

THE
1984
ANNUAL REPORT
OF THE
COMMERCIAL FISHERIES
ENTRY COMMISSION



COMMERCIAL FISHERIES ENTRY COMMISSION

Commission

Bruce Twomley, Chairman
Rich Listowski
Phil Smith

Adjudications

David A. Ingram, Managing Hearing Officer

Administration and Data Processing

Roger Kolden, Director

Licensing

Christine Kelly, Licensing Administrator

Research

Kurt Schelle, Director

Office Location:

Capital Office Park, 1255 West Eighth Street, Juneau, Alaska

Mailing Address

Pouch KB, Juneau, Alaska 99811

Telephone

(907) 586-3456

Kodiak Licensing Office

c/o Department of Fish and Game
Mission and Kashervaroff Roads
Kodiak, Alaska
Telephone (907) 486-4791

Typist for Annual Report

Dolores Wynn

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INTRODUCTION

The Commercial Fisheries Entry Commission (CFEC) is an independent 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.

Establishing application periods and implementing systems to rank eligible applicants according to their relative hardship 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.

Issuing licenses as required for all vessels used to participate in the State's commercial 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.

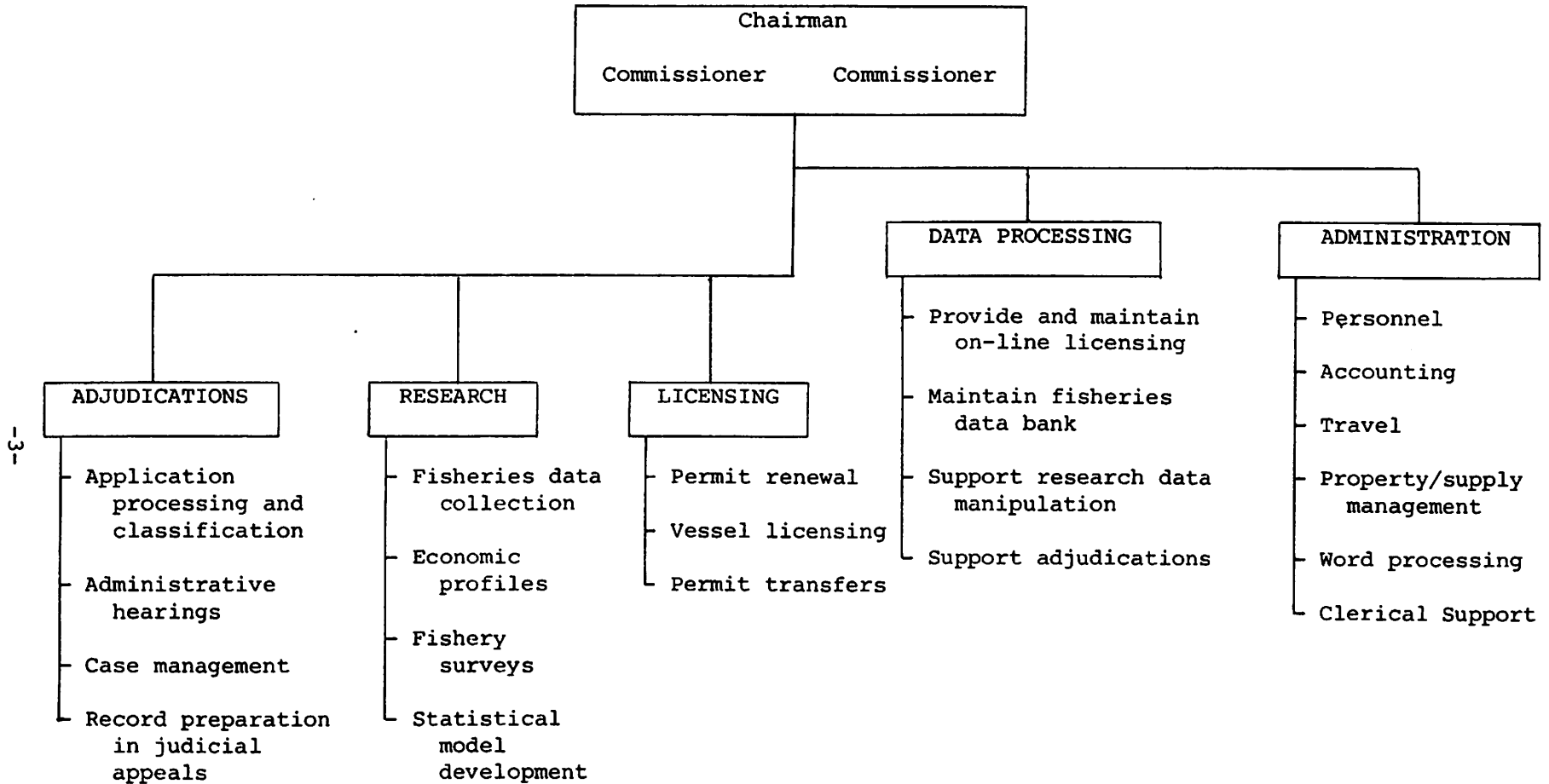
The CFEC is a small agency, with a total FY 1985 budget only slightly in excess of \$2 million and a total of 38 authorized employees. Though sufficient for the normal and routine functioning of the Commission, events during 1984 have occurred which threaten the ability of the Commission to keep abreast of its workload.

As discussed in greater detail herein, the Alaska Supreme Court delivered more opinions affecting Limited Entry during 1984 than in the 11 years since the Limited Entry Act passed in 1973. Although the thrust of these opinions was supportive of the legality of the system and its implementation, a number of them were adverse, creating new entitlements for individual applicants for entry permits and further straining the Commission's already limited resources. The Governor's FY 1986 budget request to the Legislature partially addresses these new realities by presenting a 12 percent increase over the FY 1985 General Fund budget allocation for the Commission's activities.

Another set of events during 1984 has also placed new challenges before the Commission, notably formal petitions from Alaskans participating in a variety of fisheries urging that the Commission proceed to limit entry into those fisheries. Limitation of the Southeast Alaska king and Tanner crab fisheries, the decision not to limit the Southeast Dungeness crab fishery, and proper consideration of the other petitions before the Commission require that the agency at least maintain, if not enhance, its ability to conduct fisheries research.

