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TRANSFER REPORT SUMMARY

Changes Under Alaska's Sablefish IFQ Program, 1995 Through 2009

December 2010

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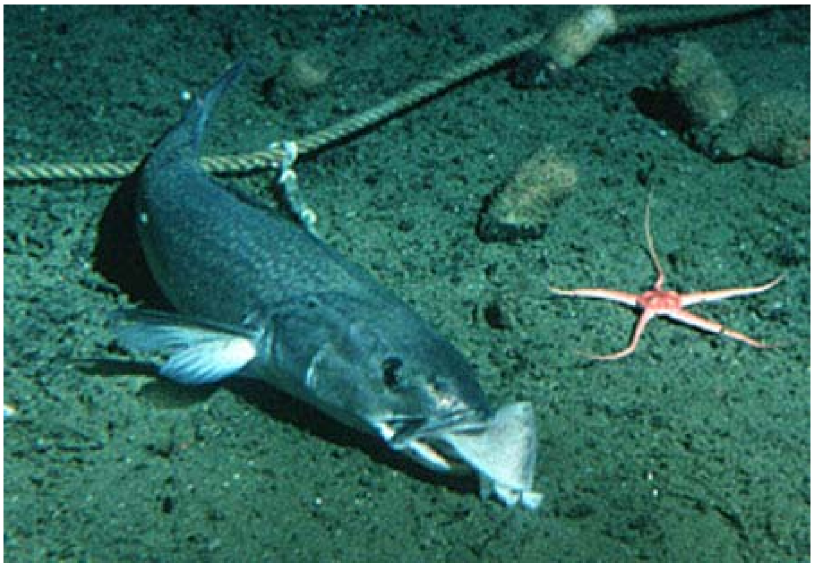

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TABLE OF CONTENTS

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 sablefish 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 more extensive data provided in the full detailed report.

The Sablefish IFQ Program Basics

Quota shares (QS) are the basic use-privileges under the IFQ program. QS were issued to qualified applicants who owned or leased a vessel that made legal fixed gear landings of sablefish 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 six-year period from 1985 to 1990.

The QS that were issued are specific to one of six sablefish management areas and one of three vessel categories. The IFQ management areas are: Southeast, West Yakutat, Central Gulf, Western Gulf, Bering Sea, and Aleutian Islands. The three vessel categories include a harvester-processor vessel category (also termed "freezer" herein) and two catcher vessel categories. The two catcher vessel categories are "60 feet or less," and "greater than 60 feet."

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 the IFQ the previous year are then made to determine the QS holder's final IFQ for the new year.

In the Bering Sea and Aleutian Islands areas 20% of the total allowable catch (TACs) was allocated to Community Development Quotas (CDQs) for communities in western Alaska. The Council compensated QS holders in these CDQ areas for the reductions in TAC due to CDQs by issuing them "CDQ compensation QS" in non-CDQ areas Southeast, West Yakutat, Central Gulf, and Western Gulf.

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 during the first 15 years of 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 distributional 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 sablefish 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.

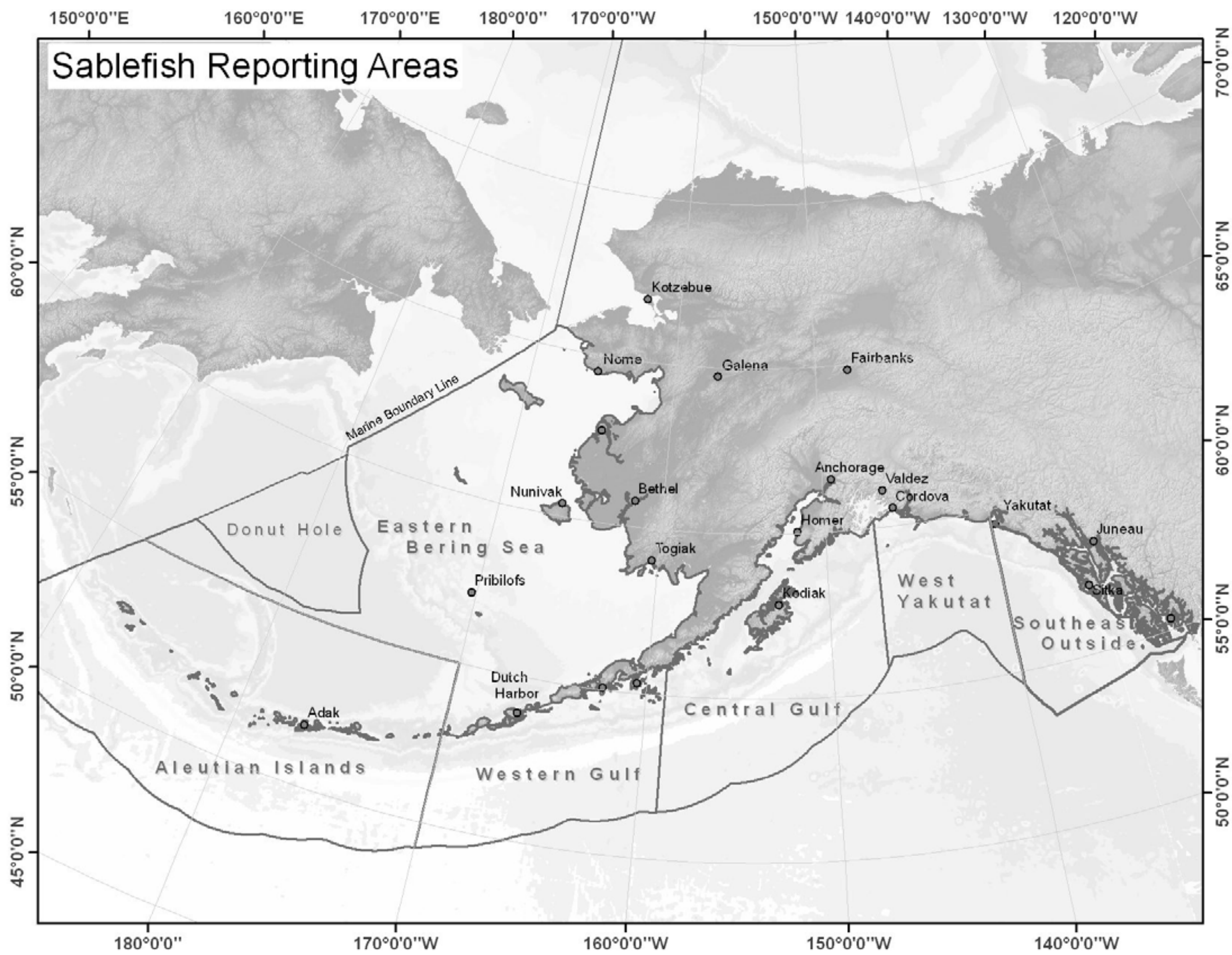

Figure 1. Sablefish IFQ Management Areas

Chapter 2 Consolidation of QS Holdings, 1995-2009

The sablefish IFQ program allows QS to be permanently transferred. The Council intended some consolidation of QS to occur 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 sablefish program features are:

- QS is issued to persons and is specific to one of three vessel categories. Under most circumstances, QS from one vessel category cannot be transferred to another vessel category.

- Some QS is issued in non-severable “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.

- From 1995 through 2009, no person could use, individually or collectively, more than 1% of combined total sablefish QS of all regulatory areas unless the amount in excess of 1% was received at initial allocation. In the Southeast area, no person could use, individually or collectively, an amount of sablefish QS that was more than 1% of the total for that area, unless the amount in excess was received at initial allocation.

- In June 1996, the Council approved an amendment so that the QS caps would be based on the 1996 QS pool to establish a set number of QS units as the holding “cap.”

Tables 1 and 2 provide an overview of the extent to which QS holdings were consolidated and the numbers of QS holders were reduced during the first 15 years of the IFQ program.

The number of QS holders declined in all management areas over the 15-year period due to transfers and consolidation of QS holdings. Percentage declines were lower in the Bering Sea and Aleutian Islands, which are CDQ areas. The overall amount of QS declined slightly due to administrative revocations. Consolidation of QS holdings has increased the average QS holdings in all areas.

Table 1. Initial Issuance and Year-end 2009 QS By Management Area

Area	Initial Amount of QS Units	2009 Year-end QS Units	Net Change in Total QS Units	Percent Change QS Units
Southeast	66,598,479	66,120,619	-477,860	-0.7
W. Yakutat	53,470,436	53,266,430	-204,006	-0.4
C. Gulf	111,544,461	111,686,632	142,171	0.1
W. Gulf	36,086,355	36,029,579	-56,776	-0.2
Bering Sea	18,626,676	18,790,367	163,691	0.9
Aleutians	31,518,176	31,932,492	414,316	1.3

Table 2. 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
Southeast	715	434	-281	-39.3
W. Yakutat	456	273	-183	-40.1
C. Gulf	643	423	-220	-34.2
W. Gulf	232	187	-45	-19.4
Bering Sea	145	112	-33	-22.8
Aleutians	135	103	-32	-23.7

The sablefish IFQ program created three distinct vessel categories in each of the six sablefish management areas. One vessel category consists of harvester-processor vessels (designated "freezer" herein); the other two consist of catcher vessels less than or equal 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 upon first transfer.

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 the Southeast area where "fish down" of category B (larger than 60 feet) QS is allowed only for blocks worth less than 5,000 pounds (based upon 1996 quotas). This amendment became effective August 16, 1996.

Table 3 indicates that in the Southeast area vessels 60 feet or less initially received more QS than other vessel categories. In the Aleutians, the majority of QS was issued to freezer vessels. In all other areas, the greatest percentage of QS was issued to the "over 60 feet" vessel category. Persons may hold QS for more than one vessel category.

There were often considerable differences between the percentage of QS issued in a vessel category and the percentage of persons who hold that QS. For example, 63.5% of the persons who were initially issued QS in the West Yakutat area received their QS in the "less than 60 foot" vessel category, yet these persons held only 31.1% of the total QS in the area. In contrast, relatively few persons in each area were issued QS in the freezer vessel category, but they were issued a proportionately larger percentage of the area QS.

Consolidation is indicated by the decrease in the number of persons holding QS in the respective vessel categories. The greatest amount of consolidation occurred, both numerically and on a percent basis, in Southeast, West Yakutat, and the Central Gulf. Note that these are management areas where persons received CDQ compensation QS at initial issuance. Many of the persons who were issued CDQ compensation received only small amounts of QS in areas where they had no prior history of fishing. It is likely that a considerable amount of this QS was transferred, contributing to the decrease in the number of QS holders in these areas.

Other factors also contributed to the decrease. 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 changes to QS may also alter the amount of QS within a vessel category.

