

INTERNATIONAL PACIFIC HALIBUT COMMISSION

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

Technical Report No. 15

Regulations of the Pacific Halibut Fishery,
1924-1976

by
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SEATTLE, WASHINGTON
1977

The International Pacific Halibut Commission has three publications: Annual Reports, Scientific Reports, and Technical Reports. Until 1969, only one series was published. The numbering of the original series has been continued with the Scientific Reports.

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FOREWORD

In 1972, the International Pacific Halibut Commission (IPHC) began compiling historical statistics and cataloging analytical procedures that had not been published. This undertaking included the reexamination of earlier interpretations of data pertinent to the management of the fishery. As these tasks are completed, they will appear in IPHC's Scientific and Technical Report series. This paper is the sixth of these projects, the others were IPHC Scientific Report Nos. 54, 56, and 58 and Technical Report Nos. 10 and 14.

ABSTRACT

Conservation measures for the Pacific halibut fishery originally were incorporated in the Canadian-United States Convention of 1923. This Convention, that established the Halibut Commission, included only two regulatory controls, one for a closed season in the winter, the other pertaining to incidentally-caught halibut. The Convention of 1930 and subsequent revisions in 1937 and 1953 gave the Commission broader authority and specified other types of regulatory measures that could be used in the management of the fishery. Under these directives, regulations for the fishery were first published as a separate document in 1932.

When broader authority was granted and the necessity for improving the statistical data base became apparent, the regulatory measures increased in number and complexity. The description of the licensing system, statistical reporting, and regulations concerning the incidental catch of halibut such as the "permit fishery" were particularly involved and accounted for nearly one-fourth of the text in the regulation document. After 1970, the language was simplified and specific restrictions were eliminated. The regulations during the past five decades reflect the changes in the condition of the resource, the fishery, and its enforcement, as well as changes in the Convention and its interpretations.

The chronology of the different regulatory measures and their rationale are reviewed in this report.

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INTRODUCTION

The regulatory authority for the halibut fishery is embodied in the Halibut Convention, a treaty between Canada and the United States, and is affirmed in the enabling legislation enacted by both countries. The first Convention in 1923 evolved in response to the need for joint management of the fishery for Pacific halibut (*Hippoglossus stenolepis*). This Convention created the International Fisheries Commission (IFC), now called the International Pacific Halibut Commission (IPHC) and introduced the first regulations for the fishery. Bell (1969) described the background and circumstances that led to this initial Convention and its several revisions and included the text of each Convention as well as the respective Enabling Acts. As the Commission accumulated knowledge about the biology of halibut and the condition of the stock, the need for broader regulatory authority was advocated (Babcock et al. 1930 and 1931; Thompson and Freeman 1930). The Convention was revised in 1930, 1937, and 1953 to give the Commission broader authority and flexibility to institute needed conservation measures.

As regulatory changes were introduced in the early years, the Commission explained its rationale at public meetings, in annual reports, and other special papers (Allen 1936; Dunlop 1937). The regulations, first published as a separate document in 1932, became more comprehensive and more complex. The purpose of this paper is to review the background of the more important regulatory provisions and to provide a chronology of the changes that is not otherwise readily available. It is neither practical nor pertinent to discuss all of the changes associated with each regulation. However, the rationale is presented for all the major regulatory measures and changes that have been documented. For certain regulations, the rationale will be obvious; for example, reductions in the catch limit (quota) were made during periods of declining abundance; it may be somewhat obscure for other regulations, many of which were instituted for administrative reasons such as clarification of the regulations, improvement of statistical reporting, facilitation of enforcement, or redefinition of areas. This summary and background information, along with data on stock abundance, will be useful in the evaluation of the management of the halibut fishery.

REGULATORY AUTHORITY: THE CONVENTIONS

The 1923 Convention

Regulatory measures for the halibut fishery initially were incorporated in Article I of the Convention of 1923. They provided for a closed season and addressed the problem of the incidental catch of halibut. The specific wording of these regulations was:

Closed Season:

“The nationals and inhabitants and the fishing vessels and boats of the Dominion of Canada and of the United States, respectively, are hereby prohibited from fishing for halibut (*Hippoglossus*) both in the territorial waters and in the high seas of the western coasts of the Dominion of Canada and of the United States, including Behring [sic] Sea, from the 16th day of November next after the date of the exchange of ratifications of this Convention, to the 15th day of the following February, both days inclusive, and within the same period yearly thereafter, provided that upon the recommendation of the International Fisheries Commission hereinafter described, this close [sic] season may be modified or suspended at any time after the expiration of three such seasons, by a special agreement concluded and duly ratified by the High Contracting Parties.”

Incidental Catch:

“It is understood that nothing contained in this Article shall prohibit the nationals or inhabitants and the fishing vessels or boats of the Dominion of Canada and of the United States, from fishing in the waters hereinbefore specified for other species of fish during the season when fishing for halibut in such waters is prohibited by this Article. Any halibut that may be taken incidentally when fishing for other fish during the season when fishing for halibut is prohibited under the provisions of this Article may be retained and used for food for the crew of the vessel by which they are taken. Any portion thereof not so used shall be landed and immediately turned over to the duly authorized officers of the Department of Marine and Fisheries of the Dominion of Canada or of the Department of Commerce of the United States. Any fish turned over to such officers in pursuance of the provisions of this Article shall be sold by them to the highest bidder, and the proceeds of such sale, exclusive of the necessary expenses in connection therewith, shall be paid by them into the treasuries of their respective countries.”

Although the provision for a closed season established the base for subsequent regulatory measures, it failed to reduce fishing effort and, by itself, was considered to be of limited conservation value (Babcock et al. 1931; Bell 1969). The closed season during the winter had been introduced before the existence of IPHC and conservation, per se, was only an incidental consideration in its implementation (Thompson and Freeman 1930; IFC 1948). The Commission's decision to retain the closed season was based primarily on economic factors (Babcock et al. 1931):

“The commission is, however, satisfied that the adoption of the closed season was a wise measure, as it has obvious beneficial economic effects as far as the whole fishery is concerned. It eliminates the most expensive fishing part of the year, and one which is also full of hardship. It stabilizes the price of frozen halibut, and this in turn has a favorable effect on the demand for such frozen fish. The catches at that time of year are claimed to be of poor quality, and frequently so great as to lower the selling price below what is profitable. On account of these conditions all branches of the industry and the commission are unanimous in their support of maintaining the closed season.”

After three years of study, the Commission decided that additional measures were necessary to rehabilitate the stocks. In 1928, the Commission requested authority to establish catch limits by regulatory areas, to prohibit fishing on nursery grounds, to specify the gear used in the fishery, to extend the closed season, and to introduce a licensing scheme.

The Conventions of 1930, 1937, and 1953

The Convention of 1930 was not ratified until May 1931 and regulations based on the new Convention did not become effective until 1932. This Convention broadened the Commission's regulatory authority and specified types of measures that could be instituted; but the reference to the particular dates of the closed season (November 1 to February 15) and the control of the incidental catch still was included in Article I. Article III of the Convention enumerated the other types of regulatory measures that could be introduced by the Commission, subject to the approval of the Governor General of the Dominion of Canada and of the President of the United States of America. Specific authority was granted to:

- “(a) divide the convention waters into areas;
- (b) limit the catch of halibut to be taken from each area;
- (c) fix the size and character of halibut fishing appliances to be used therein;
- (d) make such regulations for the collection of statistics of the catch of halibut including the licensing and clearance of vessels, as will enable the International Fisheries Commission to determine the condition and trend of the halibut fishery by banks and areas, as a proper basis for protecting and conserving the fishery;
- (e) close to all halibut fishing such portion or portions of an area or areas, as the International Fisheries Commission find to be populated by small, immature halibut.”

The revision of the Convention in 1937 was directed towards broadening the authority of the Commission and providing greater flexibility in the management of the fishery. Other than minor revisions and a change in the provision regarding the incidental catch of halibut, the major revision was the addition of the following paragraph in Article III:

- “(c) prohibit departure of vessels from any port or place, or from any receiving vessel or station, to any area for halibut fishing, after any date when in the judgment of the International Fisheries Commission the vessels which have departed for that area prior to that date or which are known to be fishing in that area shall suffice to catch the limit which shall have been set for that area under section (b) of this paragraph;”.

In the 1953 Convention, the references to the closed season and incidental catch that had been maintained in Article I of the 1930 and 1937 revisions were deleted from this section and incorporated in Article III. The other major additions were designed to permit more than one fishing period each year and to establish a size limit for the halibut that could be retained. The wording of the regulatory authority in this latest revision of Article III of the Convention is:

- “(a) divide the Convention waters into areas;
- (b) establish one or more open or closed seasons, as to each area;
- (c) limit the size of the fish and the quantity of the catch to be taken from each area within any season during which fishing is allowed;
- (d) during both open and closed seasons, permit, limit, regulate or prohibit, the incidental catch of halibut that may be taken, retained, possessed, or landed from each area or portion of an area, by vessels fishing for other species of fish;
- (e) prohibit departure of vessels from any port or place, or from any receiving vessel or station, to any area for halibut fishing, after any date when

in the judgment of the International Pacific Halibut Commission the vessels which have departed for that area prior to that date or which are known to be fishing in that area shall suffice to catch the limit which shall have been set for that area under section (c) of this paragraph;

(f) fix the size and character of halibut fishing appliances to be used in any area;

(g) make such regulations for the licensing and departure of vessels and for the collection of statistics of the catch of halibut as it shall find necessary to determine the condition and trend of the halibut fishery and to carry out the other provisions of this Convention;

(h) close to all taking of halibut such portion or portions of an area or areas as the International Pacific Halibut Commission finds to be populated by small, immature halibut and designates as nursery grounds."

Skud (1976) reviewed the 1953 Convention, discussed its limitations regarding management of the present-day fishery, and cited differences in the interpretation of the Convention by the national governments. IPHC's authority is limited to regulatory measures specifically outlined in the Convention. If the national interpretations differ, IPHC must abide by the more conservative view.

RECIPROCAL PORT PRIVILEGES

In 1897, Canada granted special privileges to a United States firm, the New England Fish Company, that had established an office in Vancouver, British Columbia. Vessels owned by the company were permitted to land halibut and take on supplies in Vancouver. These privileges were renewed in subsequent years and in 1915 were extended to all United States flag vessels and included the port of Prince Rupert. This unilateral action was approved each year by a Canadian Order-in-Council. In 1918, the United States Secretary of Commerce issued an order to the Collector of Customs that permitted Canadian vessels to land and outfit in the United States (U.S. Congress 1918).

In 1950, Canada and the United States signed a Convention "for the extension of port privileges to halibut fishing vessels on the Pacific Coasts of the United States of America and Canada". The express purpose of this Convention was "to further the well-being" of halibut fishermen and to permit landings without payment of duty other than that required by the customs agency. Fishermen could trans-ship or sell their catch in bond for export and could obtain supplies, repairs, and equipment. The Convention specifies that vessels of one country landing in a port of the other country shall comply "with applicable customs, navigation, and fisheries laws" of the host country. The agreement includes blackcod (*Anaplopoma fimbria*) as well as halibut. Bell (1969) published the full text of this Convention.

REGULATIONS: 1932-1976

Under authority provided in the 1930 Convention, the Commission began publishing (in 1932) an annual document, *Pacific Halibut Fishery Regulations*. The type of regulation and year of introduction are summarized in Table 1; the chronology of these regulations parallels the several revisions of the Convention. The major exception in the sequence is the reference to the size limit of the fish, i.e., this restriction was introduced in 1940, but was not specified in the Convention until 1953.

The regulations issued by the Commission in 1935, 1955, and 1975 are reproduced in the Appendices. Although many changes were instituted between these 20-year intervals, the three years represent examples of the changes in specific regulations and their wording. Initially, the regulations were only 3 pages, but in the 1940's and 1950's, the annual regulations required an 8- to 10-page document. During the 1960's, the document was 11 to 13 pages. In the 1970's, several regulations were eliminated, the language was simplified, and the document now is only 5 pages.

Table 1. Chronology of IPHC regulations, 1932-1975. X = year introduced, O = year deleted.

Regulation	1932 - 1945	1946 - 1960	1961 - 1975
Area Definition	X		
Closed Season	X		
Catch Limit	X		
Dealer Record	X		
Closed Area	X		O X
Licensing	X		
Log Book	X		
Validation	X		
Catch Report	X		
Dory Gear	X		
Departure Control	X O		
Incidental Catch	X		
Nets Prohibited	X		
Size Limit	X		
Landing Control	X		
Sealing of Gear			X O
Sport Fishery			X

Regulatory Areas

The Halibut Convention of 1923 described the area of jurisdiction in the broadest terms “. . . the territorial waters and in the high seas off the western coast of the Dominion of Canada and of the United States, including the Behring [sic] Sea . . .”. In essence, there was no western boundary and no subdivisions or regulatory areas were specified. The broad description of Convention waters was maintained and the authority to create subdivisions was specified in the 1930, 1937, and 1953 Conventions.

Four regulatory areas were defined when they were first introduced in 1932. Area 1, the southernmost division, included “all Convention waters” south of Willapa Bay Light, i.e., southern Washington, Oregon, and California. A central division, Area 2, included all water south of Mount Fairweather, Alaska, i.e., southeastern Alaska, British Columbia, and Washington north of Willapa Bay Light. The waters of the Gulf of Alaska north and west of a line from Cape Fairweather and south of the Fox Islands in the Aleutian Chain constituted Area 3. All waters not included in Areas 1, 2, and 3, essentially the Bering Sea and the Aleutian Islands west of Cape Sagak, were designated as Area 4.

These areas and some of their subsequent subdivisions and regroupings are depicted by selected years in Figure 1 (1932 and 1952) and Figure 2 (1965 and 1967). The Appendices include the 1975 regulations which describe the current regulatory areas. The major changes in the boundaries of the numerous subdivisions are discussed below. For simplicity, latitude and longitude of each location have been omitted in the text but are included in the regulations presented in the Appendices. The many changes in area designation did not affect the reporting of detailed statistics because IPHC established 60-mile statistical units for the entire coast in 1925 and these units have been retained through the years.

