

THE
1983
ANNUAL REPORT
OF THE
COMMERCIAL FISHERIES
ENTRY COMMISSION



COMMERCIAL FISHERIES ENTRY COMMISSION

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INTRODUCTION

The Commercial Fisheries Entry Commission (CFEC) is a quasi-judicial agency responsible for promoting the conservation and sustained yield management of Alaska's fisheries resources and the economic health and stability of commercial fishing by regulating entry into the fisheries in the public interest. Entry limitation is governed by a balance of biological, economic and equitable considerations, with entry permits initially awarded to those with greatest historical participation in and economic dependence on the fisheries.

Commission activities include:

Establishing maximum numbers of permits for fisheries to be limited.

Reestablishing application periods and implementing systems to rank eligible applicants according to their relative hardship suffered if excluded from a limited fishery.

Processing entry permit applications and adjudicating claims not resolved in initial classification.

Issuing entry permits in limited fisheries and interim-use permits in unlimited fisheries.

Processing requests for emergency transfer and permanent transfer of entry permits, and compiling data on ownership trends and permit prices.

Enforcing provisions of the Limited Entry Act by regulating permit transfer activities, conducting investigations, and bringing civil and criminal actions.

Monitoring unlimited fisheries to assess the rate of development, the effectiveness of biological management measures, and the economic viability for the participating operators.

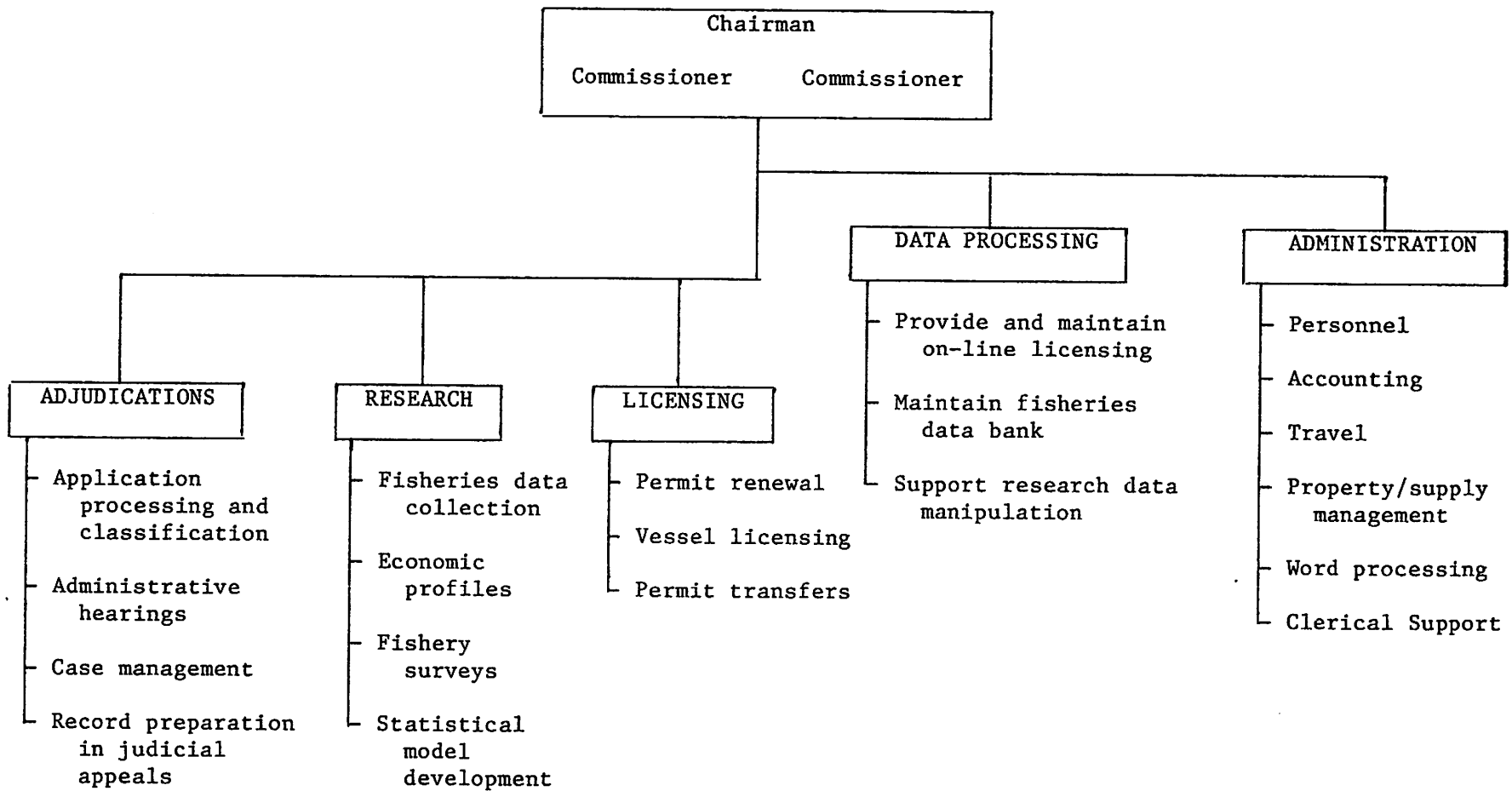
Monitoring long term effects of entry limitation.

Monitoring the limited fisheries to obtain information needed for setting optimum numbers in those fisheries, and to determine the need for reductions in the number of gear units through buyback programs.

Participating in the development of comprehensive fisheries data and research.

Working closely with other management agencies including the Alaska Department of Fish and Game, Alaska Board of Fisheries, Alaska Department of Commerce, North Pacific Fishery Management Council, National Marine Fisheries Service, and the International Pacific Halibut Commission to develop and coordinate fisheries policies.

COMMISSION ORGANIZATION



The above organization chart presents a general view of the Commission's primary functions. It by no means lists all functions undertaken to meet the Commission's statutory responsibilities.

ADMINISTRATIVE PROCEEDINGS AND DECISIONS

Partially due to augmentation by contract personnel, hearing officers were able to issue a total of 91 recommended decisions during 1983. Of those, 79 involved entry permit applications, 10 involved denied permit transfer requests and 2 involved alleged fee arrearages. Hearing officers conducted a total of 39 administrative hearings during the year, 24 of which involved entry permit applications, 13 of which involved denied permit transfer requests, and 2 of which involved alleged fee arrearages. At the end of the year, 112 cases were in various stages of the hearing process leading up to the issuance of recommended decisions.

