

SCOMM

#36:30



Official Business

# Alaska State Legislature

## House of Representatives

Pouch V  
State Capitol  
Juneau, Alaska 99811

### MEMORANDUM

TO: Rep. Adelheid Herrmann  
Rep. Jack Fuller

FROM: Mel Mosen *mm*

SUBJECT: Summary of Halibut information for IPHC meeting.

DATE: January 28, 1983

The International Pacific Halibut Commission (IPHC) has managed the halibut fishery off Canada and the U.S. since 1923. The Commission has six members; the three U.S. Commissioners are: Bob McVey, Gordon Jensen, and Bill Gillbert. The staff of the Commission is headquartered in Seattle, and is headed by director, Donald McCaughran. The IPHC has the authority to conduct research, set seasons, set quotas, and designate fishing methods and areas; but they have no authority to decide who can participate in the fisheries. In the U.S. this authority rests with the North Pacific Fishery Management Council and the Secretary of Commerce.

The IPHC holds annual meetings in late January or early February to set the openings and catch limits for the next season (Attachment 1). This year the meeting will be from February 1 to February 3. At the annual meeting the Commissioners consider regulatory measures submitted by the fishery industry, agencies, and their own staff (Attachment 2). The Commissioners have an open meeting to review research findings on February 1, 1983, a meeting open to conference board members on February 2, 1983, and a meeting open to the Advisory group on February 3, 1983. The conference board consists of fishermen from the halibut fishery while the Advisory group consists of an equal number (8 or 10) of both processors and fishermen. In practice these meetings are not closed and usually everyone can get in. The conference board will begin their meetings on January 31, 1983, but they often continue into the regular meeting schedule.

The staff proposals include an increase in total harvest over last year and a new system for area 4 (Bering Sea/Aleutians). The system would put the Pribilofs and the the Arctic/Yukon/Kuskokwim into area 4c with a quota of 200,000 pounds.

This is somewhat different than the proposal from Nelson Island and Pribilof fishermen which requests exclusive registration zones around the Islands open from June 15 to September 15 over the next three years (Attachment 3). These zones would have no catch limits. This, or a variation of it, will be the major goal of representatives from Nelson Island and the Pribilofs. Other fishermen's associations present will be trying to get higher catch limits and different time openings mainly for the Gulf halibut fisheries.

Besides all these discussions pertaining to IPHC business, a major topic of debate will be the proposed halibut moratorium and share quota system (Attachment 4). The North Pacific Fishery Management Council, under authority of the North Pacific Halibut Act of 1982, is investigating development of regulations limiting participation in the fishery. While they are studying the options for limiting entry they are considering an entry moratorium to deter people from entering the fishery in hopes of obtaining a "permit" when the limited entry system is finalized. This moratorium is supposed to allow time for consideration of the options. They will accept testimony on the moratorium through mid March and any limited entry scheme if enacted will be two or three years away. I've attended one public hearing on the moratorium and three teleconferences and the current stance of fishermen in Alaska is divided; Kodiak and Central Alaska are opposed, while Sitka and Southeast seem slightly in favor. Seattle fishermen have expressed fairly unanimous support for a moratorium.

ATTACHMENT 1

COMMISSIONERS:

WENDY S. JENSEN  
PETERSBURG, VA  
WALLACE S. GILBERT  
YAKIMA, WA  
MICHAEL HUNTER  
OTTAWA, ONT.  
DONALD MCLEOD  
PRINCE GEORGE, B.C.  
ROBERT W. SCHMIDT  
CORVALLIS, OR.  
PETER C. WALLIN  
PRINCE GEORGE, B.C.

INTERNATIONAL PACIFIC HALIBUT COMMISSION

ESTABLISHED BY A CONVENTION BETWEEN CANADA  
AND THE UNITED STATES OF AMERICA

DIRECTOR  
DONALD A. MCCAUGHAN

F.O. BOX 2200  
UNIVERSITY STATION  
SEATTLE, WA 98195

TELEPHONE  
(206) 626-1000

FIFTY-NINTH ANNUAL MEETING

The Fifty-Ninth Annual Meeting of the International Pacific Halibut Commission will be held in Vancouver, British Columbia, from Tuesday, February 1 through Thursday, February 3, 1983. The sessions will be held at the Four Seasons Hotel, located at 791 W. Georgia Street.