Area I initially (1932) was described as all waters southeast of a line running northeast and southwest through Willapa Bay Light. In 1935, a southern boundary was added by describing a parallel line through Cape Blanco Light in Oregon. This line was deleted from the description the following year, but was reinstated in 1946, and waters southeast of the Cape Blanco line were designated as Area 1A. Waters between Area 1A and the Willapa line were designated as Area 1B. The

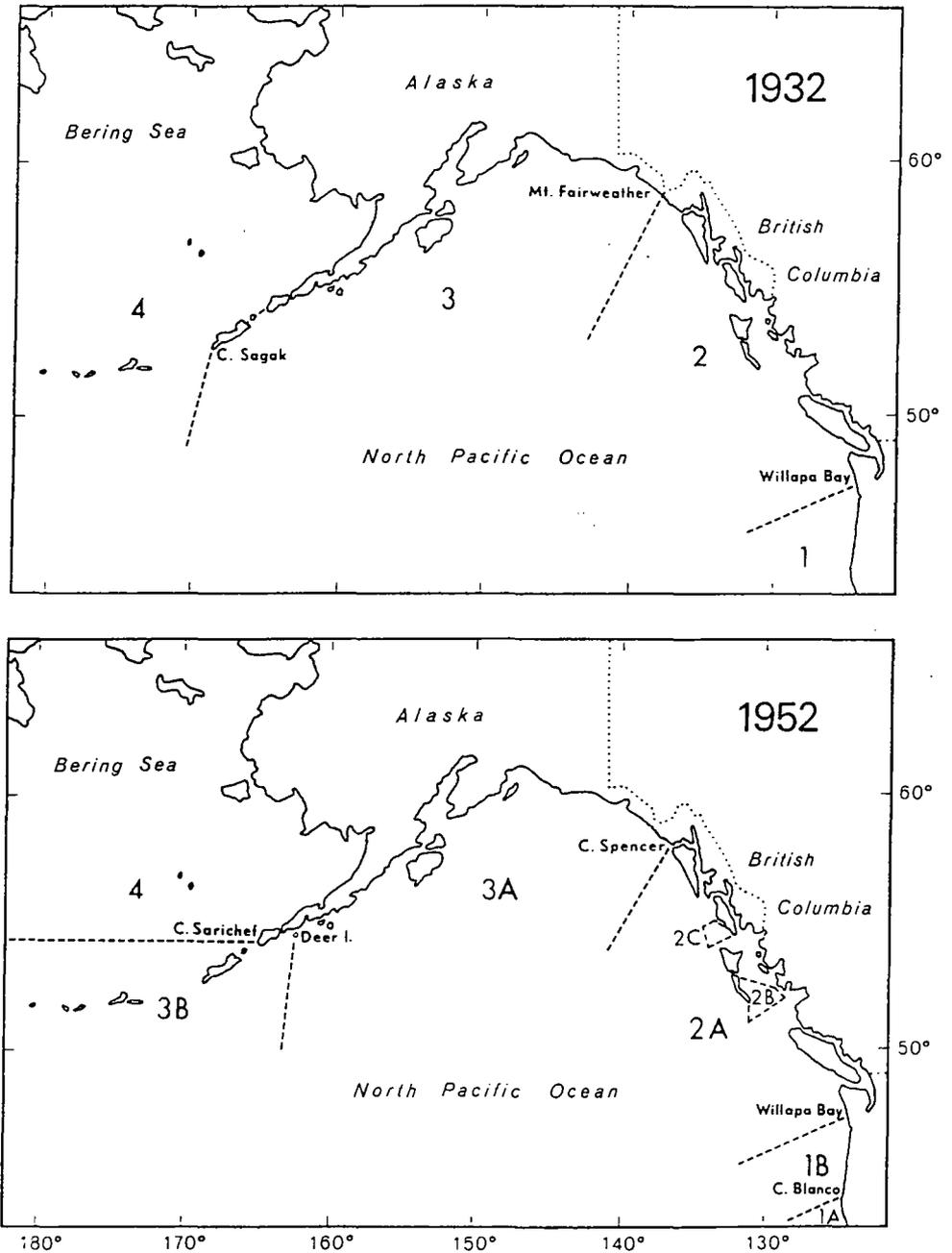


Figure 1. Regulatory areas for the halibut fishery, 1932 and 1952.

Cape Blanco line was replaced in 1954 by a parallel line to the north, at Heceta Head, Oregon. In 1962, the subdivision was deleted, i.e., the entire area southeast of the Willapa line was designated as Area 1. In 1967, Area 1 was deleted entirely and became part of Area 2. Bell and Best (1968) explained the reasons for the several changes in Area 1 boundaries and its subdivisions, most of which were made to minimize illegal fishing and false reporting of the catches.

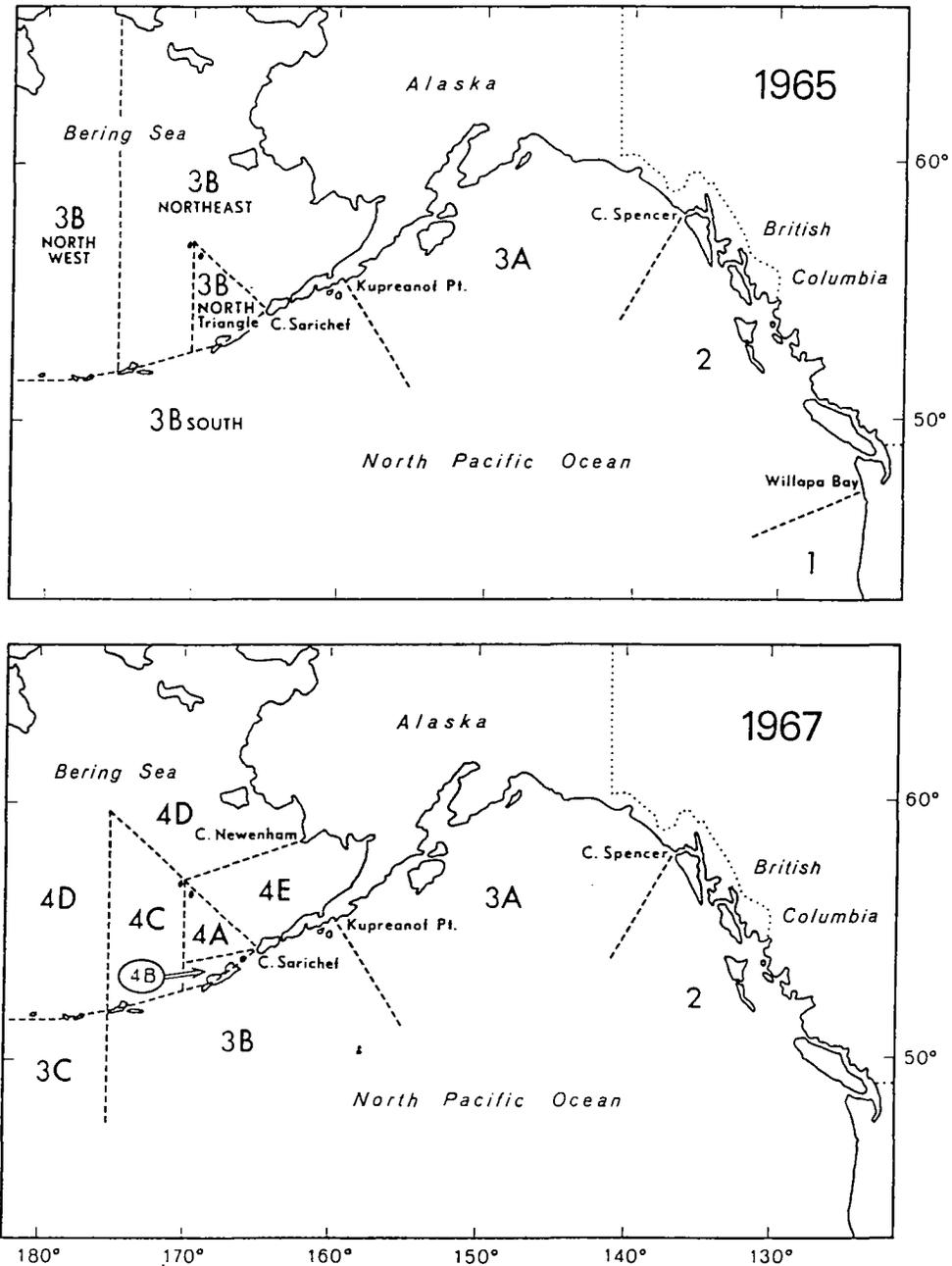


Figure 2. Regulatory areas for the halibut fishery, 1965 and 1967.

Area 2 initially was defined as all Convention waters between Area 1 and a line running south from the highest point on Mount Fairweather. This northern limit of Area 2 was moved further south in 1933, to a line running south one-quarter east from Cape Spencer Light. Nursery areas were established within Area 2 and were closed to fishing from 1932 to 1960. In 1951, Area 2 was changed to Area 2A and two subdivisions were added; 2B in British Columbia and 2C in southeastern Alaska (Figure 1). The purpose of these changes was to increase the exploitation of halibut on "underfished grounds" (Allen et al. 1952). The revision of the Halibut Convention in 1953 provided for more than one fishing period each year; this made it possible to discontinue the subdivisions of Area 2 and to obtain summer fishing on all grounds by the use of multiple seasons (IPHC 1955). In 1967, Area 1 was joined with Area 2.

Area 3 initially was defined as all waters between Area 2 and a line running south from the southwestern extremity of Cape Sagak on Unimak Island and that were south of the Alaska Peninsula and the Fox Islands, including the intervening straits or passes. The northern and western boundaries of Area 3 were changed in 1947 to include all Convention waters between Area 2 and a line running from the light on Cape Kabuch at the head of Ikatan Bay, thence to Cape Sarichef Light at the western end of Unimak Island, thence true west, i.e., including that part of the Bering Sea immediately north of the Aleutian Islands. During the 1950's, Area 3 was subdivided as described below; the purpose of these subdivisions and their special seasons was to obtain greater exploitation of stocks that were not fully utilized. In 1952, Area 3 was subdivided, 3A lay between the boundary of Area 2 and a line running south three-quarters east from the Alaska Peninsula near Bold Cape and through Deer and Caton Islands. Area 3B started at the western boundary of 3A and continued to the former northern limit of Area 3. In 1954, this northern boundary was deleted and Area 3B encompassed all waters north and west (including the Bering Sea) of Area 3A. In 1955, the boundary between Areas 3A and 3B was changed to a straight line running southeast one-half east from the highest point on Kupreanof Point. In 1961, Area 3B was divided into a northern and southern portion. The northern portion included the Bering Sea and the Aleutian Islands west of Cape Sagak. The division was redefined in 1963 by establishing a line through the Aleutian Islands, separating the Bering Sea (Area 3B-North) from the western Gulf of Alaska (Area 3B-South), and a special area, 3B-North Triangle, was added in the Bering Sea (Figure 2). In 1965, Area 3B-North was separated at longitude 175° W into a northwest and northeast section. In 1966, Area 3B-North and its subdivisions were designated as part of Area 4 that is described below. Area 3B-South was subdivided at 175° W, the eastern part as Area 3B and the western part as Area 3C. These subdivisions were incorporated as part of Area 3 in 1974 but were reinstated in 1977. As indicated below, parts of Area 3 were, at certain times, included in Area 4.

The boundaries and divisions of Area 4 have been changed often and, at times, have been included as part of Area 3. As in other areas, the subdivisions of Area 4 were established mainly to obtain a desired distribution of fishing effort and to facilitate enforcement. In 1932, Area 4 was simply defined as all Convention waters not included as Areas 1, 2, and 3, that is mainly the Bering Sea and waters along the Aleutian Chain. However, by this definition, Area 4 also included California for one year (1935) when a southern boundary was specified

for Area 1. Thereafter, until 1954, Area 4 referred to waters north and west of Area 3. As indicated above, when Area 3 was subdivided, Area 4 was incorporated as part of Area 3B. In 1966, Area 4 was reinstated and included all of the Bering Sea and its different subdivisions: A, B, C, D, and E (Figure 2). By 1974, Area 4D was divided into D-East and D-West and all subdivisions east of 175° W, except 4E, were treated as one area and west of this line as another.

The complexity of subdivisions in the Bering Sea, in part, appears inconsistent with the broader regulatory areas in the Gulf of Alaska and south. However, these subdivisions generally are related to specific grounds which had dense concentrations of halibut, particularly during the spring and fall. I liken these areas to the spawning concentrations in the Gulf of Alaska and suggest that similar subdivisions would be warranted in the Gulf if fishing occurred when the halibut were so concentrated. In other words, the subdivisions in the Bering Sea probably would not be necessary if fishing occurred during the summer when halibut are more widely dispersed on the Bering Sea flats. However, the fishing seasons in the Bering Sea intentionally were established during the closed season in the Gulf to encourage North American fishermen to exploit the distant Bering Sea stocks so that the Commission would have data needed to assess changes in the abundance of halibut in that region.

The initial division of the major regulatory areas (2 and 3) was based on the condition of stocks on different fishing grounds and on evidence from tagging experiments and age composition studies which indicated stock differences (Thompson and Herrington 1930; Thompson and Bell 1934). A generalized explanation for establishing subdivisions within these areas was presented by IPHC (1963):

“The dividing lines between the above sections of the convention waters except that at Cape Spencer are not biological. They are designed to provide practical management divisions that may be opened or closed to fishing at different times in order to secure the amount of fishing appropriate to the productivity of the various grounds and with recognition of the seasonal differences in availability of halibut.”

Closed Areas

In 1932, a year-round closure to halibut fishing was established in two “nursery areas” to protect young halibut. One of these areas was in the vicinity of Noyes Island and Timbered Islet in southeastern Alaska and the other was the Masset grounds, off the north coast of Graham Island in British Columbia. These closures were retained until 1960, when the areas were opened to fishing during the regular season in Regulatory Area 2. Studies during the late 1950's had shown an “accumulation of old and large fish” in these nursery areas which “do not currently qualify for closure as nursery grounds under the provisions of the Convention” (IPHC 1960). In 1967, Area 4E in the southeastern Bering Sea was declared a nursery area and a year-round closure was instituted that still is in effect.