The commissioners adjudicated a total of 89 cases during the year. Of those, 83 involved entry permit applications, and 6 involved denied permit transfer requests. The commissioners conducted 47 oral presentation proceedings during the year, 46 of which involved entry permit applications and 1 of which involved a denied permit transfer request. At the end of the year, 320 cases were in various stages of the adjudication process leading up to the issuance of final decisions.

ADJUDICATIONS

In addition to the activities set forth on the previous page, 2 revocation proceedings were conducted during 1983. As required by statute, a hearing officer conducted each of the proceedings with the commissioners in attendance. One of the proceedings resulted in the permanent revocation of a Cook Inlet drift gill net entry permit. The other revocation proceeding has not been concluded, but a recommended decision was issued in April of 1984 recommending that a Bristol Bay drift gill net entry permit and a Bristol Bay set gill net entry permit be permanently revoked due to false claims made to the Commission.

INVESTIGATIONS

During 1983 the Commission made further progress in its continuing investigation of suspected false claims relating to permit applications, residency, permit transfers, leasing of permits, and other matters of mutual concern to the Commission, Public Safety's Division of Fish and Wildlife Protection, the Department of Law, the Department of Commerce and Economic Development, the Department of Revenue, and other agencies.

A variety of administrative and criminal actions have been brought against individuals believed to have made false claims to the Commission. During 1983 the value of total actionable fraud cases arising from Commission investigations rose to \$1,974,650. The cases giving rise to that figure include fines levied and fee arrearages assessed, together with the value of permits subject to revocation proceedings.

ADJUDICATIONS

JUDICIAL RULINGS AND APPEALS

In 1983, 13 new appeals of Commission decisions were filed in Superior Court. Final decisions were rendered by the Superior or Supreme Court in 10 cases. At year end, 102 court appeals were still pending.

Synopses of major decisions follow.

State of Alaska v. Ostrosky

(Alaska Supreme Court Opinion No. 2702, July 19, 1983. Upheld by United States Supreme Court on May 21, 1984.)

Harold Ostrosky and his two daughters, Lori and Julianne, were convicted of fishing without a limited entry permit in Bristol Bay. They asked for post-conviction relief, challenging the constitutionality of the Limited Entry Act. The Alaska Supreme Court in July 1983 ruled on their case, upholding the constitutionality of the Limited Entry Act generally and the free transferability provisions in particular. The Court found that the 1972 amendment to the state constitution was intended to authorize limited entry and overrides any previous constitutional provisions that might otherwise prohibit it. The Court went on to find that free transferability places no greater burden on the various rights and privileges conferred by the Alaska constitution than do alternative transfer methods. The legislative objectives in adopting free transferability were affirmed as legitimate, and no equal protection violation was found.

The objectives cited by the Court were:

--By making permits inheritable and transferable among family members, the Act ensures that a fishing family will be able to continue to fish if the permit holder dies or is disabled, thus protecting the family's source of income and its investment in vessel and gear. This prevents economic distress among fishermen and those dependent upon them for a livelihood.

--By making it possible for a person who has fished one permit to purchase a different one, the Act allows fishermen to move to more profitable gear types (from hand troll to purse seine, for instance) and to fish a different area when their usual area becomes distressed. This prevents economic distress among fishermen, and retains the mobility that Alaska fishermen have enjoyed in the past.

--By making permits salable, the Act creates a market for them. Price depends largely on the state of the fishery. Thus, in order to keep the fisheries healthy, fishermen will obey conservation laws, assist in the apprehension of violators of those laws, and willingly contribute to aquaculture programs.

--By giving permit holders an incentive--money--to transfer their permits, the Act prevents the creation of a closed class of fishermen. The number of transfers to date has been very large.

ADJUDICATIONS

--By making the acquisition of a permit certain by payment of the purchase price, the Act allows fishermen to plan where they will fish, what type of gear they will use, and what investments in vessels and gear they can prudently make.

--By not setting up any complex eligibility formulae for new entrants, the Act makes the transfer system readily understandable to those it will affect.

--By not requiring the Commission to get involved in transfers to an extent beyond the simple processing of transfer applications and the certification that the proposed transferee has the present ability to fish, the Act eases the Commission's administrative burden and allows it to focus its attention on other necessary duties, such as the setting of optimum numbers for limited fisheries and deciding whether presently open fisheries should be limited.

The Ostroskys appealed the foregoing decision to the U.S. Supreme Court. In response to an invitation from the Court to file a brief in the case as amicus curiae, the U.S. Solicitor General expressed the opinion of the federal government that Alaska's Limited Entry Act is constitutional and urged the Court to uphold the decision of the Alaska Supreme Court. On May 21, 1984, the U.S. Supreme Court dismissed the Ostroskys' appeal for want of a substantial federal question, leaving undisturbed the foregoing decision of the Alaska Supreme Court and upholding the constitutionality of the Limited Entry Act.

Rutter v. CFEC

(Supreme Court Opinion No. 2712, August 26, 1983.)

In a second major limited entry decision, the Alaska Supreme Court struck down the point system in the handtroll fishery. The Court found that the point system violated the statutory mandate to consider the percentage of income derived from the fishery, reliance on alternative occupations, and investment in vessel and gear. The Court upheld the maximum number adopted for the fishery. In response to the Court's decision, the Commission is currently preparing a revised point system for the handtroll fishery.

DECISION DIGESTING SYSTEM

A digest of Commission precedent was made available to the public through law libraries around the state and by subscription in June of 1983. The digest consists of synopses of Commission decisions categorized and listed by subject. This provides a valuable research aid for applicants or their attorneys in bringing cases before the Commission. Synopses by case number and a cross index by name are also provided. Expansion, editing, and updating of the digest are continuing activities.

LICENSING

1983 COMMERCIAL FISHERIES LICENSING

The Commercial Fisheries Entry Commission (CFEC) issued a total of 47,948 permits and vessel licenses for calendar year 1983, a 3% increase over the 1982 total. This generated \$3,006,635 in gross revenues, a 4% increase over 1982's receipts.

The Commission's net revenues for the General Fund totalled \$2,549,219 for 1983. Net revenues decreased 7% from the 1982 level, as a result of the much larger contribution the Commission made to the Fishermen's Fund in accordance with AS 23.35.060. The contribution to Fishermen's Fund rose from \$151,308 in 1982 to \$457,416 in 1983. This 202% increase resulted from changes in the fee schedule which raised the commercial fishing license fee from \$10 to \$30 for residents and from \$30 to \$90 for nonresidents; the Commission transfers 60% of the commercial fishing license fee for each permit holder to the Fishermen's Fund.

