



**GULF OF MEXICO SECTOR SEPARATION
WORKSHOP
NOVEMBER 8-10, 2010
TAMPA, FL**

MANAGEMENT OF PACIFIC HALIBUT CHARTER SECTOR OFF ALASKA

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The following slideshow was presented at the Gulf of Mexico Sector Separation Workshop, hosted by the Gulf of Mexico Fishery Management Council and the Fisheries Leadership & Sustainability Forum, November 8-10 in Tampa, FL.

For questions or additional information about the workshop please contact:
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Management of Pacific Halibut Charter Sector off Alaska



Jane DiCosimo

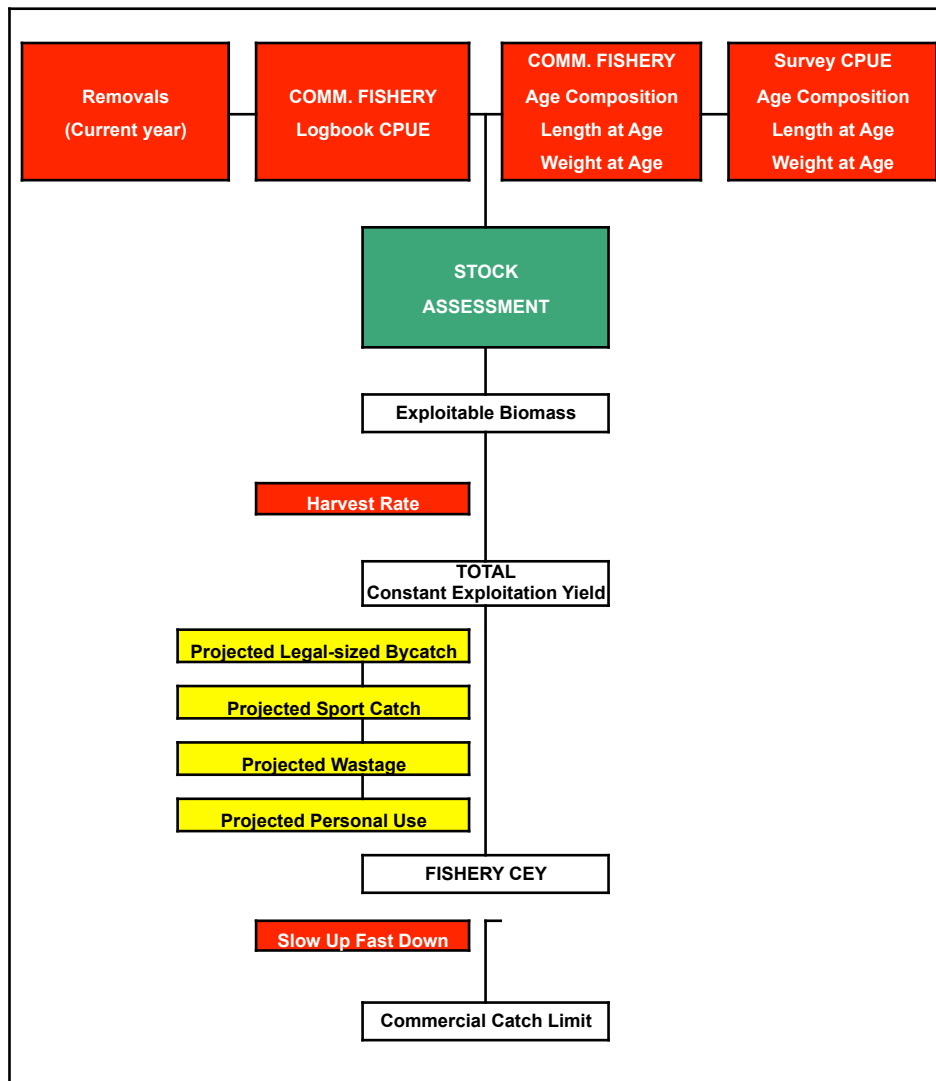
**North Pacific Fishery Management Council
Anchorage, Alaska**

