



Guided Angler Fish Program 2019 Annual Report

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The Guided Angler Fish (GAF) Program authorizes limited annual transfers of commercial halibut individual fishing quota (IFQ) as GAF to qualified charter halibut permit holders for harvest by charter vessel anglers. When charter management measures place size or harvest restrictions on charter anglers, qualified charter halibut permit holders may offer GAF to charter anglers as a means for the angler to retain halibut of any size, and up to the limits allowed for unguided anglers. NMFS implemented the GAF Program in 2014 as part of the Catch Sharing Plan for International Pacific Halibut Commission (IPHC) Regulatory Areas 2C (Southeast Alaska) and 3A (South Central Alaska) (78 FR 75843, December 12, 2013).

This report summarizes the most recent year of GAF activity and provides historical details of the GAF Program since its inception. Among the information presented are the conversion factors that will be used to calculate IFQ to GAF for the 2020 fishing season. Regulations for the GAF Program are found at 50 CFR 300.65(c)(5).

In 2019, charter vessel anglers in Area 2C were limited to one halibut per day that was less than or equal to 38 inches or greater than or equal to 80 inches in total length. In Area 3A, charter vessel anglers were allowed to keep two halibut per day; however, if two fish were kept, one had to be no more than 28 inches in total length. Additionally, charter anglers in Area 3A had a 4-fish annual limit. Charter vessels in Area 3A were limited to one trip per day, and halibut could not be retained on charter vessels in Area 3A on Wednesdays for the entire season, and on five consecutive Tuesdays from July 16 through August 13 (84 FR 9243, March 14, 2019). These size and harvest restrictions could be reduced by GAF, where charter vessel anglers in Areas 2C and 3A could harvest up to two halibut of any size per day, and GAF were not subject to the annual limit or daily closures in Area 3A.

NMFS issues GAF in numbers of halibut, based on a conversion factor from the average weight of GAF harvested in the respective area in the previous year. The conversion factors for GAF leases in 2019 were 66 lb of IFQ per GAF in Area 2C and 42 lb of IFQ per GAF in Area 3A (Table 1). For 2020, the conversion factors will be 61 lbs. of IFQ per GAF in Area 2C and 40 lbs. of IFQ per GAF in Area 3A. (Table 1).

Table 2 indicates that in 2019, NMFS processed 370 GAF transfers totaling 111,204 lbs. of IFQ to 69 different charter halibut permit holders. These transfers authorized the potential harvest of up to 1,939 additional halibut as GAF by charter vessel anglers. Table 2 also indicates the number of transfers and the pounds of IFQ transferred has increased each year from 2014 through 2019, although the number of fish that could be harvested has varied from year to year, depending upon the conversion factors mentioned above. The number of charter halibut permit holders who obtained GAF permits ranged from 40 to 47 persons each year over the 2014-2017 period, then rose to 69 persons by 2019.

Eight percent of the total GAF transfers in 2019 were “self-transfers;” that is, the same person held both the IFQ and the charter halibut permit and transferred the IFQ to themselves (Table 2). The percentage of self-transfers has been consistently higher in Area 3A than 2C: over the 2014-2019 period in Area 3A,

self-transfers ranged from 35% to 47% of the total, whereas in Area 2C only 5% to 14% have been self-transfers.

If GAF transfers involve a monetary transaction (as opposed to self-transfers or gifts of GAF) then GAF participants are required to report the value of the transaction. Of the transfers for which price information was reported, and excluding prices for self-transfers, lease prices in 2019 averaged \$5.33/lb in Area 2C and \$5.28/lb in Area 3A (weighted averages). For both areas combined, the overall weighted average price per pound of IFQ leased as GAF in 2019 was \$5.32, which is similar to prices reported in earlier years (Table 2).

