Guided Angler Fish Program
2023 Annual Report
Prepared by Kurt Iverson
November 28, 2023

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

This report summarizes the most recent year of GAF activity and provides historical details on the GAF Program since its inception. Among the information presented are the conversion factors that will be used to calculate IFQ to GAF for the 2024 fishing season. Regulations for the GAF Program are found at 50 CFR 300.65(c)(5).

In 2023, charter vessel anglers in Area 2C were limited to one halibut per day that was less than or equal to 40 inches or greater than or equal to 80 inches in total length. Additionally, halibut could not be retained on charter vessels in Area 2C on all Mondays from July 24 through the end of year. In Area 3A, charter vessel anglers were allowed to keep two halibut per day; however, if two fish were kept, one had to be no more than 28 inches in total length. Charter vessels in Area 3A were also limited to one trip per day, and halibut could not be retained on all Wednesdays and on nine Tuesdays from June 20 through August 15 (88 FR 14066, March 7, 2023). These size and harvest restrictions could be reduced by GAF, where charter vessel anglers in Areas 2C and 3A could harvest up to two halibut of any size per day, and GAF were not subject to daily closures.

NMFS issues GAF in numbers of halibut, based on a conversion factor from the average weight of GAF harvested in the respective area in the previous year. For this report, halibut weights were calculated from measured lengths using length-weight relationships adopted by IPHC in 2022. The conversion factors for GAF leases in 2023 were 65 lbs of IFQ per GAF in Area 2C and 23 lbs of IFQ per GAF in Area 3A (Table 1). For 2024, the conversion factors will be 61 lbs of IFQ per GAF in Area 2C and 23 lbs of IFQ per GAF in Area 3A (Table 1).

Table 2 indicates that in 2023, NMFS processed 600 IFQ to GAF transfers totaling 160,609 lbs of IFQ to 96 different charter halibut permit holders. These transfers authorized the potential harvest of up to 2,951 additional halibut as GAF by charter vessel anglers. Table 2 also indicates the pounds of IFQ transferred has generally increased each year from 2014 through 2019, then dropped significantly in the atypical 2020 season. Through 2023, the total pounds of IFQ transferred to GAF continued the increasing trend. Note the number of fish that could be harvested has varied from year to year, depending upon the conversion factors mentioned above.

Approximately 5% of the GAF permits transferred in 2023 were “self-transfers”; that is, the same person held both the IFQ and the charter halibut permit, and they transferred the IFQ to themselves (Table 2). The percentage of self-transfers has been consistently higher in Area 3A than 2C: over the 2014-2023 period in Area 3A, self-transfers ranged from 29% to 67% of the total, whereas in Area 2C only 3% to 14% have been self-transfers.
If GAF transfers involve a monetary transaction (as opposed to self-transfers or gifts of GAF) then GAF participants are required to report the value of the transaction. Of the transfers for which price information was reported, and excluding prices associated with self-transfers, lease prices in 2023 averaged $6.13/lb in Area 2C and $4.65/lb in Area 3A (weighted averages). For both areas combined, the overall weighted average price per pound of IFQ leased as GAF in 2023 was $6.03, which is similar to the 2022 overall weighted average price (Table 2).

The actual number of pounds harvested annually as GAF is calculated by summing the weights for individual fish, which are determined from the IPHC halibut length conversion table. Table 3 summarizes the estimated pounds of halibut harvested as GAF for each year since the program was implemented. Charter vessel anglers harvested 2,158 GAF from the combined IPHC areas in 2023, which represented 73% of the available GAF.

Unused GAF are returned to the commercial IFQ holders, either voluntarily in August and September, or automatically 15 days before the end of the commercial halibut season, which is December 7 in 2023. Twenty voluntary returns of GAF to IFQ totaling 2,343 lbs. were processed by the end of September. Automatic returns of GAF to the original IFQ account occurred on November 22, with 33,502 total IFQ lbs returned through 189 individual, automatic transfers: 25,935 lbs in Area 2C, and 7,567 lbs in Area 3A.