**Gulf of Mexico Fishery Management Council
Sector Separation Work Shop
Tampa, Florida**

November 8 - 10, 2010



Joint Management between International Treaty & NPFMC/NMFS/ State of Alaska

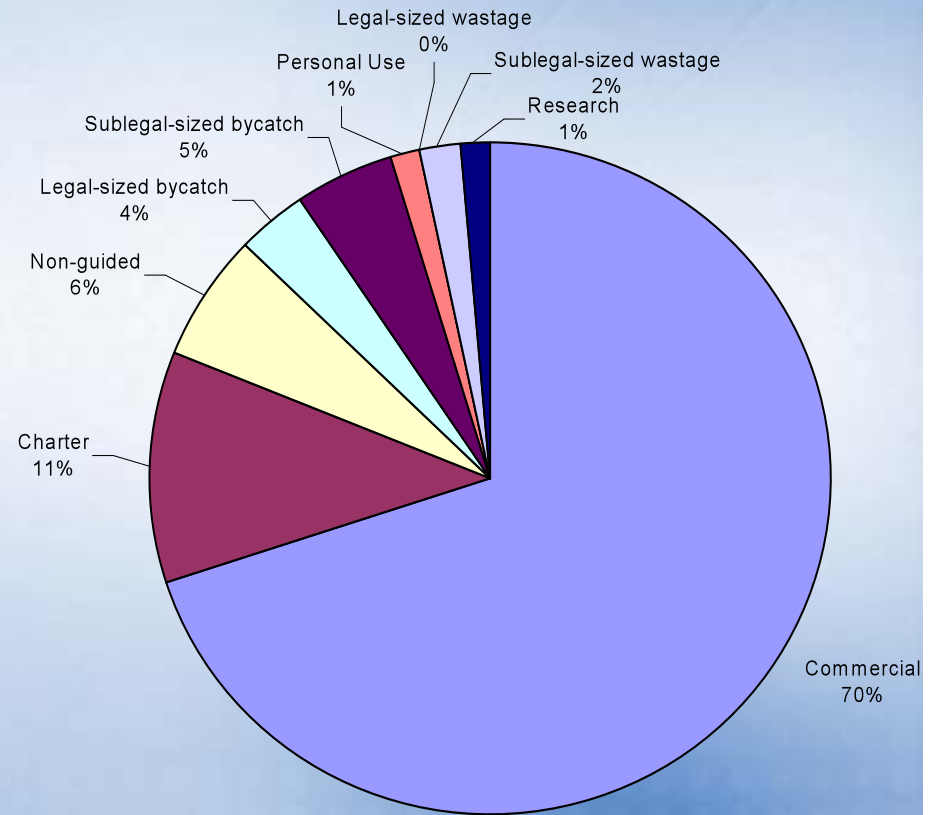
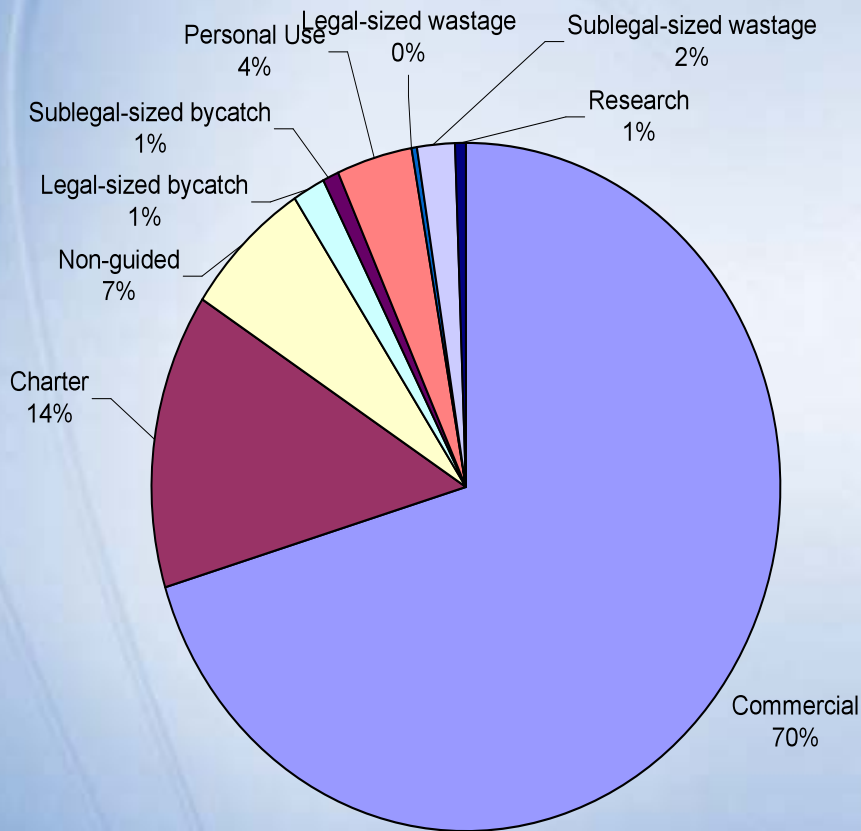