The actual number of pounds harvested annually as GAF is calculated by summing the weights for individual fish, which are determined from the IPHC halibut length conversion table. Table 3 summarizes the estimated pounds of halibut harvested as GAF for each year since the program was implemented. Charter vessel anglers harvested 1,503 GAF from the combined IPHC areas in 2019, which represents the second year of significant increases in the use of GAF. The result is that in 2019, 78% of available GAF were harvested. Increased familiarity with the program may have increased the amount of GAF that has been leased and used, compared to the first years of the program.

Unused GAF are returned to the commercial IFQ holders, either voluntarily in August/September or automatically 15 days before the end of the commercial halibut season, which ends on November 14, 2019. Sixteen voluntary returns of GAF to IFQ totaling 4,908 lbs. were processed by the middle of September. Automatic returns of GAF to the original IFQ account occurred in late October 2019; 13,482 total lbs. were returned under 93 individual, automatic transfers: 12,012 lbs. of IFQ was returned in Area 2C, and 1,470 lbs. of Area 3A IFQ were returned.

Guides are required to electronically report the length of each GAF harvested. The average length of GAF harvested in 2019 was 53 inches in Area 2C and 46 inches in Area 3A (Table 3). Table 5 and 5 provide the frequency distribution of the lengths of GAF harvested over the 2014-2019 period. In all years, the majority of GAF in Area 2C falls between 50 and 60 inches, whereas in Area 3A, the length of GAF are somewhat smaller and more widely distributed, with the majority of fish taken in the categories of 30 to 59 inches.

NMFS' costs associated with management, data collection, and enforcement of the GAF Program are recoverable through IFQ Program cost recovery fees. NMFS does not track fees associated with GAF separately from other IFQ Program fees.

Table 1. IFQ to GAF conversion factors

| Year | Conversion Factor (IFQ lb / GAF) | |
|------|-------------------------------------|---------|
| | Area 2C | Area 3A |
| 2014 | 26.4 | 12.8 |
| 2015 | 67.3 | 38.4 |
| 2016 | 65.1 | 36.1 |
| 2017 | 74 | 42 |
| 2018 | 71 | 44 |
| 2019 | 66 | 42 |
| 2020 | 61 | 40 |

Note: Starting in 2017, the conversion factor is rounded to the nearest whole number to more accurately reflect regulatory requirements of 50 CFR 300.65(c)(5)(E).

Table 2. Summary of IFQ to GAF transfers

| Year | IPHC Regulatory Area | IFQ Pounds Transferred | Number of GAF Transferred | Number of GAF Permits Issued | Number of GAF Permit Holders | Weighted Avg. price per pound | Percentage of self-transfers |
|------|----------------------|------------------------|---------------------------|------------------------------|------------------------------|-------------------------------|------------------------------|
| 2014 | 2C | 29,498 | 1,117 | 92 | 30 | \$ 5.62 | 14% |
| | 3A | 11,654 | 910 | 19 | 13 | \$ 5.01 | 47% |
| | Total | 41,152 | 2,027 | 111 | 43 | \$ 5.46 | 20% |
| 2015 | 2C | 36,934 | 548 | 119 | 27 | \$ 5.62 | 7% |
| | 3A | 10,337 | 269 | 25 | 13 | \$ 4.66 | 40% |
| | Total | 47,271 | 817 | 144 | 40 | \$ 5.48 | 12% |
| 2016 | 2C | 47,064 | 723 | 132 | 32 | \$ 5.43 | 10% |
| | 3A | 10,442 | 289 | 26 | 11 | \$ 5.46 | 38% |
| | Total | 57,506 | 1,012 | 158 | 43 | \$ 5.43 | 21% |
| 2017 | 2C | 53,206 | 719 | 207 | 34 | \$ 5.32 | 7% |
| | 3A | 9,786 | 233 | 22 | 13 | \$ 4.59 | 41% |
| | Total | 62,992 | 952 | 229 | 47 | \$ 5.27 | 11% |
| 2018 | 2C | 80,656 | 1,222 | 332 | 46 | \$ 5.17 | 6% |
| | 3A | 12,760 | 304 | 31 | 17 | \$ 5.11 | 35% |
| | Total | 93,416 | 1,526 | 363 | 63 | \$ 5.17 | 9% |
| 2019 | 2C | 97,680 | 1,601 | 341 | 56 | \$ 5.33 | 5% |
| | 3A | 13,524 | 338 | 29 | 13 | \$ 5.28 | 45% |
| | Total | 111,204 | 1,939 | 370 | 69 | \$ 5.32 | 8% |