The following is a categorical breakdown of permits for calendar year 1983:

Number of limited entry permits renewed.....	10,896
Number of limited entry permits not renewed.....	383

ADJUDICATIONS

Number of new limited entry permits issued.....	1,210*
Number of interim permits in limited fisheries.....	686
Number of interim permits in unlimited fisheries.....	17,995
Number of Institutional (hatchery) permits.....	8
TOTAL PERMITS.....	30,795
Percentage change from preceding year.....	+2%

* This figure primarily represents non-transferable salmon hand troll permits issued during 1983.

Beginning in 1982, the Commission offered permit holders the option of renewing for two years at a time. During 1983, 6% of the permits (1,975) were renewed for 1983 and 1984.

Vessel licensing during 1983 increased 5% over 1982, from 16,633 to 17,536, generating \$350,720 in revenue for the General Fund.

LICENSING

The following table illustrates licensing history from 1974 through 1983, showing the cumulative percentage increase in total licenses issued each year as compared to 1974 when the Commission first began issuing licenses.

Table 1.--CFEC licensing history for the years 1974 through 1983, including the total number of permits issued in all limited and unlimited fisheries, the total number of vessel licenses issued each year since CFEC assumed that function in 1978, and annual and cumulative percent changes in the total number of permits and vessel licenses issued.

Calendar Year	Total Number of Permits Issued	Total Number of Vessel Licenses Issued	Percent Change From Preceding Calendar Year	Cumulative % Change Since 1974
1974	18,771	-0-		
1975	19,134	-0-	2.0	2.0
1976	19,245	-0-	1.0	2.6
1977	20,801	-0-	8.1	10.8
1978	23,799	14,500	84.1	104.0
1979	28,728	15,683	15.9	136.5
1980	32,211	16,903	10.6	161.6
1981	29,790	16,313	- 6.0	146.0
1982	30,081	16,633	1.3	148.8
1983	30,795	17,536	3.0	157.0

KODIAK REMOTE LICENSING PROJECT

The Entry Commission opened a licensing office at the Department of Fish and Game office in Kodiak on January 10, 1983. This was a pilot project to determine the feasibility of issuing licenses from remote sites. The office is fully equipped to issue permit cards and vessel licenses for fishermen who come into the office.

The Kodiak office utilizes the same computer system which is in place in Juneau, linked by satellite via the Anchorage Data Center. Use of the Kodiak office for licensing purposes has yet to reach anticipated levels. During 1983, 1,793 permits and 1,018 vessel licenses were issued from the office. More than 99% of the licenses issued by the Kodiak office were to resident fishermen. To encourage greater use of the Kodiak office, the Commission has widely publicized the presence of the Kodiak office in newspapers and fishing industry periodicals.

In addition to issuing licenses, the Kodiak office provides information to the public and data to the Alaska Department of Fish and Game. Public response to the Kodiak office has been very favorable.

LICENSING

BRISTOL BAY PILOT PROJECT

During the months of June and July 1983, the Entry Commission conducted a pilot project intended to reduce illegal fishing activity in the Bristol Bay area resulting from abuse of the emergency transfer provision. Requested by the legislature, the project also sped up the emergency transfer process. The Commission employed two transfer technicians to work out of the King Salmon and Dillingham Department of Fish and Game offices. The technicians were to review all requests for emergency transfers of salmon permits and contact the Transfer Officer in Juneau by telephone to obtain immediate approval or denial of the requested transfer; the transferee was allowed to retain a copy of the form to use for fishing only if the transfer was approved. In order to facilitate this procedure, despite the difference in time zones existing then, the Juneau office was staffed seven days a week until 6:30 pm.

This project was very successful in reducing the number of emergency transfers requested for unacceptable reasons; fishermen who in the past would request emergency transfers knowing that the transferee could fish with the carbon copy of the form until he received notice of denial apparently did not bother to request transfers during the course of the project as the ratio of denied to approved transfers decreased

significantly. The Dillingham office received 31 requests for emergency transfer during June and July, of which 29 were approved and 2 denied; the King Salmon office received 25 requests, of which 20 were approved and 5 denied. Although comparable statistics are not available for prior years, a logbook kept in King Salmon reflected that the ADF&G office there dealt with 44 individuals requesting emergency transfers or related information during the months of June and July 1982.

In addition to requests for emergency transfers, the Commission staff in the field provided assistance with requests for duplicate licenses and provided general information about Commission regulations and policies. As time allowed, efforts were made to examine fish tickets for indicators of potentially illegal fishing activities so that local enforcement personnel could be alerted promptly. In most cases enforcement officers must see the illegal activity in progress in order to take any action. Reactions to the project were favorable, both from the public and from agencies in the two areas. It was very beneficial to have personnel in the field with training in Entry Commission regulations as it freed the staff of the Fish and Game and the staff of Fish and Wildlife Protection offices from having to respond to permit-related questions, and provided more accurate information to the public. The Commission intends to continue this project in 1984.

RESEARCH

In 1983, the Commission was involved in a number of different research projects. These projects were designed to help monitor trends in Alaska's fisheries, to document and evaluate changes occurring under the entry limitation program, and to provide a means to help forecast the consequences of gear reductions in limited fisheries. The following section provides a brief overview of 1983 research activities.

PERMIT PRICES

Extensive research on limited entry permit market values was completed in 1983. The results of the research conducted by Dr. Jonathan M. Karpoff are published in three reports, which are available through the Commission.

In Limited Entry Permit Prices (CFEC Report 83-6), Dr. Karpoff empirically tests hypotheses concerning valuation of entry permits. The findings indicate that permit prices are strongly correlated with expected future profitability, that expectations concerning future profitability are revised in accord with experience and Alaska Department of Fish and Game run forecasts, and that the advent of state subsidized permit loans in 1979 resulted in sharp increases in permit prices. Karpoff also found that contemporaneous price differentials were declining over time suggesting that permit markets are maturing.

In Non-Pecuniary Benefits in Commercial Fishing: Empirical Findings From the Alaska Salmon Fisheries (CFEC Report 83-7), Karpoff examines the importance of psychic benefits to fishermen. He concludes that, while limited entry permit prices reflect primarily pecuniary factors, the continued presence of many low-revenue fishers in these fisheries suggest that they, at least, derive non-money benefits. However, these benefits did not appear to depend upon gear type or geographic area of the fishery.

In Low-Interest Loans and the Markets for Limited Entry Permits in the Alaska Salmon Fisheries, Dr. Karpoff demonstrates empirically that the initiation of the state subsidized permit loan program coincided with increases in both transfer volume and entry permit prices which could not be explained by other factors.