Now: All removals except non-commercial IFQ fishery removals “come off the top” before determining commercial quotas

commercial: hard caps (quotas)
charter: soft caps (targets)

Halibut Removals by Sector

Southeast SouthCentral



Problem in the Fishery

After North Pacific Fishery Management Council adopted Individual Fishing Quotas for the commercial halibut fishery in 1993, it became concerned that:

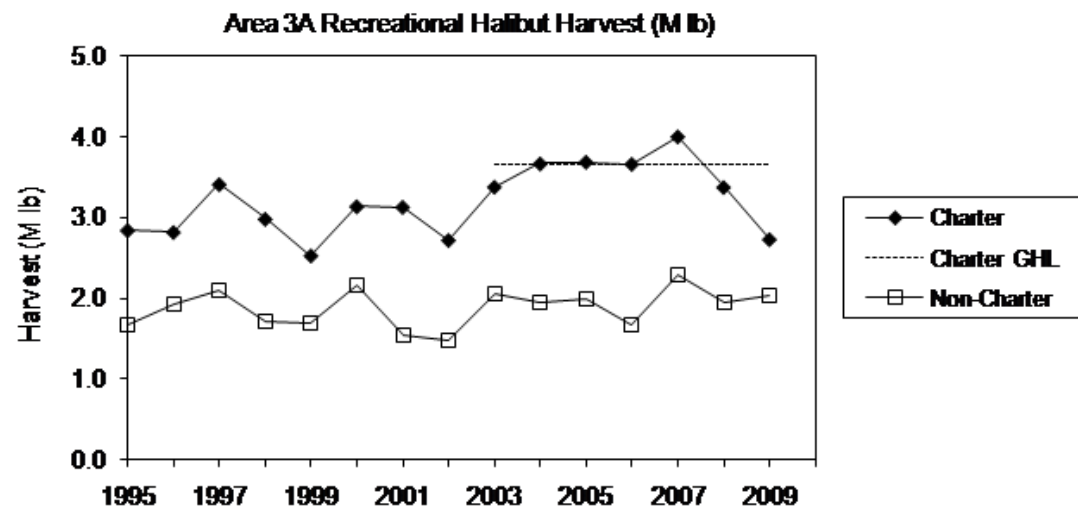
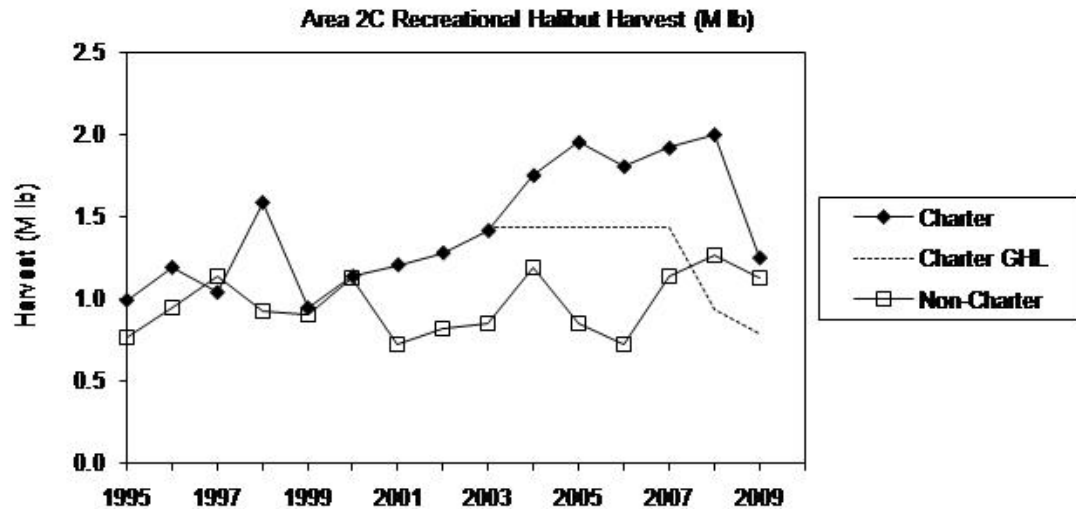
- Commercial halibut quota decreased as other removals increased, which directly reduced the value of commercial IFQs
- Growth in charter harvests, particularly in Southeast Alaska, coincided with implementation of IFQs
- “Open-ended reallocation” of halibut was occurring from the commercial sector to the charter sector