The following report is organized by the Commission's three primary functions of adjudications, licensing, and research. The report summarizes recent court decisions, and reviews the accomplishments and progress made during the year. Throughout this report the Commission's activities and challenges are presented in detail. We welcome inquiries.

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.

The Commission is a quasi-judicial agency, and as such, it conducts administrative hearings and issues decisions affecting entry permit applications, permit transfer requests, fee arrearage cases, and revocation actions. Generally, this adjudicatory function is performed by the Commission's hearing officers and commissioners following determinations made by the paralegals and the transfer officer. It normally comes into play only when an individual requests and is granted a hearing to contest an adverse determination; however, a hearing must be held in all revocation actions unless waived by the permit holder.

On December 29, 1984, new regulations went into effect that should significantly shorten the length of time required to resolve some adjudications. No longer do the hearing officers issue recommended decisions that must be adjudicated by the commissioners before they become final decisions. Hearing officers now issue decisions that are final unless the commissioners order administrative review of those decisions, either upon their own motion or upon petition of a party to the proceedings. It is anticipated that most favorable decisions by hearing officers will become final decisions much sooner than in the past and that the commissioners will be able to concentrate their efforts on only those cases in which administrative review is granted.

ADJUDICATIONS

ADMINISTRATIVE PROCEEDINGS AND DECISIONS

The commissioners adjudicated a total of 99 cases during the year, 10 more than in 1983. Of the 99 cases, 75 involved entry permit applications, 23 involved permit transfer requests, and 1 involved fee arrearages. The commissioners conducted 84 oral presentation proceedings during the year, 37 more than were conducted in 1983. Of the 84 oral presentations conducted, 61 involved entry permit applications, 17 involved permit transfer requests, and 6 involved revocation proceedings. At the end of the year, 271 cases were in various stages of the adjudication process leading up to the issuance of final decisions.

Despite difficult and time-consuming revocation proceedings and a much heavier hearing schedule than last year, the hearing officers issued a total of 32 recommended decisions during 1984. Of those, 14 involved entry permit applications, 12 involved permit transfer requests, 2 involved fee arrearages, and 4 involved revocation proceedings. The hearing officers conducted a total of 93 administrative hearings during the year, 54 more than were conducted in 1983. Of the 93 hearings conducted, 63 involved entry permit applications, 26 involved permit transfer requests, 1 involved fee arrearages and 3 involved revocation proceedings. At the end of the

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year, 164 cases were in various stages of the hearing process leading up to the issuance of a decision by the hearing officers.

ADJUDICATIONS

INVESTIGATIONS

During 1984, 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 1984, the value of total actionable fraud cases arising from Commission investigations rose to \$1,979,870. The cases giving rise to that figure include fines levied and fee arrearages assessed, together with the value of permits subject to revocation proceedings.

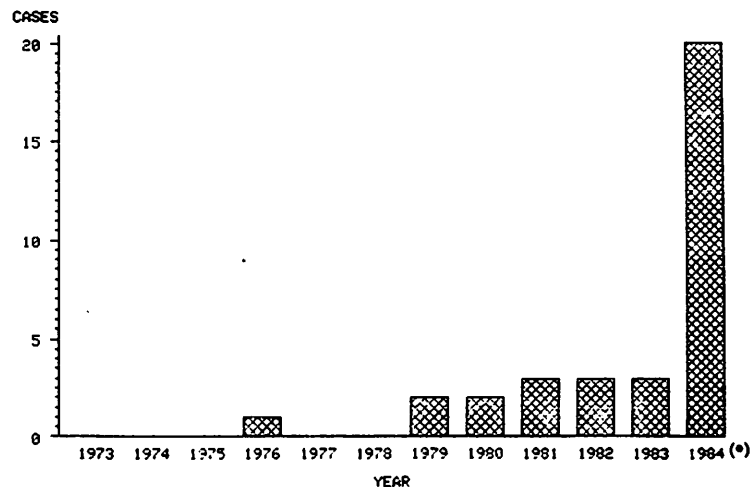
There were 11 active revocation cases in which show cause orders had been issued as of the end of 1984. Several of those cases had been prepared for hearing in 1984 but were delayed pending possible settlement based on the payment of substantial fines and suspensions of entry permits.

JUDICIAL RULINGS AND APPEALS

Twenty decisions by the Alaska Supreme Court during 1984 pertained to Commission functions. The dramatic increase in the number of Supreme Court decisions, however, was explained in large part by the number of cases that had been stayed pending review by the U.S. Supreme Court of the Alaska Supreme Court's 1983 decision upholding the constitutionality of the limited entry act in State v. Ostrosky, 667 P.2d 1184 (Alaska 1983). Not until a favorable determination by the U.S. Supreme Court in the spring of 1984 did the Alaska Supreme Court begin issuing decisions in the various cases that had been stayed.

The dramatic increase in Supreme Court decisions affecting the Commission is illustrated by the following graph:

ALASKA SUPREME COURT CASES
AFFECTING THE
COMMERCIAL FISHERIES ENTRY COMMISSION
(1973 - 1984)



ADJUDICATIONS

In three decisions, the Court elaborated on the scope to be given to their 1979 decision in State, CFEC v. Templeton, 508 P.2d 77 (Alaska 1979). The Templeton decision allowed certain partners of gear license holders to claim credit in special showings of 1971 and 1972 income dependence. In CFEC, State v. Byayuk, 684 P.2d 114 (Alaska 1984) the Court made the Templeton decision retroactive. Cashen v. State, CFEC, 686 P.2d 1219 (Alaska 1984) will allow some partners to obtain income dependence points when they filed an ineligible application but failed to file a subsequent eligible application because they were misadvised as to income dependence points. But in the third case, CFEC v. Apokedak, 680 P.2d 486 (Alaska 1984), ("Apokedak II"), the Court held that the rights of partners of gear license holders did not extend so far as to confer eligibility to apply for an entry permit. The Court held that the Legislature intended that only the named holders of gear licenses would be eligible to file entry permit applications and upheld a Commission decision to refuse to accept the entry permit application from a fisherman who had been a partner to a gear license holder but never held a gear license of his own.

