



# TRANSFER REPORT SUMMARY

## Changes Under Alaska's Halibut IFQ Program, 1995 Through 2009

December 2010



Photo by Klas Stolpe

U.S. Department of Commerce | National Oceanic and Atmospheric Administration | National Marine Fisheries Service  
NOAA Fisheries, NMFS Alaska Region, Restricted Access Management Program, P.O. Box 21668, Juneau, Alaska 99802-1668  
1-800-304-4846 [www.alaskafisheries.noaa.gov/RAM](http://www.alaskafisheries.noaa.gov/RAM)



# TABLE OF CONTENTS

---

Introduction .....	1
The Halibut Program Basics .....	1
Topics Covered in the Report .....	1
Consolidation of QS Holdings 1995-2009 .....	3
QS Transfers and QS Prices .....	5
Halibut QS Leases .....	6
Types of QS Transfers, Financing of Transfers, Relationships Between Transferors and Transfer Recipients, and Use of Brokers .....	8
“Sweep-ups” of Small QS Blocks .....	9
Changes in QS Holdings by Type of Person .....	10
Changes in the Distribution of QS by State of Residence .....	11
Changes by Management Area, Rural-Urban, Local-Nonlocal.....	12
Distribution of Halibut QS by Census Area.....	14
New Entrants in the Fishery .....	16
Changes in Harvest and Delivery Patterns.....	18
Overharvest and Underharvest of IFQs and TACs.....	21
Consolidation of IFQ Permit Holders on Vessels .....	23
Annual Ex-vessel Halibut prices .....	26

# EXECUTIVE SUMMARY

---

## Introduction

In 1995, the National Marine Fisheries Service-Alaska Region (NMFS-AK) implemented a new Individual Fishing Quota (IFQ) program for management of the “fixed gear” sablefish and halibut fisheries off Alaska. These programs were developed by the North Pacific Fishery Management Council (NPFMC) and approved by the U.S. Secretary of Commerce.

The purpose of this report is to document and analyze changes that have occurred during the first 15 years of the halibut IFQ program. The report is restricted mainly to topics that can be addressed using National Marine Fisheries Service - Restricted Access Management (NMFS-RAM) administrative and harvest data. Some ancillary data are also used. This summary contains highlights of a more extensive data provided in the fully detailed report.

## The Halibut IFQ Program Basics

Quota shares (QS) are the basic use-privileges under the halibut IFQ program. QS were issued to qualified applicants who owned or leased a vessel that made legal fixed gear landings of halibut at any time during 1988, 1989, and 1990. Regular QS units were equal to a person’s qualifying pounds for an area. Qualifying pounds for an area were the sum of pounds landed from the person’s best five years of landings over the seven-year period from 1984 to 1990.

The issued QS are specific to one of eight halibut management areas and one of four vessel categories. The IFQ management areas are defined by the International Pacific Halibut Commission (IPHC): 2C, 3A, 3B, 4A, 4B, 4C, 4D, and 4E. The four vessel categories include a harvester-processor vessel category (also termed “freezer” herein) and three catcher vessel categories. The three catcher vessel categories are “35 feet or less,” “36 to 60 feet,” and “greater than 60 feet.” In recent years, most QS may be fished on a rural in its own category, or on vessels of smaller size.

A person’s annual IFQ for an area is determined by multiplying their fraction of the total QS units in the area’s QS pool by the total allowable catch (TAC)

that was allocated to the area’s IFQ fishery. Adjustments for underages and/or overages from use of IFQ the previous year are then made to determine the QS holder’s final IFQ for the new year.

In Areas 4B, 4C, 4D, and 4E portions of the total allowable catches (TACs) were allocated to Community Development Quotas (CDQs) for communities in western Alaska. In Area 4E the entire TAC was allocated to CDQs and there has been no IFQ fishery. The Council compensated QS holders in the CDQ areas for the reductions in TAC due to CDQs by issuing them “CDQ compensation QS” in non-CDQ areas 2C through 4A.

The QS that were issued are permanently transferable and some are leasable, albeit with many restrictions that are discussed in the report. The NPFMC wanted to achieve some of the benefits associated with IFQ management but they were concerned that the program not lead to radical changes that would hurt communities dependent upon the fishery. As a result, the NPFMC adopted several complex rules in an effort to constrain the changes that could occur under the program. Many of these rules are discussed and explored in the report.

## Topics Covered in the Report

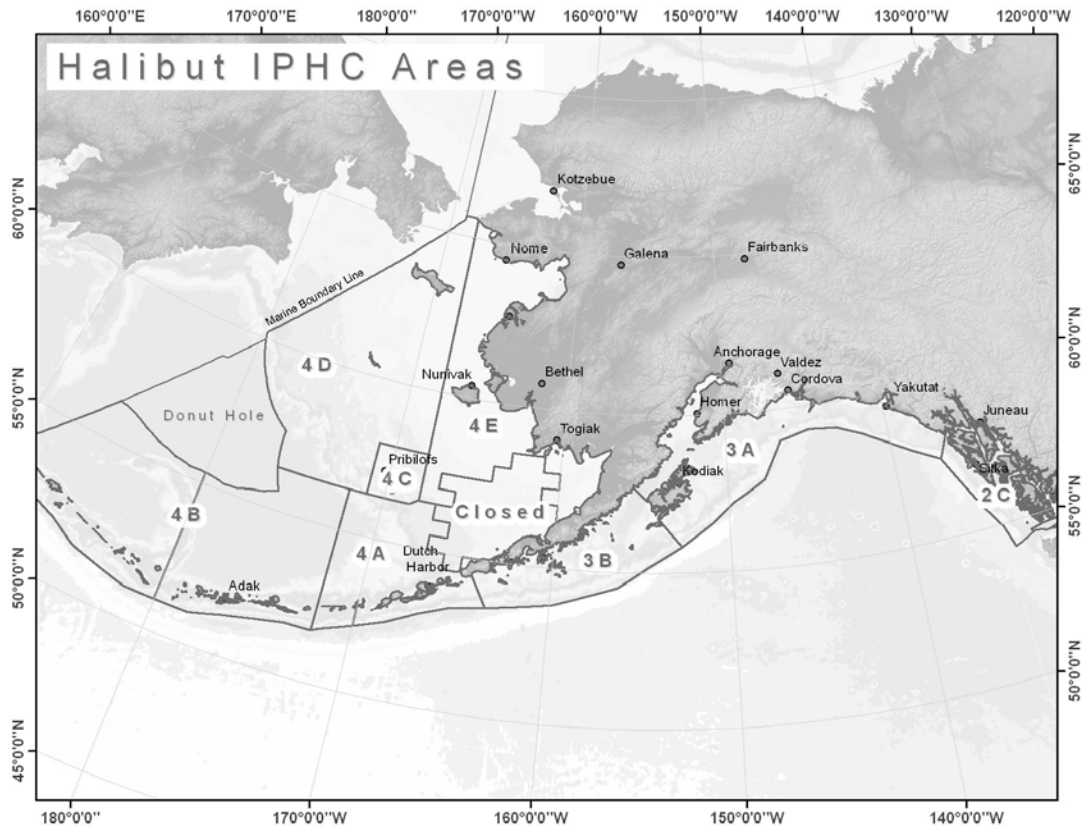
The topics covered in the report include basic data on the extent of consolidation of QS holdings since the beginning of the program, the volume of permanent QS transfers and the price of QS units, and the volume of seasonal QS lease transfers and the price of IFQ leases. The report also includes detailed summary data on permanent transfers, including the amount of QS transferred as sales, gifts, and trades; the relationships between the transferors and transfer recipients; and the finance methods used in sales transfers.

A concern of some persons is that the IFQ program might result in a radical change in the geographic distribution of QS holdings. The report provides an extensive examination of changes in the geographic

distribution of QS holdings under the program. Changes in the distribution of QS holdings are examined by state of residence, by Alaska census area, and by special resident-type designators that classify communities as “local” or “nonlocal” to IFQ management areas and as “rural” or “urban.”

Other QS distribution questions are also examined. These include changes in the distribution of QS by

person-type, changes in the distribution of QS between initial QS recipients and new entrants, and changes in halibut harvest and delivery patterns during the first 15 years of the IFQ program. The report also contains information on the consolidation of IFQ permit holders onto single vessel operations and the underharvest of IFQ during the 1995 through 2009 seasons.



**Figure 1. IPHC Halibut Management Areas**

## Chapter 2 Consolidation of QS Holdings, 1995-2009

The halibut and sablefish IFQ programs allow QS to be permanently transferred. The Council intended some consolidation of QS to spread out the fishing season. It was believed that a longer and slower-paced fishery would improve ex-vessel prices, provide greater safety and less waste, and enhance the profitability of individual fishing operations. However, the Council built many features into the program to constrain the extent and the nature of QS consolidation. Some of the more important features are:

- QS is issued to persons and is specific to one of four vessel categories. Under most circumstances, QS from one vessel category cannot be transferred to another vessel category.
- Some QS is issued in nonseverable “blocks.” A person may hold a maximum of two blocks of QS in an area, and persons with two blocks may not hold unblocked QS for that area.
- During the first two years of the IFQ program, persons could not use, individually or collectively, more than 1% of the QS in Area 2C, more than 0.5% of the QS in Areas 2C, 3A, and 3B combined, or more than 0.5% of the QS in Areas 4A, 4B, 4C, 4D, and 4E combined. The rules allowed some initial issues to exceed some of these restrictions, but these persons were prevented from accumulating more QS.
- In June 1996 the Council approved an amendment that increased the combined total holdership caps in Areas 4A, 4B, 4C, 4D, and 4E from 0.5% to 1.5%. These percentages were then applied to the QS pool in 1996 to establish a set number of QS units that would be used as a yearly cap. The other percentage caps for Area 2C and the combined Areas 2C, 3A, and 3B were also changed to be expressed as fixed amounts of QS units.

**Table 1. Comparison of Initial Issuance and Year-end 2009 QS units by Management Area**

Area	Initial Amount of QS Units	2009 Year-end QS Units	Net Change in Total QS Units	Percent Change QS Units
2C	59,568,892	59,552,039	-16,853	-0.03
3A	185,492,433	184,911,315	-581,118	-0.31
3B	54,516,403	54,203,176	-313,227	-0.57
4A	14,634,439	14,587,099	-47,340	-0.32
4B	9,293,391	9,284,774	-8,617	-0.09
4C	4,016,352	4,016,352	0	0.00
4D	4,923,638	4,958,250	34,612	0.70
4E	139,999	139,999	0	0.00

**Table 2. Comparison of Initial Issuance and Year-end 2009 QS Holders by Management Area**

Area	Initial QS Holders	2009 Year-end QS Holders	Person Net Change	Percent Change QS Holders
2C	2,388	1,205	-1,183	-49.5
3A	3,071	1,501	-1,570	-51.1
3B	1,056	493	-563	-53.3
4A	531	235	-296	-55.7
4B	152	96	-56	-36.8
4C	81	53	-28	-34.6
4D	69	46	-23	-33.3
4E	104	103	-1	-1.0

Tables 1 and 2 indicate the number of QS holders has declined considerably in Areas 2C through 4A, which are non-CDQ areas. Percentage declines were lower in the CDQ areas 4B through 4D. The overall amount of QS declined slightly due to administrative revocations.

Consolidation of QS holdings has increased the average QS holdings in all areas except 4E, where no IFQ fishery has occurred.

Table 3. Initial Issuance and Year-end 2009 QS and QS Holders by Management Area and Vessel Category					
Area	Vessel Category	Initial Amount of QS	2009 Amount of QS	Initial QS Holders	2009 Year end QS Holders
2C	Freezer	1,249,141	1,249,141	31	29
	GT 60 ft.	2,933,494	2,654,814	138	70
	36–60 ft.	45,710,106	46,671,063	1,145	697
	LE 35 ft.	9,676,151	8,977,021	1,096	490
		59,568,892	59,552,039		
3A	Freezer	4,773,918	4,773,918	36	34
	GT 60 ft.	68,051,777	68,567,651	300	277
	36–60 ft.	99,004,864	98,878,681	1,496	844
	LE 35 ft.	13,661,874	12,691,065	1,287	500
		185,492,433	184,911,315		
3B	Freezer	1,593,155	1,593,155	19	17
	GT 60 ft.	29,863,254	29,989,976	214	180
	36–60 ft.	21,028,414	20,966,072	560	283
	LE 35 ft.	2,031,580	1,653,973	284	74
		54,516,403	54,203,176		
4A	Freezer	619,003	619,003	15	13
	GT 60 ft.	8,508,678	8,548,117	140	101
	36–60 ft.	4,378,707	4,370,615	148	88
	LE 35 ft.	1,128,051	1,049,364	237	75
		14,634,439	14,587,099		
4B	Freezer	553,489	553,489	8	7
	GT 60 ft.	7,120,537	7,114,526	82	63
	3660 ft.	1,350,369	1,347,763	36	28
	LE 35 ft.	268,996	268,996	27	12
		9,293,391	9,284,774		
4C	Freezer	18,876	18,876	1	1
	GT 60 ft.	1,767,422	1,620,607	29	23
	36–60 ft.	1,054,250	867,827	20	14
	LE 35 ft.	1,175,804	1,509,042	31	30
		4,016,352	4,016,352		
4D	Freezer	413,936	413,936	5	4
	GT 60 ft.	4,021,310	4,100,095	50	38
	36–60 ft.	488,392	444,219	14	11
		4,923,638	4,958,250		
4E	GT 60 ft.	11,176	11,176	2	2
	36–60 ft.	37,032	37,032	7	7
	LE 35 ft.	91,791	91,791	95	94
		139,999	139,999		

In January 1996, the Council approved a “fish down” amendment that allows catcher vessel QS to be used on vessels of the same vessel size class or smaller. The Council did this to allow more flexibility for QS owners to acquire more catcher vessel QS. The amendment allows the use of larger vessel category QS on smaller vessels, except in Area 2C where “fish down” of category B (greater than 60 feet) QS is allowed only for QS blocks worth less than 5,000 pounds (based on 1996 quotas). This amendment became effective August 16, 1996.