Table 3. Initial Issuance and Year-end 2009 QS and QS Holders by Vessel Category and Management Area

Area	Vessel Cat.	Initial Amount of QS	2009 Amount of QS	Initial QS Holder	2009 QS Holder
SE	Freezer	6,336,302	6,133,979	44	36
	GT 60ft.	13,711,775	13,435,064	118	83
	LE 60ft.	46,426,717	46,551,576	551	315
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		66,474,794	66,120,619		
WY	Freezer	4,364,968	4,373,738	33	27
	GT 60ft.	32,474,615	32,262,359	133	107
	LE 60ft.	16,593,278	16,630,333	289	139
		--------------	--------------	---------	---------
		53,432,861	53,266,430		
CG	Freezer	17,110,532	17,557,104	41	35
	GT 60ft.	53,273,465	53,057,658	192	157
	LE 60ft.	41,093,552	41,071,870	413	231
		--------------	--------------	---------	---------
		111,477,549	111,686,632		
WG	Freezer	13,686,455	13,671,401	32	28
	GT 60ft.	15,587,157	15,596,926	102	87
	LE 60ft.	6,812,269	6,761,252	99	72
		--------------	--------------	---------	---------
		36,085,881	36,029,579		
BS	Freezer	7,288,858	7,470,227	26	26
	GT 60ft.	7,773,286	7,754,799	63	44
	LE 60ft.	3,543,010	3,540,254	56	42
		--------------	--------------	---------	---------
		18,605,154	18,765,280		
AI	Freezer	17,952,283	17,952,283	27	28
	GT 60ft.	11,319,633	11,319,633	63	43
	LE 60ft.	2,660,576	2,660,576	45	32
		--------------	--------------	---------	---------
		31,518,176	31,932,492		

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 provides data on the total amount of QS transferred and the sum of persons who transferred QS for all 15 years of the IFQ program.

QS transfer rates were relatively consistent across all areas, ranging from 8.4% in the Western Gulf to 11.8% in the Aleutian Islands. In the non-CDQ areas, the rates of transfer for QS holders (persons) were considerably higher than QS transfer rates.

Estimates of QS prices are based upon analyses of transactions for which price information was available. Table 4 shows price estimates for QS sold with the associated current year IFQ.

Table 4 indicates that in the Southeast, West Yakutat, and Central Gulf areas, the average price per QS (expressed as dollars per pound of IFQ or per QS unit) increased each year from 1995 to 2009. In some areas very few transactions occurred.

Table 4. Annual Prices for Sablefish QS and 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
SE	1995	6.73	714,993	1.28	3,771,994	102
	1996	8.05	460,777	1.21	3,067,913	86
	1997	10.76	303,609	1.31	2,496,791	72
	1998	11.11	102,892	1.29	886,458	31
	1999	NA	NA	NA	NA	NA
	2000	10.57	166,186	1.25	1,400,980	34
	2001	12.22	212,746	1.37	1,896,455	29
	2002	10.23	405,427	1.10	3,783,682	43
	2003	11.00	411,183	1.31	3,464,060	55
	2004	11.69	209,397	1.47	1,666,128	32
	2005	11.57	279,550	1.38	2,348,556	41
	2006	12.18	205,200	1.43	1,749,468	30
	2007	14.65	241,705	1.64	2,154,722	37
	2008	15.64	42,488	1.68	395,728	18
	2009	18.22	51,533	1.67	562,866	17
W.Yakutat	1995	5.93	208,230	0.92	1,339,123	33
	1996	7.62	240,912	0.88	2,090,726	51
	1997	9.04	182,257	0.85	1,928,688	58
	1998	9.23	22,538	0.83	250,157	17
	1999	NA	NA	NA	NA	NA
	2000	10.15	111,492	0.81	1,402,337	27
	2001	10.01	38,808	0.74	523,760	11
	2002	10.49	143,866	0.73	2,065,214	20
	2003	10.87	79,239	0.91	945,017	20
	2004	12.21	28,031	1.13	303,156	9
	2005	12.47	132,214	1.17	1,407,780	21
	2006	11.48	80,974	0.94	983,166	20
	2007	15.12	192,315	1.25	2,326,792	19
	2008	13.85	28,785	1.06	375,340	15
	2009	17.18	10,483	1.11	162,669	5
C. Gulf	1995	6.02	542,427	0.82	3,979,925	53
	1996	7.06	576,517	0.77	5,312,742	70
	1997	9.36	707,533	0.95	6,950,682	82
	1998	10.68	218,048	1.07	2,176,369	39
	1999	NA	NA	NA	NA	NA
	2000	9.11	448,909	0.82	4,958,461	49
	2001	9.64	124,247	0.82	1,455,795	29

Table 4. Annual Prices for Sablefish QS and 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**
C. Gulf	2002	9.98	251,856	0.86	2,935,443	24
	2003	10.16	470,143	1.03	4,624,442	53
	2004	11.50	207,013	1.33	1,795,496	23
	2005	10.80	304,044	1.24	2,656,281	35
	2006	12.60	472,608	1.27	4,685,401	29
	2007	13.94	364,627	1.36	3,730,291	33
	2008	15.98	240,480	1.39	2,768,837	30
	2009	16.75	71,882	1.32	912,228	14
W. Gulf	1995	6.16	129,351	0.76	1,052,708	12
	1996	5.53	265,044	0.57	2,566,140	11
	1997	7.06	113,032	0.64	1,237,647	30
	1998	8.00	77,939	0.72	864,090	19
	1999	NA	NA	NA	NA	NA
	2000	6.49	143,154	0.59	1,591,230	19
	2001	7.12	178,679	0.7	1,815,991	19
	2002	C	16,789	C	153,112	4
	2003	6.85	138,688	0.86	1,102,407	10
	2004	8.19	295,712	1.17	2,061,746	24
	2005	10.70	242,546	1.33	1,950,728	15
	2006	7.87	192,139	1.03	1,470,086	10
	2007	8.18	217,181	0.99	1,796,245	17
	2008	9.50	138,744	0.88	1,499,642	14
	2009	12.11	67,548	0.97	841,404	8
Bering Sea	1995	4.87	11,951	0.42	138,800	4
	1996	6.63	41,493	0.36	757,451	5
	1997	3.29	32,695	0.17	626,938	5
	1998	C	7,409	C	120,235	3
	1999	NA	NA	NA	NA	NA
	2000	3.19	135,547	0.22	1,962,203	14
	2001	2.77	83,598	0.20	1,140,555	7
	2002	3.77	147,020	0.34	1,621,302	7
	2003	4.45	573,468	0.61	4,208,803	20
	2004	4.01	125,162	0.55	918,589	7
	2005	2.90	168,218	0.33	1,469,002	11
	2006	3.96	80,108	0.53	605,310	5
	2007	2.21	83,458	0.31	596,757	6
	2008	2.54	94,286	0.34	697,372	10
	2009	4.04	92,980	0.52	728,398	7
Aleutians	1995	4.57	91,553	0.43	979,271	6
	1996	8.89	72,881	0.45	1,446,140	4
	1997	4.14	66,726	0.21	1,324,979	10
	1998	3.40	38,599	0.20	667,559	8
	1999	NA	NA	NA	NA	NA
	2000	2.01	72,398	0.20	719,028	14
	2001	2.34	97,540	0.24	941,871	5
	2002	C	32,061	C	303,445	2
	2003	3.37	502,187	0.43	3,910,721	9
	2004	2.60	35,621	0.33	277,399	4
	2005	2.66	286,999	0.29	2,644,413	9
	2006	2.71	435,971	0.34	3,508,222	6
	2007	2.69	159,707	0.31	1,372,043	8
	2008	2.96	241,854	0.30	2,392,855	8
	2009	3.26	380,862	0.30	4,179,226	10

"C" indicates confidential data

Chapter 4 Sablefish 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. From 1995 through 1997, holders of catcher vessel QS could lease up to 10% of their QS. However, in 1998 the regulations allowing for leasing of catcher vessel QS expired and have not been renewed. Leasing is now part of the community purchase program

There were 910 sablefish lease transactions over the first 15 years of the IFQ program. The Western Gulf, Bering Sea, and Aleutian Islands areas had the highest percentages of QS leased over the 1995 through 2009 period. Over this time period, QS lease rates ranged from 0.9% in the West Yakutat Area to 9.4% in the Aleutian Islands area. QS holder lease rates varied from QS lease rates, especially in the westward areas.

Leasing of sablefish QS was largely confined to freezer processor vessels. QS lease rates for freezer vessel QS ranged from 8.4% in the Central Gulf to 22.9% in the Bering Sea over the 15 years from 1995 to 2009.

There was very little catcher vessel QS leased, and catcher vessel QS lease rates were less than 0.8% in all areas over the first 15 years of the IFQ program.

Table 5. Sablefish QS and QS Holder Lease Rates Over the 1995 to 2009 Period

Area	Year	Total Leased QS	QS Lease Rate(%)	Total Unique Lessors	Lessor Rate%
SE	1995	1,259,409	1.9	13	2.0
	1996	1,231,178	1.9	12	2.0
	1997	1,585,938	2.4	13	2.4
	1998	1,976,867	3.0	13	2.5
	1999	2,227,600	3.4	14	2.8
	2000	2,210,438	3.4	15	3.1
	2001	2,311,765	3.5	15	3.1
	2002	2,167,316	3.3	13	2.7
	2003	3,362,536	5.1	11	2.4
	2004	1,912,574	2.9	10	2.2
	2005	1,756,893	2.7	10	2.2
	2006	952,098	1.4	10	2.3
	2007	1,858,622	2.8	12	2.8
	2008	3,374,357	5.1	19	4.4
	2009	2,630,227	4.0	15	3.6
	ALL YRS	31,691,799	2.5	195	2.6
W. Yakutat	1995	887,103	1.7	12	2.9
	1996	605,902	1.1	7	1.8
	1997	244,956	0.5	6	1.7
	1998	266,838	0.5	7	2.1
	1999	436,722	0.8	8	2.5
	2000	424,992	0.8	8	2.7
	2001	592,258	1.1	9	3.0
	2002	736,738	1.4	8	2.7
	2003	577,063	1.1	7	2.5
	2004	519,143	1.0	6	2.2
	2005	443,210	0.8	5	1.9
	2006	228,054	0.4	6	2.3
	2007	226,661	0.4	5	1.9
	2008	541,931	1.0	8	3.2
Cont. W. Yakutat	2009	638,954	1.2	9	3.7
	ALL YRS	7,370,525	0.9	111	2.4
C. Gulf	1995	2,902,784	2.7	14	2.4
	1996	1,542,073	1.4	12	2.2
	1997	1,029,680	0.9	8	1.6
	1998	1,774,619	1.6	9	1.9
	1999	1,654,324	1.5	9	2.0
	2000	2,278,186	2.0	11	2.5
	2001	2,395,806	2.1	10	2.3
	2002	2,202,798	2.0	10	2.3
	2003	2,714,544	2.4	10	2.3
	2004	1,858,098	1.7	9	2.1
	2005	1,820,762	1.6	9	2.2
	2006	963,103	0.9	10	2.5
	2007	1,797,266	1.6	9	2.3
	2008	1,012,478	0.9	10	2.6
	2009	2,124,115	1.9	12	3.2
	ALL YRS	28,070,636	1.7	152	2.0
W. Gulf	1995	3,718,498	10.6	9	4.1
	1996	3,137,255	8.8	4	1.9
	1997	3,288,630	9.2	7	3.6
	1998	1,533,658	4.3	7	3.7
	1999	1,321,485	3.7	5	2.7
	2000	1,987,498	5.6	10	5.8
	2001	2,039,459	5.7	7	4.0
	2002	1,867,060	5.2	8	4.7
	2003	3,502,949	9.7	4	2.3
	2004	2,119,804	5.9	3	1.8
	2005	1,626,825	4.5	2	1.2
	2006	1,651,313	4.6	4	2.4
	2007	1,463,219	4.1	2	1.2
	2008	1,859,654	5.2	3	1.8
	2009	1,710,776	4.8	3	1.8
	ALL YRS	27,794,434	6.1	78	2.9
Bering Sea	1995	2,008,938	11.4	8	5.8
	1996	998,940	5.4	4	3.0
	1997	1,424,719	7.7	6	4.6
	1998	3,905,196	21.0	9	7.0
	1999	1,230,119	6.6	6	4.7
	2000	3,585,187	19.2	8	7.0
	2001	2,262,567	12.1	7	6.1
	2002	2,919,897	15.6	8	7.1
	2003	1,866,659	10.0	6	5.4
	2004	982,660	5.2	3	2.7
	2005	829,668	4.4	3	2.7
	2006	885,832	4.7	2	1.8
	2007	757,942	4.0	3	2.7
	2008	726,258	3.9	2	1.8
	2009	1,060,029	5.7	5	4.8
	ALL YRS	25,444,611	9.1	80	4.5
Aleutians	1995	6,445,229	21.6	10	8.0
	1996	3,784,635	12.2	5	3.8
	1997	5,437,538	17.3	6	4.8
	1998	3,516,048	11.2	9	7.6
	1999	6,904,455	21.6	6	5.4
	2000	4,203,108	13.2	7	6.8
	2001	3,337,439	10.5	8	8.3
	2002	1,497,227	4.7	4	4.1
	2003	3,798,359	11.9	3	3.2
	2004	2,440,369	7.6	3	3.1
	2005	1,445,050	4.9	3	3.1
	2008	910,645	2.9	1	1.1
	2009	910,647	2.9	1	1.1
	ALL YRS	44,630,749	9.4	66	4.2

