ESSENTIAL FISH HABITAT PERIODIC REVIEW OF COASTAL PELAGIC SPECIES

Coastal Pelagic Species Management Team report to the Pacific Fishery Management Council

Recognizing the importance of fish habitat to the productivity and sustainability of U.S. marine fisheries, in 1996 Congress added new habitat conservation provisions to the Magnuson-Stevens Act (MSA), the federal law that governs U.S. marine fisheries management. The re-named Magnuson-Stevens Act mandated the identification of Essential Fish Habitat (EFH) for managed species as well as measures to conserve and enhance the habitat necessary to fish to carry out their life cycles. The MSA requires cooperation among the National Marine Fisheries Service (NMFS), the Councils, fishing participants, Federal and state agencies, and others in achieving EFH protection, conservation, and enhancement. Congress defined EFH as "those waters and substrate necessary to fish for spawning, breeding, feeding, or growth to maturity" (16 U.S.C. 1802(10)). The EFH guidelines under 50 *CFR* 600.10 further interpret the EFH definition as follows:

> *"Waters include aquatic areas and their associated physical, chemical, and biological properties that are used by fish and may include aquatic areas historically used by fish where appropriate; substrate includes sediment, hard bottom, structures underlying the waters, and associated biological communities; necessary means the habitat required to support a sustainable fishery and the managed species' contribution to a healthy ecosystem; and "spawning, breeding, feeding, or growth to maturity" covers a species' full life cycle."*

The Councils and NMFS are expected to periodically review the EFH components of FMPs. Each FMP EFH identification recommendation and amendment should include a provision to review and update EFH information and prepare a revised FMP amendment if newly-available information warrants revision of EFH. The schedule for this review should be based on an assessment of the quality of both the existing data and expectations when new data will be available. Such a review of information should be conducted at least once every five years (62 *FR* 66531, December 19, 1997).

Process for five-year Review of CPS EFH

The review process was initiated at a meeting of the Coastal Pelagic Species Management Team (CPSMT) in January, 2010, in La Jolla, California, with a discussion of the existing EFH, habitat needs, and new information. The team subsequently compiled publications (see References) relevant to CPS habitat needs and associations. The CPSMT discussed CPS EFH at its April 27-30, 2010 meeting in Portland, Oregon; and during the June 13-14, 2010 Council meeting. In addition, the CPS Subcommittee of the SSC, the CPSMT, and some members of the Coastal

Pelagic Species Advisory Subpanel (CPSAS) attended the sardine assessment meeting in October, 2010 in La Jolla, CA, which included discussion of CPS EFH.

The Council's Habitat Committee (HC), Scientific and Statistical Committee (SSC), and the CPSAS considered the issue during the June, 2010 Council meeting in Foster City, California. The full Council also considered CPS EFH at that meeting, and added it to the November, 2010 Council meeting agenda in Costa Mesa, California, scheduled for final action.

In August, 2010, Council staff issued a request for comments, via an email to the Council's HC, CPSMT, CPSAS, and the CPS subcommittee of the SSC, requesting comments on CPS EFH. These advisory and management groups of the Council include representatives from the NMFS Northwest and Southwest Fisheries Science Centers; the NMFS Northwest and Southwest Regions; state agencies of California, Oregon, and Washington; commercial and recreational fishing interests; conservation interests; a port representative; and a tribal representative. No comments were received in response to that request.

The CPSMT considered new information, comments and discussion with Council advisory bodies, and best professional judgment to review CPS EFH in the context of three primary questions:

1. Does new information indicate that existing CPS EFH should be revised?
2. Does new information suggest establishing Habitat Areas of Particular Concern (HAPC)?
3. Are there emerging threats that could adversely affect CPS EFH?

Description of Existing EFH

The CPS fishery includes four finfish species, market squid, and krill:

- Pacific sardine (*Sardinops sagax*)
- Pacific (chub) mackerel (*Scomber japonicus*)
- Northern anchovy (*Engraulis mordax*)
- Jack mackerel (*Trachurus symmetricus*)
- Market squid (*Loligo opalescens*)
- Krill (*Euphasiid spp*.)