Although not a part of IPHC regulations, certain areas are closed to foreign trawlers to reduce the incidental catch of halibut. As explained below, these closures were established even though IPHC has no authority to regulate domestic fishing for species other than halibut and has no control over foreign vessels. Bell (1970), Skud (1973), and Hoag (1976) described the effects of Japanese and

Soviet trawl fisheries on the North American longline fishery. Although targeting on other species, e.g., pollock (*Theragra chalcogrammus*) and yellowfin sole (*Limanda aspera*), the foreign fleets annually caught millions of pounds of halibut. In 1973, realizing the importance of these productive trawl fisheries and recognizing that foreign trawling likely would continue even if national fishery zones were extended, IPHC proposed that foreign trawling be prohibited in certain areas of the Bering Sea when the incidence of halibut was high. Through the International North Pacific Fisheries Commission (INPFC) and bilateral meetings, Canada and the United States successfully negotiated with Japan and the U.S.S.R. to establish the closures which, in recent years, have been expanded in both time and area and include closures in the Gulf of Alaska (Figure 3).

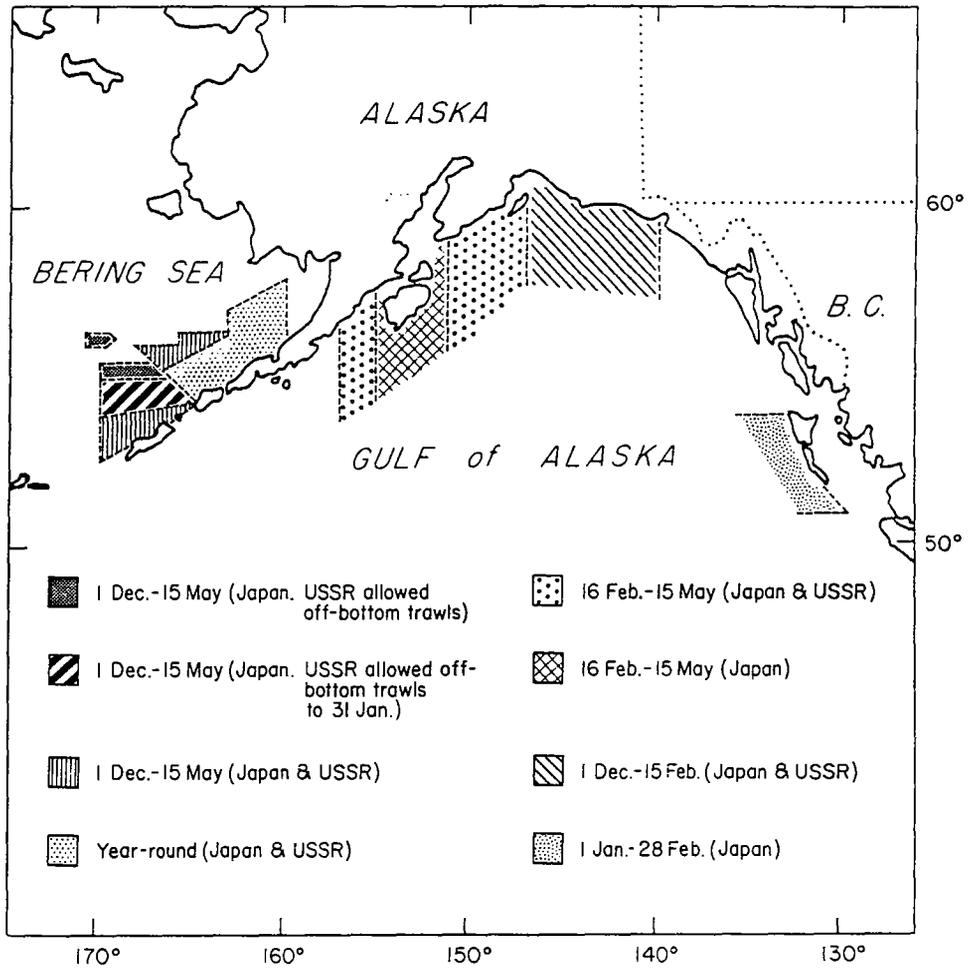


Figure 3. Foreign trawl closures pertaining to halibut in the Bering Sea and the Gulf of Alaska.

Catch Limits (Quotas)

When the quota system was introduced in 1932, the catch limit was set at the approximate level of the catch in the previous few years. By the late 1930's,

after catch per unit of effort (CPUE) had increased, the quotas were increased slightly. A gradual increase in the catch limit continued until the early 1960's when the quotas were set at the estimated maximum sustained yield (Chapman et al. 1962). This action was taken to demonstrate, as required by the INPFC Convention, that the stocks were being fully utilized. When stock abundance declined in the 1960's, quotas were reduced gradually until the 1970's. Severe reductions in the quota were introduced in 1972 when it was determined that stock abundance during the 1960's had been overestimated (Skud 1972) and further reductions were made in 1974 as the stock continued to decline. The quotas and catch by area from 1932 to 1976 are listed in Table 2*.

The rationale behind adjustments of the catch limit were summarized by Southward (1968):

“In managing the stocks since 1932, the Commission has attempted to minimize the disturbing effect of regulation upon the economics of the fleets by making any required changes in a gradual manner. In this way the fishery was able to adjust more readily to changes in catch limits or other forms of regulation. The scheme of management, essentially an empirical one, was based primarily on the response of the catch per unit effort to the removals.”

The catch frequently exceeded and at times was less than the quota because it is difficult, with 12 to 18 days advance notice to the fishing fleet, to estimate the precise date when the quota will be taken. The catch also exceeded the quota when incidental catches under permit were authorized and when special “second seasons” were added “to utilize underfished stocks” (IPHC 1955); in these instances, the additional catch was anticipated and the quota for the regular season was set accordingly (Bell, personal communication). In some years, quotas were not attained because of strikes in the industry or because of unanticipated changes in abundance or fishing effort.

Seasons

The Convention of 1923 set the fishing season from February 16 to November 15. In 1932, when the Commission began publishing regulations, the February 16 opening date was maintained, but the closing date was dependent on the attainment of a catch quota, except if the quota was not reached, the season would end on October 31. This statutory closing date has been changed over the years and in 1976 was September 8.

As mentioned earlier, the closed period during the winter was established mainly for economic reasons; however, biological reasons were specifically noted in later discussions. Dunlop (1959) stated that while the benefits of the closed season might continue to be largely economic “it would also help to maintain spawning reserves. In the absence of knowledge regarding the size of spawning stock required to obtain maximum recruitment, concentration of fishing upon the matures when they were highly segregated and vulnerable upon the spawning grounds was not justified. They were already being heavily exploited upon the summer feeding grounds.”

* Detailed statistics of the catch, CPUE, and effort by statistical area, region, and regulatory area are available in IPHC Technical Report No. 14, “The Pacific Halibut Fishery: Catch, Effort and CPUE, 1929-1975” by Myhre et al. (1977).

Table 2. Quota and catch (000's of pounds, dressed weight) by regulatory area, 1932-1976.*

Year	AREA 1		AREA 2		AREA 3		AREA 4	
	Quota	Catch	Quota	Catch	Quota	Catch	Quota	Catch
1932		869	22,500	21,986	23,500	21,599		
1933		741	21,700	22,530	24,300	23,506		18
1934	1,400	1,614	21,700	22,363	24,300	23,569		
1935		1,492	21,700	22,067	24,300	23,784		
1936		714	21,700	22,605	24,300	25,604		
1937		714	21,700	23,359	24,300	25,466		
1938		718	22,700	23,391	25,300	25,444		
1939		1,091	22,700	24,499	25,300	25,313		
1940		825	22,700	25,578	25,300	26,978		
1941		349	22,700	23,941	26,300	27,941		
1942		290	22,700	23,144	26,800	26,954		
1943		428	23,000	24,933	27,500	28,338		
1944		326	23,500	26,023	27,500	27,086		
1945		443	24,500	23,353	28,000	29,594		5
1946		574	24,500	28,594	28,000	31,098		
1947		409	24,500	27,330	28,000	27,961	500	
1948		259	25,500	27,568	28,000	27,737	500	
1949		385	25,500	26,027	28,000	28,613	500	
1950		377	25,500	26,620	28,000	30,237	500	
1951		289	25,500	30,309	28,000	25,447	500	
1952		320	25,500	30,488	28,000	31,202		252
1953		210	25,500	32,501	28,000	26,899		227
1954		551	26,500	36,240	28,000	33,751		41
1955		377	26,500	27,429	28,000	29,670		45
1956		325	26,500	34,772	28,000	31,229		262
1957		296	26,500	30,238	30,000	30,281		39
1958		212	26,500	29,998	30,000	32,122		2,176
1959		129	26,500	30,401	30,000	36,517		4,157
1960		238	26,500	31,520	30,000	34,198		5,649
1961		223	28,000	28,637	33,000	36,446		3,968
1962		275	28,000	28,443	33,000	38,222		7,322
1963		169	28,000	26,001	34,000	36,931	11,000	8,136
1964		104	25,000	19,465	38,000	37,887	6,393	2,328
1965		98	23,000	24,154	38,000	37,589		1,335
1966		81	23,000	23,178	36,500	37,562		1,195
1967			23,000	19,719	36,500	33,108		2,395
1968			23,000	16,394	35,500	30,879		1,321
1969			21,000	22,377	34,500	34,665		1,233
1970			20,000	19,885	33,000	33,919		1,134
1971			20,000	16,773	33,000	29,015		866
1972			15,000	16,283	25,000	25,869		732
1973			13,000	12,929	25,000	18,525		286
1974			13,000	10,744	12,000	10,125		437
1975			13,000	13,830	12,000	13,261		525
1976			13,000	13,048	12,000	13,964		523

* The catch includes poundage taken during special seasons without quotas or from permit fishing. Area 1 was incorporated as part of Area 2 in 1967. The quotas for Area 3 from 1964 to 1971 include quotas for Area 3B, which was managed separately in those years. Japanese longline catches in Area 4 are not included. The quotas for Area 4 in 1963 and 1964 also applied to the Japanese fleet.

The opening date and the length of the season for Area 2 and Area 3A, inclusive of special seasons, are listed in Table 3. These areas were selected to provide an overview of the changes in length and timing of the season because they have been the major producing areas. The opening date of the fishery changed more frequently than any other regulation and often was the subject of controversy among fishermen from different geographic areas, between fishermen and processors, and between part-time and full-time fishermen. Industry preferences for early and late openings were based on economic advantages. For example, part-time fishermen generally favored an early opening so that they could participate in the halibut fishery as long as possible before the start of the salmon fishery. Other reasons also were of concern, in particular the tides, because certain areas could not be fished on spring tides and fishermen wanted to avoid these periods as opening dates.

When the length of the fishing season decreased during the 1940's, the distribution of fishing effort changed and the Commission expressed concern that certain stocks were being "under-utilized" and that others, particularly in Area 2, were being "over-utilized" (IFC 1951). Because the existing Convention did not permit a division of the fishing season into two or more periods, the Commission sought other means of redistributing fishing effort. One of the methods proposed was to rotate the opening date between May 1 and June 10 within a period of years. The rotation between early and mid-May from the late 1940's to the 1960's is apparent in Table 3.

During the 1950's, IPHC decided "that management must be modified to deal with each component stock according to its individual need" and in 1951-1953 established two small sections of Area 2 as separate regulatory areas (see Areas 2B and 2C in Figure 1) which were opened after the rest of Area 2 was closed (IPHC 1961). The same arrangement pertained to Area 3B and Area 4 in 1952 and 1953. This approach changed in 1954 after the ratification of the new Convention that provided for multiple open seasons. The regular fishing season (with a catch limit) was supplemented by a short season (without a catch limit) "to obtain fishing on grounds and segments of the stocks not utilized during the regular season" (IPHC 1961). By 1961, in part because of the voluntary fleet lay-up program (described later in this report), the length of the regular season had increased and the need for the additional season was eliminated (IPHC 1962).

Seasons in the Bering Sea merit further explanation, particularly with reference to the period after 1965. Until the late 1950's, the Bering Sea season coincided with that of Area 3. By the early 1960's, the opening in the Bering Sea often was a month earlier than in Area 3. The earlier opening was established to encourage fishermen to exploit the Bering Sea stocks. Since 1965, the fishing time has been limited to 3 weeks or less in the spring or fall or both. This curtailment was necessary because of the drastic decline in stock abundance. The main purpose of allowing any fishery to continue after 1965 was to gather information for stock assessment. The spring and fall fishing periods usually occur before and after the regular season in Area 3, when vessels are most likely to fish in the Bering Sea. Further, halibut are more densely concentrated during these periods. Since 1963, IPHC's recommendations for regulations in the Bering Sea also have been reviewed and approved by INPFC, i.e., after that organization had decided that the Japanese fleet need not abstain from fishing halibut in the eastern Bering Sea after 1962.

Table 3. Opening and closing dates and length of season, 1932-1976.

Year	AREA 2			AREA 3A		
	Opening Date	Closing Date	Length of Season*	Opening Date	Closing Date	Length of Season*
	Month/Day	Month/Day	Days	Month/Day	Month/Day	Days
1932	2-16	10-22	250	2-16	10-30	259
1933	2-01	8-25	206	2-01	10-26	268
1934	3-01	8-19	172	3-01	10-27	241
1935	3-01	9-06	159	3-01	12-26	270
1936	3-16	8-10	148	3-16	11-03	233
1937	3-16	7-28	135	3-16	10-19	218
1938	4-01	7-29	120	4-01	10-29	212
1939	4-01	7-29	120	4-01	10-28	211
1940	4-01	7-13	104	4-01	9-26	179
1941	4-01	6-30	91	4-01	9-14	167
1942	4-16	6-29	75	4-16	9-25	163
1943	4-16	6-20	66	4-16	9-08	146
1944	4-16	7-09	51	4-16	11-30	195
1945	5-01	6-15	46	5-01	9-24	147
1946	5-01	6-11	42	5-01	8-19	111
1947	5-01	6-08	39	5-01	8-17	109
1948	5-01	6-01	32	5-01	7-11	72
1949	5-01	6-03	34	5-01	7-12	73
1950	5-01	6-01	32	5-01	7-05	66
1951	5-01	5-28	38	5-01	6-25	56
1952	5-14	6-08	36	5-14	7-12	60
1953	5-17	6-09	34	5-17	7-07	52
1954	5-16	6-05	29	5-16	7-12	68
1955	5-12	6-05	31	5-12	8-04	93
1956	5-12	6-27	45	5-12	8-24	105
1957	5-01	6-17	54	5-01	9-22	144
1958	5-04	7-02	66	5-04	8-31	119
1959	5-01	7-08	75	5-01	8-01	92
1960	5-01	7-31	98	5-01	7-25	85
1961	5-10	9-07	120	5-10	8-23	105
1962	5-09	9-08	122	5-09	8-11	94
1963	5-09	11-30	205	5-09	8-09	92
1964	5-01	9-15	137	5-01	8-19	110
1965	5-01	9-15	137	5-01	8-26	117
1966	5-09	8-25	108	5-09	8-15	98
1967	5-09	10-15	159	5-09	10-15	159
1968	5-04	10-15	164	5-04	10-15	164
1969	5-07	9-21	137	5-07	9-22	138
1970	4-25	9-21	149	4-25	9-21	149
1971	5-07	11-01	178	5-07	11-01	178
1972	5-01	8-10	101	5-01	9-14	136
1973	5-10	8-13	95	5-10	10-01	144
1974	5-17	9-15	121	5-17	9-15	121
1975	5-01	9-06	128	5-01	9-06	128
1976	5-08	9-08	123	5-08	8-12	96

* In 1935, 1944, and 1956, the fleet did not begin fishing on the opening date because of externalities such as price disputes. These non-fishing periods are excluded from the length of the season. In Area 2 from 1951 to 1960, the number of fishing days includes special seasons of 7 to 10 days. In Area 3 from 1954 to 1956, the number of fishing days includes special seasons of 9 to 10 days.