An early 1985 decision by the Supreme Court, Kalmakoff v. State, CFEC, 693 P.2d 844 (Alaska 1985), (No. 2900, January 11, 1985), further limited the scope of the Templeton decision by noting that the rights of eligible applicants to claim income dependence credit in

special showings extended only to the partners of gear license holders but not to crewmen.

Several of the Court's decisions pertained to the rights of applicants to receive hearings following adverse determinations on their qualifications. In Noden v. CFEC, 680 P.2d 493 (Alaska 1984) the Court upheld the Commission's requirement that hearings be requested upon notice of point qualifications, even if it was not yet known whether or not the applicant had enough points to qualify for a permit. The Court noted that the permit allocation process requires that the Commission know how many applicants are challenging their classifications before it can safely lower the permit issuance level while at the same time ensuring that the maximum number of permits would not be exceeded. In Forquer et al. v. State, CFEC, 677 P.2d 1236 (Alaska 1984) the Court held that applicants who were allowed to submit evidence in support of their application claims after the deadline for requesting a hearing on their qualifications nevertheless had the right to a hearing if the new evidence was found insufficient. But in the same decision, the Court upheld the denial of hearing rights to a fisherman whose evidence was submitted after the deadline for doing so and the Commission refused to accept and evaluate it.

In Deubelbeiss v. CFEC, 689 P.2d 487 (Alaska 1984) the Court invalidated a portion of the method whereby the Commission awards credit

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for the availability of alternative occupations. The Court found that the exclusive use of census district information did not bear a fair and substantial relationship to the availability of alternative occupations at the fisherman's place of domicile. The Court directed the Commission to devise a more refined method for evaluating claims under this hardship category.

Fishermen who missed several fishing seasons because of long-term disability but only received special showing credit for one year may now qualify for additional points. In Roehl v. Alaska, CFEC, 684 P.2d 1219 (Alaska 1984), the Court invalidated the Commission's practice of limiting participation credit in special showings to one year based on the same disability.

The Commission has already adopted some regulations to implement the changes required by some of these decisions and is in the process of adopting others. A review of the applications filed by all unsuccessful applicants is being done to determine which persons may benefit from these changes, and notices will be sent to those persons advising them of the changes and the new regulations.

The Commission's caseload was also affected by the settlement Wassillie v. Simon, 3AN-75-206 Civil. This class action was filed against the Commission in early 1975, and the court certified the

plaintiff class to include all Alaska Natives unable to have a completed, or substantially completed, application for an entry permit mailed to the Commercial Fisheries Entry Commission prior to the March 18, 1975 deadline because of their geographic location, language, cultural background, or race. In March of 1975, in settlement of the plaintiffs' claims, the Commission agreed to provide application assistance. In 1976, plaintiffs went back to the court claiming that the Commission had failed to meet the terms of the agreement. In 1984, the state negotiated a settlement of the suit, which will make a number of individuals in the plaintiff class eligible to apply. Each claim of eligibility must be evaluated, and, if eligibility is established, the Commission must evaluate claims for points.

Licensing

The Commercial Fisheries Entry Commission has statutory responsibility for issuance of limited entry and interim-use permits required for all commercial fishing in the state. Since 1978, the Commission has also been charged with licensing of all vessels used in commercial fishing activities. In 1978, the total number of licenses issued increased 84.1 percent over the 1977 level placing an enormous burden on the licensing staff which received no supplemental funding or positions. An unacceptable "turnaround" time for license issuance of as much as four or five weeks during the peak of the licensing season resulted despite hours of overtime put in by the licensing staff. Licensing volume continued to increase until 1980, when it had increased 161.6 percent over the 1974 licensing level. During 1980, the licensing section first began using an on-line computerized system for license issuance and the system has been continually refined since that time, enabling staff to improve accuracy and efficiency and reduce "turnaround" time without increasing the size of the staff. In 1981, licensing levels dropped and then began a gradual rise which continued through 1983.

Fluctuation in the number of permits issued from year to year can be attributed to a number of factors. In the fisheries not under

limited entry, a major factor is regulatory change redefining the administrative areas for which permits are issued in order to improve catch and effort monitoring in specific areas. Between 1983 and 1984, herring administrative area Q (Bering Sea), was divided into areas W (Kuskokwim), X (Kotzebue), Y (Cape Romanzof/Lower Yukon) and Z (Norton Sound). New entrants to fisheries cause the number of permits to increase and this is exacerbated when there is speculation that a fishery is soon to go under entry limitation. This has happened in the halibut and herring fisheries in recent years. Vessel license issuance undergoes similar fluctuations due to regulatory changes. In 1983 a statutory change exempted vessels used solely in salmon set net fisheries from the licensing requirement, but the impact of the change was not felt during that year because many fishermen went ahead and licensed their vessels due to confusion regarding the terms of the exemption. During 1983, any decrease due to the exemption was more than offset by increased enforcement and awareness of the requirement that skiffs used in conjunction with purse seine vessels must be licensed separately. During 1984, the number of vessels licensed decreased and the reduction was most apparent in areas which primarily have salmon set net fisheries.

During 1984, the Commission issued 30,017 permits for \$2,522,560 in revenue and 16,391 vessel licenses for \$327,820 in revenue. Total licenses decreased 4.0 percent from the 1983 level to 46,408 with a 5.2

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percent decrease in gross revenues; of the \$2,850,380 taken in as license fees, \$449,856 was transferred to the Fishermen's Fund in accordance with AS 23.35.060. Net revenues deposited to the General Fund totaled \$2,400,524 for 1984.

The following is a categorical breakdown of permits for calendar year 1984:

Number of Limited Entry Permits Renewed.....	12,031
Number of Interim Permits in Limited Fisheries.....	539
Number of Interim-Use Permits in Unlimited Fisheries.....	17,435
Number of Institutional (Hatchery) Permits.....	12
TOTAL PAID PERMITS.....	30,017
Number of Limited Entry Permits <u>Not</u> Renewed.....	500
Percentage Change From Preceding Year.....	-2.5%

The number of permits which holders opted to renew for two years, 1984 and 1985, continued to hold fairly steady at 8.0 percent of the total, or 2,422 permits. A two-year renewal option will be available for vessel licenses for the first time in 1985.