Use by subsistence and unguided sectors is self-limiting (“feeding families”)

Charter and Non-charter Removals

State of Alaska data collection from:

- 1) independently verified charter logbook program &
- 2) self reported Statewide Harvest Survey mail-in survey.



Charter Vessel Classes*

SouthEast Alaska

Number of anglers	Nontransferable permits	Transferable permits	All Permits
4	37	31	68
5	31	64	95
6	70	164	234
7	1	36	37
8	9	25	34
9	3	6	9
10	1	18	19
12	2	2	4
13	1	0	1
14+	0	1	1
Grand Total	155	347	502

SouthCentral Alaska

Number of Anglers	Nontransferable permits	Transferable permits	All Permits
4	8	13	21
5	19	25	44
6	50	163	213
7	5	30	35
8	0	18	18
9	0	2	2
10	2	3	5
11	1	3	4
12	1	5	6
13	0	4	4
14	1	5	6
15	0	1	1
16	2	7	9
17	4	1	5
18	3	7	10
19	0	5	5
20	1	4	5
21	0	4	4
22	0	1	1
23	0	6	6
25	2	5	7
30	0	1	1
33	0	2	2
38	0	4	4
Grand Total	99	319	418

* No further separation between 6-packs, head boats, lodges

Management Solutions

<u>Program</u>	<u>Year</u>
• Commercial Individual Fishing Quotas	1995
• Charter Guideline Harvest Level	2004
• Charter Individual Fishing Quotas	NA
• Charter Limited Entry	2011
• Charter Catch Sharing Plan	2012*
• "Permanent Solution"?	???

pending Secretarial approval

Condensed Time Line of NPFMC Charter Halibut Management

Guideline Harvest Level

'93-'03 - 3rd GHL recommendation implemented

1.432 Mlb in SouthEast AK/3.65 Mlb in SouthCentral AK

'04-'09 - GHL exceeded each year in SE AK
several regulatory amendments:

1995-2005	1.432 Mlb Two-fish bag limit (no size restrictions), no limit on crew retention.
2006	1.432 Mlb Two-fish bag limit (no size limit), state EO prohibiting crew harvest 5/26-12/31.
2007	1.432 Mlb Two-fish bag limit (1 under 32" eff. 6/1), no crew retention 5/1-12/31.
2008	0.932 Mlb Two-fish bag limit (1 under 32"), except one-fish bag limit Jun 1-10 (halted by injunction)
2009	0.788 Mlb One fish (no size limit), no harvest by skipper & crew, line limit (effective June 5).
2010	0.788 Mlb One fish (no size limit), no harvest by skipper & crew, line limit.

'04-'08 - GHL revisions tabled in favor of
Limited Entry Program and
Catch Sharing Plan

Time Line (cont.)