OPERATING COSTS AND NET RETURNS

Information on operating costs, net earnings, and rates of return are useful for a wide range of policy analyses. The data is especially needed to monitor the limited entry program and to evaluate the consequences of further gear reductions. CFEC has developed a methodology for utilizing survey data, combined with licensing records and catch records, to derive models which estimate operating costs and net returns as functions of information which is collected on an ongoing

RESEARCH

basis by administrative processes. This methodology is described in A Suggested Methodology for Estimating the Distribution of Operating Costs and Net Returns on Alaska's Salmon Fisheries (CFEC Report 83-9), a report prepared for the 34th Alaska Science Conference by Commission staff, Kurt Schelle and Ben Muse.

In 1983 preliminary fiscal models for the 1981 Southeast drift gill net, power troll, and seine fleets were developed. Draft reports (83-4, 83-5, and 83-6) on the models were circulated for comments. The models are currently being revised and extended to provide estimates for the 1980-1982 time period. Reports will be available in 1984.

In 1983 CFEC conducted operating costs surveys of the Prince William Sound drift gill net, Cook Inlet drift gill net, and Cook Inlet seine salmon fleets. Results from these surveys will be available in 1984. CFEC will use the data to develop fiscal models for those fisheries.

The fiscal models developed by CFEC will also be used to help evaluate the economic consequences of further gear reductions under alternative optimum number and buyback scenarios.

PERMIT OWNERSHIP PATTERNS

In 1983 CFEC prepared an updated version of an extensive study on permit ownership patterns. The report, Changes in the Distribution of Permit Ownership in Alaska's Limited Fisheries 1975-1982 (CFEC Report 84-1), examines the 31 limited fisheries for which permanent permits had been issued by the end of 1982. It provides fishery specific and statewide data on transfer incidence, the initial geographic distribution of permit holders, changes due to transfer, changes due to migration, and the year-end 1982 geographic distribution of permit holders. Extensive information is also provided on the age distribution of permit holders, age differences between transferors and transfer recipients, the incidence of inter-family and business partner transfers, transfer payment methods, and transfer financing methods.

The report's findings indicate that from initial issuance through 1982, permit ownership by rural residents living in areas local to limited fisheries has declined, while permit ownership by urban residents of Alaska and non-residents has increased. Most of this change in the geographical distribution of permit ownership has occurred through permit transfers as opposed to migration of permit holders. 42.1% (195 permits) of the decrease in permits held by "rural local" residents resulting from transfers has occurred in the Bristol Bay fisheries.

RESEARCH

The consequences of free transferability with respect to the geographical distribution of permit ownership are matters of widespread interest. CFEC will therefore continue to update this report on an annual basis so that the legislature, the administration, and other concerned parties will be kept accurately apprised of the facts.

OTHER REPORTS

CFEC Policy Discussion Paper

In early 1983, CFEC prepared a policy discussion paper titled Alaska's Limited Entry Program: Some Policy Considerations From an Administrator's Perspective. The paper provides an overview of some perceived problem areas with the present program and includes some suggestions for change which could provide for greater flexibility in the design of future programs. The paper was intended to provoke thought on alternatives and policy options.

Optimum Number Research

Dr. Karpoff also prepared a theoretical paper titled Regulatory Techniques in the Fishery: A Model for Pacific Salmon (CFEC Report 83-1). In the paper, costs and revenues of an individual fishing operation are modeled as functions of effort. Effort is composed of

time and capital inputs, and external effects from other vessels are incorporated into the model. Effects of gear restrictions, vessel restrictions, and season closures are derived. The substitutability of gear and vessel inputs, time spent fishing, and numbers of vessels is examined. Throughout, the regulated competitive common property fishery is contrasted with the fishery under a single owner.

Wholesale Price Report

1983 SLA Chapter 49 required that the Department of Commerce and Economic Development (DCED), in conjunction with the Commercial Fisheries Entry Commission and the Department of Revenue, report to the legislature on the potential development of a program to determine wholesale prices in the state for fresh, frozen, canned and cured salmon products. In January 1984, a report on the possible development of a program to determine Wholesale Price Averages for Salmon Products was submitted to the legislature. The report discussed alternative methodologies for reporting and collecting price information, and provided a qualitative analysis of the benefits and costs to the state and the commercial fishing industry of collecting and reporting wholesale price averages. This report is available from DCED.

RESEARCH

RESEARCH COMPUTING

Commercial Fisheries Entry Commission, in cooperation with the Department of Administration, installed a mini-computer system in June of 1982 to address previously unmet and documented research and fisheries data reporting needs of the Commission. This project was the first attempt at a distributive approach to data processing in the state, which uses full communications networking. The Commission, as a result of this computing facility, has seen a tremendous growth in research products and activities thus attesting to the success of this distributed processing facility.

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Table 2.--Numbers of permits issued in limited fisheries; number held by Alaska residents; number of permit transfer transactions and the actual number of permits involved in those transactions; the net gain or loss of permits to Alaska residents; and transfer survey information.

Fishery & Year	ACTUAL TRANSFER INFORMATION					TRANSFER SURVEY INFORMATION ^{1/}				
	Total No. of Permanent Permits ^{2/}	No. of Permits Held By Alaska Residents ^{3/}	No. of Permit Transfer Transactions	No. of Permits Involved In Transfers	Net Gain or Loss In Permits To Alaska Residents	No. of Permits Financed By Department of Commerce or CFAB ^{4/}	No. of ^{5/} Non-Monetary Transfers	No. of ^{5/} Monetary Transfers	Average Price Paid For Permits	No. of Trans. That Were Financed
HERRING, PURSE SEINE, SAC ROE										
Southeastern										
1977	38	36	0	0	0	--				
1978	41	37	2	2	- 1	--	0	0	0	0
1979	42	38	2	2	0	1	1	0	0	0
1980	42	38	2	2	+ 1	1	2	0	0	0
1981	41	38	1	1	0	4	1	0	0	0
1982	42	39	4	4	0	4	2	2	*	2
1983	42	37	3	3	- 2	5	1	2	*	1
Prince William Sound										
1977	85	77	3	3	- 1	--	0	1	*	1
1978	91	80	7	6	0	--	0	1	*	0
1979	92	81	16	13	+ 1	0	1	2	*	1
1980	92	79	7	7	0	4	1	5	45,000	3
1981	92	77	4	4	- 1	7	1	3	*	3
1982	93	78	10	10	0	12	3	7	71,250	6
1983	97	82	2	2	+ 2	14	1	1	*	1
Cook Inlet										
1977	61	57	1	1	0	--	0	1	*	0
1978	67	62	9	7	0	--	1	1	*	1
1979	68	61	10	7	0	0	0	4	27,500	1
1980	68	59	3	3	0	5	0	2	*	1
1981	68	58	4	4	- 2	6	0	4	7,917	1
1982	69	60	2	2	0	6	0	1	*	1
1983	70	59	1	1	0	6	0	1	*	1
HERRING, GILL NET, SAC ROE										
Southeastern										
1978	10	10	1	1	0	--	0	0	0	0
1979	39	35	2	2	0	1	0	0	0	0
1980	44	38	4	4	+ 1	2	0	4	13,362	4
1981	45	39	4	4	+ 1	6	0	4	13,875	2
1982	59	47	6	6	- 1	10	0	6	27,500	6
1983	67	47	12	12	- 6	7	9	3	29,167	2
Prince William Sound										
1982	24	22	4	4	+ 1	0	1	3	*	1
1983	24	23	4	4	+ 1	3	0	4	17,000	4
SALMON PURSE SEINE										
Southeastern										
1975	398	198	51	51	- 4	--	8	15	10,633	12
1976	409	202	24	21	- 3	--	1	9	9,222	5
1977	411	196	53	50	- 6	--	6	21	16,667	14
1978	413	194	56	50	- 8	--	5	16	30,929	13
1979	413	190	38	36	- 3	1	3	12	39,917	10
1980	414	195	35	34	+ 3	13	9	20	39,778	14
1981	414	194	35	34	0	16	12	23	40,435	12
1982	414	187	31	31	- 6	24	8	22	40,636	13
1983	416	188	34	32	0	26	14	20	38,531	16