Fishery organizations and agencies are requested to submit their recommendations for 1983 regulatory measures to the Commission by December 15, 1982. The recommendations, including those of the Commission's scientific staff, will be distributed with pertinent background information to interested parties by January 5.

Organizations that wish to discuss particular matters with the Commission should request a hearing and submit a written brief by December 15, 1982.

During the Annual Meeting, there will be three open sessions with the industry:

Tuesday, February 1 (First day)

9:00 a.m. - 12:30 p.m.

Session with fishermen, vessel owners, industry members, and general public. Review of research findings and discussion of regulatory proposals.

Wednesday, February 2 (Second day)

1:30 p.m. - 4:00 p.m.

Session with Conference Board.

Thursday, February 3 (Third day)

9:00 a.m. - 12:00 noon

Session with Advisory Group.

A meeting room at the Four Seasons Hotel has been reserved for the Conference Board on the afternoon of February 1 and the morning of February 2.

Donald A. McCaughan  
Director

29 November 1982  
Encl.

RECEIVED  
DEC 1 1982  
N.P.F.D.I.  
SJ  
WJ

ATTACHMENT 2

**COMMISSIONERS**

WILFRED M. EVENS  
PETERSBURG, AL.  
WILLIAM S. GILBERT  
SAINBRIDGE ISLAND, WA.  
MICHAEL HUNTER  
OTTAWA, ONT.  
DONALD MC LEOD  
PRINCE RUPERT, B.C.  
ROBERT W. SCHONING  
CORVALLIS, OR.  
PETER C. WALLIN  
PRINCE RUPERT, B.C.

**DIRECTOR**

DONALD A. MCCAUGHRAN

P.O. BOX 5000  
UNIVERSITY STATION  
SEATTLE, WA 98105

TELEPHONE  
(206) 534-1000

**INTERNATIONAL PACIFIC HALIBUT COMMISSION**

ESTABLISHED BY A CONVENTION BETWEEN CANADA  
AND THE UNITED STATES OF AMERICA

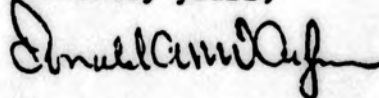
December 6, 1982

Dear Sir:

Enclosed is a summary of preliminary staff proposals for regulation of the 1983 Pacific halibut fishery. Also enclosed is background information in support of the staff proposals. The 1982 catch data are still preliminary; more precise data will be presented at the annual meeting.

If you have any questions about the proposals or supporting information, please let me know. There will be full opportunity for discussion on these and other proposals during the annual meeting.

Sincerely yours,



Donald A. McCaughran  
Director

Encl.

PRELIMINARY STAFF REGULATORY PROPOSALS  
FOR THE 1983 PACIFIC HALIBUT FISHERY

---

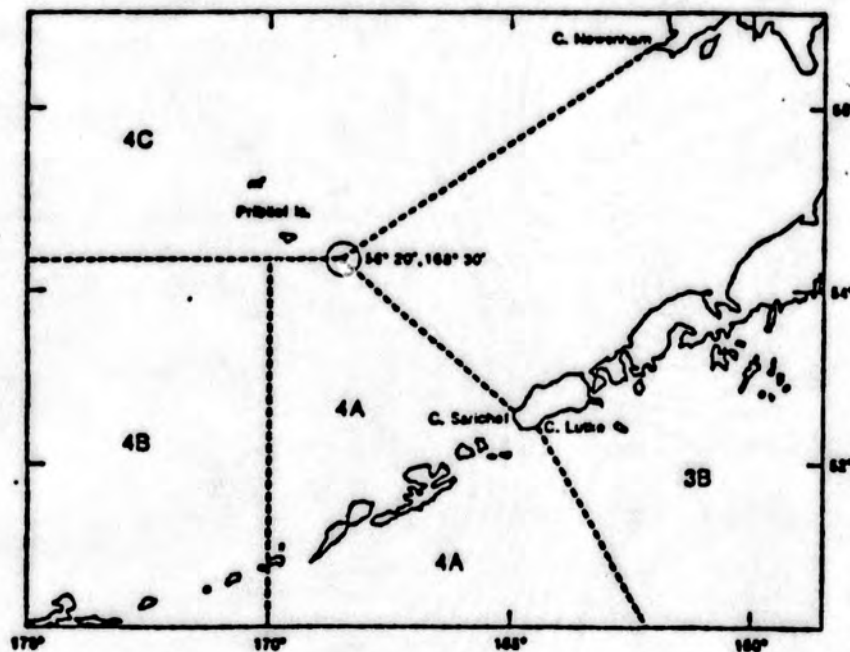
A comprehensive assessment of halibut stock conditions, based on data from 1982 and from earlier years, indicates that the halibut stocks are responding to past regulations, and that the total biomass is increasing despite continued high levels of incidental catch. The staff estimates that the annual surplus production for 1983 is 40 million pounds based on the assumption that the incidental catch will continue at the 1981 level of about 16 million pounds, 24% less than in 1980. The staff recommends that the total catch limit again be set at 75% of the annual surplus production to provide for additional increase in stock size. On this basis, the staff recommends a total catch limit for the 1983 halibut fishery of 30.2 million pounds, approximately 10% more than the 1982 catch limit.