Guides are required to electronically report the length of each GAF harvested. The average length of GAF harvested in 2023 was 54 inches in Area 2C and 39 inches in Area 3A (Table 3). Since the beginning of the program, the size of GAF in Area 3A has consistently been smaller than Area 2C. Tables 4 and 5 provide the frequency distribution of the lengths of GAF harvested over the 2014-2023 period. In all years, the majority of GAF in Area 2C falls between 50 and 60 inches, whereas in Area 3A, the length of GAF are smaller and more widely distributed, with the majority of fish taken in the categories of 30 to 59 inches.

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

<table>
<thead>
<tr>
<th>Year</th>
<th>Conversion Factor (IFQ lb / GAF)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Area 2C</td>
</tr>
<tr>
<td>2014</td>
<td>26.4</td>
</tr>
<tr>
<td>2015</td>
<td>67.3</td>
</tr>
<tr>
<td>2016</td>
<td>65.1</td>
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<tr>
<td>2017</td>
<td>74</td>
</tr>
<tr>
<td>2018</td>
<td>71</td>
</tr>
<tr>
<td>2019</td>
<td>66</td>
</tr>
<tr>
<td>2020</td>
<td>61</td>
</tr>
<tr>
<td>2021</td>
<td>72</td>
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<tr>
<td>2022</td>
<td>74</td>
</tr>
<tr>
<td>2023</td>
<td>65</td>
</tr>
<tr>
<td>2024</td>
<td>61</td>
</tr>
</tbody>
</table>

Note: Starting in 2017, the conversion factor is rounded to the nearest whole number to more accurately reflect regulatory requirements of 50 CFR 300.65(c)(5)(E).
### Table 2. Summary of IFQ to GAF transfers