Table 3 shows that halibut QS was issued in 30 different area/vessel category combinations. Persons may hold QS for more than one vessel category. There were no qualifying freezer vessels in Area 4E, nor were there vessels in the “35 foot or less” category in Area 4D.

Consolidation is indicated by the decrease in the number of persons holding QS in the respective vessel categories. Substantial consolidation has occurred in many vessel categories, particularly those in Areas 2C through 4A.

As stated, the amount of QS in vessel categories has not changed much because QS transfers across vessel categories are only allowed by special rules for the “swap” of CDQ compensation QS. Administrative revocations of QS may also change the amount of QS within a vessel category.

The halibut IFQ program created four distinct vessel categories in each of the eight halibut management areas. One vessel category consists of harvester-processor vessels (designated “freezer”); the other three consist of catcher vessels less than or equal to 35 feet, from 36 to 60 feet, and greater than 60 feet. Under most circumstances, QS cannot be transferred across vessel categories; however, the regulations allow catcher vessel CDQ compensation QS to be “swapped” to a different vessel category upon its first transfer.

# Chapter 3 QS Transfers and QS Prices

Consolidation of QS and changes in the distribution of QS can occur through permanent transfers of QS. The report provides a broad overview of the extent of permanent transfers of QS in the first 15 years of the program. Any transaction resulting in a permanent change of ownership is treated as a transfer. These include regular transfers, sweep-ups of small QS blocks, and administrative transfers due to court action or other causes.

**Table 4. Annual Prices for Halibut QS With IFQ Transfers By Area and Year**

Area	Year	Mean Price \$/IFQ	Total IFQs Transferred Used for Pricing	Mean Price \$/QS	Total QS Transferred Used for Pricing	Number of Sales Used for Pricing
2C	1995	7.58	996,874	1.14	6,629,554	315
	1996	9.13	681,056	1.37	4,539,813	289
	1997	11.37	517,715	1.92	3,057,477	211
	1998	10.14	220,894	1.79	1,253,771	106
	1999	N/A	N/A	N/A	N/A	N/A
	2000	8.20	423,347	1.15	3,006,920	95
	2001	9.22	412,990	1.36	2,806,238	100
	2002	8.97	363,474	1.28	2,550,052	84
	2003	9.76	274,537	1.39	1,926,434	93
	2004	13.70	365,513	2.41	2,073,407	93
	2005	18.06	311,907	3.31	1,699,765	72
	2006	18.43	246,540	3.29	1,380,274	77
	2007	19.62	183,297	2.80	1,282,693	76
2008	25.90	206,440	2.70	1,979,395	96	
2009	20.14	75,636	1.70	897,261	30	
3A	1995	7.37	1,792,912	0.79	16,658,196	355
	1996	8.40	1,582,609	0.90	14,724,748	352
	1997	9.78	1,276,525	1.32	9,443,198	294
	1998	8.55	666,649	1.20	4,743,875	157
	1999	N/A	N/A	N/A	N/A	N/A
	2000	7.94	614,960	0.79	6,212,009	120
	2001	8.63	771,815	1.02	6,519,428	145
	2002	8.35	711,255	1.02	5,810,732	124
	2003	9.81	565,653	1.20	4,629,364	126
	2004	13.88	875,829	1.88	6,463,336	157
	2005	18.07	385,893	2.49	2,803,054	96
	2006	18.09	586,035	2.46	4,301,567	116
	2007	20.53	814,949	2.91	5,750,520	169
2008	26.83	498,864	3.51	3,808,709	126	
2009	25.52	183,766	3.00	1,565,934	71	
3B	1995	6.53	225,912	0.44	3,323,670	88
	1996	7.88	323,160	0.53	4,760,536	165
	1997	8.58	605,744	1.43	3,634,335	157
	1998	7.92	169,833	1.62	832,225	49
	1999	N/A	N/A	N/A	N/A	N/A
	2000	7.84	464,711	2.19	1,666,773	44
	2001	8.74	739,936	2.68	2,413,081	49
	2002	7.09	663,248	2.25	2,087,216	42
	2003	8.01	769,927	2.53	2,436,231	46
	2004	11.16	498,167	3.21	1,730,918	42
	2005	13.53	415,646	3.27	1,718,360	27
	2006	14.83	428,693	2.96	2,147,624	42
	2007	16.90	239,317	2.87	1,406,901	29
2008	25.84	137,505	5.19	685,144	27	
2009	18.07	67,663	3.63	336,484	11	
4A	1995	5.64	114,616	0.74	873,519	56
	1996	6.68	160,899	0.87	1,230,691	65
	1997	6.67	383,112	1.35	1,889,914	90
	1998	6.39	71,280	1.54	295,358	29
	1999	N/A	N/A	N/A	N/A	N/A
	2000	6.62	456,840	2.27	1,333,201	42
	2001	7.72	349,190	2.65	1,019,050	32
2002	6.06	173,517	2.07	507,079	17	

Area	Year	Mean Price \$/IFQ	Total IFQs Transferred Used for Pricing	Mean Price \$/QS	Total QS Transferred Used for Pricing	Number of Sales Used for Pricing
4A cont.	2003	5.94	275,440	2.02	808,422	33
	2004	9.64	248,645	2.29	1,045,246	23
	2005	10.48	348,980	2.47	1,481,217	37
	2006	11.43	310,125	2.62	1,350,404	28
	2007	13.60	386,213	2.69	1,949,392	33
	2008	15.36	154,056	3.26	724,924	25
	2009	11.81	18,998	2.07	108,676	6
4B	1995	6.14	34,716	1.23	173,523	5
	1996	5.03	51,769	1.00	260,336	7
	1997	5.15	294,051	1.54	980,663	30
	1998	7.24	94,579	2.18	313,790	11
	1999	N/A	N/A	N/A	N/A	N/A
	2000	4.80	367,338	2.03	1,097,211	23
	2001	5.72	464,187	2.42	181,883	20
	2002	4.64	65,507	1.67	454,412	6
	2003	4.55	163,662	1.64	759,522	13
	2004	8.1	238,591	1.96	985,437	12
	2005	7.49	63,139	1.46	324,243	8
2006	C	7,850	C	54,558	2	
2007	8.45	37,045	1.05	298,569	9	
2008	9.99	131,987	1.6	823,570	18	
2009	10.39	129,379	1.67	802,982	12	
4C	1997	6.29	48,681	0.91	336,313	8
	1998	5.67	33,902	1.14	169,265	7
	1999	N/A	N/A	N/A	N/A	N/A
	2000	3.68	27,570	0.94	107,811	6
	2001	5.47	100,428	1.4	392,724	8
	2003	C	47,020	C	186,058	3
	2004	5.74	62,540	1.23	292,075	5
	2005	5.46	86,607	1.23	383,147	7
	2006	0	0	0	0	0
	2007	8.04	67,184	1.87	289,134	6
	2008	8.65	61,260	1.90	278,173	7
2009	11.41	67,133	2.23	343,693	6	
4D	1996	C	27,358	C	237,858	3
	1997	5.85	82,294	0.99	485,517	11
	1998	6.07	49,986	1.39	218,677	11
	1999	N/A	N/A	N/A	N/A	N/A
	2000	4.31	37,604	1.26	128,852	5
	2001	6.44	107,734	1.87	370,961	7
	2002	5.56	115,755	1.62	396,655	8
	2003	6.86	120,944	1.96	422,009	8
	2004	C	79,669	C	328,087	3
	2005	9.09	19,557	2.33	76,317	4
	2006	0	0	0	0	0
	2007	8.77	114,370	2.31	434,031	9
	2008	C	3,526	C	14,118	1
2009	C	11,584	C	52,298	3	

Estimates of QS prices are based upon analyses of sales transactions where price information was available. Table 4 provides these estimated prices for QS sold with the associated current year IFQ.

Table 4 indicates that average halibut prices in dollars per IFQ tended to increase each year from 1995 to 1997, then drop in 1998. The price tended to increase again from 2000 to 2008 with a slight drop in 2009. In some areas very few transactions occurred. QS transfer rates were relatively high in non-CDQ areas 2C through 4A. The average QS transfer rates over all years in these areas ranged from 7.4% in Area 3A to 13.7% in Area 4A. Average QS transfer rates were lower in 4E.

# Chapter 4 Halibut QS Leases

The Council's IFQ program provides for restricted leasing of QS on a seasonal basis. Holders of freezer vessel QS can lease all of the IFQ associated with their QS. During the first two years of the IFQ program, holders of catcher vessel QS could lease up to 10% of their QS. However, the regulations allowing for leasing of catcher vessel QS expired in 1998 and have not been renewed.

There were 735 halibut lease transactions over the first 15 years of the IFQ program. All but 25 of the leases occurred in Areas 2C through 4A. In areas where leases occurred, lease rates were low, ranging from 0.5% in Area 4B to 1.4% in Area 4D over the 1995-2009 period.

Leasing of halibut QS was largely confined to freezer processor vessels. There were no leases of freezer vessel QS in Areas 4E; however, in other areas QS lease rates for freezer vessel QS ranged from .6% in Area 4B to 2.6% on Area 4C over the 15 years from 1995 to 2009.

Very little catcher vessel QS was leased, and catcher vessel QS lease rates were less than 1% in all areas and vessel categories during the first 15 years of the IFQ program.

**Table 5 continued Halibut QS and QS Holder Lease Rates 1995–2009**

Area	Area	Area	Area	Area	Area
	2007	1,441,098	0.8	11	0.7
	2008	3,272,584	1.8	31	2.0
	2009	4,741,942	2.6	45	3.0
	ALL YRS	32,323,911	1.2	253	0.8
3B	1995	491,569	0.9	5	0.5
	1996	744,933	1.4	13	1.6
	1997	439,227	0.8	9	1.3
	1998	500,535	0.9	7	1.0
	1999	329,206	0.6	5	0.8
	2000	700,633	1.3	7	1.1
	2001	646,256	1.2	6	1.0
	2002	386,502	0.7	4	0.7
	2003	479,041	0.9	6	1.0
	2004	744,586	1.4	5	0.9
	2005	749,127	1.4	6	1.1
	2006	1,028,050	1.9	9	1.1
	2007	974,974	1.8	9	1.7
	2008	896,292	1.7	11	2.2
	2009	827,006	1.5	13	2.6
	ALL YRS	9,937,937	1.2	115	1.2
4A	1995	228,184	1.6	3	0.6
	1996	163,133	1.1	10	2.3
	1997	144,378	1.0	4	1.0
	1998	186,537	1.3	5	1.4
	1999	185,803	1.3	4	1.2
	2000	109,728	0.8	3	1.0
	2001	152,332	1.1	3	1.0
	2002	143,642	1.0	3	1.0
	2003	77,907	0.5	2	0.7
	2004	182,193	1.2	3	1.1
	2005	106,214	0.7	3	1.1
	2006	78,066	0.5	2	0.8
	2007	77,513	0.5	2	0.8
	2008	245,241	1.7	5	2.1
	2009	503,590	3.5	10	4.3
	ALL YRS	2,584,461	1.2	62	1.3
4B	1995	224,317	2.5	3	2.1
	2000	93,319	1.0	1	0.9
	2001	47,534	0.5	1	0.9
	2002	46,930	0.5	1	0.9
	2003	46,401	0.5	1	0.9
	2005	43,410	0.5	1	1.0
	2006	47,536	0.5	1	0.9
	2009	81,496	0.9	1	1.0
	ALL YRS	630,943	0.5	10	0.6
4C	1999	174,832	4.4	1	1.4
	2000	174,831	4.4	1	1.4
	2001	174,831	4.4	1	1.6
	2007	322,658	8.0	2	3.6
	2008	365,711	9.1	2	3.6
	2009	370,726	9.2	2	3.8
	ALL YRS	1,583,589	2.6	9	0.4
4D	1997	390,361	8.1	3	4.9
	1998	268,572	5.7	3	5.4
	ALL YRS	658,933	0.9	6	.8
4E	ALL YRS	0	0.0	0	0

The small number of catcher vessel QS leases may have been due partially to the interaction of the blocking rules and the 10% leasing restriction for catcher vessel QS during most of the first two years of the IFQ program.

**Table 5. Halibut QS and QS Holder Lease Rates 1995–2009**

Area	Year	Total Leased QS	QS Lease Rate(%)	Total Unique Lessors	Lessor Rate(%)
2C	1995	170,260	0.3	7	0.3
	1996	268,393	0.5	12	0.6
	1997	425,965	0.7	15	0.9
	1998	518,925	0.9	14	0.8
	1999	611,975	1.0	16	1.0
	2000	679,071	1.1	16	1.0
	2001	855,697	1.4	18	1.2
	2002	844,015	1.4	19	1.3
	2003	509,705	0.9	13	0.9
	2004	579,967	1.0	11	0.8
	2005	757,893	1.3	17	1.2
	2006	704,506	1.2	14	1.0
	2007	1,444,549	2.4	30	2.3
	2008	1,723,432	2.9	38	3.1
	2009	1,825,561	3.1	40	3.3
ALL YRS	11,919,914	1.3	280	1.2	
3A	1995	1,401,793	0.8	12	0.4
	1996	1,892,265	1.0	25	1.0
	1997	1,365,302	0.7	19	0.8
	1998	1,513,511	0.8	14	0.6
	1999	1,427,786	0.8	13	0.6
	2000	1,545,521	0.8	13	0.6
	2001	2,554,579	1.4	12	0.6
	2002	2,509,525	1.4	13	0.6
	2003	2,906,696	1.6	13	0.7
	2004	2,345,131	1.3	12	0.6
	2005	2,059,648	1.1	11	0.6
	2006	1,346,530	0.7	9	0.5

Regulations changed in September 1996, allowing persons to lease 10% of the IFQ associated with their blocked QS. However, this change did not affect catcher vessel QS lease rates during the 1997 and 1998 seasons.

Several program provisions allow leasing of catcher vessel QS/IFQ in limited circumstances. First, the surviving spouse or other individual beneficiary from the QS holdings immediate family can lease catcher vessel QS for a three year period following the death of the holder.<sup>1</sup>

Next, in 2004 NOAA Fisheries (NMFS) implemented a new program feature to protect economies of selected fisheries dependent GOA communities.