In Area 2, the staff recommends a catch limit of 9 million pounds, the same as in 1982. While there is strong evidence of stock improvement in Area 2C, conditions in Areas 2B and 2A have not changed for several years. Faced with a conflicting stock condition in Area 2, the staff recommends no change in the catch limit for 1983. At this time the staff has no basis for recommending a division of the Area 2 catch between Canadian and U.S. waters other than the 60%/40% division agreed to by the Canadian and United States governments. Accordingly, the staff is recommending catch limits of 0.2 million pounds for Area 2A; 5.4 million pounds for Area 2B; and 3.4 million pounds for Area 2C.

In Area 3, the staff proposes a catch limit of 19 million pounds, 2 million pounds more than the catch limit in 1982. The staff proposes that the Area 3 catch limit be divided with 14 million pounds in Area 3A, the

same as in 1982, and 5 million pounds in Area 3B, 2 million pounds more than in 1982. The increase in catch in Area 3B is based on a marked stock improvement in that sector in 1982.

In Area 4, data for stock assessment purposes again is meager due to the relatively small catch and the geographic distribution of the resource. While the CPUE in the area declined from 1981 to 1982, the timing of the fishery in 1982 led to a concentration of effort in the southeast corner of the area with relatively little fishing elsewhere. In an effort to obtain a better distribution of fishing effort in Area 4, the staff recommends creation of three subareas as shown in the figure below. Area 4A would have the same eastern



boundary as in 1982 with a western boundary at 170° W longitude, and a northern boundary at 56°20'. Area 4B would comprise the Aleutian chain west of 170° W longitude and south of 56°20'. Area 4C would contain the waters north of 56°20' and a line extending from the point where the west boundary of the nursery area intersects 56°20' to Cape Newenham. This definition of Area 4C results in a small southerly shift of the northern boundary of the Bering Sea nursery area.

The staff recommends a catch limit for Area 4 of 2.2 million pounds, 700,000 pounds more than in 1982. Catch limits for the subareas in Area 4 are: 1.2 million pounds for Area 4A, 500,000 pounds for Area 4B, and 200,000 pounds for Area 4C.

The following table summarizes the quota proposals for the 1983 halibut fishery:

Area	Quota (millions of pounds)
<u>Area 2</u>	
2A	0.2
2B	5.4
2C	3.4
Total Area 2	9.0
<u>Area 3</u>	
3A	14.0
3B	5.0
Total Area 3	19.0
<u>Area 4</u>	
4A	1.2
4B	.8
4C	.2
Total Area 4	2.2
1983 TOTAL	
	30.2

The staff will announce its proposals for other regulations, including fishing seasons, by mid-January.

Catch\* by country and regulatory area\*\*, 1978-1982 (in thousands of pounds).