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. Blocked QS could not be broken up to allow some of the QS to be leased.

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

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. See Chapter 14 for more information on harvests by hired skippers.

Price information was available for some leases. Over all areas, the average lease price of freezer vessel QS was $.75 per pound of IFQ in 1995, $.96 per pound of IFQ in 1996, $.68 per pound of IFQ in 1997, and $.78 per pound of IFQ in 1998. In 2000 the average lease price increased to $.98 and in 2005 it was $1.83.

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 used. Information on the use of brokers also is collected.

The predominant transfer type in all six sablefish areas over the 1995 to 2009 period was “priced sales” (prices reported). The percentage of QS transferred that was classified as “other sales” (no prices available), “gifts,” and “trades” was relatively small in most areas.

In all six sablefish areas, the majority of the QS was transferred between parties who indicated “no relationship.” The percentage of the QS transferred where there was no relationship between the transferor and transfer recipient ranged from 60.8% in the Southeast area to 82.4% in the Western Gulf during the 15 year period.

The average percentage of QS that was transferred between family members ranged from 2.8% in the Bering Sea to 21.6% in the Southeast area over the program.

The percentage of QS that was transferred between friends ranged from 4.7 % in the Western Gulf to 17.4% in the Aleutians Islands from 1995 through 2009.

“Personal Resources” was the most common source of financing for “priced sale” transfers over the 15 year period in all areas. The percentage of QS transferred in “priced sales” transactions that indicated “personal resources” as a finance source averaged from 35.6% in the Southeast area to 24.3% in the West Yakutat area over the 15 year period.

The percentage of QS transferred in priced sale transfers. The replacement of transactions that indicated “bank” as a finance source ranged from 26.6% in the Bering Sea area to 39% in the area over the 15 year period.

The percentage of QS transferred in priced sale transactions that indicated “seller” as a finance source ranged from 3% in the Western Gulf area to 16% in the Aleutians Islands area from 1995 through 2009.

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 acted as a minor source of QS financing.

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 type by percent 1995-2009*

Area	Priced Sales	Other Sales	Trades	Gifts	Unknown
Southeast	71.1	2.3	4.0	14.7	7.8
W. Yakutat	74.2	1.0	4.3	11.2	9.2
C. Gulf	73.5	6.8	2.6	7.4	9.6
W. Gulf	79.6	8.0	2.4	4.3	5.8
Bering Sea	76.2	5.3	1.5	7.5	10.2
Aleutian Is.	76.3	1.4	2.2	7.2	13.0

*Average does not include 1999

Table 7. Relationships Between Transfer Parties, type by percent, 1995-2009

Area	Family	Friends	Partners	No Relation	Unknown
Southeast	22.5	7.1	4.3	60.4	5.7
W. Yakutat	12.5	5.3	8.2	67.9	7.0
C. Gulf	11.0	8.0	4.6	68.5	11.2
W. Gulf	6.7	4.7	2.9	81.2	4.6
Bering Sea	3.5	12.4	6.5	72.4	7.4
Aleutian Is.	6.6	17.4	2.2	69.9	4.5

*Average does not include 1999

Chapter 6 “Sweep-ups” of Small QS Blocks

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

Because of this, large numbers of persons with small landings 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.

In an effort 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 several small blocks and combine them into a single block as long as that single block was still equivalent to less than 3,000 pounds of a hypothetical IFQ. In December, 1996 the sweep-up block size limit was raised to 5,000 pounds of a hypothetical sablefish IFQ.

The report examined the extent to which the sweep-up provisions were used during the first 15 years of the sablefish IFQ program. The tables in the section are based on the new higher sweep-up limits.

Table 8 shows the percentage of QS in small, “sweepable” blocks ranged from 3% in the Central Gulf to 15% in the Bering Sea at year-end 2009.

Sweepable blocks were a substantial percentage of the total blocked QS in each area, ranging from 19% in the Western Gulf to 85% in the Aleutian Islands at the end of 2009.

Substantial percentages of QS holders hold sweepable blocks. At the end of 2009, persons holding sweepable blocks represented from 31% of all QS holders in the Western Gulf to 68% of all QS holders in the Bering Sea area.

Nearly all the sweep-up transactions occurred in the Southeast, West Yakutat, and Central Gulf areas.

In 1997 the number of sweep-up transactions was significantly higher than the number of transactions in 1995 or 1996. This increase may have been related to the higher sweep-up limits that went into effect in late 1996. However, in 1998, the number of sweep-up transactions decreased back to levels similar to the 1995-1996 period.

Table 8. Persons Holding Sweepable Sablefish 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
Southeast	66,120,619	412	9,724,565	243	2,701,767	4.1	27.8	142	34.5	59.0
W. Yakutat	53,266,430	240	6,919,091	150	2,735,752	5.1	39.5	106	44.2	62.5
C. Gulf	111,686,632	380	8,393,064	238	3,064,157	2.7	36.5	180	47.4	62.6
W. Gulf	36,029,579	169	7,193,424	100	1,353,366	3.8	18.8	53	31.4	59.2
Bering Sea	18,765,280	99	11,258,520	93	2,850,870	15.2	25.3	69	69.7	93.9
Aleutians	31,932,492	94	3,008,760	65	2,568,038	8.0	85.4	61	64.9	69.1

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.

This table compares from 2000 and year end 2009 distribution of QS by IFQ area and type of person. Data are supplied on the 2000 QS issued to each type of owner in each management area, the QS held at year-end 2009 by each type of owner, the change in QS held, the percent change, and the percentage of area QS held by each type of owner at 2000 and at year-end 2009.

The proportion of QS in 2009 allocated to corporate holders varied considerably among the IFQ areas. 2000 allocations of QS to corporations ranged from 10.2% of the total QS in the Southeast area to 48.3% of the total QS in the Western Gulf area. Corporations held the highest proportions of QS at 2009 allocation in the Western Gulf and Aleutian Islands areas.
The percentage of an area's QS held by corporations decreased slightly in all areas. 2009 allocations to individuals also varied widely between areas, ranging from a low of 15.5% in the Aleutian Islands area to a high of 74.3% in the Southeast Area. Individuals held the highest percentages of QS in 2009 for Southeast, West Yakutat, and Central Gulf areas.

The proportion of the QS held by individuals fell in Western Gulf and Bering Sea areas. The biggest relative decrease came in the Southeast area where individual holdings of QS fell from 378 holders in the 2000 to 332 holders at the end of 2009.

The percentages of total area QS held by Skippers at the end of 2009 ranged from a low of 10.3% in Southeast area to a high of 27.7% in the Aleutian Islands.

Table 9. Sablefish QS by Area and Type of QS Holder

Area	Person Type	2000 Total QS Holdings	2009 Total QS Holdings	2000 Total QS Holders	2009 Total QS Holders
SE	Corporation	8,418,553	6,730,093	54	35
	Estates	167,106	40,683	2	1
	Individual	46,967,935	49,093,751	378	332
	Partnership	1,547,438	1,372,780	11	5
	Skipper	8,728,760	8,510,454	50	43
	Sole proprietorship	201,169	0	1	
	Trust	0	372,858	0	2
WY	Corporation	21,798,139	20,531,372	67	51
	Estates	68,338	500,518	2	1
	Individual	21,877,197	23,371,818	185	156
	Partnership	1,553,432	747,954	7	3
	Skipper	7,933,960	7,534,433	42	33
	Sole proprietorship	0	580,335	0	1
CG	Corporation.	48,822,029	43,626,040	96	69
	Estates	265,948	541,172	3	2
	Individual	46,041,757	49,684,218	282	239
	Non Profit	1,813,408	3,556,745	1	2
	Partnership	3,801,767	1,615,724	11	5
	Skipper	10,874,811	11,705,135	55	59
	Sole proprietorship	0	957,598	0	1
WG	Corporation.	21,086,057	17,415,115	59	41
	Estates	90,229	0	2	80
	Individual	11,553,307	9,678,400	82	2
	Non Profit	323,008	910,618	1	3
	Partnership	621,879	319,110	6	
	Skipper	2,354,625	7,706,336	26	38
BS	Corporation.	10,993,212	5,288,336	46	26
	Estates	132,845	0	1	0
	Individual	4,747,246	7,224,574	54	49
	Non Profit	360,448	1,566,502	1	3
	Partnership	1,283,873	204,438	3	1
	Skipper	1,251,221	4,481,430	14	26
AI	Corporation.	17,881,030	15,190,622	41	29
	Estates	331,821	45,768	1	1
	Individual	5,740,799	4,958,424	42	34
	Non Profit	679,248	1,199,959	1	2
	Partnership	359,786	162,537	4	2
	Skipper	6,939,808	10,375,182	15	26

Chapter 8 Changes in the Distribution of Sablefish QS By State of Residence

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

Table 10 examines the distribution of QS and QS holders by state of residence (Alaska, Washington, Oregon, and other).

QS holdings by persons from Oregon and other states were small relative to the holdings of persons from Alaska and Washington.

At both initial issuance and year end of 2009, persons from Washington held the highest percentage of QS issued for all IFQ areas except Southeast. By the end of 2009, Alaskan residents had slightly increased their QS holdings in the Southeast, Bering Sea, and Aleutians areas and had slightly decreased their QS holdings in all other areas.

The percentage of QS held by Alaskans in each area at year end 2009 ranged from 22.0% in the Western Gulf area to 65.2% in the Southeast area. Sablefish QS holdings by Alaska residents increased only in the Southeast and Aleutian Islands management areas, and decreased in the other areas.