CPS finfish inhabit the water column and are not associated with substrate, and generally occur above the thermocline in the upper mixed layer. For the purposes of EFH, the four CPS finfish species are treated as a single species complex, because of similarities in their life histories and similarities in the habitat requirements. Market squid inhabit the water column, but are also associated with bottom substrate during spawning events and egg development. Squid are treated in the same complex as CPS finfish because they are similarly fished above spawning aggregations (PFMC 1998).

Unless the Council and NMFS conclude that there are reasons to substantiate a change to the definition of CPS EFH at this time, the description of EFH will remain the same as that identified in Amendment 8 to the FMP (PFMC, 1998). A detailed description of existing EFH for CPS can be found in Appendix D of that document. In determining EFH for CPS, the estuarine and marine habitats necessary to provide sufficient production to support maximum sustainable yield and a healthy ecosystem were considered.

Using presence/absence data, EFH is “based on a thermal range bordered within the geographic area where a managed species occurs at any life stage, where the species has occurred historically during periods of similar environmental conditions, or where environmental conditions do not preclude colonization by the species” (PFMC 1998). The specific description and identification of EFH for CPS finfish accommodates the fact that the geographic range of all species varies widely over time in response to the temperature of the upper mixed layer of the ocean, particularly in the area north of 39° N latitude. For example, an increase in sea surface temperature since the 1970s has led to a northerly expansion of the Pacific sardine resource. With an environment favorable to Pacific sardine, this species can now be found in significant quantities from Mexico to Canada. Adult CPS finfish are generally not found at temperatures colder than 10° C or warmer than 26° C. Preferred temperatures (including minimum spawning temperatures) are generally above 13° C. Spawning is most common at 14° C to 16° C.

Essential Fish Habitat for West Coast CPS species was established in December, 1998, with the issuance of Appendix D to Amendment 8 of the Northern Anchovy Fishery Management Plan. Appendix D contains the identification and description of CPS EFH; information on life history and habitat needs; fishing and non-fishing effects on CPS EFH; and potential conservation and enhancement measures. CPS EFH is linked to ocean temperatures, which shift temporally and spatially, providing a dynamic definition of EFH. This definition is as follows:

> *The east-west geographic boundary of EFH for each individual CPS finfish and market squid is defined to be all marine and estuarine waters from the shoreline along the coasts of California, Oregon, and Washington offshore to the limits of the exclusive economic zone (EEZ) and above the thermocline where sea surface temperatures range between 10^0C to 26^0C. The southern boundary of the geographic range of all CPS finfish is consistently south of the US-Mexico border, indicating a consistency in SSTs below 26^0C, the upper thermal tolerance of CPS finfish. Therefore, the southern extent of EFH for CPS finfish is the US-Mexico maritime boundary. The northern boundary of the range of CPS finfish is more dynamic and variable due to the seasonal cooling of the SST. The northern EFH boundary is, therefore, the position of the 10^0C isotherm which varies both seasonally and annually.*

Krill species were added to the CPS FMP in 2006, and EFH for krill was issued in 2008. The two most prevalent species of krill are *Euphausia pacifica* and *Thysanoessa spinifera*, although six other krill species are also included in the FMP. All are prohibited from harvest on the U.S. West Coast. The two species (*E. pacifica* and *T. spinifera*) form large aggregations of moderate density, while the other species are typically more dispersed. EFH is identified individually for *E. pacifica* and *T. spinifera*, and then collectively for the other krill species. The following descriptions are taken from Amendment 12 to the CPS FMP (PFMC 2006).

Euphausia pacifica EFH

Larvae, juveniles and adults: From the baseline from which the shoreline is measured seaward to the 1000 fm (1,829 m) isobath, from the U.S.- Mexico north to the U.S.-Canada border, from the surface to 400 m deep, from the U.S.- Mexico north to the U.S.-Canada border. Highest concentrations occur within the inner third of the EEZ, but can be advected into offshore waters in phytoplankton-rich upwelling jets that are known to occur seaward to the outer boundary of the EEZ and beyond.

Thysanoessa spinifera EFH
Larvae, juveniles and adults: From the baseline from which the shoreline is measured to the 500 fm (914 m) isobath, from the U.S.- Mexico north to the U.S.-Canada border, from the surface to 100 m deep. Largest concentrations in waters less than 200 m deep, although individuals, especially larvae and juveniles, can be found far seaward of the shelf, probably advected there by upwelling jets.

