

CHANGES IN THE DISTRIBUTION OF ALASKA'S
COMMERCIAL FISHERIES ENTRY PERMITS,
1975-2019

CFEC Report 20-01N
December 2020

Alaska Commercial Fisheries Entry Commission
8800 Glacier Highway Suite 109
P.O. Box 110302
Juneau, Alaska 99811-0302
(907) 789-6160

OEO/ADA Compliance Statement

The Commission is administratively attached to the Alaska Department of Fish and Game.

The Alaska Department of Fish and Game (ADF&G) administers all programs and activities free from discrimination based on race, color, national origin, age, sex, religion, marital status, pregnancy, parenthood, or disability. The department administers all programs and activities in compliance with Title VI of the Civil Rights Act of 1964, Section 504 of the Rehabilitation Act of 1973, Title II of the Americans with Disabilities Act of 1990, the Age Discrimination Act of 1975, and Title IX of the Education Amendments of 1972.

If you believe you have been discriminated against in any program, activity, or facility please write:

- ADF&G ADA Coordinator, P.O. Box 115526, Juneau, AK 99811-5526
- U.S. Fish and Wildlife Service, 4401 N. Fairfax Drive, MS 2042, Arlington, VA 22203
- Office of Equal Opportunity, U.S. Department of the Interior, 1849 C Street NW, MS 5230, Washington DC 20240.

The department's ADA Coordinator can be reached via phone at the following numbers:

- (VOICE) 907-465-6077
- (Statewide Telecommunication Device for the Deaf) 1-800-478-3648
- (Juneau TDD) 907-465-3646
- (FAX) 907-465-6078

For information on alternative formats and questions on this publication, please contact the following:

Commercial Fisheries Entry Commission (CFEC)

Research Section

8800 Glacier Highway, Suite 109

P.O. Box 110302

Juneau, Alaska 99811-0302

(907) 789-6160 *phone*

(907) 789-6170 *fax*

DFG.CFEC.Research@alaska.gov

ABSTRACT

This edition covers the 79 permit types for which permanent permits have been issued in the period 1975 – 2019. It contains detailed information on transfer incidence, the initial geographic distribution of permit holders, changes in the distribution of permits due to permanent transfers of permits and migration of permit holders, and the year-end 2019 geographic distribution of permit holders. Extensive information is also provided on the age distribution of permit holders, age differences between transferors and transfer recipients, rates and characteristics of intra-family and business partner transfers, permit market values and permit acquisition and financing methods.

The report is published as separate documents: an executive summary and the main report, which is primarily a reference document. This, the main report, includes explanations as to which tables in the chapters can be viewed as webpages and downloaded as CSV (comma-separated values) files.

LIST OF PREPARERS

Caitlin Stern
Brad Robbins
Daniel Strong

Contents

Chapter 1 Introduction	1-1
Chapter 2 Transfer Incidence.....	2-1
Turnover Ratios by Permit Type, 1975 – 2019.....	2-1
Chapter 3 Geographic Distribution of Permits, Transfers, and Migrations	3-1
Permit Transfer	3-3
Permit Migration.....	3-3
Permit Cancellation.....	3-3
Permit Buybacks	3-4
Chapter 4 Age Patterns Among Permit Holders.....	4-1
Mean Age of Permit Holders, Transfer Recipients and Transferors	4-1
Chapter 5 Permit Transfer Survey Results	5-1
Historic Transfer Survey Completion.....	5-1
Relationships of Transfer Participants	5-2
Permit Acquisition Method: Gift, Sale, Trade, and Other	5-2
Estimated Permit Values.....	5-3
Financing of Permit Purchases.....	5-3
Foreclosures on Permit Loans.....	5-4
Chapter 6 Permit Transfers From Alaska Rural Locals To Other Resident Types	6-1
Chapter 7 Permit Transfers From Alaska Locals To Other Resident Types.....	7-1
Chapter 8 Multiple Permit Holdings.....	8-1
Consolidation Efforts	8-1
Stacked Permit Operations.....	8-1
Chapter 9 Permit Cancellation.....	9-1
Cancelled Permits	9-1
Cancelled Reasons	9-1
Appendix A. Decision Rules Used To Designate Urban, Rural, Local, and Nonlocal	A-1

Appendix B through G, see links to HTML and CSV files

List of Tables

- Table 2-1. Permit Transfer Activity on Permanent Permits by Year
- Table 2-2. Permit Transfer Activity by Permit Type, 1975-2019
- Table 3-1. Number of Initial Permit Holders by Permit Type and Resident Type
- Table 3-2. 2019 Year-End Distribution of Permit Holders by Permit Type and Resident Type
- Table 3-3. Number of Permit Transfers Between Resident Types, by Year
- Table 3-4. Numbers of Intra-Cohort and Cross-Cohort Permit Transfers by Permit Type, 1975-2019
- Table 3-5. Net Shifts in Resident Types Due to Permit Transfer Activity by Permit Type, 1975-2019
- Table 3-6. Cross-Cohort Migrations of Permit Holders by Year
- Table 3-7. Net Shifts in Resident Types Due to Migration of Permit Holders, by Permit Type, 1975-2019
- Table 3-8. Summary of Annual Net Changes in Statewide Permit Holdings
- Table 4-1. Yearly Mean Ages of Transferable Permit Holders, Transferors, Transfer Recipients, and Mean Age Differences
- Table 4-2. Yearly Mean Ages of Transferable Permit Holders, Transferors, Transfer Recipients, and Mean Age Differences Between Transferors and Transfer Recipients, by Type
- Table 4-3. Yearly Mean Ages of Persons Holding Transferable Permits, by Transferors and Transfer Recipients, by Resident Type
- Table 4-4. Yearly Age Class Distribution of Transferable Permit Holders, by Resident Type
- Table 4-5. Yearly Mean Age of Resident Types Holding Transferable Permits, by Permit Type
- Table 5-1. Relationships of Transferors to Transfer Recipients, by Permit Type and Year
- Table 5-2. Relationships of Transferors to Transfer Recipients, by Resident Type of the Recipient, by Year
- Table 5-3. Transfer Acquisition Methods, by Permit Type and Year
- Table 5-4. Transfer Acquisition Methods, by Resident Type of Transfer Recipient
- Table 5-5. Estimated Permit Values From Survey Data, by Permit Type and Year
- Table 5-6. Sources of Permit Financing, by Permit Type and Year
- Table 5-7. Sources of Permit Financing, by Resident Type of Transfer Recipient
- Table 5-8. Number of Foreclosures on Permit Loans, by Resident Type and Year
- Table 6-1. Permit Transfers Between Alaska Rural Locals and Other Resident Types, by Year
- Table 6-2. Permit Transfers Between Alaska Rural Locals and Other Resident Types, by Permit Type
- Table 6-3. Relationships of Parties in Permit Transfers From Alaska Rural Locals to Other Resident Types, by Permit Type and Year
- Table 6-4. Acquisition Methods Used in Permit Transfers From Alaska Rural Locals to Other Resident Types, by Permit Type and Year

- Table 6-5. Financing Methods Used in Permit Transfers From Alaska Rural Local Permit Holders to Other Resident Types, by Permit Type and Year
- Table 7-1. Permit Transfers Between Alaska Locals and Other Resident Types by Year
- Table 7-2. Permit Transfers Between Alaska Locals and Other Resident Types by Permit Type
- Table 7-3. Relationships of the Parties in Permit Transfers From Alaska Locals to Other Resident Types
- Table 7-4. Acquisition Methods Used in Transfers from Alaska Locals to Other Resident Types, by Permit Type and Year
- Table 7-5. Financing Methods Used in Permit Transfers From Alaska Local Permit Holders to Other Resident Types, by Permit Type and Year
- Table 8-1. Number of Permit Holders with Two Permits in the Same Salmon Fishery at Year-End
- Table 8-2. Kodiak Salmon Set Gillnet Second Permit Acquisition Source
- Table 8-3. Bristol Bay Salmon Set Gillnet Second Permit Acquisition Source
- Table 8-4. Cook Inlet Salmon Set Gillnet Second Permit Acquisition Source
- Table 8-5. Yakutat Salmon Set Gillnet Second Permit Acquisition Source
- Table 9-1. Permit Cancellation Reasons Among All CFEC Permits Issued, 1975-2019
- Table 9-2. Permit Cancellations by Permit Type
- Table 9-3. Table 9-3. Permit Cancellation Counts by Permit and Residency Type, and Year, 1975-2019

Appendices

- Appendix A. Decision Rules Used to Designate Urban, Rural, Local, and Nonlocal
- Appendix B. Permit Transfer Activity on Permanent Permits, by Permit Type and Year
- Appendix C. Summary of Net Changes in the Distribution of Permit Holdings, by Permit Type and Resident Type
- Appendix D. Cross-Cohort Transfers of Alaska Rural Local Permits, by Permit Type and Year
- Appendix E. Cross-Cohort Transfers of Alaska Local Permits, by Permit Type and Year
- Appendix F. Permit Fishery Ordering
- Appendix G. Permit Counts by Community

Chapter 1 Introduction

In 1973, the Alaska State Legislature enacted Alaska's Limited Entry Act (AS 16.43) for commercial fisheries. The Act established a new agency, the Commercial Fisheries Entry Commission (CFEC), to administer a program regulating entry into commercial fisheries under state jurisdiction. Limited entry was implemented in most of the salmon fisheries in 1974. By the end of 2019, permanent limited entry permits have been issued in 66 commercial fisheries: 26 salmon fisheries, 20 herring fisheries, 9 crab fisheries, 5 sablefish fisheries, 3 shrimp fisheries and 3 dive fisheries (sea urchin, sea cucumber, and geoduck). In some limited fisheries, more than one type of permit was issued to help contain increases in fishing capacity. Some permits constrain the amount of gear that can be used while others constrain the length of the vessel. In some limited fisheries, non-severable¹ permits were issued that combine permissible gear types while other permits combine harvestable species. To date, a total of 79 permit types have been issued in 66 limited fisheries.²

A legal prerequisite of the Limited Entry Act was that permits could not be locked in the hands of those to whom they were originally issued (i.e., the 'initial issues'). After much study and debate, the legislature chose free transferability as the method for allowing permit holders to enter and exit the fisheries.

Free transferability allows the transfer of permits from parents to their children and allows a family member to inherit a permit upon the death of a permit holder, as well as sale of permits on the open market. It allows fishermen to enter and exit fisheries at times opportune to them, and it eliminates the need for an expensive

As a food source important to Alaskans and the world, Alaska's fisheries are one of its most important renewable resources. Sound management of its fisheries is crucial to the State of Alaska, and limited entry is an important part of the State's comprehensive management system.

A limited entry permit is the critical element of the system and legally required tool of trade for an Alaskan fisherman. As a privilege subject to revocation by the State, the permit provides a meaningful incentive to comply with conservation laws. As a transferable privilege, the permit provides (1) a sufficiently long-term interest to encourage both conservation and enhancement of the resource, (2) a means to ensure continued fishing access for the fisherman and those dependent upon him.

Former CFEC Chairman Bruce Twomley

¹ Non-severable integrated permits were first issued in the Kodiak roe herring purse seine and gillnet fishery. Non-severable means that the two gear types incorporated in the permit type are inseparable and cannot be sold separately. This was used as means of limiting effort at initial limitation for individuals who qualified under two separate gear types. If the permit had been severable, the individual who qualified under both gear types could have sold the use access conveyed under the gillnet gear and continued to fish using seine gear. Thus, two individuals fishing two different types of gear would have resulted had a severable permit been issued (Muse and Schelle, 1989).

² By the end of 2019, maximum number regulations had been adopted for 67 fisheries. No permanent entry permits have been issued in the Prince William Sound sablefish pot gear fishery, and therefore the fishery does not appear in this report. In addition, a vessel limited entry system is not reported herein as it was statutorily repealed on December 30, 2019. This system covered both the Bering Sea hair crab fishery and the State-wide weathervane scallop fishery, both of which reverted to open access on December 31, 2019.

and time-consuming bureaucratic process to handle permit reallocation. Many other transfer options were considered but were found lacking with respect to these criteria.

In 1983, the Alaska Supreme Court ruled on the *State of Alaska v. Ostrosky*,³ which challenged the constitutionality of the Limited Entry Act, particularly the free transferability provisions. The court upheld the constitutionality of both the Act and of free transferability, and affirmed the legislative objectives in adopting the transferability option. The decision was subsequently allowed to stand by the United States Supreme Court when it dismissed the Ostrosky appeal in *Ostrosky v State*.⁴

Despite the benefits of free transferability, many persons remain concerned that permit transfers might result in undesirable consequences for the distribution of permits. There is a concern that permits will leave the state, or that permits will disappear from isolated fishing communities which are local to a limited fishery, thereby eroding a traditional economic base. The legislature has twice ordered studies of transferability options, first upon initial passage of the Act,⁵ and again in 1980.⁶

Because of concerns about free transferability, CFEC has produced this report so that the legislature, the administration, and other interested parties will be kept accurately apprised of the facts.

This edition covers the 79 permit types for which permanent permits have been issued in the period 1975 – 2019. It contains detailed information on transfer incidence, the initial geographic distribution of permit holders, changes in the distribution of permits due to permanent transfers of permits and migration of permit holders, and the year-end 2019 geographic distribution of permit holders. Extensive information is also provided on the age distribution of permit holders, age differences between transferors and transfer recipients, rates and characteristics of intra-family and business partner transfers, permit market values and permit acquisition and financing methods.

The written portion of this the main report includes explanations of tables in the chapters, which can be viewed as HTML tables or downloaded as CSV files. The tables from Appendix A are included herein, while the remaining Appendix tables can be found in the online HTML and CSV files.

³ *State of Alaska v. Ostrosky*, 667 P.2d 1184 (1983).

⁴ Appeal dismissed for want of a substantial federal question, 467 U.S. 1201, 104 S Ct. 2379, 81 Led. 2d 339 (1984).

⁵ AS 16.43.370 (b) (repealed 1987): “The commission shall study alternative methods of permit transferability and report its findings and recommendations to the legislature before January 15, 1975.” The resulting report was the “Report to the Legislature on Entry Permit Transfers,” CFEC, January 15, 1975.

⁶ Rodgers, G. and J. Kreinheder, “Socioeconomic Analysis For Fishery Areas and Census Divisions.” Prepared for the Limited Entry Study Committee of Alaska Legislature, January 21, 1980.