Table 10. Initial Allocation and 2009 Year-end Sablefish QS and QS Holders, by State of Residence

Area	State	Initial Amount of QS	2009 Amount of Area QS	Initial Number of QS Holders	2009 Number of QS Holders	2009 Average Holdings
SE	AK	42,740,595	43,083,774	465	276	156,101
	WA	19,289,335	18,694,040	197	104	179,750
	OR	1,922,885	601,830	25	9	66,870
	Other	2,521,979	4,421,753	25	29	152,474
		66,474,794	66,120,619	712	418	
WY	AK	18,494,619	18,345,735	251	126	145,601
	WA	30,734,052	27,276,402	160	102	267,416
	OR	2,619,205	2,214,893	24	17	130,288
	Other	1,584,985	5,429,392	21	20	271,470
		53,432,861	53,266,430	456	265	
CG	AK	43,422,477	43,824,778	396	211	207,700
	WA	55,214,072	51,875,231	184	104	498,800
	OR	5,180,714	4,369,581	37	26	168,061
	Other	7,660,286	11,616,755	26	35	331,907
		111,477,549	111,686,345	643	376	
WG	AK	8,523,462	8,987,415	109	68	132,168
	WA	24,283,461	23,844,038	100	69	345,566
	OR	1,022,862	801,553	12	11	72,868
	Other	2,256,096	2,395,946	13	15	159,730
		36,085,881	36,028,952	234	163	
BS	AK	7,090,226	9,194,242	64	49	187,638
	WA	10,313,616	9,032,806	65	45	200,729
	OR	432,874	167,906	8	4	41,977
	Other	768,438	370,097	9	6	61,683
		18,605,154	18,765,051	146	104	
AL	AK	7,112,625	6,470,047	50	37	174,866
	WA	22,270,655	23,616,760	73	49	481,975
	OR	628,152	1,663,894	5	3	554,631
	Other	1,506,744	181,791	9	5	36,358
		31,518,176	31,932,492	137	94	

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

This report analyzes changes in QS holdings using special resident-type classifications. All communities within Alaska are classified as "rural" or "urban" based upon 1990 census definitions, and as "local" or "nonlocal" to each sablefish management area. Persons within each community can then be placed into one of five resident-types relative to the sablefish management area for which a QS applies. These are as follows:

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

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

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

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

Nonresident: *Nonresidents* of Alaska

The amount of QS held by each resident type may change for three reasons: (1) QS can be transferred to other resident types; (2) QS holders can move to a place with a different resident-type classification (migration); (3) QS can be administratively issued or revoked. The net results of transfers were generally the most significant factor in changes, but migrations also played an important role in four of six areas.

Quota share transfers may occur between persons in the same resident category (intra-cohort) or between persons of different resident categories (cross-cohort).

A substantial percentage of the transfers were across resident-type cohorts in most management areas and resident categories. The exception is nonresidents, who in all management areas received a large majority of their QS from other nonresidents

Alaska Rural Locals received QS in all management areas except the Aleutian Islands area (although their allocation in the Bering Sea area was trivial). Both transfers and migrations contributed to substantial net QS changes. By the end of 2009, ARL holdings had declined in the Southeast, West Yakutat and Western Gulf areas, and had risen in the Central Gulf, Bering Sea, and Aleutian Islands areas.

Alaska Urban Locals received significant amounts of the area QS in Southeast (45.5%) and the Central Gulf (17.0%), but were issued only very small amounts in the West Yakutat, Western Gulf, and Bering Sea areas, and none in the Aleutian Islands area. AUL persons increased their holdings in Southeast and the Bering Sea principally through transfers. The small AUL holdings in the other areas declined.

Alaska Rural Nonlocals received small percentages of the area QS in each management area. By year-end 2009, ARN holdings had increased in the Southeast, West Yakutat, and Bering Sea areas, and had risen in the Central Gulf, Western Gulf, and Aleutian Islands areas.

Alaska Urban Nonlocals were initially issued the highest amount of QS for Alaska resident-types in the West Yakutat (30.3%), Central Gulf (18.2%), Western Gulf (18.9%), Bering Sea (36.1%), and Aleutian Islands (22.2%) areas. By the end of 2009, they had decreased their holdings in all areas from 2% to 7%.

Nonresidents received substantial amounts of QS in all areas. They received over 60% of the QS in all the areas except Southeast. By year-end 2009, Nonresident QS holdings had decreased in Southeast, West Yakutat, Central Gulf, Western Gulf and the Bering Sea, primarily through migrations. Their holdings in the other areas decreased, mainly as a net result of transfer activity.

Table 11. Net Result of Sablefish QS Transfers, Migrations, and Revocations From Initial Issuance Through Year-end 2009, by Management Area and Resident Type

Area	Resident Type	Initial Amount of QS	2009 amount of QS	Initial Pct. Of Area QS	Pct. Of Area QS	Changes in Total QS	Percent Changes in total QS
SE	AK Rural Local	9,487,259	5,903,434	14.3	9.2	-3,583,825	-37.8
	AK Rural Non-Local	147,424	1,218,825	0.2	1.9	1,071,401	726.7
	AK Urban Local	30,214,860	34,933,252	45.5	54.3	4,718,392	15.6
	AK Urban Non-Local	2,891,052	848,616	4.3	1.3	-2,042,436	-70.6
	Nonresident	23,734,199	21,388,196	35.7	33.3	-2,346,003	-9.9
		-------------	-------------			-------------	
		66,474,794	64,292,323			-2,182,471	
W. Yakutat	AK Rural Local	1,024,288	1,873,984	1.9	3.6	849,696	83.0
	AK Rural Non-Loc	1,276,179	2,223,855	2.4	4.3	947,676	74.3
	AK Urban Local	7,928	0	0.0	0.0	-7,928	-100.0
	AK Urban Non-Loc	16,186,224	14,247,896	30.3	27.5	-1,938,328	-12.0
	Nonresident	34,938,242	33,493,250	65.4	64.6	-1,444,992	-4.1
		-------------	-------------			-------------	
		53,432,861	51,838,985			-1,593,876	
C. Gulf	AK Rural Local	2,660,815	10,282,595	2.4	9.4	7,621,780	286.4
	AK Rural Non-Loc	1,530,000	3,806,433	1.4	3.5	2,276,433	148.8
	AK Urban Local	18,991,744	11,691,726	17	10.7	-7,300,018	-38.4
	AK Urban Non-Loc	20,239,918	18,044,024	18.2	16.5	-2,195,894	-10.8
	Nonresident	68,055,072	65,705,919	61	60.0	-2,349,153	-3.5
		-------------	-------------			-------------	
		111,477,549	109,530,697	1,946,852		-1,946,852	
W. Gulf	AK Rural Local	1,301,812	192,195	3.6	0.5	-1,109,617	-85.2
	AK Rural Non-Loc	393,081	2,353,666	1.1	6.5	1,960,585	498.8
	AK Urban Local	20,784		0.1	0.0	-20,784	-100.0
	AK Urban Non-Loc	6,807,785	6,441,554	18.9	17.8	-366,231	-5.4
	Nonresident	27,562,419	27,122,537	76.4	75.1	-439,882	-1.6
		-------------	-------------			-------------	
		36,085,881	36,109,952	-24,071		24,071	
Bering Sea	AK Rural Local	197	361,491	0.0	1.9	361,294	n.d
	AK Rural Non-Loc	364,906	3,163,676	2.0	17.0	2,798,770	767.0
	AK Urban Local	700	546,299	0.0	2.9	545,599	n.d
	AK Urban Non-Loc	6,724,423	5,122,776	36.1	27.5	-1,601,647	-23.8
	Nonresident	11,514,928	9,402,722	61.9	50.6	-2,112,206	-18.3
		-------------	-------------			-------------	
		18,605,154	18,596,964	8,190		-8,190	
Aleutians	AK Rural Local	0	99,140	0	0.3	99,140	100.0
	AK Rural Non-Loc	109,993	1,662,023	0.3	5.2	1,552,030	1,411.0
	AK Urban Non-Loc	7,002,632	4,799,640	22.2	15.0	-2,202,992	-31.5
	Nonresident	24,405,551	25,431,242	77.4	79.5	1,025,691	4.2
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		31,518,176	31,992,045	-473,869		473,869	

n.d. means not defined

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

In this table, QS holders from Alaska are assigned to census areas based upon their addresses.[1] Persons who reside outside of Alaska were put into a single "Outside Alaska" category. The distribution of QS and QS holders are then examined at initial issuance and at year-end 2009.

Alaska census areas with persons who held relatively high (10% or more at year-end 2009) percentages of the total QS in management areas are: Sitka (Southeast area) Petersburg/Wrangell (Southeast and Central Gulf areas), Kodiak (Central Gulf and Bering Sea areas) and the Kenai Peninsula (Bering Sea and Aleutian Islands areas).

Nonresidents held a majority of the QS in all areas except Southeast.

The number of QS holders from most census areas decreased or remained unchanged in the management areas between initial issuance and the end of 2009. This reflects the overall decline in QS holders due to transfers and consolidation.

The decline in QS holders in non-CDQ management areas is relatively high for some census areas. This may be partially due to QS holders in 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.

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 Number of QS Holders	2009 Number of QS Holders
SE	Aleutians E.	54,783	300	4	1
	Aleutians W.	844	22	5	2
	Anchorage Bor.	1,282,266	251,204	14	4
	Fairbanks\N.Star	146,069	0	2	0
	Haines	685,601	534,388	16	10
	Hoonah Angoon	5,602,657	2,256,766	42	13
	Juneau	4,529,676	5,236,671	73	38
	Kenai Pen.	1,120,873	1,480,382	20	13
	Ketchikan	1,819,371	376,999	36	8
	Kodiak Bor.	379,517	4,172	22	5
	MatSu Bor.	54,997	327,327	5	2
	Nome	0	416	0	1
	Petersburg	9,727,735	12,717,240	62	53
	Prince of Wales	1,775,814	974,835	35	16
	Sitka	14,977,433	17,486,918	118	113
	Valdez\CDV	0	3,618	0	1
	Wade Hampton	0	136	0	1
	Wrangell	523,834	1,138,448	10	10
	Yakutat	59,998	0	5	0
	Outside Alaska	23,224,666	23,124,312	249	143
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		66,524,612	66,120,619	718	434
WY	Aleutians E.	120,822	0	4	0
	Aleutians W.	692	18	5	2
	Anchorage Bor.	1,525,530	273,180	18	12
	Fairbanks\N.Star	354	0	1	0
	Haines	16,451	0	3	0
	Hoonah Angoon	445,520	135,735	16	3
	Juneau	1,058,458	533,326	18	7
	Kenai Pen.	2,104,973	2,186,310	52	19
	Ketchikan	761,558	447,052	7	3
	Kodiak Bor.	3,198,743	1,960,161	30	11
	MatSu Bor.	353,076	22,135	9	2
	Petersburg	4,463,599	5,630,406	33	35
	Prince of Wales	77,665	0	5	0
	Sitka	3,335,668	5,283,428	38	29
	Valdez\CDV	797,193	1,873,984	10	8
	Yakatat	235,023	0	3	0
	Outside Alaska	34,130,197	34,920,695	206	142
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		52,625,522	53,266,430	458	273
CG	Aleutians E.	398,414	21	5	0
	Aleutians W.	1,382	36	5	3
	Anchorage Bor.	2,075,715	2,528,669	31	10
	Dillingham	0	1,813,408	0	1
	Fairbanks\N.Star	1,369	0	1	0
	Haines	21	43,969	1	1
	Hoonah Angoon	643,135	124,489	10	1
	Juneau	756,809	782,261	12	2
	Kenai Pen.	8,533,093	9,656,513	140	89
	Ketchikan	1,331,331	539,191	11	2
	Kodiak Bor.	10,439,338	9,812,733	78	46
	MatSu Bor.	609,175	146,353	10	6
	Nome	0	1,743,337	0	1
	Petersburg	11,115,658	9,099,824	38	27
	Prince of Wales	60,592	466,851	5	2
	Sitka	6,971,832	6,199,288	34	21
	SE Fairbanks	0	242,643	0	6
	Valdez\CDV	295,982	1,575,983	13	13

[1] 2000 census area was used for initial and 2009 data.

