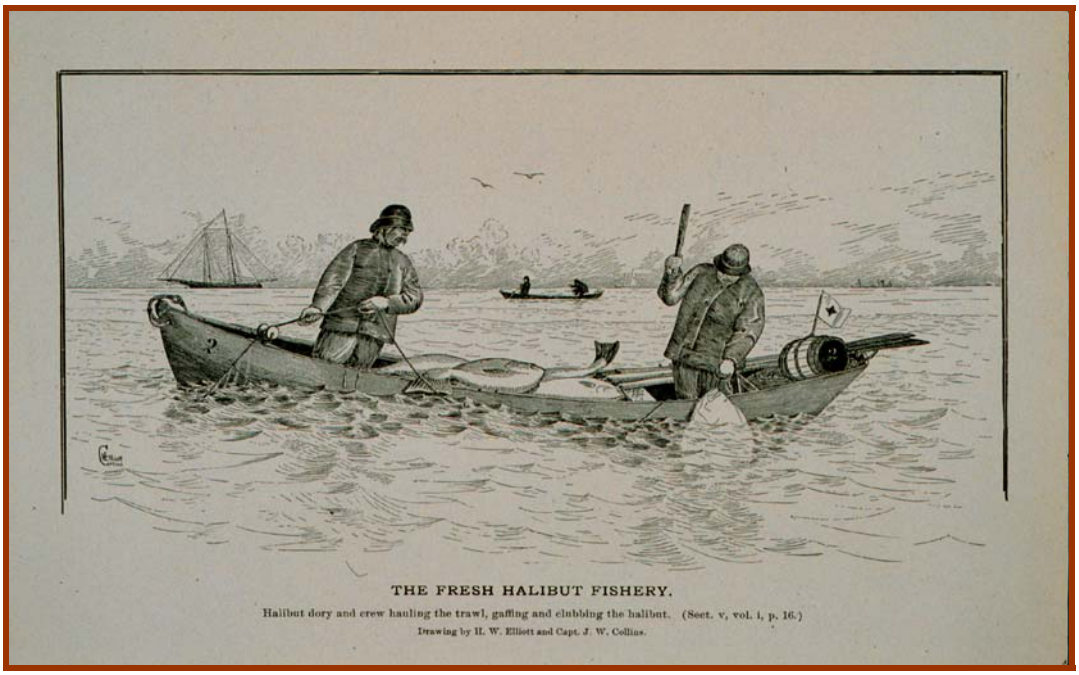
Pacific Halibut –
Sablefish IFQ Report

Fishing Year 2008



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Alaska Region, Restricted Access Management (RAM)

April 2009

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IFQ LANGUAGE

AKD	NMFS Alaska Enforcement Division
ALT	Alaska local time
BSAI	Bering Sea and Aleutian Islands
Council	North Pacific Fishery Management Council
FMP	Fishery Management Plan
GOA	Gulf of Alaska
IFQ	Individual Fishing Quota
IPHC	International Pacific Halibut Commission
MSA	Magnuson-Stevens Act
NMFS	National Marine Fisheries Service
NOAA	National Oceanic and Atmospheric Administration
QS	Quota Share
QSP	Quota Share Pool
RAM	Restricted Access Management Program
TAC	Total Allowable Catch

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SECTION 1

TACs, Caps, and Regulations

2008 SEASON

The 2008 Individual Fishing Quota (IFQ) season for halibut and sablefish opened at noon Alaska local time (ALT) on March 8 and ended at noon ALT on November 15. This section of the report includes information on calculations of 2008 IFQ amounts, 2008 quota share (QS) use and vessel IFQ caps, and changes to the regulations that came into effect for that fishing year.

CALCULATIONS

Annual IFQ permit amounts are calculated using a simple formula dependent on annual total allowable catch (TAC) limits, a person's QS holdings, and the sum of all units issued.

For each area in which a person holds QS, the amount of QS held is divided by the amount of all the QS issued for that area (the Quota Share Pool, or QSP). The resulting fraction is then multiplied by the TAC for that area. The equation yields the number of pounds of IFQ that a person is entitled to harvest for a year, derived from QS held. Simply stated, it looks like this:

$$(QS \div QSP) \times TAC = IFQ\ POUNDS$$

In many cases, the 2008 IFQ allocations were then adjusted slightly up or down, depending on fishing activities by the persons who fished the QS IFQ the prior year. The U.S. adopted annual "TACs" for halibut and sablefish based on recommendations by the International Pacific Halibut Commission (IPHC) and the North Pacific Fishery Management Council (Council), respectively, before the 2008 season started. The annual permit accounts were calculated using January 31 QSPs. Table 1.1 shows those amounts and the "ratio" between the QSP and the TAC for each area; this ratio shows how many units of QS were needed to yield one pound of IFQ.

Table 1.1 2008 Quota share pools (QSPs) and total allowable catches (TACs)

Species and Area	2008 Quota Share Pool[a] (units)	2008 IFQ TAC[b,c] (pounds)	Ratio[d,e] (QS:IFQ)
Halibut 2C	59,552,039	6,210,000	9.59
3A	184,911,315	24,220,000	7.64
3B	54,203,176	10,900,000	4.97
4A	14,587,099	3,100,000	4.71
4B	9,284,774	1,488,000	6.24
4C	4,016,352	884,500	4.54
4D	4,958,250	1,238,300	4.00
4E	139,999	0	0
All Areas	***331,653,004***	***48,040,800***	
Sablefish AI	31,932,492	3,227,534	9.89
BS	18,790,367	2,522,062	7.45
CG	111,686,632	9,700,240	11.51
SE	66,120,619	7,098,812	9.31
WG	36,029,579	3,333,355	10.81
WY	53,266,430	4,085,124	13.04
All Areas	***317,826,119***	***29,967,127***	

[a] QS Pools may include small amounts of QS in "Reserve" (QS that is yet to be issued) and QS that is "Restricted" (QS that has been issued, but which does not yield IFQ to its holder).

[b] IFQ TACs do not include pounds that have been set aside for the CDQ program.

[c] Halibut weights are in net (headed and gutted) pounds, and sablefish weights are in round pounds.

[d] The "ratio" displays the number of units of QS that yield one pound of 2008 IFQ (annual IFQ allocations are computed using additional decimals).

[e] Numbers may differ from published data due to rounding.

2008 QUOTA SHARE USE AND VESSEL IFQ CAPS

The IFQ rules place limits on the amount of QS that yields IFQ that a person may hold (QS Use Caps) and on the amount of total IFQ pounds that can be landed from one vessel during a season (vessel IFQ caps). The following tables display the caps in effect during the 2008 season. Note the QS use caps are constant, based on the 1996 QSPs.

Table 1.2 2008 QS use caps

	Applicable %	Size of Relevant QSPs[a]	QS Use Cap
Halibut	1% of 2C QSP	59,979,977 QS units	599,799 QS units
	.5% of 2C, 3A, 3B	300,564,647 QS units	1,502,823 QS units
	1.5% of Area 4 QSPs	33,002,937 QS units	495,044 QS units
Sablefish	1% of SE QSPs	68,848,467 QS units	688,485 QS units
	1% of All QSPs	322,972,132 QS units	3,229,721 QS units

[a] The "Relevant" QSPs for calculating the use caps for both halibut and sablefish are the 1996 QSPs.

Table 1.3 2008 vessel IFQ caps[a]

	Vessel Use Cap %	2008 IFQ TAC	Vessel Use Cap
Halibut[b]	1% of 2C IFQ TAC	6,210,000 net lbs	62,100 net lbs
	.5% of All IFQ TAC	48,040,800 net lbs	240,204 net lbs
Sablefish[b]	1% of SE IFQ TAC	7,098,812 round lbs	70,988 round lbs
	1% of All IFQ TAC	29,967,127 round lbs	299,671 round lbs

[a] Vessel IFQ caps are calculated based on the IFQ TACs only; CDQ TACs are not included in the calculations.

[b] Halibut weights are in net (headed and gutted) pounds, and sablefish weights are in round pounds.

REGULATORY CHANGES EFFECTIVE IN 2008

Since the IFQ Program regulations were first published in November 1993, numerous administrative and programmatic changes have been made through regulatory changes. The following significant program changes were adopted during the 2008 fishing year.

Flexibility in use of QS, Crew, and Processing…

Effective March 17, 2008, a **final rule (73 FR 8822, February 15, 2008) revised regulations governing the use of commercial halibut QS and the processing of non-IFQ species when processed halibut is onboard a vessel.** This rule allows persons holding category A halibut QS to process IFQ regardless of whether a QS holder with unused category B, C, or D halibut QS is onboard the vessel. The rule also allows catcher/processor vessels to process non-IFQ species regardless of whether any processed IFQ species is onboard the vessel. This final rule improves onboard fishing efficiency and flexibility in using QS and crew with unused B, C, or D halibut IFQ onboard a category A halibut QS vessel and ensures product quality and revenue generated for non-IFQ species (for example, rockfish and Pacific cod). **This action does not allow processing of category B, C, or D halibut QS onboard a catcher/processor vessel.**

Gear Restrictions Relaxed and Active Guardsmen and Reservists Can Temporarily Transfer IFQ…

A final rule (73 FR 28733, May 19, 2008) allows the use of longline pot fishing gear in the Bering Sea sablefish IFQ and sablefish CDQ fisheries in the month of June. This final rule increases efficiency and flexibility of fishermen operating longline pot vessels in the Bering Sea sablefish fishery and provides an opportunity to harvest additional amounts of the annual sablefish IFQ and sablefish CDQ allocations in the Bering Sea sablefish fishery. It includes a provision allowing members of the National Guard and military reserves who are mobilized to active duty to temporarily transfer their annual halibut and sablefish IFQ to other eligible IFQ recipients. This allows guardsmen and reservists to accrue economic benefit from their annual IFQ if they are unable to harvest it due to military service. This rule was effective June 18, 2008 (except for amendment §679.24 (c)(4), effective May 19, 2008.

An Important Correction…

A final rule (73 FR 14728, March 19, 2008), effective March 14 through December 31, 2008, adjusted the 2008 total allowable catch (TAC) amounts for sablefish in the West Yakutat and Southeast Outside Districts. This action corrected TACs inaccurately specified in the Federal Register on February 27, 2008 (73 FR 10562). This action ensured the sablefish TAC did not exceed the appropriate amount based on the best available scientific information for sablefish in these areas.

More Security for NMFS Online Services…

A final rule (73 FR 31646, June 3, 2008) increased online security for fishermen, processors, and Registered Buyers accessing their IFQ accounts for account and vessel balances, landing reports, and to pay annual cost recovery fees. This rule completed RAM's shift away from using permit numbers in combination with short numeric Personal Identification Numbers (PINS) to more secure user identification (userID) and complex passwords. This rule took effect July 3, 2008.

SECTION 2

The 2008 IFQ SEASON IN REVIEW

PERMITS AND LANDINGS

The 2008 IFQ season opened at noon (ALT) on March 8 and ended at noon ALT on November 15. A total of 5,843 IFQ permits (as defined by unique combinations of species, areas, and vessel categories), including 4,266 halibut permits and 1,577 sablefish permits, were active as of year-end 2008.

When the season ended November 15, those permits had been used by IFQ holders to report 5,937 vessel landings of IFQ halibut and 1,853 of sablefish, for a total harvest of approximately 99 percent of the IFQ halibut TAC and 90 percent of the IFQ sablefish TAC. The following tables display those landings by species, regulatory area, and IFQ pounds as reported by Registered Buyers. Halibut Area 4E is excluded because 100 percent of the TAC is allocated to the CDQ fishery in that area. These tables exclude at-sea discards.

Table 2.1 2008 IFQ halibut allocations and fixed-gear IFQ landings

Species/Area	Vessel Landings[a]	Area IFQ TAC[b]	Total Harvest	Percent Harvested[c,d]
Halibut 2C	2,130	6,210,000	6,106,851	98
3A	2,517	24,220,000	24,020,377	99
3B	813	10,900,000	10,761,659	99
4A	296	3,100,000	2,962,290	96
4B	97	1,488,000	1,357,128	91
4C	17	884,500	52,422	6
4D	67	1,238,300	2,061,012	166
Total	***5,937***	***48,040,800***	***47,321,739***	***99***

[a] Vessel landings include the number of reported landings by participating vessels reported by IFQ regulatory area; each such landing may include harvests from multiple IFQ permitholders.

[b] Halibut weights are in net (headed and gutted) pounds.

[c] Due to over- or underharvest of TAC and rounding, percentages may not total 100 percent.

[d] Permitholders may fish IFQ designated for Area 4C in either Areas 4C or 4D. This resulted in an apparent, but allowable, "excessive harvest" in Area 4D.

Table 2.2 2008 IFQ sablefish allocations and IFQ landings

Species/Area	Vessel Landings[a]	Area IFQ TAC[b]	Total Harvest	Percent Harvested[c]
Sablefish AI	94	3,227,534	1,418,228	44
BS	154	2,522,062	1,508,134	60
CG	648	9,700,240	9,612,314	99
SE	601	7,098,812	7,086,597	100
WG	142	3,333,355	3,194,378	96
WY	214	4,085,124	4,052,997	99
Total	***1,853***	***29,967,127***	***26,872,648***	***90***

[a] Vessel landings include the number of reported landings by participating vessels reported by IFQ regulatory area; each such landing may include harvests from multiple IFQ permitholders.

[b] Sablefish weights are in round pounds.

[c] Due to over-or underharvest of TAC and rounding, percentages may not total 100 percent.

Black Cod Catch **NOAA Fisheries**

RATE OF IFQ HARVEST

Halibut

Figure 2.1 displays the pattern and rate of IFQ halibut harvest by month, year, and percent of TAC for the IFQ fishing years. Since 1995, the monthly pattern of the IFQ halibut harvest has been consistent, although season dates varied by as much as a few weeks among years. During 2008 the monthly halibut harvest (percent of total landings) was slightly higher than the IFQ Program monthly averages from June through October.

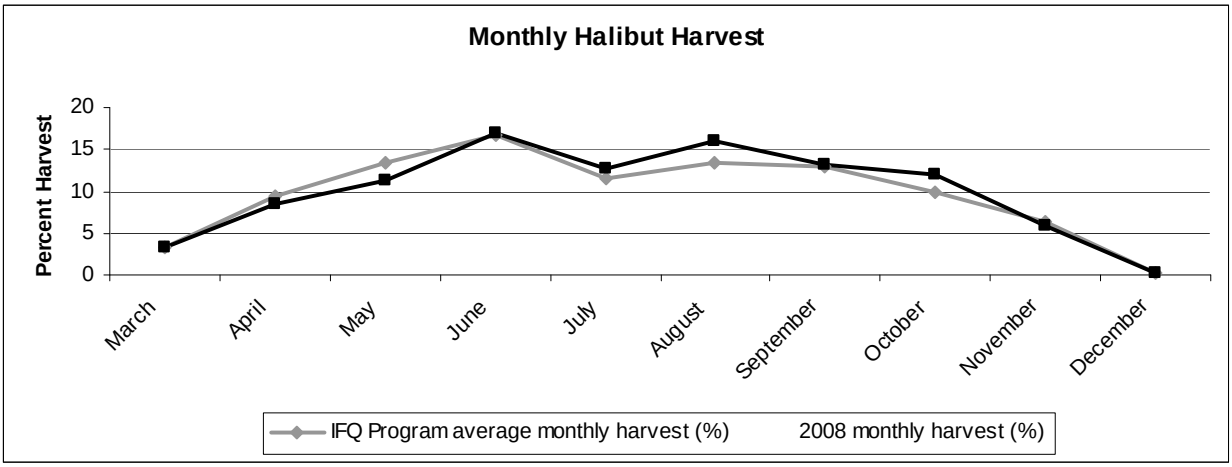

Figure 2.1 Average Monthly IFQ Halibut Harvest (1995–2008) and 2008 Monthly Halibut Harvest (%)

Sablefish

Figure 2.2 displays the pattern and rate of IFQ sablefish harvest by month, year, and percent of TAC for the IFQ fishing years. Since 1995, the monthly pattern of the IFQ sablefish harvest has been consistent, although season dates varied by as much as a few weeks among years. During the early months of the 2008 sablefish season, monthly harvest (percent of total landings) generally surpassed IFQ Program monthly averages; however, they fell below Program averages in the fall.

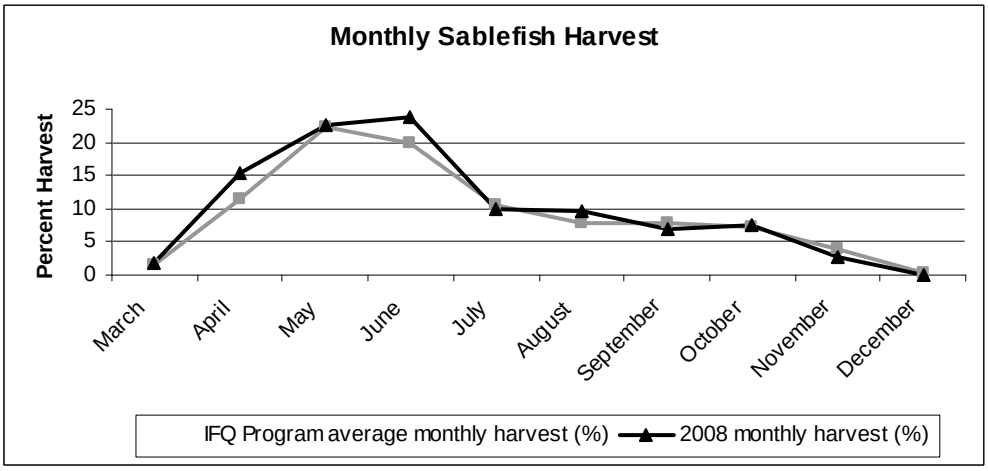

Figure 2.2 Average Monthly IFQ Sablefish Harvest (1995–2008) and 2008 Monthly Sablefish Harvest (%)

ALASKA'S TOP 10 PORTS

Halibut

This table displays the top ten Alaska ports in which IFQ halibut were landed. During 2008 top ports shifted positions, except for the unchanged top three. Dutch Harbor/Unalaska, Sand Point, Akutan, and King Cove improved their port ranks as Yakutat and Cordova dropped from 9th and 10th positions. Petersburg and Juneau each slipped a port position to 7th and 8th ranked ports, respectively, and Sitka slipped two positions to 6th Alaska port. The percentage of IFQ halibut landed outside Alaska has steadily decreased.

Table 2.3 Top ten Alaska IFQ halibut ports in rank order for 2008 performance, 1995–2008

Port[a]	2008 Net pounds Landed[b,c,d]	2008 Percent of total landed[c,d]	2008 Rank	2007 Rank	2006 Rank	2005 Rank	2004 Rank	2003 Rank	2002 Rank	2001 Rank	2000 Rank	1999 Rank	1998 Rank	1997 Rank	1996 Rank	1995 Rank
Homer	9,084,704	19.20	1	1	1	1	1	1	1	1	1	1	1	3	2	2
Kodiak	8,696,558	18.38	2	2	2	2	2	2	2	2	2	2	2	1	1	1
Seward	5,365,649	11.34	3	3	3	3	3	3	3	4	4	3	3	4	3	5
Dutch/Unalaska	2,916,441	6.16	4	5	5	4	4	4	4	3	3	4	4	2	4	4
Sand Point	*	*	5	8	8	8	5	5	5	11	10	14	13	13	15	15
Sitka	2,829,465	5.98	6	4	4	5	6	6	7	5	6	6	5	5	5	3
Petersburg	2,125,114	4.49	7	6	7	7	8	8	8	7	7	7	6	6	6	6
Juneau	1,945,415	4.11	8	7	6	6	7	7	6	6	5	5	7	8	8	13
Akutan	*	*	9	11	14	13	14	17	27	32	30	29	26	22	25	30
King Cove	*	*	10	13	11	10	10	9	13	14	9	13	13	10	11	11
All ports	***47,321,739***	***100***	NA[e]													

[a] "All ports" includes all ports used by the fleet.

[b] Halibut weights are in net (headed and gutted) pounds.

[c] Asterisks represent confidential data.

[d] Sum excludes confidential port data.

[e] NA = not applicable

Sablefish

As the following table displays, the top ten Alaska ports in which the IFQ sablefish were landed have remained relatively constant over the past program seasons. During 2008 Sitka and Dutch Harbor/Unalaska switched positions, with Sitka ranked second, and Cordova "fell out" of the top ten, making room for Akutan as the 10th ranked port, the first program year that Akutan became a top sablefish Alaska port. Seward held its top spot for the 14th program year in a row.

Table 2.4 Top ten Alaska IFQ sablefish ports in rank order for 2008 performance, 1995–2008

Port[a]	2008 Rounded pounds landed[b,c,d]	2008 Percent of total landed[c,d]	2008 Rank	2007 Rank	2006 Rank	2005 Rank	2004 Rank	2003 Rank	2002 Rank	2001 Rank	2000 Rank	1999 Rank	1998 Rank	1997 Rank	1996 Rank	1995 Rank
Seward	4,445,903	16.54	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Sitka	4,149,010	15.44	2	3	2	3	3	2	2	2	2	4	4	4	4	3
Dutch/Unalaska	3,097,052	11.52	3	2	3	2	2	3	3	3	3	2	2	2	2	2
Kodiak	2,603,499	9.69	4	4	4	4	4	5	5	4	4	3	3	3	3	4
Yakutat	*	*	5	5	7	5	5	4	4	5	6	5	6	9	8	9
Homer	1,825,752	6.79	6	6	5	8	6	7	9	12	13	12	12	11	11	12
Sand Point	*	*	7	7	6	9	14	12	10	10	7	6	5	5	6	5
Petersburg	1,206,703	4.49	8	8	8	10	9	8	7	9	10	8	9	10	5	7
Juneau	*	*	9	10	9	6	7	6	8	6	9	9	10	7	7	8
Akutan	*	*	10	12	12	14	13	17	NL[e]				16	NL[e]		21
All Ports	26,872,648	*100*	NA[f]													

[a] "All ports" includes all ports used by the fleet.