These communities can form nonprofit organizations to acquire QS for lease to community residents. The intent is to assist a number of small coastal communities in Southeast and Southcentral Alaska, striving to remain economically viable, to increase or maintain their participation in the halibut and sablefish fisheries. As of December 2009, there are 20 Community Quota Entities (CQE) have been established, representing 21 communities, although only one has purchased quota.

In 2007 “emergency medical” leases<sup>2</sup> and in 2008 a provision allowing mobilized National Guard and reservist QS holders to lease out IFQ were added.<sup>3</sup>

This has more than doubled the number of leases in 2C 3A and 4A. It has increased leasing rate percentage from 1 and .5 percent in area 2C and 3A in 2006 to 3.3 and 3.0 percent in 2009 for the same areas.

The use of a hired skipper may have been a better alternative than leasing for some initial QS recipients. The NPFMC adopted regulations in 1997 that further constrain this practice.

Price information was available for some leases. For all areas, the average lease price of freezer vessel QS was \$.84 per pound of IFQ in 1995, \$.99 per pound of IFQ in 1996, \$.67 per pound of IFQ in 1997, and \$.36 per pound of IFQ in 1998. In 2000 the lease rate increased to \$1.00 and in 2005 it was \$1.43.

---

<sup>1</sup> See 50 CFR679.41(k)(2)

<sup>2</sup> Emergency Medical Transfer- 72FR 44795 August 9, 2007

<sup>3</sup> Military Transfer- 73 FR 28733 May 19, 2008

# Chapter 5 Types of QS Transfers, Financing of Transfers, Relationships Between Transferors and Transfer Recipients, and Use of Brokers

Persons who transfer QS must complete a transfer application form. Information on the form includes the type of transfer (sale, gift, trades, or other), the relationship between the transferor and transfer recipient (family, friend, business partner, or “no relationship”), and the type of financing. RAM also collects information on the use of brokers.

Through 2009, “priced sales” (price information reported) were the predominant transfer type. Apart from Area 4E, where there was only two transfers of very small amounts of QS, the percentage of QS transferred as priced sales ranged from 67.6% in Area 3B to 83.3% in Area 3A. The percentage of QS transferred as “other sales” (a sale with no price information reported), “gifts,” and “trades” was relatively small in most areas.

Brokers were used in a high percentage of halibut QS transfers. Brokers were involved in 47.1% of the transactions in 1995, 51.2% in 2000, 49.9% in 2002, and 51.1% of the transactions in 2006.

In most areas, the majority of the QS that was transferred between parties indicated “no relationship.” Apart from Area 4E, the percentage of QS transferred with no relationship between the transferor and transfer recipient ranged from 57.9% in Area 3B to 77% in Area 4D during the first 15 years of the program.

Apart from Area 4E, the percentage of QS that was transferred between family members ranged from 7.1% in Area 4D to 28.8% in Area 3B over the program.

The percentage of QS that was transferred between friends ranged from 5.4% in Area 3B to 12.6% in Area 4A over the 15 year period.

“Personal Resources” were the primary source of financing indicated for “priced sale” transfers. The percentage of QS transferred in “priced sales” transactions that indicated “personal resources” as a finance source ranged from 39.3% in Area 4C to 72.5% in Area 4B over the 15 year period.

The percentage of QS transferred in priced sale transactions that indicated “bank” as a finance source ranged from 10.8% in Area 4B to 32.4% in Area 4C over the 15 year period.

The percentage of QS transferred in priced sale transactions that indicated “seller” as a finance source ranged from 4.6% in Area 4C to 14.0% in Area 4B over the 15 year period.

Alaska’s Department of Commerce and Economic Development and the Commercial Fishing and Agricultural Bank financed a small number of QS transfers in non-CDQ areas. “Processors” also provided a source of financing in a small number of transfers.

A NMFS Loan program was implemented in 1998 and provided approximately 5 million a year for purchase and refinance of QS.

**Table 6. Nature of QS Transfers by Percent 1995-2009\***

Area	Priced Sales	Other Sales	Trades	Gifts	Unknown
2C	69.2	1.2	2.4	22.0	5.1
3A	83.3	2.4	2.3	18.8	8.5
3B	67.6	3.7	3.0	18.3	7.4
4A	74.2	2.3	2.2	17.0	4.2
4B	78.1	1.0	1.0	16.6	3.4
4C	77.4	0.0	4.0	8.6	10.0
4D	82.9	5.6	2.7	4.9	3.9
4E	0.0	27.3	0.0	0.0	72.3

**Tables 7. Relationships Between Transfer Parties: Percent of QS Transferred, 1995-2009\***

Area	Family	Friends	Partners	No Relation	Missing
2C	28.6	8.8	1.0	58.9	3.2
3A	19.8	6.3	4.5	64.0	5.4
3B	28.8	5.4	5.1	57.9	4.9
4A	15.9	12.6	2.2	66.6	2.7
4B	13.5	11.9	2.0	68.9	3.7
4C	19.5	11.7	2.1	64.3	2.4
4D	7.1	11.2	3.2	77.0	1.6
4E	72.7	0.0	0.0	27.3	0.0

\* 1999 was not used in this calculation due to changes in database

## Chapter 6 “Sweep-ups” of Small QS Blocks

Prior to the IFQ program, the halibut fishery was characterized by short derby-like openings with a large turnover of participants. The Council’s initial allocation methodology included persons who owned or leased a vessel(s) with landings in the halibut fishery at any time during the 1988, 1989, or 1990 seasons.

Because of this, large numbers of persons with only a small amount of landings histories received a small initial allocation of QS. The IFQ regulations put initial QS allocations into non-severable blocks if the amount of the QS was worth less than 20,000 pounds of a hypothetical IFQ. Many of the QS blocks were very small and some were too small, to make a fishing trip worthwhile.

To enhance consolidation of these blocks, the Council adopted a “sweep-up” provision for small blocks of QS. Originally it allowed a QS holder to acquire a number of small blocks and combine them into a single block as long as that single block was still equivalent to less than 1,000 pounds of a hypothetical IFQ. In December 1996 the sweep-up block size limit was raised to 3,000 pounds of a hypothetical halibut IFQ.

Chapter 6 shows the extent to which the sweep-up provisions were used during the first 15 years of the halibut IFQ program. The tables in this section are based on the new higher sweep-up limits.

Table 8 shows the percentage of QS in small “sweepable” blocks ranged from 3.6% in Area 4B to 25.6 % in Area 2C at year-end 2009.

Sweepable blocks were a substantial percentage of the total *blocked* QS in each area, ranging from 9.9% in Area 4B to 26.1% in Area 4C.

Substantial percentages of QS holders hold sweepable blocks. Persons holding sweepable blocks represented 30.2% of all QS holders in Area 4B and 67.5% of all QS holders in Area 2C at year-end 2009.

In 1997, the number of sweep-up transactions increased substantially over previous years. In 1998 the number decreased to levels closer to those similar to 1995 and 1996. The increase in 1997 may have been related to the higher sweep-up limits that went into effect in late 1996.

**Table 8. Persons Holding Sweepable Halibut QS Blocks, Number of Sweepable Blocks, and Total Sweepable QS Holdings at Year-end 2009**

Area	Total Amount of QS	Total Number of QS Holders	Total Blocked QS	Total Persons Holding Blocked QS	Total Sweepable QS	Percent of Total QS	Percent of Blocked QS	Persons Holding Sweepable QS	Percent of Total Persons	Percent of Persons Holding Blocked QS
2C	59,552,039	1,164	42,177,590	1,052	15,219,740	25.6	36.1	786	67.6	74.7
3A	184,911,315	1,462	65,358,947	1,231	23,870,342	12.9	36.5	918	62.8	74.6
3B	54,262,333	489	24,959,246	422	8,671,150	16.0	34.7	262	53.8	62.1
4A	14,587,099	228	9,503,374	166	1,791,210	12.3	18.9	91	39.9	54.8
4B	9,284,774	96	3,332,789	78	329,867	3.6	9.9	29	30.2	37.2
4C	4,016,352	53	3,332,789	48	556,328	13.9	16.7	30	56.6	62.5
4D	4,958,250	46	3,332,789	37	327,075	6.6	9.8	17	37.0	45.9
4E	139,999	103	2,095,233	103	0	0.0	0.00	0	0.00	0.0

## Chapter 7 Changes in QS Holdings by Type of Person

Under the Council's IFQ program, QS can be held by individuals (natural persons who were initial QS recipients), corporations, one-owner corporations, estates, partnerships, crew (natural persons who were not initial QS recipients but who met the qualifications to acquire QS), and other entities. However, the Council has included provisions which should encourage QS to move gradually to individual owner-operators.

Table 9 shows, by person-type, the amount and percentage of QS held and the number and percentage of QS holders. Data are provided for the fishery at initial issuance and at year-end 2009.

Area	Person Type	2000 Total QS Holdings	2009 Total QS Holdings	2000 Total QS Holders	2009 Total QS Holders
4D	Corporation	2,284,773	2,057,035	18	15
	Individual	1,839,183	1,067,496	23	12
	Non Profit	122,473	178,001	1	2
	Partnership	55,528	0	1	0
	Skipper	567,319	1,655,718	9	17
4E	Corporation	11,685	0	3	3
	Estates	0	1,882	2	2
	Individual	1,882	61,365	41	64
	Skipper	126,432	65,067	58	32

Individual persons initially issued QS held the highest percentage of any person-type in all areas except 4D and 4E, both at initial issuance and at year end 2009. Apart from Areas 4D individuals held between 21.5% (Area 4D) and 92.8% (Area 2C) at the end of 2009.

The percentage of the QS held by corporations, (regular corporations, sole-owner, and new corporations) varied considerably between areas. In Areas 2C and 4E only .9% and 0.0% of the respective QS was held by corporations at the end of 2009. In contrast, the percentage of QS held by all corporations in other areas varied from 17.5% in Area 4C to 41.5% in Area 4D.

The percentage of QS held by partnerships was relatively small, ranging from 0.4% in Area 2C to 2.5% in Area 4A at end of 2009.

Area	Person Type	2000 Total QS Holdings	2009 Total QS Holdings	2000 Total QS Holders	2009 Total QS Holders
2C	Corporation	973,655	512,681	43	28
	Estates	59,678	99	7	1
	Individual	55,437,909	5,135,604	1,461	1,116
	Partnership	318,787	249,767	8	3
	Skipper	2,843,814	3,499,921	63	54
	Sole proprietor	0	1,753	0	1
	Trust	0	132,861	0	1
3A	Corporation	39,980,773	37,069,688	122	91
	Estates	586,422	51,156	9	3
	Individual	125,832,235	121,701,825	1,822	1,254
	Non Profit	452,445	709,914	1	1
	Partnership	2,734,057	1,672,408	24	9
	Skipper	15,316,654	22,829,332	120	141
3B	Corporation	16,398,511	14,398,169	78	67
	CQEA	0	151,234	0	1
	Estates	355,990	0	4	0
	Individual	30,685,056	29,814,778	447	329
	Non Profit	8,498	453,019	1	2
	Partnership	1,415,447	483,425	10	4
4A	Corporation	4,239,783	2,696,992	53	28
	Estates	32,695	18,708	2	1
	Individual	8,049,462	6,649,783	187	144
	Non-Profit	2,256	190,598	1	1
	Partnership	384,055	359,613	6	4
	Skipper	1,795,745	4,671,405	66	57
4B	Corporation	3,732,168	2,942,191	26	17
	Estates	62,077	66,655	1	1
	Individual	3,413,398	2,810,727	54	48
	Non-Profit	370,314	426,241	1	2
	Skipper	1,706,817	3,038,960	31	28
4C	Corporation	768,518	700,940	12	7
	Estates	0	0	1	0
	Individual	1,177,078	1,172,316	22	17
	Partnership	96,089	0	1	0
	Skipper	1,974,667	2,143,096	33	29

## Chapter 8 Changes in the Distribution of Halibut QS By State of Residence

Prior to the IFQ program, persons participating in the halibut fishery came from Alaska and from other states, particularly Washington and Oregon. A concern in Alaska is that QS might move to holders outside of Alaska thereby reducing the economic benefits of the halibut fishery to Alaska.

Table 10 examines the distribution of QS and QS holders by state of residence (Alaska, Washington, Oregon, and other). The table provides a broad overview of how these distributions have changed in the first fifteen years of the IFQ program.

In all areas, the QS holdings of persons from Oregon and other states were small relative to the holdings of persons from Alaska and Washington. From initial issuance through 2009, persons from Alaska showed a increases in QS holdings in Areas 4A, 4B, and 4D and slight decreases in QS holdings in Areas 2C, 3A, 3B, 4B, 4C and 4E.

Persons from Washington held the majority of the QS in Areas 4C and 4D at year-end 2009. The percentage of the QS held by persons from Washington varied from 9.9% in Area 4E to 53.4% in Area 4D at year-end 2009.

The average QS holdings of persons from Washington were considerably higher than the average QS holdings of persons from Alaska in most areas.