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 Number of QS Holders	2009 Number of QS Holders
CG Cont.	Wrangell	11,115,658	8,690,928	0	1
	Yakutat	16,925	1,082	3	1
	Outside Alaska	68,055,072	61,232,873	250	189
		-------------	-------------	------------	-----------
		111,444,886	111,686,141	647	422
WG	Aleutians E.	1,301,808	456	16	1
	Aleutians W.	20,788	57,527	6	4
	Anchorage Bor.	163,462	739,769	7	7
	Dillingham	0	327,657	0	2
	Juneau	154,195	61,219	3	1
	Hoonah Angoon	78,109	0	3	0
	Kenai Pen.	2,194,155	2,348,952	18	28
	Ketchikan	178,524	731	4	2
	Kodiak Bor.	795,085	4,369,413	24	27
	MatSu Bor.	179,250	27	5	1
	Nome	0	587,610	0	1
	Petersburg	1,275,755	128,631	9	3
	Sitka	2,177,935	319,041	13	3
	Valdez\CDV	0	46,382	0	1
	Yakutat	4,870	0	1	
	Outside Alaska	27,554,579	27,042,164	125	106
		-------------	-------------	------------	-----------
		36,078,515	36,029,579	234	187
BS	Aleutians East	50,716	0	3	0
	Aleutians West	897	877,134	3	4
	Anchorage Bor.	226,071	3,741,573	5	6
	Dillingham	0	361,491	0	2
	Hoonah Angoon	160,722	0	3	
	Juneau	210,263	259,935	3	4
	Kenai Pen.	2,226,027	2,489,627	12	20
	Ketchikan	39,654	33,200	3	2
	Kodiak Bor.	1,624,456	358,734	16	6
	MatSu Bor.	54,330	1,224	4	1
	Nome	0	14,555	0	1
	Petersburg	1,613,894	54,134	4	2
	Sitka	901,910	328,586	6	3
	SE Fairbanks	0	177,994	0	2
	Valdez Cordova	0	496,055	0	1
	Yakutat	2,808	0	1	0
	Outside Alaska	11,514,928	9,571,038	82	58
		-------------	-------------	------------	-----------
		18,626,676	18,765,280	145	112
AI	Aleutians East	0	-	0	0
	Aleutians West	16,206	356,988	2	2
	Anchorage Bor.	249,267	1,111,052	4	3
AI Cont.	Dillingham	0	679,248	0	1
	Fairbanks\N.Star	0	283,873	0	1
	Hoonah Angoon	108,342	59,813	3	1
	Juneau	91,817	1,651	3	1
	Kenai Pen.	3,742,955	776,292	10	9
	Ketchikan	119,314	0	1	0
	Kodiak Bor.	475,455	1,805,359	12	14
	MatSu Bor.	23,264	0	1	0
	Nome	0	520,711	0	1
	Petersburg	578,092	243,073	5	2
	Sitka	1,706,262	576,073	7	3
	Valdez Cordova	0	55,914	0	0
	Yakutat	1,651	0	0	1
	Outside Alaska	24,405,551	25,371,518	87	63
		-------------	-------------	------------	-----------
		31,518,176	31,841,565	135	102

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

* The Wrangell City and Borough (02-275) was created from part of the former Wrangell Petersburg Census area (02-280) Petersburg Census Area received its own Census area as well (02-195) as well as Prince of Wales-Hyder Census area, Skagway Municipality and Hoonah –Angoon Census Area.

Chapter 11 New Entrants in the Fishery

New persons can enter the sablefish fishery by obtaining sablefish QS through transfer. Any person who is a I.S. citizen can acquire harvester-processor (category A) QS. Only persons who are initial QS recipients or IFQ crew members 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 which 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 all of 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

The chapter examines the distribution of QS ownership between initial QS recipients and new entrants at year-end 2009. New entrants to the management area, new entrants to the sablefish fishery, and new entrants 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 sablefish IFQ program may have been an initial QS recipient in the halibut fishery.

Table 13 indicates the amount and percentage of sablefish 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. The percentage of QS held by new entrants to each management area ranged from 11.7% in the West Yakutat area to 29.5% in the Bering Sea area.

By the end of 2009, new entrants to the area held between 11.4 % of the available QS in the West Yakutat area to 53.4 % in the Aleutians area. These data indicate significant numbers of new persons have been able to enter the sablefish fishery after initial allocation.

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A substantial portion of the persons who had QS leases were new entrants. This is true in all areas over the 1995 to 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
SE	1995	3,418,229	5.5	51,791	66	10.1
	1996	5,459,642	9.0	57,470	95	15.6
	1997	8,056,528	13.9	73,241	110	19.9
	1998	8,439,392	14.7	78,873	107	20.4
	1999	NA	NA	NA	NA	NA
	2000	9,354,951	16.7	101,684	92	14.3
	2001	10,883,699	20.0	114,565	95	16.7
	2002	11,214,681	20.8	108,880	103	17.2
	2003	13,034,117	25.0	115,346	113	20.0
	2004	13,456,158	25.9	114,035	118	20.5
	2005	16,444,769	33.5	128,475	128	25.1
	2006	17,078,302	35.2	134,475	127	26.0
	2007	19,050,439	29.0	137,054	139	32.8
	2008	19,997,994	30.7	136,041	147	35.3

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**
SE Cont.	2009	20,208,485	31.2	137,473	147	36.1
WY	1995	1,476,794	2.8	50,924	29	6.9
	1996	3,010,683	5.7	52,819	57	14.5
	1997	3,783,309	7.1	54,831	69	19.7
	1998	5,073,113	9.5	66,751	76	22.3
	1999	NA	NA	NA	NA	NA
	2000	3,891,717	7.4	69,495	56	7.4
	2001	4,691,476	8.9	79,517	59	8.9
	2002	5,391,273	10.2	86,956	62	10.2
	2003	5,845,189	11.1	89,926	65	11.1
	2004	6,008,343	11.5	89,677	67	11.5
	2005	6,197,486	11.8	87,289	71	11.8
	2006	5,984,692	11.2	88,010	68	11.4
	2007	6,265,939	12.0	52,819	75	12.0
	2008	6,101,828	11.8	54,831	71	11.8
	2009	5,899,853	11.4	66,751	71	11.4
CG	1995	2,540,934	2.4	66,867	38	6.4
	1996	5,099,495	4.6	78,454	65	11.8
	1997	9,712,414	8.8	112,935	86	17.3
	1998	11,421,004	10.3	128,326	89	18.6
	1999	NA	NA	NA	NA	NA
	2000	7,989,970	7.4	115,797	69	7.4
	2001	9,773,074	9.2	123,710	79	9.2
	2002	10,977,134	10.3	135,520	81	10.3
	2003	13,351,424	12.7	140,541	95	12.7
	2004	13,383,826	12.8	135,190	99	12.8
	2005	12,900,429	12.3	135,794	95	12.3
	2006	13,243,054	12.7	136,526	97	12.7
	2007	14,253,196	13.8	139,737	102	13.8
	2008	14,943,594	14.5	143,688	104	14.5
	2009	15,048,358	14.5	148,994	101	14.5
WG	1995	539,326	1.5	41,487	13	6
	1996	2,708,574	7.6	135,429	20	9.5
	1997	3,799,891	10.6	111,762	34	17.3
	1998	4,511,493	12.5	115,679	39	20.9
	1999	NA	NA	NA	NA	NA
	2000	2,934,109	8.7	108,671	27	8.7
	2001	3,190,739	9.7	102,927	31	9.7
	2002	4,299,454	9.0	102,801	29	9.0
	2003	3,395,920	13.0	119,429	36	13.0
	2004	4,238,847	10.3	102,907	33	10.3
	2005	4,135,290	12.8	121,110	35	12.8
	2006	4,135,290	12.6	114,869	36	12.6
	2007	6,057,544	18.4	52,819	41	18.4
	2008	7,690,838	23.6	54,831	47	23.6
	2009	7,948,108	24.2	66,751	49	24.2
BS	1995	571,066	3.2	71,383	8	5.8
	1996	1,350,271	7.3	150,030	9	6.7
	1997	1,990,327	10.7	153,102	13	9.9
	1998	3,954,992	21.3	247,187	16	12.5
	1999	NA	NA	NA	NA	NA
	2000	965,524	6.6	96,552	10	6.2
	2001	1,763,966	12.8	146,997	12	11.4
	2002	2,487,029	20.2	155,439	16	16.8
	2003	4,055,815	44.8	168,992	24	30.9
	2004	5,080,545	63.0	203,222	25	38.7
	2005	5,511,277	72.3	211,972	26	41.9
	2006	5,871,664	45.3	202,471	29	45.3
	2007	6,200,418	47.9	52,819	32	47.9
	2008	6,360,069	49.4	54,831	33	49.4
	2009	5,824,221	44.0	66,751	30	44.0
AI	1995	678,469	2.3	84,809	8	6.4
	1996	1,892,172	6.1	189,217	10	7.7
	1997	3,388,768	10.8	199,339	17	13.7
	1998	4,672,544	14.8	186,902	25	21
	1999	NA	NA	NA	NA	NA

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**
	2000	644,038	2.3	58,549	11	2.3
	2001	1,321,476	5.0	101,652	13	4.8
	2002	3,908,039	16.5	229,885	17	14.1
	2003	7,043,119	34.7	370,690	19	25.7
	2004	7,380,379	37.0	335,472	22	27.0
	2005	6,539,741	34.5	272,489	24	25.7
	2006	8,709,696	56.2	334,988	26	36.0
	2007	10,377,107	42.3	415,084	25	42.3
	2008	11,782,704	51.0	471,308	25	51.0
	2009	10,708,189	53.4	446,175	24	53.4

Chapter 12 Changes in Harvest and Delivery Patterns

Chapter 12 provides information on sablefish harvest and delivery patterns. Time series data which compares deliveries that occurred from 1991 through 2009. Tables show the number of persons who recorded landings and compares 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 finally, a table that compares harvests by QS owners with harvests by hired skippers.

The percentages of the Alaska sablefish harvest delivered in Alaska, other states, and to catcher-processors do not appear to have changed substantially in the first 15 years of the IFQ program.