<table>
<thead>
<tr>
<th>Year</th>
<th>IPHC Regulatory Area</th>
<th>IFQ Pounds Transferred</th>
<th>Number of GAF Transferred</th>
<th>Number of GAF Permits Issued</th>
<th>Number of GAF Permit Holders</th>
<th>Weighted Avg. price per pound</th>
<th>Percentage of self-transfers</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014</td>
<td>2C</td>
<td>29,498</td>
<td>1,117</td>
<td>92</td>
<td>30</td>
<td>$5.62</td>
<td>14%</td>
</tr>
<tr>
<td></td>
<td>3A</td>
<td>11,654</td>
<td>910</td>
<td>19</td>
<td>13</td>
<td>$5.01</td>
<td>47%</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>41,152</td>
<td>2,027</td>
<td>111</td>
<td>43</td>
<td>$5.46</td>
<td>20%</td>
</tr>
<tr>
<td>2015</td>
<td>2C</td>
<td>36,934</td>
<td>548</td>
<td>119</td>
<td>27</td>
<td>$5.62</td>
<td>7%</td>
</tr>
<tr>
<td></td>
<td>3A</td>
<td>10,337</td>
<td>269</td>
<td>25</td>
<td>13</td>
<td>$4.66</td>
<td>40%</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>47,271</td>
<td>817</td>
<td>144</td>
<td>40</td>
<td>$5.48</td>
<td>12%</td>
</tr>
<tr>
<td>2016</td>
<td>2C</td>
<td>47,064</td>
<td>723</td>
<td>132</td>
<td>32</td>
<td>$5.43</td>
<td>10%</td>
</tr>
<tr>
<td></td>
<td>3A</td>
<td>10,442</td>
<td>289</td>
<td>26</td>
<td>11</td>
<td>$5.46</td>
<td>38%</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>57,506</td>
<td>1,012</td>
<td>158</td>
<td>43</td>
<td>$5.43</td>
<td>21%</td>
</tr>
<tr>
<td>2017</td>
<td>2C</td>
<td>53,206</td>
<td>719</td>
<td>207</td>
<td>34</td>
<td>$5.32</td>
<td>7%</td>
</tr>
<tr>
<td></td>
<td>3A</td>
<td>9,786</td>
<td>233</td>
<td>22</td>
<td>13</td>
<td>$4.59</td>
<td>41%</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>62,992</td>
<td>952</td>
<td>229</td>
<td>47</td>
<td>$5.27</td>
<td>11%</td>
</tr>
<tr>
<td>2018</td>
<td>2C</td>
<td>80,656</td>
<td>1,222</td>
<td>332</td>
<td>46</td>
<td>$5.17</td>
<td>6%</td>
</tr>
<tr>
<td></td>
<td>3A</td>
<td>12,760</td>
<td>304</td>
<td>31</td>
<td>17</td>
<td>$5.11</td>
<td>35%</td>
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<td>Total</td>
<td>93,416</td>
<td>1,526</td>
<td>363</td>
<td>63</td>
<td>$5.17</td>
<td>9%</td>
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<tr>
<td>2019</td>
<td>2C</td>
<td>97,680</td>
<td>1,601</td>
<td>341</td>
<td>56</td>
<td>$5.33</td>
<td>5%</td>
</tr>
<tr>
<td></td>
<td>3A</td>
<td>13,524</td>
<td>338</td>
<td>29</td>
<td>13</td>
<td>$5.28</td>
<td>45%</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>111,204</td>
<td>1,939</td>
<td>370</td>
<td>69</td>
<td>$5.32</td>
<td>8%</td>
</tr>
<tr>
<td>2020</td>
<td>2C</td>
<td>57,645</td>
<td>801</td>
<td>235</td>
<td>48</td>
<td>$4.99</td>
<td>8%</td>
</tr>
<tr>
<td></td>
<td>3A</td>
<td>5,240</td>
<td>92</td>
<td>15</td>
<td>7</td>
<td>$4.00</td>
<td>67%</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>62,885</td>
<td>893</td>
<td>250</td>
<td>55</td>
<td>$4.97</td>
<td>11%</td>
</tr>
<tr>
<td>2021</td>
<td>2C</td>
<td>97,056</td>
<td>1,312</td>
<td>407</td>
<td>59</td>
<td>$5.20</td>
<td>5%</td>
</tr>
<tr>
<td></td>
<td>3A</td>
<td>11,913</td>
<td>441</td>
<td>24</td>
<td>8</td>
<td>$5.00</td>
<td>29%</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>108,969</td>
<td>1,753</td>
<td>431</td>
<td>67</td>
<td>$5.19</td>
<td>7%</td>
</tr>
<tr>
<td>2022</td>
<td>2C</td>
<td>128,094</td>
<td>1,971</td>
<td>459</td>
<td>67</td>
<td>$6.13</td>
<td>3%</td>
</tr>
<tr>
<td></td>
<td>3A</td>
<td>11,475</td>
<td>499</td>
<td>29</td>
<td>12</td>
<td>$6.12</td>
<td>48%</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>139,569</td>
<td>2,470</td>
<td>488</td>
<td>79</td>
<td>$6.13</td>
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<tr>
<td>2023</td>
<td>2C</td>
<td>143,520</td>
<td>2,208</td>
<td>560</td>
<td>77</td>
<td>$6.13</td>
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<tr>
<td></td>
<td>3A</td>
<td>17,089</td>
<td>743</td>
<td>40</td>
<td>19</td>
<td>$4.65</td>
<td>33%</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>160,609</td>
<td>2,951</td>
<td>600</td>
<td>96</td>
<td>$6.03</td>
<td>5%</td>
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</table>
Table 3. Summary of GAF landings