[b] Sablefish weights are in round pounds.

[c] Asterisks represent confidential data.

[d] Sum excludes confidential port data.

[e] NL = no recorded landings in Akutan for sablefish

[f] NA = not applicable

HIRED SKIPPER (HIRED MASTER) ACTIVITY

A central policy of the IFQ Program is that those who hold catcher-vessel QS and receive annual IFQ permits should, over time, exercise the harvest privilege themselves. This is the so-called "owner-onboard" policy, which applies to catcher-vessel QS/IFQ in categories B, C, and D, but not to category A ("freezer vessel") shares that may be leased without restriction. The IFQ Program is designed so that eventually all catcher-vessel IFQ will be fished by the QS/IFQ holders.

An element of the program is that, during a transitional period, some persons may (and others must) designate an "IFQ Hired Master" (referred to as a "Hired Skipper" or "Skipper") to do the fishing authorized by their annual IFQ permit. Under regulations established in 1998, the IFQ permitholder may not hire a Skipper unless the IFQ permitholder holds an ownership interest of at least 20 percent of the vessel upon which the IFQ is to be fished by that Skipper (an exception to this rule results in a small number of permitholders being allowed to hold less than 20 percent). This "grandfather" provision enables vessel owners (who were able to hire someone else to run their boats prior to the IFQ program) to continue to hire Skippers. However, as individuals depart from the fishery and as corporations and partnerships dissolve over time, new entrants who take their place must be onboard when the fish are caught. With such regulatory requirements, it is inevitable that over time there will be an increasing number of individual QS holders who may not hire Skippers to fish their IFQ. By both consolidation and regulation, eventually all catcher vessel QS/IFQ will be held by persons who must be onboard during harvest of their IFQ.

In earlier reports, the Hired Skipper activities have been reported as the total amount of landings by Hired Skippers, expressed in absolute numbers and as a percent of the IFQ TAC. Using that approach for the 2008 IFQ season, we see that 324 distinct skippers participated in the IFQ fisheries for both species in all areas and QS categories. Of these Skippers, 287 persons harvested 21,064,796 pounds of IFQ halibut (head off, gutted), which was approximately 44 percent of the entire IFQ TAC. Also during the season, 184 Hired Skippers harvested 17,398,973 pounds of sablefish (round weight), which was approximately 58 percent of the IFQ TAC.

Table 2.5 A continued table displays the number of Hired Skippers who fished during 2008 by species, area, TAC, and IFQ pounds and percent TAC landed. Individuals who initially received QS may not hire a skipper to fish their IFQ permit in 2C (halibut) or SE (sablefish). These data include QS of all categories. These data are not additive across areas because some Skippers fished in more than one area for the same or other IFQ permitholders.

Table 2.5 Number of Hired Skippers by species and area, with IFQ TAC, Pounds landed, and percent area TAC landed, 2008

Species/Area[a]	Number of Hired Skippers	IFQ Pounds landed	IFQ TAC	Percent Area TAC
Halibut 2C	27	137,822	6,210,000	2.2
3A	216	10,371,956	24,220,000	42.8
3B	152	6,426,776	10,900,000	59.0
4A	62	1,714,453	3,100,000	55.3
4B	27	886,761	1,488,000	59.6
4C	4	27,494	884,500	3.1

Table 2.5 Continued

Species/Area[a]	Number of Hired Skippers	IFQ Pounds landed	IFQ TAC	Percent Area TAC
4D	26	1,499,534	1,238,300	121.1
Sablefish AI	29	1,180,190	3,227,534	36.6
BS	32	1,086,877	2,522,062	43.1
CG	131	7,968,422	9,700,240	82.2
SE	43	1,152,456	7,098,812	16.2
WG	49	3,092,273	3,333,355	92.8
WY	81	2,918,755	4,085,124	71.5

[a]Area 4C can be fished in 4D, which accounts for irregular percentages in these areas.

In order to take a more detailed look at the use of Hired Skippers, we must selectively exclude some data and qualify others.

"Eligible Person" and QS/IFQ type: First, this section focuses on catcher vessel QS and IFQ. Category "A" IFQ is excluded as fully leasable; these data mask the effects of Skipper use. With some exceptions, "Eligible person" means a person who could, or has, hired a Skipper. This group includes all nonindividuals (who must hire Skippers) and individual initial issuees who hold QS in areas other than just 2C (halibut) and SE (sablefish). In areas 2C and SE, individual QS holders must always be onboard. Excluded from "Eligible" for years prior to 2000 are individuals who used NMFS loan funds to purchase QS. Before that year, such persons were required to be onboard during all of their IFQ harvests, even if they held QS outside of 2C and SE and initial issuee status. After 1999, a review of regulations resulted in a policy change: the requirement to be onboard is now a NMFS loan contract provision rather than a permanent change of Hired Skipper privileges; in subsequent years, these individuals are not excluded from "Eligible persons." QS holders who may never hire Skippers are "IFQ crewmembers," individual citizens who demonstrated 150 days of U.S. commercial fishing experience, who only acquired QS by transfer, and must be onboard a vessel when their IFQ is harvested. The primary focus of this section is on "Eligible persons, their Hired Skippers, harvestable pounds (and percent of TAC landed), and landings.

In sum, and unless otherwise noted, for this report a person "eligible" to hire a Skipper means an *individual initial issuee* who held catcher vessel QS/IFQ for areas other than 2C (halibut) or SE (sablefish) and (for 1995–1999 only) did not have a NMFS loan, or a *nonindividual person* that held catcher vessel QS/IFQ.

A number of additional data assumptions and qualifiers must be considered:

Effects of time: Other sections of this annual report display clear evidence of the general decrease over time of QS holders, including loss of initial issuees. Such persons typically are replaced by IFQ crewmembers or heirs of deceased individual QS holders, neither of whom may hire Skippers. Also, this section uses year-end data. Although Hired Skipper and QS/IFQ transfer applications may be approved at any time, Skippers are presumed to have been hired for an IFQ holder for the entire year, and IFQ pounds available to eligible persons and their Hired Skippers as of year-end are assumed to have been fully available to both persons for the entire year.

Changes in program privileges. Several program changes or provisions and other factors fall into this category.

- From 1995 through 1998, nonindividuals were not required to formally hire Skippers to fish their IFQ. For clarity and comparability, some data reflect changes or comparisons among years only for 1998 on.
- For 1995 through 1997, a small fraction of catcher vessel QS could be leased. This provision was little-used and is ignored herein. Under federal regulations, at any time an individual initial issuee may form a new solely owned corporation and transfer in QS holdings. In such cases, the individual loses his/her initial issuee status.
- As discussed above, from 1995 through 1999, otherwise qualified individuals who received NMFS loans to purchase or refinance QS were considered to have permanently lost the ability to hire Skippers; as a result, data for those years include only persons who had not received such loans. Thereafter, such persons are included in counts of persons eligible to hire Skippers.
- Hired Skippers may not be used by individual IFQ permitholders in 2C and SE and are excluded from "eligible to hire Skippers" even though they may purchase QS in other areas at any time.

Data anomalies: This includes results of data rounding, missing data, and fishing violations, such as fishing in prohibited areas.

Fishing activity: Each year, a number of persons do not use (fish) their IFQ or do not hire skippers, even if eligible. In the following data, we note these distinctions and inclusions/exclusions.

As a consequence of these factors, the following data must be viewed as estimates of the use and activities of Hired Skippers and of persons who hired them.

Use of Hired Skippers by Individuals

In this section we show hired skipper data for skippers hired by individual QS holders fishing for halibut and sablefish, showing eligible person pools over time, annual TACs, fishable pounds, and landings by skippers fishing for individuals.

Table 2.6 Number of individual halibut QS holders and their use of Hired Skippers, 1995–2008

Halibut	1995[a]	1996	1997	1998[a]	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Percent Change 1998–2008	Average 1998–2008
Number of all individuals	2,861	2,790	2,615	2,452	2,364	2,243	2,180	2,163	2,136	2,060	2,012	1,971	1,846	1,725	-29.6%	2,105
Number of all individuals eligible to hire Skippers	2,664	2,387	2,127	1,949	1,815	1,675	1,576	1,521	1,445	1,349	1,295	1,233	1,141	1,051	-46.1%	1,459
Individual QS holders eligible to hire Skippers and had IFQ landings	1,327	1,296	1,209	1,005	982	942	859	845	798	749	727	715	733	711	-29.3%	824
Eligible Individual QS holders with landings and who hired skippers	76	108	125	110	116	125	137	135	153	159	172	181	187	201	82.7%	152
Number of Skippers hired by eligible individuals with landings	72	93	103	98	110	135	147	143	158	149	174	185	187	198	102.0%	153

Table 2.7a Percent of individual halibut QS holders and their use of Hired Skippers, 1995–2008

Halibut	1995	1996	1997	1998[a]	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Percent Change 1998–2008	Average 1998–2008
Number of all individuals	2,861	2,790	2,615	2,452	2,364	2,243	2,180	2,163	2,136	2,060	2,012	1,971	1,846	1,725	-29.6%	2,105
Percent of all individuals eligible to hire Skippers	93%	86%	81%	79%	77%	75%	72%	70%	68%	65%	64%	63%	62%	61%	-23.3%	69%
Percent of individual QS holders eligible to hire Skippers and had IFQ landings	50%	54%	57%	52%	54%	56%	55%	56%	55%	56%	56%	58%	64%	68%	31.2%	57%
Percent of eligible individual QS holders with landings and who hired skippers	6%	8%	10%	11%	12%	13%	16%	16%	19%	21%	24%	25%	26%	28%	158.3%	19%
Average number of Skippers hired per eligible individual with landings	0.95	0.86	0.82	0.89	0.95	1.08	1.07	1.06	1.03	0.94	1.01	1.02	1.00	0.99	10.6%	100%

Table 2.7b Number of individual sablefish QS holders and their use of Hired Skippers, 1995–2008

Sablefish	1995[a]	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Percent Change 1998–2008	Average 1998–2008
Number of all individuals	528	521	505	486	473	459	459	465	471	464	464	459	448	450	-7.4%	463
Number of all individuals eligible to hire Skippers	496	467	423	401	376	341	324	314	298	287	279	268	261	259	-35.4%	310
Individual QS holders eligible to hire Skippers and had IFQ landings	317	296	269	232	214	195	185	179	161	157	154	156	155	151	-34.9%	176
Eligible individual QS holders with landings and who hired skippers	30	44	51	46	53	56	64	65	71	77	85	94	90	86	87.0%	72
Number of Skippers hired by eligible individuals with landings	30	43	52	45	55	71	80	82	95	91	101	110	105	105	133.3%	85

Table 2.8 Percent of individual sablefish QS holders and their use of Hired Skippers, 1995–2008

Sablefish	1995	1996	1997	1998[a]	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Percent Change 1998–2008	Average 1998–2008
Number of all individuals	528	521	505	486	473	459	459	465	471	464	464	459	448	450	-7.4%	463
Percent of all individuals eligible to hire Skippers	94%	90%	84%	83%	79%	74%	71%	68%	63%	62%	60%	58%	58%	58%	-30.2%	67%
Percent of individual QS holders eligible to hire Skippers and had IFQ landings	64%	63%	64%	58%	57%	57%	57%	57%	54%	55%	55%	58%	59%	58%	0.8%	57%
Percent of eligible Individual QS holders with landings and who hired skippers	9%	15%	19%	20%	25%	29%	35%	36%	44%	49%	55%	60%	58%	57%	187.2%	43%
Average number of Skippers hired per eligible individual with landings	1.00	0.98	1.02	0.98	1.04	1.27	1.25	1.26	1.34	1.18	1.19	1.17	1.17	1.22	24.8%	119%

Annual IFQ TACs, 1995–2008

Total annual IFQ TAC is the entire IFQ allocation for all areas. As Table 2.5 indicates, over time, specified TACs have fluctuated although total IFQ TACs for halibut have not changed by more than about ±14 percent and for sablefish, much less. TACs are shown in head off-gutted pounds for halibut and round pounds for sablefish. TAC minus A share pounds are provided as an estimate of "unleasable" TAC.

Table 2.9 Annual IFQ TACS in thousands of pounds, 1995–2008

Halibut	1995	1996	1997	1998[a]	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Percent Change 1998–2008	Average 1998–2008
Total TAC	37,422	37,422	51,116	55,708	58,390	53,074	58,534	59,010	59,010	58,942	56,976	53,308	50,212	48,041	-13.8%	55,564
Total TAC Minus A Share lbs[a]	36,499	36,375	49,632	54,095	56,644	51,411	56,724	57,205	57,211	57,230	55,339	51,795	48,781	46,638	-13.8%	53,916

Sablefish	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Percent Change 1998–2008	Average 1998–2008
Total TAC	45,646	35,320	30,234	29,846	27,154	29,926	29,121	29,388	34,864	37,937	35,765	34,546	33,450	29,967	0.4%	31,997
Total TAC Minus A Share lbs[a]	38,035	29,506	24,856	24,437	21,876	23,709	22,858	22,847	26,940	29,454	28,111	26,693	25,895	23,365	-4.4%	25,108

Annual Fishable Pounds for Individuals, 1995–2008

"Fishable pounds" are slightly different from TAC pounds in that they include IFQ permit pounds available for harvest (pounds from QS lbs ± adjustments from prior-year fishing) whether or not fished. In every IFQ Program year, adjusted carryover from the prior year has been greater than underage adjustments, so that fishable pounds have been greater than the specified TAC. For more information about effects of adjustments, see the next section "Effects of Underage and Overage Adjustments of Annual IFQ Permits on Future Year Permits." In Tables 2.10a and b, we show the numbers of catcher vessel pounds available to individual persons who are "eligible" to hire skippers. "Eligible person" is defined at the beginning of this section.

Table 2.10a Annual fishable halibut pounds and percent total catcher vessel IFQ TAC[a] held by persons who could hire Skippers, 1995–2008

Halibut – Individuals	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Percent Change 1998–2008	Average 1998–2008
Fishable IFQ lbs held by individuals eligible to hire Skippers and had landings	15,923	16,371	22,663	23,995	25,174	21,650	23,747	24,273	23,346	22,268	20,524	19,007	19,309	19,333	-19.4%	22,057
Percent of total IFQ TAC as fishable lbs held by Individuals eligible to hire Skippers and had landings	42.5%	43.7%	44.3%	43.1%	43.1%	40.8%	40.6%	41.1%	39.6%	37.8%	36.0%	35.7%	38.5%	40.2%	-6.6%	40%

Table 2.10b Annual fishable sablefish pounds and percent total catcher vessel IFQ TAC[a] held by persons who could hire Skippers, 1995–2008

Sablefish – Individuals	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Percent Change 1998–2008	Average 1998–2008
Fishable IFQ lbs held by individuals eligible to hire	12,668	10,210	8,849	8,388	7,652	7,486	7,292	7,641	8,616	9,257	8,666	7,968	7,711	6,881	-18.0%	7,960
Percent of total IFQ TAC as fishable lbs held by individuals eligible to hire Skippers and that had landings	27.8%	28.9%	29.3%	28.1%	28.2%	25.0%	25.0%	26.0%	24.7%	24.4%	24.2%	23.1%	23.1%	23.0%	-18.3%	25%

Landings by Skippers on Permits Held by Eligible Individuals

Table 2.11 Landed IFQ pounds and percent of TAC/fishable pounds by individuals and Skippers, 1995–2008

Halibut	1995	1996	1997	1998[a]	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Percent Change 1998–2008	Average 1998–2008
Landed IFQ lbs for individuals eligible to hire Skippers and that had permit landings	14,680	15,757	22,033	22,509	24,165	21,174	22,755	23,773	22,890	21,765	20,087	18,773	19,036	19,115	-15.1%	21,458
Percent of Total IFQ TAC as landed IFQ lbs on permits held by individuals eligible to hire Skippers and that had landings	39.2%	42.1%	43.1%	40.4%	41.4%	39.9%	38.9%	40.3%	38.8%	36.9%	35.3%	35.2%	37.9%	39.8%	-1.5%	39%
Landed IFQ lbs by Skippers for individuals eligible to hire Skippers and that had landings	1,352	2,476	3,964	4,419	5,219	5,800	7,414	7,713	8,412	8,358	8,319	8,083	8,613	8,455	91.3%	7,346
Percent of landed IFQ lbs by Skippers for individuals eligible to hire Skippers and that had landings	9.2%	15.7%	18.0%	19.6%	21.6%	27.4%	32.6%	32.4%	36.8%	38.4%	41.4%	43.1%	45.2%	44.2%	125.3%	35%
Percent of Total IFQ TAC landed by Skippers	3.6%	6.6%	7.8%	7.9%	8.9%	10.9%	12.7%	13.1%	14.3%	14.2%	14.6%	15.2%	17.2%	17.6%	121.8%	13%
Percent of available fishable lbs (held by individuals eligible to hire Skippers and that had permit landings) landed by Skippers	8.5%	15.1%	17.5%	18.4%	20.7%	26.8%	31.2%	31.8%	36.0%	37.5%	40.5%	42.5%	44.6%	43.7%	137.5%	34%

Continued

Table 2.11 Continued

Sablefish	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Percent Change 1998–2008	Average 1998–2008
Landed IFQ lbs for individuals eligible to hire Skippers and that had permit landings	11,798	9,816	8,460	7,892	6,932	7,077	6,840	7,093	7,967	8,736	8,108	7,535	7,305	6,569	-16.8%	7,459
Percent of Total IFQ TAC as landed IFQ lbs on permits held by individuals eligible to hire Skippers and that had landings	25.8%	27.8%	28.0%	26.4%	25.5%	23.6%	23.5%	24.1%	22.9%	23.0%	22.7%	21.8%	21.8%	21.9%	-17.1%	23%
Landed IFQ lbs by Skippers for individuals eligible to hire Skippers and that had landings	765	2,359	1,971	2,286	1,968	2,387	2,985	3,273	3,901	4,609	4,830	4,969	4,855	4,339	89.8%	3,673
Percent of landed IFQ lbs by Skippers for individuals eligible to hire Skippers and that had permit landings	6.5%	24.0%	23.3%	29.0%	28.4%	33.7%	43.6%	46.1%	49.0%	52.8%	59.6%	65.9%	66.5%	66.1%	128.1%	49%
Percent of Total IFQ TAC landed by Skippers	1.7%	6.7%	6.5%	7.7%	7.2%	8.0%	10.3%	11.1%	11.2%	12.1%	13.5%	14.4%	14.5%	14.5%	89.1%	11%
Percent of available fishable lbs (held by individuals eligible to hire Skippers and that had permit landings) landed by Skippers	6.0%	23.1%	22.3%	27.2%	25.7%	31.9%	40.9%	42.8%	45.3%	49.8%	55.7%	62.4%	63.0%	63.1%	131.4%	46%

Use of Hired Skippers by Nonindividuals

In this section we show hired skipper data for skippers hired by nonindividual QS holders fishing for halibut and sablefish, showing eligible person pools over time, annual TACs, fishable pounds, and landings by skippers hired by nonindividuals.

Table 2.12 Number of nonindividual halibut QS holders and their use of Hired Skippers, 1995–2008

Halibut	1995[a]	1996	1997	1998[a]	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Percent Change 1998–2008	Average 1998–2008
Number of all eligible nonindividuals	348	322	301	229	204	181	172	167	156	150	145	140	134	122	-46.7%	164
Number of nonindividuals that had permit landings	210	189	177	150	136	128	121	121	114	113	112	110	108	99	-34.0%	119
Number of Nonindividuals that had permit landings and did hire Skippers	81	86	132	143	129	128	121	121	114	113	112	110	108	100	-30.1%	118
Number of Skippers hired by nonindividuals	84	94	148	165	147	176	181	190	181	181	184	195	178	168	1.8%	177

Table 2.13a Percent of nonindividual halibut QS holders and their use of Hired Skippers, 1995–2008

Halibut	1995[a]	1996	1997	1998[a]	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Percent Change 1998–2008	Average 1998–2008
Number of all eligible nonindividuals	348	322	301	229	204	181	172	167	156	150	145	140	134	122	-46.7%	164
Percent of nonindividuals that had permit landings	58%	59%	59%	66%	67%	71%	70%	72%	73%	75%	77%	79%	81%	81%	23.9%	74%
Percent of Nonindividuals that had permit landings and did hire Skippers	40%	46%	75%	95%	95%	100%	100%	100%	100%	100%	100%	100%	100%	101%	6.0%	99%
Average number of Skippers hired per nonindividual that had permit landings and hired Skippers	1.04	1.09	1.12	1.15	1.14	1.38	1.50	1.57	1.59	1.60	1.64	1.77	1.65	1.68	45.6%	1.52

Table 2.13b Number of nonindividual sablefish QS holders and their use of Hired Skippers, 1995–2008

Sablefish	1995[a]	1996	1997	1998[a]	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Percent Change 1998–2008	Average 1998–2008
Number of all eligible nonindividuals	160	156	149	133	128	120	115	112	105	102	97	95	88	84	-36.8%	107
Number of nonindividuals that had permit landings	119	107	104	96	87	85	80	72	69	66	60	61	58	57	-40.6%	72
Number of Nonindividuals that had permit landings and did hire Skippers	52	67	87	94	81	84	80	72	69	66	60	61	58	57	-39.4%	71
Number of Skippers hired by nonindividuals	51	67	93	106	95	118	122	110	112	114	115	121	109	104	-1.9%	111

Table 2.14 Percent of nonindividual sablefish QS holders and their use of Hired Skippers, 1995–2008

Sablefish	1995[a]	1996	1997	1998[a]	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Percent Change 1998–2008	Average 1998–2008
Number of all eligible nonindividuals	160	156	149	133	128	120	115	112	105	102	97	95	88	84	-36.8%	107
Percent of nonindividuals that had permit landings	74%	69%	70%	72%	68%	71%	70%	64%	66%	65%	62%	64%	66%	68%	-6.0%	67%
Percent of Nonindividuals that had permit landings and did hire Skippers	44%	63%	84%	98%	93%	99%	100%	100%	100%	100%	100%	100%	100%	100%	2.1%	99%
Average number of Skippers hired per nonindividual that had permit landings and did hire Skippers	0.98	1.00	1.07	1.13	1.17	1.40	1.53	1.53	1.62	1.73	1.92	1.98	1.88	1.82	61.8%	1.61

Annual IFQ TACs, 1995–2008

As we stated earlier, total annual IFQ TAC is the entire IFQ allocation for all areas. As Table 2.15 indicates, over time, specified TACs have fluctuated although total IFQ TACs for halibut have not changed by more than about ±14 percent and, for sablefish, much less. TACs are shown in head off-gutted pounds for halibut and round pounds for sablefish. TAC minus A share pounds are provided as an estimate of "unleasable" TAC.