Regulatory Area	1978	1979	1980	1981	1982***
<b>Area 2A</b>					
U.S.	94	46	22	202	211
Canada	<u>3</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>
Total	97	46	22	202	211
<b>Area 2B</b>					
U.S.	243	-	-	-	-
Canada	<u>4,364</u>	<u>4,857</u>	<u>5,650</u>	<u>5,654</u>	<u>5,236</u>
Total	4,607	4,857	5,650	5,654	5,236
<b>Area 2C</b>					
U.S.	3,409	4,366	3,238	4,010	3,485
Canada	<u>907</u>	<u>164</u>	<u>-</u>	<u>-</u>	<u>-</u>
Total	4,316	4,530	3,238	4,010	3,485
<b>Area 3A</b>					
U.S.	7,488	9,714	10,014	14,255	13,507
Canada	<u>2,807</u>	<u>1,621</u>	<u>1,952</u>	<u>-</u>	<u>-</u>
Total	10,295	11,335	11,966	14,225	13,507
<b>Area 3B</b>					
U.S.	943	369	277	451	4,837
Canada	<u>377</u>	<u>17</u>	<u>-</u>	<u>-</u>	<u>-</u>
Total	1,320	386	277	451	4,837
<b>Area 4</b>					
U.S.	1,206	1,373	713	1,190	1,442
Canada	<u>147</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>
Total	1,353	1,373	713	1,190	1,442
<b>All Areas</b>					
U.S.	13,383	15,868	14,264	20,078	23,482
Canada	<u>8,605</u>	<u>6,659</u>	<u>7,602</u>	<u>5,654</u>	<u>5,236</u>
Total	21,988	22,527	21,866	25,732	28,718

\* Includes catch landed by IPHC research vessels

\*\* Regulatory areas defined in 1982 Pacific Halibut Fishery Regulations

\*\*\* Preliminary

Appendix Table 1. Catch, CPUE and Effort by Region, Regulatory Area and Country in Area 2.

1980 Region	Canada				United States				Total		
	Catch 000 Lbs	CPUE Lbs	Effort States	% Logs	Catch 000 Lbs	CPUE Lbs	Effort States	% Logs	Catch 000 Lbs	CPUE Lbs	Effort States
U.S.-South	0	0.0	0	0.0	22	102.2	219	0.0	22	102.2	219
Vancouver I.	294	37.2	7906	6.0	0	0.0	0	0.0	294	37.2	7906
Charlotte-O	854	63.4	13473	17.9	0	0.0	0	0.0	854	63.4	13473
Charlotte-I	4902	67.7	64329	31.4	0	0.0	0	0.0	4902	67.7	64329
SE Alaska-O	0	0.0	0	0.0	996	102.2	9744	28.3	996	102.2	9744
SE Alaska-I	0	0.0	0	0.0	2242	75.3	29769	16.4	2242	75.3	29769
Total 2A	0	0.0	0	0.0	22	102.2	219	0.0	22	102.2	219
Total 2B	3650	64.3	87908	28.0	0	0.0	0	0.0	3650	64.3	87908
Total 2C	0	0.0	0	0.0	3238	81.9	39513	20.1	3238	81.9	39513
Total Area 2	3650	64.3	87908	28.0	3260	82.1	39728	19.9	6910	69.8	127636

1981 Region	Canada				United States				Total		
	Catch 000 Lbs	CPUE Lbs	Effort States	% Logs	Catch 000 Lbs	CPUE Lbs	Effort States	% Logs	Catch 000 Lbs	CPUE Lbs	Effort States
U.S.-South	0	0.0	0	0.0	202	32.7	6185	9.6	202	32.7	6185
Vancouver I.	315	55.7	9659	0.0	0	0.0	0	0.0	315	55.7	9659
Charlotte-O	754	55.7	13547	19.0	0	0.0	0	0.0	754	55.7	13547
Charlotte-I	4585	62.0	73962	28.1	0	0.0	0	0.0	4585	62.0	73962
SE Alaska-O	0	0.0	0	0.0	1118	168.0	6653	14.3	1118	168.0	6653
SE Alaska-I	0	0.0	0	0.0	2892	139.0	20801	8.9	2892	139.0	20801
Total 2A	0	0.0	0	0.0	202	32.7	6185	9.6	202	32.7	6185
Total 2B	3654	60.7	93168	24.8	0	0.0	0	0.0	3654	60.7	93168
Total 2C	0	0.0	0	0.0	4010	146.1	27454	10.4	4010	146.1	27454
Total Area 2	3654	60.7	93168	24.8	4212	125.2	33639	10.4	7866	77.8	126807