Vessel licensing in 1984 decreased 6.5 percent from the 1983 level, dropping to 16,391. Comparative figures by salmon net area for 1983 and 1984 are as follows:

<u>SALMON NET AREAS:</u>													
<u>Year</u>	<u>None</u>	<u>A</u>	<u>D</u>	<u>E</u>	<u>H</u>	<u>K</u>	<u>L</u>	<u>M</u>	<u>T</u>	<u>W</u>	<u>X</u>	<u>Y</u>	<u>Z</u>
1983	6944	1306	180	1023	1551	1117	130	635	2569	826	193	836	232
1984	<u>6690</u>	<u>1691</u>	<u>94</u>	<u>1200</u>	<u>1218</u>	<u>865</u>	<u>202</u>	<u>702</u>	<u>2498</u>	<u>636</u>	<u>38</u>	<u>359</u>	<u>198</u>
Net Change	(254)	385	(86)	77	(333)	(252)	72	67	(71)	(190)	(155)	(477)	(34)

As was briefly mentioned above, the areas with significant purse seine fisheries tended to show an increase in number of vessels licensed due to first-time licensing of seine skiffs, while areas with large set net fisheries have shown declines since the statutory exemption of set net skiffs from the licensing requirement went into effect.

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The following table shows cumulative changes in licensing volume as compared to the 1974 level:

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-	1.9	1.9
1976	19,245	-0-	.6	2.5
1977	20,801	-0-	8.1	10.8
1978	23,799	14,500	84.1	104.0
1979	28,728	15,683	16.0	136.6
1980	32,211	16,903	10.6	161.6
1981	29,790	16,313	- 6.1	145.6
1982	30,081	16,633	1.3	148.9
1983	30,795	17,536	3.5	157.5
1984	30,017	16,391	- 4.0	147.2

KODIAK LICENSING PROJECT

Since January 1983, the Commission has had a licensing office in Kodiak at the Department of Fish and Game building. Originally, this office was funded by a one-time capital appropriation as a pilot project to determine the feasibility of providing local licensing service. The office has unquestionably been of benefit to the fishing community and the ADF&G staff in Kodiak.

During 1984, the Kodiak office issued 2,272 permits and 965 vessel licenses. This volume represented 7.6 percent of the total permits and 5.9 percent of the total vessel licenses during one year. The majority of licenses were issued between November 1983 and June 1984.

To determine the extent to which the Kodiak office was being used by nonlocals as opposed to Kodiak area residents, the Commission tabulated the permanent addresses of office users with the following results:

1,026	(77%)	from the Kodiak area
126	(10%)	from other Alaskan communities
<u>173</u>	(13%)	from out-of-state
1,325		TOTAL OFFICE USERS

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Based upon CFEC records that there are 1,381 license holders in the Kodiak area, the 1,026 figure indicates that 74 percent of the local fishing community is using the office. Additional statistics relating to Kodiak office usage are available from the Commission upon request.

Research

In 1984, the Commission was involved in a wide range of research efforts. These projects were designed to help monitor trends in Alaska's fisheries, to evaluate the need for limitation in particular fisheries, to document and analyze changes occurring under the entry limitation program, and to provide a means to help forecast the consequences of further gear reductions in limited fisheries. The following section provides a brief overview of 1984 activities.

New Limitations

In response to petitions to limit the Southeast king, Tanner, and Dungeness fisheries the Commission did extensive background research on the Southeast and Yakutat crab fisheries. The research was designed to document historical developments and trends, to evaluate whether or not a "permit type" limited entry program would be workable and beneficial to these fisheries, to determine the best way to define these fisheries for limitation purposes in order to prevent post-limitation participation increases, and to appraise the potential for jurisdictional conflicts and anticipatory spillover effects. Based on the research and the record from extensive public hearings, the Commission decided to define Southeast red/blue king crab, brown king crab, and Tanner crab as separate limited fisheries. To prevent

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post-limitation increases, the Commission intends to issue persons who qualify for a use privilege in more than one of these fisheries a single "combined nonseverable" permit. The Commission decided not to limit the Southeast Dungeness fishery and to leave the Yakutat fisheries unlimited.

Each year, as Alaska's high valued fisheries become increasingly overcrowded, the Commission receives a number of petitions for limited entry. Several petitions were received in 1984 and more are anticipated in 1985. As such petitions are received, the Commission must examine each individual case in the thorough fashion described above to determine whether or not entry limitation would produce positive net benefits and serve the purposes of the statute.

Permit Ownership Patterns

In 1984, CFEC continued to monitor and evaluate trends in entry permit ownership patterns. Changes in the Distribution of Permit Ownership in Alaska's Limited Fisheries (CFEC Report 84-10) by Elaine Dinneford represents the third edition of an annually prepared report.

This edition provides detailed information on changes in permit ownership in Alaska's limited fisheries over the 1975 to 1983 time period. It covers the 31 limited fisheries for which permanent permits

had been issued by the end of 1983. It provides fishery specific and statewide data on transfer incidence, the initial geographic distribution of permit owners, changes due to transfer, changes due to migration, and the year-end 1983 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 remuneration methods, and transfer financing methods. The information contained in the report is ultimately derived from the Commercial Fisheries Entry Commission's (CFEC) permit and transfer survey files.

The report's findings indicate that from initial issuance through 1983, 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. Approximately 39.8 percent (220 permits) of the decrease in permits held by "rural local" residents resulting from transfers occurred in the Bristol Bay fisheries.

By year-end 1983, "rural locals" still held more permits than any other resident type. Nevertheless, this slow but steady movement of

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permits from rural to urban areas of the state continues to be puzzling and may be due to many causes. Several hypotheses have been formulated but none have been thoroughly evaluated.

In Alaska's Subsidized Fishing Loan Program - A Study of Distributional Aspects of Permit Related Loans During Fiscal Years 1979 Through 1982 (CFEC Report Number 84-2) by R. Focht and K. Schelle, data on the subsidized fishing loan program administered by the Alaska Department of Commerce and Economic Development (DCED) were examined. These data revealed that the number of "permit related" loans per 1,000 permit holders were much lower among rural populations and in remote regions of the state during fiscal years 1979-1982. Ancillary data from the Entry Commission's transfer survey revealed that DCED subsidized loans financed more urban purchases of rural held permits than rural purchases of urban held permits over calendar years 1980 through 1982. While these facts are interesting, the authors noted that the data presented were inadequate to confirm the hypothesis that the subsidized loan program played a contributing role in the movement of permits from rural to urban areas of the state during the time period. They also noted that the new targeted loan program which became effective in FY 83 may have altered the geographical distribution of DCED subsidized loans.