Table 2.15 Annual IFQ TACS in thousands of pounds, 1995–2008

Halibut	1995	1996	1997	1998[a]	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Percent Change 1998–2008	Average 1998–2008
Total TAC	37,422	37,422	51,116	55,708	58,390	53,074	58,534	59,010	59,010	58,942	56,976	53,308	50,212	48,041	-13.8%	55,564
Total TAC Minus A Share lbs[a]	36,499	36,375	49,632	54,095	56,644	51,411	56,724	57,205	57,211	57,230	55,339	51,795	48,781	46,638	-13.8%	53,916

Sablefish	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Percent Change 1998–2008	Average 1998–2008
Total TAC	45,646	35,320	30,234	29,846	27,154	29,926	29,121	29,388	34,864	37,937	35,765	34,546	33,450	29,967	0.4%	31,997
Total TAC Minus A Share lbs[a]	38,035	29,506	24,856	24,437	21,876	23,709	22,858	22,847	26,940	29,454	28,111	26,693	25,895	23,365	-4.4%	25,108

Annual Fishable Pounds for Nonindividuals, 1995–2008

As mentioned earlier, "fishable pounds" are not the same as TAC pounds. Fishable pounds include all IFQ permit pounds available for harvest (pounds from QS lbs ± adjustments from prior-year fishing) whether or not fished. In every IFQ Program year, adjusted carryover from the prior year has been greater than underage adjustments, so fishable pounds have been greater than the specified TAC. For more information about effects of adjustments, see the next section "Effects of Underage and Overage Adjustments of Annual IFQ Permits on Future Year Permits." In Tables 2.16a and b, we show the numbers of catcher vessel pounds available to individual persons who are "eligible" to hire skippers. "Eligible person" is defined at the beginning of this section.

Table 2.16a Annual fishable halibut pounds and percent total catcher vessel IFQ TAC[a] held by persons who could hire Skippers, 1995–2008

Halibut – Nonindividuals	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Percent Change 1998–2008	Average 1998–2008
Fishable IFQ lbs held by nonindividuals with landings	8,947	8,810	12,691	13,985	14,876	13,354	14,246	14,166	13,550	12,659	11,606	10,495	9,935	9,866	-29.5%	12,612
Percent of total IFQ TAC as fishable lbs held by non-individuals with landings	23.9%	23.5%	24.8%	25.1%	25.5%	25.2%	24.3%	24.0%	23.0%	21.5%	20.4%	19.7%	19.8%	20.5%	-18.2%	23%

Table 2.16b Annual fishable sablefish pounds and percent total catcher vessel IFQ TAC[a] held by persons who could hire Skippers, 1995–2008

Sablefish – Nonindividuals	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Percent Change 1998–2008	Average 1998–2008
Fishable IFQ lbs held by nonindividuals with landings	13,049	9,858	9,039	8,986	7,763	7,888	7,300	6,896	7,739	8,452	8,158	7,465	7,090	6,226	-30.7%	7,633
Percent of total IFQ TAC as fishable lbs held by nonindividuals with landings	28.6%	27.9%	29.9%	30.1%	28.6%	26.4%	25.1%	23.5%	22.2%	22.3%	22.8%	21.6%	21.2%	20.8%	-31.0%	24%

Landings by Skippers on Nonindividual Permits

Table 2.17 Landed IFQ pounds (in thousands of round pounds) and percent of TAC/fishable pounds by nonindividuals and Skippers, 1995–2008

Halibut	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Percent Change 1998–2008	Average 1998–2008
Landed IFQ lbs on permits held by nonindividuals	8,411	8,486	12,388	13,140	14,394	13,088	13,973	13,970	13,347	12,445	11,468	10,376	9,971	9,699	-26.2%	12,352
Percent of total IFQ TAC as landed IFQ lbs on permits held by nonindividuals	22.5%	22.7%	24.2%	23.6%	24.7%	24.7%	23.9%	23.7%	22.6%	21.1%	20.1%	19.5%	19.9%	20.2%	-14.4%	22%
Landed IFQ lbs by Skippers for nonindividuals	2,748	3,907	10,370	12,838	13,482	13,079	13,973	13,970	13,347	12,378	11,507	10,409	9,971	9,699	-24.4%	12,241
Percent of landed IFQ lbs by Skippers for nonindividuals	32.7%	46.0%	83.7%	97.7%	93.7%	99.9%	100.0%	100.0%	100.0%	99.5%	100.3%	100.3%	100.0%	100.0%	2.4%	99%
Percent of total IFQ TAC landed by Skippers	7.3%	10.4%	20.3%	23.0%	23.1%	24.6%	23.9%	23.7%	22.6%	21.0%	20.2%	19.5%	19.9%	20.2%	-12.4%	22%
Percent of available fishable lbs (held by nonindividuals eligible to hire Skippers and that had landings) landed by Skippers	30.7%	44.3%	81.7%	91.8%	90.6%	97.9%	98.1%	98.6%	98.5%	97.8%	99.1%	99.2%	100.4%	98.3%	7.1%	97%

Continued

Table 2.17 Continued

Sablefish	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Percent Change 1998–2008	Average 1998–2008
Landed IFQ lbs on permits held by nonindividuals	12,385	9,526	8,705	8,342	7,187	7,415	6,975	6,576	7,079	7,979	7,726	7,092	6,726	6,056	-27.4%	7,196
Percent of total IFQ TAC as landed IFQ lbs on permits held by nonindividuals	27.1%	27.0%	28.8%	27.9%	26.5%	24.8%	24.0%	22.4%	20.3%	21.0%	21.6%	20.5%	20.1%	20.2%	-27.7%	23%
Landed IFQ lbs by Skippers for nonindividuals	2,336	3,874	6,502	8,150	6,808	7,416	6,975	6,575	7,070	7,979	7,726	7,073	6,726	6,056	-25.7%	7,141
Percent of landed IFQ lbs by Skippers for nonindividuals	18.9%	40.7%	74.7%	97.7%	94.7%	100.0%	100.0%	100.0%	99.9%	100.0%	100.0%	99.7%	100.0%	100.0%	2.4%	99%
Percent of total IFQ TAC landed by Skippers	5.1%	11.0%	21.5%	27.3%	25.1%	24.8%	24.0%	22.4%	20.3%	21.0%	21.6%	20.5%	20.1%	20.2%	-26.0%	22%
Percent of available fishable lbs (held by nonindividuals eligible to hire Skippers and that had landings) landed by Skippers	17.9%	39.3%	71.9%	90.7%	87.7%	94.0%	95.5%	95.3%	91.4%	94.4%	94.7%	94.7%	94.9%	97.3%	7.2%	94%

Skipper Hiring Summary

Table 2.18 Catcher Vessel (CV) Category B, C, and D QS holders, their ability to hire Skippers, and their percentages of the CV QS pool as of the end of 2008.

Species	Number of persons who must hire Skippers	"Must hire" persons as percent of total B, C, D holders	Percent B, C, and D QS pool held by "must hire"persons	Number of persons who may hire Skippers	"May hire" persons as percent of total B, C, D holders	Percent B, C, and D QS pool held by "may hire" persons	Number of persons who may not hire Skippers	"May not hire"persons as percent of total B, C, D holders	Percent B, C, and D QS pool held by "may not hire" persons	Total number of B, C, D QS holders
Halibut	128	4.5	19.6	1,123	39.2	40.2	1,614	56.3	40.1	***2,865***
Sablefish	84	10.6	28.0	259	32.7	32.8	450	56.7	39.2	***793***

Skipper Characteristics

In this section we look at some general characteristics of the Skippers themselves. Some Skippers have been QS/IFQ holders in their own right, some were at least part owners of the vessels on which they were hired to fish another person's IFQ, and some have been shareholder partners or other "owners" of the nonindividual QS holding entity that hired them. In addition to data issues described at the start of this section, this examination requires some additional data assumptions and is subject to a data completeness issue. First, we must assume that QS holdings as of the end of the year existed the entire year. Next, only year-end 2008 vessel and "nonindividual" ownership information was available, and was therefore used for all data years. Finally, ownership was examined only to the "first level" of ownership; in reality, these relationships are often complex, spanning multiple "levels" for any person and vessel. As a result, ownership by Skippers is likely underestimated.

Hired Skippers as Holders of QS

Over time, increasing numbers of Skippers hold their own QS and would fish even if not hired by other QS holders. Tables 2.19 and 2.20 show such Skippers from year 2000 through 2008. Their QS can be of any kind and is not limited to one species; they may fish both halibut and sablefish. Note that Skippers fishing IFQ halibut cannot be hired by individuals in Area 2C and those Skippers fishing for IFQ sablefish cannot be hired by individuals in Southeast Alaska (SE). By the end of 2008, almost 70 percent of IFQ halibut Skippers and 72 percent of sablefish Skippers held their own QS. Since 2000, this is approximately a ten and five percent increase for Hired Skippers fishing halibut and sablefish, respectively. Table 2.20 shows that the numbers of Hired Skippers hired by nonindividuals to fish B, C, and D Shares and who held their own QS at year-end were almost the same percentage of Skippers (55 percent) for both halibut and sablefish Skippers.

Table 2.19 Hired Skippers hired by individuals to fish B, C, and D shares and who held their own QS[a], as of each year-end, 2000–2008

Species	Year	Total number of individual holders of B, C, D QS other than 2C/SE	Total Number of Skippers hired by individuals to fish B, C, D QS	Number of Skippers having their own QS of any kind	Percent of Skippers hired having their own QS of any kind	Numbers of Skippers not having their own QS	Percent of Skippers hired not having their own QS
Halibut	2000	1,722	136	80	58.8	56	41.2
	2001	1,634	147	88	59.9	59	40.1
	2002	1,575	148	96	64.9	52	35.1
	2003	1,506	160	117	73.1	43	26.9
	2004	1,413	150	105	70.0	45	30.0
	2005	1,354	175	120	68.6	55	31.4
	2006	1,294	185	128	69.2	57	30.8
	2007	1,211	188	133	70.7	55	29.3
	2008	1,119	198	138	69.7	60	30.3

Continued

Table 2.19 Continued

Species	Year	Total number of individual holders of B, C, D QS other than 2C/SE	Total Number of Skippers hired by individuals to fish B, C, D QS	Number of Skippers having their own QS of any kind	Percent of Skippers hired having their own QS of any kind	Numbers of Skippers not having their own QS	Percent of Skippers hired not having their own QS
Sablefish	2000	334	77	51	66.2	26	33.8
	2001	325	80	54	67.5	26	32.5
	2002	314	83	60	72.3	23	27.7
	2003	299	97	71	73.2	26	26.8
	2004	291	94	64	68.1	30	31.9
	2005	277	103	74	71.8	29	28.2
	2006	270	112	81	72.3	31	27.7
	2007	263	110	83	75.5	27	24.5
	2008	258	113	81	71.7	32	28.3
Unique number overall (both species)	***2008***	***1,178***	***205***	***144***	***70.2***	***61***	***29.8***

[a] Skippers' QS could be of any species.

Table 2.20 Hired Skippers hired by nonindividuals to fish B, C, and D shares and who held their own QS[a], as of each year-end, 2000–2008

Species	Year	Total number of nonindividual holders of B, C, D QS	Total Number of Skippers hired by nonindividuals to fish B, C, D QS	Number of Skippers having their own QS of any kind	Percent of Skippers hired having their own QS of any kind	Numbers of Skippers not having their own QS	Percent of Skippers hired not having their own QS
Halibut	2000	184	178	83	46.6	95	53.4
	2001	175	193	86	44.6	107	55.4
	2002	170	197	90	45.7	107	54.3
	2003	160	188	87	46.3	101	53.7
	2004	155	189	90	47.6	99	52.4
	2005	149	191	100	52.4	91	47.6
	2006	145	200	100	50.0	100	50.0
	2007	139	186	100	53.8	86	46.2
	2008	128	175	97	55.4	78	44.6

Continued

Table 2.20 Continued

Species	Year	Total number of nonindividual holders of B, C, D QS	Total Number of Skippers hired by nonindividuals to fish B, C, D QS	Number of Skippers having their own QS of any kind	Percent of Skippers hired having their own QS of any kind	Numbers of Skippers not having their own QS	Percent of Skippers hired not having their own QS
Sablefish	2000	119	130	64	49.2	66	50.8
	2001	114	139	63	45.3	76	54.7
	2002	111	135	66	48.9	69	51.1
	2003	105	130	61	46.9	69	53.1
	2004	102	129	63	48.8	66	51.2
	2005	98	130	73	56.2	57	43.8
	2006	95	132	72	54.5	60	45.5
	2007	88	120	69	57.5	51	42.5
	2008	84	113	63	55.8	50	44.2
Unique number overall (both species)	***2008***	***142***	***177***	***98***	***55.8***	***50***	***44.2***

[a] Skippers' QS could be of any species.

Hired Skippers as Owners of Vessels They Used for IFQ Fishing

Table 2.21 shows vessel ownership by Hired Skippers for the last nine program years. A reasonable presumption is that Skippers would fish vessels they own, especially if they are QS holders. RAM's use of only "first level" ownership data underrepresents Skipper vessel ownership. Although the number of IFQ vessels is decreasing, the number of vessels used by Skippers for IFQ fishing is increasing. While the number of Skippers fishing IFQ halibut is increasing, numbers of sablefish Skippers have gradually decreased, except in 2006, when these Skipper numbers reached 203. As fewer IFQ boats entered the water in 2008 (1,157 for halibut; 359 sablefish), numbers of Skippers who owned the vessels used to fish IFQ increased, accounting for approximately 30 and 21 percent of IFQ vessels, respectively.

Table 2.21 Hired Skippers' Ownership[a] of Vessels used to fish IFQ halibut and sablefish, 2000–2008

Species	Year[b]	Total number of vessels used for IFQ Fishing[c]	Total number of vessels used by Skippers for IFQ Fishing[c]	Total number of Skippers that IFQ Fished	Number of Skippers that owned (1st level) IFQ vessel used by Skippers	Percent of IFQ vessels used and owned by Skippers	Number of Skippers that did not own (1st Level) the IFQ vessel used by Skipper	Percent of IFQ vessels used by Skippers not owned by Skippers
Halibut	2000	1,586	243	267	45	18.5	222	81.5
	2001	1,460	243	259	42	17.3	217	82.7
	2002	1,393	241	265	49	20.3	216	79.7
	2003	1,338	247	271	61	24.7	210	75.3
	2004	1,304	250	277	64	25.6	213	74.4
	2005	1,276	248	278	72	29.0	206	71.0
	2006	1,255	256	292	76	29.7	216	70.3
	2007	1,211	252	279	75	29.8	204	70.2
	2008	1,157	259	287	79	30.5	208	69.5

Continued

Table 2.21 Continued

Species	Year[b]	Total number of vessels used for IFQ Fishing[c]	Total number of vessels used by Skippers for IFQ Fishing[c]	Total number of Skippers that IFQ Fished	Number of Skippers that owned (1st level) IFQ vessel used by Skippers	Percent of IFQ vessels used and owned by Skippers	Number of Skippers that did not own (1st Level) the IFQ vessel used by the Skipper	Percent of IFQ vessels used by Skippers not owned by Skippers
Sablefish	2000	450	171	201	20	11.7	181	88.3
	2001	436	156	178	20	12.8	158	87.2
	2002	416	156	178	23	14.7	155	85.3
	2003	409	164	193	23	14.0	170	86.0
	2004	396	161	190	26	16.1	164	83.9
	2005	378	163	191	31	19.0	160	81.0
	2006	372	168	203	38	22.6	165	77.4
	2007	373	172	196	40	23.3	156	76.7
	2008	359	163	184	35	21.5	149	78.5
Unique number overall (both species)	***2008***	***1,184***	***285***	***324***	***84***	***29.5***	***240***	***70.5***

[a] vessel ownership is evaluated to the "first level" only.

[b] RAM does not store vessel ownership by year and cannot re-create ownership at any historical point in time; therefore, RAM used current first-level vessel ownership data as of the date of this report for all years.

[c] Includes all IFQ fishing (all areas, categories, for all IFQ holder types)

Hired Skippers as Entity Owners

As Table 2.22 demonstrates, a large percentage of "nonindividual entities" that were required to hire a Skipper to fish their IFQ hired one or more individuals who were, in whole or in part, owners of the entity. Evaluation of ownership only at the first level underrepresents Skipper ownership. From 2002 to 2008, the numbers of nonindividual entities with IFQ decreased. As a result, numbers of hirers, Skippers, Skipper-owners, and Skipper-nonowners all decreased.

Table 2.22 Skippers Ownership[a,b] of Their Nonindividual Hirers for B, C, and D Shares, Halibut and Sablefish, 2000–2008

Species	Year[b]	Total number of nonindividual holders of B, C, and D fishable Lbs[c]	Total number of Skippers hired by nonindividuals to fish B, C, D QS	Number of Skipper owners	Percent of Skippers that are owners	Number of nonowner Skippers	Percent of nonowner Skippers
Halibut	2000	183	178	78	43.8	100	56.2
	2001	174	193	88	45.6	105	54.4
	2002	169	197	82	41.6	115	58.4
	2003	159	188	80	42.6	108	57.4
	2004	154	189	78	41.3	111	58.7
	2005	148	191	75	39.3	116	60.7
	2006	144	200	76	38.0	124	62.0
	2007	139	186	73	39.2	113	60.8
	2008	128	175	66	37.7	109	62.3

Continued

Table 2.22 Continued

Species	Year[b]	Total number of nonindividual holders of B, C, and D fishable Lbs[c]	Total number of Skippers hired by nonindividuals to fish B, C, D QS	Number of Skipper owners	Percent of Skippers that are owners	Number of nonowner Skippers	Percent of nonowner Skippers
Sablefish	2000	118	130	61	46.9	69	53.1
	2001	113	139	65	46.8	74	53.2
	2002	110	135	56	41.5	79	58.5
	2003	104	130	57	43.8	73	56.2
	2004	101	129	51	39.5	78	60.5
	2005	97	130	48	36.9	82	63.1
	2006	94	132	46	34.8	86	65.2
	2007	88	120	45	37.5	75	62.5
	2008	84	113	43	38.1	70	61.9
Unique number overall (both species)	***2008***	***142***	***177***	***68***	***38.4***	***109***	***61.6***

[a] Ownership is evaluated to the "first level" only.

[b] RAM does not store corporate ownership by year and cannot re-create ownership at any historical point in time; therefore, RAM used current first-level vessel ownership data as of the date of this report for all years.

[c] Total number of nonindividual QS holders excludes A shares.

Trends in Hired Skipper Activity

Over the years, some trends are clear: the number of both nonindividual and individual QS holders who are eligible to hire Skippers has been declining through attrition while the reliance on Hired Skippers has been increasing. The later is evident by the increase in Hired Skippers and of the higher percentages of hirers and Hired Skipper harvests and QS holdings. Additionally, Hired Skippers have a substantial ownership in both vessels and entities for which they fish.

Conclusion

The ability to hire a skipper to fish catcher vessel IFQ remains an important element of the IFQ Program. Under current regulations, the practice will eventually disappear as QS/IFQ holders are replaced by new entrants who are required to be onboard when the IFQ is harvested. Until that happens, however, an increasing percentage of the annual IFQ will be harvested by persons other than the QS/IFQ holder even though many such persons are either owners of the entities that "hire" them or are IFQ holders and active fishermen in their own right. The fact that the numbers of nonindividual catcher vessel QS holding entities is declining does not, in itself, result in fewer IFQ pounds being fished by hired Skippers (although the numbers of such Skippers may decline). The size of each eligible entity's holdings may increase, even as the numbers of entities with holdings decline through consolidation and program regulation.

EFFECTS OF UNDER- AND OVERFISHING ADJUSTMENTS OF ANNUAL IFQ PERMITS ON FUTURE YEAR PERMITS

IFQ regulations provide for administrative adjustment of IFQ permits as a result of under- and overfishing the "parent" QS the prior year. If IFQ pounds remain unfished, a "use it or lose it" provision limits the amount of poundage that may be carried over to the following year. If a person exceeds a permit by a small percentage, the next year the QS holder may see a permit account debit; since 1998, a large permit overage results in enforcement action without future administrative adjustment. Therefore, the debit or credit adjustment to the QS holder's permit may be less than the actual number of pounds that were under- or overfished the prior year.