The regulations governing the opening and closing dates also specified the time of day when fishing could begin and would end. Except in the Bering Sea, Pacific Standard Time usually was the reference. Before 1952, the opening and closing time was set at "12 midnight" on the specified dates. From 1955 to 1961, the opening and closing hours were designated at 6:00 a.m. and were changed to 6:00 p.m. in 1962. In 1964, the time reference was based on the 24-hour clock and the time of opening and closing was listed at 1800 hours. In 1965, the opening hour in the Bering Sea was scheduled for 1500 hours and in 1969 this time was applied to the opening of Area 2 and Area 3. The closing hour in Area 2, Area 3A, and Area 3B was changed to 0600 hours in 1969 and was adopted for all areas in 1970. In part, the present opening and closing hours, which occur during daylight, are intended to assist enforcement, much of which is conducted through aerial surveillance. However, fishermen also have had preferences for particular hours to first set gear and to end hauling the gear because of fishing conditions.

Mention should be made of the lay-up program that was instituted by the fishermen in the 1930's (Skud 1977). This was a voluntary measure requiring rest periods between trips to extend the fishing season. Without this program, it is likely that the Commission would have introduced a series of open and closed periods to extend the season, which during the early 1950's was less than 40 days in Area 2. (As explained earlier, the intent of the special regulatory areas and the special seasons established during the 1950's was to exploit stocks not being fished during the regular season.) A description and history of the lay-up program is discussed later in this report. IPHC's decision to split the fishing season in 1977, when the voluntary lay-up program was discontinued, also is discussed in another section.

Licensing and Statistical Requirements

Licensing of halibut vessels was introduced in 1932 mainly to obtain statistical records of the catch. There is no license fee and only vessels over 5 net tons that use setline gear are required to have a license; annual renewal is not required. Licensed vessels must maintain a log book showing the daily catch, effort, and the fishing area. The license was validated by federal fishery officers or customs officials before each trip and the vessel was "cleared" for fishing in a particular regulatory area or areas. This requirement assisted enforcement at sea. At the completion of each trip, captains of licensed vessels were required to submit a "statistical return" or catch report to the port officials. The clearance and statistical return were required from 1932 to 1973.

As smaller ports developed cold storage facilities, more of the catch was delivered to ports that had no validating officials, and the requirement was not enforced for vessels that landed in these ports. By the late 1960's, the main use of the clearance information was to estimate the number of vessels fishing during the latter part of the season to predict the date of closure. For these reasons and because the provision for statistical return and clearance necessitated a 2-page explanation in the regulations and was so time consuming for customs agents and fishery officers as well as for the fishermen, the requirement was deleted from the regulations in 1973.

From 1932 to 1973, the statistical return was used to supplement the landing statistics that IPHC collected from records of companies that purchased halibut and was particularly useful in obtaining timely statistics when the fishing season

was short. Eventually, federal and state agencies introduced their own systems for collecting fishery statistics and, as a result, duplicated the data on halibut landings collected by IPHC. The requirement for the statistical return was deleted in 1973 and the "fish tickets" of the federal and state agencies now are used by IPHC as the major source of landing data.

IPHC has not required licenses for vessels under 5 net tons or vessels that do not use setline gear. When licensing was introduced, relatively few vessels under 5 net tons participated in the halibut fishery; however, the number grew steadily and today thousands of these small vessels land halibut. The majority are salmon trollers that catch halibut incidentally, but many intentionally fish for halibut with setline gear (Bell 1956). Because these small vessels already are licensed by either federal or state agencies, the Commission is reluctant to institute another licensing requirement. IPHC obtains information about the fishing activities of unlicensed boats through fish tickets and port interviews.

Gear Restrictions and Incidental Catch

Although no gear restrictions were imposed before 1935, the regulations issued in 1933 included the following statement:

"The use of any hand gurdy or other appliance in hauling halibut gear by hand power in any dory or small boat operated from a vessel licensed under the provisions of these regulations is prohibited in Area 2. This regulation shall not become operative until such date as shall be determined upon by the International Fisheries Commission."

The Commission had decided to prohibit dories and this notice was made to allow the fleet to adjust to the pending change. Halibut taken by dory gear generally were smaller than those taken on other gear. Because dory fishing was more hazardous, most of the fleet favored the prohibition. The regulation came into effect in 1935. In 1938, the regulations prohibited the use of set nets for catching halibut (Bell 1956). "Nets of any kind" were prohibited in 1944, and this restriction has continued to the present day. The definition of nets was expanded to include pots in 1972.

The prohibition of net gear, in particular trawls, has been the source of considerable controversy. The situation is not peculiar to the halibut fishery, and its associated problems are similar to those of gear conflicts in other fisheries. Trawls can catch large numbers of halibut and this "competition" obviously would not be appreciated by longline fishermen. A major and almost universal objection by longline fishermen is that the scouring effects of the trawl not only destroy the habitat on the bottom but also disrupt the normal behavior of halibut. Although this long-standing complaint may be valid in particular circumstances, there is no substantive information on the effects of these disturbances on the abundance or distribution of halibut.

IPHC's justification of the trawl prohibition has been based on evidence that halibut caught by trawls usually are below the optimum harvesting size (Myhre 1969). Trawl-caught halibut generally average less than 6 years of age and 5 pounds in weight, whereas halibut caught by longline gear average 6 to 12 years of age and from 10 to 40 pounds depending on the area of fishing. Trawls do take halibut as an incidental catch and, with the present trawl restriction, the halibut must be returned to the sea—dead or alive. Hoag (1975) estimated that 50% of the halibut released by North American trawlers did not

survive. (He indicated a 100% mortality of halibut caught in trawls for foreign vessels.) The mortality of incidentally-caught halibut is a major objection to the trawl prohibition. The loss of production is a waste that rankles trawl fishermen, particularly so now that the price of halibut exceeds \$1.00 per pound, whereas the value of other groundfish is only \$.10 to \$.40 per pound. IPHC scientists regularly have reviewed the problem and Hoag (1975) recently estimated the increase in yield that could be realized by allowing retention of trawl-caught halibut. The major problem in allowing retention is the design of an enforceable regulation that assures that the halibut taken by trawls is an incidental, not a directed catch. Hoag and Skud (1975) discussed the problem and urged that steps be taken to "jointly manage" the trawl and longline fisheries, i.e., to reduce the incidental catch without curtailing the potential development of the trawl fishery.

Recognition of the incidental catch of halibut in other fisheries was incorporated in Article I of the 1923 Convention. When the halibut season was closed, halibut taken in other fisheries could "be retained and used for food for the crew of the vessel by which they are taken". Any halibut not utilized aboard were to be turned over to federal fishery officers for sale to the highest bidder. This reference was carried in Article I of the 1930 Convention as well, but was deleted in the 1937 revision. No mention was made of incidental catch for food and instead a general statement was included granting the Commission authority to permit, limit, regulate, or prohibit the "retention and landing of halibut caught incidentally to fishing for other species of fish".

The 1937 regulations introduced the "One in Seven Rule" whereby a given amount of incidentally-caught halibut, relative to the total catch of other species, could be retained and sold, providing the vessel held a valid permit from the Commission and that the fish were taken with setline gear. The "one in seven" ratio was based on the Commission's studies of the incidental catch of halibut in the blackcod fishery. The wording of this regulation was as follows:

"5. There may be retained in possession on any vessel which shall have a permit as provided in Section 6 (b) that halibut which is taken incidentally to fishing by that vessel with set lines for other species and there may be sold not to exceed one pound of halibut for each seven pounds of other species caught by set lines, not including salmon, and sold as the catch of said vessel, the weight of all such fish to be computed as provided in Section 2 for halibut. Halibut retained under such permit shall not be landed or otherwise removed from the catching vessel until it has been reported to a customs or other authorized officer of either Government nor shall any vessel receive it for transportation unless it shall be reported to the said officer prior to departure from port, and it and all fish of other species shall be removed from the catching vessel under such supervision as the said officer may deem advisable. Such halibut shall not be purchased or held in possession by any person other than the master, operator or crew of the catching vessel in excess of the proportion herein allowed until such excess whatever its origin shall have been forfeited and surrendered to the customs or other authorized officers of either Government. All purchasers shall make statistical return as to the halibut and as to the other species landed therewith within such time as the supervising officer shall require."

The wording of this regulation, which in the main applied to the setline fishery for blackcod, became more and more complex and by 1960 occupied nearly 3 pages of the 12 pages required for all of the regulations. The number

of blackcod vessels that landed halibut under the permit declined as the length of the regular halibut season increased during the 1960's. In 1951, there were 600 landings of "permit halibut" by 200 vessels and, by 1965, the number of landings was less than 100 and included only 60 vessels. Further, the "permit privilege" occasionally was abused in that the catch of halibut was intentional rather than incidental to blackcod fishing. For these reasons and because enforcement costs and problems were not consistent relative to the production, the permit regulation was rescinded in 1966 and has not been reinstated.

In 1952, a change was introduced in the permit regulation that allowed retention of halibut taken with 12-inch mesh nets in the Bering Sea crab fishery, again with a valid permit (Allen et al. 1953). The purpose of this change was to encourage exploitation of stocks in that region for which there was little biological information. Only 1,200 pounds were landed under this provision in 1952 and none thereafter. The provision was removed from the regulations in 1961.

Size Limit

As previously indicated, the size limit of halibut was introduced in the regulations in 1940, whereas the Convention did not specify this as a conservation measure until 1953. The purpose of the size limit was to reduce the catch of halibut that were below the optimum harvesting size, but there also was an economic reason. The industry favored the regulation because small halibut were often of poorer shipping quality and of lower value in the marketplace. The restriction of the size limit initially was described by weight ". . . 5 pounds or over as computed with heads off, entrails removed or to halibut weighing 5 pounds 13 ounces or over as computed with heads on, entrails removed . . .". In 1944, the regulation was changed and incorporated length ". . . shall also be limited to the halibut which with the head on are 26 inches or more in length as measured from the tip of the lower jaw to the extreme end of the middle of the tail or to halibut which with head off and entrails removed are 5 pounds or more in weight . . .". The combination of the length and weight limits posed occasional problems, i.e., a fish with its head on could measure 26 inches but could be less than 5 pounds with head off and entrails removed. The problem was compounded by a weight loss after the fish were iced on the vessel or placed in frozen storage.

The increase in minimum size that was introduced in 1973 was based on a study of the growth and mortality of young halibut (Myhre 1974). The growth rate had increased measurably since 1940 and analyses showed that the yield could be increased by allowing the young fish to grow another year or two before exploitation. When the minimum size limit was increased in 1973, the weight restriction was deleted from the wording and length measurements for head-off and head-on were introduced. The head-on measurement (from the tip of the lower jaw to the end of the middle of the tail) was 32 inches. The head-off measurement (from the base of the pectoral fin to the middle of the tail) was 24 inches. To determine the head-off length, IPHC measured hundreds of halibut at and about 32 inches. The results showed that 95% of the fish that had a head-off measurement of 24 inches would be as long or longer than 32 inches with head-on, thereby minimizing the earlier problem associated with length and weight measurements. Furthermore, the percentage of shrinkage in length of frozen fish was less than the shrinkage in weight. Thus, the fishermen could use

the total length when the fish were caught, whereas the head-off measurement would apply in cold storage after the fish have been beheaded.

When the two length measurements were introduced in 1973, the Commission intended to eventually establish a single measurement to simplify enforcement of the minimum size regulation. This assumed that fishermen would become familiar with and accept the head-off measurement, even though it was less convenient. Respondents to a questionnaire distributed in 1976 indicated that over 60% of the fishermen would accept the head-off measurement and the staff proposed such a regulation at the 1977 Annual Meeting. However, the Conference Board, an advisory body of fishermen, opposed the change and the two measurements were retained.

Sport Fishery

The Convention makes no distinction between sport and commercial fishing. Before 1973, all fishing for halibut, including recreational and personal use, was governed by the same regulations as the commercial fishery. Although catching halibut other than in the prescribed open seasons was illegal, sport-caught halibut regularly were taken out of season. IPHC contended that the 1953 Halibut Convention was directed to all user groups alike and did not provide for special treatment for those engaged in the sport fishery (Bell, personal communication). As the number of sport fishermen increased, the problem of sport violations became more difficult for federal enforcement officers in Alaska. In 1971, federal and state agencies urged IPHC to adopt special regulations for the sport fishery.

Skud (1975) reported on the development of the sport fishery and the circumstances that led to its recognition. In the 1970's, legal interpretations from federal agencies indicated that the Halibut Convention did provide IPHC with the authority to regulate the sport fishery. In 1971, IPHC discussed the feasibility of regulating a sport fishery with the Canadian Department of Fisheries, the U.S. National Marine Fisheries Service, and the appropriate state agencies in Alaska, California, Oregon, and Washington. Agreement was unanimous that sport regulations for halibut should be established.