Estimates of Alaskan Native participation were presented in Alaskan Natives and Limited Fisheries of Alaska: A Study of Changes in the

Distribution of Permit Ownership Amongst Alaskan Natives, 1975-1983.

(CFEC Report Number 84-8) by Dr. Nasser Kamali. These estimates were made by matching and merging the Alaskan Native Roll with the Commission's permit file.

The report indicates that Alaskan Natives received 44% of the total permits initially issued (5,448 out of 12,515). According to the 1980 census data 18% of the state's population were Alaskan Natives. This seems to demonstrate a substantial dependence by the Natives upon the state's limited fisheries. Available data show that in Arctic-Yukon-Kuskokwim (AYK) fisheries, Natives received 2010 of 2165 (93%) of the permits allocated. Excluding the AYK fisheries, Natives' share of initially issued permits was 33%.

From 1975-1983, as the net result of transfer activities, permit ownership among Alaskan Natives declined by 13.8% (or 752 permits). Not including the AYK fisheries Native permit ownership decreased by 18.5% (635 permits). The biggest decline in the number of permits held by Natives took place in the salmon fisheries of Bristol Bay, where there was a drop of 21.3% in permit ownership by Natives.

The movement of permits from rural residents local to limited fisheries to urban residents and from Alaskan Natives to nonnatives remain phenomena which need to be explained. The question of whether or

not such movements represent a "problem" remains unanswered as do questions concerning the desirability of any particular policy changes.

In Free Transferability of Limited Entry Permits: Two Problems and a Solution (CFEC Policy Discussion Paper 84-3) by Ben Muse, arguments for and against relaxing statutory restrictions on the leasing of limited entry permits are presented. The author notes that the data indicate permits are leaving rural villages at the same time that many have complained that young villagers can't afford to get into limited fisheries. Allowing permit leasing might provide a low cost means for poorer persons to gain entry. Those who become successful fishermen could accumulate the necessary resources to purchase a permit.

Those who are against leasing dislike the idea that permits could be owned by an "absentee landlord," fear that it may provide a means for the processing industry to establish greater market power over fishermen, and note that it will lead to participation and effort increases in already overcrowded limited fisheries. Muse examines these arguments and offers some suggestions for methods of relaxing the leasing prohibitions while containing those impacts which are perceived to be negative.

It should be noted that this paper was prepared only as an aid to policy discussions on the topic. CFEC fully intends to enforce the

leasing prohibition as long as such contracts remain illegal under the statute.

Gross Earnings and Harvesting Employment

Commercial fishing is an important source of employment and income for many Alaskans and non-Alaskans. While there is widespread interest in the magnitude of earnings and employment in Alaska's fisheries, availability of detailed information has been limited.

In the past fish harvesting employment and gross earnings have been estimated using fish ticket data and counting the number of units of gear actively fished. While these estimates are valuable they do not provide a ready means to evaluate the area of residence of persons harvesting a particular fishery resource.

Due to the demand for public information on distributional aspects of commercial fishing in Alaska, CFEC developed a new methodology to provide estimates of harvesting employment and gross earnings by area of residence of the participants. Estimates were made using CFEC's permit, fish ticket, ex-vessel price, gross earnings and census files, and crew factors developed by the Alaska Department of Labor.

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Estimates covering 1977 through 1982 are reported in the following five reports:

Employment and Gross Earnings in Alaska's Commercial Fisheries 1977-1982
(CFEC Report 84-11)

Employment and Gross Earnings of Alaska Residents in Alaska's Commercial Fisheries 1977 - 1982 (CFEC Report 84-12)

Employment and Gross Earnings of Washington Residents in Alaska's Commercial Fisheries (CFEC Report 84-13)

Employment and Gross Earnings of Oregon Residents in Alaska's Commercial Fisheries 1977-1982 (CFEC Report 84-14)

Employment and Gross Earnings of California Residents in Alaska's Commercial Fisheries 1977-1982 (CFEC Report 84-15)

Each report provides statewide summaries of earnings and employment by month and year. Management area summaries and detailed fishery specific data are also provided.

Operating Costs, Net Returns, and Optimum Numbers

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, to evaluate the consequences of further gear reductions, and to estimate optimum fleet sizes. 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 annual basis through administrative processes. These models can be used to provide ongoing estimates of economic returns in limited fisheries and are a valuable input into the simulation of alternative gear reduction scenarios.

In 1984 CFEC conducted operating cost surveys in the Prince William Sound seine, the Kodiak seine, and the Cook Inlet set net fisheries. CFEC will utilize this data to develop fiscal models for these fisheries.

During the year, the Commission continued to work to develop models for fisheries which have already been surveyed. A preliminary model for the Prince William Sound drift gill net fishery was completed and progress was made in other fisheries. Operating costs and net return estimates for the Southeast drift gill net and purse seine fisheries are

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being extended to cover a three year period. A draft report, Net Returns Estimates for the Southeast Salmon Drift Gill Net Fishery, 1980-1982 (CFEC Report Number 84-9) is in the process of review.

Under Alaska's limited entry statute, further fleet reductions in limited fisheries are to be accomplished by means of buyback programs funded by permit holders. During 1984, the Commission extensively reviewed previous buyback programs in British Columbia, Washington, and Oregon to evaluate their effectiveness and to identify pitfalls to avoid should a buyback program be implemented in Alaska.

The findings of this review are contained in the report Buyback of Fishing Rights in the U.S. and Canada: Implications for Alaska by Kurt Schelle and Ben Muse. The report suggests that several changes in the buyback portion of Alaska's limited entry statute might make the program a more attractive investment option for the fishermen involved.

Salmon Ex-Vessel Price Research

The development of state enhancement programs has stimulated an interest in the impact of these programs on the prices paid for salmon products. Consideration of price issues is important for determining the net benefits and distributional implications of increased salmon production. If the overall net benefits from state enhancement programs

are estimated on the assumption that prices will be what they were before the programs, then those benefits may be overestimated since an increase in production may reduce the price for the product.