NMFS applies administrative adjustments at the beginning of each fishing year when annual IFQ accounts are created and IFQ pounds are allocated to QS holders. Administrative adjustments "follow the QS" so that the adjustment is computed for the permit of the person(s) who, at the beginning of a year, holds the QS associated with the IFQ that was under- or overfished the prior year.

The following tables show the net adjustments to 2008 IFQ halibut and sablefish permits from under- and overfished IFQ pounds during 2007, including adjustment *averages* from 1996 through 2008. "Net adjustment" is the sum of all credits and debits applied to all IFQ permits.

In every year since the beginning of the program, adjustments from underages (including permits entirely unfished) have exceeded those from overages, resulting in net positive adjustments to IFQ permits. In 2008 this trend continued; had all additional adjustment pounds been harvested with no underfishing, the allotted annual IFQ TAC would have been exceeded by the pounds and percentages indicated in the tables.

Table 2.23 Net Adjustments to IFQ halibut permits with yearly averages, derived from under- and overfishing of prior year permits

Species/category	2008	Averages 1996[a]–2008
Halibut[b] All areas net adjustment	704,458	922,598
All areas annual IFQ TAC	48,040,800	53,826,354
All areas percentage by which TAC could be exceeded	2%	2%

[a] The IFQ Program started in 1995; the first adjustments were made to 1996 annual IFQ permits.

[b] Halibut data are in net weight (head off, gutted) pounds.

Table 2.24 Net Adjustments to IFQ sablefish permits with yearly averages, derived from under- and overfishing of prior year permits

Species/category	2008	Averages 1996[a]–2008
Sablefish[b] All areas net adjustment	737,976	689,724
All areas annual IFQ TAC	29,967,127	32,116,749
All areas percentage by which TAC could be exceeded	3%	2%

[a] The IFQ Program started in 1995; the first adjustments were made to 1996 annual IFQ permits. The 1996 adjustment data are not available.

[b] Sablefish data are in round weight pounds.

REGISTERED BUYERS

An IFQ Registered Buyer (RB) must report landings of IFQ halibut and sablefish. Table 2.25 displays the number and types of Registered Buyer permits issued by RAM for 2008 and the number of Registered Buyers that reported landings this fishing season. RBs must obtain a permit for each facility at which IFQ fish or CDQ halibut is received and each catcher-processor vessel. Many RBs hold more than one permit. RAM issued 29 more permits in 2008 than in 2007. Catcher-Seller, Shoreplant, and Buyer-Broker permits, respectively, increased more than any other types of RB permits. Less than one-third of permitholders were active in 2008.

Table 2.25 Type and number of RB permits and permitholders with landings, 2008

Type of RB[a]	Permits Issued	Number Distinct Permitholders	Number Distinct Permitholders with Landings[b]	Percent of RB Permitholders with Landings[b]
Buyer-Broker	108	102	27	26.5
Catcher-Seller	232	230	40	17.4
Retail	44	42	15	35.7
Mothership	5	5	0	0.0
Tender	14	13	2	15.4
Catcher-Processor	94	89	24	27.0
Restaurant	16	16	3	18.8
Shoreplant	126	82	46	56.1
Other	33	33	11	33.3
Total (not additive)	***512***	***453***	***123***	***27%***

[a] Permit applicants select all relevant "Types of Registered Buyer" operations; as a result, numbers are not additive across types.

[b] Because percentages are rounded, they may differ slightly from actual data.

Although nine fewer RB permits were used to report halibut landings than in 2007 (and four fewer were used to report sablefish landings), reported mean pounds increased for halibut and dropped about 20,000 pounds per permit for sablefish. Table 2.26 shows the number of RB permits with landings in 2008 and the fishing-year yield in mean pounds for both species. The table also shows the number of permitholders with landings and their yield in mean IFQ pounds.

Table 2.26 Mean IFQ landings per RB permit and permitholder by species, 2008

Species	Registered Buyer Permits with landings	Mean IFQ Pounds per permit	Distinct RB Permitholders with landings	Mean IFQ Pounds per RB holder
Halibut	126	375,578	110	430,208
Sablefish	78	344,521	62	433,430

ELANDINGS

Registered Buyers must report IFQ landings electronically using the Internet (with permission, a backup paper submission system is available). Real-time accounting of individual harvests contributes significantly to accurate management of each IFQ holder's IFQ accounts and supports inseason transfers.

Of two Internet systems available, the more comprehensive one, the Interagency Electronic Reporting System (IERS) and its data-entry component, eLandings, is the standard reporting method. During 2008, Registered Buyers reported 8,179 vessel landings: 7,796 through IERS, 201 by the NMFS Web, and 182 manually. Figure 2.3 illustrates the nearly complete transition toward IERS. Since fishing year 2007, manual reporting decreased 1 percent, and NMFS Web use decreased from 36 percent to 2 percent as reporting through IERS jumped to 96 percent from last season's 61 percent.

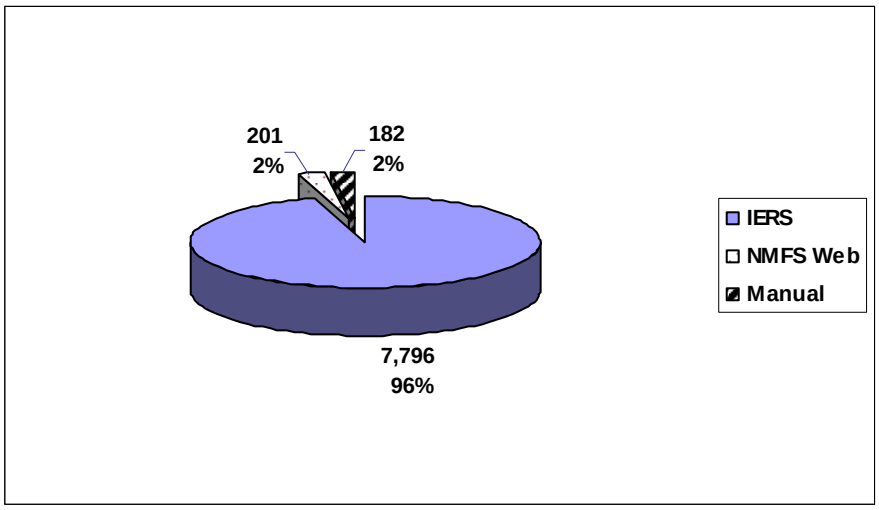

Figure 2.3 Reporting Methods (number and percent) for IFQ Halibut and Sablefish Landings, 2008

NMFS AKD Office, Kodiak, Alaska **Courtesy NOAA Fisheries**

Partners

The U.S. Coast Guard and the National Marine Fisheries Service (NMFS) Alaska Enforcement Division (AKD) enforce the regulations that govern fishing under the IFQ Program. In addition, AKD has created a partnership with the State of Alaska Department of Public Safety through Joint Enforcement Agreements (JEAs). These JEAs assist AKD in enforcing IFQ and other federal fishing regulations. The AKD and U.S. Coast Guard periodically report on enforcement activities to the Council.

Joint Enforcement Agreements (JEAs)

The Alaska Wildlife Troopers assist AKD by using Troopers and Public Safety Technicians to carry out dockside boardings and inspections and at-sea patrols. The state conducts these duties under authority of a Cooperative Enforcement Agreement and is funded through JEAs.

AKD and Trooper inspection methods vary and include audits, inspections, and Community Oriented-Policing and Problem Solving (COPPS) contacts. An IFQ audit consists of a vessel boarding with a full examination of all fish, permits, logbooks, and other checks that are specific to that offload. An audit includes monitoring the offloading of fish throughout the entire offload. However, an IFQ inspection does not include monitoring the entire offloading process. An IFQ COPPS contact is a short interaction between authorities and the vessel operator, intended primarily to answer the operator's questions and to provide regulatory information. Because NMFS AKD is primarily responsible for offload monitoring, accounting for IFQ shipments, and investigating fraud and other illegal activities, vessel inspections, audits, and educational outreach continue to be major components of the IFQ enforcement strategy.

During 2008, NOAA and JEA conducted 711 inspections with an additional 43 audits and 11 COPPS contacts. Although IFQ vessel boardings are not intended to collect data that is species-specific, NOAA and JEA increased IFQ vessel boardings by approximately 15 percent in 2008.

AKD Effort

In 2008 the AKD and State of Alaska personnel (through JEAs) completed 765 IFQ halibut and sablefish vessel boardings. This number includes both halibut and sablefish vessel boardings because AKD boardings are intended to ensure compliance with all IFQ and IPHC regulations and do not focus on collecting species-specific data. JEA resources focused not only on IFQ halibut and sablefish but also on Bering Sea crab inspections and audits as well as BSAI and GOA groundfish enforcement. The percentage of IFQ halibut and sablefish vessels boarded by NOAA and JEA personnel has nearly doubled since 2004. This is due to the trend of increasing boardings and decreasing IFQ halibut and sablefish offloads.

IFQ Landing Summary

Of 5,937 documented IFQ halibut and sablefish landings, the IFQ database flagged 447 (7.5 percent) potential violations for landing errors. Approximately eighty (80) violations resulted from those flagged errors. The remaining flagged errors were administrative, caused by Registered Buyers entering incorrect information on IFQ Landing Reports or by Registered Buyers or vessel operators submitting incorrect information on PNOLs. During the 2008 IFQ fishing year, AKD documented approximately 26 Prior Notice of Landing (PNOL) violations, which were of two types—either no PNOL or inaccurate information on the PNOL. AKD documented 18 IFQ landing report violations (either no landing report was submitted or incorrect information was submitted), 41 IFQ halibut overages (seven more than in 2007), and an estimated 26 permit violations.

AKD Season Summary

Figure 2.4 shows the number of IFQ halibut violations from boardings, compared with violations and boardings in other halibut programs. AKD personnel combine CDQ halibut boarding/inspection data with IFQ halibut boarding/inspection data as they document violations discovered during a boarding or inspection in their data collection process. For a broader IFQ comparison, Figure 2.5 illustrates the number of IFQ violations compared with other regulation types. Between January 1 and November 17, 2008, the AKD opened 556 cases (some with multiple violations), documenting 782 violations in 2008. Both figures below clearly illustrate that IFQ violations are a principal concern for regulation compliance.

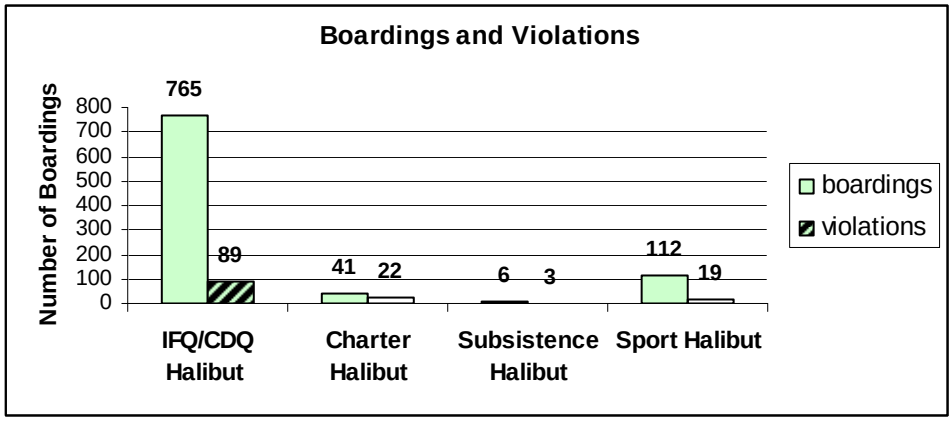

Figure 2.4 IFQ/CDQ Violations among Halibut Programs, 2008

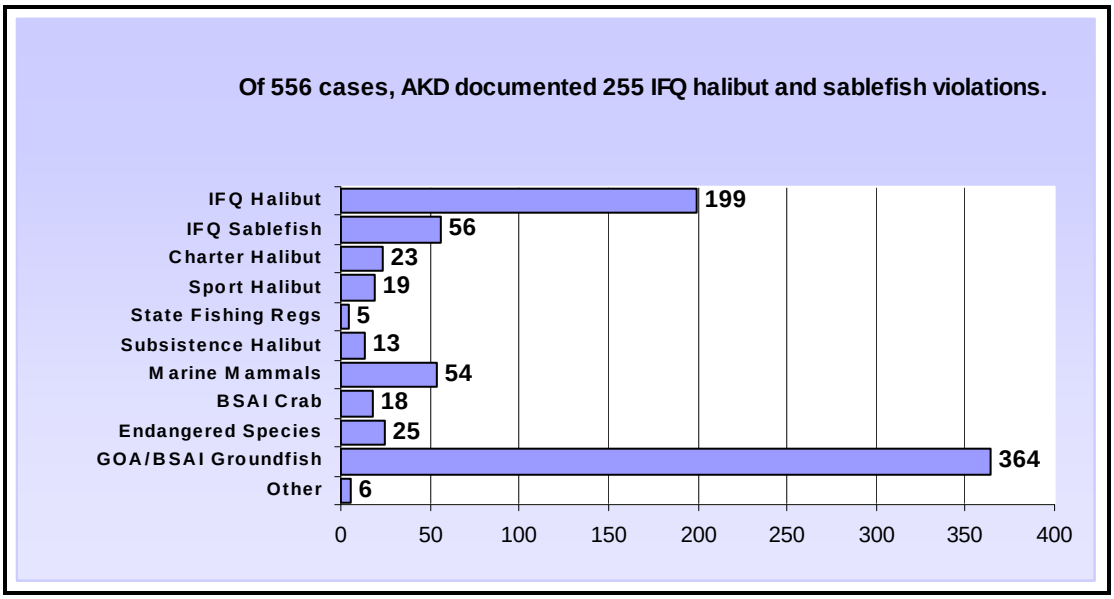

Figure 2.5 Number of IFQ Violations among Regulation Types, 2008

U.S. COAST GUARD IFQ ENFORCEMENT

Duties

The U.S. Coast Guard focuses its efforts at sea. Since 2006 NMFS AKD has monitored offloads and provided after-hours surveillance.

IFQ Patrol Effort

IFQ enforcement patrol effort by smaller cutters (patrol boats and buoy tenders) in Alaska showed a slight decline in effort from 2007 but remained relatively unchanged when compared with the last four years (Figure 2.6). Although major cutter hours were down 14 percent from those in 2007, effort was still much higher than during 2001–2005.

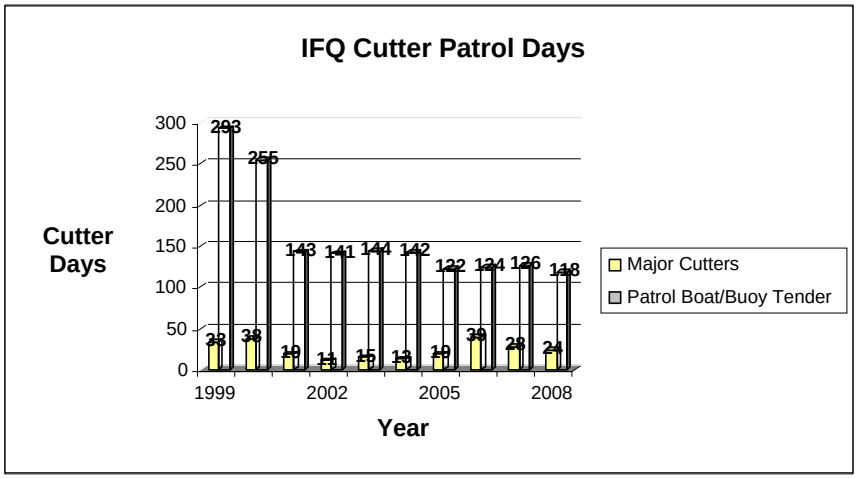

Figure 2.6 USCG Cutter and Patrol Boat Effort, 1999–2008

Aircraft IFQ Patrol Effort

Stability of the IFQ fishery and very low rates for significant IFQ violations and Search and Rescue (SAR) cases have allowed the USCG to gradually shift some patrol effort to maritime security and other fisheries mission areas. Figure 2.7 shows this trend during 2008 in helicopter IFQ patrol hours (down 20 percent since 2007 and down 52 percent since 2004). Helicopter patrols in 2008 totaled 580 hours for the 2008 IFQ fisheries, down almost 140 hours from the 2007 fishing year. However, HC-130 aircraft IFQ patrol hours (284) increased over the 2007 effort (228 hours), and, due to a replaced craft, have almost returned to the 2004 IFQ fishery operations.

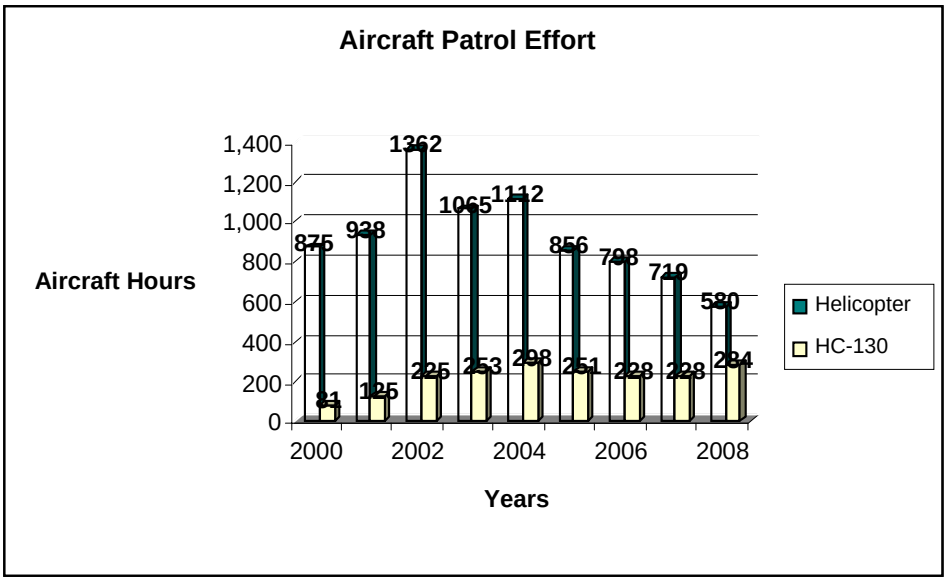

Figure 2.7 USCG Aircraft Patrol Effort, 2000–2008

IFQ At-Sea and Dockside Effort

After eliminating shoreside enforcement in 2006, during 2008 USCG enforcement personnel focused exclusively on at-sea boardings (136), which declined about 20 percent from the 176 boardings during 2007. Protecting resources through at-sea boardings was possible this year because of AKD's increased capacity to monitor offloads with their personnel and through JEAs with the State of Alaska. Historically, shoreside violations detected by the USCG have consistently been minor and generally administrative. Consequently, the USCG determined that more significant resource protection was possible by at-sea boardings. Table 2.27 displays recent dockside IFQ monitoring effort and at-sea boardings with fishery violations. The 2008 fisheries violation rate is 3.7 percent, almost one-third of the rate of 2006 (10). Fewer at-sea boardings during 2008 may account for the lower quantity and rate of observed violations. However, the quantity of violations observed may reflect an increase in compliance by the fact that the IFQ fisheries violation rate (3.7 percent) has dropped approximately two percent since 2007 and more than half since 2006.

Table 2.27 At-sea IFQ boardings with fishery violations and violation rates (percent), 2005–2008

IFQ Boardings/Violations	2008 Violations	2007 Violations	2006 Violations	2005 Violations
At-Sea boardings	136	176	198	102
Dockside monitors[a]	0	0	0	44
Boardings/monitors w/fishery violations	5	10	19	14
Violation rate (percent)[b]	3.7	6	10	10

[a]NOAA Enforcement handled after-hours surveillance of ports and shoreside monitoring of offloads. USCG involvement in shoreside enforcement was eliminated in 2006.

[b] Because percentages are rounded, they may differ slightly from USCG published data.

Table 2.28 displays specific at-sea IFQ violations from 2005 through 2008. During 2008, of the 136 boardings at sea, USCG personnel cited five vessels for five violations. The two at-sea IFQ fisheries violations not included in the table are failure to retain bycatch (1) and shark fin retention (1). Fisheries compliance among the IFQ fleet continues to improve, with observed violations in 2008 again reaching an historic low.

Table 2.28 At-sea IFQ fisheries violations, 2005–2008

Violation Type	2008 Violations (5 on 5 Vessels)	2007 Violations (20 on 19 Vessels)	2006 Violations (20 on 19 Vessels)	2005 Violations (10 on 8 vessels)
Permit/Cardholder not onboard	0	2	4	5
Insufficient seabird avoidance	0	2	7	3
Log violation	3	5	5	2

Examining a life raft during a safety inspection **Courtesy USCG**

IFQ Vessel Safety

During 2008 the total number of IFQ safety violations increased significantly from 14.2 percent to 22.8 percent, due partly to an increased focus on fishing vessel crew drills and training by USCG boarding teams, which had not been emphasized in the past. Out of 136 boardings, the number of IFQ safety violations totaled 43 on 31 vessels. Table 2.29 shows by type and number most of the 2008 safety violations, compared with those in recent fishing years.

Ten violations were not included in the table due to a lack of multiyear comparisons among violation types. Excluded violations include safety drills/instructions/ plans (6), inoperative bilge alarms (2), hull markings/documentation (1), and inoperative navigation lights (1). In summary, the most prevalent violations were life raft-related and visual distress signals. Two IFQ vessel voyages were terminated; one for failure to carry sufficient survival suits and the other for a mixture of violations, including no life raft and insufficient immersion suits and visual distress signals.