1982 Region	Canada				United States				Total		
	Catch 000 Lbs	CPUE Lbs	Effort States	% Logs	Catch 000 Lbs	CPUE Lbs	Effort States	% Logs	Catch 000 Lbs	CPUE Lbs	Effort States
U.S.-South	0	0.0	0	0.0	211	39.3	5364	10.7	211	39.3	5364
Vancouver I.	264	21.1	12496	0.6	0	0.0	0	0.0	264	21.1	12496
Charlotte-O	659	76.2	8654	60.3	0	0.0	0	0.0	659	76.2	8654
Charlotte-I	4313	63.2	68200	18.3	0	0.0	0	0.0	4313	63.2	68200
SE Alaska-O	0	0.0	0	0.0	1191	144.4	8249	8.4	1191	144.4	8249
SE Alaska-I	0	0.0	0	0.0	2294	187.3	12249	13.3	2294	187.3	12249
Total 2A	0	0.0	0	0.0	211	39.3	5364	10.7	211	39.3	5364
Total 2B	5236	58.6	89350	22.7	0	0.0	0	0.0	5236	58.6	89350
Total 2C	0	0.0	0	0.0	3485	170.0	20498	11.6	3485	170.0	20498
Total Area 2	5236	58.6	89350	22.7	3696	142.9	25862	11.6	8932	77.9	115212

+

ATTACHMENT 3

The International Pacific Halibut Commission  
November 18, 1982  
Page No. 3/Proposal

---

Proposal:

Within Area 4, the IPHC shall establish twelve mile "North Bering Sea halibut fishery development zones" around the islands of St. Paul, St. George, Nelson and Nunivak. Fishing within these development zones will be open to all fishermen; however, fishermen who choose to fish in a development zone, may fish only in that development zone. The fishing season for these zones shall commence on June 15 and terminate on September 15. These zones shall exist for three years.

We thank the IPHC for considering our proposal and we urge its adoption at your February meeting.

Sincerely,

\_\_\_\_\_  
Representative from  
St. Paul Island

\_\_\_\_\_  
Representative from  
Nunivak Island

\_\_\_\_\_  
Representative from  
Nelson Island

\_\_\_\_\_  
Representative from  
St. George Island

ATTACHMENT 4

# North Pacific Fishery Management Council

Clement V. Tillon, Chairman  
Jim H. Branson, Executive Director

605 West 4th Avenue  
Anchorage, Alaska 99510



Mailing Address: P.O. Box 3138DT  
Anchorage, Alaska 99510

Telephone: (907) 274-4583  
FTS 271-4084

January 12, 1983

## PUBLIC HEARINGS ON A MORATORIUM ON NEW ENTRIES INTO THE ALASKA HALIBUT FISHERY FOR 1983

The North Pacific Fishery Management Council announces a schedule for public hearings on a moratorium on new entries into the halibut fishery off Alaska for 1983. They will be holding hearings in cooperation with the U.S. Secretary of Commerce in Anchorage, Alaska and Seattle in January. Comments are requested on the moratorium. Limited entry in the halibut fishery and the possible methods by which limited entry might be accomplished will be the subject of extensive Council hearings and discussion beginning in March 1983. The schedule of hearings on the moratorium is as follows:

### On-site Public Hearings

On-site hearings have already been held in Juneau, Ketchikan and Petersburg. Still to be held are the following three on-site hearings in Homer, Kodiak and Seattle. All times are local times and may be extended if necessary so that all persons have an opportunity to testify.

January 17, 1983	Elks Club Homer, Alaska	1 to 5 p.m. (AST)
January 18, 1983	Fishermen's Hall Kodiak, Alaska	1:30 to 5 p.m. and 7 to 9 p.m. (AST)
January 20, 1983	Northwest and Alaska Fisheries Center (Auditorium) 2725 Montlake Boulevard East Seattle, Washington	5 to 10 p.m. (PST)

### Teleconference Hearings

Times published for teleconference hearings are Alaska Standard Time. Times may be extended if necessary. See Attachment 4 for further information.

January 24, 1983	Connecting Seward, Cordova Valdez, Soldotna, Yakutat and Seattle (Anchorage, moderator only)	8 to 10 a.m.
January 26, 1983	Connecting Sand Point Unalaska, St. Paul, Bethel King Cove and Seattle (Anchorage, moderator only)	8 to 10 a.m.

12/28/82

Teleconference Hearings, continued

January 28, 1983

Connecting Sitka, Moonah, 8:30 to 10:30 a.m.  
Craig, Wrangell and Haines  
(Anchorage, moderator only)

The moratorium, expected to be published in the Federal Register as a Notice of Proposed Rulemaking by the U.S. Department of Commerce on approximately January 20, would restrict participation in the halibut fishery off Alaska from May 1, 1983 through December 31, 1985. Only those persons who lawfully harvested and sold halibut from those waters between January 1, 1978 and December 31, 1982 would be allowed to fish during 1983, 1984, and 1985. It would apply to the waters off Alaska in International Pacific Halibut Commission management areas 2C and 3 and south of 56°N latitude in IPHC management area 4. The Northern Pacific Halibut Act of 1982 (Act) requires the Council to provide an opportunity for the coastal villages north of 56°N to develop a halibut fishery over the next three years. Fishermen in that area would not be included in a moratorium.