Chapter 2 Transfer Incidence

During the period from 1975 through 2019, 16,603 limited entry permits were issued in 79 permit types. However, not all permits are available for transfer. AS 16.43.2500 requires that CFEC develop hardship ranking systems, often called “point systems”, to allocate permits, and to determine point levels at which a person would experience only minor economic hardship if excluded from an initial permit allocation. Permanent permits issued to persons classified at minor economic hardship level are non-transferable.

Note that initial issuance refers to the issuance of a new permit whenever it occurred. Some permits for a fishery may be initially issued several years after the main body of permits has been issued. This is because some applicants are difficult to classify under a hardship ranking system, and a final determination of their standing may come only after an extensive hearing and adjudication process. In other cases, permits have been issued at a later date as the result of lawsuits brought against CFEC.

The majority of permits issued were fully transferable. Over time, there has been a net reduction in the number of permits, both transferable and non-transferable. The net reduction of transferable permits is due to the cancellation of some transferable permits and the net addition of permits that were converted from non-transferable to transferable status through the CFEC adjudication process. Similarly, the net reduction of non-transferable permits is due to the cancellation of non-transferable permits and the net conversion of non-transferable permits to transferable status through the CFEC adjudication process.

Two types of annual transfer rates are shown in Table 2-01. The first type is the ratio of the permits transferred for the first time (i.e., from initial issuees) to the number of transferable permits. If no new permits were issued, this ratio would decline over time because each year there would be fewer permits still held by initial issuees.

The second type of annual transfer rate reported in Table 2-01 is the ratio of all transfers to the sum of all available transferable permits. This provides a measure of the annual turnover rate for transferable permits.

Turnover Ratios by Permit Type, 1975 – 2019

In Table 2-02, permit types were divided into groups based upon the year(s) in which they were limited. A summary of transfer ratios is provided for each group. The first group consists of the original 19 salmon permit types for which permanent permits were first issued in 1975. The second group consists of the 6 Arctic-Yukon-Kuskokwim (AYK) salmon permit types for which permanent permits were first issued in 1976. The remaining limited herring, roe herring, shellfish, dive and sablefish permit types are also grouped by years of limitation. These permit type groupings appear in tables throughout this report.

The sum of annual permit counts represents the number of transferable permits at the end of each year, summed over the entire period. The summations are used to express rates of permit transfers by fishery. The rates can be compared to the all-years statewide summary rates presented in Table 2-01 to evaluate the relative turnover rate of individual fisheries.

Two measures of average annual transfer rates for individual permit types are shown in Table 2-02. The first transfer rate is calculated by dividing the cumulative total transfers from initial issuees in the fishery, by the sum of annual transferable permit counts over the same time period. The permit types limited in the most recent years have the highest rates of transfers from initial issuees, but this rate is expected to decline over time because each year there will be fewer initial issuees remaining in the permit type.

The second transfer rate is calculated by dividing all permanent transfers over the time by the sum of annual transferable permit counts over the same period. These transfer rates vary considerably by permit type.

The annual transfer rate within a permit type may vary considerably from year to year. This is demonstrated in Appendix B where the number of transferable permits, the number of transfers, and the transfer rates for each year are presented for individual permit types.

Chapter 3 Geographic Distribution of Permits, Transfers, and Migrations

The effects of permit transfers (change of permit holder) and migration of permit holders (permit holder changes place of residence) are examined in this portion of the report. Statewide and fishery-specific information is provided.

Classification of Permits

Limited entry permits are allocated based upon an individual's past participation and economic dependence on the fishery. To allocate permits among qualified applicants, CFEC develops hardship rankings, or "point systems" that measure each individual's relative position in the fishery. The Limited Entry Act also requires CFEC to determine levels within the point system where persons would experience only "minor economic hardship" if excluded from an initial permit allocation. Persons who receive permanent limited entry permits and who are ranked at or below the minor economic hardship level receive non-transferable permits, while persons who are ranked above the minor economic hardship level receive transferable permits.

In most fisheries, the majority of permits issued came as transferable permits to persons ranked above the minor economic hardship level. The counts of permits issued as transferable and non-transferable permits can be found in Table 3-01.

Classification of Permit Holders

This report measures changes in permit distribution by classifying permit holders based upon where they reside. Steve Langdon⁷, was the first to divide permit holders who were residents of Alaska into those who resided in places that were 'local' and those that were 'nonlocal' to the permit type. He further defined Alaskan places as 'rural' or 'urban'. Non-Alaskan permit holders were grouped as a single 'nonresident' category. Langdon's conceptual categories are a useful way to examine the geographic distribution of permits. The resident types used in this report are:

- **ARL:** *Alaska* resident of a *Rural* community which is *Local* to the fishery for which the permit applies;
- **ARN:** *Alaska* resident of a *Rural* community which is *Nonlocal* to the fishery for which the permit applies;
- **AUL:** *Alaska* resident of an *Urban* community which is *Local* to the fishery for which the permit applies;
- **AUN:** *Alaska* resident of an *Urban* community which is *Nonlocal* to the fishery for which the permit applies;

⁷ Langdon, S. "Transfer Patterns in Alaskan Limited Fisheries" January 17, 1980.

- **ADM:** *Alaska Data Missing* refers to Alaska residents with out-of-state addresses who thus could not be classified as local or nonlocal to the fishery for which the permit applies;
- **NR:** *Nonresident* of Alaska.
- **DCCED / CFAB:** Signifies permits that have been foreclosed upon by the Alaska Department of Commerce, Community, and Economic Development (DCCED), or by the Commercial Fishing and Agriculture Bank (CFAB), and have yet to be transferred.

An example of how this classification works could be a permit holder who lives in Dillingham and holds two limited entry permits. If one permit is for the Bristol Bay drift gillnet fishery, it will be classified as a permit held by an Alaska Rural Local (ARL) because Dillingham is a rural community and is local to Bristol Bay. If the other permit is for the Cook Inlet herring seine fishery, then that permit will be classified as one held by an Alaska Rural Nonlocal (ARN) because Dillingham is rural, but not local to Cook Inlet.

Urban and rural designations in this publication are based upon information from U.S. Census 2010. Because editions of this report prior to 2012 used Census 2000 criteria, some changes have occurred in the rural/urban designations.⁸ In general, there are now more Alaska places designated as rural, and consequently more permits issued to persons classified as rural residents. For more detailed information concerning urban and rural classification rules, please see Appendix A.

The local/nonlocal distinctions are generally based on the regulatory boundaries of each fishery. The Upper and Lower Yukon and Kuskokwim River fishery areas are based on their immediate river drainages. The Bristol Bay area extends inland up the Nushagak River and includes Lake Iliamna, Lake Clark and the Tikchik Lake system. For a complete description of the local/nonlocal decision rules, please see Appendix A.

Resident type classifications prior to 1978 were based on the address information provided to CFEC during the issuance, renewal, and transfer of permits. Some nonresident applicants used an Alaska address, and were consequently classified as residents. After 1978, in an effort to improve the accuracy of CFEC residency data, permit renewal and transfer forms included a sworn declaration of residency. In addition, permit holders claiming Alaska residency were required to provide a valid Alaska address. Before 1982, permit renewal forms included space for only one address. The address listed may have been a temporary mailing address near the fishing grounds. As a result, a number of fishermen could have been misclassified as local to the permit type. The first edition of this report

⁸ The 2004-2012 editions of this report used Census 2000 criteria to designate rural and urban classifications. Rural and urban classifications for the 1991-2003 editions used Census 1990 population figures and the 1983 – 1990 editions used Census 1980 figures.

(1983) estimated the percentage of transfers involving permit holders who used an ‘in care of’ address at 2%. Since that time, there have been major permit file data corrections which included replacing temporary mailing addresses with permanent addresses. This suggests that the number of misclassified fishermen is relatively small. Beginning in 1982, permit renewal forms included space for both a permanent and a temporary mailing address. For this report, Alaska residency was designated for each individual using the last sworn declaration of residency and provided address from the permit holder among all the permanent permits the individual renewed that year. Permit holders who declared Alaska residency but provided out-of-state addresses were assigned the Alaska Data Missing resident type.

Changes in the Distribution of Permits

The number of permits in each resident type can change for three reasons:

1. **Transfer:** permits can be transferred (either by gift, sale, or trade) to other resident types.
2. **Migration:** a permit holder can move from one location to another. Migrations have changed the resident/nonresident balance to a greater degree than permit transfers.
3. **Cancellation:** permanent permits can be cancelled, usually when a person who holds a non-transferable permit fails to renew the permit for two consecutive years or passes away. Other reasons for cancellation are discussed in more detail in the next section.

Permit Transfer

To examine the geographic changes in permit distribution attributed to transfer activity, transfers have been divided into two groups:

1. **Intra-Cohort Transfers:** transfers between permit holders of the same resident type. Intra-cohort transfers do not change the distribution of permits between resident types.
2. **Cross-Cohort Transfers:** transfers between persons of different resident types. Cross-cohort transfers result in a change in the distribution of permits between resident types.

Permit Migration

Decreases in the number of permits held by Alaska residents are countered by increases in the number of nonresident permits. Migrations, which refer to the relocation of permit holders, have changed the resident/nonresident balance to a greater degree than permit transfers.

Permit Cancellation

Cancellation most often occurs on non-transferable permits when a permit holder dies. Cancellation can also occur when the permit holder does not renew a permit for two consecutive years, or when a permit holder fails to meet the terms from a DCCED or CFAB loan. In this report, the number of cancelled permits also includes permits that were administratively removed or reconsidered through CFEC’s adjudication process. Many of the cancelled permits have been in the salmon hand troll fishery where a large number of non-transferable entry permits were issued.

Permit Buybacks

Some cancelled permits are voluntarily relinquished under the special circumstances of a buyback program. Generally, permit buyback programs are established to reduce effort in the fishery, to increase economic efficiency, and/or to conserve the fishery resource. There have been three federally-funded buyback programs of CFEC permits. A.S. 16.43.310 authorizes CFEC to establish its own buyback programs in order to achieve the optimum number in a fishery. To date, CFEC has not established any buyback programs.

A buyback first occurred in 1999 when the U.S. National Park Service administered a program to buy and permanently cancel 10 Southeast Alaska Dungeness crab permits. Nine permits were transferable (3 D9AA, 4 D9BA, and 2 D9CA), and one was non-transferable (D10A). This buyback removed permits for persons who had substantial fishing history in the marine waters of Glacier Bay National Park. It was part of a larger effort to phase out commercial fishing in the park. Each of the permit holders contractually agreed to allow their permits to lapse by not renewing them.

The second buyback program occurred in 2008 when 35 permanent transferable Southeast salmon purse seine permits (S01A) were bought and retired under the Southeast Revitalization Association (SRA) fleet consolidation program. The buyback was administered by the SRA and the Alaska Sustainable Salmon Fund (under Alaska Department of Fish and Game) using federal grant funds from the Pacific Coastal Salmon Recovery Fund. The goals of the buyback were to reduce effort, promote economic efficiency, and increase flexibility in conservation and management of the fishery.

The third buyback program occurred in 2012 with another round of buybacks in the Southeast salmon purse seine fishery that permanently retired 64 more S01A permits. The 2012 buyback was administered solely by the SRA and was financed with a federal loan to be repaid by the remaining permit holders.

Chapter 3 Tables

The following tables present data germane to evaluating the effects of permits transfers, migrations, and cancellations on the distribution of permanent limited entry permits (both transferable and non-transferable).

Table 3-01. Number of Initial Permit Holders by Permit Type and Resident Type. Table 3-01 presents the distribution of permits by resident type for transferable permits and all permits (both transferable and non-transferable) at initial issuance. Recall that a non-transferable permit is a permanent limited entry permit that remains with the initial issuee and cannot be transferred. A transferable permit is a permanent limited entry permit that can be freely transferred.

Table 3-02. 2019 Year-End Distribution of Permit Holders by Permit Type and Resident Type. Table 3-02 presents the distribution of permits by resident type for transferable permits and for all permits (both transferable and non-transferable), at year-end 2019. This table excludes permits which were canceled by the CFEC and not reinstated (summed over the entire period 1975-2019).

Table 3-03. Number of Permit Transfers Between Resident Types, by Year. Table 3-03 presents the cross-cohort and intra-cohort transfers for the years 1975-2019 for all fisheries combined. Cross-cohort transfers are transfers between persons of different resident types while intra-cohort transfers are transfers between individuals of the same resident type. Cross-cohort transfers result in a change in the distribution of permits between the resident types while intra-cohort transfers do not.

Table 3-04. Number of Intra-Cohort and Cross-Cohort Permit Transfers by Permit Type, 1975-2019. Table 3-04 presents the total number of permit transfers as well as the number and percent of intra-cohort and cross-cohort transfers by fishery. Cross-cohort transfers are transfers between persons of different resident types while intra-cohort transfers are transfers between individuals of the same resident type. Cross-cohort transfers result in a change in the distribution of permits between the resident types while intra-cohort transfers do not. The number of transfers includes permit foreclosures and subsequent transfers of those permits; they are counted as cross-cohort transfers.

Table 3-05. Net Shifts in Resident Types Due to Permit Transfer Activity by Permit Type, 1975-2019. Table 3-05 presents the net shifts in resident types, by fishery, due to transfer activity. Recall that a transfer means that the permit has changed hands through gift, sale, or trade. Changes in permit distributions are counted in *net* terms. A net increase in permits means that after accounting for all permit transfers, the residency group gained permits. A net decrease in permits means that after accounting for all transfers, the residency group has fewer permits. A dash mark in this table signifies a fishery where no transfers have taken place since initial issuance. A zero indicates that there have been transfers in the fishery, but there was no net change as a result of those transfers.

Table 3-06. Cross-Cohort Migrations of Permit Holders by Year. Table 3-06 presents the number of cross-cohort migrations of permit holders by year, for the years 1976 – 2019. Recall that migrations refer to the relocation of permit holders. Cross-cohort migrations are migrations of permit holders from one resident type to another. Cross-cohort migrations result in a change in the distribution of permits among the resident types.

Table 3-07. Net shifts in Resident Types Due to Migration of Permit Holders, by Permit Type, 1975-2019. Table 3-07 presents the net shifts in resident types due to migration of permit

holders by fishery. Recall that migration refers to the relocation of permit holders. Changes in permit distributions as a result of migration are counted in *net* terms. A net increase in permits means that after accounting for all migrations of permit holders, the residency group gained permits. A net decrease in permits means that after accounting for all migrations of permit holders, the residency group has fewer permits. A dash mark in this table signifies a fishery where no migrations have occurred. A zero indicates that there have been migrations, but the migrations resulted in no net change.