Table 2.29 IFQ fleet at-sea safety violations by type and number, 2003–2008

Safety Violation Types	2008 Violations	2007 Violations	2006 Violations	2005 Violations	2004 Violations	2003 Violations
Expired/missing life raft/hydro[a]	9	2	10	7	6	11

Continued

Table 2.29 Continued

Safety Violation Types	2008 Violations	2007 Violations	2006 Violations	2005 Violations	2004 Violations	2003 Violations
Insufficient visual distress signals	9	5	9	3	6	7
Expired/missing EPIRB[b]/hydro	7	12	9	8	4	8
Insufficient/expired fire extinguishers	2	3	4	5	3	5
Insufficient survival suits	3	5	7	7	2	3
Unserviceable/missing life ring	2	1	3	4	1	6
Exposed hazards	0	0	0	3	1	3
No marine sanitation device	0	0	0	1	1	2
No sound-producing device	1	4	2	1	1	1

[a] hydro, or HRU, is a hydrostatic release unit that holds life rings or an Emergency Position Indicating Radio Beacon (EPIRB). If a vessel takes on water, a wet "hydro" releases what it is holding to let it rise to the water's surface.

[b] An EPIRB is an emergency device that uses a radio signal to alert satellites or passing airplanes to a vessel's position.

2008 Search and Rescue (SAR)

In 2008 the number of IFQ SAR cases in the IFQ fisheries was three, down from the 2006–2007 cases (5). For pre-program comparisons, in 1993 and 1994, the number of SAR cases reached 26 and 33, respectively. During 2008 two vessels were lost, and one fatality occurred. Figure 2.8 displays the SAR safety record during the last ten years.

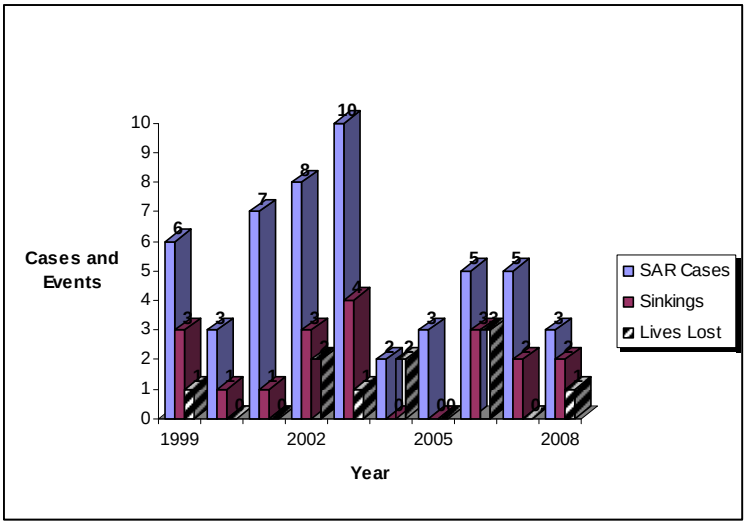

Figure 2.8 USCG IFQ Search and Rescue Cases, 1999–2008

SECTION 3

THE 2008 IFQ SEASON BY THE NUMBERS

INTRODUCTION

One way of assessing the performance of a program that restricts access to fisheries is to quantify as many elements as possible and report these data to the fleet, the public, fisheries managers, and policymakers. That is this section's purpose.

Quite simply, these data reflect the decisions of thousands of quota shareholders—decisions to appeal determinations, to buy or sell quota share, to fish or join with other quota shareholders on a vessel. We report these data generally without comment, allowing only the numbers to speak.

On the following pages, we present information on appeals, consolidation of quota shareholders and of vessels, "IFQ crewmembers" who have entered the fishery after the IFQ Program began, vessel participation, and updates from the North Pacific Loan Program.

DETERMINATIONS AND APPEALS

The Office of Administrative Appeals (OAA) adjudicated most initial issuance appeals prior to 2008. Infrequently, RAM receives an inquiry about eligibility for initial QS or other program features. Table 3.1 provides the cumulative status of IFQ appeals. The three most common causes of IFQ Program appeals have been basic eligibility, vessel owner/lease conflicts, and untimely applications. For more information on published OAA decisions, visit the OAA online at alaskafisheries.noaa.gov/appeals.

APPEALS OF FINAL AGENCY ACTIONS

A Decision of the OAA typically becomes a Final Agency Action 30 days after it is published. An appellant may appeal a Final Agency Action to the federal courts, and a small percentage has done so in IFQ cases.

Table 3.1 Status of IFQ Appeals 1994–2008

Cumulative Status of IFQ Appeals at year-end 2008	Number
Decisions issued (Final Determination)	159[a]
Appeal settled or dismissed (Final Determination)	32
Appeals pending	1
Total IFQ appeals[a,b,c]	***192***

[a] This total for decided cases corrects that of 2007; cases are counted once each and include only the most recent OAA action.
[b] The number of cases is approximate; some appeals were split into multiple cases.
[c] Data exclude filings withdrawn by appellants.

During 2008, no new IFQ appeals were filed; one case was reconsidered. At year-end 192 IFQ appeals had been filed with the OAA, and one case which had been accepted for reconsideration was decided.

Table 3.2 Status of appeals to federal courts, year-end 2008

Case Title (Nature of Dispute)	Status of Appeal
Dell v. NMFS (Lease/Ownership)	Ninth Circuit Court Judgment for Defendant (NMFS)
Smee v. NMFS (Lease/Ownership)	Ninth Circuit Court Judgment for Defendant (NMFS)
Cole v. NMFS (Lease/Ownership)	Ninth Circuit Court Judgment for Defendant (NMFS)
Gates v. NMFS (Lease/Ownership)	Ninth Circuit Court Judgment for Defendant (NMFS)
West v. NMFS (Ownership Conflict)	District Court Judgment for Appellant (West)
Foss v. NMFS (Untimely Application)	Ninth Circuit Court Judgment for Defendant (NMFS)
Pancratz v. NMFS (Transfer)	Ninth Circuit Court affirmed District Court Order granting NMFS Partial Summary Judgment and denying appellant's motion for Summary Judgment; appellant's motions for reconsideration and for altering amended decision were denied. Appellant filed motion for rehearing; this motion was denied.
Prowler/Ocean Prowler Partnerships v. NMFS (Ownership Conflict)	District Court Partial Summary Judgment for Defendant (NMFS); Partial Remand. On remand, agency denial was affirmed; to date, the decision has not been reappealed to the federal courts.
Prowler/Ocean Prowler Partnerships v. NMFS (Landings)	Ninth Circuit Court Judgment for Defendant (NMFS)
Petticrew v. NMFS (Regulation Challenge)	Settled prior to Judgment
Ward's Cove Packing v. NMFS (Regulation Challenge)	Ninth Circuit Court Judgment for Appellant (Ward's Cove Packing)

QUOTA SHARE TRANSFER ACTIVITY

Table 3.3 displays a summary of QS/IFQ transfer activities (numbers of approved transfer applications) from the beginning of the program in late 1994 through year-end 2008. The table displays transfers for halibut and sablefish, and both species combined.

Table 3.3 Numbers of approved QS/IFQ transfers 1995–2008[a]

Species	Transfer Type	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Halibut	Regular QS/IFQ	1,218	1,397	1,002	544	631	605	561	530	552	500	473	454	553	468
	IFQ Only (lease)	31	61	52	43	39	49	48	51	39	33	42	42	66	101
	Sweep-up of Small Blocks	31	63	441	147	154	67	86	53	74	94	44	52	128	114
	Total Halibut Transfers	***1,280***	***1,521***	***1,495***	***734***	***824***	***721***	***695***	***634***	***665***	***627***	***559***	***548***	***747***	***683***
Sablefish	Regular QS/IFQ	352	351	388	184	238	238	188	183	262	146	200	160	210	159
	IFQ Only (lease)	76	51	50	57	53	79	67	60	56	47	35	35	34	47
	Sweep-up of Small Blocks	15	20	82	33	24	26	20	13	21	11	22	9	15	20
	Total Sablefish Transfers	***443***	***422***	***520***	***274***	***315***	***343***	***275***	***256***	***339***	***204***	***257***	***204***	***259***	***226***
Both Species	Regular QS/IFQ	1,570	1,748	1,390	728	869	843	749	713	814	646	673	614	763	627
	IFQ Only (lease)	107	112	102	100	92	128	115	111	95	80	77	77	100	148
	Sweep-up of Small Blocks	46	83	523	180	178	93	106	66	95	105	66	61	143	134
	Total–All Transfers	***1,723***	***1,943***	***2,015***	***1,008***	***1,139***	***1,064***	***970***	***890***	***1,004***	***831***	***816***	***752***	***1,006***	***909***

[a] Transactions during 1995–1999 reflect calendar year activity; however, 2000–2008 data extend through January of the following year.

Table 3.4 summarizes the transfer of QS/IFQ between Alaskans and Non-Alaskans. The distributive effects of the transfers summarized below have not been dramatic (at least with respect to net gains and losses of QS/IFQ by Alaskans compared with Non-Alaskans).

Additional information on changes in QS holdings and consolidation in the halibut and sablefish fisheries is on our website at alaskafisheries.noaa.gov/ram

Table 3.4 Changes in halibut QS holdings between initial issuance and year-end 2008[a]

	Initially Issued[a]				Held at Year-end 2008			
	Alaskan[b]		Non-Alaskan[b]		Alaskan		Non-Alaskan	
Area	Number of Persons	QS Units	Number of Persons	QS Units	Number of Persons	QS Units	Number of Persons	QS Units
2C	1,971	49,265,458	418	10,303,434	996	48,582,070	229	10,969,969
3A	2,436	118,598,696	637	66,893,737	1,180	112,155,436	367	72,755,879
3B	780	28,061,266	278	26,455,137	338	27,397,201	156	26,805,895
4A	377	7,069,344	156	7,565,095	164	8,257,568	75	6,329,531
4B	80	3,242,733	73	6,050,658	54	3,851,648	45	5,433,126
4C	48	2,199,603	33	1,816,749	33	1,659,210	22	2,349,376
4D	22	665,856	47	4,257,782	14	1,523,129	33	3,435,121
4E	98	127,392	6	12,607	93	125,901	10	14,098
Total unique persons[c]	***3,976***		***855***		***2,295***		***612***	

[a] "Initially Issued" means QS that was initially issued to its first holder. Initial issuance was accomplished primarily at the beginning of the IFQ Program but continued because of adjudicated appeals.

[b] Designation of "Alaskan" or Non-Alaskan" is premised on holders' self-reported business mailing address; NMFS/RAM makes no effort to verify residency. Changes over time between "Alaskan" and "Non-Alaskan" QS holdings result from QS transfers and QS holders' address changes. Persons with unknown addresses are excluded from this table.

[c] The number of QS holders is not additive across areas or species. "Total Unique Persons" represents the unique number of QS holders for each species.

Table 3.5 Changes in sablefish QS holdings between initial issuance and year-end 2008[a]

Area	Initially Issued[a]				Held at Year-end 2008			
	Alaskan[b]		Non-Alaskan[b]		Alaskan		Non-Alaskan	
	Number of Persons	QS Units	Number of Persons	QS Units	Number of Persons	QS Units	Number of Persons	QS Units
AI	49	7,112,625	87	24,405,551	34	5,338,499	57	26,572,936
BS	63	7,111,748	82	11,514,928	51	8,423,958	58	10,366,180
CG	396	43,441,061	248	68,103,400	214	41,849,689	171	69,836,656
SE	467	42,775,495	249	23,822,984	278	42,130,710	149	23,989,909
WG	108	8,523,936	125	27,562,419	76	9,012,095	91	27,016,288
WY	251	18,495,325	206	34,975,111	115	17,847,377	131	35,419,045
Total unique persons[c]	***721***		***334***		***516***		***335***	

[a] "Initially Issued" means QS that was initially issued to its first holder. Initial issuance was accomplished primarily at the beginning of the IFQ Program but continued because of adjudicated appeals.

[b] Designation of "Alaskan" or Non-Alaskan" is premised on holders' self-reported business mailing address; NMFS/RAM makes no effort to verify residency. Changes over time between "Alaskan" and "Non-Alaskan" QS holdings result from QS transfers and QS holders' address changes. Persons with unknown addresses are excluded from this table.

[c] The number of QS holders is not additive across areas or species. "Total Unique Persons" represents the unique number of QS holders for each species.

MEDICAL TRANSFER

Starting in September 2007, QS holders not eligible to hire a Skipper and who (themselves or an immediate family member) have a medical condition preventing them from fishing their catcher vessel IFQ may lease out the IFQ. This provision is intended to allow IFQ to be fished while the QS holder has a short-term medical condition. For this reason, a written declaration from a medical professional is required, and the number of times a person may use a medical transfer for the same medical condition is limited. In evaluating use of this provision, NMFS considers all transfers of a QS holder's IFQ in the same year for the same medical condition to be one "use" of the provision.

A total of 62 distinct QS holders used the medical transfer provision through 2008, as follows: 13 in 2007 and 54 in 2008. Of persons using the provision, 5 used it in both 2007 and 2008.

TRANSFER ELIGIBILITY CERTIFICATE (TEC)

Besides the GOA Community Purchase Program, and except in a few uncommon circumstances, eligibility to receive catcher vessel QS by transfer is restricted to those persons who received QS by initial issuance and those individuals who can demonstrate they have served as a member of the harvesting crew in any U.S. fishery for no fewer than 150 days. Those individuals are designated as "IFQ Crewmembers" and receive Transfer Eligibility Certificates (TECs) from RAM.

Table 3.6 displays the number of TECs issued by state of residence to IFQ crewmembers since the program began in 1994. It also shows how many of those IFQ crewmembers were holding QS at year-end 2008.

Table 3.6 Summary of Transfer Eligibility Certificate (TEC) issuance 1994–2008 and crewmembers holding QS at year-end 2008

Residency	Crewmember TECs issued 1994–2008	Crewmembers holding QS/IFQ year-end 2008
Alaskan[a]	2,143	829
Non-Alaskan[a]	922	312
Total[b]	***3,065***	***1,141***

[a] Designation of "Alaskan" and "Non-Alaskan" is premised on the applicant's most recently self-reported address.

[b] Persons without known addresses are excluded from this table.

QUOTA ACQUIRED BY "IFQ CREWMEMBERS" BY SPECIES, AREA, AND RESIDENCE

Table 3.7 displays "Alaskan" and "Non-Alaskan" IFQ Crewmember holdings of QS at year-end 2008 (as expressed in 2008 IFQ pound equivalents and as a percentage of the 2008 area TACs).

Table 3.7 Quota acquired by "IFQ Crewmembers" by species, area, and residence, year-end 2008[a]

Species/Area		Alaskan IFQ Pounds[b,c]	Non-Alaskan IFQ Pounds[b,c]	Total 2008 IFQ Pounds[d]	Percent Area TAC[e]
Halibut	2C	1,650,452	528,020	2,178,472	35.1
	3A	3,823,220	2,128,840	5,952,060	24.6
	3B	1,611,413	1,335,437	2,946,850	27.0
	4A	709,583	409,841	1,119,423	36.1
	4B	212,794	307,147	519,941	34.9
	4C	183,298	197,323	380,621	43.0
	4D	96,440	172,536	268,976	21.7
Halibut total		***8,287,200***	***5,079,144***	***13,366,343***	

Continued

Table 3.7 Continued

Species/Area		Alaskan IFQ Pounds[b,c]	Non-Alaskan IFQ Pounds[b,c]	Total 2008 IFQ Pounds[d]	Percent Area TAC[e]
Sablefish	AI	61,246	1,129,672	1,190,918	36.9
	BS	263,892	589,763	853,655	33.8
	CG	574,192	723,693	1,297,885	13.4
	SE	1,243,569	903,451	2,147,021	30.2
	WG	328,001	383,534	711,535	21.3
	WY	189,431	278,532	467,964	11.5
Sablefish total		***2,660,331***	***4,008,645***	***6,668,978***	

[a] An "IFQ Crewmember" is an individual who did not receive QS/IFQ by initial issuance, but who applied for, and was issued, a TEC.

[b] "Alaskan" and Non-Alaskan" are premised on the holders' self-reported business mailing address; NMFS/RAM makes no effort to verify a person's state of legal residence.

[c] Persons without known addresses are excluded.

[d] Pounds are derived from QS held and are not adjusted by prior year fishing activity.

[e] Table 1.1 references TAC amounts.

COMMUNITY PURCHASE PROGRAM

First authorized in June 2004, the IFQ Community Purchase Program allows 42 GOA communities to participate in IFQ fisheries for benefit of their own economic welfare and that of individual community residents. Eligible communities may form nonprofit organizations that acquire QS on the commercial market for lease to community residents. Caps on QS holdings in this program and for each community limit the program. To date, 21 communities are represented by 20 nonprofits, but only one nonprofit has acquired QS and leased IFQ. During 2008, for the one community quota entity, seven of ten participants had a successful fishing year.

INTERESTS AGAINST QS

Since mid-1995 RAM has informally recorded claimed interests against QS on behalf of creditors. Most lending institutions take advantage of this service, although there is no legal requirement these interests be reported to RAM and these notations do not legally perfect the creditors' interest in the QS.

Table 3.8 shows, by type of creditor and fish species, the number of reports of interest that RAM recorded as of year-end 2008. Note this table displays the number of interests filed against identifiable QS ranges (blocks, ranges of unblocked QS) and not against quota shareholders. During 2008 asserted interests for halibut increased by 15 over the 2007 total (1,976), and sablefish claims increased over the prior fishing year by 41. The total number of asserted interests rose by 56 over last season to 2,898.

Table 3.8 Asserted interests recorded by RAM against QS ranges at year-end 2008[a]

Type of Person Asserting Interest	Halibut	Sablefish	Total number of interests asserted[b,c]
Private Banks (and CFAB/credit unions)	1,139	573	1,712
State of Alaska (Division of Investments)	269	92	361
States of Alaska/WA (Child Support)	28	7	35
Private Lenders (other than banks)	263	135	398
CDQ Groups	14	0	14
NMFS Financial Services Branch	249	96	345
Internal Revenue Service	29	4	33
Total—All NMFS Recorded Interests	***1,991***	***907***	***2,898***

[a] Table displays interests voluntarily reported to RAM; interests may be recorded in other venues.
[b] More than one person may have reported an interest against the same range of QS units.
[c] An interest is counted once for each range of QS units for which it is reported.

CONSOLIDATION OF QS

Over time in the IFQ Program, QS has consolidated into the hands of fewer persons than the number that received QS by initial issuance. The following tables show, by area and size of holding, how transfer activities have led to consolidation of QS. In these tables, the area data are not additive; quota shareholders may (and many do) hold QS in more than one management area for both halibut and sablefish. In addition, the number of persons holding QS that yields IFQ of differing amounts has changed from the published report for 2007. These minor changes result from two causes:

- tables are updated to count persons who received QS through settlements and appeal determinations, and
- to make data comparable over time, tables display the number of quota shareholders using pound equivalents; this report uses 2008 IFQ pound equivalents for all years.