Other krill species EFH
Larvae, juveniles and adults: From the baseline from which the shoreline is measured seaward to the 1000 fm (1,829 m) isobath, from the U.S.- Mexico north to the U.S.-Canada border, from the surface to 400 m deep, from the U.S.- Mexico north to the U.S.-Canada border. Amendment 12 concluded that no biological, social or economic impacts are expected beyond administrative costs of reviewing federally regulated projects for potential impacts on this habitat, where krill and krill predators concentrate.

New Information

Existing EFH descriptions for CPS are based largely on presence/absence data and upon a thermal range within the broader geographic area in which CPS stocks occur. The 1998 EFH identification and descriptions also base EFH on historical presence or "where environmental conditions do not preclude colonization by the CPS" (PFMC 1998). Although temperature associations among individual species and life stages within the CPS complex exhibit some variation, the temperature range that describes existing EFH is sufficiently representative of habitat associations. This temperature range is between 10°-26° C, although CPS can be found at temperatures outside that range. The CPSMT considered information contained in several recent publications relevant to CPS (see References). The new information does not present any significant change in existing documented habitat associations, including temperature.

Because krill EFH was only recently established (under Amendment 12, finalized in 2008), the CPSMT did not invest significant effort in reviewing information on which EFH designations for krill are based. However, this periodic review offers an opportunity to synchronize the timing of krill with the other CPS stocks, for future EFH reviews.

Habitat Areas of Particular Concern (HAPCs)

The implementing regulations for the EFH provisions of the MSA (50 CFR part 600) encourage the Fishery Management Councils to identify specific types or areas of habitat within EFH as "habitat areas of particular concern" (HAPC), based on one or more of the following considerations: (1) the importance of the ecological function provided by the habitat; (2) the extent to which the habitat is sensitive to human-induced environmental degradation; (3) whether, and to what extent, development activities are, or will be, stressing the habitat type; and (4) the rarity of the habitat type. The intended goal of identifying such habitats as HAPCs is to provide additional focus for conservation efforts. While the HAPC designation does not add any specific regulatory process, it highlights certain habitat types as ecologically very important. This designation is manifested in EFH consultations, in which a consulting NMFS biologist can call attention to a HAPC, in developing conservation recommendations to the action agency.

Habitat Areas of Particular Concern were not considered in Appendix D of Amendment 8, for CPS. HAPCs for krill species were considered under Amendment 12, but were not adopted. Amendment 12 noted that "all the prospective high quality areas identified in the literature review and meetings with scientists would be included in the proposed designations of EFH." A similar situation exists for other CPS, i.e., all likely HAPC candidates are already protected as EFH. Therefore, there are no HAPCs identified for any CPS stocks at this time. CPS finfish and market squid are highly mobile, and generally associated with a range of thermal conditions rather than fixed physical habitat. This creates a challenge in proposing HAPCs, especially in open ocean waters where CPS stocks are found.

Emerging Threats

Climate Change

Fluctuating oceanographic conditions are known to have significant effects on the abundance of CPS in the Pacific Ocean and worldwide. Ocean temperatures, which are known to have direct effects on CPS recruitment, distribution, and abundance, have increased worldwide and (Domingues et al. 2008). The California Current (CC), the dominant large scale oceanographic feature along the US west coast, is known to fluctuate significantly at annual and longer time scales. At short time scales the El Niño/Southern Oscillation (ENSO) (http://www.esrl.noaa.gov/psd/people/klaus.wolter/MEI/mei.html) is a short-term cooling or warming of the ocean at the equator caused by altering wind patterns. Climate change is expected to alter ENSO frequencies and duration but the levels are still impossible to predict. El Niño periods can produce considerable warming and reductions in primary and secondary production in the CC and reduce some CPS abundances. Many CPS and other fishes show significant alterations in their coastal distributions during strong El Niño or warm ocean periods (Phillips et al. 2007). For example, jellyfish blooms appear to be having significant effects on fisheries all over the world. Recently Brodeur et al. (2008) indicated that that jellyfish may compete directly with CPS in the California Current. The CC recently moved from an El Niño condition to a La Niña or cold condition this summer. The PACOOS program (http://www.pacoos.org/Default.htm) is presently tracking many oceanographic (physical and biological) indices that are revealing how oceanographic fluctuations affect marine resources, including some CPS.