See footnotes on page 32

ACTUAL TRANSFER INFORMATION

TRANSFER SURVEY INFORMATION

Fishery & Year	Total No. of Permanent Permits	No. of Permits		ACTUAL TRANSFER INFORMATION			TRANSFER SURVEY INFORMATION				
		Held By Alaska Residents	No. of Permit Transfer Transactions	No. of Permits Involved In Transfers	Net Gain or Loss In Permits To Alaska Residents	No. of Permits Financed By Department of Commerce or CFAB ^{3/}	No. of Non-Monetary Transfers	No. of Monetary Transfers	Average Price Paid For Permits	No. of Trans. That Were Financed	
Prince William Sound	1975	210	164	19	17	+ 2	--	0	7	8,000	5
	1976	247	194	42	36	- 5	--	5	11	10,700	6
	1977	255	198	28	24	- 3	--	1	6	29,800	5
	1978	257	195	36	32	- 5	--	3	10	24,272	4
	1979	258	196	47	41	+ 1	5	3	13	33,846	5
	1980	258	199	29	28	+ 1	15	9	19	38,259	9
	1981	259	192	34	34	- 5	32	18	16	74,250	11
	1982	259	190	26	26	+ 1	40	8	17	97,587	14
	1983	259	188	29	28	- 2	53	10	19	143,186	14
Cook Inlet	1975	49	49	3	2	0	--	0	0	0	0
	1976	63	62	7	6	- 1	--	1	2	*	2
	1977	72	72	12	11	0	--	2	4	10,625	2
	1978	74	74	10	9	0	--	2	5	40,000	4
	1979	75	74	9	8	0	1	2	1	*	1
	1980	75	74	12	12	0	4	3	8	82,785	3
	1981	75	73	10	9	- 1	10	3	7	83,714	5
	1982	77	75	11	11	0	14	6	5	84,267	5
	1983	78	78	15	14	+ 1	21	7	8	90,000	7
Kodiak	1975	334	242	22	22	+ 4	--	4	7	4,571	5
	1976	358	262	42	40	- 1	--	6	13	9,736	5
	1977	365	270	72	62	+ 3	--	13	19	17,611	7
	1978	371	275	61	52	+ 2	--	11	9	47,611	9
	1979	374	274	57	41	- 2	3	5	12	66,045	6
	1980	375	277	35	34	+ 3	25	4	25	70,960	20
	1981	375	282	37	36	+ 6	50	18	19	69,605	14
	1982	376	285	43	42	+ 4	64	14	29	75,511	29
	1983	377	290	47	47	+ 4	81	19	28	69,903	26
Chignik	1975	85	64	4	4	0	--	1	1	*	1
	1976	90	72	4	4	0	--	2	0	0	0
	1977	90	73	6	5	+ 1	--	2	1	*	1
	1978	90	76	3	3	0	--	1	0	0	0
	1979	90	76	1	1	+ 1	0	0	0	0	0
	1980	90	76	1	1	0	2	1	0	0	0
	1981	90	74	5	4	- 1	5	2	3	*	3
	1982	90	74	7	6	0	5	5	2	*	1
	1983	90	74	4	4	0	9	2	2	*	1
Alaska Peninsula	1975	106	95	3	3	0	--	0	0	0	0
	1976	112	99	6	5	0	--	3	0	0	0
	1977	113	100	15	13	0	--	4	1	*	0
	1978	115	105	12	12	+ 1	--	2	3	*	2
	1979	117	103	13	12	- 3	0	3	5	66,000	1
	1980	117	99	19	17	- 3	3	11	5	102,500	2
	1981	117	98	9	9	0	7	7	2	*	2
	1982	118	99	5	5	0	6	3	2	*	0
	1983	118	98	22	19	- 2	7	16	6	195,000	8