Table 3. Summary of GAF landings

| Year | IPHC Regulatory Area | Number of GAF Transferred | Number of GAF Harvested (% of amount transferred) | Actual Net Pounds of IFQ Harvested as GAF | Average Length in Inches (range) |
|-------------|-----------------------------|----------------------------------|--|--|---|
| 2014 | 2C | 1,117 | 800 (72%) | 53,864 | 55 (18-77) |
| | 3A | 910 | 269 (30%) | 10,336 | 45 (30-75) |
| | Total | 2,027 | 1,069 (53%) | 64,200 | |
| 2015 | 2C | 548 | 428 (78%) | 27,849 | 53 (27-83) |
| | 3A | 269 | 143 (53%) | 5,158 | 45 (31-84) |
| | Total | 817 | 571 (70%) | 33,007 | |
| 2016 | 2C | 723 | 529 (73%) | 38,968 | 56 (32-82) |
| | 3A | 289 | 220 (76%) | 9,332 | 47 (24-74) |
| | Total | 1,012 | 749 (74%) | 48,300 | |
| 2017 | 2C | 719 | 576 (80%) | 40,860 | 55 (18-79) |
| | 3A | 233 | 157 (67%) | 6,920 | 48 (29-72) |
| | Total | 952 | 733 (77%) | 47,780 | |
| 2018 | 2C | 1,222 | 972 (80%) | 64,365 | 54 (22-79) |
| | 3A | 304 | 215 (71%) | 9,052 | 47 (25-89) |
| | Total | 1,526 | 1,187 (78%) | 73,417 | |
| 2019 | 2C | 1,601 | 1,237 (77%) | 75,039 | 53 (22-83) |
| | 3A | 338 | 266 (79%) | 10,652 | 46 (25-66) |
| | Total | 1,939 | 1,503 (78%) | 85,691 | |

Note: IPHC length/weight conversions can be found at: www.iphc.int/publications/bulletins/lenwtimp.pdf

Table 4. 2014 through 2019 GAF length frequency distribution in IPHC Regulatory Area 2C.