These considerations are particularly important where an enhancement program is expected to produce an increase in production large enough to have a significant impact on prices. Models which forecast ex-vessel price should also be important to operators of individual facilities since they can be a helpful input into the process of making revenue projections for cost-benefit, break even, cash flow, or other analysis.

In 1984, in conjunction with the fisheries mini-cabinet's evaluation of Alaska's investment in salmon enhancement, the Commission's research staff developed some models which predict average statewide ex-vessel salmon prices by species. Some results of this research are reported in Ex-vessel Price Models for Alaska Salmon (CFEC Discussion Draft 84-6) by Ben Muse. A summary of the work is also reported in Pink and Chum Ex-vessel Price Estimation: Work in Progress by Ben Muse and Rick Focht. The latter paper was presented at a Pink and Chum Workshop held in January 1985 at Harrison Hot Springs, British Columbia.

Fisheries Mini-Cabinet Enhancement Study

In 1984, members of CFEC's research staff participated as advisors on the working staff of the fisheries mini-cabinet. Governor Sheffield had asked the mini-cabinet to evaluate the state's investment in fisheries enhancement.

The working staff chose to utilize a Benefit-Cost criterion with a state accounting stance to evaluate the question. The staff compared the option of discontinuing the state's enhancement investments (without enhancement case) with the option of continuing to operate existing facilities and to complete investments which are currently planned (with enhancement case). Evaluations of individual projects were not made.

An Analysis of the Net Benefits of Existing and Proposed Enhancement Projects for the State of Alaska is a draft report on the study which has been presented to the fisheries mini-cabinet. The report tentatively concludes that at "most likely" levels of average natural production, the enhancement investments in aggregate will probably result in a positive net benefit to the state. Nevertheless the results were extremely sensitive to assumptions about critical variables such as ex-vessel prices, level of natural stock harvest, hatchery fish survival, commercial catch rates, and rates of rent

dissipation in limited fisheries. For these reasons, the staff recommended that all new enhancement investment proposals be thoroughly evaluated.

This study utilized the Hatchery Broodstock Development model and facility benefit-cost model developed by the Fisheries Rehabilitation, Enhancement, and Development Division of the Alaska Department of Fish and Game. Ex-vessel demand equations developed at the Entry Commission (see above) were incorporated into the analysis. Development of the state accounting stance used in the analysis relied on the paper Estimates of Gross Earnings Fractions Between Residents and Non-Residents in Alaska Salmon Fisheries 1979-1981 (CFEC Discussion Draft 84-5) prepared by Rick Focht.

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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. (See footnotes at end of table.)

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 ^{4/}	No. of Permits Financed By Department of Commerce or CFAB ^{5/}	No. of ^{6/} Non-Monetary Transfers	No. of ^{6/} 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
	1979	42	38	2	2	0	1	1	0	0
	1980	42	38	2	2	+ 1	1	2	0	0
	1981	41	38	1	1	0	4	1	0	0
	1982	42	39	4	4	0	4	2	2	*
	1983	42	37	3	3	- 2	5	1	2	*
	1984	42	37	1	1	0	6	0	1	*
Prince William Sound	1977	85	77	3	3	- 1	--	0	1	*
	1978	91	78	7	6	- 1	--	0	1	*
	1979	92	80	16	13	+ 1	0	1	2	*
	1980	92	76	7	7	- 1	4	5	1	45,000
	1981	92	75	4	4	0	7	1	3	*
	1982	93	78	10	10	0	12	3	7	71,250
	1983	97	83	2	2	+ 2	14	1	1	*
	1984	100	85	16	15	+ 1	19	9	7	68,857
Cook Inlet	1977	61	57	1	1	0	--	0	1	*
	1978	67	59	9	7	- 1	--	1	1	*
	1979	68	58	10	7	0	0	0	4	27,500
	1980	68	57	3	3	0	5	0	2	*
	1981	68	55	4	4	- 1	6	0	4	7,917
	1982	69	58	2	2	0	6	0	1	*
	1983	70	59	1	1	0	6	0	1	*
	1984	72	59	3	3	0	7	2	1	*
Kodiak	1984	5	5	0	0	0	0	-	-	-
HERRING, GILL NET, SAC ROE										
Southeastern	1978	10	10	1	1	0	--	0	0	0
	1979	39	35	2	2	0	1	0	0	0
	1980	44	38	4	4	+ 1	2	0	4	13,362
	1981	45	39	4	4	+ 1	6	0	4	13,875
	1982	59	47	6	6	- 1	10	0	6	27,500
	1983	67	47	12	12	- 6	7	9	3	29,167
	1984	82	62	11	11	+ 1	11	5	6	39,583
Prince William Sound	1982	24	22	4	4	+ 1	0	1	3	*
	1983	24	23	4	4	+ 1	3	0	4	17,000
	1984	24	21	5	5	0	7	1	4	24,000
Kodiak	1984	8	8	1	1	0	0	0	1	*
SALMON PURSE SEINE										
Southeastern	1975	398	200	51	51	- 4	--	8	15	10,633
	1976	409	205	24	21	- 3	--	1	9	9,222
	1977	411	196	53	50	- 7	--	6	21	16,667
	1978	413	193	56	50	- 8	--	5	16	30,929
	1979	413	189	38	36	- 2	1	3	12	39,917
	1980	414	193	35	34	+ 3	13	9	20	39,778
	1981	414	194	35	34	- 1	16	12	23	40,435
	1982	414	186	31	31	- 6	24	8	22	40,636
	1983	416	188	34	32	- 1	26	14	20	38,531
	1984	417	186	55	52	- 2	32	17	38	40,884