Fishery & Year	ACTUAL TRANSFER INFORMATION					TRANSFER SURVEY INFORMATION					
	Total No. of Permanent Permits	No. of Permits Held By Alaska Residents	No. of Permit Transfer Transactions	No. of Permits Involved In Transfers	Net Gain or Loss In Permits To Alaska Residents	No. of Permits Financed By Department of Commerce or CFAB	No. of Non-Monetary Transfers	No. of Monetary Transfers	Average Price Paid For Permits	No. of Trans. That Were Financed	
SALMON BEACH SEINE											
Kodiak	1975	21	20	0	0	0	--	0	0	0	0
	1976	23	22	2	2	0	--	0	0	0	0
	1977	30	27	10	8	- 1	--	1	3	*	2
	1978	33	30	16	14	0	--	4	3	*	1
	1979	33	30	7	7	- 1	0	1	4	36,500	3
	1980	34	31	9	9	- 1	0	2	4	41,375	2
	1981	34	32	10	8	0	4	3	7	42,429	5
	1982	34	32	4	4	0	3	2	2	*	2
	1983	35	32	5	5	0	6	2	3	50,000	3
SALMON DRIFT GILL NET											
Southeastern	1975	431	293	94	89	+ 6	--	9	28	9,211	21
	1976	449	313	59	48	+ 4	--	6	12	10,213	7
	1977	460	323	71	68	+ 6	--	11	25	16,262	17
	1978	463	329	81	67	+ 4	--	11	26	34,604	18
	1979	464	324	72	60	- 6	9	8	19	41,763	14
	1980	464	320	59	56	- 3	34	15	42	41,250	31
	1981	464	317	66	61	- 2	54	25	41	43,898	35
	1982	466	318	74	66	- 8	64	29	44	38,650	37
	1983	467	323	50	45	0	76	12	38	34,653	26
Prince William Sound	1975	494	366	36	33	+ 1	--	4	9	3,089	6
	1976	514	390	70	64	+ 3	--	10	18	4,500	15
	1977	524	393	83	71	- 2	--	8	30	13,750	20
	1978	528	386	84	69	- 2	--	8	25	27,742	19
	1979	531	386	68	62	+ 1	3	11	22	35,632	13
	1980	531	388	54	51	+ 4	14	14	30	27,810	22
	1981	531	399	74	73	+ 8	54	19	55	32,836	37
	1982	531	385	78	72	-11	69	23	54	46,337	37
	1983	533	396	54	53	+ 1	99	15	39	61,760	30
Cook Inlet	1975	453	291	30	30	+ 3	--	3	10	3,911	3
	1976	514	342	76	73	+ 1	--	9	29	5,552	12
	1977	539	359	87	79	- 4	--	13	28	9,643	14
	1978	549	365	87	82	- 2	--	20	21	36,825	15
	1979	554	371	86	75	+ 3	6	13	24	82,636	18
	1980	554	373	76	72	+ 1	42	32	38	67,224	30
	1981	554	374	76	73	- 1	81	28	48	67,629	43
	1982	555	383	64	61	+ 4	92	22	42	58,176	34
	1983	555	390	72	69	+ 5	115	19	53	69,919	40

See footnotes on page 32

Fishery & Year	ACTUAL TRANSFER INFORMATION					TRANSFER SURVEY INFORMATION					
	No. of Permits		No. of Permit Transfer Transactions	No. of Permits Involved In Transfers	Net Gain or Loss In Permits To Alaska Residents	No. of Permits Financed By Department of Commerce or CFAB ^{3/}	No. of Non-Monetary Transfers	No. of Monetary Transfers	Average Price Paid For Permits	No. of Trans. That Were Financed	
	Total No. of Permanent Permits	Held By Alaska Residents									
Alaska Peninsula	1975	152	109	4	4	0	--	1	0	0	0
	1976	153	110	17	17	0	--	1	4	6,333	1
	1977	154	108	31	26	- 1	--	7	7	10,286	5
	1978	156	109	27	25	- 5	--	6	5	15,000	3
	1979	156	108	32	26	- 1	0	7	4	60,625	3
	1980	156	104	28	25	- 4	12	16	11	92,454	6
	1981	156	101	23	23	- 4	15	13	10	123,500	7
	1982	156	98	25	24	- 2	18	10	14	128,833	8
	1983	156	96	26	23	- 1	17	16	10	157,700	6
Bristol Bay	1975	1,416	767	81	80	+ 9	--	16	19	1,166	9
	1976	1,622	918	126	124	0	--	34	30	2,536	10
	1977	1,663	947	213	196	-11	--	47	63	6,180	40
	1978	1,700	973	235	211	-13	--	49	78	21,638	52
	1979	1,717	973	225	197	-11	7	44	51	64,588	37
	1980	1,717	968	169	162	0	87	57	90	91,925	65
	1981	1,720	967	168	161	- 3	143	81	87	84,327	68
	1982	1,724	964	183	179	-14	188	60	122	95,936	87
	1983	1,727	993	160	155	+17	281	60	100	98,923	90
SALMON SET GILL NET											
Yakutat	1975	147	131	9	8	+ 2	--	1	3	*	2
	1976	156	140	15	15	+ 1	--	8	4	6,000	2
	1977	158	141	16	15	- 1	--	2	5	7,000	1
	1978	161	142	22	20	- 1	--	4	5	10,480	2
	1979	164	143	13	12	- 3	0	3	3	*	1
	1980	164	146	16	15	0	2	10	3	32,500	2
	1981	164	145	23	20	0	5	12	11	26,682	7
	1982	164	145	15	14	- 2	11	7	8	32,792	5
	1983	164	144	18	17	- 2	12	14	4	27,250	2
Prince William Sound	1975	26	21	2	2	+ 2	--	0	0	0	0
	1976	28	23	0	0	0	--	0	0	0	0
	1977	28	21	2	2	- 1	--	0	0	0	0
	1978	28	23	5	4	+ 1	--	0	2	*	1
	1979	28	23	2	2	0	0	0	1	*	1
	1980	28	24	3	3	+ 1	0	2	0	0	0
	1981	29	24	2	2	0	1	0	2	*	1
	1982	30	27	5	5	+ 2	2	0	5	19,400	5
	1983	30	28	9	8	+ 1	2	3	6	24,167	6

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Fishery & Year	ACTUAL TRANSFER INFORMATION					TRANSFER SURVEY INFORMATION					
	Total No. of Permanent Permits	No. of Permits Held By Alaska Residents	No. of Permit Transfer Transactions	No. of Permits Involved In Transfers	Net Gain or Loss In Permits To Alaska Residents	No. of Permits Financed By Department of Commerce or CFAB ^{3/}	No. of Non-Monetary Transfers	No. of Monetary Transfers	Average Price Paid For Permits	No. of Trans. That Were Financed	
Cook Inlet	1975	652	608	47	46	0	--	7	9	2,250	6
	1976	712	670	77	74	+ 9	--	14	14	1,778	7
	1977	731	690	93	90	+ 3	--	12	29	4,821	15
	1978	742	698	129	120	+ 1	--	23	46	9,824	15
	1979	744	699	99	92	- 6	0	24	20	23,412	9
	1980	744	697	89	87	+ 4	5	35	48	18,362	28
	1981	744	685	110	103	- 7	17	52	58	15,276	36
	1982	744	693	90	86	0	25	41	47	17,200	22
	1983	743	683	103	101	-11	32	52	51	18,340	27
Kodiak	1975	139	103	22	22	+ 8	--	7	7	5,380	5
	1976	176	133	37	34	- 2	--	4	10	3,900	2
	1977	181	137	28	26	+ 1	--	5	7	6,600	4
	1978	184	141	28	25	+ 2	--	9	6	19,800	4
	1979	185	140	32	27	0	1	4	10	33,667	6
	1980	186	140	34	33	+ 1	6	12	12	38,750	9
	1981	186	142	25	25	+ 1	17	16	9	41,278	9
	1982	186	139	28	28	- 3	18	15	12	39,817	8
	1983	186	140	19	18	+ 1	20	11	8	76,525	4
Alaska Peninsula	1975	82	76	4	3	0	--	2	0	0	0
	1976	105	98	5	5	0	--	2	3	*	1
	1977	106	95	15	14	- 1	--	1	4	5,150	1
	1978	108	100	14	13	+ 1	--	3	2	*	0
	1979	106	100	12	11	0	0	2	0	0	0
	1980	109	99	17	14	- 2	1	6	6	15,625	3
	1981	109	99	21	21	0	3	12	9	54,278	7
	1982	109	97	19	19	- 1	5	8	11	54,636	7
	1983	109	97	24	24	0	5	14	10	55,420	3
Bristol Bay	1975	716	592	22	22	+ 2	--	9	0	0	0
	1976	759	620	68	65	- 4	--	23	11	2,755	6
	1977	824	669	76	74	- 6	--	21	19	2,694	4
	1978	891	733	133	125	+ 4	--	39	27	8,507	9
	1979	910	745	133	125	- 5	1	32	38	18,184	16
	1980	913	731	113	111	- 9	11	43	55	32,014	26
	1981	914	717	112	106	-16	30	55	57	26,000	34
	1982	916	708	118	115	-12	48	36	79	37,394	47
	1983	929	712	97	94	- 4	66	47	50	41,246	31