Area	State	Initial Amount Of QS	2009 Amount of Area QS	Initial Number of QS Holders	2009 Number of QS Holders	2009 Average Holdings
2C	AK	49,265,458	49,158,937	1,971	983	49,767
	WA	7,935,513	7,431,845	321	150	49,198
	OR	1,043,596	834,181	45	23	49,152
	Other	1,314,823	2,127,076	51	48	43,785
			59,568,892	59,532,686	2,388	1,204
3A	AK	118,598,696	112,319,575	2,436	1,139	98,612
	WA	42,659,377	48,184,938	391	196	245,842
	OR	15,232,359	11,188,132	121	68	164,531
	Other	9,002,001	13,218,570	124	97	136,274
			185,492,433	184,911,215	3,072	1,500
3B	AK	28,061,266	27,380,625	780	334	81,978
	WA	19,314,013	18,568,196	173	96	193,419

Area	State	Initial Amount Of QS	2009 Amount of Area QS	Initial Number of QS Holders	2009 Number of QS Holders	2009 Average Holdings
3A Cont.	OR	4,990,415	3,693,132	62	28	131,898
	Other	2,150,709	4,561,223	42	35	130,321
		54,516,403	54,203,176	1,057	493	
4A	AK	7,069,344	8,060,735	377	159	50,696
	WA	5,505,745	4,620,538	109	53	87,180
	OR	1,342,610	885,095	31	10	88,510
	Other	716,740	1,020,731	16	13	78,518
		14,634,439	14,587,099	533	235	
4B	AK	3,242,733	4,295,319	80	54	79,543
	WA	5,365,129	3,798,203	52	29	130,973
	OR	466,964	269,197	14	3	89,732
	Other	218,565	922,055	7	10	92,206
		9,293,391	9,284,774	153	96	
4C	AK	2,199,603	1,739,052	48	32	54,345
	WA	1,180,825	1,801,166	24	16	112,573
	OR	498,399	259,064	5	3	86,355
	Other	90,359	217,070	3	2	108,535
		3,969,186	4,016,352	80	53	
4D	AK	621,683	1,523,129	22	14	108,795
	WA	3,482,437	2,650,132	38	23	115,223
	OR	612,624	491,373	6	5	98,275
	Other	73,747	293,616	2	4	73,404
		4,790,491	4,958,250	68	46	
4E	AK	127,392	125,901	98	93	1,354
	WA	12,507	13,852	5	8	1,732
	Other	100	246	1	2	123
		139,999	139,999	104	103	

In the category, "Other" there is an increase in amount of QS holdings that are residing in other states besides Washington and Oregon.

## Chapter 9 Changes by Management Area, Rural-Urban, Local-Nonlocal

---

Under Alaska's limited entry program, there has been a movement of permits away from holders who live in rural areas that are "local" to limited fisheries to holders who live in urban areas that are "nonlocal" to the limited fisheries. Some persons are concerned that similar results might occur under the halibut IFQ program.

The report analyzed changes in QS holdings within Alaska and between Alaska and other states using special resident-type classifications. All communities within Alaska are classified as "rural" or "urban" based upon 2000 census definitions, and as "local" or "nonlocal" to each halibut management area. Persons within each community can then be placed into one of five resident-types relative to the halibut management area for which a QS applies. These resident types are defined below.

**Alaska Rural Local (ARL):** *Alaska* resident residing in a *rural* community that is *local* to the halibut management area.

**Alaska Urban Local (AUL):** *Alaska* resident residing in an *urban* community that is *local* to the halibut management area.

**Alaska Rural Nonlocal (ARN):** *Alaska* resident residing in a *rural* community that is *nonlocal* to the halibut management area.

**Alaska Urban Nonlocal (AUN):** *Alaska* resident residing in an *urban* community that is *nonlocal* to the halibut management area.

**Nonresident:** *Nonresidents* of Alaska

The amount of QS held by each resident type may change for three reasons: QS can be transferred to other resident types; QS holders can move to a place with a different resident-type classification (migration); or QS can be administratively issued or revoked. Both transfers and migrations were important causes of changes in the distribution of QS holdings.

Quota share transfers may occur between persons in the same resident category (intracohort) or between persons of different resident categories (crosscohort).

The percentages of intracohort and cross-cohort transfers varied widely by resident-type and management area, although intracohort transfers may have been more likely for the majority of areas and resident-types. Intracohort transfers were especially prevalent among nonresidents.

Alaska Rural Locals received QS in all management areas except 4D. Their largest shares of initial QS allocations came in Area 4E (59.3%), 4C (34.0%), and 2C (30.1%). By the end of 2009, ARL holdings had declined in Areas 2C, 3B and 4C and had risen in Areas 3A, 4A, 4D and 4E.

Alaska Urban Locals received an initial allocation of QS in Areas 2C (50.3%), 3A (43.1%), and 4A (2.5%) only. By year-end 2009 AULs also held a very small percentage of the QS in Area 4B. AUL holdings had increased in Area 2C and 4A and declined in Area 3A.

Alaska Rural Nonlocals received small percentages of the QS in all management areas. These percentages ranged from less than 1% in Areas 2C, 4C, and 4D up to 6.2% in Area 4A at initial issuance. By year-end 2009, ARN holdings had risen in all Areas.

Alaska Urban Nonlocals received QS in all areas and received over 20% of the QS in Areas 3B, 4A, 4B, 4C, and 4E at initial issuance. AUN holdings had increased in areas 3A and declined in the other areas by year-end 2009.

Nonresidents received QS in every area. They received over half of the QS in Areas 4A, 4B, and 4D and over 35% in six of the areas. By year-end 2009, nonresident QS holdings had increased slightly in Areas 2C, 3A, 3B, 4C and 4E and declined in all other areas. The net result of transfer activity lowered Nonresident QS holdings in 4A, 4B and 4D.

**Table 11. Initial Allocation and Year-end 2009 QS Holdings by Area and State**

Area	Resident Type	Initial Amount of QS	2009 Amount Of QS	Initial Pct. Of Area QS	2009 Pct. Of Area QS	Change In Total QS	Percent Change In Total QS	Percent Change QS Holder
2C	AK Rural Local	17,932,755	11,921,315	30.1	20.2	-6,011,440	-33.5	-60.0
	AK Rural Non-Local	362,838	755,426	0.6	1.3	392,588	108.2	-73.4
	AK Urban Local	29,974,773	35,332,634	50.3	59.9	5,357,861	17.9	-38.0
	AK Urban Non-Local	995,092	498,346	1.7	0.8	-496,746	-49.9	-76.9
	Nonresident	10,293,932	10,495,071	17.3	17.8	201,139	2.0	-52.8
		59,559,390	59,002,792					
3A	AK Rural Local	14,928,786	32,824,971	8.1	17.9	17,896,185	119.9	-18.0
	AK Rural Non-Local	4,206,395	7,294,622	2.3	4.0	3,088,227	73.4	-49.4
	AK Urban Local	79,834,467	44,366,480	43.1	24.2	-35,467,987	-44.4	-72.3
	AK Urban Non-Local	19,507,831	27,784,214	10.5	15.2	8,276,383	42.4	-29.9
	Nonresident	66,843,449	71,092,663	36.1	38.8	4,249,214	6.4	-47.8
		185,320,928	183,362,950					
3B	AK Rural Local	5,563,706	4,131,458	10.3	7.7	-1,432,248	-25.7	-49.6
	AK Rural Non-Local	2,075,980	7,017,865	3.8	13.0	4,941,885	238.1	-40.5
	AK Urban Non-Local	20,372,737	16,160,217	37.6	30.0	-4,212,520	-20.7	-67.0
	Nonresident	26,159,470	26,527,706	48.3	49.3	368,236	1.4	-47.3
			54,171,893	53,837,246				
4A	AK Rural Local	50,264	302,161	0.3	2.1	251,897	501.1	50.0
	AK Rural Non-Local	907,184	2,076,921	6.2	14.3	1,169,737	128.9	-67.1
	AK Urban Local	364,612	1,325,879	2.5	9.2	961,267	263.6	36.8
	AK Urban Non-Local	5,743,871	4,282,971	39.5	29.6	-1,460,900	-25.4	-67.4
	Nonresident	7,485,405	6,500,206	51.4	44.9	-985,199	-13.2	-54.8
		14,551,336	14,488,138					
4B	AK Rural Local	160,045	503,499	1.7	5.4	343,454	214.6	18.2
	AK Rural Non-Local	207,969	851,617	2.2	9.2	643,648	309.5	0.0
	AK Urban Non-Local	2,874,719	2,940,203	30.9	31.8	65,484	2.3	-43.8
	Nonresident	6,050,658	4,955,294	65.1	53.6	-1,095,364	-18.1	-47.9
			9,293,391	9,250,613				
4C	AK Rural Local	1,350,336	0	34.0	0.0	-1,350,336	-100.0	-100.0
	AK Rural Non-Local	23,170	97,233	0.6	3.7	74,063	319.7	200.0
	AK Urban Non-Local	826,097	230,904	20.8	8.9	-595,193	-72.0	-68.8
	Nonresident	1,769,583	2,277,300	44.6	87.4	507,717	28.7	-34.4
			3,969,186	2,605,437				
4D	AK Rural Non-Local	29,451	217,492	0.6	4.3	188,041	638.5	0.0
	AK Urban Non-Local	592,232	1,291,519	12.4	25.4	699,287	118.1	-45.0
	Nonresident	4,168,808	3,583,637	87	70.4	-585,171	-14.0	-34.8
		4,790,491	5,092,648					
4E	AK Rural Local	82,993	86,607	59.3	61.8	3,614	4.4	-10.8
	AK Rural Non-Local	4,937	10,263	3.5	7.3	5,326	107.9	0.0
	AK Urban Local	0	1,186	0	.9	1,186	n.d.	300.0
	AK Urban Non-Local	39,462	27,845	28.2	19.9	-11,617	-29.4	0.0
	Nonresident	12,607	14,128	9.0	10.1	1,521	12.1	33.3
		139,999	140,029					

# Chapter 10 Distribution of Halibut QS by Census Area

There have been concerns that the IFQ program might result in a dramatic restructuring that could increase the role of the halibut fishery in some areas while reducing its effect in other areas. Table 12 provides another view of the changes in the geographic distribution of QS holdings since initial issuance.

In this section, QS holders from Alaska are assigned to census areas by their addresses. Persons who reside outside of Alaska were put into a single "Outside Alaska" category. The distribution of QS and QS holders were examined at initial issuance and at year-end 2009.

Census areas where Alaskans hold relatively high percentages of QS (10% or more of the area QS at year-end 2009) are Juneau, Petersburg, and Sitka (Area 2C); Kodiak (Areas 3A, 3B, 4A and 4D), Kenai Peninsula (Areas 3A, 3B, and 4A), Aleutian Islands West (Area 4C), and Bethel (Area 4E).

Persons who reside outside of Alaska held substantial portions of the QS in all areas except 4E, ranging from 17.8% in Area 2C to 69.3% in Area 4D by the end of 2009. They held more than 40% of the QS in areas 4A, with over 55% of the quota in 4C, and 4C at year-end 2009.

The number of persons who held QS declined in most census areas. This parallels the overall decline in QS holders due to transfers and QS consolidation.

The percent decline of QS holders for non-CDQ management Areas 2C through 4A is relatively high for some census areas. This may be partially due to QS holders for CDQ areas transferring their CDQ compensation QS.

For a direct comparison among census areas this table uses current 2000 Census areas and recalculates the initial amount of QS to these areas used in the 1990 Census.

For example, in the 1990 Census Petersburg and Wrangle comprised one census area, and Hoonah was part of the Skagway Census. In 2000 these areas were divided into new census areas which this recalculated table incorporates.

Area	Census Area	Initial Amount of QS	2009 Amount of QS	Initial No. of QS Holders	2009 No. of QS Holders
2C	Aleutians East	4,175	0	2	0
	Aleutians West	171,048	16,286	48	3
	Anchorage	380,243	211,045	32	7
	Bethel	74,586	0	43	0
	Bristol Bay	4,589	667	10	3
	Dillingham	5,207	2,747	22	12
	Fairbanks	135,026	125,885	10	6
	Haines	2,224,131	1,629,118	85	39
	Hoonah\Ang	4,596,730	2,559,051	211	81
	Juneau	5,780,573	6,270,458	256	148
	Kenai Pen.	259,338	78,507	35	10
	Ketchikan	3,296,194	3,233,980	147	80
	Kodiak	146,856	4,713	32	5
	Lake and Pen.	970	0	3	0
	MatSu Borough	56,261	133,199	8	5
	Nome	57	21,237	1	2
	Petersburg	13,261,920	16,768,098	326	230
	Prince of Wales	4,551,549	2,840,153	221	94
	Sitka	9,936,267	10,461,581	328	233
	Skagway	22,839	27,892	1	1
Valdez\CDV	19,219	11,403	7	2	
Wade Hampton	305	305	1	1	
Wrangell	4,236,776	4,523,431	133	71	
Yakutat	94,911	1,086	10	1	
Yukon\Koyuk	3,001	0	1	0	
Outside Alaska	10,303,434	10,628,292	418	233	
		59,566,205	59,549,134	2,391	1,267
3A	Aleutians East	248,743	13,324	7	1
	Aleutians West	608,367	52,410	54	7
	Anchorage	7,414,783	7,680,298	270	121
	Bethel	211,899	361,887	42	2
	Bristol Bay	17,218	1,396	11	2
	Denali Borough	1,416	8,766	3	3
	Dillingham	10,292	711,008	21	7
	Fairbanks N.St	310,882	60,935	29	10
	Haines	484,623	527,543	18	10
	Hoonah	2,470,533	898,462	59	19
	Juneau	3,145,527	4,773,916	82	53
	Kenai Pen.	35,881,399	30,353,420	842	423
	Ketchikan	1,201,311	920,194	20	5
	Kodiak	43,733,921	31,926,082	457	237
	Lake and Pen.	54,635	5,737	9	2
	MatSu Borough	1,818,439	3,151,742	65	45
	Nome	0	55,284	0	1
	NW Arctic	149	0	1	0
	Petersburg	9,086,024	12,973,630	75	66
	Prince of Wales	462,841	114,830	24	2
Sitka	5,930,471	6,992,756	130	84	
Skagway	5,752	0	1	0	
SE Fairbanks	1,987	1,281,277	2	8	
Valdez\CDV	3,408,866	7,574,074	156	98	
Wade Hampton	942	0	1	0	
Wrangell	587,846	581,717	11	6	
Yakutat	1,361,105	1,270,392	48	32	
Yukon\Koyuk	643	28,495	2	2	
Outside Alaska	67,114,681	72,591,740	654	409	
		185,575,295	184,911,315	3,074	1,655
3B	Aleutians East	4,474,522	3,576,030	104	57
	Aleutians West	251,080	264,568	50	7
	Anchorage Borough	2,688,992	1,826,625	65	25
	Bethel	61,923	0	42	0
	Bristol Bay	7,835	733	11	3

