Limited Access Programs in Federal Fisheries off Alaska

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Alaska/US – Relative Size
1997 US Commercial Landings

- **Alaska**: 4.8 Billion Lb.
- **Great Lakes**: 26 Million Lb.
- **New England**: 643 Million Lb.
- **Mid-Atlantic**: 875 Million Lb.
- **South Atlantic**: 299 Million Lb.
- **Gulf**: 1.8 Billion Lb.
- **Pacific**: 1.4 Billion Lb.
- **Hawaii**: 36.8 Million Lb.
- **Texas**: 1.3 Billion Lb.
Alaska Fisheries in Profile

- **795,000 Sq. Mi. of Continental Shelf (70% of U.S. total)**
- **28% of U.S. Exclusive Economic Zone**
- **74,300 miles of Tidal Shoreline**
- **49% of U.S. Commercial Landings (weight)**
- **31% of U.S. Commercial Value ($$)**
Management Areas

Bering Sea (BS)

Gulf of Alaska (GOA)

Aleutian Islands (AI)
Groundfish Volume: 3,890,682,208 Lbs.
Groundfish Value: $524,202,396
Shellfish – Volume & Value

Shellfish Volume: 156,769,927 Lbs.
Shellfish Value: $172,119,096
Halibut Volume: 64,111,000 Lbs.
Halibut Value: $106,529,000
Salmon – Volume & Value

Salmon Volume: 537,900,000 Lbs.
Salmon Value: $247,800,000
Herring – Volume & Value

Herring Volume: 115,467,449 Lbs.
Herring Value: $15,888,449
Fleet Size (1999)

- **Groundfish (BSAI/GOA)**
  - Catcher Vessels, all Lengths: 2,042
  - Catcher/Processors, all Lengths: 237
  - Motherships: 65

- **Crab (BSAI)**
  - Catcher/Processor - all lengths ~350
  - Processors - all lengths ~ 15
Fleet Size – IFQ Halibut/Sablefish

- **1998 Halibut Vessels:** 1,601
  - **1998 (H) IFQ Holders:** 3,795

- **1998 Sablefish Vessels:** 449
  - **1998 (S) IFQ Holders:** 919
Programs to Limit Access - 1

- Halibut/Sablefish Individual Fishing Quota Program (IFQ – 1995, in effect)
- Groundfish & Crab Vessel Moratorium Program (VMP -- 1996 to 1999)
- Groundfish & Crab License Limitation Program (LLP – 2000, in effect)
Programs to Limit Access - 2

- Scallop Moratorium Program (SMP – 1997 to 2000) Scallop License Limitation Program (Proposed)
- Community Development Quota (CDQ) Program (1993, in effect)
- American Fisheries Act (1999, in effect)
Halibut/Sablefish IFQ Program

- Annual TAC, designated by species/area, is divided among those who hold Quota Share (QS), who are issued an annual IFQ permit that specifies pounds that may be landed.
- Amount of pounds on annual IFQ permit depends on relative amount of person’s QS holdings, and the size of the annual TAC, so

\[
\text{QS/QSP} \times \text{TAC} = \text{IFQ}
\]
Halibut/Sablefish IFQ Program - Elements

- Strict limits (caps) on amount of QS any one person (“individually or collectively”) may hold
- Vessel categories are permanent
- “Owner-on-Board” requirements
- Transfer constraints
Halibut/Sablefish IFQ Program - Changes

- Fee Payments (not to exceed 3% of ex-vessel value of product) for program management & enforcement & loans
- Proposal to include halibut sport charter fleet in program
- Proposal to include coastal communities (villages) in program
Groundfish/Crab Vessel Moratorium Program

- “Hold Everything” approach, while Council considered full rationalization of fisheries
- Transferable VM Permits issued to owners of qualified vessels (landings between 1988 – 1992)
- Program expired December 1999
Groundfish and BSAI Crab License Limitation Program

- Designed to replace and “refine” the Moratorium Program
- Groundfish Licenses specific to sub-management areas in GOA and BSAI
- Crab Licenses are specific to species/sub-management areas in BSAI
- Program is considered “transitional” to full fleet rationalization
### BSAI Crab Licenses; Expected LLP Results