Recent research has also shown that the entire North Pacific oscillates (Pacific Decadal Oscillation PDO) between hot and cold states at decadal scales, with significant effects on living marine resources (both benthic and pelagic) (Mantua et al. 1997; Hare et al. 1999; Beamish et al. 2000; Hare and Mantua 2000; Hollowed et al. 2001; Kar et al. 2001; and Brinton and Townsend 2003). Sardines appear to become abundant during warm PDO periods and anchovy during cool PDO periods. However, the time series is short and the mechanisms involved are still uncertain.

The "source water" for the California Current appears to fluctuate depending on the status of the PDO and ENSO (DFO. 2010). This has significant effects on CPS and other species in the CC.

In 2008, the North Pacific Current was very strong, as was the amount of water that split south from this current to become the CC. When the southern split is strong, much nutrient rich North Pacific waters enter the CC and appear to enhance primary and secondary productivity (DFO 2010; http://www.pac.dfo-mpo.gc.ca/science/oceans-eng.htm). In 2009 and spring 2010 North Pacific flows to the CC were reduced, which decreased overall productivity.

The most significant local feature along the west coast is wind induced upwelling (Bakun 1996). Upwelling is responsible for bringing nutrient rich waters from depth to the surface, thus enhancing primary production. Future climate change scenarios indicate much uncertainty as to whether winds and ocean conditions will be more conducive to upwelling or not, but Bakun (1990) thought that upwelling related winds would intensify because of higher pressure differentials between ocean and land. There is also concern that the phenology (i.e., timing of upwelling relative to the evolved life histories of various species) might be affected by alterations or changes in the seasonality and timing of upwelling periods along the west coast (Bograd et al. 2008).

One of the most significant impacts of climate change comes directly from the increased concentrations of carbon dioxide dissolving into the oceans and leading to decreased pH or ocean acidification. Lower ocean pH levels will have significant consequences on calcifying organisms many of which are prey for sardines and other CPS (Feely et al. 2004; 2008; Kerr 2010).

Recently, periods of hypoxia, or very low levels of oxygen were observed on the continental shelf off Washington and Oregon and expected to occur more often in the future (Grantham et al. 2004; Chan et al. 2008). Hypoxia appears to be related to changes and wind and currents directly tied to climate change.

The last few years (Field 2008), and particularly in 2009, large numbers of Humboldt squid (*Dosidicus gigas*) were observed in the CC from Canada to Mexico. It is unknown if the unusual abundance of this species in the CC was related to climate change or some other oceanographic condition. However, their occurrence does appear to be related to the recent abundance of the hypoxia area off the west coast (Gilly et al. 2006). Humboldt squid are very efficient predators that have some of the highest growth rates of any species. They can consume significant numbers of CPS and other species and may affect their abundance.

Finally, harmful algal blooms (HABs) have been observed more frequently in recently years and expected to be more common in the future. The effects of various HAB on CPS is unknown at this time.

Ocean Energy Development

At this time there is a lot of interest in developing renewable ocean energy projects in the CC. Possible energy projects include wave, wind, tidal, ocean currents, and thermal gradient. All of these will have structures that may affect benthic and pelagic environments. Unfortunately, the environmental effects of these projects needs study (Boehlert et al. 2008; Boehlert and Gill 2010). Some energy structures may act as fish aggregating devices (FADs) for CPS or their predators. Very few studies have been done to look at the effects of electromagnetic effects on migrations/movements of CPS. As these energy projects become initiated, it will be important to identify how they interact with CPS.

Conclusions

After review of recently-published literature, discussion and presentation at several Council-related meetings, and based on the opportunity provided for public comment; the CPSMT makes the following conclusions:

- Although new information is likely to help inform EFH consultations, and provides additional background on CPS habitat; it does not warrant changes to the existing description of CPS EFH.
- The fishing impacts and non-fishing impacts sections of Appendix D to Amendment 8 sufficiently describe those adverse impacts as well as conservation measures to mitigate those impacts.
- New information on climate change and ocean energy development should be added to body of information on potential impacts to CPS EFH. This should be published in the 2011 SAFE document, to remain available for use in EFH consultations and for future EFH reviews.
- The timing of the periodic review of krill EFH should be synchronized with the future reviews of CPS EFH.

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