**Table 12. Initial Allocation and Year-end 2009 QS Holdings and QS Holders, by Management Area and Census Area**

Area	Census Area	Initial Amount of QS	2009 Amount of QS	Initial No. of QS Holders	2009 No. of QS Holders
3B cont.	Dillingham	3,007	305,368	21	10
	Fairbanks	23,646	81,942	2	1
	Hoonah	191,658	3,546	6	1
	Juneau	247,227	364,603	11	3
	Kenai Pen.	5,299,803	6,479,773	182	105
	Ketchikan	170,192	0	5	0
	Kodiak	10,368,005	11,914,810	201	131
	Lake and Pen.	1,050,690	555,103	25	10
	MatSu Borough	295,998	370,267	14	5
	Nome	0	148,216	0	1
	Petersburg	1,141,286	482,303	9	4
	Prince of Wales	39,313	0	3	0
	Sitka	1,523,669	614,904	21	6
	SE Fairbanks	0	95,012	0	3
	Valdez\CDV	67,892	258,598	5	3
	Wade Hampton	275	0	1	0
	Wrangell	88,827	0	2	0
	Yakutat	40,921	0	2	0
	Yukon Koyukuk	0	38,224	0	1
	Outside Alaska	26,493,368	26,725,688	279	176
	54,530,129	54,106,313	1,061	552	
4A	Aleutians East	264,962	249,347	23	14
	Aleutians West	450,431	1,456,154	67	46
	Anchorage	526,816	337,004	21	10
	Bethel	16,439	0	42	0
	Bristol Bay	14,794	245	11	4
	Dillingham	799	210	21	11
	Fairbanks	0	85,393	0	2
	Hoonah	123,512	181	3	1
	Juneau	98,817	22	3	1
	Kenai Pen.	1,941,229	1,630,381	76	39
	Ketchikan	80,293	0	4	0
	Kodiak	2,576,548	2,991,242	64	41
	Lake and Pen.	964	0	4	0
	MatSu Borough	152,125	86,114	9	3
	Petersburg	239,022	164,097	6	4
	Prince of Wales	10,093	0	2	0
	Sitka	509,819	672,005	16	6
	Skagway	6,067	331,671	3	3
	Valdez\CDV	73	73	1	1
	Wrangell	44,437	0	2	0
Yakutat	12,104	0	1	0	
Yukon Koyukuk	0	56,596	0	2	
Outside Alaska	7,563,893	6,526,364	156	89	
	14,633,237	14,587,099	535	277	
4B	Aleutians West	217,591	596,006	16	18
	Anchorage	34,129	174,468	2	4
	Dillingham	0	370,314	0	1
	Fairbanks	0	22,392	0	1
	Hoonah	41,459	0	1	0
	Juneau	110,956	64,670	3	2
	Kenai Pen.	569,966	307,747	17	4
	Ketchikan	1,686	0	1	0
	Kodiak	1,538,104	2,145,068	27	26
	MatSu	33,685	80,152	2	1
	Petersburg	255,692	2	3	1
	Sitka	382,474	360,944	8	4
	Valdez\CDV	56,991	173,556	1	1

Area	Census Area	Initial Amount of QS	2009 Amount of QS	Initial No. of QS Holders	2009 No. of QS Holders
	Outside Alaska	6,050,658	4,989,455	73	47
		9,293,391	9,284,774	153	110
4C	Aleutians West	1,478,344	1,410,915	32	28
	Anchorage	119,592	0	2	1
	Juneau	8,747	5,310	1	0
	Kenai Pen.	97,629	97,233	3	3
	Kodiak	469,828	225,594	8	5
	Sitka	25,463	0	2	0
	Outside Alaska	1,816,749	2,277,300	33	31
		4,016,352	4,016,352	81	68
4D	Aleutians West	67,584	14,118	1	1
	Anchorage	84,640	364,278	1	4
	Dillingham	14,118	0		1
	Hoonah	0	122,473	1	0
	Juneau	24,235	0	1	0
	Kenai Pen.	76,708	95,019	2	1
	Kodiak	207,837	641,528	10	7
	Petersburg	90,749	285,713	3	2
	Sitka	40,479	0	2	0
	Wrangell	15,333	0	1	0
	Outside Alaska	4,257,782	3,435,121	47	37
		4,879,465	4,958,250	69	53
4E	Aleutians East	3,878	3,878	1	1
	Aleutians West	4,184	4,184	1	1
	Anchorage	5,090	14,072	9	12
	Bethel	73,808	72,790	42	44
	Bristol Bay	4,934	6,253	10	9
	Dillingham	3,585	13,736	21	16
	Kenai Pen.	638	853	2	2
	Ketchikan	0	83	0	1
	Kodiak	6,791	6,791	2	2
	Lake and Pen.	1,044	0	3	0
	MatSu Borough	20,324	0	2	0
	Nome	0	228	0	1
	Petersburg	2,216	2,216	2	2
	Prince of Wales	83	0	1	0
	Valdez\CDV	489	489	1	1
	Wade Hampton	328	328	1	1
Outside Alaska	12,607	14,098	6	10	
	139,999	139,999	104	103	

# Chapter 11 New Entrants in the Fishery

New persons may enter the halibut fishery by acquiring QS through transfer. Any person who is a U.S. Citizen can acquire harvester-processor (category A) QS; however, only persons who are initial QS recipients or IFQ crewmembers may receive catcher vessel QS through transfer. Under the IFQ program, an IFQ crew member is defined as any individual who has at least 150 days experience working as part of a harvesting crew in any United States commercial fishery or as any individual who receives an initial allocation of QS.

New persons may also enter the fishery by regulations that allow an individual to transfer QS to the individual's solely owned corporation (a new entity).

New persons might also enter the fishery because of transfers due to court order, operation of law, or as part of a security agreement. However, in these latter cases IFQ is not assigned unless the person receiving the QS transfer meets the eligibility requirements.

Finally, a new program in 2004 allows non-profits corporations' permission to hold QS on behalf of the communities and lease IFQ for use by residents. This program was designed to protect economies of certain group of communities that are fisheries dependent

This chapter provides the distribution of QS ownership between initial QS recipients and new entrants at year-end 2009. New entrants to the management area, to the halibut fishery, and to the IFQ program are all differentiated.

It is important to note that a new entrant to a management area may have been an initial QS recipient in some other management area(s). Correspondingly, a new entrant to the halibut IFQ program may have been an initial QS recipient in the sablefish fishery.

Table 13 indicates the amount and percentage of halibut QS which was held by new entrants to the area at the end of each year. It also shows the number of QS holders (persons) who were new entrants to the area, and their average QS holdings.

By the end of 2009, new entrants to management areas held significant amounts of the QS in each management area except 4E, where all of the TAC is allocated to CDQs and where very few transfers have

occurred. Excluding Area 4E, the percentage of QS held by new entrants to each management area ranged from 25.3% in Area 3A to 42.1% in Area 4C.

Other tables in the detailed report indicate that the percentage of QS holders represented by new entrants to either the halibut or the sablefish IFQ programs also ranged from 34.8% in Area 4D to 44.8% in Area 4B at year end 2009.

A substantial portion of the persons who had QS leases were new entrants. This is true in all areas from Area 2C through 4A during the 1995-2009 period.

**Table 13. New Entrants to the Management Area: Amount of QS Held and Number of QS Holders**

Area	Year	Total QS Held By New Entrants	% of QS Held By New Entrants	Avg. QS Held By New Entrants	New Entrants For Area	Pct. Who Are New Entrants
2C	1995	3,814,780	6.5	28,050	136	6.4
	1996	7,113,974	12.1	28,230	252	13.1
	1997	8,740,811	14.7	30,778	284	16.3
	1998	10,050,780	16.9	31,311	321	19.1
	1999	11,598,454	19.5	32,764	354	21.8
	2000	12,143,612	20.4	34,499	352	22.3
	2001	13,895,522	23.3	36,956	376	24.5
	2002	14,812,636	24.8	37,691	393	26.0
	2003	15,968,498	26.8	38,571	414	28.2
	2004	16,953,239	28.5	39,426	430	30.4
	2005	18,495,954	31.4	41,286	448	32.9
2006	19,555,262	33.2	42,327	462	33.2	
2007	19,989,302	33.9	43,740	457	35.1	
2008	20,892,545	35.3	47,055	444	36.2	
2009	21,375,865	36.2	48,692	439	36.5	
3A	1995	10,359,550	5.7	61,664	168	6.1
	1996	19,574,594	10.6	56,249	348	13.7
	1997	23,306,263	12.6	57,264	407	17.4
	1998	25,936,743	14.0	61,172	424	18.9
	1999	29,710,652	16.1	66,766	445	20.6
	2000	29,161,231	16.0	70,438	414	20.4
	2001	32,537,343	18.0	72,628	448	22.2
	2002	34,866,320	19.0	74,501	468	23.5
	2003	39,497,741	21.0	80,117	493	25.4
	2004	40,068,010	22.0	77,202	519	27.8
	2005	40,854,407	22.0	81,707	536	28.8
2006	44,003,904	24.0	82,250	535	24.0	
2007	44,568,233	24.3	84,091	530	31.8	
2008	45,442,191	24.9	89,102	510	33.0	
2009	46,269,762	25.3	90,903	509	33.9	
3B	1995	3,052,648	5.7	63,597	48	5.0
	1996	7,105,067	13.2	55,078	129	15.4
	1997	9,274,451	17.2	63,092	147	20.6
	1998	9,997,912	18.6	66,211	151	22.6
	1999	12,010,896	22.3	70,652	170	26.9
	2000	8,506,033	16.0	64,932	131	21.9
	2001	9,015,434	17.0	65,329	138	23.9
	2002	9,717,313	18.0	66,557	146	25.6
	2003	11,413,947	21.0	72,240	158	27.7
	2004	12,245,565	23.0	76,059	161	29.3
	2005	12,909,668	24.0	81,707	158	29.5
2006	13,526,459	25.8	85,611	158	25.8	
2007	14,039,968	26.7	84,072	167	32.2	
2008	14,654,097	27.8	89,902	163	32.9	
2009	14,754,159	27.9	88,348	167	33.9	

Table 13. New Entrants to the Management Area: Amount of QS Held and Number of QS Holders							
Area	Year	Total QS Held By New Entrants	% of QS Held By New Entrants	Avg. QS Held By New Entrants	New Entrants For Area	Pct. Who Are New Entrants	
4A	1995	1,236,540	8.7	42,639	29	6.1	
	1996	2,606,473	18.1	42,040	62	14.3	
	1997	3,610,691	24.9	40,570	89	23.3	
	1998	3,625,246	25.0	40,733	89	24.8	
	1999	4,041,402	27.9	44,411	91	26.9	
	2000	2,824,711	20.0	43,457	65	21.2	
	2001	3,194,080	22.0	48,395	66	22.8	
	2002	3,591,152	25.0	49,194	73	25.5	
	2003	3,571,486	24.0	50,303	71	25.5	
	2004	3,969,124	27.0	52,225	76	27.5	
	2005	4,830,395	33.0	57,505	84	31.9	
	2006	4,900,139	34.4	56,978	86	34.4	
	2007	5,667,633	39.6	62,282	91	36.7	
4A cont.	2008	5,267,447	36.8	60,545	87	36.4	
	2009	5,429,890	38.0	64,642	84	35.7	
	4B	1995	229,965	2.5	32,852	7	4.8
		1996	430,691	4.6	30,764	14	9.9
		1997	1,473,252	15.9	52,616	28	21.2
		1998	1,733,512	18.7	61,911	28	22.6
		1999	2,198,019	23.7	66,607	33	28.2
		2000	1,916,658	22.2	58,081	33	22.2
		2001	2,178,944	25.2	57,341	38	25.2
		2002	2,231,050	25.8	57,206	39	25.8
		2003	2,239,783	26.1	54,629	41	26.1
		2004	2,162,237	25.2	52,737	41	25.2
		2005	2,455,738	28.6	61,393	40	28.6
2006		2,724,517	31.7	66,452	41	31.7	
2007		2,937,477	33.4	68,313	43	41.7	
4C	2008	3,244,330	36.9	70,529	46	46.5	
	2009	3,005,580	34.2	69,897	43	44.8	
	1995	86,454	2.2	43,227	2	2.5	
	1996	475,032	12.0	95,006	5	6.3	
	1997	624,289	15.7	69,365	9	11.7	
	1998	655,251	16.5	72,806	9	12.5	
	1999	843,211	21.2	76,656	11	15.5	
	2000	642,056	16.2	53,505	12	17.6	
	2001	719,554	18.2	59,963	12	19.7	
	2002	810,783	20.5	62,368	13	21.7	
	2003	1,077,286	26.9	71,819	15	24.2	
	2004	1,072,404	26.8	67,025	16	25.8	
	2005	1,013,296	25.5	59,606	17	28.3	
4D	2006	1,013,296	25.9	63,331	16	25.9	
	2007	1,261,765	32.2	84,118	15	27.3	
	2008	1,728,325	43.0	86,416	20	35.7	
	2009	1,691,802	42.1	99,518	17	32.1	
	1995	109,563	2.3	54,782	2	3.0	
	1996	477,053	10.0	79,509	6	8.8	
	1997	964,153	20.1	64,277	15	24.6	
	1998	1,165,906	24.6	64,773	18	32.1	
	1999	1,067,337	22.1	62,785	17	32.1	
	2000	700,303	14.4	63,664	11	21.2	
	2001	959,700	19.7	87,245	11	22.0	
	2002	973,596	20.0	74,892	13	27.1	
	2003	1,164,576	23.5	77,638	15	30.6	
2004	969,802	19.6	69,272	14	28.6		
2005	969,802	19.6	74,600	13	27.7		
2006	969,802	21.5	74,600	13	21.5		
2007	1,078,822	23.6	63,460	17	35.4		
2008	1,077,007	23.6	63,353	17	36.2		
2009	1,054,085	23.1	65,880	16	34.8		
4E	1995	0	0.0	0	0	0.0	
	1996	0	0.0	0	0	0.0	
	1997	1,856	1.3	1,856	1	1.0	
	1998	1,856	1.3	1,856	1	1.0	
	1999	1,856	1.3	1,856	1	1.0	
	2000	0	0.0	0	0	0.0	
	2001	0	0.0	0	0	0.0	
	2002	0	0.0	0	0	0.0	
2003	698	0.5	698	1	0.5		

Table 13. New Entrants to the Management Area: Amount of QS Held and Number of QS Holders						
Area	Year	Total QS Held By New Entrants	% of QS Held By New Entrants	Avg. QS Held By New Entrants	New Entrants For Area	Pct. Who Are New Entrants
4E Cont.	2004	698	0.5	698	1	0.5
	2005	698	0.5	698	1	0.5
	2006	698	0.5	698	1	0.5
	2007	698	0.5	698	1	0.5
	2008	698	0.5	698	1	0.5
	2009	698	0.5	698	1	0.5

## Chapter 12 Changes in Landing and Delivery Patterns

---

Chapter 12 presents information on halibut harvests and deliveries, both before and after the IFQ program was implemented. Time series data compare deliveries from 1990 through 2009. Tables show the number of persons who recorded landings and compare the seasons before and after implementation of the IFQ program. Other tables show quarterly harvest data, the harvest by state of residence of the QS holder, and comparison of harvests by QS owners with harvests by hired skippers.