(Withdrawn) Charter IFQ Program

- '00 - Committee develops limited entry and IFQ alternatives
- '01 - Charter IFQ preferred alternative
(April and October, upon reconsideration)
(note: *limited entry step skipped*)
- '01-'05 - Addressed data quality issues;
NMFS develops implementation plan;
NPFMC submits revised analysis;
Rulemaking delayed by higher priorities;
Analysis / proposed rule submitted to HQ;
HQ writes to NPFMC seeking comment.
- '06 - NPFMC withdraws recommendation

Principles of Withdrawn Charter IFQ Program

- Integrate charter sector into the commercial IFQ program
- Would not limit access to either subsistence or unguided port fishing
- Would not permit sales of fish
- Initial charter allocations would be 13-14% of combined harvests

- 125% of average '95 - '99 harvests
- ~ 35% increase over '00 harvests



Limited Entry

- 1993-'95** - Committee develops alternatives
- '97** - Apr '97 control date not implemented
- '97-'03** - GHL selected (not Limited Entry)
- '06** - Committee develops new alternatives
- '07** - Moratorium/Limited Entry adopted
- '09** - (4th) Limited Entry alt. implemented
- '10** - Permits issued
- '11** - Permits required

Commercial IFQ/Charter Sectors Catch SharING Plan

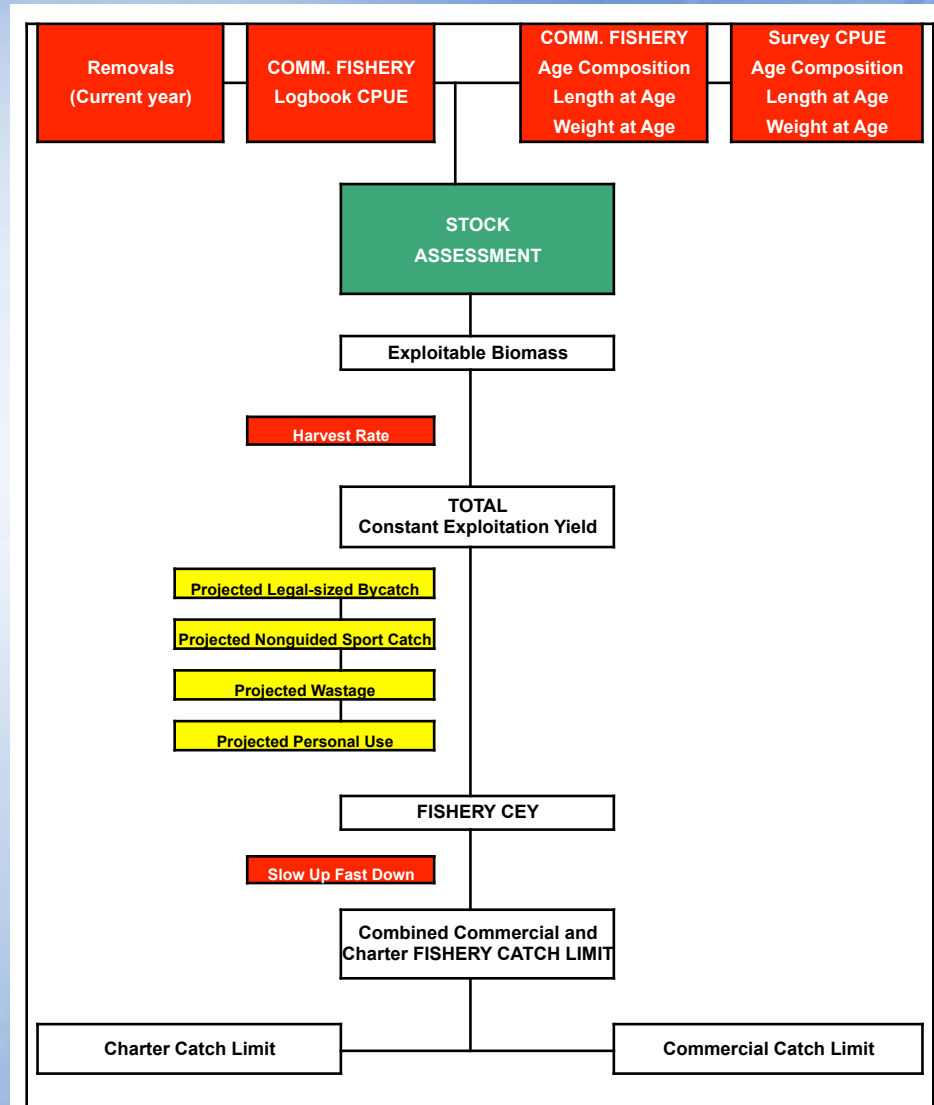
- '07 - Committee develops alternatives
- '09 - Catch Sharing Plan preferred alternative
 - Combined catch limit that allocates halibut between the commercial and charter halibut fisheries using the percentage allocations in the CSP
 - Annual management measures for the charter halibut fishery that are intended to maintain harvest within the range identified by the Council for the charter allocation and specified annually using a nondiscretionary process outlined in the CSP
 - Target allocation with management variance not to exceed 3.5 percentage points (plus or minus) around the charter allocation. The Council's expectation is that the variances will balance over time to ensure that conservation and management objectives are achieved
 - The opportunity for commercial halibut IFQ holders to lease commercial halibut IFQ to charter halibut permit holders as Guided Angler Fish (GAF) through inter-sector trading
- '10 - Final analysis complete; proposed rule*
- '11 - Final Rule published*
- '12 - Implementation*