The Halibut Fishery

Pacific halibut have been managed as an international resource by Canada and the United States through the International Pacific Halibut Commission (IPHC) since 1923. The Commission, with three U.S. and three Canadian members, has a permanent staff of U.S. and Canadian scientists headquartered in Seattle. The Commission conducts research and sets seasons, quotas, fishing methods, and fishing areas, but has no authority to decide who may participate in the fishery; that is left to the member countries. The Northern Pacific Halibut Act of 1982 authorized the North Pacific Fishery Management Council to develop regulations limiting participation in the fishery. Any regulations developed must be approved by the Secretary before they can be implemented.

When the Magnuson Fishery Conservation and Management Act (MFCMA) was passed in 1976, both Canadian and U.S. fishermen fished off Alaska, with Canadian fishermen taking over half the catch. Their fishery off Alaska was phased out, ending in 1980, and they may now fish only off Canada. Canadians may still land their catches in American ports.

The American catch off Alaska has increased from 13 million pounds in 1978 to 22 million pounds in 1982 through the elimination of the Canadians and an increase in the quota set by IPHC. The number of participants during that same period has increased from 2,100 to over 2,800. But while the catch has increased, the seasons have sharply decreased. It took 73 days in 1977 to catch 3.4 million pounds in Southeast Alaska, but only 5-1/2 days to catch the same amount in 1982. In Area 3, the Gulf of Alaska west of Cape Spencer and including the grounds around Kodiak and Cook Inlet, 12.3 million pounds were taken in 47 days in 1977 while 17.6 million pounds were taken in 11-1/2 days in 1982.

The IPHC is concerned with the ever decreasing seasons because it is very difficult to keep catches within quotas with such a rapid increase in fishing effort. They believe that it is poor biological management to take the entire catch from the particular stock component that might be available during a very short season. They would prefer longer seasons which allow the quota to be taken from as many stock components as possible.

12/28/82

Another problem with short seasons is that since the catch arrives at the processor during a very short period of time, most of it is frozen and stored for later distribution. Fresh halibut are available to the consumer for only a short time during the year. The long storage times plus high interest rates increase the processors' costs and prices to the consumer and lower prices to the fishermen.

Short seasons are also dangerous. Fishermen must work "around the clock" in order to catch enough fish to make a living. This can result in more injuries and boat losses as fishermen become physically exhausted. Many will continue to work in weather conditions they wouldn't normally fish.

#### The Moratorium

Recognizing that the rapidly expanding fleet would soon create drastic problems in harvest management and the availability of fresh halibut during the year, the North Pacific Council began studying the problems in the halibut fishery in 1978. In November 1978 they set December 31, 1978 as a cut-off date for eligibility in the eventuality that some form of limited entry was developed in the next two or three years. That date did not hold up for legal reasons, but the Council has since stated on several occasions their intent to establish a cut-off date for accruing rights under any future limited entry system.

In early 1979 the Council appointed a Limited Entry Workgroup composed of halibut fishermen, industry representatives, and agency staff to assess methods of limiting the offshore salmon troll fishery in Southeastern Alaska and to develop possible approaches to limiting effort in the halibut fishery. By June of 1979 some segments of the halibut fleet were urging the Council to develop a limited entry system, and later that year the Council advertised for proposals to study limited entry in the halibut fishery. They also asked that the enabling legislation for the newly renegotiated Pacific Halibut Convention contain authorization for a limited entry system for the halibut fishery. In 1980 the Limited Entry Workgroup again recommended a moratorium on entry into the fishery, but the Council was unable to act until the aforementioned enabling legislation became law, which did not occur until the Northern Pacific Halibut Act was signed by the President on May 17, 1982.

At the IPHC meeting in February 1982 many members of the Fishermen's Conference Board, a group of halibut fishermen from the U.S. and Canada, asked the Council to develop a limited entry system based on the "fishermen's share" system and urged a halt to further entry into the fishery. The Council asked the Department of Commerce to implement a moratorium as quickly as possible, recognizing that it would probably not be possible for the 1982 season, but urging action well in advance of the 1983 fishing season. They believed it would deter people from entering the fishery in hopes of obtaining rights under any limited entry system that might develop and would tend to stabilize effort at the current level. A moratorium will give fishermen, the Council, and the public time to consider management alternatives to stabilize the fishery so participants can expect reasonable returns on their investment and efforts and consumers can buy fresh halibut for more than a few days a year.