Table 3-08. Summary of Annual Net Changes in Statewide Permit Holdings. Table 3-08 summarizes the net changes in permit holdings by resident type for the years 1975-2019. A breakout by resident type summarizes the net changes due to transfers, migrations, and cancellations. Changes in permit holdings are counted in “net” terms. A net increase in permits means that after accounting for all activity (transfers, migrations, or cancellations) of permit holders, the residency group gained permits. A net decrease in permits means that after accounting for all activity (transfers, migrations, or cancellations) of permit holders, the residency group has fewer permits.

Chapter 4 Age Patterns Among Permit Holders

A concern of the drafters of the Limited Entry Act was that permits should remain accessible to new entrants, especially younger Alaskans. This section examines ages of permit holders, transferors, and transfer recipients over the lifetime of the limited entry program. Excluded from the data are non-transferable permits and permits which were foreclosed upon by the Department of Commerce, Community, and Economic Development (DCCED) or the Commercial Fishing and Agriculture Bank (CFAB).

Mean Age of Permit Holders, Transfer Recipients and Transferors

If no permits were transferred at all, the mean age of permit holders would logically increase by one year, each calendar year. Transfer recipients of a younger age can counter that increase, or conversely older transfer recipients can add to the increase in mean age of permit holders. Each permit reflects the age of the permit holder; therefore, a person's age may be used more than once in the calculations.

Chapter 4 Tables

The following tables provide information about the ages of permit holders, transferors and transfer recipients.

Table 4-01. Yearly Mean Ages of Transferable Permit Holders, Transferors, Transfer Recipients, and Mean Age Differences. Statewide annual mean ages for all transferable permit holders, transferors, and transfer recipients are shown in Table 4-01 for the years 1975 – 2019. The table presents the number of transferable permits (excluding foreclosed permits), the mean age of all permit holders, the number of transfers, the mean age of the transferor, the mean age of the transfer recipient, and the mean age difference between the transferor and transfer recipient. The number of transfers and the mean age calculations exclude individuals with missing birthdate information.

Table 4-02. Yearly Mean Ages of Transferable Permit Holders, Transferors, Transfer Recipients, and Mean Age Differences Between Transferors and Transfer Recipients, by Permit Type. Table 4-02 provides the same information as Table 4-01, but by fishery. The count of transferable permits excludes foreclosed permits. Mean age calculations exclude individuals with missing birthdate information. Age information is confidential when there are fewer than four permits in the fishery or less than four permit transfers within the fishery in a year. A pair of asterisks indicate these instances.

Table 4-03. Yearly Mean Ages of Persons Holding Transferable Permits, by Transferors and Transfer Recipients, by Resident Type. Table 4-03 presents the number of transferable permits and the mean age of all transferable permit holders by resident type. Resident type definitions can be found in Chapter 3. The annual number and mean age of all transferors and transfer recipients by resident type are also displayed. The count of transferable permits excludes foreclosed permits. The

transferor count represents the number of transfers *from* the resident type. The transfer recipient count likewise represents number of transfers *to* a resident type. Mean age calculations exclude individuals with missing birthdate information.

Table 4-04. Yearly Age Class Distribution of Transferable Permit Holders, by Resident Type. Table 4-04 divides transferable permit holders into six age classes: all permit holders age 20 and under; age 21 to 30; age 31 to 40; age 41 to 50; age 51 to 60; and all permit holders over the age of 60. The annual age distribution of permit holders by resident type is presented. Resident type definitions can be found in Chapter 3. Mean age calculations exclude individuals with missing birthdate information.

Table 4-05. Yearly Mean Age of Resident Types Holding Transferable Permits, by Permit Type. Table 4-05 breaks out the number of permits and mean ages by each fishery and by resident type. Resident type definitions can be found in Chapter 3. Age information is confidential when there are fewer than four permits in the fishery, or fewer than four permits held by a resident type, or less than four permit transfers within the fishery in a year. A pair of asterisks indicate these instances.

Chapter 5 Permit Transfer Survey Results

When limited entry permits are transferred, CFEC requires the two parties involved in the transfer (transferor and transfer recipient) to complete a “transfer survey”. The transfer survey allows the CFEC to monitor the broad transfer characteristics and transfer patterns of limited entry permits. The survey also allows CFEC transfer officers to evaluate the validity of a transfer. In order for a transfer recipient to receive an entry permit, the transfer recipient must be physically capable of actively participating in the fishery, have reasonable access to the necessary gear, and intend to fish the upcoming season. Permits cannot be leased, pledged, mortgaged, attached, distrained or transferred with any retained right of repossession or foreclosure, nor can permits be encumbered in any way, or on any condition requiring a subsequent transfer. Both parties involved in the transfer must sign an affidavit that attests to the validity of the survey and of all documents concerning the transfer.

The survey collects a variety of information from the transferor and the transfer recipient. In particular, the survey collects information on whether the transfer was a gift, sale, or trade; the source of permit financing; the relationship between the transferor and transfer recipient; how the permit was located; and the permit sale price. The transfer survey has been the source of information for CFEC estimated permit values, which are used by the Department of Commerce, Community, and Economic Development (DCCED) and the Alaska Commercial Fishing and Agriculture Bank (CFAB) for fishing loan purposes.

Historic Transfer Survey Completion

During the period spanning 1975 to 1979, the CFEC sent the survey to all transferors and transfer recipients, but its completion was voluntary and anonymous. During this period of voluntary compliance, completed surveys represented between 44 – 50% of all transfers.⁹ The anonymity of survey respondents did not allow the surveys to be tied with other CFEC data, which made the survey data somewhat less useful. As a result of these limitations, survey information from 1975 to 1979 is not included in this report but can be found in the first edition of this report which was published in 1983.

In 1980, the CFEC modified the transfer survey in both form and requirements. In that year, completion of the survey was made mandatory and survey questions were expanded to include questions about the relationship between the transfer parties. The survey could then be tied to other CFEC data. In late 1983, the survey was expanded to include information from the transferor.

Even though the survey was made mandatory in 1980, strict enforcement of this rule did not occur until 1981. There were 140 transfers in 1980 and 15 transfers in 1981 without completed surveys. Note that in every year some transfers occurred for which a transfer survey was not completed. This accounts for the slight differences in the totals columns between Table 2-01 and the tables in this

⁹ CFEC “Changes in the Distribution of Permit Ownership in Alaska’s Limited Fisheries, 1975-1981”. February 1983. Page 15.

chapter. The majority of transfers without surveys occur on DCCED or CFAB foreclosed permits. Overall, the surveys represent almost every transfer since 1980.

Relationships of Transfer Participants

Beginning in 1980, transfer recipients were required to explicitly indicate their relationship to the transferor on the transfer survey. Tables 5-01 and 5-02 present the results of the transfer survey questions concerning the relationship between the transferor and the transfer recipient. Table 5-01 organizes the time-series information by permit type, while Table 5-02 organizes the information by the resident type of the transfer recipient.

There are four relationship categories:

1. **Friend/Partner:** this category includes those who indicated that the transferor was either a “personal friend” or “business partner”. The friend category was reworded from “friend” to “personal friend” in October of 1983. This action may have contributed to the decrease in the “friend” category and concomitant increase in the “other” category after the wording change.
2. **Immediate Family:** this category includes all those who indicated that the transferor was a member of their immediate family.
3. **Other Relative:** this category includes all those who indicated that their relationship to the transferor was “other relative”.
4. **Other:** transfer recipients may mark “other” on the survey form if they feel their relationship to the transferor does not fit into the categories above. The “other” category has a space to explain the nature of the relationship. The reported “other” category in this document includes those who indicated that the transferor had no relationship to themselves (“none” category). The foreclosed permits that were subsequently transferred are included in this category.

Permit Acquisition Method: Gift, Sale, Trade, and Other

Under the Limited Entry Act’s terms of free transferability, permanent limited entry permits may be sold, traded, gifted or inherited, thus enabling new participants to enter a fishery. The transfer survey includes a question about how the transfer recipient acquired the permit. Tables 5-03 and 5-04 present the results of the transfer survey’s question on the acquisition method. Table 5-03 organizes the time-series information by permit type, while Table 5-04 organizes the information by the resident type of the transfer recipient.

There are four acquisition method categories:

1. **Gift:** a transfer between individuals where no remuneration is received between parties. Permits transferred as part of an inheritance are also classified as gifts. Gifts accounted for only 21.5% of all transfer survey responses in the 1975-1979 period. The increase in gift responses may be a result of efforts to enforce the Limited Entry Act’s prohibitions against leasing permits. Therefore, some of the ‘gift’ responses may actually represent lease arrangements or carry reciprocal expectations.
2. **Trade:** a transfer between individuals where a permit is traded for other items of material value. The items and their values are required to be documented on the transfer survey.

3. **Sale:** a transfer between individuals where a monetary transaction occurs for the permit. For sales transactions, the survey asks for the sale price and type of financing used.
4. **Other:** a transfer recipient may mark “other” on the survey form if they feel that their method of acquisition does not fit into the categories of permit purchase only, combined purchase, gift, trade, or inheritance. The “other” category has a space to explain the nature of the acquisition method.

Estimated Permit Values

Permit values are derived from the monthly CFEC Permit Value Report (PVR). Table 5-05 presents time-series data on the mean permit values by permit type. The figures represent the annual mean value of arms-length sales transactions. If fewer than four transactions occur in a year, values from previous years are included to calculate the mean. All of the prices are in nominal dollars, which do not reflect adjustments for general price inflation. To maintain restrictions on confidential data, permit values cannot be shown in some cases. A pair of asterisks indicate these instances. The method of calculating the annual mean value of arms-length transactions was standardized in 1987. Prior to 1987, different methods were used. As a result, permit values prior to 1987 do not display a ‘Begin’ and ‘End’ date in Table 5-05.

There are several limited permit types that do not appear in Table 5-05 because there have been insufficient sales transactions to estimate the permit value. Four of these permit types are non-transferable permits which means that they cannot be sold. The permit types where all permits issued were non-transferable permits are as follows.

1. Southeast Dungeness crab ring net (D10A)
2. Cook Inlet Dungeness crab ring net (D10H)
3. Southeast Dungeness crab diving gear (D11A)
4. Southeast shrimp otter trawl (P07A)

Permit values are confidential when there have been fewer than 4 permit sales. In Table 5-05, there are multiple permit types where the permit value is confidential. A pair of asterisks indicates confidential permit values.

Financing of Permit Purchases

If the transfer recipient marked that the permit was acquired through a sales transaction, they must specify which source of financing was used. Beginning in 1990, the method of evaluating the survey responses was changed.

Finance source data from 1980 to 2019 is evaluated in the following manner:

1. Survey respondents may mark “other” on the survey form if they feel their source of financing does not fit into the categories of personal resources, DCCED loan, CFAB loan, other bank loans, or loans from the transferor or a processor. A review of the comments associated with the surveys marked “other” revealed that a large number of these involved unique methods of self-financing or loans from relatives or friends. Because of the strong association of the “other” financing with that of the personal resources financing, those responses are combined and classified under a “Self/Other” category thus eliminating the non-descriptive “other” category for the purposes of this report.

2. For surveys where two finance sources were indicated, and one of those sources was “Self/Other,” the finance source reported in tables of this study is that of the alternate (other than the “Self/Other” category). The self-financing associated with permits financed by multiple methods is primarily in the form of a down payment or interim financing. The “Self/Other” category is intended to be representative of permit purchases that are primarily financed by personal resources rather than simply purchases involving a down payment as many financing methods commonly involve a down payment.
3. Surveys involving three finance sources as well as the remainder of the two finance source surveys (i.e., those surveys that did not indicate “Self/Other”) are reported under the category of “Other Combination” financing in subsequent tables of this study.

Tables 5-06 and 5-07 present the results of the transfer survey’s permit financing question. Table 5-06 organizes the time-series information by permit type, while Table 5-07 organizes the information by the resident type of the transfer recipient.

There categories of permit financing reported are as follows:

1. **Self/Other:** permit purchased with personal resources or “other” means. The transfer survey has “other” as an option with an accompanying space for explanation.
2. **Bank:** permits financed through bank loans. Copies of promissory notes must be submitted with the survey.
3. **DCCED:** permits financed with Department of Commerce, Community, and Economic Development (DCCED) loans.
4. **CFAB:** permits financed with Commercial Fishing and Agriculture Bank (CFAB) loans.
5. **Transferor:** permits financed through a transferor (seller) provided loan. The agreement between parties must be submitted with the transfer survey.
6. **Processor:** permits financed through a fish processor loan.
7. **CDQ:** permits financed with Community Development Quota (CDQ) program loans.
8. **Combination:** permits financed using some combination of the preceding six financing methods.

Foreclosures on Permit Loans

By Alaska Statue, DCCED or CFAB are the only two lending entities that can accept a CFEC entry permit as collateral on a loan (A.S. 16.10.333). Table 5-8 reports time-series data on the number of permit loans foreclosed upon by DCCED or CFAB. Nonresidents are not eligible for DCCED or CFAB loans. As such, the nonresident permit loan foreclosures likely represent individuals who were Alaska residents when they received their loans and subsequently changed their residency status prior to foreclosure.

Chapter 5 Tables

Transfer survey results from 1980 to 2019 are presented in the following tables.

Table 5-01. Relationships of Transferors to Transfer Recipients, by Permit Type and Year.

Table 5-01 presents the relationships of transferors to transfer recipients by fishery and year. The table provides the number and percentage of each relationship category. Statewide averages are shown in the “All Permit Fisheries” permit type at the end of this table. The transfer survey information for the foreclosed permits is not included in this table. The subsequent transfer of the foreclosed permits from DCCED or CFAB back to individuals are counted in the “other” category.

Table 5-02. Relationships of Transferors to Transfer Recipients, by Resident Type of the Recipient, by Year. Table 5-02 presents the relationship of transferor to the transfer recipient by the resident type of the transfer recipient (resident type definitions are provided in Chapter 3). Transfer survey information for the foreclosed permits is not included in this table. The subsequent transfer of the foreclosed permits from DCCED or CFAB back to individuals are counted in the “other” category. The 1981 Yakutat salmon set gillnet fishery includes one survey in which the relationship was not indicated.