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Fishery & Year	ACTUAL TRANSFER INFORMATION						TRANSFER SURVEY INFORMATION				
	Total No. of Permanent Permits	No. of Permits		No. of Permit Transfer Transactions	No. of Permits Involved In Transfers	Net Gain or Loss In Permits To Alaska Residents	No. of Permits Financed By Department of Commerce or CFAB ^{3/}	No. of Non-Monetary Transfers	No. of Monetary Transfers	Average Price Paid For Permits	No. of Trans. That Were Financed
		Held By Alaska Residents									
SALMON POWER TROLL											
Southeastern	1975	849	619	137	130	+23	--	11	52	5,303	27
	1976	915	677	78	76	+ 2	--	14	29	5,065	18
	1977	929	698	159	147	+16	--	11	64	8,831	25
	1978	934	720	143	127	+13	--	13	78	15,457	39
	1979	939	720	126	108	- 2	23	13	61	26,680	39
	1980	939	706	97	94	-12	70	11	82	33,596	51
	1981	939	715	95	92	+ 7	119	27	68	28,938	48
	1982	940	720	86	83	- 3	143	12	74	21,630	50
	1983	939	726	95	94	0	158	19	76	20,878	76
SALMON HAND TROLL											
Southeastern	1982	696	665	56	53	- 2	0	20	36	3,828	4
	1983	2,121	1,979	100	98	- 6	7	14	86	4,948	22
SALMON FISHWHEEL											
Upper Yukon	1976	80	80	2	2	0	--	0	0	0	0
	1977	107	107	2	2	0	--	0	0	0	0
	1978	108	107	11	10	0	--	0	0	0	0
	1979	114	114	6	6	0	0	1	3	*	1
	1980	114	114	9	9	0	0	2	7	9,320	2
	1981	123	123	16	16	0	0	2	14	10,893	5
	1982	130	130	12	12	0	0	4	8	10,500	2
	1983	130	129	19	19	- 1	2	12	7	11,643	4
A-Y-K GILL NET											
Upper Yukon	1976	35	35	1	1	0	--	0	0	0	0
	1977	44	44	1	1	0	--	0	1	*	0
	1978	47	46	2	2	0	--	0	0	0	0
	1979	49	48	5	5	0	0	1	2	*	1
	1980	48 ^{5/}	47	6	5	0	0	4	1	*	0
	1981	64	64	8	8	0	0	6	4	5,000	0
	1982	72	71	9	8	+ 1	0	3	6	8,366	0
	1983	72	70	10	9	- 1	0	5	5	10,600	1
Kuskokwim	1976	688	688	8	8	0	--	3	0	0	0
	1977	761	761	18	18	0	--	11	0	0	0
	1978	766	765	50	47	0	--	26	6	6,100	2
	1979	781	780	39	37	0	1	17	10	6,420	4
	1980	782	781	59	56	0	3	30	18	6,912	6
	1981	785	784	49	47	- 1	4	35	14	8,339	4
	1982	831	829	44	44	- 1	4	35	10	9,722	3
	1983	831	828	64	63	0	4	55	9	10,222	3

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Fishery & Year	ACTUAL TRANSFER INFORMATION						TRANSFER SURVEY INFORMATION				
	Total No. of Permanent Permits	No. of Permits		No. of Permit Transfer Transactions	No. of Permits Involved In Transfers	Net Gain or Loss In Permits To Alaska Residents	No. of Permits Financed By Department of Commerce or CFAB ^{3/}	No. of Non-Monetary Transfers	No. of Monetary Transfers	Average Price Paid For Permits	No. of Trans. That Were Financed
		Held By Alaska Residents									
Kotzebue	1976	118	118	4	4	0	--	2	0	0	0
	1977	175	175	2	2	0	--	0	0	0	0
	1978	177	177	17	17	0	--	5	1	*	1
	1979	180	180	18	18	0	0	3	8	5,200	2
	1980	194	193	12	11	0	0	6	3	*	1
	1981	211	208	18	18	- 1	0	10	8	7,812	0
	1982	219	216	25	23	- 1	2	14	11	9,591	3
1983	219	216	17	17	0	5	5	12	13,083	6	
Lower Yukon	1976	678	677	6	5	0	--	4	0	0	0
	1977	692	691	9	9	0	--	3	2	*	0
	1978	695	691	26	25	- 1	--	14	5	6,700	3
	1979	702	698	28	27	0	0	12	8	5,834	1
	1980	703	698	45	44	0	1	26	10	9,060	3
	1981	706	703	36	35	0	1	24	12	9,333	5
	1982	707	704	40	38	0	2	27	13	18,250	6
1983	703	698	74	71	- 1	4	47	27	22,630	6	
Norton Sound	1976	169	169	0	0	0	--	0	0	0	0
	1977	176	174	2	2	- 1	--	0	0	0	0
	1978	176	176	8	8	0	--	1	4	4,350	3
	1979	177	176	11	11	- 1	0	2	5	6,300	1
	1980	177	175	18	18	- 1	1	3	12	7,833	4
	1981	195	194	17	16	0	2	7	10	9,450	5
	1982	200	199	20	19	0	3	9	11	10,100	3
1983	201	199	22	20	- 1	7	14	8	11,500	3	
TOTAL ^{6/}	1975	6,762	4,808	590	568	+58	--	83	167	5,634	102
	1976	9,173	7,114	776	729	+ 4	--	152	199	5,488	99
	1977	9,772	7,639	1,108	1,019	- 9	--	181	341	10,206	178
	1978	9,975	7,819	1,315	1,185	- 9	--	260	385	20,445	220
	1979	10,104	7,886	1,209	1,071	-37	63	216	342	29,291	194
	1980	10,132	7,869	1,060	1,017	-15	363	366	560	45,946	348
	1981	10,204	7,918	1,092	1,047	-22	693	442	605	44,731	409
	1982	11,031	8,679	1,144	1,100	-54	882	425	706	49,603	448
	1983	12,488	10,043	1,211	1,169	- 7	1,150	516	695	50,442	469