CONSOLIDATION OF HALIBUT QS–INITIAL ISSUANCE THROUGH DECEMBER 31, 2008

Table 3.9 Consolidation of halibut QS, initial issuance through year-end 2008; numbers of persons holding halibut QS by area and size of holdings, expressed in 2008 IFQ pounds

Area[a,b]	Size of IFQ Holdings ('08 IFQ Pounds)	Number Initial Issuees	Holders End of 1995[c]	Holders End of 1996	Holders End of 1997	Holders End of 1998	Holders End of 1999	Holders End of 2000	Holders End of 2001	Holders End of 2002	Holders End of 2003	Holders End of 2004	Holders End of 2005	Holders End of 2006	Holders End of 2007	Holders End of 2008
2C	3,000 or less	1,718	1,486	1,255	1,096	1,042	989	954	913	896	842	787	748	721	665	608
	3,001-10,000	543	489	474	479	480	467	460	453	442	451	450	463	467	463	438
	10,001-25,000	123	142	156	153	150	153	153	154	157	155	156	153	155	154	160
	over 25,000	4	8	10	13	13	14	15	16	16	18	20	20	19	20	19
	2C Total	***2,388***	***2,125***	***1,895***	***1,741***	***1,685***	***1,623***	***1,582***	***1,536***	***1,511***	***1,466***	***1,413***	***1,384***	***1,362***	***1,302***	***1,225***
3A	3,000 or less	1,777	1,573	1,379	1,214	1,121	1,043	992	947	915	867	810	757	715	599	501
	3,001-10,000	658	560	509	495	497	486	481	476	483	482	482	476	473	456	432
	10,001-25,000	361	344	351	349	344	342	342	340	332	332	324	332	331	338	335
	over 25,000	275	275	276	280	281	285	283	286	287	283	281	277	276	274	279
	3A Total	***3,071***	***2,752***	***2,515***	***2,338***	***2,243***	***2,156***	***2,098***	***2,049***	***2,017***	***1,964***	***1,897***	***1,842***	***1,795***	***1,667***	***1,547***
3B	3,000 or less	525	472	374	272	238	207	191	171	161	151	135	130	114	111	93
	3,001-10,000	255	213	180	162	148	136	133	131	127	136	131	124	123	124	114
	10,001-25,000	153	142	135	140	143	146	142	141	143	142	145	144	139	131	137
	over 25,000	123	128	135	135	137	141	143	143	146	148	146	148	150	153	151
	3B Total	***1,056***	***955***	***824***	***709***	***666***	***630***	***609***	***586***	***577***	***577***	***557***	***546***	***526***	***519***	***495***

Continued

Table 3.9 Continued

Area[a,b]	Size of IFQ Holdings[b] ('08 IFQ Pounds)	Number Initial Issuees	Holders End of 1995 [c]	Holders End of 1996	Holders End of 1997	Holders End of 1998	Holders End of 1999	Holders End of 2000	Holders End of 2001	Holders End of 2002	Holders End of 2003	Holders End of 2004	Holders End of 2005	Holders End of 2006	Holders End of 2007	Holders End of 2008
4A	3,000 or less	312	269	233	189	165	146	132	113	107	101	102	98	92	81	75
	3,001-10,000	127	112	100	89	87	88	76	74	76	70	70	64	59	60	56
	10,001-25,000	61	63	69	66	66	67	70	70	71	72	67	68	72	64	66
	over 25,000	31	33	33	35	36	36	37	38	36	39	41	41	41	43	42
	4A Total	***531***	***477***	***435***	***379***	***354***	***337***	***315***	***295***	***290***	***282***	***280***	***271***	***264***	***248***	***239***
4B	3,000 or less	59	55	50	44	40	33	34	29	27	25	26	27	28	26	22
	3,001-10,000	57	54	54	45	43	37	33	37	34	38	35	33	32	31	32
	10,001-25,000	17	18	17	22	22	28	26	25	26	24	25	24	25	24	24
	over 25,000	19	18	20	19	19	19	20	21	21	21	21	22	22	22	21
	4B Total	***152***	***145***	***141***	***130***	***124***	***117***	***113***	***112***	***108***	***108***	***107***	***106***	***107***	***103***	***99***
4C	3.000 or less	24	24	23	24	21	21	19	15	15	15	15	16	16	13	13
	3,001 - 10,000	31	31	29	25	23	22	20	15	14	14	14	15	14	11	13
	10,001 - 25,000	16	15	18	17	17	17	18	20	20	22	22	21	21	18	14
	over 25,000	10	10	10	11	11	11	12	12	12	12	12	11	11	13	16
	4C Total	***81***	***80***	***80***	***77***	***72***	***71***	***69***	***62***	***61***	***63***	***63***	***63***	***62***	***55***	***56***
4D	3,000 or less	11	11	10	9	8	7	5	5	3	3	3	3	3	4	4
	3,001 - 10,000	19	19	18	14	11	11	10	9	9	11	11	10	10	10	9
	10,001 - 25,000	26	24	27	19	20	17	20	18	18	15	15	13	13	14	14
	over 25,000	13	13	13	17	17	18	17	18	18	20	20	21	21	20	20
	4D Total	***69***	***67***	***68***	***59***	***56***	***53***	***52***	***50***	***48***	***49***	***49***	***47***	***47***	***48***	***47***
All	3,000 or less	2,775	2,593	2,348	2,053	1,949	1,830	1,766	1,693	1,652	1,566	1,466	1,391	1,336	1,180	1,050
	3,001 - 10,000	1,102	974	912	895	895	885	867	857	846	854	833	828	853	829	776
	10,001 - 25,000	532	514	533	521	507	511	523	526	521	522	531	522	505	512	521
	over 25,000	420	428	434	444	445	451	452	459	470	476	472	477	480	481	482
	Total All Areas	***4,829***	***4,509***	***4,227***	***3,913***	***3,796***	***3,677***	***3,608***	***3,535***	***3,489***	***3,418***	***3,302***	3,218	***3,174***	***3,002***	***2,829***

[a] Halibut data do not include Area 4E; there is no IFQ allocation for that area.

[b] The area data in the table are not additive; QS holders may hold QS in more than one administrative area.

[c] Person counts for each year reflect holders of QS regardless of whether or not they were initial issuees.

[d] "Total All Areas" shows unique persons.

Table 3.10 Consolidation of sablefish QS, initial issuance through year-end 2007; numbers of persons holding QS by area and size of holdings, expressed in 2008 IFQ pounds

Area[a]	Size of IFQ Holdings ('08 IFQ Pounds)	Number Initial Issuees	Holders End of 1995[b]	Holders End of 1996	Holders End of 1997	Holders End of 1998	Holders End of 1999	Holders End of 2000	Holders End of 2001	Holders End of 2002	Holders End of 2003	Holders End of 2004	Holders End of 2005	Holders End of 2006	Holders End of 2007	Holders End of 2008
AI	5,000 or less	50	45	45	40	37	35	28	26	26	24	24	24	25	27	26
	5,001-10,000	30	28	29	27	29	29	28	24	23	22	25	28	28	26	25
	10,001-25,000	22	21	24	25	21	21	21	20	19	18	19	20	19	15	16
	over 25,000	33	30	32	32	32	27	27	27	30	31	30	28	27	26	25
	AI Total	***135***	***124***	***130***	***124***	***119***	***112***	***104***	***97***	***98***	***95***	***98***	***100***	***99***	***94***	***92***
BS	5,000 or less	50	47	45	42	41	41	39	39	37	37	37	37	37	37	36
	5,001-10,000	45	43	39	36	35	35	30	31	29	26	26	28	28	27	27
	10,001-25,000	20	18	20	22	22	23	22	20	21	20	20	23	21	20	16
	over 25,000	30	29	31	30	30	28	28	27	27	31	31	29	29	29	31
	BS Total	***145***	***137***	***135***	***130***	***128***	***127***	***119***	***117***	***114***	***114***	***114***	***117***	***115***	***113***	***110***
CG	5,000 or less	321	293	270	226	217	206	198	190	180	178	174	166	160	152	141
	5,001-10,000	111	93	83	81	80	74	67	65	68	62	64	61	61	63	63
	10,001-25,000	85	82	74	64	59	56	58	65	64	70	69	62	60	56	54
	over 25,000	126	118	124	121	121	122	125	123	125	123	122	124	125	127	128
	CG Total	***643***	***586***	***551***	***492***	***477***	***458***	***448***	***443***	***437***	***433***	***429***	***413***	***406***	***398***	***386***
SE	5,000 or less	327	284	254	201	182	168	164	152	145	138	133	128	125	118	113
	5,001-10,000	178	155	134	130	126	123	121	121	116	121	121	111	111	106	107
	10,001-25,000	126	130	134	128	124	119	116	117	124	113	110	109	99	103	103
	over 25,000	84	85	87	90	92	94	95	96	96	98	100	104	106	105	104
	SE Total	***715***	***654***	***609***	***549***	***524***	***504***	***496***	***486***	***481***	***470***	***464***	***452***	***441***	***432***	***427***

Continued

Table 3.10 Continued

Area[a]	Size of IFQ Holdings ('08 IFQ Pounds)	Number Initial Issuees	Holders End of 1995 [b]	Holders End of 1996	Holders End of 1997	Holders End of 1998	Holders End of 1999	Holders End of 2000	Holders End of 2001	Holders End of 2002	Holders End of 2003	Holders End of 2004	Holders End of 2005	Holders End of 2006	Holders End of 2007	Holders End of 2008
WG	5,000 or less	103	99	96	85	81	80	72	74	70	68	66	65	64	64	61
	5,001-10,000	66	58	53	46	44	43	40	39	39	39	42	43	41	42	42
	10,001-25,000	33	28	30	30	28	26	29	30	28	30	28	28	28	27	28
	over 25,000	30	31	32	33	35	36	35	34	36	37	37	38	38	34	38
	WG Total	***232***	***216***	***211***	***194***	***188***	***185***	***176***	***177***	***173***	***174***	***173***	***174***	***171***	***167***	***169***
WY	5,000 or less	253	218	199	159	149	135	122	119	117	109	104	103	93	88	76
	5,001-10,000	99	93	86	85	86	77	79	76	75	78	72	73	75	75	76
	10,001-25,000	59	56	59	55	56	54	49	52	49	45	48	43	40	37	36
	over 25,000	45	49	48	51	50	52	53	53	55	55	56	57	57	59	59
	WY Total	***456***	***416***	***392***	***350***	***341***	***318***	***303***	***300***	***296***	***287***	***280***	***276***	***265***	***259***	***247***
All	5,000 or less	465	436	428	376	353	338	326	314	302	286	284	271	266	258	246
	5,001 - 10,000	184	177	166	172	177	177	177	175	168	171	171	170	172	166	172
	10,001 - 25,000	146	138	142	140	132	136	134	146	153	154	152	153	149	148	146
	over 25,000	259	256	258	252	257	251	253	255	264	275	278	281	282	285	289
	Total All Areas[c]	***1,054***	***1,007***	***994***	***940***	***919***	***902***	***890***	***890***	***887***	***886***	***885***	***875***	***869***	***857***	***853***

[a] The area data in the tables are not additive; QS holders may hold QS in more than one administrative area.

[b] Person counts for each year reflect holders of QS regardless of whether or not they were initial issuees.

[c] "Total All Areas" shows unique persons.

CHANGES IN QS HOLDINGS, INITIAL ISSUANCE TO YEAR-END 2008

Over time, fewer persons hold QS in the fishery. As expected, the rate at which persons have left the IFQ fisheries has decreased. Figures 3.1a and 3.1b show the estimated number of persons and types (individual and corporate) initially issued halibut or sablefish QS and who still held QS at each year-end of the IFQ Program. In this discussion of QS holdings over time, "1994" represents initial issuance of QS, whenever it occurred. Initial issuance of QS started in 1994 and continued as appeals were adjudicated.

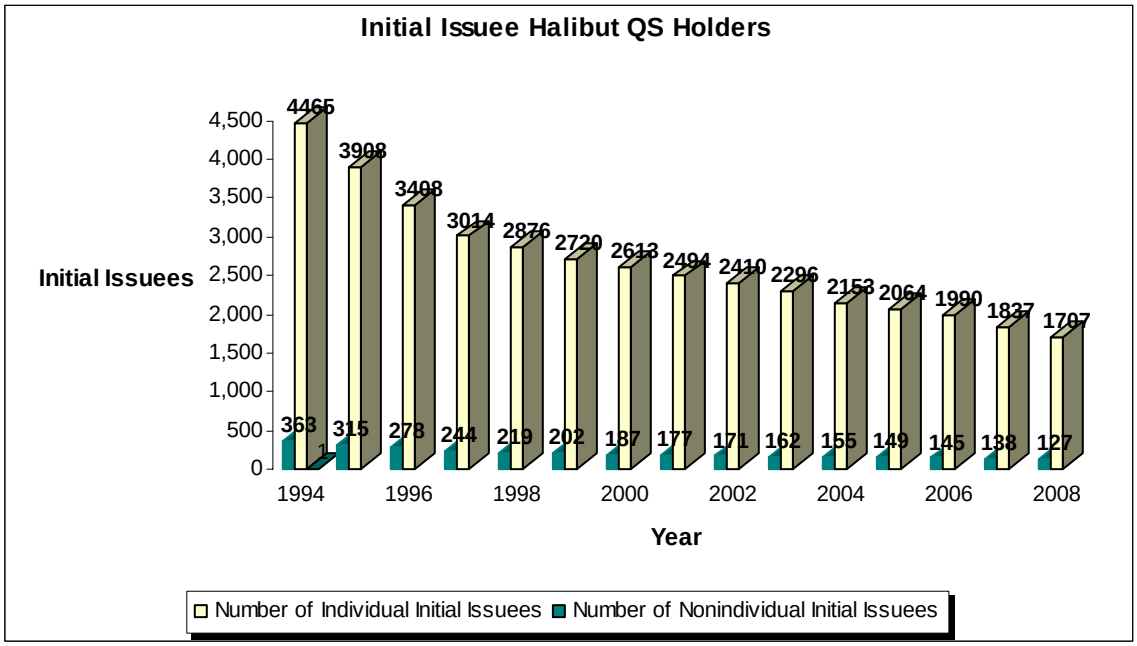

Figure 3.1a Initial Issuees Holding Halibut QS at Year-end, 1994–2008

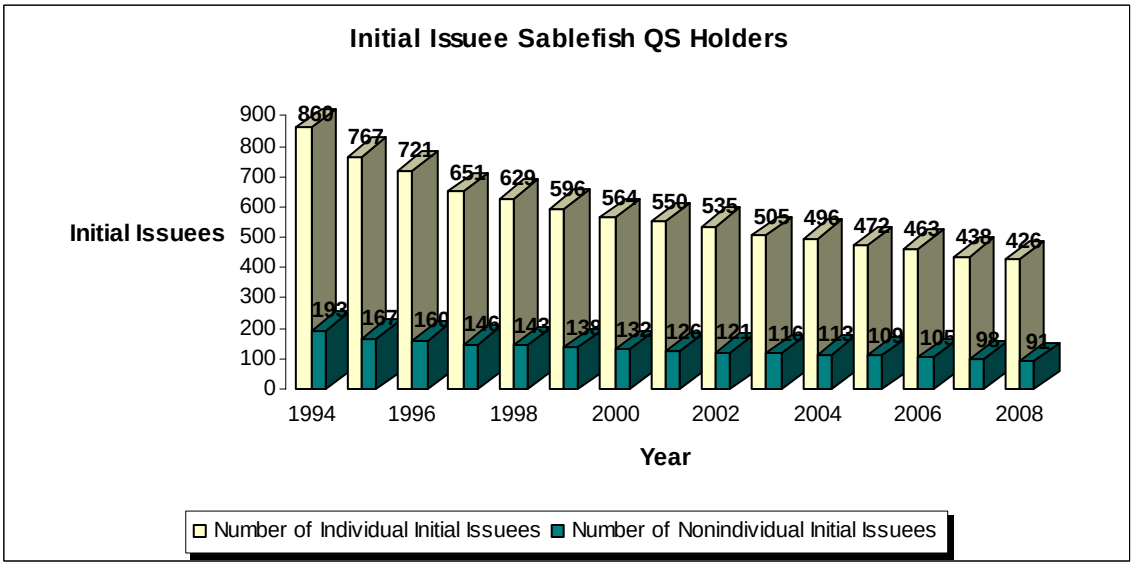

Figure 3.1b Initial Issuees Holding Sablefish QS at Year-end, 1994–2008

Figures 3.1c and 3.1d can be used to compare the numbers of initial issuees holding QS and of all persons at each year-end. Figure 3.1c shows the numbers (and percentages) of all initial issuee QS holders over time. By year-end 2008, almost 40 percent (1,941) of Program initial issuees still held QS. This figure illustrates the recent gradual decrease in numbers of initial issuee QS holders, compared with the rapid decrease in earlier Program years (1994–1996). Figure 3.1d illustrates a similar pattern for all quotaholders in the IFQ Program, who, in 2008, comprised almost 65 percent of the number of initial QS holders at the beginning of the Program.

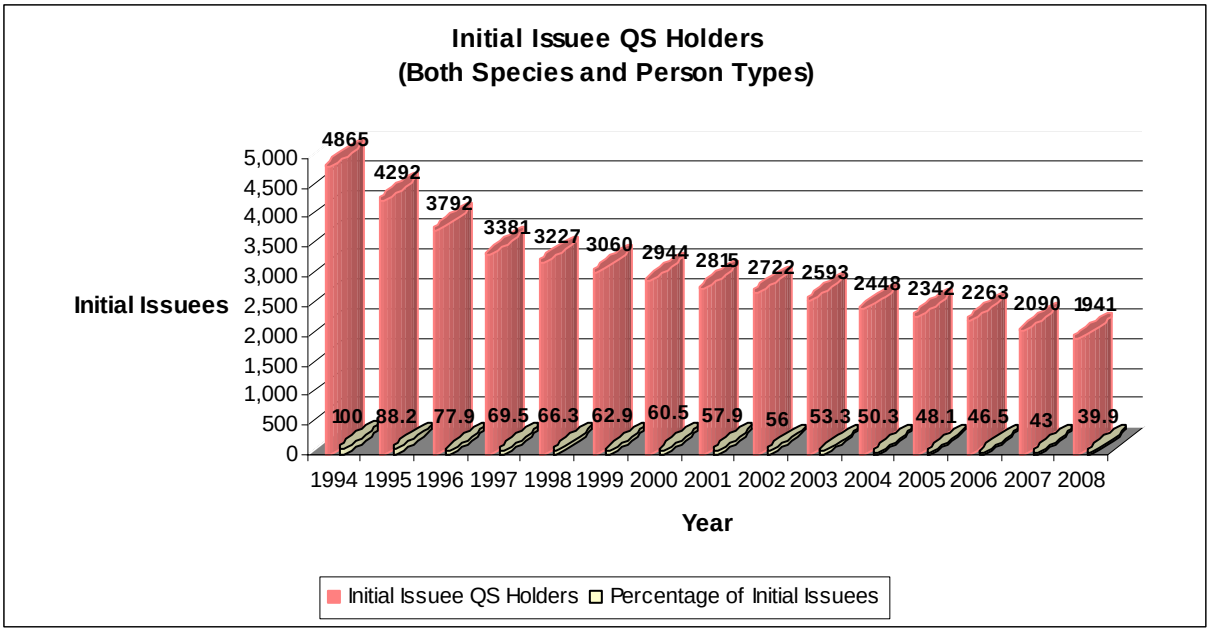

Figure 3.1c IFQ Initial Issuees Holding QS at Year-end over Time, 1994–2008

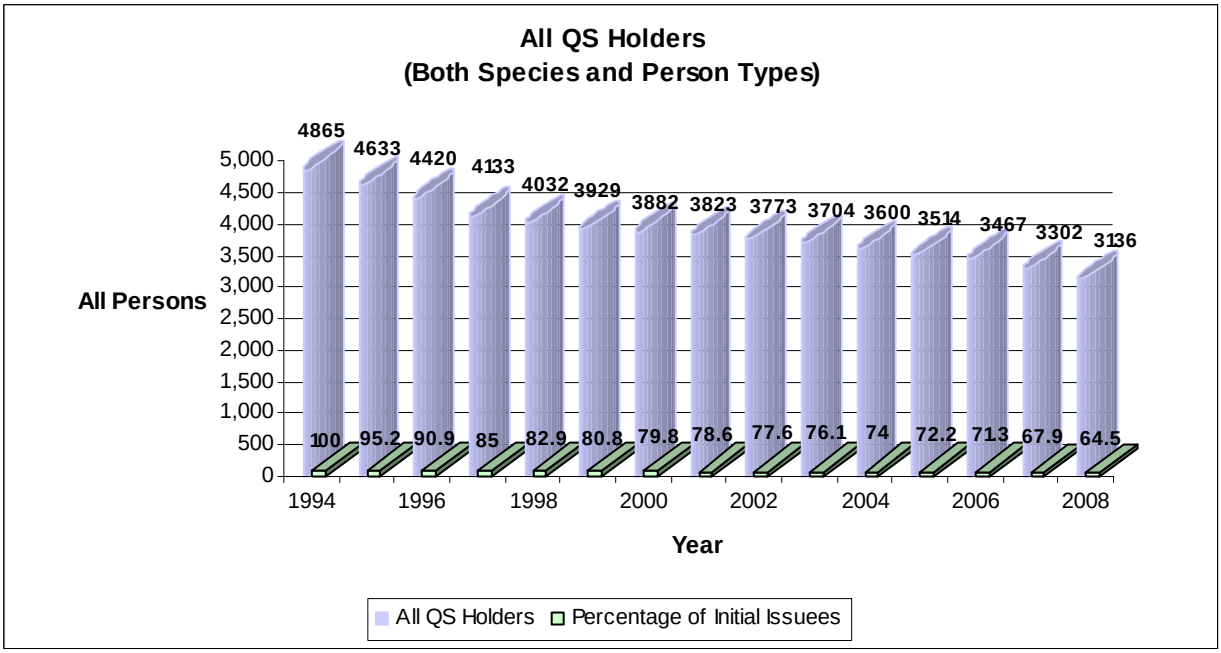

Figure 3.1d All IFQ QS Holders over Time, 1994–2008

While initial issuees were leaving the fishery, IFQ crewmembers were entering, slowing the rate of decline in QS holders. Figures 3.2a and especially 3.2b illustrate the slower decrease in recent years of numbers of all persons (not just initial issuees) holding halibut and sablefish QS. At the end of 2008, the number of persons holding any type of QS was 3,136, or 64.5 percent of the 4,865 persons initially issued QS. Percentages are of the initial QS holders for the respective species.