The percentage of the total sablefish harvest delivered to the Ketchikan/Prince of Wales, Wrangell /Petersburg, and Skagway/ Yakutat/ Angoon aggregated census area, and Kodiak census area has declined somewhat under the IFQ fishery.

The percentage of the total sablefish harvest delivered to the Sitka / Juneau / Haines and Kenai Peninsula / Anchorage aggregated census areas has increased somewhat under the IFQ fishery.

The Kenai Peninsula/Anchorage aggregated census area has received the highest percentage of sablefish pounds delivered in Alaska both before and after the IFQ program was implemented. The percentage of landings delivered to the Kenai/Anchorage aggregated census area has fluctuated each year since the beginning of the IFQ program in 1995.

The vast majority of the sablefish harvest in the first 15 years of the IFQ program occurred in the second quarters of each year in all management areas. In most areas, there has been a shift away from harvests in the 3rd quarter, and increases in the 2nd quarters.

The majority of the pounds harvested in the Southeast area were credited to Alaska QS holders during the first 15 years of the program. In the other areas Washington QS holders usually took the majority of the harvest.

Hired skippers have been used in all management areas and their use has increased substantially during the first 15 years of the program. For example, in the West Yakutat area the percentage of the harvest credited to hired skippers increased from 7.6% in 1995 to 66.6% in 2009.

In 2009, the percentage of the harvest attributed to hired skippers ranged from 15.6% in the Southeast area to 72.1% in the Aleutian Islands area; however, in five of the six management areas, hired skippers took over 60% of the harvest.

Use of hired skippers was more common in the freezer vessel category and the “greater than 60 feet” catcher vessel category.

Note that more restrictive rules in the Southeast area likely kept the number of operations with hired skippers much lower than other areas.

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

Note that persons who hold harvester-processor vessel QS may use hired skippers to operate the vessels and using hired skippers only for the QS they were initially issued.

Some “hired skippers,” as identified herein, may actually be de facto QS lease arrangements. Ostensibly using a hired skipper was one way QS holders could circumvent IFQ program regulation. that limited catcher vessel QS leases to 10% of a person's QS holding. The Council addressed this issue by passing the regulations stipulating the 20% minimum vessel ownership requirements. These regulations were implemented in 1998.

Table 14. Alaska Sablefish Harvests by QS Owners and Hired Skippers, 1995-2009

Area	Year	QS Owners With Landings	Harvest by QS Owners	Owner Harvest % of Total	Hired Skippers With Landings	Harvest by Hired Skipper	Skipper Harvest % of Total	Total Harvest
SE	1995	453	11,184,466	94.1	25	704,952	5.9	11,889,418
	1996	439	8,804,283	89.9	43	986,160	10.1	9,790,443
	1997	394	6,986,876	87.6	50	988,678	12.4	7,975,554
	1998	346	6,369,249	85.8	52	1,054,178	14.2	7,423,427
	1999	337	5,795,540	84.0	49	1,104,006	16.0	6,899,546
	2000	322	6,480,618	83.2	53	1,305,995	16.8	7,786,613
	2001	323	6,005,776	82.8	51	1,243,562	17.2	7,249,338
	2002	329	5,924,010	83.8	47	1,146,869	16.2	7,070,879
	2003	322	6,542,868	84.4	46	1,211,227	15.6	7,754,095
	2004	324	6,899,589	84.4	45	1,271,935	15.6	8,171,524
	2005	311	6,580,082	84.4	47	1,214,503	15.6	7,794,585
	2006	303	6,505,870	84.4	49	1,205,536	15.6	7,711,406
	2007	296	6,173,684	83.9	44	1,183,021	16.1	7,356,705
	2008	293	5,972,134	84.3	43	1,114,463	15.7	7,086,597
	2009	295	5,155,340	84.9	44	913,685	15.1	6,069,025
W. Yakutat	1995	252	7,359,101	92.4	33	607,487	7.6	7,966,588
	1996	223	4,491,856	73.7	66	1,603,513	26.3	6,095,369
	1997	185	2,762,060	55.8	76	2,188,385	44.2	4,950,445
	1998	159	2,164,952	46.5	79	2,494,600	53.5	4,659,552
	1999	147	1,841,969	46.8	85	2,093,013	53.2	3,934,982
	2000	130	1,785,665	42.2	88	2,448,724	57.8	4,234,389
	2001	120	1,638,390	42.3	86	2,231,528	57.7	3,869,918
	2002	130	1,673,119	45.2	87	2,029,534	54.8	3,702,653
	2003	119	2,037,400	46.1	80	2,378,660	53.9	4,416,060
	2004	119	2,152,522	44.2	79	2,722,162	55.8	4,874,684
	2005	107	1,870,925	37.5	87	3,113,481	62.5	4,984,406
	2006	98	1,596,243	36.9	83	2,727,609	63.1	4,323,852
	2007	98	1,571,216	35.8	83	2,818,769	64.2	4,389,985
	2008	97	1,424,250	35.1	81	2,628,747	64.9	4,052,997
	2009	97	1,138,039	33.4	76	2,270,636	66.6	3,408,675
C. Gulf	1995	374	11,818,775	84.6	65	2,146,605	15.4	13,965,380
	1996	285	6,899,237	58.4	101	4,916,115	41.6	11,815,352
	1997	242	5,238,065	47.8	121	5,711,682	52.2	10,949,747
	1998	203	4,058,081	37.7	134	6,696,343	62.3	10,754,424
	1999	186	3,828,147	39.4	129	5,899,748	60.6	9,727,895
	2000	174	3,552,255	35.4	137	6,484,548	64.6	10,036,803
	2001	179	2,916,260	31.4	125	6,379,244	68.6	9,295,504
	2002	171	3,293,470	34.4	113	6,273,112	65.6	9,566,582
	2003	168	3,735,494	33.2	122	7,516,008	66.8	11,251,502
	2004	157	4,112,891	32.4	127	8,600,218	67.6	12,713,109
	2005	149	3,820,365	30.3	133	8,777,090	69.7	12,597,455
	2006	152	3,145,265	28.3	135	7,971,077	71.7	11,116,342
	2007	152	2,864,790	26.4	140	7,998,023	73.6	10,862,813
	2008	153	2,504,809	26.1	131	7,080,017	73.9	9,584,826
	2009	146	2,298,895	26.3	130	6,438,917	73.7	8,737,812
W. Gulf	1995	86	3,124,314	79.7	32	797,043	20.3	3,921,357
	1996	72	1,917,676	53.7	49	1,654,691	46.3	3,572,367
	1997	53	939,615	30.9	66	2,105,371	69.1	3,044,986
	1998	44	773,867	25.7	61	2,241,007	74.3	3,014,874
	1999	43	900,274	29.4	55	2,161,809	70.6	3,062,083
	2000	42	894,440	28.8	58	2,211,502	71.2	3,105,942
	2001	37	826,525	24.4	58	2,561,849	75.6	3,388,374
	2002	44	1,007,532	26.1	62	2,859,848	73.9	3,867,380
	2003	42	1,008,293	23.8	63	3,225,169	76.2	4,233,462
	2004	35	899,529	19.2	66	3,793,257	80.8	4,692,786
	2005	38	677,889	16.2	60	3,507,518	83.8	4,185,407
	2006	38	721,458	16.0	68	3,788,068	84.0	4,509,526
	2007	42	724,841	17.7	56	3,367,518	82.3	4,092,359
	2008	42	683,651	21.4	49	2,510,727	78.6	3,194,378
	2009	48	752,859	26.6	52	2,078,048	73.4	2,830,907

Table 14. Alaska Sablefish Harvests by QS Owners and Hired Skippers, 1995-2009								
Area	**Year**	**QS Owners With Landings**	**Harvest by QS Owners**	**Owner Harvest % of Total**	**Hired Skippers With Landings**	**Harvest by Hired Skipper**	**Skipper Harvest % of Total**	**Total Harvest**
Bering Sea	1995	56	707,927	72.1	23	274,244	27.9	982,171
	1996	31	208,247	29.6	44	494,842	70.4	703,089
	1997	23	158,548	27.7	40	414,031	72.3	572,579
	1998	18	152,818	26.4	37	426,979	73.6	579,797
	1999	16	116,310	18.6	38	509,724	81.4	626,034
	2000	11	100,064	14.6	49	585,618	85.4	685,682
	2001	15	233,211	29.3	37	563,518	70.7	796,729
	2002	17	218,511	18.7	39	951,385	81.3	1,169,896
	2003	16	474,136	39.3	39	733,656	60.7	1,207,792
	2004	14	371,406	32.3	37	779,842	67.7	1,151,248
	2005	21	480,188	39.1	39	747,505	60.9	1,227,693
	2006	18	556,240	34.6	41	1,052,673	65.4	1,608,913
	2007	20	548,923	31.0	31	1,221,109	69.0	1,770,032
	2008	24	572,940	38.0	32	935,194	62.0	1,508,134
	2009	19	510,275	34.1	37	985,405	65.9	1,495,680
Aleutians	1995	49	1,021,128	53.7	24	881,986	46.3	1,903,114
	1996	37	458,001	39.2	38	709,188	60.8	1,167,189
	1997	24	278,451	24.5	42	858,642	75.5	1,137,093
	1998	11	291,452	32.6	35	603,171	67.4	894,623
	1999	16	182,812	16.7	36	911,485	83.3	1,094,297
	2000	17	341,273	19.2	40	1,433,554	80.8	1,774,827
	2001	10	284,620	16.3	38	1,464,936	83.7	1,749,556
	2002	10	327,428	19.1	39	1,382,572	80.9	1,710,000
	2003	14	400,357	20.4	40	1,566,028	79.6	1,966,385
	2004	14	499,841	24.0	33	1,584,473	76.0	2,084,314
	2005	14	666,996	32.0	32	1,419,607	68.0	2,086,603
	2006	11	392,538	25.5	33	1,149,357	74.5	1,541,895
	2007	8	547,030	34.0	27	1,061,404	66.0	1,608,434
	2008	12	359,326	25.3	29	1,058,902	74.7	1,418,228
	2009	14	463,999	27.9	33	1,196,127	72.1	1,660,126

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

Over the 1991 to 1994 time period, harvests sometimes exceeded the TACs; however, in the first 15 years of the IFQ program, the TAC was under harvested in all areas except in area Western Yakutat in 2000 where the percentage harvested was 100.01 (exceeding the TAC by 3,762 pounds.

Table 15 indicates that estimated harvests in the 1995 through 2009 IFQ fisheries fell below the TACs in all sablefish management areas. The estimated shortfall ranged from about 0.9% in Southeast in 2009 to 47.9% in 2009 in the Aleutian Islands.

Before implementation of the IFQ program in 1995, “overages,” or catches that exceeded the TAC, were common in the Southeast, West Yakutat, and Central Gulf areas. In other areas, large under harvests sometimes occurred, particularly when sablefish fisheries were closed after halibut bycatch limits were reached.

The detailed report shows that in the Southeast, West Yakutat, and Central Gulf areas the percentage of the available IFQ harvested was somewhat similar across vessel categories in the first 19 years of the program.