<table>
<thead>
<tr>
<th>Vessel Size (length overall)</th>
<th>Catcher</th>
<th>Catcher-Processor</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;60’</td>
<td>50</td>
<td>0</td>
<td>50</td>
</tr>
<tr>
<td>60’ – 124’</td>
<td>218</td>
<td>0</td>
<td>93</td>
</tr>
<tr>
<td>&gt;= 125’</td>
<td>93</td>
<td>20</td>
<td>113</td>
</tr>
<tr>
<td>Total</td>
<td>361</td>
<td>20</td>
<td>381</td>
</tr>
</tbody>
</table>
### BSAI Groundfish Licenses; Expected LLP Results

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<th>Catcher</th>
<th>Catcher-Processor</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;60’</td>
<td>135</td>
<td>4</td>
<td>139</td>
</tr>
<tr>
<td>60’ – 124’</td>
<td>244</td>
<td>30</td>
<td>274</td>
</tr>
<tr>
<td>&gt;= 125’</td>
<td>73</td>
<td>93</td>
<td>166</td>
</tr>
<tr>
<td>Total</td>
<td>452</td>
<td>127</td>
<td>579</td>
</tr>
</tbody>
</table>
## GOA Groundfish Licenses; Expected LLP Results

<table>
<thead>
<tr>
<th>Vessel Size (length overall)</th>
<th>Catcher</th>
<th>Catcher-Processor</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;60’</td>
<td>1,343</td>
<td>11</td>
<td>1,354</td>
</tr>
<tr>
<td>60’ – 124’</td>
<td>308</td>
<td>28</td>
<td>336</td>
</tr>
<tr>
<td>≥= 125’</td>
<td>32</td>
<td>53</td>
<td>85</td>
</tr>
<tr>
<td>Total</td>
<td>1,683</td>
<td>92</td>
<td>1,775</td>
</tr>
</tbody>
</table>
Proposed “Refinements” to License Limitation Program

- Limit transferability of some licenses
- Designate vessel on face of license
- Groundfish gear endorsements
- “Recency” for BSAI crab eligibility
- “Recency” for BSAI P-Cod eligibility
- P-Cod endorsements for the GOA
Scallop Moratorium and License Limitation Program

- Moratorium in 1997 limited fishery to 18 authorized vessels (licenses)
- License Limitation Program will limit fishery to 9 authorized vessels
  - Program approved by Secretary but Rule not yet (as of 12/12/00) published
  - Industry is forming “co-ops” to slow the race for scallops and maximize profits
Community Development Quota (CDQ) Program

- **1993** - Established for Bering Sea villages in (BSAI pollock only)
  - Purpose was/is to provide opportunity for economic (fisheries) development
- **1995** - Expanded to include allocation of BSAI halibut/sablefish
- **1998** - All BSAI species included
CDQ Program
Summary

• 54 eligible Bering Sea villages have formed 6 managing “CDQ groups”
• Up to 10% of all BSAI quota (all species), allocated to program
• Divided among CDQ groups by the State of Alaska (which recommends to Secretary), based on each group’s Development Plans and Performance
CDQ Group Developments

- Groups have built infrastructure (docks, processing facilities, etc.)
- Groups have initiated Employment and Training Programs for members
- Groups have “Partnered” with larger fishing companies (e.g., obtained ownership interest in factory trawlers)
American Fisheries Act (1998)

- Resulted in buyout and retirement of 9 BSAI pollock factory trawlers
- Divided BSAI Pollock quota by sector
- Allowed sectors to establish coops
- Directed NP Council to establish “side-boards” to protect other fisheries and processors
On the Horizon

- “Rationalization” in the GOA (further refinements to LLP or combination of licenses, community allocations, and Individual Quotas)
- “Rationalization” in the BSAI crab fisheries (buyback and/or Individual Quotas) – Legislation sought this year as part of Magnuson-Stevens Act
Summary

- Alaska’s Federal fisheries are large, complex, and important to the participants and to the nation
- Effectively managing access to those fisheries requires large, complex (and important) programs
- Policy and program design process evolve; there are no magic bullets
Conclusion

For more information on Federal limited access programs in Alaska

NMFS, Alaska Region
Restricted Access Management
1-800-304-4846 :: www.fakr.noaa.gov