Table 5-03. Transfer Acquisition Methods, by Permit Type and Year. Table 5-03 presents time-series data on the transfer acquisition methods reported in surveys from 1980 to 2019. The table displays both the number and percentage of acquisition categories. Statewide averages are presented in the “All Permit Fisheries” permit type at the end of this table. The transfer survey information for the 345 foreclosed permits is not included in this table. The subsequent transfer of the foreclosed permits from DCCED or CFAB back to individuals are counted in the “other” category. The 1981 Yakutat salmon set gillnet fishery includes one survey in which the relationship was not indicated.

Table 5-04. Transfer Acquisition Methods, by Resident Type of Transfer Recipient. Table 5-04 reports transfer acquisition methods by the resident type of the transfer recipient. The table displays both the number and percentage of acquisition categories. Statewide averages are presented in the “All Permit Fisheries” permit type at the end of this table. Residency definitions are provided in Chapter 3.

Table 5-05. Estimated Permit Values from Survey Data, by Permit Type and Year. In Table 5-05, average permit values are given by permit type and year for permit sales during the period 1982 through 2019. Permit values are derived from the monthly CFEC Permit Value Report (PVR). The figures represent the annual average price of arms-length sales transactions. If fewer than four transactions occur in a year, values from previous years are used to calculate the average. All of the prices are in nominal dollars, which do not reflect adjustments for general price inflation. To maintain restrictions on confidential data, permit values cannot be shown in some cases. A pair of asterisks indicate these instances. The ‘Permit Sales’ column represents the number of arms-length sales transactions that occurred in that year. The ‘Begin’ and ‘End’ columns provide information on the temporal spread of transactions used to calculate the permit value, representing the month and year of first sales transaction used to calculate the year’s permit value and the month and year of the last sales transaction used to calculate the year’s permit value. The method of calculating the annual average price of arms-length transactions was standardized in 1987. Prior to 1987, different methods were used. As a result, permit values prior to 1987 do not display a ‘Begin’ and ‘End’ date. Permit types with fewer than four sales are excluded from this table.

Table 5-06. Sources of Permit Financing, by Permit Type and Year. Table 5-06 provides time-series data about sources of permit financing by permit type and year. This table only includes surveys where respondents indicated they purchased their permit. There are eight sources of permit financing reported in this table: self/other, bank, DCCED, CFAB, transferor, processor, CDQ, and combination. Averages for statewide sources of permit financing can be found in the “All Permit Fisheries” permit type at the end of this table.

Table 5-07. Sources of Permit Financing, by Resident Type of Transfer Recipient. Table 5-07 presents time-series data about sources of permit financing organized by the resident type of the transfer recipient. Resident type definitions are provided in Chapter 3. This table only includes surveys where respondents indicated they purchased their permit. There are seven sources of permit financing reported in this table: self/other, bank, DCCED, CFAB, transferor, processor, and combination. Averages for statewide sources of permit financing can be found in the “All Permit Fisheries” permit type at the end of this table.

Table 5-08. Number of Foreclosures on Permit Loans, by Resident Type and Year. Table 5-08 enumerates the total number of permits foreclosed on by DCCED or CFAB. Included are counts by resident type. Note that while DCCED and CFAB loans are only available to Alaska residents, some permit holders will change domicile after they obtain a permit. Resident type definitions are provided in Chapter 3. This table only includes surveys where respondents indicated they purchased their permit.

Chapter 6 Permit Transfers from Alaska Rural Locals to Other Resident Types

The long-term effects of limited entry on rural coastal fishing communities have been of considerable interest to the Alaska State Legislature, the State of Alaska administration, and the public. Particular attention has been paid to the degree to which limited entry permits have been transferred away from rural fishing communities.

This section will present information regarding only the cross-cohort transfers of permits associated with Alaska Rural Locals (ARLs). A permit is classified as held by an ARL if the permit holder resides in a rural Alaska community that is local to the fishery in question.¹⁰ Recall that a cross-cohort transfer is a transfer between persons of different resident types. Cross-cohort transfers result in a change in the distribution of permits among resident types. Tables are presented with transfer survey results from 1980 to 2019 for all permit transfers from ARL permit holders.

Chapter 6 Tables

Table 6-01. Permit Transfers Between Alaska Rural Locals and Other Resident Types, by Year. Table 6-01 presents time-series information on the net results of cross-cohort transfers of permits associated with Alaska Rural Locals. The total number of transfers from and to Alaska Rural Locals are displayed in the second and third columns respectively. Starting in the fourth column of Table 6-01, the net shifts as a result of transfers to and from Alaska Rural Locals are enumerated by resident type. A positive figure represents a net increase, while a negative figure represents a net decrease, and a zero means that there has been no net change. Resident type definitions can be found in Chapter 3. The DCCED/CFAB column represents net changes due to action on permits temporarily held by the Department of Commerce, Community, and Economic Development or the Commercial Fishing and Agriculture Bank. The Alaska Urban column is the sum of the net shifts for Alaska Urban Locals and Alaska Urban Nonlocals. The Alaska Nonlocal column is the sum of the net shifts for Alaska Rural Nonlocals, Alaska Urban Nonlocals, and DCCED/CFAB. The “Total” row at the bottom of Table 6-01 represents the total effects of transfers between Alaska Rural Locals and other resident types over the time period of limited entry (1975-2019). Intra-cohort transfers from Alaska Rural Locals to other Alaska Rural Locals can be found in Table 3-03 in Chapter 3.

Table 6-02. Permit Transfers Between Alaska Rural Locals and Other Resident Types, by Permit Type. Table 6-02 continues from Table 6-01 and breaks out the results of cross-cohort transfers between Alaska Rural Locals (ARLs) and other resident types, by permit type. By permit type, the total transfers from ARLs are reported in the second column labeled, “From Alaska Rural Local”. The third column reports the total number of transfers to ARLs labeled, “To Alaska Rural Local”. The fourth column represents the net change of permits held by Alaska Rural Locals (to ARL minus from ARL). The fifth column, “Initial Alaska Rural Local” presents the total number of

¹⁰ For detailed information concerning local/nonlocal and urban/rural rules, please see Appendix A.

limited entry permits initially issued to Alaska Rural Locals. Note that the initial count includes non-transferable permits. Non-transferable permits cannot be transferred and remain with the initial issuees. The “Percent Initial Level” column is the result of dividing the “Net Alaska Rural Local Shift” figure by the “Initial Alaska Rural Local” figure. Starting in the seventh column of Table 6-02, the net shifts as a result of transfers between Alaska Rural Locals and other resident types are examined by resident type. A positive figure represents a net increase, while a negative figure represents a net decrease, and a zero means that there has been no net change. Resident type definitions can be found in Chapter 3. The DCCED/CFAB column represents net changes due to action on permits temporarily held by the Department of Commerce, Community, and Economic Development or the Commercial Fishing and Agriculture Bank. The Alaska Urban column is the sum of the net shifts for Alaska Urban Locals and Alaska Urban Nonlocals. The Alaska Nonlocal column is the sum of the net shifts for Alaska Rural Nonlocals, Alaska Urban Nonlocals, and DCCED/CFAB.

Table 6-03. Relationships of Parties in Permit Transfers from Alaska Rural Locals to Other Resident Types, by Permit Type and Year. Table 6-03 provides the relationships between parties for Alaska Rural Local cross-cohort transfers that occurred between 1980 and 2019. The relationship information is organized by permit type and year. The relationship columns provide both the number and percentage of transfers from ARLs. Relationship group definitions can be found in Chapter 5. Transfer survey information concerning foreclosed permits is not included in this table.

Table 6-04. Permit Acquisition Methods Used in Permit Transfers From Alaska Rural Locals to Other Resident Types, by Permit Type and Year. The methods used to acquire permits from ARL cross-cohort transfers are presented in Table 6-04. This table reports on all permit transfers from ARLs. Under the Limited Entry Act’s terms of free transferability, permanent limited entry permits may be sold, traded, gifted or inherited, thus enabling new participants to enter a fishery. The transfer recipient is required to report which acquisition method was used to obtain the permit on the CFEC transfer survey. The permit acquisition method columns provide both the number and percentage of permit acquired by each method: gift, sale, trade or other for permit transfers from ARLs. For more information on the four acquisition method categories see Chapter 5. Transfer survey information concerning foreclosed permits is not included in this table.

Table 6-05. Financing Methods Used in Permit Transfers From Alaska Rural Local Permit Holders to Other Resident Types, by Permit Type and Year. Information on financing methods used in ARL cross-cohort permit sales is provided in Table 6-05. This table reports on all permit sales where Alaska Rural Locals were involved as the transferor. The information on permit financing is gathered from the CFEC transfer survey. If the permit transfer was a sales transaction, the transfer recipient is required to report what financing method was used to finance the permit. The seven financing method categories are self/other, bank, DCCED, CFAB, transferor, processor, and combination. More information on the categories of financing methods can be found in Chapter 5. The table columns for methods of permit financing provide both the number and percentage of permits acquired by each financing method for permit transfers from ARLs.

Chapter 7 Permit Transfers from Alaska Locals To Other Resident Types

Permits transferred from Alaska Locals are the focus of this chapter. This study defines Alaska Local permits as the sum of permits held by Alaska Rural Locals (ARL) and Alaska Urban Locals (AUL). A complete list of resident type definitions can be found in Chapter 3. Tables in this chapter provide information on the cross-cohort transfers between Alaska Local permit holders and other resident types. A cross-cohort transfer is a transfer between persons of different resident types. Cross-cohort transfers result in a change in the distribution of permits among resident types. The tables presented in this chapter are similar to the previous section on transfers involving Alaska Rural Locals. Transfer survey results from 1980 to 2019 are presented for all permit transfers from Alaska locals as the transferor in the transaction.

Chapter 7 Tables

Table 7-01. Permit Transfers Between Alaska Locals and Other Resident Types by Year.

Table 7-01 presents time-series information on the net results of cross-cohort transfers of permits associated with Alaska Locals (ARL or AUL). The total number of transfers both from and to Alaska Locals are displayed in the second and third columns respectively. Starting in the fourth column, Table 7-01 displays the net shifts as a result of transfers between Alaska Locals and other resident types. A positive figure represents a net increase, while a negative figure represents a net decrease, and a zero means that there has been no net change. Resident type definitions can be found in Chapter 3. The DCCED/CFAB column represents net changes due to action on permits temporarily held by the Department of Commerce, Community, and Economic Development or the Commercial Fishing and Agriculture Bank. The Alaska Nonlocal column is the sum of the net shifts for Alaska Rural Nonlocal, Alaska Urban Nonlocal, and DCCED/CFAB. The Total row at the bottom of Table 7-01 represents the total effects of transfers between Alaska Locals and other resident types over the time period of limited entry (1975-2019).

Table 7-02. Permit Transfers Between Alaska Locals and Other Resident Types by Permit

Type. Table 7-02 continues from Table 7-01 and breaks out the results of cross-cohort transfers by permit type. The total counts of transfers from and to Alaska Locals are displayed in the second and third columns respectively, by permit type. The fourth column represents the net changes in permits held by Alaska Locals (to Alaska Local minus from Alaska Local). The fifth column, “Initial Alaska Local” presents the total number of limited entry permits initially issued to Alaska Locals. Note that the initial count includes non-transferable permits which remain with the initial issuees. The “Percent Initial Level” column is the result of dividing the “Net Alaska Local Shift” by the “Initial Alaska Local” figure. Starting in the seventh column, the table displays the net shifts as a result of transfers associated with Alaska Locals. A positive figure represents a net increase, while a negative figure represents a net decrease, and a zero means that there has been no net change. Resident type definitions can be found in Chapter 3. The DCCED/CFAB column represents net changes due to

action on permits temporarily held by the Department of Commerce, Community, and Economic Development or the Commercial Fishing and Agriculture Bank. The Alaska Nonlocal column is the sum of the net shifts for Alaska Rural Nonlocal, Alaska Urban Nonlocal, and DCCED/CFAB.

Table 7-03. Relationships of the Parties in Permit Transfers from Alaska Locals to Other Resident Types. Table 7-03 provides information concerning the relationships from parties for Alaska Local (ARL or AUL) cross-cohort transfers that occurred between 1980 and 2019. The relationship information is organized by permit type and year. The relationship columns provide both the number and percentage of transfers from Alaska Locals. Relationship definitions can be found in Chapter 5. Transfer survey information concerning foreclosed permits is not included in this table.

Table 7-04. Acquisition Methods Used in Permit Transfers from Alaska Locals to Other Resident Types, by Permit Type and Year. The methods used to acquire permits through cross-cohort transfers from Alaska Locals (ARL or AUL) to other resident types are presented in Table 7-04. This table reports on all permit transfers from Alaska Locals to other resident types. Under the Limited Entry Act's terms of free transferability, permanent limited entry permits may be sold, traded, gifted or inherited, thus enabling new participants to enter a fishery. The transfer recipient is required to report which acquisition method was used to obtain the permit on the CFEC transfer survey. Table 7-04 reports the acquisition method statistics for transfer recipients where the transferor was an Alaska Local. The table permit acquisition method columns provide both the number and percentage of permit acquired by each method: gift, sale, trade or other for permit transfers from Alaska Locals. For more information on the acquisition method categories see Chapter 5. Transfer survey information concerning foreclosed permits is not included in this table.

Table 7-05. Financing Methods Used in Permit Transfers From Alaska Locals to Other Resident Types, by Permit Type and Year. Information on financing methods used in cross-cohort permit sales between Alaska Locals (ARL or AUL) to other resident types is provided in Table 7-05. This table reports on all permit sales where Alaska Locals were involved as the transferor. The permit financing method information is gathered from the CFEC transfer survey. If the permit transfer was a sales transaction, the transfer recipient is required to report which financing method was used to finance the permit on the transfer survey. The seven financing method categories are self/other, bank, DCCED, CFAB, transferor, processor, and combination. More information on financing method categories can be found in Chapter 5. The table columns for methods of permit financing provide both the number and percentage of permits acquired by each financing method for permit transfers from Alaska Locals.

Chapter 8 Multiple Permit Holdings

Consolidation Efforts

Salmon prices declined dramatically in the early 2000's, reducing the value of the salmon fisheries and creating concern for the future economic viability of the industry. As a result, fishermen and policymakers explored many options for restructuring the fisheries. One such effort was implemented in 2002, when the Alaska Legislature passed House Bill 286, which amended Alaska Statute 16.43.140 (c). The law allows individuals to hold two salmon limited entry permits in the same fishery. The permits may be either limited entry or interim-use permits. The law specifies that individuals who hold two salmon limited entry permits are allowed to fish only one of the two permits. However, this prohibition was supplanted under specific circumstances by House Bill 251, which was passed in 2006. This law gives the Alaska Board of Fisheries (Board) the authority to grant fishing privileges to the second permit held by an individual (AS 16.05.251).