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Footnotes to Table 2

- 1/ Completion of the transfer survey has been required only since January 26, 1981. Transfer information for the years 1975 through 1980 is based on voluntary completion of surveys by some of those involved in permit transfers.
 - 2/ Decreases in numbers of permanent permits is caused by revocations.
 - 3/ From 1975-1978 residency figures were calculated using the permit holder's address. After 1978 permit holders were required to declare their residency status on the renewal form and residency figures were taken from those declarations. These numbers may differ somewhat from those reported in Changes in the Distribution of Permit Ownership in Alaska's Limited Fisheries published by CFEC. In that report all persons who declared Alaska residency status but had out-of-state addresses are counted as non-residents.
 - 4/ The Department of Commerce permit loan program began in 1979; the Commercial Fishing and Agricultural Bank loan program began in 1980. The numbers shown in this column are not the numbers of new loans made per year. They are numbers of loan indicators on the CFEC permit file each year. A loan is counted each year until paid off. The figures include financing of permit transfers and permits used as collateral for commercial fishing loans.
 - 5/ Permit sales used to compute average permit prices are counted here as monetary transfers. All other transfers are counted as non-monetary. For a different version of this data, where gifts, trades, sales and "other" forms of transfer are examined, see Changes in the Distribution of Permit Ownership in Alaska's Limited Fisheries, CFEC, Jan. 1984.
 - 6/ Total average price is the sum of the total amount paid for transfers (as shown by the transfer surveys) divided by the total number of sales shown on the surveys.
- * An asterisk indicates that there were fewer than 4 sales. Price is omitted to preserve confidentiality.

Table 3--Loans made by Department of Commerce and Economic Development for the purchase of entry permits, ^{1/}all years through FY 1982 in the 22 House Election Districts--

House Election District	Permit Only		Permit & Vessel		Total	
	No.	Dollars	No.	Dollars	No.	Dollars
1	35	\$1,095,228	8	\$ 456,350	43	\$1,551,578
2	40	1,455,646	12	1,081,983	52	2,537,629
3	40	1,259,203	4	155,030	44	1,414,233
4	59	2,219,870	23	1,414,937	82	3,634,807
5	34	1,474,816	9	628,750	43	2,103,566
6	15	700,921	1	160,000	16	860,921
7-12	93	4,492,966	8	606,200	101	5,099,166
13	96	5,175,152	19	1,400,725	115	6,575,877
14	51	2,712,120	6	609,900	57	3,322,020
15	8	589,500	4	363,000	12	952,500
16	28	1,373,829	7	661,200	35	2,035,029
17,18,19	10	454,177	-	-	10	454,177
20	9	334,100	1	55,000	10	389,100
21	1	5,625	-	-	1	5,625
22	3	20,873	-	-	3	20,873
TOTALS	522	\$23,364,026	102	\$7,593,075	624	\$30,957,101
<u>TOTALS BY FISCAL YEAR</u>						
FY 72-78	3	\$ 103,250	-	\$ -	3	\$ 103,250
FY 79	22	673,775	38	2,810,608	60	3,484,383
FY 80	98	4,221,676	48	3,598,686	146	7,820,362
FY 81	174	7,637,392	16	1,183,781	190	8,821,173
FY 82	225	10,727,933	-	-	225	10,727,933
TOTALS	522	\$23,364,026	102	\$7,593,075	624	\$30,957,101

^{1/} Information through 6/30/82 supplied by Department of Commerce and Development on the basis of the 22 House Eleaction Districts under the 1970 reapportionment. Table 3A, on the facing page, shows loans subsequent to 6/30/82 on the basis of the 27 new House Election Districts created by the 1980 reapportionment which became effective in 1982.

Table 3A--Loans made by Department of Commerce and Economic Development for the purchase of entry permits in the 27 House Election Districts, 7/1/82 through 12/31/83^{1/}

House Election District ^{2/}	Permit Only		Permit & Vessel		Total	
	No.	Dollars	No.	Dollars	No.	Dollars
1 Ketchikan-Wrangell-Petersburg	27	\$967,088	1	\$ 57,600	28	\$ 1,024,688
2 Cordova-Hydaburg ^{3/}	32	1,208,613	2	171,815	34	1,380,428
3 Sitka-Pelican-Port Alexander	13	194,200	2	53,550	15	247,750
4 Juneau	14	480,349	2	86,580	16	566,929
5 Homer-Soldotna	40	2,460,827	-	-	40	2,460,827
6 Seward-Valdez	11	820,215	-	-	11	820,215
7-15 Anchorage	35	2,112,763	-	-	35	2,112,763
16 Palmer-Wasilla-Talkeetna	1	71,500	-	-	1	71,500
17 Delta-Nenana-Glennallen	1	7,200	-	-	1	7,200
18 Badger-Eielson AFB ^{4/}	-	-	-	-	-	-
19 Steese-Ft. Wainwright ^{4/}	-	-	-	-	-	-
20 Fairbanks	6	306,480	1	92,893	7	399,373
21 University-Chena ^{4/}	-	-	-	-	-	-
22 Kotzebue-Barrow	2	93,976	-	-	2	93,976
23 Lower Yukon-Norton Sound	1	11,000	-	-	1	11,000
24 Interior Yukon River	-	-	-	-	-	-
25 Kuskokwin	4	254,010	-	-	4	254,010
26 Bristol Bay-Aleutians	9	737,764	-	-	9	737,764
27 Kodiak-Chignik	21	1,360,565	1	83,500	22	1,444,065
TOTALS	217	\$11,086,550	9	\$545,938	226	\$11,632,488
<u>TOTALS BY FISCAL YEAR</u>						
FY83	188	\$ 9,466,624	6	\$397,935	194	\$9,864,559

^{1/} Information supplied by the Department of Commerce on the basis of the 27 House Election Districts under the 1980 reapportionment effective in 1982.

^{2/} Election districts are designated by official number; unofficial names are also supplied here.

^{3/} The "Iceworm District," which includes Cordova and Yakutat, plus Skagway, Haines and other small Southeastern communities.

^{4/} Outlying areas surrounding Fairbanks.