The Commission adopted the sport regulations at its annual meeting in January 1973, and they were subsequently approved by the governments. The season opened on March 1 and closed on October 31. The catch limit was three fish per person, and gear was restricted to a hand-held rod or line. There was no size or possession limit. The states that adopted these regulations assumed the responsibility of enforcement, along with the Canadian and U.S. federal agencies. In 1975, a possession limit of two fish was adopted, the daily catch limit was reduced to two fish, and spear fishing was included as a legal fishing method.

Stroud (1976) considered the establishment of the sport regulation a significant development in recognition of the socio-economic importance of marine recreational fisheries.

Miscellaneous Regulations

In the 1960's, the fishing seasons in the Bering Sea were scheduled in the spring and fall when Areas 2 and 3 were closed. Catches made in the Bering Sea usually were landed at ports in the closed areas, and special regulations were introduced in an attempt to discourage illegal fishing. Vessels had to check-in

with a deputized U.S. Customs agent at Sand Point, Alaska before entering and after leaving the Bering Sea. Furthermore, the setting chute and/or hauling gear (gurdy) were to be sealed at Sand Point and not unsealed until the catch was landed so that the vessels would not fish as they passed through areas that were closed to halibut fishing.

During the 1970's, neither U.S. Customs nor the National Marine Fisheries Service had a deputized representative at Sand Point, so the Commission appointed a local resident to serve in this capacity. This individual had no enforcement authority. The validation at Sand Point was changed in the 1977 regulations so that fishermen could phone or radio IPHC to announce their entrance to and departure from the Bering Sea. Aerial surveillance by the U.S. Coast Guard and U.S. National Marine Fisheries Service for enforcement has increased measurably in recent years and provides a greater assurance against violation than the check-in system. This fact also obviates the need for sealing gear; besides, a few fishermen broke the seals and replaced them in a manner that could not be readily detected at the landing port. The regulation to seal gear was eliminated in 1974.

Regulations pertaining to the landing of halibut were introduced as early as 1932 when buyers (dealers or processors) were required to maintain records of the amounts of each landing. This requirement remains in effect today. In 1940, the regulations also included the stipulation that the unloading and weighing of fish could be supervised by authorized enforcement personnel. In essence, this specification is inherent in the enforcement authority and was deleted from the 1977 regulations.

Under authority provided by the 1937 Convention, a measure to control the departure of vessels was introduced into the annual regulations in 1937. The regulations allowed the Commission to prohibit the departure of halibut vessels when, in its judgment, the number of vessels already fishing was sufficient to fulfill the catch limit. Fishermen had requested this control to reduce the problem of some vessels fishing after the closing date. The regulation was in effect in 1938 and 1939. It was not only cumbersome, but it also became unpopular with the fishermen and was discontinued thereafter (Bell, personal communication). The authority for this control still is specified in the Halibut Treaty but is not used. The Commission always has given advance notice of the closing date and the vessels plan their departures accordingly.

VOLUNTARY CONTROLS BY FISHERMEN

In addition to IPHC's regulations, the fishermen periodically introduced controls that affected the length of the fishing season and the distribution of the catch. During the 1930's, for example, the organized fishermen introduced a program that required each vessel to lay-up for 10 days between trips. In addition to the lay-up requirements, the fleet also imposed catch quotas per man per trip. The purpose of these limitations was to provide for the orderly marketing of the catch and it effectively extended the fishing season and provided rest periods for the fishermen. The lay-up program continued with periodic modifications until World War II, when military officials concerned for the safety of men and vessels urged that the fishery be conducted in as brief a period as possible (Lokken, personal communication).

During the early 1950's, competition among halibut fishermen was so keen that the catch limit was taken in less than 2 months. Fishermen had no rest periods between trips and the processors occasionally had difficulty handling the volume of the catch. In 1956, organized fishermen in Canada and the United States reinstated the lay-up program "to extend the fishing season, establish rest periods for the fishermen, attain a more orderly delivery of the catch, and aid in the conservation of the resource" (Lokken, personal communication). Voluntary limitations of the catch were not included in the new plan. The program was supported by as many as 18 organizations (unions and vessel owner associations) whose representatives met annually to establish the lay-up rules. In recent years, the rules applied to four types of operation and governed their fishing activity accordingly. "Halibut vessels" had three or more men, landed their fare at ports or plants, and observed an 8-day lay-up between trips. "Camp boats" had one or two men and usually made daily landings at fishing camps or to packer vessels. The camp boats took an 8-day lay-up between 12-day fishing periods. "Alaskan boats" had one, two, or three men and fished in Alaskan territorial waters. They had the option of fishing under camp boat rules or taking one-half day lay-up for each day fished. "Salmon trollers" participated in the lay-up if their catch of halibut exceeded 3,000 pounds per trip. Vessels and crew members could not engage in other fisheries during their lay-up, and running time to ports of landing could not be deducted from the lay-up time. Each participating vessel had a crew delegate who was responsible for reporting arrivals and departures from port.

Support for the lay-up program was strong among the full-time halibut fishermen, but part-time and non-union fishermen did not always comply with the rules. IPHC was asked to incorporate the lay-up program in its regulations to insure compliance. Although IPHC strongly supported the concept of the lay-up program from the conservation standpoint, legal advisors in both governments concluded that the Commission did not have the authority, under the existing Convention, to regulate departures of individual vessels. IPHC attempted to secure the required authority in the 1950's but was unsuccessful.

During the 1970's, many new and part-time fishermen, who either were unaware of the objectives of the plan or disagreed with the rules, did not follow the lay-up system. As a result, more and more of the full-time halibut fishermen who had supported the program began to drop out and the lay-up program was in jeopardy for several years. At IPHC's 1977 Annual Meeting, the Fishermen's Lay-Up Review Committee announced that the program was being discontinued because it lacked the needed support. With the diversity of today's fleet, the possibility of devising a lay-up program that would satisfy everyone is highly remote. Legal interpretation aside, IPHC decided it could not adopt the lay-up plan because neither country had the manpower or funds to adequately enforce the lay-up rules.

With the lapse of the voluntary lay-up program in 1977, IPHC had the option of letting the fishing season run its natural course and probably end within 50 days or splitting the season so that fishing would be extended over a longer period. A short single-season would have concentrated the fishing effort and resulted in excessive mortality on certain components of the stock. However, there also was concern that the cold storage facilities would not be adequate to handle the landings when concentrated in short periods. The Commission decided that

the fishing season should be divided into open and closed periods to extend the fishing time and spread the fishing mortality between early and late components of the stock. In adopting the split-season plan, the Commission attempted to provide for an overall fishing season similar in length to 1976. Four fishing periods were established in concert with industry preferences:

Period 1	May 10 to May 29
Period 2	June 16 to July 4
Period 3	July 20 to August 7
Period 4	August 23 to September 10

As in the past, the season in each area would be closed when the catch limit was attained regardless of the designated fishing periods.

ACKNOWLEDGMENTS

Members of the Commission staff provided many helpful suggestions and criticisms during the preparation of this manuscript. I am particularly grateful to F. Heward Bell, former Director of IPHC, for his assistance and comments. I also wish to acknowledge reviews by Keith S. Ketchen, Harold E. Lokken, Loh Lee Low, and Ralph P. Silliman.

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INTERNATIONAL FISHERIES
COMMISSION

APPENDIX I. REGULATIONS, 1935.

Pacific
Halibut Fishery
Regulations

Effective January 22, 1935

REGULATIONS OF THE INTERNATIONAL FISHERIES COMMISSION
ADOPTED PURSUANT TO THE PACIFIC HALIBUT FISHERY CONVEN-
TION BETWEEN THE UNITED STATES OF AMERICA AND
THE DOMINION OF CANADA, SIGNED MAY 9, 1930.

1. The convention waters shall be divided into the following areas, all directions given being magnetic.

(a) Area Number 1 shall include all convention waters between a line running northeast and southwest through Willapa Bay Light on Cape Shoalwater, as shown on chart Number 6185 published in May, 1926, by the United States Coast and Geodetic Survey, which light is approximately in latitude 46° 43' 07" N., longitude 124° 04' 18" W., and a line running northeast and southwest through Cape Blanco Light as shown on chart Number 5952 published in September, 1930, by the United States Coast and Geodetic Survey, which light is approximately in latitude 42° 50' 17" N., longitude 124° 33' 47" W.

(b) Area Number 2 shall include all convention waters off the coasts of the Dominion of Canada and of the United States of America and of Alaska between Area Number 1 and a line running through the most westerly point of Glacier Bay, Alaska, to Cape Spencer Light as shown on chart Number 8304 published in September, 1923, by the United States Coast and Geodetic Survey, which light is approximately latitude 58° 11' 48" N., longitude 136° 38' 24" W., thence south one-quarter east.

(c) Area Number 3 shall include all the convention waters off the coast of Alaska that are between Area Number 2 and a straight line running south from the southwestern extremity of Cape Sagak on Umnak Island, at a point approximately latitude 52° 41' 25" N., longitude 168° 58' 05" W., and that are south of the Alaska Peninsula and of the Aleutian Islands west thereof including the intervening straits or passes.

(d) Area Number 4 shall include all convention waters not included in Areas 1, 2, and 3.

2. The catch of halibut to be taken during the calendar year of 1935 and up to the end of February, 1936, from Area Number 2 shall be limited to approximately 21,700,000 pounds of salable halibut, and from Area Number 3 to approximately 24,300,000 pounds of salable halibut, or, if the International Fisheries Commission shall at any time

so decide, the catch shall not be limited separately in Areas 2 and 3, but shall be limited to 46,000,000 pounds of salable halibut from the combined Areas 2 and 3, the weights in each or any such limit to be computed as with heads off and entrails removed. The International Fisheries Commission shall as early in the said year as is practicable determine and announce to the respective Governments the date on which it deems each such limit of catch will be attained, and the limit of each such catch shall then be that which shall be taken prior to said date, and the area or areas to which such limit applies shall at that date be closed to all halibut fishing for the duration of the close season as defined and modified in Section 5 of these regulations provided that if it shall at any time become evident to the International Fisheries Commission that the limit will not be reached by such date it may substitute another date, provided also that the International Fisheries Commission may fix any date subsequent to November 1 as the commencement of the close season regardless of the catch which it deems will be attained by such date, and provided further that nothing in this regulation shall prohibit the fishing for other species of fish and fishing by the International Fisheries Commission as provided for in Article I of the treaty.

3. (a) All vessels of five tons net or over which shall fish halibut with set lines or bottom nets or trawls and all vessels which shall fish for halibut in any manner and which shall transport the same from one area as defined by these regulations to another such area for landing or for sale, must be licensed by the International Fisheries Commission prior to such fishing operations. This license shall be issued without fee by the customs officers of either Government or by International Fisheries Commission representatives, and each such vessel shall at all times carry this license, which license shall at all times be subject to inspection by authorized officers of either Government or by representatives of the International Fisheries Commission.

(b) The license shall be void un-

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less validated before departure is allowed from the port of last clearance prior to each fishing operation for which statistical returns are required, and such validation shall be void within 45 days thereafter unless renewed within that period. This validation shall be by customs officers or International Fisheries Commission representatives and shall show that the provisions of Section 3 (c) and 3 (d) of these regulations have been complied with for all landings and all fishing operations since issue of the license or last validation. The area or areas to be cleared for subsequent to each validation must be entered on the face of the license prior to said validation. A new license may be issued at any time by the officer accepting statistical return, who shall forward in each case the old license to the International Fisheries Commission.

(c) Statistical return as to amount of fish of each species taken during fishing operations must be made by the master or operator of any licensed vessel within 48 hours of landing, sale, or transfer of halibut, or of first port entry thereafter, except that within any area in which the catch is not limited by these regulations the master or operator of licensed vessels shall at all times keep with the license such records as are necessary to make statistical return which shall be made at such times as shall be required by the International Fisheries Commission or by customs officers. The statistical return must state the port of landing, the amount taken within each area defined in these regulations, and the dates of operation in each such area. The total return must equal the weights as receipted for by dealers or buyers. The master, operator, and/or any other person engaged on shares in the operation of any vessel licensed under these regulations may be required by the International Fisheries Commission or by any officer receiving such return to certify to its correctness to the best of his information and belief and to support the certificate by a sworn statement. A copy of such return must be forwarded by the customs officer to the International Fisheries Commission at such times as the latter shall require.

(d) The master or operator of any

vessel licensed under these regulations shall keep an accurate log of all fishing operations including therein date, locality, amount of gear used, and amount of halibut taken daily in each such locality. This log record shall be open to inspection of authorized representatives of the International Fisheries Commission. The master, operator, and/or any other person engaged on shares in the operation of any vessel licensed under these regulations may be required by the International Fisheries Commission or by any officer of either government to certify to the correctness of such log record to the best of his information and belief and to support the certificate by a sworn statement.

(e) When required for purposes of the treaty all persons, firms, or corporations that shall buy halibut from fishing vessels shall keep and on request furnish to the International Fisheries Commission records of each purchase of halibut, showing date, locality of purchase, name of vessel purchased from, and the amount according to trade categories.

4. The following areas having been found to be populated by small immature halibut, are hereby closed to all halibut fishing:

First, that area in the waters off the coast of Alaska within the following boundary as stated in terms of the magnetic compass unless otherwise indicated; from the north extremity of Cape Ulitka, Noyes Island approximately latitude 55° 33' 42" N., longitude 133° 43' 39" W., to the south extremity of Wood Island, approximately latitude 55° 39' 38" N., longitude 133° 42' 32" W.; thence to the east extremity of Timbered Islet, approximately latitude 55° 41' 42" N., longitude 133° 47' 45" W., thence to the true west extremity of Timbered Islet, approximately latitude 55° 41' 41" N., longitude 133° 48' 04" W.; thence southwest three-quarters south sixteen and five-eighths miles to a point approximately latitude 55° 35' 00" N., longitude 134° 14' 45" W.; thence southeast by south twelve and five-eighths miles to a point approximately latitude 55° 22' 24" N., longitude 134° 13' 05" W.; thence northeast fourteen miles to the southern extremity of Cape Addington, Noyes Island, latitude 55° 26' 06" N.,

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longitude 133° 49' 14" W.; and to the point of origin on Cape Ulitka. The boundary lines herein indicated shall be determined from chart Number 8157, as published by the United States Coast and Geodetic Survey at Washington, D. C., in April, 1925, except for the point of Cape Addington which shall be determined from chart Number 8158, as published by the United States Coast and Geodetic Survey in December, 1923, provided that the duly authorized officers of the United States of America may at any time place a plainly visible mark or marks at any point or points as nearly as practicable on the boundary line defined herein, and such mark or marks shall thereafter be considered as correctly defining said boundary.