Although much of the initial interest in presenting House Bill 286 was centered on fishing activity in Bristol Bay, the bill was introduced as applicable to all CFEC limited entry permits. By the time the bill was signed into law in the same year, it had been modified to apply to salmon permits only.

The provisions were designed to assist fishermen in several ways. The law would allow individuals to purchase and hold a permit at times that are opportune to them. It would also allow families to acquire permits and hold them until their children become of age to fish them. And finally, the law would allow for a flexible and voluntary means of fleet consolidation.

Stacked Permit Operations

As mentioned above, in 2006 Alaska Statute 16.05.251 was amended, granting the Alaska Board of Fisheries authority to adopt regulations to allow additional fishing privileges to permit holders who hold two permits in a salmon fishery.

Stacked Permit Operation: consists of one individual holding two permits in a salmon fishery. This person is allowed to fish two legal units of gear, effectively fishing both permits at the same time.

To date, the Board has authorized stacked permit operations in the following salmon set gillnet fisheries:

1. **Kodiak Salmon Set Gillnet:** Regulation 5 AAC 18.331 went into effect in 2008 with a clause for it to sunset at the end of 2010 unless reauthorized by the Board. At the 2011 Kodiak Finfish meeting, the Board decided to allow the sunset provision to prevail, effectively returning the fishery to its

former status, where a permit holder is restricted to fishing one legal unit of gear. Individuals are still allowed to own two permits in the fishery, but the second permit can no longer be fished.

2. **Bristol Bay Salmon Set Gillnet:** Regulation 5 AAC 06.331 went into effect in 2010, but the regulation sunset at the end of 2012. Individuals are still allowed to own two permits in the fishery, but the second permit can no longer be fished.
3. **Cook Inlet Salmon Set Gillnet:** Regulation 5 AAC 21.331 went into effect in 2011. The Cook Inlet regulation does not have a sunset provision.
4. **Yakutat Salmon Set Gillnet:** Regulation 5 AAC 30.345(i) went into effect in 2012. The Yakutat regulation did have a sunset provision set to expire the end of 2014 and then the end of 2017; however, during the 2019 meeting the expiration date was removed.

Chapter 8 Tables

Table 8-01. Number of Permit Holders with Two Permits in the Same Fishery at Year-end.

Table 8-01 tabulates year-end counts of individuals who hold two permits in the same salmon permit fishery in total and by resident type. Resident type definitions can be found in Chapter 3. Note that this table differs from those in previous chapters, in that permit holders are counted rather than permits. The percentages are the number of individuals in each category who hold two permits divided by the overall number of permit holders in the fishery. The total count of permits in each fishery can be calculated by adding the number of permit holders to the count of permit holders who hold two permits. The total count of year-end 2019 permits can also be found in Table 3-02 in Chapter 3.

Table 8-02. Kodiak Salmon Set Gillnet Second Permit Acquisition Source. Stacked permit operations were allowed in the Kodiak salmon set gillnet fishery from 2008 through 2010 under 5 AAC 18.331. Table 8-02 examines how individuals holding two Kodiak salmon set gillnet permits acquired their second permit; either through cross-cohort or intra-cohort transfer. Recall that cross-cohort transfers are transfers between persons of different resident types, while intra-cohort transfers are transfers between individuals in the same resident type. Cross-cohort transfers result in a change in the distribution of permits between the resident types while intra-cohort transfers do not. Resident type definitions can be found in Chapter 3.

Table 8-03. Bristol Bay Salmon Set Gillnet Second Permit Acquisition Source. Stacked permit operations were allowed in the Bristol Bay salmon set gillnet fishery from 2010 through 2012 under 5 AAC 06.331. Table 8-03 examines how individuals holding two Bristol Bay salmon set gillnet permits acquired their second permit; either through cross-cohort or intra-cohort transfer. Recall that cross-cohort transfers are transfers between persons of different resident types, while intra-cohort transfers are transfers between individuals in the same resident type. Cross-cohort transfers result in a change in the distribution of permits between the resident types while intra-cohort transfers do not. Resident type definitions can be found in Chapter 3.

Table 8-04. Cook Inlet Salmon Set Gillnet Second Permit Acquisition Source. Stacked permit operations were allowed in the Cook Inlet salmon set gillnet fishery beginning in 2011 under

5 AAC 21.331(i). Table 8-04 examines how individuals holding two Cook Inlet salmon set gillnet permits acquired their second permit; either through cross-cohort or intra-cohort transfer. Recall that cross-cohort transfers are transfers between persons of different resident types, while intra-cohort transfers are transfers between individuals in the same resident type. Cross-cohort transfers result in a change in the distribution of permits between the resident types while intra-cohort transfers do not. Resident type definitions can be found in Chapter 3.

Table 8-05. Yakutat Salmon Set Gillnet Second Permit Acquisition Source. Stacked permit operations are allowed in the Yakutat salmon set gillnet fishery beginning in 2012. Table 8-05 examines how individuals holding two Yakutat salmon set gillnet permits acquired their second permit; either through cross-cohort or intra-cohort transfer. Recall that cross-cohort transfers are transfers between persons of different resident types while intra-cohort transfers are transfers between individuals in the same resident type. Cross-cohort transfers result in a change in the distribution of permits between the resident types while intra-cohort transfers do not. Resident type definitions can be found in Chapter 3.

Chapter 9 Permit Cancellation

Cancelled Permits

A grand total of 16,603 limited permits have been issued to commercial fishermen. By the end of 2019, 13,850 of these permits remained in place. The net reduction of 2,753 permits was a result of cancellations. AS 16.43.250 required that CFEC develop hardship ranking systems, often called “point systems” to allocate permits and to determine point levels at which a person would experience only minor economic hardship if excluded from an initial permit allocation. Permanent permits issued to persons classified at minor economic hardship level are non-transferable. Over half of the cancelled permits were non-transferable.

Cancellation Reasons

There are many reasons why permits have been cancelled. While the circumstances for each permit cancellation was unique, the below reasons help provide general explanations why they occurred.

- *Administrative Revoke* – permit cancellations that are revoked due to some sort of administrative error from licensing in the original issuance of the permit.
- *Buyback* – permits cancelled as part of a collective agreement in the fishery to reduce the number of permits that can participate in a limited fishery.
- *Criminal Revoke* – the permit is revoked due to some sort of criminal activity on the part of the permit holder which resulted in revocation.
- *Forfeit* – the permit is revoked because fees were not paid for a permanent permit for two years. This happens with non-transferable permits when the permit holder decides it is no longer feasible for him or her to continue using the permit for fishing efforts.
- *Lapsed* – the permit is revoked due to the fact that the permit holder of a non-transferable permit died.
- *Reconsider* - permit cancellations that are revoked due to some sort of administrative error from adjudications in the original issuance of the permit.
- *Relinquishment* – The permit is revoked because the permit holder requested that it be revoked.

Chapter 9 Tables

Table 9-01. Permit Cancellation Reasons Among All CFEC Permits Issued, 1975-2019. Table 9-01 tabulates the frequency at which cancellation of permits occurred among both transferable and nontransferable permits.

Table 9-02. Permit Cancellations by Permit Type. Table 9-02 provides an overview of permit cancellation counts by permit type. Please note that because adjudicating issuance of permits can take some time, some permits are issued well after the initial limitation.

Table 9-03. Permit Cancellation Counts by Permit and Residency Type, and Year, 1975-2019.

Table 9-03 further refines these counts to include the year in which the permits were cancelled for each permit type, as well as inclusion of residency of permit holders. Recall that permits can be transferred to an individual with a different resident type than it was initially issued to; permit holders will also sometimes migrate to a different domicile which can also change their residency status.

Appendix A. Decision Rules Used to Designate Urban, Rural, Local, and Nonlocal

Urban and rural community designations are based upon information from U.S. Census 2010. Prior editions of this report published between 2004 and 2012 used Census 2000 criteria to designate rural or urban. U.S. Census data is merged with CFEC permit data to produce the CFEC Census File. The CFEC Census File is maintained by CFEC Research staff and updated as needed and with each Decennial Census. Its primary function is to cross-reference all places in Alaska with the CFEC permits that are local to those respective places along with rural/urban designations, population, and FIPS (Federal Information Processing Standard) codes.

Urban and Rural Classification

For each Decennial Census since the 1950 Census, the Census Bureau has reviewed its methods of classifying areas as rural or urban in order to improve classification methods (76 FR 53030). These methodology changes may change the designation of a community from rural to urban or vice versa. For Census 2010, the Census Bureau classifies as "urban" all territory, population, and housing units located within an urbanized area or an urban cluster. An "urban area" is defined by the Census Bureau as an urbanized area with a population greater than 50,000 persons. An "urban cluster" is likewise defined as urbanized area with a population between 2,500 and 50,000 persons (76 FR 53030).

The Census Bureau's classification of "rural" consists of all territory, population, and housing units located outside of urbanized areas or urban clusters. Geographic entities, such as census tracts, counties, metropolitan areas, and the territory outside metropolitan areas, often are 'split' between urban and rural territory, and the population and housing units they contain often are partly classified as urban and partly classified as rural.

Rural/urban designations in the CFEC Census File generally parallel Census 2010 data. Where communities are classified as partly rural and partly urban in Census 2010, CFEC analysts made a determination of rural or urban based upon the classification of the majority of the community's population. For example, Steele Creek is a Census Designated Place (CDP) in the Fairbanks North Star Borough. Steele Creek was reported to have a total population of 6,662 individuals. Census 2010 classified 1,392 Steele Creek residents as residing "Inside Urbanized Area" and the remaining 5,270 were classified as "rural". Steele Creek CDP is therefore classified as rural in the CFEC Census File as 79.1% (5,270 Rural/6,662 Total) of the population was classified as rural.

The US Census did not evaluate all Alaskan communities in Census 2010. Some smaller communities are not evaluated on their own if the US Census subsumes the community into a larger city, CDP, or municipality. For places not evaluated individually in Census 2010, CFEC examined the Alaska Department of Labor's urban cluster maps. If a small community lies in one of the

identified urban clusters, CFEC designated the community as urban in the CFEC Census File. Likewise, if it lies outside one of the identified urban clusters, CFEC classified the community as rural in the CFEC Census File.

Table A-01, *Historic U.S. Census Use*, documents which U.S. Census was used to designate rural/urban in previous editions of this report. Table A-02, *Urban Communities*, lists all cities that are currently classified as urban in the CFEC Census File and the Borough or Census Area which the city belongs to. Table A-03 lists all new Alaska communities in Census 2010. Table A-04 lists all communities where rural/urban designations have been reclassified under Census 2010 rules. Table A-05 lists all places that were classified as rural in CFEC Census File and in this report.

Table A-01. Historic U.S. Census Use

Census Used	First Edition of Transfer Study to Use Census	Rural / Urban Rule used in Transfer Study
Census 2010	2013 Edition (covering 1975 - 2012)	Based on Census 2010 rules.
Census 2000	2004 Edition (covering 1975 - 2003)	Based on Census 2000 rules.
Census 1990	1991 Edition (covering 1975 - 1990)	All towns with 1990 Census population of 2,500 or more.
Census 1980	1983 Edition (covering 1975 - 1981)	All towns with 1980 Census population of 2,000 or more.

Table A-02. Urban Communities

2010 Census	2000 Census	1990 Census	Community	2010 Borough Or Census Area
U	U	U	Anchorage	Anchorage Municipality
U	U	U	Auke Bay	Juneau City And Borough
U	U	U	Barrow	North Slope Borough
U	U	U	Bethel	Bethel Census Area
U	U	U	Big Horn	Fairbanks North Star Borough
U	U	U	Birch Lake	Fairbanks North Star Borough
U	U	U	Birchwood	Anchorage Municipality
U	U	U	Bird Creek	Anchorage Municipality
U	U	U	Chugiak	Anchorage Municipality
U	U	U	Clover Pass	Ketchikan Gateway Borough
U	U	U	College	Fairbanks North Star Borough
U	U	U	Dairy	Ketchikan Gateway Borough
U	U	U	Douglas	Juneau City And Borough
U	U	U	Eagle River	Anchorage Municipality
U	U	*	Eielson AFB	Fairbanks North Star Borough
U	U	U	Eklutna	Anchorage Municipality
U	U	U	Elmendorf AFB	Anchorage Municipality
U	U	U	Fairbanks	Fairbanks North Star Borough
U	U	U	Fire Island	Anchorage Municipality
U	U	U	Fire Lake	Anchorage Municipality
U	U	U	Fort Richardson	Anchorage Municipality
U	U	*	Fort Wainwright	Fairbanks North Star Borough
U	R	*	Gateway	Matanuska-Susitna Borough
U	U	U	Girdwood	Anchorage Municipality
U	U	U	Herring Cove	Ketchikan Gateway Borough
U	U	U	Indian	Anchorage Municipality
U	U	U	Juneau	Juneau City And Borough
U	U	U	Katlai	Sitka City And Borough
U	U	U	Kenai	Kenai Peninsula Borough
U	U	U	Kern	Anchorage Municipality
U	U	U	Ketchikan	Ketchikan Gateway Borough
U	U	U	Ketchikan East	Ketchikan Gateway Borough
U	U	U	Kodiak	Kodiak Island Borough
U	U	U	Kodiak Station	Kodiak Island Borough
U	U	U	Kotzebue	Northwest Arctic Borough
U	U	*	Lakes	Matanuska-Susitna Borough
U	U	U	Moose Creek	Fairbanks North Star Borough
U	U	U	Mount Edgecumbe	Sitka City And Borough
U	U	U	Mountain Point	Ketchikan Gateway Borough
U	U	U	Mud Bay	Haines Borough
U	U	U	Nome	Nome Census Area
U	U	U	North Pole	Fairbanks North Star Borough
U	U	U	North Tongass Hwy	Ketchikan Gateway Borough
U	U	U	Palmer	Matanuska-Susitna Borough
U	U	U	Pennock Island	Ketchikan Gateway Borough
U	U	U	Peters Creek	Anchorage Municipality
U	U	U	Portage	Anchorage Municipality
U	U	U	Potter	Anchorage Municipality
U	U	U	Rainbow	Anchorage Municipality
U	U	U	Saxman	Ketchikan Gateway Borough

Table A-02. Urban Communities

2010 Census	2000 Census	1990 Census	Community	2010 Borough Or Census Area
U	U	U	Sitka	Sitka City And Borough
U	U	U	Soldotna	Kenai Peninsula Borough
U	U	U	Spenard	Anchorage Municipality
U	U	*	Tanaina	Matanuska-Susitna Borough
U	U	U	Twin Peaks	Ketchikan Gateway Borough
U	U	U	Ward Cove	Ketchikan Gateway Borough
U	U	U	Wasilla	Matanuska-Susitna Borough
U	*	*	Badger	Fairbanks North Star Borough
U	*	*	Farmers Loop	Fairbanks North Star Borough
U	*	*	South Van Horn	Fairbanks North Star Borough

U-Urban

R-Rural

An asterisk denotes that the community was not classified in that Census

Table A-03. New Alaska Communities in Census 2010

2010 Census	2000 Census	1990 Census	Community	2010 Borough Or Census Area
U	*	*	Badger	Fairbank North Star Borough
R	*	*	Chena Ridge	Fairbank North Star Borough
R	*	*	Eureka Roadhouse	Matanuska-Susitna Borough
U	*	*	Farmers Loop	Fairbank North Star Borough
R	*	*	Goldstream	Fairbank North Star Borough
R	*	*	Metarvik	Fairbank North Star Borough
R	*	*	Nabesna	Valdez-Cordova Census Area
R	*	*	Point Possession	Kenai Peninsula Borough
U	*	*	South Van Horn	Fairbank North Star Borough
R	*	*	Steel Creek	Fairbank North Star Borough
R	*	*	Susitna North	Matanuska-Susitna Borough
R	*	*	Whitestone	Southeast Fairbanks Census Area

U- Urban

R-Rural

An asterisk denotes that the community was not classified in that Census.