Table 15. Comparison of Sablefish TACs and Harvests, by Management Area, 1990 to 2009

Area	Year	Total Allowable Catch (TAC)	Total Area Harvest	Difference TAC (-) Harvest	Percent of TAC Harvested
SE	1991	10,367,226	10,848,012	-480,786	104.6
	1992	10,451,001	10,627,495	-176,494	101.7
	1993	11,372,532	12,643,296	-1,270,764	111.2
	1994	14,953,937	14,042,432	911,505	93.9
	1995	12,985,212	12,007,125	978,087	92.5
	1996	10,436,188	9,823,345	612,843	94.1
	1997	8,042,381	7,980,959	61,422	99.2
	1998	7,687,440	7,598,000	89,440	98.8
	1999	7,054,720	6,910,643	144,077	98.0
	2000	7,832,944	7,786,613	46,331	99.4
	2001	7,407,456	7,249,338	158,118	97.9
	2002	7,076,766	7,070,879	5,887	99.9
	2003	7,848,376	7,763,699	84,677	98.9
	2004	8,311,342	8,172,370	138,972	98.3
	2005	7,870,422	7,796,182	74,240	99.1
	2006	7,760,192	7,711,406	48,786	99.4
SE Cont	2007	7,429,502	7,356,705	72,797	99.0
	2008	7,098,812	7,086,597	12,215	99.8
	2009	6,053,835	5,997,956	55,879	99.1
WY	1991	8,482,275	10,246,116	-1,763,841	120.8
	1992	7,833,015	9,944,545	-2,111,530	127.0
	1993	8,021,510	9,065,405	-1,043,895	113.0
	1994	10,157,787	11,639,260	-1,481,473	114.6
	1995	8,586,995	7,989,722	597,273	93.0
	1996	6,366,885	6,096,859	270,026	95.8
	1997	5,048,534	4,952,665	95,869	98.1
	1998	4,795,005	4,671,994	123,011	97.4
	1999	4,023,395	3,942,955	80,440	98.0
	2000	4,230,627	4,234,389	-3,762	100.1
	2001	3,944,029	3,875,658	68,371	98.3
	2002	3,708,137	3,702,653	5,484	99.9
	2003	4,466,520	4,416,060	50,460	98.9
	2004	4,925,076	4,874,684	50,392	99.0
	2005	5,011,056	4,984,406	26,650	99.5
	2006	4,387,154	4,341,742	45,412	99.0
	2007	4,402,586	4,389,985	12,601	99.7
	2008	4,085,124	4,052,997	32,127	99.2
	2009	3,432,562	3,401,181	31,381	99.1
CG	1991	18,651,085	20,331,346	-1,680,261	109.0
	1992	16,878,571	18,112,446	-1,233,875	107.3
	1993	16,949,119	20,365,049	-3,415,930	120.2
	1994	19,788,669	14,860,366	4,928,303	75.1
	1995	15,167,786	14,072,591	1,095,195	92.8
	1996	12,169,392	11,818,815	350,577	97.1
	1997	11,305,189	10,961,703	343,486	97.0
	1998	11,146,458	10,843,975	302,483	97.3
	1999	9,858,971	9,762,324	96,647	99.0
	2000	10,105,886	10,037,052	68,834	99.3
	2001	9,541,509	9,295,504	246,005	97.4
	2002	9,576,782	9,571,133	5,649	99.9
	2003	11,358,099	11,251,502	106,597	99.1
	2004	12,874,864	12,713,109	161,755	98.7
	2005	12,786,680	12,597,455	189,225	98.5
	2006	11,234,642	11,135,955	98,687	99.1
	2007	10,917,179	10,862,813	54,366	99.5
	2008	9,700,240	9,612,314	87,926	99.1
	2009	8,800,763	8,691,120	109,643	98.8
WG	1991	5,158,811	3,671,681	1,487,130	71.2
	1992	4,409,240	5,322,280	-913,040	120.7
	1993	3,580,303	1,540,237	2,040,066	43.0
	1994	4,038,864	598,492	3,440,372	14.8
	1995	4,585,610	3,950,818	634,792	86.2
	1996	3,880,096	3,585,286	294,810	92.4
	1997	3,280,445	3,045,866	234,579	92.8
	1998	3,245,171	3,060,082	185,089	94.3
	1999	3,209,898	3,072,512	137,386	96.0
	2000	3,245,171	3,105,942	139,229	95.7
	2001	3,544,997	3,388,374	156,623	95.6
	2002	3,950,643	3,867,380	83,263	97.9
	2003	4,532,658	4,233,462	299,196	93.4
	2004	5,167,582	4,692,786	474,796	90.8
	2005	4,479,747	4,185,407	294,340	93.4
	2006	4,709,026	4,509,526	199,500	95.7
	2007	4,356,290	4,092,359	263,931	93.9
	2008	3,333,355	3,194,378	138,977	95.8
	2009	2,892,435	2,779,745	112,690	96.1
BS	1991	3,417,161	1,878,196	1,538,965	55.0
	1992	1,543,234	1,249,116	294,118	80.9
	1993	1,653,465	1,436,788	216,677	86.9

Table 15. Comparison of Sablefish TACs and Harvests, by Management Area, 1990 to 2009

Table 15. Comparison of Sablefish TACs and Harvests, by Management Area, 1990 to 2009					
Area	**Year**	**Total Allowable Catch (TAC)**	**Total Area Harvest**	**Difference TAC (-) Harvest**	**Percent of TAC Harvested**
BS Cont	1994	595,247	617,692	-22,445	103.8
	1995	1,410,957	998,318	412,639	70.8
	1996	970,024	703,905	266,119	72.6
	1997	970,024	572,773	397,251	59.0
	1998	1,146,392	579,860	566,532	50.6
	1999	1,181,666	626,749	554,917	53.0
	2000	1,296,305	685,682	610,623	52.9
	2001	1,375,670	789,872	585,798	57.4
	2002	1,701,951	1,169,896	532,055	68.7
	2003	2,557,336	1,207,792	1,349,544	47.2
	2004	2,557,336	1,158,053	1,399,283	45.3
	2005	2,151,690	1,227,693	923,997	57.1
	2006	2,486,789	1,608,913	877,876	64.7
	2007	2,627,883	1,770,032	857,851	67.4
	2008	2,522,062	1,508,134	1,013,928	59.8
	2009	2,398,605	1,472,668	925,937	61.4
AI	1991	5,291,088	4,234,283	1,056,805	80.0
	1992	4,960,395	3,145,105	1,815,290	63.4
	1993	4,299,009	4,263,206	35,803	99.2
	1994	4,629,702	3,069,026	1,560,676	66.3
	1995	2,910,098	1,917,782	992,316	65.9
	1996	1,587,312	1,168,273	419,039	73.6
	1997	1,587,312	1,137,281	450,031	71.6
	1998	1,825,409	895,482	929,927	49.1
	1999	1,825,409	1,095,189	730,220	60.0
	2000	3,215,189	1,774,828	1,440,361	55.2
	2001	3,306,900	1,749,556	1,557,344	52.9
	2002	3,373,920	1,710,000	1,663,920	50.7
	2003	4,100,556	1,966,385	2,134,171	48.0
	2004	4,100,556	2,084,314	2,016,242	50.8
	2005	3,465,631	2,086,603	1,379,028	60.2
	2006	3,968,280	1,541,895	2,426,385	38.9
	2007	3,968,280	1,541,895	2,426,385	38.9
	2008	3,716,956	1,608,434	2,108,522	43.3
	2009	2,910,072	1,517,009	1,393,063	52.1

Note: TACs and harvests are for commercial harvests only. 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 when QS holders combine to fish their IFQ holdings from a single vessel.

Chapter 14 provides time series data on harvests and participation in the sablefish fishery from 1991 through 2009 for catcher vessels only. Catcher vessels were chosen because from 1991 through 1994 consistent data on persons with landings were available only for catcher vessels. A "catcher vessel only" subset of observations provides a means to compare average permit holders per vessel both prior to and after the IFQ program was implemented.

Table 16 indicates that in all areas, the ratio of number of persons with landings to number of vessels with landings rose in 1995 over the 1990-1994 average. This provides evidence that the practice of multiple persons recording a landing off a single vessel has increased under the IFQ program. Through 2009, this ratio has remained above the 1990-2009 average in all areas.

Table 16. Summary of 1991 to 2009 Sablefish Harvest and Participation For All Vessels Other Than Catcher/Processors

Area	Year	Total Harvest (pounds)	Persons With Landings	Vessels With Landings	Vessel Landing Days	Pounds per Person	Pounds per Vessel	Persons per Vessel
SE	1991	10,628,875	458	449	961	23,207	23,672	1.02
	1992	10,554,259	499	507	1,079	21,151	20,817	0.98
	1993	12,576,981	390	391	852	32,249	32,166	1.00
	1994	14,042,432	488	488	1,272	28,775	28,775	1.00
	1995	11,985,606	462	378	930	25,943	31,708	1.22
	1996	9,823,345	460	358	913	21,355	27,440	1.28
	1997	7,980,958	420	333	800	19,002	23,967	1.26
	1998	7,598,009	370	301	802	20,535	25,243	1.23
	1999	6,910,643	361	287	744	19,143	24,079	1.26
	2000	7,786,613	374	303	775	20,820	25,698	1.23
	2001	7,249,338	369	290	772	19,646	24,998	1.27
	2002	7,070,879	370	284	723	19,110	24,897	1.30
	2003	7,763,699	359	271	705	21,626	28,648	1.32
	2004	8,172,370	362	271	725	22,576	30,156	1.34
	2005	7,796,182	354	254	730	22,023	30,694	1.39
	2006	7,711,406	348	250	731	22,159	30,846	1.39
	2007	7,356,705	338	247	691	21,765	29,784	1.37
	2008	7,086,597	335	243	630	21,154	29,163	1.38
	2009	6,069,025	342	246	580	17,746	24,671	1.39
W. Yakutat	1991	9,104,355	211	205	347	43,149	44,411	1.03
	1992	8,795,861	267	266	466	32,943	33,067	1.00
	1993	7,556,136	198	196	343	38,162	38,552	1.01
	1994	10,476,642	246	249	470	42,588	42,075	0.99
	1995	8,010,748	266	228	371	28,198	32,898	1.17
	1996	6,096,858	253	211	344	22,007	26,387	1.20
	1997	4,952,667	244	198	322	19,325	23,815	1.23
	1998	4,672,007	213	179	296	20,657	24,581	1.19
	1999	3,942,953	208	164	273	17,891	22,692	1.27
	2000	4,234,389	222	190	270	19,074	22,286	1.17
	2001	3,875,658	218	181	280	17,778	21,412	1.20
	2002	3,702,653	223	177	263	16,604	20,919	1.26
	2003	4,416,060	212	169	253	20,830	26,131	1.25
	2004	4,874,684	210	165	283	23,213	29,544	1.27
	2005	4,984,406	204	158	292	24,433	31,547	1.29
	2006	4,341,742	192	156	302	22,613	27,832	1.23
	2007	4,389,985	198	165	296	22,172	26,606	1.20
	2008	4,052,997	194	152	254	20,892	26,664	1.28
	2009	3,408,722	191	155	245	17,847	21,992	1.23
C. Gulf	1991	19,625,278	469	455	1,142	41,845	43,132	1.03
	1992	16,583,538	618	588	1,538	26,834	28,203	1.05
	1993	16,808,127	470	462	1,120	35,762	36,381	1.02
	1994	11,660,920	572	562	1,162	20,386	20,749	1.02