Second, that area lying in the waters off the north coast of Graham Island, British Columbia, within the following boundary: from the northwest extremity of Wiah Point, latitude 54° 06' 50" N., longitude 132° 19' 18" W., true north five and one-half miles to a point approximately latitude 54° 12' 20" N., longitude 132° 19' 18" W.; thence true east approximately sixteen and three-tenths miles to a point which shall lie northwest (according to magnetic compass at any time) of the highest point of Tow Hill, Graham Island, latitude 54° 04' 24" N., longitude 131° 48' 00" W.; thence southeast to the said highest point on Tow Hill. The points on the shoreline of the above mentioned island shall be determined from chart Number 3754, published at the Admiralty, London, April 11, 1911, provided that the duly authorized officers of the Dominion of Canada may at any time place a plainly visible mark or marks at any point or points as nearly as practicable on the boundary line defined herein, and

such marks shall thereafter be considered as correctly defining said boundary.

5. Under the authority of Article I of the aforesaid convention and beginning in 1933 the close season as therein defined shall be modified so as to begin in each area on the date determined upon by the International Fisheries Commission under the provisions of Section 2 of these regulations as that on which it deems the limitation of catch for such area shall be attained and shall end on the last day of February following, provided that the close season in Area 2 or 3 whichever shall be later shall apply to Area 4, and that the close season for Area 2 shall apply to Area 1.

Provided further that unless sooner closed in the manner herein defined the close season shall commence on November 1 of each year in those parts of the convention waters defined as follows:

All convention waters in Area 3 between a line running due south (magnetic) from Cape St. Elias Light, approximately latitude 59° 47' 48" N., longitude 144° 36' 17" W., as shown on the United States Coast and Geodetic Survey Chart 8513, issued April, 1917, and a line running true south from Ocean Cape Light, approximately latitude 59° 32' 05" N., longitude 139° 51' 21" W., as shown on the United States Coast and Geodetic Survey Chart 8455, issued January, 1919.

6. The use of any hand gurdy or other appliance in hauling halibut gear by hand power in any dory or small boat operated from a vessel licensed under the provisions of these regulations is prohibited in Areas 1 and 2.

INTERNATIONAL PACIFIC HALIBUT
COMMISSION

Pacific
Halibut Fishery
Regulations

APPENDIX II. REGULATIONS, 1955.

35

Effective March 18, 1955

REGULATIONS OF THE INTERNATIONAL PACIFIC
HALIBUT COMMISSION ADOPTED PURSUANT TO THE
PACIFIC HALIBUT FISHERY CONVENTION BETWEEN
CANADA AND THE UNITED STATES OF AMERICA,
SIGNED MARCH 2, 1953

Section 1. Regulatory Areas

(a) The "convention waters" include the territorial waters and the high seas off the western coasts of Canada and the United States of America and are divided into the following areas. All bearings are magnetic and all positions are determined by the most recent charts issued by the United States Coast and Geodetic Survey or National Ocean Survey.

(b) Area 2 includes all convention waters east of a line running northwest one-quarter west (309°) from Cape Spencer Light (latitude 58° 11' 57" N., longitude 136° 38' 18" W.), and south and east of a line running south one-quarter east (177°) from said light.

(c) Area 3 includes all convention waters north and west of Area 2, excluding the Bering Sea.

(d) Area 4 includes all convention waters in the Bering Sea. Areas 4A, 4B, 4C, 4D-East and 4E include all waters in the Bering Sea east of 175° W. Area 4D-West includes all waters in the Bering Sea west of 175° W.

(e) The boundary between Area 3 and Area 4 is from Cape Kabuch Light (latitude 54° 49' 00" N., longitude 163° 21' 36" W.) to Cape Sarichef Light (latitude 54° 36' 00" N., longitude 164° 55' 42" W.); then to a point in Pumicestone Bay on Unalaska Island (latitude 53° 31' 45" N., longitude 166° 58' 15" W.); then to Ananiuliak Island Light (latitude 52° 59' 48" N., longitude 168° 55' 06" W.); then to Seguam Island Light (latitude 52° 23' 16" N., longitude 172° 26' 15" W.); then to Cape Amagalik (latitude 51° 40' 40" N., longitude 178° 07' 00" W.); then to Aleut Point (latitude 51° 38' 20" N., longitude 178° 37' 20" E.); then to Cape Wrangell, the westernmost extremity of Attu Island (latitude 52° 55' 20" N., longitude 172° 26' 50" E.); then west northwest.

(f) Area 4E includes all convention waters in the Bering Sea that are east of a line from Cape Sarichef Light (latitude 54° 36' 00" N., longitude 164° 55' 42" W.); to a point northeast of St. Paul Island (latitude 57° 15' 00" N., longitude 170° 00' 00" W.); and south of a line from the latter point to Cape Newenham (latitude 58° 39' 00" N., longitude 162° 10' 25" W.).

Section 2. Commercial Fishing for Halibut

The regulations and requirements in Sections 3 to 11 pertain only to commercial fishing. The regulations for sport fishing are listed in Section 12.

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Section 2. Length of Halibut Fishing Seasons

(a) In Area 1A, the halibut fishing season shall commence at 6:00 a.m. of the 12th day of May and terminate at 6:00 a.m. of the same day that the third halibut fishing season in Area 3B shall terminate.

(b) In Area 1B, the halibut fishing seasons shall commence and terminate at the same times as the halibut fishing seasons in Area 2 shall commence and terminate.

(c) In Area 2, there shall be two halibut fishing seasons: the first season commencing at 6:00 a.m. on the 12th day of May and terminating at 6:00 a.m. on a date to be determined and announced under paragraph (b) of Section 4 of these regulations; the second season, of seven days, commencing at 6:00 a.m. of the 27th day of July and terminating at 6:00 a.m. of the 3rd day of August, or if the termination of the first season in Area 2 or in Area 3A be later than 6:00 a.m. of the 17th day of July the second season in Area 2 shall commence at 6:00 a.m. of the tenth day after termination of the first season in Area 2 or in Area 3A, whichever shall be later, and terminate at 6:00 a.m. of the seventh day after commencement of the second fishing season in this area.

(d) In Area 3A, there shall be two halibut fishing seasons: the first commencing at 6:00 a.m. of the 12th day of May and terminating at 6:00 a.m. on a date to be determined and announced under paragraph (b) of Section 4 of these regulations; the second season, of nine days, commencing at 6:00 a.m. of the 27th day of July and terminating at 6:00 a.m. of the 5th day of August, or if the termination of the first season in Area 2 or in Area 3A be later than 6:00 a.m. of the 17th day of July the second season in Area 3A shall commence at 6:00 a.m. of the tenth day after termination of the first season in Area 2 or in Area 3A, whichever shall be later, and terminate at 6:00 a.m. of the ninth day after commencement of the second fishing season in this area.

(e) In Area 3B, there shall be three halibut fishing seasons: the first and the second fishing seasons commencing and terminating at the same times as the first and second fishing seasons respectively in Area 3A; the third season, of twenty-three days, commencing at 6:00 a.m. of the sixth day after the termination of the second fishing season and terminating at 6:00 a.m. of the twenty-ninth day after the termination of the second season provided the latter date is not later than 6:00 a.m. of the 1st day of December when all convention waters shall be closed to halibut fishing as provided in paragraph (b) of Section 3 of these regulations.

Section 3. Closed Seasons

(a) Under paragraph 1 of Article I of the Convention, all convention waters shall be closed to halibut fishing except as provided in Section 2 of these regulations.

(b) All convention waters, if not already closed under other provisions of these regulations, shall be closed to halibut fishing at 6:00 a.m. of the 1st day of December and shall remain closed until reopened as

provided in Section 2 of these regulations, and the retention and landing of any halibut caught during this closed period shall be prohibited.

(c) Nothing contained in these regulations shall prohibit the fishing for species of fish other than halibut or prohibit the International Pacific Halibut Commission, hereafter in these regulations referred to as "the Commission," from conducting or authorizing fishing operations for investigation purposes as provided for in paragraph 3 of Article I of the Convention.

Section 4. Catch Limits in Areas 2 and 3A

(a) The quantity of halibut to be taken during the first halibut fishing season in Area 2 and during the first halibut fishing season in Area 3A in 1955 shall be limited to 26,500,000 pounds and 28,000,000 pounds respectively of salable halibut, the weights in each limit to be computed as with heads off and entrails removed.

(b) The Commission shall as early in the said year as is practicable determine and announce the date on which it deems each limit of catch defined in paragraph (a) of this section will be attained, and the limit of each such catch shall then be that which shall be taken prior to said date, and fishing for halibut in the area or areas to which each limit applies shall at that date be prohibited until each area is reopened to halibut fishing as provided in Section 2 of these regulations, and provided that if it shall at any time become evident to the Commission that the limit will not be reached by such date, it may substitute another date.

(c) No catch limits shall apply to the second halibut fishing season in Area 2 or to the second halibut fishing season in Area 3A, or to any halibut fishing season in any other area.

Section 5. Size Limits

The catch of halibut to be taken from all areas during the year 1955 shall be limited to halibut which with head on are 26 inches or more in length as measured from the tip of the lower jaw to the extreme end of the middle of the tail or to halibut which with the head off and entrails removed are 5 pounds or more in weight, and the possession of any halibut of less than the above length, or the above weight, according to whether the head is on or off, by any vessel or by any master or operator of any vessel or by any person, firm or corporation, is prohibited.

Section 6. Licensing of Vessels

(a) All vessels of any tonnage which shall fish for halibut in any manner or hold halibut in possession in any area, or which shall transport halibut otherwise than as a common carrier documented by the Government of the United States or of Canada for the carriage of freight, must be licensed by the Commission, provided that vessels of less than five net tons or vessels which do not use set lines need not be licensed

unless they shall require a permit as provided in Section 7 of these regulations.

(b) Each vessel licensed by the Commission shall carry on board at all times while at sea the halibut license thus secured whether it is validated for halibut fishing or endorsed with a permit as provided in Section 8 of these regulations and this license shall at all times be subject to inspection by authorized officers of the Governments of Canada or the United States or by representatives of the Commission.

(c) The halibut license shall be issued without fee by the customs officers of the Governments of Canada or the United States or by representatives of the Commission or by fishery officers of the Governments of Canada or the United States at places where there are neither customs officers nor representatives of the Commission. A new license may be issued by the officer accepting statistical return at any time to vessels which have furnished proof of loss of the license form previously issued, or when there shall be no further space for record thereon, providing the receipt of statistical return shall be shown on the new form for any halibut or other species taken during or after the voyage upon which loss occurred.

(d) The halibut license of any vessel shall be validated before departure from port for each halibut fishing operation for which statistical return is required. This validation of a license shall be by customs officers or by fishery officers of the Governments of Canada or the United States when available at places where there are no customs officers and shall not be made unless the area in which the vessel will fish is entered on the license form and unless the provisions of Section 9 of these regulations have been complied with for all landings and all fishing operations since issue of the license, provided that if the master or operator of any vessel shall fail to comply with the provisions of Section 9 of these regulations, the halibut license of such vessel may be validated by customs officers or by fishery officers upon evidence either that there has been a judicial determination of the offense or that the laws prescribing penalties therefor have been complied with, or that the said master or operator is no longer responsible for, nor sharing in, the operations of said vessel.

(e) The halibut license of any vessel fishing for halibut in Area 1A as defined in Section 1 of these regulations must be validated at a port or place within Area 1A prior to each such fishing operation during the second halibut fishing season in Areas 1B and 2 as defined in paragraphs (b) and (c) of Section 2 of these regulations and when Areas 1B and 2 are closed to halibut fishing.

(f) The halibut license of any vessel fishing for halibut in Area 3B during the third halibut fishing season as defined in paragraph (e) of Section 2 of these regulations must be validated at a port or place within Area 3B prior to such fishing and again before said vessel departs from Area 3B subsequent to such fishing if said vessel has any halibut on board.

(g) A halibut license shall not be validated for departure for halibut fishing in Areas 1A or 1B or 2 more than 48 hours prior to the commence-

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ment of any halibut fishing season in said areas; nor for departure for halibut fishing in Areas 3A or 3B from any port or place inside said areas more than 48 hours prior to the commencement of any halibut fishing season in said areas; nor for departure for halibut fishing in Areas 3A or 3B from any port or place outside said areas more than 5 days prior to the commencement of any halibut fishing season in said areas.

(h) A halibut license shall not be valid for halibut fishing in more than one of Areas 1A, 1B, 2 or 3A, as defined in Section 1 of these regulations, during any one trip nor shall it be revalidated for halibut fishing in another of said areas while the vessel has any halibut on board.

(i) A halibut license shall not be valid for halibut fishing in any area closed to halibut fishing nor for the possession of halibut in any area closed to halibut fishing except while in actual transit to or within a port of sale and as provided in paragraph (1) of this section.

(j) Any vessel which is not required to be licensed for halibut fishing under paragraph (a) of this section of these regulations shall not possess any halibut of any origin in any area closed to halibut fishing except while in actual transit to or within a port of sale.

(k) A halibut license shall not be valid for halibut fishing in any area while a permit endorsed thereon is in effect, nor shall it be validated while halibut taken under such permit is on board.

(l) A halibut license when validated for halibut fishing in Area 3A shall not be valid for the possession of any halibut in Area 2 if said vessel is in possession of baited gear more than 25 miles from Cape Spencer Light, Alaska; and a halibut license when validated for halibut fishing in Area 3B shall not be valid for the possession of any halibut in Area 3A, when Area 3A is closed to halibut fishing, if said vessel is in possession of baited gear more than 20 miles by navigable water route from the eastern boundary of Area 3B.

(m) No person on any vessel which is required to have a halibut license under paragraph (a) of this section shall fish for halibut or have halibut in his possession, unless said vessel has a valid license issued and in force in conformity with the provisions of this section.