Table A-04. Communities Reclassified Under Census 2010

2010 Census	2000 Census	1990 Census	Community	2010 Borough Or Census Area
R	U	U	Dutch Harbor	Aleutians West Census Area
U	R	*	Gateway	Matanuska-Susitna Borough
R	U	U	Harding Lake	Fairbank North Star Borough
R	U	U	Katlian	Sitka City and Borough
R	U	U	Petersburg	Petersburg Census Area
R	U	U	Unalaska	Aleutian West Census Area

U- Urban

R-Rural

An asterisk denotes that the community was not classified in that Census.

Table A-05. Rural Communities

2010 Census	2000 Census	1990 Census	Community	2010 Borough Or Census Area
R	R	U	Adak	Aleutians West Census Area
R	R	R	Afognak	Kodiak Island Borough
R	R	R	Aguikchuk	Bethel Census Area
R	R	R	Akhiok	Kodiak Island Borough
R	R	R	Akiachak	Bethel Census Area
R	R	R	Akiak	Bethel Census Area
R	R	R	Akolmiut	Bethel Census Area
R	R	R	Akulurak	Bethel Census Area
R	R	R	Akutan	Aleutians East Borough
R	R	R	Alakanuk	Wade Hampton Census Area
R	R	R	Alatna	Yukon-Koyukuk Census Area
R	R	R	Alcan	Southeast Fairbanks Census Area
R	R	*	Alcan Border	Southeast Fairbanks Census Area
R	R	R	Aleknagik	Dillingham Census Area
R	R	*	Aleneva	Kodiak Island Borough
R	R	R	Alexander	Matanuska-Susitna Borough
R	R	R	Alexander Creek	Matanuska-Susitna Borough
R	R	R	Alitak	Kodiak Island Borough
R	R	R	Allakaket	Yukon-Koyukuk Census Area
R	R	*	Alpine	North Slope Borough
R	R	R	Ambler	Northwest Arctic Borough
R	R	R	Amchitka	Aleutians West Census Area
R	R	R	Amook Pass	Kodiak Island Borough
R	R	*	Anaktuvuk Pass	North Slope Borough
R	R	R	Anchor Point	Kenai Peninsula Borough
R	R	R	Anderson	Denali Borough
R	R	R	Andreafsky	Wade Hampton Census Area
R	R	R	Angoon	Hoonah-Angoon Census Area
R	R	R	Aniak	Bethel Census Area
R	R	R	Annette	Prince Of Wales-Hyder Census Area
R	R	R	Anogok	Bethel Census Area
R	R	R	Anvik	Yukon-Koyukuk Census Area
R	R	R	Arctic Village	Yukon-Koyukuk Census Area
R	R	R	Atka	Aleutians West Census Area
R	R	R	Atkasuk	North Slope Borough
R	R	R	Atmautluak	Bethel Census Area
R	R	*	Atqasuk	North Slope Borough
R	R	R	Attu	Aleutians West Census Area
R	R	*	Attu Station	Aleutians West Census Area
R	R	R	Baker	Yukon-Koyukuk Census Area
R	R	R	Baranof	Sitka City And Borough
R	R	R	Baranof Warm Springs	Sitka City And Borough
R	R	R	Bear Cove	Kenai Peninsula Borough
R	R	*	Bear Creek	Kenai Peninsula Borough
R	R	R	Beaver	Yukon-Koyukuk Census Area
R	R	R	Beechy Point	North Slope Borough
R	R	R	Belkofski	Aleutians East Borough
R	R	R	Bell Island	Prince Of Wales-Hyder Census Area
R	R	R	Beluga	Kenai Peninsula Borough
R	R	*	Beluga River	Kenai Peninsula Borough

Table A-05. Rural Communities

2010 Census	2000 Census	1990 Census	Community	2010 Borough Or Census Area
R	R	R	Bettles	Yukon-Koyukuk Census Area
R	R	R	Big Delta	Southeast Fairbanks Census Area
R	R	R	Big Lake	Matanuska-Susitna Borough
R	R	R	Big Port Walter	Sitka City And Borough
R	R	R	Bill Moores	Wade Hampton Census Area
R	R	R	Birch Creek	Yukon-Koyukuk Census Area
R	R	R	Birches	Yukon-Koyukuk Census Area
R	R	R	Black	Wade Hampton Census Area
R	R	R	Bodenburg Butte	Matanuska-Susitna Borough
R	R	R	Bornite	Northwest Arctic Borough
R	R	R	Boundary	Southeast Fairbanks Census Area
R	R	R	Brevig Mission	Nome Census Area
R	R	R	Buckland	Northwest Arctic Borough
R	R	*	Buffalo Soapstone	Matanuska-Susitna Borough
R	R	*	Butte	Matanuska-Susitna Borough
R	R	R	Campbell	Prince Of Wales-Hyder Census Area
R	R	R	Campion Station	Yukon-Koyukuk Census Area
R	R	R	Candle	Northwest Arctic Borough
R	R	R	Cantwell	Denali Borough
R	R	R	Canyon Village	Yukon-Koyukuk Census Area
R	R	R	Cape Lisburne	North Slope Borough
R	R	R	Cape Newenham	Bethel Census Area
R	R	R	Cape Pole	Prince Of Wales-Hyder Census Area
R	R	R	Cape Romanzof	Wade Hampton Census Area
R	R	R	Cape Yakataga	Yakutat City And Borough
R	R	R	Cape York	Nome Census Area
R	R	R	Caro	Yukon-Koyukuk Census Area
R	R	R	Central	Yukon-Koyukuk Census Area
R	R	R	Chalkyitsik	Yukon-Koyukuk Census Area
R	R	R	Chandalar	Yukon-Koyukuk Census Area
R	R	R	Charlieskin	Southeast Fairbanks Census Area
R	R	*	Charlieskin Vige	Southeast Fairbanks Census Area
R	R	R	Chase	Matanuska-Susitna Borough
R	R	U	Chatanika	Fairbanks North Star Borough
R	R	R	Chatham	Sitka City And Borough
R	R	R	Chefornak	Bethel Census Area
R	R	R	Chena Hot Springs	Fairbanks North Star Borough
R	R	R	Chenega	Valdez-Cordova Census Area
R	R	R	Chenega Bay	Valdez-Cordova Census Area
R	R	R	Chenik	Kenai Peninsula Borough
R	R	R	Chernofski	Aleutians West Census Area
R	R	R	Chevak	Wade Hampton Census Area
R	R	R	Chicago Creek	Northwest Arctic Borough
R	R	R	Chickaloon	Matanuska-Susitna Borough
R	R	R	Chicken	Southeast Fairbanks Census Area
R	R	R	Chignik	Lake And Peninsula Borough
R	R	R	Chignik Bay	Lake And Peninsula Borough
R	R	R	Chignik Lagoon	Lake And Peninsula Borough
R	R	R	Chignik Lake	Lake And Peninsula Borough
R	R	R	Chiniak	Kodiak Island Borough

Table A-05. Rural Communities

2010 Census	2000 Census	1990 Census	Community	2010 Borough Or Census Area
R	R	R	Chisana	Valdez-Cordova Census Area
R	R	R	Chistochina	Valdez-Cordova Census Area
R	R	R	Chitina	Valdez-Cordova Census Area
R	R	R	Christian	Yukon-Koyukuk Census Area
R	R	R	Chuathbaluk	Bethel Census Area
R	R	R	Chulitna	Matanuska-Susitna Borough
R	R	*	Chulloonawick	Wade Hampton Census Area
R	R	R	Chuloonawik	Wade Hampton Census Area
R	R	*	Circle	Yukon-Koyukuk Census Area
R	R	R	Circle City	Yukon-Koyukuk Census Area
R	R	R	Circle Hot Springs	Yukon-Koyukuk Census Area
R	R	R	Clam Gulch	Kenai Peninsula Borough
R	R	R	Clarks Point	Dillingham Census Area
R	R	R	Clear	Yukon-Koyukuk Census Area
R	R	U	Cleary Summit	Fairbanks North Star Borough
R	R	R	Coffman Cove	Prince Of Wales-Hyder Census Area
R	R	R	Cohoe	Kenai Peninsula Borough
R	R	R	Cold Bay	Aleutians East Borough
R	R	R	Coldfoot	Yukon-Koyukuk Census Area
R	R	R	Colville	North Slope Borough
R	R	R	Cooper Landing	Kenai Peninsula Borough
R	R	R	Copper Center	Valdez-Cordova Census Area
R	R	R	Copperville	Valdez-Cordova Census Area
R	R	R	Cordova	Valdez-Cordova Census Area
R	R	R	Corner Bay	Skagway Borough
R	R	R	Council	Nome Census Area
R	R	R	Covenant Life	Haines Borough
R	R	R	Craig	Prince Of Wales-Hyder Census Area
R	R	R	Crooked Creek	Bethel Census Area
R	R	R	Crown Point	Kenai Peninsula Borough
R	R	R	Cube Cove	Skagway Municipality
R	R	R	Curry	Matanuska-Susitna Borough
R	R	R	Dahl	Nome Census Area
R	R	R	Deadhorse	North Slope Borough
R	R	R	Deep Bay	Sitka City And Borough
R	R	R	Deering	Northwest Arctic Borough
R	R	R	Delta Junction	Southeast Fairbanks Census Area
R	R	*	Deltana	Southeast Fairbanks Census Area
R	R	R	Denali	Denali Borough
R	R	*	Denali Park	Denali Borough
R	R	R	Diamond	Denali Borough
R	R	*	Diamond Ridge	Kenai Peninsula Borough
R	R	R	Dillingham	Dillingham Census Area
R	R	R	Diomedede	Nome Census Area
R	R	R	Dora Bay	Prince Of Wales-Hyder Census Area
R	R	R	Dot Lake	Southeast Fairbanks Census Area
R	R	*	Dot Lake Village	Southeast Fairbanks Census Area
R	R	R	Dry Creek	Southeast Fairbanks Census Area
R	R	R	Dunbar	Yukon-Koyukuk Census Area
R	U	U	Dutch Harbor	Aleutians West Census Area

Table A-05. Rural Communities

2010 Census	2000 Census	1990 Census	Community	2010 Borough Or Census Area
R	R	R	Eagle	Southeast Fairbanks Census Area
R	R	R	Eagle Village	Southeast Fairbanks Census Area
R	R	R	Edna Bay	Prince Of Wales-Hyder Census Area
R	R	R	Eek	Bethel Census Area
R	R	R	Egavik	Nome Census Area
R	R	R	Egegik	Lake And Peninsula Borough
R	R	R	Ekuk	Dillingham Census Area
R	R	R	Ekwok	Dillingham Census Area
R	R	R	Elfin Cove	Hoonah-Angoon Census Area
R	R	R	Elim	Nome Census Area
R	R	R	Ellamar	Valdez-Cordova Census Area
R	R	R	Emmonak	Wade Hampton Census Area
R	R	R	English Bay	Kenai Peninsula Borough
R	R	U	Ester	Fairbanks North Star Borough
R	R	R	Eureka	Yukon-Koyukuk Census Area
R	R	R	Evans Island	Valdez-Cordova Census Area
R	R	R	Evansville	Yukon-Koyukuk Census Area
R	R	R	Excursion Inlet	Haines Borough
R	R	R	Eyak	Valdez-Cordova Census Area
R	R	R	Falls Bay	Valdez-Cordova Census Area
R	R	R	False Pass	Aleutians East Borough
R	R	R	Farewell	Yukon-Koyukuk Census Area
R	R	*	Farm Loop	Matanuska-Susitna Borough
R	R	R	Ferry	Denali Borough
R	R	R	Fink Creek-Utica	Northwest Arctic Borough
R	R	R	Fish Village	Wade Hampton Census Area
R	R	*	Fishhook	Matanuska-Susitna Borough
R	R	R	Flat	Yukon-Koyukuk Census Area
R	R	R	Fort Glenn	Aleutians West Census Area
R	R	R	Fort Greely	Southeast Fairbanks Census Area
R	R	R	Fort Yukon	Yukon-Koyukuk Census Area
R	R	R	Fortuna Ledge	Wade Hampton Census Area
R	R	*	Four Mile Road	Yukon-Koyukuk Census Area
R	R	U	Fox	Fairbanks North Star Borough
R	R	R	Fox River	Kenai Peninsula Borough
R	R	R	Freshwater Bay	Hoonah-Angoon Census Area
R	R	U	Fritz Creek	Kenai Peninsula Borough
R	R	*	Funny River	Kenai Peninsula Borough
R	R	R	Funter Bay	Hoonah-Angoon Census Area
R	R	R	Gakona	Valdez-Cordova Census Area
R	R	R	Galena	Yukon-Koyukuk Census Area
R	R	R	Gambell	Nome Census Area
R	R	R	Game Creek	Hoonah-Angoon Census Area
R	R	R	Ganes Creek	Yukon-Koyukuk Census Area
R	R	R	Georgetown	Bethel Census Area
R	R	*	Glacier View	Matanuska-Susitna Borough
R	R	R	Glennallen	Valdez-Cordova Census Area
R	R	R	Golden	Valdez-Cordova Census Area
R	R	R	Golovin	Nome Census Area
R	R	R	Goodnews Bay	Bethel Census Area

