in-river)
- The PSC is responsible for reviewing the chapters and making recommendations to the Parties for their amendment



PST Renewal cont'd

Overview of the Negotiation Process

- Negotiations within the PSC lasted over 18 months
 - Chapters 1, 2, 5 and 6 were led by the respective Panels and Chapter 3 (Chinook) was led by Commissioners.
 - Negotiations were challenging, particularly Chapter 2 (Northern Boundary) and Chapter 3 (Chinook)
 - The PSC reached agreement and provided their formal recommendations to both governments in August 2018
- *Chapter 4 expires December 31, 2019, a year later than other chapters, and renegotiations are currently underway.*

Consultation/Engagement on Renewal

- Since 2016, DFO has consulted/engaged with First Nations communities across B.C. and the Yukon on the PST renewal process.
- Sessions identified issues of importance to First Nations and informed Canadian negotiators leading up to, and throughout the negotiations.
- Key interests/feedback received include:
 - Re-affirm **conservation as a top priority** to sustain salmon stocks/ fisheries.
 - Implication of harvest reductions for **FSC fisheries and Aboriginal rights**.
 - Concern around the strength of the Canadian position/**emphasis on Canadian stocks of concern**.
 - Interest in reducing **Alaskan interception** of Canadian-bound Chinook.
 - Desire to **build First Nations capacity and understanding** of the PST to improve First Nations ability to partner with DFO.
 - Interest in having **more dedicated time on the PSC schedule** for the First Nation Caucus and First Nations and Tribes to engage routinely.
 - Interest in having **DFO work collaboratively with First Nations on the design and implementation of programs/activities** to support renewed chapters.

Overview of Recommendations from the Pacific Salmon Commission

Chapter 1 (Transboundary Rivers)

Key Elements of Proposed Agreement

- Establishes conservation, harvest sharing and enhancement objectives for Canadian-origin Chinook, Sockeye and Coho stocks from Stikine, Taku, and Alsek Rivers. Proposed changes include:
 - Implementation of an **abundance-based management and harvest sharing arrangement** for Taku River Coho salmon
 - Improvements to **assessment, forecasting and sustainable management** of Taku River sockeye salmon
 - **Review and improvement of assessment methods** to monitor abundance of Transboundary Chinook salmon (Alsek, Taku and Stikine Rivers) in particular long-term changes in productivity and survival driven by climate change
 - Improvements to and **expansion of Sockeye salmon enhancement programs** on the Taku and Stikine to achieve treaty-defined production objectives
 - **Re-assessment of biological escapement objectives** for Transboundary salmon stocks to confirm sustainability of harvest and fishery management strategies

Chapter 2 (Northern Boundary)

Key Elements of Proposed Agreement

- Covers marine fisheries in Northern B.C. and Southeast Alaska (SEAK) impacting Nass and Skeena sockeye and pink, with some references to chum in Portland Canal. Proposed changes include:
 - New **language regarding conservation actions to be taken in SEAK** when Skeena and Nass sockeye are at low abundances.
 - Two **analyses to be reviewed by independent reviewer(s)**:
 - Skeena and Nass escapement goals for sockeye; and
 - SEAK pink fishery harvest patterns.
 - A **review of the chapter's performance by 2022** by the Northern Panel.
 - Panel agreement to jointly **focus technical resources on coho**.

Chapter 3 (Chinook)

Key Elements of Proposed Agreement

- Provides a framework for bilateral conservation and coordination of Chinook fisheries coastwide, from Oregon north to Alaska. Proposed changes include:
 - **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 Indicator Improvement (CEII) program** that will include more robust and timely information (including for data-limited stocks) and development of new analytical tools for managing Chinook
 - Enhanced **fishery monitoring** and management of **incidental mortality**
 - Restriction of ISBM Exploitation Rates to levels seen in 2009 to 2016 period
 - Updated indicator stocks for both parties

Chapter 3 (Chinook)

Overview of AABM Harvest Reductions

- The proposed AABM harvest reductions are as follows:
 - For Canada, up to a 12.5% reduction in the WCVI AABM fishery and reductions of up to 12.5% from 2009-2015 levels in Canadian ISBM fisheries; and
 - For the U.S., up to a 7.5% reduction in the Southeast Alaska (SEAK) AABM or “outside, mixed-stock” fishery, as well as reductions of up to 15% from 2009-2015 harvest levels for individual stocks in Washington and Oregon State ISBM fisheries.