The percentages of the Alaska halibut harvest delivered to Alaska, WA, and other states have not changed substantially in the first fifteen years of the IFQ program, as Figure 3 illustrates.

The Kodiak Island Borough census area and the Kenai Peninsula/Anchorage aggregated area received the highest percentages of the halibut pounds delivered in Alaska, respectively averaging 19% and 28% of the statewide halibut deliveries over the 1995-2009 period.

Some areas have shown changes in the percentage of Alaska deliveries since inception of the IFQ program in 1995. For example, the percentage of halibut pounds delivered to the Sitka Borough, the Juneau Borough, and the Wrangell/Petersburg census area have increased slightly during the first four years of the program over 1990 to 1994 levels, whereas the percentage of halibut pounds delivered to the Valdez-Cordova census area and the Ketchikan/Prince of Wales aggregated area has decreased from 1990 to 1994 levels. Other census areas show 1995-2009 percentages that fluctuate within the ranges of 1990 to 1994 levels.

In many areas, the number of persons who recorded landings from 1995 through 2009 was roughly equivalent to the average number of persons who recorded landings over the 1990 to 1994 period; however, there were fairly large percentage decreases in persons with landings in Areas 2C, 3A, and 4C.

Most of the halibut harvest in the first 15 years of the IFQ program occurred in the second and third quarters of each year in all management areas.

From 1995 to 2009 in Areas 2C, 3A, 3B, 4A, and 4C, the majority of IFQ permit holders with landings used QS held by Alaska residents. QS Holder from Alaska

were also credited with the majority of pounds harvested in Areas 2C, 3A, and 4C in these years.

In Areas 4B and 4D, the highest percentage of IFQ permit holders with landings in the 1995-2009 seasons used QS held by WA residents. WA QS Holders were also credited with the majority of the halibut harvest in these areas and years.

Hired skippers were widely used in all areas except Area 2C during the first 15 years of the program. The use of hired skippers increased in all areas over the 1995-2009 time period. In 2009, the percentage of the harvest attributed to hired skippers was only 2.1% in Area 2C, but in other areas it ranged from 42.9% in Area 3A to 95.1% in Area 4C.

Use of hired skippers was more common in the harvester-processor vessel category and the "greater than 60 feet" catcher vessel category.

Note that more restrictive rules in Area 2C kept the number of operations with hired skippers much lower than other areas.

In all management areas except Area 2C, an individual who received an initial QS allocation in the catcher vessel categories B, C, or D does not have to be on board the vessel and sign IFQ landing reports if that individual owns at least a 20% interest in the vessel on which the IFQ are harvested, and the individual is represented on the vessel by a hired skipper. Because this exemption is confined to initial QS recipients only, the number of fishing operations where hired skippers are allowed should decrease over time as initial QS recipients transfer their QS holdings.

Corporations or partnerships may also use hired skippers, but they are also restricted to owning at least a 20% interest in the vessel on which the QS is fished.

Persons who hold freezer vessel QS may use hired skippers to operate the vessels and sign IFQ landing reports in any management area, and they do not have to own the vessel that is used in the fishing operation.

Some "hired skippers," may have actually been de facto QS lease arrangements. Ostensibly using a hired skipper was one way QS holders could circumvent IFQ program regulations that limited catcher vessel QS leases to 10% of a person's QS holding early in the program. The NPFMC addressed this by passing the 20% minimum vessel ownership percentages that were implemented in 1998.

**Table 14. Alaska Halibut Landings by QS Holders and Hired Skippers, 1995-2009**

Area	Year	QS Holders With Landings	Landing by QS Holders	QS Holder Landing % of Total	Hired Skippers With Landings	Landing by Hired Skipper	Skipper Landing % of Total	Total Landing
2C	1995	1,307	7,646,188	99.2	19	62,226	0.8	7,708,414
	1996	1,301	8,323,774	98.8	28	100,644	1.2	8,424,418
	1997	1,253	9,384,833	98.2	32	172,432	1.8	9,557,265
	1998	1,091	9,288,212	97.5	38	240,666	2.5	9,528,878
	1999	1,085	9,604,838	97.9	33	201,679	2.1	9,806,517
	2000	1,078	8,001,485	97.7	37	190,284	2.3	8,191,769
	2001	1,014	7,975,000	97.6	33	195,172	2.4	8,170,172
	2002	1,039	8,233,136	97.6	35	199,235	2.4	8,432,371
	2003	1,031	8,037,313	97.5	36	204,954	2.5	8,242,267
	2004	1,024	9,867,549	97.8	33	219,867	2.2	10,087,416
	2005	988	10,225,876	97.8	29	233,570	2.2	10,459,446
	2006	1001	10,107,047	97.8	33	229,061	2.2	10,336,108
	2007	979	8,100,461	97.6	31	200,078	2.4	8,300,539
2008	910	5,960,089	97.8	27	136,704	2.2	6,096,793	
2009	855	4,727,931	97.9	28	103,611	2.1	4,831,542	
3A	1995	1,457	15,214,222	85.7	115	2,532,904	14.3	17,747,126
	1996	1,456	15,462,551	80.1	151	3,842,811	19.9	19,305,362
	1997	1,356	16,671,796	68.9	202	7,513,367	31.1	24,185,163
	1998	1,163	15,943,600	65.0	213	8,575,452	35.0	24,519,052
	1999	1,172	16,160,050	66.7	200	8,063,941	33.3	24,223,991
	2000	1,129	11,596,476	64.3	207	6,447,719	35.7	18,044,195
	2001	1,097	13,267,299	63.0	208	7,804,168	37.0	21,071,467
	2002	1,121	14,691,622	65.1	190	7,865,953	34.9	22,557,575
	2003	1,110	14,389,182	64.6	192	7,888,619	35.4	22,277,801
	2004	1,070	15,484,090	62.9	197	9,115,978	37.1	24,600,068
	2005	1,039	15,225,715	60.8	212	9,825,387	39.2	25,051,102
	2006	1,038	15,048,617	60.3	220	9,897,292	39.7	24,945,909
	2007	1,018	14,939,557	57.6	221	10,997,819	42.4	25,937,376
2008	999	14,506,004	60.4	216	9,503,485	39.6	24,009,489	
2009	946	12,163,409	57.1	225	9,130,202	42.9	21,293,611	
3B	1995	379	2,462,537	78.2	67	684,763	21.8	3,147,300
	1996	404	2,395,549	68.6	87	1,097,674	31.4	3,493,223
	1997	383	4,864,069	55.6	126	3,890,024	44.4	8,754,093
	1998	336	5,150,471	48.7	132	5,417,610	51.3	10,568,081
	1999	347	6,782,006	51.4	140	6,400,834	48.6	13,182,840
	2000	342	7,621,794	51.0	145	7,318,830	49.0	14,940,624
	2001	320	7,581,919	47.1	145	8,500,225	52.9	16,082,144
	2002	324	8,379,205	48.9	156	8,740,572	51.1	17,119,777
	2003	327	8,082,740	47.2	157	9,057,865	52.8	17,140,605
	2004	303	7,076,900	46.2	157	8,255,624	53.8	15,332,524
	2005	297	6,081,498	46.8	156	6,912,801	53.2	12,994,299
	2006	291	4,973,804	46.3	154	5,779,371	53.8	10,753,175
	2007	289	3,972,668	43.1	147	5,244,046	56.9	9,216,714
2008	292	4,792,673	44.5	152	5,967,186	55.5	10,759,859	
2009	281	4,677,766	43.9	163	5,977,507	56.1	10,655,273	
4A	1995	146	1,062,404	67.6	38	508,494	32.4	1,570,898
	1996	145	1,035,775	59.7	58	698,426	40.3	1,734,201
	1997	139	1,366,130	49.4	60	1,396,598	50.6	2,762,728
	1998	121	1,519,992	47.5	62	1,680,618	52.5	3,200,610
	1999	124	2,017,582	48.6	65	2,133,293	51.4	4,150,875
	2000	129	2,374,011	48.8	68	2,487,503	51.2	4,861,514
	2001	112	2,024,674	42.0	72	2,798,964	58.0	4,823,638
	2002	118	2,269,599	45.8	75	2,682,125	54.2	4,951,724
	2003	112	2,089,418	42.7	67	2,806,052	57.3	4,895,470
	2004	108	1,426,530	42.9	69	1,897,696	57.1	3,324,226
	2005	108	1,575,170	47.4	63	1,748,827	52.6	3,323,997
	2006	108	1,541,063	47.3	63	1,718,602	52.7	3,259,665
	2007	107	1,438,608	51.8	57	1,336,724	48.2	2,775,332
2008	102	1,421,454	48.0	62	1,537,472	52.0	2,958,926	
2009	92	1,224,139	49.9	65	1,230,305	50.1	2,454,444	
4B	1995	44	1,021,688	81.9	17	225,635	18.1	1,247,323
	1996	40	890,954	54.1	36	754,978	45.9	1,645,932
	1997	47	994,477	38.6	41	1,580,511	61.4	2,574,988

**Table 14 cont. Alaska Halibut Landings by QS Holders and Hired Skippers, 1995-2009**

Area	Year	QS Holders With Landings	Landing by QS Holders	QS Holder Landing % of Total	Hired Skippers With Landings	Landing by Hired Skipper	Skipper Landing % of Total	Total Landing
4B Cont.	1998	32	801,741	38.7	33	1,270,138	61.3	2,071,879
	1999	36	966,746	34.9	38	1,807,035	65.1	2,773,781
	2000	43	1,251,757	27.4	51	3,312,704	72.6	4,564,461
	2001	44	1,353,838	30.9	52	3,031,514	69.1	4,385,352
	2002	42	997,944	24.7	53	3,047,258	75.3	4,045,202
	2003	42	978,998	25.6	46	2,848,423	74.4	3,827,421
	2004	39	778,770	29.1	43	1,893,438	70.9	2,672,208
	2005	36	512,266	26.5	34	1,419,846	73.5	1,932,112
	2006	32	404,253	26.0	35	1,150,580	74.0	1,554,833
	2007	41	391,884	28.5	32	984,559	71.5	1,376,443
	2008	39	507,872	29.5	32	1,216,594	70.5	1,724,466
2009	32	427,956	27.9	34	1,107,740	72.1	1,535,696	
4C	1995	32	212,589	70.9	5	87,053	29.1	299,642
	1996	33	208,371	70.3	11	88,068	29.7	296,439
	1997	38	356,128	70.6	14	148,440	29.4	504,568
	1998	22	199,052	42.1	14	274,068	57.9	473,120
	1999	31	470,124	61.3	12	297,370	38.7	767,494
	2000	27	417,393	23.9	45	1,328,740	76.1	1,746,133
	2001	23	310,825	17.9	47	1,421,522	82.1	1,732,347
	2002	16	179,925	15.1	45	1,013,498	84.9	1,193,423
	2003	18	168,633	19.0	36	717,483	81.0	886,116
	2004	17	204,504	21.4	41	750,943	78.6	955,447
	2005	8	23,239	4.3	25	518,789	95.7	542,028
	2006	8	122,627	24.6	23	375,093	75.4	497,720
	2007	5	83,486	15.3	24	460,631	84.7	544,117
	2008	6	28,728	4.0	27	693,377	96.0	722,105
2009	7	30,949	4.9	23	594,353	95.1	625,302	
4D	1995	20	288,224	66.9	10	142,591	33.1	430,815
	1996	18	213,344	43.8	23	273,796	56.2	487,140
	1997	13	230,420	30.4	27	526,560	69.6	756,980
	1998	10	280,109	33.2	17	562,703	66.8	842,812
	1999	17	537,437	41.2	22	767,275	58.8	1,304,712
	2000	20	516,597	37.5	23	861,441	62.5	1,378,038
	2001	14	363,891	26.6	25	1,004,984	73.4	1,368,875
	2002	16	420,872	23.9	30	1,338,228	76.1	1,759,100
	2003	19	530,364	27.8	27	1,375,833	72.2	1,906,197
	2004	21	516,730	31.6	27	1,116,704	68.4	1,633,434
	2005	22	525,905	20.8	27	1,999,480	79.2	2,525,385
	2006	26	507,714	21.4	38	1,870,273	86.9	2,377,987
	2007	27	605,857	22.4	45	2,102,485	77.6	2,708,342
	2008	35	824,428	32.4	38	1,717,329	67.6	2,541,757
2009	32	666,786	30.0	43	1,553,440	70.0	2,220,226	

# Chapter 13 Overharvest and Underharvest of IFQs and TACS

The detail report compares actual harvests with the TAC for each management area and year from 1990 through 2009. The report also examines the amount of totally unfished IFQ held by initial QS recipients who have not altered their QS holdings.