Fishery & Year	ACTUAL TRANSFER INFORMATION						TRANSFER SURVEY INFORMATION ^{1/}				
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Prince William Sound	1975	210	163	19	17	+ 2	--	0	7	8,000	5
	1976	247	193	42	36	- 4	--	5	11	10,700	6
	1977	255	196	28	24	- 3	--	1	6	29,800	5
	1978	257	193	36	32	- 5	--	3	10	24,272	4
	1979	258	192	47	41	- 2	5	3	13	33,846	5
	1980	258	197	29	28	+ 1	15	9	19	38,259	9
	1981	259	191	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	+ 1	53	10	19	143,186	14
1984	261	187	23	22	- 2	58	12	11	131,695	9	
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	73	12	12	- 1	4	3	8	82,785	3
	1981	75	73	10	9	0	10	3	7	83,714	5
	1982	77	76	11	11	0	14	6	5	84,267	5
	1983	78	78	15	14	+ 1	21	7	8	90,000	7
1984	78	77	10	8	- 1	22	10	1	*	1	
Kodiak	1975	334	246	22	22	+ 4	--	4	7	4,571	5
	1976	358	260	42	40	- 1	--	6	13	9,736	5
	1977	365	271	72	62	+ 3	--	13	19	17,611	7
	1978	371	274	61	52	+ 3	--	11	9	47,611	9
	1979	374	273	57	41	- 2	3	5	12	66,045	6
	1980	375	274	35	34	+ 3	25	4	25	70,960	20
	1981	375	279	37	36	+ 8	50	18	19	69,605	14
	1982	376	285	43	42	+ 4	64	14	29	75,511	29
	1983	377	289	47	47	+ 4	81	19	28	69,903	26
1984	378	286	29	29	- 1	91	12	17	61,265	7	
Chignik	1975	85	66	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
1984	90	76	9	8	+ 1	13	5	4	322,500	3	
Alaska Peninsula	1975	108	94	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	98	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
1984	118	98	8	8	+ 1	10	5	3	243,333	3	

Fishery & Year	ACTUAL TRANSFER INFORMATION						TRANSFER SURVEY INFORMATION ^{1/}				
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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	
1984	35	32	3	3	0	7	1	2	*	1	
SALMON DRIFT GILL NET											
Southeastern											
1975	431	294	94	89	+ 6	--	9	28	9,211	21	
1976	449	316	59	48	+ 4	--	6	12	10,213	7	
1977	460	322	71	68	+ 5	--	11	25	16,262	17	
1978	463	330	81	67	+ 6	--	11	26	34,604	18	
1979	464	326	72	60	- 6	9	8	19	41,763	14	
1980	464	322	59	56	+ 1	34	15	42	41,250	31	
1981	464	321	66	61	- 1	54	25	41	43,898	35	
1982	466	317	74	66	- 8	64	29	44	38,650	37	
1983	467	323	50	45	+ 1	76	12	38	34,653	26	
1984	467	317	64	60	- 10	79	23	41	34,615	13	
Prince William Sound											
1975	494	369	36	33	+ 2	--	4	9	3,089	6	
1976	514	390	70	64	+ 3	--	10	18	4,500	15	
1977	524	392	83	71	- 2	--	8	30	13,750	20	
1978	528	384	84	69	- 4	--	8	25	27,742	19	
1979	531	385	68	62	+ 1	3	11	22	35,632	13	
1980	531	392	54	51	+ 4	14	14	30	27,810	22	
1981	531	398	74	73	+ 8	54	19	55	32,836	37	
1982	531	386	78	72	-10	69	23	54	46,337	37	
1983	533	397	54	53	+ 1	99	15	39	61,760	30	
1984	534	392	57	52	- 5	123	22	35	53,544	18	
Cook Inlet											
1975	453	291	30	30	+ 3	--	3	10	3,911	3	
1976	514	342	76	73	+ 2	--	9	29	5,552	12	
1977	539	359	87	79	- 4	--	13	28	9,643	14	
1978	549	365	87	82	+ 1	--	20	21	36,825	15	
1979	554	371	86	75	+ 5	6	13	24	82,636	18	
1980	554	375	76	72	+ 1	42	32	38	67,224	30	
1981	554	377	76	73	0	81	28	48	67,629	43	
1982	554	382	64	61	+ 4	92	22	42	58,176	34	
1983	555	391	72	69	+ 5	115	19	53	69,919	40	
1984	556	399	48	48	+ 2	130	14	34	67,962	21	

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 ^{4/}	No. of Permits Financed By Department of Commerce or CFAB ^{5/}	No. of ^{6/} Non-Monetary Transfers	No. of ^{6/} Monetary Transfers	Average Price Paid For Permits	No. of Trans. That Were Financed		
Alaska Peninsula	1975	152	110	4	4	0	--	1	0	0	0	
	1976	153	111	17	17	0	--	1	4	6,333	1	
	1977	154	109	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	- 5	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	
	1984	156	96	15	15	- 1	22	8	7	186,429	5	
Bristol Bay	1975	1,416	771	81	80	+ 9	--	16	19	1,166	9	
	1976	1,622	922	126	124	0	--	34	30	2,536	10	
	1977	1,663	949	213	196	-12	--	47	63	6,180	40	
	1978	1,700	976	235	211	-13	--	49	78	21,638	52	
	1979	1,717	975	225	197	-16	7	44	51	64,588	37	
	1980	1,717	969	169	162	- 2	87	57	90	91,925	65	
	1981	1,720	969	168	161	- 3	143	81	87	84,327	68	
	1982	1,724	966	183	179	-13	188	60	122	95,936	87	
	1983	1,727	994	160	155	+16	281	60	100	98,923	90	
	1984	1,729	975	153	146	-17	351	66	87	116,905	51	
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	0	--	4	5	10,480	2
		1979	164	143	13	12	- 2	0	3	3	*	1
		1980	164	146	16	15	0	2	10	3	32,500	2
		1981	164	146	23	20	0	5	12	11	26,682	7
		1982	164	144	15	14	- 1	11	7	8	32,792	5
		1983	164	144	18	17	- 1	12	14	4	27,250	2
1984		164	144	13	13	0	11	9	4	23,750	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	
	1984	30	28	6	6	0	3	2	4	31,250	1	

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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
	1984	743	669	89	86	-11	37	47	42	17,881	16
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
	1984	187	142	24	23	+ 1	27	13	11	57,200	5
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	108	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
	1984	109	95	18	18	- 1	6	10	8	50,374	1
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
	1984	931	715	90	87	- 9	67	45	45	41,533	20