Section 7. Retention of Halibut Taken Under Permit

(a) There may be retained for sale on any vessel which shall have a permit as provided in Section 8 of these regulations such halibut as is caught incidentally to fishing by that vessel in any area after it has been closed to halibut fishing under Sections 2 or 4 of these regulations with set lines (of the type commonly used in the Pacific Coast halibut fishery) for other species, not to exceed at any time one pound of halibut for each seven pounds of salable fish, actually utilized, of other species not including salmon or tuna, and such halibut may be sold as the catch of said vessel, the weight of all fish to be computed as with heads off and entrails removed, provided that it shall not be a violation of this regula-

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tion for any such vessel to have in possession halibut in addition to the amount herein allowed to be sold if such additional halibut shall not exceed thirty per cent of such amount and shall be forfeited and surrendered at the time of landing as provided in paragraph (e) of this section.

(b) There may be retained for sale on any vessel which shall have a permit as provided in Section 8 of these regulations such halibut as is caught incidentally to fishing for species of crab by that vessel in that part of Area 3B known as Bering Sea after 6:00 a.m. of the 12th day of May of the year 1955 with bottom trawl nets (of the type commonly used in the Bering Sea king crab fishery) whose cod ends or fish bags shall consist of webbing whose dry-stretched mesh shall measure not less than 12 inches between knots or hog rings, not to exceed at any time one pound of halibut for each five pounds drained weight of salable picked crab meat or the equivalent drained weight of crab meat in the shell or in vacuum-packed heat processed containers. The equivalent weight of meat in the shell shall be computed on the basis of 15 pounds of meat in the shell being equal to 6 pounds of drained picked crab meat and the equivalent weight of processed meat shall be computed on the basis of 6½ ounces of drained weight of processed crab being equal to 8 ounces of picked crab meat.

(c) Halibut retained under such permit shall not be filleted, fletched, steaked or butchered beyond the removal of the head and entrails while on the catching vessel.

(d) Halibut retained under such permit shall not be landed or otherwise removed or be received by any person, firm or corporation from the catching vessel until all halibut on board shall have been reported to a customs, fishery or other authorized enforcement officer of the Governments of Canada or the United States by the captain or operator of said vessel and also by the person, firm or corporation receiving the halibut, and no halibut or other fish or crabs shall be landed or removed or be received from the catching vessel, except with the permission of said officer and under such supervision as the said officer may deem advisable.

(e) Halibut retained under such permit shall not be purchased or held in possession by any person other than the master, operator or crew of the catching vessel in excess of the proportion allowed in paragraph (a) of this section of these regulations until such excess, whatever its origin, shall have been forfeited and surrendered to the customs, fishery or other authorized officers of the Governments of Canada or the United States. In forfeiting such excess, the vessel shall be permitted to surrender any part of its catch of halibut, provided that the amount retained shall not exceed the proportion herein allowed.

(f) Permits for the retention and landing of halibut caught in Areas 1A, 1B, 2, 3A or 3B, exclusive of that part known as Bering Sea, in the year 1955 shall become invalid at 6:00 a.m. of the 16th day of November of said year or at such earlier date as the Commission shall determine.

(g) Permits shall become invalid for the retention of halibut caught in that part of Area 3B known as Bering Sea after 6:00 a.m. of the 15th day of November in the year 1955 and shall become invalid for the landing of halibut caught under permit in that part of Area 3B known as Bering Sea after 6:00 a.m. of the 15th day of December of the year 1955 or at such earlier dates as the Commission shall determine.

Section 8. Conditions Limiting Validity of Permits

(a) Any vessel which shall be used in fishing for other species than halibut in any area after it has been closed to halibut fishing under Sections 2 or 4 of these regulations must have a halibut license and a permit if it shall retain, land or sell any halibut caught incidentally to such fishing or possess any halibut of any origin during such fishing, as provided in Section 7 of these regulations.

(b) The permit shall be shown by endorsement of the issuing officer on the face of the halibut license form held by said vessel and shall show the area or areas for which the permit is issued.

(c) The permit shall terminate at the time of the first landing thereafter of fish or crabs of any species and a new permit shall be secured before any subsequent fishing operation for which a permit is required.

(d) A permit shall not be issued to any vessel which shall have halibut on board taken while said vessel was licensed to fish in an open area unless such halibut shall be considered as taken under the issued permit and shall thereby be subject to forfeiture when landed if in excess of the proportion permitted in paragraph (a) or (b) of Section 7 of these regulations.

(e) A permit shall not be issued to, or be valid if held by, any vessel which shall fish with other than set lines of the type commonly used in the Pacific Coast halibut fishery except in that part of Area 3B known as Bering Sea as provided in paragraph (b) of Section 7 of these regulations.

(f) The permit of any vessel shall not be valid unless the permit is granted before departure from port for each fishing operation for which statistical returns are required. This granting of a permit shall be by customs officers or by fishery officers of the Governments of Canada or the United States when available at places where there are no customs officers and shall not be made unless the area or areas in which the vessel will fish is entered on the halibut license form and unless the provisions of Section 9 of these regulations have been complied with for all landings and all fishing operations since issue of the license or permit, provided that if the master or operator of any vessel shall fail to comply with the provisions of Section 9 of these regulations, the permit of such vessel may be granted by customs or fishery officers upon evidence either that there has been a judicial determination of the offense or that the laws prescribing penalties therefor have been complied with, or that the said

master or operator is no longer responsible for, nor sharing in, the operations of said vessel.

(g) A permit shall not be valid for the landing of halibut caught incidentally to fishing for crabs in that part of Area 3B known as Bering Sea unless the vessel shall show documentary evidence of date of departure from some port or place within said area, or from Akutan, Alaska, subsequent to such fishing. Such documentary evidence may consist of a certified written statement of a properly identified and responsible resident within that part of Area 3B known as Bering Sea or at Akutan.

(h) The permit of any vessel shall not be valid if said vessel shall have in its possession at any time halibut in excess of the amount allowed under paragraph (a) or (b) of Section 7.

(i) No person shall retain, land or sell any halibut caught incidentally to fishing for other species in any area closed to halibut fishing under Sections 2 or 4 of these regulations, or shall have halibut of any origin in his possession during such fishing, unless such person is a member of the crew of and is upon a vessel with a halibut license and with a valid permit issued and in force in conformity with the provisions of Sections 7 and 8 of these regulations.

Section 9. Statistical Return by Vessels

(a) Statistical return as to the amount of halibut taken during fishing operations must be made by the master or operator of any vessel licensed under these regulations and as to the amount of halibut and other species by the master or operator of any vessel operating under permit as provided for in Sections 7 and 8 of these regulations, within 96 hours of landing, sale or transfer of halibut or of first entry thereafter into a port where there is an officer authorized to receive such return.

(b) The statistical return must state the port of landing and the amount of each species taken within the area defined in these regulations, for which the vessel's license is validated for halibut fishing or within the area or areas for which the vessel's license is endorsed as a permit.

(c) The statistical return must include all halibut landed or transferred to other vessels and all halibut held in possession on board and must be full, true and correct in all respects herein required.

(d) The master or operator or any person engaged on shares in the operation of any vessel licensed or holding a permit under these regulations may be required by the Commission or by any officer of the Governments of Canada or the United States authorized to receive such return to certify to its correctness to the best of his information and belief and to support the certificate by a sworn statement. Validation of a halibut license or issuance of a permit after such sworn return is made shall be provisional and shall not render the license or permit valid in case the return shall later be shown to be false or fraudulently made.

(e) The master or operator of any vessel holding a license or permit under these regulations shall keep an accurate log of all fishing operations

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including therein date, locality, amount of gear used, and amount of halibut taken daily in each such locality. This log record shall be open to inspection by representatives of the Commission authorized for this purpose.

(f) The master, operator or any other person engaged on shares in the operation of any vessel licensed under these regulations may be required by the Commission or by any officer of the Governments of Canada or the United States to certify to the correctness of such log record to the best of his information and belief and to support the certificate by a sworn statement.

Section 10. Statistical Return by Dealers

(a) All persons, firms or corporations that shall buy halibut or receive halibut for any purpose from fishing or transporting vessels or other carrier shall keep and on request furnish to customs officers or to any enforcing officer of the Governments of Canada or the United States or to representatives of the Commission, records of each purchase or receipt of halibut, showing date, locality, name of vessel, person, firm or corporation purchased or received from and the amount in pounds according to trade categories of the halibut and other species landed with the halibut.

(b) All persons, firms or corporations receiving fish from a vessel fishing under permit as provided in Section 7 of these regulations shall within 48 hours make to an authorized enforcement officer of the Governments of Canada or the United States a signed statistical return showing the date, locality, name of vessel received from and the amount of halibut and of other species landed with the halibut and certifying that permission to receive such fish was secured in accordance with paragraph (d) of Section 7 of these regulations. Such persons, firms or corporations may be required by any officer of the Governments of Canada or the United States to support the accuracy of the above signed statistical return with a sworn statement.

(c) All records of all persons, firms or corporations concerning the landing, purchase, receipt and sale of halibut and other species landed therewith shall be open at all times to inspection by any enforcement officer of the Governments of Canada or the United States or of any authorized representative of the Commission. Such persons, firms or corporations may be required to certify to the correctness of such records and to support the certificate by a sworn statement.

(d) The possession by any person, firm or corporation of halibut which such person, firm or corporation knows to have been taken by a vessel without a valid halibut license or a vessel without a permit when such license or permit is required, is prohibited.

(e) No person, firm or corporation shall unload any halibut from any vessel that has fished for halibut in Area 3B during the third halibut fishing season as defined in paragraph (e) of Section 2 of these regulations unless the license of said vessel has been validated at a port or place in

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Area 3B as required in paragraph (f) of Section 6 or unless permission to unload such halibut has been secured from an enforcement officer of the Governments of Canada or the United States.

Section 11. Closed Nursery Grounds

(a) The following areas have been found to be populated by small, immature halibut and are designated as nursery grounds and closed to halibut fishing, and no person shall fish for halibut in either of such areas, or shall have halibut in his possession while fishing for other species therein, or shall have halibut of any origin in his possession therein except in the course of a continuous transit across such area.

(b) First, that area in the waters off the coast of Alaska within the following boundary as stated in terms of the magnetic compass unless otherwise indicated: from the north extremity of Cape Ulitka, Noyes Island, approximately latitude 55° 33' 48" N., longitude 133° 43' 35" W., to the south extremity of Wood Island, approximately latitude 55° 39' 44" N., longitude 133° 42' 29" W.; thence to the east extremity of Timbered Islet, approximately latitude 55° 41' 47" N., longitude 133° 47' 42" W.; thence to the true west extremity of Timbered Islet, approximately latitude 55° 41' 46" N., longitude 133° 48' 01" W.; thence southwest three-quarters south sixteen and five-eighths miles to a point approximately latitude 55° 34' 46" N., longitude 134° 14' 40" W.; thence southeast by south twelve and one-half miles to a point approximately latitude 55° 22' 23" N., longitude 134° 12' 48" W.; thence northeast thirteen and seven-eighth miles to the southern extremity of Cape Addington, Noyes Island, latitude 55° 26' 11" N., longitude 133° 49' 12" W.; and to the point of origin on Cape Ulitka. The boundary lines herein indicated shall be determined from Chart 8157, as published by the United States Coast and Geodetic Survey at Washington, D. C., in June, 1929, and Chart 8152, as published by the United States Coast and Geodetic Survey at Washington, D. C., in March, 1933, and reissued March, 1939, except for the point of Cape Addington which shall be determined from Chart 8158, as published by the United States Coast and Geodetic Survey in December, 1923, provided that the duly authorized officers of the United States of America may at any time place a plainly visible mark or marks at any point or points as nearly as practicable on the boundary line defined herein, and such mark or marks shall thereafter be considered as correctly defining said boundary.

(c) Second, that area lying in the waters off the northern coast of Graham Island, British Columbia, within the following boundary, and including the waters of Sturgess Bay, Masset Sound, Masset Inlet, and bays and inlets thereof: from the northwest extremity of Wiah Point, latitude 54° 06' 50" N., longitude 132° 19' 18" W., true north five and one-half miles to a point approximately latitude 54° 12' 20" N., longitude 132° 19' 18" W.; thence true east approximately sixteen and three-tenths miles to a point which shall lie northwest (according to magnetic compass at any time) of the highest point of Tow Hill, Graham Island, latitude 54° 04' 24"

N., longitude 131° 48' 00" W.; thence southeast to the said highest point of Tow Hill. The points on the shoreline of the above mentioned island shall be determined from Chart 3754, published at the Admiralty, London, April 11, 1911, provided that the duly authorized officers of Canada may at any time place a plainly visible mark or marks at any point or points as nearly as practicable on the boundary line defined herein, and such marks shall thereafter be considered as correctly defining said boundary.

Section 12. Dory Gear Prohibited

The use of any hand gurdy or other appliance in hauling halibut gear by hand power in any dory or small boat operated from a vessel licensed under the provisions of these regulations is prohibited in all convention waters.

Section 13. Nets Prohibited

(a) It is prohibited to retain halibut taken in Areas 1A, 1B, 2, 3A and in Area 3B, exclusive of that part known as Bering Sea, with a net of any kind or to have in possession any halibut in said areas while using any net or nets other than bait nets for the capture of other species of fish, nor shall any license or permit validated for said areas under these regulations be valid during the use or possession on board of any net or nets other than bait nets, provided that the character and the use of said bait nets conform to the laws and regulations of the country where they may be utilized and that said bait nets are utilized for no other purpose than the capture of bait for said vessel.

(b) It is prohibited to retain halibut taken in that part of Area 3B known as Bering Sea with any net which does not have a cod end or fish bag of webbing whose dry-stretched mesh measures 12 inches or more between knots or hog rings, nor shall any license or permit held by any vessel fishing for crabs in that part of Area 3B known as Bering Sea be valid for the possession of halibut during the use or possession on board of any net which does not have a cod end or fish bag of webbing whose dry-stretched mesh measures 12 inches or more between knots or hog rings.

Section 14. Retention of Tagged Halibut

Nothing contained in these regulations shall prohibit any vessel at any time from retaining and landing any halibut which bears a Commission tag at the time of capture, provided that such halibut with the tag still attached is reported at the time of landing to representatives of the Commission or to enforcement officers of the Governments of Canada or the United States and is made available to them for examination.