TAC and overharvest of the 4D TAC allowed quota holders to cross over to 4d (from 4c) this would explain the drop in percentage of harvest in 4c

Over the 1990 to 1994 time period, harvests that exceeded the TAC were common. In each of the first 15 years of the IFQ program, the TAC was mostly underharvested in all areas. From 1995 through 2009,

The amount of unharvested TAC decreased in each year in six of the seven areas where an IFQ fishery occurred. However, in 2006 the amount of unharvested TAC increased over 1997 levels in all areas.

In 2005 new regulations allowed harvest of 4C IFQ in either 4C or 4D. This resulted in underharvest of 4C and an overharvest of 4D.

Area	Year	Total Allowable Catch (TAC)	Total Area Landing	Difference TAC (-) Landing	Percent of TAC Landing
3A Cont.	2001	21,890,000	21,071,467	818,533	96.3
	2002	22,630,000	22,560,168	69,832	99.7
	2003	22,630,000	22,281,887	348,113	98.5
	2004	25,060,000	24,601,516	458,484	98.2
	2005	25,470,000	25,053,063	416,937	98.4
	2006	25,200,000	24,953,482	246,518	99.0
	2007	26,200,000	25,957,340	242,660	99.1
	2008	24,220,000	24,020,377	199,623	99.2
	2009	21,700,000	20,878,116	821,884	96.2
	3B	1990	8,500,000	8,694,295	-194,295
1991		8,800,000	11,934,312	-3,134,312	135.6
1992		8,800,000	8,622,283	177,717	98.0
1993		6,500,000	7,855,357	-1,355,357	120.9
1994		4,000,000	3,860,240	139,760	96.5
1995		3,700,000	3,147,300	552,700	85.1
1996		3,700,000	3,493,223	206,777	94.4
1997		9,000,000	8,754,093	245,907	97.3
1998		11,000,000	10,568,081	431,919	96.1
1999		13,370,000	13,217,473	152,527	98.9
2000		15,030,000	14,940,624	89,376	99.4
2001		16,530,000	16,082,144	447,856	97.3
2002		17,130,000	17,119,777	10,223	99.9
2003		17,130,000	17,140,605	-10,605	100.1
2004		15,600,000	15,334,232	265,768	98.3
2005		13,150,000	13,003,916	146,084	98.9
2006		10,860,000	10,796,623	63,377	99.4
2007		9,220,000	9,216,714	3,286	100.0
2008		10,900,000	10,761,659	138,341	98.7
2009	10,900,000	10,295,022	604,978	94.4	
4A	1990	1,800,000	2,503,281	-703,281	139.1
	1991	1,700,000	2,254,990	-554,990	132.6
	1992	2,300,000	2,699,027	-399,027	117.3
	1993	2,020,000	2,560,741	-540,741	126.8
	1994	1,800,000	1,803,462	-3,462	100.2
	1995	1,950,000	1,570,898	379,102	80.6
	1996	1,950,000	1,734,201	215,799	88.9
	1997	2,940,000	2,762,728	177,272	94.0
	1998	3,500,000	3,200,610	299,390	91.4
	1999	4,240,000	4,150,875	89,125	83.5
	2000	4,970,000	4,861,514	108,486	97.8
	2001	4,970,000	4,823,638	146,362	97.1
	2002	4,970,000	4,951,724	18,276	99.6
	2003	4,970,000	4,895,472	74,528	98.5
	2004	3,470,000	3,392,035	77,965	97.8
	2005	3,440,000	3,323,997	116,003	96.6
	2006	3,350,000	3,260,395	89,605	97.3
	2007	2,890,000	2,775,332	114,668	96.0
	2008	3,100,000	2,962,290	137,710	95.6
2009	2,550,000	2,417,503	132,497	94.8	
4B	1990	1,900,000	1,332,988	567,012	70.2
	1991	1,700,000	1,513,422	186,578	89.0
	1992	2,300,000	2,317,361	-17,361	100.8
	1993	2,300,000	1,962,364	337,636	85.3
	1994	2,100,000	2,017,108	82,892	96.1
	1995	1,848,000	1,247,323	600,677	67.5
	1996	1,848,000	1,645,932	202,068	89.1
	1997	2,784,000	2,574,988	209,012	92.5
	1998	2,800,000	2,071,879	728,121	74.0
	1999	3,928,000	2,773,781	1,154,219	70.6
	2000	3,184,000	3,626,754	-442,754	113.9
	2001	3,928,000	3,517,658	410,342	89.6
	2002	3,344,000	3,213,189	130,811	96.1
2003	3,344,000	3,005,534	338,466	89.9	
2004	2,248,000	2,169,480	78,520	96.5	

**Table 15. Comparison of Halibut TACs and Landings, by Management Area, 1990 to 2009**

Area	Year	Total Allowable Catch (TAC)	Total Area Landing	Difference TAC (-) Landing	Percent of TAC Landing
2C	1990	9,500,000	9,705,514	-205,514	102.2
	1991	7,400,000	8,686,934	-1,286,934	117.4
	1992	10,000,000	9,816,892	183,108	98.2
	1993	10,000,000	11,289,516	-1,289,516	112.9
	1994	11,000,000	10,378,542	621,458	94.4
	1995	9,000,000	7,708,414	1,291,586	85.6
	1996	9,000,000	8,424,418	575,582	93.6
	1997	10,000,000	9,557,265	442,735	95.6
	1998	10,500,000	9,528,878	971,122	90.8
	1999	10,490,000	9,896,079	593,921	94.3
	2000	8,400,000	8,191,769	208,231	97.5
	2001	8,780,000	8,170,172	609,828	93.1
	2002	8,500,000	8,432,413	67,587	99.2
2003	8,500,000	8,242,583	257,417	97.0	
2004	10,500,000	10,088,931	411,069	96.1	
2005	10,930,000	10,459,446	470,554	95.7	
2006	10,630,000	10,339,799	290,201	97.3	
2007	8,510,000	8,304,159	205,841	97.6	
2008	6,210,000	6,106,851	103,149	98.3	
2009	5,020,000	4,746,549	273,451	94.6	
3A	1990	31,000,000	28,844,296	2,155,704	93.0
	1991	26,600,000	22,926,430	3,673,570	86.2
	1992	26,600,000	26,781,876	-181,876	100.7
	1993	20,700,000	22,737,512	-2,037,512	109.8
	1994	26,000,000	24,843,824	1,156,176	95.6
	1995	20,000,000	17,747,126	2,252,874	88.7
	1996	20,000,000	19,305,362	694,638	96.5
	1997	25,000,000	24,185,163	814,837	96.7
	1998	26,000,000	24,519,052	1,480,948	94.3
	1999	24,670,000	24,310,879	359,121	98.5
	2000	18,310,000	18,066,096	243,904	98.7

**Table 15. Comparison of Halibut TACs and Landings, by Management Area, 1990 to 2009**

Area	Year	Total Allowable Catch (TAC)	Total Area Landing	Difference TAC (-) Landing	Percent of TAC Landing
4B Cont.	2005	1,808,000	1,595,682	212,318	88.3
	2006	1,336,000	1,220,833	115,167	91.4
	2007	1,152,000	1,088,443	63,557	94.5
	2008	1,488,000	1,357,128	130,872	91.2
	2009	1,496,000	119,166	1,376,834	8.0
4C	1990	600,000	529,481	70,519	88.2
	1991	600,000	678,093	-78,093	113.0
	1992	800,000	792,925	7,075	99.1
	1993	800,000	831,018	-31,018	103.9
	1994	700,000	714,882	-14,882	102.1
	1995	385,000	299,642	85,358	77.8
	1996	385,000	296,439	88,561	77.0
	1997	580,000	504,568	75,432	87.0
	1998	795,000	473,120	321,880	59.5
	1999	1,015,000	767,494	247,506	75.6
	2000	1,015,000	731,358	283,642	72.1
	2001	1,015,000	724,815	290,185	71.4
	2002	1,015,000	484,815	530,185	47.8
	2003	1,015,000	424,935	590,065	41.9
	2004	860,000	478,274	381,726	55.6
	2005	907,500	78,361	829,139	8.6
	2006	805,000	124,494	680,506	15.5
2007	933,250	***	**	**	
2008	884,500	52,422	832,078	5.9	
2009	784,500	53,360	731,140	6.80	
4D	1990	600,000	1,005,291	-405,291	167.5
	1991	600,000	1,436,533	-836,533	239.4
	1992	800,000	727,423	72,577	90.9
	1993	800,000	836,160	-36,160	104.5
	1994	700,000	710,901	-10,901	101.6
	1995	539,000	430,815	108,185	79.9
	1996	539,000	487,140	51,860	90.4
	1997	812,000	756,980	55,020	93.2
	1998	1,113,000	842,812	270,188	75.7
	1999	1,421,000	1,304,712	116,288	91.8
	2000	1,421,000	1,378,038	42,962	97.0
	2001	1,421,000	1,368,875	52,125	96.3
	2002	1,421,000	1,360,253	60,747	95.7
	2003	1,421,000	1,421,028	-28	100.0
	2004	1,204,000	1,202,152	1,848	99.8
2005	1,270,500	1,678,464	-407,964	132.1	
2006	1,127,000	1,530,754	-403,754	135.8	
2007	1,306,550	1,879,795	-573,245	143.9	
2008	1,238,300	2,061,012	-822,712	166.4	
2009	1098300	1637040	-538740	149.1	
4E	1990	100,000	60,355	39,645	60.4
	1991	100,000	104,297	-4,297	104.3
	1992	130,000	66,818	63,182	51.4
	1993	120,000	64,235	55,765	53.5
	1994	100,000	120,226	-20,226	120.2

\*less than three are considered confidential

Note: TACs and harvests are for commercial harvests only. In years of IFQ fisheries, they exclude CDQ allocations and harvests.

## Chapter 14 Consolidation of IFQ Permit holders on Vessels

One way the IFQ program can reduce the number of fishing operations is through consolidation of QS holdings. Another way is through QS holders' combining to fish their IFQ holdings from a single vessel.

Chapter 14 provides data on harvests and participation in the halibut fishery from 1990 through 2009. These data display the extent to which vessels have been used by more than one person, both before and after the IFQ program was implemented.

Table 16 provides time series data on harvests and participation in the halibut fishery from 1990 through 2009. In Areas 2C, 3A, and 4C, the number of persons and vessels with landings has fallen substantially under the IFQ program. In Areas 3B, 4A, 4B, and 4D there has not been a pronounced change.

Before the IFQ program in 1995, it was not uncommon for more than one CFEC permit holder to make landings from one vessel in the halibut fishery. After the IFQ fisheries were implemented, two or more IFQ permit holders might join together to fish their IFQ off one vessel. Table 16 indicates that in most areas the ratio of the number of unique persons with landings to the number of unique vessels has risen over the 1990–2009 average, which provides some evidence that the practice of multiple persons recording landings off a single vessel has increased under the IFQ program.

Area	Year	Total Landing (pounds)	Persons With Landings	Vessels With Landings	Vessel Landing Days	Pounds per Person	Pounds per Vessel	Persons per Vessel
2C	1990	9,705,514	1,525	1,489	2,605	6,364	6,518	1.02
	1991	8,686,934	1,831	1,805	2,927	4,744	4,813	1.01
	1992	9,816,892	1,786	1,775	3,255	5,497	5,531	1.01
	1993	11,289,516	1,563	1,562	2,575	7,223	7,228	1.00
	1994	10,378,542	1,468	1,461	2,373	7,070	7,104	1.00
	1995	7,708,414	1,319	1,105	2,922	5,844	6,976	1.19
	1996	8,424,418	1,321	1,024	3,248	6,377	8,227	1.29
	1997	9,557,265	1,275	989	3,557	7,496	9,664	1.29
	1998	9,528,878	1,116	826	3,039	8,538	11,536	1.35
	1999	9,806,517	1,107	826	3,383	8,859	11,872	1.34
	2000	8,191,769	1,142	864	3,087	7,173	9,481	1.32
	2001	8,170,172	1,076	790	2,792	7,593	10,342	1.36
	2002	8,432,413	1,114	784	2,827	7,569	10,756	1.42
	2003	8,242,583	1,110	789	2,844	7,426	10,447	1.41
	2004	10,088,931	1,101	749	2,875	9,163	13,470	1.47
	2005	10,459,446	1,064	745	3,039	9,830	14,040	1.43
	2006	10,339,799	1,069	749	3,213	9,672	13,805	1.43
2007	8,304,159	1,051	731	2,760	7,901	11,360	1.44	
2008	6,106,851	987	695	2,223	6,187	8,787	1.42	
2009	4,832,092	931	646	1,779	5,190	7,480	1.44	
3A	1990	28,844,296	2,457	2,348	4,349	11,740	12,285	1.05
	1991	22,926,430	2,306	2,231	3,393	9,942	10,276	1.03
	1992	26,781,876	1,985	1,924	3,263	13,492	13,920	1.03
	1993	22,737,512	1,554	1,529	2,292	14,632	14,871	1.02
	1994	24,843,824	1,735	1,712	2,693	14,319	14,512	1.01
	1995	17,747,126	1,537	1,145	2,730	11,547	15,500	1.34
	1996	19,305,362	1,553	1,101	2,882	12,431	17,534	1.41
	1997	24,185,163	1,501	1,072	3,215	16,113	22,561	1.40
	1998	24,519,052	1,314	891	2,838	18,660	27,519	1.47
	1999	24,223,991	1,309	890	3,013	18,506	27,218	1.47
	2000	18,066,096	1,400	992	2,756	12,904	18,212	1.41
	2001	21,071,467	1,358	958	2,778	15,517	21,995	1.42
	2002	22,560,168	1,383	904	2,761	16,312	24,956	1.53
	2003	22,281,887	1,362	867	2,784	16,360	25,700	1.57
	2004	24,601,516	1,332	870	2,846	18,470	28,278	1.53
	2005	25,053,063	1,326	838	2,912	18,894	29,896	1.58
	2006	24,953,482	1,325	818	2,945	18,833	30,505	1.62
2007	25,957,340	1,311	805	3,013	19,800	32,245	1.63	
2008	24,020,377	1,293	783	2,806	18,577	30,677	1.65	
2009	21,354,893	1,254	752	2,566	17,029	28,397	1.67	
3B	1990	8,694,295	406	383	537	21,415	22,701	1.06
	1991	11,934,312	624	602	874	19,126	19,824	1.04
	1992	8,622,283	485	478	642	17,778	18,038	1.01