| Length in Inches | 2019 | | 2018 | | 2017 | | 2016 | | 2015 | | 2014 | |
|------------------|--------------|-------|------------|-------|------------|-------|------------|-------|------------|-------|------------|-------|
| | Number | Pct. | Number | Pct. | Number | Pct. | Number | Pct. | Number | Pct. | Number | Pct. |
| 18-24 | 1 | 0.1% | 5 | 0.5% | 10 | 1.7% | 0 | 0.0% | 0 | 0.0% | 2 | 0.3% |
| 25-29 | 2 | 0.2% | 11 | 1.1% | 6 | 1.0% | 0 | 0.0% | 8 | 1.9% | 8 | 1.0% |
| 30-34 | 13 | 1.1% | 23 | 2.4% | 20 | 3.5% | 7 | 1.3% | 26 | 6.1% | 15 | 1.9% |
| 35-39 | 50 | 4.0% | 21 | 2.2% | 18 | 3.1% | 15 | 2.8% | 18 | 4.2% | 21 | 2.6% |
| 40-44 | 164 | 13.3% | 95 | 9.8% | 6 | 1.0% | 26 | 4.9% | 34 | 7.9% | 14 | 1.8% |
| 45-49 | 164 | 13.3% | 122 | 12.6% | 96 | 16.7% | 73 | 13.8% | 67 | 15.7% | 110 | 13.8% |
| 50-54 | 253 | 20.5% | 199 | 20.5% | 107 | 18.6% | 118 | 22.3% | 59 | 13.8% | 176 | 22.0% |
| 55-59 | 308 | 24.9% | 202 | 20.8% | 107 | 18.6% | 86 | 16.3% | 74 | 17.3% | 208 | 26.0% |
| 60-64 | 184 | 14.9% | 158 | 16.3% | 93 | 16.1% | 86 | 16.3% | 73 | 17.1% | 167 | 20.9% |
| 65-69 | 61 | 4.9% | 68 | 7.0% | 65 | 11.3% | 74 | 14.0% | 41 | 9.6% | 48 | 6.0% |
| 70-74 | 23 | 1.9% | 53 | 5.5% | 35 | 6.1% | 32 | 6.0% | 23 | 5.4% | 27 | 3.4% |
| 75-79 | 13 | 1.1% | 15 | 1.5% | 13 | 2.3% | 11 | 2.1% | 4 | 0.9% | 4 | 0.5% |
| >80 | 1 | 0.1% | 0 | 0.0% | 0 | 0.0% | 1 | 0.2% | 1 | 0.2% | 0 | 0.0% |
| Total | 1,237 | | 972 | | 576 | | 529 | | 428 | | 800 | |

Table 5. 2014 through 2019 GAF length frequency distribution in IPHC Regulatory Area 3A.

| Length in Inches | 2019 | | 2018 | | 2017 | | 2016 | | 2015 | | 2014 | |
|------------------|------------|-------|------------|-------|------------|-------|------------|-------|------------|-------|------------|-------|
| | Number | Pct. |
| 18-24 | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% | 2 | 0.9% | 0 | 0.0% | 0 | 0.0% |
| 25-29 | 8 | 3.0% | 14 | 6.5% | 2 | 1.3% | 2 | 0.9% | 0 | 0.0% | 0 | 0.0% |
| 30-34 | 31 | 11.7% | 14 | 6.5% | 7 | 4.5% | 13 | 5.9% | 20 | 14.0% | 39 | 14.5% |
| 35-39 | 37 | 13.9% | 23 | 10.7% | 20 | 12.7% | 20 | 9.1% | 23 | 16.1% | 34 | 12.6% |
| 40-44 | 34 | 12.8% | 31 | 14.4% | 28 | 17.8% | 39 | 17.7% | 41 | 28.7% | 72 | 26.8% |
| 45-49 | 42 | 15.8% | 43 | 20.0% | 34 | 21.7% | 59 | 26.8% | 28 | 19.6% | 43 | 16.0% |
| 50-54 | 54 | 20.3% | 43 | 20.0% | 37 | 23.6% | 37 | 16.8% | 11 | 7.7% | 37 | 13.8% |
| 55-59 | 44 | 16.5% | 37 | 17.2% | 13 | 8.3% | 35 | 15.9% | 11 | 7.7% | 15 | 5.6% |
| 60-64 | 12 | 4.5% | 7 | 3.3% | 9 | 5.7% | 8 | 3.6% | 6 | 4.2% | 21 | 7.8% |
| 65-69 | 4 | 1.5% | 1 | 0.5% | 4 | 2.5% | 3 | 1.4% | 1 | 0.7% | 5 | 1.9% |
| 70-74 | 0 | 0.0% | 0 | 0.0% | 3 | 1.9% | 2 | 0.9% | 1 | 0.7% | 2 | 0.7% |
| 75-79 | 0 | 0.0% | 1 | 0.5% | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% | 1 | 0.4% |
| >80 | 0 | 0.0% | 1 | 0.5% | 0 | 0.0% | 0 | 0.0% | 1 | 0.7% | 0 | 0.0% |
| Total | 266 | | 215 | | 157 | | 220 | | 143 | | 269 | |