Regulations to implement a moratorium were developed by the Council and the National Marine Fisheries Service to be published as a Notice of Proposed Rulemaking in the Federal Register. Those regulations are included in this

package as Attachment 1. There will be a 45-day comment period after they are published. They can then be rewritten and published as a Notice of Final Rulemaking, becoming effective 30 days after that publication. The proposed regulations would permit anyone who has participated in the halibut fishery between January 1, 1978 and December 31, 1982 to continue participating in the fishery in the same manner from May 1, 1983 through 1985. The moratorium would end on December 31, 1985. It could end earlier if supplanted by limited entry.

Theoretically, using the base period 1978 - 1982, a maximum of 6,481 individuals would be qualified to participate in the fishery in 1983. Without a moratorium, of course, there would be no limit to the number of people who could fish in 1983. As currently written the moratorium will not necessarily reduce effort, although it should limit the increase below what it would be if the fishery were to remain open to everyone. One of the chief values of a moratorium, in any case, is to establish a cut-off date beyond which participants cannot accrue credit toward participation in a limited entry system.

Some who support the moratorium would like to see a further restriction on effort beyond limiting the number of people, and have proposed restricting the size of boat that could be used in 1983-85 to the same size used in the 1978-82 period. (See Attachment 2, Comments Requested on the Moratorium, Proposal B.) Others are willing to consider other methods that would limit the increase of effort.

The proposed rulemaking can be greatly modified through the public hearing and comment process. The Council would like to hear comments on all of the proposals listed in Attachment 2 and any others which may occur to you.

#### Limited Entry in the Halibut Fishery

Early in 1982 the North Pacific Fishery Management Council developed a research proposal for a study of limited entry systems for the hook and line halibut fishery off Alaska. They set four primary objectives for a limited entry system:

1. That it distribute the hook and line halibut fishery in time and space to ensure resource conservation;
2. That it provide high quality, fresh and frozen fish to the consumer twelve months of the year;
3. That it encourage development of an economically viable and efficient year-round U.S. hook and line fishery that would make it possible for some fishermen to earn a major share of their income from hook and line halibut fishing and is made up of owner/operator rights holders;
4. That it ensure that no single individual or entity acquires excessive control of the resource and minimize disruption of the present fleet by using past performance to distribute initial rights in the fishery, using the market to transfer fishing rights after initial distribution.

12/28/82

A contract between the Council and Northwest Resources Analysis (Bob Stokes) was signed on June 17, 1982 calling for an analysis of known limited entry systems and their ability to achieve the described objectives. The Council asked for a detailed study of the fishermen's share system. The study emphasizes that system because it was requested in the initial Fishermen's Conference Board request to the Council and because less is known about that system than other limited entry systems. Limitations on individuals or boats have been in existence for some time and their advantages and disadvantages are relatively well known. The share system has not been used for a fishery of any magnitude, although British Columbia intends to implement it for halibut in 1983.

The contractor, Northwest Resources Analysis, has been working closely with an industry steering group, soliciting their advice on the direction his study should take and what options to consider. The steering group consists of representatives of the major fishermen's organizations involved in the halibut fishery as well as representatives from the Council.

More details on that study and its current status are included in Attachment 3, an excerpt from the NPFMC Newsletter of August 1982.

The contractor finished an interim report on program design titled "Halibut Limited Entry Study Program Design" in November 1982. Copies of that study are available at the Council office. We expect the contractor's final report to be available for review at the Council meeting in February or March. When that report has been accepted by the Council it will be available for public distribution. The Council will then decide if they want to go ahead with limited entry and, if so, specify what system or systems they want to send to the public for review and comment. Prior to that decision the contractor will hold informational presentations on his study in Sitka, Seattle, and Kodiak.

If the Council decides to develop a limited entry system, there will be an extended public comment period with hearings in numerous communities in Alaska and in Seattle. Following those hearings the Council will decide what system to develop, complete development of the system, and ask the Department of Commerce through the National Marine Fisheries Service to implement it. It is doubtful that any system could be in place before late 1984.