<table>
<thead>
<tr>
<th>Year</th>
<th>IPHC Regulatory Area</th>
<th>Number of GAF Transferred</th>
<th>Number of GAF Harvested (% of amount transferred)</th>
<th>Actual Net Pounds of IFQ Harvested as GAF</th>
<th>Average Length in Inches (range)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014</td>
<td>2C</td>
<td>1,117</td>
<td>800 (72%)</td>
<td>53,864</td>
<td>55 (18-77)</td>
</tr>
<tr>
<td></td>
<td>3A</td>
<td>910</td>
<td>269 (30%)</td>
<td>10,336</td>
<td>45 (30-75)</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>2,027</td>
<td>1,069 (53%)</td>
<td>64,200</td>
<td></td>
</tr>
<tr>
<td>2015</td>
<td>2C</td>
<td>548</td>
<td>428 (78%)</td>
<td>27,849</td>
<td>53 (27-83)</td>
</tr>
<tr>
<td></td>
<td>3A</td>
<td>269</td>
<td>143 (53%)</td>
<td>5,158</td>
<td>45 (31-84)</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>817</td>
<td>571 (70%)</td>
<td>33,007</td>
<td></td>
</tr>
<tr>
<td>2016</td>
<td>2C</td>
<td>723</td>
<td>529 (73%)</td>
<td>38,968</td>
<td>56 (32-82)</td>
</tr>
<tr>
<td></td>
<td>3A</td>
<td>289</td>
<td>220 (76%)</td>
<td>9,332</td>
<td>47 (24-74)</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>1,012</td>
<td>749 (74%)</td>
<td>48,300</td>
<td></td>
</tr>
<tr>
<td>2017</td>
<td>2C</td>
<td>719</td>
<td>576 (80%)</td>
<td>40,860</td>
<td>55 (18-79)</td>
</tr>
<tr>
<td></td>
<td>3A</td>
<td>233</td>
<td>157 (67%)</td>
<td>6,920</td>
<td>48 (29-72)</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>952</td>
<td>733 (77%)</td>
<td>47,780</td>
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<tr>
<td>2018</td>
<td>2C</td>
<td>1,222</td>
<td>972 (80%)</td>
<td>64,365</td>
<td>54 (22-79)</td>
</tr>
<tr>
<td></td>
<td>3A</td>
<td>304</td>
<td>215 (71%)</td>
<td>9,052</td>
<td>47 (25-89)</td>
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<tr>
<td></td>
<td>Total</td>
<td>1,526</td>
<td>1,187 (78%)</td>
<td>73,417</td>
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</tr>
<tr>
<td>2019</td>
<td>2C</td>
<td>1,601</td>
<td>1,237 (77%)</td>
<td>75,039</td>
<td>53 (22-83)</td>
</tr>
<tr>
<td></td>
<td>3A</td>
<td>338</td>
<td>266 (79%)</td>
<td>10,652</td>
<td>46 (25-66)</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>1,939</td>
<td>1,503 (78%)</td>
<td>85,691</td>
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</tr>
<tr>
<td>2020</td>
<td>2C</td>
<td>801</td>
<td>764 (95%)</td>
<td>55,061</td>
<td>56 (23-85)</td>
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<tr>
<td></td>
<td>3A</td>
<td>92</td>
<td>38 (41%)</td>
<td>2,147</td>
<td>52 (34-64)</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>893</td>
<td>802 (90%)</td>
<td>57,208</td>
<td></td>
</tr>
<tr>
<td>2021</td>
<td>2C</td>
<td>1,312</td>
<td>1,031 (79%)</td>
<td>76,529</td>
<td>57 (29-75)</td>
</tr>
<tr>
<td></td>
<td>3A</td>
<td>441</td>
<td>128 (29%)</td>
<td>3,446</td>
<td>39 (19-65)</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>1,753</td>
<td>1,159 (66%)</td>
<td>79,976</td>
<td></td>
</tr>
<tr>
<td>2022</td>
<td>2C</td>
<td>1,971</td>
<td>1,548 (79%)</td>
<td>99,962</td>
<td>55 (24-81)</td>
</tr>
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<td>3A</td>
<td>499</td>
<td>277 (56%)</td>
<td>6,487</td>
<td>39 (25-70)</td>
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<td>Total</td>
<td>2,470</td>
<td>1,825 (74%)</td>
<td>106,449</td>
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<tr>
<td>2023</td>
<td>2C</td>
<td>2,208</td>
<td>1,794 (81%)</td>
<td>109,952</td>
<td>54 (17-83)</td>
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<td>3A</td>
<td>743</td>
<td>364 (50%)</td>
<td>8,430</td>
<td>39 (22-76)</td>
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<tr>
<td></td>
<td>Total</td>
<td>2,951</td>
<td>2,158 (73%)</td>
<td>118,382</td>
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Note: IPHC length/weight conversions can be found at: www.iphc.int/publications/bulletins/lenwtimp.pdf
Table 4. 2015 through 2023 GAF length frequency distribution in IPHC Regulatory Area 2C.