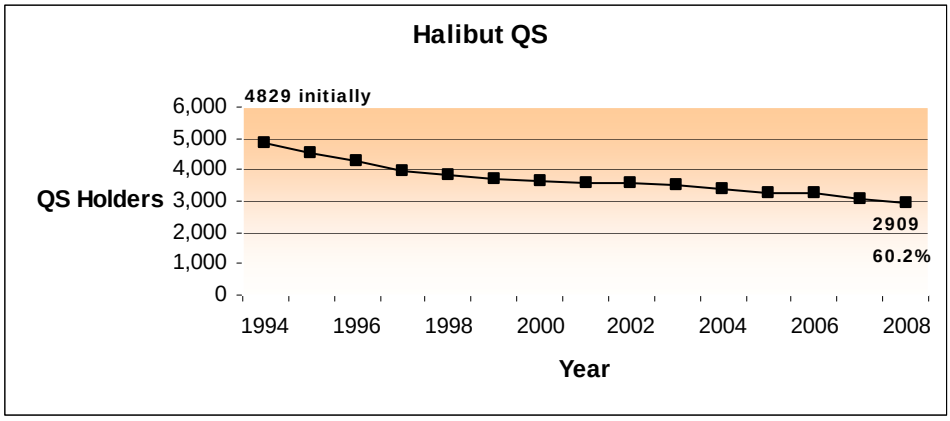

Figure 3.2a All Halibut QS Holders through 2008

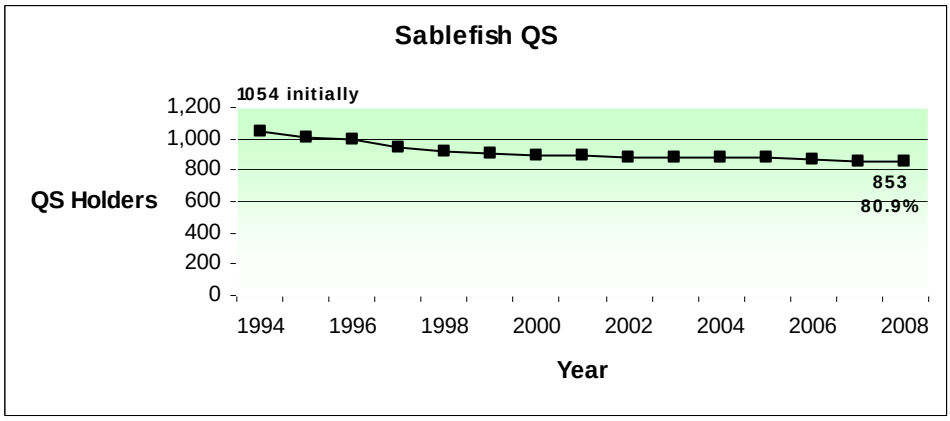

Figure 3.2b All Sablefish QS Holders through 2008

VESSEL PARTICIPATION

Tables 3.11 and 3.12 and Figures 3.3a and 3.3b display reductions in the numbers of vessels participating in fixed-gear fisheries under the IFQ Program, compared with years just prior to program implementation. During 2008, 1,184 distinct vessels participated in the halibut and sablefish fishery. Note that vessel counts are not additive across areas or species because the same vessels may have participated in more than one area or species. After an immediate steep decrease at the start of the IFQ Program, the numbers of vessels continue to decline slowly over time.

Table 3.11 Number of vessels with IFQ halibut harvests by area and year, 1992–2008

Species/ Area	Pre-Program			IFQ Program													
Halibut	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
2C	1,775	1,562	1,461	1,105	1,029	993	836	840	827	736	718	706	678	672	682	653	608
3A	1,924	1,529	1,712	1,145	1,104	1,076	899	892	842	806	750	712	696	670	644	623	599
3B	478	401	320	332	350	357	325	323	342	329	316	328	303	302	287	287	282
4A	190	165	176	140	147	142	120	121	127	122	121	114	112	104	93	90	91
4B	82	65	74	57	64	69	47	51	55	53	53	44	42	38	36	34	39
4C	62	58	64	35	41	46	30	36	35	29	24	24	24	9	8	6	9
4D	26	19	39	27	33	33	22	29	33	31	33	26	27	29	30	25	29
Total vessels[a]	***3,452***	***3,393***	***3,450***	***2,057***	***1,962***	***1,925***	***1,601***	***1,613***	***1,586***	***1,460***	***1,393***	***1,338***	***1,304***	***1,276***	***1,255***	***1,211***	***1,156***

[a] "Total Vessels" shows the total number of individual vessels that participated in the fisheries in any regulatory area.

Table 3.12 Number of vessels with IFQ sablefish harvests by area and year, 1992–2008

Species/ Area	Pre-Program			IFQ Program													
Sablefish	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
AI	50	65	61	67	64	56	39	42	43	41	38	44	36	34	30	29	36
BS	100	85	61	68	64	55	45	44	53	42	48	45	38	45	40	37	38
CG	613	500	602	347	312	291	260	244	228	227	209	204	192	192	189	188	175
SE	510	393	488	391	368	339	309	295	280	267	262	250	252	234	227	221	214
WG	126	47	30	101	97	91	81	77	77	76	74	75	73	76	75	73	63
WY	275	209	265	243	230	206	188	172	158	146	144	136	136	131	128	129	115
Total vessels[a]	***1,166***	***969***	***1,191***	***616***	***565***	***530***	***477***	***463***	***450***	***436***	***416***	***409***	***396***	***378***	***372***	***373***	***362***

[a] "Total Vessels" shows the total number of individual vessels that participated in the fisheries in any regulatory area.

Figures 3.3a and 3.3b show the consistent pattern of decreasing numbers of vessels in the halibut and sablefish IFQ fisheries since the Program began in 1995. The figures reveal initial precipitous declines that, as expected, gradually slowed over time.

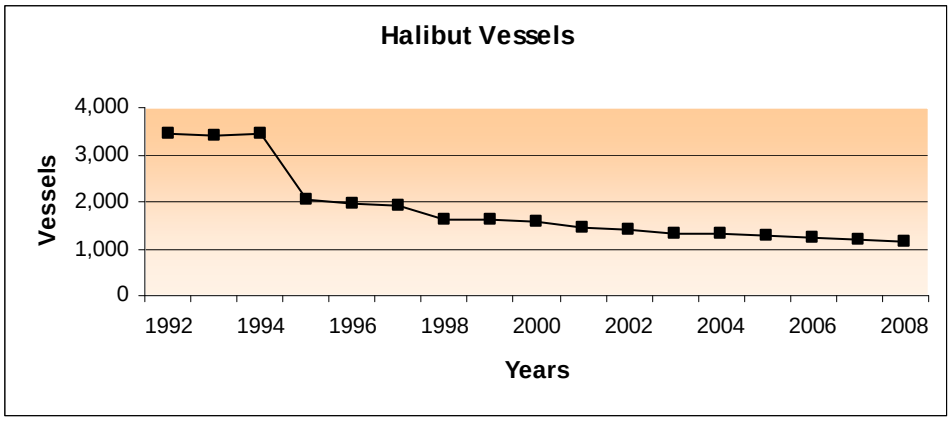

Figure 3.3a Vessel Participation in the IFQ Halibut Fisheries, 1992–2008

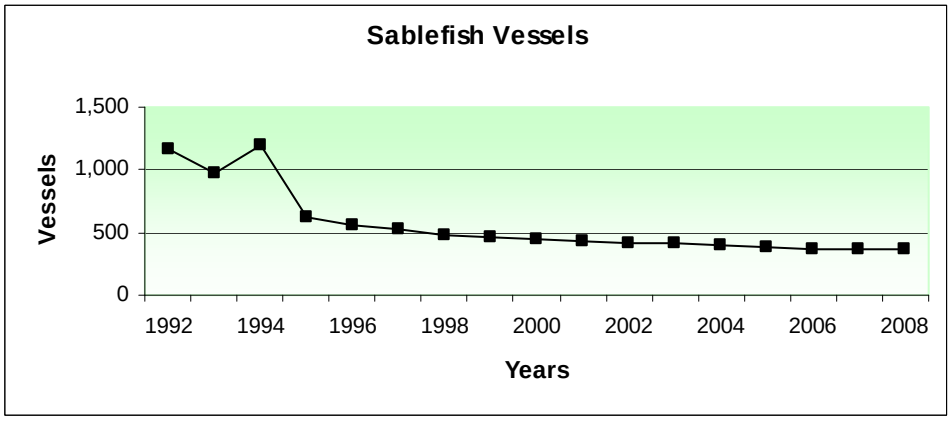

Figure 3.3b Vessel Participation in the IFQ Sablefish Fisheries, 1992–2008

IFQ LOANS

The North Pacific Loan Program

Under the authority of the Magnuson–Stevens Act, the NMFS financial Services Branch in Seattle issues loans to purchase or refinance quota share primarily to entry-level fishermen and those fishing from small vessels. Since fiscal year (FY) 1998, congressional appropriations have established a loan fund of $5,000,000 for each fiscal year. In FY2008, however, the fund was increased to $8,000,000 to meet higher costs of QS in IFQ programs. Table 3.13 displays the number of loans and amounts approved each fiscal year by borrowers' state of residence. In FY2008, fishermen in Missouri and Montana participated in the North Pacific Loan Program for the first time. In the Northwest, Alaska fishermen assumed 14 of the 29 loans issued during the year. Fishermen in Washington and Oregon also participated as principal users of the loan program. The Federal fiscal year is Oct 1 through September 30.

Table 3.13 Status of NMFS loans for purchase of QS/IFQ by residence, fiscal year, amount, and number of loans, 1998–2008

Borrower's State of Residence	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Cumulative Number of loans	Average loan amount	Cumulative Total loan amount
Alaska	2,704,749	2,942,881	2,852,759	2,506,978	2,898,348	3,886,000	2,412,042	1,921,075	2,623,980	2,859,000	3,627,134	225	138,822	31,234,946
Arizona				185,000	170,187						630,000	4	246,297	985,187
California			260,000				272,178		201,912		300,000	5	206,818	1,034,090
Colorado			60,000				150,000	288,000	256,000			4	188,500	754,000
Florida		360,019						360,240				2	360,130	720,259
Georgia	250,000		92,871									2	171,436	342,871
Idaho			80,000	99,564								2	89,782	179,564
Michigan		61,500										1	61,500	61,500
Minnesota					100,000							1	100,000	100,000
Missouri											287,709	1	287,709	287,709
Montana											100,000	1	100,000	100,000
Nebraska				200,000								1	200,000	200,000
Nevada					100,000							1	100,000	100,000
Oregon	169,336	205,800	393,000	354,955	100,000	300,000	342,000		368,108	360,000	1,240,000	21	182,533	3,833,199
S. Dakota							100,000	200,000				2	150,000	300,000
Texas							68,780					1	68,780	68,780
Utah	114,808							240,000				2	177,404	354,808
Washington	1,761,107	1,429,800	1,261,370	1,570,914	1,631,465	814,000	1,655,000	1,990,685	1,550,000	1,781,000	1,815,157	99	174,348	17,260,498
Wisconsin				65,089								1	65,089	65,089
FY Totals	***5,000,000***	***5,000,000***	***5,000,000***	***4,982,500***	***5,000,000***	***5,000,000***	***5,000,000***	***5,000,000***	***5,000,000***	***5,000,000***	***8,000,000***	***376***	***$154,209***	***$57,982,500***

SECTION 4

ANNUAL REPORT
IFQ FEE (COST RECOVERY) PROGRAM

COST RECOVERY

Section 304(d)(A) of the Magnuson–Stevens Fishery Conservation and Management Act (MSA), enacted in late 1996, obligates NMFS to recover the "actual costs of managing and enforcing" the IFQ Program. The law provides that the fee be paid by IFQ fishermen and premised on the ex-vessel value of fish harvested under the program. The fee cannot exceed 3 percent of the annual ex-vessel value in dollars, goods, and services.

USE OF FUNDS

Receipts from the collection effort are deposited in two accounts. Twenty-five percent (25 percent) of the collections are deposited in the U.S. Treasury. They are available to Congress for annual appropriations to support the North Pacific (IFQ) Loan Program. The other 75 percent is deposited in the "Limited Access System Administrative Fund" (LASAF). Funds in this account are available only to the Secretary of Commerce and must be spent on IFQ Program management and enforcement.

REQUIREMENTS AND RESPONSIBILITIES

The program places responsibilities on two categories of participants: 1) IFQ Registered Buyers who are acting as shoreside processors and 2) IFQ permitholders with landings of halibut or sablefish authorized by their permit.

For IFQ Registered Buyers

Registered Buyers acting as shoreside processors must report the price and amount of purchased pounds of halibut and sablefish by species, month, and port, which are essential for calculating annual standard ex-vessel prices of IFQ fish. Reports are due at RAM by October 15 each year and can be submitted on the Internet or on paper forms.

For IFQ Permitholders

IFQ permitholders are responsible for fees owed for all landings on their permit(s), regardless of whether their IFQ pounds were from their own QS or leased from another quota shareholder and regardless of whether a permitholder or hired skippers made the landings.

Permitholders must pay their fee liability by no later than January 31 of the year after the calendar year of the landings. There are two payment options:

Option 1: Permitholders may pay the amount billed, (RAM's calculation of the annual fee owed, based on standard prices and values) or

Option 2: Permitholders may pay an amount based in whole or in part on actual ex-vessel value from the sale of their IFQ halibut or sablefish. If they choose this option, they must be prepared to demonstrate, with written documentation, how much they were paid for those IFQ landings.

NMFS Responsibilities

At the end of each IFQ season, NMFS is responsible for these actions:

- ✓ compiles a list of all IFQ landings by species, month, and port or port group;
- ✓ uses shoreside Registered Buyer data to calculate a set of standard ex-vessel prices for IFQ fish landed;
- ✓ applies the appropriate standard ex-vessel price to each landing, creating a standard ex-vessel value for each landing;
- ✓ sums the total standard ex-vessel values of all landings to derive the total ex-value of the year's IFQ fishery;
- ✓ compiles all costs directly attributable to the IFQ fishery;
- ✓ uses direct program costs and total ex-vessel value to calculate the annual fee percentage; and
- ✓ applies the percentage to the standard ex-vessel values to determine the fee owed for each landing;
- ✓ sums the fees owed for all landings on all IFQ permits held by each person. This final figure is the *annual fee* owed by each permitholder, based on standard prices and values.
- ✓ mails IFQ permitholders a summary that itemizes their landings and shows their calculated fee liability. RAM bases the fee liability on the sum of all payments of monetary (in dollars, goods, and services) worth to fishermen for landings of IFQ fish.

Penalties: Failure to pay on time results in NMFS action against the permitholder's quota share holdings and additional monetary charges, fines, and/or permit sanctions. If a permitholder fails to pay by the January 31 due date, his/her QS/IFQ will become nontransferable until the fee liability is satisfied, and he or she may not receive QS or IFQ by transfer. Also, RAM will issue an Initial Administrative Determination (IAD) to which the permitholder must respond within 30 days. If an account is unpaid for 30 days after the due date, administrative fees, interest, and penalties start to accrue.

If the account is not paid within the 30 days provided by the IAD, in addition to penalties, interest, and fees, the permitholder's IFQ permit account will be sanctioned and the permitholder will be unable to fish until the fee liability is satisfied. Additional fines may also apply.

2007 PAYMENT PERFORMANCE

At the end of the 2007 IFQ season, the fee was computed to be 1.2 percent of the ex-vessel value, premised on program expenditures of $2,739,602 and total ex-vessel value of $234,866,119. Good compliance was evident with 99.94 percent of those with fee obligations paying by September 30, 2008. Of 2,381 permitholders billed, only six bills (0.06 percent) were referred to the U.S. Treasury. By February 2, 2008, 99.99 percent of the 2007 permitholders billed had paid their accounts.

CALCULATING THE 2008 FEE

The fee for 2008 was set at 1.4 percent. This figure derives from at least three sources:

- the total ex-vessel value of the halibut and sablefish fisheries
- the total costs of managing and enforcing the IFQ Program (by actual expenditures during Federal fiscal year 2007)
- the balance in the Limited Access System Administrative Fund (last year's overpayment, if any)

These sources are discussed below.

THE 2008 IFQ COST RECOVERY FEE PERCENTAGE

NMFS announced that the 2008 IFQ fee percentage was set at 1.4. Under cost recovery regulations, IFQ permitholders who used their permits to record landings of halibut or sablefish during the 2008 IFQ fishery were obligated to pay 1.4 percent of the total ex-vessel value from the sale of their halibut or sablefish.

The fee percentage was premised on a total standard ex-vessel value calculated at $244,854,438 and total program expenditures of $3,468,590.

Calculating the fee percentage

Effective September 5, 2006, NMFS published a Final Rule (71 FR 44231, August 4, 2006) that changed the manner in which the annual fee percentage is calculated (*See* Page 4 in the Rule Changes in the Pacific Halibut-Sablefish IFQ Report for Fishing Year 2006, Section 1). Specifically, the formula was simplified by eliminating or consolidating some variables:

- The nonpayment rate (NPR) was eliminated because of its negligible effect on the calculation of the fee percentage since the beginning of the program; and
- The LASAF Account Balance (AB) is now automatically incorporated into the Direct Program Costs (DPC) rather than treated separately. The fee percentage is calculated using the following formula:

$$[100 \times (DPC)/V]$$

This is not as complicated as it may seem. It simply means that the Direct Program Costs of management and enforcement (DPC), which now incorporate the LASAF Account Balance, multiplied times 100, is then divided by the fisheries Value (V). The result, rounded to the nearest 0.1 percent, is the *fee percentage*. Table 4.1 shows the 2008 fee percentage computation.

Table 4.1 Detail of formula for calculating the 2008 fee percentage

Factor	Value	Activity
Cost (DPC)	3,468,590	times 100
Fisheries Value (V)	244,854,438	divided by
=	1.4	rounded to nearest 0.1 percent yields
Rate for 2008 IFQ Season = 1.4 percent		

COST COMPONENTS OF THE IFQ FEE PROGRAM

The two highest cost components are NMFS Enforcement Division (AKD) and RAM, respectively. Between years, costs fluctuate due to changes within the programs, such as new purchases of patrol equipment and personnel changes.

Ex-vessel Value of the IFQ Fisheries

Because the fee obligation is premised on a percentage of the ex-vessel value of the IFQ fisheries, it has been necessary to calculate those values. Ex-vessel prices vary from port to port and with the time of year.

RAM used the data to calculate the average ex-vessel value for each species, port, and month. Then the amount of IFQ products delivered to each port, by month, was multiplied by this "standard value." The calculations show the total standard ex-vessel value of the two fisheries in 2008 as follows:

Halibut	175,481,745.
Sablefish	69,372,693.
Total	$244,854,438.

Costs of Management and Enforcement

The other part of determining the fee is calculating costs associated with managing and enforcing the IFQ Program. Note these costs are incremental (that is, costs that would not have been incurred but for the IFQ Program). To arrive at these costs, in early September NMFS agency units and the IPHC each calculated their own IFQ-associated costs. Agency units included NMFS/RAM, NMFS Sustainable Fisheries, NMFS OAA, NMFS OMI, NMFS Enforcement Division (AKD), NMFS Financial Service District, and General Counsel, AK. Table 4.2 shows the costs by agency and operating unit.

Table 4.2 Costs associated with management and enforcement of the IFQ Program, year-end 2008

Cost Recovery	NMFS RAM	NMFS Enforcement	NMFS Sustainable Fisheries	Financial Services	NMFS OMI	NMFS OAA	General Counsel AK	IPHC	Total
Personnel Costs[a]	325,100	1,504,204	94,485	191,162	45,846	46,263	5,065	311,123	2,523,249
Travel[b]	11,180	179,400	9,005	0	2,072	0	0	-57,311	144,346
Transportation[c]	157	2,900	0	0	0	0	0	0	3,057
Printing	186	0	6,267	0	301	0	0	0	6,754
Contracts/Training	5,085	163,600	0	0	0	0	0	67,575	236,260
Supplies	8,595	124,800	0	0	791	0	0	1,296	135,482
Equipment	0	191,900	0	0	0	0	0	0	191,900
Rent/Util/ Overhead[d]	48,368	151,800	11,363	0	5,056	6,285	360	0	223,231
Other	0	0	0	0	0	0	0	4,311	4,311
Total	***398,671***	***2,318,604***	***121,121***	***191,162***	***54,066***	***52,548***	***5,425***	***326,994***	***3,468,590***

[a] Personnel Costs include COLA and all benefits.

[b] Travel includes per diem payments.

[c] Transportation includes shipment of items.

[d] Rent/Utilities/Overhead includes costs of space and utilities and shared common space and services.

CONCLUSION

This year Registered Buyers and members of the IFQ fleet have continued to comply and cooperate well with fee program requirements. Each year RAM calculates the annual fee using these annual calculations, relying directly on excellent reporting by Registered Buyers. The IFQ fleet participation in 2008 remained strong, further strengthening the IFQ fee program. We expect this reciprocal relationship to continue to sustain the fee program well into the future.

Cost recovery fees do not increase budgets or expenditures. They simply offset funds that would otherwise have been appropriated, except the IPHC expenditures, for which there is no direct appropriation. No budgetary advantage is ever gained by inflating IFQ management and enforcement costs.

Adult and Sub-adult Short-Tailed Albatross,
(photo courtesy of Clint Mecham, Skipper, F/V Sunward)

SECTION 5

NMFS PROTECTED RESOURCES SEABIRD REPORT

REFINEMENTS TO THE SEABIRD AVOIDANCE REGULATIONS FOR IPHC AREA 4E PROPOSED JANUARY 16, 2009

NMFS proposes to revise the seabird avoidance measures currently implemented for the hook-and-line groundfish and halibut fisheries in IPHC Area 4E. These proposed changes are based on the best available information regarding seabird occurrence and potential fishing vessel interactions. NMFS compiled seabird sightings data from many sources and the information showed that seabird species of concern are not likely to occur in portions of Area 4E where fishing vessels using hook-and-line gear may operate; therefore, it is not likely that interactions between the fishing vessels and these seabird species of concern would occur in those portions of Area 4E.

Because of these findings, at its June 2008 meeting, the North Pacific Fishery Management Council recommended revisions to the seabird avoidance measures in a portion of Area 4E. These revisions would eliminate seabird avoidance measures in the portion of Area 4E where seabird species of concern are not likely to occur. The revisions would apply to vessels greater than 26 ft to less than or equal to 55 ft length overall fishing in the EEZ. Vessels less than or equal to 26 ft LOA are not required to use seabird avoidance measures. Vessels greater than 55 ft LOA would continue to be required to use seabird avoidance measures in all of Area 4E. Vessels this size and larger are more likely to interact with other seabirds because of the greater amount of offal discharge and greater number of hooks fished compared to smaller vessels. Vessels greater than 55 ft LOA are capable of efficiently deploying seabird avoidance gear.