Table 16. Summary of 1991 to 2009 Sablefish Harvest and Participation For All Vessels Other Than Catcher/Processors								
Area	Year	Total Harvest (pounds)	Persons With Landings	Vessels With Landings	Vessel Landing Days	Pounds per Person	Pounds per Vessel	Persons per Vessel
C. Gulf Cont.	1995	14,027,590	411	326	761	29,946	37,755	1.26
	1996	11,818,813	351	290	746	27,562	33,359	1.21
	1997	10,961,702	334	279	679	29,601	35,436	1.20
	1998	10,843,967	302	246	695	31,559	38,744	1.23
	1999	9,762,324	280	228	679	30,259	37,160	1.23
	2000	10,037,052	329	277	720	30,508	36,235	1.19
	2001	9,295,504	322	270	713	28,868	34,428	1.19
	2002	9,571,133	309	263	712	30,975	36,392	1.17
	2003	11,251,502	316	258	718	35,606	43,610	1.22
	2004	12,713,109	316	241	724	40,231	52,751	1.31
	2005	12,597,455	310	243	744	40,637	51,841	1.28
	2006	11,135,955	309	245	737	36,039	45,453	1.26
	2007	10,862,813	316	245	709	34,376	44,338	1.29
	2008	9,612,314	313	233	725	30,710	41,255	1.34
	2009	8,737,945	310	238	641	28,187	36,714	1.30
W. Gulf	1991	2,849,541	104	102	143	27,399	27,937	1.02
	1992	3,973,089	110	103	223	36,119	38,574	1.07
	1993	602,266	29	29	42	20,768	20,768	1.00
	1994	297,563	18	19	26	16,531	15,661	0.95
	1995	3,950,818	99	86	143	24,953	28,725	1.15
	1996	3,585,286	95	83	164	24,592	28,148	1.14
	1997	3,045,866	98	81	150	21,280	25,746	1.21
	1998	3,060,085	83	69	149	24,226	29,141	1.20
	1999	3,062,083	76	63	134	25,872	31,211	1.21
	2000	3,105,942	112	97	177	27,732	32,020	1.15
	2001	3,388,374	103	89	171	32,897	38,072	1.16
	2002	3,867,380	120	95	209	32,228	40,709	1.26
	2003	4,233,462	117	93	234	36,183	45,521	1.26
	2004	4,692,786	111	94	237	42,277	49,923	1.18
	2005	4,185,407	105	93	180	39,861	45,004	1.13
	2006	4,509,526	117	98	247	38,543	46,016	1.19
	2007	4,092,359	110	94	207	37,203	43,536	1.17
	2008	3,194,378	103	87	165	31,013	36,717	1.18
	2009	2,830,907	114	89	178	24,833	31,808	1.28
Bering Sea	1991	1,372,901	87	84	163	15,780	16,344	1.04
	1992	753,239	77	72	120	9,782	10,462	1.07
	1993	597,064	41	40	133	14,563	14,927	1.03
	1994	289,080	32	31	63	9,034	9,325	1.03
	1995	728,660	65	55	85	11,210	13,248	1.18
	1996	703,905	52	47	116	8,595	9,509	1.11
	1997	572,775	48	45	84	8,822	9,410	1.07
	1998	579,861	35	33	79	10,836	11,493	1.06
	1999	626,749	27	23	81	12,152	14,265	1.17
	2000	685,682	58	54	94	11,822	12,698	1.07
	2001	796,729	51	46	118	15,622	17,320	1.11
	2002	1,169,896	55	53	142	21,271	22,074	1.04
	2003	1,207,792	55	50	173	21,960	24,156	1.10
	2004	1,158,053	53	44	142	21,850	26,319	1.20
	2005	1,227,693	60	51	144	20,462	24,072	1.18
	2006	1,608,913	62	49	147	25,950	32,835	1.27
	2007	1,770,032	53	46	142	33,397	38,479	1.15
	2008	1,508,134	57	48	162	26,458	31,419	1.19
	2009	1,495,680	61	53	193	24,519	28,220	1.15
Aleutians	1991	1,427,163	48	47	71	29,733	30,365	1.02
	1992	1,164,629	27	27	63	43,134	43,134	1.00
	1993	650,815	32	33	52	20,338	19,722	0.97
	1994	573,662	33	33	56	17,384	17,384	1.00
	1995	1,917,783	56	53	69	14,650	15,480	1.06
	1996	1,168,272	54	50	84	10,552	11,396	1.08
	1997	1,137,282	56	50	76	13,147	14,724	1.12
	1998	882,172	30	27	61	16,216	18,018	1.11
	1999	1,095,189	36	31	83	12,475	14,487	1.16
	2000	1,774,827	58	48	120	30,600	36,976	1.21
	2001	1,749,556	55	49	135	31,810	35,705	1.12
	2002	1,710,000	56	46	136	30,536	37,174	1.22
	2003	1,966,385	57	52	154	34,498	37,815	1.10
	2004	2,084,314	50	45	124	41,686	46,318	1.11

Table 16. Summary of 1991 to 2009 Sablefish Harvest and Participation For All Vessels Other Than Catcher/Processors								
Area	**Year**	**Total Harvest (pounds)**	**Persons With Landings**	**Vessels With Landings**	**Vessel Landing Days**	**Pounds per Person**	**Pounds per Vessel**	**Persons per Vessel**
Aleutians Cont.	2005	2,086,603	48	42	106	43,471	49,681	1.14
	2006	1,541,895	48	39	94	32,123	39,536	1.23
	2007	1,608,434	35	32	77	45,955	50,264	1.09
	2008	1,418,228	45	40	98	31,516	35,456	1.13
	2009	1,660,126	51	45	103	32,551	36,892	1.13

Chapter 15 Annual Ex Vessel Prices

The term "ex-vessel" refers to activities that occur when a commercial fishing vessel lands or unloads a catch. For example, the price received by a captain (at the point of landing) for the catch is an ex-vessel price. Although fishermen often target sablefish and halibut at the same time, because of differences in market demands and fishing procedures, sablefish and halibut ex-vessel prices are neither equivalent nor generally comparable.

This chapter provides annual estimated ex-vessel prices by IFQ management area, including statewide estimates, during 1992 through 2009. 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 14-year reporting period.
Estimated prices reflect all commercial delivery/ condition types and weighted average ex-vessel prices reported for all fixed-gear types, including longline, troll, jig, handline, and pot. 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. CFEC also excluded small harvests and associated landings from the state waters of the Aleutian Islands, Alaska Peninsula, and Chukchi Sea during their calculations of sablefish ex-vessel prices.

In Table 15-1, prices in the Aleutian Islands reflect a narrower range in ex-vessel prices from 1992 through 2009, compared with ex-vessel prices in all other statewide areas. Prices in the Aleutian Islands ranged from a low of $1.67 in 1993 to a peak price of $3.60 in 1997. The Central Gulf and West Yakutat shared the widest range of prices in statewide management areas, with prices in the Central Gulf and West Yakutat ranging from $1.63 and $1.65, respectively, in 1993 to $3.95 and $3.78, respectively, in 2009.

Table 15-1 shows estimated ex-vessel prices were high during 1997 for all IFQ management areas, except in Southeast, where the price reached $3.79 during 2000, and in the Western Gulf, where ex-vessel prices were highest for years 2006 and 2007,. Aleutian Islands ex-vessel price of $4.78 in 2009 was the statewide highest ex-vessel price. Over the entire 15 years, the lowest ex-vessel price was in the Central Gulf during 1993 when the estimated price was $1.63. Generally, ex-vessel prices rose in gradual increments in each management area, except prices declined in all areas during 1998 and 2001 and gradually rebounded and declined again in 2004 again.

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

Sablefish IFQ Area	Year	Estimated ex-vessel price
Aleutian Islands	1992	$1.88
	1993	$1.67
	1994	$1.98
	1995	$2.99
	1996	$3.03
	1997	$3.60
	1998	$2.21
	1999	$2.75
	2000	$3.17
	2001	$2.93
	2002	$3.09
	2003	$3.46
	2004	$2.81
	2005	$2.87
	2006	$3.55
	2007	$3.53
	2008	$4.37
	2009	$4.78
Bering Sea	1992	$1.86
	1993	$1.66
	1994	$1.99
	1995	$3.04
	1996	$3.05
	1997	$3.61
	1998	$2.26
	1999	$2.86
	2000	$3.54
	2001	$3.03
	2002	$2.16
	2003	$3.00
	2004	$2.22
	2005	$2.67
	2006	$3.26
	2007	$2.93
	2008	$3.87
	2009	$3.85
Central Gulf	1992	$1.85
	1993	$1.63
	1994	$2.21
	1995	$3.30
	1996	$3.23
	1997	$3.74
	1998	$2.63

Table 15-1 Sablefish estimated ex-vessel prices by management area and year, including annual statewide estimates, 1992–2009		
Sablefish IFQ Area	**Year**	**Estimated ex-vessel price**
Central Gulf Cont.	1999	$3.00
	2000	$3.67
	2001	$3.16
	2002	$3.17
	2003	$3.63
	2004	$3.09
	2005	$3.17
	2006	$3.51
	2007	$3.30
	2008	$3.66
	2009	$3.95
Southeast	1992	$1.93
	1993	$1.68
	1994	$2.46
	1995	$3.18
	1996	$3.42
	1997	$3.78
	1998	$2.49
	1999	$3.03
	2000	$3.79
	2001	$3.23
	2002	$3.25
	2003	$3.68
	2004	$3.26
	2005	$3.50
	2006	$3.11
	2007	$2.63
	2008	$2.96
	2009	$3.17
Western Gulf	1992	$1.90
	1993	$1.65
	1994	$2.00
	1995	$3.21
	1996	$3.13
	1997	$3.65
	1998	$2.41
	1999	$2.92
	2000	$3.65
	2001	$3.14
	2002	$3.25
	2003	$3.65
	2004	$2.99
	2005	$3.31
	2006	$3.89
	2007	$3.84
	2008	$4.46
	2009	$4.66
West Yakutat	1992	$1.87
	1993	$1.65
	1994	$2.24
	1995	$3.31
	1996	$3.27
	1997	$3.76
	1998	$2.64
	1999	$2.98
	2000	$3.73
	2001	$3.20
	2002	$3.24
	2003	$3.67
	2004	$3.22
	2005	$3.24
	2006	$3.53
	2007	$3.47
	2008	$3.47
	2009	$3.78

Table 15-1 Sablefish estimated ex-vessel prices by management area and year, including annual statewide estimates, 1992–2009		
Sablefish IFQ Area	**Year**	**Estimated ex-vessel price**
Statewide	1992	$1.89
	1993	$1.67
	1994	$2.36
	1995	$3.23
	1996	$3.30
	1997	$3.53
	1998	$2.34
	1999	$2.83
	2000	$3.53
	2001	$3.04
	2002	$3.06
	2003	$3.46
	2004	$2.95
	2005	$3.14
	2006	$3.33
	2007	$3.10
	2008	$3.45
	2009	$3.71