Section 15. Responsibility of Master

Wherever in these regulations any duty is laid upon any vessel, it shall be the personal responsibility of the master or operator of said vessel to see that said duty is performed and he shall personally be responsible for the performance of said duty. This provision shall not be construed to relieve any member of the crew of any responsibility with which he would otherwise be chargeable.

Section 16. Supervision of Unloading and Weighing

The unloading and weighing of the halibut of any vessel licensed under these regulations and the unloading and weighing of halibut and other species of any vessel holding a permit under these regulations shall be under such supervision as the customs or other authorized officer may deem advisable in order to assure the fulfillment of the provisions of these regulations.

Section 17. Previous Regulations Superseded

These regulations shall supersede all previous regulations adopted pursuant to the Convention between Canada and the United States of America for the preservation of the halibut fishery of the Northern Pacific Ocean and Bering Sea, signed March 2, 1953, except as to offenses occurring prior to the approval of these regulations. These regulations shall be effective as to each succeeding year, with the dates herein specified changed accordingly, until superseded by subsequently approved regulations. Any determination made by the Commission pursuant to these regulations shall become effective immediately.

RICHARD NELSON, Chairman
 SETON H. THOMPSON, Vice-Chairman
 EDWARD W. ALLEN
 HAROLD S. HELLAND
 J. W. MENDENHALL
 S. V. OZERE

Approved by THE GOVERNOR GENERAL OF CANADA, by Order-in-Council P.C. 1955-326 of March 8, 1955.

Approved by THE PRESIDENT OF THE UNITED STATES OF AMERICA, March 18, 1955.

Published by the International Pacific Halibut Commission, March, 1955.

INTERNATIONAL PACIFIC HALIBUT COMMISSION

Pacific
Halibut Fishery
Regulations
1975

APPENDIX III. REGULATIONS, 1975.

13

INTERNATIONAL PACIFIC HALIBUT COMMISSION
P. O. BOX 5009, UNIVERSITY STATION
SEATTLE, WASHINGTON 98105

REGULATIONS OF THE INTERNATIONAL PACIFIC
HALIBUT COMMISSION ADOPTED PURSUANT TO THE
PACIFIC HALIBUT FISHERY CONVENTION BETWEEN
THE UNITED STATES OF AMERICA AND CANADA,
SIGNED MARCH 2, 1953

Section 1. Regulatory Areas

(a) Convention waters which include the territorial waters and the high seas off the western coasts of Canada and the United States of America including the southern as well as the western coasts of Alaska shall be divided into the following areas, all directions given being magnetic unless otherwise stated.

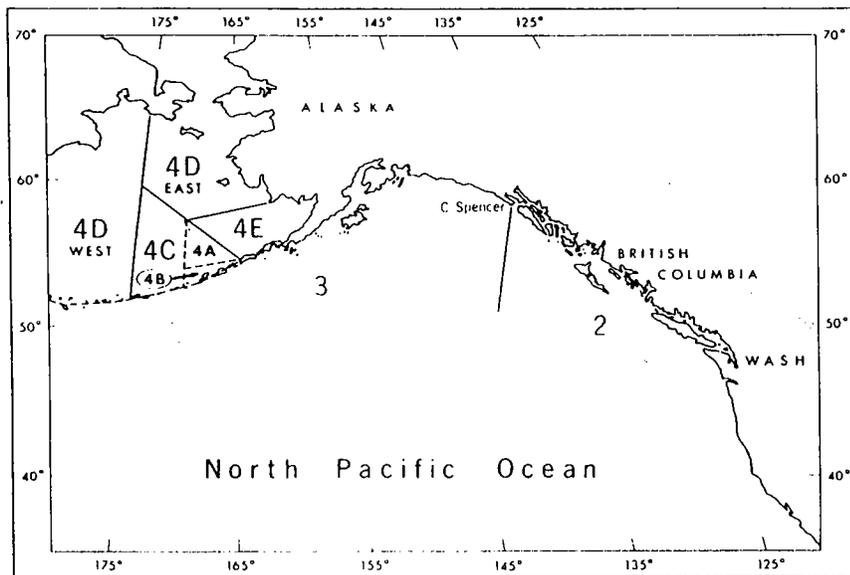
(b) Area 1A (South of Heceta Head) shall include all convention waters southeast of a line running northeast and southwest through Heceta Head Light, as shown on Chart 5802, published in July, 1947, by the United States Coast and Geodetic Survey, which light is approximately latitude $44^{\circ} 08' 18''$ N., longitude $124^{\circ} 07' 36''$ W.

(c) Area 1B (Heceta Head to Willapa Bay) shall include all convention waters between Area 1A and a line running northeast and southwest through Willapa Bay Light on Cape Shoalwater, as shown on Chart 6185, published in July, 1939, by the United States Coast and Geodetic Survey, which light is approximately latitude $46^{\circ} 43' 17''$ N., longitude $124^{\circ} 04' 15''$ W.

(d) Area 2 (Willapa Bay to Cape Spencer) shall include all convention waters off the coasts of the United States of America and of Alaska and of Canada between Area 1B and a line running through the most westerly point of Glacier Bay, Alaska, to Cape Spencer Light as shown on Chart 8304, published in June, 1940, by the United States Coast and Geodetic Survey, which light is approximately latitude $58^{\circ} 11' 57''$ N., longitude $136^{\circ} 38' 18''$ W., thence south one-quarter east and is exclusive of the nursery areas closed to all halibut fishing in Section 11 of these regulations.

(e) Area 3A (Cape Spencer to Shumagin Islands) shall include all the convention waters off the coast of Alaska that are between Area 2 and a straight line running southeast one-half east from the highest point on Kupreanof Point, which highest point is approximately latitude $55^{\circ} 34' 08''$ N., longitude $159^{\circ} 36' 00''$ W.; the highest point on Kupreanof Point shall be determined from Chart 8859 as published May, 1954 (2nd Edition) by the United States Coast and Geodetic Survey, Washington, D.C.

(f) Area 3B (West of Shumagin Islands including Bering Sea) shall include all the convention waters off the coast of Alaska which are not included in Area 3A or in Area 2 or in the nursery area described in paragraph (b) in Section 11 of these regulations.



Regulatory areas for the Pacific halibut fishery, 1975.

Section 3. Fishing Seasons

(a) In Areas 2 and 3 the halibut fishing season shall commence at 1500 hours on May 1 and terminate at 0600 hours on a date to be determined and announced under paragraph (b) of Section 5 of these regulations, or at 0600 hours on September 6, whichever is earlier.

(b) In Areas 4A, 4B, 4C and 4D-East the first halibut fishing season shall commence at 1800 hours on April 1 and terminate at 0600 hours on April 19; the second halibut fishing season shall commence at 1800 hours on September 15 and terminate at 0600 hours on September 30.

(c) In Area 4D-West the halibut fishing season shall commence at 1800 hours on April 1 and terminate at 0600 hours on November 15.

(d) Area 4E in southeastern Bering Sea is closed to halibut fishing, and no person shall fish for halibut therein, or shall have halibut in his possession therein except in the course of a continuous transit across the area.

(e) All hours of opening and closing shall be Pacific Standard Time.

Section 4. Closed Seasons

(a) All convention waters shall be closed to commercial halibut fishing except as provided in Section 3 of these regulations, and the retention and landing of any halibut caught during any closed period shall be prohibited.

(b) These regulations shall not prohibit the fishing for species of fish other than halibut during the closed halibut seasons, provided that it shall be unlawful for a vessel to have halibut aboard, or for any person to have halibut in his possession while so engaged. Nor shall these regulations prohibit the International Pacific Halibut Commission, hereafter referred to as "the Commission", from conducting or authorizing fishing operations for research purposes.

Section 5. Catch Limits

(a) The quantities of halibut to be taken during the halibut fishing season shall be limited to 13,000,000 pounds in Area 2 and to 12,000,000 pounds in Area 3.

(b) The Commission will determine and announce the dates on which the catch limits will be attained in each area. Fishing for halibut in the area will be prohibited after that date.

Section 6. Size Limits

No person, firm or corporation shall take any halibut that with head on is less than 32 inches as measured in a straight line, passing over the pectoral fin, from the tip of the lower jaw with mouth closed, to the extreme end of the middle of the tail, or with head off is less than 24

inches as measured from the base of the pectoral fin, at its most anterior point, to the extreme end of the middle of the tail (see illustration on back page).

Section 7. Licensing of Vessels

(a) All vessels of any tonnage which shall fish for halibut in any manner or hold halibut in possession in any area, or which shall transport halibut otherwise than as a common carrier documented by the Government of Canada or of the United States for the carriage of freight, must be licensed by the Commission, provided that vessels of less than five net tons or vessels which use hook and line gear other than setlines need not be licensed.

(b) The halibut license must be carried on the vessel at all times and shall be subject to inspection by customs and fishery officers of the Governments of Canada or the United States (hereafter called the Governments) or by representatives of the Commission.

(c) The halibut license shall be issued without fee by the customs officers of the Governments of Canada or the United States, by representatives of the Commission or by fishery officers of the Governments of Canada or the United States, at places where there are neither customs officers nor representatives of the Commission.

(d) The halibut license of any vessel fishing for halibut in Area 4 must be validated at Sand Point, Alaska, both prior to such fishing and prior to unloading any halibut at any port other than Sand Point, Alaska. This validation shall be by United States customs or fishery officers or by a representative of the Commission.

(e) A halibut license shall not be valid for halibut fishing nor for possession of halibut in any area closed to halibut fishing except while in transit to an area open to halibut fishing, or to or within a port of sale. The license shall be invalid for the possession of halibut if the licensed vessel is fishing or attempting to fish for any species of fish in any area closed to halibut fishing.

(f) Any vessel which is not required to be licensed for halibut fishing under paragraph (a) of this section of these regulations shall not possess any halibut of any origin in any area closed to halibut fishing except while in actual transit to or within a port of sale.

(g) No person on any vessel shall fish for halibut or have halibut in his possession, unless said vessel has a valid license issued in conformity with the provisions of this section.

(h) The captain or operator of any vessel holding a license under these regulations shall keep an accurate log of all fishing operations including date, locality, amount of gear used and amount of halibut taken daily in

PACIFIC HALIBUT FISHERY REGULATIONS, 1975

each such locality. This log record shall be retained for a period of two years and shall be open to inspection by authorized representatives of the Commission.

(i) The captain, operator or any other person engaged on shares in the operation of any vessel licensed under these regulations may be required by the Commission or by any officer of the Governments to certify to the correctness of such log record to the best of his information and belief and to support the certificate by a sworn statement.

Section 8. Statistical Return by Dealers

(a) All persons, firms or corporations that buy halibut or receive halibut from fishing or transporting vessels or other carrier shall keep records of each purchase or receipt of halibut, showing date, locality (statistical area), name of vessel, person, firm or corporation purchased or received from and the amount in pounds according to trade categories of the halibut.

(b) These records shall be retained for a period of two years and shall be open to inspection by enforcement officers of the Governments or by any authorized representative of the Commission. Such persons, firms or corporations may be required to certify to the correctness of such records and to support the certificate by a sworn statement.

(c) The possession of halibut known to have been taken by a vessel without a valid halibut license is prohibited.

Section 9. Fishing Gear

(a) Halibut are permitted to be taken only with hook and line gear. The retention or possession of halibut taken with any other gear, such as nets or pots, is prohibited.

(b) The retention or possession of halibut is prohibited when any commercial fishing gear other than hook and line gear or nets used solely for the capture of bait are on board.

Section 10. Retention of Tagged Halibut

Nothing contained in these regulations shall prohibit any vessel at any time from retaining and landing a halibut which bears a Commission tag at the time of capture, provided that the halibut with the tag still attached is reported at the time of landing and made available for examination by representatives of the Commission or by enforcement officers of the State, Provincial or Federal Governments.

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Section 11. Supervision of Unloading and Weighing

The unloading and weighing of halibut may be subject to the supervision of customs or other authorized officers to assure the fulfillment of the provisions of these regulations.

Section 12. Sport Fishing for Halibut

(a) Sport fishing is permitted from March 1 to October 31 in all convention waters. The daily catch limit by any person is two (2) halibut of any size, caught with a hook attached to a handline or rod, or by spear. After two halibut have been taken by any person, those halibut shall be landed before that person takes more halibut on any succeeding day.

(b) It is illegal for any person to possess sport-caught halibut aboard a vessel when other fish or shellfish aboard said vessel are destined for commercial use (sale, trade or barter).

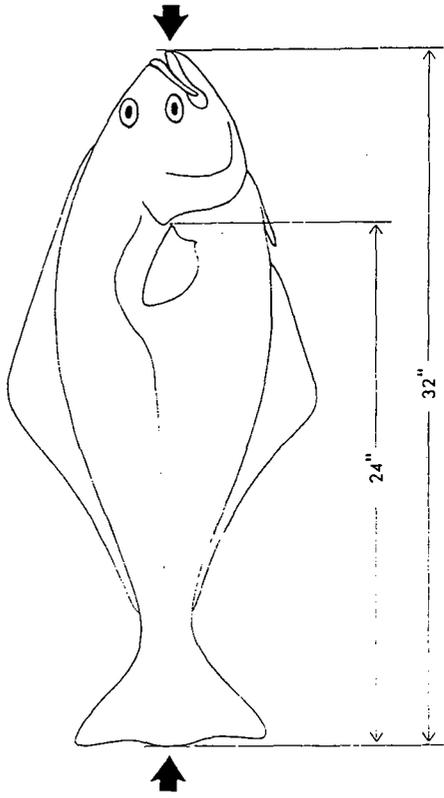
Section 13. Previous Regulations Superseded

These regulations shall supersede all previous regulations of the Commission. These regulations shall be effective each succeeding year, until superseded.

ROBERT W. SCHONING, Chairman
CLIFFORD R. LEVELTON, Vice Chairman
NEILS M. EVENS
WILLIAM S. GILBERT
FRANCIS W. MILLERD
JACK T. PRINCE

Approved by THE GOVERNOR-GENERAL OF CANADA,
by Order-in-Council, April 24, 1975.

Approved by THE SECRETARY OF STATE OF THE UNITED STATES
OF AMERICA, April 16, 1975.



Minimum commercial size. See Section 6.