Table A-05. Rural Communities

2010 Census	2000 Census	1990 Census	Community	2010 Borough Or Census Area
R	R	R	Gordon	North Slope Borough
R	R	R	Granite Mountain	Nome Census Area
R	R	R	Grant Creek	Yukon-Koyukuk Census Area
R	R	R	Grayling	Yukon-Koyukuk Census Area
R	R	R	Grouse Creek Group	Kenai Peninsula Borough
R	R	R	Gulkana	Valdez-Cordova Census Area
R	R	R	Gustavus	Hoonah-Angoon Census Area
R	R	R	Haines	Haines Borough
R	R	R	Halibut Cove	Kenai Peninsula Borough
R	R	R	Hallersville	Lake And Peninsula Borough
R	R	R	Hamilton	Wade Hampton Census Area
R	R	R	Happy Harbor	Prince Of Wales-Hyder Census Area
R	R	R	Happy Valley	Kenai Peninsula Borough
R	U	U	Harding Lake	Fairbanks North Star Borough
R	R	*	Harding-Birch Lks	Fairbanks North Star Borough
R	R	R	Hawk Inlet	Hoonah-Angoon Census Area
R	R	R	Haycock	Nome Census Area
R	R	R	Healy	Denali Borough
R	R	R	Healy Lake	Southeast Fairbanks Census Area
R	R	R	Herendeen Bay	Aleutians East Borough
R	R	R	Hobart Bay	Hoonah-Angoon Census Area
R	R	R	Hogatza	Yukon-Koyukuk Census Area
R	R	R	Hollis	Prince Of Wales-Hyder Census Area
R	R	R	Holy Cross	Yukon-Koyukuk Census Area
R	R	U	Homer	Kenai Peninsula Borough
R	R	R	Hoonah	Hoonah-Angoon Census Area
R	R	R	Hooper Bay	Wade Hampton Census Area
R	R	R	Hope	Kenai Peninsula Borough
R	R	R	Houston	Matanuska-Susitna Borough
R	R	R	Hughes	Yukon-Koyukuk Census Area
R	R	R	Huslia	Yukon-Koyukuk Census Area
R	R	R	Hydaburg	Prince Of Wales-Hyder Census Area
R	R	R	Hyder	Prince Of Wales-Hyder Census Area
R	R	R	Icy Bay	Yakutat City And Borough
R	R	R	Idaho Inlet	Hoonah-Angoon Census Area
R	R	R	Iditarod	Yukon-Koyukuk Census Area
R	R	R	Igiak	Wade Hampton Census Area
R	R	R	Igiugig	Lake And Peninsula Borough
R	R	R	Igushik	Dillingham Census Area
R	R	R	Iliamna	Lake And Peninsula Borough
R	R	R	Indian Mountain	Yukon-Koyukuk Census Area
R	R	R	Inger	Bethel Census Area
R	R	R	Ingrihak	Wade Hampton Census Area
R	R	R	Iron Creek	Nome Census Area
R	R	R	Itulilik	Bethel Census Area
R	R	R	Ivanof Bay	Lake And Peninsula Borough
R	R	R	Jack Wade	Southeast Fairbanks Census Area
R	R	R	Jakolof Bay	Kenai Peninsula Borough
R	R	R	Kachemak	Kenai Peninsula Borough
R	R	R	Kake	Petersburg Census Area

Table A-05. Rural Communities

2010 Census	2000 Census	1990 Census	Community	2010 Borough Or Census Area
R	R	R	Kako Landing	Wade Hampton Census Area
R	R	R	Kaktovik	North Slope Borough
R	R	U	Kalifornsky	Kenai Peninsula Borough
R	R	*	Kalifornsky	Kenai Peninsula Borough
R	R	R	Kalla	Northwest Arctic Borough
R	R	R	Kallands	Yukon-Koyukuk Census Area
R	R	R	Kalskag	Bethel Census Area
R	R	R	Kaltag	Yukon-Koyukuk Census Area
R	R	R	Kanapak	Wade Hampton Census Area
R	R	R	Kanatak	Kodiak Island Borough
R	R	R	Kantishna	Denali Borough
R	R	R	Karluk	Kodiak Island Borough
R	R	R	Kasaan	Prince Of Wales-Hyder Census Area
R	R	*	Kashegelo	Bethel Census Area
R	R	R	Kashiagamiut	Dillingham Census Area
R	R	R	Kasigluk	Bethel Census Area
R	R	R	Kasilof	Kenai Peninsula Borough
R	R	R	Kasitsna Bay	Kenai Peninsula Borough
R	R	R	Katalla	Valdez-Cordova Census Area
R	U	U	Katlian	Sitka City And Borough
R	R	R	Kenny Lake	Valdez-Cordova Census Area
R	R	R	Kiana	Northwest Arctic Borough
R	R	R	Kinegnak	Bethel Census Area
R	R	R	King Cove	Aleutians East Borough
R	R	R	King Salmon	Bristol Bay Borough
R	R	R	Kipnuk	Bethel Census Area
R	R	R	Kivalina	Northwest Arctic Borough
R	R	R	Klawock	Prince Of Wales-Hyder Census Area
R	R	R	Klery Creek	Northwest Arctic Borough
R	R	R	Klukwan	Hoonah-Angoon Census Area
R	R	R	Knight Island	Valdez-Cordova Census Area
R	R	R	Knik	Matanuska-Susitna Borough
R	R	*	Knik River	Matanuska-Susitna Borough
R	R	*	Knik-Fairview	Matanuska-Susitna Borough
R	R	R	Kobuk	Northwest Arctic Borough
R	R	R	Koggiung	Bristol Bay Borough
R	R	R	Kokhanok	Lake And Peninsula Borough
R	R	R	Kokrines	Yukon-Koyukuk Census Area
R	R	R	Koliganek	Dillingham Census Area
R	R	R	Kongiganak	Bethel Census Area
R	R	R	Kotlik	Wade Hampton Census Area
R	R	R	Koyuk	Nome Census Area
R	R	R	Koyukuk	Yukon-Koyukuk Census Area
R	R	R	Kravaksarak	Wade Hampton Census Area
R	R	R	Kupreanof	Petersburg Census Area
R	R	R	Kuskovak	Bethel Census Area
R	R	R	Kustatan	Kenai Peninsula Borough
R	R	R	Kvichak	Lake And Peninsula Borough
R	R	R	Kwethluk	Bethel Census Area
R	R	R	Kwigillingok	Bethel Census Area

Table A-05. Rural Communities

2010 Census	2000 Census	1990 Census	Community	2010 Borough Or Census Area
R	R	R	Kwikpak	Wade Hampton Census Area
R	R	R	Labouchere Bay	Prince Of Wales-Hyder Census Area
R	R	R	Lagoon	Denali Borough
R	R	*	Lake Louise	Matanuska-Susitna Borough
R	R	R	Lake Minchumina	Yukon-Koyukuk Census Area
R	R	R	Lamont	Wade Hampton Census Area
R	R	R	Larsen Bay	Kodiak Island Borough
R	R	R	Latouche	Valdez-Cordova Census Area
R	R	R	Lazy Mountain	Matanuska-Susitna Borough
R	R	R	Levelock	Lake And Peninsula Borough
R	R	R	Lignite	Denali Borough
R	R	R	Lime Village	Bethel Census Area
R	R	R	Little Port Walter	Sitka City And Borough
R	R	R	Livengood	Yukon-Koyukuk Census Area
R	R	R	Long	Yukon-Koyukuk Census Area
R	R	R	Long Island	Prince Of Wales-Hyder Census Area
R	R	R	Long Lake	Valdez-Cordova Census Area
R	R	R	Loring	Ketchikan Gateway Borough
R	R	R	Lost River	Nome Census Area
R	R	*	Lowell Point	Kenai Peninsula Borough
R	R	R	Lower Kalskag	Bethel Census Area
R	R	R	Lower Tonsina	Valdez-Cordova Census Area
R	R	R	Lutak	Haines Borough
R	R	R	Makushin	Aleutians West Census Area
R	R	R	Manley Hot Springs	Yukon-Koyukuk Census Area
R	R	R	Manokotak	Dillingham Census Area
R	R	R	Marshall	Wade Hampton Census Area
R	R	*	Marvel Creek	Bethel Census Area
R	R	R	Marys Igloo	Nome Census Area
R	R	R	Mccarthy	Valdez-Cordova Census Area
R	R	R	Mcgrath	Yukon-Koyukuk Census Area
R	R	R	Mckinley Park	Denali Borough
R	R	R	Meadow Lakes	Matanuska-Susitna Borough
R	R	R	Medfra	Yukon-Koyukuk Census Area
R	R	R	Mekoryuk	Bethel Census Area
R	R	R	Mendeltna	Valdez-Cordova Census Area
R	R	R	Mentasta	Valdez-Cordova Census Area
R	R	*	Mentasta Lake	Valdez-Cordova Census Area
R	R	R	Metlakatla	Prince Of Wales-Hyder Census Area
R	R	R	Meyers Chuck	Prince Of Wales-Hyder Census Area
R	R	R	Miller House	Yukon-Koyukuk Census Area
R	R	*	Miller Landing	Kenai Peninsula Borough
R	R	R	Minto	Yukon-Koyukuk Census Area
R	R	R	Montana	Matanuska-Susitna Borough
R	R	R	Moose Pass	Kenai Peninsula Borough
R	R	R	Moser Bay	Kodiak Island Borough
R	R	R	Moses Point	Nome Census Area
R	R	R	Mosquito Lake	Haines Borough
R	R	R	Mountain Village	Wade Hampton Census Area
R	R	U	Murphy Dome	Fairbanks North Star Borough

Table A-05. Rural Communities

2010 Census	2000 Census	1990 Census	Community	2010 Borough Or Census Area
R	R	R	Nakeen	Lake And Peninsula Borough
R	R	R	Naknek	Bristol Bay Borough
R	R	R	Nanwalek	Kenai Peninsula Borough
R	R	R	Napaimiut	Bethel Census Area
R	R	R	Napakiak	Bethel Census Area
R	R	R	Napaskiak	Bethel Census Area
R	R	R	Nash Harbor	Bethel Census Area
R	R	*	Naukati	Prince Of Wales-Hyder Census Area
R	R	R	Naukati Bay	Prince Of Wales-Hyder Census Area
R	R	*	Nelchina	Valdez-Cordova Census Area
R	R	R	Nelson Island	Bethel Census Area
R	R	R	Nelson Lagoon	Aleutians East Borough
R	R	R	Nenana	Yukon-Koyukuk Census Area
R	R	*	New Allakaket	Yukon-Koyukuk Census Area
R	R	R	New Hamilton	Wade Hampton Census Area
R	R	R	New Stuyahok	Dillingham Census Area
R	R	R	Newhalen	Lake And Peninsula Borough
R	R	R	Newtok	Bethel Census Area
R	R	R	Nightmute	Bethel Census Area
R	R	U	Nikishka	Kenai Peninsula Borough
R	R	U	Nikiski	Kenai Peninsula Borough
R	R	R	Nikolaevsk	Kenai Peninsula Borough
R	R	R	Nikolai	Yukon-Koyukuk Census Area
R	R	R	Nikolski	Aleutians West Census Area
R	R	R	Ninilchik	Kenai Peninsula Borough
R	R	R	Noatak	Northwest Arctic Borough
R	R	R	Nogamut	Bethel Census Area
R	R	R	Nondalton	Lake And Peninsula Borough
R	R	R	Noorvik	Northwest Arctic Borough
R	R	R	Northway	Southeast Fairbanks Census Area
R	R	R	Northway Junction	Southeast Fairbanks Census Area
R	R	R	Northway Village	Southeast Fairbanks Census Area
R	R	R	Noyes Island	Prince Of Wales-Hyder Census Area
R	R	R	Nuchek	Valdez-Cordova Census Area
R	R	R	Nuiqsut	North Slope Borough
R	R	R	Nulato	Yukon-Koyukuk Census Area
R	R	R	Nunachuak	Dillingham Census Area
R	R	*	Nunam Iqua	Wade Hampton Census Area
R	R	R	Nunapitchuk	Bethel Census Area
R	R	R	Nushagak	Dillingham Census Area
R	R	R	Nyac	Bethel Census Area
R	R	R	Ohogamiut	Wade Hampton Census Area
R	R	R	Old Harbor	Kodiak Island Borough
R	R	R	Old Rampart	Yukon-Koyukuk Census Area
R	R	R	Ophir	Yukon-Koyukuk Census Area
R	R	R	Oscarville	Bethel Census Area
R	R	R	Ouzinkie	Kodiak Island Borough
R	R	R	Paimiut	Wade Hampton Census Area
R	R	R	Paxson	Valdez-Cordova Census Area
R	R	*	Paylof Harbor	Aleutians East Borough