**Table 16. Summary of Halibut Landing and Participation, 1990-2009**

Area	Year	Total Landing (pounds)	Persons With Landings	Vessels With Landings	Vessel Landing Days	Pounds per Person	Pounds per Vessel	Persons per Vessel	
Area 3B cont.	1993	7,855,357	406	401	535	19,348	19,589	1.01	
	1994	3,860,240	328	320	499	11,769	12,063	1.03	
	1995	3,147,300	436	332	464	7,219	9,480	1.31	
	1996	3,493,223	467	349	490	7,480	10,009	1.34	
	1997	8,754,093	479	355	711	18,276	24,659	1.35	
	1998	10,568,081	438	325	700	24,128	32,517	1.35	
	1999	13,182,840	458	322	767	28,783	40,940	1.42	
	2000	14,940,624	517	406	925	28,899	36,800	1.27	
	2001	16,082,144	486	388	978	33,091	41,449	1.25	
	2002	17,119,777	507	387	1,050	33,767	44,237	1.31	
	2003	17,140,605	503	401	1,085	34,077	42,745	1.25	
	2004	15,334,232	485	380	980	31,617	40,353	1.28	
	2005	13,003,916	480	386	949	27,091	33,689	1.24	
	2006	10,796,623	470	367	864	22,972	29,419	1.28	
	2007	9,216,714	471	375	841	19,568	24,578	1.26	
	2008	10,761,659	487	376	926	22,098	28,621	1.30	
	2009	10,662,931	480	368	898	22,214	28,975	1.30	
	4A	1990	2,503,281	155	153	188	16,150	16,361	1.01
		1991	2,254,990	237	237	257	9,515	9,515	1.00
1992		2,699,027	197	190	326	13,701	14,205	1.04	
4B	1993	2,560,741	166	165	196	15,426	15,520	1.01	
	1994	1,803,462	178	176	229	10,132	10,247	1.01	
	1995	1,570,898	180	140	210	8,727	11,221	1.29	
	1996	1,734,201	192	147	239	9,032	11,797	1.31	
	1997	2,762,728	185	141	277	14,934	19,594	1.31	
	1998	3,200,610	166	120	217	19,281	26,672	1.38	
	1999	4,150,875	172	120	298	24,133	34,591	1.43	
	2000	4,861,514	216	168	421	22,507	28,938	1.29	
	2001	4,823,638	203	159	426	23,762	30,337	1.28	
	2002	4,951,724	212	159	428	23,357	31,143	1.33	
	2003	4,895,470	201	163	439	24,356	30,034	1.23	
	2004	3,392,035	199	160	353	17,045	21,200	1.24	
	2005	3,323,997	194	154	378	17,134	21,584	1.26	
	2006	3,260,395	197	146	365	16,550	22,331	1.35	
	2007	2,775,332	183	139	352	15,166	19,966	1.32	
	2008	2,962,290	182	138	355	16,276	21,466	1.32	
	2009	2,454,444	175	133	332	14,025	18,454	1.32	
	1990	1,332,988	65	61	133	20,508	21,852	1.07	
	1991	1,513,422	84	81	182	18,017	18,684	1.04	
	1992	2,317,361	85	82	261	27,263	28,261	1.04	
4C	1993	1,962,364	67	65	132	29,289	30,190	1.03	
	1994	2,017,108	75	74	229	26,895	27,258	1.01	
	1995	1,247,323	60	57	77	20,789	21,883	1.05	
	1996	1,645,932	73	64	81	22,547	25,718	1.14	
	1997	2,574,988	82	69	120	31,402	37,319	1.19	
	1998	2,071,879	61	47	71	33,965	44,083	1.30	
	1999	2,773,781	67	51	117	41,400	54,388	1.31	
	2000	3,626,754	55	71	176	65,941	51,081	0.77	
	2001	3,517,658	54	72	193	65,142	48,856	0.75	
	2002	3,213,189	54	72	176	59,504	44,628	0.75	
	2003	3,005,534	47	70	151	63,948	42,936	0.67	
	2004	2,169,480	46	67	117	47,163	32,380	0.69	
	2005	1,595,682	41	58	93	38,919	27,512	0.71	
	2006	1,220,833	66	50	102	18,497	24,417	1.32	
	2007	1,088,443	76	47	104	14,322	23,158	1.62	
	2008	1,357,128	71	52	116	19,114	26,099	1.37	
	2009	1,232,219	61	47	83	20,200	26,217	1.30	
	1990	529,481	54	51	158	9,805	10,382	1.06	
	1991	678,093	53	51	165	12,794	13,296	1.04	
	1992	792,925	68	62	315	11,661	12,789	1.10	
	1993	831,018	63	58	344	13,191	14,328	1.09	
	1994	714,882	66	64	320	10,832	11,170	1.03	
	1995	299,642	37	35	127	8,098	8,561	1.06	
	1996	296,439	43	41	136	6,894	7,230	1.05	
	1997	504,568	48	46	151	10,512	10,969	1.04	
	1998	473,120	33	30	89	14,337	15,771	1.10	
1999	767,494	41	36	149	18,719	21,319	1.14		
2000	731,358	35	39	153	20,896	18,753	0.90		
2001	724,815	29	34	156	24,994	21,318	0.85		
2002	484,815	24	28	100	20,201	17,315	0.86		

**Table 16 cont. Summary of Halibut Landing and Participation, 1990-2009**

Area	Year	Total Landing (pounds)	Persons With Landings	Vessels With Landings	Vessel Landing Days	Pounds per Person	Pounds per Vessel	Persons per Vessel
	2003	424,935	25	29	58	16,997	14,653	0.86
	2004	478,274	24	30	80	19,928	15,942	0.80
	2005	78,361	9	11	10	8,707	7,124	0.82
	2006	124,494	8	9	116	15,562	13,833	0.89
	2007	106,930	7	7	81	15,276	15,276	1.00
	2008	52,422	10	9	19	5,242	5,825	1.11
	2009	53,360	8	7	13	6,670	7,623	1.14
4D	1990	1,005,291	24	24	25	41,887	41,887	1.00
	1991	1,436,533	48	48	49	29,928	29,928	1.00
	1992	727,423	26	26	27	27,978	27,978	1.00
	1993	836,160	19	19	22	44,008	44,008	1.00
	1994	710,901	40	39	117	17,773	18,228	1.03
	1995	430,815	30	27	28	14,361	15,956	1.11
	1996	487,140	38	33	36	12,819	14,762	1.15
	1997	756,980	38	33	36	19,921	22,939	1.15
	1998	842,812	24	22	24	35,117	38,310	1.09
	1999	1,302,747	36	29	36	36,242	44,990	1.24
	2000	1,378,038	43	37	46	32,047	37,244	1.16
	2001	1,368,875	42	38	45	32,592	36,023	1.11
	2002	1,360,253	42	40	53	32,387	34,006	1.05
	2003	1,421,028	43	35	46	33,047	40,601	1.23
	2004	1,202,152	44	34	39	27,322	35,357	1.29
	2005	1,678,464	51	40	61	32,911	41,962	1.28
	2006	1,530,854	53	39	61	28,884	39,253	1.36
	2007	1,879,795	60	38	70	31,330	49,468	1.58
	2008	2,061,012	72	45	86	28,625	45,800	1.60
	2009	1,684,308	68	44	77	24,769	38,280	1.55
4E	1990	60,355	133	129	273	454	468	1.03
	1991	104,297	64	64	156	1,630	1,630	1.00
	1992	66,818	41	41	146	1,630	1,630	1.00
	1993	64,235	47	47	223	1,367	1,367	1.00
	1994	120,226	75	74	451	1,603	1,625	1.01

# Chapter 15 Annual Ex Vessel Prices

---

The term “ex-vessel” refers to activities that occur when a commercial fishing vessel lands or offloads a catch. For example, the price received by a captain (at the point of landing) for the catch is an *ex-vessel* price.

This chapter provides annual estimated ex-vessel prices by management area, including statewide estimates, during 1992 through 2008. The State of Alaska Commercial Fisheries Entry Commission (CFEC) is the source for these data. The commission, within the Alaska Department of Fish & Game, collects summary data from permit holder fish ticket landing records. NMFS-RAM uses CFEC data for Table 15-1, which provides annual ex-vessel price estimates by management area (including statewide estimates) for the 16-year reporting period. Although the primary source for the estimates comes from fish tickets, CFEC also uses ADF&G Commercial Operator's Annual Reports to calculate ex-vessel price estimates.

These estimates reflect catcher-vessel deliveries to shoreside processors for commercial catches only and exclude harvests from discards, test fishing, confiscated catch, personal use, and other unsold harvests.

Estimated prices reflect all IFQ and CDQ commercial delivery/condition types and weighted average ex-vessel prices reported for all fixed-gear types, including longline, troll, jig, handline, and pot.

For Area 4E, The Western Alaska Community Development Quota (CDQ) program, first introduced by the North Pacific Fishery Management Council in 1992, provides residents of Alaska's Bering Sea coastal region an opportunity to participate and share in a portion of the halibut fishery, among several other fisheries. The CDQ program provides the means for starting or supporting commercial fisheries business activities that help sustain an ongoing, regionally based, fisheries-related economy in Western Alaska. To accomplish this, the CDQ program allocates a percentage (7.5%) of all federally managed Aleutian Islands and Bering Sea quotas for halibut to eligible Western Alaska

communities. CDQ data are included in Table 15-1.

In Table 15-1, prices in Area 4E reflect a narrower range in ex-vessel prices from 1992 through 2008, compared with ex-vessel prices in all other statewide areas. Prices in Area 4E ranged from \$0.78 in 1998 to \$3.58 in 2008. Area 3A had the widest range of prices of statewide management areas, with prices ranging from \$0.96 in 1992 to \$4.40 in 2008.

Table 15-1 shows estimated ex-vessel prices were highest during the last six years in Areas 2C, 3A, and 3B, with the highest ex-vessel price of \$4.41 in Area 2C during 2007. Over the entire 18 years, the lowest ex-vessel price was in Area 4E during 1998 when the estimated price was \$0.78. In the same year outside the CDQ communities, the lowest price was \$0.92 in Area 4C. Generally, ex-vessel prices rose in gradual increments in each management area, except prices declined in all areas during 1998, 2001 and 2008.

**Table 15-1 Halibut estimated ex-vessel prices by management area and year, including annual statewide estimates, 1992–2009.**

IPHC Area <sup>1</sup>	Year	Estimated ex-vessel price	IPHC Area <sup>1</sup>	Year	Estimated ex-vessel price	IPHC Area <sup>1</sup>	Year	Estimated ex-vessel price
2C	1992	1.01	4A Cont.	1995	1.89	4D Cont.	1998	1.01
	1993	1.27		1996	2.05		1999	1.90
	1994	2.01		1997	2.03		2000	2.50
	1995	2.04		1998	1.07		2001	1.93
	1996	2.26		1999	1.90		2002	2.11
	1997	2.24		2000	2.50		2003	2.63
	1998	1.39		2001	1.96		2004	2.84
	1999	1.99		2002	2.20		2005	2.70
	2000	2.62		2003	2.87		2006	3.64
	2001	2.11		2004	2.89		2007	4.00
	2002	2.22		2005	2.92		2008	3.85
	2003	2.95		2006	3.73	2009	NA	
	2004	3.04		2007	4.28			
	2005	3.08		2008	3.98			
	2006	3.75	2009	NA	4E	1992	1.10	
	2007	4.41	4B	1992		0.94	1993	1.14
	2008	4.33		1993		1.28	1994	1.13
2009	NA	1994		1.88		1995	1.23	
		1995		1.85		1996	1.21	
		1996		1.92		1997	1.33	
		1997		1.94		1998	0.78	
		1998		0.99		1999	1.37	
		1999		1.66		2000	2.01	
		2000		2.13		2001	1.40	
		2001		1.73		2002	2.05	
		2002	2.14	2003	1.80			
		2003	2.53	2004	1.95			
		2004	2.62	2005	2.16			
		2005	2.61	2006	3.32			
		2006	3.43	2007	3.98			
		2007	3.90	2008	3.58			
		2008	3.64	2009	NA			
		2009	NA					
3A	1992	0.96	4C	1992	0.93	Year Average	1992	0.96
	1993	1.21		1993	1.08		1993	1.23
	1994	1.91		1994	1.85		1994	1.93
	1995	1.99		1995	1.79		1995	1.97
	1996	2.24		1996	1.96		1996	2.19
	1997	2.16		1997	1.87		1997	2.13
	1998	1.36		1998	0.92		1998	1.29
	1999	2.09		1999	1.45		1999	2.00
	2000	2.60		2000	2.08		2000	2.52
	2001	2.03		2001	1.77		2001	1.99
	2002	2.23	2002	1.48	2002		2.19	
	2003	2.89	2003	2.12	2003		2.84	
	2004	3.04	2004	2.69	2004		2.97	
	2005	3.07	2005	2.35	2005		3.00	
	2006	3.78	2006	3.52	2006	3.75		
	2007	4.40	2007	3.51	2007	4.33		
	2008	4.40	2008	3.64	2008	4.27		
2009	NA	2009	NA	2009	NA			
3B	1992	0.93	4D	1992	0.94			
	1993	1.21		1993	1.23			
	1994	1.90		1994	1.90			
	1995	1.95		1995	1.88			
	1996	2.16		1996	2.03			
	1997	2.08		1997	1.99			
	1998	1.27						
	1999	2.06						
	2000	2.55						
	2001	2.00						
2002	2.20							
2003	2.87							
2004	2.96							
2005	3.01							
2006	3.78							
2007	4.30							
2008	4.33							
2009	NA							
4A	1992	0.94						
	1993	1.25						
	1994	1.92						

<sup>1</sup> IPHC area is that area designated for halibut fishery management by the International Pacific Halibut Commission. There are eight such areas in Alaska and each is included in this table. Of these areas, 4E is the only area that allocates all halibut catch to the CDQ Halibut Permit Program.