Chapter 3 (Chinook)

Overview of ISBM Harvest Reductions

- For ISBM fisheries, the exploitation rate caps which limit these fisheries when indicator stocks are not meeting objectives have been lowered to the most recent agreement period (2009-2015)
- Southern B.C. marine fisheries will reduce exploitation on U.S. stocks by 12.5% from the 2009-2017 period.
- Southern U.S. fisheries will reduce exploitation on Canadian stocks by 5%.

Chapter 5 (Coho)

Key Elements of Proposed Agreement

- Covers Coho stocks in British Columbia, Washington State and Oregon. Proposed changes refine the Southern Coho Management Plan (adopted in 2009), and include:
 - Creation of a **single Strait of Georgia management unit (MU)**, replacing two prior MUs (Mainland and East Vancouver Island)
 - Development of **status-based management approach** for Canadian MUs, including status determination (low, moderate, abundant) and allowable exploitation rates (ERs)
 - **New constraints** if Canada does not complete status determinations or set ER caps (would constrain fisheries)
 - **New Canadian requirement for annual forecasts** of Canadian MUs (early spring) and estimates of Canadian fisheries impacts (June) using the Fisheries Resource Assessment Model (FRAM)
 - **New obligations for Coho Technical Committee**, including development of new assessment models that better account for environmental uncertainty and impacts of climate change

Chapter 6

Key Elements of Proposed Agreement

- Covers Chum salmon stocks in Southern B.C. and Washington State. Proposed changes include:
 - **Creation of two “breakpoints”** (management thresholds) for Fraser River chum and linked to U.S. harvest (i.e. creation of three new zones for U.S. catch ceiling in Area 7 and 7A)
 - Fraser abundance <1,050,000 = U.S catch ceiling of 20,000
 - Fraser abundance 1,050,000-1,600,000 = U.S. catch ceiling of 125,000
 - Fraser abundance >1,600,000 = U.S. catch ceiling of 160,000
 - New **provisions for monitoring and reporting of steelhead** encounters in U.S. and Canadian fisheries

Next Steps & Canada's Ratification Process

Next Steps

Canada's Ratification Process



- The Government of Canada is reviewing the recommendations from the PSC and will make a decision regarding ratification in the coming weeks.
- Canada's domestic ratification process includes:
 - Further dialogue with First Nations, stakeholders
 - Review and consideration of the new chapters by the Government of Canada
 - Tabling of proposed agreement in the House of Commons (21-day sitting period)
- Goal is to seek ratification/approval and exchange diplomatic notes by December 31, 2018 with implementation beginning January 1, 2019

Next Steps

Chapter 4 (Fraser River Sockeye and Pink)

Negotiations Update

- Negotiations ongoing, led by the Fraser River Panel.
- Panel will meet next at the PSC Post-Season Meeting (January 2019) with a view to completing negotiations by February 2019.
- Costs of sockeye assessment programs have become the most challenging issue. U.S. has yet to identify other issues for negotiations.

Consultations and Engagement

- *Approach on First Nations consultations was co-developed and co-delivered with First Nations and remains ongoing.*
 - In May/June 2018, DFO worked with the First Nations Caucus, the Panel and Fraser River Aboriginal Fisheries Secretariat to support Tier 1 & 2 discussions.
- DFO will work with the Caucus, Panel, and FRAFS on how to move forward with input received/key issues raised, such as:
 - The Aboriginal Fisheries Exemption;
 - The number of management units; and
 - Test fish/pay fish.