Table A-05. Rural Communities

2010 Census	2000 Census	1990 Census	Community	2010 Borough Or Census Area
R	R	R	Pedro Bay	Lake And Peninsula Borough
R	R	U	Pedro Dome	Fairbanks North Star Borough
R	R	R	Pelican	Hoonah-Angoon Census Area
R	R	R	Perkinsville	Nome Census Area
R	R	R	Perryville	Lake And Peninsula Borough
R	R	*	Peters Creek North	Matanuska-Susitna Borough
R	U	U	Petersburg	Petersburg Census Area
R	R	R	Petersville	Matanuska-Susitna Borough
R	R	R	Pikmiktalik	Wade Hampton Census Area
R	R	R	Pilgrim Springs	Nome Census Area
R	R	R	Pilot Point	Lake And Peninsula Borough
R	R	R	Pilot Station	Wade Hampton Census Area
R	R	R	Pitkas Point	Wade Hampton Census Area
R	R	R	Platinum	Bethel Census Area
R	R	R	Pleasant Harbor	Kodiak Island Borough
R	R	U	Pleasant Valley	Fairbanks North Star Borough
R	R	R	Point Baker	Prince Of Wales-Hyder Census Area
R	R	R	Point Hope	North Slope Borough
R	R	R	Point Lay	North Slope Borough
R	R	*	Point Mackenzie	Matanuska-Susitna Borough
R	R	R	Polk Inlet	Prince Of Wales-Hyder Census Area
R	R	R	Poorman	Yukon-Koyukuk Census Area
R	R	*	Pope-Vannoy Ldg	Lake And Peninsula Borough
R	R	R	Port Alexander	Petersburg Census Area
R	R	R	Port Alice	Prince Of Wales-Hyder Census Area
R	R	R	Port Alsworth	Lake And Peninsula Borough
R	R	R	Port Armstrong	Sitka City And Borough
R	R	R	Port Ashton	Valdez-Cordova Census Area
R	R	R	Port Bailey	Kodiak Island Borough
R	R	R	Port Clarence	Nome Census Area
R	R	R	Port Frederick	Hoonah-Angoon Census Area
R	R	R	Port Graham	Kenai Peninsula Borough
R	R	R	Port Heiden	Lake And Peninsula Borough
R	R	R	Port Hobron	Kodiak Island Borough
R	R	R	Port Lions	Kodiak Island Borough
R	R	R	Port Moller	Aleutians East Borough
R	R	R	Port Nellie Juan	Valdez-Cordova Census Area
R	R	R	Port Obrien	Kodiak Island Borough
R	R	R	Port Protection	Prince Of Wales-Hyder Census Area
R	R	R	Port Williams	Kodiak Island Borough
R	R	R	Portage Creek	Dillingham Census Area
R	R	R	Portlock	Kenai Peninsula Borough
R	R	R	Primrose	Kenai Peninsula Borough
R	R	R	Prudhoe Bay	North Slope Borough
R	R	R	Ptarmigan	Valdez-Cordova Census Area
R	R	R	Quinhagak	Bethel Census Area
R	R	R	Rampart	Yukon-Koyukuk Census Area
R	R	R	Red Devil	Bethel Census Area
R	R	*	Red Dog Mine	Northwest Arctic Borough
R	R	R	Red Mountain	Kenai Peninsula Borough

Table A-05. Rural Communities

2010 Census	2000 Census	1990 Census	Community	2010 Borough Or Census Area
R	R	R	Richardson	Fairbanks North Star Borough
R	R	U	Ridgeway	Kenai Peninsula Borough
R	R	R	Rowan Bay	Petersburg Census Area
R	R	R	Ruby	Yukon-Koyukuk Census Area
R	R	R	Russian Mission	Wade Hampton Census Area
R	R	R	Saginaw Bay	Petersburg Census Area
R	R	R	Sagwon	North Slope Borough
R	R	R	Saint George Island	Aleutians West Census Area
R	R	R	Saint James Bay	Haines Borough
R	R	R	Saint Marys	Wade Hampton Census Area
R	R	R	Saint Michael	Nome Census Area
R	R	R	Saint Paul Island	Aleutians West Census Area
R	R	U	Salamatof	Kenai Peninsula Borough
R	R	U	Salcha	Fairbanks North Star Borough
R	R	R	Salmon	Yukon-Koyukuk Census Area
R	R	R	Saltery Cove	Prince Of Wales-Hyder Census Area
R	R	R	Sanak	Aleutians East Borough
R	R	R	Sand Bay	Aleutians West Census Area
R	R	R	Sand Point	Aleutians East Borough
R	R	R	Savoonga	Nome Census Area
R	R	R	Scammon Bay	Wade Hampton Census Area
R	R	R	Selawik	Northwest Arctic Borough
R	R	R	Seldovia	Kenai Peninsula Borough
R	R	*	Seldovia Village	Kenai Peninsula Borough
R	R	R	Serpentine Hot Springs	Nome Census Area
R	R	U	Seward	Kenai Peninsula Borough
R	R	R	Shageluk	Yukon-Koyukuk Census Area
R	R	R	Shaktolik	Nome Census Area
R	R	R	Sheldon Point	Wade Hampton Census Area
R	R	R	Shemya	Aleutians East Borough
R	R	R	Shishmaref	Nome Census Area
R	R	R	Shoal Cove	Ketchikan Gateway Borough
R	R	R	Shungnak	Northwest Arctic Borough
R	R	*	Silver Springs	Valdez-Cordova Census Area
R	R	R	Sinuk	Nome Census Area
R	R	R	Situk	Yakutat City And Borough
R	R	R	Skagway	Skagway Municipality
R	R	R	Skwentna	Matanuska-Susitna Borough
R	R	R	Slana	Valdez-Cordova Census Area
R	R	R	Sleetmute	Bethel Census Area
R	R	R	Solomon	Nome Census Area
R	R	R	Sourdough	Valdez-Cordova Census Area
R	R	R	South Naknek	Bristol Bay Borough
R	R	R	Sparrevohn	Bethel Census Area
R	R	R	Squaw Harbor	Aleutians East Borough
R	R	R	St. John Harbor	Wrangell City And Borough
R	R	R	Steamboat Bay	Prince Of Wales-Hyder Census Area
R	R	R	Stebbins	Nome Census Area
R	R	U	Sterling	Kenai Peninsula Borough
R	R	R	Sterling Landing	Yukon-Koyukuk Census Area

Table A-05. Rural Communities

2010 Census	2000 Census	1990 Census	Community	2010 Borough Or Census Area
R	R	R	Stevens Village	Yukon-Koyukuk Census Area
R	R	R	Stony River	Bethel Census Area
R	R	R	Sulatna Crossing	Yukon-Koyukuk Census Area
R	R	R	Sullivan Camp	Nome Census Area
R	R	R	Summit	Denali Borough
R	R	R	Sunrise	Kenai Peninsula Borough
R	R	R	Suntrana	Denali Borough
R	R	R	Susitna	Matanuska-Susitna Borough
R	R	R	Sutton	Matanuska-Susitna Borough
R	R	*	Sutton-Alpine	Matanuska-Susitna Borough
R	R	R	Takotna	Yukon-Koyukuk Census Area
R	R	R	Taku Harbor	Juneau City And Borough
R	R	R	Talkeetna	Matanuska-Susitna Borough
R	R	R	Tanacross	Southeast Fairbanks Census Area
R	R	R	Tanana	Yukon-Koyukuk Census Area
R	R	R	Tatalina	Yukon-Koyukuk Census Area
R	R	R	Tatitlek	Valdez-Cordova Census Area
R	R	R	Taylor	Nome Census Area
R	R	R	Taylor Creek	Bethel Census Area
R	R	R	Tazlina	Valdez-Cordova Census Area
R	R	R	Telida	Yukon-Koyukuk Census Area
R	R	R	Teller	Nome Census Area
R	R	R	Tenakee	Hoonah-Angoon Census Area
R	R	*	Tenakee Springs	Hoonah-Angoon Census Area
R	R	R	Terror Bay	Kodiak Island Borough
R	R	R	Tetlin	Southeast Fairbanks Census Area
R	R	R	Tetlin Junction	Southeast Fairbanks Census Area
R	R	*	Thoms Place	Wrangell City And Borough
R	R	R	Thorne Bay	Prince Of Wales-Hyder Census Area
R	R	R	Tin City	Nome Census Area
R	R	R	Tofty	Yukon-Koyukuk Census Area
R	R	R	Togjak	Dillingham Census Area
R	R	R	Tok	Southeast Fairbanks Census Area
R	R	R	Tokeen	Prince Of Wales-Hyder Census Area
R	R	R	Toksook Bay	Bethel Census Area
R	R	*	Tolsona	Valdez-Cordova Census Area
R	R	R	Tonsina	Valdez-Cordova Census Area
R	R	R	Trapper Creek	Matanuska-Susitna Borough
R	R	R	Tuluksak	Bethel Census Area
R	R	R	Tuntutuliak	Bethel Census Area
R	R	R	Tununak	Bethel Census Area
R	R	R	Tuxekan	Prince Of Wales-Hyder Census Area
R	R	R	Twin Hills	Dillingham Census Area
R	R	U	Two Rivers	Fairbanks North Star Borough
R	R	R	Tyee	Hoonah-Angoon Census Area
R	R	R	Tyonek	Kenai Peninsula Borough
R	R	R	Uganik Bay	Kodiak Island Borough
R	R	R	Ugashik	Lake And Peninsula Borough
R	R	R	Ukivok	Nome Census Area
R	R	R	Umiat	North Slope Borough

Table A-05. Rural Communities

2010 Census	2000 Census	1990 Census	Community	2010 Borough Or Census Area
R	R	R	Umnak Island	Aleutians West Census Area
R	R	R	Unalakleet	Nome Census Area
R	U	U	Unalaska	Aleutians West Census Area
R	R	R	Unga	Aleutians East Borough
R	R	R	Ungalikthluk	Dillingham Census Area
R	R	R	Unimak	Aleutians East Borough
R	R	R	Upper Kalskag	Bethel Census Area
R	R	R	Usibelli	Denali Borough
R	R	R	Usibelli Mine	Denali Borough
R	R	R	Uyak	Kodiak Island Borough
R	R	*	Uyak Bay	Kodiak Island Borough
R	R	U	Valdez	Valdez-Cordova Census Area
R	R	R	Venetie	Yukon-Koyukuk Census Area
R	R	R	Venetie Landing	Yukon-Koyukuk Census Area
R	R	R	Wainwright	North Slope Borough
R	R	R	Wales	Nome Census Area
R	R	R	Warm Springs Bay	Sitka City And Borough
R	R	R	Waterfall	Prince Of Wales-Hyder Census Area
R	R	R	West Point	Kodiak Island Borough
R	R	R	Whale Pass	Prince Of Wales-Hyder Census Area
R	R	R	White Mountain	Nome Census Area
R	R	R	Whitstone Logging	Hoonah-Angoon Census Area
R	R	R	Whittier	Valdez-Cordova Census Area
R	R	R	Willow	Matanuska-Susitna Borough
R	R	*	Willow Creek	Valdez-Cordova Census Area
R	R	R	Wiseman	Yukon-Koyukuk Census Area
R	R	U	Womens Bay	Kodiak Island Borough
R	R	R	Woody Island	Kodiak Island Borough
R	R	R	Wrangell	Wrangell City And Borough
R	R	R	Yakutat	Yakutat City And Borough
R	R	R	Yes Bay	Prince Of Wales-Hyder Census Area
R	R	R	York	Nome Census Area
R	R	R	Zachar Bay	Kodiak Island Borough

Local and Nonlocal Decision Rules

While updating the CFEC Census File, CFEC analysts evaluated each Alaska Community using Geographic Information Systems (GIS) mapping software. A summation of the Local and Nonlocal decision rules is below.

1. On the coast, area lines are based on Fish and Game salmon regulatory areas. Residences in both Southeast and Yakutat are designated local to the hand and power troll fisheries. In accordance with 20 AAC 05.230 (B)(i), residences within the Cape Yakutaga and Port Heiden overlap area are “local” for both relevant overlap areas. Additionally, Table A-06 highlights communities that are local to more than one ADF&G management area.

Table A-06. Communities Local to More Than One Alaska Department of Fish and Game Management Area

Community	ADF&G Salmon Management Areas
Port Heiden	Bristol Bay/ Alaska Peninsula
Cape Newenham	Bristol Bay/Kuskokwim
Aguikchuk	Kuskokwim/Nelson Island/Nunivak Island
Anogok	Kuskokwim/Nelson Island/Nunivak Island
Chefornak	Kuskokwim/Nunivak Island
Icy Bay	Prince William Sound/Statewide Troll/ Yakutat
Inger	Kuskokwim/Nelson Island/Nunivak Island
Kipnuk	Kuskokwim/Nelson Island/Nunivak Island
Mekoryuk	Kuskokwim/Nelson Island/Nunivak Island
Nash Harbor	Kuskokwim/Nelson Island/Nunivak Island
Nelson Island	Kuskokwim/Nelson Island/Nunivak Island
Newtok	Kuskokwim/Nelson Island/Nunivak Island
Nightmute	Kuskokwim/Nelson Island/Nunivak Island
Toksook Bay	Kuskokwim/Nelson Island/Nunivak Island
Tununak	Kuskokwim/Nelson Island/Nunivak Island
Cape Yakataga	Prince William Sound/Statewide Troll/ Yakutat
Pikmiktalik	Lower Yukon/Norton Sound

2. The Upper and Lower Yukon and Kuskokwim River fishery areas are based on immediate river drainages. The Lower Yukon area extends up the Yukon River to just above Holy Cross. The Kuskokwim local area extends 30 miles upriver beyond the limit of commercial fishing on that river (sub district W-2 located at approximately 61° 34' 23" N latitude and 159°14'60" W longitude). Using GIS mapping software to verify locality, the following communities changed from local to nonlocal for Area W: Itulilik, Kashegelo, Lime Village, Nogamut, Red Devil, Sleetmute, Sparrevohn, Stony River, Taylor Creek. The Upper Yukon area extends 30 miles upriver from the terminus of District 6C at 64 ° 15' N latitude, 146° 19' W longitude. Enforcing this definition changed the status of Big Delta and Tok from local to nonlocal to Area P (Upper Yukon).

3. The Bristol Bay area extends inland up the Nushagak River and includes the entire Tikchik Lake system as well as Lake Iliamna and Lake Clark. Pope-Vannoy Landing is now classified as local to Bristol Bay fisheries under the rule that includes all of Lake Iliamna.

4. The Cook Inlet local area includes all but the eastern edge of the Anchorage Municipality. The line dividing the Cook Inlet and Prince William Sound ADF&G regulatory areas is extended inland directly north. That is, the line runs from Cape Fairfield at 148°50'W, north to 61°36'N and then west to 150°30'W and thereafter follows, at a little distance inland, the western shore of Cook Inlet, ending at Cape Douglas.

5. The Prince William Sound area extends up the Copper River to the confluence of the Bremner River.

6. The local definitions for the Westward herring fisheries are based on the districts as defined in (5 ACC 27.875 and 5 ACC 27.905) ADF&G Commercial Herring Fishing Regulations and extend 30 miles beyond those district boundaries. The districts are defined as waters bounded by specified coastline features or latitudes. The local/nonlocal definition includes population centers on the coast within those boundaries as well as within a 30-mile radius extending inland and beyond the northern and southern district boundaries. Because the Nelson Island and Nunivak Island districts overlap with respect to latitude and because pre-limitation permitting combined these fisheries, they will share the same local communities for the purposes of this study.