Fishery & Year	ACTUAL TRANSFER INFORMATION					TRANSFER SURVEY INFORMATION ^{1/}					
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SALMON POWER TROLL											
Southeastern	1975	849	620	137	130	+23	--	11	52	5,303	27
	1976	915	678	78	76	+ 2	--	14	29	5,065	18
	1977	929	698	159	147	+15	--	11	64	8,831	25
	1978	934	720	143	127	+14	--	13	78	15,457	39
	1979	939	720	126	108	- 3	23	13	61	26,680	39
	1980	939	706	97	94	-11	70	11	82	33,596	51
	1981	939	714	95	92	+ 8	119	27	68	28,938	48
	1982	940	719	86	83	- 3	143	12	74	21,630	50
	1983	939	725	95	94	0	158	19	76	20,878	76
	1984	940	724	83	81	- 9	182	13	70	19,624	34
SALMON HAND TROLL											
Southeastern	1982	696	660	56	53	- 2	0	20	36	3,828	4
	1983	2,121	1,970	100	98	- 5	7	14	86	4,948	22
	1984	2,120	1,957	75	73	-11	12	7	68	4,732	13
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
	1984	130	129	10	10	0	4	4	6	12,333	0
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	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	0	0	3	6	8,366	0
	1983	72	70	10	9	- 1	0	5	5	10,600	1
	1984	70	69	4	4	0	0	3	1	*	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	- 1	1	17	10	6,420	4
	1980	782	782	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
	1984	831	827	52	52	0	9	37	15	9,894	7

Fishery & Year	ACTUAL TRANSFER INFORMATION						TRANSFER SURVEY INFORMATION ^{1/}				
	Total No. of Permanent Permits ^{2/}	No. of Permits		No. of Permit Transfer Transactions	No. of Permits Involved In Transfers	Net Gain or Loss In Permits To Alaska Residents ^{4/}	No. of Permits Financed By		Average Price Paid For Permits	No. of Trans. That Were Financed	
		Held By Alaska Residents ^{3/}	Department of Commerce or CFAB ^{5/}				No. of ^{6/} Non-Monetary Transfers	No. of ^{6/} Monetary Transfers			
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	- 1	5	5	12	13,083	6
1984	219	216	20	19	0	5	18	2	*	1	
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	699	4	0	1	26	10	9,060	3	
	1981	706	703	36	35	0	1	24	12	9,333	5
	1982	707	703	40	38	0	2	27	13	18,250	6
	1983	703	698	74	71	- 1	4	47	27	22,630	6
1984	704	699	41	41	0	10	24	17	28,441	8	
Norton Sounc	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	175	1	11	- 2	0	2	5	6,300	1
	1980	177	175	18	18	0	1	3	12	7,833	4
	1981	195	194	17	16	0	2	7	10	9,450	5
	1982	200	199	20	19	- 1	3	9	11	10,100	3
	1983	201	199	22	20	- 1	7	14	8	11,500	3
1984	201	199	17	16	0	12	17	5	13,150	3	
TOTAL ^{7/}	1975	6,762	4,825	590	+568	+59	167	5,634	102		
	1976	9,173	7,123	776	729	+ 6	--	152	199	5,488	99
	1977	9,772	7,639	1,108	1,019	-13	--	181	341	10,206	178
	1978	9,975	7,811	1,315	1,185	- 6	--	260	385	20,445	220
	1979	10,107	7,879	1,209	1,071	-44	63	216	342	29,291	194
	1980	10,132	7,866	1,060	1,017	-15	363	366	560	45,946	348
	1981	10,204	7,917	1,092	1,047	-19	693	442	605	44,731	409
	1982	11,030	8,669	1,144	1,100	-55	882	425	706	49,603	448
	1983	12,488	10,039	1,211	1,169	- 8	1,150	516	695	50,442	469
	1984	12,531	10,012	1,053	1,016	-73	1,373	461	598	51,276	278

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 are 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. Numbers shown in this annual report differ from those in previous annual reports due to residency status changes resulting from residency investigations.

4/ Numbers in this column differ from those in previous annual reports due to residency status changes resulting from residency investigations.

5/ 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.

6/ 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.

7/ 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

TOTALS BY FISCAL YEAR

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, 7/1/83 through 12/31/84^{1/}

House Election District ^{2/}	Permit Only		Permit & Vessel		Total	
	No.	Dollars	No.	Dollars	No.	Dollars
1 Ketchikan-Wrangell-Petersburg	44	\$ 1,909,611	4	\$228,950	48	\$ 2,138,561
2 Yakutat-Skagway-Hydaburg ^{3/}	50	1,898,273	3	247,565	53	2,145,838
3 Sitka-Pelican-Port Alexander	27	537,329	2	53,550	29	590,879
4 Juneau	19	743,557	2	86,580	21	830,137
5 Homer-Soldotna	70	4,502,386	2	167,700	72	4,670,086
6 Seward-Cordova-Valdez ^{4/}	19	1,527,815	1	56,250	20	1,584,065
7-15 Anchorage	54	3,383,033	-	-	54	3,383,033
16 Palmer-Wasilla-Talkeetna	5	314,824	-	-	5	314,824
17 Delta-Nenana-Glennallen	2	38,700	-	-	2	38,700
18 Badger-Eielson AFB ^{2/}	-	-	-	-	-	-
19 Steese-Ft. Wainwright ^{5/}	-	-	-	-	-	-
20 Fairbanks	8	356,830	1	92,893	9	449,723
21 University-Chena ^{5/}	-	-	-	-	-	-
22 Kotzebue-Barrow	2	93,976	-	-	2	93,976
23 Lower Yukon-Norton Sound	2	29,600	-	-	2	29,600
24 Interior Yukon River	3	59,264	-	-	3	59,264
25 Kuskokwim	8	482,360	-	-	8	482,360
26 Bristol Bay-Aleutians	21	1,660,771	-	-	21	1,660,771
27 Kodiak-Chignik	38	2,914,532	1	83,500	39	2,998,032
TOTALS	372	\$20,452,861	16	\$1,016,988	388	\$21,469,849

TOTALS BY FISCAL YEAR

FY83	188	\$ 9,466,624	6	\$397,935	194	\$9,864,559
FY84	138	8,209,880	6	436,930	144	8,646,810

^{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/} Until July 1984 district 6 included Cordova. In mid 1984 Cordova was moved into district 6 and Hoonah and Metlakatla were shifted to district 2 from districts 3 and 1.

^{4/} See note 3.

^{5/} Outlying areas surrounding Fairbanks.