Questions/Comments?



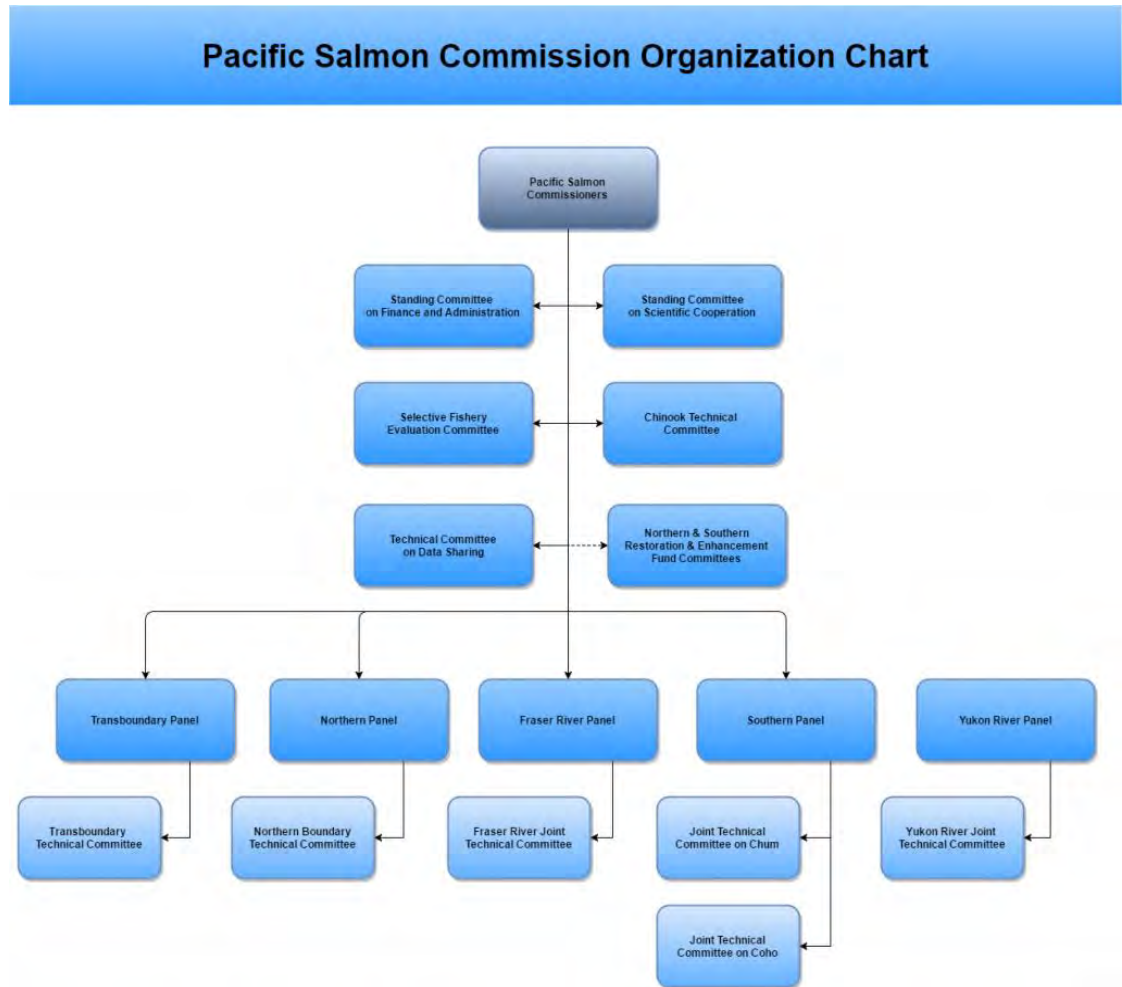
Annexes

Annex A: Glossary of Terms

Acronym	Term
AABM	Aggregate Abundance Based Management
A.I.	Abundance Index
COSEWIC	Committee on the Status of Endangered Wildlife in Canada
CTC	Chinook Technical Committee (Canada-U.S.)
CWT	Coded Wire Tag
CYER	Calendar Year Exploitation Rate
IFMP	Integrated Fisheries Management Plan
ISBM	Individual Stock Based Management
NBC	Northern British Columbia (AABM fishery)
SEAK	Southeast Alaska (AABM fishery)
SRKW	Southern Resident Killer Whale
WCVI	West Coast of Vancouver Island