<table>
<thead>
<tr>
<th>Length in Inches</th>
<th>2023</th>
<th>2022</th>
<th>2021</th>
<th>2020</th>
<th>2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>18-24</td>
<td>8</td>
<td>0.4%</td>
<td>1</td>
<td>0.1%</td>
<td>0</td>
</tr>
<tr>
<td>25-29</td>
<td>16</td>
<td>0.9%</td>
<td>4</td>
<td>0.3%</td>
<td>1</td>
</tr>
<tr>
<td>30-34</td>
<td>41</td>
<td>2.3%</td>
<td>9</td>
<td>0.6%</td>
<td>11</td>
</tr>
<tr>
<td>35-39</td>
<td>65</td>
<td>3.6%</td>
<td>13</td>
<td>0.8%</td>
<td>42</td>
</tr>
<tr>
<td>40-44</td>
<td>187</td>
<td>10.4%</td>
<td>126</td>
<td>8.1%</td>
<td>35</td>
</tr>
<tr>
<td>45-49</td>
<td>250</td>
<td>13.9%</td>
<td>221</td>
<td>14.3%</td>
<td>25</td>
</tr>
<tr>
<td>50-54</td>
<td>376</td>
<td>21.0%</td>
<td>351</td>
<td>22.7%</td>
<td>220</td>
</tr>
<tr>
<td>55-59</td>
<td>343</td>
<td>19.1%</td>
<td>339</td>
<td>21.9%</td>
<td>290</td>
</tr>
<tr>
<td>60-64</td>
<td>260</td>
<td>14.5%</td>
<td>263</td>
<td>17.0%</td>
<td>242</td>
</tr>
<tr>
<td>65-69</td>
<td>145</td>
<td>8.1%</td>
<td>152</td>
<td>9.9%</td>
<td>133</td>
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<tr>
<td>70-74</td>
<td>75</td>
<td>4.2%</td>
<td>52</td>
<td>3.4%</td>
<td>31</td>
</tr>
<tr>
<td>75-79</td>
<td>27</td>
<td>1.5%</td>
<td>16</td>
<td>1.0%</td>
<td>1</td>
</tr>
<tr>
<td>&gt;80</td>
<td>1</td>
<td>0.1%</td>
<td>1</td>
<td>0.1%</td>
<td>0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1,794</strong></td>
<td><strong>1,548</strong></td>
<td><strong>1,031</strong></td>
<td><strong>764</strong></td>
<td><strong>1,237</strong></td>
</tr>
</tbody>
</table>

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<tr>
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<tr>
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Table 5. 2015 through 2023 GAF length frequency distribution in IPHC Regulatory Area 3A.

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<th>Length in Inches</th>
<th>2023</th>
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<th>2020</th>
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<td>27</td>
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<tr>
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<td>8.0%</td>
<td>28</td>
<td>10.1%</td>
<td>21</td>
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<td>23</td>
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<td>15</td>
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<tr>
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<td>5.8%</td>
<td>10</td>
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<tr>
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<td>0.3%</td>
<td>0</td>
<td>0.0%</td>
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<tr>
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<td>0.0%</td>
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<tr>
<td>&gt;80</td>
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