Species of concern of pelagic seabirds (particularly the Endangered Species Act-listed Short-tailed Albatross) are rarely observed in most of Area 4E; therefore, they are not likely to interact with hook-and-line fisheries in most of this area. Pelagic seabird species of concern that may interact with hook-and-line vessels have been observed and documented in the southern portion of Area 4E

west of Bristol Bay. The seabird avoidance measures would continue to be required in this area for all hook-and-line vessels greater than 26 ft LOA.

The proposed rule is posted on our website at the following address: http://fakr.noaa.gov/protectedresources/seabirds/guide.htm. See information here for a comprehensive view of the seabird avoidance regulations. The final rule will also be posted here when it is available.

ALBATROSS BYCATCH

We are particularly interested in albatross bycatch as some species face serious conservation concerns. The Short-tailed Albatross (*Phoebastria albatrus*) is listed as endangered under the US Endangered Species Act. They have been documented taken in the Alaska demersal longline fisheries (last documented take in 1998). Two other albatross species inhabit Alaskan waters and have been taken in the Alaska groundfish longline fisheries. The Black-footed Albatross (*P. nigripes*) and Laysan Albatross (*P. immutabilis*) both breed in the Northwestern Hawaiian Islands and travel to the Gulf of Alaska, the Bering Sea, and Aleutian Islands to forage in the productive offshore waters. The total estimated bycatch of all albatross, for all groundfish fisheries, was 195 birds in 2006. This represents a small increase from the 182 albatross taken in 2005. The demersal longline fishery bycatch of Laysan Albatross decreased from 83 in 2005 to 57 in 2006 (both below the 120 in 2004). Because the trawl fishery estimate was only 2 Laysan, the overall combined take of Laysan Albatross decreased to 59, as opposed to 139 in 2005 and 120 in 2004. No albatross were observed taken in the 2004 trawl fishery. This trend is opposite for Black-footed Albatross. In the demersal longline fishery, the estimated bycatch of Black-footed Albatross was 134 in 2006, up from 43 Black-footed Albatross estimated taken in 2005 and 35 in 2004. **Most of this take occurred in the Gulf of Alaska in the sablefish IFQ fleet.** No Black-footed Albatross were observed taken in any of the Alaskan trawl fisheries during 1993–2006. In 2006 there were 2 unidentified albatross, compared with none in 2005 and an estimated 3 in 2004.

Once available, updated seabird bycatch estimates will be posted for review at http://www.afsc.noaa.gov/REFM/REEM/Seabirds/Default.php

"MAKING MORE SHORTIES"

Recovering Short-tailed Albatross through Translocation of Chicks

A collaborative effort is underway to greatly enhance the conservation status of the Short-tailed Albatross. The US Fish and Wildlife Service and US scientists (Rob Suryan, Oregon State University; Paul Sievert University, Massachusetts) are working closely with Japan's Yamashina Institute of Ornithological Research and the Ministry of the Environment to move closer to the de-listing of the Short-tailed Albatross under the US's Endangered Species Act.

(see USFWS Fact Sheet at the following web address:
http://www.fakr.noaa.gov/protectedresources/seabirds/usfws_stal_translocation_%20factsheet.pdf
and the North Pacific Research Board (NPRB) Project Progress Report #F0723 at
http://project.nprb.org/view.jsp?id=9f7843f6-2ebe-42al-a397-4dcdd79a4609)

Once the most abundant albatross in the North Pacific and a common dietary component of indigenous people, the Short-tailed Albatross (*Phoebastria albatrus*, STAL) was hunted to near

extinction. The population has since increased to ~ 2,500 individuals, but still nests on only two islands, which are geologically or politically unstable.

Recolonization of a third "stable" island is required to remove this species from the endangered species list. Precedence exists for attracting STAL to an alternate breeding site on Torishima (the primary breeding island); however, it took 14 years for the new colony to increase to 15 pairs using passive attractants (decoys and vocalization playback).

(Taken from http://doc.nprb.org/web/08_prjs/0723_pr_jul08.pdf)
Endangered Short-tailed Albatross (*Phoebastria albatrus*) frequent waters of Alaska, Russia, and Japan that are heavily fished by commercial fisheries. Previous research (Balogh & Suryan), partially funded by NPRB, addressed issues associated with at-sea habitat preferences for this species and an assessment for potential interactions with commercial fisheries in the Alaska exclusive economic zone. While the commercial fishing fleet in Alaska has taken admirable measures to avoid incidental take of this species, there remains the threat of catastrophic levels of take associated with volcanic activity on the species primary breeding site in Japan. The Short-tailed Albatross recovery team has determined that the establishment of additional colonies is of utmost importance to the recovery of this species. In their draft recovery plan, they consider the establishment of new colonies on nonvolcanic islands to be a prerequisite for removal from the endangered species list. Pilot translocation and hand-rearing studies were conducted in 2006 with 10 Laysan albatross (*P. immutabilis*) chicks in Hawaii and in 2007 with 10 Black-footed Albatross (*P. nigripes*) chicks in Japan. These pilot studies proved successful in refining techniques and by the second year, fledging success was greater than long-term means for naturally-reared birds. The second phase of this work is satellite-tracking fledglings to ensure that translocated and hand-reared chicks are indeed surviving and migrating similarly to naturally reared individuals. Additionally, by using long-lasting, solar-powered transmitters, we are able to track individuals into U.S. waters to evaluate potential fishery interactions. This contribution is particularly important because, from a small sample during previous studies, this age class appears to have very different movement and distribution patterns than adults/sub-adults and may overlap a larger variety of fisheries.

Successful establishment of new Short-tailed Albatross breeding colonies through translocation is expected to hasten the recovery of this species, resulting in its removal from the endangered species list in less time than if we were to await natural range expansion. We anticipate 3 to 5 years of Short-tailed Albatross translocation efforts.

Progress Summary

In February 2008, 10 postguard (~ 1 month old) Short-tailed Albatross chicks were translocated by helicopter from Torishima to Mukojima, Japan, where they were hand-reared to fledging (Fig. 5.1). Techniques that were refined during the two pilot years were applied to the hand-rearing of short-tailed chicks with great success. Between February and May chicks exhibited optimal growth patterns relative to naturally reared chicks and 100 percent of the chicks successfully fledged by 23 May. We attached satellite transmitters to a subsample of hand-reared chicks on Mukojima (n = 5) and a control group of naturally reared chicks on Torishima (n = 5; Fig. 5.2). After leaving the colonies, fledglings spent up to a week mostly drifting with little movement offshore of colonies, until they began longer distance flights (Fig. 5.2). Post-fledging survival was

80 percent in both groups and at the upper range of what we had anticipated. This was very good news. Preliminary results indicate that both translocated and control birds have similar migration paths and habitat use (Fig. 5.2), again providing strong support for the overall success of the translocation and hand-rearing program. In less than two months since fledging, over half of the birds are in Alaskan waters. Continued tracking of these individuals will greatly contribute to our knowledge of juvenile distribution and interaction with regional fisheries (results from only 5 juveniles in previous studies were sufficient to influence modifications of seabird deterrent regulations).

Reestablishment of a Short-tailed Albatross colony on a nonvolcanic island is the ultimate goal of the translocations efforts, but one that will not be realized for up to a decade or more, given the life history characteristics of this long-lived species. Stay tuned to this ongoing conservation story!

FREE STREAMER LINES

Limited supplies of free streamer lines, including the lighter weight line expressly designed for smaller vessels, are still available. For information on how to receive these streamer lines, see our website at alaskafisheries.noaa.gov/protectedresources/seabirds/streamers.htm .

REPORT SHORT-TAILED ALBATROSS SIGHTINGS

In the event of a sighting from your vessel of a Short-tailed Albatross, we request your cooperation in completing the U.S. Fish & Wildlife Service (USFWS) form /Endangered Species Encounter Reporting Form. We are coordinating efforts with the USFWS, and they have asked us to seek your assistance with this important sighting information. Completed forms can be mailed to USFWS at the address provided on the form. The form is available on the Internet at alaskafisheries.noaa.gov/protectedresources/seabirds/repform.pdf

"ALASKA SEABIRDS" LAMINATED IDENTIFICATION GUIDES

In addition, the USFWS and NOAA have teamed up with the Marine Conservation Alliance, Washington Sea Grant, Birdsmith Ecological Research, and Fraser Research and Development to produce a laminated three-page guide to common seabirds of Alaska, species that commercial fishermen in Alaskan waters are likely to see. The guide is designed to be helpful in identifying common seabirds on the water and in the air. If you did not receive the laminated guide "Alaska Seabirds" with a NMFS mailing to Federal Fisheries Permitholders, and you would like the guide, please contact Kim Rivera, NMFS's Seabird Coordinator at 907-586-7424. Email Kim at Kim.Rivera@noaa.gov .

For additional information about the reduction of seabird incidental catch in fisheries and our research on seabird-fishery interactions, please see our websites at

alaskafisheries.noaa.gov/protectedresources/seabirds/guide.htm and at
http://www.afsc.noaa.gov/REFM/REEM/Seabirds/Default.php .

Figure 5.1. Translocation of 10 Short-tailed Albatross chicks from Torishima and hand-reared on Mukojima (300 km away), Japan. (Courtesy of Dr. Rob Suryan, Oregon State University, project #F0723 partially funded by NPRB).

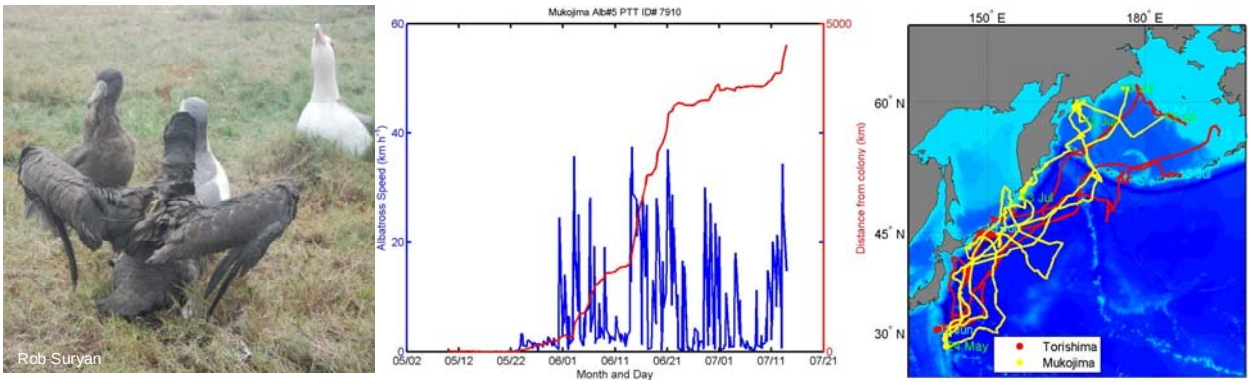

Figure 5.2. Solar-powered Argos-linked GPS satellite transmitters were attached to Short-tailed Albatross chicks (5 hand-reared from Mukojima and 5 naturally reared [control group] from Torishima) and tracked after fledging. The second panel shows, for one individual, a time series of albatross movement rate (blue) and great circle distance to colony (red). The third panel shows GPS tracks of chicks as of 13 July 2008.

APPENDIX

DESCRIPTION OF THE HALIBUT AND SABLEFISH IFQ PROGRAM

A BRIEF HISTORY OF THE IFQ PROGRAM

In December of 1991, the Council proposed an IFQ Program as the best alternative to address problems associated with excess harvesting capacity in the Pacific halibut and sablefish longline fisheries off Alaska. The decision to propose an IFQ Program resulted from years of discussion and debate about the best way to address the problems created by overcapitalization in the fisheries (sometimes expressed as "too many boats chasing too few fish"). These problems included short "derby" openings (in most cases, seasons lasted less than a week), lost gear (and resulting "ghost fishing"), gear conflicts, safety concerns, poor product quality, low ex-vessel prices, and a host of other issues.

The IFQ approach was chosen to provide fishermen with the authority to decide the amount and type of investment they wished to make to harvest the resource. By guaranteeing a certain amount of catch at the beginning of the season, and by extending the season over a period of 8 or more months, those who held the IFQ could determine where and when to fish, how much gear to deploy, and how much overall investment in harvesting they would make.

One way to achieve the advantages of such a program was to insure the transferability of quota from one person to another. However, concerns were expressed about allowing quota to be freely transferred. To address the fear that most of the quota could eventually be concentrated into very few hands (thus undermining the economies of fishery-dependent communities), and could be held by persons who do not fish (thus establishing a "landlord" class of quota holders), the Council designed a number of constraints to unrestricted transferability. This was done to ensure that the characteristics of the fleet that existed prior to the IFQ Program (an essentially "owner-operator" fleet of catcher vessels of various lengths) would not be fundamentally changed by the program.

Following further refinement, the Council's IFQ proposal was approved by the Secretary of Commerce and finally published in the Federal Register in November of 1993. The IFQ Program is administered by the National Marine Fisheries Service, Restricted Access Management (RAM).

During the initial application period, more than 6,000 persons applied for more than 9,000 QS certificates (by area, species, and vessel category). From that pool of applications, RAM determined approximately 1,100 not to be eligible for QS, while some 750 others challenged part or all of the official records used to determine who received QS, what amount, and which type. RAM issued an Initial Administrative Determination (IAD) to all applicants whose claims were denied in whole or in part. An appeal process within the Office of Administrative Appeals (OAA) allowed an appellant to appeal a Final Agency Action (a decision of the OAA that had been published for 30 days) to the federal courts.

GENERAL IFQ PROGRAM DESCRIPTION

Under the IFQ Program, eligible persons were issued QS based on halibut and sablefish landings made aboard vessels that they owned or leased during 1988, 1989, or 1990. Applications for initial issuance of QS were received and processed by RAM. The application deadline was July 1994, and most applications were received in 1994. Issuance of QS to eligible applicants began in November of 1994.

To determine how many pounds of fish a QS holder may harvest during each year's fishing season (i.e., the person's annual IFQ), RAM first establishes the QS Pool (QSP) for both species and each regulatory area. There are eight halibut regulatory areas and six sablefish regulatory areas. The QSP is the sum of all the QS units that have been issued in a given area for each species. RAM calculates the QSP annually (on or about January 31), which varies slightly from year to year due to administrative adjustments.

After fisheries managers determine what the annual Total Allowable Catch (TAC) will be, each QS holder's QS for the area is divided by that area's QSP and the resulting fraction is then multiplied by the area "IFQ TAC." This equation yields the number of pounds of IFQ that a QS holder may harvest that year, before adjustments for the previous year's fishing activity. Put simply, the above explanation can be expressed in this equation:

$$\mathbf{QS \div QSP \times TAC = IFQ}$$

Note that although a person's QS remains the same, and the QSP may vary by a slight amount from year to year, the TAC may change significantly annually, depending on the condition of the stocks. As the TAC rises, so does each person's IFQ; as it declines, each person's IFQ likewise decreases.

In this manner, the total annual TAC is divided up; those to whom IFQ permits have been issued may then harvest their share at any time during the eight plus-month IFQ halibut and sablefish seasons. Those who do not hold QS are generally excluded from the fisheries, although the program contains several very limited provisions for "leasing" IFQ. Administrative actions provide for some limited adjustments to annual IFQ permit amounts resulting from underages or overages of IFQ the prior year; however, significant fishing in excess of an IFQ permit is a violation.

OTHER SIGNIFICANT PROGRAM ELEMENTS

As noted above, the Council took steps to insure that QS would not eventually be consolidated into a very few hands. To accomplish this goal, strict limits on how much QS can be held by any person are imposed on QS holders (persons who received more than the "cap" by initial issuance were "grandfathered" in; however, they may not receive more QS by transfer). Caps on vessel use ensure continued participation by at least a minimum number of vessels. Catcher vessel QS categories help maintain the size stratification of the fleet. Refer to Section 1 in this report for a breakdown of the annual QS use and vessel IFQ caps.

In addition to the caps, the Council has provided for QS blocking provisions. Under this program element, QS that originally yielded less than 20,000 pounds of IFQ (using the 1994 QSPs and TACs) was issued as a block, and such blocks may not be subdivided upon transfer. Further,

there is a limit on the number of blocks a person may hold for the same species in any regulatory area (or one block and unblocked QS up to the cap). In this way, smaller amounts (blocks) of QS will always be available for those who wish to enter the fishery by acquiring QS by transfer.

To meet the goal of an owner-operated fleet, upon change of a QS-holding business, catcher vessel QS must be transferred only to individuals who must be aboard the vessel when the fish are harvested and landed. Members of the National Guard and military reserves who are mobilized to active duty may temporarily transfer their annual halibut and sablefish IFQ to other eligible IFQ recipients. In recognition of historical fishing practices, initial issuees may hire skippers (with some exceptions) to fish their annual IFQ. Currently, the QS holder must demonstrate that she or he holds at least a 20 percent ownership interest in the vessel on which the IFQ is to be fished.

Leasing of catcher vessel IFQ is extremely limited. A Community Purchase Program allows authorized GOA communities to form nonprofit organizations that acquire and hold QS for use by community residents. A special "surviving heir" provision allows an immediate family member to receive QS on the death of the holder and to lease out the IFQ for three years. Also, a medical transfer provision allows persons temporarily incapacitated to lease IFQ.

Quota share and the annual IFQ that it yields are classified by species, regulatory area, and vessel category. A variety of restrictions regarding harvesting, processing IFQ and non-IFQ species, landing, and reporting IFQ fish are also in place. Although there is no space here to discuss these in detail, more information about program restrictions is available in the IFQ regulations on the NMFS website alaskafisheries.noaa.gov or by contacting RAM.

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HALIBUT AND SABLEFISH
IFQ REGULATORY AREAS

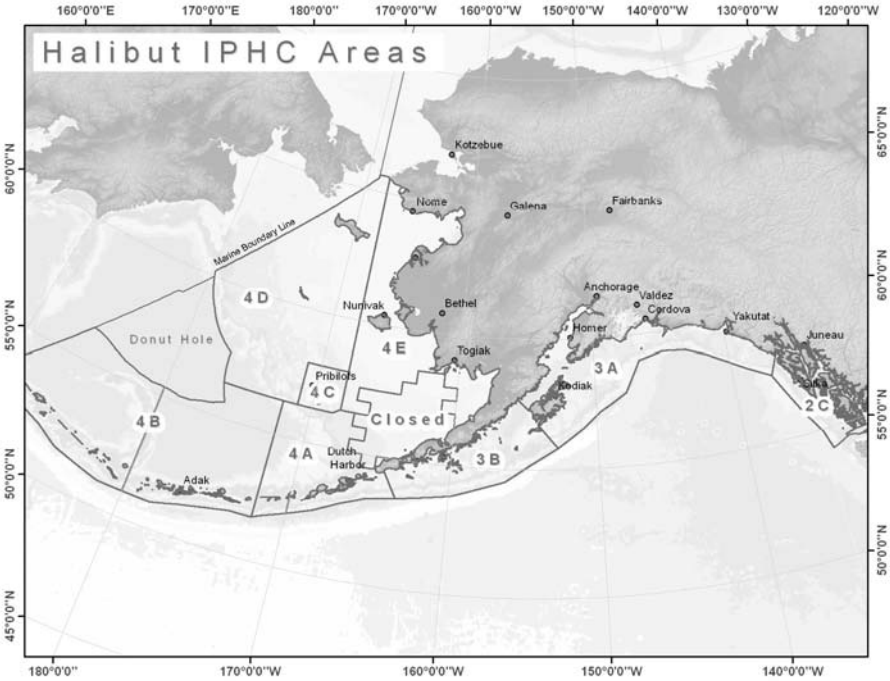

Figure A.1 Halibut IFQ Regulatory Areas.

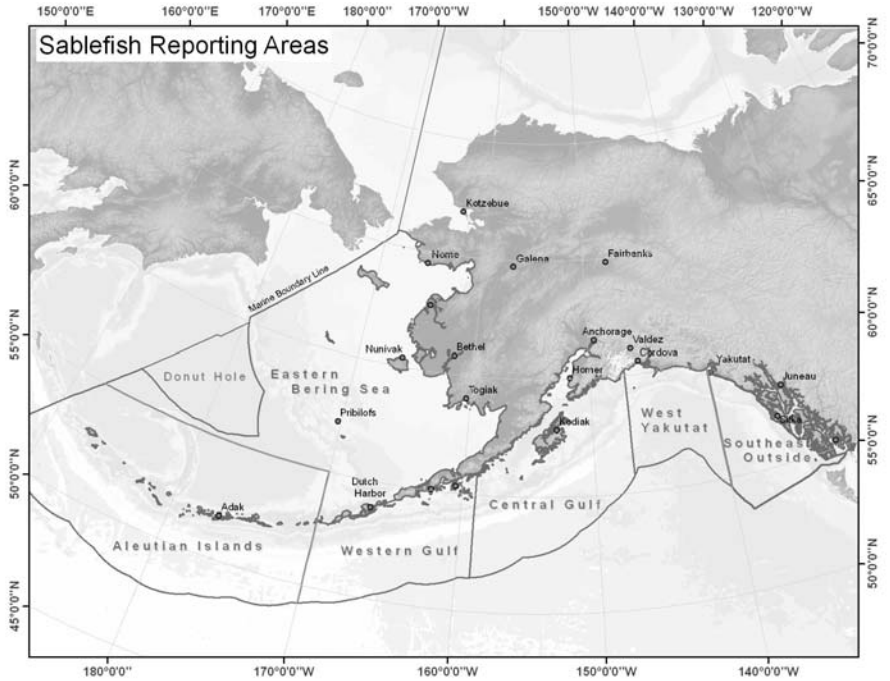

Figure A.2 Sablefish IFQ Regulatory Areas