Annex B: PSC Organizational Chart

- Formed by Canada and the U.S. in 1985 to oversee implementation of the Treaty
- 4 Commissioners and 4 Alternates from each country
- Canadian Commissioners appointed by the Minister
 - Represent DFO (Head of Delegation), First Nations, commercial and recreational harvest sectors, environmental interests and Province of B.C.
- Supported by several Panels and Technical Committees



Annex C: Overview of Chapter 1 (Transboundary Rivers)

- 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)

Annex D: Overview of Chapter 2 (Northern Boundary)

- Chapter 2 covers marine fisheries in Northern B.C. 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

Annex E: Overview of Chapter 3 (Chinook)

- 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

Annex E Cont'd: Overview of Chapter 3 (Chinook)

- Chinook fisheries under the Chapter are limited by:
 - Aggregate abundance of stocks in the fishing area (Aggregate Abundance Based Management or “**AABM**” fisheries); or
 - Fishing rates on individual stocks (Individual Stock Based Management or “**ISBM**” fisheries)
- The three AABM fisheries—Southeast Alaska (SEAK), West Coast of Vancouver Island (WCVI) and Northern BC (NBC)—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)

Annex E Cont'd: Context for Chapter 3 Negotiations

- Changing ocean environment
 - Historic modelling and data less effective at predicting stock abundance
- Fluctuation/declines in 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
 - Implications for Southern Resident Killer Whales
- Canada-U.S. relations
 - U.S. domestic dynamics (Alaska, Southern U.S.)

Annex E Cont'd: Overview of AABM Harvest Reductions

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.

Annex E Cont'd: Overview of Harvest Reductions in Canadian ISBM

- For escapement indicator stocks not meeting management objectives, the following General Obligation would 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

Annex E Cont'd: Overview of Harvest Reductions in 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

Annex E Cont'd: Examples of Proposed Reductions

CWT Stock	Average Exploitation Rate for AABM and ISBM (2009-2015)	Potential Change in Total CYER via New Agreement	
		Relative Change	Absolute Change
Kitsumkalum	33.7	-3.5%	-1.2
WCVI Natural	34.6	-5.9%	-2.0
Philips	26.3	-4.5%	-1.2
Cowichan	58.6	-6.1%	-3.6
Nicola	22.8	-4.9%	-1.1
Lower Shuswap	34.9	-4.4%	-1.5
Harrison	21.9	-6.8%	-1.5

Note: For illustrative purposes, AABM fisheries are assumed to be at the highest level of proposed reductions (on slide 13)

Annex F: Overview of Chapter 4

- Chapter in effect from 2014-2019, addressing Fraser River sockeye and pink salmon
- Differs from other chapters in that it involves pre-season planning as well as intensive in-season management
- Establishes a framework for bilaterally managing Fraser River sockeye and pink salmon
 - Establishes responsibilities of bilateral Fraser River Panel for in-season fisheries management decision-making and upholds conservation as the highest priority
 - Defines (limits) U.S. share of Fraser River sockeye as 16.5% of TAC for international sharing and for Fraser River pink salmon as 25.7% of TAC for international sharing
 - Establishes an Aboriginal Fisheries Exemption of up to 400,000 Fraser River sockeye which are subtracted from run size before determining the TAC upon which U.S. shares are calculated
 - Identifies Canada's responsibility developing the pre-season forecast and escapement plan

Contact Information

Pacific Salmon Commission: www.psc.org

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

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