*pending Secretarial approval

Sector Separation

2012?: All removals except Commercial IFQ fishery and non-charter removals “come off the top” before determining combined commercial IFQ and charter quotas

commercial: hard caps (quotas)
charter: soft caps (targets)



Matrix of triggers and corresponding management measures

Area 2C Proposed Management Regulations

Tier	Combined Catch Limit (million lb)	Allocation	Charter Fishery Bag & Size Limit Regulations		
			If charter harvest within allocation range	If charter harvest projected to exceed allocation range	If charter harvest projected to be below allocation range
1	<5	Comm alloc = 82.7% Charter alloc = 17.3% Charter range = 13.8-20.8%	One Fish	Maximum size limit imposed that brings harvest to 17.3%	One Fish
2	≥5 - <9	Comm alloc = 84.9% Charter alloc = 15.1% Charter range = 11.6-18.6%	One Fish	Maximum size limit imposed that brings harvest to 15.1%	Two fish, but one must be less than 32" in length
3	≥9 - <14	Comm alloc = 84.9% Charter alloc = 15.1% Charter range = 11.6-18.6%	Two fish, one must be less than 32" in length	One Fish	Two Fish
4	≥14	Comm alloc = 84.9% Charter alloc = 15.1% Charter range = 11.6-18.6%	Two Fish	Two fish, but one must be less than 32" in length	Two Fish

Lessons Learned

1. Timing affects everything.
2. Can identify a single sector (leave rest alone).
3. Consensus within the sector is *preferred, but not required to proceed*.
4. Limited Entry is a key step before any allocation decision.
5. Take One Step at a Time:
NPFMC could have implemented a limited entry program years earlier and less severely, if it had explicitly selected a limited entry step along with any of its previous actions.
So
 - ✓ know what you (*all*) want to do
 - ✓ structure recommendation to achieve (each step of) goals
(e.g., ID universe of players)
 - ✓ implement each incremental step separately
(i.e., 1st - limit entry; 2nd - sector allocation)

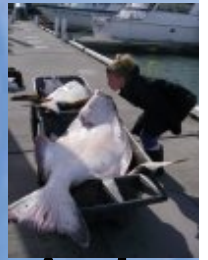
Thank you.



Program Summary

- Eligible charter operators would be issued QS based on 70% of average charter fishing activities in 1998 and 1999, and 10% bonus for participation in 1995, 1996, 1997
- Charter QS would be issued in QS units and would yield annual IFQ permits
- IFQ permits would be issued in numbers of fish (not pounds)
- Charter QS would be fully transferable to other charter operators
- Charter QS would not be transferable to commercial sector

Program Summary (cont.)



- Eligibility: Owned or leased vessels and who carried clients for hire during 1998 and/or 1999, AND participated in 2000.
- QS Use Caps: $\frac{1}{2}\%$ -1% of area combined QS Pool.
- Initial Distribution: 70% of the average reported harvest (1998 and 1999) plus 10% longevity bonus for each additional year, 1995 - 1997.
- Transfers and Leasing: Charter QS would be freely transferable within the charter sector but not transferable to commercial sector in early years; Commercial QS may be transferred to charter sector.
- Community Set-Aside: Reserve up to 2 % of Charter IFQs for eligible rural communities to provide opportunity to develop charter businesses, with 10 year sunset.